



SHEFFIELD CITY COUNCIL

Cabinet

Report of: The Executive Director for Communities

Report to: Cabinet

Date: 19th February 2014

Subject: The future of Sheffield's library services

Author of Report: Dawn Shaw/Lynne Richardson

Summary:

- This report seeks approval on the proposal for the future of Sheffield's libraries, archives and information services.
- The Council wishes to keep open as many libraries as possible. The proposal describes the creation of 11 hub libraries and up to 5 community co-delivered libraries. Tinsley library will remain open as a Council run facility until the rental agreement expires in 2016. Up to 10 libraries may become independent with support from the Council for up to 3 years. A change is proposed for the opening hours of Central Library which will retain its 6 day opening. It is proposed that the Mobile service be closed due to a decline in usage, and the Home Library service will be developed to support people who find it difficult to access their local library due to age, disability or significant health issues.

Reasons for Recommendations:

Following extensive public consultation, to implement the review of the Libraries, Archives and Information Service, establishing a new service which will meet the City's aspirations for the future, will be comprehensive and efficient and will develop new partnerships with community organisations and people who use library services.

This new service will take account of the issues raised in the public consultation, the needs assessment and Equality Impact Assessment and will be affordable.

RECOMMENDATIONS

1. To agree a new operating model for community libraries. Taking account of the Council's obligation to deliver a comprehensive and efficient library service as informed by the needs assessment, consultations undertaken and Equality Impact Assessment. The new operating model will consist of:
 - 11 SCC run hub libraries
 - Up to 5 co-delivered community libraries
 - Retain Tinsley Library as a Council run facility until its rental agreement expires in 2016.
 - Up to 10 independent libraries, with support for up to 3 years
 - New opening times for Central Library
 - Closure of the mobile library service
 - Development of the Home Library Service through a volunteer programme
 - All other existing library, information and archives services will be retained including the Schools Library Service
 - A volunteer programme
2. To agree £262,000 of funding from the Public Health Grant for 2013, carried forward to 2014/15, to support the sustainability and viability of independent libraries and volunteering, in response to issues raised during the consultation around the needs of older and disabled people and the role which libraries play in promoting health and well-being and in accordance with the Public Health Outcomes framework.
3. To agree funding of £262,000 from the Public Health Grant to support independent libraries and volunteering for the period 2015/16 and 2016/17, in response to issues raised during the consultation around the needs of older and disabled people and the role which libraries play in promoting health and well-being and in accordance with the Public Health Outcomes framework.
4. Subject to consultation with the relevant Cabinet Members to ask the Executive Directors for Resources and Communities to explore the potential for a further capital allocation for any major repairs to independent libraries.

Background Papers: Needs Assessment Sept 2013, Equality Impact Assessment Feb 2014, Evaluation of responses to the Library Service Review Phase 2 Consultation, January 2014.

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Eugene Walker
Legal Implications
YES Cleared by: Steve Eccleston
Equality of Opportunity Implications
YES Cleared by: Michael Bowles
Tackling Health Inequalities Implications
NO
Human rights Implications
NO:
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
YES Cleared by: Julie Toner
Property implications
YES/NO
Area(s) affected
Sheffield Area
Relevant Cabinet Portfolio Leader
Mazher Iqbal, Cabinet Member for Communities
Relevant Scrutiny Committee if decision called in
Economic and Environmental Wellbeing
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

Report to the Cabinet

REPORT TITLE: The future of Sheffield's library services

1.0 SUMMARY

This report seeks approval on the proposal for the future of Sheffield's libraries, archives and information services.

The Council wishes to keep open as many libraries as possible. The proposal describes the creation of 11 hub libraries and up to 5 community co-delivered libraries. Tinsley library will remain open as a Council run facility until the rental agreement expires in 2016. Up to 10 libraries may become independent with support from the Council for up to 3 years. A change is proposed for the opening hours of Central Library which will retain its 6 day opening. It is proposed that the Mobile service be closed due to a decline in usage, and the Home Library service will be developed reflecting the needs of an ageing population.

2.0 BACKGROUND

The Libraries Archives and Information Service (LAI(s)) Review began with the establishment of an Elected Members Task and Finish Group in July 2011 and concludes in February 2014 with this report to Cabinet. Included in this report is a history of the service review, what has been learned from consultation in different forms and how the Council will respond.

The Review was to ensure the Council has a comprehensive, efficient, modern, and sustainable service:

- A comprehensive service: because the Council needs to provide a range of library services, materials and information for residents of Sheffield, visitors, businesses and community organisations. These services need to be accessed across the city and increasingly on line.
- An efficient service: because the Council know the number of people using the library service has been declining overall, with a 23% reduction in book issues between 2011/12 to 2012/13.
- A modern service: because the Council know that people want to access library services in new ways, such as reserving more books online, more community activity and use of technology such as e-books and Wi-Fi amongst younger age groups.
- A sustainable service: because services need to be fit for purpose when there are fewer resources. Since the period of national austerity began there have been a number of cuts to the LAI(s) budget. It is no longer possible to make further budget savings without re-organising and re-designing the service.

The proposal for the future of Sheffield's library service has been made in compliance with the statutory duty under the Public Libraries and Museums Act 1964 to provide a 'comprehensive and efficient' library service.

Sheffield's Libraries Archives and Information service currently has 27 community based libraries plus Central library. This service is supplemented by Mobile and Home Library Services. As well as public libraries, there are a range of other front line services such as Archives and Local Studies, Help Yourself Directory, Schools Library Service, and services to business including patent advice and the World Metal Index.

In 2012/13 the service had 133,337 registered adult users, this included 39,912 people over 65 years of age, and 2491 people who declared (voluntarily) a disability. In addition there were over 60,000 registered children and young people under the age of 18. There were 27,786 people who were registered (voluntarily) as having a minority ethnic background.

3.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

The Sheffield City Council Corporate Plan 2011-2014 states that as an organisation the Council will focus on four priorities:

1. Standing up for Sheffield
2. Supporting and protecting communities
3. Focusing on jobs
4. Business friendly

Libraries are and can continue to be, key community anchors, connecting the City Centre with local communities. Critical to this role is the importance of a sustainable, flexible library provision which is outward facing, welcoming and inclusive of all. To meet our duty to provide a comprehensive and efficient service, care has been taken to address the needs of Sheffield people including a fair geographical spread of hub libraries across the City (including Central lending & children's library, Archives & Local Studies) as well as ensuring a range of services which meet the varying demographic needs of all of Sheffield's residents. School children will still be able to access the school's library service which is commissioned by individual schools.

Alternatively library users may wish to access a co-delivered or independent library, access the e-book service when this is established, or, if eligible, may join the Home Library Service.

Around 70 per cent of registered library users are registered with a community library. Should the proposals be adopted by the City Council, it is estimated that approximately 63 per cent of library users registered with a community library will have a Council run resource for at least 31 hours per week with an improved service offer. The introduction of Wi-Fi and e-books will enable people to access and use the library in new ways. Consultation and analysis indicate that this is becoming an increasingly important need in the city.

Around 12 per cent of library users registered with a community library will experience a new way of receiving the service through co-delivered libraries, which will still provide, as a minimum, the basic offer of providing free book loan, free internet access and a welcoming space for all people. Up to 25 per cent of users registered with a community library will have their community library run as an independent library that will develop to reflect local needs.

4.0 DRIVERS FOR CHANGE

There are compelling developments forcing and influencing change in the delivery of library services. The review has sought to understand these change drivers and how the service can adapt.

4.1 Customer driven change

Increasingly 'book issue' is not a good indicator of the value or effectiveness of the service. There is an increasing use of libraries by non-members primarily to access the People's Network (free internet access). The way people choose to access information is changing as technology is developing. Access to information and services 24/7 is an increasing expectation. Finding information almost instantly via the internet is increasingly preferred to drawing information from reference books and materials. Having physical access to books is still highly desired, particularly for young children and older people. Our city wide consultation from 2012 and 2013/14 has enhanced our understanding of customer needs and the results can be found in Appendix B and Appendix C.

The Survey in 2012 showed that many people (who responded to the final comments question), said that activities should concentrate on activities for children and young people, supporting homework and encouraging reading and educational attainment. Slightly less people (10%) said they wanted more activities for adults including community events and self improvement classes.

Even though it is easier for people to borrow books (for instance self issue and reservation on line) the number of book issues continues to fall. This is in line with a national trend and is to be expected. It is important that the reshaped library service takes account of these changing trends.

There were 1,924,742 book and other media issues (-23% on the previous year), 366,609 Peoples Network sessions (+22% on previous year), and 2,179,879 visits to libraries (-10% on previous year).

4.2 Technology driven change

We are now in a digital age where the options for accessing information are expanding. The quality and reliability of this information can vary greatly and the role of a Librarian can ensure people have access to the most valid and appropriate information.

There is a growing demand for new and improved technology such as e-books, Wi-Fi access and improved online catalogue facilities. Local authorities that have

introduced e-books for loan have seen a surge in membership as a result. Despite the increase in home computers, the demand for access to the People's Network has increased 22% over the past year. This growth is impeded by low numbers of computer terminals in Sheffield compared with other core cities.

