Public Document Pack

Cabinet

Tuesday, 18th August, 2015
at 4.30 pm

PLEASE NOTE TIME OF MEETING

Council Chamber - Civic Centre

This meeting is open to the public

Members

Councillor Simon Letts, Leader of the Council
Councillor Daniel Jeffery, Cabinet Member for Education and Children's Social Care
Councillor Mark Chaloner, Cabinet Member for Finance
Councillor Satvir Kaur, Cabinet Member for Communities, Culture and Leisure
Councillor Jacqui Rayment, Cabinet Member for Environment and Transport
Councillor Dave Shields, Cabinet Member for Health and Adult Social Care
Councillor Warwick Payne, Cabinet Member for Housing and Sustainability
Councillor Christopher Hammond, Cabinet Member for Transformation

(QUORUM – 3)

Contacts

Cabinet Administrator
Judy Cordell
Tel. 023 8083 2766
Email: judy.cordell@southampton.gov.uk

Head of Legal and Democratic Services
Richard Ivory
Tel: 023 8083 2794
Email: richard.ivory@southampton.gov.uk

BACKGROUND AND RELEVANT INFORMATION

The Role of the Executive
The Cabinet and individual Cabinet Members make executive decisions relating to services provided by the Council, except for those matters which are reserved for decision by the full Council and planning and licensing matters which are dealt with by specialist regulatory panels.

The Forward Plan
The Forward Plan is published on a monthly basis and provides details of all the key executive decisions to be made in the four month period following its publication. The Forward Plan is available on request or on the Southampton City Council website, www.southampton.gov.uk

Implementation of Decisions
Any Executive Decision may be "called-in" as part of the Council's Overview and Scrutiny function for review and scrutiny. The relevant Overview and Scrutiny Panel may ask the Executive to reconsider a decision, but does not have the power to change the decision themselves.

Mobile Telephones – Please switch your mobile telephones to silent whilst in the meeting.

Use of Social Media
The Council supports the video or audio recording of meetings open to the public, for either live or subsequent broadcast. However, if, in the Chair's opinion, a person filming or recording a meeting or taking photographs is interrupting proceedings or causing a disturbance, under the Council's Standing Orders the person can be ordered to stop their activity, or to leave the meeting

Southampton City Council's Priorities:

- Jobs for local people
- Prevention and early intervention
- Protecting vulnerable people
- Affordable housing
- Services for all
- City pride
- A sustainable Council

Executive Functions
The specific functions for which the Cabinet and individual Cabinet Members are responsible are contained in Part 3 of the Council's Constitution. Copies of the Constitution are available on request or from the City Council website, www.southampton.gov.uk

Key Decisions
A Key Decision is an Executive Decision that is likely to have a significant:

- financial impact (£500,000 or more)
- impact on two or more wards
- impact on an identifiable community

Procedure / Public Representations
At the discretion of the Chair, members of the public may address the meeting on any report included on the agenda in which they have a relevant interest. Any member of the public wishing to address the meeting should advise the Democratic Support Officer (DSO) whose contact details are on the front sheet of the agenda.

Fire Procedure – In the event of a fire or other emergency, a continuous alarm will sound and you will be advised, by officers of the Council, of what action to take.

Smoking policy – The Council operates a no-smoking policy in all civic buildings.
Access – Access is available for disabled people. Please contact the Cabinet Administrator who will help to make any necessary arrangements.

Municipal Year Dates (Tuesdays)

2015	**2016**
16 June	19 January
14 July	9 February (**Budget**)
18 August	16 February
15 September	15 March
20 October	19 April
17 November	
15 December	

CONDUCT OF MEETING

TERMS OF REFERENCE
The terms of reference of the Cabinet, and its Executive Members, are set out in Part 3 of the Council's Constitution.

RULES OF PROCEDURE
The meeting is governed by the Executive Procedure Rules as set out in Part 4 of the Council's Constitution.

BUSINESS TO BE DISCUSSED
Only those items listed on the attached agenda may be considered at this meeting.

QUORUM
The minimum number of appointed Members required to be in attendance to hold the meeting is 3.

DISCLOSURE OF INTERESTS
Members are required to disclose, in accordance with the Members' Code of Conduct, ***both*** the existence ***and*** nature of any "Disclosable Pecuniary Interest" or "Other Interest" they may have in relation to matters for consideration on this Agenda.

DISCLOSABLE PECUNIARY INTERESTS
A Member must regard himself or herself as having a Disclosable Pecuniary Interest in any matter that they or their spouse, partner, a person they are living with as husband or wife, or a person with whom they are living as if they were a civil partner in relation to:
(i) Any employment, office, trade, profession or vocation carried on for profit or gain.
(ii) Sponsorship:
Any payment or provision of any other financial benefit (other than from Southampton City Council) made or provided within the relevant period in respect of any expense incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
(iii) Any contract which is made between you / your spouse etc (or a body in which the you / your spouse etc has a beneficial interest) and Southampton City Council under which goods or services are to be provided or works are to be executed, and which has not been fully discharged.
(iv) Any beneficial interest in land which is within the area of Southampton.
(v) Any license (held alone or jointly with others) to occupy land in the area of Southampton for a month or longer.
(vi) Any tenancy where (to your knowledge) the landlord is Southampton City Council and the tenant is a body in which you / your spouse etc has a beneficial interests.
(vii) Any beneficial interest in securities of a body where that body (to your knowledge) has a place of business or land in the area of Southampton, and either:

a) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body, or
b) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you / your spouse etc has a beneficial interest that exceeds one hundredth of the total issued share capital of that class.

Other Interests
A Member must regard himself or herself as having an, 'Other Interest' in any membership of, or occupation of a position of general control or management in:
Any body to which they have been appointed or nominated by Southampton City Council
Any public authority or body exercising functions of a public nature
Any body directed to charitable purposes
Any body whose principal purpose includes the influence of public opinion or policy

Principles of Decision Making
All decisions of the Council will be made in accordance with the following principles:-

- proportionality (i.e. the action must be proportionate to the desired outcome);
- due consultation and the taking of professional advice from officers;
- respect for human rights;
- a presumption in favour of openness, accountability and transparency;
- setting out what options have been considered;
- setting out reasons for the decision; and

- clarity of aims and desired outcomes.

In exercising discretion, the decision maker must:

- understand the law that regulates the decision making power and gives effect to it. The decision-maker must direct itself properly in law;
- take into account all relevant matters (those matters which the law requires the authority as a matter of legal obligation to take into account);
- leave out of account irrelevant considerations;
- act for a proper purpose, exercising its powers for the public good;
- not reach a decision which no authority acting reasonably could reach, (also known as the "rationality" or "taking leave of your senses" principle);
- comply with the rule that local government finance is to be conducted on an annual basis. Save to the extent authorised by Parliament, 'live now, pay later' and forward funding are unlawful; and
- act with procedural propriety in accordance with the rules of fairness.

AGENDA

1 APOLOGIES

To receive any apologies.

2 DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS

In accordance with the Localism Act 2011, and the Council's Code of Conduct, Members to disclose any personal or pecuniary interests in any matter included on the agenda for this meeting.

EXECUTIVE BUSINESS

3 STATEMENT FROM THE LEADER

4 RECORD OF THE PREVIOUS DECISION MAKING (Pages 1 - 2)

Record of the decision making held on 14th July, 2015, attached.

5 MATTERS REFERRED BY THE COUNCIL OR BY THE OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE FOR RECONSIDERATION (IF ANY)

There are no matters referred for reconsideration.

6 REPORTS FROM OVERVIEW AND SCRUTINY COMMITTEES (IF ANY)

There are no items for consideration.

7 EXECUTIVE APPOINTMENTS

To deal with any executive appointments, as required.

MONITORING REPORTS

8 CORPORATE REVENUE FINANCIAL MONITORING FOR THE PERIOD TO THE END OF JUNE 2015 (Pages 3 - 36)

Report of the Cabinet Member for Finance summarising the General Fund and Housing Revenue Account revenue financial position for the Authority for the 3 months to the end of June 2015, attached.

ITEMS FOR DECISION BY CABINET

9 THE FUTURE OF THE SOUTHAMPTON LIBRARY SERVICE □ (Pages 37 - 298)

Report of the Cabinet Member for Communities, Culture and Leisure outlining the results of the consultation relating to the future transformation of the Southampton Library Service and a proposal for the way forward, attached.

10 CONSULTATION ON PROPOSED CHANGES TO THE GENERAL FUND REVENUE BUDGET □ (Pages 299 - 316)

Report of the Cabinet Member for Finance detailing proposed changes to the General Fund Revenue Budget for consultation, attached.

11 EXCLUSION OF THE PRESS AND PUBLIC - CONFIDENTIAL PAPERS INCLUDED IN THE FOLLOWING ITEM

Confidential appendix one contains information deemed to be exempt from general publication by virtue of category 3 (financial and business affairs of the Authority) of paragraph 10.4 of the Council's Access to Information Procedure Rules as contained in the Council's Constitution.

It is not in the public interest to disclose this information as the content of this appendix is sensitive to the financial business affairs of the Authority.

12 CONSULTATION ON PROPOSALS FOR AN INTEGRATED SERVICE FOR CRISIS RESPONSE, REHABILITATION, REABLEMENT AND HOSPITAL DISCHARGE. (PHASE ONE AND PHASE TWO) □ (Pages 317 - 382)

Report of the Cabinet Member for Health and Adult Social Care seeking approval to consult on two interlinked proposals for an Integrated Service for crisis response, rehabilitation, reablement and hospital discharge, attached.

13 EXCLUSION OF THE PRESS AND PUBLIC - CONFIDENTIAL PAPERS INCLUDED IN THE FOLLOWING ITEM

This confidential report is not for publication by virtue of categories 3 and 5 (financial and business affairs of the authority and information in respect of which a claim for legal professional privilege could be maintained) of paragraph 10.4 of the Council's Access to Information procedure Rules as contained in the Council's Constitution.

It is not in the public interest to disclose this information as the content of this report is sensitive to the financial, legal and commercial relationship between Pyramid and the Authority.

14 PFI MATTER □ (Pages 383 - 388)

Report of the Cabinet Member for Finance and the Cabinet Member for Education and Children's Social Care to note the decision taken by the Head of Legal and Democratic Services under delegated powers, attached.

This report is submitted for consideration as a general exception under paragraph 15 of the Access to Information procedure Rules in Part 4 of the Council's Constitution, notice having been given to the Chair of Overview and Scrutiny Management Committee and the public.

The matter requires a decision and cannot be deferred for inclusion in the next Forward Plan for decision following 28 clear days notice.

Monday, 10 August 2015 Head of Legal and Democratic Services

This page is intentionally left blank

SOUTHAMPTON CITY COUNCIL
EXECUTIVE DECISION MAKING

RECORD OF THE DECISION MAKING HELD ON 14 JULY 2015

Present:

Councillor Letts	-	Leader of the Council
Councillor Jeffery	-	Cabinet Member for Education and Children's Social Care
Councillor Kaur	-	Cabinet Member for Communities, Culture and Leisure
Councillor Rayment	-	Cabinet Member for Environment and Transport
Councillor Shields	-	Cabinet Member for Health and Adult Social Care
Councillor Payne	-	Cabinet Member for Housing and Sustainability
Councillor Hammond	-	Cabinet Member for Transformation

Apologies: Councillor Chaloner

1. EXECUTIVE APPOINTMENTS

Cabinet agreed to replace Councillor Denness with Councillor Kaur on the Standing Advisory Council for Religious Education (SACRE).

2. HMO ADDITIONAL LICENSING DESIGNATION FOR SHIRLEY, FREEMANTLE, BASSETT AND MILLBROOK WARDS

DECISION MADE: (Ref: 15/16 14877)

On consideration of the report of the Cabinet Member for Housing and Sustainability, Cabinet agreed the following:

(i) To note the outcome of a full consultation, which has taken place in accordance with the Housing Act 2004; and
(ii) To approve the designation of the area of Southampton known as Freemantle, Shirley, Bassett and Millbrook electoral wards as being subject to additional licensing, requiring all houses in multiple occupation (HMOs) to be licensed, apart from section 257 HMOs and buildings exempted by Schedule 14 of the Housing Act 2004, the designation to take effect on 20 October 2015 for a period of five years.

3. AIR QUALITY SCRUTINY INQUIRY - FINAL REPORT AND RECOMMENDATIONS

DECISION MADE: (Ref: 15/16 15037)

On consideration of the report of the Cabinet Member for Environment and Transport and having received representations from a member of the Scrutiny Inquiry Panel and members of the Western Docks Consultative Forum, Cabinet approved the responses to the recommendations as detailed in Appendix 1 of the report.

4. RELOCATION OF SERVICES FROM TOWN DEPOT

DECISION MADE: (Ref: 15/16 15071)

On conisation of the report of the Leader of the Council, Cabinet agreed the recommendations contained in the confidential report.

DECISION-MAKER:		CABINET		
SUBJECT:		CORPORATE REVENUE FINANCIAL MONITORING FOR THE PERIOD TO THE END OF 30th JUNE 2015		
DATE OF DECISION:		18 AUGUST 2015		
REPORT OF:		CABINET MEMBER FOR FINANCE		
CONTACT DETAILS				
AUTHOR:	**Name:**	Melanie Creighton	**Tel:**	023 8083 4897
	E-mail:	Mel.Creighton@southampton.gov.uk		
Chief Financial Officer:	**Name:**	Andrew Lowe	**Tel:**	023 8083 2049
	E-mail:	Andrew.Lowe@southampton.gov.uk		
STATEMENT OF CONFIDENTIALITY				
N/A				

BRIEF SUMMARY

This report summarises the General Fund and Housing Revenue Account (HRA) revenue financial position for the Authority for the three months to the end of June 2015, and highlights any key issues by Portfolio which need to be brought to the attention of Cabinet.

RECOMMENDATIONS:

General Fund

It is recommended that Cabinet:

i) Note the current General Fund revenue position for 2015/16 as at Qtr 1, which is a forecast over spend at year end of £9.43M against the budget approved by Council on 11 February 2015, as outlined in paragraph 4.

ii) Note that the forecast over spend for portfolios is £9.66M as outlined in paragraph 5.

iii) To agree the actions being put in place to address the overspend position as described in paragraphs 9 and 10.

iv) Note the performance to date with regard to the delivery of the agreed savings proposals approved for 2015/16 as detailed in Appendix 3.

v) Note the performance against the financial health indicators detailed in Appendix 4.

vi) Note the performance outlined in the Quarterly Treasury Management Report attached as Appendix 5.

vii) Note the performance outlined in the Quarterly Collection Fund Report attached as Appendix 7.

Housing Revenue Account

It is recommended that Cabinet:

viii) Note the current HRA budget monitoring position for 2015/16, as at Qtr 1. There is a forecast overspend at year end of £0.95M against the budget approved by Council on 11 February 2015, as outlined in

paragraphs 29 and 30 and in Appendix 6.

REASONS FOR REPORT RECOMMENDATIONS

1. To ensure that Cabinet fulfils its responsibilities for the overall financial management of the Council's resources.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

2. Not applicable.

DETAIL (Including consultation carried out)

3. Heads of Service, Budget Holders and Directors have been consulted in preparing the reasons for variations contained in the appendices.

Financial Summary

4. Appendix 1 sets out a high level financial summary for the General Fund, and shows that the overall forecast outturn position for the Council is an overspend of £9.43M, as shown below:

Table 1 Summary Forecast Outturn Position

	Forecast Outturn Variance £M	Forecast Outturn Variance %
Baseline Portfolio Total	**9.66 A**	**5.5**
Non-specific Government Grants	0.23 F	
Net Total General Fund	**9.43 A**	**5.5**

5. As shown in the Table 1, the forecast portfolio revenue outturn on net controllable spend for the end of the year compared to the working budget is an overspend of £9.66M and this is analysed below:

Table 2 Portfolio Forecast Outturn Position

Portfolio	Baseline Forecast Outturn Variance £M	Forecast Outturn Variance	
		£M	%
Communities, Culture & Leisure	0.49 A	0.49 A	7.4
Education & Children's Social Care	5.84 A	5.84 A	15.0
Environment & Transport	0.51 A	0.51 A	2.2
Finance	0.13 F	0.13 F	0.4
Health & Adult Social Care	2.94 A	2.94 A	5.1
Housing & Sustainability	0.01 A	0.01 A	0.6
Leader's Portfolio	0.00 -	0.00 -	0.0
Transformation	0.00 -	0.00 -	0.0
Portfolio Total	**9.66 A**	**9.66 A**	**5.5**

6. The significant issues affecting each portfolio are set out in Appendix 2.

7. It should be noted that the report regarding "Consultation on Proposed Changes to the General Fund" elsewhere on the agenda proposes potential savings in 2015/16 of £10.3M. At present that report does not propose to carry forward these savings to assist in balancing the budget position for 2016/17 due to the adverse position being reported in 2015/16.

8. However, it is imperative that actions are put in place to address and significantly reduce the forecast in-year overspend and reduce any pressure being taken forward into 2016/17. The proposed actions to achieve this are set out in paragraph 9 below. Addressing the in-year overspend through the proposed actions set out in paragraph 9 will reduce the call on the £10.3M in year savings detailed in paragraph 7. This would mean all or part of the £10.3M would be available if required to contribute to closing next year's budget gap.

Actions being taken to address the adverse position

9. Portfolios plan to take remedial action to manage a number of the significant issues highlighted in this report. Specific actions are included within Appendix 2 where applicable.

10. In addition there are a number of actions that are being put in place to address the adverse position. These actions are:
    a. The individual service areas are working with finance and transformation to draw up recovery action plans to minimise the amount of pressure being carried forward into 2016/17.
    b. Vacancy Freeze – all directorates have been instructed to hold posts vacant and to not recruit with only minimal exceptions to be agreed by Directors for critical posts.
    c. Non Essential Spend – all directorates have been instructed to cease spending on any non-essential non pay expenditure.
    d. Any posts which have been held vacant and not covered by temporary arrangements for over 6 months will be deleted.

Non-Specific Government Grants

11. Additional non-specific Government grant income not included in the budget is anticipated resulting in a forecast favourable variance of £0.23M as follows:

12. The amount of Education Services Grant that the Council receives is based on the number of pupils in maintained schools in the city. This number is continually updated as schools convert to academies. Based on known academy conversions this financial year, the amount forecast to be received in 2015/16 is expected to be £0.39M more than budget.

13. Local Reform & Community Voices Grant is expected to be £0.05M more than budget.

14. Housing Benefit Admin Subsidy Grant is expected to be £0.13M lower than budget.

15. Council Tax Support New Burdens Funding received in May was £0.08M lower than budgeted.

Risk Fund

16. Potential pressures that may arise during 2015/16 relating to volatile areas of both expenditure and income are managed through the Risk Fund. A sum of £4.94M is included in the working budget to cover these pressures. As evidence is provided to substantiate the additional expenditure or reduction in income, allocations from the risk fund will be considered.

17. The Risk Fund, which originally stood at £4.50M, now totals £4.94M. The funding

allocated is shown below:

Table 3 Current Risk Fund Position

		£M
Opening Risk Fund Provision 2015/16		**4.50**
Portfolio	**Service Activity**	
Health & Adult Social Care	Care Act Pressure	0.80
Education & Children's Social Care	City Catering	(0.36)
Risk Fund Provision June 2015		**4.94**

18. At this stage of the year it has been prudently assumed that the remainder of the Risk Fund will be fully utilised in 2015/16 but this position will be actively reviewed. The provision made within the Risk Fund will be reviewed as part of the development of the budget for 2016/17 to ensure that a sufficient allocation is included for such pressures in the future.

Contingency

19. The contingency totals £0.25M and it has been assumed that it will be fully utilised by the end of 2015/16.

Approved Carry Forward Requests

20. Carry forwards from 2014/15 totalling £0.3M were approved by Council on 15th July 2015. The appropriate budgets and forecast spend have now been included within the reported portfolio position for 2015/16.

Potential Carry Forward Requests

21. Portfolios have not highlighted any potential carry forwards for submission which is as to be expected at this early stage of the year.

Significant Portfolio Issues

22. The significant issues for each portfolio are detailed in Appendix 2 by Portfolio.

23. It is good practice to recognise that any forecast is based on assumptions about key variables and to undertake an assessment of the risk surrounding these assumptions. Having done this a forecast range has been produced for each significant issue, where applicable, which represents the pessimistic and optimistic forecast outturn position. This range is included within the detail contained in Appendix 2.

24. There are, however, certain issues which are highlighted in the tables below as being the most significant for Cabinet to note. The adverse variances are noted in the first table below and the favourable variances in the second.

Table 4 Significant Adverse Variances

Portfolio	Corporate Issue	Adverse Forecast £M	See Reference
Communities, Culture & Leisure	Leisure Client	0.11 A	COMM 1
Communities, Culture & Leisure	Gallery & Museums	0.19 A	COMM 2
Communities, Culture & Leisure	Prevention & Inclusion	0.17 A	COMM 3
Education and Children's Social Care	Looked after Children &	4.07 A	E&CSC1

	Provision		
Education and Children's Social Care	Specialist Core Services	0.70 A	E&CSC2
Education and Children's Social Care	Divisional Management & legal	0.48 A	E&CSC3
Education and Children's Social Care	MASH & Early Help	0.29 A	E&CSC4
Education and Children's Social Care	Education – Early Years and Asset Management	0.15 A	E&CSC5
Environment & Transport	Domestic Waste Collection	0.49 A	E&T 1
Environment & Transport	Off-Street Parking	0.15 A	E&T 3
Health & Adult Social Care	Long Term Care	2.32 A	H&ASC 1
Health & Adult Social Care	Provider Services	0.69 A	H&ASC 2
Health & Adult Social Care	Reablement	0.20 A	H&ASC 5

Table 5 Significant Favourable Variances

Portfolio	Corporate Issue	Favourable Forecast £M	See Reference
Environment & Transport	E&T Contracts Management	0.28 F	E&T 2
Finance	Partnership	0.19 F	FIN 1
Health & Adult Social Care	ICU Provider Relationships	0.41 F	H&ASC 3
Health & Adult Social Care	ICU System Design	0.23 F	H&ASC 4

Implementation of Savings Proposals

25. Savings proposals of £16.73M were approved by Council in February 2015 as part of the overall budget package for 2015/16. The delivery of the savings is crucial to the financial position of the authority. Below is a summary of the progress as at the end of the first quarter to highlight the level of risk associated with delivery and Appendix 3 contains further details:

Table 6 Analysis of Achievement of Savings

	%
Implemented and Saving Achieved	64.7
Not Yet Fully Implemented and Achieved But Broadly on Track	15.4
Saving Not on Track to be Achieved	19.9

26. Where savings are not on track to be achieved and a high level of risk is associated with delivery then this is due to non-implementation in some cases but also due to the impact of factors such as rising demand for services which have meant that despite being implemented the estimated level of financial savings have not materialised.

27. The overall financial shortfall in the delivery of the savings proposals is currently forecast as £3.06M or 18.3% of the total to be delivered which is shown by Portfolio in Appendix

3.

28. The financial implications of the delivery of these proposals are reflected in the current forecast position, areas of ongoing concern have been fully reviewed, and appropriate action plans are being put into place. In addition, any implications for the budget for 2016/17 and future years will be addressed as part of the development of the budget.

Financial Health Indicators

29. In order to make an overall assessment of the financial performance of the authority it is necessary to look beyond pure financial monitoring and take account of the progress against defined indicators of financial health. Appendix 4 outlines the performance to date, and in some cases the forecast, against a range of financial indicators which will help to highlight any potential areas of concern where further action may be required.

Quarterly Treasury Management Report

30. The Council approved a number of indicators at its meeting of 11 February 2015 and Appendix 5 outlines current performance against these indicators in more detail, along with an economic update and key information about the Council's borrowing and investments.

31. As at the 30th June 2015 the Council held the following levels of borrowings and investment:

Table 7 Investment and Borrowing as at 30th June 2015

	£M	Average Yield/Rate %
Investments		
Cash	48.5	0.54
Long Term Bonds	19.2	1.81
Corporate Bonds	24.0	0.83
Other Bonds	2.1	0.95
Property Fund	7.0	4.86
Total Investments	**100.8**	**1.40**
External Borrowing		
Public Works Loan Board (PWLB)	241.0	3.30
Market Loans	9.0	4.86
Total External Borrowing	**250.0**	**3.36**

Housing Revenue Account

32. The expenditure budget for the HRA was set at £77.13M and the income budget at £77.39, resulting in a net transfer to balances of £0.26M. The forecast position for the year end on income and expenditure items shows an adverse variance of £0.95M compared to this budget.

33. There are four significant variances to report for which the detail is set out in Appendix 6.

Collection Fund

34. Each billing authority is required to estimate the level of surplus or deficit on the Council Tax and Business Rate Element of the Collection Fund at the end of each financial year in order that these amounts can be included in the budget calculations for the coming financial year.

35. A forecast position for the Collection fund as at the end of Qtr 1 2015/16 has been made. This gives an estimated increase in the income due from council tax payers in 2015/16 of £1.5M and an increase of £5.5M for income from business rates compared to the original forecast at tax setting time.

36. In addition, there was a reduction in the carry forward of the council tax income surplus from 2014/15 of £0.5M and an increase in the surplus of business rate income of £1.0M. This gives an overall council tax surplus of £1.0M and an overall business rate surplus of £6.5M in 2015/16.

37. The council's share of the forecast surplus for council tax is £0.9M and its share of the business rates forecast surplus is £3.2M, giving a total forecast surplus of £4.1M. These forecasts will be reviewed each quarter and the latest forecast will be taken into account in setting the 2016/17 Council Tax and General Fund Budget. Appendix 7 details the Collection Fund Surplus/Deficit account for 2015/16.

RESOURCE IMPLICATIONS

Capital/Revenue

38. The revenue implications are contained in the report. There are no capital implications.

Property/Other

39. None.

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

40. Financial reporting is consistent with the Chief Financial Officer's duty to ensure good financial administration within the Council.

Other Legal Implications:

41. None.

POLICY FRAMEWORK IMPLICATIONS

42. None.

KEY DECISION? Yes

WARDS/COMMUNITIES AFFECTED:	All

SUPPORTING DOCUMENTATION

Appendices

1.	Forecast Revenue Position Qtr 1
2.	Portfolio Summaries
3.	Savings Position 2015/16
4.	Health Indicators
5.	Treasury Management Qtr 1
6.	HRA Qtr 1

7.	Collection Fund Qtr 1

Documents In Members' Rooms

1.	None

Equality Impact Assessment

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out.	No

Other Background Documents

Equality Impact Assessment and Other Background documents available for inspection at:

	Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	General Fund Revenue Budget Report 2015/16 to 2017/18 (Approved by Council on 11 February 2015)	

Appendix 1

GENERAL FUND 2015/16 OVERALL SUMMARY

	Working Budget	Qtr1 Forecast	Variance
	£M	£M	£M
Portfolios			
Communities, Culture & Leisure	6.63	7.11	0.49 A
Education and Children's Social Care	38.85	44.70	5.84 A
Environment & Transport	22.50	23.01	0.51 A
Finance	35.95	35.82	0.13 F
Health & Adult Social Care	57.73	60.67	2.94 A
Housing & Sustainability	1.81	1.82	0.01 A
Leader's Portfolio	11.24	11.24	0.00
Transformation	0.09	0.09	0.00
Sub-total for Portfolios	**174.79**	**184.45**	**9.66 A**
Levies & Contributions	0.63	0.63	0.00
Capital Asset Management	10.23	10.23	0.00
Other Expenditure & Income			
Direct Revenue Financing of Capital	0.00	0.00	0.00
Trading Areas (Surplus) / Deficit	(0.02)	(0.02)	0.00
Net Housing Benefit Payments	(0.76)	(0.76)	0.00
Open Spaces and HRA	0.44	0.44	0.00
Risk Fund	4.94	4.94	0.00
Contingencies	0.25	0.25	0.00
Addition to / (Draw From) Reserves	1.00	1.00	0.00
Sub-total for Other Expenditure & Income	**5.86**	**5.86**	**0.00**
Net Revenue Expenditure	**191.51**	**201.16**	**9.66 A**
Funded By:			
Addition to / (Draw From) Balances	(7.16)	(7.16)	0.00
Council Tax	(77.27)	(77.27)	0.00
Non-Specific Government Grants & Other Funding	(51.37)	(51.60)	0.23 F
Business Rates	(50.14)	(50.14)	0.00
Council Tax Collection Fund (Surplus) / Deficit	(3.21)	(3.21)	0.00
Business Rates Collection Fund (Surplus)/Deficit	(2.37)	(2.37)	0.00
Total Funding	**(191.51)**	**(191.74)**	**0.23 F**
(SURPLUS)/DEFICIT	**0.00**	**9.43 A**	**9.43 A**

This page is intentionally left blank

COMMUNITIES, CULTURE & LEISURE PORTFOLIO

KEY ISSUES – QTR 1

The Portfolio is currently forecast to over spend by **£0.49M** at year-end, which represents a percentage over spend against budget of **7.4%.** This forecast is constructed from the bottom up through discussions with individual budget holders and is then adjusted to take into account the wider Portfolio view.

Table P1 Communities Culture & Leisure Forecast Outturn

	£M	%
Communities, Culture & Leisure	**0.49 A**	**7.4**
Potential Carry Forward Requests	0.00	

A summary of the Portfolio forecast variances are shown in the table below:

Table P2 Communities, Culture & Leisure Significant Variances

Division / Service Activity	Forecast Variance Month 3 £M	Ref.
Leisure Client	0.11 A	COMM 1
Gallery & Museums	0.19 A	COMM 2
Prevention & Inclusion	0.17 A	COMM 3
Other	0.02 A	
	0.49 A	

The SIGNIFICANT issues for the Portfolio are:

COMM 1 – Leisure Client (forecast adverse variance £0.11M)

Contractual utility inflation is due on the Active Nation contract.

Forecast Range £0.15M adverse to £0.10M adverse

Under the contract with Active Nation to run the Council's sports provision, the Council bears the risk of cost inflation on utilities over and above the Consumer Price Index. For 2015/16 this is currently forecast to be £0.10M adverse. Additional budget may be sought from the Risk Fund when the cost forecast is more certain. There is also a forecast £0.05M adverse variance on an approved savings proposal to review Leisure contracts. This is partially offset by lower inflation on the Sport & Recreation and Guildhall contract payments.

COMM 2 – Gallery & Museums (forecast adverse variance £0.19M)

There is a shortfall in venue income due to lower visitor numbers than anticipated.

Forecast Range £0.25M adverse to £0.15M adverse

There is a forecast shortfall in income of £0.20M for SeaCity and £0.03M for Tudor House based upon the visitor numbers for the first three month being lower than budgeted. Additional budget has been sought from the Risk Fund to cover the SeaCity income shortfall. The adverse variance in income is partially offset by forecast savings of £0.03M on the cost of utilities at SeaCity.

COMM 3 – Prevention & Inclusion Service (forecast adverse variance £0.17M)

The cost of children held in secure accommodation by court order pending release or conviction.

Forecast Range £0.25M adverse to £0.10M adverse

The individual cost of the accommodation is dictated by the Ministry of Justice and the number of incarcerated children and the type of accommodation used is dictated by the courts. Additional budget may be sought from the Risk Fund when the cost forecast is more certain.

EDUCATION AND CHILDREN'S SOCIAL CARE PORTFOLIO

KEY ISSUES – QTR 1

The Portfolio is currently forecast to over spend by **£5.84M** at year-end, which represents a percentage over spend against budget of **15.0**%. All forecasts are constructed from the bottom up through discussions with individual budget holders and are then adjusted to take into account the wider Portfolio view.

Table P3 Education and Children's Social Care Forecast Outturn

	Forecast Variance £M	**%**
Education and Children's Social Care	**5.84 A**	**15.0**
Potential Carry Forward Requests	0.00	

A summary of the monthly movements in the Portfolio forecast variance, are shown in the table P4:

Table P4 Education and Children's Social Care Significant Variances

Division / Service Activity	Forecast Variance Month 3 £M	Ref.
Looked after Children & Provision	4.07 A	E&CSC1
Specialist Core Services	0.70 A	E&CSC2
Divisional Management and Legal	0.48 A	E&CSC3
MASH & Early Help	0.29 A	E&CSC4
Education – Early Years and Asset Management	0.15 A	E&CSC5
Other	0.63 A	
	5.84 A	

The SIGNIFICANT issues for the Portfolio are:

E&CSC 1 – Looked after Children and Provision (forecast adverse variance £4.07M)

There are significant numbers of children in care above the budgeted level, in particular, with fostering and residential placements with external providers.

Forecast Range £5.50M adverse to £2.5M adverse

The increasing number of children requiring specialist support packages has led to a forecast overspend of £0.69M on residential placements. These placements can cost up to £785 per day, and, therefore, a small increase in the number of children requiring such intensive support can have a significant impact on the financial position. Placements are only used therefore, as a last resort measure, and as such are difficult to predict with any certainty.

The forecast overspend of £2.80M on fostering has mainly arisen as a result of an increase in placements from Independent Fostering Agencies (IFA's) (forecast overspend of £1.81M) and SCC foster carers (forecast overspend of £0.81M) than originally anticipated. IFA placements tend to cost between 2 and 3 times as much as an SCC foster placement. The need to use additional IFA placements has continued to increase and is as a result of a need to ensure SCC foster carers meet regulations and the complex needs of individual children.

There were 31 adoption agency placements that commenced during the last quarter of 2014-15. The ongoing financial liability for these placements has led to a net forecast over spend of £0.46M. The cost of these adoption placements is mitigated by avoiding the recurring cost of foster care fees.

The table P5 outlines the activity levels for 2015/16:

Table P5 Looked After Children Activity Levels

Service	Daily Rate Range	Children Numbers					
		Budget	Budget	Actual	Actual	Actual	Year End
		Apr 15	Mar 16	Apr 2015	May 2015	Jun 2015	
Fostering up to 18	£22 - £91	285	254	322	328	330	342
Independent Fostering Agencies (IFA)	£85 - £275	134	109	154	160	164	159
IFA Parent and Baby Placements	£176 - £324	6	6	6	6	5	6
Inter Agency Fostering Placements	£58 - £127	1	1	0	0	0	0
Supported Placements or Rent	£9 - £54	5	5	5	5	5	5
Residential - Independent Sector	£129 - £785	12	12	13	15	14	17
Civil Secure Accommodation	£713 - £820	1	1	2	2	2	0
Sub-total: Children in Care		**444**	**388**	**502**	**516**	**520**	**529**
Residential (Not Looked After)	£108 - £333	4	4	1	1	1	1
Supported Placements or Rent (Not Looked After)	£9 - £54	1	1	5	5	7	4
Over 18's	£8 - £236	32	56	44	44	45	70
Adoption Allowances	£3 - £38	95	95	88	88	88	102
Special Guardianship Allowances	£2 - £44	115	115	102	102	103	104
Residence Order Allowances	£7 - £22	13	13	14	14	14	14
Total		**704**	**672**	**756**	**770**	**778**	**824**

Figures for CIC exclude disability placements, UASC's and children placed at nil cost (e.g., with parents)

E&CSC 2 – Specialist Core Services (forecast adverse variance £0.70M)

Agency staff have been employed to cover increasing caseloads and there is an inability to recruit and retain experienced social workers.

Forecast Range £1.25M adverse to £0.25M adverse

The need for agency social workers covering vacant posts within the Protection and Court team was envisaged to be minimal in 2015/16. However, the level of vacancies has been higher than anticipated, and agency cover has increased from 12 in month 2 to the current level of 15. It is envisaged that the need for agency cover will reduce, but at a slower pace than originally intended, (reaching its lowest point of 6 vacant posts covered by agency staff from 1st January 2016 until 31st March 2016). Agency social workers cost on average twice as much as a permanent social worker.

In addition, increasing caseload numbers have led to a need for interim social workers over establishment. There are currently 5 social workers above establishment, which will be required for longer than originally anticipated but are forecast to reduce over time with 2 social workers over establishment anticipated from January 2016 onwards.

E&CSC 3 – Divisional Management and Legal (forecast adverse variance £0.48M)

The over spend on this budget is due to the additional cost of Legal Services relating to the placement of children looked after, combined with an increase in demand for translation services and an unlikelihood of achieving the procurement savings target

Forecast Range £0.75M adverse to £0.00M adverse

Demand for translation services increased significantly in 2014/15, leading to an over spend of £0.12M. It is envisaged that demand will continue to exceed the budget in 2015/16 leading to a forecast over spend of £0.11M.

A pressure has arisen as the portfolio is unlikely to achieve the Council's agreed procurement saving of £0.15M. Managers are considering how this saving can be achieved.

The provision for agency social workers has increased by £0.10M to take account of the anticipated need for additional social work resource over and above the position accounted for within team budgets.

E&CSC 4 – MASH & Early Help (forecast adverse variance £0.29M)

Agency staff have been employed to cover increasing demands on the Early Help Service.

Forecast Range £0.50M adverse to £0.00M adverse

An increase in the demand for the Early Help service has led to the need to recruit additional social workers and assistant team managers over the established structure. It is envisaged that this additional support will be required on a short term basis.

E&CSC 5 – Early Years & Asset Management (forecast adverse variance £0.15M)

The adverse variance primarily relates to Home to Schools Transport for Special Schools due to increased demand partially offset by favourable variances against 3 & 4 Year Old Child Care, Asset Management & Capital Strategy due to staff vacancies and IT Business Support due to extra income received from broadband charges.

Forecast Range £0.80M adverse to £0 adverse

Home to school transport for children attending special schools is currently forecast to overspend by £258k, due to the impact of continuing increase in school transport numbers and costs at special schools. It is expected that the number of places for Springwell children at Sholing Start Point may increase by 16 from September 2015, which will result in a further increase in overspend. At this stage any additional cost has not been included in the forecast on the assumption that the personal budgets scheme would generate some savings to offset a proportion of these costs.

E&CSC 6 – Quality Assurance (forecast adverse variance £0.14M)

The increasing number of children in care has resulted in an increase in the statutory work undertaken by the Independent Reviewing Officers team.

Forecast Range £0.25M adverse to £0.00M adverse

The increase in statutory work has led to a need for additional capacity within the Independent Reviewing Officers team. As a result, unbudgeted interim independent reviewing officer cover is required on a temporary basis during 2015/16.

Table P6 Summary of Risk Fund items included within the Portfolio budget as at Month 3

Service Activity	**£M**
City Catering	0.36
Total Budget allocated from Risk Fund	**0.36**

ENVIRONMENT & TRANSPORT PORTFOLIO

KEY ISSUES – QTR 1

The Portfolio is currently forecast to over spend by **£0.51M** at year-end, which represents a percentage over spend against budget of **2.2%**. The forecast is constructed from the bottom up through discussions with individual budget holders and is then adjusted to take into account the wider Portfolio view.

Table P7 Environment & Transport Forecast Outturn

	£M	**%**
Environment & Transport	**0.51 A**	**2.2**
Potential Carry Forward Requests	0.00	

A summary of the Portfolio forecast variances are shown in the table below:

Table P8 Environment & Transport Significant Variances

Division / Service Activity	**Forecast Variance Month 3 £M**	**Ref.**
Domestic Waste Collection	0.49 A	E&T 1
E&T Contracts Management	0.28 F	E&T 2
Off-Street Parking	0.15 A	E&T 3
Other	0.15 A	
	0.51 A	

The SIGNIFICANT issues for the Portfolio are:

E&T 1 – Domestic Waste Collection (forecast adverse variance £0.49M)
There is a forecast adverse variance on employee costs.

Forecast Range £0.60M adverse to £0.40M adverse

The Domestic Waste Collection service is forecast to be £0.32M adverse, due to the additional agency costs required to cover front line staff sickness absences and a forecast inability to make vacancy management targets. The budgeted base level of sickness absence assumed that a 5% sickness rate could be achieved. The current sickness rate of 8 - 9%, which has been brought down from 12%, is in line with the national average for the waste industry. Service managers are actively working with HR to reduce the level of absences requiring temporary agency cover arrangements.

In addition, the forecast income from the sale of Dry Mixed Recyclables is adverse by £0.08M, due to the fall in demand and price. Service managers are continuing to encourage residents to recycle more, as this also reduces the cost of disposal. There are also additional bin storage costs of £0.05M and additional fleet leasing costs of £0.04M.

E&T 2 – E&T Contracts Management (forecast favourable variance £0.28M)

There are forecast savings on contracts indexation and on street lighting energy costs.

Forecast Range £0.30M favourable to £0.20M favourable

There are forecast savings on the PFI Street Lighting contract sum of £0.11M, due to savings on contract indexation and deductions. The street lighting energy costs are also forecast to be £0.08M favourable, due to forecast lower power consumption. There is a forecast under spend on the Highways Service Partnership contract, due to savings of £0.04M on contract indexation and an agreed reduction of £0.02M in the contract sum to reflect the shortened payment terms. Also, there are forecast savings on the CityWatch contract of £0.02M and an additional third Party income share of £0.02M relating to 2014/15.

E&T 3 – Off-Street Parking (forecast adverse variance £0.15M)

There is a forecast adverse variance due to lower income.

Forecast Range £0.40M adverse to £0.10M adverse

Off-Street Parking income is forecast to be lower than budget by £0.15M, based on the level of income received in quarter 1. This account will continue to be monitored closely and, in particular, an analysis will be undertaken of the impact of the changes to staff car parking implemented in June 2015.

FINANCE PORTFOLIO

KEY ISSUES – QTR 1

The Portfolio is currently forecast to underspend by **£0.13M** at year-end, which represents a percentage variance against budget of **0.4%**. As this is the first reported position for the year there are no forecast variance changes to compare against a previously reported position. All forecasts are constructed from the bottom up through discussions with individual budget holders and are then adjusted to take into account the wider Portfolio view.

Table P9 Finance Forecast Outturn

	Forecast Variance £M	**%**
Finance	**0.13F**	**0.4**
Potential Carry Forward Requests	0	

A summary of the Portfolio forecast variances are shown in the table below:

Table P10 Finance Significant Variances

Service Activity	**Forecast Variance Month 3 £M**	**Ref.**
Partnership	0.19F	FIN 1
Other	0.06A	
Portfolio Total	**0.13 F**	

The SIGNIFICANT issues for the Portfolio are:

FIN 1 Partnership (forecast favourable variance £0.19M)

Saving against assumed annual contract uplift / service credits.

Forecast range not applicable

A favourable variance of £0.13M has arisen against the Capita contract as the actual annual contract uplift is lower than the percentage increase assumed when the budgets were approved for the year. This revised base has now been reflected in both current and future year's budgets. In addition one-off service credits totalling £0.06M have been received to date as part of the contract performance measurements.

HEALTH & ADULT SOCIAL CARE PORTFOLIO

KEY ISSUES – QTR 1

The Portfolio is currently forecast to over spend by **£2.94M** at year-end, which represents a percentage over spend against budget of **5.1**%. All forecasts are constructed from the bottom up through discussions with individual budget holders and are then adjusted to take into account the wider Portfolio view.

Table P11 Health & Adult Social Care Forecast Outturn

	Forecast Variance £M	**%**
Health & Adult Social Care	**2.94 A**	**5.1**
Potential Carry Forward Requests	0	

A summary of the significant variances in the Portfolio are shown in the table P12:

Table P12 Health and Adult Social Care Significant Variances

Division / Service Activity	**Forecast Variance Month 3 £M**	**Ref.**
Long Term Care	2.32 A	H&ASC 1
Provider Services	0.69 A	H&ASC 2
ICU Provider Relationships	0.41 F	H&ASC 3
ICU System Design	0.23 F	H&ASC 4
Reablement	0.20 A	H&ASC 5
Other	0.37 A	
	2.94 A	

The SIGNIFICANT issues for the Portfolio are:

H&ASC 1 – Long Term (forecast adverse variance £2.32M).

The volume of care provision that caused an over spend in 2014/15 for this service activity has continued into 2015/16. In addition there will be slippage in the achievement of savings agreed in both February 2014 and February 2015 for reductions in volume of care.

Forecast range £2.0M adverse to £3.5M adverse

The budget for externally purchased care for Older Persons and clients with either a Physical Disability or Learning Disability is forecast to over spend by £2.32M. It is forecast that the actions to achieve the approved 2014/15 & 2015/16 savings will achieve £1.24M of the required £4.35M, leaving a pressure of £3.12M. This is offset in part from the £0.10M delayed transfer of care grant received in 2015/16 and a favourable variance of £0.07M from reductions in activity within Learning Disability Domiciliary Care due to client reductions within the scheme for former locally based hospital unit clients. In addition the underlying pressure brought into 2015/16 from 2014/15 is currently forecast lower than the funding of £2.4M agreed at council in February 2015 by £0.60M.

The forecast savings of £1.24M have been achieved from the new Domiciliary Care Rates, which are now included within the new framework arrangement, (£0.42M). Furthermore the saving of £0.61M from the review of above standard rate package savings will also be fully achieved. To achieve the overall shortfall in savings for this service activity an action plan is currently being produced by the Management Team.

H&ASC 2 – Provider Services (forecast adverse variance £0.69M)

The delay in the final outcome of the Kentish Road and Southampton Day Services review has created an adverse variance.

Forecast range £0.1M adverse to £1.0M adverse

The final outcome of the review of Kentish Road and Southampton Day Services will go to Cabinet in September. The associated saving for these services (£0.37M) is unlikely to be achieved. In addition due to the number of clients that have already moved from these services to packages with external providers at an additional cost there is a further pressure of £0.05M. At the same time the costs of the internal provision has not significantly reduced.

Within Providers services there are agency and causal staff pressures offset in part by vacant posts which together account for a forecast over spend of £0.27M.

H&ASC 3 – ICU Provider Relationships (forecast favourable variance £0.41M).

The retender of the Supporting People contract has generated a saving

Forecast range £0.1M favourable to £0.7M favourable

The retender of the Supporting People contract has created an additional saving of £0.41M above the already agreed savings target. Further savings of £0.02M are due to staff vacancies and £0.06M on voluntary contracts. These savings have been reduced by the Joint Equipment Store forecast overspend of £0.08M due to demand pressures that have been continued from 2014/15.

H&ASC 4 - ICU System Design (forecast favourable variance £0.23M).

Savings created from reduction in contract costs and decommissioning costs

Forecast range £0.1M favourable to £1.0M favourable

The budget for decommissioning and transition, £0.11M, is not essential this year and is being held along with other contract savings of £0.03M to offset other pressures within the Portfolio. A favourable variance has arisen due to income of £0.09M, which was not anticipated to be received in year.

H&ASC 5 - Reablement (forecast adverse variance £0.20M).

The review of rehabilitation and reablement services saving is unlikely to be achieved

Forecast range £0.1M adverse to £1.0M adverse

It is anticipated that the Rehab and Reablement saving will not be achieved in full and that there will be a shortfall of £0.20M due to the delays whilst the proposals are fully considered and consulted.

H&ASC 6 – Adult Services Management (forecast adverse variance £0.22M).

Agency Saving Target forecast not to be achieved

Forecast range £0.1M adverse to £0.5M adverse

Currently there is not a plan to achieve the agency saving of £0.22M that was agreed by Council in February 2015. The Management Team are now looking at ways this saving target can be reached.

H&ASC 7 – Care Act funding £1.70M. Nil Variance

It is anticipated that the grant funding for the Care Act will be fully utilised in paying for additional activity. Should any of the required activity be able to be met within existing resources this will be reported during the year.

HOUSING AND SUSTAINABILITY PORTFOLIO

KEY ISSUES – QTR 1

The Portfolio is currently forecast to over spend by **£0.01M** at year end, which represents a percentage variance against budget of **0.6%.** This forecast is constructed from the bottom up through discussions with individual budget holders and is then adjusted to take into account the wider Portfolio view.

Table P12 Housing and Sustainability Forecast Outturn

	£M	**%**
Housing & Sustainability	**0.01 A**	**0.6**
Potential Carry Forward Requests	0.00	

There are no SIGNIFICANT issues for the Portfolio at this stage.

LEADERS PORTFOLIO

KEY ISSUES – QTR 1

The Portfolio is currently forecast to break-even at year-end, which represents a percentage variance against budget of 0.0%. As this is the first reported position for the year there are no forecast variance changes to compare against a previously reported position. All forecasts are constructed from the bottom up through discussions with individual budget holders and are then adjusted to take into account the wider Portfolio view.

There are no SIGNIFICANT issues for the Portfolio at this stage.

This page is intentionally left blank

IMPLEMENTATION OF SAVINGS PROPOSALS

	Total Savings 2015/16 Budget	Total Savings 2015/16 Forecast	Forecast Shortfall 2015/16		Implemented and Saving	Budget	Forecast	Not Fully Implemented and	Budget	Forecast	Saving Not on Track to be	Budget	Forecast
	£000	£000	£000	%	%	£000	£000	%	£000	£000	%	£000	£000
Portfolio Savings													
Children's Services	(1,616)	(1,200)	416	25.7%	0.0%	0	0	74.3%	(1,200)	(1,200)	25.7%	(416)	0
Communities, Culture & Leisure	(424)	(374)	50	11.8%	78.8%	(334)	(334)	9.4%	(40)	(40)	11.8%	(50)	0
Environment & Transport	(4,142)	(4,007)	135	3.3%	78.6%	(3,256)	(3,256)	21.4%	(886)	(751)	0.0%	0	0
Finance	(2,294)	(2,294)	0	0.0%	97.2%	(2,230)	(2,230)	2.8%	(64)	(64)	0.0%	0	0
Health & Adult Social Care	(4,098)	(1,638)	2,460	60.0%	25.3%	(1,038)	(1,038)	4.9%	(200)	(200)	69.8%	(2,860)	(400)
Housing & Sustainability	(123)	(123)	0	0.0%	55.3%	(68)	(68)	44.7%	(55)	(55)	0.0%	0	0
Leader's Portfolio	(2,234)	(2,234)	0	0.0%	93.8%	(2,096)	(2,096)	6.2%	(138)	(138)	0.0%	0	0
Sub-Total	**(14,931)**	**(11,870)**	**3,061**	**20.5%**	**60.4%**	**(9,022)**	**(9,022)**	**17.3%**	**(2,583)**	**(2,448)**	**22.3%**	**(3,326)**	**(400)**
Corporate Savings													
Business Support	(800)	(800)	0	0.0%	100.0%	(800)	(800)	0.0%	0		0.0%	0	
Agency	(1,000)	(1,000)	0	0.0%	100.0%	(1,000)	(1,000)	0.0%	0		0.0%	0	
Total	**(16,731)**	**(13,670)**	**3,061**	**18.3%**	**64.7%**	**(10,822)**	**(10,822)**	**15.4%**	**(2,583)**	**(2,448)**	**19.9%**	**(3,326)**	**(400)**

This page is intentionally left blank

Appendix 4

FINANCIAL HEALTH INDICATORS – QTR 1

Prudential Indicators Relating to Borrowing

	Maximum	Forecast	Status
Maximum Level of External Debt £M	£727M	£404M	Green
As % of Authorised Limit	100%	55.6%	Green

	Target	Actual YTD	Status
Average % Rate New Borrowing	5.00%	0.0%	Green
Average % Rate Existing Long Term Borrowing	5.00%	3.36%	Green
Average Short Term Investment Rate - Cash	0.48%	0.54%	Green
Average Short Term Investment Rate - Bonds	0.48%	0.86%	Green
Average Long Term Investment Rate - Bonds	1.00%	1.81%	Green
Average Return on Property Fund	2.50%	4.86%	Green

Minimum Level of General Fund Balances

		Status
Minimum General Fund Balance	£5.5M	
Forecast Year End General Fund balance	£12.8M	Green

Income Collection

Outstanding Debt:	2014/15	Actual YTD	Status
More Than 12 Months Old	25%	22%	Amber
Less Than 12 Months But More Than 6 Months Old	6%	7%	Green
Less Than 6 Months But More Than 60 Days Old	14%	15%	Green
Less Than 60 Days Old	55%	56%	Green

Creditor Payments

		Status
Target Payment Days	30	
Actual Current Average Payment Days	21	Green
Target % of undisputed invoices paid within 30 days	95.0%	
Actual % of undisputed invoices paid within 30 days	85.6%	Amber
* including schools	87.6% *	Amber*

Tax Collection rate

	Annual Target Collection Rate	QTR 1 Collection Rate Last Year	QTR 1 Collection Rate This Year	Status
Council Tax	94.9%	28.1%	28.2%	Green
National Non Domestic Rates	98.7%	32.3%	32.3%	Green

This page is intentionally left blank

QUARTERLY TREASURY MANAGEMENT REPORT – QTR 1

1. Borrowing Requirement and Debt Management

As at the 30 June 2015, the council's overall outstanding long term borrowing was £250M, at an average rate of 3.36% and an average maturity of 23.5years, this has fallen by £2.3M since 1 April due to maturing debt which has not yet been replaced. The total long term debt portfolio is made up of loans from the Public Works Loan Board (PWLB) of £241M and market loans of £9M.

Included within the PWLB portfolio is £35M of variable rate loans, which is currently averaging 0.69% for the year and are helping to keep overall borrowing costs down. Whilst in the current climate of low interest rates this remains a sound strategy, the Council need to review these regularly and if appropriate switching into fixed rate loans if interest rates start to rise rapidly.

The Council does not have any temporary borrowing at present having repaid outstanding balances during 2014/15 and whilst these have remained affordable and attractive, due to our higher than expected level of cash (and subsequent investments) no need has arisen.

As at the 31 March 2015 the Council used £92M of internal resources in lieu of borrowing which has been the most cost effective means of funding past capital expenditure to date. This has lowered overall treasury risk by reducing both external debt and temporary investments. However, this position will not be sustainable over the medium to long term and the Council will need to borrow to cover this amount as balances fall. Based on the Capital Programme approved by Council in February 2015 and adjusted for actual spend in 2014/15, the Council is expected to borrow up to £82M between 2015/16 and 2017/18. Of this £55M relates to new HRA capital spend, £3M for the GF capital spend and the remainder for the refinancing of existing debt and externalising internal debt to cover the expected fall in balances.

No new borrowing has been taken to date and none is expected to be taken until the third quarter of the year and will be assessed in conjunction with the development of the capital programme, cash balances and advice from the Council's treasury advisor.

Budgeted Expenditure

The interest cost of financing the Authority's long term and short term loan debt is charged corporately to the Income and Expenditure account. The interest cost in 2015/16 of financing the Authority's loan debt is estimated at £11M.

2. Investment Activity

The Authority holds significant invested funds, representing income received in advance of expenditure plus balances and reserves.

The Guidance on Local Government Investments in England gives priority to security and liquidity and the Council's aim is to achieve a yield commensurate with these principles. Security of capital has remained the Council's main investment objective. This has been maintained by following the Council's counterparty policy as set out in its TM Strategy Statement for 2015/16.

Counterparty credit quality is assessed and monitored with reference to: Credit Ratings. The Council's minimum long-term counterparty rating is A- (or equivalent across rating agencies Fitch, S&P and Moody's); credit default swaps; financial statements, information on potential government support and reports in the quality financial press.

Investments

There has been an increase in balances since the beginning of the year (£92M), peaking at £125M in mid- April. Based on previous years the balance will be expected to fall around December when we have traditionally needed to borrow short term from the money markets.

Projected balances indicate that on present levels of spend there should be no need to borrow short term unless we feel this is prudent to protect our investments in the higher returning call accounts and to protect against possible interest rate rises.

As reported previously, following advice from our advisors Arlingclose, we have invested longer term deposits in covered bonds with a view of investing up to our £35M limit for long term investments (currently £19.2M plus external investment of £7M) to optimise investment income. In addition the Authority has invested £26.1M in shorter term bonds including £24M in corporate bonds as an alternative to fixed term deposits with banks as although the risk of insolvency remains, there is no risk of pre-emptive bail-in by the regulator and corporates are far less geared than banks. These deals will generate around £0.5M for 2015/16.

The Authority has investments amounting to £100.8M, with an average rate of return of 1.40% as detailed below:

Table TM 1 Investments

Investments	At 30 June 2015 £M	Average Yield %	Rating
CASH			
Money Market Funds	32.5	0.47	A+ to AA
Santander UK Plc	5.0	0.40	A
Svenska Handelsbanken – A SHS	1.0	0.35	AA-
HSBC Bank PLC	5.0	0.80	AA-
Barclays Bank PLC	5.0	0.50	A
TOTAL	**48.5**	**0.54**	
LONG TERM BONDS (*not subject to bail-in*)			
European Investment Bank	3.2	5.30	AAA
Bank of Scotland PLC Covered	3.3	0.68	AAA
Barclays Bank PLC Covered	1.0	0.75	A-
Yorkshire Building Society Covered	3.2	1.94	AAA
Leeds Building Society Covered	5.0	0.85	AAA
Lloyds Bank Covered	2.0	0.67	AAA

Nationwide Covered	1.5	0.76	AAA
TOTAL	**19.2**	**1.81**	
CORPORATE BONDS (*not subject to bail-in*)			
Anglian Water Services Financing Ltd	0.6	0.84	NR
Daimler AG	4.0	0.83	A-
Heathrow Funding Ltd	2.4	0.92	NR
Network Rail Infrastructure	2.1	0.51	AA-
Prudential PLC	5.1	0.95	A
Rolls Royce PLC	0.8	0.77	A-
Volkswagen Financial Service	4.6	0.85	A
Westpac Banking Corp	2.4	0.84	AA-
Yorkshire Building Society Covered	2.0	0.71	AAA
TOTAL	**24.0**	**0.83**	
OTHER BONDS			
Rabobank Nederland	2.1	0.95	A+
TOTAL OTHER BONDS	**2.1**	**0.95**	
EXTERNALLY MANAGED PROPERTY FUND	**7.0**	**4.86**	
TOTAL INVESTMENTS	**100.8**	**1.40**	

External Managed investments

On the 30 April 2014 the Council invested £5M in property funds which offer the potential for enhanced returns over the longer term, but may be more volatile in the shorter term. These funds are managed by professional fund managers which allows the Authority to diversify into asset classes other than cash without the need to own and manage the underlying investments. This investment returned £0.24M in 2014/15, a yield of 5.21% and the net asset value of the fund at 31st March was £5.3M (£5.2M at 31 December) a notional "gain" of £0.3M against initial investment. Whilst recognising the increased risk (as the value of the fund can also go down) due to the strong performance to date an additional £2M was invested on the 30 April 2015, as at the 30 June the sell price of our total investments were valued at £7.2M a notional "gain" of £0.2M against investments. The current dividend yield on the fund is expected to be 4.86%.

Budgeted Income

The Council does not expect any losses from non-performance in relation to its investments by any of its counterparties. The UK Bank Rate has been maintained at 0.5% since March 2009 and as a consequence short-term money market rates have remained at relatively low levels, investments in Money Market Funds and call accounts currently generated an average rate of 0.54%. Investments in bonds have performed better returning an average of 1.22% to date. The average cash balances during the quarter was £109.5M; these are expected to decline towards the end of the financial year as the incidence of government grant income and council tax income is skewed towards the earlier part of the year.

The Authority's budgeted investment income for the year is estimated at £0.6M. As reported previously the Authority continues to review investments in suitable longer term financial instruments which will generate a better return, as it is envisaged that there be sufficient cash balances over the medium term.

3. **Compliance with Prudential Indicators**

The Council can confirm that it has complied with its Prudential Indicators for 2015/16, approved by Full Council on 11 February 2015. The table below summarises the Key Prudential Indictors and performance to date:

Table TM 2 Prudential Indicators

Indicator	Limit	Actual at 31 June 2015
Authorised Limit for external debt £M	£727M	£332M
Operational Limit for external debt £M	£553M	£332M
Maximum external borrowing year to date		£253M
Limit of fixed interest debt %	100%	82.4%
Limit of variable interest debt %	50%	17.6%
Limit for Non-specified investments £M	£50M	£26M

HOUSING REVENUE ACCOUNT

KEY ISSUES – QTR 1

The Housing Revenue Account (HRA) is currently forecast to over spend by **£0.95M** at year-end, which represents a percentage over spend against budget of **1.2%.** The forecast is constructed from the bottom up through discussions with individual budget holders and is then adjusted to take into account the wider Portfolio view.

