

Economic and Environmental Wellbeing Scrutiny and Policy Development Committee (Special)

Tuesday 18 February 2014 at 5.30 pm

To be held at the Town Hall, Pinstone Street, Sheffield, S1 2HH

The Press and Public are Welcome to Attend

Membership

Councillors Cate McDonald (Chair), Ian Auckland (Deputy Chair), Trevor Bagshaw, Alison Brelsford, Jayne Dunn, Terry Fox, Keith Hill, Ibrar Hussain, Steve Jones, George Lindars-Hammond, Alf Meade, Tim Rippon and Steve Wilson

Substitute Members

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

PUBLIC ACCESS TO THE MEETING

The Economic and Environmental Wellbeing Committee exercises an overview and scrutiny function in respect of the planning, development and monitoring of service performance and other issues in respect of the area of Council activity relating to planning and economic development, wider environmental issues, culture, leisure, skills and training, and the quality of life in the City.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday, or you can ring on telephone no. 2734552. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Members of the public have the right to ask questions or submit petitions to Scrutiny Committee meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Scrutiny Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last. If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room.

If you require any further information about this Scrutiny Committee, please contact Matthew Borland, Policy and Improvement Officer on 0114 27 35065 or email.matthew.borland@sheffield.gov.uk

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**ECONOMIC AND ENVIRONMENTAL WELLBEING SCRUTINY AND POLICY
DEVELOPMENT COMMITTEE AGENDA
18 FEBRUARY 2014**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 6. The Future of Sheffield's Library Services** (Pages 5 - 280)
Report of the Executive Director, Communities
- 7. Date of Next Meeting**
The next meeting of the Committee will be held on Wednesday, 9th April, 2014, at 4.30 pm, in the Town Hall

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

New standards arrangements were introduced by the Localism Act 2011. The new regime made changes to the way that members' interests are registered and declared.

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest** (DPI) relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner, undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority -
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.
- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) -
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in

land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or

- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously, and has been published on the Council's website as a downloadable document at -<http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests>

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Lynne Bird, Director of Legal Services on 0114 2734018 or email lynne.bird@sheffield.gov.uk

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Report to Economic and Environmental Wellbeing Scrutiny & Policy Development Committee 18th February 2014

Report of: Executive Director for Communities

Subject: The future of Sheffield's library services

Author of Report: Dawn Shaw, Head of Community Services Projects, 0114 273 4486,
Dawn.Shaw@sheffield.gov.uk / Lynne Richardson, Project Manager, Library Review, 0114 2053149
Lynne.richardson@sheffield.gov.uk

Summary:

At the Full Council meeting on 8th January it was agreed:

That this Council requests that the report to be prepared on the outcome of the library review consultation, together with the views expressed via the 12 petitions submitted to this meeting in relation to libraries and as outlined during this debate on the library review, be submitted to the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee for comment prior to the consideration of the proposals by the Cabinet.

The full Cabinet paper is provided to enable the committee to comment prior to the consideration of the proposals by the Cabinet.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	X
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	
Other	

The Scrutiny Committee is being asked to:

Comment on the proposals

Background Papers:

Category of Report: OPEN



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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SHEFFIELD CITY COUNCIL



**Executive Director
Report**

Report of: Jan Fitzgerald/Andrew Milroy

Report to: Richard Webb

Date: 25th September 2013

Subject: The future of Sheffield's Library Services

Author of Report: (Jan Fitzgerald 2734486/Andrew Milroy 2734751)

Summary: This report to the Executive Director seeks approval for the next stage of the Libraries, Archives and Information Service review. Research, consultation and an option analysis have been undertaken. The next stage will consist of a 12 week consultation period seeking views on the proposals for the future of library services. This proposal describes the creation of 11 hub libraries and up to 5 co-delivered community libraries. The remainder may become independent libraries with the exception of Tinsley library which will remain open as a Council run facility for the next two years for reasons set out in the report. 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. The results of the consultation will inform a report to Cabinet in the New Year.

Reasons for Recommendations:

1. To progress the review of the Libraries Archives and Information Service, enabling a new structure to be created and taking into account future requirements for libraries, both social and technological, and affordability of the service.

Recommendations:

1. To go out to consultation for a period of 12 weeks to seek views on the proposal including:
 - Views on 11 hub libraries
 - Views on up to 5 co-delivered community libraries
 - Views on retaining Tinsley Library as a Council run facility for the next two years
 - Views on library closure
 - Views on new opening times for Central Library
 - Views on the closure of the mobile library service
2. To open up a further period of Registrations of Interest for groups and organisations who are interested in helping us to co-deliver a library or deliver a library independently.

3. To report the insights and information arising out of this consultation to Cabinet in the New Year, with a final proposal.
4. To consider whether any further consultation is required as part of the report to cabinet in the New Year.

Background Papers:

- **Survey 2012 results**
- **Library Review Report (draft)**
- **Outline strategy**

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Liz Orme
Legal Implications
YES Cleared by: Steve Eccleston
Equality of Opportunity Implications
YES Cleared by: Phil Reid
Tackling Health Inequalities Implications
NO
Human rights Implications
NO:
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
NO
Human resources implications
NO
Property implications

NO
Area(s) affected
All
Relevant Cabinet Portfolio Leader
Cllr Mazher Iqbal
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

1. Summary

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 will conclude with a report to Cabinet in the New Year 2014. This report to the Executive Director includes a history of the service review, what has been learned, what has changed, and what is now proposed.

The Review was to ensure we have a comprehensive, efficient, modern, and sustainable service:

- A comprehensive service: because we need 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 we 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 we 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 we have 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 consideration of our 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 has 28 libraries in total, 13 in district centres including Central Library and 15 in local community settings. 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.

This report seeks approval for the next stage of the Libraries, Archives and Information Service review. Significant research, consultation and option analysis has already been undertaken. The next stage will consist of a 12 week consultation period seeking views on the proposal for the future of the library service. This proposal describes the creation of 11 hub libraries, up to 5 co-delivered libraries (plus Tinsley library as a Council run facility for the next two years), independent libraries, new opening hours for Central Library and the future of the mobile and home library services. The results of the consultation will be presented to Cabinet in the New Year, so that Elected Members can use information from the consultation to help them make their decision.

2. What does this mean for Sheffield people?

The Sheffield City Council Corporate Plan 2011-2014 states that as an organisation we 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 and inclusive to all. This report seeks approval to launch a public consultation on proposals to change the way services are delivered, and their scale, whilst maintaining a comprehensive and efficient service.

Should the proposals be adopted by the City Council, it is estimated that for approximately 65 per cent of registered library users their local library will remain 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.

Around 12 per cent of registered library users would experience a new way of delivering the service through co-delivered libraries, which would 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 23 per cent of registered library users would need to travel further to access a library building. Care has been taken to ensure a fair geographical spread across the City, taking bus routes and frequency into consideration. Alternatively library users may wish to access the e-book service when this is established, or, if eligible, join the Home Library Service.

3. Outcome and sustainability

We want to achieve an up to date Library, Archives and Information Service which is comprehensive and affordable. The scale of the reduction to the Council's budget means that basic efficiency savings alone will not be enough to cover the loss in funding. The consultation seeks views on proposals which are aimed at delivering a comprehensive and efficient service whilst recognising the reduction in resources that will be available. The proposals seek to balance

resources available to provide directly delivered services whilst also supporting a number of community organisations who are able and willing to develop a viable business plan to run their local library themselves, with some Council support, so harnessing community resources.

We have looked at library services afresh, and looked at how we can operate in new and different ways. This has involved researching new ways of working, visiting other local authority library services, city wide consultation in the summer 2012, and exploring the possibilities further by inviting registrations of interest.

We hope, by adopting a mixed delivery model, the impact of the cuts to the Council's budget will be minimised as much as reasonably practicable. Under this model we have the opportunity to develop creative and innovative ways of working together with Sheffield people and local groups and organisations. By supplying central services such as book and material stock and circulation, I.T. access and maintenance, we aim to ensure the quality and sustainability of libraries run by our community partners.

We will increase sustainability by supporting the groups who have registered an interest in developing their business plan to run any of the local libraries at risk of closure. Although priority will be given to libraries that rank highest on demographic needs (reflecting the findings of the Fairness Commission) all business plans must pass a quality threshold.

The needs analysis identified a number of libraries that, compared with other Sheffield libraries, have a comparatively low usage and have fewer people in the catchment area who need a library service. Some of these libraries are less essential because there is another library within walking distance or short bus ride, and it is more efficient to have a better geographical spread. Although it is unfortunate to have to close any library, in the interest of operating an efficient service, it is proposed that 10 libraries should close, with a further 5 at risk of closure if groups do not come forward to take them over. (An Equality Impact Assessment has been undertaken on this proposal and the results can be found in Appendix C). This recommendation is subject to further consultation with the communities affected.

We will give consideration to any proposal to run a vulnerable (to closure) library on an independent basis. Although we may provide the current book and material stock and furnishings, there would be no other financial or staff support from Sheffield Council. Terms for occupying the building would be negotiated with the Council's Property and Facilities Management service.

4. Drivers for change

There are compelling recent 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 of the service. There is an increasing use of libraries by non-members primarily to access the People's Network. 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 summer 2012 enhanced our understanding of customer needs and the results can be found in Appendix A.

The Survey in 2012 showed that many people (who responded to 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.

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).

Even though we have increased the ease with which people can borrow books (for instance self issue and reservation on line) the number of book issues continues to fall.

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 Deficit-reduction driven change

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.

We want to have a comprehensive, efficient, modern service which is fit for purpose and delivers our statutory obligations. Given the resources available, this can only be achieved by restructuring the service.

5. 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 the New Year 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 a remit of analysing all services looking at best practice elsewhere and how we could make the service more efficient, modern and community based.

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.
- We will not seek to close any libraries
- We 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 we want from the city's library service, how this can be achieved, and some key objectives. The vision can be found in Appendix D. Although budget reductions were anticipated because of national austerity measures, the level of reduction was greater than anticipated. This 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 Needs analysis

The aim of the needs analysis (attached at Appendix C) is to provide insight into and evidence of the need for library services in the city. In addition, from the consultation undertaken in 2012 we can ascertain that people need libraries for the following key reasons (not exclusive):

- Free access to books and other materials, particularly for people who are frequent and heavy readers, and people on low and restricted incomes.
- Social spaces – for book groups, coffee mornings, children's activities, general relaxing space to meet. Particularly important for isolated older people. Children's activities not only provide development and socialisation opportunities for children, but also provide support to parents and guardians by enabling them to make new friendships and share the challenges of parenting.
- Access to knowledge, particularly for young people, especially where there is access to school and college curriculum information, and quiet space to study.
- Access to free computers and internet. It is estimated that 45,980 households in Sheffield do not have a computer at home with internet access. Many services are now only available online, such as Universal Credit; therefore free access to the internet is essential for many people.
- Access to reliable information, research and reference material including local history for leisure and educational purposes

The needs analysis falls into two categories. The first is the assessment of demographic needs of older people, children and young people, people who have a disability and people from minority ethnic backgrounds.

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.
- All 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.
- All 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.

The second category of analysis is library usage. This looks at 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. This demonstrates how well used each library is.

5.4 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. We also looked at the strategy and practice of others via the internet, e.g. Liverpool, Edinburgh and Barnsley.

Research highlighted the different ways we 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.

5.5 Theme groups

The LAI(S) Review was divided into 5 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 statutory 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
 - 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

5.6 Consultation 2012

A key element of the review was a city wide consultation which took place between 14th August and 8th October 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 get a variety 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 done 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'.

See report on the survey results Appendix A.

5.7 Consultation 2012 groups

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, people with disabilities, and refugees and asylum seekers.

5.8 Registrations of interest

After the surveys were analysed, we were aware that a number of groups and individuals had offered to support the running of library services. It was then decided to issue a prospectus inviting further ideas and suggestions and offers of support, ensuring all the possibilities had been explored. This activity was open for 8 weeks from 11th February until 8th April 2013. We 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 helping us to gauge the level of interest, and help formulate different models of operation. The registrations of interest are not part of any formal tendering processes and we have not engaged in any negotiations with any group or organisation to take over library services.

See summary of registrations of interest Appendix B.

5.9 Adaptation to new circumstances

Over the period of the 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.

In the face of a very different financial landscape for local authorities Elected Members have sought to use what we have learned through the Review to direct resources to priority areas and into more efficient ways of running services.

The need to deliver a comprehensive and efficient service was considered in the light of priorities set by the needs analysis, and seeking to develop a community focused, rather than a building focused service. Elected Members felt that the potential to use more flexible peripatetic staff to outreach into communities and link closely with volunteer run libraries was a positive way to better connect with communities to make the best use of library buildings as community hubs.

An original desire not to replace staff with volunteers has been overridden by the desire to maintain libraries that would otherwise close

6. Key learning points from the Review

A report on the Library Review brought together the research and learning that has taken place. There were some recommendations in the report, but it sought to guide the development of proposals for the future of the library service.

The key learning points from the Review 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. Consideration needs to be given to the impact on staff.
- 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. Consultation showed that people in age groups up to 40 are more positive about the use of technology than older age groups.
- Consultation showed a strong willingness to pay for some library services such as the People's Network (after an initial free period), events and activities, reserving books and pay more for things such as DVDs and photocopying.
- 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 the services.

7. An outline strategy

An outline strategy has been developed which is strongly influenced by the Vision for the library service and considers the learning gained from the Review. The detail of the strategy is to be completed when the proposal for the future of Sheffield's library service is agreed, taking into consideration the next stage consultation. The outline strategy can be found in Appendix F.

See section 10 to see how the proposal relates to the desired outcomes of the strategy.

8. Potential Operating Models

Research, consultation and registrations of interest helped to formulate a range of operating models which could be used to deliver the library service. Each of these models has been considered. The analysis of each model can be found in Appendix E.

8.1 Summary of the models considered

The future operating models which were considered are, in summary:

- Model 1. SCC run library services: under the existing operating model, ensuring a comprehensive service in line with affordability.
- Model 2/3. Mixed delivery model: SCC run some libraries and also partner with organisations that will run some libraries (with volunteers). Volunteer recruitment and training is a joint effort between SCC and its partners. Central support (book and material stock, circulation and online access) and full building running costs paid for each library, community run as well as SCC. Model 3 is a small variation to model 2 where SCC delivers a volunteer recruitment and training programme via a contract with an external organisation.
- Model 4. SCC runs library services as in model 1. Allow community groups, if they request, and subject to an acceptable business plan, to run community libraries which might otherwise close. No running costs, staff or ongoing support would be provided.
- Models 5 to 8. All outsourcing models where a procurement exercise would take place for external organisations to bid to run the whole service or part of the service. This would be open to not for profit groups and organisations as well as Charitable Trusts and private sector organisations. Under procurement rules Council contracts must be

put out to tender (if the total value of the contract is above £25,000). The Council cannot restrict tender applications to a specific type of organisation.

Hub models have been developed but were not considered to be stand alone models and could be incorporated into models described above. It is already Council policy to co-locate 'first point customer services where appropriate.

A technology based model had been devised but not considered as it was agreed that improved use of technology should be a goal of each model.

8.2 Assessing the models

A method of assessment was devised which would enable each of the models to be scored. This assessment looked at:

- Quality of service: Based on staffing levels and the level of training and support for volunteers. The assessment also looked at sustainability
- Sustainability: Based on income levels and resources, and capacity to adapt.
- Impact: The number of libraries the model may be able to sustain.
- Equality Impact: The impact positive or negative of different models on protected groups and other groups. E.g. the impact of closure, the impact of new technology, the impact of fewer paid staff etc.
- Risk level – Operational: Based on the capacity to deliver and timescale
- Risk level – Other: Based on legal implications and costs to the Council.

Each of the criteria above was scored from a scale of 0 to 3 (0 being low, and 3 high). Therefore the higher scores reflect greater quality and sustainability, a more positive impact and lower risk level.

A facilitated session held to discuss the pros and cons of each model and for those present (Elected Members and officers) to independently score each model. The results of this scoring are:

Model	Average score
1 – Existing Council run	7.6
2/3 Mixed delivery model	9.9
4 Council run, but with community groups taking on those at risk of closure	5.8
5 outsourced model	9.4
6 outsourced model	6.3
7 – outsourced model	8.8
8 – outsourced model	6.1

The top scoring model at 9.9 was the mixed delivery model, featuring SCC delivery for some libraries and other libraries run by volunteers with SCC support. The next highest score at 9.5 was an outsource model for the whole service to be transferred to a Charitable Trust or similar organisation. In third place was model 7 again an outsourced model run by a consortium of voluntary organisations that would run libraries in clusters to provide capacity of scale. For more information on these models see Appendix E.

The mixed delivery model was favoured because a level of quality could be guaranteed through running SCC operated libraries. The support package to volunteer run libraries would also help to maintain the quality. This model could also provide added value from its links with partners (both voluntary and statutory) to enhance links with the community and provide additional services. This

model was considered to retain more libraries than other models helping to fulfil the requirement for a comprehensive service.

8.3 Financial Assessment

An initial financial assessment was undertaken to identify if the models were financially viable. This assessment was concentrated on the top scoring models, plus the existing model. At this stage there were lots of financial assumptions such as the total budget available for community libraries and savings which can be made from other parts of the library service. Each model was financially assessed using the same set of predictive data to compare across models.

8.4 Refining the model

The top scoring model 'mixed delivery model', was presented to the Council's Executive Management Team (EMT) and an Advisory group of officers to ensure the model was as robust and deliverable as possible. Subsequent refinements are described in the proposal below.

9. Proposal for implementing a mixed delivery model.

We 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*.

We want to keep as many libraries in the City open, whether directly through the City Council or in partnership with other organisations, that when austerity is over, we have the option to invest again. On this basis, we are asking the City:

- *Can we run the library service together with you?*
- *Can we run a bigger service than the Council alone can afford by making the Council's money go further through partnerships with other organisations?*

The table below sets out the proposed model:

Central Library and Archives	Central Library and city-wide services, including the Archives, services for business, Help Yourself and the World Metal Index
Hub Libraries	Up to 11 main libraries, located in communities across the city – funded and staffed directly by the Council and supplemented by volunteers (plus Tinsley due to lease running until 2016) Home Library service
Community Library Services	Up to 5 volunteer-led libraries, part funded by the Council Community library staff, working with volunteers and out in communities
Independent Libraries	Any remaining volunteer-led libraries that would be run without Council funding Mobile Library Service – if a volunteer-run option is forthcoming

9.1 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. We 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 needs analysis (see section 5.3) as the most important libraries to 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 frequent public transport service (approx 30 minutes journey time)

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, and we will encourage volunteers to supplement existing services. As well as providing a service for everyone, we will provide specific programmes for different age groups and communities. See Appendix G for details of the new service offer.

The 11 proposed hub libraries are:

- Chapeltown
- Crystal Peaks
- Darnall
- Ecclesall
- Firth Park
- Highfield
- Hillsborough
- Manor
- Parson Cross
- Stocksbridge
- Woodseats

9.2 Up to 5 community (co-delivered) libraries

In addition to the 11 hub libraries, we will also fund running costs and support (but not staff) for up to 5 community libraries.

As an exception we will continue to fund and staff Tinsley library for 21 hours per week and provide a staff member until the rental agreement expires in 2016, rather than waste resources paying for an empty building.

We will seek a city wide approach to connect the hubs with community libraries under a joint strategy, and will seek to introduce groups seeking to run community libraries to private sector partners who may be able to support them in a variety of ways.

In February 2013 we invited individuals, groups and organisations to register an interest in supporting community libraries. This exercise enabled us to better understand how we can work

together with partners. Research has also highlighted the added value partners can bring to a service, such as fundraising and gaining access to funding, enhancing community engagement, providing volunteers and helping to tailor services and resources more closely to community need.

We are aware from the survey in 2012, 59% of respondents were in favour of exploring partnerships (rather than library closure).

Co-delivery is the best way for keeping more libraries open. Our research, which looked at the experience of other local authorities, suggests it is not sustainable for community groups and organisations to take over the running of redundant libraries without any ongoing support and commitment from the Council. We feel it is essential that for any library to be sustainable it needs to be supported. We can therefore offer the following package of support:

- Building running costs: heat, light, cleaning, waste disposal, (rent if 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 (to be confirmed)
- On-line catalogue
- Access to activities and initiatives run by the Young People's Library Service.
- Community librarians will focus on improving literacy in the community and will support volunteer-run community libraries

There has been considerable deliberation. The greatest cost for community libraries, far outweighing running costs, is the cost of staff. Although we can afford to provide the above support package, we need community groups and organisations to come forward to run the libraries with volunteers in order to keep the libraries open. We will however, provide a small peripatetic staff support team which will cover all co-delivered libraries. Each co-delivered library will be supported according to need. Pro-rata this support is likely to equal 1 member of paid professional support and guidance for 15 hours per week. The Council will also be committed to working with these libraries to provide a training and support programme for volunteers.

It should be noted that the support package for co-delivered libraries will not include management fees, but income from room hire for example, may be retained subject to conditions. It should also be noted that complementary commercial activity (provided directly or indirectly) may be acceptable and will be subject to approval. The asset transfer of library buildings is not envisaged, but this has not been ruled out. Council funding and resources will only be committed to applications which meet quality & other criteria. Further details of eligible activity and quality standards will be outlined in the application and guidance pack.

