

Notice of meeting of

Decision Session - Executive Member for Leisure Culture & Social Inclusion

To: Councillor Ayre (Executive Member)

Date: Tuesday, 8 March 2011

Time: 4.15 pm

Venue: The Guildhall, York.

AGENDA

Notice to Members – Calling In

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10.00 am on Monday 7 March 2011 if an item is called in before a decision is taken, or

4.00pm on Thursday 10 March 2011 if an item is called in after a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Friday 5 March 2011**.

1. Declarations of Interest

At this point, Members are asked to declare any person or prejudicial interest they may have in the business on this agenda.

- 2. Minutes** (Pages 3 - 6)
To approve and sign the minutes of the meeting held on 2 February 2011.
- 3. Public Participation - Decision Session**
At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **Monday 7 March 2011 at 5.00 pm.**
- Members of the public may register to speak on:-
- an item on the agenda;
 - an issue within the Executive Member's remit;
 - an item that has been published on the Information Log since the last session.
- Information reports are listed at the end of the agenda.
- 4. Archives and Local History Collections (Pages 7 - 18)**
Management Policy
This paper seeks approval for a new collecting policy for the Archives and Local History department. The policy sets out the criteria for the acquisition and selection of new archives and local history materials, and the framework under which existing collections will be periodically reviewed.
- 5. Explore Gateways** (Pages 19 - 32)
This report details how the Explore vision will be extended across all of the library service, performance graphs are included as an Annex to the report.
- 6. Any other business which the Chair considers urgent under the Local Government Act 1972**

ANNEX OF ADDITIONAL COMMENTS RECEIVED FROM MEMBERS, PARISH COUNCILS AND RESIDENTS SINCE THE AGENDA WAS PUBLISHED.

Information Reports

The following items have appeared on the Information Log since the last meeting. They can be viewed on the Council's Website.

Communities and Culture Quarter 3 Performance Update

Democracy Officer:

Name- Judith Cumming

Telephone No. – 01904 551078

E-mail- judith.cumming@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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About City of York Council Meetings

Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088

Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

যদি যথেষ্ট আগে থেকে জানানো হয় তাহলে অন্য কোন অর্ধাতে তথ্য জানানোর জন্য সব ধরনের চেষ্টা করা হবে, এর জন্য দরকার হলে তথ্য অনুবাদ করে দেয়া হবে অথবা একজন দোআবী সরবরাহ করা হবে। টেলিফোন নম্বর (01904) 551 550।

Yeteri kadar önceden haber verilmesi koşuluyla, bilgilerin terümesini hazırlatmak ya da bir tercüman bulmak için mümkün olan herşey yapılacaktır. Tel: (01904) 551 550

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Holding the Executive to Account

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

Who Gets Agenda and Reports for our Meetings?

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- Public libraries get copies of **all** public agenda/reports.

City of York Council

Committee Minutes

MEETING	DECISION SESSION - EXECUTIVE MEMBER FOR LEISURE CULTURE & SOCIAL INCLUSION
DATE	2 FEBRUARY 2011
PRESENT	COUNCILLOR AYRE (EXECUTIVE MEMBER)
IN ATTENDANCE	COUNCILLOR CRISP

27. DECLARATIONS OF INTEREST

The Executive Member was invited to declare at this point in the meeting any personal or prejudicial interests he might have in the business on the agenda.

No interests were declared.

28. MINUTES

RESOLVED: That the minutes of the Decision Session-Executive Member for Leisure, Culture and Social Inclusion on 11 January 2011 be signed and approved as a correct record.

29. PUBLIC PARTICIPATION - DECISION SESSION

It had been reported that there had been one registration to speak under the Council's Public Participation Scheme.

Councillor Crisp spoke on Agenda Items 4 and 5 (Revenue Budget Estimates 2011/12 and Area Based Working Pilot: First Quarter Report).

In relation to the Area Based Working Pilot: First Quarter Report she informed the Executive Member that the priorities for Holgate Ward had not yet been agreed with Ward Members. She added that the data that had been discussed at the Partnership Board meetings was out of date and that she felt that it would not be realistic to use it to formulate priorities for the Ward. As a result of this she felt that the priorities as set down in Annex 1, had not been achieved.

30. REVENUE BUDGET ESTIMATES 2011/12

The Executive Member considered a report that presented him with the 2011/12 budget proposals for Leisure, Culture and Social Inclusion. He spoke about how there had been significant challenges in terms of protecting services in the face of decreased resources, particularly within his portfolio area.

He highlighted that he felt that York's libraries, Energise and its open spaces provided value for money when compared to other Local Authorities across the country.

The Executive Member was informed that as part of the consultation process, Officers had received comments from local bowling clubs in relation to the proposal to close the five main parks and gardens at 9.00 pm in the summer. The comments suggested that the closing time of 9.00 pm during the summer could be detrimental to the clubs, due to the possibility of late running matches.

Officers suggested to the Executive Member that the parks could remain with their current closing times, but that they could open at the earlier hour of 9 am at the weekends. This would then reduce the need to employ temporary staff in order to comply with the working time directive.

The Executive Member noted these comments and suggested that Officers amended the proposal.

- RESOLVED:
- (i) That the report be noted.
 - (ii) That in relation to the proposal to alter the hours of operation of the main parks and gardens, the following was agreed; that in summer the closing times shall continue to be 9.30/10pm, and that on Saturdays and Sundays the opening time shall be 9am.
 - (ii) That the proposals detailed in the report and associated annexes be forwarded to the Budget Executive meeting for consideration.

REASON: In accordance with consultation on the budget.

31. AREA BASED WORKING PILOT: FIRST QUARTER REPORT

The Executive Member considered a report which appraised him of the progress made in the first quarter of the Area Based Working project.

In relation to comments made by Councillor Crisp, Officers confirmed that the Ward priorities had not been agreed by the Holgate Ward Partnership but that the relevant data would be updated and circulated to inform of amended priorities that would be confirmed in the next quarter report.

The Executive Member praised the pilot scheme as allowing for meaningful knowledge of communities in York and for the development of services around the needs of individual areas rather than city wide models. He appreciated that significant challenges would need to be met and requested that performance relating to these be included in a second quarter report.

- RESOLVED:
- (i) That the report be noted.

- (ii) That the Executive Member and Ward Members receive an update from Officers on the specific priorities relevant to the Holgate Ward.

REASON: To ensure that the Executive Member is kept updated on the progress with the pilot project.

Cllr Ayre, Executive Member
[The meeting started at 4.15 pm and finished at 4.50 pm].

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Executive Member for Leisure, Culture and
Social Inclusion

8 March 2011

Report of the Assistant Director (Communities and Culture)

Collecting Policy for Archives and Local History

Summary

1. This paper seeks approval for a new collecting policy for the Archives and Local History department (see Annex A). The policy sets out the criteria for the acquisition and selection of new archives and local history materials, and the framework under which existing collections will be periodically reviewed. It represents a further step towards the realisation of the vision for the Archives and Local History service agreed by the Executive in December 2008.