Table H1 Housing Revenue Account Forecast Outturn

	£M	**%**
Housing Revenue Account	**0.95 A**	**1.2**
Potential Carry Forward Requests	0.00	

A summary of Portfolio forecast variances are shown in the table below:

Table H2 Housing Revenue Account Significant Variances

Division / Service Activity	**Forecast Variance Month 3 £M**	**Ref.**
Responsive Repairs	0.65 A	HRA 1
Dwelling Rents / Voids	0.63 A	HRA2
Leaseholder Service Charges	0.65 F	HRA3
Supervision & Management – Housing Management	0.30 A	HRA4
Other	0.02 A	
	0.95 A	

The SIGNIFICANT issues for the Portfolio are:

HRA1 – Responsive Repairs (forecast adverse variance £0.65M)

There is an ongoing review of the Housing Operations Division.

Forecast range £0.70M adverse to £0.10M adverse

During the 2015/16 estimates process there was a move towards transforming and modernising the future structure of the Housing Operations Division, identifying the structure of the teams and the value of work that would be available. As a result, it was not possible to provide a detailed estimate for Responsive Repairs and a figure of £11.00M was used which was based largely on the previous year's outturn.

Since then more detailed estimates have been available, resulting in an increase in the forecast expenditure. It is envisaged that a restructure of the repairs team in 2015/16, and the ongoing implementation of mobile working, will deliver part-year savings and reduce or eliminate the forecast overspend.

HRA2 – Dwelling Rents / Voids (forecast adverse variance £0.63M)

There will be a shortfall in rental income.

Forecast range £0.70M adverse to £0.50M adverse

As part of the estimate process, certain assumptions were made as to the size of the housing stock. A larger number of right-to-buy sales than estimated were made during the last few months of 2014/15, which has led to a reduced income from dwelling rents.

In addition, dwelling and hostel voids are higher than estimated – the recruitment of an Empty Properties Manager will improve the void turnaround time and thus lower the rental income loss.

HRA3 – Leaseholder Service Charges (forecast favourable variance £0.65M)

There has been an increase in Repair & Maintenance work to leaseholder properties.

Forecast range £0.50M favourable to £0.70M favourable

The 2014/15 overspend on repairs continues to include repairs carried out to leasehold properties and these repairs are being charged on to the leaseholders as per the conditions of the lease.

HRA4 – Supervision and Management – Housing Management (forecast adverse variance £0.3M)

A number of smaller variances contribute to this figure.

Forecast range £0.30M adverse to £0.10M adverse

There has been an increase in the premium for buildings insurance, which will be charged to the leaseholders (see HRA3). In addition there are unbudgeted redundancy / pension release, as well as costs associated with the implementation of the Living Wage for SCC, which is being backdated to April 2013.

COLLECTION FUND SURPLUS/DEFICIT 2015/16

Council Tax	**Original Estimate 2015/16 £M**	**Forecast 2015/16 £M**	**Variance Adverse / (Favourable) 2015/16 £M**
Income			
Income due from Council Tax Payers	(92.8)	(93.4)	(0.6)
Transfers to General Fund - Hardship Fund	(0.2)	(0.2)	0.0
	(93.0)	(93.6)	(0.6)
Expenditure			
Southampton City Council Precept	77.3	77.3	0.0
Hampshire Police Authority Precept	9.3	9.3	0.0
Fire & Rescue Services Precept	3.6	3.6	0.0
Distribution of previous year's surplus	3.7	3.7	0.0
Provision for Bad Debts CT	2.8	2.0	(0.9)
	96.7	95.8	(0.9)
CT - Deficit / (Surplus) for the Year	3.7	2.3	(1.5)
CT - Deficit / (Surplus) Brought Forward	(3.7)	(3.3)	0.5
CT Deficit / (Surplus) Carried Forward	**0.0**	**(1.0)**	**(1.0)**
NNDR			
Income			
Income from NDR Payers	(104.3)	(104.7)	(0.4)
Apportionment of Previous Years Deficit			
SCC	2.4	2.4	0.0
DCLG	2.4	2.4	(0.0)
Hampshire Fire & Rescue Authority	0.0	0.0	(0.0)
	(99.5)	(99.9)	(0.4)
Expenditure			
Payment to DCLG Transitional Arrangements	0.0	1.5	1.5
Payments to DCLG	47.5	47.5	0.0
SCC - NNDR Dist to General Fund	46.5	46.5	0.0
Hampshire Fire & Rescue NNDR Distrib.	0.9	0.9	(0.0)
Allowance to General Fund for NNDR Collection	0.3	0.3	(0.0)
Provision for Bad Debts NNDR	1.5	1.0	(0.5)
Appeals Provision 15/16	7.6	7.6	0.0
Appeals Provision Prior Years	0.0	(6.1)	(6.1)
	104.3	99.2	(5.1)
NNDR Deficit / (Surplus) for the Year	4.8	(0.7)	(5.5)
NNDR - Deficit / (Surplus) Brought Forward	(4.8)	(5.8)	(1.0)
NNDR Deficit / (Surplus) Carried Forward	**0.0**	**(6.5)**	**(6.5)**
Total Deficit Deficit / (Surplus) Carried Forward	**0.0**	**(7.5)**	**(7.5)**
Council Tax (Surplus)/Deficit			
Contibution (to)/from SCC	85.6%		(0.9)
Contibution (to)/from HPA	10.3%		(0.1)
Contibution (to)/from HF&R	4.1%		(0.0)
Council Tax Collection Fund Balance C/Fwd	**100.0%**		**(1.0)**
NDR (Surplus)/Deficit			
Contibution (to)/from SCC	49.0%		(3.2)
Contibution (to)/from DCLG	50.0%		(3.3)
Contibution (to)/from HF&R	1.0%		(0.1)
NDR Balance C/Fwd	**100.0%**		**(6.5)**

This page is intentionally left blank

DECISION-MAKER:		CABINET		
SUBJECT:		THE FUTURE OF THE SOUTHAMPTON LIBRARY SERVICE		
DATE OF DECISION:		18th AUGUST 2015		
REPORT OF:		CABINET MEMBER FOR COMMUNITIES, LEISURE AND CULTURE		
CONTACT DETAILS				
AUTHOR:	**Name:**	**Tina Dyer-Slade**	**Tel:**	**023 80833597**
	E-mail:	**Tina.dyer-slade@southampton.gov.uk**		
Director	**Name:**	**Mark Heath**	**Tel:**	**023 80832371**
	E-mail:	**Mark.heath@southampton.gov.uk**		

STATEMENT OF CONFIDENTIALITY
None

BRIEF SUMMARY

This report represents the next stage in the journey of the transformation of the Library Service. The aim is to develop and deliver a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable that reflects the changing needs of the Southampton community.

On the 18th November 2014 Cabinet considered a report which set out a proposed Future Focus for the Library Service and a preferred option for the provision of libraries in the City. These two issues formed the focus of a consultation which spanned 14 weeks from 28th November 2014 to 6 March 2015. There were 7,706 responses in total across the online and paper questionnaire, children and young people's survey and written submissions.

The consultation revealed significant support for the Southampton Library Service and the role it plays in community life. The consultation showed:

- High levels of support for the proposed Future Focus with levels of agreement ranging from 97% to 52% on the five key areas of focus identified.
- 57% of respondents agreed that Southampton's Library Services need to change to meet future needs.
- 42% disagreed (40% agreed) that the Council should seek to make savings from the library budget.
- 53% agreed with the Council's preferred option to retain six City Council managed and operated libraries in the City.
- 70% of respondents agreed that the Council should provide opportunities for community led initiatives to be established if libraries are no longer managed by the Council.

The consultation also sought to identify the impact on users of the preferred option so that the draft Equality and Safety Impact Assessments (ESIAs) could be updated in the light of the consultation feedback to more accurately reflect the impact of the proposed changes and identify potential opportunities to mitigate this impact where possible.

The consultation also invited views on any alternative ideas/suggestions/proposals or

expressions of interest (referred to as representations in this report). These representations have been considered by officers and this report provides feedback on this work. Updates have been made to the ESIAs, and a new community package has been developed to reflect feedback within the consultation relating to the proposals for community independent libraries.

In conclusion, taking into consideration the consultation feedback, this report sets out in detail the proposal to implement the Council's preferred option to retain six City Council operated libraries in the City and seek to encourage and support community led/not for profit initiatives in those buildings that the City Council owns or uses but are not being retained as part of the preferred option. The Mobile Library would not be retained as part of the preferred option.

The preferred option will retain:

- Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14.

- The libraries that had 93% of all the People's Network computer sessions used in 2013/4.

- A good geographical coverage across the City (with City Council managed libraries in the City Centre, two on the west, one north of the City Centre and two on the east of the City,) which will enable 99% of households in the city to be within 1.5 miles of a City Council managed library.

- Libraries which are located so as to be easily accessible by foot, on public transport and by car.

The report also provides a commitment to continue to explore opportunities for innovative approaches to income generation, partnership and service enhancement as part of a longer term programme.

RECOMMENDATIONS:

(i) To approve the five key areas of Future Focus of the Library Service following consideration of the consultation feedback as outlined in Appendix 3 to include:

- Developing a lifelong love of reading
- Getting the City confidently online
- Helping to meet the information needs of the City
- Delivering in partnership
- Developing the 24/7 virtual (web based) online library

(ii) To approve Option D for implementation as outlined in the consultation process and in this report at paragraph 36.

(iii) To cease to provide a Council managed Library Service from Cobbett Road Library, Burgess Road Library, Millbrook Library, Thornhill Library, Weston Library and the Mobile Library by March 31st 2016 and seek to encourage community led library initiatives in these buildings.

(iv) To delegate authority to the Director of Place to devise and implement the necessary processes and documentation required to establish, where appropriate, community led initiatives in the libraries that the City Council ceases to provide a service from, subject to meeting the assessment criteria set out in this report.

(v) To delegate authority to the Director of Place, following consultation with the Cabinet Member for Communities, Culture and Leisure and the Head of Property, to lease Burgess Road Library, Cobbett Road Library and the new unit at Weston at less than Best Consideration (where appropriate) following the application process, referred to above, subject to meeting the required legal tests and duties.

(vi) To approve the implementation of formal staff consultation on the changes that result from the decisions in this report and devise and implement a staffing structure accordingly.

(vii) To delegate authority to the Director of Place, following consultation with the Cabinet Member for Communities, Culture and Leisure and the Head of Property to do anything necessary to give effect to the recommendations contained in this report.

REASONS FOR REPORT RECOMMENDATIONS

1. To progress changes to the Library Service, to develop and deliver a comprehensive and efficient service which is modern, creative, innovative, inclusive and affordable that reflects the changing needs of the Southampton community and deliver a library service appropriate to the staffing and resourcing levels available.

2. The justification for the option outlined in this report is that:
   - Using the needs assessment priority calculations, this option includes the six libraries ranked the highest.
   - These six libraries and the online web based library processed 78% of all items borrowed by regular users across the service during 2013/14.
   - These six libraries had 93% of all the peoples network sessions used during 2013/14.
   - This option will provide a better geographical cover across the City (compared to Options A, B or C) of City Council managed libraries with one in the City Centre, two on the west, one to the north of the City centre and two on the east.
   - All six libraries are located in easily accessible locations by foot, public transport and by car.
   - All libraries are either in, or close to, district centres.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

3. Four options were outlined in detail in the Cabinet report considered on 18 November 2014. Three of these options (A, B and C) were considered and rejected at that time by Members. Members approved Option D as the preferred option on which to conduct the public consultation exercise. The consultation also invited views on any alternative options or expressions of interest. These are briefly considered below and in detail in Appendix 2.

4. **Community Representations**

The consultation that was carried out setting out the Council's preferred option also invited respondents to suggest alternative options for the Council to consider. A number of representations were received and these are listed in the background papers and summarised in the Opinion Research Service (ORS) report, placed in the Members' Room. Appendix 2 also provides a

response to key issues raised by each representation.

5. The representations received as part of the consultation can be broken down into two categories;

- Representations from respondents to address the financial challenges from outside the scope of the library service.
- Representations from respondents which are directly in relation to the library service or specific libraries.

6. General Representations on Resourcing

A number of respondents made representations suggesting that the budget challenges should be addressed from outside the Library Service budget. Officer responses are provided in relation to all the representations made in Appendix 2. Listed below in bold are some examples of the representations made and some of the responses given.

7. **Raise Council Tax rates**

The raising of council tax rates is not an issue that the City Council can take lightly. If the Council wanted to increase Council Tax by more than 2% (15/16 limit), a referendum would be required. Council tax bills would have to be issued with a higher than 2% rate on the 1st April prior to a referendum taking place. There are costs to the Council associated with holding a referendum and it is considered doubtful that residents would vote to increase their Council tax bills. If the residents in the City rejected the proposed increase, the Council would need to issue new bills immediately, offer refunds at the end of the year or allow credits the following year, subject to a right for Council taxpayers to request a refund on demand. It is therefore not considered economically viable to pursue this suggestion in light of alternative options available and the significant number of other high priority services such as children's and adults social care that would have a call on funding derived from this route.

8. **Ensure landlords pay appropriate taxes**

This is important to the Council and it therefore takes all action to ensure that debts are properly recovered and all those that should make contributions are doing so. This option is already being pursued to the maximum permissible at law.

9. **Mortgage the properties and sell assets**

Any money obtained from potentially mortgaging civic buildings or selling assets could only be used for capital (building or investment) purposes and could not be used to help balance the Council's ongoing revenue budget which funds the Library Service.

10. **Move to fortnightly bin collections and turn off street lights for some parts of the night**

There were a wide range of representations in relation to changes that could be made to current council services. The Council is exploring all options across all the services to address its financial challenges as part of the annual budget process. Ideas such as these will contribute, where taken forward to the overall financial gap.

11. **Plug the gap for a limited period of time until normal Council funding returns**

Sadly, it is not anticipated that "plugging the gap" is an option. The council is

facing significant reductions to funding over the next few years. It is not anticipated that funding will increase to 'normal' levels after this time. Instead, it is anticipated that the Council will need to operate permanently within its reduced budget. All areas of the Council will need to look at making significant reductions in order to meet this challenge.

12. Representations in relation to the Library Service

A number of representations were made in relation to increasing income and alternative approaches to the library services. Some examples are listed below in bold and the responses are also shown. The full list is included in the ORS report and officer responses are provided to each representation in Appendix 2.

13. **Charging for book borrowing and use of computers**

Legislation prevents the City Council charging for basic library services such as borrowing books. It would be possible to charge for the use of computers. However it is anticipated that the majority of people that are using the people's network computers are those that may not have access to IT at home. This is not recommended by Officers at this time as this service is heavily used by those applying for benefits and jobs and those least able to pay for the service, this avoids price becoming a barrier to use. The Council would be limited to cost recovery for such charges and could not use this option to cross fund whole library services.

14. **Charging for events, talks, activities, workshops, renting out/sharing space with other organisations, charging for meeting space**

Libraries do have the opportunity to charge for these type of events, and there are charges in place for use of some activities and spaces. Charging for spaces and activities will be encouraged and may extend, however it is not anticipated that this option would secure the saving required even as part of a package of options.

15. **Cafes/vending, retail opportunities, collection point for parcels, fundraising/sponsorship, commercial advertising**

The representations provide a list of potential income earning activities. Many of these ideas are in the process of being considered as part of enhancing the efficiency and effectiveness of the service and generally improving the user's experience and may be developed where there is a business case for doing so. However, it is considered that even taken as a package the representations will not alone raise sufficient income to become an alternative to Option D. The level of catering provision in libraries tends to be relatively limited, and often requires substantial investment. There is an opportunity to work towards a long term return on investment for this type of initiative, but this does not meet the more immediate needs of the Council. Shorter term provision such as vending can assist in raising small scale income, but is not an alternative to option D, but a measure that will help to meet the ongoing financial challenges (where there is a business case for doing so) and improve the customer experience.

16. **Income from the Housing Revenue Account**

The Housing Revenue Account is a ring fenced account, this means the Council has no general discretion to transfer sums into or out of it. The items that can be charged to it are prescribed by statute and mainly centre on repairs and maintenance, and the management of property. One of the main purposes for the ring-fence is to ensure that rents paid by local authority tenants accurately and realistically reflect the cost of providing the housing service, and should not be used to cover the cost of other Council services. So whilst this funding has been used for particular projects in line with the above, it would not be possible to use the funding for the core ongoing revenue cost of library services.

17. **Reducing the number of paid staff and substituting these with volunteers but keeping a member of staff in all the existing library buildings.**

The libraries staff are very much valued by those that use the service, as a result of this, proposals to supplement the service with volunteers (where this leads to a reduction in staff) have been resisted. Current agreements with the Unions relating to the role of volunteers in Council services would prevent the substitution of staff with volunteers. Therefore Officers are unable to recommend this as an alternative to Option D at this time. Volunteers are an essential part of the whole library service and provide an important role, it is also hoped to increase the number of volunteers to enhance the service further, and the council is grateful for their valued input.

18. **Creating a health hub involving a partnership within the building with the health sector**

All public sector services are experiencing financial challenges at this time. There are forums where health and City Council staff come together and the opportunity for partnership working at the libraries particularly affected by the proposals in this report has been explored. However, the health organisations in the City are maximising the efficiency and effectiveness of their core estate and directing their funding at patient care. Opportunities for significant investment in the libraries affected by the proposals in this report are unlikely. However discussions will continue to ensure that all partnership opportunities are explored. It remains the aspiration of the City Council together with its public sector partners to explore all opportunities for combining and sharing public estate and this work is ongoing.

19. **Creating a charitable trust such as the Suffolk Model**

The Suffolk Trust which has charitable status, has 44 libraries that serves 730,000 people. The budget for the service has been around £7-8m. This is a much larger operation to Southampton with a significantly higher budget, more buildings and greater economies of scale. The main benefits in delivering though a Trust are in savings on business rates, which in Southampton, would deliver a financial benefit of approximately £50,000, should the whole service pursue this option. Substantial implementation and set up costs do not create a favourable business case. The large set up costs in the initial years means that any possible savings would be not be available in the time required. It is therefore not recommended as an alternative to Option D.

20. **Integrating the service with Hampshire/Portsmouth Library Services**

Discussions have been taking place with Hampshire and Portsmouth in relation to the potential for partnership working. However these are long term options which would not achieve savings in the short term. There are significant challenges to overcome in bringing the organisations together. These discussions will continue.

21. **Collaborating with local universities**

Following communications with managers of the Universities, they do understand the financial position that the council faces. Restrictions on funding means that university funds must generally be spent on educational purposes for students. Both of the city universities have offered to encourage student volunteers in community led initiatives if these were taken forward.

22. **Reducing the opening hours across all libraries but keep them all open**

Whilst it is considered that this could achieve the saving required it is not recommended by officers given the impact that reducing opening hours would have on the busiest libraries in the City. A detailed exercise has been completed which has identified that to achieve the same saving would mean that Millbrook, Weston and Thornhill would be open only two afternoons a week, Cobbett Road one day a week, Burgess Road a day and a half a week, Lordshill and Portswood would be two days a week and Shirley, Bitterne and Central Library three to four days a week. A sixteen hour reduction per week for the larger libraries would be required. This means that for several days of the week the busiest libraries in the City would be closed.

23. It is the considered opinion of officers, on the basis of the information that they have available at this time, that these options are not proposed as alternatives to Option D at this time for the reasons given in Appendix 2.

DETAIL (Including consultation carried out)

The Aim of the Project

24. The Library Service Transformation Project began with the identification of a project lead officer and the establishment of a Project Board in May 2014. The aim of the project was to develop and deliver a proposal for the future of the Library Service in Southampton which is **comprehensive** and **efficient,** that is **modern, creative, innovative**, and **inclusive**, which is **financially sustainable** and reflects the changing needs of the Southampton community.

25. The project sought to explore the options that would offer the City:

- A **comprehensive** service because the Council is required to provide a Library Service for residents and visitors. Services need to be accessible across the City.
- An **efficient** service because there is a need to maximise the benefit of the service, and its effectiveness with the resources that will be available.
- A **modern** service reflecting that people wish to access Library Services in new ways, such as the use of technology, e-books and Wi-Fi.
- A **sustainable** service which is fit for purpose and affordable. There have already been reductions in the Library Service budget in recent

years and future budget savings require the need to re-organise and re-design the service rather than seek to continue to provide the same number of libraries but with significantly less funding.

- A **creative and innovative** service in the forefront of delivering services in new, exciting and stimulating ways.
- An **inclusive** service which aims to ensure access for all especially those that most need the service across the City.

26. The future direction for the Southampton's Library Service has been developed in consideration of the Council's statutory duty under section 7 of the Public Libraries and Museums Act 1964 to provide a 'comprehensive and efficient library service'

The Current Service

27. The buildings from which the Library Service provides a tiered service from, are shown on the map in Appendix 2C of 18th November 2014 report. This includes:

- One large **Central Library** at the Civic Centre in the cultural quarter of the City.
- Five **District Libraries** - in district centres close to shopping and public transport in Shirley, Bitterne, Lordshill, Woolston and Portswood. Woolston Library is currently being redeveloped in a new location at Centenary Quay.
- Two **Neighbourhood Libraries** - medium sized libraries located on Burgess Road close to the University, Cobbett Road on the edge of Bitterne Park. .
- Three small **Local Community Libraries** located in Weston, Thornhill and Millbrook. The Weston Library is currently operated from a temporary building.
- A **Mobile library** (in the 18th November 2014 Cabinet report there was a map showing the 2014 Mobile Library stops in Appendix 2e, the 2014 Mobile Library timetable was in Appendix d and Appendix i and j provided lists of the nurseries and sheltered homes visited in 2013/14)
- **Services to the housebound and sheltered homes**, there are volunteers providing this service across the City.
- **Schools Library Service**. (SLS): In 2013/14 around 26,052 children benefitted from these services to 72 schools.

28. Local people can register at any library and use the facilities across the whole of the city. The service is open to anyone who lives, works or studies in or around the city and to occasional visitors. There were 1.2 million visits to Southampton libraries in the year 2013/14. There were **43,381** active library users across the year 2013/14. (Active users are those who have borrowed an item or used a People's Network (PN) at least once in a year 13/14). **35,410** active library users are Southampton residents (82% of all active users) they represent 14.4% of the Southampton population (based on ONS 2014 Mid-year estimate). There were a total of **18,200** regular library users in 2013/14. (Those who have made six or more uses across the year 2013/14).

29. Whilst borrowing books and resources and using the internet on the Peoples Network computers remain the most popular activities, libraries do provide an extensive range of other opportunities including:

- Children's and family activities including: preschool rhyme time and story time, holiday and afterschool activities, homework clubs.
- Courses and training including IT training.
- Advice and information from partner organisations including Macmillan Cancer Trust and Citizens Advice Bureau.
- Advice and information provided by library staff signposting sources of information available either in the library or elsewhere.
- Activities for readers including reading groups and author visits.
- Events – supporting national campaigns and local partnerships i.e. Dementia awareness
- A place to study, research, work, or socialise.

Factors Influencing Change

30. **The Digital Revolution and Customer Expectations**

Library users are increasingly finding it more convenient to reserve and renew their books online. Over 60% of all reservations (representing around 93,000 items) and 33% of all renewals were carried out online in 2013/14 which was higher than any of the building based libraries in the City. These percentages have increased in recent years. The online "branch" therefore is more popular for reservations and renewals than any other branch. Collection and return of books currently still needs to be through local libraries.

31. There has also been a growing demand for access to information and resources online such that in 2013/14 there were 35,000 accesses to eBooks, audio, magazines, encyclopaedias, language and driving test resources online. Online access to library resources is likely to increase further in the future with customers desiring improved access through easily navigated systems from a variety of mobile devices and with e resources becoming increasingly available.

32. Although the single biggest activity in libraries is still book borrowing, there has been a significant decline in the need for reference and non-fiction material in recent years. Children's book borrowing and new adult fiction has only declined slightly in recent years.

33. **Service Driven Changes**

All public sector funded services are facing challenging financial times and are exploring opportunities for maximising access for customers to their services through digital first agendas. Libraries are no exception. Whilst by far the majority of people in the community will be able to access these services through ever improving streamlined systems, this does leave some people potentially needing additional support and guidance. The library is increasingly becoming a service that people look to for access to and support with completing various online forms and transactions. This is likely to increase in the future. With its IT facilities and expertise the Library Service is well placed to lead a campaign to get people online and signpost information and advice.

34. **Financial Challenges**

While the savings in recent years have led to modernisation, they have also resulted in reductions in opening hours and resources budgets. The scale of further budget reductions now required means that it is not possible to achieve these savings without having a major impact on the quality of the service across the whole City in all the libraries. The proposals outlined in the consultation process and this report whilst reducing the number of buildings from which the City Council would operate a Library Service from, would seek to continue the journey towards a modern, creative, innovative, inclusive and financially sustainable provision with a good quality service.

35. **The National Picture of Alternative Models of Delivery**

Traditionally, Libraries have been provided and managed by local authorities but over recent years there has been a growth of alternative models including community led libraries. The Arts Council has carried out research on community libraries and has published good practice guidelines and case studies. It states: "In the last few years, particularly since 2010, there has been a rapidly growing trend to involve communities in library service delivery in more significant ways – not only to support and enhance library services but also in some places to manage them or even take on ownership and management of library buildings.

Arts Council research conducted in July 2012 across England's 151 library authorities highlighted the rapid growth of community libraries. This found:

- more than one in three library authorities had at that time at least one community library operating within their area, including some in every region of England; and
- in authorities run by all of the main political parties, as well as in urban and rural areas. In quite a number of these areas there are multiple community libraries.
- the research found over 170 community libraries in operation at that time, representing approximately five per cent of all public libraries in England. Most had developed in the year of, or preceding, the research.
- many library authorities had plans for further such libraries in the following years. The total number of community libraries which were either already operating or planned was over 425, which was approximately 12 per cent of all public libraries in England. The Arts Council's view was that, given that some authorities were still reviewing their library services, this number was likely to increase.
- the libraries that are becoming community supported or managed tend to be the smaller libraries in many areas.

One local example is North Baddesley Library. In April 2014 the Friends Group took over the running of the library from Hampshire County Council who had planned to close it as part on a cost saving exercise due to the limited usage. As a result of a large number of volunteers from the community there has been an increase in number of hours the library is open and a wider range of activities provided for customers. Hampshire County Council supplies the stock, the IT infrastructure plus some support from the Library Service. As a result of a varied range of fundraising activities and grant applications funding has been secured to carry out some improvements to the facilities.

36. **Option D – Six Libraries without Mobile Library-est. saving £286,2000**

(Please see 18th November 2014 Cabinet report Appendix 3 and 4 for more details in relation to the Options and their potential impact.)

Option D involves:

- City Council managed services to be operated from Bitterne Library, Central Library, Portswood Library, Woolston Library, Shirley Library and Lordshill Library.

- The Schools Library Service would continue substantially unchanged.
- The Virtual Online Library Service would continue and opportunities would be explored to improve this over time as outlined in the Future Focus in Appendix 3.
- The remaining libraries (Burgess Road, Cobbett Road, Thornhill, Millbrook and Weston) to be available for community led initiatives or (in the case of Burgess Road and Cobbett Road) for disposal if the Council is unsuccessful in securing community led library initiatives in those buildings.
- This service would not include the provision of a Mobile Library Service but the service would explore deposit collections where required around the City.
- Designated staff within the Library Service would have a role to recruit, develop and manage volunteer programmes and partnership working to enhance the Library Service reach and impact around the City in line with the Future Focus.
- The housebound service would continue.

The Consultation

37. On 18th November 2014 Cabinet approved public consultation for a minimum of twelve weeks to seek views on the preferred Option D, including but not limited to:

- The Future Focus for the Library Service and the priorities contained within.
- The decision to continue to provide a Library Service from six City Council managed libraries plus the online virtual library and the School's Library Service.
- The proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties.
- The City Council ceasing to use the properties in which Thornhill and Millbrook Libraries are located.
- Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent library provision within a new unit being provided in the area.
- The removal of the Mobile Library Service.

Consultees were also encouraged to suggest any alternatives or submit expressions of interest.

38. It is important to note that the consultation was carried out to seek feedback on the specific points in the paragraph above. It was therefore not possible to meet with organisations that requested the opportunity to discuss future options that may emerge as a result of any decisions being made in relation

to the above. The Council needed to conduct the consultation with an open mind as to the future provision and without pre determination of the decision. If Members are minded to accept the concept of a community led initiative, there can be further discussions with individual groups in accordance with the recommendations of the report.

39. Appendix 1 of this report outlines the principles, process and outcome of the public consultation. It both supplements and contextualises the more detailed information about the consultation which is contained in the full ORS report which is available (a document in the Members rooms) which provides a full analysis of the results. The consultation was launched on the 28th November 2014 and lasted for a period of 14 weeks until the 6th March 2015.

40. The consultation was open to all and people were invited to feed back through the following routes:

- An **online questionnaire** which was available via the Council's dedicated web page.
- The same questionnaire was also available in **printed format** in all libraries, Gateway and the Civic Centre and could be sent freepost to ORS or posted in secure ballot boxes which were located at each library.
- An **online children's survey** designed specifically for children of primary school age which was available at the Council's dedicated web page.
- The same survey was also available in **printed format** at all libraries and could be sent freepost to ORS or posted in secure ballot boxes in the libraries.
- A **young person's online survey** designed specifically for young people of secondary school age which was available on the Council's dedicated web page
- The same survey was also available in **printed format** at all libraries and could be sent freepost to ORS or posted in a secure ballot box in libraries.
- **Open written submissions** – people had the opportunity to provide their views by writing directly to the Council or to ORS. There was also a dedicated email address that was available to receive emails as part of the consultation.

41. The consultation was promoted through a number of routes including the following :

- Extensive local media coverage.
- 40 e- alerts were sent to 60,000 subscribers through the Council's email marketing service (Stay Connected).
- Emails to over 200 organisations that use the library service.
- Posters in all the libraries.
- Book marks given out in libraries with details of the dedicated web page.
- Emails distributed to all head teachers in the City.
- Emails to all organisations on the anti-poverty network.
- Visits or meetings with organisations where requested to clarify the purpose and process of consultation or to gather feedback.
- A drop in programme where the Head of Service and the lead officer

for the project visited all libraries twice for two hours during the consultation process promoting the consultation and answering any questions that people had on the process.

- The Council's Facebook and Twitter accounts signposted users to the consultation and Facebook posts were used to encourage participation.
- Screen savers promoting the consultation were also used on the libraries peoples network computers.
- Changes were made to the Council's web site to promote the consultation and provide easy access to the dedicated web page.

42. There were a total of 7,706 responses to the consultation, which can be broken down as follows:

- 6,441 responses to the main questionnaire
- 976 responses to the children and young people's surveys
- 289 written submissions (open responses not on questionnaires.)

43. **The Future Focus for the Library Service**

In considering the future transformation of the Library Service the Council developed five key priorities, shaped by the strategic context of the City and the Council and also the drivers for change described earlier in the report and the aims of this project. The 18th November 2014 Cabinet report set out this proposed Future Focus for the Library Service in Southampton (Appendix 3) in the context of the Councils preferred option and the consultation sought to identify whether there was support for this approach.

44. The 5 key priorities identified were as follows and there was further detail available beneath these key headline priorities :

Area of Focus	Outcome
The further development of the 24/7 Virtual Online Library	A better user experience, increased convenience, availability and accessibility of online library resources.
Developing a lifelong love of reading	To enable anyone who wished to read to be able to do so and especially to introduce reading early to children, leading to improved literacy and performance at school.
Getting the City confidently online	Improved self-reliance in the community by increasing the number of people using IT to be able to access services effectively.
Helping to meet the information needs of the City	To provide support to those who most need it accessing and signposting information for local people.
Delivering Library Services in partnership	Library buildings offering activities and services from a range of organisations offering the opportunity also for individual and

	community participation.

45. There was a significant level of support for the proposed approach as shown below:

Areas of Focus

- Developing a lifelong love of reading – 97% agreed
- Helping to meet the information needs of the City – 83% agreed
- Getting the City confidently online – 60% agreed
- Further development of the 24/7 virtual online library – 52% agreed
- Delivering Library Services in partnership – 60% agreed.

46. There was only one area of focus which showed a significant difference in support depending on the sub group of user. The analysis revealed that the more people used the library the less they supported the further development of the 24/7 virtual online library. The agreement levels are shown below:

- Regular users (those who used the service at least 6 times per year) 47.7%
- Active users (those who used the service once per year) 67.8%
- Non users - 79.4%

The high level of agreement from non-users underlines the potential demand for an expanded online library service. There is a clear pattern showing that those who most regularly use the existing Library Service place less importance on the development of the online service.

47. People were invited to comment in an open response box if they disagreed with the five key areas of focus and also they were asked to provide suggestions for additional areas of focus. The responses to this question are summarised in ORS Report. The suggestions that were made were generally in support of the five key areas of focus and no new areas of focus were identified.

48. The Future Library Provision

The background presentation which was available on the libraries dedicated web page explained the change in library users' behaviour and also covered the drivers which underpin the need for change to the Library Service. When asked whether the Library Service needs to change to meet future needs 57% of respondents agreed and 23% disagreed. In the children's and young people's survey 23% felt that the service needed to change .

49. The consultation explained the Council's financial position in the background presentation on the Council's dedicated web page and also on the questionnaire. This provided background to the question "To what extent do you agree or disagree that Southampton City Council should seek to make savings from the library budget to ensure that the Library Service is financially sustainable?" 40% agreed that the Council should make savings from the Library budget whilst 42% disagreed.

50. The background presentation and also the questionnaire explained the method that the Council had used to explore the evidence of need for the Library Service in the City and to establish the priority of the libraries in the City for meeting those needs. The needs assessment was based on demographic need, library usage, the cost of the service and then location. The demographic need was weighted twice as important compared to the other criteria used. This was fully explained in Appendix 2a of the November

2014 cabinet report. The consultation sought to establish whether there was support for this approach. The consultation feedback revealed that demographic need had been rated as the most important with 59% of respondents rating it as either 9 or 10 on the importance scale (out of a total of 10). This reflected the Councils approach to double weight demographic need during this process.

51. The background presentation on the Council's dedicated web site and the questionnaire explained Option D (the Council's preferred approach) alongside the three other options that had been considered but rejected. The consultation sought to establish the public's views about Option D. The consultation revealed that 53% of the respondents agreed to the approach set out. When this was analysed by ward it was clear that those wards with libraries that were affected by the proposals had the lowest level of support with some as low as 32% agreeing, other wards less affected, including Bargate for example, had 71% agreement. The consultation revealed that the level of support for the proposed approach was also affected by the distance respondents lived from one of the affected libraries. Those within 5 minutes' walk only agreed 44 %, whereas those who live within 20 minutes' walk were 65% in agreement. If Option D is implemented this would result in 99% of households in the City within 1.5 miles of a library.

52. In the children's and young people's survey only 28% of respondents agreed with the Council's preferred option. A full analysis of the children's and young people's responses is attached in Appendix 1 which set these responses in context.

53. The questionnaire asked "If you disagree with the Council's preferred option for the Library Service please tell us why and provide details of any alternative options that the Council could consider." It should be noted that there was considerable feedback from library users from those libraries that the City Council proposed to cease to provide a service from but particularly in relation to Burgess Road and Cobbett Road Libraries. Clearly the libraries are very much valued by their local communities and users are keen to keep their libraries as a key community resource. A number of representations were made by local community groups and individuals in relation to these libraries and these are all outlined in the ORS report. Petitions were also received which were considered at Council.

54. In addition, the ESIAs (Appendix 4-10) have been updated to include data and comments from respondents to the consultation made in relation to the anticipated potential impact of the preferred option. These need to be read in conjunction with the ESIAs which were part of the November 2014 cabinet report. At Cobbett Road there is extensive use of the building for a wide range of community activities and these activities serve as a key focus for local people providing opportunities for social interaction, learning and development. At the Burgess Road Library there is a particular concern about the loss of a key local resource well located to serve an area of high deprivation within the City, and also as a base for the Toy Library. There are similar concerns at Millbrook, Thornhill and Weston. Despite the Council identifying demographic need as the most important factor influencing the prioritisation of libraries, the limited use of some of these libraries significantly affected their position in the ranking. Respondents are still concerned that some of the communities that are in significant need will be disadvantaged.

55. Community Independent Libraries and Book Deposits

The 18th November 2014 Cabinet report included proposals for creating opportunities for community-led initiatives to be established in those libraries that the City Council ceased to provide a service from. The consultation sought to identify whether there was support for this approach. 70% of respondents agreed with this approach, 17% disagreed. The consultation also asked if any organisations completing the questionnaire were "interested in taking over a library building" with a view to developing a community independent initiative in any of the libraries and eight organisations indicated a positive response to this question. In addition groups were asked if they would like "a collection of books delivered for their group to use and changed on a regular basis". A number of organisations requested this service. Officers will explore these opportunities in more detail.

56. Leased/Licenced Properties

When the consultation began, Millbrook Library was located in a leased property. The landlord required that the Council vacated the property by the 31st March 2015 and so there was a need to find a new venue. The Council owned a unit in a good location in Kendal Avenue which had recently become available and so a decision was taken to relocate the Library into this unit. The service was operational from the 7th April 2015 from this new location. As the property is owned by the Council there is no lease in place as such. A lease would be granted to the selected community group.

57. Thornhill Library is occupied under a licence with Plus You Limited. If Option D is approved there will be a need to bring this licence to an end. If Plus You Limited agrees to include Thornhill Library in the Expressions of Interest process, the Council would seek to broker terms with the Landlord for a new Tenancy with the selected community group.

58. Weston Library

Weston Library is currently operating from a temporary building outside the Chamberlayne Leisure Centre pending the creation of a new library and community space in the development taking place in Weston Lane. If Option D is approved, it is anticipated that the Council would still complete the new 125 year lease from the Developer, but not take possession of the space for the purposes of a library. It would explore how it will be possible for the Council to assign (transfer) the lease to a community group to use this space for a community led library initiative.

59. The research that was carried out during 2014 revealed that in 2013/14 there were :

- 4,640 visits to Thornhill Library
- 1662 visits to Millbrook Library
- 7653 visits to Weston Library

It also explained that in 2013/14, of the regular users (those who used a library six times or more in a year) that only used these libraries and no other libraries there were:

- 54 in Thornhill
- 33 in Millbrook
- 57 in Weston

The result of the consultation revealed that of those consulted :

- 3% visited Thornhill in the last year
- 3% visited Millbrook in the last year
- 3% visited Weston in the last year
- And 1% were regular users at each of these three libraries (48 regular users at each. This generally supports the numbers above from the Needs Assessment process.

60. 289 open submissions were made during the consultation. Some were general in relation to the Library Service as a whole and some were in respect of Millbrook, Thornhill and Weston libraries in particular. The submissions can be seen summarised in the ORS report. The key concern focused on the need for library services for those in areas of need around the City.

61. The Mobile Library

Option D includes the removal of the Mobile Library Service. Whilst the service was described as particularly popular with nurseries/preschools, and sheltered homes/nursing homes it is an expensive method of delivering the library service. The following statistics all relate to the 2013/14 financial year.

- There were 12,684 visits to the Mobile Library. This can be compared to 66,710 to 300,208 for each of the libraries to be retained.
- Of all the items borrowed across all the libraries and the web, 2.7% were borrowed from the Mobile Library.
- Of the 55% regular library users that only use one library 107 people only use the Mobile Library. This compares with 771 and 3144 for each of the libraries to be retained.
- 287 regular users used the Mobile Library. This compared with between 2015 and 9050 regular users at each of the libraries to be retained.
- On average 24.02 items were borrowed per hour. This can be compared with between 43 and 74 items per hour at the libraries to be retained.
- Cost per visit £8.09 (This was the second most expensive.)This can be compared with between 84 pence and £2.10 for each of the libraries to be retained.
- Cost per issue £3.15 (this was the third most expensive) this can be compared with between 83 pence and £1.32 for the libraries to be retained.

62. The consultation received feedback from users of the Mobile Library service.

- 3% of the respondents had visited the Mobile Library in the last year. This was the same as Millbrook, Thornhill and Weston.
- 2% (96) of respondents were regular users (using the library on six occasions in the last year).
- 2% (78) of respondents visited the mobile most often in the last year.

There is more information in Appendix 1 and in the ORS report.

63. Equality and Safety Impact Assessments

The 18th November 2014 Cabinet report included Equality and Safety Impact Assessments (ESIA) for all four Options outlined in that report and all the libraries affected. Following consultation, the ESIA for Option D has been

updated and is attached at Appendices 4. Individual ESIAs for those libraries affected can be found at Appendices 5 – 10. These need to be read in conjunction with the ESIAs that were prepared for the November 2014 cabinet report.

64. One section of the questionnaire was dedicated to understanding the impact of the proposed changes.

- 18% of the respondents anticipated that they would be impacted by a great deal
- 26% anticipated that they would be impacted to some extent.
- 56% anticipated being impacted “not very much“or “not very much at all”.

When looking at the overall 898 individuals who felt they would be impacted a great deal by the proposals, 52% of these respondents’ most regularly used a library unaffected by the proposal.

65. Of those that anticipated that the proposals were likely to have an impact on them:

- 59% stated that they were able to reach another library using their own transport.
- 55% stated that they were able to use another library by public transport.
- 55% stated that they would be able to self-serve online with renewals and reservations.
- 46% stated that a library book collection from other locations could reduce the impact for them.
- 46% stated that they would use the virtual library for ebooks and other online resources.
- 41% stated that the housebound service could reduce the impact of the proposed changes.
- 24% (783) of the respondents from a sample of 3,256 people that answered this question stated that they would have to stop using libraries.

66. 783 respondents said they would have to stop using libraries from the main questionnaire. This represents 10% of the main questionnaire respondents. Further analysis of this figure shows that, of the 783, many have indicated elsewhere in the questionnaire that they either already use, or are able to use, alternative provision:

- 251 stated that they most often used a library unaffected by the proposals, a further 21 did not use any library in the last 12 months and 238 did not supply information on their library use. It is unclear why these respondents feel they would have to stop using libraries, although we cannot assume that this would not be the case.
- The remaining 273 people say they would have to stop using libraries, and currently use an affected library the most.
- Of those 273 people, 181 have also said that they cannot reach another library using their own transport.
- Of that 181, 123 have stated that they could not reach an alternative library using public transport.

However, it should be noted that these respondents may choose not to do so, and may therefore still be affected.

The 123 individuals who appear unable to access a physical library under

the proposals represent 16% of respondents who have indicated they would have to stop using libraries, or 1.9% of the main questionnaire respondents.

67. Further analysis of the above individual's responses indicates:

- 97 state that they would not be able to use the online library either for reservations or renewals.
- Of those 97, 92 state that they would also not be able to use the virtual library to access online content i.e. e-books.
- Of those 92, who say they would have to stop using libraries, use an affected library the most, could not reach an alternative library with their own or public transport, access the online library or use the virtual library, 57 state that they would not benefit from the housebound service.
- Of those 57, 55 would not benefit from collecting books from community venues.

Therefore, it would appear from the consultation that the best case scenario would be that there are 55 respondents who have indicated that they will not be able to access a physical library or any of the other library services that are on offer under the proposals. This equates to less than 1% of questionnaire respondents for the whole consultation. However, as noted above, there may be other respondents who have stated that they could, physically or otherwise, access library services under the proposals, who would choose not to, and would therefore still be affected.

68. Below these questions there was also an open box which asked if there were "any personal impacts or equality issues we have overlooked in the formation of the library proposals, please outline below". The information that was included in these boxes were included in the revised Equality Impact Assessments in Appendix 4-10. The comments are summarised in The ORS Report.

69 The ESIAs outline the mitigations that will be explored or are already available which would be used to seek to reduce the impact on residents of ceasing to provide a Council service from these libraries, these include:

- Offering the buildings where possible for community led libraries.
- Creating a package of support for community groups who may wish to take on these initiatives.
- Exploring how the housebound service could be expanded to help more people across the City.
- Exploring options for depositing collections of books at more locations around the City.
- Library staff and volunteer digital champions available in libraries helping people to benefit from all the online resources available and to be able to reserve and renew books online.
- Running courses in libraries to help people get online and become effective internet users.
- Providing assistance completing applications for a Smart Card to give concessionary bus travel for those over 65 and disabled people – libraries will also take photographs required for this card.
- Leading a campaign to get the City on line.

70. In total, the consultation process identified 909 individuals who have suggested that they would have to stop using libraries if the preferred option is implemented. This 909 is made up from 783 respondents to the main

questionnaire (12.2%) and 126 from the children and young people's survey (12.9%).

To fully understand the scope of the impact the following paragraphs break this group down by the protected characteristics. Although a significant number of these (main questionnaire) respondents were also users of other non-affected libraries in the City and they also felt that they might be able to travel to another library using the bus or their own transport or use the online web based service, when assessing the potential impact of the proposal the total figure will be used. More details of these figures can be found in Appendix 1.

Figure 1 shows the respondents to the main questionnaire who have said they would have to stop using libraries on a map to show the geographical impact of the proposal. Full details of the impacts and plans to mitigate these are outlined in the Equality and Safety Impact Assessments (Appendices 4 to 10). If a decision is taken to implement Option D a letter/email will be sent to all those regular users who only use one of the libraries affected by the proposal to see how it may be possible to help them to continue to use the library service using some of the mitigations identified.

71.

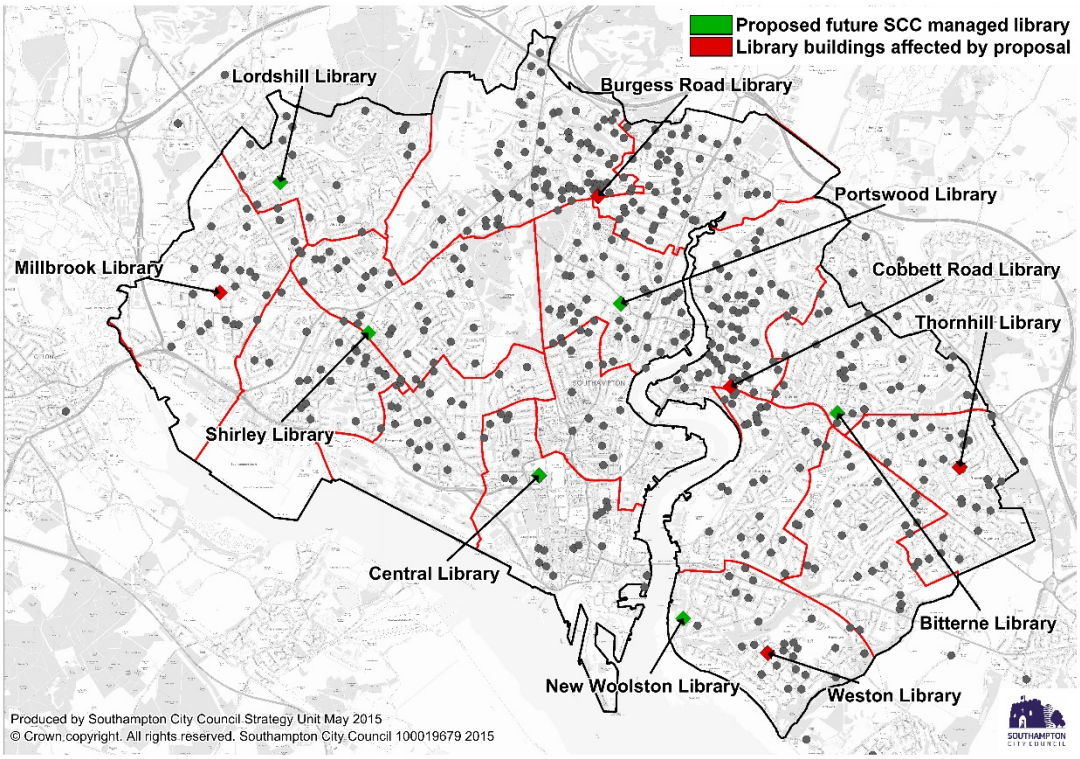


Figure 1

72. Of the 909 respondents who say they will have to stop using libraries 185 are at least 65 years old (with 17 of these being 85 and over) and 134 are under the age of 16. For the 65 year olds and above those who would have to stop using libraries represents 14% of the total respondents in this age category. Continuing to provide a service from six libraries, seeking to encourage community groups to run a service from available buildings, developing the community collection service and the housebound service should assist in mitigating the impact for this age group. Introduction to the online resources for the above age group may also assist but it is anticipated

that it will be particularly helpful to those under the age of 16 (13.6% suggested they would have to stop using libraries). The school's library service will continue to provide a service to all the subscribing schools across the City. Across all age categories, the percentage of those saying they would stop using libraries was 16.2%. The ESIAs have focused on under 18's and over 65+ as these groups may experience additional barriers which mitigating actions need to consider.

73. Of the 783 main questionnaire respondents who suggested they would have to stop using libraries; 448 were female and 245 were male. In total 14.9% of female respondents and 14.0% of male respondents say they would have to stop using libraries if the preferred option were to be implemented. Continuing to provide a service from six libraries, seeking to encourage community groups to run a service from available buildings, developing the community collection service, the housebound service, continued improvement of the online library should assist in mitigating the impact on either gender.

74. Of the 783 main questionnaire respondents who suggested they would have to stop using libraries, 118 considered themselves to have a disability. In total 28% of respondents who considered themselves to have a disability suggested they would have to stop using libraries. By continuing to provide a service from six libraries, seeking to encourage community groups to run an accessible service from available buildings, developing the community collection service and the housebound service the impact on this group should be mitigated. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the Council and community/not for profit, run libraries. Improving the online library service is also a potential resource.

75. Of the 783 main questionnaire respondents who suggested they would have to stop using libraries, 93 were Black or Minority Ethnicity (BME). In total 27% of BME respondents suggest they would have to stop using libraries. Continuing to provide a service from six libraries, seeking to encourage community groups to run an inclusive service from any transferred libraries, the housebound service, developing the community collection service, and the online service should assist in reducing the impact on this group. Library stock will still be under the ownership of the Council and updated accordingly therefore the stock will continue to reflect the needs of the local community.

76. The numbers of respondents who suggest they would have to stop using libraries from the remaining protected characteristics (gender reassignment, marriage / civic partnership, pregnancy and maternity, religion/ belief and sexual orientation) were not formally gathered as a part of the consultation. However as a part of the consultation there was an opportunity for respondents to explain how the preferred option would impact on them and there did not appear to be any specific impacts raised which would relate to these groups. Therefore the mitigating approach outlined for each of the above should assist in reducing the impact of any of these groups.

The Option for Implementation

77. The consultation feedback shows support for the Future Focus as set out in Appendix 3. It is therefore proposed that Cabinet formally approves this

approach and give officers delegated powers to refine, improve and implement as the way forward. An action plan will be developed to take forward these areas of focus and progress will depend on the development of partnership opportunities and funding.

78. Whilst 40% agreed that the Council should make savings from the library budget during consultation and 42% disagreed, this does demonstrate a level of understanding from the respondents that there are financial issues that the Council has to address. If finance was the only driver for these proposals then the preferred options could feasibly be A, B or C but when taken into account with the need to balance service delivery and efficiency, D is a more appropriate approach. As stated earlier, it is a fact that the council is facing significant reductions to funding over the next few years. It is not anticipated that funding will increase to 'normal' levels after this time. Instead the Council will need to operate permanently within its reduced budget. In addition, all areas of the Council will need to look at making significant reductions in order to meet this challenge.

79. The consultation shows that there is support for the need for libraries to change to reflect the changing needs of the community, Option D and the proposal for community and not for profit organisations to take over library buildings if the City Council ceases to provide a service.

80. As a result of the consultation it is proposed to introduce a community package which would make the provision of a library service by not for profit organisations more feasible. This is outlined below:

Some of the Issues Identified	As a Result it is Proposed
That Community Libraries could have an aging book stock that would cease to meet the needs of the community.	To keep the Councils library books within the community libraries and keep the books refreshed.
That people would not be able to reserve and collect books from the affected library or even join new members.	To provide access to the Councils software system by the provision of computer hardware and software which would enable users of community libraries to make reservations from other branches and collect from their local library plus join new members.
That people would not be able to have access to the people's network computers for completion of job and benefit applications.	To keep the peoples network computers in the community libraries managed and updated by the City Council.
There would be limited options for income generation for community libraries.	To give community libraries the opportunity to keep any fines, but also to be able to sublet space within libraries for

	use by partners or for retail.
Community libraries would not be able to pay a rent for the space.	That consideration is given to offering the library buildings for less than the market rate if appropriate.
Community groups do not have experience of running libraries and would need support to do so.	The library staffing restructure includes the provision of a post that will focus on developing partnerships and providing guidance and support to community independent libraries. As part of the process that would take place to seek to identify groups to operate each library which is identified later in this report, it is proposed to have a workshop so that questions can be answered but also to explore if there are any potential partnerships available between interested parties.

81. This report seeks delegated powers to develop the process and documentation associated with offering the library buildings for community led initiatives. The following organisations will be able to apply:

Community, voluntary, not for profit or faith organisations or entities who can demonstrate that they are or will be:

- Properly constituted with strong and open governance arrangements.
- In a position to hold property.
- Able to demonstrate strong financial and performance management and accountable processes.
- Non-profit making and exist for community/social/environmental/economic benefit, whilst recognising that they may have business element to how they operate, such as a community café. However, this type of business and financial gain will not be the main driver and it will not distribute any financial surplus to owners or members but apply it to serving its core community aims and objectives.
- Open to and demonstrate an inclusive approach to members of the wider community.

The process will commence with advertising for expressions of interest. It is anticipated that this process will commence in September 2015 and conclude in February 2016.

82. It is proposed that the process would include an opportunity for those interested in the buildings to meet to explore potential partnership opportunities. It is proposed that applications will be assessed through a two

stage process, starting with an expression of interest. As a result of this, organisations may be invited to submit a detailed application. Applicants must demonstrate that they meet the following criteria:

- Clear benefits to the community groups and to the Council, its aims and priorities, and the wider community to justify the subsidised transfer.
- Demonstrate that it will continue to be used to support locate community based library services and activities in line with a defined service description.
- Demonstrate strong and robust governance arrangements (including how local people will be involved in decision making in relation to the building/land and its use).
- Evidence of a track record in delivering services and/or managing property (if a new group evidence of this track record linked to the management committee members and/or staff and volunteers).
- Have in place a robust and sustainable business plan, for a 5 year period (3 years in detail, 2 in outline) or show the willingness to create an acceptable plan within a specified time frame before the building is transferred. Guidance will be available.

83. The following timescales are proposed for the process to identify community or not for profit organisations to run community led libraries. This is an indicative timescale which may change.

- Week beginning 7th September 2015 – Advertising for Expressions of Interest and information pack available to include: The draft lease, a partnership agreement with a description of the service needed, the community package, information about the use and finances of the libraries, demographic information and property information.
- September 2015 – workshop to answer queries and explore partnerships.
- 5th October 2015 – Deadline for Expressions of Interest.
- 19th October 2015 – Invitation to Groups to Develop a Business Plan.
- 14 December 2015 – Completion of the Business Plan.
- January 2016 – Completion of Evaluation and Organisation Agreed.
- February 2016 – Finalise and sign agreements.
- March 2016 – Shadow period operation available.
- 31st March – City Council managed service to cease from affected libraries.
- 1st April 2016 – Community Independent Library Service to commence.

RESOURCE IMPLICATIONS

Capital/Revenue

84. Around 27 financial scenarios were originally developed in parallel with the needs assessment. These were refined down to four once the results of the needs assessment and the Library Priority Ranking Exercise had been completed. The four options were then included in the November 2014 Cabinet Report.

85. It is now recommended to proceed with Option D, which will deliver annual

savings of £286,200. This figure relates to a full financial year and was based on the 2014/15 budget.

86. The following table (Table A) outlines a breakdown of the savings anticipated from the implementation of option D in a full financial year.

Table A

Description of Saving Item	Saving anticipated £
Employees	205,000
Premises	47,900
Transportation Costs	5,800
Supplies and Services	12,200
Internal Charges	27,100
(Loss of Income)	-11,800
Total Savings	**286,200**

87. It is anticipated that there will be a full year staff saving and no income generated in 2016/17. However, there are one off implementation costs associated with Option D. The following table (Table B) outlines a breakdown of these estimated costs and the financial year in which they are likely to be incurred. The implementation costs of £171,100, phased £34,000 in 2015/16 and £137,100 in 2016/17, will reduce the total level of savings that can be achieved from the proposal.

Table B

Description of Cost	Cost estimate £	Year
Valuers fees associated with the process to transfer the libraries to community/not for profit organisations.	11,000	2015/16
IT costs associated with enabling community libraries to use the Council's libraries spydus software systems.	23,000	2015/16
Costs associated with terminating the financing arrangements of the Mobile library.	89,200	2016/17
Potential additional costs for security, National Non Domestic Rates (where applicable) and utility bills. The current premises budget will be retained for one year to cover these.	47,900	2016/17
Total Implementation Costs	**171,100**	

88. It has been assumed that by 1st April 2017 the Council will be incurring no cost on these libraries other than those agreed as part of any community package, which are outside the costs listed in these tables. This infers that either the buildings have been passed to other organisations for the provision of a community library service or the properties have been disposed of. The full year saving of £286,200 will, therefore, be achievable for 2017/18 onwards.

89. There are human resource implications associated with Option D. Staff were encouraged to participate in the public consultation. An informal staff consultation exercise was carried out whilst the public consultation was underway. The results of this exercise was reviewed and considered when developing the draft structure, job descriptions and person specifications. As a result of this, a draft revised staffing structure has been developed along with detailed job descriptions and person specifications for Option D. This draft structure reflects the Future Focus of the library service. Formal consultation on the draft staffing proposals will follow on from a formal decision at Cabinet. Option D results in a reduction of the current staffing provision by 6.6 full time equivalents. It is currently estimated that there are 3.0 full time equivalent vacant posts that can be deleted as part of the restructure. The remaining saving would, therefore, affect 3.6 full time equivalent staff in post and normal City Council employment policies will apply.

Property/Other

90. Option D would result in the City Council continuing to own and operate a library service from the six libraries listed below:

- Central Library
- Shirley Library
- Bitterne Library

- Woolston Library (the new library will open early in 2016)
- Portswood Library
- Lordshill Library

91. The City Council would continue to operate the School's Library Service from the Warren Centre Annexe, Shirley.

92. The City Council managed Library Service would therefore cease on the 31st March 2016 in these libraries.

- Burgess Road Library
- Cobbett Road Library
- Weston Library
- Thornhill Library
- Millbrook Library
- The Mobile Library

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

93. **Section 7 Duty**

The City Council has a statutory duty to provide a 'comprehensive and efficient' Library Service under section 7 of the Public Libraries and Museums Act 1964. The 2009 Wirral Enquiry and subsequent case law has determined that the comprehensive and efficient service that local authorities are required to provide is a balance between meeting local needs within available resources in a way which is appropriate to the needs of the local community. Section 7 encompasses a duty of enquiry

94. The Council has, in its initial Needs Assessment (see Background Papers) and other supporting documents, sought to gather as much information as it can on the library service, its users and their needs. Further information gathered in the course of the consultation exercise has led to some revision of the analysis which had been already carried out and these documents have been updated.

95. There is no express obligation to consult in order to discharge the Council's duty under section 7 or indeed section 149 of the Equality Act 2010 (referred to and addressed below) but it is generally regarded as being, in many cases, a condition precedent to the lawful exercise of the duty.

In conducting its extensive and comprehensive consultation exercise, it is therefore considered that the Council has proceeded in a way which is compliant with its duty under section 7.

