



FOR PUBLICATION

DERBYSHIRE COUNTY COUNCIL

CABINET

15 June 2023

Report of the Executive Director - Place

**Proposals to Consult on Opportunities for the Potential Relocation of
Clay Cross and Staveley Libraries**

(Cabinet Member for Strategic Leadership, Culture, Tourism and Climate
Change)

1. Divisions Affected

1.1 Clay Cross North/South, Staveley and Staveley North and Whittington.

2. Key Decision

2.1 This is a Key Decision because it is likely to be significant in terms of its effect on communities living or working in an area comprising two or more electoral areas in the County.

3. Purpose

3.1 The purpose of this report is for Cabinet:

- a. To note the opportunities presented by the Town Deal programmes to support wider ambitions and improvements to Library Services.
- b. To approve that a period of consultation with the public and key stakeholders be undertaken on the opportunity presented by the Clay Cross and Staveley Town Deals respectively to relocate existing libraries.
- c. To note that the Executive Director- Place, in liaison with the Cabinet Member for Strategic Leadership, Culture and Tourism and the

Director of Legal and Democratic Services will finalise and publish the public consultation documents.

- d. To note that a further report will be submitted to Cabinet providing an update on the outcome of the public consultation and to propose next steps.

4. Information and Analysis

Context

- 4.1 The Public Library Strategy, approved by Cabinet on 5 April 2018 (Minute No.102/18 refers), proposed savings of £1.6 million to be achieved by:
 - Transferring 20 libraries to community management.
 - Changing the opening hours at 25 libraries.
 - Undertaking a Library Service staffing review.
 - A Materials fund reduction.
 - An alternative delivery of Mobile Library Services by transferring the mobile library vehicles and developing new methods of delivery in partnership with community organisations.
- 4.2 Active roll out of the Strategy was on hold for 18 months during 2020 and 2021 due to the impacts of the COVID pandemic on service delivery and the need to understand how users and communities have responded and re-engaged with the service following restrictions being lifted.
- 4.3 Over the past few months, a refresh of the Library Strategy has commenced, taking on board the learning, and responding to, the impacts of not just COVID, but the more recent cost of living crisis and implications for community capacity.
- 4.4 The review has not yet been completed and its recommendations will be subject to a separate Cabinet report. However, a number of key changes to the operating context have emerged over the past two years since the original Strategy was developed that will be incorporated into the refreshed Strategy.
- 4.5 The Library Service intends to build on the successful community Hub model, examples of which include Belper, South Normanton and, more recently, Killamarsh Libraries. Also, the Government's Town Deal Programme has emerged and provides a real opportunity for creating modern library buildings based in the heart of communities, capable of not just delivering modern, fit for purpose services, but of helping achieve savings through more efficient buildings and potential co-location.

Town Deal/Renewal Opportunities

- 4.6 Derbyshire has three Town Deal programmes – each receiving approximately £25m to deliver capital-based, town centre renewal projects. The three Town Deal areas are Staveley, Clay Cross and Long Eaton and the County Council has been working with the relevant district/ borough authorities to prepare projects suitable of meeting the grant funding criteria and the Council's own ambitions or priorities.
- 4.7 Progress against each of the Town Deals is reported in the regular Regeneration Pipeline report to Cabinet but specifically, this report sets out the opportunities for the existing Staveley and Clay Cross Libraries as part of wider proposals to create new or refurbished premises maintained at the current service level into which the respective libraries could relocate, if agreed.
- 4.8 Delivery of the Town Deal programmes is as follows: Chesterfield Borough Council (CBC) is the accountable body for Staveley, and North East Derbyshire District Council (NEDDC) is the accountable body for Clay Cross with each being responsible for preparing a range of projects suitable for capital spend within the required timescale. (March 2025). Officers and elected members attend the required governance meetings which over-see project progress.
- 4.9 As noted above, Cabinet has been advised of these programmes and projects through reports on the Regeneration Pipeline. Furthermore, in December 2022 and prior to submission of the Clay Cross Business Case to Government, Cabinet was advised of the range of projects that formed the Clay Cross Town Deal Investment Plan – one of which was the potential relocation of the library from its current location in the park into the proposed Skills Hub.
- 4.10 Proposals in relation to Staveley Town Deal, to date, have not included library buildings but a recent review by Chesterfield Borough Council and the Town Deal Board has identified a further funding opportunity to create a new town centre building (Staveley 21) in the heart of Staveley and potential for the library to be relocated into the building.
- 4.11 Both town deal projects offer new or refurbished buildings for the Library Service set within upgraded public spaces and will offer co-location with other key services such as employment and skills, food and drink etc. The importance of co-location with such complementary services has been evidenced through the improved footfall and customer feedback at libraries such as Killamarsh.