4.3 Adapting to new circumstances

Over the period of the Library Review it became increasingly clear that the scale of savings required to help the Council meet its overall budget deficit targets would be greater than originally envisaged. The Government identified a period of austerity which was to last for a number of years but this was subsequently extended beyond the current parliamentary period and into the next.

Elected Members were aware that budget savings in library services made over the past years had been more pragmatic than strategic. Although previous budget savings had enabled the service to maintain the number of libraries and opening hours, this approach was untenable in the long term, given the diminishing financial resources that would be available to Local Authorities.

The savings in expenditure required in recent years have been met by reductions in front line staffing, opening hours and the deletion of back room development resources. The budget reduction target from 2014/15 at £1.669 million means that sufficient savings cannot simply be made by continuing to cut back services while still delivering a comprehensive service. It was recognised that a completely fresh review of the library service was required. Elected Members have sought to use what has been learned through the Review to direct resources to priority areas and into more efficient ways of running services.

5.0 REVIEW OF THE LIBRARY, ARCHIVES AND INFORMATION SERVICE

The Review of Libraries Archives and Information Service began with the establishment of an Elected Members Task and Finish Group in July 2011 and will conclude with a report to Cabinet in February 2014. This section describes the history of this Review, what has been learned and what has changed.

5.1 Elected Members Task and Finish Group

The Elected Members Task and Finish group set off the Review in 2011/12 with the remit of analysing all services, looking at best practice elsewhere and considering how the Council could make the service more efficient, modern and community based.

In 2011 the principles set by the group were:

- All services will be the subject of a consultation.
- A city wide LAI(S) service where some communities may need more/different support to achieve city standards of service.
- The Council will not seek to close any libraries
- The Council will increase the use of volunteering to enhance our service provision, but not to replace paid staff.
- The service will be more self-supporting, by increasing income

Priorities for review:

- Review the library service organisation and culture.
- Seek to increase flexibility across the service, to support modern service delivery.
- Make the best use of changing technology and resources and seek investment.
- Consider the benefits and risks of working more closely in partnership with local communities.
- Consider how income could be further increased.
- Consider how services to business can be further developed.

5.2 **A vision for the library service**

In the early stages of the LAI(S) review a vision was drafted and agreed by Elected Members. This vision describes what the Council want from the city's library service, how this can be achieved, and some key objectives. The vision can be found in Appendix K. The difficult financial context means the vision will be harder to achieve, but remains the focus for the development of the service into the future. In assessing the potential models of operation, the ability of each model to deliver the vision has been taken into consideration.

The vision document describes a sustainable and deliverable service which includes the following features:

- Promote reading and a wide range of resources
- Create welcoming library spaces
- Celebrate Sheffield's successful centres and rich local history
- Tackle poverty and social inequality
- Promote lifelong learning
- Deliver sustainable services with a focus on 'need'
- Utilising social capital
- Promoting better health and wellbeing

5.3 **Researching good practice**

A Libraries Review team consisting of Elected Members, theme group members, and library staff, visited 6 different local authorities to see how they had implemented new ways of working. The local authorities visited were: Manchester, Newcastle, Peterborough, Leeds, Wakefield and Doncaster. Research also looked at the strategy and practice of others via the internet, e.g. Liverpool, Edinburgh and Barnsley.

Research highlighted the different ways the Council can run and develop library services. Options identified including the development of e-lending, expansion of online and digital services, working together in partnership and co-location, working with volunteers in new ways, developing the library offer with links to commercial services and partners (such as cafes and booksellers), increasing income earning opportunities such as charging for the People's Network.

The key learning points were:

- Opportunities for partnership working are strong, but need to take into consideration the challenges of joint working, such as sharing resources, and operational compatibility.
- Volunteers can make a significant contribution to the running of libraries, it is important to ensure the role is clear and people are supported.
- There are opportunities and challenges to meet the future demand for technology based services such as e-books, PCs and improved online catalogue which requires investment.
- Learning from other cities shows the importance of service location, understanding the needs of our users and understanding how volunteers can be successfully involved and engaged in services.

5.4 Theme groups

The LAI(S) Review was divided into theme groups in order to explore and identify the issues and opportunities, and build on the research. Council officers from different council departments were invited to attend relevant theme groups alongside the Libraries Review team and library service management.

The theme groups were:

- Communication planning - Remit (in brief):-
 - Develop a communications strategy and consultation plan.
 - Deliver consultation. Explore creative ways to engage users and non users.
 - Analysis of questionnaires/consultation data
- Resources – Remit (in brief):-
 - Identify options for an increase (or decrease) in fees and charges
 - Identify options for sponsorship, marketing and branding and complementary commercial use (i.e. renting/sub letting space).
 - Identify options for income from partnership activity, grants and fundraising
 - Identify options for income generation from library resources – archives, grounds, transport, I.T.,
- Future development and delivery – Remit (in brief):-
 - Consider principles against which to consider options – Library vision, corporate plan i.e., tackling poverty and social injustice and the promotion of social regeneration.
 - Analyse alternate/new models of delivery, including volunteering, partnership working, digital options, and complementary franchises.
- Buildings and assets – Remit (in brief):-
 - Link to Asset Review/Community Investment Plan/Face to Face strategy
 - Identify how efficient and flexible the current library buildings are and make recommendations for improvement.
 - Develop proposals for buildings which are not fit for purpose

6.0 CONSULTATION 2012

A consultation survey was developed with support and feedback from the consultation theme group, communications team, senior Council officers, and Elected Members of the task and finish group. The consultation invited both library users and non-library users to take part in the survey in order to obtain a range of views and opinions on the review. The survey could be completed online via Sheffield City Council website, or paper copies could be obtained from libraries or First Point centres. Paper copies could be returned to any library or returned in a freepost envelope. Arrangements were made for a language translation telephone service to be available if required. A total of 6,037 people completed the consultation survey, with 4,126 of these being completed online.

Throughout the survey, there were free text boxes which invited comments and ideas, and over 15,000 comments were made. The survey was structured in 3 sections, 'Using the library services', 'Making our library services more efficient', and 'Ideas for the future'.

It was anticipated that the needs of some specific groups would be diluted by the generic nature of the wider survey. Therefore a number of consultation sessions were arranged with specific groups to gain a wider understanding of their specific needs in relation to library services. There were 7 sessions held with groups of young people, older people, disabled people, and refugees and asylum seekers.

See report on the survey results Appendix B.

Learning points from the 2012 consultation include:

- Quality and choice of materials were most important to survey respondents (out of 10 choices), and what they wanted to protect the most.
- The Council running library services (rather than social enterprises, charitable trusts or community groups running them), was what survey respondents wanted to protect the least (from a choice of 5).
- Survey respondents proposed a number of ways in which to raise funding or make savings. This included increasing fees and charges, making better use of technology, taking in (more) donated books, broader use of the library building with other council services, events and classes. The majority of survey respondents were also positive about complementary commercial activity in libraries particularly café bars, cafes and newsagents.
- The majority of respondents were in favour of charging for the Peoples Network (PN), although this was a more popular choice in libraries which had the lowest rate of PN usage.
- New technology in libraries such as Wi-Fi and e-books was not an influencing factor for people over 40 (who were the majority of respondents), but it was desired by younger age groups.

- The majority of survey respondents are in favour of exploring partnership opportunities.
- The majority of survey respondents answered 'yes' to supporting the use of volunteers to enhance the service. However, comments made in relation to this questions indicated most people felt volunteers should not replace paid staff.
- Comments made about developing activities in libraries demonstrated a desire for a community space. Activities for children and young people were the most popular suggestions including homework clubs and developing educational attainment. Activities for adults was also a popular suggestion.
- Consultation with young people highlighted a preference for technology. Study space was important, but not in the children's area. Greater links to schools, colleges and universities was a popular suggestion in the overall survey results.
- Consultation with older people highlighted that technology is good but they will always value books, staff, and a welcoming service/ambience.
- Consultation with disabled people highlighted that not all libraries are accessible. Signage is important, and ability to get to know a librarian. Social benefits are important.
- Refugees and Asylum seekers highlighted their need for books which help them to learn English. Libraries should help promote cultural awareness.

7.0 PROSPECTUS Feb-April 2013

After the surveys from the 2012 consultation were analysed, the Council was aware that a number of groups and individuals had offered to support the running of library services. The Council then issued a prospectus (see Appendix D) inviting further ideas and suggestions and offers of support, ensuring all the possibilities had been explored.

The prospectus included a Needs Assessment, and asked for ideas and suggestions that reflected the needs of Sheffield people. The prospectus also included a description of each service/function operated by Sheffield's Libraries, Archives and Information services.

Individuals, groups and organisations were able to register an interest for 8 weeks from 11th February until 8th April 2013. The Council received 27 registrations of interest that included 18 from not for profit groups or organisations, 6 from individual people, 1 from a Parish Council, and 2 from private sector organisations. This exercise was successful in gauging the level of interest and helped to formulate different models of operation. The registrations of interest were not part of any formal tendering process.

8.0 IDENTIFYING THE PREFERRED OPERATING MODEL

A range of potential operating models were developed, drawing on the research of different approaches, learning from best practice, the consultation in 2012 and ideas generated from the prospectus.