Supporting the recommendations of the Fairness Commission, the criteria for the location of the co-delivered libraries are the demographic needs of the community. 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 (Appendix C). 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. We are 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.

During the consultation phase we will re-open Registrations of Interest for any group or organisation (who has not previously registered) who are interested in working with us to deliver a local library service or run a library or mobile service independently. It should be noted that as the proposals have not yet been considered by the Council and consideration must be given to the consultation results, any preparatory work undertaken by groups or organisations in developing a

business plan (following information and guidance provided by SCC) must be done so at their own cost and their own risk.

We will fund community co-delivered libraries for a pilot period which will last for two years, during which we 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.

Libraries eligible to be delivered as a community co-delivered library are:

Newfield Green
Burngreave
Southey
Woodhouse
Park
Broomhill
Uppertorpe
Tinsley
Greenhill
Jordanthorpe
Ecclesfield
Stannington
Frecheville
Gleadless
Totley
Walkley

The list order represents the libraries ranking in relation to demographic needs (see Appendix C). Newfield Green being highest and Walkley lowest.

*Supplementary note. This data was updated on 19th September 2013 following identification of an error. The BME population data used, although correct, had been ranked incorrectly.

9.3 Independent libraries

The libraries above which do not become hubs or co-delivered community libraries are likely to be closed though the final recommendations will be informed by the proposed consultation. There is a further option for these libraries to become independent libraries without Council support or funding (regarded as a closure in relation to our comprehensive and efficient duty). Our research of independent libraries run by other local authorities suggests this is not a long term sustainable option. However, we believe in the creativity of Sheffield people, and we will not rule out any viable proposal for running libraries on an independent basis. Any requests to purchase library buildings will be subject to Council procedures and open and transparent processes.

All 15 local libraries which have not been selected as a hub library are vulnerable to closure and eligible to become an independent library.

9.4 Volunteering

In the consultation undertaken in 2012, 73% were in favour of volunteering to enhance the service. Many respondents indicated their approval as long as we are not replacing paid staff.

We will develop a volunteer strategy in line with corporate processes. This will include:

- Links to City Wide Strategy and the Fairness commission
- Working with volunteers to enhance and extend the Council run library services.
- Working alongside community groups and organisations in supporting and encouraging volunteering in community run libraries.
- We will encourage our schools and universities to support community libraries through volunteering and vocational placement schemes

9.5 Future of the Mobile Library Service

There are currently two mobile Library units (but generally only 1 is used at a time). 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 (£3.99 per issue versus £1.30 per issue from a static library. In addition, the Mobile service doesn't offer community space, internet access or other activities. The usage is low and declining. Therefore it is proposed to close the Mobile library service, subject to consultation.

We will seek interest from organisations who may want to run the Mobile Library Service on an independent basis.

9.6 Home library service developed

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 local library

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

As this service is delivering to vulnerable people in their own home, we will ensure safeguarding procedures are in place as well as training, support and supervision. Where volunteers are used, this will be with the approval of the service user. Consultation in 2012 highlighted that Home Library service users were concerned about a series of 'strangers' delivering this service. Therefore, where-ever possible, we will aim to provide continuity of staff and/or volunteer.

9.7 Central Library

Under the proposals, Central Library would continue to be open 6 days a week (albeit with a reduction of 1 evening and 1 afternoon) offering a range of lending opportunities for all ages, local studies, library theatre, art gallery and because of its position in the city centre residents can access a range of other services. The current building is not fit for purpose and proposals are being developed to offer more modern and flexible space, where culture/art and library uses can better share space and offer an accessible, attractive and welcoming space for residents and visitors to enjoy..

9.8 SINTO and World Metal Index

SINTO is a partnership of library and information services in the Yorkshire and North Derbyshire region. With the goal of improving services to users through cooperation, training and planning. A decision was taken in the last financial year to discontinue this service by the founding partners and largest financial contributors, namely SAI(S), The University of Sheffield, and Sheffield Hallam University.

The World Metal Index has been developing its presence as a world wide database and this project is reaching its development potential. .

9.9 Transfer of Archives and Local Studies

We will look for a partner with whom to develop Archives services. This will be essential in continuing to meet the statutory duty to provide and maintain Archives. At present we cannot develop the service to its full potential without further investment. The potential of this service can be reached by utilizing economies of scale and developing income earning capacity with partners who have relevant and successful experience. Consultation on this proposal is not recommended at the current time as the opportunities are still being explored. This is likely to be a medium to longer term goal.

9.10 Organisation structure

We will develop a new organisation structure to deliver this proposal and the LAI(S) strategy. Key characteristics will be flexible and well trained staff, with a customer focus and key skills in community engagement and developing literacy. The management tiers will be streamlined with appropriate levels of responsibility.

9.11 Investments

We 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.

Financial investments:

- We will invest in technology to extend on-line services and develop e-lending
- In the longer term, we want to move our library buildings into new or upgraded facilities. This work includes the upgrading of Central Library
 - £30,000 to introduce an e-book service and Wi-Fi.
 - E-books delivered on a pilot basis and will be evaluated. 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.

Non-financial investments:

- Development of a volunteer programme using existing resources and working in partnership with voluntary and community organisations. This will involve job-redesign

as part of the organisational structure changes. A proportionate amount of the training budget will be re-deployed to supporting community run libraries. This will involve the training of both paid staff and volunteers.

- Development of a volunteering scheme for the Home Library Service.
- Further research leading to a strategy for I.T. development and investment in the future, including the development of the on-line catalogue.

10. Analysis of the Proposal.

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 analysis	Features of the Proposal
Services are cost effective and efficiently managed and demonstrate value and quality to the community.	<ul style="list-style-type: none"> • Ability to travel considering geography and transport routes. • People who are not in employment – access to work experience 	<ul style="list-style-type: none"> • Commitment to 11 hub libraries hubs fully staffed and resourced. • Running costs and professional support for volunteer run libraries, following a clear business plan and service level agreement. • Volunteer training programme to ensure compliance with relevant legislation and equalities duties.
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. • 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.
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

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
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. • Use of peripatetic staff to go out into communities and not tied to buildings. • 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
The diverse needs of individuals and groups across the city are recognised.	<ul style="list-style-type: none"> • Needs of people with disabilities • 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

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 – children’s books and children’s library space – homework zones & after school clubs – 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
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

11. Alternative options considered

The main alternative to the Mixed Delivery Model proposal was to deliver a Sheffield City Council only model (see Model 1 see 8.1). The benefit of model 1 is:

- We know what works (experienced library staff)
- Easiest and quickest model to deliver

The weakness in this model over the preferred model is:

- Overall, this will deliver fewer community libraries (which will limit our ability to grow again in the future).
- Cannot take advantage of investment available to non-profit organisations
- Limits the opportunity to work more with volunteers

The other key alternatives revolved around variations of the Mixed Delivery model, i.e. should we have 7 hubs, 9 hubs, 10 hubs. The proposal for 11 hubs was considered the best in terms of overall geographical coverage, whilst enabling sufficient finance to support co-delivered libraries.

12. Consultation

12.1 Consultation timescale

- Forward Plan, report to the Executive Director published on Council Website 17th September.
- Decision by Executive Director 25th September (subject to scrutiny)
- Consultation to run for 12 weeks from early October until the beginning of January 2014 (exact dates to be confirmed).
- Analysis by mid-January leading to Cabinet report on final proposals in February 2014.
- Any further and final consultation which is considered to be necessary will be completed before the Council sets its budget in early March 2014
- We have not yet closed any libraries and, ahead of April 2014, there will not be any closures or major changes to, libraries

12.2 Consultation activity

- We will organise specific consultation meetings and drop-in surgeries rather than large scale public consultation meetings. The Cabinet Member will attend, if possible, all appropriate requests to attend meetings arranged by others.
- Targeted consultation will take place in line with Equality Impact Assessment requirements
- On-line Survey
- Paper-based Survey, available in all libraries and library vehicles.
- Focus Groups
- Drop-in sessions at First Points locations proposed
- Targeted conversations with Voluntary Sector encouraging further development of Registrations of Interest

13. Financial implications

The cost of the consultation is estimated at around £6000, and this cost is provided for in the current library services budget 2013/14.

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.

14. Human Resources implications

There are no immediate human resource implications of going out to consult on the proposals, however should the proposals be accepted by the Council, significant job losses would be necessary. Staff affected will be informed of the content of the consultation, and their views considered. If the proposals are accepted, appropriate negotiation with staff and Trades Unions would commence

15. Equality implications

An Equality Impact Assessment on the consultation plan has been completed and considered as part of planning the consultation, and is attached at Appendix H

16. Reasons for Recommendations

The recommendations have been made to ensure the review of the Libraries Archives and Information Service progresses, enabling a new structure to be created taking into account the modern requirements of libraries, both social and technological, and affordability of the service.

17. Recommendations

We have undertaken a "Registration of Interest exercise" which has tested if there is interest in helping us to run library services, and there is. This has enabled us to identify options and generate a number of models which provide for the most flexibility.

On this basis we seek an Executive Directors decision to agree the following process for taking this forward:

1. To go out to consultation for a period of 12 weeks to seek views on the proposal including:
 - Views on 11 hub libraries
 - Views on up to 5 co-delivered community libraries
 - Views on retaining Tinsley library as a Council run facility for the next two years
 - Views on library closure
 - Views on new opening times for Central Library
 - Views on the closure of the mobile library service
2. To open up a further period of Registrations of Interest for groups and organisations who are interested in helping us to co-deliver a library or deliver a library independently
3. To report the insights and information arising out of this consultation to Cabinet in the New Year, with a final proposal
4. To consider whether any further consultation is required as part of the report to cabinet in the New Year

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**Library Review Consultation Results
'Have your say on Sheffield's library services'
Survey 2012**

**Libraries Archives and Information Service
Sheffield City Council
Updated September 2013**

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1.0 Introduction

This report presents the findings of the consultation '*Have your say on Sheffield's library service*' and sets out what you told us, what we are already doing, and, where possible, key points of variation. The final section highlights what we will be doing with this information.

It is worth noting that not everyone who completed a survey completed all the questions. The percentage calculations which relate to the quantitative questions are based on the total number of people who completed the main survey which is 6,037, and referred to as survey respondents. In total there were 7 free text questions included in the consultation document giving respondents the opportunity to add further ideas, suggestions and comments.

Any personal data given for the purposes of feedback such as names, postal or email addresses have been stored on a separate database from the consultation questions, and will remain confidential.

2.0 Background

Sheffield's library service provides free access to resources in a variety of formats right across the city:

- Central library
- 27 community libraries
- 2 mobile libraries
- Home Library Service
- Sheffield Archives
- Schools library service
- Hospital library

Sheffield recognises that the way people use libraries has been changing. The introduction of new technology has brought in new users and a demand for new services, whilst at the same time experiencing a decline in book borrowing. The Government now requires the Council to make significant savings and this will continue for some years. Some of these savings will have to come from our library services.

We therefore consulted on how we change our library services to make them fit and affordable for the future and meet people's aspirations and circumstances across the city.

3.0 Consultation methodology

The consultation period ran for 8 weeks from 13th August to 8th October 2012.

3.1 The consultation document

A paper and online survey form was produced which asked people for their help in creating affordable, up to date library services which can still offer a comprehensive and efficient service. 7,500 survey forms were distributed via libraries and First Point services and an online version was made available through the Sheffield City Council website. The survey provided details of why the consultation was taking place and there were web pages dedicated to the review outlining a range of future options for consideration. The survey was made up of three key sections. The first asked people if and how they use the library services, the second explored how library services can be more efficient, and the

final section invited people to express ideas and opinions for the future. Throughout the survey, there were free text boxes which invited comments and ideas.

3.2 Promotion

Awareness of the consultation was achieved through: press releases, distribution of leaflets and posters, visible surveys in libraries and First Point buildings, community newsletter articles, Community Assembly 'blogs', Sheffield City Council web pages, Intranet and social media, e-shot to library members and local businesses and direct contact with community and voluntary organisations and service users.

Other forms of promotion included:

- Posters displayed and 7,500 surveys distributed to all libraries and First Point buildings
- 10,000 z-cards (mini information leaflets) distributed across all libraries, First Points and local communities
- Approximately 27,000 registered library members were emailed
- Over 3,000 organisations were emailed including the community and voluntary sector, local businesses, Universities, Parish Councils
- Publicity via press releases
- Attendance at events and festivals across the city
- Attendance at library based events
- 7 focus groups held
- 2 drop-in sessions at the Town Hall
- Community engagement delivered by Dead Earnest Theatre Company
- Communications to Sheffield City Council staff via internal bulletins

3.3 Who did we consult with?

The consultation invited both library users and non-library users to take part in the survey in order to get a variety of views and opinions on the review. A total of 6,037 people completed the consultation survey with 4,126 of these being done online.

During this time, focus groups were held with 7 individual groups including older people, young people, those with disabilities and refugees and asylum seekers. This provided an opportunity to engage with people who can sometimes be hard to reach during public consultations.

4.0 Summary of the survey results

The results of the consultation survey are reported in three sections: 4.1 Using the library services; 4.2 Making our library services more efficient; 4.3 Ideas for the future. Each section provides a summary of what respondents told us and if there are any local variations to consider. This is followed by an overview of what the service is currently doing in relation to this.

Additional data to support this summary can be found in appendix 1 and 2.

4.1 Using the library services

Chart 1 shows a breakdown of the number of online and paper surveys completed:

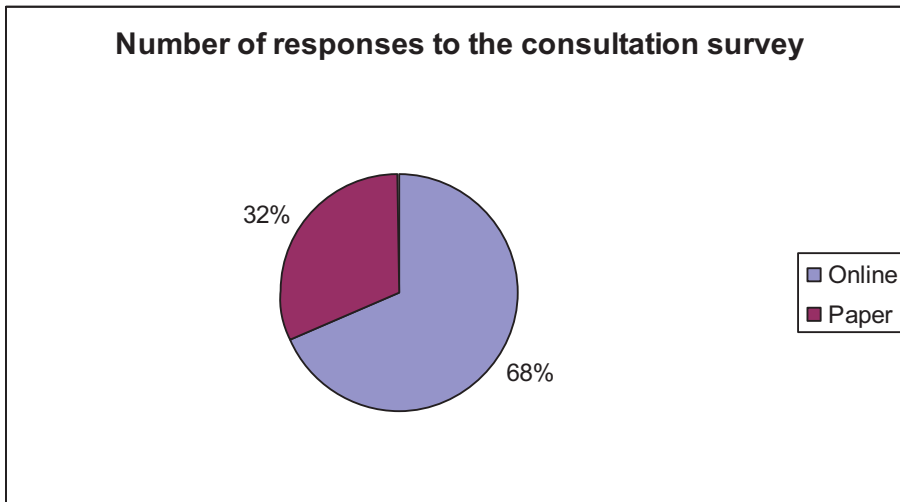


Chart 2 summarises the number of respondents that currently use Sheffield's library services:

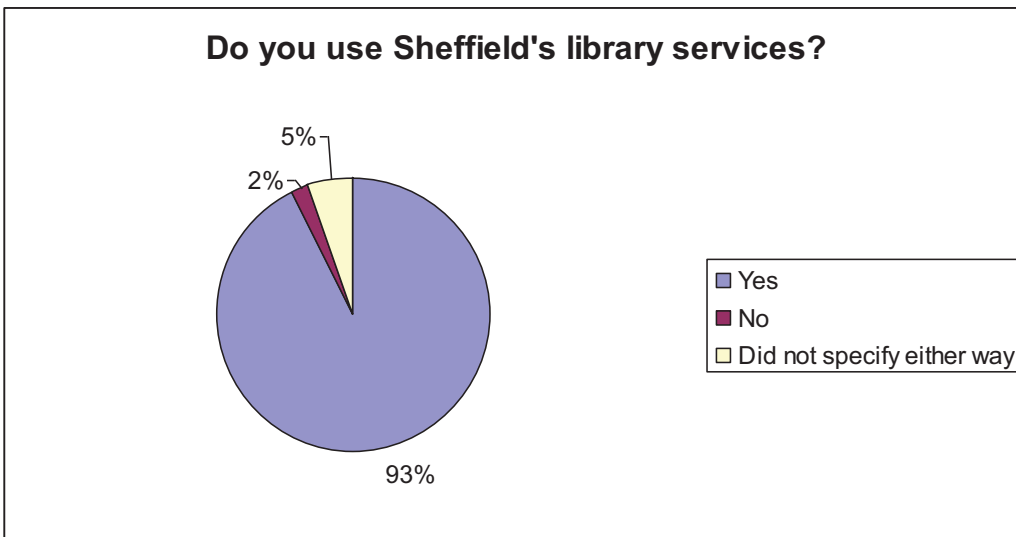


Table 1 summarises the response to the question 'Which Sheffield library do you use the most?'

The most responses were received from Central library	1,242
Libraries with over 200 responses	10
Libraries receiving 100-200 responses	8
Libraries with less than 100 responses	10
Number of respondents who did not complete this section of the survey	258

4.1.1 Opening hours

The survey asked 'When do you most want your library to be open?'. 5878 people (97%) responded to this question out of the total number of survey respondents which was 6037

What you told us

- Saturday mornings are the most popular opening time overall (3790 responses)
- Friday afternoons are the second most popular opening time (3487 responses)
- Weekday afternoons are the most popular opening times in general followed by weekday mornings.
- 42% of respondents to this question made a preference for afternoon opening times, and 39% for mornings.
- 5% of respondents to this question made a preference for evening opening hours between 7-9pm and 14% between 5-7pm (any day of the week)
- Sunday evenings are the least popular opening times
- 59% of survey respondents would prefer to have weekend opening even if this is at the expense of closure during the week.

What we are doing already

- Sheffield's 27 community libraries are currently open for a total of 797.5 hours per week. This means that the average number of opening hours for community libraries is 29.5.
- The Central Library is open for 52.5 hours per week
- All libraries and Sheffield Archives are open after 5pm at least one day during the week
- All 28 libraries are currently open on Saturday's (this varies in terms of being open in the morning, afternoon or all day)
- Central Library and the Local Studies library is open until 8pm Monday's and Wednesday's

4.1.2 Most important library services and facilities

The survey asked 'What is most important to you in a library service?'. 5509 people (91%) responded to this question out of the total number of survey respondents which was 6037. Respondents were provided with the following options and asked to rank their top 5:

- Quality and choice of books
- Computers and internet
- Other media – Film DVDs, music CDs, talking books
- Within walking distance
- On a convenient bus or tram route
- Located close to shops and facilities
- Educational events and activities
- Other social events and activities
- Building is accessible and in good repair
- The library is welcoming and comfortable

What you told us

In order of preference, respondents rated the top 5 services most important to them as:

Quality and choice of books	★ ★ ★ ★ ★
The library is welcoming and comfortable	★ ★ ★ ★
Within walking distance	★ ★ ★
Other media – film DVDs, music CDs, talking books	★ ★
Building is accessible and in good repair	★

The two least important services and facilities rated by respondents were ‘educational events and activities’ and ‘other social events and activities’.

The results therefore show that respondents value the choice and quality of physical materials available and how welcoming libraries are the most.

Variations

There is some slight variation between libraries:

- **Important for being near local shops** - Frecheville, Jordanthorpe, Newfield Green, Stocksbridge
- **Important for other media** - Central, Broomhill, Chapeltown, Ecclesall, Gleadless, Home Library, Highfield, Hillsborough, Mobile, Uppertorpe, Walkley.
- **Important for being on a convenient bus or tram route** - Central, Crystal Peaks
- **Important for computers and internet** - Burngreave, Firth Park, Manor, Park, Southey
- **Important for building accessibility and repair** – Archives, Crystal Peaks, Darnall, Ecclesfield, Greenhill, Parson Cross, Stannington, Stocksbridge, Tinsley, Totley, Woodhouse, Woodseats.

There is some variation between ages:

- Under 16's, and 16-25 year olds rank ‘Computers and internet’ 3rd, this is ranked 7th overall.

What we are doing already

- Last year, library users borrowed over 2 million books and around 200,000 CDs, DVD's and audio materials. £802,838 was spent on materials and the Give and Take donation scheme was launched.
- Plans are underway to redevelop some libraries and in order to make them easier to get in to, we have a programme to improve accessibility across libraries
- Highfield library is currently undergoing a refurbishment which will improve its access and the general library provision. Hillsborough library underwent a major refurbishment in 2011
- As part of the project to introduce self service, general improvements to remodel libraries has been undertaken to make them more welcoming and comfortable e.g. re-carpeting, counters, shelving

4.2 Making our library services more efficient

4.2.1 Making Savings

The survey asked 'What do you want to protect the most?' and 'Do you have any other ideas on how the library services should make savings?'

What you told us

5553 people (92%) responded to the question 'What do you want to protect the most'. Respondents were asked to rank the choices given and the most popular service to protect is the 'range of services and materials' with the majority of respondents selecting this option. This was followed by the 'number of local libraries'.

The range of services and materials	★ ★ ★ ★ ★
The number of local libraries	★ ★ ★ ★
Library opening hours	★ ★ ★
Library staff	★ ★
The Council running library services (rather than social enterprises, charitable trusts or community groups running them)	★

Respondents indicated that maintaining library services that are run by the Council should not be protected in favour of the other options given. The results therefore show that the majority of respondents to this question value the range of services and materials and the number of local libraries the most.