- 4.12 It is important for Cabinet to note that although capital funding is available for these projects through the Town Deals, detailed design, planning and contractor procurement, processes have yet to be completed so the final business case and understanding of revenue implications is not yet known. The commercial viability of each proposal also needs to be resolved including any potential leasing arrangements, overhead costs (heating, lighting, security etc) and ensuring costs going forward are no greater – and hopefully less – than current delivery costs.

Outline Proposals: Clay Cross

- 4.13 Clay Cross library is currently situated in Kenning Park and although it has good pedestrian access, it is situated away from the town centre to the west of the A61. The Council owns the current library building but leases the land on which it is built from Clay Cross Parish Council. The total floor occupied space is 183m², (140 m² public space and non-public area, 43 m²). The library is open for 30 hours per week between Monday and Saturday and employs five staff in total, all on a part-time basis. The Library offers access to books and resources, via self-service if preferred, a community space for events and activities run either by the Service or by partners, and access to four public use computers with the ability to print. Help with digital skills is also available. Clay Cross library currently has 1,242 registered users.
- 4.14 The Town Deal presents an opportunity to relocate the Library into the current adult education centre which is to be part developed and part refurbished to create a new ‘Skills Hub’ at the heart of the town centre. Discussions with the Parish Council regarding lease arrangements and future use of the building are on-going but are not impacted by the proposal to undertake public consultation.

Outline Proposals: Staveley

- 4.15 Staveley Library is currently situated on Hall Lane and, although it has good access and parking, it is situated away from the town centre. The total floor space is 305m², (150m² public space and non-public area 155m²). The Library is open for 30 hours per week between Monday and Saturday and employs four staff in total, all on a part-time basis. The Library offers access to books and resources, via self-service if preferred, a community space for events/activities run either by the Library Service or by partners, access to four public use computers printing and help with digital. Clay Cross library currently has 1,219 registered users.
- 4.16 There is potential to relocate Staveley Library into the proposed new Pavilion building on the Market Place, which forms part of the Town

Deal's Masterplan. Options for potential leasing arrangements in the new building and future use of the vacated library building are on-going and will form part of the detailed business cases outlined in paragraph 4.12 which have yet to be completed.

5. Consultation

- 5.1 Consultation with the public and key stakeholders is required as part of the process to complete the business case for each of the above proposals.
- 5.2 North East Derbyshire District Council (NEDDC) has undertaken extensive public consultation on the wider Clay Cross Town Deal proposals; however, specific questions around the potential relocation of the Library were not included. The consultation ran in two phases: an initial phase from 26 June to 10 July 2020 covering 'Issues and Opportunities' and a second phase which consulted on the draft Town Investment Plan and commenced in late July 2020. A variety of different media were used for the exercise, including online content, postcard to residents, press releases, a public boards exhibition, social media campaigns and local newspapers. Further details of the consultation exercise and a copy of the Communications Strategy can be found on NEDDC's website.
- 5.3 The Staveley Town Centre Masterplan has been subject to a six-week public consultation during November and December 2021. The proposals in the Masterplan set out a vision for the future development of Staveley's town centre, including improvements to the look, feel and flow of Market Square and High Street, and are designed to harness the opportunities presented by wider investment in the town. The Draft Plan was brought forward as part of an ambitious regeneration package being delivered under the Staveley Town Deal programme, which has created a 'golden opportunity' to breathe new life into the former mining town for generations to come. However, the consultation did not include any specific proposal to relocate the Library from its current position to the town centre.
- 5.4 In line with the Council's commitment to transparent decision making and to ensure that all those affected have the opportunity to comment on any potential change, it is proposed the Council undertakes a period of consultation with the public and key stakeholders which sets out the financial context and challenges of the current service and details of the proposals being put forward. Views from respondents will then be presented to elected members and used to inform future decision making.

- 5.5 The manner of consultation will be shaped by the Council’s corporate consultation practice to ensure that input from service users and non-users is secured as far as possible and that all groups are provided with the best opportunities for input. It is proposed the consultation period will be 12 weeks.
- 5.6 An impact analysis will be completed alongside the public consultation exercise and also used to inform decision making.
- 5.7 A draft copy of the proposed consultation is provided at Appendix 2 but it is proposed the final version be approved by Executive Director-Place, in liaison with the Cabinet Member for Strategic Leadership, Culture and Tourism and the Director of Legal and Democratic Services.

6. Alternative Options Considered

- 6.1 Option 1: Do nothing - This option would mean not undertaking public consultation on either or both of the projects This would result in NEDDC and CBC not being able to fully implement the proposed Town Investment Plan and would not maximise the opportunities presented by the Town Deal funding. As such, the residents of Clay Cross and Staveley would not be best served.
- 6.2 Option 2: The refurbishment of the existing Clay Cross and Staveley Libraries -This option is not considered viable due to the level of investment that would be required to address the backlog of maintenance on the buildings, particularly Staveley Library. In addition, both libraries perform very poorly in terms of energy consumption so significant investment would be required to reduce the carbon footprint of each building. Clay Cross library is prone to vandalism and, although anti-vandalism measures have been put in place, due to its location in a public park the building is still considered vulnerable. Relocation and co-location with other services of mutual opportunities for increased footfall and enhanced service to customer. The refurbishment of existing buildings does not offer this opportunity and therefore is not considered appropriate.