96. **Offer of Library Buildings for Community Led Initiatives and Disposals of Land**

Sections 81-86 of the Localism Act 2011 require the Council to consider 'expressions of interest' from 'relevant bodies'. Such expressions of interest are those in providing, or assisting in providing, a relevant service on behalf of the Council, subject to certain exceptions. The proposal to transfer to community groups is in line with the Council's legal obligations under these community right to challenge provisions, and, in so far as they are applicable, the requirements of fair procurement.

97. If approved, the implementation of Option D involves the disposal of land as

outlined in the report. Under section 1 of the Localism Act 2011, the Council has a general power of competence to do anything that individuals generally may do; however that general power is subject to other statutory restrictions. Section 123 of the Local Government Act 1972 provides that the Council must dispose of land for best consideration, save for cases where the consent of the Secretary of State has been obtained for any disposal at less than best consideration. Under the General Disposal Consent (England) 2003, such specific consent is not required for any disposal where the difference between the unrestricted value of the interest and the consideration accepted, is £2m, or less, provided that the purpose for which the land is to be transferred is likely to contribute to the 'promotion or improvement' of the economic, social or environmental well-being of the area. In order to use the General Disposal Consent (England) 2003, the properties must be held under the Local Government Acts. Where land is held in the Housing Revenue Account, they will be appropriated from the Housing Acts and Local Government Acts, prior to disposal. This is an internal administrative process.

98. If approved, the proposals will entail the disposal of Burgess Road library, Cobbett Road library and the lease at Weston at less than best consideration, where appropriate. In determining whether or not to dispose of land for less than best consideration, the Council must have regard to a number of factors, including its accountability and fiduciary duty to local people, future potential liabilities, its Community Strategy, all normal and prudent commercial practices, clear and realistic valuation advice on the asset in question and EU state aid rules.

<u>Other Legal Implications</u>:

99. **Public Sector Equality Duty**

In taking this decision to implement Option D, Members must be aware of their obligations under section 149 Equality Act 2010. This section contains the Public Sector Equality Duty (PSED). It obliges public authorities, when exercising their functions to have 'due regard' to the need to :

- Eliminate discrimination, harassment and victimisation and other conduct which the Acts prohibits;
- Advance equality of opportunity; and
- Foster good relations between people who share relevant protected characteristics and those who do not.

The relevant protected characteristics under the Equality Act are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Members are advised to read the updated ESIAs (at appendices 4 – 10) in full and familiarise themselves with their legal obligations under s149.

100. Case law has established the following requirements for PSED to be exercised lawfully.

- The equality duties are an integral and important part of the mechanism for ensuring the fulfilment of the aims of anti-discrimination legislation.
- The relevant duty is on the decision maker personally. What matters is what he or she took into account and what he or she knew. The

decision maker cannot be taken to know what his or her officials know or what may have been in the minds of the officials in proffering their advice;

- It is important to record the steps taken by the decision maker in seeking to meet the statutory requirements in order to demonstrate that the duty has been discharged;
- The decision-maker must assess the risk and extent of any adverse impact and the ways in which such risk may be eliminated before the adoption of a proposed policy. It is not sufficient for due regard to be a "rearguard action" following a concluded decision;
- In order to be able to discharge the duty the decision-maker must have information about the potential or actual equality impact of a decision. This information will often be gained in part through consultation;
- The duty must be exercised in substance, with rigour, and with an open mind. It is not a question of ticking boxes; while there is no duty to make express reference to the regard paid to the relevant duty, reference to it and to the relevant criteria reduces the scope for argument;
- General regard to the issues of equality is not the same as having specific regard, by way of conscious approach to the statutory criteria;
- Officers reporting to decision makers, on matters material to the discharge of the duty, must not merely tell the decision maker what he or she wants to hear but they have to be "rigorous in both enquiring and reporting" to them;
- Although it is for the court to review whether a decision-maker has complied with the PSED, it is for the decision-maker to decide how much weight should be given to the various factors informing the decision, including how much weight should be given to the PSED itself;
- The duty is a continuing one.

Members should in particular note that the duty is for them personally. It is not sufficient to rely on officers to discharge the duty by the preparation of EIAs and this report. Members must themselves read and actively take into consideration the EIAs and the consultation materials.

101. **State Aid**

State Aid rules are designed to ensure that the single market is not subject to national distortion through State support to particular companies or sectors. Since the tests for State Aid relate to an Organisation's activities (and whether or not they are the subject of trade between member States), it cannot categorically be stated that State Aid will not apply to all community disposals. However, where an organisation can show that it is carrying out purely local activities, on a 'not for profit' basis, then this should be a good basis for showing there is no State Aid. Where the recipient of a community disposal is engaged in carrying out 'not for profit' activities to meet a local community need (i.e. with no cross border trade), then the transfer is unlikely to count as State Aid in itself.

POLICY FRAMEWORK IMPLICATIONS

102. **The City Perspective**

The Southampton City Strategy 2014 – 2025 identifies the three priorities of the City as :

- Economic growth with equality
- Skills and employment
- Healthier and Safer Communities

The Future Focus shows how the Library Service will continue to deliver to against these priorities, providing support to businesses across the City, working in partnership with a wide range of organisations to deliver an extensive range of training opportunities and providing support and access to IT for those seeking to apply for work. With strong links to health organisations, libraries not only are a source of health information such as "books on prescription" but also a base for services such as Macmillan and others to provide advice, guidance and support in a non-medical environment. The future design of the service will continue to be shaped by these priorities.

103. In addition there are four cross cutting themes identified for the City:

- Tackling the negative impact of alcohol
- Building community capacity
- Fostering City pride, passion and identity
- Delivering whole place thinking

As shown in the Future Focus, Libraries will continue to assist with the development of community capacity building by providing opportunities for:

- Volunteering
- A base for groups, organisations and services
- A range of learning and skill development opportunities
- Community led library initiatives

104. The Council Strategy 2014-2017 sets out the Council's vision and priorities for the next three years. The priorities are to create:

- A sustainable Council
- Jobs for local people
- Prevention and early intervention
- Protecting vulnerable residents
- Affordable housing
- Services for all
- City pride

The Library Service is, and will continue to be, available to all, it will provide facilities and support which assist local people in finding work and it is often used by the most vulnerable in society. However it needs to be able to provide these services within a sustainable Council with reducing budgets. The Libraries will continue to get involved in campaigns and initiatives that link in with the other priorities listed above.

WARDS/COMMUNITIES AFFECTED: All

SUPPORTING DOCUMENTATION

Appendices

1. A City Council report summarising the approach to the Consultation
2. List of Representations made during the consultation with Officer Response
3 The Future Focus for the Southampton Library Service
4. Equality and Safety Impact Assessment for the recommended option (Option D)
5. ESIA Burgess Road Library (July 2015)
6. ESIA Cobbett Road Library (July 2015)
7. ESIA Millbrook Library (July 2015)
8. ESIA Thornhill Library (July 2015)
9. ESIA Weston Library (July 2015)
10. ESIA Mobile Library (July 2015)

Documents In Members' Rooms

1. Opinion Research Services Report of the Library Services Consultation July 2015

   Relevant Equality Impact and Safety Assessments (November 2014)
2 Option D – 6 Libraries on current hours
3 EIA – Burgess Road Library
4 EIA – Cobbett Road Library
5 EIA – Millbrook Library
6 EIA – Mobile Library
7 EIA – Thornhill Library
8 EIA – Weston Library

Equality Impact Assessment

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out. Yes

Other Background Documents

Equality Impact Assessment and Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1. The November 2014 Cabinet Report and all the Appendices.	
2. All the individual submissions and open responses received as part of the consultation.	

This page is intentionally left blank

Libraries Transformation Consultation Report

Introduction

1. Southampton City Council recognises the importance of libraries as a community resource, and also the need to transform the Library Service in a way that will meet the changing needs of the residents of Southampton. Life is very different now, compared to when the current library infrastructure was developed in the city. For example, many people are choosing to access the service in ways which are more convenient to them, such as online services.

2. Therefore, the Libraries Transformation Project was set up, with the aim of developing and delivering a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable. The project identified a number of options, based on evidence gathered through a needs assessment, as outlined in the November 2014 Cabinet report. Discussion also took place with key stakeholders and national bodies.

3. Prior to making any decision regarding the options for the future transformation of the service, engagement with a wide range of stakeholders was essential. The next step was to take the proposals to public consultation, and Southampton City Council's Cabinet published their draft proposals for consultation on 18 November 2014. These covered both proposed changes to the service and the Future Focus of the service itself, and was used as the basis for extensive consultation with a range of stakeholders. The consultation was led by the council's Research and Consultation team working closely with the Libraries Transformation team, the Legal team and Library Service managers.

4. This report outlines the principles, process and outcome of the public consultation on the proposed changes to the Southampton Libraries Service. It both supplements and contextualises the more detailed information about the consultation which is contained in the full Opinion Research Consultation Report (henceforth ORS report) which is a document in the member's room. The consultation was led by the council's Research and Consultation team working closely with the Libraries Transformation team, the Legal team and Library Service managers.

Consultation principles

5. The council takes its duty to consult with residents and stakeholders on changes to services very seriously. The council's consultation principles are to ensure all consultation is:
    - **Inclusive**, so that everyone in the city has the opportunity to express their views.
    - **Informative**, so that people have adequate information about the proposals, what different options mean, and a balanced and fair explanation of the potential impact, particularly the equality and safety impact.
    - **Understandable**, by ensuring that the language used to communicate is simple and clear and that efforts are made to reach all stakeholders, for example people who are non-English speakers or disabled people.
    - **Appropriate**, by targeting people who are more likely to be affected and using a more tailored approach to get their feedback, complemented by a general approach to all residents, staff, businesses and partners.
    - **Meaningful**, by ensuring decision makers have the full consultation feedback information so that they can make informed decisions.
    - **Reported**, by letting consultees know what was done with their feedback.

6. The city of Southampton also has a compact (or agreement) with the voluntary sector in which there is a commitment to undertake public consultations for a minimum of 12 weeks. This ensures that there is enough time for individuals and voluntary organisations to hear about, consider and respond to consultations. It is also in line with national government guidance, which suggests 12 weeks as a minimum period for consultations.

7. Finally, the council ensures that consultations are conducted in a timely fashion. This ensures that there is time for proposals to be influenced by the outcome of the consultation, and time for decision makers to see the full results and understand the views of consultees before taking any final decisions.

Approach

8. Prior to the proposals for libraries being developed, significant data analysis was undertaken by the Research and Consultation team in the form of a needs assessment. This was detailed in the November 2014 Cabinet report on Libraries Transformation. The needs assessment used existing data to show a range of options with different savings and impact, and from this one preferred option was chosen by the Cabinet to go forward to consultation.

9. The public consultation was designed to elicit the views of the public on:
   - the Future Focus for the Library Service and its priorities contained within
   - the decision to continue to provide a Library Service from six city council managed libraries plus the online virtual library and the School's Library Service
   - the proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties
   - the council ceasing to lease the properties in which Thornhill and Millbrook Libraries are located
   - bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent library provision within a new unit being provided in the area
   - the removal of the Mobile Library Service
   - any alternatives or expressions of interest offered up by consultees

10. Consultation commenced on 28 November 2014 and ran for just over 14 weeks. This exceeded the commitment to consult for 12 weeks to allow for the fact that Christmas fell during the consultation period. The consultation period was intended to ensure that as many people as possible had an opportunity to hear about and comment on the proposals.

Appointment of contractor

11. A decision was taken to appoint an external contractor to undertake this consultation. This was in recognition of the fact that any proposed changes to Library Services create significant public interest and that consultations in Southampton usually have good levels of engagement. Therefore, it was anticipated that this consultation could well receive in excess of 5,000 responses, with many written (email and letter) responses which would need to be read, categorised and analysed. It was also recognised that the small in-house Research and Consultation team did not have the capacity to deliver this work.

12. The other main benefit of using a third party for the management, analysis and reporting of consultation responses is they are impartial and completely independent from Southampton City Council.

13. As part of the procurement process, a specification was drawn up by the Research and Consultation team, working closely with the Libraries Transformation team. The scoring criteria within the specification allocated 60% of points for quality, broken down equally into: understanding the brief, being able to deliver, and experience of similar projects. The remaining 40% was allocated according to the cost of the proposal. Once agreed, it was advertised through the UK SBS Market Research Purchasing Framework. This is a national government framework that enables a group of (80) research providers who have met all the technical and organisational requirements for working with government bodies to compete for projects under an agreed set of rules.

14. There was an opportunity for all the providers within Lot 2 'Quantitative and Qualitative' specialism (53 providers) to express an interest in seeing the full project research specification. In total, five providers expressed an interest and, of these five, three submitted a tender for the project.

15. The tenders were carefully evaluated using scoring criteria laid out in the research specification. The council appointed the highest scoring tender, Opinion Research Services (ORS). Once the appointment was made, a project inception meeting was held which began the process of jointly developing the consultation materials.

Consultation methodology

16. Deciding on the best process for gathering feedback from stakeholders when conducting a consultation requires an understanding of the audience and the users of the service. It is also important to have more than one way for residents to feedback on the consultation, to enable engagement with the widest range of the population.

17. As noted above, the libraries consultation sought feedback on:

- views on the decision to continue to provide a Library Service from six city council managed libraries plus the online virtual library and the school's Library Service
- views on the proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties
- views on the city council ceasing to lease the properties in which Thornhill and Millbrook Libraries are located
- views on bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent library provision within a new unit being provided in the area
- views on the removal of the mobile Library Service
- views on any alternatives or expressions of interest offered up by consultees

18. Questions were also asked about the respondents' use of libraries, their views on community groups running libraries and the demographic details of respondents. This was to aid analysis of views.

19. Both paper and online questionnaires were used as the main feedback mechanisms. The rationale for this was that these enabled more detailed information to be included for this complex consultation. There were a range of areas to ask questions about and a need to outline the details of the proposals. The best way to bring this all together was in a structured questionnaire that contained background information for the relevant questions. This helped to ensure that respondents were aware of the background information and proposals they were responding about.

20. To make the consultation as accessible as possible the questionnaire was made available online and in a printed form. The online questionnaire was screen reader compatible to aid accessibility.

21. In addition to the main questionnaire a general response email and postal address was also advertised. This was to allow for respondents who for whatever reason, would not wish to use the questionnaire.

22. Children and young people were identified as another key group of library users that could benefit from a targeted survey. Therefore two more age specific surveys were developed with some local head teachers to make them as accessible as possible.

Promotion and communication of consultation

23. Throughout the consultation, every effort was made to ensure that as many people as possible were aware of the proposed changes and had an opportunity to have their say.

24. Particular effort was made to communicate the proposals in a clear and easy to understand way. This was achieved by using an easy read presentation document to outline the background to the project, a Frequently Asked Questions (FAQs) document and by dividing the questionnaire into themed sections. All of these documents were available on a dedicated webpage.

25. The consultation was promoted in the following ways:

- Posters about the consultation were on display at all of the libraries throughout the consultation, alongside consultation information, printed copies of the questionnaires and a drop box for completed copies of the questionnaire.
- Over 40 e-alerts were sent to over 60,000 subscribers to the council's email marketing service. These featured hyperlinks to further information about the consultation including the consultation timescales, the libraries presentation, FAQs and the questionnaire itself.
- Information and support was provided to the regional media to help them cover the consultation. This resulted in coverage including a feature on the Julian Clegg Breakfast show (BBC Radio Solent's flagship show), BBC Sunday Politics Show, Meridian News, Daily Echo website and in the Daily Echo newspaper.
- A web link to the libraries consultation was included on the council website homepage for the duration of the consultation, and the libraries and museums section was also displayed more prominently on the home page so it was visible without scrolling down when viewed on a desktop.
- News stories about the start and end of the consultation (with hyperlinks to the presentation, FAQs and questionnaire) were published in the "Top news" section of the council website, with a news story available to read in the news section throughout the consultation.
- Emails were sent to all of the organisations that use libraries on a regular basis.
- Emails were sent to all organisations that form part of the Anti-Poverty Network.
- Emails were sent to all individuals that use libraries on a regular basis and had provided the council with an email address for service updates.
- The council's Facebook and Twitter accounts were used to signpost people to the consultation information and questionnaire, and paid Facebook posts were used to encourage participation by certain age groups.
- Screensavers about the consultation were on display on the people's network (public access) computers in all of the libraries.

- The Head of Service and Libraries Transformation Project Manager developed, promoted and implemented a drop-in programme of two two-hour visits to each library during the consultation period. They promoted the consultation during these visits and responded to any questions from the users of those libraries.
- Two additional versions of the libraries questionnaire that were specifically designed for children and young people (with the input of local head teachers) were promoted via social media, e-alerts to subscribers and head teachers, and by schools. The Libraries Transformation Project Manager emailed head teachers directly three times to encourage participation and it was also mentioned at the Primary and Secondary Schools conference. Paper copies of the children's and young people's questionnaire were also available in all libraries.

Consultation respondents

26. In total, 7,706 people responded to the libraries consultation (there were also over 1,500 signatories to petitions), meaning it was one of the largest consultations Southampton City Council has conducted in recent years. Responses were received in the form of 1,104 paper questionnaires, 5,337 online questionnaires, 778 children's questionnaires, 198 young people's questionnaires and 289 written submissions. All questionnaire responses that had at least one question completed were included in the analysis, therefore the demographic information outlined in this section does not totally reflect the respondents. It was important to include all responses even if only a single question was answered as this was still a way of feeding back on the proposals. However, it does mean that the demographic information outlined in this section does not cover all respondents, as some did not complete this section.

27. In total:
    - 81.8% of the libraries consultation respondents were regular library users (defined as having made six or more visits in the last six months)
    - 9% were active users (defined as having used at least one library in the last 12 months)
    - 7.2% had not used any Southampton library in the last year.

28. This section shows the demographic makeup of respondents to the main questionnaires (the age analysis includes the children's and young people's survey data) used to gather feedback as a part of the consultation, enabling us to see which groups were over or under represented. As consultations should be open for anyone to answer, they will not necessarily be representative of the whole population. It is however important that a wide range of people have been engaged with and have had the opportunity to give their views on the proposals. Written submissions are not included in this section as they did not include details on the demographics of their author.

29. Figure 1 shows the age breakdown of consultation respondents plotted against the age breakdown of registered library users and the population of Southampton as a whole. This shows good representation across age brackets, with 16-24 year olds being the least represented and the 55-74 age group over the most represented. This is in line with normal expectations of consultation responses as the over 45-74 age group tend to participate in greater numbers. As an example, in Southampton City Council's budget consultation for 2014/15, 48% of respondents were between 50-69 years old and 7% for were between the ages of 17 and 29.

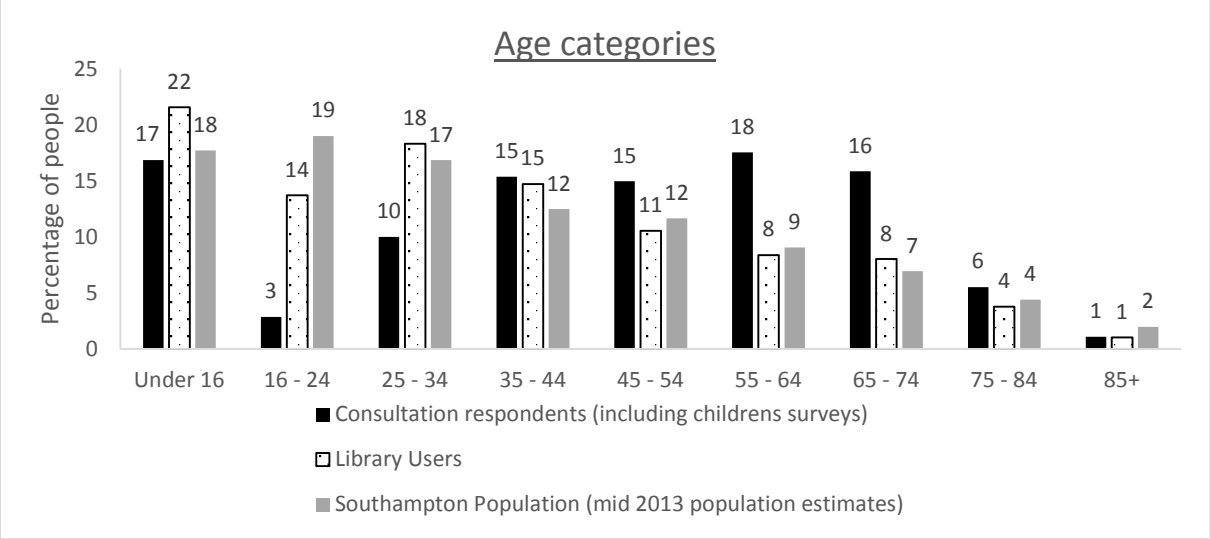


Figure 1

30. The gender breakdown of consultation respondents was 37% male and 63% female. Registered Southampton library user figures show there are more women (57%) but the Southampton population as a whole is more even (49% women).

31. Out of the 6,441 total main questionnaire responses, 5,061 (79%) were on behalf of individuals and 40 (0.6%) were on behalf of organisations. 1,340 respondents didn't answer the question to identify who they represented.

32. Figure 2 shows consultation responses against the city ethnicity and the latest ethnicity information held on library users. This shows that each ethnic group was represented in the results.

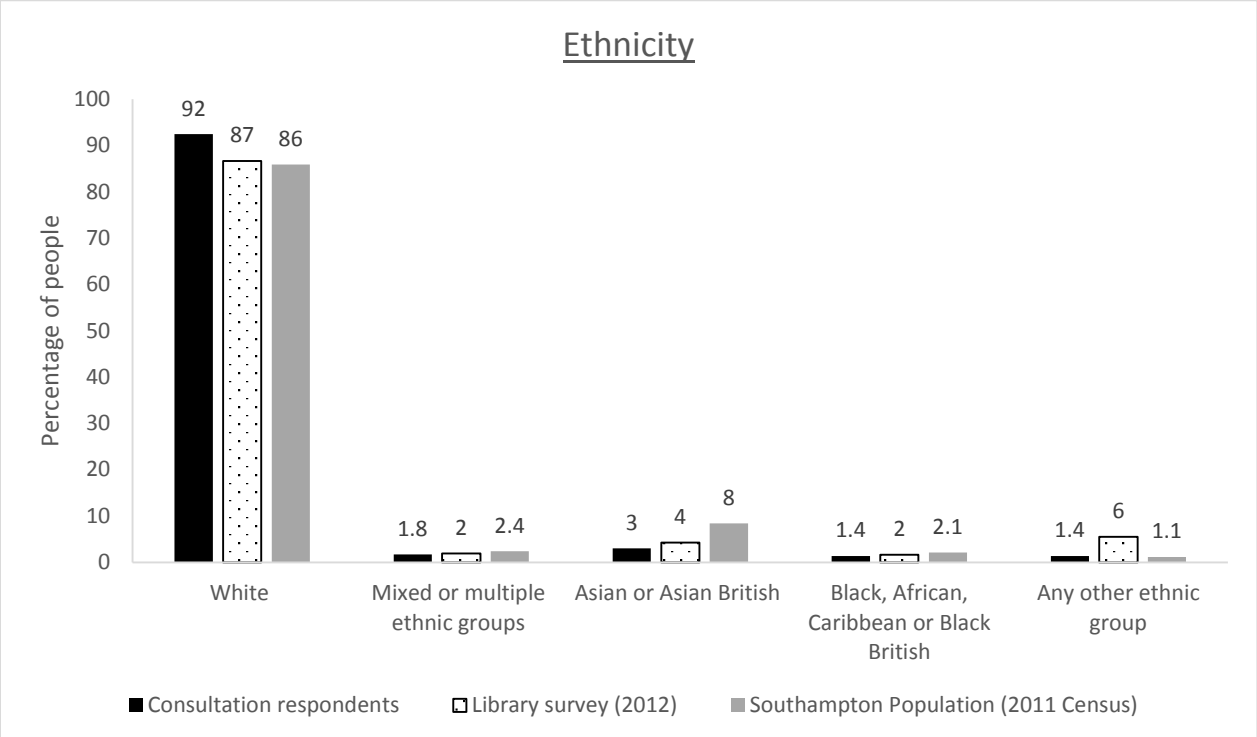


Figure 2

33. Figure 3 shows the response breakdown by ward. Bassett and Bitterne Park had a high response rate, and contain Burgess Rd and Cobbett Rd libraries respectively. Redbridge ward has the lowest level of response despite containing Millbrook library. Bitterne and

Woolston wards also have comparatively low levels of response despite containing Thornhill and Weston libraries.

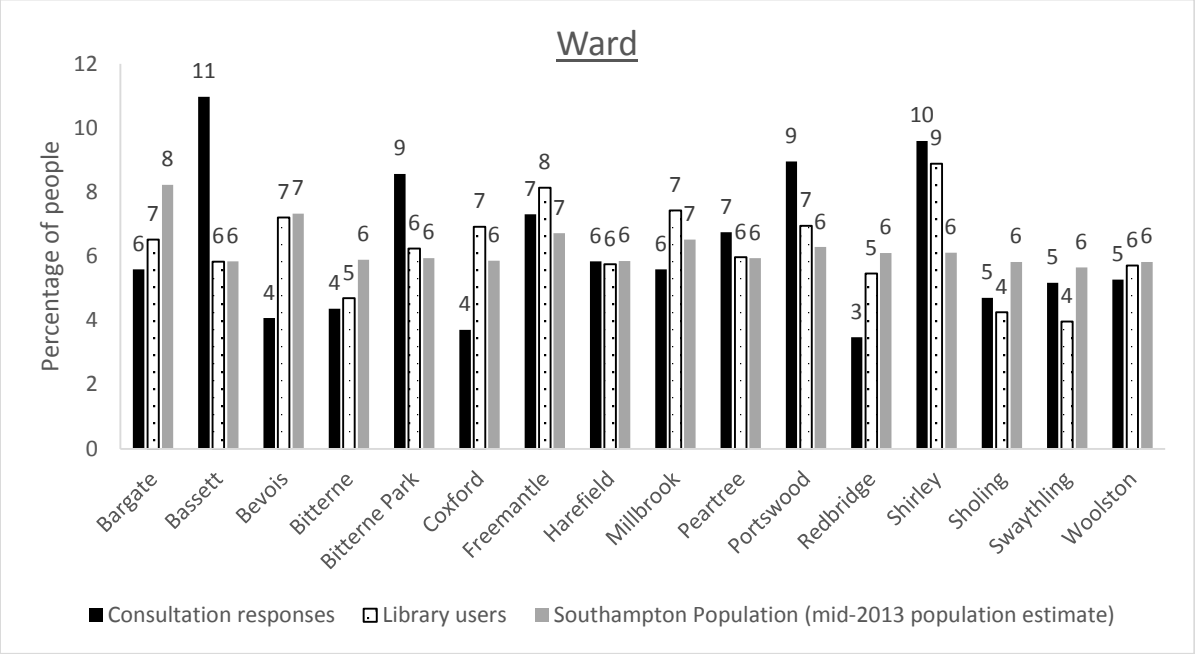


Figure 3

34. The full demographic details of the respondents to the consultation are included in section 2 of the ORS report.

35. There has been analysis of consultation respondents by level of deprivation using the Index of Multiple Deprivation (IMD) 2010.The IMD shows a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England. This is used to create a score for each Lower Super Output Area (LSOA) which is a geographic area, these are then ranked nationally from least to most deprived. While this measure is from 2010 and is due to be updated later on this year, it is the most up to date version available. As shown in figure 4, there is good overall representation from each group with higher levels of response from least deprived areas.

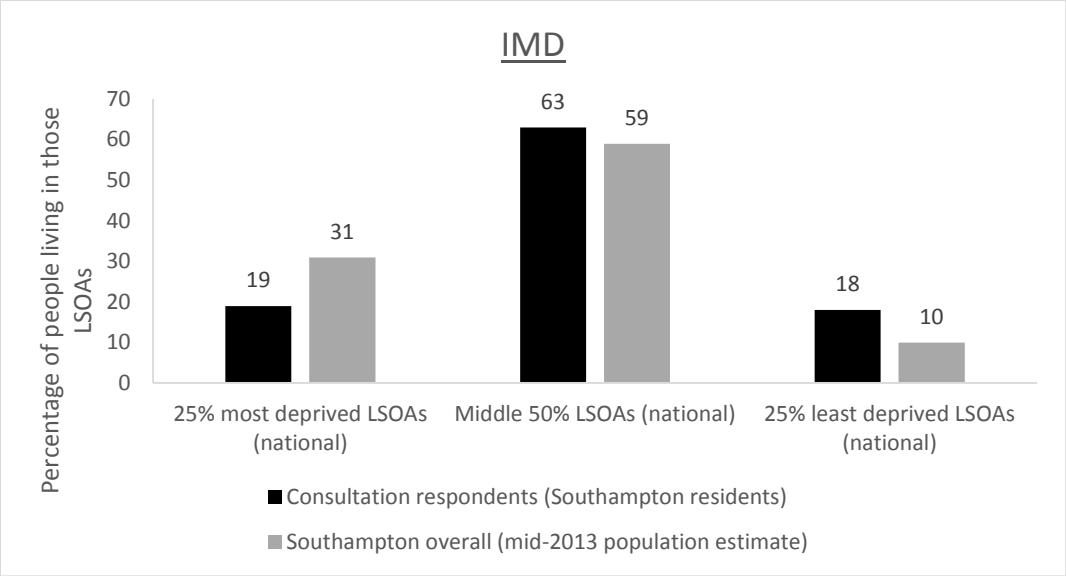


Figure 4

36. Figure 5 shows the breakdown of the consultation respondents by whether or not they consider themselves to have a disability, and shows that there is an under representation of disabled people compared against the results of the last library user survey. However, 9% of all respondents consider themselves to have a disability, which is in line with the level of disability for the city of Southampton at 8.5% (2011 census).

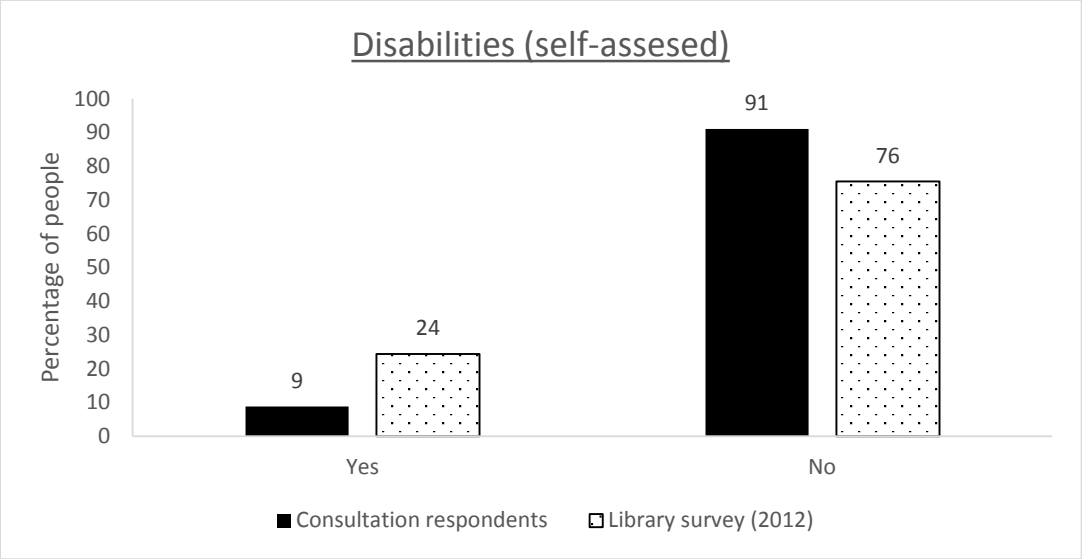


Figure 5

Consultation results

37. The full results are outlined in the detailed consultation report from ORS, which covers all questions and responses and gives a full picture of the consultation. This section outlines the key results and highlights any further analysis that has been conducted to help understand the results. The ORS report covers all questions and responses with initial analysis and gives a full picture of the consultation. This report both summarises the key points, asks questions of pertinent findings and seeks to clarify and contextualise the results.

38. Respondents were asked for their views on the Future Focus for the Library Service. Five areas of focus were developed and, for each of these, consultees could state whether they agreed or disagreed. Below the focus areas are listed in order of agreement:

- Developing a lifelong love of reading especially in children (97% agreed)
- Helping to meet the information needs of the city (83% agreed)
- Getting the city confidently online (62% agreed)
- Delivering services in partnership (60% agreed)
- Further development of the 24/7 virtual library (51% agreed)

39. Full details of the views on the Future Focus can be seen in figure 15 of the ORS report. Further analysis was conducted to establish whether there were any significant differences between different groups of respondents.

40. There was only one priority area which had any difference when analysed by sub group. Developing the 24/7 virtual library had quite different levels agreement by the type of library user. Agreement levels are shown below with the total number of responses for each category in brackets:

- Regular users (have made six or more visits in the last six month) - 47.7% (5267)
- Active users (have made at least one visit in the last 12 months) - 67.8% (617)

- Non users -79.4% (471)

41. The high level of agreement from non-users underlines the potential demand for an expanded online library service. There is a clear pattern showing that those people who most regularly use the existing Library Service place less importance on the development of the online service.

42. In total, 57% of respondents agreed that Southampton's Library Service needs to change to meet future needs. Figure 6 shows the agreement level, according to the library most used by the respondent. It is worth noting that users of the mobile library had the lowest agreement and those who used a library outside the city have the highest.

43. It is also worth highlighting that respondents to the young people's survey had a lower level of agreement, with only 23% of them agreeing that the Library Service needs to change.

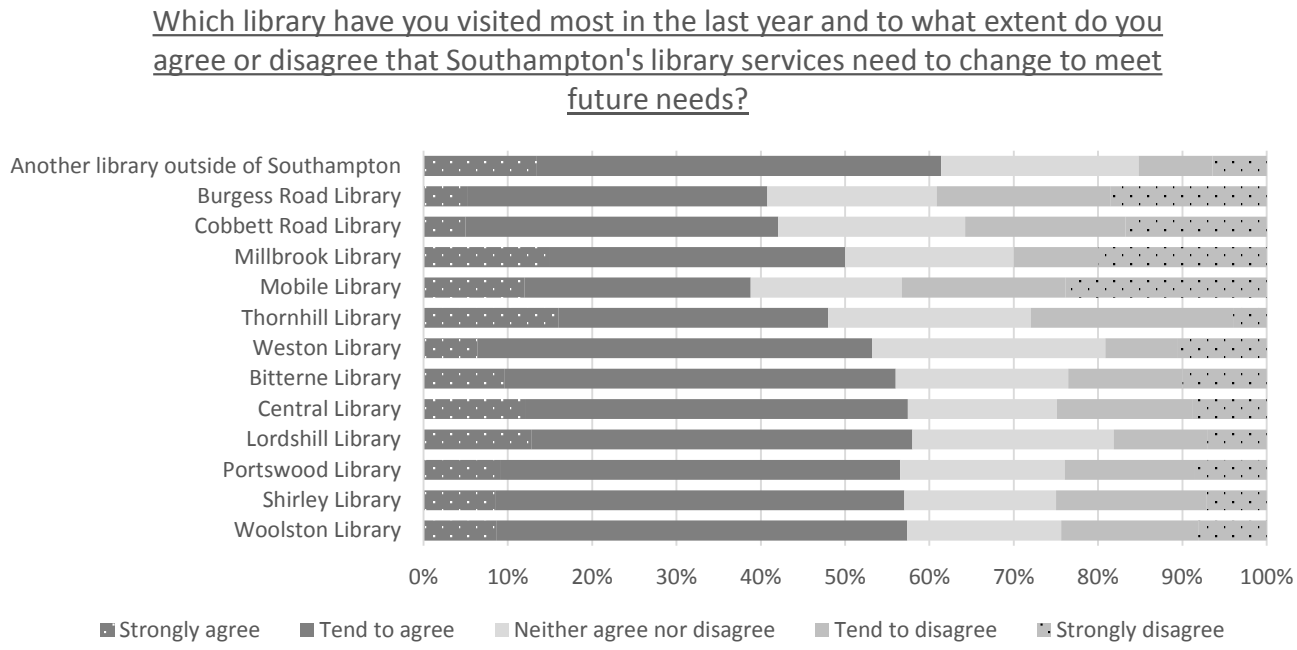


Figure 6

44. Overall 40% of respondents agreed that the council should seek to make savings from the library, with 42% disagreeing. Figure 7 shows this by most used library, with Cobbett and Burgess Road libraries having the lowest level of agreement and Lordshill having the highest.

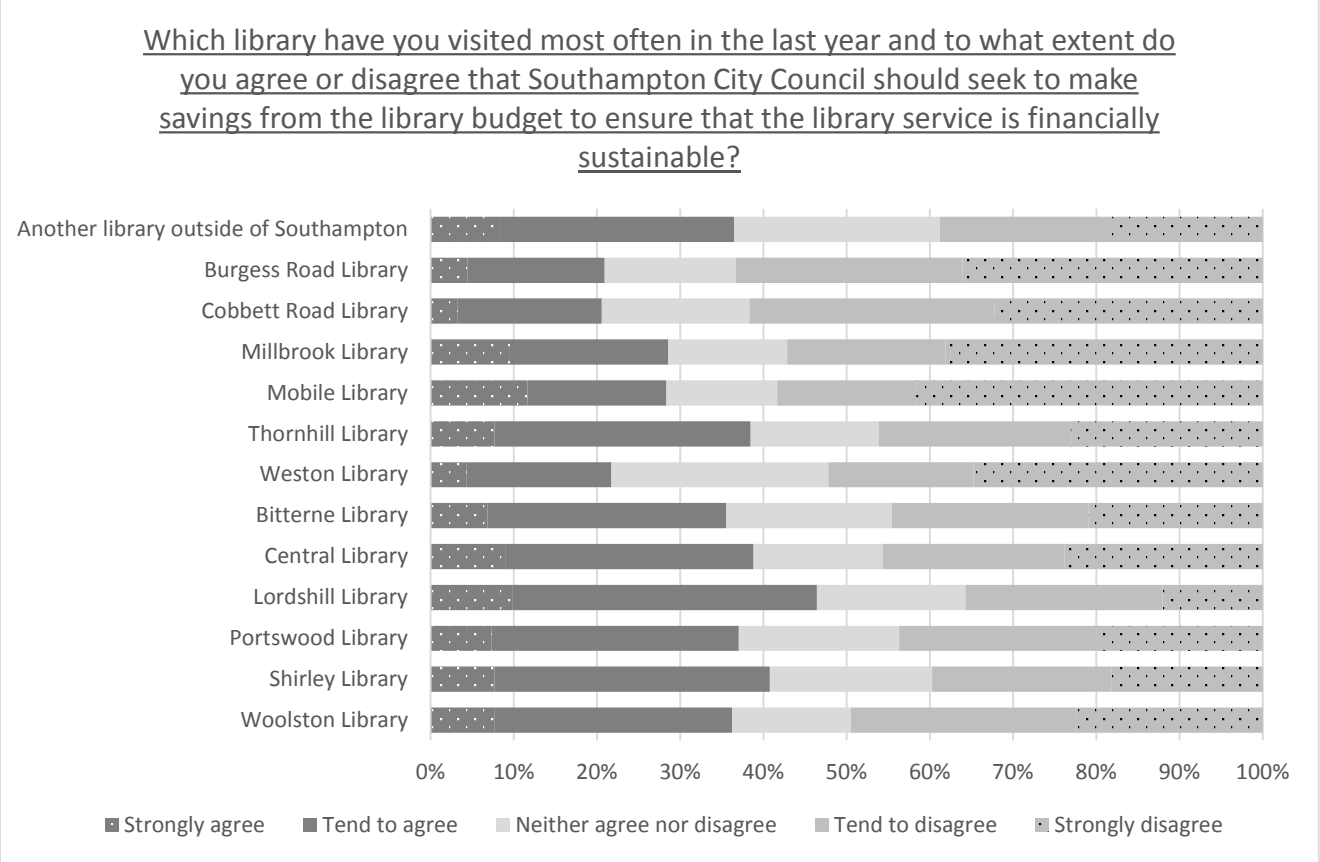


Figure 7

45. Consultation respondents were also asked to rate the perceived importance of each of the four priority rating criteria: usage, need, proximity and value for money. This was assessed on a scale of 0 to 10, with 0 being no agreement and 10 being high agreement. These were ranked in the following order:

- Need – 59% respondents scored this over 9
- Proximity – 44% respondents scored this over 9
- Usage – 34% respondents scored this over 9
- Value for money -27% respondents scored this over 9

46. This ranking of the needs assessment criteria is broadly in line with the methodology used. 'Need' was double weighted over 'usage' and 'value for money' to create the needs assessment score. Respondents ranked 'value for money' as the lowest with 44% giving it a score between 0 and 6, this formed the smallest part as 'value for money' was an element of the performance score which was one sixth of the total needs assessment score. More detail on the methodology can be found in Appendix 2a of the Cabinet papers November 2014.

47. Figure 8 shows the level of agreement with the council's preferred option by the library visited most in the last year. Overall, 53% agreed with the council's preferred option. However, as might be expected, there is a marked difference between respondents who use a library where the proposal is to cease providing a service (17%) and respondents in areas where Library Services will remain (57%). Amongst those respondents who do not use a Southampton library, 51% agreed with the council's preferred option.

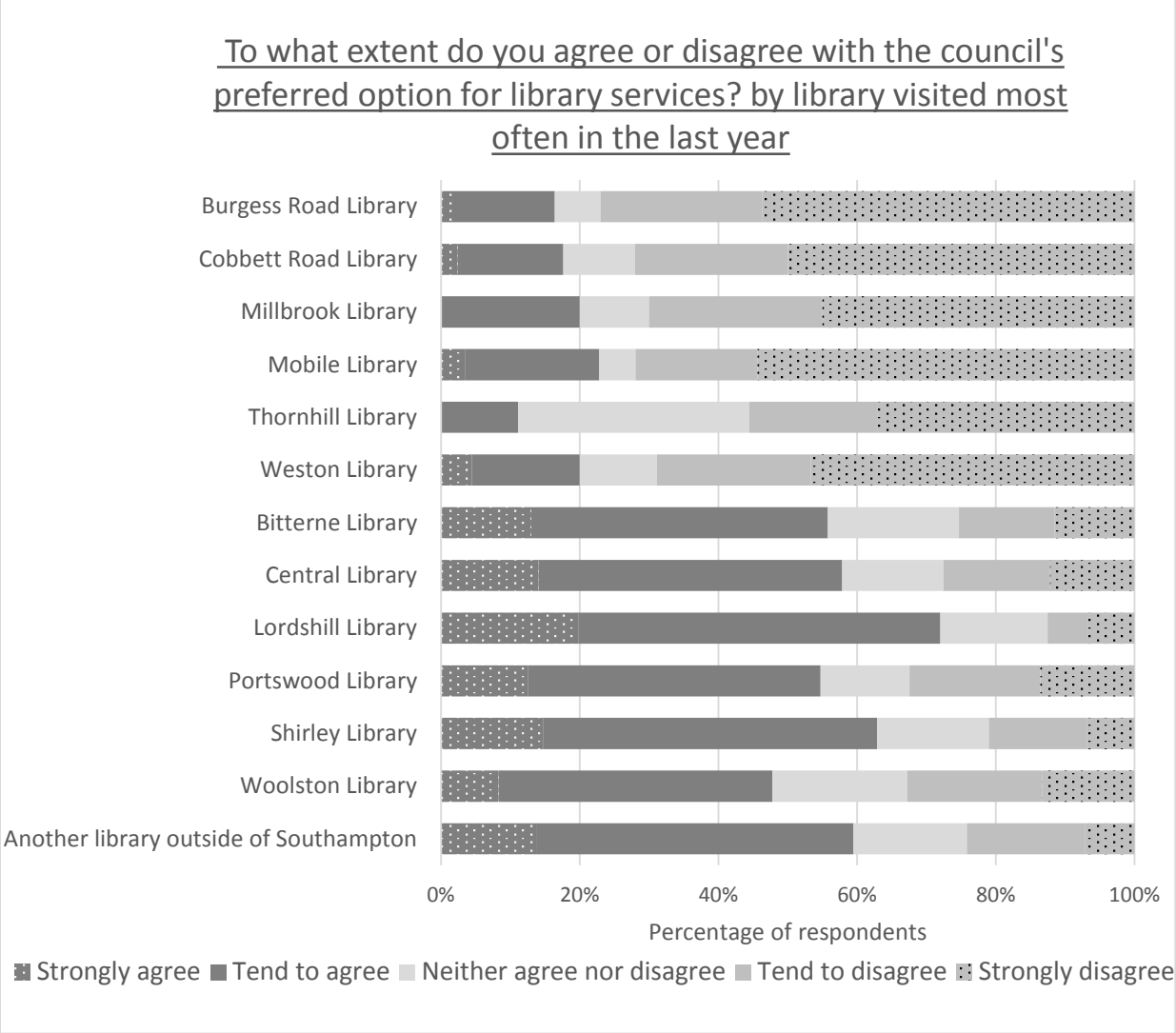


Figure 8

48. Figure 9 shows the agreement with the council's preferred option by the library user status. This shows that the more individuals use the library service the more likely they are to disagree with the preferred option.

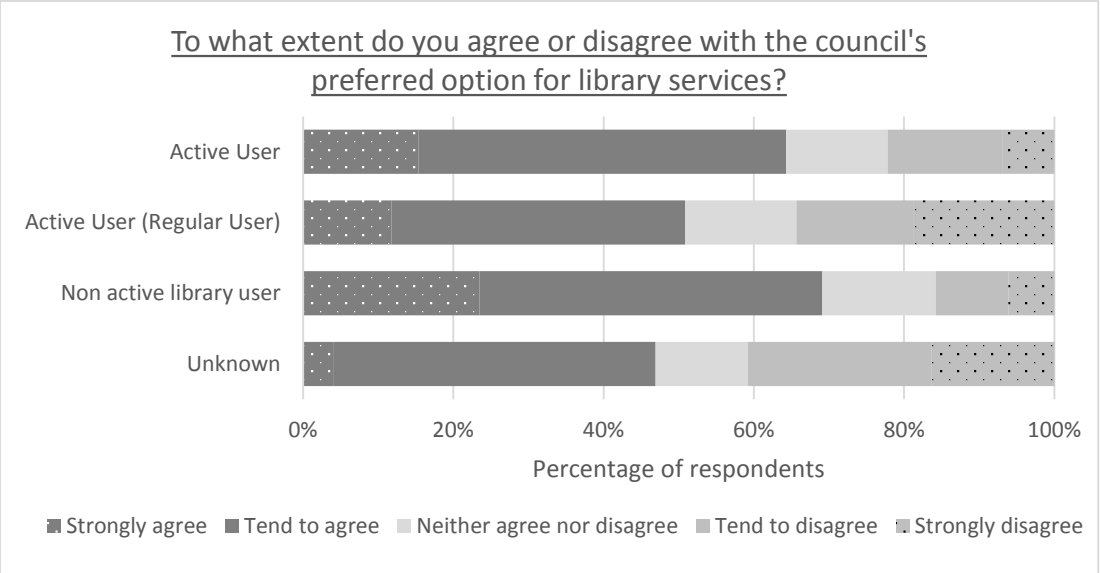


Figure 9

49. There were a wide range of comments relating to the council's preferred option. In total 1,655 individuals responded to this question and made a total of 3,200 distinct comments. The breakdown of comments below is based on individual codes for grouped analysis and more details on the coding methodology see the ORS report. A summary of the most common comments is below, including analysis showing where certain groups were particularly prevalent:
    - 300 comments expressed general opposition to library closures of any sort. Respondents who used libraries at least once a month made 77% of these comments. 54% of these comments are from people working either part or full time.
    - 202 comments related to the impact of the proposed option on children and young people. 58.4% of these respondents were between the ages of 25 and 54. 46% of the comments were made by individuals with dependent children under the age of 18.
    - 185 comments related to the impact of the proposals on the most socially deprived areas of the city. 64% of these comments were made by women and 59% were between the ages of 35-64.
    - 174 comments related to not being able to access libraries as easily. 18% of these people normally travelled to the library by car and 40% on foot.
    - 165 comments showed opposition to the closure of the mobile library. 44% of these respondents were 55 or over and for 18% the mobile library was their most used library.

50. The level of agreement with the council's preferred option from the young people's survey was lower than in the main questionnaire with 28% combined agreement and 59% combined disagreement.

51. The main questionnaire also sought feedback on the potential for community groups to be involved in delivering Library Services in the future. Figure 10 shows the level of agreement with the council providing opportunities for community led initiatives. Overall, 70% of all respondents agreed with this; when analysed by library, there is stronger agreement from those respondents who use libraries with no proposed changes (aside from Thornhill).

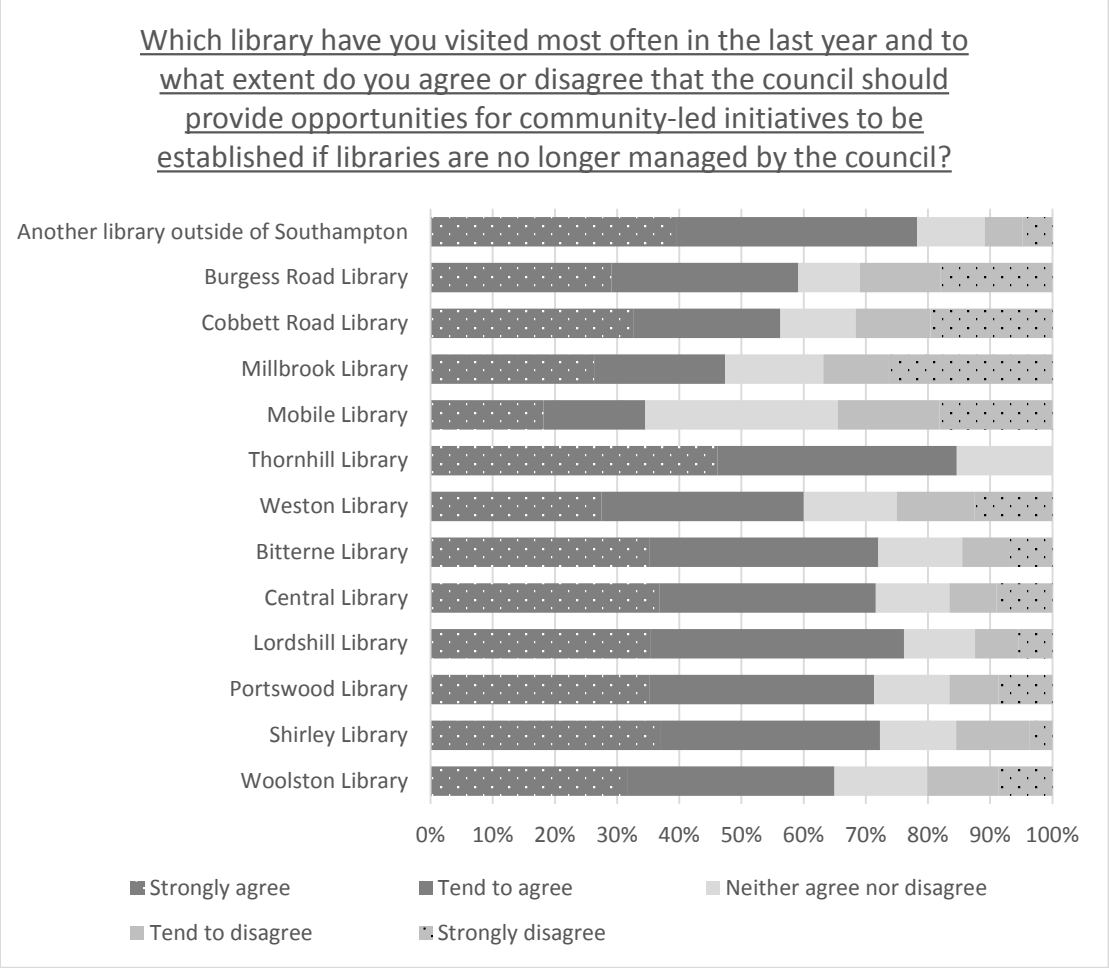


Figure 10

Impact assessed through the consultation

52. The penultimate section of the main survey focuses on understanding the impact of the proposed changes to Library Services. These questions give respondents an opportunity to self-assess the impact on them as individuals, and are an important consideration as a part of the consultation process.

53. Overall 18% (989 individuals) identified themselves as having a great personal impact if the proposed changes were implemented (shown in figure 11).A further 26% (1,312 individuals) felt there would be some personal impact. Figure 34 in the ORS report shows a breakdown of the total results.

Map showing location of respondents who feel the proposals would impact them a great deal

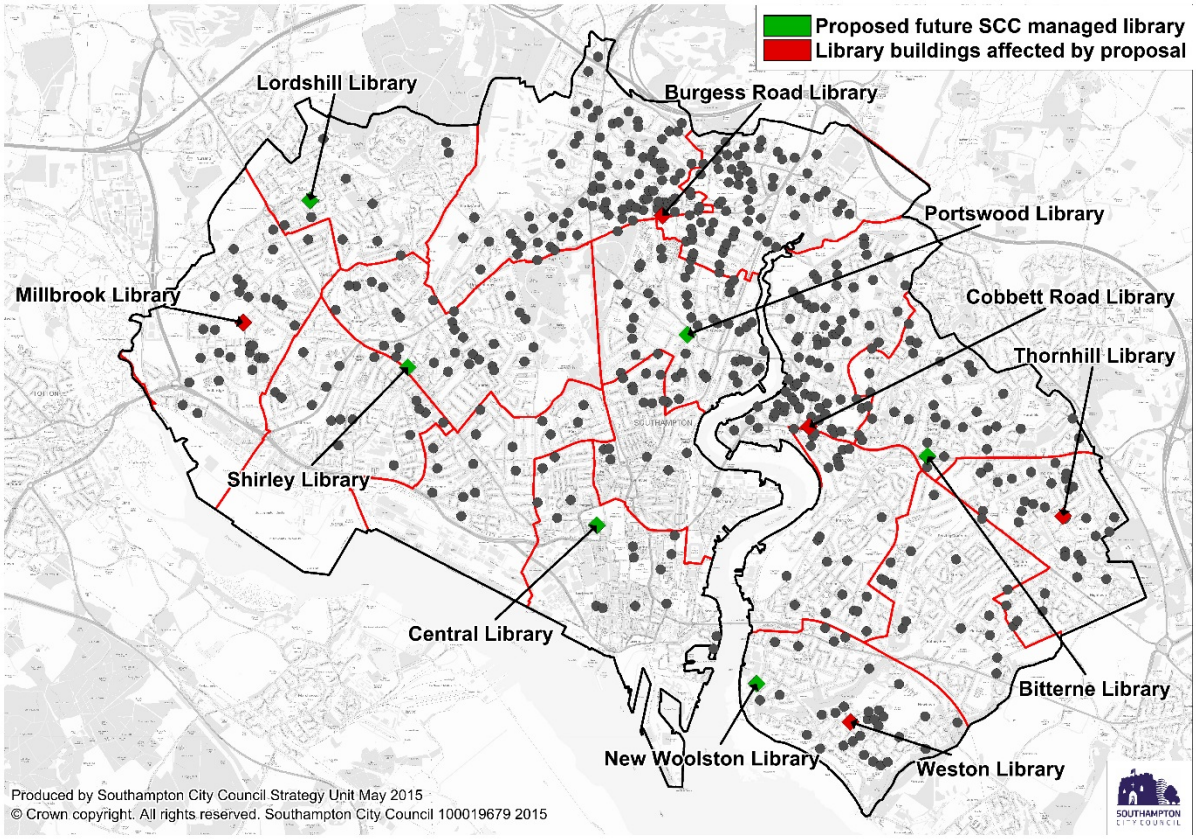


Figure 11

54. There were also a range of questions about how the impact of the proposed changes could be mitigated. These questions covered a range of areas including transport and other services. One area related to the potential for users being able to access another library using either their own, or public, transport. It is worth noting that Thornhill (73%) and the Mobile library (69%) had the highest level of users saying the proposals would have a personal impact on them, and that they would not be able to reach another library using their own transport. The Mobile library also had the highest level of users stating that they could not access another library using public transport (60%).

55. A second potential mitigation related to potential use of the online library. When looking at potential online library access for those who said they would be greatly impacted by the proposals, 54% of users over the age of 75 felt they could not use this service. When analysed by library, 70% of impacted mobile library and 60% of impacted Millbrook library users felt they could not access the online library as an alternative.

56. Another potential mitigation was use of the virtual library (e-books etc.). When looking at this, of those impacted by proposals 60% of users over the age of 75 felt they could not use this service. When analysed by most used library, 70% of impacted mobile and 73% of impacted Millbrook library users felt they could not access the online library as an alternative.

57. Of the users over the age of 75 who said they would have a great personal impact, 44% could access Library Services by using the housebound service. 48% of impacted users of the Mobile library would also be able to access the housebound service. Conversely 62% of Millbrook library users saying they would have a personal impact said that they would not be able to use the housebound service.

58. The book collection service is a further potential mitigation. When looking at this, of those who feel impacted by proposals, 42% of users over the age of 75 felt they could use this service as an alternative. When analysed by library, 48% of impacted mobile and 50% of impacted Millbrook library users felt they could not access collections from other sites as an alternative.

59. Overall, 57% of impacted mobile and 44% of Millbrook library users felt they would have to stop using libraries. These were the two highest proportions for all of the libraries, and compare to Central library where there was a lower impact of 13%.

60. 898 individuals felt they would be impacted a great deal by the proposals, of which 52% most regularly use a library unaffected by the proposal.

61. Figure 12 shows where respondents who have identified themselves as having to stop using libraries live. There are clusters around those libraries where the council is proposing to cease providing a service, but also a significant number of people who are located close to libraries with no proposed change. There are a total of 40 respondents who reside outside the city boundaries and some are not be shown on this map. It is important to note that while this visual presentation is helpful in understanding the geography of responses, the breakdown analysis is conducted based on the library people say they use the most rather than proximity. So if a respondent lives next to Central library but uses Burgess Road library most, they will be classified as a Burgess Road library user, as it is their choice which library they use. Therefore, some respondents who live close to a library with no proposed change, but regularly use a different library, may still be affected by the proposals.

Map showing location of respondents who say they would have to stop using libraries if the proposal is implemented

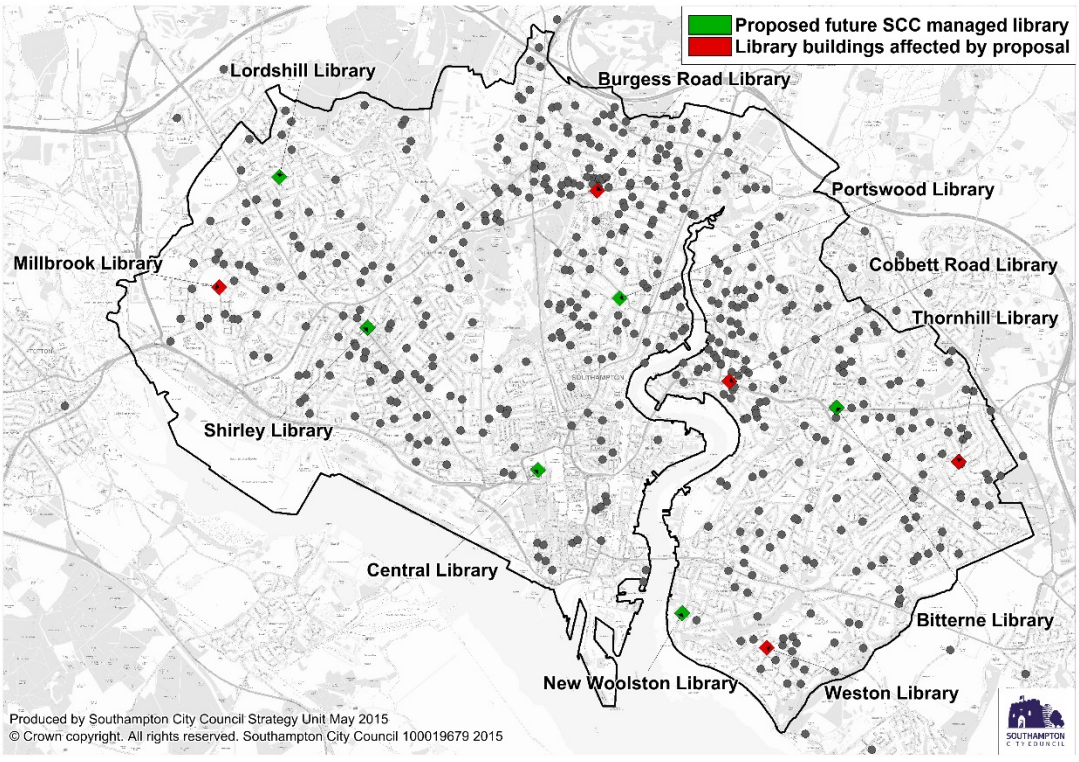


Figure 12

62. 783 respondents said they would have to stop using libraries. This represents 10% of the main questionnaire respondents. Further analysis of this figure shows that, of the 783, many have indicated elsewhere in the questionnaire that they either already use, or are able to use, alternative provision:

- 251 stated that they most often used a library unaffected by the proposals, a further 21 did not use any library in the last 12 months and 238 did not supply information on their library use. It is unclear why these respondents feel they would have to stop using libraries, although we cannot assume that this would not be the case.
- The remaining 273 people say they would have to stop using libraries, and currently use an affected library the most.
- Of those 273 people, 181 have also said that they cannot reach another library using their own transport.
- Of that 181, 123 have stated that they could not reach an alternative library using public transport.