Background

2. York City Archives and the Local Studies library were formally merged into a single department within the Library service on 1st April 2010. The purpose of the newly formed Archives and Local History department is to preserve, augment and give public access to archives and published local history materials held in the custody of the City of York Council.
3. The former archives and the local studies library operated separate, largely informal and overlapping collecting policies. The criteria used for the acquisition, selection and review of archives and local history materials lacked both clarity and transparency. This was perpetuated by a culture of poor documentation and collections management.
4. A primary recommendation of the feasibility study report on the future of the Archives (submitted to the Executive in December 2008) was that the service should implement better controls to manage its acquisition of collections. It identified the need to re-focus on collecting, preserving and maintaining a permanent publicly accessible record of the heritage and culture of the City of York in order to promote civic pride, local identity and active citizenship.

Proposal

5. The policy first sets out the department's general statement of collecting (Section 3) and clarifies the scope of collecting (Section 4). It proposes that the primary responsibility of the department is to select, preserve and provide access to the archives of City of York Council, local public records and archives and published materials relating to the history, culture and identity of the communities and citizens of the City of York.

6. It further proposes that the highest collecting priority be given to archives and published materials which relate primarily or most significantly to communities, organisations and individuals within the administrative boundaries of the City of York Council or former parts of the historic County Borough of York. Contextualising published materials relating to Yorkshire, other parts of the United Kingdom and the world will be selectively collected to enhance the use and accessibility of these York-focused collections.
7. Acceptance of archives and published material into our custody means that we are accepting a continuing obligation on behalf of City of York Council to preserve this material and to give public access to it. This represents a significant long-term resource commitment on behalf of City of York Council.
8. The policy therefore proposes a set of criteria against which future and current collections can be appraised before acquisition or during a review to inform consistent decision-making. The policy articulates the way in which existing collections material, which no longer conforms to the criteria, will be ethically and responsibly handled, with every effort being made to transfer it to another more suitable institution where public access can be maintained.

Implications

Legal

9. The framework for the selection, acquisition and appraisal of archives and published materials, as set out in Sections 5 and 6 of the policy, will ensure that the terms under which materials are held are legally sound, fully recorded and auditable.
10. The review process, as set out in Section 9, will enable the compilation of robust audit trails for archives and unique published materials already held by the department. As a result of poor documentation and collections management in the past, it is currently uncertain on what basis some material is held. It is important to either establish City of York Council's ownership of this material, or negotiate alternative terms of its custody.

Equalities

11. The policy states that we will collect archives and published materials to represent, as far as possible, the full range of activities, cultures and viewpoints within the City of York. It proposes that we regularly review the collections in conjunction with our stakeholders to identify any gaps in coverage and take all practicable steps to address any weak areas.

ITT

12. The collecting policy clarifies for the first time that the department will collect material in any format or media (excepting the caveats set out in Section 4.4.1), including computer-generated documents, databases and other electronic records, and online content.

Recommendations

13. The Executive Member is asked to agree to the new collecting policy.

Reason: To put in place an auditable and sustainable collecting policy which will move forward the Executive's Vision for the Archives Service

Contact Details

Authors:

Richard Taylor, Archives
Development Manager and
Victoria Hoyle, Civic Archivist
01904 551878

Chief Officer Responsible for the report:

Charlie Croft
Assistant Director (Communities & Culture)

**Report
Approved**



Date 24 February
2011

Specialist Implications Officer(s)

Wards Affected:

All

For further information please contact the author of the report

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City of York Council Archives and Local History

Collecting Policy

1. Introduction

1.1 The Archives and Local History department (subsequently 'the department') forms part of City of York Libraries and Heritage service. It is located at Explore York Library Learning Centre, Museum Street, York, YO1 7DS.

1.2 The purpose of the department is to preserve, augment and give public access to archives and published local history materials in the custody of the City of York Council. The department is specifically responsible for the preservation and secure storage of records of permanent legal or historical value created or received by the City of York Council and its predecessors in law.

1.3 The objective of the department is to maintain a permanent publicly accessible record of the heritage and culture of the City of York and its people as an historical and educational resource, and as a focus for promoting civic pride, local identity, and active citizenship.

1.4 This policy sets out the criteria under which the department accepts new archives and local history materials into our custody for preservation and public access, and under which we periodically review our existing collections to determine whether we should continue to hold them.

1.5 This policy was approved by City of York Council on [...], and will be reviewed after five years.

2. Definitions

2.1 Records are defined as structured information created or received in the course of a person's or an organisations' activities and which are retained by that person, organisation, or their successors as evidence of those activities.

2.2 Archives are defined as records which are selected for permanent preservation because of the historical and/or legal evidential value of the information that they contain.

2.3 Records and archives are defined by function not medium or format and can include, but are not limited to, manuscripts, typescripts, computer-generated documents, maps, plans, drawings, photographs, databases and other electronic records, sound recordings and any other formats containing information.

2.4 Published materials are defined as including, but not restricted to, books, pamphlets, journals, articles, grey literature, ephemera, micro-formats and

online content which have been issued for use by multiple users as an information or cultural resource.

3. General statement of collecting policy

3.1 We will select, preserve and provide access to:

- i. The archives of the City of York Council, its predecessors in law, and of other authorities whose powers and duties have been transferred to the Council.
- ii. Local public records (as directed to us by The National Archives) and manorial documents (as designated by the Master of the Rolls and under the supervision of the Secretary of The National Archives: Historical Manuscript Commission).
- iii. Archives from other public and private sources which document the history, culture and identity of the City of York's communities, organisations and inhabitants.
- iv. Published materials relating directly to the geography, environment, demography, culture, economy and history of the City of York and its inhabitants.
- v. Published materials which will assist users to understand the archive and local history collections by providing background or contextual information, or by interpreting their content.

3.2 This general statement of collecting policy is subject to the detailed criteria set out in Section 4.

4. Scope of Collecting

4.1 Geographic

- 4.1.1 We will give the highest priority to collecting archives and published materials which relate primarily or most significantly to communities, organisations or individuals within the administrative boundaries of the City of York Council or former parts of the historic County Borough of York, including the Ainsty.
- 4.1.2 We will selectively collect published materials relating to the geography, environment, demography, culture, economy and history of Yorkshire and the north of England in order to provide contextualising information for the York-focused collections.
- 4.1.3 We will selectively collect published materials relating to other parts of the United Kingdom and the world but only where these provide substantial contextualising information for the York-focused collections.

4.2 Thematic

- 4.2.1 We will give the highest priority to collecting a comprehensive archive documenting the decision-making processes and the most significant activities of the City of York Council and its predecessors in law.
- 4.2.2 We will comprehensively collect archives from individuals and organisations in both public and private sectors who have made a significant contribution to the city, its citizens or its neighbourhoods through active participation in the community, civic or business life of

Annex A

the city. These will include, but are not limited to, the archives of parish councils, businesses, clubs and societies, guilds, political parties, trade unions, pressure groups, local campaigns, families and individuals.

4.2.3 We will collect archives and published materials to represent, as far as possible, the full range of activities, cultures and viewpoints within the City of York. We will regularly review the collections in conjunction with our stakeholders to identify any gaps in their coverage and take all practicable steps to address any weak areas.

4.2.4 We will selectively collect published materials which provide substantial and relevant background and contextualising information on major themes in York's history and culture, subject to this material not being easily accessible to the public elsewhere in the city. Themes which may be collected include, but are not limited to, the military, railways, the confectionary industry; the tourism and leisure industry, archaeology and the built environment, and ecclesiastical history.