7. Implications

- 7.1 Appendix 1 sets out the relevant implications considered in the preparation of the report.

8. Background Papers

- 8.1 Cabinet report, Public Library Service Strategy, dated 5 April 2018 (Minute No. 102/18 refers) <https://www.derbyshire.gov.uk/site-elements/documents/pdf/council/meetings-decisions/meetings/cabinet/2018-04-05-public-library-strategy.pdf>

9. Appendices

- 9.1 Appendix 1 – Implications.
- 9.2 Appendix 2 – Draft Consultation Document.

10. Recommendations

That Cabinet:

- a) Notes the opportunities presented by the Town Deal programmes to support wider ambitions and improvements to Library Services.
- b) Approves that consultation with the public and key stakeholders be undertaken on the opportunity presented by the Clay Cross and Staveley Town Deals respectively to relocate existing libraries.
- c) Notes that the Executive Director- Place, in liaison with the Cabinet Member for Strategic Leadership, Culture and Tourism and the Director of Legal and Democratic Services will finalise and publish the public consultation documents.
- d) Notes that a further report will be submitted to Cabinet providing an update on the outcome of the public consultation and to propose next steps.

11. Reason for Recommendations

- 11.1 To fulfil the Council's statutory duty to perform consultation.

12. Is it necessary to waive the call in period?

- 12.1 No.

Report Author: Michelle Parker

Contact details: Michelle.Parker@derbyshire.gov.uk

Implications

Financial

- 1.1 It is intended that any potential relocation of a library building and future running costs to the Council be at least 'neutral' – with a view to achieving some potential savings or efficiencies. Completion of the consultation exercise and finalising the business cases will help confirm the total costs (capital and revenue) and implications for both the borough councils and the County Council.
- 1.2 Once such costs have been confirmed, a further report will be submitted to Cabinet for consideration.

Legal

- 2.1 Section 7 of the Public Libraries and Museums Act 1964 provides that it is the duty of every library authority to provide a comprehensive and efficient library service for all persons wanting to make use of the service. The Council must therefore consult with the public prior to the relocation of any library.
- 2.2 It is proposed that the Council undertakes a period of consultation with the public and key stakeholders. The manner of consultation will be shaped by the Council's corporate consultation practice to ensure that input from service users and non-users is secured as far as possible and that all groups are provided with the best opportunities for input.

Human Resources

- 3.1 There are no proposed changes to the staffing structures as part of this proposal but clearly, if the proposals go ahead, then the physical staff base of the library will change. In terms of distance from existing buildings, this is minimal and being located closer to the heart of town centres will aid sustainable travel options for staff.
- 3.2 Consultation with staff on the implications of any proposals will be conducted in line with Council procedures.

Information Technology

- 4.1 None. Any future changes will be subject to a further report to Cabinet.

Equalities Impact

- 5.1 An Equality Impact Assessment has commenced. The final version will be informed by the consultation results and included in a further report to Cabinet.
- 5.2 The public consultation will be accessible to all via paper forms, social media and at a variety of different venues in the locality.

Corporate objectives and priorities for change

- 6.1 The potential relocation of both libraries is in line with the principles of creating a green and prosperous economy in Derbyshire, and our more specific Regeneration Pipeline which includes market town renewal programmes.

Other (for example, Health and Safety, Environmental Sustainability, Property and Asset Management, Risk Management and Safeguarding)

- 7.1 None.

Draft Consultation Document

What this consultation is about?

This consultation is asking for your views on the potential relocation of Clay Cross and Staveley Libraries.

Background

Clay Cross and Staveley library assets are prominent buildings, however, they currently do not meet the council and Library Service vision for the town centre's high streets. Clay Cross library is currently situated in Kenning Park and although has good pedestrian access, it is situated away from the town centre to the west of the A61. The total floor space is 183m² (140m² public space and non-public area 43m²). The library is open for 30 hours per week between Monday & Saturday and employs 5 staff in total, all on a part-time basis. The library offers access to books and resources, via self-service if preferred, a community space for events and activities run either by the library service or by partners and access to four public use computers with the ability to print. Help with digital skills can be provided on request. Clay Cross library currently has 1,242 registered users

The County Council owns the library building but leases the land it is built on. The land is leased from Clay Cross Parish Council under the terms of a 999-years ground lease that commenced in 1956 and restricts use to a public library. The annual ground rent is £2.50.