  However, it should be noted that these respondents may choose not to do so, and may therefore still be affected.

63. The 123 individuals who appear unable to access a physical library under the proposals represent 16% of respondents who have indicated they would have to stop using libraries, or 1.9% of the main questionnaire respondents.

64. Further analysis of these individual's responses indicates:

- 97 state that they would not be able to use the online library either.
- Of those 97, 92 state that they would also not be able to use the virtual library to access online content.
- Of those 92, who say they would have to stop using libraries, use an affected library the most, could not reach an alternative library with their own or public transport, access the online library or use the virtual library, 57 state that they would not be able to use the housebound service.
- Of those 57, 55 would not be able to collect books from community venues.

65. Therefore, it would appear that there are 55 respondents who have indicated that they will not be able to access a physical library or any of the other library services that are on offer under the proposals. This equates to less than 1% of questionnaire respondents for the whole consultation. However, as noted above, there may be other respondents who have stated that they could, physically or otherwise, access library services under the proposals, who would choose not to, and would therefore still be affected.

66. Questions were also asked in the children's and young people's surveys to establish any impacts on them of changes to the Library Services. Rather than focusing on the specifics of a proposal, the questions were far broader than for the main questionnaire. Children and young people were asked 'If we closed the library that you use, what would you do instead?'. Overall, 38% (374) of respondents said that would have to stop using libraries. Of these, 34% (126) of the 374 only used a library affected by the proposal. Furthermore, out of these 126 respondents, 22 suggested they could use alternative libraries. Overall, this equates to 11% of the total responses to the children and young people's survey, of this group 91% (95) use the library to borrow books. It is also worth noting that of this group 56% use Burgess Rd library which is a result of the larger response rate for this library.

Petitions

67. In addition to the consultation process, a number of written petitions were also received. As the combined total of all the petitions reached over 1,500 signatories, a debate was held at Full Council on 18 March 2015.

68. The following motion was agreed at the Full Council meeting:

"Council welcomes the petitions regarding the future transformation of the Library Service and thanks all those who have signed them for doing so. Council recognises that this is an issue of concern to many.

Council acknowledges that the consultation period ended on the 6th March and as such the results of the consultation exercise need to be collated and reviewed. Consequently, these petitions will feed into the consultation process and which will inform the ultimate decision.

Council calls upon the Executive to ensure that all submitted suggestions and options regarding the now finished Library Consultation are investigated with consideration given to the general positive physical and mental health improvements that a vibrant library provides".

Feedback on the consultation process

69. The council is committed to make the whole consultation process as transparent as possible. As a part of this any feedback on the consultation process itself received during the course of the consultation is gathered together here.

70. Overall, out of the 7,706 people who took part in the consultation, 146 commented on the consultation process itself, representing less than 2% of consultation responses. These included comments on the whole process, the needs assessment, views on the final decision, the questionnaire and the supporting information supporting the consultation.

71. Some of the key areas where feedback was received on the consultation process itself are as follows:

- *Failure to comply with council's consultation guidelines*
- *No opportunity to provide feedback on the consultation itself*
- *Engagement activities only taking place in normal working hours*
- *More time being allowed to respond to the consultation*
- *No alternative ways to the questionnaire of feeding back on the consultation*
- *Issues with the questionnaire itself:*
    - *Too long*
    - *Too complicated*
    - *That it pushed people to respond in a certain manner*
    - *Not enough open ended questions*
    - *Focusses on library users*
- *That the response will only represent the views of a few*
- *The exclusion of the views of certain groups because the feedback process is complicated.*

72. The following paragraphs respond in turn to each of the main areas of feedback on the consultation process.

73. As earlier sections of this report have shown, the council has conducted the Library Service consultation in line with the principles and the legal requirements of public consultation.

74. The inclusion of open ended questions and the option to respond in writing or email allowed respondents to give their views on the process itself, demonstrated by the fact 146 people gave feedback on the consultation process.

75. The libraries information drop-ins were conducted during evenings and weekends as well as in normal working hours.

76. Government best practice dictates *'consultation should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible'* (HM Government, Code of Practice on Consultation). This consultation lasted for just over 14 weeks.

77. In addition to the main questionnaire (paper and online), consultees were also given the option to respond in a free form way to a consultation email or postal address.

78. The questionnaire was reasonably long and contained background information, in order to ensure that consultees had the information available to make informed responses. This was a consultation that contained many elements and required respondents to understand the context, meaning the questionnaire had to be of a certain length so that adequate feedback could be sought. As a result of the length of the final questionnaire, the email and freepost address for general response were promoted throughout the consultation to ensure that any individual who felt unable to use the questionnaire had alternative means to respond. The questionnaire was developed with careful guidance from consultants who are experts in public consultations.

79. The questionnaire was developed to ensure all views could be captured on a range of areas relating to the transformation of libraries in Southampton. All questions that sought to ascertain the level of agreement with a proposal or approach contained a balanced scale. Figure 13 shows an example of this type of question, there are two degrees of agreement, two degrees of disagreement and a neutral centre point. The respondent can also either leave the question blank or select the 'don't know' option. Therefore questions cannot be seen to force consultees in any direction.

To what extent do you agree or disagree with the council's preferred option for library services?

PLEASE TICK ✓ ONE BOX ONLY

Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	Don't know
☐	☐	☐	☐	☐	☐

Figure 13

80. The questionnaire included three open ended questions, one gave respondents the opportunity to explain why they disagreed with the Future Focus for the libraries service or to give other ideas and suggestions. The second allowed for people to explain if they disagreed with the council's proposed option and provide alternatives. The final open ended question allowed respondents to share any impacts the proposals would have which they felt the council had overlooked. These three open ended question gave a range of opportunities to respond in a free form way to the consultation. These open ended questions did not have a limit on length of response. In total 2,904 of respondents answered an open ended question.

81. A range of questions were asked about the respondents use of libraries in order to put their views in the context of their use of the service. The questionnaire was available to all and nearly 500 non-users responded.

82. Section 7 of this report outlines the demographic details of the consultation respondents, and shows a wide range of individuals who engaged in the process.

Conclusion

83. Over 7,700 stakeholders have engaged with the consultation process and given their views on the proposals. This represents 43% of the Southampton's regular library users, and 18% of active library users.

84. The consultation has engaged with a wide range of individuals through a variety of methods to allow residents in Southampton to give their views on the Library Service.

85. As section 7 of this report has outlined, by looking at various demographic breakdowns of the respondents, while certain groups were less represented that others there was still engagement across the board.

86. This consultation has sought to explore the views of the whole community on a wide range of issues, to elicit a full discussion on the future of Southampton's libraries. It has sought the views of residents on the Future Focus for libraries, the future of the Southampton Library Service and the impact of proposed changes.

87. Overall there was a significant level of engagement with the consultation as a whole. In total 7,706 responses, including 3,193 open response comments, have been shared and analysed as a part of the process.

88. This consultation has ensured compliance with local and government standards. This report, the Cabinet and other appendices outline the full picture of the consultation results and will be used to inform decision makers.

89. In conclusion, this consultation allows Southampton City Council's Cabinet to understand the views of residents on the Library Service and the proposed way forward. Therefore it provides a sound base on which to make decisions.

This page is intentionally left blank

Appendix 2 List of Representations from the Public Regarding Alternatives to Option D, Specifically to Either Raise Income or Reduce Expenditure together with an Officer Response

As part of the consultation respondents were requested to suggest alternative approaches to Option D, the following represents the list of alternatives provided which respondents felt would either lead to an increase in income generation of reduction of cost.

In some cases the representations have been summarised.

It should be noted in reading all the suggestions below that the report provides a commitment to seek to continue to explore opportunities for innovative approaches to income generation, partnership and service enhancement as part of a longer term programme for the future.

Members do have the opportunity to recommend that Officers consider any of these representations in more detail, however where the Officers' preliminary assessment indicates that any of these options would be unlikely to be achieve the aspirations for the future of the library service, either themselves or as part of a package of options, this is indicated in the 'Officer Response' column to this appendix.

	Representations **Suggesting that savings should come from other areas of the council rather than libraries.**	**Officer Response**	**Action Necessary if this proposal was pursued.**
1.	'The proportion of the Council budget spent on the library service is very small compared to the need for savings elsewhere, and radical cuts to this service can't be justified.'	The council is facing significant financial challenges in the next few years, resulting from reductions in revenue funding from central government. All areas of the council will need to look at making significant reductions in order to meet this challenge. The Library Service is no exception.	
2.	'Rather than impact the library services the council should approach other venues to save money or raise funds where the impact will be less critical or where changes are more easily reversible in the future.'	As above	
3.	Higher council-tax rates (hold referendum if necessary)	If the council wanted to increase council tax by more 2% (15/16 limit), a referendum would be required. Council tax	

		bills would have to be issued with a higher than 2% rate on the 1st April prior to a referendum taking place. There are costs to the council with holding a referendum and it is doubtful that residents would vote to increase their council tax bills in any case. If the increase was rejected, the council would need to issue new bills immediately, offer refunds at the end of the year or allow credits the following year - subject to a right for council taxpayers to request a refund on demand.	
4.	Ensuring landlords pay appropriate taxes (e.g. for HMOs)	The council will take all action to ensure that debts are properly recovered and all those that should make contributions are doing so	
5.	Taxing specific groups (e.g students, high earning individuals, large businesses) in a more proportional manner.	This is an area outside the control of the local authority.	
6.	Cancelling weekly bin collections – collect these every fortnight	The council is exploring all options to address its financial challenges. All areas of the council will need to look at making significant reductions in order to meet this challenge.	
7.	Turning off street lights for some parts of the night	The council is exploring all options to address its financial challenges. All areas of the council will need to look at making significant reductions in order to meet this challenge.	
8.	Selling artwork	The council is exploring all options to address its financial challenges. All areas of the council will need to look at making significant reductions in order to meet this challenge. The Art work is overwhelmingly owned by the Chipperfield bequest, whose assets must be used for the benefit of the gallery and its collection. There is no legal basis on which art works could be used to support the library service.	
9.	Cancelling future developments/maintenance of footpaths/cycle paths	Capital funding used for new developments can only be used for capital purposes e.g. building or investment in equipment.	

		It is ongoing revenue funding that is needed to keep libraries funded into the future. In relation to the maintenance budgets, the council is exploring all options to address its financial challenges.	
10.	Making future roads/pavements more narrow	The council is exploring all options to address its financial challenges. All areas of the council will need to look at making significant reductions in order to meet this challenge.	
11.	Secure Capital budget	Capital funding can only be used for capital purposes e.g. building or investment in equipment. It is ongoing revenue funding that is needed to keep libraries funded into the future.	
12.	Use reserves, borrow funds	The council does use reserves and borrows funds as part of its financial strategy. However, all areas of the council will need to look at making significant reductions in order to meet this challenge. This option does not present a means to delivering services in a sustainable way.	
13.	Insert more speed cameras (to raise revenue)	This is outside the councils control as all the funding for these cameras go straight to central government.	
14.	Reduce council staff, reduce salaries and associated benefits (for senior staff) save money by avoiding “showy public events and pursuit of “wow” factor landmark developments and sculptures. “	The council is exploring all options to address its financial challenges including staffing across the council. All areas of the council will need to look at making significant reductions in order to meet this challenge.	
15.	Investigating opportunities for working with other local authorities in other council services, to save money outside the library services.	The council is exploring all options to address its financial challenges including partnership working with other authorities. This is not a short term solution and in the meantime all areas of the council will need to look at making significant reductions in order to meet this challenge.	
16.	Utilising part of the budget for social care towards the library services, as the latter is said to help maintain the wellbeing of local residents as any other council provided	The social care budget is also under significant pressure within the council and is unlikely to be able to under pin the challenges experienced by the Library Service.	

	service.		
17.	It is argued that savings associated with the closure of each library can be much better made through salary cuts and staff redundancies, especially for senior/management council staff. The savings associated with the closure of each library are £57k on average – that's 6 months' salary for one of the Council's senior executives.' The council is urged to save money through employing competent staff and/or reorganising staff tasks (ie so duplicity of work is avoided) .	The council is exploring all options to address its financial challenges including reducing the staffing structure.	
18.	'Plug the gap for a limited time of 1-2 years until 'normal' council funding returns in the future. The council is urged to keep funding the existing library services for a limited time without any changes until its financial situation improves.	The council is facing significant reductions to funding over the next few years. It is not anticipated that funding will increase to 'normal' levels after this time. Instead the council will need to operate permanently within its reduced budget.	
19.	'The provision of the library services should be independent to the private sector as it is meant to provide education, not make a profit.'	There are no proposals to privatise the library service.	
20.	The council is urged not to open a new art gallery – instead it is suggested that the existing one should be used, to save money.	The New Arts Complex is the next major step in the City's Cultural Quarter, which will bring jobs, investment and visitors to the City. Commitments to the development of this project have been in place for a substantial period of time - prior to financial challenges now facing the Council. The complex will provide new performing arts spaces, and new facilities for the John Hansard Gallery - it is not a replacement for the City Art Gallery	

21.	Instead of selling library buildings it is suggested that the council should maintain ownership and make use of these buildings as e.g. day care facilities or resource centres	It is not proposed at this stage to sell library buildings. The proposal is to create the opportunity for community and not for profit organisations to develop community led libraries in the buildings.	

No	**Representation Directly Relating to Changes in the Library Service**	**Officer Responses**	**Further investigatory work should members wish to explore this option in more detail**
1.	The council is urged to find a middle ground between closing down libraries and allowing volunteers to take over locations.	It is hoped that the development of the community package including resources and equipment to assist community groups and not for profit organisations to develop community led libraries is a move towards a middle ground. In order to make the savings required the council would need to save the cost currently incurred on the staff and buildings.	Discussion with groups regarding their views on their proposals for a solution which still makes the savings but is considered to be a “middle ground solution.”
2.	The council should provide administrative expertise, infrastructure and financial support, while the community provides in kind support, help fundraising and source social capital.	In order to make the saving identified it would not be possible to provide administrative and financial support. However, there is a member of staff within the new structure with responsibility for partnership working and providing guidance, support and training to community led libraries.	
3.	Specific services could be contracted while the council continues to manage library buildings.	If the council were to tender the libraries under a contract a management fee would need to be paid to the organisations providing the service. Option D maintains the Council’s obligations, and does not exclude further changes to help deliver on the ongoing financial challenges	Feasibility study to identify whether there is an interest in the city council contracting out the library service, if Members wished to pursue this as an alternative to Option D. This would require funding and delay the

			implementation of any revenue savings.
4.	The council is urged to use volunteers for future running of the library service, planning how these services should be delivered, volunteers should be actively recruited (through advertising) and then trained. Keep a minimal level of paid-staff in each library (to maintain adequate levels of operations, expertise, cooperation with the Council and other libraries) and compliment with volunteers who can be responsible for a variety of aspects- supervising the premises at certain times/days, opening/closing the libraries etc.	As part of the councils Future Focus it is proposed to increase the number of volunteers supporting the library service across the city providing additional services such as homework clubs and computer buddies. Current agreements with the Unions relating to the role of volunteers in council services would prevent the substitution of staff with volunteers. Option D seeks to maintain the quality of service currently delivered in six libraries, whilst creating the opportunity for innovation in the other buildings.	To reduce the number of staff in a library and replace with volunteers would need a revised agreement with the Trade Unions which is unlikely to be supported.
5.	Funds raised on site at different libraries can be pulled together to form a budget which could be spent on local libraries in need or based on some priority system.	The library service has a single budget that is allocated to individual libraries. Option D has been developed using a needs assessment methodology top meet priorities.	
6.	Automate processes – check in and check out (across all libraries)	The self service equipment is located in all but 3 libraries, these are Cobbett and Burgess Road Libraries plus Weston. The self service equipment would cost around £8,000 per library, so to locate in all three remaining libraries would cost around £24,000 together with ongoing servicing and maintenance costs together the need for replacement planning. It is not anticipated that implementing self-service equipment across all the libraries would secure the saving required.	Members have the opportunity to identify funding for self-service machines for all the libraries but it is not anticipated that this will result in a further saving to the service.
7.	Charge a small annual fee to use library services including borrowing books (concession/free for certain groups.)	Legislation prevents the city council charging for the basic library services such as borrowing books. It would be possible to charge for other activities however whilst this	Where legally possible officers will be investigating all options for

		might generate a minimal income, it would not secure the saving required even as part of a package of options.	generating income through libraries and implementing where possible.
8.	Charge a small fee for hiring books, DVDs, music etc	Please note the statement above regarding the charge for books. There is already a cost associated with borrowing DVDs. It is not anticipated that this option would secure the saving required even as part of a package of options.	As above.
9.	Charge a small fee for using computers	This would be possible, however it is anticipated that the majority of people that are using the people's network computers are those that may not have access to IT at home. This is not recommended by Officers as this service is heavily used by those applying for benefits and jobs and those least able to pay for the service. It is not anticipated that this option would secure the saving required even as part of a package of options..	It would be possible to research if there are methods of charging for the use of computers, whilst still identifying a mechanism for providing free access to those most in need. There would be a need to identify if any other local authority are adopting this approach and if so how this is being achieved. There would be a need to ensure that the end result would not impact significantly on staff time given the need to maximise the effectiveness of staff.
10.	Charge a small fee for attending events, talks, activities	This would be possible, however it is not anticipated that this option would secure the saving required even as part of a package of options.	Where legally possible officers will be investigating all options for generating income through libraries and implementing where possible.

11.	**Share the premises and /or hire out space/equipment for non-library use as listed below**:		
11a	During operation hours/when the premises are not used by the library	This is a practice which takes place already in some libraries and there is scope to increase this. However it is not anticipated that this option would secure the saving required even as part of a package of options.	As above.
11b	Other public sector services	Officers leading the project has attended forums attended by many public sector agencies including Southampton Connect and the Public Sector Property Board. The current position with the libraries has been discussed and no organisations have come forward to make a financial contribution and share any of the libraries affected by the proposals in this report. All public sector services are experiencing financial challenges at this time. It is not anticipated that this option would secure the saving required even as part of a package of options and therefore it is not recommended by officers as an alternative to Option D.	This avenue has already been explored but discussions will continue to see if opportunities exist in relation to the retained libraries in the future.
11c	CAB, Capita (as an extension of Gateway)	CAB and Capita already have a presence or hire library spaces. There has also been extensive discussions with both organisations about potential opportunities for increasing the partnership working in libraries. Discussions will continue but benefits are likely to be required to meet the ongoing financial challenges.	These discussions will continue.
11d	Other Council Services e.g. Southampton Day Services	All council services are facing financial challenges at this time. The Library Manager has explored partnerships across the council with a view to partnership initiatives or shared spaces. Whilst there is scope for significant partnership working to date this has not identified options that would secure either financial contributions or the saving required.	Discussions will continue in relation to the retained libraries.
11e	Council meetings using on site equipment	All council services are facing financial challenges and	Any opportunities for

		therefore it is not anticipated that this would not secure the savings required.	raising income will continue to be pursued.
11f	NHS and affiliated health services eg mental health, paediatric care, help for people with disability, asthma clinic	All public sector services are experiencing financial challenges at this time. There are forums where health and city council staff come together and the opportunity for partnership working at the libraries particularly affected by the proposals in this report has been explored. However, the health organisations in the city are maximising the efficiency and effectiveness of their core estate and directing their funding at patient care. Opportunities for significant investment in the libraries affected by the proposals in this report are unlikely. However discussions will continue to ensure that all partnership opportunities are explored in relation to any of the retained libraries. It is not anticipated that this option would secure the saving required in the timescale even as part of a package of options.	Discussions will continue in relation to retained libraries.
11g	A health hub	Please see above.	
11h	Charities e.g Age Concern, Private Business eg food and drink venues, café, internet café, arts & crafts shops	There are a number of organisations including charities that already provide services from libraries. It is considered unlikely that charities would have the funding to underpin the savings needed by libraries. Catering is something that the city council is looking to explore and implement where feasible however research from other libraries shows that this would produce a modest income stream and therefore this is not something that will achieve the saving required.	Detailed feasibility study for the implementation of catering across the city libraries, if Members felt this could be pursued as an alternative to Option D.
11i	Use for private functions and community groups: e.g. pop up cinema, parties and religious groups	The Library Service has introduced charges for the hiring of spaces in libraries however it is not anticipated that this would secure the savings required even as part of a package of options.	
11j	Virtual office addresses'- charge for the right to	Any opportunities for raising income will continue to be	

	use library address	pursued explored and potentially pursued , however it is not anticipated that this would secure the savings required even as part of a package of options.	
11k	Add Wi Fi and make locations attractive for working professionals	All the city libraries do have Wi Fi and these spaces are used by people studying, researching and working. There are currently no charges for using the Wi-Fi provision.	No further research required.
11l	'Desk Hire: see model offered by a company called workstation in St Albans'	This is something that has been explored as an opportunity for other council staff. However, given the savings required across the city council this is unlikely to secure significant income.	Research St Albans example.
11m	Parcel Collection Point.	This is something that has been the subject of some examination however this would be as an added service rather than as an alternative to Option D.	
11n	Keynotes marketing research – can one access that from CRL computers'.	This is not recommended as an alternative to Option D.	
11o	Use Business Link to provide advice on fund raising.	Any opportunities for raising income will continue to be pursued.	
11p	Local Business Franchise	It is possible that a community group could secure a local business franchise to take space within one of the five libraries. However, it is anticipated that the income would be insufficient to fund the council's costs of running the libraries. This does not rule it out as an option for the future particularly where there is service enhancement such as a catering franchise.	Research through the Chamber of Commerce if Members wish to pursue this as an alternative option.
11q	Items other than books can be loaned (e.g tools).	This is something that could be explored where there is a demand however any income would be modest and this could not be an alternative to Option D even as a package of options. This does not rule it out as an added service.	
12.	Vending Machines.	Catering is something that the city council is looking to explore and implement where a business case can be made. The level of catering provision in libraries tends to be relatively limited, and often requires substantial investment, there is an opportunity to work towards a long	This is covered in the catering response above.

		term return on investment for this type of initiative, but this does not meet the more immediate needs of the Council. Shorter term provision such as vending can assist in raising small scale income, but is not an alternative to option D, but a measure that will help to meet the ongoing financial challenges (where there is a business case for doing so) and improve the customer experience.	
13	A Library Shop.	There is some evidence that where there is sufficient footfall there is an opportunity to introduce retail within libraries. Currently there are items for sale such as reading glasses, this does produce a modest income. The range of retail items will be extended as appropriate opportunities emerge. This is not recommended as an alternative to Option D.	
14.	A food /drink facility and/or room which can be rented out for use by groups etc.	As above	
15.	Fund raising initiatives (e.g. establish a libraries trust, library charity)and sponsorship/grants for libraries (e.g. the airport, Fords, St Marys Stadium, Local universities, 'Saints'.)	The transfer of the library service into a charitable trust is not anticipated to secure the saving required at this time. Creation of a community driven charitable trust to run an independent library is possible and this may be something that community groups consider. Many grant making bodies and sponsors prefer to fund charitable trusts rather than local government. The councils does have significant experience of securing grants and funding for a number of projects. Funding is usually project related and it is considered unlikely that such funding could be used to fund the day to day running costs of a library as they currently stand.	These organisations and others could be contacted to identify whether they would grant fund or sponsor a library. This would involve developing a sponsorship package if Members wished to pursue this as an alternative option.
16.	Have a Poet in residence to attract funding and publicity.	It is not anticipated that this option would secure the saving required even as part of a package of options and therefore it is not recommended by officers as an alternative to Option D. This does not rule it out as an	

		added service.	
17.	Creative writing workshops (with participation fee) for children and adults.	Any opportunities for raising income will continue to be explored and pursued if feasible. It is not anticipated that this option would secure the saving required even as part of a package of options.	
18	Tuition classes or homework clubs.	Any opportunities for raising income will continue to be explored and pursued if feasible. It is not anticipated that this option would secure the saving required even as part of a package of options.	
19.	Introduce commercial advertising space in/on library buildings and within premises.	Any opportunities for raising income will continue to be explored and pursued if feasible. It is not anticipated that this option would secure the saving required even as part of a package of options. This does not rule it out as an additional income earning option.	Seek specialist advice on the installation of commercial advertising across libraries although this would not be an alternative to Option D.
20.	Expand building (build extra floors, extensions) to increase space for commercial activities.	This is not considered as an alternative to the five libraries identified. Three of the libraries are operated under leases/licences and it would not be possible on these sites to develop additional floors. In the case of Burgess and Cobbett Road Libraries (which are standalone council owned properties), the footprints are considered to be too small to attract development interest above the library.	
21	Use library rooms for parent training sessions, paediatricians to meet with local parents and children, the CCG should be asked if they could use the room.	Any opportunities for raising income will continue to be explored and pursued if feasible. It is not anticipated that this option would secure the saving required even as part of a package of options. This does not rule it out as an additional service or income earning opportunity. However all public sector services are experiencing financial challenges at this time. There are forums where health and city council staff come together and the opportunity for partnership working at the libraries particularly affected by the proposals in this report	

		has been explored. However, the health organisations in the city are maximising the efficiency and effectiveness of their core estate and directing their funding at patient care. Opportunities for significant investment in the libraries affected by the proposals in this report are unlikely. However discussions will continue to ensure that all partnership opportunities are explored in relation to any of the retained libraries.	
22.	Form partnerships with councils/organisations/companies/industries to raise revenue.	Any opportunities for raising income and forming partnerships will continue to be explored and pursued if feasible. It is not anticipated that this option would secure the saving required even as part of a package of options.	This work will continue.
23.	Co locate libraries at schools.	There are considerable issues to overcome in relation to the provision of public libraries on schools sites. If there is an enthusiasm from the school, the right design and the necessary funding it is possible to make these partnerships work. At present there have not been any approaches from Schools suggesting this as an option. However, this is not to say that this opportunity will not exist in the future. The difficulty will be funding this continue service whilst still trying to achieve the full saving available from the affected libraries, unless the library was staffed by volunteers. This is why this is not proposed at this time.	A feasibility study to investigate options for locating libraries in schools around the city if Members wish to pursue this option further.
24.	Re mortgage the buildings.	Any money obtained from potentially mortgaging civic buildings could only be used for capital (building or investment) purposes and therefore could not be used to help balance the council's ongoing revenue budget.	
25.	Accept book donations (eg from universities) and sell second hand books.	Book donations are already welcome at Libraries and second hand books are also for sale, this does raise small amounts of income.	
26.	Introduce donation boxes at libraries aswell as in other locations.	This is certainly an option that could be pursued as an additional source of fundraising.	
27.	Narrowing down the range of services provided by each local library and provide some of these	It is difficult to anticipate how this would reduce costs significantly.	

	at other locations ie schools and surgeries.		
28.	Reduce opening-hours across all libraries – but keep them all council run. Spread the reductions across the entire service rather than close particular libraries.	Whilst it is considered that this could achieve the saving required it is not recommended by officers given the impact that reducing opening hours would have on the busiest libraries in the city. A detailed exercise has been completed which has identified that to achieve the same saving would mean that Millbrook, Weston and Thornhill would be open two afternoons a week, Cobbett Road one day a week, Burgess Road a day and a half a week, Lordshill and Portswood 2 days a week and Shirley, Bitterne and Central Library 3/4 days a week. This means that for several days of the week the busiest libraries in the city would be closed. This is before allowance is made for the loss of income which would reduce opening hours by two to three hours a week more. This equates to around a 16 hour reduction in opening times in the larger libraries.	
29.	Volunteers could assist in operating libraries which are smaller with more limited functions and opening hours – the council is urged to consider downsizing local libraries rather than closing.	The Future Focus does identify the need to encourage more volunteers within libraries but as already mentioned these need to provide additional services to the staff rather than substitute staff. Without reducing the staffing allocation it is not possible to make the saving required. In terms of downsizing, the three smaller libraries are currently only open for 12 hours per week, it is difficult to anticipate any reduction in these hours would still provide a feasible service. Burgess and Cobbett Road could reduce their opening hours further however, this would not produce the saving needed. It is also worth noting that volunteers regularly work along paid staff across the Library Service.	
30.	The Library at North Baddersley, Hampshire is proposed as an example where paid staff are	This Library is operated by volunteers with the support of a member of staff that visits from Hampshire County Council	

	complemented with volunteers who do not have access to personal information databases but help with queries, reservations, signing up new users, troubleshooting the self-service machines and training new staff.	to provide advice and guidance and dealing with issues that they come across in the operation of the voluntary library. The city council is also proposing a community package which will also consist of some staff support, guidance and training.	
31.	Action groups of volunteers can be tasked with helping the council to secure sources of income.	Action groups of volunteers fundraising would be helpful to the service for both libraries that may be run by community groups and indeed the retained libraries. However, it is not considered to be an alternative to the savings that need to be made.	
32.	It is argued that Central Library has 100 volunteers who could potentially take over the running of its services freeing up funds that can be used in other libraries.	The volunteers referred to are used to deliver books to housebound people. Current agreements relating to the role of volunteers in council services would prevent the substitution of staff with volunteers. Therefore Officers are unable to recommend this as an alternative to Option D. Volunteers are an essential part of the whole library service and provide an important role, it is also hoped to increase the number of volunteers to enhance the service further. But these volunteers cannot substitute the staff.	
33.	It is suggested that the council should not consider training volunteers to help manage libraries, but instead should use the funds to have less, but more efficient professional staff.	Unfortunately, less staff would still incur more cost than the council is able to fund. The proposals in the report identify all the staffing hours allocated to the 5 libraries and the mobile need to be taken as savings in order to achieve the target identified.	
34.	Staff should be trained to encourage lending (on a commission basis).	As mentioned earlier it is not possible to charge for book lending.	
35.	Install an officer that will be responsible for fundraising towards the library services instead of installing an officer to manage the CAT process.	There is a greater risk from implementing a fundraising strategy compared to achieving savings from ceasing to provide a service from libraries. This is therefore not recommended by Officers as an alternative to Option D.	
36	Ensure each library is used more intensively (e.g through advertising). Promote/advertise	All opportunities for fundraising and securing revenue will continue to be explored for all the retained libraries	

	the benefits of reading and other services… Make libraries more accessible – leading to higher revenue.	however it is not considered that this approach would raise the target figure.	
37.	The council is urged to consider outsourcing library services (e.g. to GLL).	This is very similar to exploring a trust model. Please see comments in relation to the Suffolk Trust Model.	
38.	The council has the required experience and expertise to run the libraries while delegating other tasks to volunteers/groups	Current agreements relating to the role of volunteers in council services would prevent the substitution of staff with volunteers. Therefore Officers are unable to recommend this as an alternative to Option D. Volunteers are an essential part of the whole library service and provide an important role, it is also hoped to increase the number of volunteers to enhance the service further. But these volunteers cannot substitute the staff.	
39.	The housebound service should be combined with the mobile library.	If the mobile library service was to continue this would be an option to extend the housebound service across the city more widely.	
40.	The council is urged to reconsider each the needs of the areas to consider whether smaller libraries with specific aims would be preferable instead of closure.	In terms of downsizing, the three smaller libraries are currently only open for 12 hours per week, it is difficult to anticipate any reduction in these hours would still provide a feasible service. Burgess and Cobbett Road could reduce their opening hours further however, this would not produce the saving needed.	
41.	Non affected libraries (e.g Bitterne, Lordshill and Shirley) should be transferred to community/partnership management either in addition to or instead of the affected libraries.	When the Needs Assessment Exercise was carried out these were identified as higher priority libraries using the criteria that was developed for this exercise. This would therefore place some of the busiest and most visited libraries in the hands of volunteers which would be a more significant challenge than the libraries currently identified.	
42.	The council should open new libraries.	The new Woolston Library will open in 2016 as it was provided as part of a planning deal with a developer. This would be the only way currently to fund new libraries or as part of a partnership opportunity. However, the biggest challenge is not the funding of new libraries but the running costs associated with operating them.	
43.	Re-house some of the affected libraries at	The only way to achieve this would be if there were no	

	Eastpoint in Thornhill and/or the leisure centre in Weston.	rental or staffing costs involved otherwise the saving would not be made. Discussions to date with Active Nation who manage the Leisure Centre at Weston has not identified any space in the building which could be used at no cost. The main issue is not the location but the staffing costs of provision.	
44.	The council is urged to only keep one of (either) Bitterne or Portswood Libraries, and use the money saved by the closure of one to fund the other.	The Needs Assessment Exercise identified the 5 affected libraries and the Mobile Library to be the lowest priority libraries in meeting the criteria identified.	
45.	Integrate with Hampshire/ Portsmouth.	Discussions have been taking place with Hampshire and Portsmouth for some years in relation to the potential for partnership working. However these are long term options which would not achieve savings in the short term. There are significant challenges to overcome in bringing the organisations together. These options are therefore not proposed at this time as an alternative to Option D at this time. Discussions will continue.	These discussions will continue.
46.	Sharing back-office functions and the use of a library purchasing consortium.	This has been discussed as part of the above item.	
47.	Working with different organisations/companies/sectors eg local businesses, national companies, job centre etc.	The subject of Libraries has been discussed in Southampton at many Forums including Southampton Connect and also the Public Sector Property Board. These are attended by a wide range of organisations. It is proposed to continue these discussions however it has not yet identified any potential sources of funding.	
48	Working with schools/universities to share library facilities e.g. offering books at other facilities, have universities fund and use public library space for their students, running libraries as outreach programmes or for student work placements, selling library locations to universities, having links with play groups and nurseries.	See comments elsewhere on this list in relation to schools and university partnerships.	

49	Set up a task force led by local government in partnership with other bodies involved in the library sector to work with local authorities to help them improve, revitalise and if necessary change the local library service, while encouraging, appropriate to each library, increased community involvement.	The subject of Libraries has been discussed in Southampton at many Forums including Southampton Connect and also the Public Sector Property Board. These are attended by a wide range of organisations. It is not proposed at this time to set up a cross organisational task force dedicated to libraries however, this could be raised at various forums to establish if there is an appetite for this across the relevant organisations.	
50	Follow the Suffolk model.	The Suffolk Trust which has charitable status has 44 libraries that serves 730,000 people. The budget for the service is around £7-8m. This is a much larger operation to Southampton and with a significantly higher budget and more buildings. The majority of savings have been achieved through through a reduction in rates as a result of the charitable status in addition to taking responsibility for their own IT, HR and Finance support Implementation costs were reported to be several hundred thousand pounds. Officers consider that the formation of a trust for libraries in Southampton would not raise the savings figure required in the timescale. It is therefore not recommended as an alternative to Option D at this time.	There is already a significant amount of knowledge within the authority relating to the formation of trusts. However there would still be a need to employ consultants to put together a feasibility study if Members wish to pursue this option further.
51	Follow the Lowford Community Library Model.	Lowford Community centre was built by Eastleigh Borough Council and the centre opened in Easter 2014. It has several large community rooms, one has a sprung floor used for dance. A community café, library and a doctor surgery. Eastleigh Borough Council paid for the fit out of the library and Hampshire County Council provides the book stock, a half day paid member of library to visit and support the volunteers. The library provides a reservation service and open returns and is considered part of the Hampshire library network. It costs Hampshire County Council around £5,500 per annum to deliver the library service at Lowford. Netley. Hampshire County Council provides a self-serve	

		kiosk that provides issues and returns of loans. There is one public IT terminal for go-online access and free public wifi. The library provides a range of free family and adult activities such as baby rhyme time, knit and natter, etc. The community appointed a volunteer co-ordinator who recruits and trains the volunteers and rotas. The community association pays for the building running costs and any repairs and maintenance. Hampshire County Council does give the fines and charges back to the community in an annual payment in arrears to help cover running costs. Hampshire Cc currently has 5 community libraries set up in a similar way as Lowford. The others are: • Milford-on-sea • Kingsclere • North Baddersley, near Romsey • The Carroll Centre, Stanmore, Winchester	
52	Follow the Library model used in Sweden.	It is not obvious what model is being referred to here. The municipal libraries in Sweden are in the main funded by the local authorities.	
53.	Follow the USA library model.	It is not obvious what model is being referred to here, there are many different types of libraries in America. Many libraries receive Federal Funding but in recent years there has been a reduction in funding causing reductions in service and in some cases closures. There are new styles of libraries being provided such as the one in Texas which is book free, users hire tablets and borrow ebooks.	
54.	Libraries in Community centres or used for more community –based activities and learning initiatives.	The proposals within the cabinet report include the opportunity for community groups to have collections of library books deposited in their buildings for use by local	

		people and users.	
55.	Use funding from social inclusion projects to keep libraries open.	Funding will continue to be sourced for projects, however it is unlikely that these type of funding initiatives will be able to fund the ongoing running costs of a library such as rent, rates, utilities, library staff etc.	
56.	Support Weston, Thornhill and Millbrook Libraries via the HRA (within estate areas).	The Housing Revenue Account is a ring fenced account, this means the Council has no general discretion to transfer sums into or out of it. The items that can be charged to it are prescribed by statute and mainly centre on repairs and maintenance, and the management of property. One of the main purposes for the ring-fence is to ensure that rents paid by local authority tenants accurately and realistically reflect the cost of providing the housing service, and should not be used to cover the cost of other Council services. So whilst this funding has been used for particular projects in line with the above, it would not be possible to use the funding for the core ongoing revenue cost of library services.	
57.	A council representative at a public meeting confirmed there is a budget available for community groups – this should be used to keep the libraries running.	Grants are available for community groups within the city , details can be found at this link http://www.southampton.gov.uk/people-places/grants-funding/default.aspx	
58.	Each of affected libraries should become dedicated to specific aspects of library services (eg.IT or books) hence become more attractive for users.	It is not anticipated that this would secure the saving required.	
59.	More initiatives performed by libraries staff should take place in schools as this would encourage children to read and would be easier to implement compared to having volunteers running a library.	It is not anticipated that this would make a saving as the staffing costs would still be incurred.	
60.	Schools should provide their own libraries (and not rely on public libraries for their students) and the schools service could be reduced to allocate funds elsewhere.	The schools pay a subscription for the Schools Library Service which (following the changes proposed within the staffing structure in the Library Service) will cover the costs of this service.	

61.	School librarians should replace the schools library service to free up resources. This is said to also save funds as the large collection of curriculum books will no longer need to be supported.	Please see the comments above.	
62	Local libraries should focus on reference books while much of the lending could be done from a desk for issuing books in large chain stores such as Sainsbury's or John Lewis.	Alternative locations for a "click and collect" style service will be explored in line with the Future Focus. Issues of reference material are declining compared to fiction.	
63	The council is urged to consider locating libraries near key shopping areas as these are said to attract large crowds.	Those libraries located close to shopping areas do tend to be some of the busiest libraries in the city such as Shirley Library.	
64	The bus service could be used to transport books between library services.	It is difficult to anticipate how this could be a practical solution and achieve a significant saving.	
65	It is suggested that the remaining libraries should be made bigger and more appealing and have funds invested in them so they can cope with the likely higher demand.	This is noted, however at present there no funding is identified to achieve this.	
66	Utilise money from other areas of library budget to keep local libraries'.	This would be achievable and would result in reduced opening hours and level of service in the busiest libraries across the city. This is therefore not recommended by Officers.	
67	The council should proceed with options A, B or C.	Noted.	
68	The council is urged to introduce a new service which could deliver books to people's homes.	This will be explored as part of proposals contained within the Future Focus of the Library Service.	
69	A free bus to and from libraries for people from affected areas that are socially deprived.	This would incur significant cost.	
70	Libraries should close down as the rise in access to digital content is gradually replacing the need to provide local/physical services.	Noted.	
71	Collaborate with local universities.	Following communications with managers of the Universities, they do understand the financial position that	

		the council faces. Restrictions on funding means that university funds must generally be spent on educational purposes for students. However, both of the city universities have offered to encourage student volunteers in community led initiatives if these were taken forward.	
72	Speculate to accumulate and exploit the libraries. That way you will have them making money, thus reducing overheads.	All routes to generate funding will be explored with the retained libraries.	
73	'It appears that vast amounts of money are allocated to the use of a very small number of people with severe learning disabilities – this seems disproportional and the money should be partly allocated towards meeting the needs of the wider public.'	The amounts are quite small and supplied by the Skills Funding Agency and administered for the council by the Skills and Community Learning service. As the funding is external it cannot be used for any other purpose, including a saving.	
74	Books for minority populations/non English should not be funded further.	These books ensure that libraries are accessible to all cultures across the city.	
	Specific to Central Library		
75.	Central library should have its opening hours/days extended as the site is particularly accessible.	This is noted. This would currently incur additional staff cost and therefore would not be possible. If there are options which do not incur additional cost then these can be explored.	
76.	Make the library more efficient so that it can cater for a wider area than it currently does potentially reducing the need for smaller libraries elsewhere.	This is noted.	
77.	The council is asked to specifically invest in this librarys IT	This is noted. This is certainly within line with the Future Focus but is dependent on funding becoming available in the future.	
	Specific to Burgess Road Library		
78.	Further integrate Southampton University in developing and supporting this library through eg funding, partnership, study programme and work placement etc. Further taxing the	Whilst Southampton University would not be able to fund the provision of a library for the community, it is likely that student may be interested in providing volunteer support to a community initiative.	Discussions at the highest level with those in both universities to confirm whether there is an

	university is proposed as one of the mechanism to allow this to happen.	Halls of Residence for students are exempt from council tax provided the accommodation is owned or managed by a prescribed educational establishment or by a body established for charitable purposes only. Halls of residence are not subject to business rates. A tax levy on the University for building halls of residence would be counter productive given the aim of ensuring that there are less students in houses of multiple occupation. The Community Infrastructure Levy (CIL) allows Local Planning Authorities to raise funds from new developments including halls of residence. It is levied on extensions and buildings. The charges are set by the local council, based on the size and type of the new development. However, the money raised from the CIL can only be used to fund a variety of infrastructure as set out in section 216 (2) of the Planning Act 2008. This includes strategic transport schemes, flood defences and open spaces. The money cannot be used to help balance the council's ongoing revenue budget.	appetite to assist with the libraries affected by the proposals contained in this report if Members wish to pursue this approach.
	Specific to Cobbett Road Library		
79.	'The Friends of Cobbett Library 'group undertake much voluntary work and wish to help keep the library operating in the future. A combination of revenue-raising initiatives and over-arching council support and direction is proposed as the way forward, while a strong opposition to the CAT approach is raised.'	Volunteers are very much appreciated to be an essential part of the whole library service and provide an important role, it is also hoped to increase the number of volunteers to enhance the service further in the future. But these volunteers cannot substitute the staff. Any revenue raising initiatives are welcome, however it is not anticipated that this would be a viable alternative to Option D. Therefore Officers are unable to recommend this as an alternative to Option D. A support package is being proposed as detailed in the report.	
80.	The council is urged to include core groups that use this library on a regular basis as part	The council would be keen to see the core groups that use the library as part of any future community proposal that is	

	of any future solution.	submitted to the council.	
81.	The council is urged to further develop the site as it serves the needs of local schools.	The council has put together a community library package to assist community and not for profit groups to continue to provide a library service from the building.	
82.	The council is urged to preserve the building even if it no longer hosts the local library.	There are no proposals to demolish the building.	
83.	The library can become a joint enterprise venture.	Option D would not rule out the opportunity for a joint enterprise venture.	
84.	The library could become a heritage centre run in association with the local heritage society, local museum and local community groups.	Option D as a proposal would not rule out any community group developing the library building as a heritage centre on the basis that there would still be a library provision within the building aswell.	
	Specific to Millbrook Library		
85.	The council is urged to provide internet access on this site	The community library package on offer as a result of the consultation would allow the peoples network computers to still stay within the affected libraries if community groups are prepared to take on these buildings to provide some type of library provision.	
86.	The council is to provide a pickup service for library books.	The “click and collect” style of library provision is certainly something that will be explored as this increases the convenience for those who would like to reserve and renew books on line but not need to visit a library in order to collect books.	
87.	The council is urged to re-locate this library into a more central and easily accessible location with Millbrook.	The most significant costs associated with this library is the staffing costs and to relocate the library would not achieve the savings required if the staffing commitment was still required. If a community organisation is suggesting that they would be keen to operate the library from an alternative building this could certainly be explored further.	
	Specific to Weston Library		
88.	This location can be shared with the local Post office who may be looking for an alternative premises after the recent demolition of the shopping site.	Option D would not rule out any partnership with public or private sector organisations. However the risk of finding a partner that could fund the staffing requirement for Weston and the fact that there would be insufficient space in	

		Weston Library to offer shop facilities which are integral to Post Office franchises means that Officers would not recommend this as an alternative to Option D.	
89.	'The library building in the new Weston Shopping parade should be converted into a Community Lifelong Learning centre. This centre should be tailored to attract young local people, provide free internet and computer access and aim to become a bright and vibrant social focus for a regenerated Weston, emphasising the rich cultural and historical background of the district.'	It is possible that this could be achieved by a community organisation taking on the lease for the space, but staffing and building costs would remain a challenge if the city council was to continue to manage the service. This would then not produce the saving required.	
	Specific to Portswood Library		
90.	'The Council should consider a merger of Portswood and Burgess Road libraries. 'The new premises could be located within the university area and in collaboration with that institute.'	Portswood is a busy and well located library on the high street in the district centre. To relocate the library out of this location would disadvantage a large number of users. There are no obvious sites available and space is of a premium on the university campus to provide university accommodation.	
91.	Some comments suggested that this library should close before any other library if any libraries are to close at all.	Using the Needs Assessment Exercise, this library was identified as a higher priority than those 5 that the city council proposes to cease to provide a service from.	
	Specific to Woolston Library		
92.	The council is urged to save money by using the existing library building/facilities rather than re developing the site.	The library is now almost completed and this was provided as part of a housing development. The existing Woolston library is outdated and in need of improvement, the children's section which is upstairs is inaccessible to those relying on wheelchairs and buggies. The new library building be fully accessible, much more flexible in layout and will be shared with housing staff.	
93.	The council is urged to have parking available at the new site.	There is parking nearby.	
	Specific to the Mobile Library		

94.	'The mobile library service should be further developed and made bigger and more efficient, so it can adequately cover the areas that won't have a local library anymore. This should offer a way for the council to service the areas and populations that will no longer enjoy having a local library.'	In order to achieve the saving required the mobile library ceasing to provide a service needs to be as part of Option D. If it was not part of the option it would be necessary to incorporate Lordshill or Woolston which are both used by a larger number of people.	
95.	'Consider a service that allows for 'pre – booking' and streamlined pick-up of ordered items.'	There are certainly opportunities to improve the services to allow for a click and collect style service from a variety of local venues. However this is seen as a service enhancement rather than an alternative to Option D.	
96.	It is suggested that a partnership between this service and care/residential homes might keep it running ie through book deliveries and collections.	It is accepted that this would potentially be a source of income towards the cost of the mobile library however it is not anticipated that sufficient funding would be raised to keep the service going.	Contact all the residential care homes, nurseries and sheltered homes in the city to see if they would be prepared for the Mobile Library if Members wish to pursue this option.
97.	It is suggested that the mobile library could deliver services to schools, the homebound service and community projects, possibly with an alternative smaller vehicle.	There is a separate book bus which delivers books to schools at this time. Opportunities for further extending the use of this vehicle will be explored. The costs associated with this vehicle are met by the Schools Library Service which is predominantly funded by the school subscriptions.	
98.	It is suggested that the Mobile Library is the most appropriate choice out of all affected libraries to be managed by community groups and volunteers.	It is not proposed to hand over the Mobile Library to a community group or volunteers. It is an extremely difficult vehicle to drive, and there are also significant costs associated with the ongoing financing and running costs. Both the risk and costs associated with any collision are significant.	
99.	It is suggested by some that the mobile service can be replaced through ebook/streaming content, with guidance and support from dedicated staff to those who are less IT literate.	This supports the councils approach. Although it is recognised that there will be an impact from ceasing to provide the Mobile Library Service and this is identified in the Equality and Safety Impact Assessment.	

This page is intentionally left blank

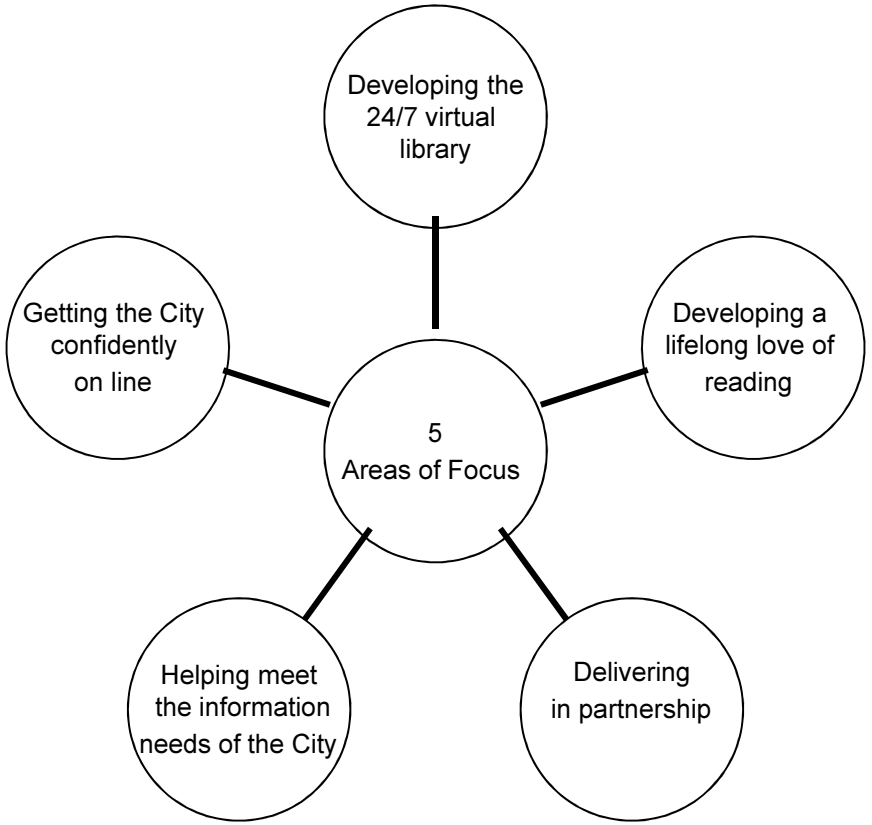
The Future of the Library Service

Future Focus

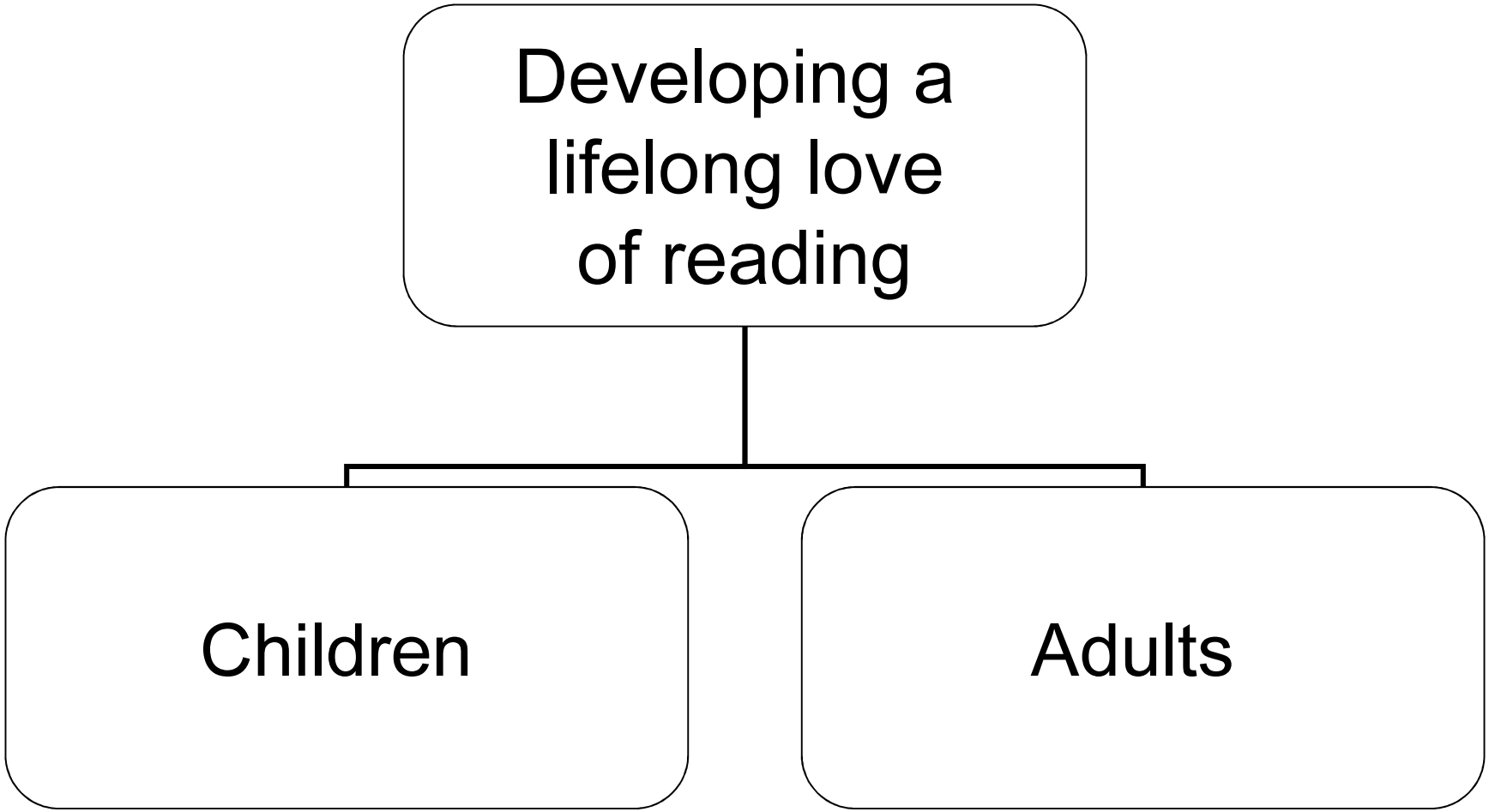
2016 – 2019

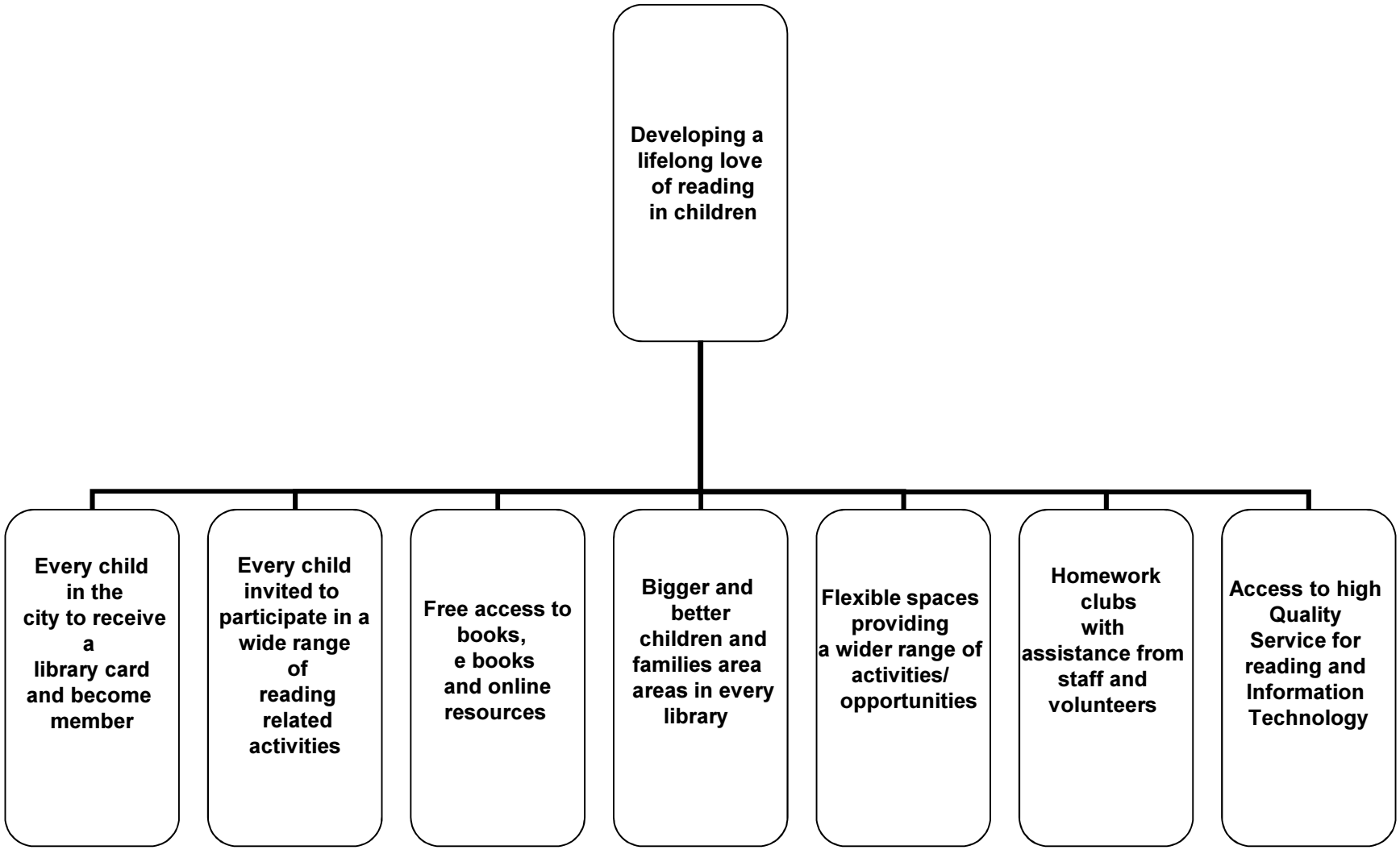
This document sets out a focus around which staff time and resources will be directed. Progress against the detailed aspirations contained within will, in some cases, be dependent on securing funding.