4.3 Chronological

4.3.1 We will collect archives and published materials regardless of their date of creation or publication.

4.3.2 We will regularly review the printed materials collections to ensure that items held have not been superseded by more recent editions or versions, but we will continue to hold earlier versions of printed materials if the earlier version continues to have a useful historical information value.

4.4 Format and Media.

4.4.1 We will in principle collect material in any format or media but with the following caveats.

- i. Offers of films will normally be directed to an appropriate specialist film archive as a more suitable repository for both preservation of and access to the material.
- ii. Offers of artefacts or objects will normally be directed to an appropriate museum unless the artefacts or objects have a significant information relationship with an archive or published material in our custody, and we can provide suitable conditions for preservation and public access.
- iii. Offers of works of art will normally be directed to an appropriate museum or art gallery unless the works have a significant information relationship with an archive or published material in our custody, and we can provide suitable conditions for preservation and public access

4.5 Co-operation with other institutions

4.5.1 We anticipate that collecting published materials will not generally conflict with the collecting remits of other institutions as published materials normally exist in multiple copies.

Annex A

- 4.5.2 However, we will not seek to collect archives or unique published materials which clearly fall entirely within the declared collecting remit of other archive or local history services.
- 4.5.3 Where we are made aware that archives or unique published materials offered to us fall wholly or partly under the declared collecting policies of another archive or local history service we will take all practicable steps to co-operate with the other service to agree the most sustainable outcome for preserving the material and enabling public access to it.
- 4.5.4 As far as practicable we will apply the following general principles to material for which suitable alternative repositories already exist:
- i. We will not collect archives from national government bodies, unless they are directed to us by The National Archives under public records or manorial documents legislation.
 - ii. We will not collect archives from religious organisations, institutions or communions unless the archive also has a strong and significant connection with our thematic collecting policy (section 4.3).
 - iii. We will not collect archives relating to public healthcare unless they relate to a public healthcare function of the City of York Council or its predecessors.
 - iv. We will not collect the archives of large national or international businesses unless there is no other suitable archive repository to which they can be directed.
 - v. We will only collect archives of railway companies which directly relate to the City of York and which do not fall under the remit of The National Archives or the National Railway Museum.
 - vi. We will not collect runs of journals and newspapers which are readily available for public access elsewhere in the City of York.

5. Selection and appraisal

- 5.1 Acceptance of new archives and published materials into our custody means that we are accepting a continuing obligation to preserve this material and to give public access to it. This represents a significant long-term resource commitment by the City of York Council.
- 5.2 This means that we cannot automatically accept all offers of new material. All new offers will be subject to a selection process to appraise their long-term informational, historical and evidential value against the resource implications and costs of acquisition.
- 5.3 Appraisals will be carried out in two stages. Offers of all new material will first be assessed against the collecting criteria set out in Section 4. Offers of archives and unique published materials will then be assessed by professionally-qualified staff against management criteria which will include, but are not limited to:

- i. The financial and opportunity costs of storage, conservation and public access.
 - ii. The quality and quantity of information and evidence in the new material relative to the costs of acquisition and custodianship
 - iii. Whether the material requires specialist skills or equipment for its conservation, interpretation and public access which are beyond our resources to supply.
 - iv. Whether the material duplicates other material already in the collections.
 - v. Whether the material adds value by filling a gap in the existing collections.
 - vi. Whether the material forms part of an existing collection held in another repository.
 - vii. The length of any closure periods that will have to be applied before the material can be opened for public access.
 - viii. The quality and robustness of the material's provenance and previous chain of custody (i.e. how well it can be authenticated).
- 5.4 A permanent record of the selection and appraisal decision-making process will be maintained in an Officer's Decision Log.

6. Acquisition

- 6.1 Archives and published materials will normally be accepted into our custody either through transfer of title by gift (including bequest) to the City of York Council; or by purchase; or by internal transfer from other City of York Council departments.
- 6.2 Archives and published material may exceptionally be accepted into our custody through deposit (i.e. on loan). All deposits will be for fixed renewable loan periods, terminable by either side at any time subject to an agreed notice period. From the approval date of this policy onwards archives and published material will not be accepted on indefinite or "permanent" deposit.
- 6.3 The precise terms of acquisition or deposit will be negotiated by us with the donor, seller or depositor before any archives or published materials are accepted into our custody. All donors, sellers and depositors will be required to furnish satisfactory evidence that they have the legal authority to enter into an agreement with us to transfer custody of the archives or published materials.
- 6.4 Many archives in our custody prior to the approval date of this policy were accepted on indefinite deposit. In those cases we will make all practicable efforts to contact the original depositor or their successors in law to negotiate conversion of the deposit into either an outright gift, or a time-limited loan. If, after all practicable efforts, it is not possible to trace or identify the original depositor or their successors within a period of twelve months then the material will be assumed to have been gifted to City of York Council.

Annex A

6.5A permanent accessions register will be kept and maintained to record the terms of acquisition or deposit for all archives collections, and for all published materials acquired by gift. The acquisition of published materials by purchase will be recorded in the City of York Council's financial control systems.

7. **Review**

7.1 We will carry out periodic reviews of the material in our custody to ensure that it continues to conform to the collecting and appraisal criteria set out in this policy.

7.2 Where material in our custody no longer conforms to this collecting policy and is owned by the City of York Council we will seek to find an alternative future for the material in the following order of preference:

- i. Loan to another public cultural institution which will maintain free public access to the material;
- ii. Transfer of title to another public cultural institution which will maintain free public access to the material;
- iii. Loan to another custodian (public or private) who can offer a realistic proposal for the long-term preservation of the material with free public access;
- iv. Transfer of title to another custodian (public or private) who can offer a realistic proposal for the long-term preservation of the material with free public access;
- v. Loan to another custodian (public or private) who can offer a realistic proposal for the long-term preservation of the material but not necessarily with free public access;
- vi. Transfer of title to another custodian (public or private) who can offer a realistic proposal for the long-term preservation of the material but not necessarily with free public access;
- vii. Offer back to the original donor or their successors in law;
- viii. Offer for sale;
- ix. Dispose by other means.

7.3 Where material in our custody no longer conforms to this collecting policy and is held by us on deposit we will contact the original depositor or their successors in law and work with them to seek an alternative future for the material in the following order of preference:

- i. With the depositor's agreement transfer the deposit to another public archive or local history service, or other public cultural institution, which will maintain free public access to the material;
- ii. With the depositor's agreement transfer the deposit to another custodian (public or private) who can offer a realistic proposal for the long-term preservation of the material with free public access;
- iii. With the depositor's agreement transfer the deposit to another custodian (public or private) who can offer a realistic proposal

for the long-term preservation of the material but not necessarily with free public access;

- iv. Terminate the deposit agreement and return the material to the original depositor.

7.4 A permanent record of the review process will be maintained in an Officer's Decision Log.

8. Access

8.1 Subject to the requirements of information legislation such as The Data Protection Act 1998, Freedom of Information Act 2000 and Environmental Information Regulations 2004, all archives and published material in our custody will be available for public access either immediately or at the expiry of a specified period.

8.2 Subject to the requirements of information legislation such as The Data Protection Act 1998, Freedom of Information Act 2000 and Environmental Information Regulations 2004, all records kept and maintained by us as a result of the implementation of this policy will be available for public access.