What you told us – Additional ideas/comments

Out of the 6037 people that completed the survey, 2056 people (34%) responded to the second part of the question which asked 'Do you have any other ideas on how the library services should make savings?'. Respondents were invited to leave any additional comments and ideas on this. There was a broad range of comments received with a total of 2230 suggestions being made.

The list below highlights some of the common themes received from respondents with regards to how the library services should make savings. A more detailed summary of responses is available in appendix 2.

- Increase fees and charges – Fines, events, printing
- Broader use of the building the community and other Council services - Increase activities, events, classes
- Donations of books and DVDs - Book swaps, sell used and good quality books and DVDs
- Making better use of technology - Introduce an online catalogue, e-books and Kindle loan
- Improve energy efficiency in libraries - Too warm, reduce energy costs

Variations

There were some small variations based on library selection:

- **Protect opening hours was desired at** - Central, Crystal peaks, Frecheville, Greenhill, Jordanthorpe, Newfield Green, Parson Cross and Southey.
- **Protect library staff was desired at** - Archives, Jordanthorpe, Mobile, Park, Walkley.

There were some small variations based on age:

- **Protect library staff was desired** (ranked 3rd) with under 16 year olds, and 26-39 year olds.

What we are doing already

- **Give and Take donation scheme** - In February 2012, Sheffield libraries launched the 'Give and Take' scheme enabling people to donate their books, talking books or CDs to the library service. Donations are then either sold in libraries for 50p or added to the library stock if they are in high demand. The money raised from sales, goes back in the book fund to buy more new books and other materials. There are now five libraries that hold Give and Take collections: Central, Frecheville, Firth Park, Crystal Peaks and Chapeltown. Donations can however be taken to any library.
- **Charging for DVDs** – DVD hire incurs charges of £2 / £1 / 50p per week. Non fiction DVDs are currently free of charge.
- **Reducing postal costs** – From 1st August 2012, the library service decided to stop sending letters to remind customers that their books are overdue. Email communication is being encouraged where possible.
- **Borrowing restriction** – From 1st August 2012, people owing the library service more than £5 in fees and charges will not be able to borrow further items until they start to pay off the outstanding amount.
- **Online Catalogue** - An online catalogue is available through the libraries web page. Customers can reserve, renew and search for items across all Sheffield libraries.

4.2.2 Complementary commercial activity

Respondents were asked '*Which of the following services would you find useful to have located within a local library?*' They were asked to make a preference for the top 3 services to be located within a local library. The survey listed a number of suggestions that could be considered to increase income and help sustain library services.

What you told us

5349 people responded to this question which is 89% of the total number of people filling in the survey.

The top 3 services that respondents said they would find useful to have located within a local library were:

1. Coffee bar
2. Café
3. Newsagent

18% of respondents to this question indicated that none of the options given for additional services would be suitable. The most popular additional services highlighted by these people were:

- Advice Services/Citizens Advice Bureau/Credit Union
- Play area / Crèche/ Nursery, children's activities
- Post Office/ Shop selling stationary, stamps and gifts
- A place for meeting/ Adult Learning or training classes

Variations

In addition, although not a significant number, respondents also commented that other services that would be useful to be located in a library included:

- **Improved toilet provision** - Central Library, Crystal Peaks, Darnall, Highfield, Hillsborough, Stannington, Stocksbridge, Totley, Woodseats and Woodhouse libraries
- **Offering meeting space** – Central Library, Stocksbridge, Greenhill and Frecheville libraries

There were some small variations based on age:

- **Cafes** are the top preference for all age ranges under 39
- **Booksellers** were popular (3rd rank) with 65-80 year olds

There were some slight variations based on gender:

- **Booksellers** were more popular (3rd rank) with men

What we are doing already

- 9 of the community libraries are co-located other services: Sheffield Homes, First Point, GP surgery, community organisations.
- 12 of the community libraries have community rooms and meeting space available for hire.
- Central Library has a café located with Graves Art Gallery and a coffee cart in the foyer
- Upperthorpe library, located within the Zest healthy living centre has a café serving food and drink
- All libraries hold regular activity sessions for children of all ages including baby time sessions and the homework zone
- A number of libraries offer free supported access to 'Go-on' courses through UK Online, helping people to use computers and the internet

4.2.3 Fees and charges

Respondents were asked '*Do you think we should consider charging for the use of computers and internet access (People's Network)?*'. Respondents were also asked if there are any additional library services that they would be willing to pay for or pay more for.

What you told us

When asked if the library service should consider charging for the use of computers and internet access, 3513 people responded to this question.

- 58% of respondents were in favour of charging.
- 26% of respondents were against charging.
- 14% of respondents indicated that they were 'not sure'
- 2% of respondents did not answer this question.

The response to this question shows the majority of respondents are in favour of charging for the People's Network .

What you told us – Additional comments

Respondents were asked if there are any additional library services that they would be willing to pay for or pay more for. 2799 people responded to this question (46%), with 3248 suggestions:

- 3% of comments said that the use of computers and internet access should not be charged for, particularly for certain groups or certain activities e.g. job applications.
- 4% felt that limiting the amount of free time or adopting an approach like the Manchester model of access to computers would be a good idea.

The key services that were highlighted were:

Service willing to pay for/more for	Response rate (out of 3248 comments)
DVDs and CDs	14%
Computer use, internet access, Wi-Fi	11%
Groups, Classes and Events	8%
Reserving books	7%
Interlibrary Loans, ordering books	4%
Printing	4%
Photocopying	4%
Overdue books and Late fines	4%
Library membership	3%
Charging for Services in General	2%
E Books and Kindle loan	2%

There were also 363 respondents (11% of 3248) who indicated they would not be willing to pay for services or pay more for any service.

Variations

When this data is broken down per library, Park is the only library which has a greater selection of 'No' to charging for the use of computers and internet access.

There is some variation based on age – the majority of under 16's and 16-25 year olds selected 'No' to charging for the use of computers and internet access.

<p>What we are doing already</p> <ul style="list-style-type: none"> ▪ DVDs and CDs – DVD hire incurs charges of £2 / £1 / 50p per week. Non fiction DVDs are currently free of charge. CDs are 50p per week. ▪ Reducing postal costs – From 1st August 2012, the library service decided to stop sending letters to remind customers that their books are overdue. Email communication is being encouraged where possible ▪ Borrowing restriction – From 1st August 2012, people owing the library service more than £5 in fees and charges will not be able to borrow further items until they start to pay off the outstanding amount. ▪ Photocopying – 10p per side, black and white. 20p per side colour (A4) ▪ Printing - 10p per side, black and white. 50p per side colour (A4) ▪ Inter Library loans - increased from £5 to £7 in August 2012.

- **Outstanding fees and charges** - From 1st October 2012, people owing the library service more than £5 in fees and charges now have to pay a minimum of £1.00 each time they wish to use a People's Network computer until they have paid off their fine.

From Monday 3rd December 2012, anyone wishing to use the People's Network Computers as a 'visitor' (non-library members) will be charged £1.00 for up to 1 hour's use. Additional time (if available) will be charged at the same rate. Use of the people's network computers is free for library members.

Other fees and charges can be found on the Sheffield City Council website under the Libraries pages.

4.3 Ideas for the future

4.3.1 New technology

The survey listed four possible opportunities for new technology in libraries and asked '*Would you use your library more if it offered the following?*' Respondents were then invited to add any comments of ideas relating to this theme. 5689 respondents (94%) answered this question.

In error, the online survey did not contain a data field for 'Improved online catalogue', which is contained in the paper based survey. The results below therefore do not include 'improved online catalogue'.

What you told us

37% of survey respondents said that they would use their library more if it had downloadable e-books, 33% made a preference for Wi-Fi and 20% said they would like more computers with internet access. The majority of respondents however indicated that these services would not make them use a library more.

1443 people (24%) of survey respondents provided comments and ideas for this question. Overall there were 1652 suggestions made but not all of these related to new technology.

Key themes for comments and ideas around new technology % based on 1652 comments made	Comment/ideas - general % based on 1652 comments made
Downloadable e-books – 15%	9% stated that they would rather the library focused on books
Wi-Fi access – 9%	12% stated that they would not use the library more with these services
Charging for computer use – 5%	3% mentioned Café facilities (including internet café)
Move with the times and embrace technology – 2%	4% said libraries should have computers for those who do not have one at home

To summarise, the majority of respondents indicated that having new technology in libraries would not influence their use of the service.

What we are doing already

- People's Network computers available in every library
- Online catalogue where members can search for items, place reservations for items they would like and renew items they already have on loan
- 24 hour reference services – wide range of high quality electronic reference and information resources available free to library members.
- Picture Sheffield – web based image resource
- Communications via social media (Twitter, Facebook, Flickr, YouTube, Full Story Blog)
- Qwidget on-line 'ask a librarian' enquiry service

There are also projects underway to introduce Wi-Fi, e-talking books and a mobile app to give access to the library catalogue.

Variations

- All age ranges under 39 had a 'Yes' majority for wi-fi and e-books.
- Age groups under 26 also had a greater 'Yes' majority for more computers and internet.
- There is a clear preference for all forms of technology by younger age groups.

4.3.2 Developing partnership opportunities

The survey asked if developing partnership opportunities with other organisations should be explored. Respondents were also invited to add any comments or ideas on this option.

What you told us

5836 people (96%) responded to this question out of the total number of survey respondents which was 6037. Developing partnership opportunities was favoured by 59% (3537 people) of total respondents while 16% were against this. 22% of respondents were 'not sure' and 3% did not answer this question.

In summary the majority of survey respondents are in favour of exploring partnership opportunities.

What you told us – Additional comments

1822 people (30%) responded to the second part of the question that asked for comments or ideas. Overall there were 2502 comments made.

The key things highlighted in terms of developing partnership opportunities with other organisations were:

Key themes for comments and ideas	Response % based on 2502 comments
General approval for exploring partnerships	561 comments (22%)
Retaining staff and/or skills and knowledge	432 comments (17%)
Keep as council run or co-ordinated	260 comments (10%)
Voluntary sector management issues	169 comments (7%)
Maintaining quality and standards	159 comments (6%)

What we are doing already

- Upperthorpe Library is co-located within Zest* healthy living centre. Facilities include library, swimming pool, exercise classes, café
- Parson Cross Library @ The Learning Zone is co-located with Sheffield Homes and SOAR*. SOAR directly manages the learning and activity space

**note: Zest and SOAR are both not for profit community organisations.*
Plans are underway to offer a more joined up service at Park library through partnership working with Park Community Action

4.3.3 Volunteering opportunities

The survey asked, 'In general do you support the use of volunteers to help enhance our library services?'. The survey then invited people to add any comments or ideas on this option.

What you told us

5878 people (97%) responded to this question out of the total number of survey respondents which was 6037. The majority of total respondents (73%) answered 'yes' to supporting the use of volunteers to enhance the service. 11% of respondents indicated 'no', 13% were 'not sure' and 3% did not respond to this question.

What you told us – Additional comments

1985 people (33%) responded to the second part of the question which asked for comments or ideas on the use of volunteers to enhance the service. Overall there were 2701 comments made.

The key themes that respondents highlighted in terms of recruiting volunteers to enhance services were:

Key themes for comments and ideas	Response % based on 2701 comments made
Not to replace paid staff with volunteers	848 comments (31%)
General support for volunteering	429 comments (16%)
Volunteering not supported in general	209 comments (8%)
Training, support and supervision requirements	147 comments (5%)
Concerns over quality of volunteers, reliability, CRB checks	92 comments (3%)
Provides opportunity for work experience	89 comments (3%)
A need to maintain standards	58 comments (2%)

The comments and ideas received show that the majority of respondent's value paid library staff.

What we are doing already

Volunteers are currently used across the library service in the following areas:

- Young People's Volunteers Scheme- helps deliver the Summer Reading Challenge with accreditation available for the Open College Network and Duke of Edinburgh Awards
- 'Off The Shelf'
- Archives and Local Studies e.g. digitisation of archives records, listing records and other items, research (using the library and the internet), preservation tasks (such as re-packaging)
- Over 50% of the people who volunteer within the Archives and Local Studies service are of retirement age

4.4 Final comments

The final section of the survey invited any further ideas and suggestions on how library services could develop.

What you told us

1846 people (30%) responded to this section of the survey out of the total number of survey respondents (6037). Overall there were 2992 suggestions made.

The most popular suggestions were for developing activities:

- 11% of the ideas and suggestions received concentrated on **activities for children and young people**. This includes groups for toddlers, doing homework and encouraging reading and educational attainment.
- 10% of the ideas and suggestions received concentrated on **activities for adults**.

Other key comments and suggestions covered the following:

- Use of library space and meeting space
- More promotion of activities and services
- Support for community hubs
- General service improvement suggestions
- Against cuts/closures/want the service to stay the same

What we are doing already

- Last year, over 65,000 people attended library based activities. This includes over 18,000 adults and over 47,000 children
- Over 3,000 activity sessions were delivered across community libraries last year and around 200 were delivered in Central library. This includes family learning events and reading groups.
- All of the following libraries have bookable community rooms or meeting space: Burngreave, Chapeltown, Crystal Peaks, Darnall, Ecclesall, Firth Park, Manor, Park, Parson Cross, Southey, Stocksbridge, Uppertorpe and Woodhouse.

Promotion and communication streams:

- Flyers, bookmarks, posters, service leaflets (Jobseekers, Reference & Information), Z cards (Your Library, and the adult & children's joining z cards), pencils & pens
- 'The Full Story' newsletter, produced quarterly (a list of what's on in libraries)
- 'The Full Story Continues' blog,
- Social media - Facebook, Twitter, You Tube, Flickr
- Customer Alerts
- Library Tours

- Bags for life
- Talks/stalls at community and partner events etc
- Work with partnership organisations e.g. NHS

In addition, there are plans to improve marketing and promotion of library services through additional leaflets for Children's services, Library Theatre, cotton book bags, updated photographs to promote services e.g. on the website, newsletters.

5.0 Profile of survey respondents

Age - The age of respondents showed that the largest proportion (42%), were aged 40-64. For those under 25 the proportion was very low at 5%.

Gender – 60 % of survey respondents were female and 30% were male. 10% did not specify their gender. (updated on previous version of this document, to correct a transcription error).

Ethnicity – 87% of respondents declared a White ethnicity, 4.5 % declared a BME (black, minority, ethnic) ethnicity, and 8.5% is unknown.

Disability - The proportion of respondents reporting a disability was 8.5%.

6.0 Summary of results from focus groups

During the consultation, seven individual focus groups were held with youth groups, older people, those with physical disabilities and learning disabilities, as well as refugees and asylum seekers.

These sessions did not specifically concentrate on the questions that are within the survey but were designed to enable a small, intensive discussion around library services and what is important to different groups of people. Below is a short summary of the key points that were learnt from these groups.

6.1 Youth groups

Three sessions were held with youth groups from different geographical locations across the city.

What they told us

- Its not always convenient to go to the library due to other commitments, and don't have enough time
- Found the Summer Reading Challenge as a real draw when younger – would be good to have something like that for older kids.
- Text reminders for overdue items would be good
- Need a space that is warm and somewhere to meet friends and hang out
- Need study space with revision books. Its needs to be away from the children's area and should be quiet for study
- Self service is good

- Don't always know the system – nothing to tell you how to get the most out of the library.

6.2 Over 50's group

A session was held with members of '50+', a local older people's advisory group.

What they told us

- Yes to technology but always value books
- Want help with technology, computers and self service
- Value staff skill and expertise
- Value variety and diversity of services and stock
- Ambience and comfort is important
- Staff to be more 'outward facing' and get out more within local communities i.e. attending public meetings, telling people about the library service
- 'Shed' the traditional image

6.3 Learning disabilities group

A session was held with people with learning difficulties at Heeley City Farm.

What they told us

- People with a learning difficulty would need assistance at the library
- Not all libraries are accessible and steps make it impossible with a wheelchair
- Would like a café or somewhere to sit and have a drink.
- Choosing books can be overwhelming
- Signage and information signposting needs – pictorial, sensory, audio
- Need to get to know the librarians

6.4 Access Liaison Group

A session was held with members of the disability consultative group, 'Access Liaison'.

What they told us

- More links with RNIB, visually impaired/blind receive no benefit from going to the library as can download talking books etc at home
- Need to promote 121 help available for computers and large monitors available for visually impaired
- Access – furniture is often in the way and this is a big problem
- Somewhere warm and safe to sit, social benefits
- Link with the Blue Badge scheme and other organisations
- Need toilets

6.5 Conversation group

A session was held at the United Reform Church with refugees and asylum seekers who attend a regular conversation group.

What they told us

- Libraries are good for communication and relationships and computers are free
- Borrow books to help improve English language e.g. borrow books that are easy reading.
- General need for books about different cultures

- More links needed to Citizens Advice Bureau.
- Stock reference books about UK citizenship

7.0 Next steps

Proposals for the future of the library service will be developed in the near future and will give due consideration to the consultation results, Library Review outcomes, needs analysis and budget outcomes. At this stage, no decisions have been made on the future of the library service; however it is likely that some small scale service improvements highlighted by the survey will begin.

In order to formulate proposals for the future, we will consider the outcomes of the survey as a whole along with what we have learned from research and visits to other local authorities.

More results are being gathered from additional consultation exercises and these will also be considered alongside any future proposals for the service.

Appendix C

Sheffield City Council

Evaluation of responses to the Library Service Review Phase 2 Consultation

**Kate Register
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Communities**

January 2014



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1. Introduction

During summer 2012 Sheffield City Council held a consultation about the future of the Library Service in Sheffield, 'Have your say on Sheffield's Library Services'. Sheffield City Council consulted on how library services can change to make them fit and affordable for the future and to meet people's aspirations and needs across the city.

The full report of that phase 1 consultation can be viewed at:

www.sheffield.gov.uk/libraryreview

Following the phase 1 consultation, Sheffield City Council used these results to inform the development of the new library proposals. A comprehensive needs assessment was also carried out and used to inform the proposals.

This phase 2 consultation followed a decision by the Executive Director of Communities to consult on the new proposals to create a new structure for the Library Service. The report about that decision is available at www.sheffield.gov.uk/libraryreview

The second phase of the consultation ran from 11 October 2013 to 10 January 2014 and aimed to find out public views on the new proposals.

This consultation report summarises and explains the comments and feedback received by Sheffield City Council. This report will be considered by decision makers prior to any decisions being made on the library proposals.

2. Summary of responses

- Nearly 9000 people have submitted some comments, the majority being via the consultation survey with 7435 individuals completing it.
- A positive response includes those who answered 'yes' and those who answered 'yes with reservations'. Many of the reservations listed were significant.
- 39% of survey respondents are positive about the proposals as a whole, although answers to questions about individual proposals vary.
- 53% of respondents were positive about the needs assessment process
- 44% of respondents are positive about the hub proposals
- 43% respondents are positive about community led proposals
- 45% respondents are positive about independent library proposal
- 41% respondents are positive about the mobile library proposal
- 62% 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 all the proposals
- Respondents who were least affected by a proposal were significantly more positive than those who were most affected by a proposal.
- Most responses were received from those who would be affected by the proposals
- if a respondent's library is proposed to be a hub overall positive responses to the proposals ranges from 51% to 67%, but if their library is proposed to be independent led then positive responses lie between 32% and 41%.
- For hub proposals the biggest reservation is longer distance to travel, followed by loss of service.
- For community led the biggest reservation is uncertain long term future, followed by loss of knowledge and expertise of staff.
- For independent led the biggest reservation is uncertain long term future tied with reliability of service.
- For mobile library proposal the biggest reservation is loss of service provision followed by loss of convenience.

3. Consultation methodology

Our aim was to ensure as many people of Sheffield as possible were aware of the library review proposals and knew how to have their say in relation to these. A survey was prepared asking questions about each proposal and possible impact, and allowing space for free text responses too.

Engagement and involvement in this consultation was promoted by:

- Paper copies of the survey in all libraries and Sheffield City Council First Points
- Online survey on the council website
- Dedicated phone line to give views over the telephone or complete a survey over the telephone
- Dedicated email address to email views and comments or requests
- Language Line poster in all libraries and advertised on web to offer interpretation support to all communities
- Alternative formats of the survey including large print and easy read were produced and available upon request
- Clear explanation of the proposals by production of a document highlighting them all, available at all libraries, First Points and online
- 42415 registered library users were emailed about the consultation
- Public sector employers in Sheffield advertised the consultation on their staff intranets, e.g. NHS and South Yorkshire Police
- Details emailed to 7,538 organisations in Sheffield and asked to disseminate information to all staff and customers
- Postcard with contact details about the consultation distributed at all consultation events and targeted distribution across the city
- Publications and press stories in 25 different journals
- Regular press releases from the council's communications team
- Regular social media advertising including twitter
- Offered to facilitate consultation events with all organisations contacted and targeted organisations that support underrepresented groups to ensure their views were heard. In total, 24 different groups were consulted with
- Commissioned Sheffield Futures to organise and facilitate focus groups with children from secondary schools age up to age 25. Engagement included working with young carers, BME groups and Sheffield Youth Cabinet
- Commissioned the Council's Children's Commissioning Team to organise and facilitate focus groups with children from primary school ages, including children with disabilities and from minority groups
- Pop up events where staff were able to promote the consultation through postcard distribution and assisting people to complete the survey

Full details of the consultation methodology and all activities organised to raise awareness and promote engagement in this consultation can be found in **Appendix 1**. Copies of all the documents used in the consultation process can be found in **Appendix 2**.