The proposal is to relocate the library into the adult education centre which is to be part developed and part refurbished to create a new Skills Hub as part of the Clay Cross Town Deal Broadleys Masterplan.

Should it be decided to relocate the library into the proposed Skills Hub, the Parish Council has agreed in principle to the council surrendering the ground lease at no cost, on condition that the library function is relocated to the town centre as part of the Town Deal programme.

The current library building could then either be used by the Parish Council for alternative uses or it could be demolished, and the site returned to parkland or put to another use.

Staveley Library is currently situated on Hall Lane and although it has good access and parking, it is situated away from the town centre. The total floor space is 305m² (150m² public space and non-public area 155m²). The library is open for 30 hours per week between Monday & Saturday and employs 4 staff in total, all on a part-time basis. The library offers access to books and resources, via self-service if preferred, a community space for events and activities run either by the library service or by partners and access to 4 public use computers with the ability to print. Help with digital skills can be provided on request. Clay Cross library currently has 1,219 registered users.

The County Council owns the freehold of the library so should it be decided to relocate the library, the building could be sold.

The proposal is to relocate the library into the proposed new Pavilion building on the Market Place, which is to be developed by Chesterfield Borough Council as part of the Staveley Town Deal's Masterplan 'Staveley 21'. The Council would take a lease of the space required for the new library from the Borough Council on terms to be agreed.

Derbyshire County Council believes that all libraries provide an important service to residents and community groups, and therefore have specified that if the libraries were to be relocated:

- Library floor space will remain equal to or similar to the current library space
- The library service will remain accessible to all
- The library service will not be reduced

There are three key parts to the proposals:

Part 1: Proposal to relocate the library

Part 2: Using buildings more effectively, making the best use of space and identifying opportunities to link up with key partners

Part 3: Increasing membership, participation and engagement in the library service

Our aim is to provide a new library facility, offering services that add value to residents in the local community. This consultation enables you to tell us your thoughts about each of the three main areas of the proposals.

Part 1:

Q1 To what extent do you agree or disagree with the proposal to relocate the library as part of the Towns Deal Masterplan?

Strongly Agree

Agree

Neither Agree nor Disagree

Disagree

Strongly Disagree

Q2 Would relocation of the library into the Town Centre cause any additional difficulties?

If so, what are they?

Part 2:

Q2 Are you a Library Member?

Yes

No

Q3 Which Library do you use?

Clay Cross

Staveley

Both

Q4 Which of the following services do you currently visit the library for?

Borrow/return books

Use the computers

Meet with friends

Study or to work

To read

Research (e.g. family history)

For leisure

Look for work/job applications

Attend Children's events

Attend Adults events

Other

Q5 Are there any of the following events and activities that you would like to be able to access at the library?

Exhibiting artwork

Craft activities

Music and singing

Film and photography

Creative writing

Author talks

Local history talks

Social clubs/support groups

Healthy lifestyle activities

Other

Q6 -Please use the space below to tell us about anything else that you think would improve your library experience

Part 3:

Q6- Would you be interested in volunteering at the library in either running a particular event or activity to engage residents in your local community?

If you would like us to contact you about this, please leave details of your name, contact number and/or email address below:

Q7 Are you interested in forming or are you already part of a community group that would be interested in accessing funding to run or contribute to running events and activities in the library?

If you would like us to contact you about this, please leave details of your name, contact number and/or email address below:

Q8 Would you like to see any providers or partner services e.g. Health partners represented in your library? Please use the space below to tell us about this:

About you

The following questions are about you and will help us understand the views of different demographic groups and of people living in different areas of Derbyshire.

Q9 What is your home postcode?

Q10 Are you: Male Female?

Q11 What is your date of birth? (DD/MM/YYYY)

Q12 A disabled person is someone who has a physical or mental impairment which has a substantial and long term adverse effect on their ability to carry out normal day-to-day activities. Do you consider yourself disabled? Yes No If you do consider yourself disabled, what type of disability do you have? (Please select all that apply) Disability affecting

mobility Disability affecting hearing Disability affecting vision A learning disability Other If 'Other', please specify:

Q13 What is your ethnic group? White Mixed Asian/Asian British Black/Black British Chinese Other If 'Other', please specify Thank you for completing this questionnaire

How to take part

We are carrying out this consultation in the following ways:

Paper questionnaires available via local libraries and public venues

Online

Via social media

Who is the consultation aimed at?

Which part of Derbyshire is this consultation aimed at?

Residents of Clay Cross and Staveley

Generally, who is this consultation aimed at?

All

How will we let you know the results?

Feedback about this consultation will be available by the following methods:

- Local media (newspapers/radio)
- Our website

Contact details

- Name: Michelle Parker
- Work tel: 01629 536586
- Email Michelle.parker@derbyshire.gov.uk