9. Relevant Legislation

9.1 In implementing this policy we will observe all relevant archive and records legislation, including:

- Law of Property Act, 1924
- Tithe Act, 1936
- Public Records Acts, 1958 and 1967
- Local Government (Records) Act, 1962
- Local Government Act, 1972
- Local Government (Access to Information) Act, 1985
- Data Protection Act, 1998
- Freedom of Information Act, 2000

9.2 The department has been designated by the Lord Chancellor as a place of deposit for local public records. At present these consist of records of the courts of Quarter and Petty Sessions, the Magistrates' court and the Coroner's court.

9.3 The department holds manorial documents as designated by the Master of the Rolls and under the supervision of the Secretary of The National Archives: Historical Manuscripts Commission.

9.4 The department does not exercise delegated powers under the Parochial Registers and Records Measure, 1978 (as amended 1993). The Borthwick Institute for Archives at The University of York exercises these powers for Church of England parishes within the Deanery of York in the Diocese of York.

10. Standards

10.1 The department subscribes to the National Archives' Standard for Record Repositories.

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Executive Member for Leisure, Culture and Social
Inclusion

8 March 2011

Report of the Assistant Director (Communities and Culture)

Development of the Explore Vision in Libraries

Summary

1. This report details how the Explore vision will be extended across all of the library service.

Background

2. In 2005 CYC (as part of the Scrutiny report Putting Libraries at the Heart of Their Communities) set a vision for the library service – one that put learning at the heart of the service and centred around the principle that libraries should not just be libraries but places that add value to their communities in a whole host of ways. They should be spaces that are:
 - Modern, contemporary - designed to meet the needs of the communities they serve
 - Outward looking - connected with the surrounding landscape and community, drawing people in
 - Welcoming - where staff are proactive in helping people make sense of the complex world of information sources
 - Customer first - combining the design principles of a modern layout of a bookshop with the traditional values of a library service
 - Engaging – inspiring people to join a reading group or a homework club, listen to storytelling, sign up to an evening class, discover their family history, have a coffee, meet new people, surf the internet, access any book ever published, look for job opportunities, learn with their families, hire the latest DVD, access information that enables them to make informed life choices and supports independent living
3. This vision is at the heart of our strategy and influences everything we do. It led to the development of a partnership between libraries and adult education which delivers the concept of library learning centres – or Explore Centres as they have become known. This was first set out in the document *21st century learning: 21st century libraries*. Since then there have been three explore library learning centres opened – Acomb and New Earswick in 2008 and York in 2010. The Explore concept is now a recognised and popular concept. Visitors and issues have increased at all three centres, bucking a national decline in library use. The centres are seen by local people as the hub of their community and

there are a wide range of activities taking place in the flexible spaces. Staff have built strong links into the community.

4. Over the last 5 years we have worked hard to make York Libraries a high performing and efficient service. CIPFA's VFM Toolkit 2010 puts us in the cheapest 10% of library authorities and the highest performing 10%. (see annex 1 for further information). Furthermore:
 - We have received national recognition as an example of good practice for our vision and performance.
 - We are bucking the national decline in library use – both visits and book issues
 - Over half the population in York uses libraries – highest in the region
 - We have relatively low staff costs having removed our back room functions
 - We deliver about 4,000 volunteer hours a year – which puts us in the top 7 performing authorities
 - We have fewer books than other authorities, but our books work harder
 - 26th highest issuing library in the country (151 authorities)
5. In 2005 we began a process of improvement and modernisation – following our clear vision. We have created efficiencies in our procurement of stock – we are part of a trans regional stock consortium which drives out the best discounts and enables us to buy more books with the same money. Buying more paperbacks also helps us to maximise our stock. In 2009 we got rid of the back room department that bought the stock. This was achieved through using electronic ordering, supplier selection and direct delivery of books to libraries. We have restructured the service to better align the service with national and local priorities.

Consultation

6. Staff consultation has been undertaken during January and February. Unison have also been consulted and kept updated. Staff have contributed new ideas and the proposals reflect their input.

The Role of a modern library service

7. Public Libraries are a statutory service under the 1964 Museums and Libraries Act. A modern library service fulfils a range of roles both in its buildings and outside in the wider community:

Reading and Literacy: We promote the joy of reading as well as supporting adult and child literacy

Digital Inclusion: Around 30% of York residents are not using the internet. York is a UK Online Champion Centre committed to Race Online 2012. We get people online for free and provide them with free, supported access to the internet through PCs and increasingly through WiFi.

Learning and Skills: Learning is at the heart of the service. We support and provide learning in a wide variety of ways –family history, archive, study space, IAG, work clubs, learning rooms, access to the world's knowledge and ideas.

Access to Information: The cornerstone of a public library service is free, neutral access to information for all. We work with both national and local government to provide access to services e.g. DoH, DWP, JCP

Community Anchors: Libraries are community anchors – safe, neutral spaces where people can come together in a range of activities or just to read, have a coffee.

The New Model Library Service

8. The Explore Centre model has been very successful. The rise in use shown in Annex 1 demonstrates that people value both the buildings and the services and they want more. The next stage is to extend the Explore concept across all the service – looking at communities to see how they want their library service delivered. To this end we are proposing a new model of Centres and Gateways that will deliver library services and learning, involving local communities much more in developing and delivering the service. Community Libraries will be transformed into Explore Gateways, retaining the use of the word library e.g. Bishopthorpe Library : An Explore Gateway.
9. Key proposals:
 - **Explore Centres** will be: York, Acomb, Tang Hall, Clifton and Haxby
 - **Explore Gateways** will be: Bishopthorpe, Copmanthorpe, Dunnington, Dringhouses, Fulford, Huntington, Poppleton, New Earswick and Strensall
 - The mobile library will be reviewed later in the year as a new vehicle is planned. The mobile library will continue to provide services to those people unable to easily reach a static library.
 - The Library at Askham Grange Prison will continue to be run and the Home Library Service will be developed to include more people.
 - Digital services will be developed with free WiFi offered from every building and the People's Network PCs will be upgraded The E Library will continue to be developed as a virtual branch – providing an online service to York's digital community.
 - Each Gateway will have one paid member of staff. To facilitate this, self issue terminals will be put into every library (currently only in Acomb and York).
 - Gateways will be grouped around Explore Centres to provide support. The full range of services will be available at Explore Centres and through Gateways.
 - Specialists will work more closely with frontline staff providing expertise
 - There will be more community involvement through the establishment of Friends groups and the use of volunteers. The role of volunteers will be to provide additional activity such as story times, IT support, help with the Summer Reading Challenge. The service already uses volunteers to deliver its Home Library Service. We will work with CVS to develop our expertise around recruiting and managing volunteers

- A process improvement project will be undertaken to support this model, working with EDRMS to set up a new system for sharing information across the service
- We will be actively looking at other possibilities for the provision of Gateways. One possibility we are currently proposing to provide an Explore Book Café in Rowntree Park. This will involve bringing the current café use in house and providing the services relating to the Gateway function along with greater involvement of the Friends of Rowntree Park
- During 2011/12 we will begin to consider shared use of our buildings by both other council services and community groups

Proposed Services within Gateways

Books and Information:

10. The principle is that customers should experience a taster of what they can expect in Explore Centres. Explore Gateways will contain:
 - A collection of books for adults and children in different formats including large print and ebooks. A free request service allows everyone access to all York Libraries stock through their local library
 - A split of 80% fiction, 20% non-fiction, with 80% titles being in paperback format. Feedback from the public tells us that they want more paperback titles
 - The information service will be delivered by providing customers with access to a range of paper-based reference titles supported by online subscriptions to popular reference resources as well as free access to the internet
 - Local history stock pertinent to the community
 - Community information (posters/leaflets etc) will have a very local focus – library and Council information will be the priority supported by information on local community events (local WI fair for example). Parish Council meeting minutes will be held for one year
 - Copies of the York Press and Yorkshire post plus subscription to 3 magazines
 - Access to CYC and national government services online
11. The focus of the book stock will be on bestselling titles as usage figures at smaller libraries reflect that these are in high demand. In addition, there will be a core collection of non-fiction titles focussing in popular subject areas – cookery, DIY, biographies, gardening etc. These will be supported by stock that reflects the needs of local communities, based on the community profiles we have developed for each library. The profiles look at the hobbies and interests of the area and these will be taken into account at the different Gateways. These will also be reflected in the magazine holdings so these will not be generic across each Gateway. Stock will circulate around the service.
12. Readers panels will be established to help to choose stock for their local libraries.

Archives / Local History:

13. Explore Gateways will serve as preliminary access points for local and family history, and act as pathways to the Archives and Local History department at Explore York. Key resources will be available online via the people's network, with free access to the library edition of Ancestry.com. Each Gateway will also hold a selection of relevant non-fiction books, comprising approximately 1% of stock. About 1/3 of these titles will be specific to the history and interest profiles of the community the Gateway serves. The remainder will comprise popular titles relating to York and Yorkshire, as well as a selection of books relating generally to local and family history. In addition, a small selection of local and family history books for children and young people will be available. These will reflect the history syllabus and topic areas covered by schools in the community, for example, York Minster, Clifford's Tower and Victorian York. Gateways will further encourage active citizenship and community engagement by maintaining copies of parish council minutes and magazines for the current year.

Learning:

14. Learning will be a key feature of the Explore Gateway concept. The use of Digital technology will be a central plank to achieve this ambition. There will be opportunities for online and informal learning at all centres, and the gateway will be able to sign post to a full range of appropriate learning opportunities, sometimes at the local centre but more often at larger Explore centres or other venues. Gateways will also be places where people can register interests in particular learning activities and will be able to identify people with similar interests.

Digital:

15. Each Gateway will have free access to the internet through fixed PCs as well as WiFi. There will be free help in getting online.

Options

16. The options open to the Executive Member are:
 - to adopt the new model
 - to retain the current model of service delivery

Analysis

17. Our statutory responsibility includes ensuring that the service reflects the needs of local communities. This new model offers a greater degree of community involvement through the establishment of Friends groups and roles for volunteers and will allow us to better understand and respond to local need.
18. In changing times the library service must develop as well as retaining those key elements of books and information which are core to the service. This model will enable us to develop our digital offer for the York online community as well as opening up our buildings to other services and community groups.

19. There will be a clear library offer across the whole service. The public will be able to better understand not only what services are available but also where and how to access them. Specialist staff will be more tied into frontline working, providing expertise in areas such as children's books, reference and stock work
20. The Explore groups will provide a flexibility in staffing and support for the staff in Gateways. Good practice working with communities and developing the service to meet their needs will more easily be shared.

Next Steps

21. The development of the explore concept will include a number of phases. As we talk to communities we will discover possibilities that are now unknown and so this will need to be a responsive process, taking on board new ideas as they arise:

Phase One - by October 2011:

- Installation of self issue terminals
- Staff changes
- WiFi
- Advertising volunteer opportunities
- Setting up Friends group
- Exploration of ways to involve communities in the development of the service
- Process improvement work - looking at everything we do and challenging the way we do it - with the aim of reducing admin. work and freeing up front line staff

Phase Two - from October and ongoing:

- Working with each community to ensure the service reflects local need, for instance, in terms of stock, local history and activities
- Developing use of volunteers and ongoing recruitment
- Development of online services - the e library
- Developing partnerships with third sector and community groups in the use of our buildings
- Developing access to CYC services through libraries
- Exploring other options for delivery of service e.g. Rowntree Park cafe

Community Involvement:

22. Over the next few months we will be beginning to involve the community in a number of different ways:
 - We will be setting up a "friends" group. We are looking at how other services run them successfully. We would like it to be an explore friends group involving adult learners as well as libraries and archives users.
 - We have developed a number of roles for volunteers - story readers, IT buddies, archive newspaper indexers for example. We will be advertising these opportunities in communities and through CVS. A number of people

have already come forward as volunteers. How we work with volunteers will be a developing picture over the next year.

- We are investigating how local people can be involved in the development of our services - other services have local committees with members of the public working alongside staff on new projects e.g. Blackpool have community volunteers working on their new central library.

Although we are beginning this work now, it will be an ongoing commitment.

Corporate Priorities

23. The proposal relates to all the strands of the LSP. The provision of safe, free spaces open to all in local communities is important to community cohesion and enables CYC to deliver a range of services that will directly contribute to the corporate strategy:

The Sustainable City – less travel for services as well as information on green issues

The Thriving City – access to IAG on learning and work as well as help to improve digital skills, the Gateways will support people back into employment

The Learning City – free access to the internet and provision of learning courses as well as space for study and bookstock to support study

The City of Culture. – access to reading and author events

The Safer City – safe, welcoming spaces that are open to all

The Healthy City – access to health information

The Inclusive City – libraries are anchors, open to all, working to bring communities together

Implications

Financial:

24. The following table shows the total cost of the proposed new structure (at 2010/11 prices):

Cost of new posts and delivery team	2011/12 Part Year	2012/13 Ongoing
Ongoing costs:	£'000	£'000
14.8fte at Grade 7	66	132
Annual maintenance costs	6	12
Prudential Borrowing Repayments	21	21
Total ongoing costs	93	165
One off Costs in 2011/12:		
Installation of self issue machines	18	-
Installation of Wi-Fi	14	-
Estimated Redundancy Costs	11	
Total Costs	136	165

Funding Available:

Existing Staffing Budgets	163	261
Change to Big City Read	6	12
Contribution from Library HQ budgets	7	7
	176	280
Total Saving	40	115

25. The cost of the new structure will be £165k in a full year (at 2010/11 prices). The total savings generated will be £40k in 2011/12 and £115k ongoing savings from 2012/13 onwards.
26. The majority of the funding for the structure will come from existing staffing budgets. On top of this a change to the method of delivery of the Big City Read project in 2011/12 should generate further savings of £12k. There is also a £7k contribution being made from the Library Headquarters budget.
27. It should be noted that the amounts included for redundancy costs and Wi-Fi installation costs are estimates and may change. There may also be some element of pay protection associated with the structure, although this is not expected to be more than around £1k in total.
28. **Human Resources:** There will be a reduction of 4.8 FTE posts. Vacant posts are being held and there are some expressions of interest in voluntary redundancy (total approx. 6.1 FTE). Staff identified within scope of these changes will be consulted through CYC's Supporting Transformation (Management of Change) process. However it is hoped to mitigate potential compulsory redundancies by releasing vacancies and considering voluntary redundancy requests. Staff and Trade Unions have been briefed on the proposals and further meetings are due to take place.
29. **Equalities:** The EIA has been done and is available. Further more detailed work will be done on it throughout the implementation
30. **Legal:** No legal implications
31. **Crime and Disorder:** No Crime and Disorder implications
32. **Information Technology (IT):** IT Services will be involved in the provision of self issue terminals and WiFi
33. **Property:** During 2011/12 we will look to see how we can begin to reduce premises costs: This will be done by consulting with communities and implementing shared use, either by bringing people into existing libraries or by moving our services into alternative community locations. CYC Asset Manager will be involved in this work.