An equality impact assessment was also undertaken for the consultation plan and this too can be found in **Appendix 3**. Effort was made to target those groups or areas of the city who are seldom heard or where responses were low.

The consultation was undertaken by the Quality and Involvement Team within Business Strategy, Communities portfolio Sheffield City Council. This team has experience and expertise in consultation work, particularly reaching those who are seldom heard and are independent of the library service.

4. Feedback and other interest in consultation

As well as the planned consultation activities described above, feedback and interest was received in a variety of ways from members of the public.

4.1 Petitions

16 petitions were received by Sheffield city council in relation to the library proposals comprising a total of 23,666 signatures. Some of these were received before the proposals were published but indicate interest in the future of libraries. All these petitions have been logged and will be available on the council's website. See **Appendix 4** for a table of petitions received about library proposals.

4.2 Freedom of information requests

12 requests from members of the public were received for further information/detail about the library proposals. All of these have been responded to in line with the Freedom of Information Act and regulations.

4.3 Emails, letters and phone calls

See the table below for a summary of other contact received.

Comms contact through:	Numbers
Emails regarding consultation	21
Emails regarding FOIs	12
Emails requesting alternative formats	6
Emails regarding request for further guidance	6
Emails regarding expressing further comments	31
Emails requesting a paper copy of survey	18
Emails to complete a survey	3
Telephone calls received to complete survey	66
Telephone calls to seek additional guidance	10
Telephone calls to request alternative formats	1
Telephone calls to comment on consultation	6
Telephone calls to register interest in community led	5
Letters/poster from children and young people	207
Letters from adults	6
TOTAL	398

8 schools undertook an activity with children to write letters and draw posters about the library proposals. These schools were Lydgate Junior School, Tapton Secondary school, Charnock Hall Primary school, Totley Primary school, Bradway Primary school, Dore Primary school, Totley All Saints School and King Egberts Secondary school.

4.4 Surveys conducted by community groups

A number of community groups organised their own surveys and forwarded the completed ones to the consultation teams. These were:

- Zest Young People's survey
- Broomhill library action group children and adults surveys

A summary of these surveys can be found at **Appendix 5**. It should be noted that respondents did not necessarily have access to information about proposals before completing the surveys and the consultation team was not asked to advise on survey design.

4.5 Community organised public meetings

A number of community organisations/interested parties arranged public meetings during the consultation period to which councillors and council officers were invited. See **Appendix 6** for a list of public meetings attended by Sheffield City Council representatives. Notes were taken and the views expressed have been taken account of. All attendees were invited to complete the online or paper survey so it is possible that people may have expressed their views in the survey and at a public meeting.

4.6 Media coverage

A number of stories appeared in the press, on local radio and on television during the consultation period. Some of these were in response to council press releases and some of these were generated by members of the public.

5. Consultation responses

5.1 Introduction

There are 550,000 residents in Sheffield, of whom 133,000 are adults registered with the library service and 60,000 children who are registered with a library. It is acknowledged that registration with the library service doesn't necessarily denote use of the library service.

Overall, 7,435 people completed a survey and other people shared their views at public meetings, through petitions, focus groups and writing letters or emails. Specific consultation work was also commissioned and delivered with children and young people. In total nearly 9,000 responses were received in addition to those who had signed a petition. A summary of contributions received outside of the survey is included at **Appendix 7**.

A copy of the survey questions is available in **Appendix 2**. The questions asked whether or not people used libraries and if so which library service. The survey asked whether people agreed with proposals individually. Some questions gave options to tick about any reservations people had with additional free text space if there wasn't an appropriate choice. Some questions were open with all responses being free text boxes. All the comments made have been analysed and recorded and used in the analysis below. Paper copies of surveys received were loaded online and included in the survey analysis.

The conclusions reached below include analysis of the survey and have taken account of views shared outside of the survey process as well.

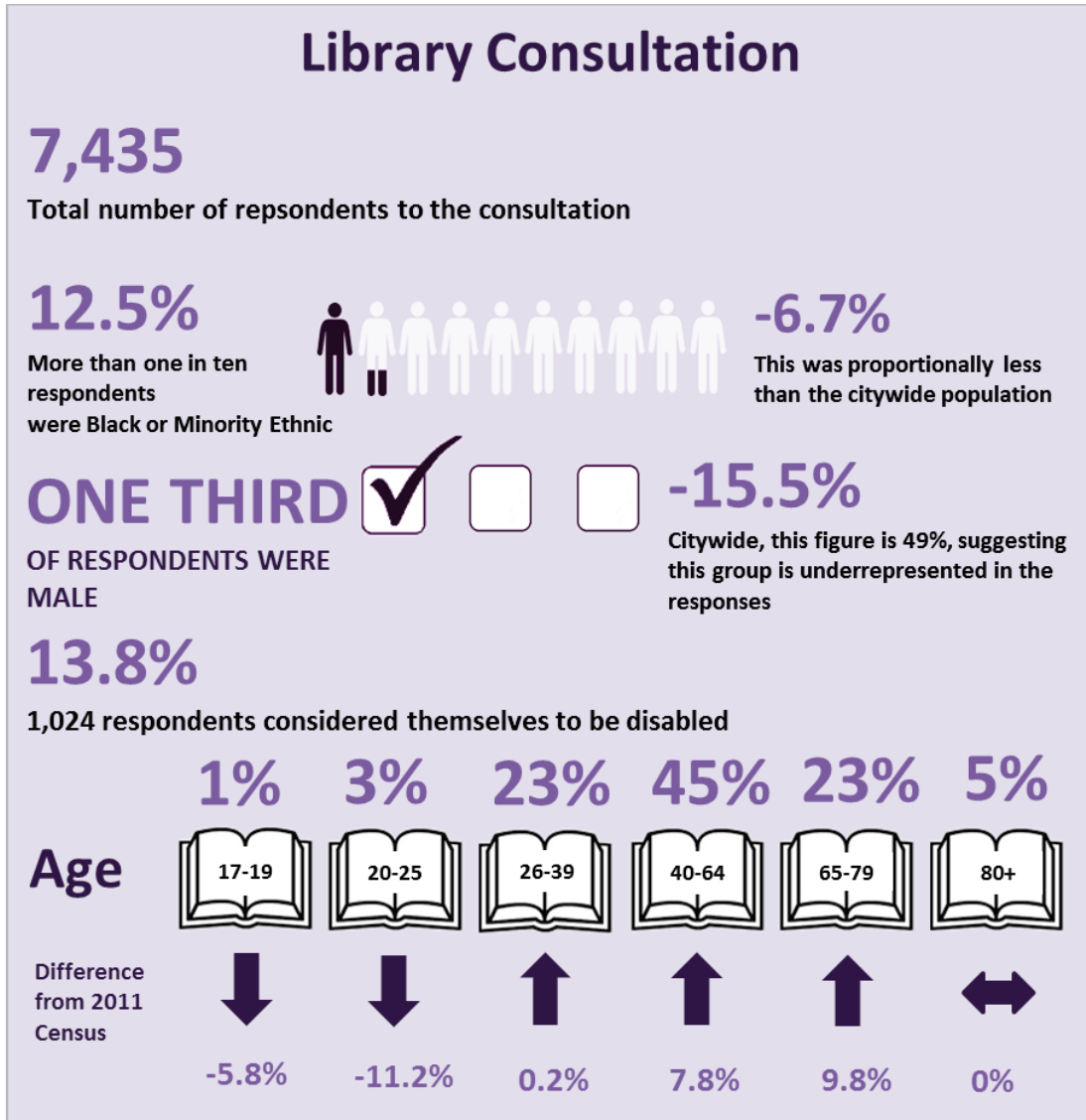
A positive response means where people have ticked 'yes', or 'yes with reservation'.

A statistically significant result is one where there are enough responses and a big enough sample size to be reasonably certain that the differences seen are genuine. There are specific formulae that are applied in order to decide whether a result is statistically significant. See Appendix 2 for a more detailed summary of the statistically significant calculations.

5.2 People who responded

- 4.9% of adults registered with a library responded to the consultation via the survey.
- The specific work commissioned with Sheffield Futures, heard from 164 11-25 year olds, of whom 31% were from BME communities and 19% identified themselves as disabled. See **Appendix 8** for full report of this consultation work.
- The work undertaken by the Children's involvement team heard from 152 children aged 5-11, of whom 41% were from BME communities. See **Appendix 9** for a full report of this consultation work.

A summary table below **Figure 1** shows who responded to the survey.



- Please note that as described in section 3 specific consultation work outside the survey also took place in order to ensure all groups were included. The results from these other activities are included in the analysis. Comments made outside the formal consultation process have also been included.

The table below **Figure 2** shows response by library, and shows the percentage of the overall response and also the percentage of registered library users at each library/service.

Figure 2

	No.	%	% of RLU's
Totley	611	8.2%	13.6%
Stannington	376	5.1%	12.9%
Walkley	363	4.9%	11.0%
Home Library Service	72	1.0%	10.8%
Greenhill	371	5.0%	8.4%
Gleadless	271	3.6%	7.7%
Broomhill	591	7.9%	7.0%
Woodhouse	221	3.0%	6.1%
Park	177	2.4%	5.5%
Mobile Library Service	178	2.4%	5.4%
Ecclesfield	136	1.8%	5.1%
Upperthorpe	182	2.4%	4.7%
Frecheville	80	1.1%	4.5%
Ecclesall	450	6.1%	4.4%
Chapelton	258	3.5%	3.3%
Jordanthorpe	57	0.8%	2.8%
Stocksbridge	148	2.0%	2.8%
Woodseats	186	2.5%	2.7%
Hillsborough	222	3.0%	2.4%
Crystal Peaks	295	4.0%	2.4%
Burngreave	101	1.4%	2.2%
Newfield Green	57	0.8%	2.1%
Central	976	13.1%	2.0%
Highfield	173	2.3%	1.9%
Tinsley	50	0.7%	1.7%
Manor	109	1.5%	1.3%
Southey	51	0.7%	1.3%
Parson Cross	57	0.8%	1.2%
Firth Park	107	1.4%	0.7%
Archives	45	0.6%	0.6%
Darnall	39	0.5%	0.5%
Not Selected	425	5.7%	

- The biggest percentage of responses was received from Central Library. Those libraries that were proposed to be an independent library had a higher proportion of registered library users responding, perhaps because of organised local campaigns, or people being more motivated to respond.

5.3 What do you use the library for?

The table below, **Figure 3**, shows what people stated they use the library for.

Figure 3

	Number of Respondents	% of Total (exc. Non library users)
Borrowing books for adults	6,219	87.9%
Borrowing CDs / DVDs	3,207	45.3%
Reading books / newspapers in the library	2,203	31.1%
Printing and photocopying	1,910	27.0%
Access to computers and the internet	1,798	25.4%
Education and learning	1,680	23.7%
Meeting people	1,646	23.3%
Clubs / activities	1,258	17.8%
Access to archives	1,095	15.5%
Borrowing books for children	804	11.4%
Other	677	9.6%
Job searching and / or volunteering opportunities	598	8.4%
Access to other services	556	7.9%
Advice and guidance, e.g. Councillor's Surgery, Credit Union, etc.	524	7.4%
Room hire	307	4.3%

5.4 What will you do if the library you use most closes?

The table below **Figure 4** shows what people stated they will do if the library they use closes.

	No.	%
Stop using libraries and lose access to facilities available in libraries	2,255	31.9%
Not applicable as the library I use most is one of the proposed 11 hub libraries	1,632	23.1%
Use the Central Library in the city centre	1,263	17.8%
Go to your next nearest library	1,145	16.2%
Not sure	908	12.8%
Other	687	9.7%
Buy books / DVDs or get them electronically, e.g. Kindle, iTunes, LoveFilm	672	9.5%
Go to another hub library	265	3.7%
Use computers elsewhere	227	3.2%
Have another way of meeting my needs	211	3.0%
Use a school library	111	1.6%

Page 105

- The biggest category in 'other' was lose community resource followed by cost and inconvenience of travel.
- Job seekers reported that they were more likely to use central library or the next nearest library than non- job seekers

5.5 Are you satisfied that we have taken into account the right things to inform the proposals?

- Overall 53% of respondents to the survey answered 'yes' or 'yes with reservations'.
- Those people who contributed views outside of the survey in general expressed the same sort of reservations about the needs assessment as those responding to the survey.
- The most common reservation people expressed was that the loss of a library as a 'community or social resource' had not been adequately taken into account (see below for explanation and examples).
- The next two most common reservations were 'process' followed by 'against closures' and closely followed by 'travel'.

Community/social value

This included factors of added value/significance which people don't believe have been taken into account sufficiently and the potential impact if these aren't available. It included things like:

- Use of the library building by community groups, and a fear that alternative venues may not be available locally so groups may face closure.
 - The effect on the wellbeing of some users if they lose the opportunity for local social interaction
- ☺ 'You did not appear to have taken into account the number of people who gain their only human interaction through the local library, who would otherwise be isolated'.
- ☺ 'The Zest Centre, which includes Upperthorpe Library, is a very popular and well used space and resource....In an area of huge need and a very ethnically diverse population the loss of this centre will fragment the sense of community and lead to isolation and community degeneration. Why is it that when many big cities experienced riots a year ago Sheffield was spared? I feel it is these sorts of services that make a huge difference to people and we scrap them at our peril'.
- ☺ 'Totley library is the only Council-provided public facility for meetings, events, other than book lending and computer services'.
- ☺ 'The Library is the heart of the Burngreave community as there is no other centre. It is a meeting point, a help centre etc'.

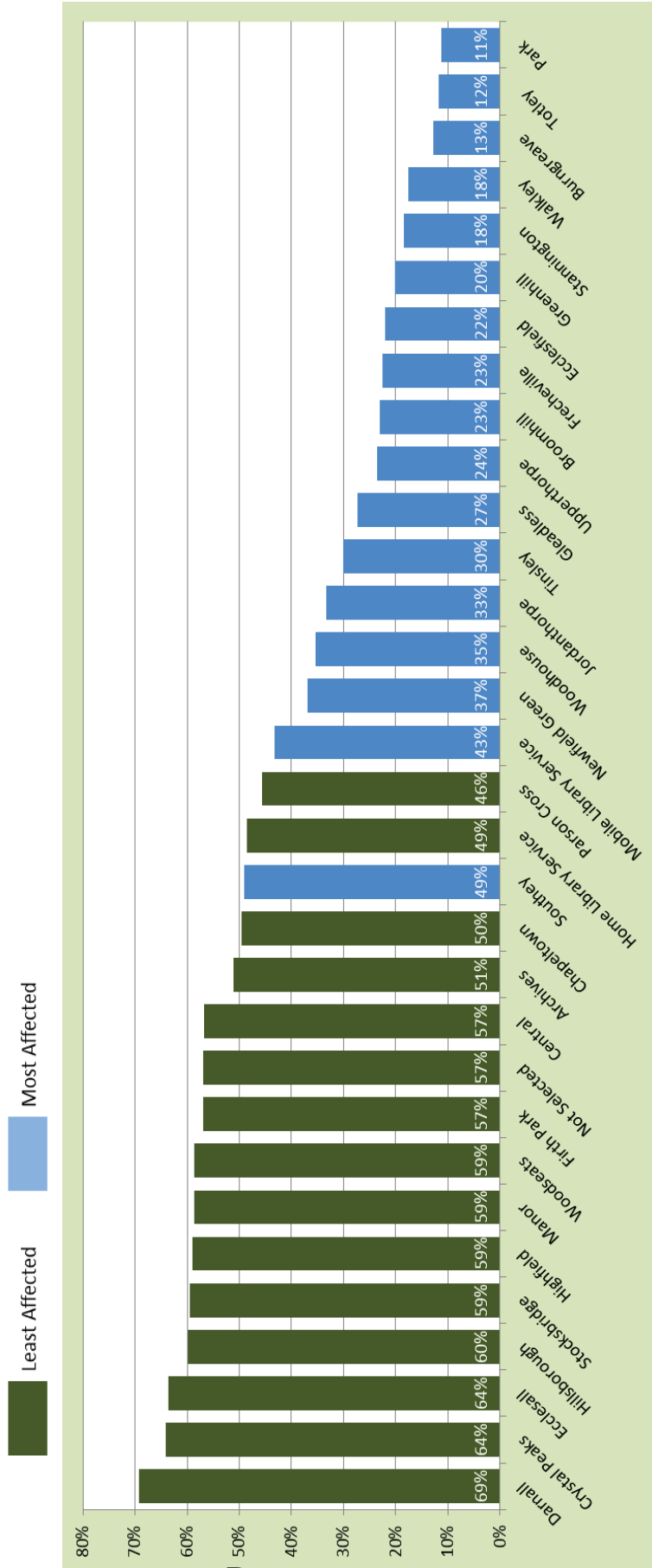
5.6 Overall, what do you think of the proposals?

- 39% of survey respondents answered with 'yes' or 'yes with reservations' that the proposals as a whole were fair and reasonable.
- The most common reservation was the loss of a 'community or social resource' (see above for explanation and examples).
- The next most common reservations were 'against closures' followed by 'fairness'
- ☹ 'The scale of the proposed cuts is scandalous! Important centres of learning, inspiration and enjoyment will be lost.. '
- ☹ 'A reduction in the number of libraries will only be the start of the overall decline and eventual termination of library services in Sheffield'
- ☹ 'Unreasonable as SCC have a legal duty to maintain a comprehensive, efficient, modern service..'
- ☹ 'A definite backwards step...not equality of opportunity..'
- ☹ 'I think it deprives the people who most need it to access resources they can't really afford..'
- ☹ 'Not fair on the local residents who use the service..'
- ☹ 'It is always the south west of the city that suffers in council cutbacks.'
- ☹ 'I will be unable to access library services due to disabilities'
- ☹ 'In the 2012 Library Review consultation, the second most important factor identified by the public for a community library was "within walking distance", however the needs analysis is based on the use of buses ...'
- The respondents most affected by the proposals were the least positive in their overall responses and those that were least affected were the most positive. See **Figure 5** below.
- Those respondents who don't use any library services were more positive about the proposals.

Figure 5

Least Affected Respondents are those who indicated they most use
 - Proposed Hub Library
 - Central Library or Archives
 - Home Library Service

Most Affected Respondents are those who indicated they most use
 - Proposed Community or Independent Library
 - Mobile Library Service

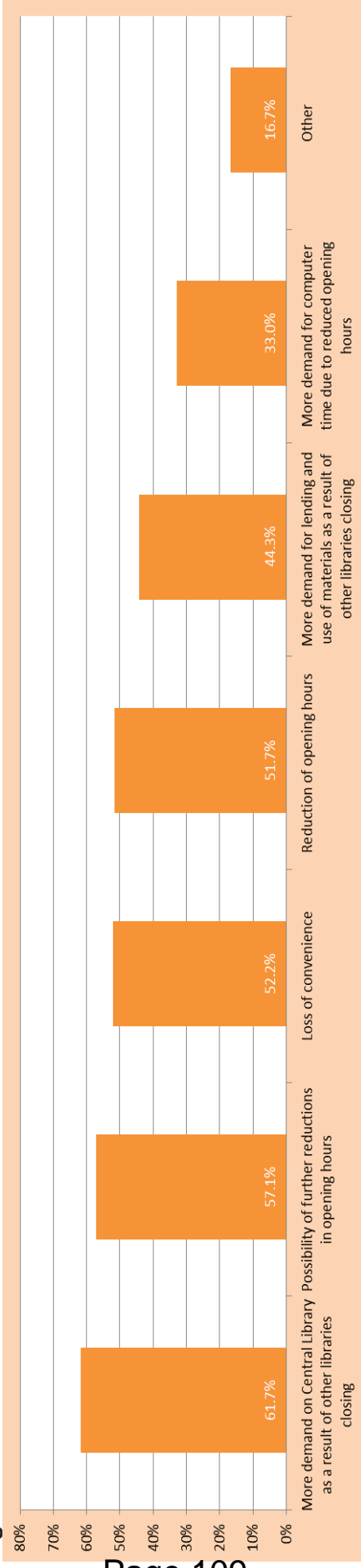


- There is a statistically significant difference overall to the responses from disabled people. Overall they are less positive about the proposals as a whole

5.7 Do you agree with the proposal to reduce the opening hours of the Central Library by one afternoon and one evening?

- Overall 55% of survey respondents said 'yes', or 'yes with reservations' about the proposal to reduce the opening hours of central library by one afternoon and one evening.
- the most common reservation was that there would be more 'demand on central library' if other libraries in the city close followed by a concern that this might be followed by a 'further reduction in opening hours' (see Figure 6 below).
- Job seekers were statistically less positive about this question as were BME people, disabled people, men and people under 65.
- People who contributed views outside of the survey in general did not make a lot of comments about the central library proposals.