13 potential models of operation (with variations) were devised and analysed. This includes a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis being undertaken on each model. This incorporated relevant issues drawn out from the needs assessment at that time. A workshop involving the Cabinet Member for Communities, Cabinet Advisors and council officers discussed the pros and cons of each model using the analysis against criteria, to determine a preferred model.

Details of the 13 models and the analysis can be found in Appendix I

Summary of the operating models considered:

- Model 1: SCC only support SCC run libraries. Libraries run and staffed by SCC.
- Model 2: SCC oversees all libraries in the city, both SCC run and community run, with volunteer support from the Council.
- Model 3: Libraries run by external organisation with volunteer support. A mix of SCC run libraries and community co-delivered libraries (as model 2), with volunteer support from an external organisation
- Model 4: SCC provides financial support only to SCC libraries, but allow communities to take over closed libraries.
- Model 5: Transfer the entire library service to a charitable trust (or similar)
- Model 6: Transfer the community library service to a charitable trust, retain other services within SCC provision
- Model 7: Consortium model for community libraries only. All community libraries transferred to a number of social enterprises collaborating under one contract. Libraries run mainly with volunteers, not SCC staff.
- Model 8: Voluntary sector hub. All community libraries transferred to social enterprises operating libraries in clusters. Each cluster managed under a separate contract. Libraries run mainly with volunteers, not SCC staff.
- Model 9: Statutory sector hub. Libraries run and staffed by SCC, sharing library buildings with other statutory services creating a service hub.
- Model 10: Private sector hub. Library buildings transferred to or managed by a private sector organisation that would operate the service on behalf of the Council.
- Model 11: A mixture of hub models. Allowing for social enterprise, private sector and SCC delivery.
- Model 12: Education link model. Link library provision, including co-location to other services such as schools and children's centres.
- Model 13: Technology model. Reduced number of SCC hubs, with an increase in book depositories and online access.

Model 2, a 'mixed delivery' operating model involving SCC libraries and community co-delivered libraries was selected for the following reasons:

- More libraries remain part of the main libraries network
- Able to keep as many libraries open as possible with community and volunteer support.
- Co-delivery with community organisations will help to ensure sustainability and quality of delivery
- Opportunity for additional 'voluntary sector' services to run alongside library services

9.0 NEEDS ASSESSMENT

The Needs Assessment (see Appendix E) is part of the process that informs the cabinet decision, taking into account the Council's obligation to deliver a comprehensive and efficient library service, the consultation exercises in 2012, and 2013/14, and an Equality Impact Assessment.

9.1 The needs of Sheffield people

The needs assessment is drawn from a range of statistics and evidence including the 2011 census. The following extract from the Needs Assessment document (the full report can be found in Appendix E) describes the needs and characteristics of Sheffield as a whole.

- The 2011 Census reveals that 552,698 people lived in the Sheffield local authority area.
- In 2010 Sheffield had the highest proportion of its population aged 65 years or over (15.5%) compared to the other English Core Cities.
- There are 29 neighbourhoods in the city that are within the most 20% deprived within England, in total accounting for 28% of the city's population, whilst there are seven neighbourhoods in the 10% of least deprived locations in England. 12% of households rely on benefits with 24% of Sheffield's dependent children and 28% of the population over 60 years old living in households claiming Housing and/or Council Tax Benefit.
- There are 128 languages spoken in the city's schools and community cohesion and community safety remain positive points for Sheffield.
- The educational profile of the city's population has seen the proportion of residents with no qualifications falling from 16.6% in 2008 to 10.0% in 2011, bringing Sheffield in line with the national average.
- Communities living in neighbourhoods in the north and east of the city are more likely to experience deprivation in respect to education, skills and training. Sheffield still has a higher number than the national average of 16-18 year olds not in education, employment or training (NEET).

- Although the city is becoming healthier for most people, health inequalities across neighbourhoods remain and are in some cases widening, with particular individuals and groups remaining or increasingly vulnerable, in particular older people, the young and some women and some ethnic minority groups. People in the most deprived parts of Sheffield still experience poorer health and die earlier than people living in the rest of the city. This reflects the key issue that inequalities in health and wellbeing are intrinsically linked with wider social, cultural and economic conditions.
- Getting around the city is changing with more people using Supertram and walking and cycling although bus travel is declining and motor vehicles are still used by most people to travel.

9.2 NEEDS ASSESSMENT AND PRIORITISATION APPROACH

The needs assessment (Appendix E) contains a range of indicators, which includes indicators to help assess:

- Use of Library Services
- Demographic Need

Following the development of the needs assessment an analysis was undertaken using both of these elements (which are described in more detail below) to inform the council's proposals around the 11 hub libraries. The factors included in the 'Demographic Need' element were given **twice the weight** of those in the 'Use of Library Services' element. This was used as the basis for the council's 2013/14 consultation. Full details of the methodology are given at appendix J (technical report).

Following the public consultation we have reviewed the needs assessment to ensure accuracy – this has resulted in a number of minor alterations and corrections. However, these have not had the effect of altering the 11 libraries initially indicated as hubs nor the 5 libraries initially indicated as co-delivered (although the precise position of each library within the ranking has changed slightly as a result). For further details see Appendix J.

9.2.1 Use of Library Services

To apply fairness between libraries which may have longer or shorter opening hours, the calculations, where relevant, are on a per hour basis.

The Council took into account the number of registered users, the number of books and materials issued, the number of People's Network sessions and the number of library visits.

The number of people using the library service has been declining overall, with a 23% reduction in book issues between 2011/12 to 2012/13.

The way people choose to access information is changing as technology is developing. Access to information and services 24/7 is an increasing expectation. Local authorities that have introduced e-books for loan have seen a surge in membership as a result. Despite the increase in home computers, the demand for access to the People's Network has increased 22% over the past year. Finding information almost instantly via the internet is increasingly preferred to drawing information from reference books and materials.

Although having physical access to books is still highly desired, particularly for young children and older people, 'book issue' alone, is not a good indicator of the value or effectiveness of the service. Even though it is easier for people to borrow books (for instance self-issue and reservation on line) the number of book issues continues to fall. This is in line with a national trend and is to be expected. It is important that the reshaped library service takes account of these changing trends.

There were 1,924,742 book and other media issues (-23% on the previous year), 366,609 Peoples Network sessions (+22% on previous year), and 2,179,879 visits to libraries (-10% on previous year).

9.2.2 Demographic Need

This part of the assessment considers the demographic needs of those who live, work and study in each library area. This includes the needs of older people, children and young people, people who have a disability and people from minority ethnic backgrounds, people facing deprivation, and people with literacy needs.

The needs of these groups in particular have been identified because:

- Older people (over 65): Increasingly there are more people aged over 65 in the population. Social isolation is an issue for many older people, particularly those who have lost a partner (by 2025 it is estimated that there will be a 23% increase in people aged over 75 living alone). Low income is an issue for many pensioners, and 28% of people aged over 60, living in Sheffield households, claiming benefits relating to low income.
- Children and young people: reading for young children helps them view books as a fun activity, not a chore. Numerous studies have shown that students who are exposed to reading from a young age are more likely to do well in all facets of formal education. Sheffield still has a higher number than the national average of 16-18 year olds not in education, employment or training (NEET).
- People who have a disability: 2% of adult registered users have declared (voluntarily) a disability. Libraries provide a safe and welcoming space. The location of library services is more acute for this group of people, who may be less able to travel to other libraries.
- People from minority ethnic backgrounds: Unlike the general population

(from a white British background), many people from black and minority ethnic communities live in households concentrated in specific areas of the city. This means the location of a library service could have a bigger impact on this group.

- People facing deprivation. There are 29 neighbourhoods in the city that are within the most 20% deprived within England, in total accounting for 28% of the city's population. 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. The availability of free books and internet access is of greater importance when income levels are low.
- People with literacy needs. Access to books, knowledge and learning in a safe and welcoming environment, can help people with low literacy needs improve their skills.
- Proximity. The proximity between a library and the next nearest library was calculated as a measurement of the distance using public transport. However the next nearest library by public transport is not always the closest geographically. This allowed the council to determine the libraries that were initially indicated as hubs or to be co-delivered.

9.3 SCC hubs

Using the methodology described in Appendix J, the following were initially identified to be retained as SCC run hubs libraries:

	Priority Ranking (1 = Highest Priority)
Firth Park	1
Crystal Peaks	2
Darnall	3
Manor	4
Woodseats	5
Hillsborough	6
Chapelton	7
Ecclesall	8
Highfield	9
Parson Cross	10
Stocksbridge	11

9.4 Co-delivered and independent libraries

Using the methodology set out at Appendix J, the following were initially identified to be retained as SCC co-delivered and independent libraries:

	Priority (1=highest)
Newfield Green	1
Burngreave	2
Southey	3
Woodhouse	4
Park	5
Broomhill	6
Upperthorpe	7
Greenhill	8
Tinsley	9 *
Jordanthorpe	10
Ecclesfield	11
Stannington	12
Frecheville	13
Totley	14
Gleadless	15
Walkley	16

Libraries highlighted in bold are proposed to be co-delivered, with the remaining libraries proposed to be independent. Tinsley library will remain under SCC provision until the rental agreement expires in 2016, after which point it may become an independent library.

10.0 CONSULTATION 2013/14 SUMMARY

A full report on the Consultation 2013/14: 'Evaluation of responses to the Library Service Review Phase 2 Consultation', can be found in Appendix C. Please note this report in itself contains appendices.