34. The use of Rowntree Park Café for the Gateway service will require the Council to serve notice on the current tenant that the lease will not be renewed on 30 November 2011, the termination date. This action will result in a loss of rental to the Council.
35. The current lease is governed by the Landlord and Tenant Act 1954 which allows the tenant an automatic right to renew, however the Council, as landlord, has grounds not to renew the lease if the Council wish to occupy the property for its own service provision.

Risk Management

36. The risk/s associated with the recommendation of this report are assessed at a net level below 16.

Recommendations

37. The Executive Member is asked to agree to the implementation of the innovative Explore Gateway model, including the proposed extension to Rowntree Park Cafe

Reason: so that the library service can continue to develop its Explore vision

Contact Details

Author:

Fiona Williams
Head of Libraries and Heritage
3316

Chief Officer Responsible for the report:

Charlie Croft
Assistant Director Culture and Communities

**Report
Approved**



Date 3.3.11.

Specialist Implications Officer(s)

Financial

Katherine Finnie
Principal Accountant
4226

IT Services

Roy Grant
Head of IT Services
1966

Property

Val Inwood
Property Surveyor
3385

HR

Laura Cadywold
HR Advisor
1501

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

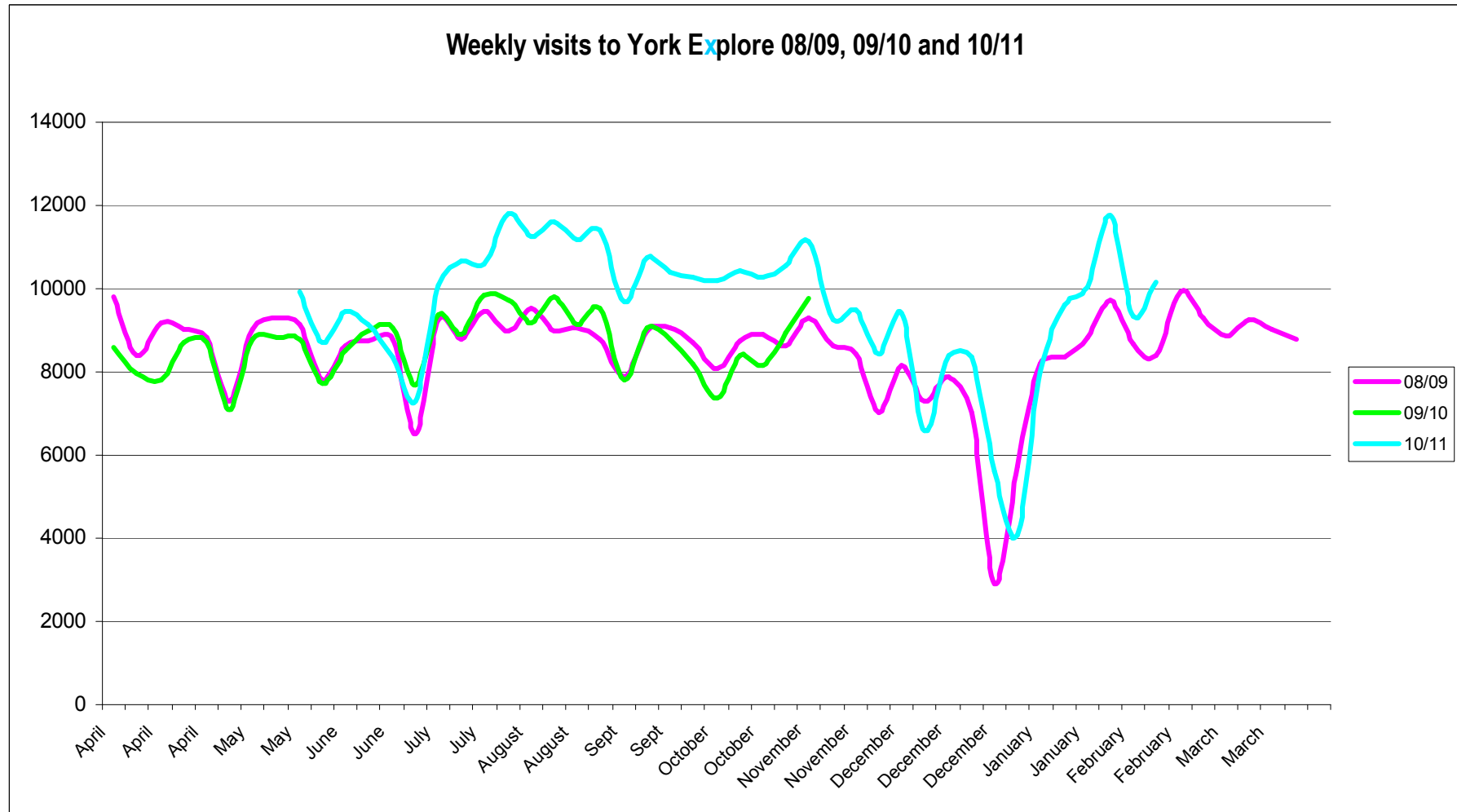
21st Century Learning ; 21st Century Libraries