Figure 6

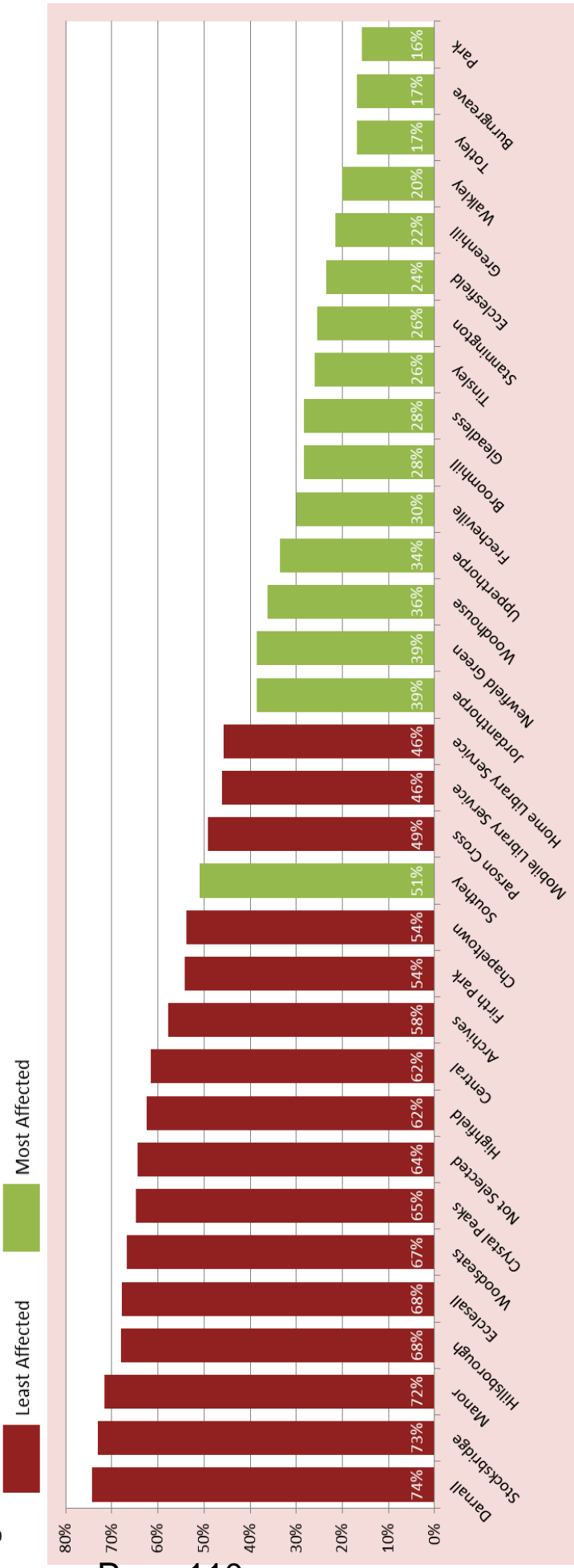


- The most common reservation people expressed in 'other' in the free text was around the issues that arise from changing the opening hours.
- Children and young people in the commissioned work expressed particular reservations about the loss of afternoon and evening closures as that is when they can access libraries.

5.8 Do you agree with the proposal to have 11 hub libraries?

- Overall 44% of respondents to the survey said 'yes', or 'yes with reservations' about the hub proposals.
- Respondents using libraries which are proposed to be hubs were all more positive about that proposal than respondents whose library was not one of the proposed hubs. This is illustrated below in **Figure 7** bar chart showing percentage of positive responses by library area. Those in brown/red are hub libraries i.e. 'least affected' by this proposal. Those in green are 'most affected' by the proposal i.e. they are libraries which are proposed to be either a community led or an independent library and are at risk of closure. (NB the mobile and home library and central library users are also shown as least affected by this particular proposal).

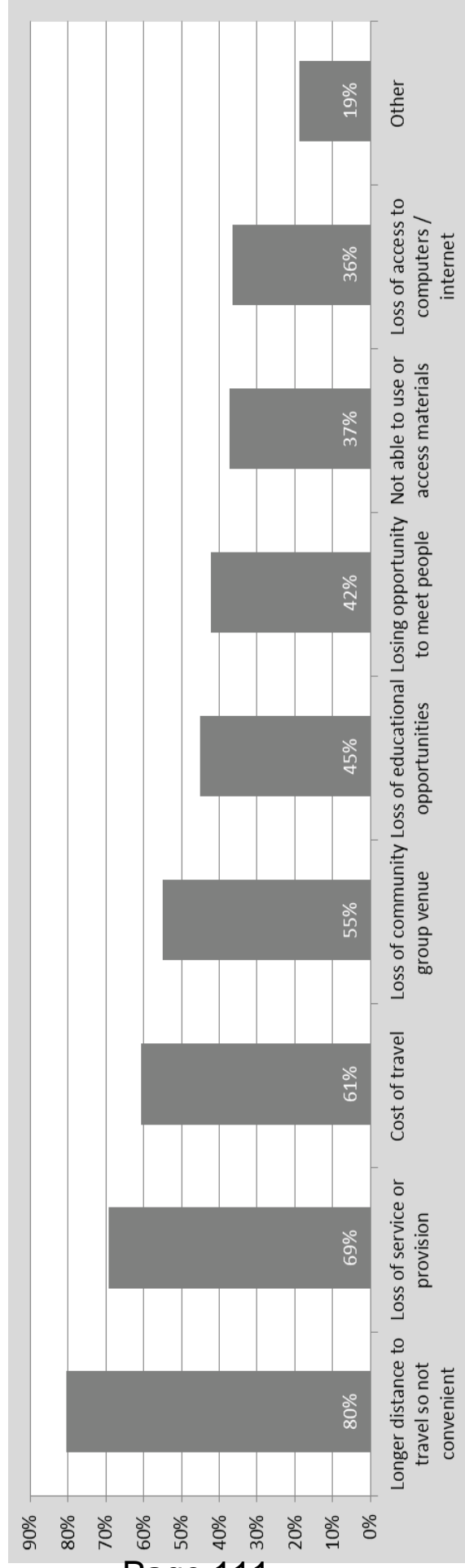
Figure 7



- The most common reservation expressed was longer distance to travel (see **Figure 8** below).

- Disabled people were statistically much less in favour of these proposals than nondisabled people. Their biggest reservation was longer distance to travel.
- People contributing outside of the survey in general tended to be from most affected groups i.e. their library was not proposed to be a hub and therefore reflected many of the same concerns as the survey respondents who were most affected.

Figure 8

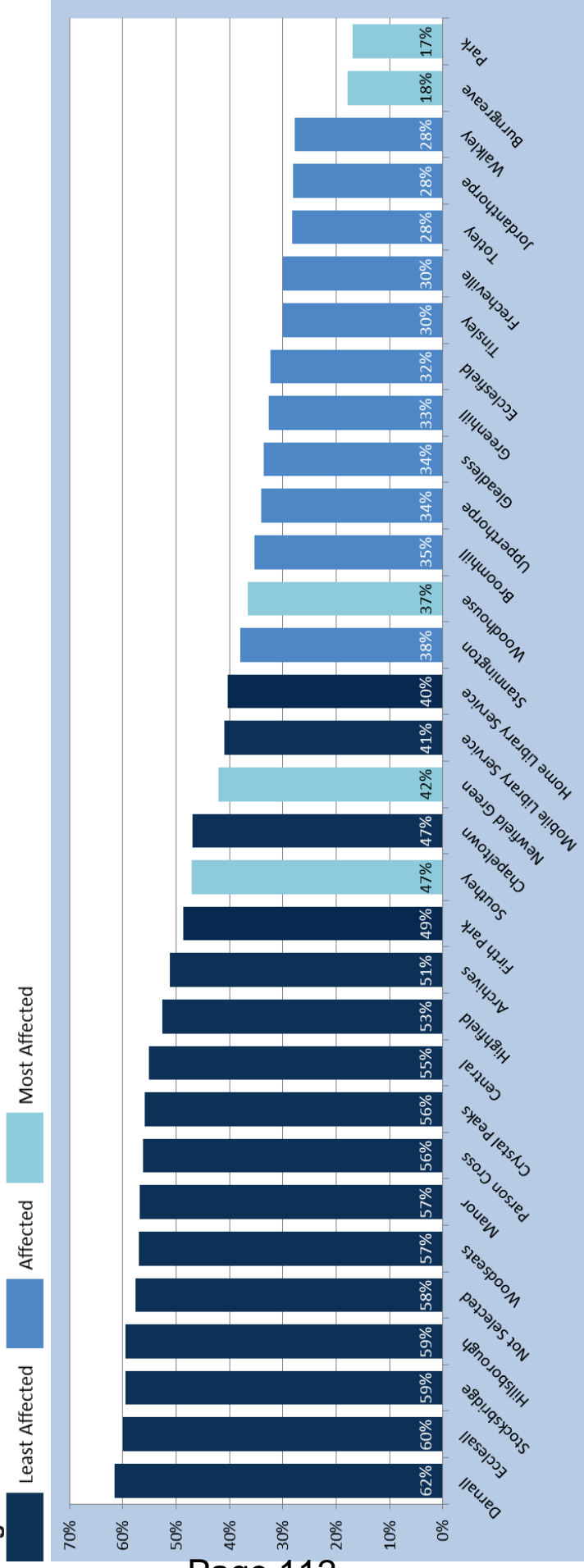


- The most common reservation people expressed in free text reservations was 'against closures'

5.9 Do you agree with the proposal to have up to 5 community-led libraries?

- Overall 43% of people who responded to the survey answered yes or yes with reservations to the question 'do you agree to the proposal to have 5 community led libraries.'
- Those who were least affected by this proposal were the most positive about it. See summary bar chart **Figure 9** below.

Figure 9



- The most common reservation expressed was uncertainty over long term future (see **Figure 10** below).

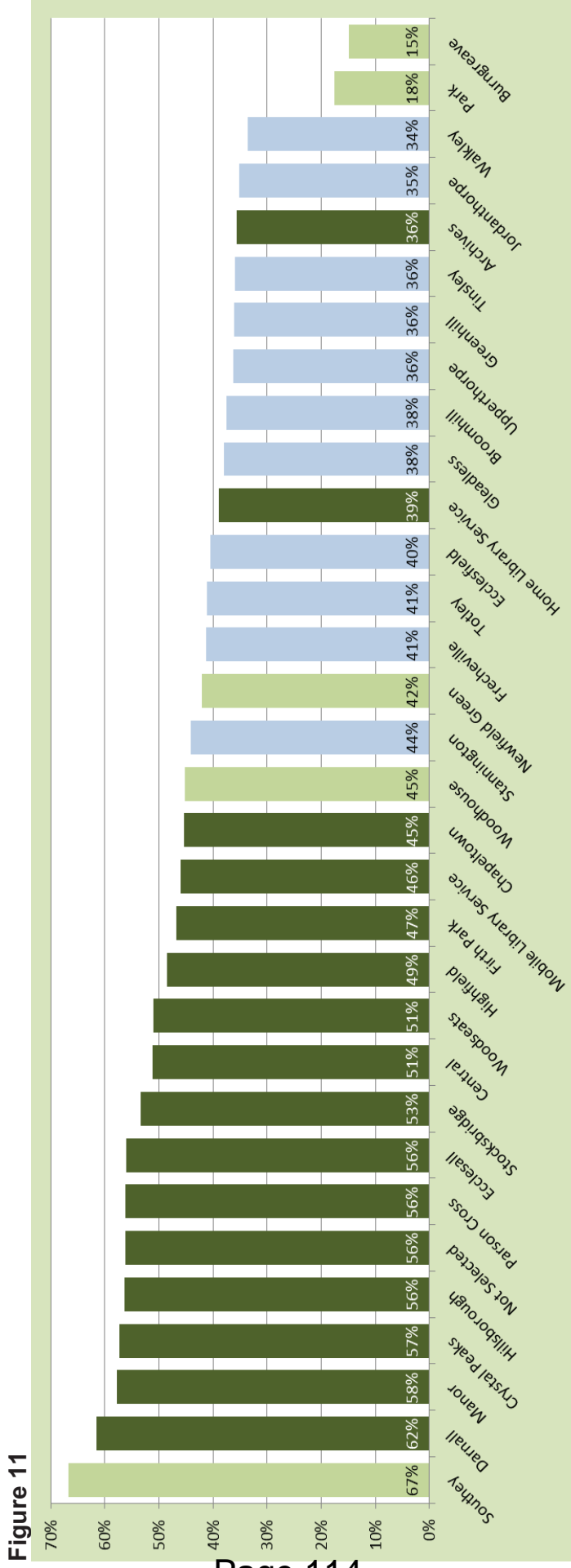
Figure 10



- BME people were statistically significantly less positive than non BME people about these proposals and disabled people were statistically significantly less positive than non-disabled people. The most common reservation for both these groups was uncertainty over long term future i.e. the same as the overall group.
- Those people who contributed views outside of the survey in general expressed the same sort of reservations about the proposal as those responding to the survey.
- The most common reservation people expressed in 'other' free text reservations was 'objection to volunteers'. This included concerns about data security, reliability and loss of jobs for library staff etc.

5.10 Do you agree with the proposal to have any remaining libraries run by independent groups?

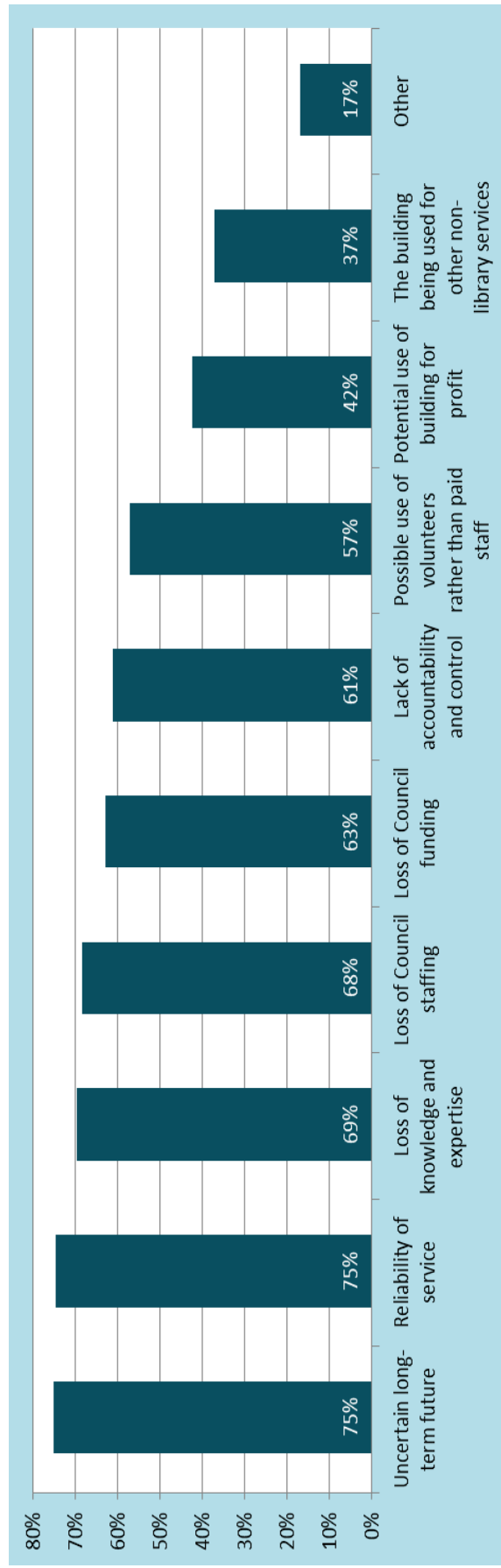
- Overall 45% of survey respondents answered 'yes', or 'yes with reservations' about the independent library proposal.
- Those who were least affected by this proposal were the most positive about it. See summary bar chart **Figure 11** below.



- The most common reservation expressed was uncertainty over long term future of the library, closely followed by concerns over reliability of service (see **Figure 12** Below).
- BME people were statistically significantly less positive than non BME people about these proposals and disabled people were statistically significantly less positive than non-disabled people. However, people over 65 were statistically significantly more positive about these proposals.

- The main reservation for BME communities was reliability of service, very closely followed by uncertainty about the long term future. The main reservation for disabled people was reliability of service, followed by uncertainty about the long term future. These reservations have a reversed emphasis for these groups compared to the overall responses.
- Those people who contributed views outside of the survey in general expressed the same sort of reservations about the proposal as those responding to the survey.

Figure 12

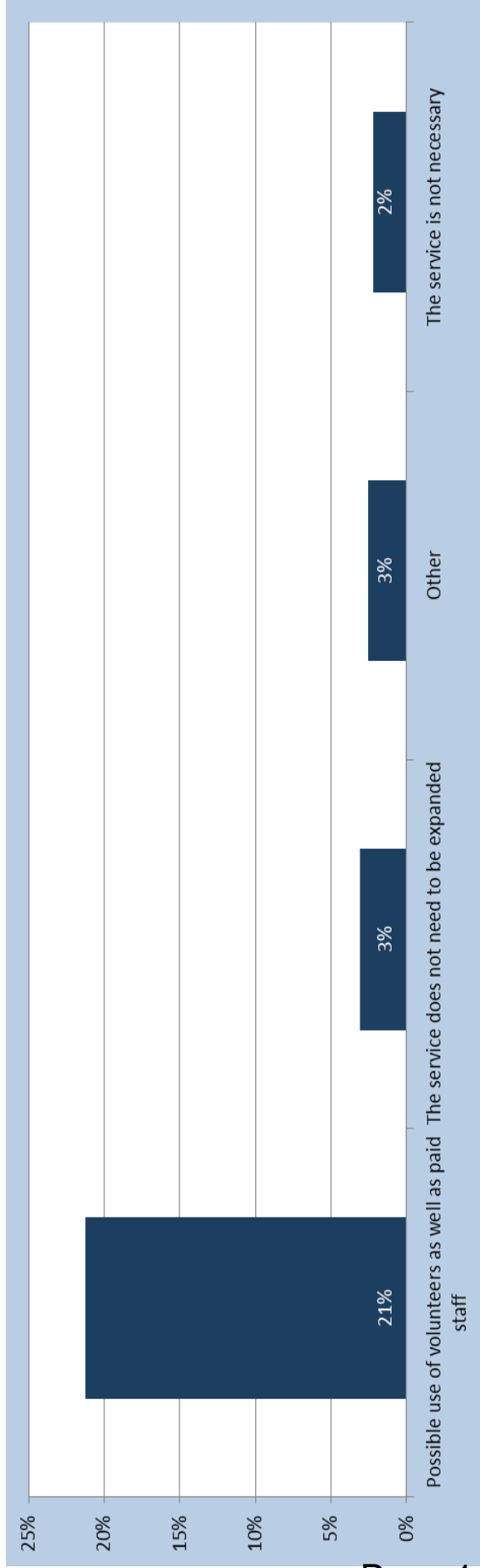


The most common reservation people expressed in 'other' was 'wrong approach' i.e. reservations about the proposed model.

5.11 Do you agree with the proposal to develop and expand the Home Library Service by the use of volunteers?

- 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 (see **Figure 13** below).
- 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.

Figure 13

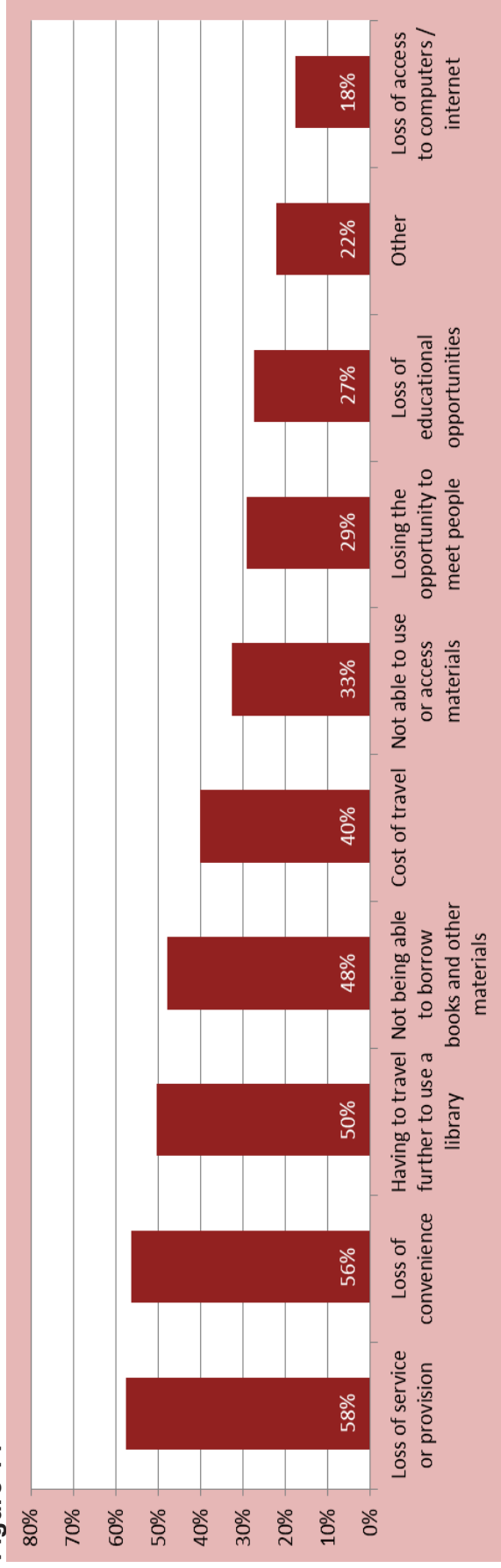


- The most common reservation people expressed in 'other' free text reservations was with the 'vetting arrangements for volunteers'

5.12 Do you agree with the proposal to close the Mobile Library Service?

- 41% of the survey respondents answered 'yes' or 'yes with reservations' about mobile library proposal.
- The biggest reservation was the loss of service provision (see **Figure 14** below).
- The most affected by the proposals i.e. those who currently use the mobile library service are statistically significantly a lot less satisfied about the proposals, with only 10% of mobile service users answering 'yes' or 'yes with reservations'. 32% of respondents who identified as mobile service users were disabled.
- BME responses were in line with group, i.e. no significant difference.
- People over 65, disabled people and job seekers were all significantly less positive about the proposal. Their biggest reservation was loss of convenience.
- Men were significantly more positive about the proposals than women.
- Those who contributed views outside of the survey process in general did not comment in detail about the home library service proposal.