The phase 2 consultation followed a decision by the Executive Director of Communities to consult on the new proposals to create a new model of delivery for the Library Service. The report about this decision can be found in Appendix A.

The aim was to ensure as many people of Sheffield as possible were aware of the proposals for the future of Sheffield's library services, and knew how to have their say. A survey was prepared asking questions about each proposal and the possible impact, and allowing space for free text responses.

To enable engagement in the survey there were numerous facilities in place such as a dedicated phone line to give views over the telephone, a Language Line poster in all libraries advertising interpretations support to all communities, post cards, regular press releases, details emailed to 7,538 organisations.

Sheffield Futures were commissioned to organise and facilitate focus groups with children from secondary school age up to age 25. The Children's Involvement Team were also engaged to organise and facilitate focus groups with children from primary school ages.

Engagement work sought the views of, BME groups, disabled people, older people, children and young people.

People who responded:

- Nearly 9000 people submitted some comments, the majority being via the consultation survey with 7435 individuals completing it, 2757 being paper copies, and 4678 being online surveys.
- 4.9% of adults registered with a library responded to the consultation via the survey.

The response rate per library as a percentage of Registered Library Users at that library range from 0.5% to 13.6%

For consultation results by Equality Groupings, please see section 18 on Equality Impacts.

10.1 Summary of response rates by library

The table below shows response by library and proposed type and shows the percentage of the overall response and also the percentage of registered library users at each library/service.

Library service	Proposed type of service	No. of survey responses	% of respondents	% of registered library users
Archives	City wide services	45	0.60%	0.60%
Broomhill	Independent	591	7.90%	7.00%
Burngreave	Co-delivery	101	1.40%	2.20%
Central	City wide services	976	13.10%	2.00%
Chapelton	Hub	258	3.50%	3.30%
Crystal Peaks	Hub	295	4.00%	2.40%
Darnall	Hub	39	0.50%	0.50%
Ecclesall	Hub	450	6.10%	4.40%
Ecclesfield	Independent	136	1.80%	5.10%
Firth Park	Hub	107	1.40%	0.70%
Frecheville	Independent	80	1.10%	4.50%
Gleadless	Independent	271	3.60%	7.70%
Greenhill	Independent	371	5.00%	8.40%
Highfield	Hub	173	2.30%	1.90%
Hillsborough	Hub	222	3.00%	2.40%
Home Library	City wide services	72	1.00%	10.80%
Jordanthorpe	Independent	57	0.80%	2.80%
Manor	Hub	109	1.50%	1.30%
Mobile Library	Closure	178	2.40%	5.40%

Newfield Green	Community led co-delivery	57	0.80%	2.10%
Park	Community led co-delivery	177	2.40%	5.50%
Parson Cross	Hub	57	0.80%	1.20%
Southey	Community led co-delivery	51	0.70%	1.30%
Stannington	Independent	376	5.10%	12.90%
Stocksbridge	Hub	148	2.00%	2.80%
Tinsley	Exception	50	0.70%	1.70%
Totley	Independent	611	8.20%	13.60%
Upperthorpe	Independent	182	2.40%	4.70%
Walkley	Independent	363	4.90%	11.00%
Woodhouse	Community led co-delivery	221	3.00%	6.10%
Woodseats	Hub	186	2.50%	2.70%
Not Selected	N/A	425	5.70%	

If a respondents library is proposed to be a hub, the overall positive responses to the proposals range from 51% to 67%, but if their library is proposed to be independent then positive responses lie between 32% and 41%.

10.2 What people thought of the proposals

A positive response to the questions includes those who answered 'yes' and those who answered 'yes' with reservations. Respondents were also invited to make responses 'no' or not sure.

- As a whole 39% of survey respondents are positive about the proposals, although the response to individual proposals varies.
- 53% of respondents were positive about the needs assessment process.
- 44% of respondents were positive about the hub proposals.
- 45% of respondents were positive about independent library proposals.
- 43% of respondents were positive about community led (co-delivery) Proposals.
- 41% of respondents are positive about the mobile library proposal.
- 62% of respondents are positive about the home library proposal.
- Job seekers and BME communities are significantly less positive about the proposals, although it does vary from question to question.
- Disabled people are very significantly less positive about the proposals.
- If the library a respondent used most closed, 31.9% would stop using libraries, 17.8 % would use the central library and 16.2% would go to the next nearest library.

10.3 Concerns that were raised

- For hub proposals the biggest reservation was longer distance to travel, followed by loss of service.
- For community led (co-delivery) libraries the biggest reservation was uncertain long term future, followed by loss of knowledge and expertise of staff.
- For independent libraries the biggest reservation was uncertain long term future tied with reliability of service.

- For mobile library proposal the biggest reservation was loss of service provision followed by loss of convenience.
- 53% of people were satisfied we had taken into account the right things to inform the proposals, but the most common reservation was the loss of a library as a 'community or social resource'.

11.0 REGISTRATIONS OF INTEREST OCT 2013-JANUARY 2014

As the consultation on the proposal for the future of Sheffield's library service was launched in October 2013, the Council was aware that a successful independent or co-delivered library requires a robust business plan that needs time to be developed.

Therefore an appeal for groups and organisations to register an interest in running either a co-delivered or independent library was made in October 2013. A guidance pack was issued at the beginning of November, followed by workshops, individual group support and a visit to independent libraries in Wakefield. As this was during a period of consultation, it was made clear to all groups involved, that, until the decision has been made by Cabinet in February 2014, the proposal may be subject to change.

11.1 Summary of support and guidance for the development of independent and co-delivered libraries

Group Name	Library	Proposal	Face to face	Workshops	Wakefield Visit
Southey Forum	Southey	Co delivery	✓		
Gleadless Valley Community Forum	Newfield Green	Co delivery	✓	✓	
Woodhouse Forum	Woodhouse	Co delivery	✓	✓	
Park Community Action	Park	Co delivery	✓	✓	
Friends of Burngreave Library	Burngreave	Co delivery	✓		
Broomhill Library Action Group	Broomhill	Independent	✓	✓	✓
Friends of Upperthorpe Library	Upperthorpe	Independent	✓	✓	
Friends of Greenhill Library	Greenhill	Independent	✓	✓	✓
Friends of Ecclesfield Library	Ecclesfield	Independent	✓		
Stannington & District Library Group	Stannington	Independent	✓	✓	✓
Frecheville Library Action Group	Frecheville	Independent	✓	✓	✓
Gleadless Library Supporters	Gleadless	Independent	✓		✓
Totley library management group /friends of Totley Library	Totley	Independent	✓	✓	✓
Meadowhead Christian	Jordanthorpe	Independent		✓	

Fellowship					
Forum Café Bars	Walkley	Independent			
Gleadless Valley Tenants & Residents Association	Newfield Green	Co-delivery			
Walkley Community Library Futures Group	Walkley	Independent		✓	✓

11.2 The key learning points from developing independent and co-delivered libraries

Many of the issues and concerns raised in this section are addressed in the proposal in section 13.5.

Discussions with the groups who have submitted initial business plans revealed a range of needs which, they feel, if met, would increase the viability and sustainability of the library, these are:

- Support for the group to develop and achieve appropriate legal status. This will aid the group to fundraise, enter into contracts and limit their liability.
- Transitional period for the group to go into the library and learn how to do things before officially being handed over to them.
- Funding to help with initial cash flow (as long as overall financial plan is viable).
- Allow independent libraries to be depositories for reservations on SCC catalogue. This would enable library users to access the full Council catalogue as well as book stock in the library.
- For independent libraries to link into local and national initiatives such as the 6 book challenge.
- Plan to get library members signed up to the new independent service (as well as council library service). Not to have a gap between SCC service and new independent service starting (independent libraries will find it harder to get back users who start to make alternative arrangements).
- Library buddying/clusters – links between hubs, co-delivered and independent libraries.
- Support with recruiting, co-ordinating and supporting volunteers, including marketing & promotion.
- The majority of groups have expressed that a 25 year peppercorn lease (subject to conditions) is desirable to help access funding.
- Some groups are concerned about taking on buildings which may incur significant repairs and maintenance bills.
- Independent libraries may fail if their book stock is not updated. This can be overcome in a number of ways:
 - Buying new books from fundraising (groups feel there will be greater demands on the money they raise such as running costs)
 - Take in book donations

- Circulate book stock with other independent libraries, using their own cataloguing I.T. system.
- Independent libraries become book depositories for the SCC library catalogue
- Remain on SCC's catalogue and access city wide book stock and material.

13.0 THE PROPOSAL

The Council has revised the proposal for the future of Sheffield's library services following consideration of the consultation results, feedback from communities and library groups, the Equality Impact Assessment, and insight provided by the priority tool.

The Council will create a comprehensive, modern, affordable and efficient library, archives and information service for Sheffield: Sheffield's libraries will be *in person and on-line*.

The Council want to keep as many libraries in the City open, whether directly through the City Council or in partnership with other organisations.

13.1 Eleven hub libraries

Consultation and research has highlighted the desire and benefit of libraries running as community hubs, where local people can access a range of council services, advice and community activity from one place. Hub libraries will be easily accessible by public transport and conveniently located amongst other services and shops. The Council will liaise with other council services and voluntary sector partners to ensure the 'hub' mix of services provided reflects the needs of local people as much as possible. Library space is regarded as a safe and welcoming environment and this will be maintained.