Five Areas of Focus

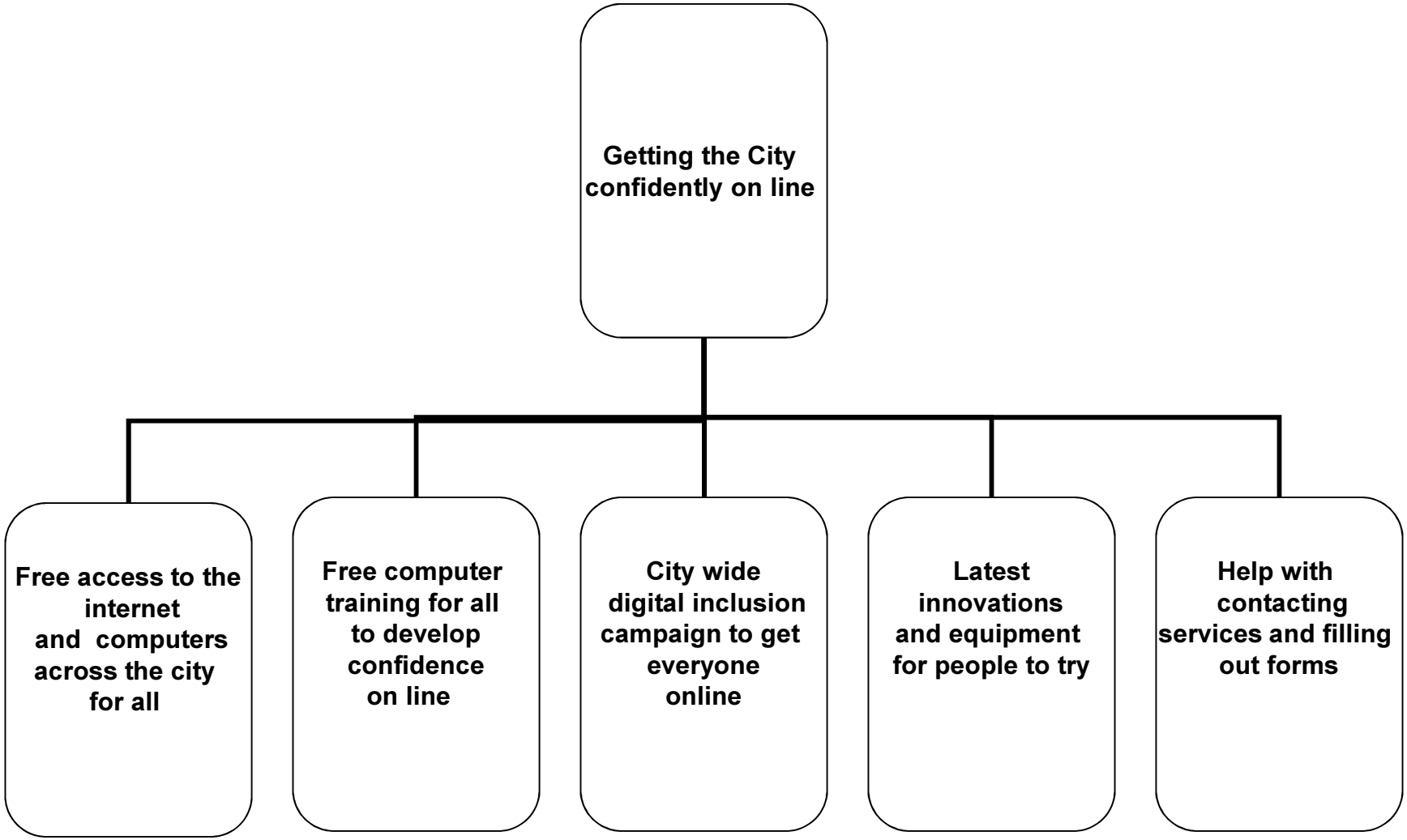


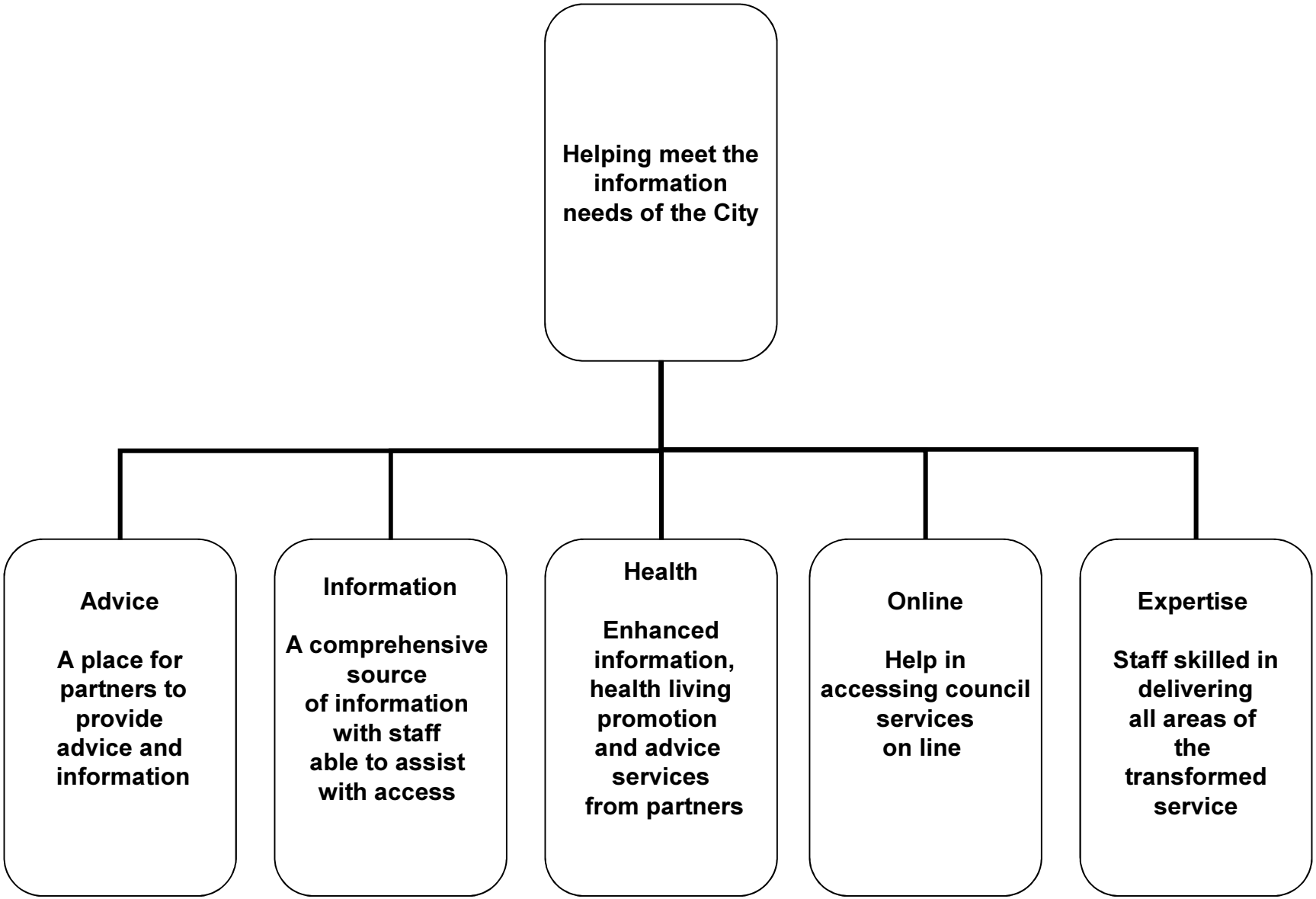
Developing the 24/7 virtual library
Increased range of information and services on line
Order and pick up at library, drop off point or a Premium Service delivery to your door
Search,find order, renew pay or download via interactive and intuitive services using any device
Access to larger number of e books downloads audio books magazines newspapers
Online reviews, reading groups, recommendations and blogs


Developing a lifelong love of reading
Children
Adults

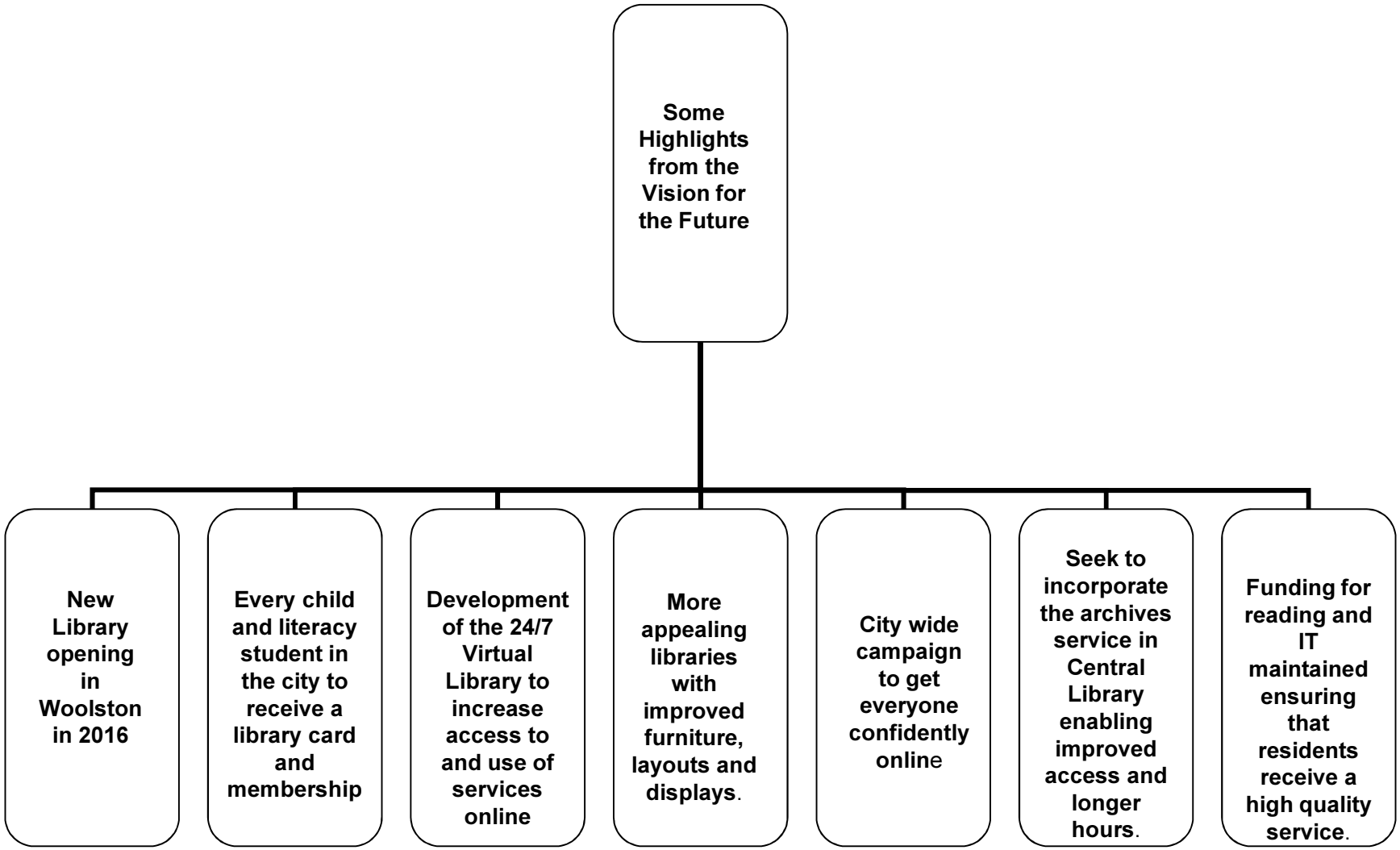

Developing a lifelong love of reading in children
Every child in the city to receive a library card and become member
Every child invited to participate in a wide range of reading related activities
Free access to books, e books and online resources
Bigger and better children and families area areas in every library
Flexible spaces providing a wider range of activities/ opportunities
Homework clubs with assistance from staff and volunteers
Access to high Quality Service for reading and Information Technology

Developing a lifelong love of reading in adults
Every person learning to read in the city a library member
Start learning to read at the library – the local first choice for literacy help
Free access to books, e books and online resources meeting all demands and needs
Bookshop feel in every library with relaxing seating and browsing areas displaying books attractively
Flexible spaces providing a wider range of activities/ opportunities
Family literacy activities with Sure Starts
Access to high quality Service for reading and Information Technology


Getting the City confidently on line
Free access to the internet and computers across the city for all
Free computer training for all to develop confidence on line
City wide digital inclusion campaign to get everyone online
Latest innovations and equipment for people to try
Help with contacting services and filling out forms


Helping meet the information needs of the City
Advice
A place for partners to provide advice and information
Information
A comprehensive source of information with staff able to assist with access
Health
Enhanced information, health living promotion and advice services from partners
Online
Help in accessing council services on line
Expertise
Staff skilled in delivering all areas of the transformed service

Delivering in partnership
Further development of and recruitment to Volunteer programmes eg to the housebound and computer buddies
Deposit collections at community venues around the city e.g.sheltered Housing
Community Libraries – giving communities the opportunity to retain libraries in their Local communities
Maximise community activity in Libraries
Maximise the range of Services provided by partners in each library
Maximise the use of space in libraries for partners and activities including back office areas


Some Highlights from the Vision for the Future
New Library opening in Woolston in 2016
Every child and literacy student in the city to receive a library card and membership
Development of the 24/7 Virtual Library to increase access to and use of services online
More appealing libraries with improved furniture, layouts and displays.
City wide campaign to get everyone confidently online
Seek to incorporate the archives service in Central Library enabling improved access and longer hours.
Funding for reading and IT maintained ensuring that residents receive a high quality service.

Equality and Safety Impact Assessment
Option D (Proposed Option)

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

This ESIA includes the results from the 2015 Pubic Consultation, however these need to be read in conjunction with the ESIAs which accompanied the November 2014 cabinet report as these outline the data gained from the Needs Assessment process.

Name or Brief Description of Proposal	**Library Transformation Project: ESIA Option D 6 libraries on current hours** Southampton City Council currently provides a public library service delivered via 11 branch libraries, 1 Mobile Library and a Housebound Service to individual homes for people unable to visit a library. The service also deposits collections via a Homes Service to sheltered accommodation. In 2014, the Library Transformation Project was set up with the aim to transform Southampton's Library Service into a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable which meets the changing needs of the Southampton community. The project has undertaken a needs assessment (Appendix 2 of the Cabinet papers from 18/11/2014, Item 45) which considered use and provision across the city. The findings have been used, alongside local demographic data and library user information to determine a range of proposals for future provision. A major public consultation was undertaken between 28/11/2014 and 06/03/2015. A summary is available in the Cabinet papers for August 2015. It gathered views on: • The future focus for the library service and the priorities contained within. • The decision to continue to provide a library service from six Southampton City Council managed libraries plus the online virtual library and the School Library Service. • The proposal to offer library buildings to community groups to

	develop independent community libraries prior to the consideration of disposing of the properties. • The council ceasing to lease/licence the properties in which Thornhill and Millbrook Libraries are located. • Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent library provision within a new unit being provided in the area. • Ceasing the Mobile Library service. • Any alternatives or expressions of interest offered up by consultees. This Equality and Safety Impact Assessment is for the proposal to continue to implement the council's preferred option to retain six council operated libraries (Central, Shirley, Bitterne, Woolston, Lordshill and Portswood) in the city. Also to seek to encourage community led/not for profit initiatives in those buildings that the council owns or leases but will cease to provide a service from (Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road) and cease to provide the Mobile Library.
	Southampton Library Service: Libraries represent a core part of Southampton's information, skills and learning offer. They provide free and universal access to books, information, the internet and informal learning. They provide support for families and individuals through reading and training programmes and by promoting life skills, readiness for economic activity, digital literacy and well-being. **Services:** • Books, CDs and DVDS for loan in a range of formats and languages. • Over 2700 e books and magazines and over 1400 e audio books. 2 online music services with over 20,000 music tracks. • A free newspaper service with hundreds of daily newspapers to read online. Last year these were used over 19,000 times. • 12 major online databases as well as major encyclopaedias and dictionaries and a free language learning course with over 60 languages. Last year these were used over 16,000 times. • 324,000 visits to the libraries webpage last year for information, library catalogue and electronic resources. 24 hour online access to library catalogue, account management and information sources. • Information Services - skilled library staff answered 200,000 queries on diverse information issues in the last year. • Free public internet, Wi-Fi and email access in every library from 150 computers. • Books, support, and spaces for reading groups across the City including children, young people, visually impaired. • Innovative ways of reaching parents and children via work with the Sure Start projects. • Access to partner organisations offering specialist business and health information and advice (Southampton CAB, MacMillan, Small Business). • One of 15 projects for a national health information flagship in partnership between the NHS and Tinder Foundation. • Learning Centre offering a full range of online courses, guidance and tutor support and a Local Studies library and staff helping people discover their local and family history. • Year round programme of events and activities, including reading promotions, author visits, Summer Reading Challenge, craft and reading activities, library clubs; and opportunities for those who

	want to learn with their children, including rhyme times, family reading groups, baby signing, Southampton Favourite Book to Share Award. • Study space, meetings rooms and library spaces for hire. • Volunteering and work experience programmes. **Customers:** In 2013/2014: • Southampton was in the top quartile of Unitary Authorities for loans of books per 1000 population. • The total visitor count was 1.2 million. • In total, there were 1,247,003 items borrowed and 223,384 public network sessions. • There were 43,381 active users of the libraries (active library user is a person who has borrowed an item, or used the public network (PN) at least once). • In total, 14.9% of the Southampton population were active users – people who had used a library at least once in a 12 month period (12.5% of adult Southampton population and 17.5% of the under 18 Southampton population). • In total, 6.4% of the Southampton population are regular users – people who had used a library six times or more in a 12 month period - in 2013/14. • 57% of active users are female compared to 43% male (58% female, 42% male for regular users). • Of the active users, 74.6% use one library compared to 55% for regular users. • 24% of respondents from the 2012 Library Satisfaction Survey (PLUS) described themselves as having a disability and 16% of customers are from Black and Minority Ethnic communities. There were 19,000 people who used public access computers for almost 170,000 hours for leisure, learning, council services and job hunting. In addition, 200 job seekers were being trained in basic IT skills and work searching skills and 50 people gained further training (DWP funded) 200 Online Basics and 150 Online Plus courses for first time users of computers (UK Online funded).
Summary of Impact and Issues	Under the preferred proposal, there is no planned change in current provision for the 6 libraries remaining under the management of the council. However, the future outcomes for each of the following libraries is unknown. The council will seek to encourage community led/not for profit initiatives in those buildings that the city council owns or leases but will cease to provide a service from Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road and cease to provide the Mobile Library. If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Mobile Library will cease to provide a service as this will not be offered for community use. The following impacts and issues have been identified, and also reflect findings from the public consultation: Providing a library service from six Southampton City Council managed libraries: • Reduced physical coverage of the council managed service in local areas including those of deprivation across the city.

	• A reduced capacity within the council managed service to be able to play a role in supporting those with a literacy or digital literacy need. • The exclusion of the Mobile Library from this option loses the role it might play to mitigate the impact of any closures or changes to services resulting from community management. The potential impact if the library service ceased to be provided in the proposed libraries: • Increased footfall/demand on remaining provision. • Potentially reduced number of 'People's Network' points (delivering internet access and internet based services) however it is proposed that these would be relocated to retained libraries if there were no community led initiatives. • Increased travel time and cost to reach a library from some parts of the city. • Potentially less use by some young people and hence the potential to have an impact on educational performance. • Fewer venues means fewer places where people can get information and less space to promote events and activities in libraries. • Some impact on those organisations dependent on, or provide access from libraries (i.e. City Limits, Quitters, nurseries and schools). Feedback from the public consultation included concerns that any reduction in the number of libraries may impact on specific populations and groups, disadvantage some deprived communities, reduce the number of community focal points and increase the sense of isolation for people. Concerns were also raised regarding the ability of remaining libraries to cope with the increased demand for services placed upon them, the ability of volunteers to maintain libraries and the level of priority being placed on digital services and content. Feedback from the public consultation, on the personal impact of the council's preferred option on respondents is as follows: • 18% (898 of 5016) anticipated they would be impacted a great deal. • 26% anticipated they would be impacted to some extent. • 32% anticipated not very much personal impact. • 24% of respondents anticipated no impact at all. Of the respondents, some groups were significantly more likely to have anticipated a great deal/some extent of personal impact. These included: - Regular library service users - Respondents aged 25-34 or 85+ - Those in full-time education, unemployed or training - Those permanently sick or disabled - Those looking after the home - Those with dependent children - Those with a disability - Those who are carers - Those from Black and Minority Ethnic communities. Of the respondents who anticipated some level of personal impact, 24%

	(783 respondents) agreed that they would have to stop using libraries. It is important to note that a significant number of these respondents were also users of other non-affected libraries in the city and also felt that they might be able to travel to another library using the bus or their own transport or use the online web based service. More details of these figures can be found in Appendix 1. For libraries which would not remain under the management of Southampton City Council: • The council will seek to secure management of libraries by community groups or not for profit organisations. • A community package of support has been developed for these organisations to include: Provision of a book stock which will be managed and updated by the city council, access and use of the councils library management system to enable books to be reserved/borrowed etc., continued provision of the peoples network computers (maintained by the city council), training, support and guidance from staff. • Equality of access to library services will be an important part of the evaluation of bids from community groups and in any subsequent service descriptions. • The council would seek to develop service descriptions for community run libraries to ensure equality of access to library service - this will be a requirement of the agreement with the council.
Potential Positive Impacts	The preferred option will retain: • Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14. • The libraries that had 93% of all the People's Network computer sessions used in 2013/4. • A good geographical coverage across the city, with city council managed libraries in the city centre, two on the west, one to the north of the city centre and two on the east of the city. • Libraries which are located so as to be easily accessible by foot, on public transport and by car. • Libraries which will enable 99% of households in the city to be within 1.5 miles of a city council managed library.
Responsible Service Manager	David Baldwin
Date	30th July 2015

Approved by Senior Manager	Mike Harris
Signature	30th July 2015
Date	30th July 2015

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions (Many of the mitigating actions will apply to several of the groups identified.)
Age	There are some significant differences in the spread of ages in different libraries across the City. **Older People** Bitterne, Lordshill, Portswood, and Woolston all have the greatest number, proportionally, of over 60s as users. **85+** This age category was identified by Opinion Research Service (ORS) as being particularly affected. There were 36 responses from people 85+ who anticipated that they would be impacted a great deal/to some extent. **65+** There were 1,323 responses from respondents who were 65+ to the questionnaire overall. 513 of the 1262 responses to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' indicated they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents 65+ • 430 of 786 agree or strongly agree they would be able to reach another library using their own transport. • 417 of 774 agree or strongly agree they would be able to reach another library using public transport. • 375 of 761 agree or strongly agree they would be able to self -serve using the online library. •288 of 755 agree or strongly agree they would be able to go online and use the virtual	Maintain current provision for the 6 libraries remaining under the management of the council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential mitigation includes:</u> Concessionary bus passes are available for all individuals over pensionable age which may mitigate the cost of additional travel costs to access libraries. Provide assistance in libraries completing applications for a Smart Card to give

	library e.g. ebooks. •305 of 656 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •330 of 703 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 185 of 746 agree or strongly agree that they would stop using libraries if the preferred option was implemented. •26 of 57 of responses from respondents 65+ who only use libraries affected by the proposal tended to agree or strongly agreed that they would stop using libraries if the preferred option was implemented. 276 comments described the negative impact that closing down local libraries would have on the elderly. See ORS REPORT 4.11 150 comments described how library closures would impact on elderly and disabled people. See ORS REPORT 4.106 The Mobile Library is targeted at sheltered homes, any changes or cessation of this service would impact on these groups most. **Young People:** Of their overall users, Millbrook, Thornhill and Weston libraries have a higher percentage of users who are under 18. There were 993 responses for under 18's (976 from the Children's and Young People's Survey and an additional 17 from under 16s to the general questionnaire). Responses from respondents under 18's: • 40% of overall respondents said that they would stop using libraries if the council was to close-down the library that they use. • 31% of overall respondents said they would use a school library more. • 23% of overall respondents said they would use a different library with their own transport. • 11% of overall respondents they would use a different library with public transport. • 9% of overall respondents said that they would use the online library more.	concessionary bus travel including taking the photographs required. Explore increasing the number of book deposits at community venues across the city. Improve access to online services (virtual library e.g. ebooks) and increase digital inclusion – digital literacy training needs and access to computers may be an issue for some older people. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Install new Hearing Loops in all libraries remaining in City Council control Further develop the Housebound Service to deliver materials to the least mobile older people staffed by volunteers. Explore increasing the service to sheltered homes. The amount of materials and number of establishments served could be increased. The percentage of 0-11 years old in the catchment and the percentage of school pupils up to KS2 deemed low performers, was included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids

	210 comments from main questionnaire suggested that library closures would have a negative impact on children, from both an educational and social perspective. See ORS REPORT 4.104, 2.53, 2.54 Potentially less use by some young people and hence a potential to have an impact on educational performance. Potential reduction in access for those whose local library would not continue to be managed by Southampton City Council. Potential greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries. Potential reduction of activities for children and young people (i.e. storytimes, rhymetimes School Holiday Activities, Reading Groups). The Mobile Library currently serves 40 nurseries. The inclusion of the Mobile Library in the proposal - as a library which would no longer be managed by the council - will have an impact on the range of activities and visits to venues for pre-school children. This will reduce the library service's contribution to early years work, literacy and school attainment across the city.	from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries and users will need to travel further to participate in activities. <u>Potential mitigation includes</u>: Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council facilitate greater use by children and young people outside of school and college. Children at school will have access to a

		school library if one exists in the school. Access will be limited to the school day and term time only. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks, training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 city wide.
Disability	A potential reduction in libraries will reduce availability for all users but may have a disproportionate impact on library users who have who have or have acquired a range of disabilities. Libraries reach higher than average levels of people with a disability in Southampton including those with multiple disabilities and mental health problems. 24% of respondents to the Library Satisfaction Survey (2012) described themselves as having a disability. There were 422 responses from respondents who identified themselves as having a disability in the adult questionnaire overall. 245 of 398 respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally? anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who identified themselves as having a disability: •113 of 311 agree or strongly agree they would be able to reach another library using their own transport. • 128 of 308 agree or strongly agree they would be able to reach another library using public transport. • 121 of 309 agree or strongly agree they would be able to self -serve using the online library. • 99 of 309 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. •114 of 269 agree or strongly agree that the	The percentage of adults receiving adult social care in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the council and community/not for profit, run libraries. <u>Where no community organisations or not for profit organisations come forward:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential mitigation includes:</u> No generic mitigating actions have been identified regarding individual access, familiarity and barriers. However at a future

	housebound service could reduce the impact of the proposed changes. •116 of 279 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 118 of 296 agree or strongly agree they would stop using libraries if the preferred option was implemented. 16 of 25 responses from respondents, who identified themselves as having a disability, who only use the libraries affected by the proposal - agree or strongly agree- they would stop using libraries if the preferred option was implemented. 419 comments described libraries and the mobile library as being important for elderly and disabled people and highlight difficulties with access to alternative provision. See ORS REPORT 4.67 Access – this would include physical access and ability to travel to library buildings and access within the buildings themselves. In terms of mobility related disabilities, those whose local library would not continue to be managed by the council would have greater distance to travel and the cost of travelling may impact on their use of libraries. This may be an impact for people with or who acquire an age related disability, for other physical disabilities and learning disabilities. There may also be impacts for those who are blind or partially sighted or have mental health problems. Familiarity - with locations and staff are important factors for a number of groups of people with disabilities who rely staff for additional support. For those whose local library would not continue to be managed by Southampton City Council library there may be an impact which may affect their use of libraries. Children with disabilities: Some disabled children and their families may find that they can no longer visit the library they are used to using and there are a reduced number of libraries across the city. This may aggravate the barriers that already exist for them to access library services. Mental health: Some people may experience more isolation if they have to travel further to a library service and it requires visiting a new place which could increase anxiety and	stage the Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. Continue to provide assistance completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Seek to encourage participation on the courses run by libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city. Library users with sensory impairments may be more likely to utilise digital access to the Library Service. This will also include: audio and e audio materials, access and support in applying for services and benefits online in libraries e.g. Universal Credit. Development of the Housebound Service to deliver materials to disabled people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. <u>In council managed provision</u>: The council would seek to explore the development of investments in technologies which could include facilities to develop Video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city.

	impact their use of libraries. People who are blind or partially sighted (which can often be onset in older age), may be able to travel independently to a library and access the library on a known and practiced route both externally and internally as they are familiar with the library layout but they may be adversely affected if they needed to switch their library use to a different library. The proposal that the Mobile Library would no longer be managed by the council will reduce the availability for users to an accessible library service. The vehicle has a lift enabling disabled people to access the service.	Explore new Hearing Loops in all libraries remaining in council control.
Gender Reassignment	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Encourage participation on the in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and

		reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Other mitigations from sections above may also apply.
Marriage and Civil Partnership	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified: The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres,

		playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Other mitigations from sections above may also apply.
Pregnancy and Maternity	Although there is no monitoring of diversity of registered library users in this area of diversity, it is recognised that pregnant women may find access to libraries more difficult in later stages of pregnancy and mothers are often responsible for looking after babies and young children. This could make access more difficult especially if mothers are lone parents and experience economic or social deprivation. No specific difficulties were highlighted in responses to the public consultation. At a number of comments were received in respect the importance of introducing children to books from a young age, and a number of childcare and early years providers expressed concerns about the negative impact of the Mobile Library no longer operating. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their learning and development.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of

		activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Other mitigations from sections above may also apply.
Race	A potential reduction in libraries will reduce availability for all users. Some areas of the city have higher proportions of residents from Black and Minority Ethnic communities (BME). This means the location of a library service could have a greater impact on this group. There were 4,625 responses to questions about ethnicity in the adult public consultation. Of these, 348 were from respondents who identified themselves as BME. 207 of 334 responses from BME respondents to this question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact whether they could use a listed range of alternatives. Respondents could tick multiple options: Of responses from respondents who identified themselves as BME: • 128 of 281 agree or strongly agree they would be able to reach another library using their own transport. • 132 of 276 agree or strongly agree they would be able to reach another library using public transport. • 136 of 271 agree or strongly agree they would be able to self -serve using the online library. • 113 of 270 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. •82 of 229 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •104 of 249 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. •93 of 263 agree or strongly agree that they would stop using libraries if the preferred option was implemented. • 14 of 24 from respondents who identified themselves as BME who *only use the libraries affected* by the proposal agree or	The percentage of BME residents in catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The needs assessment has taken into account people from BME communities. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u>

	strongly agree, they would stop using libraries if the preferred option was implemented.	The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Religion or Belief	There are no specific impacts anticipated for this category and none identified from the public consultation There is no monitoring of diversity of registered library users in this area of diversity. It is however recognised that for a number of faith groups and communities, libraries are regarded as safe places for women and children. A reduction in the number of libraries of libraries which would continue to be managed by Southampton City Council would reduce the availability of these safe venues across the city.	Council managed provision will continue to provide safe places. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. This will include safe places. <u>Where community organisations or not for profit organisations are not identified:</u>

		If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sex	A reduction in libraries will reduce availability for all users but may have a disproportionate impact on females as more females than males are active users (57% Female 43% Male). There were 4,749 responses to questions about gender in the adult public consultation questionnaire 2,998 respondents identified themselves as female and 1,751 as male. Responses to the question, 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?': 1287 of the 2890 responses from female respondents, and 667 of the 1702 from male respondents anticipated that they would be impacted a great deal/to some extent. Respondents were asked to respond to a question asking if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions The council would seek to explore continuing running activities in its managed libraries and to develop service descriptions in community/not for profit, run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives.

	Of these responses: • 1149 of 1967 female and 701 of 1132 male responses agree or strongly agree they would be able to reach another library using their own transport. • 1058 of 1906 female and 614 of 1090 male responses agree or strongly agree they would be able to reach another library using public transport. • 1087 of 1931 female and 612 of 1082 male responses agree or strongly agree they would be able to self -serve using the online library. • 873 of 1905 female and 522 of 1081 male responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 671 of 1641 female and 425 of 967 male responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 826 of 1761 female and 485 of 1033 male responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 448 of 1887 female and 245 of 1096 male responses agree or strongly agree that they would stop using libraries if the preferred option was implemented. • 75 of 149 female and 27 of 57 male responses who only use libraries affected by the proposal agree or strongly agree that they would stop using libraries if the preferred option was implemented. When other factors are also taken into consideration such as caring responsibilities, dependent children, socio-economic disadvantage and ageing this is believed to be an area for consideration because: Women are more likely to be carers either of children or of adults and to be responsible for accompanying children or the person they care for to the library. If they need to transfer their library use to a different library to the one currently used this could present difficulties in terms of travel and access and costs. Lone parents are more likely to be women and if they are experiencing socio- economic deprivation this could aggravate their ability to pay for public transport and access library services. Libraries may be an important source of reading for children from poorer families. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as	<u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although the predominant activity of both genders is to borrow books, men are more likely than women to use the library solely for computer use, so the development of the virtual library services could have a positive effect for men and help to improve access to library services. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.

	the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their leaning and development.	
Sexual Orientation	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of users would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue

		to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Other mitigations from sections above may also apply.

Other Significant Impacts

Community Safety	Libraries offer a place where people who might otherwise fall into anti-social behaviour can use their time productively. A number of libraries are located in priority communities where levels of anti-social behaviour are high in places. The reduced availability will limit the ability of the service to act as a diversion in this way. A high proportion of the children who use Burgess Road Library in the evenings and Millbrook, Thornhill and Weston on Saturdays and after school are unaccompanied. Libraries are registered and identified as Safe Places as part of a citywide scheme where businesses and services identify themselves as Safe Places and staff will offer additional support to vulnerable people who require assistance. A reduction in the number of libraries managed by the council may reduce the availability of Safe Places in specific areas. Unoccupied buildings will be a focus for anti-social behaviour. 165 comments described how library closures would have an adverse impact on community spirit, social groups/clubs and lead to an increased sense of isolation for people. See ORS REPORT 4.105	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: The issue of safety could be addressed in the service description for the community libraries. Where community organisations or not for profit organisations are not identified If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. Potential Mitigation Work with the Southampton Safe City Partnership on potential community safety issues.
Poverty	Southampton ranked 81st most deprived local authorities. There are 9 Lower super output areas (LSOA) in Southampton which are in the 10% most deprived in country. **Unemployed People**	The Index of Multiple of Multiple Deprivation (IMD) has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council.

	Responses from unemployed respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?': 67 of 109 responses from unemployed people overall to this question anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses from respondents identifying themselves as unemployed: •26 of 90 agree or strongly agree they would be able to reach another library using their own transport. •51 of 95 agree or strongly agreed they would be able to reach another library using public transport. •36 of 91 agree or strongly agree they would be able to self -serve using the online library. •31 of 91 agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. •33 of 80 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •30 of 77 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. •27 of 90 agree or strongly agree that they would stop using libraries if the preferred option was implemented. 206 comments described how the closure of library facilities would impact negatively on those living in socially deprived areas. See ORS REPORT 4.69, 4.107 The location of library services is important for this group of people as the cost of travelling to another library could be a barrier to accessing the service. Libraries are mainly a free service and any reduction in their availability is likely to be more keenly felt by people on low income. In particular, libraries offer a place where children can spend their time at no cost to their parents. The loss of free internet access may disproportionately impact on people with low incomes. The availability of free books and	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The peoples network computers are part of the Community Package for community independent libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although under the proposed option 99% of households in Southampton will be within 1.5 miles of a library. <u>Potential Mitigation includes:</u> The mitigation offered by better access to online services may be reduced for people on low income –digital literacy training needs and access to computers may be an issue for many people on low income and is reflected by the high use made of library public access computers and the demand for help and support from library staff to fill in on line applications. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that at least the number of 'People's Network' sessions across the service do not decrease.

	internet access is of greater importance when income levels are low. The proposed model would reduce the number of access points to books and free internet access in areas across the city including areas of deprivation. This will impact all library users but would have a disproportionate impact on people with low income and reduce access to learning, support, online access for job applications and other benefit applications.	
Educational Attainment	**Schools and Nurseries:** In addition to the impact a reduction in the number of libraries managed by the council may have on individual children, there may be a corresponding impact on schools and nurseries in these areas. This would relate to the local availability of materials and computers to support and supplement learning outside of school, school and nursery visits, library membership initiatives. Though many schools have school libraries these are often particularly in Primary schools small in size and all are only available during term times and school hours. 330 comments in the main consultation questionnaire described library facilities as vital for children's educational purposes, social interaction and love of reading. See ORS REPORT 4.8 236 comments described library facilities as vital for both children and adults from an educational perspective and stated that potential closures would have a negative impact on their ability to learn. See ORS REPORT 4.68 210 comments suggested that library closures would have a negative impact on children, from both an educational and social perspective. See ORS REPORT 4.104 **Full-time education and training:** 71 of 132 responses from respondents in full-time education and 8 of 9 responses from respondents in training - to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent.	The percentage of 0-11 years old in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The percentage of school pupils up to KS2 deemed low performers has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential Mitigations could include</u>: Library Opening Hours: consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council to facilitate

	Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents in full time education or in training: • 57 of 104 in full-time education and 3 of 8 in training, agree or strongly agree they would be able to reach another library using their own transport. • 70 of 105 in full-time education and 4 of 7 in training, agree or strongly agree they would be able to reach another library using public transport. • 60 of 102 in full-time education and 3 of 9 in training agree or strongly agree they would be able to self -serve using the online library. • 53 of 101 in full-time education and 2 of 9 in training agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. •29 of 84 in full-time education and 1 of 5 in training agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •44 of 97 in full-time education and 3 of 8 in training agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. •30 of 102 in full-time education and 4 of 7 in training agree or strongly agree they would stop using libraries if the preferred option was implemented. The proposed model would reduce the number of access points to books and free internet access in areas across the city (including areas of deprivation). This may have impact on some residents in full-time education and training.	greater use by children and young people outside of school and college. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 City wide. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups.
Digital Access/Digital Inclusion	While the internet has great potential to help tackle social exclusion those who could benefit the most from being online are currently among the least likely to be connected. A fifth	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to

	of UK households do not have internet services. This rises to more than a third of households in the lowest socio-economic groups and to nearly 70% of households with people aged over 75. However locally Southampton has higher than national levels of IT access with 88% of the population using the internet at least once a week. The shift to digital forms of interaction-channel shift or digital first- has presented particular challenges for people who are online. The library service is the largest, busiest provider of free public computer access in the city. The proposed model of 3 core libraries and 3 district libraries would considerably reduce the number of access points to free internet access, advice and support from library staff across the city including areas of deprivation in the city. This will impact all library users but would have a disproportionate impact on people with low digital literacy skills, low income and reduce access to learning, support, online access for job applications and other benefit applications. 96 comments expressed reservations over moving to online services. See ORS REPORT 4.70	manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The community package includes provision of the people's network computers. <u>Where community organisations or not for profit organisations are not identified:</u> If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. <u>Potential Mitigations include:</u> Increasing digital inclusion will be a key focus for the service in the future. Programmes will be developed which will reach out to people citywide. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city.
People with dependent children	680 of 1324 responses from respondents with dependent children- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents with dependent children: • 600 of 955 agree or strongly agree they	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids

	would be able to reach another library using their own transport • 496 of 909 agree or strongly agreed they would be able to reach another library using public transport. • 519 of 924 agree or strongly agree they would be able to self -serve using the online library. • 439 of 920 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks • 302 of 786 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 362 of 857 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 254 of 931 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential Mitigations</u> Mitigations cited previously for children under 18 would be appropriate for this identified group
Carers	562 of 1153 responses from respondents who are carers- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are carers: • 455 of 797 agree or strongly agreed they would be able to reach another library using their own transport. • 410 of 778 agree or strongly agreed they would be able to reach another library using public transport. • 399 of 774 agree or strongly agree they would be able to self -serve using the online library. • 310 of 762 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 282 of 679 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 320 of 725 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 201 of 765 agree or strongly agree that they would stop using libraries if the preferred	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries.

	option was implemented.	Potential Mitigations include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply
Looking after the home or family	134 of 251 responses from respondents who are looking after the home or family to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are looking after the home or family: • 98 of 184 agree or strongly agree they would be able to reach another library using their own transport. •98 of 176 agree or strongly agree they would be able to reach another library using public transport. •97 of 179 agree or strongly agree they would be able to self -serve using the online library. •78 of 178 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. •48 of 143 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •53 of 162 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. •52 of 183 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.

This page is intentionally left blank

Equality and Safety Impact Assessment
Burgess Road Library

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

This ESIA includes the results from the 2015 Pubic Consultation, however these need to be read in conjunction with the ESIAs which accompanied the November 2014 cabinet report as these outline the data gained from the Needs Assessment process.

Name or Brief Description of Proposal	**Library Transformation Project:** Burgess Road Library Southampton City Council currently provides a public library service delivered via 11 branch libraries, 1 Mobile Library and a Housebound Service to individual homes for people unable to visit a library. The service also deposits collections via a Homes Service to sheltered accommodation. In 2014, the Library Transformation Project was set up with the aim to transform Southampton's Library Service into a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable which meets the changing needs of the Southampton community. The project has undertaken a needs assessment (Appendix 2 of the Cabinet papers from 18/11/2014, Item 45) which considered use and provision across the city. The findings have been used, alongside local demographic data and library user information to determine a range of proposals for future provision. A major public consultation was undertaken between 28/11/2014 and 06/03/2015. A summary is available in the Cabinet papers for August 2015. It gathered views on: • The future focus for the library service and the priorities contained within. • The decision to continue to provide a library service from six Southampton City Council managed libraries plus the online virtual library and the School Library Service. • The proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties. • The council ceasing to lease/licence the properties in which Thornhill and Millbrook Libraries are located. • Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent

	library provision within a new unit being provided in the area. • Ceasing the Mobile Library service. • Any alternatives or expressions of interest offered up by consultees. The council's preferred option is to retain six council operated libraries (Central, Shirley, Bitterne, Woolston, Lordshill and Portswood) in the city. Also to seek to encourage community led/not for profit initiatives in those buildings that the council owns or leases but will cease to provide a service from (Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road) and cease to provide the Mobile Library. This Equality and Safety Impact Assessment is for Burgess Road Library.
Brief Service Profile	Burgess Road Library is a busy mid-sized library located in a very diverse area of the City on Burgess Road close to Southampton University. It is a good sized building, with space and excellent potential with some capital investment. It houses a mid- sized collection, good sized children's space and bank of computers. Burgess Road Library provides free and universal access to books, information, the Internet and informal learning. The library provides support for families and individuals through reading and training programmes and by promoting life skills, readiness for economic activity a digital literacy and well-being. A toy library run by Southampton Toy Libraries operates from a large room in the library building. A range of services and agencies offer training and advice sessions from the library. • The library is currently open for 29 hours per week (Monday 10-7pm, Wednesday 10-5pm, Friday 10-5pm and Saturday 10-4pm). • Visitor figures for 2013-2014 were 48215. • 2344 active users (people who had used a library at least once in the twelve month period). • 1395 regular users (people who had used a library six times or more in the twelve months period). • Burgess Road had 415 regular users, using only one library. • 33.46% of Burgess Road active users are under 19. • 14.7% of Burgess Road active users are 60+. • 23% of Burgess Road customers who responded to the question about ethnicity in 2012 Library Satisfaction Survey (PLUS) identified themselves as being from BME communities. • 20% of respondents from Burgess Road Library in the 2012 Library satisfaction survey (PLUS) described themselves as having a disability.
Summary of Impact and Issues	Under the preferred proposal, there is no planned change in current provision for the 6 libraries remaining under the management of the council. However, the future outcomes for each of the following libraries is unknown. The council will seek to encourage community led/not for profit initiatives in those buildings that the city council owns or leases but will cease to provide a service from Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road and cease to provide the Mobile Library. If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Mobile Library will cease to provide a service as this will not be offered for community use. The following impacts and issues have been identified, and also reflect findings from the public consultation: Providing a library service from six Southampton City Council managed libraries: • Reduced physical coverage of the council managed service in local areas including those of deprivation across the city.

	• A reduced capacity within the council managed service to be able to play a role in supporting those with a literacy or digital literacy need. • The exclusion of the Mobile Library from this option loses the role it might play to mitigate the impact of any closures or changes to services resulting from community management. The potential impact if the library service ceased to be provided in the proposed libraries: • Increased footfall/demand on remaining provision. • Potentially reduced number of 'People's Network' points (delivering internet access and internet based services) however it is proposed that these would be relocated to retained libraries if there were no community lead initiatives. • Increased travel time and cost to reach a library from some parts of the city. • Potentially less use by some young people and hence the potential to have an impact on educational performance. • Fewer venues means fewer places where people can get information and less space to promote events and activities in libraries. • Some impact on those organisations dependent on, or provide access from libraries (i.e. City Limits, Quitters, nurseries and schools). Feedback from the public consultation included concerns that any reduction in the number of libraries may impact on specific populations and groups, disadvantage some deprived communities, reduce the number of community focal points and increase the sense of isolation for people. Concerns were also raised regarding the ability of remaining libraries to cope with the increased demand for services placed upon them, the ability of volunteers to maintain libraries and the level of priority being placed on digital services and content. Feedback from the public consultation, on the personal impact of the council's preferred option on respondents is as follows: • 18% (898 of 5016) anticipated they would be impacted a great deal. • 26% anticipated they would be impacted to some extent. • 32% anticipated not very much personal impact. • 24% of respondents anticipated no impact at all. Of the respondents, some groups were significantly more likely to have anticipated a great deal/some extent of personal impact. These included: - Regular library service users - Respondents aged 25-34 or 85+ - Those in full-time education, unemployed or training - Those permanently sick or disabled - Those looking after the home - Those with dependent children - Those with a disability - Those who are carers - Those from Black and Minority Ethnic communities. Of the respondents who anticipated some level of personal impact, 24% (783 respondents) agreed that they would have to stop using libraries. It is important to note that a significant number of these respondents were also users of other non-affected libraries in the city and also felt that they might be able to travel to another library using the bus or their own transport or use the

	online web based service. More details of these figures can be found in Appendix 1. A total of 137 individuals, who identified Burgess Road as their most used library, said they will have to stop using libraries. For libraries which would not remain under the management of Southampton City Council: • The council will seek to secure management of libraries by community groups or not for profit organisations. • Equality of access to library services will be an important part of the evaluation of bids from community groups and in any subsequent service descriptions. • The council would seek to develop service descriptions for community run libraries to ensure equality of access to library service - this will be a requirement of the agreement with the council.
Potential Positive Impacts	The preferred option will retain: • Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14. • The libraries that had 93% of all the People's Network computer sessions used in 2013/4. • A good geographical coverage across the city, with city council managed libraries in the city centre, two on the west, one in the north and two on the east of the city. • Libraries which are located so as to be easily accessible by foot, on public transport and by car. • Libraries which will enable 99% of households in the city to be within 1.5 miles of a city council managed library.
Responsible Service Manager	David Baldwin
Date	30th July 2015

Approved by Senior Manager	Mike Harris
Signature	
Date	30th July 2015

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions (Many of the mitigations will apply to several of the groups identified.)
Age	**Older People** 14.7% of Burgess Road active users are 60+. **85+** This age category was identified by Opinion Research Service (ORS) as being particularly affected. There were 9 responses were received from people 85+ who anticipated that they would be impacted a great deal/to some extent. **65+** 62 of the 96 responses to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' indicated they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents 65+: • 39 of 86 agree or strongly agree they would be able to reach another library using their own transport. • 36 of 84 agree or strongly agree they would be able to reach another library using public transport. • 24 of 82 agree or strongly agree they would be able to self -serve using the online library. • 17 of 84 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 13 of 58 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 19 of 89 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 29 of 84 agree or strongly agreed that they would stop using libraries if the preferred option was implemented.	Maintain current provision for the 6 libraries remaining under the management of the council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential mitigation includes:</u> Concessionary bus passes are available for all individuals over pensionable age which may mitigate the cost of additional travel costs to access libraries. Provide assistance in libraries completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Explore increasing the number of book deposits at community venues across the city.

		Improve access to online services (virtual library e.g. ebooks) and increase digital inclusion – digital literacy training needs and access to computers may be an issue for some older people. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Install new Hearing Loops in all libraries remaining in City Council control Further develop the Housebound Service to deliver materials to the least mobile older people staffed by volunteers. Explore increasing the service to sheltered homes. The amount of materials and number of establishments served could be increased.
	Young People: 33.46% of Burgess Road active users are under 19. Under 18's feedback: • 108 of 228 responses said that they would stop using libraries if the council was to close-down the library that they use. • 52 of 228 responses said they would use a school library more. • 50 of 228 responses said they would use a different library with their own transport. •25 of 228 responses said that they would use a different library with public transport. • 12 of 228 responses said that they would use the online library more. Many children from the adjacent Flowers Estate spend long periods of time each day at the library particularly during school holidays, at weekends and after school. Those who use Burgess Road Library would have greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries if this library were to close. There is a high independent use of Burgess Road Library by children and young people.	The percentage of 0-11 years old in the catchment and the percentage of school pupils up to KS2 deemed low performers, was included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for</u>

	Potentially less use by some young people and hence a potential to have an impact on educational performance. Potential reduction in access for those whose local library would not continue to be managed by Southampton City Council. Potential greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries. Potential reduction of activities for children and young people (i.e. storytimes, rhymetimes School Holiday Activities, Reading Groups). The Mobile Library currently serves 40 nurseries. The inclusion of the Mobile Library in the proposal - as a library which would no longer be managed by the council - will have an impact on the range of activities and visits to venues for pre-school children. This will reduce the library service's contribution to early years work, literacy and school attainment across the city. Comments were received from the public consultation reflecting concerns regarding local children and access to library content and services See ORS REPORT 2.28	profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries and users will need to travel further to participate in activities. Potential mitigation includes: Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council facilitate greater use by children and young people outside of school and college. Children at school will have access to a school library if one exists in the school. Access will be limited to the school day and term time only. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks, training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-

		KS3 city wide.
Disability	A potential reduction in libraries will reduce availability for all users but may have a disproportionate impact on library users who have who have or have acquired a range of disabilities. Libraries reach higher than average levels of people with a disability in Southampton including those with multiple disabilities and mental health problems. 20% of respondents from Burgess Road Library in the 2012 Library satisfaction survey (PLUS) described themselves as having a disability. Feedback from Burgess Road Library users identifying themselves as having a disability: 38 of 39 respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally? anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who identified themselves as having a disability: • 9 of 36 agree or strongly agree they would be able to reach another library using their own transport. • 10 of 36 agree or strongly agreed they would be able to reach another library using public transport. • 7 of 34 agree or strongly agreed they would be able to self -serve using the online library. • 6 of 36 agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 3 of 30 agree or strongly agreed that the housebound service could reduce the impact of the proposed changes. • 3 of 30 agree or strongly agreed that library book collections from other locations could reduce the impact of the proposed changes. • 23 of 33 agree or strongly agreed that they would stop using libraries if the preferred option was implemented.	The percentage of adults receiving adult social care in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the council and community/not for profit, run libraries. <u>Where no community organisations or not for profit organisations come forward:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential mitigation includes:</u> No generic mitigating actions have been identified regarding individual access, familiarity and barriers. However at a future stage the Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. Continue to provide assistance completing

	Access – this would include physical access and ability to travel to library buildings and access within the buildings themselves. In terms of mobility related disabilities, those whose local library would not continue to be managed by the council would have greater distance to travel and the cost of travelling may impact on their use of libraries. This may be an impact for people with or who acquire an age related disability, for other physical disabilities and learning disabilities. There may also be impacts for those who are blind or partially sighted or have mental health problems. Familiarity - with locations and staff are important factors for a number of groups of people with disabilities who rely staff for additional support. For those whose local library would not continue to be managed by Southampton City Council library there may be an impact which may affect their use of libraries. Children with disabilities: Some disabled children and their families may find that they can no longer visit the library they are used to using and there are a reduced number of libraries across the city. This may aggravate the barriers that already exist for them to access library services. Mental health: Some people may experience more isolation if they have to travel further to a library service and it requires visiting a new place which could increase anxiety and impact their use of libraries. People who are blind or partially sighted people which can often be onset in older age, may be able to travel independently to a library and access the library on a known and practiced route both externally and internally as they are familiar with the library layout but they may be adversely affected if they needed to switch their library use to a different library. The proposal that the Mobile Library would no longer be managed by the council will reduce the availability for users to an accessible library service. The vehicle has a lift enabling disabled people to access the service.	applications for a Smart Card to give concessionary bus travel including taking the photographs required. Seek to encourage participation on the courses run by libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city. Library users with sensory impairments may be more likely to utilise digital access to the Library Service. This will also include: audio and e audio materials, access and support in applying for services and benefits online in libraries e.g. Universal Credit. Development of the Housebound Service to deliver materials to disabled people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. <u>In council managed provision</u>: The council would seek to explore the development of investments in technologies which could include facilities to develop Video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Explore new Hearing Loops in all libraries remaining in council control.

Gender Reassignment	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Encourage participation on the in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Other mitigations from sections above may also apply<u>.</u>
Marriage and Civil Partnership	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for</u>

		profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified: The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Other mitigations from sections above may also apply.
Pregnancy and Maternity	Although there is no monitoring of diversity of registered library users in this area of diversity, it is recognised that pregnant women may find access to libraries more difficult in later stages of pregnancy and mothers are often responsible for looking after babies and young children. This could make access more difficult especially if mothers are lone parents and experience economic or social deprivation. No specific difficulties were highlighted in responses to the public consultation. At a	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified:

	number of comments were received in respect the importance of introducing children to books from a young age, and a number of childcare and early years providers expressed concerns about the negative impact of the Mobile Library no longer operating. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their learning and development.	For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Other mitigations from sections above may also apply.
Race	A potential reduction in libraries will reduce availability for all users. Some areas of the city have higher proportions of residents from Black and Minority Ethnic communities (BME). This means the location of a library service could have a greater impact on this group. 23% of Burgess Road customers who responded to the question about ethnicity in 2012 Library Satisfaction Survey(PLUS) identified themselves as being from BME communities 33 of 36 responses from BME respondents to this question 'If the council's preferred option for library services was implemented,	The percentage of BME residents in catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The needs assessment has taken into account people from BME communities. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers.

	to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact whether they could use a listed range of alternatives. Respondents could tick multiple options: Of responses from respondents who identified themselves as BME: •16 of 34 agree or strongly agree they would be able to reach another library using their own transport. • 17 of 34 agree or strongly agree they would be able to reach another library using public transport. • 12 of 32 from respondents who use Burgess Road agree or strongly agree they would be able to self -serve using the online library. • 5 of 28 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 7 of 27 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 7 of 34 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 19 of 33 agree or strongly agreed that they would stop using libraries if the preferred option was implemented.	<u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Religion or Belief	There are no specific impacts anticipated for this category and none identified from the public consultation There is no monitoring of diversity of registered library users in this area of diversity. It is however recognised that for a number of faith groups and communities, libraries are regarded as safe places for women and	Council managed provision will continue to provide safe places. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers.

	children. A reduction in the number of libraries of libraries which would continue to be managed by Southampton City Council would reduce the availability of these safe venues across the city.	Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. This will include safe places. Where community organisations or not for profit organisations are not identified: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sex	A reduction in libraries will reduce availability for all users but may have a disproportionate impact on females as more females than males are active users (57%	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage.

	Female 43% Male). Responses to the question, 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' 188 of the 206 responses from female respondents, and 90 of the 97 from male respondents anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses: • 95 of 200 female and 47 of 93 male responses agree or strongly agree they would be able to reach another library using their own transport. • 83 of 194 female and 42 of 92 male responses agree or strongly agree they would be able to reach another library using public transport. • 59 of 144 female and 36 of 72 male responses agree or strongly agree they would be able to self -serve using the online library. • 51 of 195 female and 28 of 89 male responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 36 of 156 female and 16 of 73 male responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 44 of 169 female and 18 of 88 male responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 84 of 192 female and 33 of 92 male responses agree or strongly agree that they would stop using libraries if the preferred option was implemented. When other factors are also taken into consideration such as caring responsibilities, dependent children, socio-economic disadvantage and ageing this is believed to be an area for consideration because: Women are more likely to be carers either of children or of adults and to be responsible for accompanying children or the person they care for to the library. If	This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions The council would seek to explore continuing running activities in its managed libraries and to develop service descriptions in community/not for profit, run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although the predominant activity of both genders is to borrow books, men are more likely than women to use the library solely for computer use, so the development of the virtual library services could have a positive effect for men and help to improve access to library services. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Southampton City Council would seek to explore continuing running activities in the

	they need to transfer their library use to a different library to the one currently used this could present difficulties in terms of travel and access and costs. Lone parents are more likely to be women and if they are experiencing socio-economic deprivation this could aggravate their ability to pay for public transport and access library services. Libraries may be an important source of reading for children from poorer families. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their leaning and development.	council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sexual Orientation	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of users would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close.

		The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Other mitigations from sections above may also apply.

Other Significant Impacts

Community Safety	Libraries offer a place where people who might otherwise fall into anti-social behaviour can use their time productively. A number of libraries are located in priority communities where levels of anti-social behaviour are high in places. The reduced availability will limit the ability of the service to act as a diversion in this way. A high proportion of the children who use Burgess Road Library in the evenings. Libraries are registered and identified as Safe Places as part of a citywide scheme where businesses and services identify themselves as Safe Places and staff will offer additional support to vulnerable people who require assistance. A reduction in the number of libraries managed by the council may reduce the availability of Safe Places in specific areas.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: The issue of safety could be addressed in the service description for the community libraries. Where community organisations or not for profit organisations are not identified If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close.