Annexes

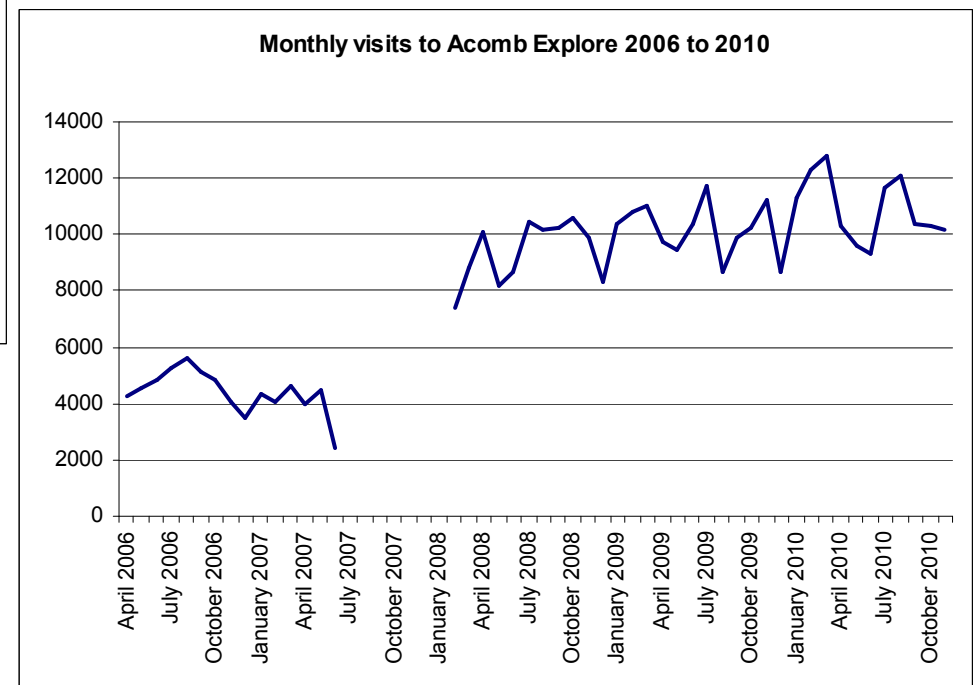
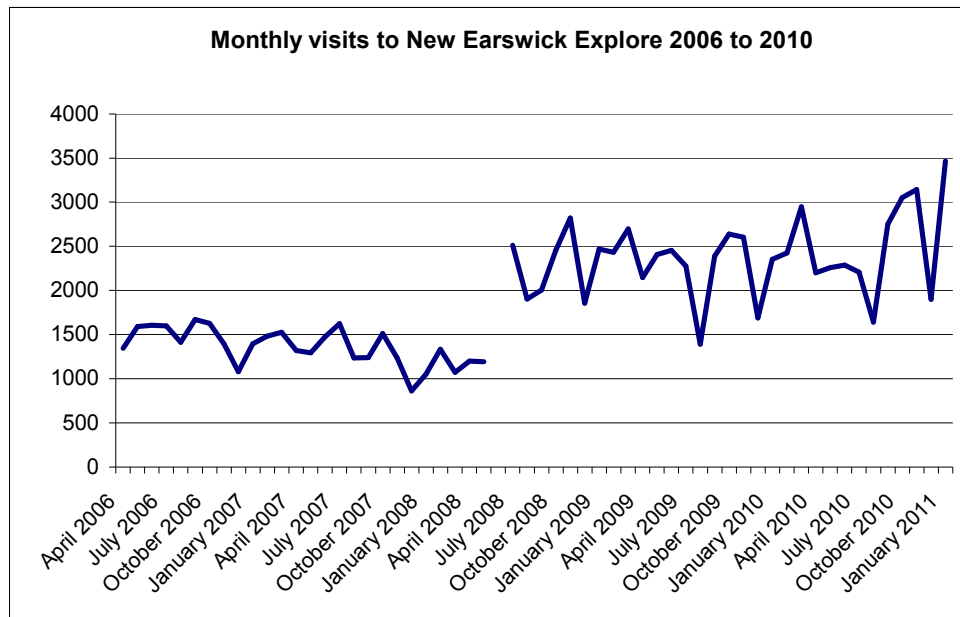
Annex 1 – Performance graphs

Annex – some performance figures

1. Visits to libraries have increased following each Explore Transformation

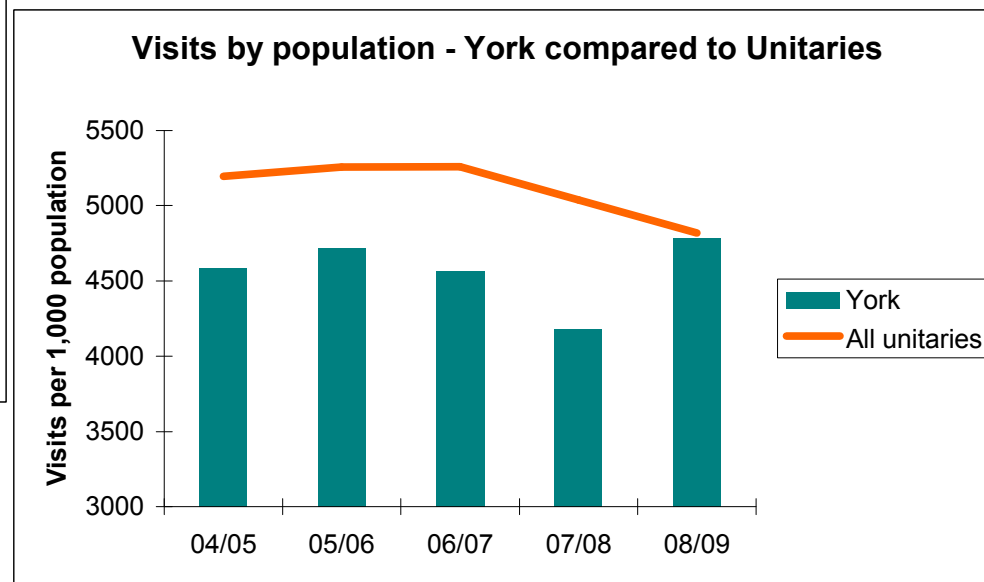
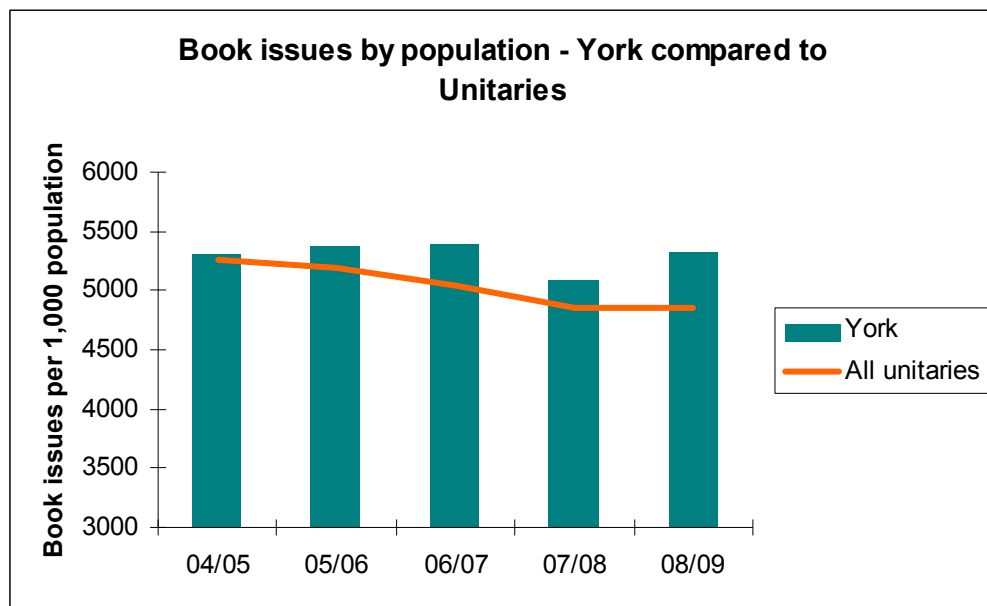


The footfall at York since the Explore transformation is 15% higher than previous (blue line).



The footfall at Acomb since the Explore transformation is more than double the previous footfall, and at New Earswick is nearly double. The transformations are represented as gaps in the graphs.