Eleven hub libraries have been identified by the priority tool (see section 9.2.4) as libraries which will fulfill the Council's statutory duty (and beyond).

This analysis has taken into consideration library usage and performance (best performing libraries) the needs of people in the library catchment area (the libraries with greatest need) and geographical (travelling) distances between libraries (providing geographical coverage across the city).

Everyone will have a hub library within reasonable access to them via a public transport service. There is no doubt that a number of people will have to travel further to access a hub library service. People may be faced with a longer journey to an area they are less familiar with. Nevertheless the proposal ensures a good spread of libraries across the city. Of equal importance, the proposal, ensures that all the services and community space which libraries offer are still appropriately available to the citizens of Sheffield. This remains more than a minimum service offer.

The library service in the 11 hubs will operate with an increased offer (i.e. the development of Wi-Fi and e-book service). The hubs will run for a minimum of 31 hours per week (days and times to reflect the needs of the local community), and volunteers will be encouraged to supplement existing services. As well as providing a service for everyone, a specific programme for different age groups and communities will be provided.

The 11 proposed hub libraries are (in alphabetical order):

Library
Chapelton
Crystal Peaks
Darnall
Ecclesall
Firth Park
Highfield
Hillsborough
Manor
Parson Cross
Stocksbridge
Woodseats

13.2 Tinsley Library

As an addition to the main proposal the Council will continue to fund and staff Tinsley library for 21 hours per week until the rental agreement expires in 2016. Following this, Tinsley may become an independent library. This ensures that financial resources are used wisely in the current context.

13.3 Community 'co-delivered' libraries

The Council wishes to keep as many libraries open as possible, beyond the core service, and with support from the communities of Sheffield this can be achieved. A community 'co-delivered' library will benefit from all the services and resources of a SCC run hub library, but without the staffing.

There has been careful and considerable reflection on this approach. The greatest cost for community libraries, far outweighing running costs, is the cost of staff. Although the library service can afford to provide a support package for co-delivered libraries, community partners are needed to run the libraries with volunteers in order to keep the libraries open.

The Council is aware from the consultation in 2012, that 59% of respondents were in favour of exploring partnerships (rather than library closure). In February 2013 the Council invited individuals, groups and organisations to register an interest in supporting community libraries. This exercise enabled the Council to better understand how it can work together with different partners. These benefits include fundraising and gaining access to funding, enhancing community engagement, providing volunteers and helping to tailor services and resources more closely to community need.

Co-delivery is therefore considered to be an effective way to keep more libraries

open in Sheffield. This is a creative approach which takes account of Sheffield's particular profile. The research which looked at the experience of other local authorities, suggests it is not sustainable for community groups/organisations to take over the running of redundant libraries without any ongoing support and commitment from the Council. The Council can therefore offer the following package of support, subject to an approved business plan by end of June 2014.

- Property running costs, including but not limited to: utilities, cleaning, waste disposal, repairs and maintenance, rent and service charge where applicable
- Book and material stock, and circulation.
- Radio Frequency Identification Devices (self service machines)
- Computers and free access to the Peoples Network (internet access)
- Computer maintenance
- On-line catalogue
- Access to activities and initiatives run by the Young People's Library Service.
- Community librarians will work with these libraries to improve literacy in the community.
- Advice and guidance on running the library will be provided by community development librarians for up to 15 hours per week
- The Council will work with these libraries to provide a training and support programme for volunteers.
- The Council will provide support to recruit and manage volunteers

The Council will seek a city wide approach to connect the hubs with community libraries (both co-delivered and independent) under a joint strategy. The Council will also support groups to develop links and partnerships with voluntary, statutory and private sector partners.

The Council will fund community co-delivered libraries for a pilot period which will last for 2 years, following assessment, this may be extended. During this period the Council will seek to develop the range of skills and experience within groups to run library services. Support will be given by Council library staff to help groups set up and sustain their library. Progress will guide future proposals for the community library service.

Five community organisations have registered an interest to run a co-delivered library and have submitted an acceptable initial business plan.

It is proposed that the following libraries become community co-delivered libraries, subject to the completion of an approved full business plan by end of June 2014. These are (in alphabetical order):

Burngreave
Newfield Green
Park
Southey
Woodhouse

13.4 Independent libraries

In line with the priority tool, it is proposed the following libraries may become independent libraries:

(in alphabetical order)

Broomhill
Ecclesfield
Frecheville
Gleadless
Jordanthorpe
Stannington
Totley
Upperthorpe
Walkley

(plus Tinsley after the rental agreement expires in 2016)

In the report of the Executive Director 25th September 2013, it was outlined that libraries vulnerable to closure, which do not become community co-delivered libraries, may become independent libraries without financial support from the Council. However, a range of non-financial support, advice and assistance was always proposed for the formational stages though this would not be ongoing.

Since the launch of the consultation the Council has encouraged community groups and organisations to come forward and register an interest in running their community library. Interest has been strong and every library which is vulnerable to closure has a group/organisation willing to run it.

Guidelines were produced for individuals, groups and organisations who want to run, or help to run a library service in Sheffield. As listed in section 11.1 library groups took advantage of a range of information and support sessions organised by the Council, including workshops and a visit to independent libraries in Wakefield.

The guidelines included a range of information and advice, including the criteria for initial and full business plans (see appendix G) The list below outlines the criteria for the initial business plans which had a submission deadline of 24th January 2014.

- (1) A volunteer register
- (2) Managing and co-ordinating volunteers
- (3) Working with partners
- (4) Governance arrangements
- (5) Ideas
- (6) Financial plan

11 groups/organisations have submitted an approved initial business plan and will be invited to develop a full business plan.

Where more than one group have submitted an approved initial business plan,

the Council will encourage groups to work together and consider submitting a full business plan as a joint venture. If this is not possible, the full business plans will be competitively assessed/scored.

Library groups that have specified an interest in delivering a library as 'co-delivered' for a library which is now confirmed as an 'independent' library will have until 31st March 2014 to confirm if they wish to proceed with a full business plan as an independent library. Library groups where the library is now confirmed as 'co-delivered', may submit a full business plan as either a co-delivered or independent library.

Groups/organisations (who have submitted an approved initial business plan) may submit their full business plan between 1st April 2014 and 30th June 2014.

Although the Council is working actively to keep libraries open, if groups do not make sufficient progress (given the support that is available), or fail to submit a business plan to the required standard, in the interest of operating an efficient service, library closures will be needed.

If there are no alternative plans for the library building, up until the end of June 2014 the Council will look at all additional viable proposals for retaining a library service.

As the library groups developed their initial business plans, they were able to raise issues and concerns they had about the viability and sustainability of independent libraries. These needs have been considered, along with the consultation results and are now reflected in a new offer for independent libraries.

13.5 Additional support for independent libraries

By increasing the viability and sustainability of independent libraries the Council can address many of the concerns expressed in the consultation and identified in the equality impact assessment.

A series of support measures to the value of £262,000 will be funded by the Council for up to 3 years:

Development Support

An allocation of £47,700 has been made to support the development of groups to enable them to run an independent library. This includes support from a volunteer co-ordinator.

- Support for the group to development & achieve appropriate legal status.
- Tailored transitional plans for each co-delivered and independent library with support and training including H&S, safeguarding, equalities etc.
- Develop a network of independent libraries.
- Support to recruit, manage, retain and support volunteers. Including marketing and promotion.
- Support to link with other statutory and voluntary services.

- Cluster support arrangements to be put in place linked to nearest hub library.

Support to manage library buildings

- Each building will be negotiated individually with Property & Facilities Management. Peppercorn rent subject to conditions. Alternative arrangements such as SCC retaining responsibility for the building can be considered.
- The Council will explore where any further capital support may be available as part of the Council's capital programme.

Support to run independent libraries

- An allocation of £154,300 has been made for a grant pot of funding to aid sustainability linked to a viable (and approved) business plan:
 - Year 1, each independent library can apply for funding (up to the level of the running cost budget for that library), for funding needs identified in their final full business plan. The Council will work with the independent libraries to identify and implement an appropriate system to monitor the success of the libraries and the impact gained from the Council's investment.
 - Year 2, each independent library can apply for funding, (as year 1 value) for projects that will enable sustainability and future financial independence from the Council.
 - Year 3, criteria for this funding to be determined by an assessment undertaken after years 1 and 2.

Access to Library Services

An allocation of £6000 (based on 10 independent libraries) has been made for each independent library to access services described below (if they wish). A guidance pack will be produced.

- Book depository service giving library users access to SCC catalogue stock at their independent library.
- Independent libraries may remain on the library catalogue system. This will involve training and additional security arrangements. The book stock will not be transferred to the independent library as the stock may be requested by any library user in the city. Income generation from SCC materials i.e fees and charges will remain with SCC. Independent libraries may retain (where these are already installed) a Radio Frequency Identification Device (self service machine) until the current lease period expires.
- Alternatively independent libraries may prefer to have their own cataloguing system.
- Independent libraries will be able to link into local and national initiatives such as 6 book challenge.
- Independent libraries may retain the People's Network service, (subject

to additional security arrangements).