Figure 14

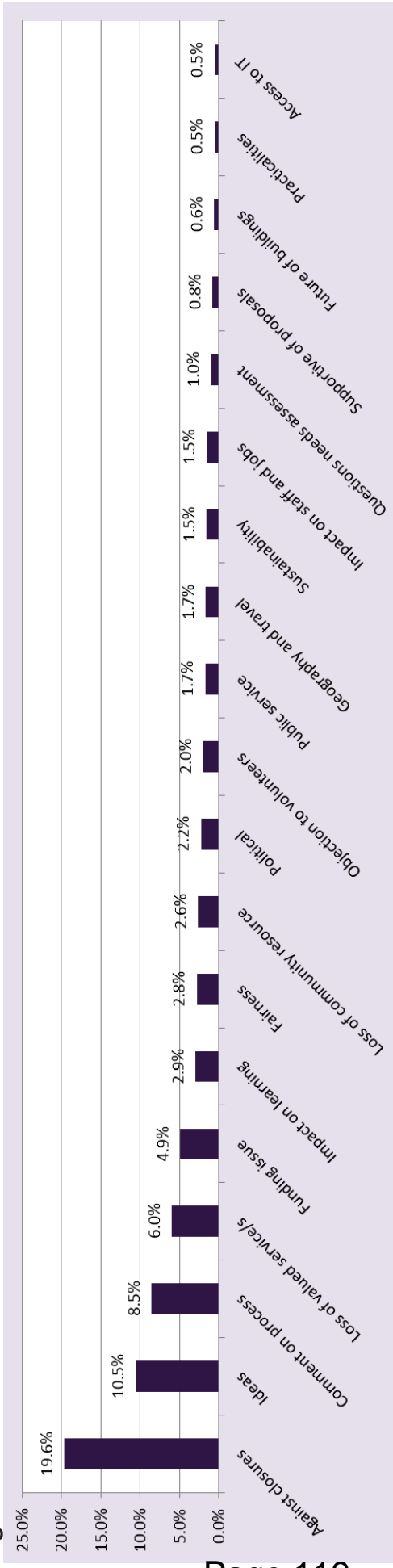


- The most common reservation people expressed in free text reservations was the impact on 'older and disabled people.'

5.13 If there are things we could do to lessen any potential concerns you have, let us know what they are.

Respondents were invited to contribute any ideas they had to lessen any potential concerns about the proposals as a whole. People took the opportunity to comment on a number of issues, including logging their reservations. A summary of comments is in the chart below **Figure 15**.

Figure 15



- The second most common point raised was to suggest alternative ideas. See **Appendix 10** for a summary of ideas, suggestions, alternative models and ideas for funding from elsewhere. This includes contributions from the survey respondents and from outside the survey.

5.14 Do you have alternative ideas or suggestions or any other comments?

Respondents were invited to contribute any other ideas or suggestions they had. A summary of responses is in the chart below
Figure 9



- People who contributed outside of the survey also submitted ideas and suggestions, many of which were replicated by those who commented within the survey.
- Please see **Appendix 10** for a summary of ideas, suggestions, alternative models and ideas for funding from elsewhere.
- ☺ ‘Keep all libraries open!!! This is why we pay our council tax.’
- ☺ ‘Cost of keeping libraries is not great, closing them is retrograde.’
- ☺ ‘Remove the stress and anxiety from mums and the elderly by keeping the library open’.

- ☺ *‘Please make every effort to keep open and fund and staff as many libraries as possible. It could save a lot of people from despair resulting in extra medical treatment costs.’*
- ☺ *‘A positive vision of the future would be helpful..’*
- ☺ *‘feels very much like a rushed attempt to see just how much the money can stretch to, rather than thinking about just what the library service is for in the first place. An opportunity missed.’*
- ☺ *‘This consultation does not feel like a consultation, it feels like we really will have no choice or real influence on your proposals. I hope I am wrong in thinking that.’*
- ☺ *‘Books are not a luxury; they should be an everyday part of life for all. By closing local libraries you are taking away the right that children and adults have to read – and therefore to learn’*

6. Results by equalities groupings

6.1 Children and Young People

Children's Consultation re: Library Proposals

The consultation work undertaken 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

Children and young people concerns through survey

A range of issues were expressed about children and young people, particularly pre-school children in the main survey. 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

Children's views from letters and community group surveys

Where letters and surveys were received from schools and community groups, it wasn't clear how much of the rationale behind the proposals had been explained to the children. All the children were library users who submitted comments in this way.

Comments received were usually about the proposed loss of their local library and concerns expressed were very similar to those expressed by adults who use those libraries in the main survey e.g. distance, convenience, loss of a service etc. Some children particularly mentioned:

- Loss of a venue for homework and study and a safe place to go after school
- Issues with travel, distance and safety e.g. if unable to travel alone particularly at night and the cost of travel
- Access to the internet for children and young people who don't have it at home and the ability to complete homework.
- Loss of venue for school trips and libraries as a venue
- Loss of libraries as a part of the school curriculum

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.

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

Disabled people

As reported in the results section, 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.
- Upperthorpe 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.

BME

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

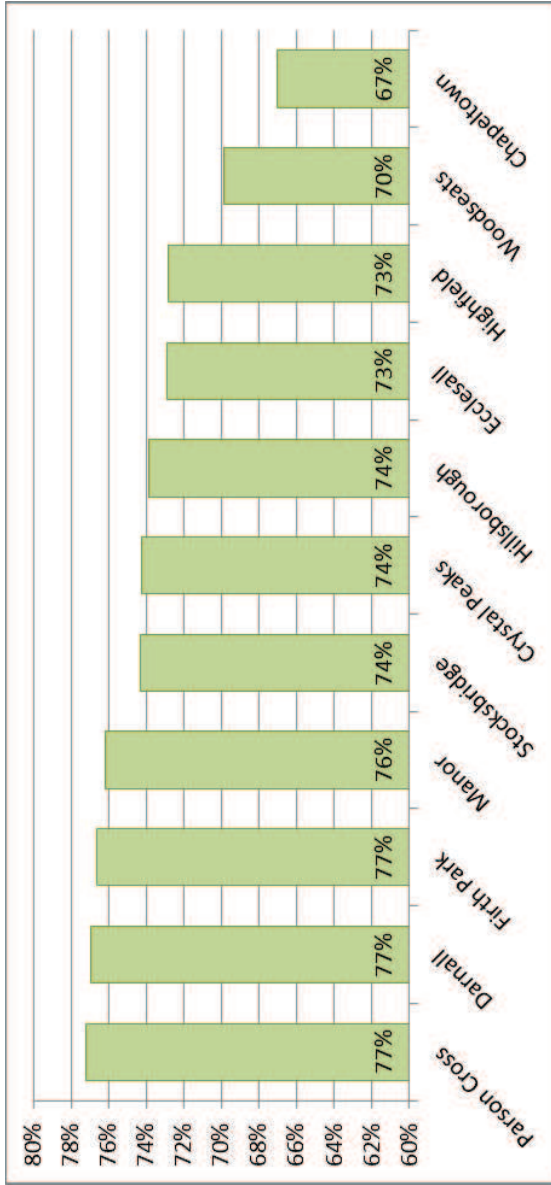
7. Results by individual libraries

- Results have been analysed by individual libraries. Some of the response rates are small, so it hasn't been possible to analyse each library for equalities data.
- Results overall demonstrate that within each category of proposal there are differences in positive response between different libraries.

7.1 Hub libraries

- Although there is some variation between individual libraries which are proposed to be hub libraries, overall the responses are generally positive in line with the overall survey results which show that those who are unaffected by proposals are more positive about the proposals.
- Figure 10 below shows the responses by library for those who answered 'yes' or 'yes with reservations' when asked whether the right things had been taken into account to inform the proposals.

Figure 10 hub library positive responses to needs assessment



- The response by the different equality groups for hub libraries as a whole to the question 'do you agree the right things have been taken into account to inform the proposals' is shown below in figure 11.

Figure 11 positive responses by equality groups for hub libraries for needs assessment question

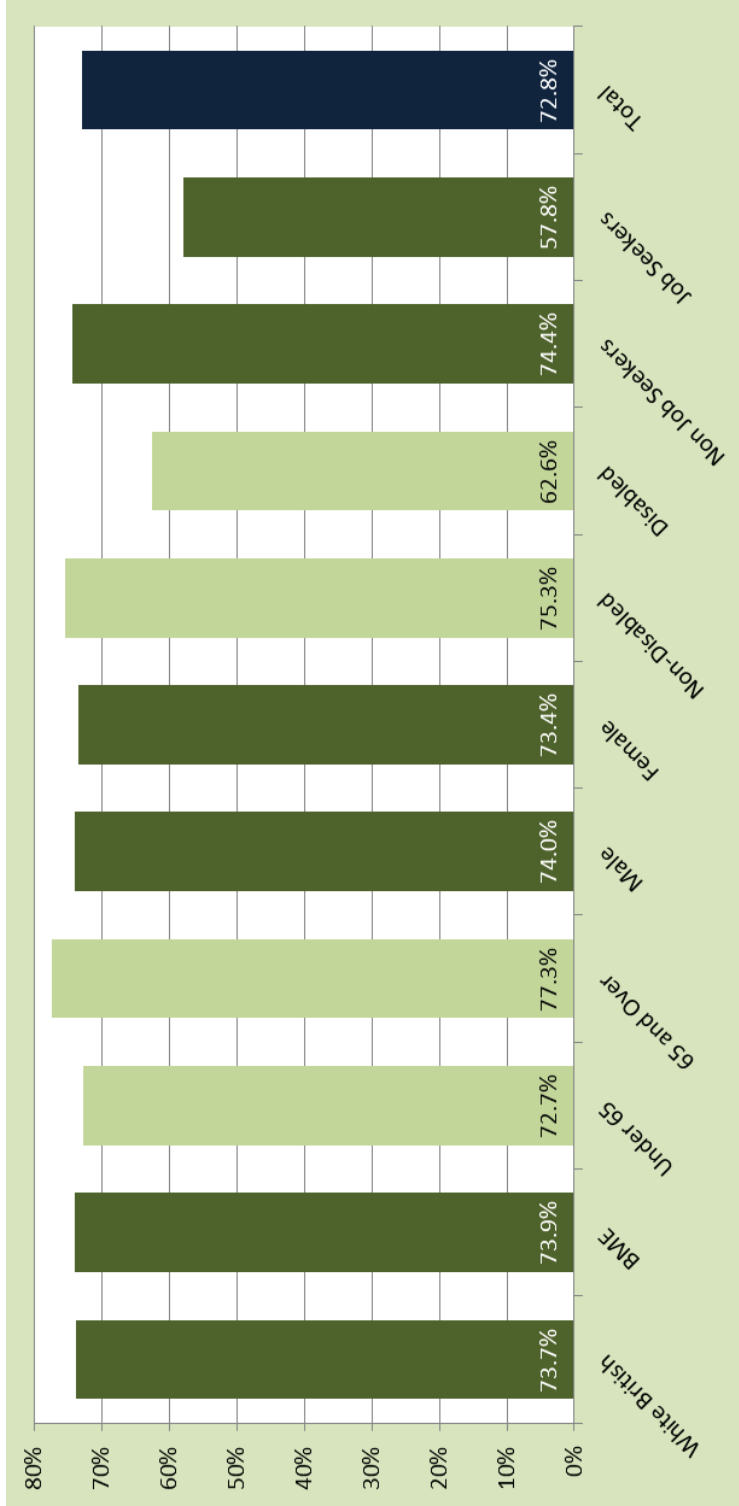
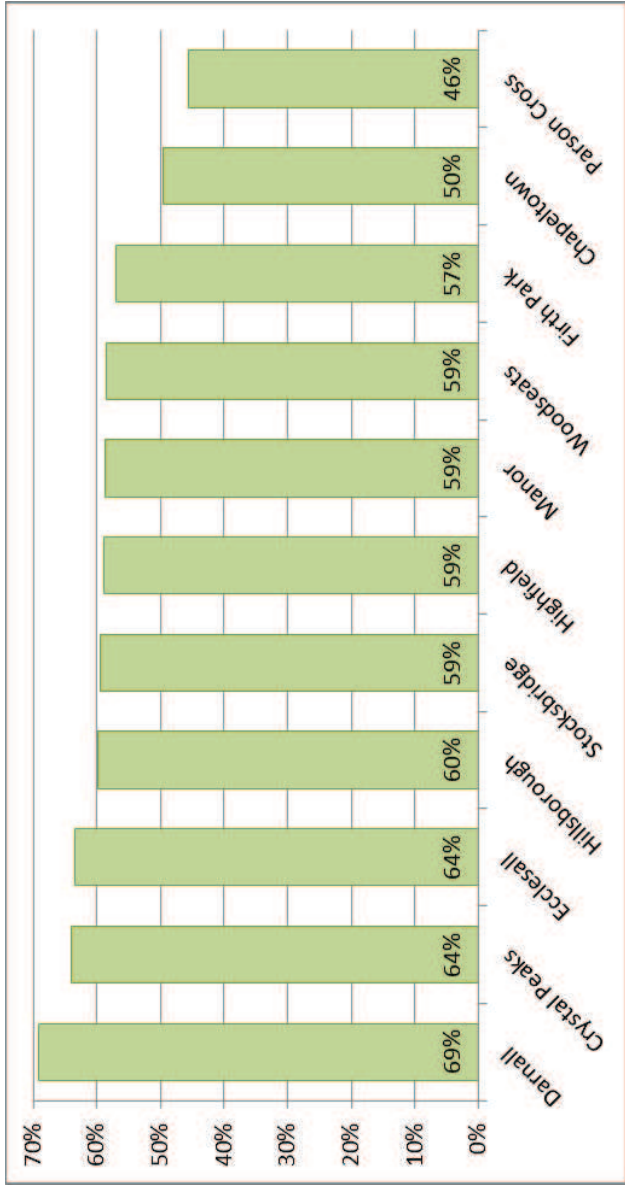


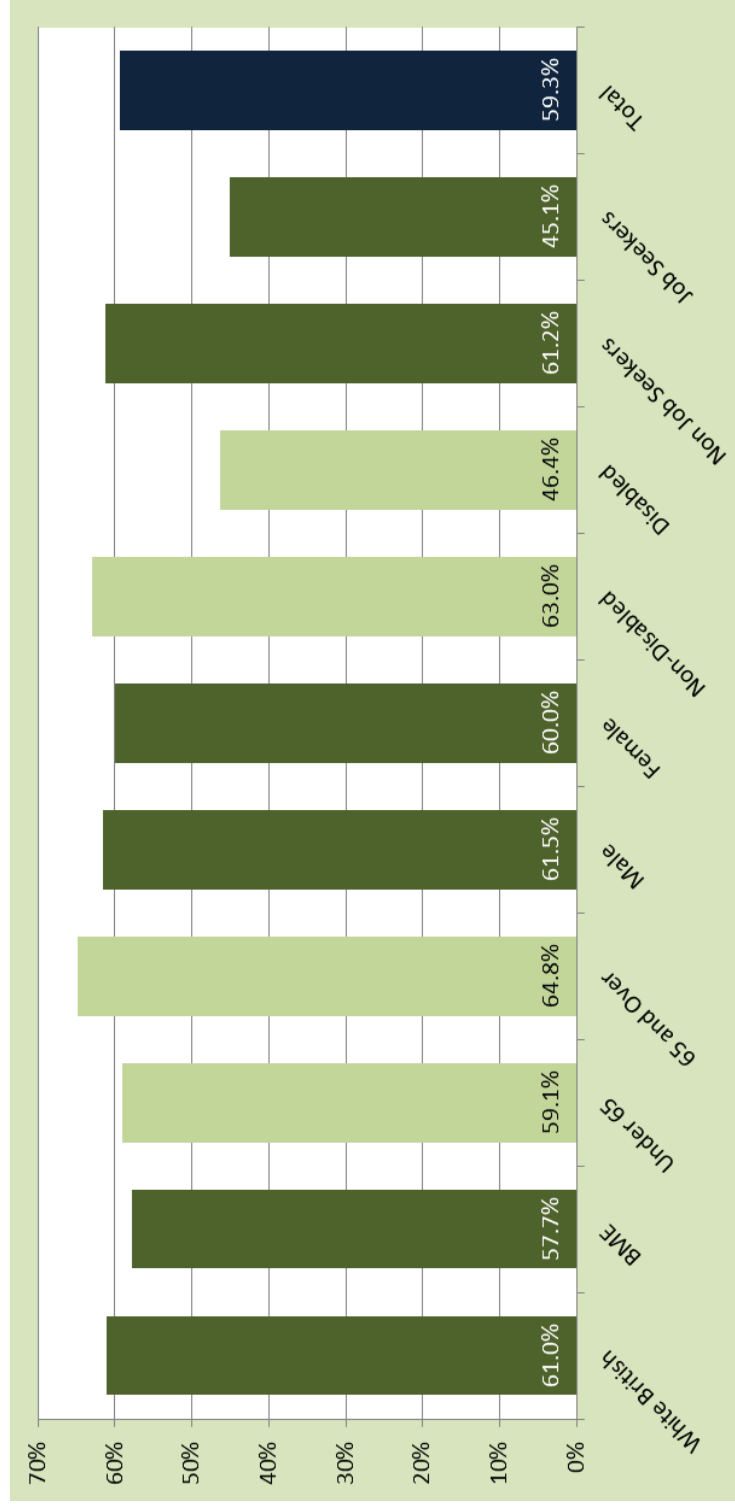
Figure 12 hub library positive responses to overall proposals



- Figure 12 above shows the positive responses by hub library to the question 'overall what do you think of the proposals?'

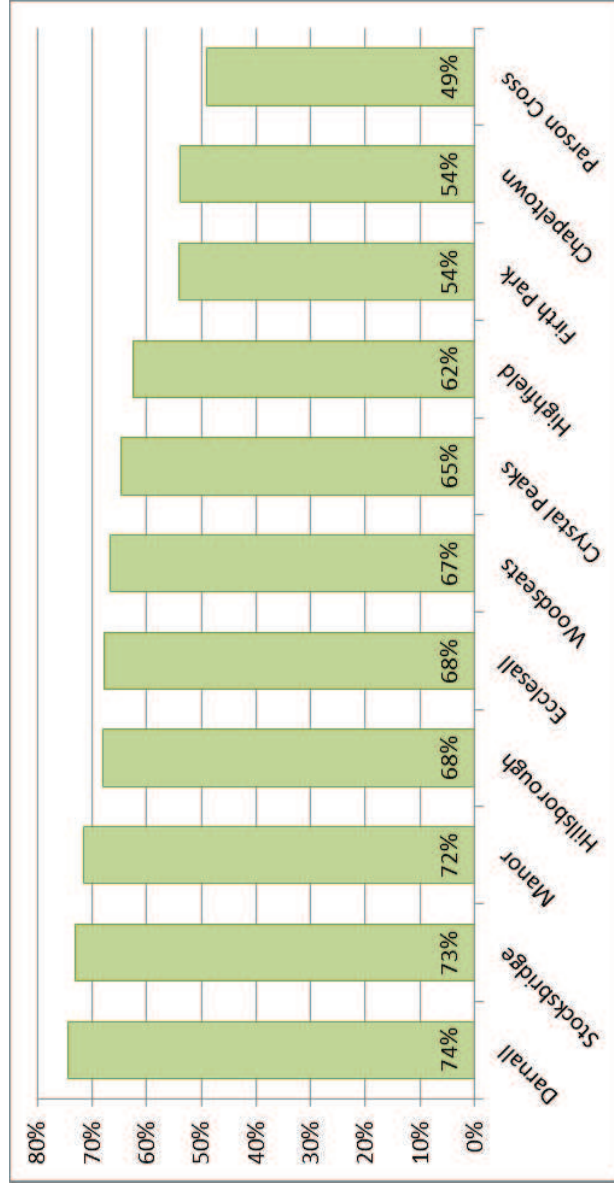
- Figure 13 below shows the positive responses by equality group across all hub libraries to the question 'overall what do you think of the proposals?'