	Unoccupied buildings will be a focus for anti-social behaviour.	Potential Mitigation Work with the Southampton Safe City Partnership on potential community safety issues.
Poverty	Southampton ranked 81st most deprived local authorities. There are 9 Lower super output areas (LSOA) in Southampton which are in the 10% most deprived in country. **Unemployed People** Responses from unemployed respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' 10 of 11 responses from unemployed people overall to this question anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses from respondents identifying themselves as unemployed: •3 of 10 agree or strongly agree they would be able to reach another library using their own transport. •3 of 10 agree or strongly agreed they would be able to reach another library using public transport. •2 of 8 agree or strongly agree they would be able to self -serve using the online library. •2 of 8 agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. •3 of 9 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •1 of 6 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. •4 of 10 agree or strongly agree that they would stop using libraries if the preferred option was implemented. The location of library services is acute for this group of people as the cost of travelling to another library could be a barrier to accessing the service. Libraries are mainly a free service and any reduction in their availability is likely to be	The Index of Multiple of Multiple Deprivation (IMD) has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The peoples network computers are part of the Community Package for community independent libraries. Where community organisations or not for profit organisations are not identified: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although under the proposed option 99% of households in Southampton will be within 1.5 miles of a library. Potential Mitigation includes: The mitigation offered by better access to online services may be reduced for people on low income –digital literacy training needs and access to computers may be an issue for many people on low income and is reflected by the high use made of library public access computers and the demand for help and support from library staff to fill in on line

	more keenly felt by people on low income. In particular, libraries offer a place where children can spend their time at no cost to their parents. The loss of free internet access may disproportionately impact on people with low incomes. The availability of free books and internet access is of greater importance when income levels are low. The proposed model would reduce the number of access points to books and free internet access in areas across the city including areas of deprivation. This will impact all library users but would have a disproportionate impact on people with low income and reduce access to learning, support, online access for job applications and other benefit applications.	applications. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that at least the number of 'People's Network' sessions across the service do not decrease.
Educational Attainment	**Schools and Nurseries:** In addition to the impact a reduction in the number of libraries managed by the council may have on individual children, there may be a corresponding impact on schools and nurseries in these areas. This would relate to the local availability of materials and computers to support and supplement learning outside of school, school and nursery visits, library membership initiatives. Though many schools have school libraries these are often particularly in Primary schools small in size and all are only available during term times and school hours. **Full-time education:** 21 of 23 responses from respondents in full-time education, to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents in full time education or in training:	The percentage of 0-11 years old in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The percentage of school pupils up to KS2 deemed low performers has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue

	• 9 of 23 agree or strongly agree they would be able to reach another library using their own transport. • 11 of 23 agree or strongly agree they would be able to reach another library using public transport. • 6 of 22 agree or strongly agree they would be able to self -serve using the online library •6 of 21 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks •3 of 18 agree or strongly agree that the housebound service could reduce the impact of the proposed changes •7 of 21 s agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes •10 of 23 agree or strongly agree that they would stop using libraries if the preferred option was implemented. The proposed model would reduce the number of access points to books and free internet access in areas across the city (including areas of deprivation). This may have impact on some residents in full-time education and training.	some type of provision from these buildings then they will close. <u>Potential Mitigations could include</u>: Library Opening Hours: consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council to facilitate greater use by children and young people outside of school and college. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 City wide. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a

		potential reduction in libraries would have on these identified groups.
Digital Access/Digital Inclusion	While the internet has great potential to help tackle social exclusion those who could benefit the most from being online are currently among the least likely to be connected. A fifth of UK households do not have internet services. This rises to more than a third of households in the lowest socio-economic groups and to nearly 70% of households with people aged over 75. However locally Southampton has higher than national levels of IT access with 88% of the population using the internet at least once a week. The shift to digital forms of interaction- channel shift or digital first- has presented particular challenges for people who are online. The library service is the largest, busiest provider of free public computer access in the city. The proposed model of 3 core libraries and 3 district libraries would considerably reduce the number of access points to free internet access, advice and support from library staff across the city including areas of deprivation in the city. This will impact all library users but would have a disproportionate impact on people with low digital literacy skills, low income and reduce access to learning, support, online access for job applications and other benefit applications.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The community package includes provision of the people's network computers. <u>Where community organisations or not for profit organisations are not identified:</u> If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. <u>Potential Mitigations include:</u> Increasing digital inclusion will be a key focus for the service in the future. Programmes will be developed which will reach out to people citywide. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city.
People with dependent children	118 of 124 responses from respondents with dependent children- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit</u>

	Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents with dependent children: • 55 of 120 agree or strongly agree they would be able to reach another library using their own transport • 52 of 118 agree or strongly agreed they would be able to reach another library using public transport. • 49 of 113 agree or strongly agree they would be able to self -serve using the online library. • 38 of 115 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks • 23 of 95 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 24 of 106 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 56 of 118 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Mitigations cited previously for children under 18 would be appropriate for this identified group
Carers	75 of 89 responses from respondents who are carers- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are carers: • 37 of 85 agree or strongly agreed they would be able to reach another library using their own transport. • 34 of 83 agree or strongly agreed they would be able to reach another library using public transport. • 25 of 85 agree or strongly agree they would be able to self -serve using the online library. • 17 of 83 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 14 of 66 agree or strongly agree that the housebound service could reduce the	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction

	impact of the proposed changes. • 14 of 75 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 35 of 86 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	in access to locally based libraries. Potential Mitigations include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply
Looking after the home or family	36 of 39 responses from respondents who are looking after the home or family to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are looking after the home or family: •21 of 40 agree or strongly agree they would be able to reach another library using their own transport. •16 of 36 agree or strongly agree they would be able to reach another library using public transport. •16 of 37 agree or strongly agree they would be able to self -serve using the online library. •7 of 37 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. •3 of 26 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 4 of 33 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. •16 of 37 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.

Co-dependent Groups / Organisations	Feedback from community groups, charities, businesses and schools raised concerns about closure, issues relating to access to services (i.e Quitters) and impacts on young people. See Opinion Research Service Report Figure 80 and 107.	

Equality and Safety Impact Assessment
Cobbett Road Library

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

This ESIA includes the results from the 2015 Pubic Consultation, however these need to be read in conjunction with the ESIAs which accompanied the November 2014 cabinet report as these outline the data gained from the Needs Assessment process.

Name or Brief Description of Proposal	**Library Transformation Project:** Cobbett Road Library Southampton City Council currently provides a public library service delivered via 11 branch libraries, 1 Mobile Library and a Housebound Service to individual homes for people unable to visit a library. The service also deposits collections via a Homes Service to sheltered accommodation. In 2014, the Library Transformation Project was set up with the aim to transform Southampton's Library Service into a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable which meets the changing needs of the Southampton community. The project has undertaken a needs assessment (Appendix 2 of the Cabinet papers from 18/11/2014, Item 45) which considered use and provision across the city. The findings have been used, alongside local demographic data and library user information to determine a range of proposals for future provision. A major public consultation was undertaken between 28/11/2014 and 06/03/2015. A summary is available in the Cabinet papers for August 2015. It gathered views on: • The future focus for the library service and the priorities contained within. • The decision to continue to provide a library service from six Southampton City Council managed libraries plus the online virtual library and the School Library Service. • The proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties. • The council ceasing to lease/licence the properties in which Thornhill and Millbrook Libraries are located. • Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent

	library provision within a new unit being provided in the area. • Ceasing the Mobile Library service. • Any alternatives or expressions of interest offered up by consultees. The council's preferred option is to retain six council operated libraries (Central, Shirley, Bitterne, Woolston, Lordshill and Portswood) in the city. Also to seek to encourage community led/not for profit initiatives in those buildings that the council owns or leases but will cease to provide a service from (Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road) and cease to provide the Mobile Library. This Equality and Safety Impact Assessment is for Cobbett Road Library.
Brief Service Profile	Cobbett Road Library is a busy mid-sized library located on the edge of Bitterne Park. Cobbett Road Library is a good sized building, with space and excellent potential with some capital investment. It houses a mid-sized collection, good sized children's space and a bank of computers in the children's library while additional computers are available in the adult library space. It provides free and universal access to books, information, the Internet and informal learning. The library provides support for families and individuals through reading and training programmes and by promoting life skills, readiness for economic activity a digital literacy and well-being. Cobbett Road Library has a popular meeting room used daily by a range of groups and agencies. A wide range of organisations and agencies also offer training and advice sessions from the library. Cobbett Road Library also has an active Friends of Cobbett Road Library group. • The library is currently open for 26 hours per week (Mon 10-7, Weds 10-7, Fri 10-5, Sat 10-1). • Visitor figures for 2013-2014 were 47,665. • 1584 active users (people who had used a library at least once in the twelve month period). • 980 regular users (people who had used a library six times or more in the twelve months period). • Cobbett Road Library had 225 regular users, using only one library. • 37.1% of Cobbett Road active users are under 19. • 17.6% of Cobbett Road active users are 60+. • 2% of Cobbett Road customers who responded to the question about ethnicity in 2012 Library Satisfaction Survey (PLUS) identified themselves as being from BME communities. • 17% of respondents from Cobbett Road Library in the 2012 Library satisfaction survey (PLUS) described themselves as having a disability.
Summary of Impact and Issues	Under the preferred proposal, there is no planned change in current provision for the 6 libraries remaining under the management of the council. However, the future outcomes for each of the following libraries is unknown. The council will seek to encourage community led/not for profit initiatives in those buildings that the city council owns or leases but will cease to provide a service from Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road and cease to provide the Mobile Library. If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Mobile Library will cease to provide a service as this will not be offered for community use. The following impacts and issues have been identified, and also reflect findings from the public consultation: Providing a library service from six Southampton City Council managed

	libraries: • Reduced physical coverage of the council managed service in local areas including those of deprivation across the city. • A reduced capacity within the council managed service to be able to play a role in supporting those with a literacy or digital literacy need. • The exclusion of the Mobile Library from this option loses the role it might play to mitigate the impact of any closures or changes to services resulting from community management. The potential impact if the library service ceased to be provided in the proposed libraries: • Increased footfall/demand on remaining provision. • Potentially reduced number of 'People's Network' points (delivering internet access and internet based services) however it is proposed that these would be relocated to retained libraries if there were no community lead initiatives. • Increased travel time and cost to reach a library from some parts of the city. • Potentially less use by some young people and hence the potential to have an impact on educational performance. • Fewer venues means fewer places where people can get information and less space to promote events and activities in libraries. • Some impact on those organisations dependent on, or provide access from libraries (i.e. City Limits, Quitters, nurseries and schools). Feedback from the public consultation included concerns that any reduction in the number of libraries may impact on specific populations and groups, disadvantage some deprived communities, reduce the number of community focal points and increase the sense of isolation for people. Concerns were also raised regarding the ability of remaining libraries to cope with the increased demand for services placed upon them, the ability of volunteers to maintain libraries and the level of priority being placed on digital services and content. Feedback from the public consultation, on the personal impact of the council's preferred option on respondents is as follows: • 18% (898 of 5016) anticipated they would be impacted a great deal. • 26% anticipated they would be impacted to some extent. • 32% anticipated not very much personal impact. • 24% of respondents anticipated no impact at all. Of the respondents, some groups were significantly more likely to have anticipated a great deal/some extent of personal impact. These included: - Regular library service users - Respondents aged 25-34 or 85+ - Those in full-time education, unemployed or training - Those permanently sick or disabled - Those looking after the home - Those with dependent children - Those with a disability - Those who are carers - Those from Black and Minority Ethnic communities. Of the respondents who anticipated some level of personal impact, 24% (783 respondents) agreed that they would have to stop using libraries.

	It is important to note that a significant number of these respondents were also users of other non-affected libraries in the city and also felt that they might be able to travel to another library using the bus or their own transport or use the online web based service. More details of these figures can be found in Appendix 1. A total of 72 individuals, who identified Cobbett Road as their most used library, said they will have to stop using libraries. For libraries which would not remain under the management of Southampton City Council: • The council will seek to secure management of libraries by community groups or not for profit organisations. • Equality of access to library services will be an important part of the evaluation of bids from community groups and in any subsequent service descriptions. • The council would seek to develop service descriptions for community run libraries to ensure equality of access to library service - this will be a requirement of the agreement with the council.
Potential Positive Impacts	The preferred option will retain: • Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14. • The libraries that had 93% of all the People's Network computer sessions used in 2013/4. • A good geographical coverage across the city, with city council managed libraries in the city centre, two on the west, one in the north and two on the east of the city. • Libraries which are located so as to be easily accessible by foot, on public transport and by car. • Libraries which will enable 99% of households in the city to be within 1.5 miles of a city council managed library.
Responsible Service Manager	David Baldwin
Date	30th July 2015

Approved by Senior Manager	Mike Harris
Signature	
Date	30th July 2015

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
Age	**Older People** 17.6% of Cobbett Road active users are 60+. **85+** This age category was identified by Opinion Research Service (ORS) as being particularly affected. There were 2 responses were received from people 85+ who anticipated that they would be impacted a great deal/to some extent. **65+** 43 of the 45 responses to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' indicated they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents 65+: • 23 of 40 agree or strongly agree they would be able to reach another library using their own transport. • 19 of 36 agree or strongly agree they would be able to reach another library using public transport. • 10 of 39 agree or strongly agree they would be able to self -serve using the online library. • 5 of 31 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 4 of 38 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 6 of 40 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 14 of 39 agree or strongly agreed that they would stop using libraries if the preferred option was implemented.	Maintain current provision for the 6 libraries remaining under the management of the council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential mitigation includes:</u> Concessionary bus passes are available for all individuals over pensionable age which may mitigate the cost of additional travel costs to access libraries. Provide assistance in libraries completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Explore increasing the number of book deposits at community venues across the city. Improve access to online services (virtual library e.g. ebooks) and increase digital inclusion – digital literacy training needs and access to computers may be an issue for

		some older people. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Install new Hearing Loops in all libraries remaining in City Council control Further develop the Housebound Service to deliver materials to the least mobile older people staffed by volunteers. Explore increasing the service to sheltered homes. The amount of materials and number of establishments served could be increased.
	Young People: 37.1% of Cobbett Road Library active users are under 19. Under 18's feedback: • 47 of 108 responses said that they would stop using libraries if the council was to close-down the library that they use. • 22 of 108 responses said they would use a school library more. • 36 of 108 responses said they would use a different library with their own transport. • 11 of 108 responses said that they would use a different library with public transport. • 8 of 108 responses said that they would use the online library more. Responses to the public consultation confirmed the proposal that if Cobbett Road Library would no longer be managed by SCC may also have a greater impact on children whose ability to access libraries is limited by attendance at school and college to after school/ weekends in term time. Those who use Cobbett Road Library would have greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries, if this library were to close. Potentially less use by some young people	The percentage of 0-11 years old in the catchment and the percentage of school pupils up to KS2 deemed low performers, was included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or

	and hence a potential to have an impact on educational performance. Potential reduction in access for those whose local library would not continue to be managed by Southampton City Council. Potential reduction of activities for children and young people (i.e. storytimes, rhymetimes School Holiday Activities, Reading Groups). The Mobile Library currently serves 40 nurseries. The inclusion of the Mobile Library in the proposal - as a library which would no longer be managed by the council - will have an impact on the range of activities and visits to venues for pre-school children. This will reduce the library service's contribution to early years work, literacy and school attainment across the city. Comments were received from the public consultation reflecting concerns regarding local children and access to library resources and services See ORS REPORT Fig 73 & Fig 108	not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries and users will need to travel further to participate in activities. <u>Potential mitigation includes</u>: Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council facilitate greater use by children and young people outside of school and college. Children at school will have access to a school library if one exists in the school. Access will be limited to the school day and term time only. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks, training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 city wide.

Disability	A potential reduction in libraries will reduce availability for all users but may have a disproportionate impact on library users who have who have or have acquired a range of disabilities. Libraries reach higher than average levels of people with a disability in Southampton including those with multiple disabilities and mental health problems. 17% of respondents from Cobbett Road Library in the 2012 Library Satisfaction Survey described themselves as having a disability. Feedback from Cobbett Road Library users identifying themselves as having a disability: 15 of 15 respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally? anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who identified themselves as having a disability: • 5 of 14 agree or strongly agree they would be able to reach another library using their own transport. • 8 of 14 agree or strongly agreed they would be able to reach another library using public transport. • 6 of 15 agree or strongly agreed they would be able to self -serve using the online library. • 4 of 14 agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 2 of 12 agree or strongly agreed that the housebound service could reduce the impact of the proposed changes. • 2 of 12 agree or strongly agreed that library book collections from other locations could reduce the impact of the proposed changes. • 7 of 13 agree or strongly agreed that they would stop using libraries if the preferred option was implemented. Access – this would include physical access and ability to travel to library buildings and access within the buildings themselves. In terms of mobility related disabilities, those whose local library would not continue to be managed by the council would have greater distance to travel and the cost of travelling	The percentage of adults receiving adult social care in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the council and community/not for profit, run libraries. <u>Where no community organisations or not for profit organisations come forward:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential mitigation includes:</u> No generic mitigating actions have been identified regarding individual access, familiarity and barriers. However at a future stage the Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. Continue to provide assistance completing applications for a Smart Card to give

	may impact on their use of libraries. This may be an impact for people with or who acquire an age related disability, for other physical disabilities and learning disabilities. There may also be impacts for those who are blind or partially sighted or have mental health problems. Familiarity - with locations and staff are important factors for a number of groups of people with disabilities who rely staff for additional support. For those whose local library would not continue to be managed by Southampton City Council library there may be an impact which may affect their use of libraries. Children with disabilities: Some disabled children and their families may find that they can no longer visit the library they are used to using and there are a reduced number of libraries across the city. This may aggravate the barriers that already exist for them to access library services. Mental health: Some people may experience more isolation if they have to travel further to a library service and it requires visiting a new place which could increase anxiety and impact their use of libraries. People who are blind or partially sighted people which can often be onset in older age, may be able to travel independently to a library and access the library on a known and practiced route both externally and internally as they are familiar with the library layout but they may be adversely affected if they needed to switch their library use to a different library. The proposal that the Mobile Library would no longer be managed by the council will reduce the availability for users to an accessible library service. The vehicle has a lift enabling disabled people to access the service.	concessionary bus travel including taking the photographs required. Seek to encourage participation on the courses run by libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city. Library users with sensory impairments may be more likely to utilise digital access to the Library Service. This will also include: audio and e audio materials, access and support in applying for services and benefits online in libraries e.g. Universal Credit. Development of the Housebound Service to deliver materials to disabled people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. <u>In council managed provision</u>: The council would seek to explore the development of investments in technologies which could include facilities to develop Video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Explore new Hearing Loops in all libraries remaining in council control.
Gender Reassignment	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be

		an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are not identified: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. Potential mitigation includes: The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Encourage participation on the in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Other mitigations from sections above may also apply.
Marriage and Civil Partnership	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified:

		The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Other mitigations from sections above may also apply.
Pregnancy and Maternity	Although there is no monitoring of diversity of registered library users in this area of diversity, it is recognised that pregnant women may find access to libraries more difficult in later stages of pregnancy and mothers are often responsible for looking after babies and young children. This could make access more difficult especially if mothers are lone parents and experience economic or social deprivation. No specific difficulties were highlighted in responses to the public consultation. At a number of comments were received in respect the importance of introducing children to books from a young age, and a number of childcare and early years providers expressed concerns about the negative impact of the Mobile Library no longer operating. Activities for pre-school children in the form	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential

	of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their learning and development.	mitigations. Potential mitigation includes: Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Other mitigations from sections above may also apply.
Race	A potential reduction in libraries will reduce availability for all users. Some areas of the city have higher proportions of residents from Black and Minority Ethnic communities (BME). This means the location of a library service could have a greater impact on this group. 2% of respondents from Cobbett Road Library in the 2012 Library Satisfaction Survey described themselves as being from BME communities. 7 of 7 responses from BME respondents to this question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact whether they could use a listed range of alternatives. Respondents could tick multiple options: Of responses from respondents who identified themselves as BME:	The percentage of BME residents in catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The needs assessment has taken into account people from BME communities. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions.

	• 3 of 7 agree or strongly agree they would be able to reach another library using their own transport. • 3 of 7 agree or strongly agree they would be able to reach another library using public transport. • 2 of 6 agree or strongly agree they would be able to self -serve using the online library. • 2 of 6 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 3 of 7 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 0 of 5 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 4 of 5 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Religion or Belief	There are no specific impacts anticipated for this category and none identified from the public consultation There is no monitoring of diversity of registered library users in this area of diversity. It is however recognised that for a number of faith groups and communities, libraries are regarded as safe places for women and children. A reduction in the number of libraries of libraries which would continue to be managed by Southampton City Council would reduce the availability of these safe	Council managed provision will continue to provide safe places. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be

	venues across the city.	an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. This will include safe places. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sex	A reduction in libraries will reduce availability for all users but may have a disproportionate impact on females as more females than males are active users (57% Female 43% Male).	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers.

	Responses to the question, 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' 106 of the 114 responses from female respondents, and 57 of the 62 from male respondents anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses: • 61 of 107 female and 32 of 61 male responses agree or strongly agree they would be able to reach another library using their own transport. •47 of 97 female and 23 of 60 male responses agree or strongly agree they would be able to reach another library using public transport. • 43 of 96 female and 18 of 55 male responses agree or strongly agree they would be able to self -serve using the online library. • 27 of 86 female and 15 of 52 male responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 16 of 81 female and 11 of 48 male responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 27 of 91 female and 12 of 53 male responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 37 of 101 female and 27 of 62 male responses agree or strongly agree that they would stop using libraries if the preferred option was implemented. When other factors are also taken into consideration such as caring responsibilities, dependent children, socio-economic disadvantage and ageing this is believed to be an area for consideration because: Women are more likely to be carers either of children or of adults and to be responsible for accompanying children or the person they care for to the library. If they need to transfer their library use to a different library to the one currently used this could present difficulties in terms of travel and access and costs.	<u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions The council would seek to explore continuing running activities in its managed libraries and to develop service descriptions in community/not for profit, run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although the predominant activity of both genders is to borrow books, men are more likely than women to use the library solely for computer use, so the development of the virtual library services could have a positive effect for men and help to improve access to library services. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop

	Lone parents are more likely to be women and if they are experiencing socio- economic deprivation this could aggravate their ability to pay for public transport and access library services. Libraries may be an important source of reading for children from poorer families. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their leaning and development.	service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sexual Orientation	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of users would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations.

		Potential mitigation includes: The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Other mitigations from sections above may also apply.

Other Significant Impacts

Community Safety	Libraries offer a place where people who might otherwise fall into anti-social behaviour can use their time productively. A number of libraries are located in priority communities where levels of anti-social behaviour are high in places. The reduced availability will limit the ability of the service to act as a diversion in this way. Libraries are registered and identified as Safe Places as part of a citywide scheme where businesses and services identify themselves as Safe Places and staff will offer additional support to vulnerable people who require assistance. A reduction in the number of libraries managed by the council may reduce the availability of Safe Places in specific areas. Unoccupied buildings will be a focus for anti-social behaviour.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: The issue of safety could be addressed in the service description for the community libraries. Where community organisations or not for profit organisations are not identified If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. Potential Mitigation Work with the Southampton Safe City Partnership on potential community safety issues.
Poverty	Southampton ranked 81st most deprived local authorities. There are 9 Lower super output areas (LSOA) in Southampton which are in	The Index of Multiple of Multiple Deprivation (IMD) has been included as a demographic indicator in determining needs/priorities for

	the 10% most deprived in country. **Unemployed People** There were 3 responses from people who identified themselves as unemployed and who use Cobbett Road Library to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' The size of this response makes it difficult to analyse further the impact. 2 of the 3 said they would stop using libraries if the proposal is implemented. The location of library services is acute for this group of people as the cost of travelling to another library could be a barrier to accessing the service. Libraries are mainly a free service and any reduction in their availability is likely to be more keenly felt by people on low income. In particular, libraries offer a place where children can spend their time at no cost to their parents. The loss of free internet access may disproportionately impact on people with low incomes. The availability of free books and internet access is of greater importance when income levels are low. The proposed model would reduce the number of access points to books and free internet access in areas across the city including areas of deprivation. This will impact all library users but would have a disproportionate impact on people with low income and reduce access to learning, support, online access for job applications and other benefit applications.	libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The peoples network computers are part of the Community Package for community independent libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although under the proposed option 99% of households in Southampton will be within 1.5 miles of a library. <u>Potential Mitigation includes:</u> The mitigation offered by better access to online services may be reduced for people on low income –digital literacy training needs and access to computers may be an issue for many people on low income and is reflected by the high use made of library public access computers and the demand for help and support from library staff to fill in on line applications. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that at least the number of 'People's Network' sessions across the service do not decrease.

Educational Attainment	**Schools and Nurseries:** In addition to the impact a reduction in the number of libraries managed by the council may have on individual children, there may be a corresponding impact on schools and nurseries in these areas. This would relate to the local availability of materials and computers to support and supplement learning outside of school, school and nursery visits, library membership initiatives. Though many schools have school libraries these are often particularly in Primary schools small in size and all are only available during term times and school hours. **Full-time education:** There were 4 responses from people who identified themselves as being in full time education and who use Cobbett Road Library to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?'. The size of this response makes it difficult to analyse further the impact. 3 said they would stop using libraries if the proposal is implemented. The proposed model would reduce the number of access points to books and free internet access in areas across the city (including areas of deprivation). This may have impact on some residents in full-time education and training.	The percentage of 0-11 years old in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The percentage of school pupils up to KS2 deemed low performers has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential Mitigations could include</u>: Library Opening Hours: consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council to facilitate greater use by children and young people outside of school and college. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks training and advice. This service would have an important role in helping roll out the Universal Library

		membership of all Year R-KS3 City wide. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups
Digital Access/Digital Inclusion	While the internet has great potential to help tackle social exclusion those who could benefit the most from being online are currently among the least likely to be connected. A fifth of UK households do not have internet services. This rises to more than a third of households in the lowest socio-economic groups and to nearly 70% of households with people aged over 75. However locally Southampton has higher than national levels of IT access with 88% of the population using the internet at least once a week. The shift to digital forms of interaction-channel shift or digital first- has presented particular challenges for people who are online. The library service is the largest, busiest provider of free public computer access in the city.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The community package includes provision of the people's network computers.

	The proposed model of 3 core libraries and 3 district libraries would considerably reduce the number of access points to free internet access, advice and support from library staff across the city including areas of deprivation in the city. This will impact all library users but would have a disproportionate impact on people with low digital literacy skills, low income and reduce access to learning, support, online access for job applications and other benefit applications.	Where community organisations or not for profit organisations are not identified: If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Potential Mitigations include: Increasing digital inclusion will be a key focus for the service in the future. Programmes will be developed which will reach out to people citywide. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city.
People with dependent children	67 of 69 responses from respondents with dependent children- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents with dependent children: • 60 of 120 agree or strongly agreed they would be able to reach another library using their own transport. • 55 of 118 agree or strongly agreed they would be able to reach another library using public transport. • 49 of 113 agree or strongly agree they would be able to self -serve using the online library. • 38 of 115 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 11 of 44 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •18 of 62 agree or strongly agree that library book collections from other locations could	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction

	reduce the impact of the proposed changes. • 28 of 68 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	in access to locally based libraries. Potential Mitigations Mitigations cited previously for children under 18 would be appropriate for this identified group
Carers	61 of 64 responses from respondents who are carers- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are carers: • 37 of 85 agree or strongly agreed they would be able to reach another library using their own transport. • 28 of 55 agree or strongly agreed they would be able to reach another library using public transport. • 23 of 54 agree or strongly agree they would be able to self -serve using the online library. • 15 of 54 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 9 of 41 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 17 of 60 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 23 of 56 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply
Looking after the home or family	11 of 11 responses from respondents who are looking after the home or family to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers.

	Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are looking after the home or family: • 8 of 11 agree or strongly agree they would be able to reach another library using their own transport. • 7 of 9 agree or strongly agree they would be able to reach another library using public transport. • 7 of 11 agree or strongly agree they would be able to self -serve using the online library. • 2 of 10 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 2 of 8 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 2 of 10 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 5 of 11 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.
Co-dependent Groups/Organisations	There are number of groups and organisations which use Cobbett Road Library. Feedback to the consultation raised issues about the impact on health and wellbeing, as a local venue/resource and community focal point, access to advice and training and learning (including home learning), viability of community led models, future of the building. See Opinion Research Service Report Figure 73 and 82.	

This page is intentionally left blank

Equality and Safety Impact Assessment
Millbrook Library

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

This ESIA includes the results from the 2015 Pubic Consultation, however these need to be read in conjunction with the ESIAs which accompanied the November 2014 cabinet report as these outline the data gained from the Needs Assessment process.

Name or Brief Description of Proposal	**Library Transformation Project:** Millbrook Library Southampton City Council currently provides a public library service delivered via 11 branch libraries, 1 Mobile Library and a Housebound Service to individual homes for people unable to visit a library. The service also deposits collections via a Homes Service to sheltered accommodation. In 2014, the Library Transformation Project was set up with the aim to transform Southampton's Library Service into a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable which meets the changing needs of the Southampton community. The project has undertaken a needs assessment (Appendix 2 of the Cabinet papers from 18/11/2014, Item 45) which considered use and provision across the city. The findings have been used, alongside local demographic data and library user information to determine a range of proposals for future provision. A major public consultation was undertaken between 28/11/2014 and 06/03/2015. A summary is available in the Cabinet papers for August 2015. It gathered views on: • The future focus for the library service and the priorities contained within. • The decision to continue to provide a library service from six Southampton City Council managed libraries plus the online virtual library and the School Library Service. • The proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties. • The council ceasing to lease/licence the properties in which Thornhill and Millbrook Libraries are located. • Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent

	library provision within a new unit being provided in the area. • Ceasing the Mobile Library service. • Any alternatives or expressions of interest offered up by consultees. The council's preferred option is to retain six council operated libraries (Central, Shirley, Bitterne, Woolston, Lordshill and Portswood) in the city. Also to seek to encourage community led/not for profit initiatives in those buildings that the council owns or leases but will cease to provide a service from (Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road) and cease to provide the Mobile Library. This Equality and Safety Impact Assessment is for Millbrook Library.
Brief Service Profile	Millbrook Library is a small community library located in a shop unit in Kendall Avenue. It has good access and facilities for a small library. It has a small targeted collection of materials and has three public access computers. The library is operated by paid staff and volunteers – there is limited support from volunteers. Millbrook Library provides free and universal access to books, information, the Internet and informal learning. There is a weekly rhymetime with the local Sure Start librarian. The library also offers Summer and holiday activities and is a local pick up point for requested books. • The library is currently open for 12 hours per week (Mon 2-4, Tues 10-12noon, Weds 2-4, Thurs 2-4, Fri 2-4, Sat 10-12noon). • Visitor figures for 2013-2014 were 1662. • 256 active users (people who had used a library at least once in the twelve month period active users. • 142 regular users (people who had used a library six times or more in the twelve months period). • Millbrook had 33 regular users, using only one library. • 65.3% of Millbrook Library active users are under 19. • 7.3% of Millbrook Library active users are 60+. • 13.3% of Millbrook Library customers who responded to the question about ethnicity in 2012 Library Satisfaction Survey (PLUS) identified themselves as being from BME communities. • 36% of respondents from Millbrook Library in the 2012 Library satisfaction survey (PLUS) described themselves as having a disability.
Summary of Impact and Issues	Under the preferred proposal, there is no planned change in current provision for the 6 libraries remaining under the management of the council. However, the future outcomes for each of the following libraries is unknown. The council will seek to encourage community led/not for profit initiatives in those buildings that the city council owns or leases but will cease to provide a service from Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road and cease to provide the Mobile Library. If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Mobile Library will cease to provide a service as this will not be offered for community use. The following impacts and issues have been identified, and also reflect findings from the public consultation: Providing a library service from six Southampton City Council managed libraries: • Reduced physical coverage of the council managed service in local areas including those of deprivation across the city. • A reduced capacity within the council managed service to be able to play a role in supporting those with a literacy or digital literacy need. • The exclusion of the Mobile Library from this option loses the role it might play to mitigate the impact of any closures or changes to services resulting from community management.

	The potential impact if the library service ceased to be provided in the proposed libraries: • Increased footfall/demand on remaining provision. • Potentially reduced number of 'People's Network' points (delivering internet access and internet based services) however it is proposed that these would be relocated to retained libraries if there were no community lead initiatives. • Increased travel time and cost to reach a library from some parts of the city. • Potentially less use by some young people and hence the potential to have an impact on educational performance. • Fewer venues means fewer places where people can get information and less space to promote events and activities in libraries. • Some impact on those organisations dependent on, or provide access from libraries (i.e. City Limits, Quitters, nurseries and schools). Feedback from the public consultation included concerns that any reduction in the number of libraries may impact on specific populations and groups, disadvantage some deprived communities, reduce the number of community focal points and increase the sense of isolation for people. Concerns were also raised regarding the ability of remaining libraries to cope with the increased demand for services placed upon them, the ability of volunteers to maintain libraries and the level of priority being placed on digital services and content. Feedback from the public consultation, on the personal impact of the council's preferred option on respondents is as follows: • 18% (898 of 5016) anticipated they would be impacted a great deal. • 26% anticipated they would be impacted to some extent. • 32% anticipated not very much personal impact. • 24% of respondents anticipated no impact at all. Of the respondents, some groups were significantly more likely to have anticipated a great deal/some extent of personal impact. These included: - Regular library service users - Respondents aged 25-34 or 85+ - Those in full-time education, unemployed or training - Those permanently sick or disabled - Those looking after the home - Those with dependent children - Those with a disability - Those who are carers - Those from Black and Minority Ethnic communities. Of the respondents who anticipated some level of personal impact, 24% (783 respondents) agreed that they would have to stop using libraries. It is important to note that a significant number of these respondents were also users of other non-affected libraries in the city and also felt that they might be able to travel to another library using the bus or their own transport or use the online web based service. More details of these figures can be found in Appendix 1. A total of 7 individuals, who identified Millbrook as their most used library, said they will have to stop using libraries.

	For libraries which would not remain under the management of Southampton City Council: • The council will seek to secure management of libraries by community groups or not for profit organisations. • Equality of access to library services will be an important part of the evaluation of bids from community groups and in any subsequent service descriptions. • The council would seek to develop service descriptions for community run libraries to ensure equality of access to library service - this will be a requirement of the agreement with the council.
Potential Positive Impacts	The preferred option will retain: • Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14. • The libraries that had 93% of all the People's Network computer sessions used in 2013/4. • A good geographical coverage across the city, with city council managed libraries in the city centre, two on the west, one in the north and two on the east of the city. • Libraries which are located so as to be easily accessible by foot, on public transport and by car. • Libraries which will enable 99% of households in the city to be within 1.5 miles of a city council managed library.
Responsible Service Manager	David Baldwin
Date	30th July 2015

Approved by Senior Manager	Mike Harris
Signature	
Date	30th July 2015

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions (Many of the mitigating actions will apply to several of the groups identified.)
Age	**Older People** 7.3 % of Millbrook Library Active Users are 60+. There were no responses from 85+ and 2 responses from 65+, to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally? anticipated that they would be impacted a great deal/to some extent. The size of this response makes it difficult to analyse further the impact. One of the two would stop using libraries if the proposal was implemented.	Maintain current provision for the 6 libraries remaining under the management of the council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential mitigation includes:</u> Concessionary bus passes are available for all individuals over pensionable age which may mitigate the cost of additional travel costs to access libraries. Provide assistance in libraries completing applications for a Smart Card to give concessionary bus travel including taking the photographs required.

		Explore increasing the number of book deposits at community venues across the city. Improve access to online services (virtual library e.g. ebooks) and increase digital inclusion – digital literacy training needs and access to computers may be an issue for some older people. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Install new Hearing Loops in all libraries remaining in City Council control Further develop the Housebound Service to deliver materials to the least mobile older people staffed by volunteers. Explore increasing the service to sheltered homes. The amount of materials and number of establishments served could be increased.
	Young People: 65.3% of Millbrook Library active users are under 19. Responses from respondents under 18: • 12 of 61 responses said that they would stop using libraries if the council was to close-down the library that they use. • 20 of 61 responses said they would use a school library more. • 11 of 61 responses said they would use a different library with their own transport. • 11 of 61 responses said that they would use a different library with public transport. • 10 of 61 responses said that they would use the online library more. Responses to the public consultation confirmed the proposal that if Millbrook Library would no longer be managed by SCC may also have a greater impact on children whose ability to access libraries is limited by attendance at school and college to after school/ weekends in term time. Potentially less use by some young people and hence a potential to have an impact on	The percentage of 0-11 years old in the catchment and the percentage of school pupils up to KS2 deemed low performers, was included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions.

	educational performance. Potential reduction in access for those whose local library would not continue to be managed by Southampton City Council. Those who use Millbrook Library would have greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries if this library were to close. There is a high independent use of Millbrook Library by children and young people. Potential reduction of activities for children and young people (i.e. storytimes, rhymetimes School Holiday Activities, Reading Groups). The Mobile Library currently serves 40 nurseries. The inclusion of the Mobile Library in the proposal - as a library which would no longer be managed by the council - will have an impact on the range of activities and visits to venues for pre-school children. This will reduce the library service's contribution to early years work, literacy and school attainment across the city.	Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries and users will need to travel further to participate in activities. <u>Potential mitigation includes</u>: Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council facilitate greater use by children and young people outside of school and college. Children at school will have access to a school library if one exists in the school. Access will be limited to the school day and term time only.

		School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks, training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 city wide.
Disability	A potential reduction in libraries will reduce availability for all users but may have a disproportionate impact on library users who have who have or have acquired a range of disabilities. Libraries reach higher than average levels of people with a disability in Southampton including those with multiple disabilities and mental health problems. There were no responses from people who identified themselves as having a disability and who use Millbrook Library to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?'. Access – this would include physical access and ability to travel to library buildings and access within the buildings themselves. In terms of mobility related disabilities, those whose local library would not continue to be managed by the council would have greater distance to travel and the cost of travelling may impact on their use of libraries. This may be an impact for people with or who acquire an age related disability, for other physical disabilities and learning disabilities. There may also be impacts for those who are blind or partially sighted or have mental health problems. Familiarity - with locations and staff are important factors for a number of groups of people with disabilities who rely staff for additional support. For those whose local library would not continue to be managed by Southampton City Council library there may be an impact which may affect their use of libraries. Children with disabilities: Some disabled children and their families may find that they can no longer visit the library they are used to using and there are a reduced	The percentage of adults receiving adult social care in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the council and community/not for profit, run libraries. <u>Where no community organisations or not for profit organisations come forward:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential mitigation includes:</u> No generic mitigating actions have been identified regarding individual access, familiarity and barriers. However at a future stage the Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations.

	number of libraries across the city. This may aggravate the barriers that already exist for them to access library services. Mental health: Some people may experience more isolation if they have to travel further to a library service and it requires visiting a new place which could increase anxiety and impact their use of libraries. People who are blind or partially sighted people which can often be onset in older age, may be able to travel independently to a library and access the library on a known and practiced route both externally and internally as they are familiar with the library layout but they may be adversely affected if they needed to switch their library use to a different library. The proposal that the Mobile Library would no longer be managed by the council will reduce the availability for users to an accessible library service. The vehicle has a lift enabling disabled people to access the service.	Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. Continue to provide assistance completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Seek to encourage participation on the courses run by libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city. Library users with sensory impairments may be more likely to utilise digital access to the Library Service. This will also include: audio and e audio materials, access and support in applying for services and benefits online in libraries e.g. Universal Credit. Development of the Housebound Service to deliver materials to disabled people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. <u>In council managed provision</u>: The council would seek to explore the development of investments in technologies which could include facilities to develop Video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Explore new Hearing Loops in all libraries remaining in council control.

Gender Reassignment	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Encourage participation on the in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Other mitigations from sections above may also apply<u>.</u>
Marriage and Civil Partnership	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the

	characteristic.	Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified: The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Other mitigations from sections above may also apply.
Pregnancy and Maternity	Although there is no monitoring of diversity of registered library users in this area of diversity, it is recognised that pregnant women may find access to libraries more difficult in later stages of pregnancy and mothers are often responsible for looking after babies and young children. This could make access more difficult especially if mothers are lone parents and experience economic or social deprivation.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be

	No specific difficulties were highlighted in responses to the public consultation. At a number of comments were received in respect the importance of introducing children to books from a young age, and a number of childcare and early years providers expressed concerns about the negative impact of the Mobile Library no longer operating. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their learning and development.	an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Other mitigations from sections above may also apply<u>.</u>
Race	A potential reduction in libraries will reduce availability for all users. Some areas of the city have higher proportions of residents from Black and Minority Ethnic communities (BME). This means the location of a library service could have a greater impact on this group. 13.3% of respondents from Millbrook Library in the 2012 Library Satisfaction	The percentage of BME residents in catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The needs assessment has taken into account people from BME communities.

	Survey described themselves as being from BME communities There was 1 response from a person who identified themselves as BME and who use Millbrook Library to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?'. The size of this response makes it difficult to analyse further the impact. This person would stop using libraries if the proposal was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and

		reserve books on line.
Religion or Belief	There are no specific impacts anticipated for this category and none identified from the public consultation There is no monitoring of diversity of registered library users in this area of diversity. It is however recognised that for a number of faith groups and communities, libraries are regarded as safe places for women and children. A reduction in the number of libraries of libraries which would continue to be managed by Southampton City Council would reduce the availability of these safe venues across the city.	Council managed provision will continue to provide safe places. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. This will include safe places. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the

		ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sex	A reduction in libraries will reduce availability for all users but may have a disproportionate impact on females as more females than males are active users (57% Female 43% Male). Responses to the question, 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?': 10 of the 10 responses from female respondents, and 6 of the 7 from male respondents anticipated that they would be impacted a great deal/to some extent. Respondents were asked to respond to a question asking if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses: • 2 of 10 female and 1 of 7 male responses agree or strongly agree they would be able to reach another library using their own transport. •3 of 10 female and 3 of 5 male responses agree or strongly agree they would be able to reach another library using public transport. • 2 of 9 female and 2 of 5 male responses agree or strongly agree they would be able to self -serve using the online library. • 1 of 10 female and 2 of 4 male responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 0 of 8 female and 1 of 4 male responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 3 of 9 female and 2 of 6 male responses	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions The council would seek to explore continuing running activities in its managed libraries and to develop service descriptions in community/not for profit, run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to

	agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 3 of 10 female and 3 of 5 male responses agree or strongly agree that they would stop using libraries if the preferred option was implemented. When other factors are also taken into consideration such as caring responsibilities, dependent children, socio-economic disadvantage and ageing this is believed to be an area for consideration because: Women are more likely to be carers either of children or of adults and to be responsible for accompanying children or the person they care for to the library. If they need to transfer their library use to a different library to the one currently used this could present difficulties in terms of travel and access and costs. Lone parents are more likely to be women and if they are experiencing socio-economic deprivation this could aggravate their ability to pay for public transport and access library services. Libraries may be an important source of reading for children from poorer families. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their leaning and development.	access libraries. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although the predominant activity of both genders is to borrow books, men are more likely than women to use the library solely for computer use, so the development of the virtual library services could have a positive effect for men and help to improve access to library services. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sexual Orientation	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions.

		Inclusion training and the provision of resources supporting the specific needs of users would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Other mitigations from sections above may also apply.

Other Significant Impacts

Community	Libraries offer a place where people who might	Southampton City Council will seek to

Safety	otherwise fall into anti-social behaviour can use their time productively. A number of libraries are located in priority communities where levels of anti-social behaviour are high in places. The reduced availability will limit the ability of the service to act as a diversion in this way. Libraries are registered and identified as Safe Places as part of a citywide scheme where businesses and services identify themselves as Safe Places and staff will offer additional support to vulnerable people who require assistance. A reduction in the number of libraries managed by the council may reduce the availability of Safe Places in specific areas. Unoccupied buildings will be a focus for anti-social behaviour.	encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> The issue of safety could be addressed in the service description for the community libraries. <u>Where community organisations or not for profit organisations are not identified</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential Mitigation</u> Work with the Southampton Safe City Partnership on potential community safety issues.
Poverty	Southampton ranked 81st most deprived local authorities. There are 9 Lower super output areas (LSOA) in Southampton which are in the 10% most deprived in country. The location of library services is acute for this group of people as the cost of travelling to another library could be a barrier to accessing the service. Libraries are mainly a free service and any reduction in their availability is likely to be more keenly felt by people on low income. In particular, libraries offer a place where children can spend their time at no cost to their parents. The loss of free internet access may disproportionately impact on people with low incomes. The availability of free books and internet access is of greater importance when income levels are low. The proposed model would reduce the number of access points to books and free internet access in areas across the city including areas of deprivation. This will impact all library users but would have a disproportionate impact on people with low income and reduce access to learning, support, online access for job applications and other benefit applications.	The Index of Multiple of Multiple Deprivation (IMD) has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The peoples network computers are part of the Community Package for community independent libraries. <u>Where community organisations or not</u>

	Unemployed People There were 2 responses from people who identified themselves as being in full time education and who use the Mobile Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact. Neither people would stop using libraries if the proposal is implemented Comments were received from the public consultation reflecting concerns regarding the loss of access to library content and services in area of social deprivation OCR REPORT,4.107	<u>for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although under the proposed option 99% of households in Southampton will be within 1.5 miles of a library. <u>Potential Mitigation includes:</u> The mitigation offered by better access to online services may be reduced for people on low income –digital literacy training needs and access to computers may be an issue for many people on low income and is reflected by the high use made of library public access computers and the demand for help and support from library staff to fill in on line applications. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that at least the number of 'People's Network' sessions across the service do not decrease.
Educational Attainment	**Schools and Nurseries:** In addition to the impact a reduction in the number of libraries managed by the council may have on individual children, there may be a corresponding impact on schools and nurseries in these areas. This would relate to the local availability of materials and computers to support and supplement learning outside of school, school and nursery visits, library membership initiatives. Though many schools have school libraries these are often particularly in Primary schools small in size and all are only available during term times and school hours. The proposed model would reduce the number of access points to books and free internet access in areas across the city (including areas of deprivation). This may have impact on	The percentage of 0-11 years old in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The percentage of school pupils up to KS2 deemed low performers has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers.

	some residents in full-time education and training. **Full Time Education** There were no responses from people who identified themselves as being in full time education and who use Millbrook Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact.	Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions Where community organisations or not for profit organisations are not identified: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. Potential Mitigations could include: Library Opening Hours: consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council to facilitate greater use by children and young people outside of school and college. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 City wide. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users.

		Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups
Digital Access/Digital Inclusion	While the internet has great potential to help tackle social exclusion those who could benefit the most from being online are currently among the least likely to be connected. A fifth of UK households do not have internet services. This rises to more than a third of households in the lowest socio-economic groups and to nearly 70% of households with people aged over 75. However locally Southampton has higher than national levels of IT access with 88% of the population using the internet at least once a week. The shift to digital forms of interaction-channel shift or digital first- has presented particular challenges for people who are online. The library service is the largest, busiest provider of free public computer access in the city. The proposed model of 3 core libraries and 3 district libraries would considerably reduce the number of access points to free internet access, advice and support from library staff across the city including areas of deprivation in the city. This will impact all library users but would have a disproportionate impact on people with low digital literacy skills, low income and reduce access to learning, support, online access for job applications and other benefit applications.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The community package includes provision of the people's network computers. <u>Where community organisations or not for profit organisations are not identified:</u> If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. <u>Potential Mitigations include:</u> Increasing digital inclusion will be a key

		focus for the service in the future. Programmes will be developed which will reach out to people citywide. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city.
People with dependent children	7 of 7 responses from respondents with dependent children- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents with dependent children: •1 of 7 agree or strongly agree they would be able to reach another library using their own transport • 1 of 5 agree or strongly agreed they would be able to reach another library using public transport. • 1 of 5 or strongly agree they would be able to self -serve using the online library. • 0 of 5 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks • 0 of 4 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •2 of 6 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 2 of 6 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential Mitigations</u> Mitigations cited previously for children under 18 would be appropriate for this identified group
Carers	There were 5 responses from people who identified themselves as carers and who use Millbrook Library to the question 'If the	Southampton City Council will seek to encourage community groups and not for profit organisations to manage

	council's preferred option for library services was implemented, to what extent would this impact on you personally?'. The size of this response makes it difficult to analyse further the impact. Two would stop using libraries if the proposal is implemented.	libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply
Looking after the home or family	Responses from respondents who are looking after the home or family who use Millbrook Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally indicated that: There were 2 responses from people who identified themselves as carers and who use the Mobile Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for

	response makes it difficult to analyse further the impact. Neither would stop using libraries if the proposal is implemented	profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.

Equality and Safety Impact Assessment
Thornhill Library

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

This ESIA includes the results from the 2015 Pubic Consultation, however these need to be read in conjunction with the ESIAs which accompanied the November 2014 cabinet report as these outline the data gained from the Needs Assessment process.

Name or Brief Description of Proposal	**Library Transformation Project:** Thornhill Library Southampton City Council currently provides a public library service delivered via 11 branch libraries, 1 Mobile Library and a Housebound Service to individual homes for people unable to visit a library. The service also deposits collections via a Homes Service to sheltered accommodation. In 2014, the Library Transformation Project was set up with the aim to transform Southampton's Library Service into a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable which meets the changing needs of the Southampton community. The project has undertaken a needs assessment (Appendix 2 of the Cabinet papers from 18/11/2014, Item 45) which considered use and provision across the city. The findings have been used, alongside local demographic data and library user information to determine a range of proposals for future provision. A major public consultation was undertaken between 28/11/2014 and 06/03/2015. A summary is available in the Cabinet papers for August 2015. It gathered views on: • The future focus for the library service and the priorities contained within. • The decision to continue to provide a library service from six Southampton City Council managed libraries plus the online virtual library and the School Library Service. • The proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties. • The council ceasing to lease/licence the properties in which Thornhill and Millbrook Libraries are located. • Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent library provision within a new unit being provided in the area.

	• Ceasing the Mobile Library service. • Any alternatives or expressions of interest offered up by consultees. The council's preferred option is to retain six council operated libraries (Central, Shirley, Bitterne, Woolston, Lordshill and Portswood) in the city. Also to seek to encourage community led/not for profit initiatives in those buildings that the council owns or leases but will cease to provide a service from (Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road) and cease to provide the Mobile Library. This Equality and Safety Impact Assessment is for Thornhill Library.
Brief Service Profile	Thornhill Library is a small community library located in a rented space in the Hinkler Community Centre a joint/multi use community building in Thornhill. Thornhill Library has good access and facilities for a small library. It has a small targeted collection of materials and has three public access computers. It also has Wi-Fi. The library is operated by paid staff and volunteers – there is limited support from volunteers. The location in the main shopping parade on Hinkler Road. The local Housing Office team also have offices within the building. The building is owned and managed by Plus You Limited. Thornhill Library provides free and universal access to books, information, the Internet and informal learning. The library provides support for families and individuals through reading and training programmes and by promoting life skills, readiness for economic activity a digital literacy and well-being. A range of services and agencies offer training and advice sessions from the library. • The library is currently open for 12 hours per week (Mon 2-4.30, Tues 9.30-12noon, Weds 2-4.30, Fri 9.30-12noon, Sat 10-12noon). • Visitor figures for 2013-2014 were 4640. • 678 active users (people who had used a library at least once in the twelve month period). • 298 regular users (people who had used a library six times or more in the twelve months period). • Thornhill had 54 regular users, using only one library. • 50.3% of Thornhill Library active users are under 19. • 6.3% of Thornhill Library active users are 60+ (the lowest overall percentage of all Southampton Libraries). No current data regarding ethnicity and disability available for Thornhill Library. The library was closed whilst Hinkler Parade was redeveloped when the 2012 Library Satisfaction Survey (PLUS) was conducted.
Summary of Impact and Issues	Under the preferred proposal, there is no planned change in current provision for the 6 libraries remaining under the management of the council. However, the future outcomes for each of the following libraries is unknown. The council will seek to encourage community led/not for profit initiatives in those buildings that the city council owns or leases but will cease to provide a service from Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road and cease to provide the Mobile Library. If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Mobile Library will cease to provide a service as this will not be offered for community use. The following impacts and issues have been identified, and also reflect findings from the public consultation: Providing a library service from six Southampton City Council managed libraries: • Reduced physical coverage of the council managed service in local areas including those of deprivation across the city.

	• A reduced capacity within the council managed service to be able to play a role in supporting those with a literacy or digital literacy need. • The exclusion of the Mobile Library from this option loses the role it might play to mitigate the impact of any closures or changes to services resulting from community management. The potential impact if the library service ceased to be provided in the proposed libraries: • Increased footfall/demand on remaining provision. • Potentially reduced number of 'People's Network' points (delivering internet access and internet based services) however it is proposed that these would be relocated to retained libraries if there were no community lead initiatives. • Increased travel time and cost to reach a library from some parts of the city. • Potentially less use by some young people and hence the potential to have an impact on educational performance. • Fewer venues means fewer places where people can get information and less space to promote events and activities in libraries. • Some impact on those organisations dependent on, or provide access from libraries (i.e. City Limits, Quitters, nurseries and schools). Feedback from the public consultation included concerns that any reduction in the number of libraries may impact on specific populations and groups, disadvantage some deprived communities, reduce the number of community focal points and increase the sense of isolation for people. Concerns were also raised regarding the ability of remaining libraries to cope with the increased demand for services placed upon them, the ability of volunteers to maintain libraries and the level of priority being placed on digital services and content. Feedback from the public consultation, on the personal impact of the council's preferred option on respondents is as follows: • 18% (898 of 5016) anticipated they would be impacted a great deal. • 26% anticipated they would be impacted to some extent. • 32% anticipated not very much personal impact. • 24% of respondents anticipated no impact at all. Of the respondents, some groups were significantly more likely to have anticipated a great deal/some extent of personal impact. These included: - Regular library service users - Respondents aged 25-34 or 85+ - Those in full-time education, unemployed or training - Those permanently sick or disabled - Those looking after the home - Those with dependent children - Those with a disability - Those who are carers - Those from Black and Minority Ethnic communities. Of the respondents who anticipated some level of personal impact, 24% (783 respondents) agreed that they would have to stop using libraries. It is important to note that a significant number of these respondents were also users of other non-affected libraries in the city and also felt that they might be able to travel to another library using the bus or their own transport or use the online web based service. More details of these figures can be found in Appendix 1. A total of

	11 individuals, who identified Thornhill as their most used library, said they will have to stop using libraries. For libraries which would not remain under the management of Southampton City Council: • The council will seek to secure management of libraries by community groups or not for profit organisations. • Equality of access to library services will be an important part of the evaluation of bids from community groups and in any subsequent service descriptions. • The council would seek to develop service descriptions for community run libraries to ensure equality of access to library service - this will be a requirement of the agreement with the council.
Potential Positive Impacts	The preferred option will retain: • Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14. • The libraries that had 93% of all the People's Network computer sessions used in 2013/4. • A good geographical coverage across the city, with city council managed libraries in the city centre, two on the west, one in the north and two on the east of the city. • Libraries which are located so as to be easily accessible by foot, on public transport and by car. • Libraries which will enable 99% of households in the city to be within 1.5 miles of a city council managed library.
Responsible Service Manager	David Baldwin
Date	30th July 2015

Approved by Senior Manager	Mike Harris
Signature	
Date	30th July 2015

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions (Many of the mitigating actions will apply to several of the groups identified.)
Age	**Older People** 14.7% of Burgess Road active users are 60+. **85+** This age category was identified by Opinion Research Service (ORS) as being particularly affected. There was 1 response received from a person 85+ who anticipated that they would be impacted a great deal/to some extent. **65+** 7 of the 7 responses to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' indicated they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents 65+: •1 of 6 agree or strongly agree they would be able to reach another library using their own transport •5 of 6 agree or strongly agree they would be able to reach another library using public transport •1 of 4 agree or strongly agree they would be able to self -serve using the online library •0 of 4 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks •2 of 5 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •1 of 2 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 3 of 7 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Maintain current provision for the 6 libraries remaining under the management of the council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential mitigation includes:</u> Concessionary bus passes are available for all individuals over pensionable age which may mitigate the cost of additional travel costs to access libraries. Provide assistance in libraries completing applications for a Smart Card to give concessionary bus travel including taking the photographs required.

		Explore increasing the number of book deposits at community venues across the city. Improve access to online services (virtual library e.g. ebooks) and increase digital inclusion – digital literacy training needs and access to computers may be an issue for some older people. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Install new Hearing Loops in all libraries remaining in City Council control Further develop the Housebound Service to deliver materials to the least mobile older people staffed by volunteers. Explore increasing the service to sheltered homes. The amount of materials and number of establishments served could be increased.
	Young People: 50.3% of Thornhill's active users are under 19. Under 18's feedback: • 14 of 43 responses said that they would stop using libraries if the council was to close-down the library that they use. • 14 of 43 responses said they would use a school library more. • 9 of 43 responses said they would use a different library with their own transport. • 5 of 43 responses said that they would use a different library with public transport. • 3 of 43 responses said that they would use the online library more. Those who use Thornhill Library would have greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries if this library were to close. There is a high independent use of Thornhill Library by children and young people, children from the adjacent housing use the library after school, during school holidays and on Saturday mornings	The percentage of 0-11 years old in the catchment and the percentage of school pupils up to KS2 deemed low performers, was included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly

	Potentially less use by some young people and hence a potential to have an impact on educational performance. Potential reduction in access for those whose local library would not continue to be managed by Southampton City Council. Potential greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries. Potential reduction of activities for children and young people (i.e. storytimes, rhymetimes School Holiday Activities, Reading Groups). The Mobile Library currently serves 40 nurseries. The inclusion of the Mobile Library in the proposal - as a library which would no longer be managed by the council - will have an impact on the range of activities and visits to venues for pre-school children. This will reduce the library service's contribution to early years work, literacy and school attainment across the city.	therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries and users will need to travel further to participate in activities. <u>Potential mitigation includes</u>: Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council facilitate greater use by children and young people outside of school and college. Children at school will have access to a school library if one exists in the school. Access will be limited to the school day and term time only. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve

		school libraries in subscribing schools through the provision of books, ebooks, training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 city wide.
Disability	No user data is available regarding disability. A potential reduction in libraries will reduce availability for all users but may have a disproportionate impact on library users who have who have or have acquired a range of disabilities. Libraries reach higher than average levels of people with a disability in Southampton including those with multiple disabilities and mental health issues. 3 of 4 respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally? anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who identified themselves as having a disability: • 1 of 3 agree or strongly agree they would be able to reach another library using their own transport. • 0 of 3 agree or strongly agreed they would be able to reach another library using public transport. • 0 of 2 agree or strongly agreed they would be able to self -serve using the online library. • 0 of 2 agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 0 of 3 agree or strongly agreed that the housebound service could reduce the impact of the proposed changes. • 1 of 3 agree or strongly agreed that library book collections from other locations could reduce the impact of the proposed changes. • 2 of 4 agree or strongly agreed that they would stop using libraries if the preferred option was implemented. Access – this would include physical access and ability to travel to library buildings and access within the buildings themselves. In terms of mobility related disabilities, those whose local library would not continue to be managed by the council would have greater distance to travel and the cost of travelling may impact on their use of libraries. This may	The percentage of adults receiving adult social care in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the council and community/not for profit, run libraries. <u>Where no community organisations or not for profit organisations come forward:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential mitigation includes:</u> No generic mitigating actions have been identified regarding individual access, familiarity and barriers. However at a future stage the Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of

	be an impact for people with or who acquire an age related disability, for other physical disabilities and learning disabilities. There may also be impacts for those who are blind or partially sighted or have mental health problems. Familiarity - with locations and staff are important factors for a number of groups of people with disabilities who rely staff for additional support. For those whose local library would not continue to be managed by Southampton City Council library there may be an impact which may affect their use of libraries. Children with disabilities: Some disabled children and their families may find that they can no longer visit the library they are used to using and there are a reduced number of libraries across the city. This may aggravate the barriers that already exist for them to access library services. Mental health: Some people may experience more isolation if they have to travel further to a library service and it requires visiting a new place which could increase anxiety and impact their use of libraries. People who are blind or partially sighted people which can often be onset in older age, may be able to travel independently to a library and access the library on a known and practiced route both externally and internally as they are familiar with the library layout but they may be adversely affected if they needed to switch their library use to a different library. The proposal that the Mobile Library would no longer be managed by the council will reduce the availability for users to an accessible library service. The vehicle has a lift enabling disabled people to access the service.	additional travel costs to access libraries. Continue to provide assistance completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Seek to encourage participation on the courses run by libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city. Library users with sensory impairments may be more likely to utilise digital access to the Library Service. This will also include: audio and e audio materials, access and support in applying for services and benefits online in libraries e.g. Universal Credit. Development of the Housebound Service to deliver materials to disabled people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. <u>In council managed provision</u>: The council would seek to explore the development of investments in technologies which could include facilities to develop Video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Explore new Hearing Loops in all libraries remaining in council control.
Gender Reassignment	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be

		an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are not identified: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. Potential mitigation includes: The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Encourage participation on the in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Other mitigations from sections above may also apply.
Marriage and Civil Partnership	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified:

		The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Other mitigations from sections above may also apply.
Pregnancy and Maternity	Although there is no monitoring of diversity of registered library users in this area of diversity, it is recognised that pregnant women may find access to libraries more difficult in later stages of pregnancy and mothers are often responsible for looking after babies and young children. This could make access more difficult especially if mothers are lone parents and experience economic or social deprivation. No specific difficulties were highlighted in responses to the public consultation. At a number of comments were received in respect the importance of introducing children to books from a young age, and a number of childcare and early years providers expressed concerns about the negative impact of the Mobile Library no longer operating.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations.

	Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their learning and development.	Potential mitigation includes: Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Other mitigations from sections above may also apply.
Race	A potential reduction in libraries will reduce availability for all users. Some areas of the city have higher proportions of residents from Black and Minority Ethnic Communities (BME). This means the location of a library service could have a greater impact on this group. No user data is available regarding race for Thornhill Library. There was 1 response from a person who identified themselves as BME and who uses Thornhill Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. This person would stop using libraries if the proposal was implemented The small size of this response makes it difficult to assess impact. The respondent said that he/she would be able to travel to another library, could use self-serve but not online service, and would be able to use the housebound service but not benefit from collections of books in community locations. The respondent would stop using libraries if	The percentage of BME residents in catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The needs assessment has taken into account people from BME communities. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions.

	the proposal was implemented.	Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Religion or Belief	There are no specific impacts anticipated for this category and none identified from the public consultation There is no monitoring of diversity of registered library users in this area of diversity. It is however recognised that for a number of faith groups and communities, libraries are regarded as safe places for women and children. A reduction in the number of libraries of libraries which would continue to be managed by Southampton City Council would reduce the availability of these safe	Council managed provision will continue to provide safe places. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit

	venues across the city.	organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. This will include safe places. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sex	A reduction in libraries will reduce availability for all users but may have a disproportionate impact on females as more females than males are active users (57% Female 43% Male). Responses to the question, 'If the council's preferred option for library services was	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for</u>

	implemented, to what extent would this impact on you personally?' 17 of the 18 responses from female respondents, and 7 of the 7 from male respondents anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses: • 3 of 17 female and 2 of 7 male responses agree or strongly agree they would be able to reach another library using their own transport. • 13 of 17 female and 4 of 7 male responses agree or strongly agree they would be able to reach another library using public transport. • 8 of 17 female and 1 of 5 male responses agree or strongly agree they would be able to self -serve using the online library. • 6 of 17 female and 0 of 5 male responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 3 of 15 female and 2 of 6 male responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 7 of 16 female and 2 of 7 male responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 7 of 18 female and 3 of 7 male responses agree or strongly agree that they would stop using libraries if the preferred option was implemented. When other factors are also taken into consideration such as caring responsibilities, dependent children, socio-economic disadvantage and ageing this is believed to be an area for consideration because: Women are more likely to be carers either of children or of adults and to be responsible for accompanying children or the person they care for to the library. If they need to transfer their library use to a different library to the one currently used this could present difficulties in terms of travel and access and costs. Lone parents are more likely to be women and if they are experiencing socio- economic deprivation this could aggravate their ability to pay for public transport and access library	<u>profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions The council would seek to explore continuing running activities in its managed libraries and to develop service descriptions in community/not for profit, run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although the predominant activity of both genders is to borrow books, men are more likely than women to use the library solely for computer use, so the development of the virtual library services could have a positive effect for men and help to improve access to library services. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of

	services. Libraries may be an important source of reading for children from poorer families. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their leaning and development.	activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sexual Orientation	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of users would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit

		collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Other mitigations from sections above may also apply.

Other Significant Impacts

Community Safety	Libraries offer a place where people who might otherwise fall into anti-social behaviour can use their time productively. A number of libraries are located in priority communities where levels of anti-social behaviour are high in places. The reduced availability will limit the ability of the service to act as a diversion in this way. A high proportion of the children who use Burgess Road Library in the evenings. Libraries are registered and identified as Safe Places as part of a citywide scheme where businesses and services identify themselves as Safe Places and staff will offer additional support to vulnerable people who require assistance. A reduction in the number of libraries managed by the council may reduce the availability of Safe Places in specific areas. Unoccupied buildings will be a focus for anti-social behaviour.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: The issue of safety could be addressed in the service description for the community libraries. Where community organisations or not for profit organisations are not identified If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. Potential Mitigation Work with the Southampton Safe City Partnership on potential community safety issues.
Poverty	Southampton ranked 81st most deprived local authorities. There are 9 Lower super output areas (LSOA) in Southampton which are in the 10% most deprived in country.	The Index of Multiple of Multiple Deprivation (IMD) has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed

	Thornhill is one of the city's most deprived areas. **Unemployed People** Responses from unemployed respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' There was 1 response to the public consultation from a Thornhill Library users who identified themselves as unemployed. This person said they would stop using libraries if the proposal is implemented. The location of library services is acute for this group of people as the cost of travelling to another library could be a barrier to accessing the service. Libraries are mainly a free service and any reduction in their availability is likely to be more keenly felt by people on low income. In particular, libraries offer a place where children can spend their time at no cost to their parents. The loss of free internet access may disproportionately impact on people with low incomes. The availability of free books and internet access is of greater importance when income levels are low. The proposed model would reduce the number of access points to books and free internet access in areas across the city including areas of deprivation. This will impact all library users but would have a disproportionate impact on people with low income and reduce access to learning, support, online access for job applications and other benefit applications.	by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The peoples network computers are part of the Community Package for community independent libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although under the proposed option 99% of households in Southampton will be within 1.5 miles of a library. <u>Potential Mitigation includes:</u> The mitigation offered by better access to online services may be reduced for people on low income –digital literacy training needs and access to computers may be an issue for many people on low income and is reflected by the high use made of library public access computers and the demand for help and support from library staff to fill in on line applications. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that at least the number of 'People's Network' sessions across the service do not decrease.

Educational Attainment	**Schools and Nurseries:** In addition to the impact a reduction in the number of libraries managed by the council may have on individual children, there may be a corresponding impact on schools and nurseries in these areas. This would relate to the local availability of materials and computers to support and supplement learning outside of school, school and nursery visits, library membership initiatives. Though many schools have school libraries these are often particularly in Primary schools small in size and all are only available during term times and school hours. **Full-time education:** The proposed model would reduce the number of access points to books and free internet access in areas across the city (including areas of deprivation). This may have impact on some residents in full-time education and training. **Full Time Education** There were no responses from people who identified themselves as unemployed and who use Thornhill Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact.	The percentage of 0-11 years old in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The percentage of school pupils up to KS2 deemed low performers has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential Mitigations could include</u>: Library Opening Hours: consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council to facilitate greater use by children and young people outside of school and college. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks training and advice. This service would have an important role in helping roll out the Universal Library

		membership of all Year R-KS3 City wide. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups.
Digital Access/Digital Inclusion	While the internet has great potential to help tackle social exclusion those who could benefit the most from being online are currently among the least likely to be connected. A fifth of UK households do not have internet services. This rises to more than a third of households in the lowest socio-economic groups and to nearly 70% of households with people aged over 75. However locally Southampton has higher than national levels of IT access with 88% of the population using the internet at least once a week. The shift to digital forms of interaction-channel shift or digital first- has presented particular challenges for people who are online. The library service is the largest,	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The community package includes provision

	busiest provider of free public computer access in the city. The proposed model of 3 core libraries and 3 district libraries would considerably reduce the number of access points to free internet access, advice and support from library staff across the city including areas of deprivation in the city. This will impact all library users but would have a disproportionate impact on people with low digital literacy skills, low income and reduce access to learning, support, online access for job applications and other benefit applications.	of the people's network computers. <u>Where community organisations or not for profit organisations are not identified:</u> If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. <u>Potential Mitigations include:</u> Increasing digital inclusion will be a key focus for the service in the future. Programmes will be developed which will reach out to people citywide. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city.
People with dependent children	9 of 9 responses from respondents with dependent children- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents with dependent children: • 2 of 9 agree or strongly agree they would be able to reach another library using their own transport • 7 of 9 agree or strongly agreed they would be able to reach another library using public transport. • 5 of 9 agree or strongly agree they would be able to self -serve using the online library. •3 of 9 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks • 1 of 7 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •3 of 9 agree or strongly agree that library book collections from other locations could	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction

	reduce the impact of the proposed changes • 4 of 9 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	in access to locally based libraries. Potential Mitigations Mitigations cited previously for children under 18 would be appropriate for this identified group.
Carers	6 of 6 responses from respondents who are carers- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are carers: • 0 of 6 responses agree or strongly agreed they would be able to reach another library using their own transport. • 5 of 6 responses agree or strongly agreed they would be able to reach another library using public transport. • 3 of 6 responses agree or strongly agree they would be able to self -serve using the online library. • 1 of 6 responses agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 3 of 6 responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 2 of 6 responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 2 of 6 responses agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.
Looking after the home or family	There were 3 response from people who identified themselves as looking after the home or family and who use Thornhill Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact. 1 of the 3 said they would stop using libraries if	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit

	the proposal is implemented	organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.
Co-dependant groups/organisations	Feedback was received from a local organisation raising concerns regarding the impact of reduced or end of access to computers, especially for jobseekers claiming benefits who have commitment to undertake and evidence extensive job search activity. ORS REPORT Fig 83	

This page is intentionally left blank

Equality and Safety Impact Assessment
Weston Library

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

This ESIA includes the results from the 2015 Pubic Consultation, however these need to be read in conjunction with the ESIAs which accompanied the November 2014 cabinet report as these outline the data gained from the Needs Assessment process.

Name or Brief Description of Proposal	**Library Transformation Project:** Weston Library Southampton City Council currently provides a public library service delivered via 11 branch libraries, 1 Mobile Library and a Housebound Service to individual homes for people unable to visit a library. The service also deposits collections via a Homes Service to sheltered accommodation. In 2014, the Library Transformation Project was set up with the aim to transform Southampton's Library Service into a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable which meets the changing needs of the Southampton community. The project has undertaken a needs assessment (Appendix 2 of the Cabinet papers from 18/11/2014, Item 45) which considered use and provision across the city. The findings have been used, alongside local demographic data and library user information to determine a range of proposals for future provision. A major public consultation was undertaken between 28/11/2014 and 06/03/2015. A summary is available in the Cabinet papers for August 2015. It gathered views on: • The future focus for the library service and the priorities contained within. • The decision to continue to provide a library service from six Southampton City Council managed libraries plus the online virtual library and the School Library Service. • The proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties. • The council ceasing to lease/licence the properties in which Thornhill and Millbrook Libraries are located. • Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent library provision within a new unit being provided in the area.

	• Ceasing the Mobile Library service. • Any alternatives or expressions of interest offered up by consultees. The council's preferred option is to retain six council operated libraries (Central, Shirley, Bitterne, Woolston, Lordshill and Portswood) in the city. Also to seek to encourage community led/not for profit initiatives in those buildings that the council owns or leases but will cease to provide a service from (Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road) and cease to provide the Mobile Library. This Equality and Safety Impact Assessment is for Weston Library.
Brief Service Profile	Weston Library is a small community library currently located in a temporary building at Chamberlayne Leisure centre pending redevelopment of the current site. The new Weston Library and Community facility is scheduled to be available in November 2015. Weston Library has good access and facilities for a small library. It has a small targeted collection of materials and has 4 public access computers. It also has Wi-Fi. Weston Library provides free and universal access to books, information, the Internet and informal learning. The library provides support for families and individuals through reading and training programmes and by promoting life skills, readiness for economic activity, digital literacy and well-being. A range of services and agencies offer training and advice sessions from the library. • The library is currently open for 14.5 hours per week (Mon 1.30-4.30, Tues 1.30-4.30, Weds 1.30-4.30, Fri 1.30-4.30, Sat 10-12.30). • Visitor figures for 2013-2014 were 7653. • 530 active users (people who had used a library at least once in the twelve month period). • 248 regular users (people who had used a library six times or more in the twelve months period). • Weston Library had 57 regular users, using only one library. • 51% of Weston Library active users are under 19. • 14.4% of Weston Library active users are 60+. • 10.6% of Weston Library customers who responded to the question about ethnicity in 2012 Library Satisfaction Survey (PLUS) identified themselves as being from BME communities. 44% of Weston Library customers in the 2012 Library satisfaction survey (PLUS) described themselves as having a disability.
Summary of Impact and Issues	Under the preferred proposal, there is no planned change in current provision for the 6 libraries remaining under the management of the council. However, the future outcomes for each of the following libraries is unknown. The council will seek to encourage community led/not for profit initiatives in those buildings that the city council owns or leases but will cease to provide a service from Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road and cease to provide the Mobile Library. If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Mobile Library will cease to provide a service as this will not be offered for community use. The following impacts and issues have been identified, and also reflect findings from the public consultation: Providing a library service from six Southampton City Council managed libraries: • Reduced physical coverage of the council managed service in local areas including those of deprivation across the city. • A reduced capacity within the council managed service to be able to play a role in supporting those with a literacy or digital literacy need. • The exclusion of the Mobile Library from this option loses the role it might play

to mitigate the impact of any closures or changes to services resulting from community management.

The potential impact if the library service ceased to be provided in the proposed libraries:

- Increased footfall/demand on remaining provision.
- Potentially reduced number of 'People's Network' points (delivering internet access and internet based services) however it is proposed that these would be relocated to retained libraries if there were no community lead initiatives.
- Increased travel time and cost to reach a library from some parts of the city.
- Potentially less use by some young people and hence the potential to have an impact on educational performance.
- Fewer venues means fewer places where people can get information and less space to promote events and activities in libraries.
- Some impact on those organisations dependent on, or provide access from libraries (i.e. City Limits, Quitters, nurseries and schools).

Feedback from the public consultation included concerns that any reduction in the number of libraries may impact on specific populations and groups, disadvantage some deprived communities, reduce the number of community focal points and increase the sense of isolation for people. Concerns were also raised regarding the ability of remaining libraries to cope with the increased demand for services placed upon them, the ability of volunteers to maintain libraries and the level of priority being placed on digital services and content.

Feedback from the public consultation, on the personal impact of the council's preferred option on respondents is as follows:

- 18% (898 of 5016) anticipated they would be impacted a great deal.
- 26% anticipated they would be impacted to some extent.
- 32% anticipated not very much personal impact.
- 24% of respondents anticipated no impact at all.

Of the respondents, some groups were significantly more likely to have anticipated a great deal/some extent of personal impact. These included:

- Regular library service users
- Respondents aged 25-34 or 85+
- Those in full-time education, unemployed or training
- Those permanently sick or disabled
- Those looking after the home
- Those with dependent children
- Those with a disability
- Those who are carers
- Those from Black and Minority Ethnic communities.

Of the respondents who anticipated some level of personal impact, 24% (783 respondents) agreed that they would have to stop using libraries.

It is important to note that a significant number of these respondents were also users of other non-affected libraries in the city and also felt that they might be able to travel to another library using the bus or their own transport or use the online web based service. More details of these figures can be found in Appendix 1.

A total of 16 individuals, who identified Weston as their most used library, said they will have to stop using libraries.

	For libraries which would not remain under the management of Southampton City Council: • The council will seek to secure management of libraries by community groups or not for profit organisations. • Equality of access to library services will be an important part of the evaluation of bids from community groups and in any subsequent service descriptions. • The council would seek to develop service descriptions for community run libraries to ensure equality of access to library service - this will be a requirement of the agreement with the council.
Potential Positive Impacts	The preferred option will retain: • Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14. • The libraries that had 93% of all the People's Network computer sessions used in 2013/4. • A good geographical coverage across the city, with city council managed libraries in the city centre, two on the west, one in the north and two on the east of the city. • Libraries which are located so as to be easily accessible by foot, on public transport and by car. • Libraries which will enable 99% of households in the city to be within 1.5 miles of a city council managed library.
Responsible Service Manager	David Baldwin
Date	30th July 2015

Approved by Senior Manager	Mike Harris
Signature	
Date	30th July 2015

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions (Many of the mitigating actions will apply to several of the groups identified.)
Age	**Older People** 14.4% of Weston Library Active Users are 60+. There no responses were received from people 85+ who anticipated that they would be impacted a great deal/to some extent. **65+** 9 of the 10 responses to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' indicated they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents 65+: •5 of 9 agree or strongly agree they would be able to reach another library using their own transport •7 of 10 agree or strongly agree they would be able to reach another library using public transport •4 of 10 agree or strongly agree they would be able to self -serve using the online library •3 of 10 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks •5 of 8 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •3 of 9 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 1 of 9 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Maintain current provision for the 6 libraries remaining under the management of the council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential mitigation includes:</u> Concessionary bus passes are available for all individuals over pensionable age which may mitigate the cost of additional travel costs to access libraries. Provide assistance in libraries completing applications for a Smart Card to give concessionary bus travel including taking the photographs required.

		Explore increasing the number of book deposits at community venues across the city. Improve access to online services (virtual library e.g. ebooks) and increase digital inclusion – digital literacy training needs and access to computers may be an issue for some older people. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Install new Hearing Loops in all libraries remaining in City Council control Further develop the Housebound Service to deliver materials to the least mobile older people staffed by volunteers. Explore increasing the service to sheltered homes. The amount of materials and number of establishments served could be increased.
	Young People: 51% of Weston Library active users are under 19. Under 18's feedback: • 49 of 97 responses said that they would stop using libraries if the council was to close-down the library that they use. • 18 of 97 responses said they would use a school library more. • 17 of 97 responses said they would use a different library with their own transport. • 7 of 97 responses said that they would use a different library with public transport. • 5 of 97 responses said that they would use the online library more. Responses to the public consultation confirmed the proposal that if Weston Library would no longer be managed by SCC may also have a greater impact on children whose ability to access libraries is limited by attendance at school and college to after school/ weekends in term time. Potentially less use by some young people and hence a potential to have an impact on educational performance.	The percentage of 0-11 years old in the catchment and the percentage of school pupils up to KS2 deemed low performers, was included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions.

	Potential reduction in access for those whose local library would not continue to be managed by Southampton City Council. Those who use Weston Library would have greater distance to travel and the cost and safety implications of travelling on their own may impact on their use of libraries if this library were to close. There is a high independent use of Weston Library by children and young people. Potential reduction of activities for children and young people (i.e. storytimes, rhymetimes School Holiday Activities, Reading Groups).	Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries and users will need to travel further to participate in activities. <u>Potential mitigation includes</u>: Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council facilitate greater use by children and young people outside of school and college. Children at school will have access to a school library if one exists in the school. Access will be limited to the school day and term time only.

		School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks, training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 city wide.
Disability	44% of respondents from Weston Library in the 2012 Library Satisfaction Survey described themselves as having a disability. A potential reduction in libraries will reduce availability for all users but may have a disproportionate impact on library users who have who have or have acquired a range of disabilities. Libraries reach higher than average levels of people with a disability in Southampton including those with multiple disabilities and mental health issues. Feedback from Weston Library users identifying themselves as having a disability: 8 of 8 respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally? anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who identified themselves as having a disability: • 9 of 10 agree or strongly agree they would be able to reach another library using their own transport. • 1 of 7 responses agree or strongly agreed they would be able to reach another library using public transport. • 1 of 8 responses agree or strongly agreed they would be able to self -serve using the online library. • 1 of 7 responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 3 of 7 responses agree or strongly agreed that the housebound service could reduce the impact of the proposed changes. • 1 of 6 responses agree or strongly agreed that library book collections from other locations could reduce the impact of the proposed changes. • 5 of 7 responses agree or strongly agreed	The percentage of adults receiving adult social care in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the council and community/not for profit, run libraries. <u>Where no community organisations or not for profit organisations come forward:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential mitigation includes:</u> No generic mitigating actions have been identified regarding individual access, familiarity and barriers. However at a future stage the Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Concessionary bus passes are available for eligible disabled residents under

	that they would stop using libraries if the preferred option was implemented. Access – this would include physical access and ability to travel to library buildings and access within the buildings themselves. In terms of mobility related disabilities, those whose local library would not continue to be managed by the council would have greater distance to travel and the cost of travelling may impact on their use of libraries. This may be an impact for people with or who acquire an age related disability, for other physical disabilities and learning disabilities. There may also be impacts for those who are blind or partially sighted or have mental health problems. Familiarity - with locations and staff are important factors for a number of groups of people with disabilities who rely staff for additional support. For those whose local library would not continue to be managed by Southampton City Council library there may be an impact which may affect their use of libraries. Children with disabilities: Some disabled children and their families may find that they can no longer visit the library they are used to using and there are a reduced number of libraries across the city. This may aggravate the barriers that already exist for them to access library services. Mental health: Some people may experience more isolation if they have to travel further to a library service and it requires visiting a new place which could increase anxiety and impact their use of libraries. People who are blind or partially sighted people which can often be onset in older age, may be able to travel independently to a library and access the library on a known and practiced route both externally and internally as they are familiar with the library layout but they may be adversely affected if they needed to switch their library use to a different library. The proposal that the Mobile Library would no longer be managed by the council will reduce the availability for users to an accessible library service. The vehicle has a lift enabling disabled people to access the service.	pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. Continue to provide assistance completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Seek to encourage participation on the courses run by libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city. Library users with sensory impairments may be more likely to utilise digital access to the Library Service. This will also include: audio and e audio materials, access and support in applying for services and benefits online in libraries e.g. Universal Credit. Development of the Housebound Service to deliver materials to disabled people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. <u>In council managed provision</u>: The council would seek to explore the development of investments in technologies which could include facilities to develop Video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Explore new Hearing Loops in all libraries remaining in council control.

Gender Reassignment	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Encourage participation on the in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Other mitigations from sections above may also apply.
Marriage and Civil Partnership	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers.

		Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified: The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Other mitigations from sections above may also apply.
Pregnancy and Maternity	Although there is no monitoring of diversity of registered library users in this area of diversity, it is recognised that pregnant women may find access to libraries more difficult in later stages of pregnancy and mothers are often responsible for looking after babies and young children. This could make access more difficult especially if mothers are lone parents and experience economic or social deprivation. No specific difficulties were highlighted in	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit

	responses to the public consultation. At a number of comments were received in respect the importance of introducing children to books from a young age, and a number of childcare and early years providers expressed concerns about the negative impact of the Mobile Library no longer operating. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their learning and development.	organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Other mitigations from sections above may also apply.
Race	10.6% of respondents from Weston Library in the 2012 Library Satisfaction Survey described themselves as being from BME communities. A potential reduction in libraries will reduce availability for all users. Some areas of the city have higher proportions of residents from Black and Minority Ethnic communities. This means the location of a library service could have a greater impact on this group. There were 4 responses from people who	The percentage of BME residents in catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The needs assessment has taken into account people from BME communities. Southampton City Council will seek to encourage community groups and not for

	identified themselves as BME and who use Weston Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact. Two of these respondents would stop using libraries if the proposal is implemented	profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.

Religion or Belief	There are no specific impacts anticipated for this category and none identified from the public consultation There is no monitoring of diversity of registered library users in this area of diversity. It is however recognised that for a number of faith groups and communities, libraries are regarded as safe places for women and children. A reduction in the number of libraries of libraries which would continue to be managed by Southampton City Council would reduce the availability of these safe venues across the city.	Council managed provision will continue to provide safe places. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. This will include safe places. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community.

		Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sex	A reduction in libraries will reduce availability for all users but may have a disproportionate impact on females as more females than males are active users (57% Female 43% Male). Responses to the question, 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' 32 of the 34 responses from female respondents, and 3 of the 3 from male respondents anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses: • 19 of 34 female and 2 of 3 male responses agree or strongly agree they would be able to reach another library using their own transport. • 17 of 33 female and 2 of 3 male responses agree or strongly agree they would be able to reach another library using public transport. • 16 of 35 female and 0 of 3 male responses agree or strongly agree they would be able to self -serve using the online library. • 10 of 32 female and 0 of 3 male responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 9 of 29 female and 1 of 3 male responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 11 of 27 female and 1 of 2 male responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 15 of 34 female and 1 of 2 male responses agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions The council would seek to explore continuing running activities in its managed libraries and to develop service descriptions in community/not for profit, run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although the predominant activity of both

	When other factors are also taken into consideration such as caring responsibilities, dependent children, socio-economic disadvantage and ageing this is believed to be an area for consideration because: Women are more likely to be carers either of children or of adults and to be responsible for accompanying children or the person they care for to the library. If they need to transfer their library use to a different library to the one currently used this could present difficulties in terms of travel and access and costs. Lone parents are more likely to be women and if they are experiencing socio- economic deprivation this could aggravate their ability to pay for public transport and access library services. Libraries may be an important source of reading for children from poorer families. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their leaning and development.	genders is to borrow books, men are more likely than women to use the library solely for computer use, so the development of the virtual library services could have a positive effect for men and help to improve access to library services. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sexual Orientation	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of users would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to

		ensure equality of access to library service. This will be a requirement of the agreement with the council. Where community organisations or not for profit organisations are not identified: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Other mitigations from sections above may also apply.

Other Significant Impacts

Community Safety	Libraries offer a place where people who might otherwise fall into anti-social behaviour can use their time productively. A number of libraries are located in priority communities where levels of anti-social behaviour are high in places. The reduced availability will limit the ability of the service to act as a diversion in this way. Libraries are registered and identified as Safe Places as part of a citywide scheme where businesses and services identify themselves as Safe Places and staff will	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: The issue of safety could be addressed in the service description for the community

	offer additional support to vulnerable people who require assistance. A reduction in the number of libraries managed by the council may reduce the availability of Safe Places in specific areas. Unoccupied buildings will be a focus for anti-social behaviour.	libraries. <u>Where community organisations or not for profit organisations are not identified</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential Mitigation</u> Work with the Southampton Safe City Partnership on potential community safety issues.
Poverty	Southampton ranked 81st most deprived local authorities. There are 9 Lower super output areas (LSOA) in Southampton which are in the 10% most deprived in country. There were 4 responses to the public consultation from Weston Library users who identified themselves as unemployed. Two said they would stop using libraries if the proposal is implemented. The location of library services is acute for this group of people as the cost of travelling to another library could be a barrier to accessing the service. Libraries are mainly a free service and any reduction in their availability is likely to be more keenly felt by people on low income. In particular, libraries offer a place where children can spend their time at no cost to their parents. The loss of free internet access may disproportionately impact on people with low incomes. The availability of free books and internet access is of greater importance when income levels are low. The proposed model would reduce the number of access points to books and free internet access in areas across the city including areas of deprivation. This will impact all library users but would have a disproportionate impact on people with low income and reduce access to learning, support, online access for job applications and other benefit applications.	The Index of Multiple of Multiple Deprivation (IMD) has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The peoples network computers are part of the Community Package for community independent libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although under the proposed option 99% of households in Southampton will be within 1.5 miles of a library.

		Potential Mitigation includes: The mitigation offered by better access to online services may be reduced for people on low income –digital literacy training needs and access to computers may be an issue for many people on low income and is reflected by the high use made of library public access computers and the demand for help and support from library staff to fill in on line applications. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that at least the number of 'People's Network' sessions across the service do not decrease.
Educational Attainment	**Schools and Nurseries:** In addition to the impact a reduction in the number of libraries managed by the council may have on individual children, there may be a corresponding impact on schools and nurseries in these areas. This would relate to the local availability of materials and computers to support and supplement learning outside of school, school and nursery visits, library membership initiatives. Though many schools have school libraries these are often particularly in Primary schools small in size and all are only available during term times and school hours. **Full-time education:** There were no responses from people who identified themselves as carers and who use Weston Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact. The proposed model would reduce the number of access points to books and free	The percentage of 0-11 years old in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The percentage of school pupils up to KS2 deemed low performers has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions Where community organisations or not for profit organisations are not identified: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings

	internet access in areas across the city (including areas of deprivation). This may have impact on some residents in full-time education and training.	then they will close. Potential Mitigations could include: Library Opening Hours: consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council to facilitate greater use by children and young people outside of school and college. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 City wide. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a

		potential reduction in libraries would have on these identified groups.
Digital Access/Digital Inclusion	While the internet has great potential to help tackle social exclusion those who could benefit the most from being online are currently among the least likely to be connected. A fifth of UK households do not have internet services. This rises to more than a third of households in the lowest socio-economic groups and to nearly 70% of households with people aged over 75. However locally Southampton has higher than national levels of IT access with 88% of the population using the internet at least once a week. The shift to digital forms of interaction- channel shift or digital first- has presented particular challenges for people who are online. The library service is the largest, busiest provider of free public computer access in the city. The proposed model of 3 core libraries and 3 district libraries would considerably reduce the number of access points to free internet access, advice and support from library staff across the city including areas of deprivation in the city. This will impact all library users but would have a disproportionate impact on people with low digital literacy skills, low income and reduce access to learning, support, online access for job applications and other benefit applications.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The community package includes provision of the people's network computers. <u>Where community organisations or not for profit organisations are not identified:</u> If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. <u>Potential Mitigations include:</u> Increasing digital inclusion will be a key focus for the service in the future. Programmes will be developed which will reach out to people citywide. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city.
People with dependent children	16 of 17 responses from respondents with dependent children- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the

	Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents with dependent children: • 9 of 18 agree or strongly agree they would be able to reach another library using their own transport • 10 of 16r agree or strongly agreed they would be able to reach another library using public transport. • 8 of 18 agree or strongly agree they would be able to self -serve using the online library. •6 of 16 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks • 5 of 15 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. •6 of 15 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 8 of 19 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Mitigations cited previously for children under 18 would be appropriate for this identified group
Carers	11 of 12 responses from respondents who are carers- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are carers: • 8 of 12 agree or strongly agreed they would be able to reach another library using their own transport. • 7 of 12 agree or strongly agreed they would be able to reach another library using public transport. • 7 of 12 agree or strongly agree they would be able to self -serve using the online library. • 7 of 12 agree or strongly agree they would	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward:

	be able to go online and use the virtual library e.g. ebooks. • 6 of 12 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 8 of 11 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes • 1 of 10 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply
Looking after the home or family	There were 3 responses from people who identified themselves as looking after the home or family and who use Weston Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact. Two would stop using libraries if the proposal is implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. Potential Mitigations Include: Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A

		promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.

Equality and Safety Impact Assessment
Mobile Library

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

This ESIA includes the results from the 2015 Pubic Consultation, however these need to be read in conjunction with the ESIAs which accompanied the November 2014 cabinet report as these outline the data gained from the Needs Assessment process.

Name or Brief Description of Proposal	**Library Transformation Project:** Mobile Library Southampton City Council currently provides a public library service delivered via 11 branch libraries, 1 Mobile Library and a Housebound Service to individual homes for people unable to visit a library. The service also deposits collections via a Homes Service to sheltered accommodation. In 2014, the Library Transformation Project was set up with the aim to transform Southampton's Library Service into a comprehensive and efficient service, which is modern, creative, innovative, inclusive and affordable which meets the changing needs of the Southampton community. The project has undertaken a needs assessment (Appendix 2 of the Cabinet papers from 18/11/2014, Item 45) which considered use and provision across the city. The findings have been used, alongside local demographic data and library user information to determine a range of proposals for future provision. A major public consultation was undertaken between 28/11/2014 and 06/03/2015. A summary is available in the Cabinet papers for August 2015. It gathered views on: • The future focus for the library service and the priorities contained within. • The decision to continue to provide a library service from six Southampton City Council managed libraries plus the online virtual library and the School Library Service. • The proposal to offer library buildings to community groups to develop independent community libraries prior to the consideration of disposing of the properties. • The council ceasing to lease/licence the properties in which Thornhill and Millbrook Libraries are located. • Bringing the temporary provision in Weston to an end and to seek to create the opportunity for the community to develop an independent library provision within a new unit being provided in the area. • Ceasing the Mobile Library service.

	• Any alternatives or expressions of interest offered up by consultees. The council's preferred option is to retain six council operated libraries (Central, Shirley, Bitterne, Woolston, Lordshill and Portswood) in the city. Also to seek to encourage community led/not for profit initiatives in those buildings that the council owns or leases but will cease to provide a service from (Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road) and cease to provide the Mobile Library. This Equality and Safety Impact Assessment is for the Mobile Library.
Brief Service Profile	The Mobile Library is a 10.05m x 2.29m (33ft x 7ft6in) vehicle which operates across the City. The service is heavily targeted at sheltered homes, early year's provision and in priority neighbourhoods. The Mobile Library has a lift providing good access to the vehicle. It has a small targeted collection of materials reflecting its use by specific groups namely under 5s and those who are 60+. The Mobile Library provides free and universal access to books and information. The current Mobile Library service has been in operation since 3rd June 2013 as a result of the Mobile and the Booksplus services being amalgamated as part of budget savings for the year 2013-14. • The Mobile Library currently operates for 33hrs a week. It has a 4 weekly timetable and serves 40 nurseries, 20 sheltered homes (Mon - Thurs 9.30am-12noon & 1.30-6pm, Fri 9.45am-12noon & 1.30-3.50pm). • Visitor figures for 2013-2014 were 11,185. • 432 active users (people who had used a library at least once in the twelve month period). • 287 regular users (people who had used a library six times or more in the twelve month period). • 107 regular users, only using that library. • 35.6% of the Mobile Library active users are under 19. (These figures do not give the overall picture of use by younger children. The Mobile Library registers the early years' settings as users and not individual children. i.e. 1 library card per establishment). • 50.9% of the Mobile Library active users are 60+ • The Mobile Library is heavily targeted at sheltered homes and early years' provision which explains its high delivery rates at both ends of the age spectrum. • None of the Mobile Library customers who responded to the question about ethnicity in 2012 Library Satisfaction Survey (PLUS) described themselves as being of an ethnic group other than White British. 40% of respondents from the Mobile Library in the 2012 Library satisfaction survey (PLUS) described themselves as having a disability.
Summary of Impact and Issues	Under the preferred proposal, there is no planned change in current provision for the 6 libraries remaining under the management of the council. However, the future outcomes for each of the following libraries is unknown. The council will seek to encourage community led/not for profit initiatives in those buildings that the city council owns or leases but will cease to provide a service from Weston, Millbrook, Thornhill, Cobbett Road and Burgess Road and cease to provide the Mobile Library. If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Mobile Library will cease to provide a service as this will not be offered for community use. The following impacts and issues have been identified, and also reflect findings from the public consultation: Providing a library service from six Southampton City Council managed libraries: • Reduced physical coverage of the council managed service in local areas including those of deprivation across the city. • A reduced capacity within the council managed service to be able to play a role in supporting those with a literacy or digital literacy need. • The exclusion of the Mobile Library from this option loses the role it might play to

mitigate the impact of any closures or changes to services resulting from community management.

The potential impact if the library service ceased to be provided in the proposed libraries:

- Increased footfall/demand on remaining provision.
- Potentially reduced number of 'People's Network' points (delivering internet access and internet based services) however it is proposed that these would be relocated to retained libraries if there were no community lead initiatives.
- Increased travel time and cost to reach a library from some parts of the city.
- Potentially less use by some young people and hence the potential to have an impact on educational performance.
- Fewer venues means fewer places where people can get information and less space to promote events and activities in libraries.
- Some impact on those organisations dependent on, or provide access from libraries (i.e. City Limits, Quitters, nurseries and schools).

Feedback from the public consultation included concerns that any reduction in the number of libraries may impact on specific populations and groups, disadvantage some deprived communities, reduce the number of community focal points and increase the sense of isolation for people. Concerns were also raised regarding the ability of remaining libraries to cope with the increased demand for services placed upon them, the ability of volunteers to maintain libraries and the level of priority being placed on digital services and content.

Feedback from the public consultation, on the personal impact of the council's preferred option on respondents is as follows:

- 18% (898 of 5016) anticipated they would be impacted a great deal.
- 26% anticipated they would be impacted to some extent.
- 32% anticipated not very much personal impact.
- 24% of respondents anticipated no impact at all.

Of the respondents, some groups were significantly more likely to have anticipated a great deal/some extent of personal impact. These included:

- Regular library service users
- Respondents aged 25-34 or 85+
- Those in full-time education, unemployed or training
- Those permanently sick or disabled
- Those looking after the home
- Those with dependent children
- Those with a disability
- Those who are carers
- Those from Black and Minority Ethnic communities.

Of the respondents who anticipated some level of personal impact, 24% (783 respondents) agreed that they would have to stop using libraries.

It is important to note that a significant number of these respondents were also users of other non-affected libraries in the city and also felt that they might be able to travel to another library using the bus or their own transport or use the online web based service. More details of these figures can be found in Appendix 1.

A total of 30 individuals, who identified the Mobile Library as their most used library, said they will have to stop using libraries.

	For libraries which would not remain under the management of Southampton City Council: • The council will seek to secure management of libraries by community groups or not for profit organisations. • Equality of access to library services will be an important part of the evaluation of bids from community groups and in any subsequent service descriptions. • The council would seek to develop service descriptions for community run libraries to ensure equality of access to library service - this will be a requirement of the agreement with the council.
Potential Positive Impacts	The preferred option will retain: • Six libraries and online web services that processed 78% of all items borrowed by regular users across the service during 2013/14. • The libraries that had 93% of all the People's Network computer sessions used in 2013/4. • A good geographical coverage across the city, with city council managed libraries in the city centre, two on the west, one in the north and two on the east of the city. • Libraries which are located so as to be easily accessible by foot, on public transport and by car. • Libraries which will enable 99% of households in the city to be within 1.5 miles of a city council managed library.
Responsible Service Manager	David Baldwin
Date	30th July 2015

Approved by Senior Manager	Mike Harris
Signature	
Date	30th July 2015

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
Age	The Mobile Library is targeted at sheltered homes and early years' provision which explains its high delivery rates at both ends of the age spectrum. 50.9% of Mobile Library active users are 60+. This equates to 103 users. These users may not be as mobile, tie their visits to shopping in particular locations or may not wish to visit after dark. **Older People** **85+** This age category was identified by Opinion Research Service (ORS) as being particularly affected. There were 12 responses were received from people 85+ who anticipated that they would be impacted a great deal/to some extent. **65+** 29 of the 33 responses to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' indicated they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents 65+: • 2 of 28 agree or strongly agree they would be able to reach another library using their own transport. • 4 of 28 agree or strongly agree they would be able to reach another library using public transport. • 2 of 26 agree or strongly agree they would be able to self -serve using the online library. • 1 of 25 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 11 of 21 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 5 of 24 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes.	Maintain current provision for the 6 libraries remaining under the management of the council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential mitigation includes:</u> Concessionary bus passes are available for all individuals over pensionable age which may mitigate the cost of additional travel costs to access libraries. Provide assistance in libraries completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Explore increasing the number of book deposits at community venues across the city. Improve access to online services (virtual

	• 23 of 29 agree or strongly agreed that they would stop using libraries if the preferred option was implemented. The Mobile Library is targeted at sheltered homes, any changes or cessation of this service would impact on these groups most.	library e.g. ebooks) and increase digital inclusion – digital literacy training needs and access to computers may be an issue for some older people. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Install new Hearing Loops in all libraries remaining in City Council control Further develop the Housebound Service to deliver materials to the least mobile older people staffed by volunteers. Explore increasing the service to sheltered homes. The amount of materials and number of establishments served could be increased.
	Young People: 35.6% of Mobile Library active users are under 19. Under 18's feedback: • 19 of 44 responses said that they would stop using libraries if the council was to close-down the library that they use. • 10 of 44 responses said they would use a school library more. • 11 of 44 responses said they would use a different library with their own transport. • 3 of 44 responses said that they would use a different library with public transport. • 8 of 44 responses said that they would use the online library more. Responses to the public consultation confirmed the proposal that the Mobile Library would no longer be managed by SCC may also have a greater impact on children whose ability to access libraries is limited by attendance at school and college to after school/ weekends in term time. The Mobile Library is a service targeted to early years' provision with the vehicle visiting 40 nurseries over a 4 week rota. The proposal would mean children at these settings would no longer receive easy access to books and activities. Given the necessary restrictions e.g. number of staff to children	The percentage of 0-11 years old in the catchment and the percentage of school pupils up to KS2 deemed low performers, was included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community.

	ratios concerning children and off site visits and the different proposals to reduce the amount of libraries which would be managed by SCC, it could be very difficult for staff at these settings to organise monthly visits off site to a local library. The Mobile Library currently serves 40 nurseries. The inclusion of the Mobile Library in the proposal - as a library which would no longer be managed by the council - will have an impact on the range of activities and visits to venues for pre-school children. This will reduce the library service's contribution to early years work, literacy and school attainment across the city. Comments were received from the public consultation reflecting concerns regarding younger children and access to library content and services See ORS REPORT Fig 85	Where no community organisations or not for profit organisations come forward: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries and users will need to travel further to participate in activities. Potential mitigation includes: Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council facilitate greater use by children and young people outside of school and college. Children at school will have access to a school library if one exists in the school. Access will be limited to the school day and term time only. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks, training and advice. This service would

		have an important role in helping roll out the Universal Library membership of all Year R-KS3 city wide.
Disability	A potential reduction in libraries will reduce availability for all users but may have a disproportionate impact on library users who have who have or have acquired a range of disabilities. Libraries reach higher than average levels of people with a disability in Southampton including those with multiple disabilities and mental health problems. 40% of respondents from Mobile Library in described themselves as having a disability the 2012 Library Satisfaction Survey. 12 of 14 respondents to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally? anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who identified themselves as having a disability: • 1 of 11 agree or strongly agree they would be able to reach another library using their own transport. • 1 of 10 responses agree or strongly agreed they would be able to reach another library using public transport. • 0 of 12 responses agree or strongly agreed they would be able to self -serve using the online library. • 0 of 11 responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 5 of 8 responses agree or strongly agreed that the housebound service could reduce the impact of the proposed changes. • 2 of 8 responses agree or strongly agreed that library book collections from other locations could reduce the impact of the proposed changes. • 10 of 12 responses agree or strongly agreed that they would stop using libraries if the preferred option was implemented. Removal of the Mobile Library vehicle will reduce availability for users to access library services. The vehicle has a lift enabling disabled people to access library services, operates in deprived neighbourhoods and	The percentage of adults receiving adult social care in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources and technologies for supporting disabled people's specific needs would need to be considered in any service description with the council and community/not for profit, run libraries. <u>Where no community organisations or not for profit organisations come forward:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential mitigation includes:</u> No generic mitigating actions have been identified regarding individual access, familiarity and barriers. However at a future stage the Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may

	has scheduled stops at day care centres and schools. Access – this would include physical access and ability to travel to library buildings and access within the buildings themselves. In terms of mobility related disabilities, those whose local library would not continue to be managed by the council would have greater distance to travel and the cost of travelling may impact on their use of libraries. This may be an impact for people with or who acquire an age related disability, for other physical disabilities and learning disabilities. There may also be impacts for those who are blind or partially sighted or have mental health problems. Familiarity - with locations and staff are important factors for a number of groups of people with disabilities who rely staff for additional support. For those whose local library would not continue to be managed by Southampton City Council library there may be an impact which may affect their use of libraries. Children with disabilities: Some disabled children and their families may find that they can no longer visit the library they are used to using and there are a reduced number of libraries across the city. This may aggravate the barriers that already exist for them to access library services. Mental health: Some people may experience more isolation if they have to travel further to a library service and it requires visiting a new place which could increase anxiety and impact their use of libraries. People who are blind or partially sighted people which can often be onset in older age, may be able to travel independently to a library and access the library on a known and practiced route both externally and internally as they are familiar with the library layout but they may be adversely affected if they needed to switch their library use to a different library. The proposal that the Mobile Library would no longer be managed by the council will reduce the availability for users to an accessible library service. The vehicle has a lift enabling disabled people to access the service.	mitigate the cost of additional travel costs to access libraries. Continue to provide assistance completing applications for a Smart Card to give concessionary bus travel including taking the photographs required. Seek to encourage participation on the courses run by libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city. Library users with sensory impairments may be more likely to utilise digital access to the Library Service. This will also include: audio and e audio materials, access and support in applying for services and benefits online in libraries e.g. Universal Credit. Development of the Housebound Service to deliver materials to disabled people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. <u>In council managed provision</u>: The council would seek to explore the development of investments in technologies which could include facilities to develop Video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Explore new Hearing Loops in all libraries remaining in council control.

Gender Reassignment	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Encourage participation on the in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on these identified groups. Other mitigations from sections above may also apply<u>.</u>
Marriage and Civil Partnership	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the

	characteristic.	Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Where community organisations or not for profit organisations are identified: The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Other mitigations from sections above may also apply.
Pregnancy and Maternity	Although there is no monitoring of diversity of registered library users in this area of diversity, it is recognised that pregnant women may find access to libraries more difficult in later stages of pregnancy and mothers are often responsible for looking after babies and young children. This could make access more difficult especially if mothers are lone parents and experience economic or social deprivation.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit

	No specific difficulties were highlighted in responses to the public consultation. At a number of comments were received in respect the importance of introducing children to books from a young age, and a number of childcare and early years providers expressed concerns about the negative impact of the Mobile Library no longer operating. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their learning and development.	organisations and in any subsequent service descriptions. <u>Where community organisations or not for profit organisations are identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. The council would seek to develop investments in technologies which could include facilities to develop video/teleconference, online reading groups which may provide alternative ways of accessing and participating in reading and social communities for a range of people across the city. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Other mitigations from sections above may also apply.
Race	None of the Mobile Library customers who responded to the question about ethnicity in 2012 Library Satisfaction Survey (PLUS) described themselves as being of an ethnic group other than White British. There was 1 response from people who identified themselves as being BME and who use the Mobile Library to the question: 'If the council's preferred option for library services was implemented, to what extent would this	The percentage of BME residents in catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The needs assessment has taken into account people from BME communities. Southampton City Council will seek to encourage community groups and not for

	impact on you personally?' This person said that they would stop using libraries if the proposal is implemented.	profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Religion or Belief	There are no specific impacts anticipated for this category and none identified from the public consultation There is no monitoring of	Council managed provision will continue to provide safe places.

	diversity of registered library users in this area of diversity. It is however recognised that for a number of faith groups and communities, libraries are regarded as safe places for women and children. A reduction in the number of libraries of libraries which would continue to be managed by Southampton City Council would reduce the availability of these safe venues across the city.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of race and language groups would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. This will include safe places. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. <u>Potential mitigation includes:</u> The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in

		libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sex	A reduction in libraries will reduce availability for all users but may have a disproportionate impact on females as more females than males are active users (57% Female 43% Male). Responses to the question, 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?' 33 of the 39 responses from female respondents, and 10 of the 12 from male respondents anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact and whether they could use a listed range of alternatives. Respondents could tick multiple options. Of these responses: • 7 of 35 female and 3 of 9 male responses agree or strongly agree they would be able to reach another library using their own transport. • 8 of 34 female and 5 of 9 male responses agree or strongly agree they would be able to reach another library using public transport. • 7 of 32 female and 2 of 8 male responses agree or strongly agree they would be able to self -serve using the online library. • 4 of 33 female and 2 of 8 male responses agree or strongly agreed they would be able to go online and use the virtual library e.g. ebooks. • 11 of 26 female and 5 of 9 male responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 8 of 25 female and 4 of 8 male responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 21 of 31 female and 3 of 9 male responses agree or strongly agree that they would stop using libraries if the preferred option was implemented. When other factors are also taken into consideration such as caring responsibilities,	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions The council would seek to explore continuing running activities in its managed libraries and to develop service descriptions in community/not for profit, run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. <u>Where community organisations or not for profit organisations are not identified:</u> For libraries where no community/not for profit provider is identified, activities will cease - this will require people to travel further to be able to participate. <u>Potential mitigation includes:</u> Concessionary bus passes are available for eligible disabled residents under pensionable age and passes are available for eligible carers who may need to accompany an individual, which may mitigate the cost of additional travel costs to access libraries. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although the predominant activity of both

	dependent children, socio-economic disadvantage and ageing this is believed to be an area for consideration because: Women are more likely to be carers either of children or of adults and to be responsible for accompanying children or the person they care for to the library. If they need to transfer their library use to a different library to the one currently used this could present difficulties in terms of travel and access and costs. Lone parents are more likely to be women and if they are experiencing socio- economic deprivation this could aggravate their ability to pay for public transport and access library services. Libraries may be an important source of reading for children from poorer families. Activities for pre-school children in the form of storytimes and rhymetimes will reduce as the number of libraries which would continue to be managed by Southampton City Council reduces. This will reduce the number of free sessions available across the city where children and their carers can meet with other children and adults engage with books and in activities which support their leaning and development.	genders is to borrow books, men are more likely than women to use the library solely for computer use, so the development of the virtual library services could have a positive effect for men and help to improve access to library services. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries may have on these identified groups. Southampton City Council would seek to explore continuing running activities in the council managed libraries and to develop service descriptions in community/not for profit run libraries around the delivery of activities such as rhyme and storytime, children's materials and library spaces, homework clubs, family learning and other educational reader development initiatives. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line.
Sexual Orientation	There are no specific impacts anticipated for this category and none identified from the public consultation. There is no monitoring of registered library users in this area of diversity/protected characteristic.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Inclusion training and the provision of resources supporting the specific needs of users would need to be considered in any service description with the council and community/ not for profit, run libraries. The council would seek to develop service

		description in community run libraries to ensure equality of access to library service. This will be a requirement of the agreement with the council. Where community organisations or not for profit organisations are not identified: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. The Council will seek to contact all regular users who only use those libraries affected to identify any alternative provisions or potential mitigations. Potential mitigation includes: The council would seek to develop deposit collections of materials at local community centres. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. Encourage participation on courses in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. Other mitigations from sections above may also apply.

Other Significant Impacts

Community Safety	Libraries offer opportunities for or people to use their time productively.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. Where community organisations or not for profit organisations are identified:

		The issue of safety could be addressed in the service description for the community libraries. <u>Where community organisations or not for profit organisations are not identified</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. <u>Potential Mitigation</u> Work with the Southampton Safe City Partnership on potential community safety issues.
Poverty	Southampton ranked 81st most deprived local authorities. There are 9 Lower super output areas (LSOA) in Southampton which are in the 10% most deprived in country. Libraries are mainly a free service and any reduction in their availability is likely to be more keenly felt by people on low income. In particular, libraries offer a place where children can spend their time at no cost to their parents. The loss of free internet access may disproportionately impact on people with low incomes. The availability of free books and internet access is of greater importance when income levels are low. The proposed model would reduce the number of access points to books and free internet access in areas across the city including areas of deprivation. This will impact all library users but would have a disproportionate impact on people with low income and reduce access to learning, support, online access for job applications and other benefit applications. **Unemployed People** There were no responses from people who identified themselves as unemployed and who use the Mobile Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes it difficult to analyse further the impact.	The Index of Multiple of Multiple Deprivation (IMD) has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified</u>: Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions. The peoples network computers are part of the Community Package for community independent libraries. <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings then they will close. No mitigating actions have been identified for people on low-income for any additional travel costs to access libraries. Although under the proposed option 99% of households in Southampton will be within 1.5

		miles of a library. <u>Potential Mitigation includes:</u> The mitigation offered by better access to online services may be reduced for people on low income –digital literacy training needs and access to computers may be an issue for many people on low income and is reflected by the high use made of library public access computers and the demand for help and support from library staff to fill in on line applications. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that at least the number of 'People's Network' sessions across the service do not decrease.
Educational Attainment	**Schools and Nurseries:** In addition to the impact a reduction in the number of libraries managed by the council may have on individual children, there may be a corresponding impact on schools and nurseries in these areas. This would relate to the local availability of materials and computers to support and supplement learning outside of school, school and nursery visits, library membership initiatives. Though many schools have school libraries these are often particularly in Primary schools small in size and all are only available during term times and school hours. Written Submissions from the public consultation reflecting concerns regarding local children and access to library content and services. ORS REPORT Fig 73 **Full Time Education** There were no responses from people who identified themselves as being in full time education and who use the Mobile Library to the question If the council's preferred option for library services was implemented, to what extent would this impact on you personally. The size of this response makes	The percentage of 0-11 years old in the catchment has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council. The percentage of school pupils up to KS2 deemed low performers has been included as a demographic indicator in determining needs/priorities for libraries which will continue to be managed by Southampton City Council Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/ not for profit organisations and in any subsequent service descriptions <u>Where community organisations or not for profit organisations are not identified:</u> If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings

	it difficult to analyse further the impact.	then they will close. <u>Potential Mitigations could include</u>: Library Opening Hours: consideration should be given to ensuring that opening hours of the libraries which will continue to be managed by the council to facilitate greater use by children and young people outside of school and college. School Library Service is a traded service which schools choose to buy into. The service would seek to maintain and improve school libraries in subscribing schools through the provision of books, ebooks training and advice. This service would have an important role in helping roll out the Universal Library membership of all Year R-KS3 City wide. If the libraries are not managed by community/not for profit groups and that the service from the 5 buildings ceases completely then the IT provision would be relocated to other retained libraries to ensure that the number of 'People's Network' sessions across the service does not decrease. Improve access to online services and increase digital inclusion –digital literacy training needs and access to computers may be an issue for the very young. Promote the courses running in libraries to help people to get online and become effective internet users. Library staff and volunteer digital champions available in libraries to help people benefit from all the online resources available and to be able to renew and reserve books on line. The council would seek to explore continuing running activities in its managed Libraries. It will develop service descriptions in community/not for profit - run libraries around the delivery of activities for children and young people. Explore increasing the number of book deposits at community venues across the city including nurseries, community centres, playgroups etc. to mitigate the impact a potential reduction in libraries would have on

		these identified groups.
People with dependent children	9 of 12 responses from respondents with dependent children- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents with dependent children: • 2 of 9 agree or strongly agree they would be able to reach another library using their own transport. • 7 of 9 agree or strongly agreed they would be able to reach another library using public transport. • 5 of 9 agree or strongly agree they would be able to self -serve using the online library. • 5 of 9 agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 4 of 10 agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 3 of 9 agree or strongly agree that library book collections from other locations could reduce the impact of the proposed change. • 2 of 12 agree or strongly agree that they would stop using libraries if the preferred option was implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential Mitigations</u> Mitigations cited previously for children under 18 would be appropriate for this identified group
Carers	11 of 12 responses from respondents who are carers- to the question 'If the council's preferred option for library services was implemented, to what extent would this impact on you?' - anticipated that they would be impacted a great deal/to some extent. Respondents were asked if the proposal had a personal impact, whether they could use a listed range of alternatives. Respondents could tick multiple options. Of responses from respondents who are carers: • 1 of 10 responses agree or strongly agreed they would be able to reach another library using their own transport.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly

	• 4 of 10 responses agree or strongly agreed they would be able to reach another library using public transport. • 3 of 6 responses agree or strongly agree they would be able to self -serve using the online library. • 1 of 6 responses agree or strongly agree they would be able to go online and use the virtual library e.g. ebooks. • 5 of 10 responses agree or strongly agree that the housebound service could reduce the impact of the proposed changes. • 3 of 8 responses agree or strongly agree that library book collections from other locations could reduce the impact of the proposed changes. • 9 of 11 responses agree or strongly agree that they would stop using libraries if the preferred option was implemented.	therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential Mitigations include:</u> Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply
Looking after the home or family	There was 1 response from this a person people who identified themselves as looking after the home or family and who use the Mobile Library - to the question – 'If the council's preferred option for library services was implemented, to what extent would this impact on you personally?'. This person would stop using libraries if the proposal is implemented.	Southampton City Council will seek to encourage community groups and not for profit organisations to manage libraries that the council is unable to continue to manage. This will include the provision of a package of support as outlined in the Cabinet papers. <u>Where community organisations or not for profit organisations are identified:</u> Equality of access to library services will be an important part of the evaluation of bids from community groups/not for profit organisations and in any subsequent service descriptions. Library stock will still be under the ownership of the council and updated accordingly therefore the stock will continue to reflect the needs of the local community. <u>Where no community organisations or not for profit organisations come forward</u>: If there are no community organisations or not for profit organisations able to continue some type of provision from these buildings, they will close. This will result in a reduction in access to locally based libraries. <u>Potential Mitigations Include:</u> Development of the Housebound Service to deliver materials to the least mobile people staffed by volunteers. There is existing

		capacity and the potential to recruit further volunteers to serve more readers. A promotion campaign to advertise the benefits of this service will be mounted. Many other mitigations from sections above may also apply.

This page is intentionally left blank

DECISION-MAKER:	CABINET
SUBJECT:	CONSULTATION ON PROPOSED CHANGES TO THE GENERAL FUND
DATE OF DECISION:	18 AUGUST 2015
REPORT OF:	CABINET MEMBER FOR FINANCE

CONTACT DETAILS

AUTHOR:	**Name:**	**Mel Creighton**	**Tel:**	**023 8083 4897**
	E-mail:	**mel.creighton@southampton.gov.uk**		
CFO:	**Name:**	**Andrew Lowe**	**Tel:**	**023 8083 2049**
	E-mail:	**Andrew.lowe@southampton.gov.uk**		

STATEMENT OF CONFIDENTIALITY

None

BRIEF SUMMARY:

The purpose of this report is to seek Cabinet's approval to consult on the first tranche of revenue budget savings for 2016/17 and beyond.

The report also requests changes to the 2015/16 budget following implementation of some of the savings in this financial year.

It also asks members to note the 2015/16 spending pressures outlined in paragraph 15, and the review of the Medium Term Financial Strategy following on from the Governments July Budget.

Where required staff and public consultation will be undertaken on the savings proposals and the results will be presented to Cabinet and the Council at the appropriate time.

RECOMMENDATIONS:

(i) To note the 2015/16 spending pressures for the General Fund as detailed in paragraph 9.

(ii) To note the in-year actions to address the spending pressures as per paragraph 15.

(iii) To note the potential in-year reduction in funding for Public Health as set out in paragraph 16 to 22

(iv) To note the Medium Term Financial Forecast as set out in paragraphs 23 to 38, including the specific impact on the HRA arising from the recent announcements on Social Housing Rents.

(v) To note the Revenue Support Grant scenario modelling as set out in paragraphs 26 to 28 and Appendix 1

(vi) To approve the savings proposals, as set out in Appendix 2 to this report and paragraph 39 to 46, for consultation.

(vii) Subject to approval of the recommendations contained within the "Future of Southampton Library Service" report elsewhere on the agenda, to agree the additional saving set out in paragraph 47.

(viii) To note the remaining budget shortfall for 2016/17 to 2019/20 as set out in paragraphs 48 to 49.

(ix) To consult on the proposed changes to the HR 'Organisational Change Policy' and the 'Redeployment Policy' for compulsory redundancy so that they are brought in line with the contractual notice period. This will lead to a reduction in both the discretionary notice period and the redeployment period from 4 months to a maximum of 3 months (subject to grade and length of service) as set out in paragraph 55.

(x) Delegate authority to the Chief Financial Officer (CFO) following consultation with the Cabinet Member for Resources to do anything necessary to give effect to the recommendations in this report.

(xi) To instruct officers to implement savings at the earliest date to secure benefits in 2015/16.

REASONS FOR REPORT RECOMMENDATIONS:

1. The recommendations have been put forward to ensure that savings proposals are advanced and policy changes are implemented as early as possible as part of the budget process for 2016/17.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED:

2. The Executive could choose to only progress savings as part of the annual budget process through the October budget report leading to the setting of the Council Tax in February 2016. However, recognising the importance of seeking to effect change at the earliest opportunity, and to deliver savings in a timely fashion, the Executive are seeking to bring forward a range of savings proposals for early consultation.

   This should allow some of the proposals to be implemented in the current financial year and thus deliver in year savings which can contribute to the overall forecast adverse position for 2015/16, and the budget gap for 2016/17 onwards, allowing time to fully consult on other proposals which the Executive wish to implement from April 2016 onwards. Alternative options may be presented to Council at the meeting in November at which a decision on a number of the proposals will be taken after the end of the consultation process. Further options will also be brought forward as part of the October budget report to Cabinet.

DETAIL (Including consultation carried out):

CONSULTATION

3. Where new proposals have been put forward these have been subject to consultation with the Council's Management Team and relevant Cabinet Members.

4. Consultation will be undertaken with trades unions and staff affected by the proposals in line with the agreed HR policies.

5. Full consultation will be undertaken with any people or organisations affected by the proposals to ensure all options have been considered.

EQUALITY IMPACT ASSESSMENT

6. The Equality Duty is a duty on public bodies which came into force on 5 April 2011 and requires the Council to show that it has 'had regard' to the impact of its decisions on its equality duties and the need to advance equality of opportunity between people who have protected characteristics and those who do not.

7. While the Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment (EIA), it does require public bodies to show how they considered the Equality Duty and that they have been consciously thinking about the aims of the Equality Duty as part of the process of decision-making. To comply with these requirements as well as the Community Safety legislation, the Council has used its existing Impact Assessment framework so that it can ensure the use of a consistent, council wide mechanism to evidence how decision making took into account equality and safety considerations.