Workshops will be set up for independent library groups and a guidance pack will be produced.

14.0 VOLUNTEER PROGRAMME

Volunteering is a core component of an active and vital library service, bringing new skills and community involvement into how libraries are run.

Volunteers are already engaged with a variety of library services, this includes a range of non-core projects that enhance the Archive and Local Studies Service, and young people volunteering for the Summer Reading Challenge.

The Library, Archives and Information service will develop a Volunteer Strategy that recognises the benefits volunteering can bring to the community, those involved in volunteering, and the service as a whole. This will include links to City Wide Strategy and the Fairness Commission.

A volunteer programme for library services will have the following features:

- A volunteer coordinator, to support community co-delivered and independent libraries, hub libraries and the Home Library Service in recruiting, managing and training volunteers.
- A hub support programme, enabling volunteers to work with hub libraries to enhance the service. This could be by delivering additional activities, or running the library outside the Council run opening times, therefore extending the opening hours of the library.
- Home Library Service volunteer programme, volunteers will be recruited, trained and supported to help expand the service as demand grows.

The Consultation in 2012, whilst generally approving of volunteers, raised a number of concerns. Again, concerns were raised in the 2013/14 consultation. The actions outlined below aim to address these concerns.

Concern that volunteers will replace paid staff

As described in 13.3, there has been careful and considerable reflection on this approach. The greatest cost for community libraries, far outweighing running costs, is the cost of staff. Although the library service can afford to provide a support package for co-delivered libraries, community partners are needed to run the libraries with volunteers in order to keep the libraries open.

The reduction in the number of posts as a result of the new operating model and service structure, will be the same, whether or not any co-delivered or independent libraries become operable. It can therefore be considered, that volunteers in community co-delivered and independent libraries are not replacing paid staff.

Volunteers in SCC run hub libraries will only be used to enhance the service offer, or extend opening hours. Volunteers for the Home Library Service will only be used to enhance and extend the service.

Volunteer reliability

- Each community co-delivered and independent library will have a full business plan including how they will manage and co-ordinate volunteers. Training and advice will be provided.
- A volunteer coordinator funded by the Council, will help the community co-delivered, independent libraries and Home Library Service to manage and co-ordinate their volunteers

Quality & suitability of volunteers

- Volunteer role profiles will be produced, and volunteers will be matched to the qualities required for the role.
- A volunteer training programme will be in place to meet legal obligations, such as Health and Safety, equalities training, safeguarding of vulnerable people and children.
- For community-co-delivered libraries a Community Development Librarian will be available to provide advice and guidance on running the library effectively.
- Safeguarding procedures will be in place. Volunteers should not work by themselves with library service users, unless they have undergone a Disclosure and Barring Service check, which the Council will co-ordinate.

Accountability of volunteers

- Community co-delivered and independent libraries will be required to submit an approved business plan with good governance arrangements.
- Equalities training will help maintain a welcoming environment for all people.

15.0 FUTURE OF THE MOBILE LIBRARY SERVICE

The proposal is to close the Mobile Library Service. However, the Council will consider any offer to run the mobile library on an independent basis without on-going financial support from the Council, up to the point of closure.

There are currently two mobile Library units (but generally only 1 is used at a time). The service offers access to range of books and materials. It does not offer community space, access to the catalogue, computers or internet access.

The mobile library stops are often close to static libraries.

The cost of the Mobile service per transaction is very high compared to other libraries. It costs 3 times as much to issue a book through the Mobile Service than from a static library. The usage is low and declining, between 2010/11 and 2012/13 issues were down 57%.

The results of consultation 2013/14 (see Appendix C), showed that 41 per cent of the survey respondents answered 'yes' or 'yes with reservations' about the proposal to close the mobile library service.

The concerns raised (consultation 2013/14) regarding closure are:

- Loss of service provision - 58%
- Loss of convenience – 56%
- Having to travel to use a library – 50%
- Not being able to borrow books and other materials – 48%
- Cost of travel – 40%
- Not able to use or access materials – 33%
- Losing the opportunity to meet people – 29%
- Loss of educational opportunities - 27%
- Other – 22%
- Loss of access to computers/internet – 18%

In response the Council will promote the following services:

- Users of the mobile library service, who are unable to visit a static library or need help to do so, may apply to join the Home Library Service.
- The location of static libraries, hubs, community co-delivered and independent libraries will be promoted, included the services that are offered. This includes activities and opportunity to meet people.
- Mobile library users will be able to access free e-books, and access computers and internet in static libraries (which are not available from the mobile library)
- Access to the library catalogue, available in static libraries will enable service users to identify and reserve materials and books from anywhere in the city. (This service is not available from the mobile unit).
- The Council aims to keep open as many libraries as possible by providing a support package for co-delivered and independent libraries. This will limit the journey time and cost of travel to access a library service.

16.0 DEVELOPMENT OF THE HOME LIBRARY SERVICE

The Home Library Service offers an important service for people who are unable to visit a library and do not have any help to do so. The Home Library Service will be available for people who need help to live independently. This service will also be offered to current users of the mobile service who cannot access their community library and fulfil the criteria for the service.

The ageing population of Sheffield is likely to increase demand for the Home Library service therefore it is important to retain and support. The Council aim to develop and expand this service through a volunteer scheme in addition to paid staff.

In the summer 2012 a separate consultation exercise was undertaken with users of the Home Library Service. A report on the consultation results can be found in

Appendix L. The majority of respondents (who answered the question), said they liked the idea of volunteers helping library staff as they do their rounds delivering books and materials in the library service delivery van. This report highlights a high level of satisfaction with the service and the staff. However there was concern regarding the use of volunteers, for example “I am not good with strangers visiting my home and volunteers could be anyone and different every time I am quite worried that this could happen “.

The development and promotion of the Home Library Service received the highest levels of approval in the consultation 2013/14 exercise. The response to this question is as follows (extract from full report Appendix C):

- 62% of survey respondents answered ‘yes’ or ‘yes with reservations’ to the proposal to expand the home library service with the use of volunteers.
- The most common reservation expressed was the possible use of volunteers as well as paid staff .
- Black and minority ethnic (BME) people were statistically significantly less positive than non BME people. Although the use of volunteers was the biggest reservation, within the free text box BME differed from the whole group in being slightly less concerned about vetting arrangements and slightly more concerned about quality.
- Job seekers were statistically significantly less positive than non-job seekers. The use of volunteers was again the biggest reservation but they differed from the main group in the free text box by being less concerned about vetting arrangements and more concerned about loss of knowledge and expertise of staff.
- Disabled people were also statistically significantly less positive than non-disabled people. Use of volunteers was again the biggest reservation but they differed from the main group in the free text box by being more concerned about vetting arrangements for volunteers.
- Those who contributed views outside of the survey process in general did not comment in detail about the home library service proposal.

As this service is delivering to vulnerable people in their own home, the Council will ensure safeguarding procedures are in place as well as training, support and supervision. Volunteers and staff will not visit Home Library Users on a 1 to 1 basis, without a Disclosure and Barring Service check having been undertaken. Where volunteers are used, this will be with the approval of the service user.

Social isolation is an issue for many older people, particularly those who have lost a partner. By 2025 it is estimated that there will be a 23% increase in people aged over 75 living alone. The demand for the Home Library Service is expected to grow and this could result in a reduced visit time. The development of a volunteer scheme should help to alleviate this pressure.

The Volunteer Co-ordinator engaged to support the viability and sustainability of the Independent libraries, will also oversee the co-ordination of volunteers for the Home Library Service in the development stages. This will maximise efficiency and avoid duplication. Over the next two years the Home Library Service will develop its capacity to manage volunteers effectively and expand the service.

The Equality Impact Assessment (see full report in Appendix F) describes a number of opportunities to support the delivery of the Home Library Service, this includes:

- The opportunity to work alongside voluntary sector groups and lunch clubs to facilitate greater access to the Home Library Service or to develop alternative approaches.

- Support via the Housing+ service. Including:
 - support for tenants and their families to define their aspirations, independently
 - manage their own health, well-being and improve their household resilience
 - better joined-up working between Council services to support tenants more effectively
 - taking a ‘whole household’ approach, and building better links with GPs and other health staff
 - building community resilience by encouraging more ‘grassroots’ involvement of tenants

17.0 CENTRAL LIBRARY

Central Library will continue to be open 6 days a week, although this will be with a reduction in opening hours by 1 evening and 1 afternoon per week. Opening times will be scheduled across the library network, to be as convenient as possible.

Central Library will continue to offer a range of lending opportunities for all ages, provide local studies, the library theatre and host Graves Art Gallery.

The position of Central Library in the city centre offers residents and visitors from across the whole city and beyond, a great location to access a range of services.

Proposals are being developed to offer a more modern and flexible space, where culture/art and library uses can better share space and offer an accessible, attractive and welcoming environment for residents and visitors to enjoy.

18.0 EQUALITY IMPLICATIONS

An Equality Impact Assessment (EIA) forms appendix F. The EIA assesses the impact of these proposals on a range of people with what are termed “protected characteristics” under S149 the Equality Act 2010 and also issues relating to poverty, deprivation and financial inclusion. Some of these impacts may subsequently be addressed in part or in whole by the establishment of community co-delivered libraries and independent libraries.