Figure 13 Equality group positive responses across all hub libraries to question about overall proposals



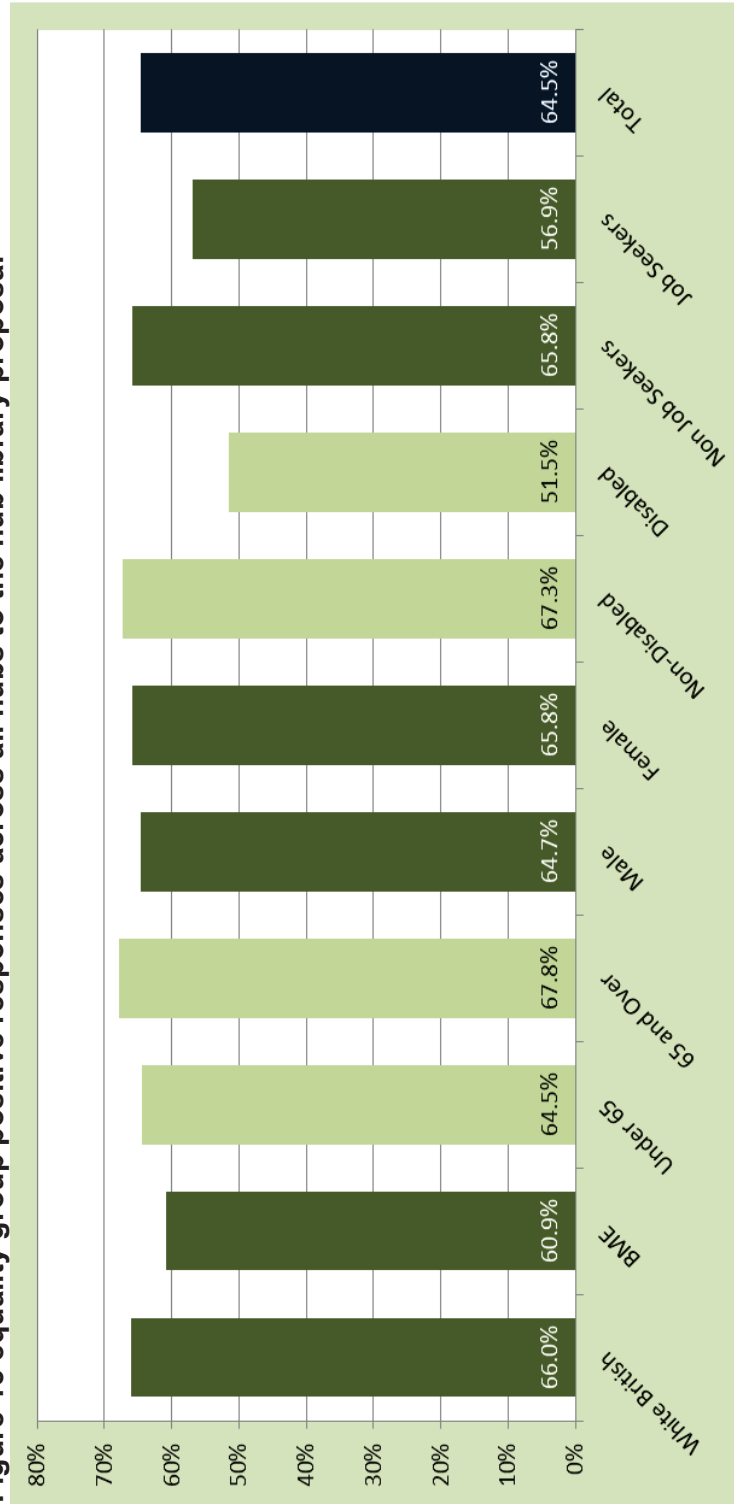
- Figure 14 below shows the positive responses by individual hub library to the question 'do you agree with the proposal to have 11 hub libraries?'

Figure 14 positive responses by hub library to the hub library proposal question



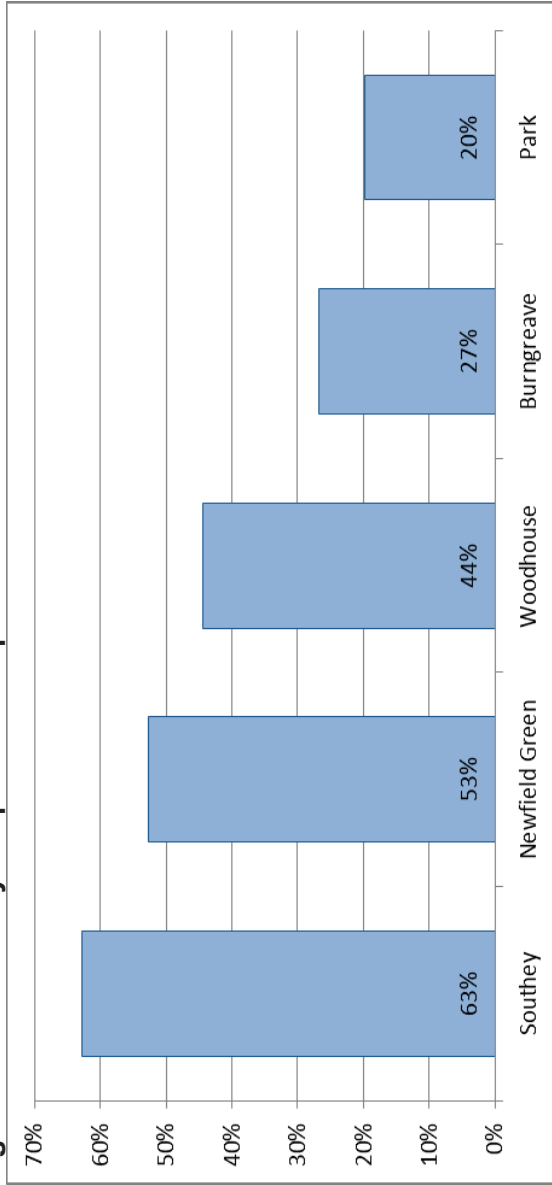
- Figure 15 below shows positive responses by equality group across the hub libraries as a whole to the hub library proposal question.

Figure 15 equality group positive responses across all hubs to the hub library proposal



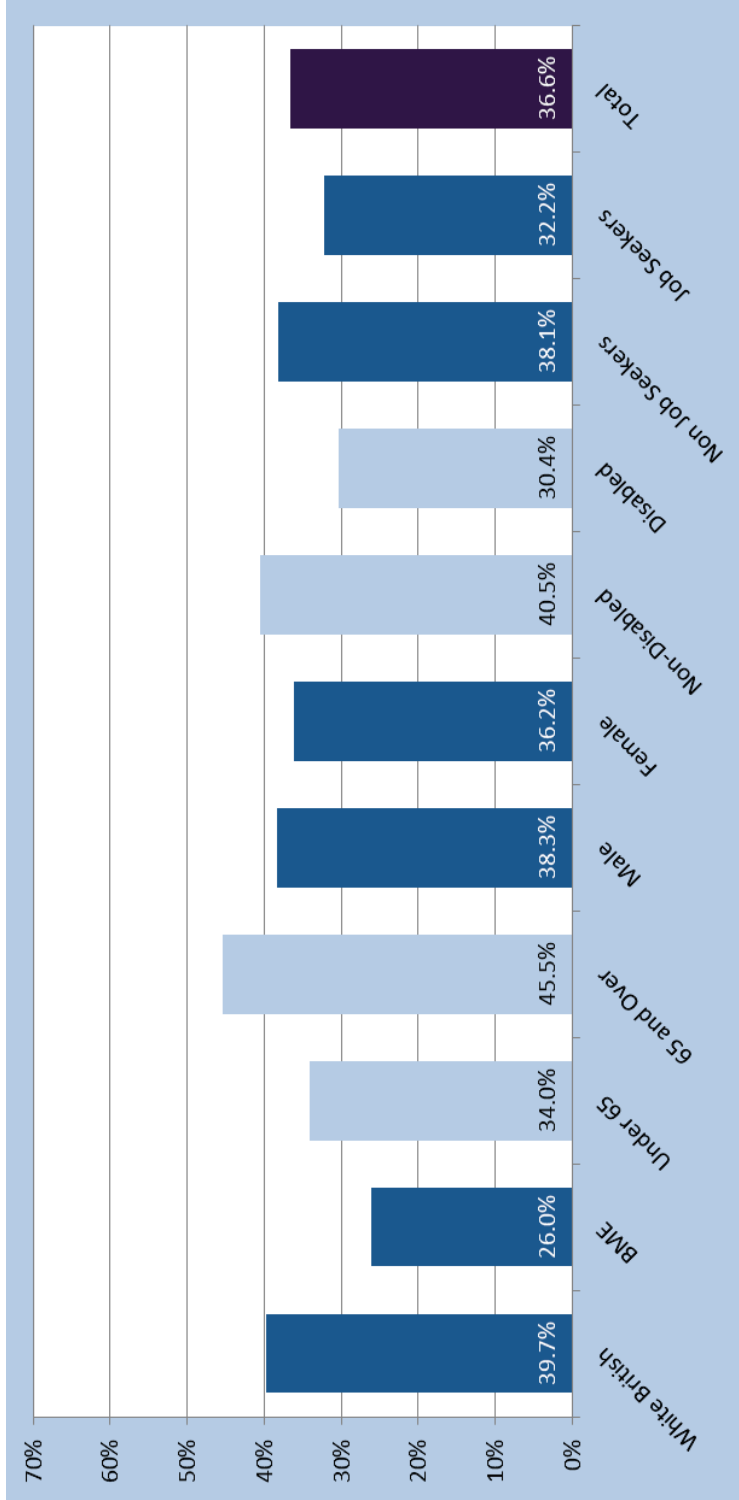
7.2 Community Led libraries

Figure 16 Community-led positive responses to needs assessment



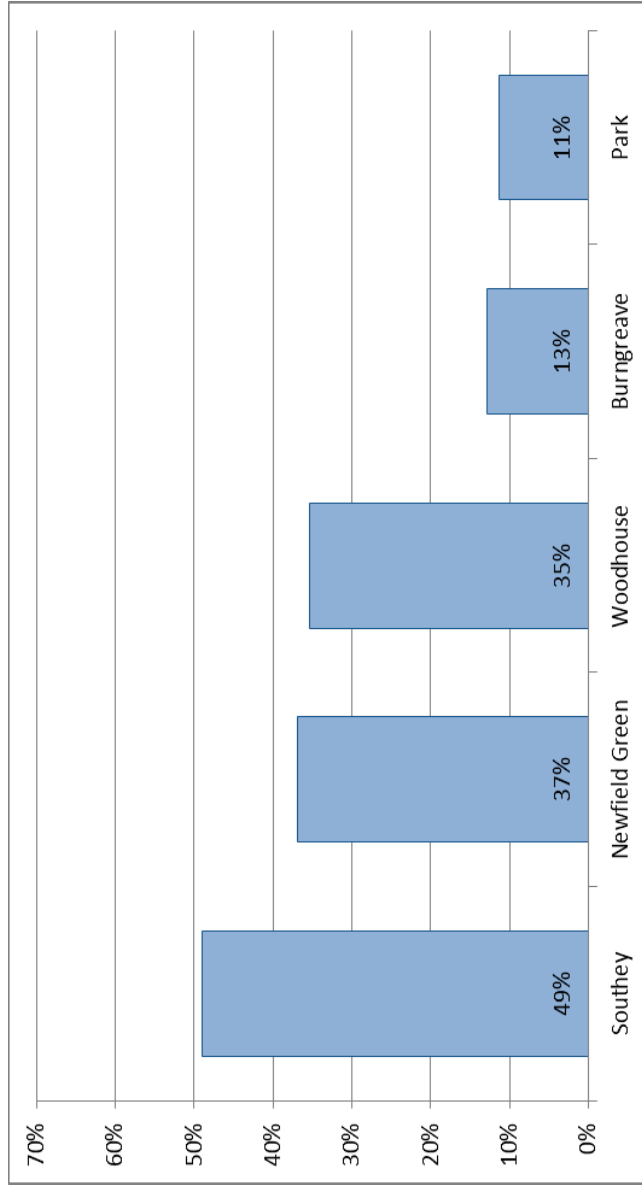
- There was a wide range of views across the libraries proposed to be community-led as illustrated above.

Figure 17 positive responses for community-led libraries for needs assessment question by equality groups



- This reflects the overall survey results which demonstrate that those people who are not affected by a proposal are more positive about the proposal than those who are affected, i.e. most groups are not very positive about the proposal

Figure 18 community-led library positive responses to overall proposals



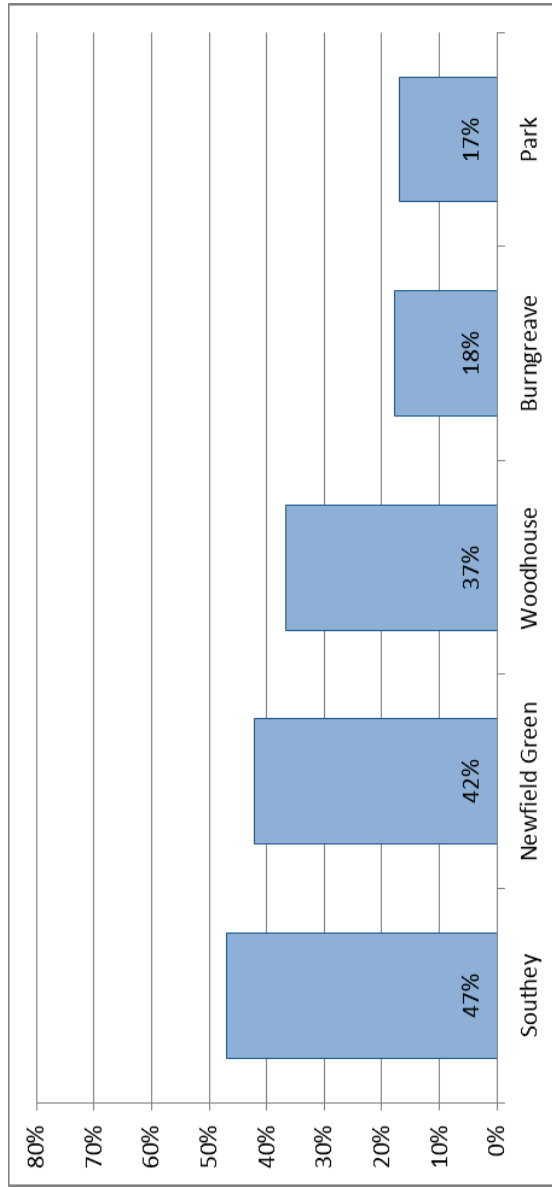
- Respondents from libraries who are proposed to be community led showed a range of responses to the overall proposals as illustrated above.

Figure 19 community-led libraries positive responses by equality group to overall proposals



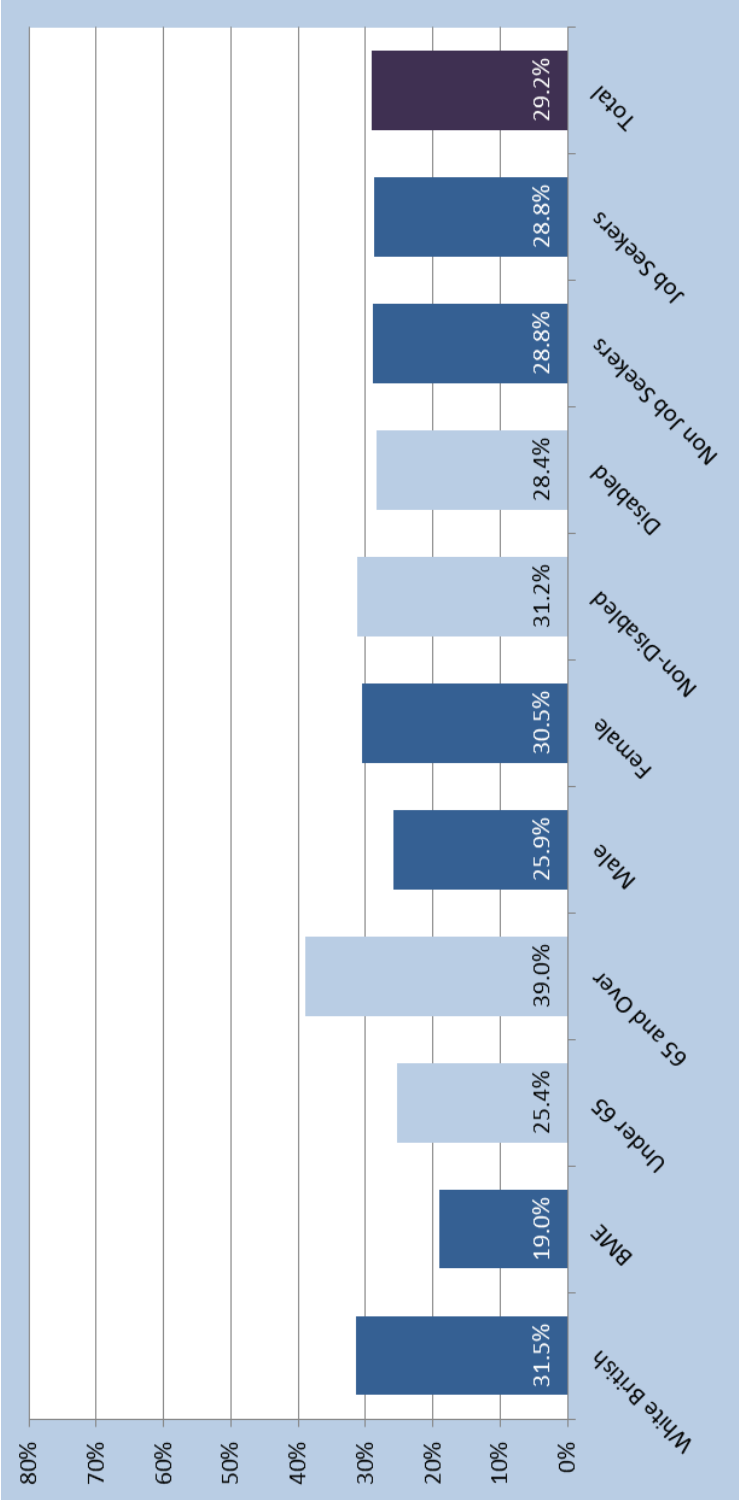
- There was a marked difference between the responses for under 65s and over 65s to the community-led proposal for those people responding who use a library which is proposed to be a community-led library.

Figure 20 community-led positive responses to community led proposal



- A range of views were expressed, with Park and Burngreave lower than the other 3 libraries, however it should be noted that relatively small numbers of people were responding from most of these libraries so comparing these results should be done with caution.

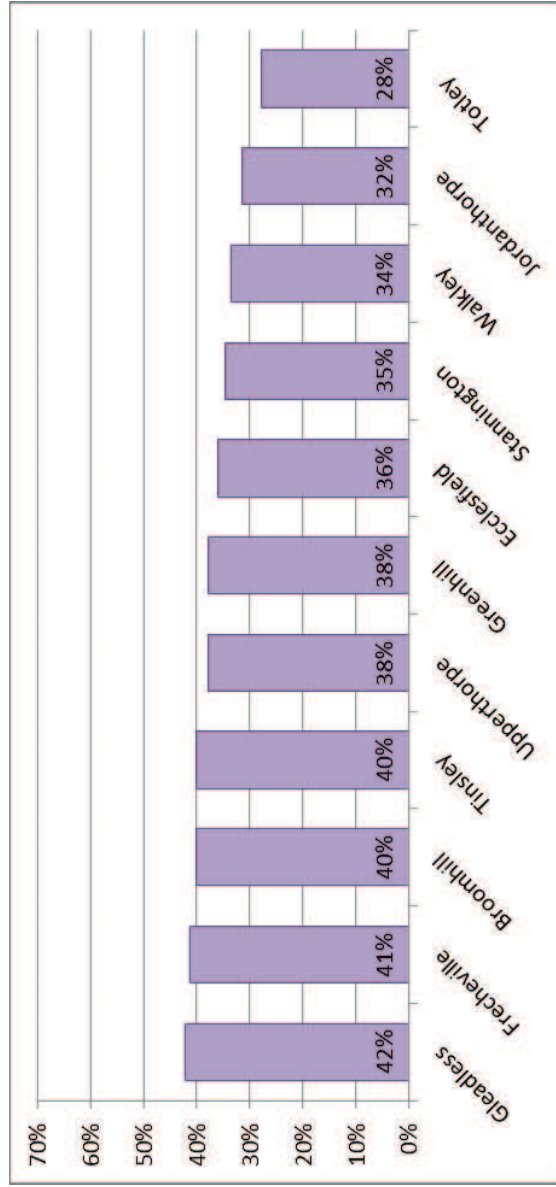
Figure 21 community-led positive responses to community led proposal by equality groups



- Relatively small sample sizes means these figures should be treated with some caution.

7.3 Independent libraries

Figure 22 independent libraries positive responses to needs assessment



- It should be noted that some libraries had a larger % of their registered library users completing the survey e.g. Totley had 13.6% of its RLU's responding whilst Jordanthorpe only had 2.8% of its RLU's responding.
- Several of these libraries also contributed additional material in the form of petitions, surveys, and comments outside of the survey.