8. Individual EIAs have been completed by Directors and Senior Managers for those proposals contained in Appendix 2 that they identified require such an assessment, as they could have an adverse impact on a particular group or individuals. The individual EIAs will be published on the Council's website. For proposals that relate to contractual or commissioning arrangements, further work will be undertaken to assess the impact.

2015/16 SPENDING PRESSURES

9. Elsewhere on the agenda is the Corporate Revenue Financial Monitoring for the Period to the end of 30th June 2015, setting out the 2015/16 forecast outturn position. The report details an overspend position for the year of £9.43M, due mainly to three areas summarised below:

Education & Children's Social Care Portfolio - £5.84M Forecast Overspend

10. Looked After Children Service is forecasting an overspend of £4.07M due to significant numbers of children in care above the budgeted level, in particular, with fostering and residential placements with external providers.

11. Specialist Core Services are forecasting an overspend of £0.7M due to agency staff having been employed to cover increasing caseloads and an inability to recruit and retain experienced social workers.

Health and Adult Social Care Portfolio - £2.94M Forecast Overspend

12. Long Term Care provision services are forecasting an overspend of £2.32M due to the volume of care provision that caused an overspend in 2014/15 continuing into 2015/16. In addition there will be slippage in the achievement of savings agreed in both February 2014 and February 2015 for reductions in volume of care.

13. Provider Services has a forecast overspend of £0.69M resulting from the delay in the final outcome of the Kentish Road and Southampton Day Services review.

Environment and Transport Portfolio - £0.51M Forecast Overspend

14. Domestic Waste Services are forecasting an adverse variance of £0.49M mainly due to staffing costs and agency cover

Actions being taken to address the adverse position

15. The report also details a number of actions that being put in place to address the adverse position. These actions are:

a. The service areas above are working with finance and transformation to draw up recovery action plans to minimise the amount of pressure being carried forward into 2016/17.
b. Vacancy Freeze – all directorates have been instructed to hold posts vacant and to not recruit with only minimal exceptions to be agreed by Directors for critical posts.
c. Non Essential Spend – all directorates have been instructed to cease spending on any non-essential non pay expenditure.
d. Any posts which have been held vacant and not covered by temporary arrangements for over 6 months will be deleted

Public Health Grant Funding

16. In addition to the above, a further in-year pressure will need to be managed in the delivery of our Public Health service. This pressure is not yet reflected in the forecast outturn position for two reasons. Firstly the actual pressure is not yet known, and secondly the expectation is that the service will need to implement in year saving and potentially ongoing changes to manage the pressure.

17. The pressure arises from the pre-Budget announcements on the 4th June 2015 where the Chancellor announced £4.5bn of new measures to bring down public debt. These included £200M reduction in Department of Health Non NHS or Public Health spend in 2015/16.

18. The Government has now released the consultation (03/08/2015) setting out potential ways this saving could be distributed to councils. The consultation sets out 4 possible ways the saving could be distributed. These are:

A. Devise a formula that claims a larger share of the saving from LAs that are significantly above their target allocation.

B. Identify LAs that carried forward unspent reserves into 2015/16 and claim a correspondingly larger share of the savings from them.

C. Reduce every LA's allocation by a standard, flat rate percentage. Nationally the £200 million saving amounts to about 6.2 per cent of the total grant for 2015/16, so that would also be the figure DH applied to individual LAs.

D. Reduce every LA's allocation by a standard percentage unless an authority can show that this would result in particular hardship, taking account of the following criteria:

- inability to deliver savings legally due to binding financial commitments;
- substantial, disproportionate and unavoidable adverse impact on people who share a protected characteristic within the meaning of section 149

of the Equality Act 2010;

- high risk that, because of its impact, the decision would be incompatible with the Secretary of State's duties under the NHS Act 2006 (in particular the duty to have regard to the need to reduce inequalities between people with regard to the benefits they can receive from public health services);

- the availability of funding from public health or general reserves; or

- any other exceptional factors.

19. The Department of Health (DoH) have clearly indicated that their preferred approach to implementing the cut is option C. The impact of these possible methodologies of distribution vary for Southampton from £0.216M (Option B) to £1.1M (Option C). When Public Health transferred from CCGs to Local Authority control on the 1st April 2013, they were in various funding positions compared to their target funding positions, many above target (i.e. over funded) and many under target (i.e. under funded). For Southampton, the Public Health service was and remains funded at below target.

20. Whilst not agreeing with the proposed in year cuts, on the basis that they will be imposed, it would seem most fair if in the first instance those authorities whose Public Health service is above their funding target were to absorb the impact of the cuts, and for this reason Southampton will be replying to the consultation stating in the first instance we do not agree with the cuts but if forced to express a preference it would be for Option A above.

21. If the DoH were to proceed with implementing Option C (the largest reduction in the sum of £1.1M), this would move Southampton further below our target funding position. In addition, much of the Public Health budget is tied up in contracts or funding core Southampton services, and making cuts of circa £1M mid-year will be difficult to achieve and will impact on public health provision within the City. Across the sector, the proposed cuts are seen as counter intuitive at a time of rising health and social care needs and costs, and inconsistent with the NHS "5 year forward view".

22. The consultation document is silent on whether the £200M will be a recurrent reduction in 2016/17 onwards. However our planning assumption is that this is the most likely scenario, and on that basis the impact will need to be reflected in the MTFS and future savings proposals.

MEDIUM TERM FINANCIAL STRATEGY (MTFS) AND BUDGET SAVINGS REQUIREMENT 2016/17 to 2020/21

23. The Medium Term Financial Strategy agreed at Council on the 11th February 2015 set out a £90M savings target for the period 2016/17 to 2019/20. The profile of the target is set out in the following table:

24. **TABLE 1 NET SAVINGS REQUIREMENT**

	2016/17 £M	2017/18 £M	2018/19 £M	2019/20 £M
Expenditure	198.9	210.2	220.9	231.7
Funding Available	(159.8)	(149.6)	(143.2)	(141.6)
Net Saving Requirement	**39.1**	**60.7**	**77.7**	**90.1**
Annual Saving Requirement	**39.1**	**21.6**	**17.0**	**12.4**

25. In the Budget Speech on 8th July 2015 the Chancellor set out a number of items that may affect the MTFS model going forward. These salient points are set out in the following paragraphs

Departmental Spend will be set out in the Autumn Spending Review

26. No local government departmental expenditure levels have been published and it is expected this detail will become clear as part of the Autumn Spending Review on the 25th November 2015 (with the absolute detail likely to only be received when the provisional Local Government Settlement is released, which is recent years has been in or around the third week of December). It will only be at this point that we will have a clearer picture of the potential reduction in the Revenue Support Grant (RSG).

27. As a consequence of the lack of clarity over the local government departmental expenditure levels, we have completed some scenario modelling around RSG showing the potential change to the savings requirement detail in Table 1. These scenarios are detailed in Appendix 1, and show the following potential changes to the savings requirement

TABLE 2 REVENUE SUPPORT GRANT SCENARIO MODELLING

Assumption Used	2016/17 Savings Requirement	Total Savings Requirement
Current Assumptions	£39.1M	£90.1M
40% reduction in year 1 then revert to existing assumptions	£43.4M	£98.6M
Based on an Overall Funding Settlement loss of 9-10% (LGA Model)	£36.5M	£74.2M
Based on Potential of Departmental Expenditure Levels (SIGOMA Model*)	£32.8M	£73.2M
Based on Office of Budget Responsibility (OBR) Figures (LGA Model – Best Case)	£31.5M	£50.5M

*Special Interest Group of Municipal Authorities

28. The table above shows the amount of uncertainty in modelling future year's savings to 2019/20, and it is hoped that in December the Provisional Local Government Settlement Figures will provide some more certainty. What is clear though is the target in place for 2016/17 and the assumptions around the Revenue Support Grant for 2016/17 seem to be fairly aligned in all the models (the savings requirement for 2016/17 reflects a reduction in government funding

across each of the above models, some spending pressures and the impact of non-recurrent savings).

National Living Wage

29. The budget introduced a new premium for those aged 25 and over leading to a new National Living Wage (NLW) of £7.20 in April 2016. The Government's ambition is for the (NLW) to increase to 60% of the median earnings by 2020, and it will ask the Low Pay Commission to recommend the premium rate in light of this ambition going forward. Based on OBR forecasts, this means the NLW is expected to reach over £9 by 2020. The Council has adopted the National Living Wage Foundation's calculation, which is currently £7.85, for the payment of SCC employees, and this rate is presently higher than the initial NLW.

30. The Council is mindful of the impact of the NLW on its suppliers, in particular on social care providers, and has already been lobbied by Care England on this issue. At present the Council does not intend to alter any of its existing contracts to take account of the NLW.

Public Sector Pay

31. The Government will fund public sector pay awards of 1% for 4 years from the 2016/17 onwards. This will have a positive impact on the savings target as the current MTFS model assumes 2%.

Local Government Assets

32. The Budget committed to a further £6M to continue to deliver progress and ensure local government rationalises its estates to contribute to growth and ensure efficient use of public assets. Southampton is already a part of this programme

Social Housing Rents - HRA

33. The Government committed to reducing rents in the social sector by 1% per year for the next 4 years. This has a significant impact on the HRA business plan over 30 years, as for each of the next 4 years the business plan had assumed rent increases of CPI plus 1%.

In addition tenants earning a family income of £30,000 will be required to pay market, or near market rents. The additional money generated from this will be paid to central government to fund the extension of the right to buy scheme to social landlord properties. Initial modelling suggests that for a family household earning £30,000, the move to market rent could increase their rental costs by circa 140%, and account for 42% of gross income.

The minus 1% rent announcement will impact on the Council's housing capital programme, and the HRA business plan will need to be significantly revised to manage the impact. The business plan is currently being reviewed, and a revised HRA Business Plan for 2016/17 onwards will be need to be brought forward for approval as part of the budget process.

Items not included in the Budget Announcement

34. A couple of key issues that the budget announcement remained silent on that may have a significant impact on the MTFS are the allocation of the New Homes Bonus and the Council Tax Referendum limit.

35. On these items the current MTFS model assumes the New Homes Bonus will be brought to an end in this financial year (as per LGA advice pre election) and the

maximum council tax increase allowable before a referendum has to be called is set at 1.99%.

36. The impact of NHB is significant. If this funding were to continue, the Council would anticipate receiving additional grant income of circa £4.5M-£5M, which would reduce the budget gap in the same sum (assuming no change to the current spend rules around NHB). The Council will seek to gain clarification on whether NHB will continue or not as this represents a key assumption impacting on the update of the MTFS and the Council's overall financial position.

Medium Term Financial Strategy Model Update

37. The MTFS is reviewed on a quarterly basis and having completed this exercise we are not proposing to amend any of the savings targets at this stage. The reasons for this are threefold:

    1. The level of pressures being faced in this year would offset any positive factors from potential new funding or assumption changes
    2. The significant level of uncertainty surrounding the potential settlement figures, (for example NHB and RSG).
    3. The impact of the management actions set out in paragraph 15 on the in-year pressures and the potential impact of these on future years needs to be reviewed.

38. The model will be reviewed and updated at Quarter 2 for any changes we feel can be reflected at that point.

OPTIONS FOR SAVINGS

39. The scale of both the in-year and future financial challenge facing the Council combined with the potential impact of an ongoing difficult economic position make it imperative that proposals for 2016/17 onwards are developed and savings achieved as early as possible.

40. Appendix 2 sets out savings proposals which have been developed and where possible these will be implemented as soon as practicable in the current financial year. The proposals include savings of £10.3M in 2015/16, although at present it is not planned to set aside any of 2015/16 savings to address the 2016/17 gap due to the adverse variance being reported in the monitoring report for the current year and as per paragraph 9. This position will be reviewed as part of the October budget report.

41. The proposed 2016/17 saving is £9.4M, £3.9M of which is a recurrent saving, leaving £5.5M as non-recurrent savings, which by their nature will add to the budget gap in 2017/18.

42. Where possible the intention is to take steps during 2015/16 to implement the savings so that they become fully delivered from 1 April 2016.

Minimum Revenue Provision

43. The main savings included within Appendix 2 are around the Councils Minimum Revenue Provision (MRP).

44. These focus on three areas:

    A. Reviewing the methodology used to determine the provision for borrowing

incurred post 2008, when the Prudential Code was introduced. This changes the method of calculation from an equal instalment basis to an annuity basis similar to that which bank loans are based on.

B. Reviewing the amount set aside for Pre 2008 debt. Previously we have set aside 4% of this debt, however we only need to set aside what we feel is prudent which at this stage we feel is closer to 2%. The impact of this will be to extend the time it takes to repay this debt. In the past the Council received grant funding for repayment of debt through RSG at a rate of 4% for debt that had been granted under the pre Prudential Code regime. This was then used to repay debt via MRP. Under the new prudential code regime these linkages no longer exist, and in addition to this RSG has been and will continue to be significantly reduced. To maintain the level of debt repayment at 4% in light of these reductions would not be prudent as it would lead to cuts in operational services which could be avoided.

C. Utilising capital receipts to repay debt enabling a revenue MRP holiday. This allows a significant non recurrent saving to be made and was the methodology used in in 2014/15. It is proposed to continue this strategy for 2015/16 and 2016/17. The impact of this will be the capital expenditure that is planned to be funded from capital receipts will need to be funded from borrowing in these financial years. The impact of this is an increase in borrowing costs, however as borrowing is based on cash need it is unlikely unlikely that new borrowing will occur in the short term.

45. The above changes to the treatment of MRP have been identified as savings opportunities. The impact being we are taking advantage of savings in the short/medium term which will come at a cost in the longer term. However, the benefits of the above proposals are still considered prudent in light of the Council's overall financial position. Where the proposal is non recurrent (utilisation of capital receipts and MRP holiday) this will be reviewed each year in light of the Council's updated financial position.

46. Each of these changes can be made under the CFO's delegated powers but will be discussed with the external auditor. A revised MRP policy will form part of the next Treasury Management Update to Full Council.

Library Service

47. Elsewhere on the agenda is a report detailing the future of the Southampton library service. Should Cabinet be mindful to approve this report, the savings proposed would increase by £0.286M to £9.667M in 2016/17 and £4.213M in 2017/18.

REMAINING BUDGET GAP

48. Table 3 sets the remaining gap should the savings contained within Appendix 2 be recommended to proceed.

49. **TABLE 3 REMAINING BUDGET GAP**

	2016/17	2017/18	2018/19	2019/20

	£M	£M	£M	£M
Net Savings Requirement	39.1	60.7	77.7	90.1
Savings as per Appendix 2	(9.4)	(3.9)	(5.9)	(5.9)
Remaining Budget Gap	29.7	56.8	71.8	84.2
Annual Remaining Budget Gap	29.7	27.1	15.0	12.4
Gap if Library Proposals are agreed				
Remaining Budget Gap	29.4	56.5	71.5	83.9
Annual Remaining Budget Gap	29.4	27.1	15.0	12.4

STAFFING IMPLICATIONS

50. It is inevitable that when the Council is faced with such a significant funding shortfall, that the savings proposals put forward by the Council will have an impact on staff cost and staff numbers.

51. Aware of this fact, the Council has continued to have in place a carefully planned approach to recruitment, ensuring that vacant posts have only been recruited to where absolutely necessary.

52. At this stage, based on the savings proposals contained in this report, 4.33 FTE posts are potentially affected of which 1.33 are currently vacant and 3.00 are in post and would be at risk of redundancy, should the proposals for consultation set out in Appendix 2 subsequently be agreed for implementation.

53. It is anticipated that further proposals will have an impact on staffing and will be brought forward in the October budget report.

54. Through the consultation process the Executive are keen to explore all avenues with the Trade Unions and staff to minimise the level of the proposed potential staffing redundancies. The City Council has an excellent past record of using its redeployment policies to minimise any compulsory redundancies arising out of the budget proposals.

HR POLICY CHANGES

55. As part of the Transformation review of HR policies and procedures, a review of the process for implementing restructures is being undertaken. One element under review is the amount of notice period given for individuals who are made compulsorily redundant, which also serves as the period the individual is on the redeployment register. The current redeployment policy allows for a notice period and time on redeployment of 4 months, which is over and above the contractual notice which is required to be given. Therefore, subject to consultation, it is proposed that both the Organisational Change Policy and Redeployment Policy will be revised so they are both in line with the contractual notice period, with the maximum redeployment period therefore being 3 months (depending on grade and length of service). This would result in a saving of at least one month's pay for each employee who exits the organisation via compulsory redundancy.

TRANSFORMATION PROGRAMME UPDATE

56. A number of significant strands of work are ongoing under the Transformation Programme with a number of key strategic business cases on track for inclusion

in the October budget report.

57. The Transformation and Improvement Board, Chaired by the Cabinet Member for Transformation, is meeting fortnightly to consider progress and to guide the ongoing development of the programmes of activity, and to regularly review progress with the current tranche of business cases.

Property/Other:

58. None.

LEGAL IMPLICATIONS:

Statutory power to undertake proposals in the report:

59. Local Government Acts 1972, 2000 and 2003 and Local Government Finance Act 1992.

Capital/Revenue:

60. The revenue and capital implications are as set out in the report.

Other Legal Implications:

61. Not applicable.

POLICY FRAMEWORK IMPLICATIONS:

62. This report proposes variations to the budget that was approved by Council on 11 February 2015.

AUTHOR:	Name:	Mel Creighton	Tel:	023 8083 4897
	E-mail:	Mel.Creighton@southampton.gov.uk		

KEY DECISION? Yes

WARDS/COMMUNITIES AFFECTED:	All

SUPPORTING DOCUMENTATION

Non-confidential appendices are in the Members' Rooms and can be accessed on-line

1.	Revenue Support Grant Scenario Modelling
2a.	Summary of Savings Proposals
2b.	Summary of Efficiencies, Additional Income and Service Reductions

Documents In Members' Rooms: None

Integrated Impact Assessment

Do the implications/subject of the report require an Integrated Impact Assessment (IIA) to be carried out.	Yes

Other Background Documents

Integrated Impact Assessment and Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)

Appendix 1

Revenue Support Grant Scenario Modelling

	2015/16	2016/17	2017/18	2018/19	2019/20	% Total Loss of RSG
	£M	£M	£M	£M	£M	
Current Assumptions						
Current Assumed Level of RSG	42.9	30.1	19.2	9.5	4.5	-89.45%
% Reduction		-29.9%	-36.1%	-50.4%	-52.6%	
Projected Annual Budget Savings Requirement		39.1	21.6	17	12.4	
Cumulative Projected Budget Savings Requirement		39.1	60.7	77.7	90.1	
Based on LGA Model with a Funding Settlement loss of 9-10%						
Revenue Support Grant	42.9	32.6	23.7	15.3	7.5	-82.49%
% Reduction		-23.9%	-27.2%	-35.4%	-51.1%	
Increase in RSG		2.6	4.5	5.8	3.0	
Current Projected Annual Budget Savings Requirement		36.5	17.1	11.2	9.4	
Cumulative Projected Budget Savings Requirement		36.5	53.6	64.8	74.2	
Based on LGA Model taking OBR at Face Value						
Revenue Support Grant	42.9	37.7	28.5	20.5	16.2	-62.23%
% Reduction		-12.1%	-24.3%	-28.1%	-21.0%	
Increase in RSG		7.6	9.3	11.0	11.7	
Current Projected Annual Budget Savings Requirement		31.5	12.3	6.0	0.7	
Cumulative Projected Budget Savings Requirement		31.5	43.8	49.8	50.5	
Based on SIGOMA Modelling of Departmental Expenditure Levels						
Revenue Support Grant	42.9	36.3	23.5	13.1	7.3	-82.92%
% Reduction		-15.2%	-35.3%	-44.4%	-44.0%	
Increase in RSG		6.3	4.3	3.5	2.8	
Current Projected Annual Budget Savings Requirement		32.8	17.3	13.5	9.6	
Cumulative Projected Budget Savings Requirement		32.8	50.1	63.6	73.2	
Based on 40% Government Departments Reduction per annum						
Revenue Support Grant	42.9	25.7	15.4	9.3	4.4	-89.76%
% Reduction		-40.0%	-36.1%	-50.4%	-52.6%	
Increase in RSG		-4.3	-3.8	-0.3	-0.1	
Current Projected Annual Budget Savings Requirement		43.4	25.4	17.3	12.5	
Cumulative Projected Budget Savings Requirement		43.4	68.8	86.1	98.6	

This page is intentionally left blank

SUMMARY OF SAVINGS PROPOSALS

Portfolio	2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000
Communities, Culture & Leisure	0.0	(29.0)	(29.0)	(29.0)
Environment & Transport	0.0	(165.0)	(180.0)	(220.0)
Finance	(8,402.0)	(7,849.0)	(2,380.0)	(4,297.0)
Housing & Sustainability	0.0	(22.0)	(22.0)	(22.0)
Leader's	(1,945.0)	(1,316.0)	(1,316.0)	(1,316.0)
Total Savings Proposals	**(10,347.0)**	**(9,381.0)**	**(3,927.0)**	**(5,884.0)**

IMPACT OF PROPOSALS ON STAFFING

Portfolio	FTE in Post	FTE Vacant	FTE Total
Communities, Culture & Leisure	2.00	0.00	2.00
Environment & Transport	0.00	0.00	0.00
Finance	0.00	0.00	0.00
Housing & Sustainability	0.00	0.83	0.83
Leader's	1.00	0.50	1.50
Total	**3.00**	**1.33**	**4.33**

This page is intentionally left blank

Portfolio Ref	Service Activity	Description of Item	2015/16 Part Year Saving £000	2016/17 £000	2017/18 £000	2018/19 £000	Implementation Cost	FTE In Post	FTE Vacant	Head of Service
	Communities, Culture & Leisure - Efficiencies									
	Heritage, Collections & Management	Reorganisation of visitor services team within arts and heritage to improve efficiency and increase effectiveness at point of delivery.	0	(29)	(29)	(29)	0	2.00	0.00	Mike Harris
	Sub Total		**0**	**(29)**	**(29)**	**(29)**	**0**	**2.00**	**0.00**	
	Communities, Culture & Leisure Total		**0**	**(29)**	**(29)**	**(29)**	**0**	**2.00**	**0.00**	
	Environment & Transport Efficiencies									
	City Services - Waste Management	Recycling of Road Sweepings.	0	(25)	(25)	(25)	0	0.00	0.00	Mitch Sanders
	City Services - Waste Management	Reducing waste sent to landfill.	0	(25)	(25)	(25)	0	0.00	0.00	Mitch Sanders
	City Services - Waste Management	Waste Disposal Contract Savings.	0	(25)	(40)	(60)	0	0.00	0.00	Mitch Sanders
	City Services - Waste Management	HWRC management contract savings.	0	(60)	(60)	(80)	0	0.00	0.00	Mitch Sanders
	Sub Total		**0**	**(135)**	**(150)**	**(190)**	**0**	**0.00**	**0.00**	
	Environment & Transport Income									
	City Services - Waste Management	Grant Income - Recycling.	0	(30)	(30)	(30)	0	0.00	0.00	Mitch Sanders
	Sub Total		**0**	**(30)**	**(30)**	**(30)**	**0**	**0.00**	**0.00**	
	Environment & Transport Total		**0**	**(165)**	**(180)**	**(220)**	**0**	**0**	**0**	
	Finance Efficiencies									
	IT Services	Savings achieved from renewal of Vodaphone Contract.	(35)	(35)	(35)	(35)	0	0.00	0.00	Kevin Foley
	IT Services	Reduction in cost of software licence agreements.	(38)	(38)	(38)	(38)	0	0.00	0.00	Kevin Foley
	Partnership	Updated assumptions for Parking Cost liability for staff that transferred to Capita.	(26)	(26)	(26)	(26)	0	0.00	0.00	Rob Harwood
	IT Services	Reduced cost of Internet Lines.	(28)	(28)	(28)	(28)	0	0.00	0.00	Rob Harwood
	Partnership	Savings achieved from partnership contracts.	0	0	0	(2,000)	0	0.00	0.00	Andy Lowe
	Business Support	Additional savings achieved from Phase 1 of the Business Support Review.	0	(120)	(120)	(120)	0	0.00	0.00	Andy Lowe
	Finance Service	Review of method for assessing Minimum Revenue Provision for Post 2008 Borrowing	(800)	(800)	(800)	(800)	0	0.00	0.00	Andy Lowe
	Finance Service	Review set aside for Pre 2008 Borrowing	(1,475)	(1,402)	(1,333)	(1,250)	0	0.00	0.00	Andy Lowe
	Finance Service	Utilise capital receipts to repay debt enabling a MRP holiday	(6,000)	(5,400)	0	0	0	0.00	0.00	Andy Lowe
	Sub Total		**(8,402)**	**(7,849)**	**(2,380)**	**(4,297)**	**0**	**0.00**	**0.00**	
	Finance Total		**(8,402)**	**(7,849)**	**(2,380)**	**(4,297)**	**0**	**0**	**0**	

Portfolio Ref	Service Activity	Description of Item	2015/16 Part Year Saving £000	2016/17 £000	2017/18 £000	2018/19 £000	Implementation Cost	FTE In Post	FTE Vacant	Head of Service
	Housing & Sustainability Reductions									
	Housing Renewal	Reduce hours from vacant post in Housing Renewal and Delivery (Housing Development Officer)	0	(11)	(11)	(11)	0	0.00	0.33	Barbara Compton
	Housing Renewal	Delete vacant post supporting Economic Development function.	0	(11)	(11)	(11)	0	0.00	0.50	Barbara Compton
	Sub Total		**0**	**(22)**	**(22)**	**(22)**	**0**	**0.00**	**0.83**	
	Housing & Sustainability Total		**0**	**(22)**	**(22)**	**(22)**	**0**	**0.00**	**0.83**	
	Leader's Efficiencies									
	Property Services	Savings from utilities (based on anticipated usage now all staff consolidated into one building); reduction in legal and policy compliance work, and staff reduction.	(50)	(137)	(137)	(137)	0	1.00	0.00	Rodger Hawkyard
	Property Portfolio Management	Savings on property management budget (valuation and estates function); saving on central budget for managing surplus property after being declared surplus by service areas prior to disposal; and saving on budget for Council to comply with its landlord obligations in respect of investment property.	(40)	(130)	(130)	(130)	0	0.00	0.00	Rodger Hawkyard
	Property Services	Reduction in required Corporate Health & Safety costs.	(40)	(40)	(40)	(40)	0	0.00	0.00	John Spiers
	Sub Total		**(130)**	**(307)**	**(307)**	**(307)**	**0**	**1.00**	**0.00**	
	Leader's Reductions									
	Central Repairs & Maintenance	Saving on central R&M budget for planned and reactive repairs.	(100)	(200)	(200)	(200)	0	0.00	0.00	Rodger Hawkyard
	Property Services	Savings proposed linked to less condition surveys on council buildings; reducing/removal of ad hoc advice unless funded by service areas/project budgets; and reduction in bridge surveys.	(60)	(150)	(150)	(150)	0	TBC	TBC	Rodger Hawkyard
	Property Services	Reduced requirement of revenue financing to fund capital spend for final stage of Accommodation Strategy as a result of a review of further changes to accommodation or implementing new ways of working.	(700)	0	0	0	0	0.00	0.00	Rodger Hawkyard
	Development & Economy	Reduce contribution to Solent Economic Investment Service	0	(10)	(10)	(10)	0	0.00	0.50	Barbara Compton
	Property Services	One off reduction in bad debt provision for loss of rental income on Investment Properties.	(955)	0	0	0	0	0.00	0.00	Andy Lowe
	Property Services	Delete Annual Sinking Fund Contributions for One Guildhall Square and Civic Centre.	0	(649)	(649)	(649)	0	0.00	0.00	Andy Lowe
	Sub Total		**(1,815)**	**(1,009)**	**(1,009)**	**(1,009)**	**0**	**0.00**	**0.50**	
	Leader's Total		**(1,945)**	**(1,316)**	**(1,316)**	**(1,316)**	**0**	**1.00**	**0.50**	
	Grand Total		**(10,347)**	**(9,381)**	**(3,927)**	**(5,884)**	**0**	**3.00**	**1.33**	

DECISION-MAKER:		**Cabinet**		
SUBJECT:		Consultation on proposals for an Integrated Service for Crisis Response, Rehabilitation, Reablement and Hospital Discharge. (Phase One and Phase Two)		
DATE OF DECISION:		August 18th 2015		
REPORT OF:		Cabinet Member for Health and Adult Social Care		
CONTACT DETAILS				
AUTHOR:	**Name:**	**Donna Chapman** **Madeleine Cato**	**Tel:**	**023 80296004** **023 80832391**
	E-mail:	**Donna.chapman@southamptoncityccg.nhs.uk** **Madeleine.cato@southampton.gov.uk**		
Director	**Name:**	**Stephanie Ramsey**	**Tel:**	**023 80296941**
	E-mail:	**Stephanie.ramsey@southampton.gov.uk**		

STATEMENT OF CONFIDENTIALITY:
Appendix 1 of this Report is not for publication by virtue of category 3: Information relating to the financial or business affairs of any particular person (including the Authority holding that information) taken from paragraph 10.4 of the Council's Access to Information procedure Rules as contained in the Council's Constitution.

BRIEF SUMMARY

A key element of the Better Care Plan approved by Cabinet in January 2014 was to achieve a re-designed integrated health and social care crisis response, rehabilitation/ reablement and hospital discharge service for Southampton. The vision is to achieve significant benefits across the system including:

- An improved client experience that is person-centred, seamless and integrated
- A clear and effective pathway for clients to promote recovery and independence
- Improved efficiencies by reducing service duplication, providing co-ordinated care and a more tailored use of bed-based resources
- Reducing spend across the health and social care system by reducing the future demand for services as the population gets older e.g. spend on avoidable hospital admission rates, length of hospital stay and need for on-going complex packages of care.

Following aseries of Stakeholder Workshops a Business Case has been produced on a potential preferred Option for a new, integrated service model. (Appendix 1)

This report seeks Cabinet approval for the preferred Option and to initiate a process of consultation on the re-provision of these services, including the potential preferred Option, which comprises two separate Phases.

Phase One: A proposed service model which will bring together those functions associated with crisis response, rehabilitation, reablement and, at a later date

hospital discharge, delivered by the City Council and Solent NHS Trust to provide a seamless response for the service user. This will be achieved through a single integrated team approach, with a single integrated management structure that better supports people in their communities and maximises their potential for independence. This preferred Option has the potential to impact on staff in terms of line management, roles and location of staff base. Although a small number of management posts (9 Full Time Equivalents (FTE) across the City Council and Solent NHS Trust) have been identified as potentially impacted by this preferred Option, the number of posts potentially at risk may be fewer. The preferred Option will not change the employer or terms and conditions (i.e. City Council staff will remain employed by the Council on the same terms and conditions). This Phase One is a re-structure of staffing resources and does not impact on the type, service delivery location or total range of services available to clients.

Phase Two: A reconfiguration of rehabilitation and reablement beds, to achieve a more appropriate and cost effective balance of bed based and domiciliary care services that meets needs of clients and would deliver better outcomes, and represents a better value use of resources. This preferred Option will have implications for the future locations of staff employed by Southampton City Council rehab/reablement and respite in-house services, and has the potential to impact on a larger number of City Council posts (potentially 41 FTE) and on how services are delivered.

These rehab/reablement and respite in-house services are currently provided by the City Council at Brownhill House. It is proposed this unit would close if the preferred Option for Phase Two, subject to consultation, were to be approved. Clients will still receive rehab, reablement and respite services, but they will be provided in an integrated and flexible way, with a tailored use of bed-based resources other than at Brownhill House.

In addition, Southampton Care Association (SCA) currently utilise Brownhill House for provision of a commissioned Day Service for Older People. The implication of progressing Phase Two will mean a likely re-location for the Day Service, which would be facilitated by City Council.

RECOMMENDATIONS:

	(i)	To approve that within the consultations the preferred Option is Option 4 which will deliver an integrated service.
	(ii)	To approve a formal consultation with relevant staff in the City Council and Solent NHS Trust on Phase One.
	(iii)	To delegate authority to the Acting Director of Adult Social Care and Head of Legal and Democratic Services, following consultation with the lead Cabinet Member for Health and Adult Social Care to do anything necessary to give effect to the Phase One proposals incorporating any changes resulting from the staff consultation.
	(iv)	Subsequent to consultation, and as a part of the actions in (iii) to facilitate integrated working between Health and Social Care, to approve establishing a Section 113/Section 75 agreement under the National Health Service Act 2006 as appropriate.
	(v)	To approve a formal consultation with relevant staff (City Council and Solent NHS Trust), with stakeholders and with service users, carers and family members on proposals for Phase Two, including the potential preferred Option - a reconfiguration of rehab and reablement beds to achieve the most appropriate balance of bed

		based and domiciliary care to support the integrated service model.
	(vi)	To note that there is an indicative **net** saving in the region of £210,000 to £825,380 to be realised by 2020 if Phase Two of the re-design of services is taken forward. This saving is associated with a predicted reduction in hospital admissions and permanent admissions to residential and nursing homes by investing more into reablement and domiciliary care, and is predicated on re-investment of some of the resources freed up by Phase Two.
	(vii)	To note, subsequent to consultation, the final recommended proposal in respect of Phase Two, will be brought back to a Cabinet meeting in 2016 for approval and agreement to implement.
REASONS FOR REPORT RECOMMENDATIONS		
1	There is a strong case for change. The outcomes for clients and their experience can be improved as the city has: • A higher proportion of older people who rely on input from Adult Social Care services than is the case nationally (5.2% compared with 3.8%) • A significantly growing number of Delayed Transfers Of Care (DTOC) • A much higher rate of admissions of older people aged 65 and over to residential and nursing care homes when compared to other Health and Wellbeing Boards in our comparator areas and nationally.	
2	There are also significant pressures on City Council resources and pressures on the health system: • Rates of unplanned admissions and delayed transfers are above the national average, pressure on beds is unsustainable and unsafe and there are high rates of admission to residential and nursing homes • Current community rehabilitation, reablement and hospital discharge services are provided by Southampton City Council Adult Social Care and Solent NHS Trust, working with Southern Healthcare and University Hospital Services (UHS) • While the different teams work hard to provide quality services, current service configuration makes it difficult to work effectively together in a co-ordinated way. The Business Case (Appendix 1) has evidenced the impact of having separately provided hospital discharge, crisis response, rehabilitation and reablement functions.	
3	The recommendations in this report for an integrated service contribute to a key element of the Better Care Plan approved by Cabinet in January 2014, which was to achieve a re-designed integrated health and social care rehabilitation/ reablement service for Southampton. This requires a new service that can deliver an improved client experience that is: • Person-centred, seamless and integrated, (e.g. care planning and assessment may be undertaken by any agency using a common trusted tool) Provides a clear and effective pathway to promote recovery and independence.	
ALTERNATIVE OPTIONS CONSIDERED		

	The options considered were:
4	Option1: **Do Nothing** - this is considered not to be a viable option as it will not achieve the overall aims and ethos of the Better Care Plan and the issues identified in paragraph 13 will continue.
5	Option 2: **Improved Partnership working only** (i.e. Adult Social Care and Health Teams working across organisational boundaries to streamline referrals and capacity through joint working protocols and processes, without any integration of staff teams). This would deliver some improvement but not the overall system change required to deliver the outcomes needed and reduce the increasing spend on acute hospital and social care. Each service would still be driven by its own organisational aims and priorities as opposed to shared city wide vision and priorities. Potential efficiencies in streamlining management structures and removing duplication of roles would also be lost, as would the ability to flex the totality of staff resources to meet needs in an holistic way.
6	Option 3: **Partial Integration** of Southampton City Council's Reablement team and Solent NHS Trust's existing Locality Community teams only. Once again this will not fully deliver the economies of scale and benefits as identified in the Business Case. (Appendix 1)
7	Option 5: **Full integration as at Option 4 but not to progress to Phase Two**. This option is not considered a preferred Option because: • It maintains a heavy reliance on hospital beds, which does not support the ethos of reablement and independence the city aspires to • It does not offer the flexibility required to meet clients' needs • Business Case data (based on 3 separate Bed Audits) evidenced up to 50% of all clients in community beds are medically fit and could, with appropriate support, be managed in the community/own home with better outcomes • Efficiencies and savings across the pathway would not be realised • Resources would not be transferred to positively promote new ways of working to deliver Better Care Plan principles.
DETAIL (Including consultation carried out)	
	Background
8	The Better Care Plan approved by Cabinet in January 2014 aims to achieve a re-designed integrated health and social care rehabilitation/ reablement service for Southampton. This requires a new service that delivers an improved client experience that is person-centred, seamless and integrated, and provides a clear and effective pathway to promote recovery and independence.
9	There is a strong case for change. A higher proportion of older people in Southampton rely on input from social services than is the case nationally (5.2% compared with 3.8%) and the demand for services is rising. This is characterised by a significantly growing number of Delayed Transfers Of Care (DTOC). Each day on average there are reported to be around 30-40 Southampton City patients in acute hospital beds who are assessed as medically fit for discharge, resulting in delayed discharges. About 12-15 of these delays in any given week can be attributed to Adult Social Care services; the remainder to health services. Excess bed days for 65+ year olds cost the Southampton City Clinical Commissioning Group (SCCCG) approximately £3.1m each year.

10	The city has a much higher rate of admissions of older people aged 65 and over to residential and nursing care homes when compared to Health and Wellbeing Boards in our comparator areas and nationally. In 2013/14, there were 487 admissions in Southampton costing the City Council £8.98m per annum.
11	Current community rehabilitation, reablement and hospital discharge services are provided by Southampton City Council Adult Social Care and Solent NHS Trust, working with Southern Healthcare and University Hospital Services (UHS). These includes: • Community Emergency Department Team (CEDT) – managed by Solent NHS Trust and provides rapid assessment and triage to avoid unnecessary hospital admission • Hospital Discharge Team (HDT) – managed by the City Council and undertake hospital based assessment and discharge planning. Part of the team also works in the Emergency Department, intervening early to avoid unnecessary hospital admissions, working closely with CEDT • Brownhill House (BH) - A residential unit, managed by the City Council, where Health (the SCCCG) fund 25 rehabilitation beds (6 week maximum stay) for patients that do not need medical care and the City Council funds 12 respite beds. Therapy input is provided by staff from Solent NHS Trust. • Solent NHS Trust Royal South Hants Rehabilitation Wards - Fanshawe Ward (19 beds) and Lower Brambles Ward (24 beds) are health operated "step up and step down" wards that offer inpatient rehabilitation to patients who have medical care needs • SCC City Care First Support (CCFS and CCFS 24) and Reablement Teams - this service offers practical support and encouragement to clients in their own home focussing on goal orientated plans that promote independence. This includes sensory services, occupational therapy and care management services • Solent NHS Trust Community Rehabilitation Teams - are locality based and multi-professional, comprising of Occupational Therapists, Physiotherapists, Associate Practitioners, Community Support Workers, Older Persons Mental Health Support Workers and Consultants in Integrated Medicine for Older People. They support people with complex rehabilitation needs in the community, and specialise in the assessment and treatment of falls • Solent NHS Trust Rapid Response and Out of Hours Nursing Service - is a multidisciplinary health and social care team working in Southampton City caring for vulnerable adults who have a medical, nursing or social crisis and can be cared for safely at home for up to seven days.
12	A total of 365.66 Full Time Equivalent (FTE) posts are involved in these services across the two organisations, 56% of whom (205.29 FTE) are City Council staff.
13	While the different teams work hard to provide quality services, the current service configuration makes it difficult to work effectively together in a co-ordinated way. The Business Case (Appendix 1) has evidenced the impact of having separately provided hospital discharge, crisis response, rehabilitation and reablement functions as: • Hospital discharge processes are unnecessarily complex • Some community and bed based resources cannot respond rapidly and flexibly enough to meet the demands of the system and ensure that, where

	appropriate, hospital admissions are avoided or/and that discharge systems are responsive • Some services are under-utilised • Organisational boundaries place unnecessary “hand offs” in the process and patient pathway • Inpatient provision is deployed over several sites • Assessments that could take place in the community are undertaken in an acute setting • Bed based and community resources do not work collectively to make maximum use of available resources
14	The current system does not deliver a fully responsive integrated pathway for clients, residents and patients. Delays in referrals and acceptance into different elements of the pathway are common.
15	There are also significant pressures on City Council resources and pressures on the health system. Rates of unplanned admissions and delayed transfers are above the national average, pressure on beds is unsustainable and unsafe and there are high rates of admission to residential and nursing homes.
16	It is necessary to consider providing a seamless integrated service in order to improve the experiences and outcomes for clients. This will also result in reducing costs and improve effectiveness and therefore 5 potential options were considered through a process of stakeholder engagement. The preferred Option 4 is recommended for the reasons detailed earlier in this report.
	Option 4: Full Integration
	<u>Phase One:</u>
17	The preferred Option is a proposal to bring together all the functions associated with crisis response, rehabilitation, reablement and at a later date hospital discharge, into a seamless process with clear outcomes achieved through a single integrated team approach, with a single integrated management structure that better supports people in their communities and maximises their potential for independence. The proposed preferred model has been developed through a series of consultation workshops and meetings as follows: • Senior Managers’ Stakeholder Workshop (Integrated Commissioning Board) on 21st August 2014 • Stakeholder workshops held on 11th September 2014 and 17th September 2014 • Dedicated Task and Finish groups • Interviews with operational managers, clinicians and finance officers • Ongoing project work stream groups • Provider Project Board meetings • Integrated Commissioning Board (Nov, Dec 2014, Jan 2015)
18	Further work has been undertaken to identify patient pathways and scope opportunities for joint working through project work streams. The outline model and work streams to deliver the model have been detailed in the Business Case – attached at Appendix 1. This Phase One is a re-structure of staffing resources and does not impact on the type, service delivery location or total range of services available to clients.

19	The anticipated benefits of this preferred Option 4 are:- • Improved efficiencies by reducing service duplication and providing co-ordinated care e.g. planning and assessment may be undertaken by any agency using a common trusted tool • Increased integration of staff working across the service pathway, supporting improved training and development opportunities, and improved care for clients • Increased effectiveness of care delivered through different ways of working which are person-centred, holistic and promote recovery and independence • Greater opportunities to target resources flexibly to meet need • Improved access for clients across the service pathway on a 24/7 basis • Reduced spend across the health and social care system e.g. by reducing avoidable hospital admission rates, improving through-put through the system and reducing average length of stay in hospital, and reducing need for on-going complex packages of care.
20	As identified in paragraphs 5 and 6 of this report, improved partnership working, or partial integration will not achieve the required overall system change, or realise better client outcomes and potential financial benefits of full integration. A fully integrated service will deliver a shared city wide vision and will better able to target resources to deliver this vision.
21	The potential impacts on staff of this preferred Option are: • A small number of management posts (9 Full Time Equivalents (FTE) across the City Council and Solent NHS Trust) have been identified as potentially impacted by this preferred Option, the number of posts potentially at risk in the option may be fewer • Some staff may be re-located to other existing City Council /Health facilities to enable co-location • Some staff may have a change in line management • Some staff may have a change in role and carry out functions on behalf of both organisations.
22	The proposals associated with this report were discussed at an informal meeting between the Acting Director of Adult Social Care and Trade Union representatives which was held on 29th July 2015. Formal Consultation on the preferred model is proposed with all relevant City Council staff in the Teams listed in paragraph 11. The consultation period will be for a 45 day period from 26th August to 9th October 2015. The consultation methods will include written particulars ,meetings with relevant, recognised unions, teams meetings and 1:1 sessions and will follow agreed Council policies and procedures.
23	Cabinet is requested to approve delegated authority to the Acting Director of Adult Social Care and Head of Legal and Democratic Services, following consultation with the lead Cabinet Member for Health and Adult Social Care to do anything necessary to give effect to the Phase One proposals incorporating any changes resulting from the staff consultation.
24	Formal consultation with relevant staff at Solent NHS Trust will be conducted by them during the same period 26th August to 9th October 2015, and will be in line with the Trust's policy and procedures.
25	The target date for a new Integrated Service to be fully operational is by 1st April 2016. However incremental implementation could commence as soon as possible (subject to consultation), which could mean that many of the proposed changes e.g. co-location and

	joint processes could be in place before that date. Integration of the hospital discharge functions would follow at a later stage.
	Phase Two:
26	The potential preferred Option involves a reconfiguration and overall reduction of rehab and reablement beds, whilst offering a more flexible range of suitable alternative provision that meets clients' outcomes, and represents a better value use of resources. The anticipated benefits of this preferred Option are: • Supporting the preferred service model (Phase One) with the most appropriate balance of bed-based and domiciliary care provision. • Meeting client needs and improving outcomes for them whilst promoting an ethos of reablement, recovery and independence • Supporting reduced re-admission to hospital or a reduced level of on-going care packages • Making more effective and efficient use of resources. • Achieving efficiency savings through gradually increasing the use of the Domiciliary Care contractual framework.
27	It has been developed via: (i) the same range of consultation workshops and meetings as identified in paragraph 17, (ii) an initial review of clients' needs and bed usage, and (iii) a consideration of a range of suitable alternative provisions for both rehab/reablement and respite beds. These alternatives include the reablement element of the new Domiciliary Care contractual framework, generic Domiciliary Care, short-term accommodation in Residential Care, and Extra Care Housing.
28	This preferred Option will mean the likely closure of Brownhill House and therefore has potential implications for staff, Southampton Care Association, other stakeholders, service users, carers and family members and the public and will therefore involve full consultation with all parties.
29	The general occupancy rate of Brownhill House is evidenced in the Business Case at around 71%, however there have been periods over the last year when this has dropped to 43% occupancy. The average length of stay within the Rehabilitation beds in the unit is 36 days; and the majority of clients are older people recovering from a range of conditions including most commonly, injuries due to a fall, or health conditions such as influenza, pneumonia or Chronic Obstructive Pulmonary Disease.
30	The average length of stay in the respite beds is 28 days (when one exceptional case of a prolonged stay is removed from the calculation), the majority of clients are also older people, and approximately one third of the clients are repeat respite users.
31	The welfare of current users will be taken into account at all stages and individual assessments will be carried out so that all individual risks of any closure are considered and minimised. From an agreed date, new clients would be provided with suitable alternative care settings/packages rather than be admitted to Brownhill House, should Phase Two be approved. Therefore the unit beds will be vacant at point of closure.
	Staff
32	The Phase 2 preferred Option will have implications for the future locations of City Council rehab/reablement and respite in-house services which are currently

	provided at Brownhill House. It has the potential to put a number of SCC staff associated with Brownhill House at risk (potentially 41 FTE) and involves commissioning an increasing proportion of reablement domiciliary care from the independent sector via the Domiciliary Care contractual framework and, over time, as vacancies in CCFS occur, a smaller proportion from in-house services. The savings associated with this shift to the independent sector, where the unit costs are significantly lower, have been factored into the savings model on this basis. It should be noted however, that greater savings could be realised quicker through a more pro-active approach to externalisation, but this is not being proposed.
33	Officers from the City Council, Solent NHS Trust, University Hospital Services and SCCCG are working together to identify opportunities for redeployment / ring-fenced employment opportunities across the system to mitigate the risk of staff redundancies. The consultation with staff on Phase Two will involve the same staff teams as identified in paragraph 11 (or as amended subsequent to Phase One consultation), and will follow the Council's approved policies and processes. The formal Phase 2 staff consultation period will be for a 45 day period from 26th October to 9th December 2015 and will include meetings with relevant, recognised unions.
	Southampton Care Association (SCA)
34	The implication of progressing Phase Two of the preferred Option will be a re-location for the Day Service at Brownhill House, provided by SCA. The Council has a contract with SCA to provide Day Services (and associated transport) for older people in a range of venues across the city, including at Brownhill House. The Day Service at Brownhill House has a capacity of 18 places per day and operates for 5 days per week (Monday – Friday) for 48 weeks of the year. The service has a discrete client grouping of older people (High Level Physical Dependency), and currently supports 70 people across the week.
35	A Day Service for a different discrete client grouping, (Older People with Dementia), was also previously provided by SCA at Woodside Lodge under this contract. Subsequent to the consultation on SCC services at Woodside Lodge, SCC and SCA worked together to successfully facilitate a re-location of the Day Service to another facility in May 2015. Therefore, subject to consultation, the City Council will work closely with SCA to facilitate a re-location of the Brownhill House Day Service to a suitable alternative building; and specifically consider two key mitigating factors:- (i) enabling clients to retain existing friendship groups; (ii) ensuring transportation time is retained at the existing level i.e. completed in fifty minutes (maximum).
36	The consultation with SCA, service users, carers and their families will be for 12 weeks, and the proposed period is from 26th August to 20th November 2015. The consultation methods will include a mixture of written consultation, group meetings, and some 1:1 consultation as appropriate. The Equality and Safety Impact Assessment will be revised as appropriate following consultation feedback. The City Council will also provide sufficient advocacy services to enable Day Services users to fully participate in the consultation process, if required.
	Other stakeholders, service users and the public

37 Phase 2 of the preferred Option will impact on a range of stakeholders, services users, and the public as potential future service users. The consultation methods will include a mixture of written consultation, group meetings, and some 1:1 consultation as appropriate. The public consultation will involve a wide range of people/stakeholders and include:

- Individual clients, carers and families if relevant, who have utilised rehab and respite beds in SCC services over the period January – June 2015. The intention is to take a cross-section sample of clients that will represent service users over the 6 month period
- All current services users
- SCC staff in Adult Social Care who referred clients to the rehab and respite beds in SCC services over the same period
- Representative Agencies for the main service user client grouping – older people e.g. Age UK, Carers Together In Southampton
- Southampton HealthWatch
- SCC Provider Forum
- People's Panel
- All Elected Members
- Members of Parliament

38 The public consultation will be for 12 weeks, and the proposed period is from 26th August to 20th November 2015, subject to approval of the recommendations in this report by Cabinet. The September/October meetings of the Health and Wellbeing Board, Health Overview and Scrutiny Panel, and the Overview and Scrutiny Management Committee are intended to be incorporated as part of the formal consultation process.

39 Feedback from the consultation, and Equality Impact Assessment will then inform the final recommended proposal in respect of Phase Two, which will be brought to a Cabinet meeting in 2016 for approval and agreement to implement.

RESOURCE IMPLICATIONS

Capital/Revenue

40 Included within the scope of this project, (Phase 1 and Phase 2) there are SCC services that have an aggregated budget of £3.69M and SCCCG funded services that total £9.5M. The table below outlines the **SCC** services, the associated funding and FTE that are proposed to be included within this project.

	FTE	2015/16 Budget £M
Hospital Discharge Team	18.69	0.52
Brownhill House	41.13	0.56
City Care First Support	112.94	1.43
Reablement Team	32.53	1.18
Total	**205.29**	**3.69**

41 In respect of this project a half year saving of £0.40M for 2015/16 and a full year £0.80M for 2016/17 was agreed as part of the Council's approved savings in February 2015. However, this project could potentially be implemented within the last quarter of 2015/16 (Phase One), and from 1st April 2016 (Phase Two), which would consequently adversely impact on the timescale for delivery of these savings. In addition, as the system wide savings only have an estimated maximum

	savings of £825k, it is likely that the City Council will not achieve the previously agreed savings.
42	The scope of the total annual net savings to be achieved from both Phase One and Phase Two of this project across the whole health and social care system are currently modelled as £210.4k in in the first year, increasing to £825.3k by year 5, the intention is to reinvest some of the gross savings back into community resources. At this time the share of benefits and risk between the partner organisations is still under discussion but will require resolution prior to a subsequent report being presented to Cabinet in respect of Phase 2. An action plan is currently being considered in order to a) provide alternative savings in the short term to mitigate the delay in implementation and b) in the long term to mitigate the likelihood based on current modelling that the SCC saving referred to in paragraph 34 above will not be achieved through this project alone.
43	In financial terms, the activity currently proposed within Phase 1 will be restricted to potentially a small number of management posts. Phase 1 does not include any further changes in volumes of staffing provision across the system. However, it is anticipated that a proportion of the current volume of work undertaken by SCC's Reablement team will transition over to the new Domiciliary Framework providers as the Reablement team reduces through natural staff turnover. The cost difference between Framework providers and SCC Reablement is approximately £16 per hour. A saving of £150,000, based on 10% of provision is expected for the first full year through this approach.
44	Phase 2, which will include significant changes in respect of provision, will form a separate report to Cabinet at a later date. In summary the changes included within the preferred option for Phase 2 include closure of Brownhill House, for which alternative provision will be provided within clients' homes, or suitable alternatives (e.g. Extra Care Housing), at an anticipated lower unit cost by the reorganised and reshaped teams. Furthermore the Phase 2 proposal includes an overall increase in Reablement and Rehab activity volume under the expectation that in reaching a larger group of clients there will be greater savings achieved through a reduction in • Permanent admissions to Residential and Nursing care • Delayed transfers from hospital and • Excess bed days.
45	It is currently proposed that should Phase 2 be agreed, it will be implemented in a gradual way to ensure that resources from the closure of Brownhill House are invested in additional activity only where there is evidence that previous investment has achieved the outcomes to help deliver the long term reductions shown in paragraph 32. This overall project should be seen in the context of an invest to save initiative as without the additional investment in the Rehab and Reablement system (achieved through re-investment of some of the resource freed up by Phase Two), the reduction in long term care activity, would not be possible.
46	At this stage, the savings model is sufficient to provide the scope of any potential savings, but there may be some minor variations as the plan achieves greater clarity. The savings will be system wide and are inter-dependent on actions in both health and SCC, and on achieving the following anticipated benefits: • Reducing avoidable hospital admission rates • Improving through put through the system

	• Reducing average length of stay in hospital • Reducing the need for ongoing complex packages of care The extent to which the anticipated benefits are achieved will have an impact on the actual level of cashable savings delivered. It is currently forecast that all project and implementation costs will be met from within existing budgets held by both organisations.
Property/Other	
47	No property implications have been identified for Phase One of the preferred Option, as any co-location will be within existing estate.
48	In respect of Phase Two, the potential for any property disposal will be covered in a future report, and will be dependent upon the course of action taken following the outcome of this report.
LEGAL IMPLICATIONS	
Statutory power to undertake proposals in the report:	
49	The Care Act 2014 came into force on 1st April 2015 and provides an updated legal framework for care and support and introduces a number of new rights, responsibilities and processes. Of particular note is the new duty under sections 3, 6, and 7 of the Act which requires Local Authorities to: • Carry out their care and support responsibilities with the aim of promoting greater integration with NHS and other health-related services • Cooperate generally with relevant partners in performing their functions related to care and support and • In specific individual cases cooperate in performing their respective functions relating to care and support.
50	The recommended option of moving to a more integrated and personalised service approach would support greater compliance with the Care Act 2014. Any re-provision of services, including the integration of these services, must comply with the Care Act and its statutory guidance set out in pages 281-300 and Care Act regulations. Any market re-shaping of services must also take into account the main principles under the Care Act and its statutory guidance including the focus on outcomes and well-being, promoting quality services, including through workforce development and remuneration and ensuring appropriately resourced care and support, supporting sustainability and ensuring choice.
51	Local authorities must ensure their commissioning practices and the services delivered on their behalf comply with the requirements of the Equality Act 2010 and should encourage services that respond to the fluctuations and changes in people's care and support needs. The City Council must also take into consideration the community safety implications of any decisions in line with Section 17 of the Crime and Disorder Act 1998. This will be included in the Equality and Safety Impact Assessment.
52	As this proposal will impact on services provided to individuals, fairness requires consultation to be carried out. Any fair consultation must • take place while the proposals being consulted on are at a "formative stage" • give sufficient reasons for any proposal to allow for intelligent consideration

	and response • allow adequate time for consideration and response; and • ensure that the "product" of the consultation is "conscientiously taken into account" in finalising the proposals.
53	Whilst the decision-maker does not have to consult on options that it does not favour it must not close its mind to other options and must be prepared to change course if persuaded to do so. Fairness may require that interested persons are consulted "not only upon the preferred option, but also upon arguable yet discarded alternative options" .It will be necessary to include in this consultation not only information about the preferred option, but also an outline of the realistic alternatives, and an indication of the main reasons for the authority's adoptions of the preferred scheme.
54	The bed-based building identified in the preferred Option (Phase Two) provides temporary accommodation for service users in receipt of Rehabilitation or Respite, usually up to a maximum of 6 weeks' duration. In addition the building provides a base for day care services (delivered by Southampton Care Association) to 70 people.
55	When considering the recommendations, and in particular any decision to close any bed-based buildings, the Council must take into account a number of factors, including: • The representations made during the consultation and any analysis of the consultation • The equality impact assessment bearing in mind its public sector equality duties as well as all other relevant information • The effect on individual health, lives and well- being of service users and their carer's in having to use alternative services, particularly individuals who regularly use any building based units. Consideration of any duty under the Human Rights Act 1998 so as not to act incompatibly with the rights under the European Convention for the Protection of Fundamental Rights and freedoms ("the Convention"). The Council will need to consider whether the proposed re-provision and possible closure of a bed-based building is likely to breach any of the service users rights e.g. Article 2 the right to life, Article 3 the right not to be subjected to torture or inhuman or degrading treatment and Article 8 the right to respect for a person's family life and their home. If this decision is likely to breach the convention the Council will need to examine any particular facts and determine if such a breach is justified and proportionate. • If service users are moved from any home against their will, this is likely to constitute a *prima facie* breach of their rights under Article 8(1) of the European Convention on Human Rights. The question is therefore whether such a breach is justified and proportionate under Article 8(2). The general economic situation outlined above and the strategic direction to support alternatives to building based care need to be weighed against the impact on individual service users. It is likely that any breach will be justified and proportionate, but this judgement will need to be informed by the individual reviews of service users' needs.

Other Legal Implications:	
56	The Council is under a duty to consult with affected staff on the implications to them in respect of Phase One and Phase Two. The consultation duties will be met in respect of Phase One by following the steps set out in Recommendation (ii) and paragraph 22. The consultation duties will be met in respect of Phase Two by following the steps set out in Recommendation (v) and paragraph 33.
57	If, following consultation, a decision is taken to implement the preferred Option, negotiations will take place with Southampton Clinical Commissioning Group to establish whether a new Section 75 partnership agreement under the NHS Act 2006 is necessary. Such s75 agreements enable NHS and local authority bodies to undertake each other's functions in order to support the delivery of local objectives.
58	Such an agreement will support the Council in the exercise of its duties under s3 of the Care Act 2014, which establishes a duty to ensure the integration of care and support provision with health and health-related provision.
POLICY FRAMEWORK IMPLICATIONS	
59	This service re-design and consultation is consistent with:- Council Strategy 2014-2017 priorities including:- : prevention and early intervention : protecting vulnerable people : a sustainable council Better Care Plan including to:- : Significantly reduce permanent admissions to residential and nursing homes. : Increase the percentage of older people still at home 91 days post discharge into reablement services. : Significantly reduce delayed transfers of care : Reduce non elective emergency admissions : Reduce the number of injuries due to falls requiring hospitalisation per week.

KEY DECISION?	**YES**
WARDS/COMMUNITIES AFFECTED:	All
SUPPORTING DOCUMENTATION	
Appendices	

1.	Business Case (Exempt – Category 3)	
Documents In Members' Rooms		
1.	None	
Equality Impact Assessment		
Does the subject of the report require an Equality Impact Assessment (ESIA) be carried out? The initial Equality and Safety Impact Assessment will be revised following consultation feedback and used to inform Cabinet decision in 2016 on Phase Two.		Yes
Other Background Documents **Equality Impact Assessment and Other Background documents available for inspection at:**		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.	None	

This page is intentionally left blank

Document is Confidential

This page is intentionally left blank

by virtue of paragraph number 3, 5 of the Council's Access to information Procedure Rules

Document is Confidential

This page is intentionally left blank