The EIA includes an assessment of the impacts of the wider proposals in the main report including, for example, the Mobile Library service, and the Home Library Service. All individual Libraries not proposed as hubs have individual Equality Impact Assessments.

The EIA, which has been informed by the consultations undertaken, should be

read together with the needs assessment.

In summary, there is no doubt that any library closure would have some negative impact on protected characteristic groups both in local communities and the city as a whole. The consultation has identified stronger reaction to some of the proposals from some protected groups but in particular from disabled library users.

The process of the needs assessment has looked to take into account the demographic needs of the key protected groups and has included this in the process of prioritisation for the SCC run hubs, and community led co-delivered libraries.

The additional funding for independent libraries which has been identified should provide a basis to avoid closures and thereby avoid the most negative equality impacts. Additional support that will be provided to independent libraries will help them to develop links with other services such as Public Health.

Some of the other potential negative impacts can be mitigated in part by policy developments such as Housing+, that will include local community-based approaches to delivering services and work to extend Digital Inclusion, ensuring the inclusiveness of services supported by staff and greater utilisation of the Schools Library Service.

The Council has examined key indicators to determine whether there are likely to be significant equality impacts should an individual 'non-hub' library face closure and we have identified the following locations/characteristics;

- Park Library – Young People
- Burngreave Library – BME People
- Tinsley Library – BME people
- Upperthorpe Library – Disabled People
- Totley Library – Older People.

The needs and concerns of Children & Young people, BME people, Older People and Disabled people expressed in the consultation 2013/14 exercise are described below. Also the issues relating to Job-seekers.

18.1 Children & Young People

The consultation work undertaken in 2013/14 with children 5-11 years gathered the views of 152 children. 28% of these were non-library users. In the work undertaken by Sheffield Futures with 164 11-19 year olds views, 49% were non-library users. See Appendices 8 and 9 for full reports of the consultation activity. Some of the key concerns expressed by children and young people were:

- Library hours as they are at the moment are inconvenient for children and are a reason why some of the children don't use libraries.
- Central library – want it to close in mornings instead of afternoons and evenings as they can only go later in day after school.

- Hubs proposals – Those whose local library isn't becoming a hub had concerns about distance to travel and the cost and safety implications of travelling on their own. This mirrors concerns expressed by adults in the survey.
- Community-led – concerns about volunteers with no professional librarians on site.
- Scepticism about whether volunteers in the number needed could be recruited for non-profit making activity.
- In favour of expanding the home library service.
- Against the closure of mobile library service.

A range of issues were expressed by children and young people through the main survey, particularly pre-school children, these included:

- Loss of activities e.g. toddler groups, reading groups
- Travel with small children and pushchairs
- Loss of support networks for parents
- Libraries fostering positive attitude to literacy and current low literacy rates in the city.

18.2 Older people

Overall, older people did not offer statistically different opinions to people aged under 65. However, there were significant differences on a few questions where those under 65 were less positive than those over 65. This included the question about the proposals overall, the central library proposals and the proposal for independent libraries. Only on the question on mobile libraries were people over 65 less positive than those under 65.

However, some of the free text comments received offered some insight into factors that might be important for older people. These comments are not statistically significant but highlight some possible areas to note:

- Reliance on local libraries as a source of social contact to relieve isolation.
- Difficulty travelling and carrying books.
- Concerned about cost of transport if bus passes are withdrawn at some stage.
- The closure of the mobile library service was a particular concern.
- Travelling longer distances in bad weather and negotiating the hills.

18.3 Job seekers

Overall job seekers are less positive about the proposals than non- job seekers. The responses clearly show that a significantly greater proportion of Job Seekers use the library for:

- Accessing computers
- Borrowing CDs/DVDs
- Printing and photocopying
- Job searching and /or volunteering opportunities
- Reading books/newspapers in the library

- Education and learning
- Meeting people
- Advice and guidance

Job seekers were significantly more likely than non-job seekers to use Central library or the next nearest library should their usual library close. However, they were not significantly more likely to lose access to library services altogether, nor were they significantly more concerned about travel to another library.

18.4 Disabled people

Disabled people were significantly less positive about all the proposals than non-disabled people. Some comments from free text boxes that might shed some insight into the reasons are listed below. These are not statistically significant but may highlight some causes for concern:

- Value relationship with current librarians which they fear will be lost if they have to attend another library e.g. making adjustments and offering support where required e.g. with accessing appropriate materials – audio books and Braille.
- Concerns about fewer staff being available to support disabled people.
- More difficult to travel to alternative libraries in general and a greater impact on disabled people of this.
- Some alternative libraries reported as being particularly inaccessible for disabled people e.g. Hillsborough, Woodseats, Central and Ecclesall. Parking, distance to walk and toilet facilities were registered as factors in this.
- Uppertorpe was particularly valued for its ease of access.
- The cumulative impact of the proposed cuts in library services and other changes e.g. benefit changes.

18.5 Black and Minority Ethnic (BME) communities

People from BME communities were significantly less positive about the proposals overall than non BME communities. This did vary from question to question though. Some factors identified in the free text boxes and in visits to BME groups which might indicate a difference in reliance or use of libraries are listed below. These are not statistically significant but may offer some insight:

- Confidence in their local area but concerns about using libraries outside of their community e.g. personal safety.
- Expressed concern about loss of language support if their local library closes.
- The libraries they use now have resources in community languages e.g. Urdu and Bengali and concern that alternative libraries may not have these.
- Familiarity with staff and strong relationships with staff are something people value, perhaps because of the support that's been available.
- People who've arrived relatively recently have less awareness of the

geography of the city and therefore will find it hard to navigate to alternative libraries outside of their communities.

- Some BME people use libraries as a way to engage with people in their local community and are concerned that if their local library closes it will have a more significant impact on BME people.

19.0 LINKS TO STRATEGY AND CORPORATE PRIORITIES

The Fairness Commission, set up by the Council but independently chaired, focuses attention on reducing the big differences in income and life chances between different parts of the city. In line with the Council’s commitment to the Fairness Commission, in particular, the principle that those in greatest need should take priority, the co-delivered libraries have been ranked according to the demographic need indicator. This includes levels of deprivation (IMD rank), educational attainment, the population of older people, children and young people under 19, disabled people, and people from minority ethnic backgrounds.

This is also in line with the Council’s Corporate Plan ‘Standing up for Sheffield’, where the library service can help to tackle poverty, increase social justice and support better health and wellbeing. The Council is aware of digital exclusion and the need for people to access benefits online. Free internet access offered by co-delivered community libraries will continue to play an important part in tackling digital exclusion.

The following table outlines how the proposal will meet the needs identified in this report, and how it will contribute to the delivery of the LAI(S) strategy.

Links to Strategy	Links to needs assessment	Features of the Proposal
Library provision that recognises the changing demands and expectation of its users.	<ul style="list-style-type: none"> • Needs relating to Universal Benefit and digital access. • An estimated 45,980 households in Sheffield do not have a computer at home with internet access. 	<ul style="list-style-type: none"> • Online training courses and other IT classes • Computers and access to internet via People’s Network • E - books • Wi-fi • Self service (RFID’s, online catalogue) to free up staff time for enquiries, activities and other support.
Library provision which enables the improvement of literacy and skills for people of all ages.	<ul style="list-style-type: none"> • Literacy needs 	<ul style="list-style-type: none"> • Reader development activities e.g. adult literacy schemes, the Six book challenge • Reading groups • Community outreach by Community Development Librarians

The diverse needs of individuals and groups across the city are recognised.	<ul style="list-style-type: none"> • Needs of disabled people • Needs of elderly people • Needs of BME communities • Needs of children and young people 	<ul style="list-style-type: none"> • Talking books • Safe spaces • Large print books • Targeted services for 'new arrivers' – e.g. access to the 'Life in Great Britain Citizenship course'. • Books in a broad range of community languages • Children's activities
People of all ages are enabled to explore, discover and learn to realise their potential.	<ul style="list-style-type: none"> • Literacy needs • Health and wellbeing 	<ul style="list-style-type: none"> • Book and material loan • art clubs and other creative activity • coffee mornings • reading groups • homework zones • classes and educational activities
Communities are developed, improving skills and employment prospects	<ul style="list-style-type: none"> • A higher number than the national average of 16-18 year olds not in education, employment or training (NEET). • Needs of people who are job seeking 	<ul style="list-style-type: none"> • Job search sessions • Free access to computers and the internet for all via the People's Network. • Community outreach by Community Development Librarians • Fax and photocopying services
Contribute and support towards opportunities to tackle poverty and social inequality	<ul style="list-style-type: none"> • Low income is an issue for many pensioners • 28% of the city's population living in deprived neighbourhoods. • Cost of travelling to another library could be a barrier to accessing the service. • Free books and internet access is of greater importance when income levels are low. 	<ul style="list-style-type: none"> • Job search sessions • Smart meters for loan • Free access to computers and the internet for all via the People's Network. • Community outreach by Community Development Librarians
Services are cost effective and efficiently managed and demonstrate value and	<ul style="list-style-type: none"> • Ability to travel considering geography and transport routes. 	<ul style="list-style-type: none"> • Commitment to 11 hub libraries hubs fully staffed and resourced.