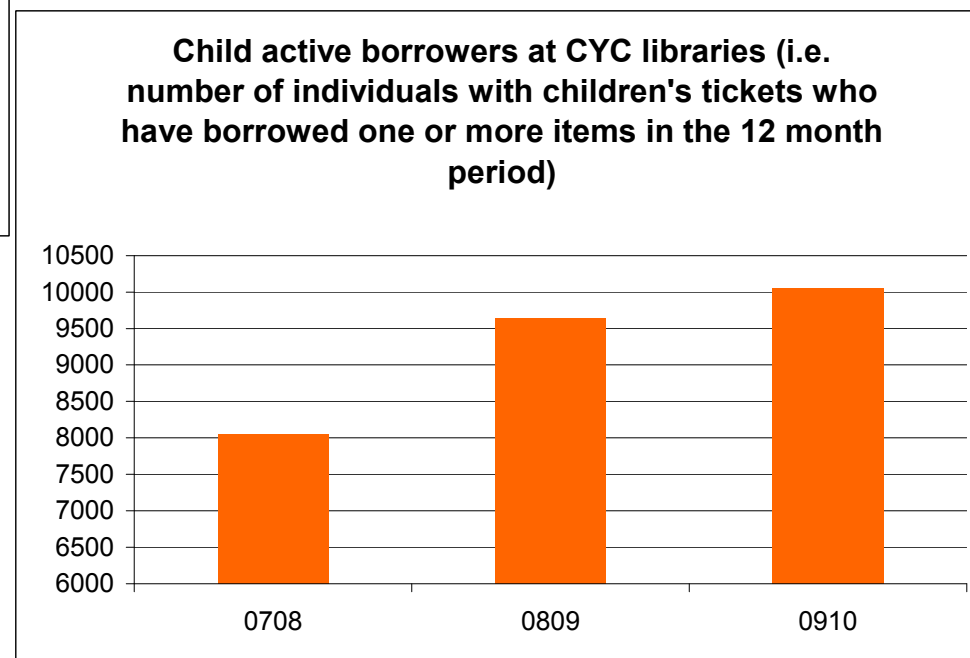
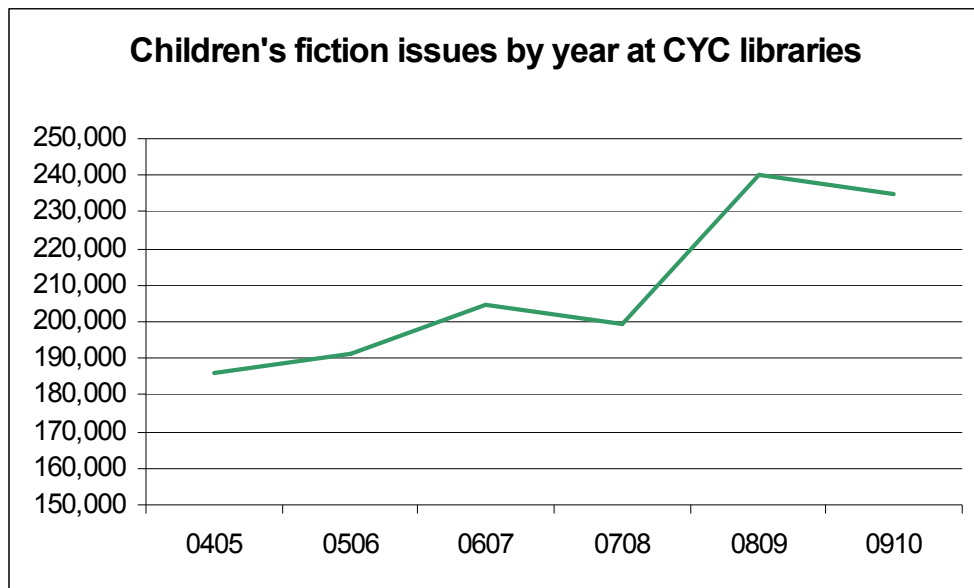
2. York Libraries are beating the national decline in usage



Over the past few years the trend in library usage across unitary authorities has been slightly downwards. Here at York Libraries we have been bucking the national trend. Please note that the dips in 0708 are due to Acomb being closed for refurbishment.

3. Children's usage of York Libraries

We have done a lot of work getting children into libraries for specific events such as under fives storytimes (weekly at all libraries – reaching 170 children per week), the Summer Reading Challenge (reaching 3,000+ children each summer), bookgifting schemes, family days at York Explore (Narnia Day reached 1,173 people). The result of this work is that more children are using libraries all year-round.



DECISION SESSION – EXECUTIVE MEMBER FOR LEISURE, CULTURE & SOCIAL INCLUSION

TUESDAY 8 MARCH 2011

Annex of additional comments received from Members, Parish Councils and residents since the agenda was published.

Agenda Item	Report	Received from	Comments
5	<p>Development of the Explore Vision in Libraries</p> <p>Pages 19-32</p>	Cllrs Reid, Holvey and Sunderland	<p>We very much welcome this proposal to invest in York Libraries by extending the Explore concept across all City's libraries. We particularly support the proposals for Dringhouses Library and the commitment to ensure that this well loved facility continues to serve the community. It is, however, a very small building and the suggestion to link it to Explore Centres seems to us to be a good use of resources and minimises the need to duplicate service provision.</p> <p>There is a very active Local History Society in Dringhouses and ensuring that the library has local history/archive material relevant to the area seems an excellent idea.</p> <p>We note that the mobile library is to be reviewed at a later date. As the mobile library serves the Woodthorpe part of the Ward we hope that the review will continue to support providing a service for those less able to reach an Explore Gateway or Centre.</p> <p>We urge the Executive Member to approve the Officer recommendations as a means of securing library provision for all parts of the City.</p>
5	<p>Development of Explore Vision in Libraries</p> <p>Pages 19-32</p>	Pauline Kirk	<p>I am editor of Fighting Cock Press, and am also a York poet and novelist. York Library Service has in the past been very supportive of the press, which publishes work by new and emerging writers from the north of England, devoting all profits to further publications. Founded by the Yorkshire novelist, poet and historian, Mabel Ferrett who has just died, the press is now fully based in York.</p> <p>In recent years the Library Service has had a policy of purchasing books written by residents of York and nearby communities. Since last summer it has had to defer purchases because of budget constraints. I fully appreciate the difficulties faced by all Council departments in the present economic climate. However, I would be grateful for the assurance that once things return to a more normal budget cycle, the Library Service's policy of making local writers' works available to the community in which they live, will continue to be supported and encouraged by the council. I am currently editing two collections by York poets which the press will be publishing this year. Sales to libraries are a very important outlet for small publishers, particularly with the loss of supportive bookshops like Borders.</p> <p>I am also a member of one of York's many literary groups, 'The Spoken Word', and with the Council's support founded two other groups myself: 'Writers Together' and 'Writers at York'</p>

			<p>Library'. I know from first hand experience how many talented writers there are in the city, and that it is now attracting others from Leeds and North Yorkshire. I have been involved with Stairwell Books (also based in York), in publishing work by some of these writers in anthologies and small books. This often gives them the confidence to seek publication further afield. I hope that when the financial situation improves, York residents will again have an opportunity to view new work by local and emerging writers at their library (including non-fiction), as well as fiction by the 'Big Names'.</p> <p>As an individual writer, too, I have been very grateful for the support of York libraries, and from Leeds Library Service before I moved here. For example, I have another novel coming out in June. I hope that if staff approve, the Library Service will have funds to host an author event to coincide with its publication.</p> <p>If local libraries are closed and library purchasing continues to be cut back, it will have a severe effect on York writers and the small presses who initially publish their work. I would be most grateful if you could reassure me that as soon as possible, the Library Service will be able to continue its excellent work supporting local writers and publishers.</p>
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