quality to the community.	<ul style="list-style-type: none"> • People who are not in employment – access to work experience 	<ul style="list-style-type: none"> • Running costs and professional support for community co-delivered libraries, following a clear business plan and service level agreement. • Support for up to 10 independent libraries with a £262k support package to help them maintain library services. • Volunteer co-ordinator and training programme to build capacity and ensure compliance with relevant legislation and equalities duties.
Service points are closer to neighbourhoods.	<ul style="list-style-type: none"> • People who are less able to travel. 	<ul style="list-style-type: none"> • A geographical spread of services across the city. • Community Development Librarians that go out into communities. • Investment in I.T. (WI-FI, twitter, flickr, facebook, blogs, online catalogue reservations and renewals) to extend the reach of library services.
Books and reading are celebrated.	<ul style="list-style-type: none"> • Literacy needs. 	<ul style="list-style-type: none"> • Book and material loan • Writing groups • Meet the Author sessions • Range of activities for adults and children
Information is easy to source and convenient. <ul style="list-style-type: none"> - Digital inclusion is supported and there is easier access to online services. 	<ul style="list-style-type: none"> • Digital inclusion needs • Access to information needs. 	<ul style="list-style-type: none"> • Reference and information services in hubs • Newspapers • Free access to computers and the People's Network • Online catalogue
Sheffield's diverse history, locality and culture is celebrated and showcased.	<ul style="list-style-type: none"> • Promote cultural awareness and social co-hesion. 	<ul style="list-style-type: none"> • Family and local history • Library activities
Children and young people are encouraged to gain the right skills for the future and attain their potential.	<ul style="list-style-type: none"> • A higher number than the national average of 16-18 year olds not in education, employment or training (NEET). 	<ul style="list-style-type: none"> • Continuing commitment to activities in hub and community run libraries such as: <ul style="list-style-type: none"> – babytime and storytime

		<ul style="list-style-type: none"> – children’s books and children’s library space – homework zones & after school clubs – educational activities
Groups and individuals are encouraged to use the library space, and space responds to local need.	<ul style="list-style-type: none"> • Community cohesion • Health and wellbeing 	<ul style="list-style-type: none"> • Community rooms and exhibition space
Different areas of the service are enhanced.	<ul style="list-style-type: none"> • Needs of elderly people and those who are housebound • Digital inclusion 	<ul style="list-style-type: none"> • Sustained and expanded Home Library Service for people who are unable to travel to a library • Wi-fi access • E-book service
Access to health benefits for library users and visitors	<ul style="list-style-type: none"> • Social isolation is an issue for many older people • Safe places for people with learning disabilities • Health & wellbeing 	<ul style="list-style-type: none"> • Safe and welcoming spaces • Access to books for self help • Information and exhibition space • Social activity

20.0 SUMMARY OF FINANCIAL INVESTMENTS

The Council will have targeted investments to ensure that the library service is developing in a way that will meet needs into the future, with particular emphasis on social and technological change.

- £50,000 investment in technology to extend on-line services and develop e-lending service and Wi-Fi.
 - E-books delivered on a pilot basis and will be evaluated. In the 2012 consultation 37% of survey respondents (across all age ranges) indicated they would use libraries more if they could borrow downloadable e-books. The preference amongst younger age groups (16 to 40) is higher.
 - Wi-Fi to be installed in Central library and the 11 hubs.
 - Further research leading to a strategy for I.T. development and investment in the future, including the development of the on-line catalogue.
- In the longer term, the Council wants to move library buildings into new or upgraded facilities. This work includes the upgrading of Central Library
- Independent library sustainability support = £262k per year for up to 3 years
 - Up to £154,300 pot of funding to develop the viability and sustainability of independent libraries (linked to full business plans).

- Up to £60,000 for independent libraries to access library services, this may include I.T. security (any surplus to be added to the above pot of funding).
- £47,700 Volunteer development and support programme for independent and co-delivered, SCC hubs, and the Home Library Service. Including the development of service links with voluntary, statutory and private sector services. Training for volunteers to ensure compliance with statutory obligations e.g. health and safety, equalities, safeguarding.

21.0 FINANCIAL IMPLICATIONS

Following consultation, should the proposals be approved by the Council, it is estimated that savings achieved as a result of service changes would be in the region of £1.669m in total over the next 2 financial years (2014/15 and 2015/16). The service budget would be reduced from just over £6m per annum to just over £4.3m per annum, a reduction of 15% in each year. The additional support for independent libraries to the value of £262k will be funded from an under spend in the Public Health budget in 2013/14 carried forward to 2014/15. For the following two years 2015/16 and 2016/17, up to £262k per year will be allocated from the Public Health budget.

22.0 LEGAL IMPLICATIONS

1. S7 Libraries and Museums Act 1964 requires that

7 General duty of library authorities.

(1) It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof, . . .

(2) In fulfilling its duty under the preceding subsection, a library authority shall in particular have regard to the desirability—

(a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children; and

(b) of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it; and

(c) of securing, in relation to any matter concerning the functions both of the library authority as such and any other authority whose functions are exercisable within the library area, that there is full co-operation between the persons engaged in carrying out those functions.

2. Cabinet must be satisfied that the needs assessment and priority tool, consultation feedback, EIA and other attached report(s) provide sufficient information to

evidence that the council will satisfy this duty through the proposed new library service.

3. S149 Equality Act 2010 (“The Public Sector Equality Duty” *PSED*) requires that:

149Public sector equality duty.

(1)A public authority must, in the exercise of its functions, have due regard to the need to— .

(a)eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; .

(b)advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; .

(c)foster good relations between persons who share a relevant protected characteristic and persons who do not share it. .

(3)Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to— .

(a)remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; .

(b)take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; .

(c)encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low. .

...

(7)The relevant protected characteristics are— .

age;

disability;

gender reassignment;

pregnancy and maternity;

race;

religion or belief;

sex;

sexual orientation.

4. Cabinet must be satisfied that these obligations have been understood and will be met in the delivery of the proposed new library service. The primary tool for achieving this is via the Equality Impact Assessment (EIA) at appendix *. It is also noted that PSED obligations are considered within the attached needs assessment and Cabinet must be satisfied that they are properly taken account of in reaching its decision. If the EIA identifies negative impacts on protected characteristic groups then these should be set out and mitigations described so far as that is possible.
5. There is no statutory obligation to consult with members of the public when considering a change to library services but there is a legitimate expectation of consultation where public services are the subject of this level of change. In reviewing the consultation, Cabinet need to be satisfied as to the following:-

- (i) consultation must take place when the proposal is still at a formative stage;
- (ii) sufficient reasons must be put forward for the proposal to allow for intelligent consideration and response;
- (iii) adequate time must be given for consideration and response; and
- (iv) the product of consultation must be conscientiously taken into account.

23.0 HUMAN RESOURCE IMPLICATIONS

Detailed implementation plans will be developed to address the HR implications of the proposed changes to the Library Service. Due process will be followed including full consultation with trade unions, legal advice if necessary and attempts to mitigate against any redundancies.

Roles will be developed to reflect the requirements of the proposal, in particular:

- Community Development Librarians will offer advice and guidance to co-delivered libraries to help them deliver a quality service, and help to form library support clusters.
- Community Development Librarians will develop and expand reader development activities in the community, building links with statutory and voluntary sector organisations in the community to help them achieve this.
- A Volunteer Coordinator will support independent and co-delivered libraries, hub libraries and the Home Library Service to recruit and co-ordinate volunteers, gain appropriate training and link with other statutory and voluntary sector services, such as public health and UK-online

24.0 REASONS FOR RECOMMENDATIONS

Following extensive public consultation, to implement the review of the Libraries, Archives and Information Service, establishing a new service which will meet the City's aspirations for the future, will be comprehensive and efficient and will develop new partnerships with community organisations and people who use library services.

This new service will take account of the issues raised in the public consultation, the needs assessment and Equality Impact Assessment and will be affordable.

25.0 RECOMMENDATIONS

To agree a new operating model for community libraries. Taking account of the Council's obligation to deliver a comprehensive and efficient library service as

informed by the needs assessment, consultations undertaken and Equality Impact Assessment. The new operating model will consist of:

- 11 SCC run hub libraries
 - Up to 5 co-delivered community libraries
 - Retain Tinsley Library as a Council run facility until its rental agreement expires in 2016.
 - Up to 10 independent libraries, with support for up to 3 years
 - New opening times for Central Library
 - Closure of the mobile library service
 - Development of the Home Library Service through a volunteer programme
 - All other existing library, information and archives services will be retained including the Schools Library Service
 - A volunteer programme
5. To agree £262,000 of funding from the Public Health Grant for 2013, carried forward to 2014/15, to support the sustainability and viability of independent libraries and volunteering, in response to issues raised during the consultation around the needs of older and disabled people and the role which libraries play in promoting health and well-being and in accordance with the Public Health Outcomes framework.
6. To agree funding of £262,000 from the Public Health Grant to support independent libraries and volunteering for the period 2015/16 and 2016/17, in response to issues raised during the consultation around the needs of older and disabled people and the role which libraries play in promoting health and well-being and in accordance with the Public Health Outcomes framework.
7. Subject to consultation with the relevant Cabinet Members to ask the Executive Directors for Resources and Communities to explore the potential for a further capital allocation for any major repairs to independent libraries.

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