Figure 23 independent libraries positive responses to needs assessment by equality groups



Figure 24 independent libraries positive responses to overall proposals

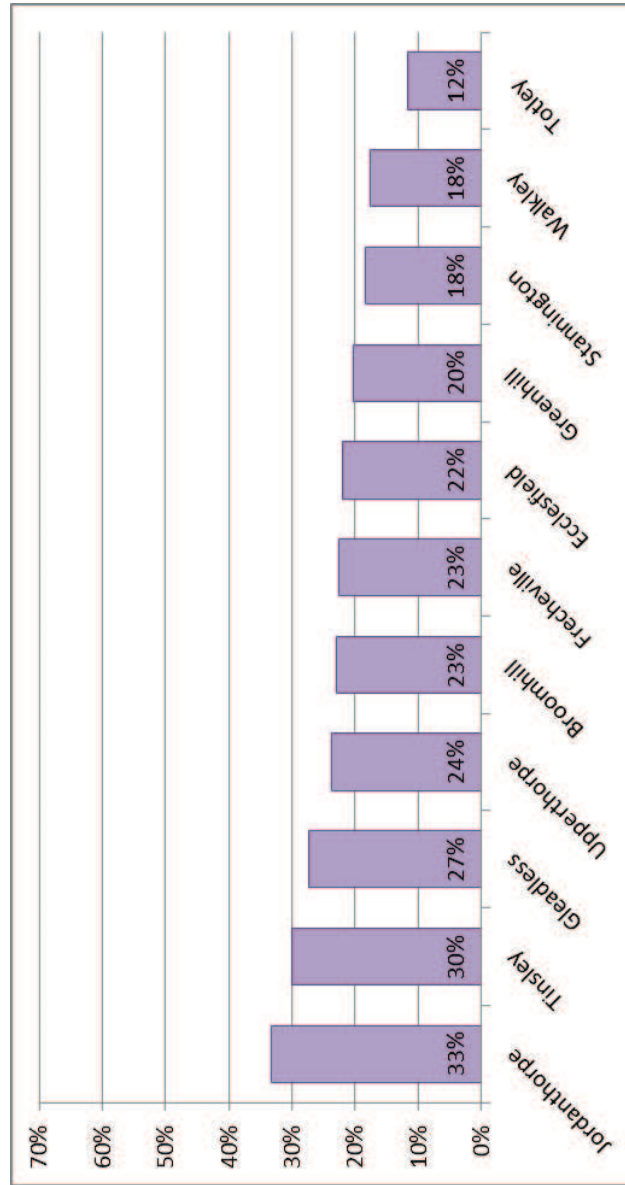


Figure 24 independent libraries positive responses to overall proposals by equality groups



Figure 25 independent libraries positive responses to independent library proposal

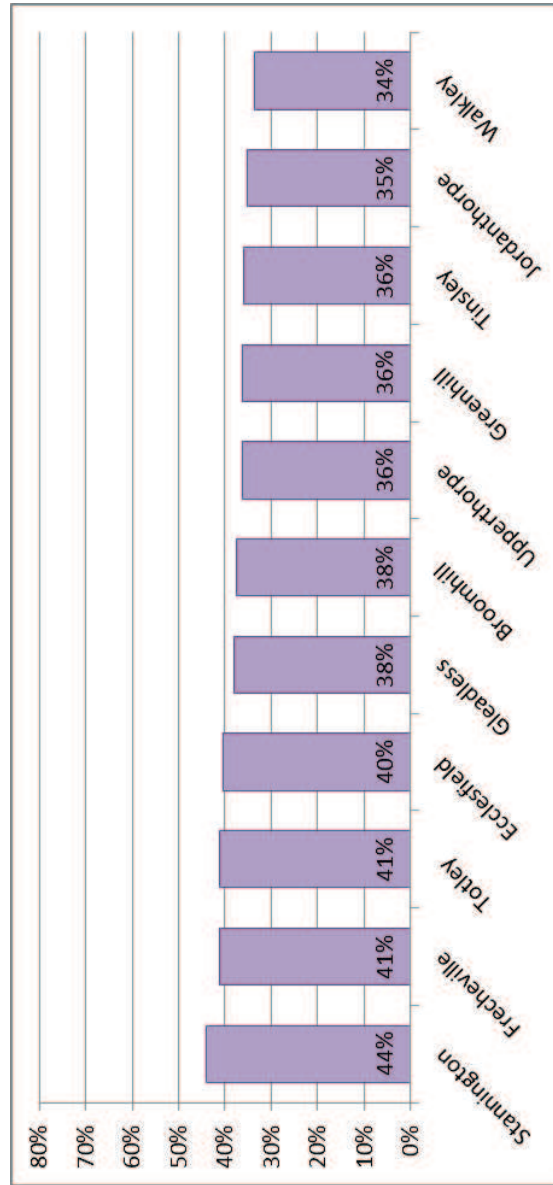


Figure 26 independent libraries positive responses to independent library proposal by equality group



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The future of Sheffield's library services

PROSPECTUS

Sheffield City Council

February 2013

The Council is facing tough financial decisions in order to find £50m of savings in 2013/14 and more in future years. It has already cut £140m from its budget in the last two years due to the Governments drastic cutbacks in Council funding. This has meant that the library services budget will have to take its share of the reductions – with a proposed £1.6m less available to run the library service which currently costs £6.4m a year.

We want to save our libraries for future generations in the City. However, if there are no viable alternatives, given the budget available, this could mean the closure of up to 14 libraries.

As part of a review of library services, an extensive consultation was carried out over the summer of 2012 and over 6000 people gave their views. The majority of respondents thought that developing partnerships with others was a good idea. This included some interest from groups and individuals who are open to becoming more involved in the running of library services.

We are inviting individuals, groups and organisations to engage with us to discuss their ideas and proposals for maintaining the viability of the City's library services. This can range from offers of volunteering to the running of whole services.



A handwritten signature in black ink that reads "M. Iqbal". The signature is written in a cursive style.

Councillor Mazher Iqbal
Cabinet Member, Communities and Inclusion
Sheffield City Council

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1. Registering an interest

This prospectus document has been put together to provide you with key information to help you formulate ideas and proposals to support the future of Sheffield's library services.

Appendix 1 provides you with a **Registration of Interest Form**. This form can be used by individuals, groups or organisations to register how they can support the library services to be viable and economically sustainable into the future. The form also asks you to specify what information you need.

Appendix 2 is an **Information Session Booking Form**. These information sessions are for individuals, groups and organisations that are intending to, or have made a Registration of Interest. These sessions will enable you to come along to the Town Hall and discuss your ideas and proposals and obtain information you need to develop your ideas further.

The registration of interest process, including follow up discussions and information sessions, will last for a period of approximately 8 weeks.

Later in the year we may issue formal invitations to tender based on the ideas and proposals submitted in the register of interest. If you wish to propose ideas which are your intellectual property this should be clearly stated.

2. About Sheffield's library services

This section provides information about the vision, standards and governance for Sheffield's Libraries, Archives and Information Service, including its frontline services and central support functions. However, the information provided is to aid general understanding and is not fully comprehensive.

2.1 A Vision for Sheffield's Libraries, Archives and Information Service

The Sheffield City Council Corporate Plan 2011-2014 states that as an organisation we 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 and inclusive to all.

The four priorities above will set the direction for Sheffield's Libraries, Archives and Information Service and will work alongside our vision.

What do we want for the city's Library service?

Sheffield will be proud of its forward thinking, innovative and contemporary library service that promotes lifelong learning, digital inclusion and celebrates reading. Libraries will

enable people to become informed citizens through access to information and services and encouraging participation. The Council will ensure that our library services are maintained by developing sustainable and deliverable options for the future.

How will we do this?

Promote reading and a wide range of resources

Sheffield's libraries will provide a wealth of literacy and IT resources for people of all ages and abilities. By celebrating books and reading we will enhance literacy skills across the city through provision of a variety of programmes and outreach services.

Create welcoming library spaces

Libraries will be attractive places that encourage use by a variety of groups and individuals whilst ensuring neutral, high quality public spaces, both indoor and outdoor, that respond to local community needs. They will be 'fit for purpose' and co-located with other services where appropriate, bringing service points closer to neighbourhoods.

Celebrate Sheffield's successful centres and rich local history

Libraries will act as 'hubs' for the community shaping our successful centres; providing a focus for local civic pride, and celebrating the city's diverse history, locality and culture. A high quality Central Library offering an opportunity to showcase Sheffield will demonstrate the city's commitment to this.

Tackle poverty and social inequality

As community hubs, libraries will recognise the need for tackling poverty and social inequality, enabling access to a wealth of information to aid development and new opportunities.

Promote lifelong learning

Libraries will enable people of all ages and life experience to explore, discover and learn on their terms through access to information and learning opportunities. Children and young people will be encouraged to gain the right skills for the future and attain their potential through access to learning, reading and literacy, and usable study space.

Deliver sustainable services with a focus on 'need'

We will take a 'tailor made' approach towards a new library model which recognises the needs of individuals and groups across the city. Sustainable, flexible and modern services that can be integrated with community resources will inspire, enrich and entertain Sheffield.

Utilising social capital

We will provide greater opportunities for volunteers to work with local communities and to enhance different areas of our service. By developing a Volunteer Strategy that works alongside a Council wide policy on volunteering, the library service will continue to develop specialist projects and opportunities for individuals and groups to become involved in.

Our Key Objectives

- Libraries that offer quality resources and space for a variety of groups and individuals;
- Cost effective and efficiently managed services that demonstrate value and quality to the community;
- Delivery of services that meet the individual and diverse needs of the local community;

- Improve literacy and skills for people of all ages and promote reading through specialist services and projects;
- Enable people to realise their potential through learning opportunities;
- Community managed and locally organised services;
- Strong partnerships and links with community organisations and local services including Advice Centres, Job Centres and other stakeholders;
- A diverse, flexible and well trained workforce, supportive of change;
- A library provision that recognises the changing demands and expectations of its users.

2.2 Frontline services

The front line services include:

- 2.2.1 Central Library** - provides a lending library, reference and local studies service for the whole city as well as specialist services, e.g. Music and Film, World Metal Index, Intellectual Property and business information - the library is part of PATLIB UK. (Patent Libraries UK is an alliance of libraries across the UK providing information on Intellectual Property to business and the local community). The Central Library also acts as the service headquarters particularly in terms of stock purchase and management. It also has a role for reserve stock collections used across the city. .
- 2.2.2 Central Children and Young People’s Library** - provides a comprehensive service to children, young people and families. It has lending and reference facilities, including multi-format videos and talking books. Activities for children and parents include Beginner Bookworms, Babytime and Storytime.
- 2.2.3 Community Libraries** - are a key component of the Council’s Successful Centres Programme providing a variety of social spaces – as well as somewhere to borrow books or find information. Sheffield currently has 27 Community Libraries (not including the Central Library) across the city. Services provided include: -
- Book lending, request service and inter-library loan
 - 24 hour online services, online reservations and renewals and interaction via social media – Twitter, Facebook, Flickr, & blogs.
 - Fax and photocopying services
 - Online training courses and other IT classes
 - Children’s books and activities
 - Reading groups for adults, teenagers/young people and children (including groups for different communities/languages)
 - Reference and information services
 - Family and local history
 - Newspapers and magazines
 - CD and DVD hire
 - Community meeting rooms
 - Homework Zones and after school groups
 - Access to computers and the internet for all via the People’s Network
 - Reader development activities, e.g. ‘Meet the Author’ sessions, adult literacy schemes, the ‘Six Book Challenge’

- Targeted services for ‘new arrivers’ – e.g. access to the ‘Life in Great Britain Citizenship course’
- Books in a broad range of community languages
- Partial membership for individuals without ID
- Councillor’s and MPs surgeries
- Job search sessions
- Writing groups
- Coffee mornings/discussion groups
- Mother and baby sessions
- Smart meters for loan
- Art clubs/creative activities for young people
- Exhibition spaces

2.2.4 Schools Library Service – provides collections of material linked to the National Curriculum and to reading for pleasure in schools as well as providing help and advice on school libraries and literacy provision, author events and activities. The unit operates on a trading basis and individual schools purchase the service.

2.2.5 The Young People’s Library Service - oversees the Summer Reading Challenge, Sheffield Children’s Book and Baby Book Awards and Bookstart. It also manages the Little Library van - targeting ‘hard to reach’ families across the city. The unit has links with major events and festivals, reading groups, Homework Zones and after school groups as well as a broad range of activities for children and young people. The service is also recognised as a Learning Destination for The Children's University.

2.2.6 Sheffield Library Theatre - offers an affordable venue, supporting the local arts, theatre, music and film scene hosting a broad range of events, from music, to wrestling to burlesque to variety and film shows.

2.2.7 Patients Library - provides a library for patients and staff in Weston Park Hospital in conjunction with the NHS, who partially fund the service

2.2.8 Home Library Service - is for any Sheffield resident who is unable to get to their local library and has no-one to help them do so. Reason for doing so could include disability, illness and or cultural isolation. The service may also be offered on a temporary basis, for example, whilst recovering from a hospital operation. Each month the service will select and deliver books or other materials based on the individual interests of the user.

2.2.9 Mobile Library Service – this is similar to our other lending services but provides a flexible alternative to borrowing materials for users who may be without transport or live a long distance from community libraries. There are 2 mobile library vehicles that cover 15 routes and over 90 stopping points.

2.2.10 Sheffield Conservation Unit - provides a full range of preservation and conservation by accredited staff. Principally the service works on archival material and undertakes the conservation of wax seals, parchment, paper and photographic material. The Unit also provides a service to the Local Studies library (which has items from the 17th century onwards in its collections) and, on occasion the wider

library service. The service also provides a digital preservation service to Archives and Local Studies. It acts as the Conservation Unit for the South Yorkshire Archives Service based at Sheffield Archives.

2.2.11 Sheffield Archives - acts as the archival repository for the City Council and its predecessors from the 13th century to date - this includes records relating to governance, schools, planning, finance, etc. It has 'The National Archive' status and is appointed a 'Place of Deposit' by the Ministry of Justice for the storage and management of archives from central government - the NHS, HM Courts and HM Coroner. In addition it is the repository for historical records of South Yorkshire Police, the Diocese of Sheffield and the Roman Catholic Diocese of Hallam. Also stored are the records of the South Yorkshire Archives Service which is funded by all four local authorities. Under the Local Government Act 1972 it also stores private records on loan or gifted to the City Council. Two large collections are held on behalf of the DCMS under the Treasury's Acceptance in Lieu of Inheritance Tax Scheme. The service responds to Freedom of Information and Data Protection requests on a daily basis and is open to the public 5 days a week. In addition there is a public engagement programme as well as services dealing with incoming material (the collections expand by approx 700 boxes a year), cataloguing and digitisation.

2.2.12 Picture Sheffield - is an online database of over 50,000 images of the city.

2.2.13 Sheffield Community Information Service / Help Yourself Directory - provides up to date information on voluntary organisations, clubs, community groups and related statutory services.

2.2.14 Give and Take donation scheme - began in February 2012 and is a great way of recycling used books, talking books and music CD's. As of Sept 2012, 6,079 items have been donated through 'Give and Take', 3,539 of which have been added to the library stock. Through the sale of donations, a total of £894.31 has been generated and reinvested into the materials fund.

2.3 Centralised support services

The following services provide support to front line library services to enable them to function efficiently, particularly the operation of the 28 libraries. Please note that the descriptions are clustered to aid general understanding of function, and are not necessarily reflective of service structure.

2.3.1 Records Management Service - provides a file storage, retrieval and disposal service for most Council Departments. The service also liaises with Archives to select files for permanent preservation.

2.3.2 Building maintenance & support - provides ad hoc and planned buildings work e.g. repairs, maintenance, and refurbishments. H&S risk assessments, First Aid training, Legionella testing, fire training and compliance monitoring at all sites.

2.3.3 Distribution services - has 3 library vans based at Staniforth Road that make deliveries to and from community libraries and other services. This facilitates the circulation of books and other library materials, delivery of internal mail and library equipment.

2.3.4 Budget & resource management. General budget management including the payment of utility bills and rates. HR functions including salary payments, timetabling and deployment of staff.

2.3.5 Materials management - focuses on the selection of books and materials for acquisition involving ordering, cataloguing, and electronic tagging. This service also involves managing book reservations, book donations and the inter-library loan system (i.e. lending and receipt of materials from other authorities).

2.3.6 Marketing & Promotion - service promotes library activity via social media e.g. Twitter, Facebook, blogs, Flickr and other sites. The service also produces promotional materials, e.g. quarterly newsletter, posters, notices, web and Intranet content.

2.3.7 Library IT Systems – provides the development and day to day support and maintenance of a range of IT systems in partnership with BIS & Capita This includes:

- The Symphony library management system
- The People’s Network (pc internet access).
- Dealing with systems failures and managing system recovery.
- System updates e.g. library closed dates, alterations to charges etc
- Training and development of staff on the Library Management System
- Provision of digital services e.g. web catalogue, online reservation and renewal facilities
- Netloan – a PC booking system for the People’s Network
- Installation and maintenance of RFID (Radio Frequency Identification) self service machines.

Note: I.T systems are delivered by Capita as part of SCC contract, e.g. network connections, servers, business applications, desktop hardware.

2.4 Use of community libraries

Community Libraries	Issues	People's Network	Visits	Weekly Hrs	Annual Hrs	Issues/Hr	PN/Hr	Visits/Hr	Comment
Broomhill	121,341	3,810	69,289	36.00	1,800	67.4	2.1	38.5	
Burngreave	23,699	10,784	37,810	24.00	1,200	19.7	9.0	31.5	
Chapelton	111,793	6,521	81,780	36.00	1,800	62.1	3.6	45.4	
Crystal Peaks	114,309	11,749	117,706	40.00	2,000	57.2	5.9	58.9	
Darnall	47,175	4,580	75,431	36.00	1,800	26.2	2.5	41.9	
Ecclesall	209,102	5,571	115,096	42.50	2,125	98.4	2.6	54.2	
Ecclesfield	42,302	1,723	23,232	21.00	1,050	40.3	1.6	22.1	
Firth Park				40.00		43.5	11.9	67.1	

	87,098	23,851	134,246		2,000				
Frecheville	28,366	1,382	38,699	21.00	1,050	27.0	1.3	36.9	
Gleadless	53,144	2,701	65,282	25.00	1,250	42.5	2.2	52.2	
Greenhill	66,794	6,988	47,681	25.00	1,250	53.4	5.6	38.1	
Highfield	95,605	11,586	77,312	36.00	1,800	53.1	6.4	43.0	
Hillsborough	94,864	8,341	75,761	36.00	1,800	52.7	4.6	42.1	
Jordanthorpe	17,432	5,050	27,302	21.00	1,050	16.6	4.8	26.0	
Manor	67,987	22,062	73,832	36.00	1,800	37.8	12.3	41.0	
Newfield Green	22,321	4,843	33,387	21.00	1,050	21.3	4.6	31.8	
Park	41,250	6,460	39,300	21.00	1,050	39.3	6.2	37.4	
Parson Cross	37,586	11,971	92,352	36.00	1,800	20.9	6.7	51.3	Visitor figure is for whole building not just library
Southey	26,160	6,623	39,879	21.00	1,050	24.9	6.3	38.0	
Stannington	59,652	1,003	46,482	21.00	1,050	56.8	1.0	44.3	
Stocksbridge	65,507	6,406	71,157	36.00	1,800	36.4	3.6	39.5	
Tinsley	16,842	5,063	26,866	21.00	1,050	16.0	4.8	25.6	
Totley	84,821	3,757	59,232	32.00	1,600	53.0	2.3	37.0	
Upperthorpe	35,957	10,428	190,350	35.00	1,750	20.5	6.0	108.8	Visitor figure is for whole building not just library
Walkley	44,404	3,409	39,915	21.00	1,050	42.3	3.2	38.0	
Woodhouse	42,506	4,158	40,489	21.00	1,050	40.5	4.0	38.6	
Woodseats	89,189	10,527	62,235	36.00	1,800	49.5	5.8	34.6	
Total Community Libraries	1,747,206	201,347	1,802,103	798	39,875	1,119.5	131.0	1,163.7	

2.5 Library buildings summary

Library	Postcode	Total hours open	Space/ Area estimate in m ²	Building quality & state of repair	Building Date	Does SCC own the Building?	Who owns the freehold?	Councils Interest	Toilets	DDA Accessibility	Community space and co-location
Broomhill	S10 5BR	36	548	Moderate	2005	Yes	Council	Freehold	staff	x	
Burngreave	S4 7LF	24	299	Good	2005	Yes	Other	Leasehold	staff	✓	Community room.
Central	S1 1XZ	52.5	4723	Poor	check	Yes	Council	Freehold	public	✓but limited	Community room.
Chapelton	S35 1AE	36	391	Moderate	2008	Yes	Council	Freehold	public	✓	Community room. Co-located with a Children's Centre
Crystal Peaks	S19 6HZ	40	2419	Good	2008	No	Other		staff	✓	Library & Council Offices building - shared with First Point, Sheffield Homes. Shared community room.
Darnall	S9 5JG	36	474	Moderate	2008	Yes	Council	Freehold Reversion	staff	✓	Community room.
Ecclesall	S11 9PL	42.5	561	Good	2005	Yes	Council	Freehold	public	✓	Community room.
Ecclesfield	S35 9UA	21	193	Good	2008	Yes	Council	Freehold	staff	✓	
Firth Park	S5 6QQ	40	1018	Moderate	2008	Yes	Council	Freehold	staff	✓	Community room.
Frecheville	S12 4YD	21	173	Poor	2008	Yes	Council	Freehold	staff	✓	
Gleadless	S12 3GH	25	212	Good	2008	Yes	Council	Freehold	staff	✓	The building is co-located with a medical centre and other health organisations.
Greenhill	S8 7FE	25	467	Moderate	2008	Yes	Council	Freehold	staff	✓	
Highfield	S2 4NF	36	782	Moderate (listed)	2008	Yes	Council	Freehold	public	x	Highfield House is attached to Highfield Library but is currently vacant.
Hillsborough	S6 4HD	36	994	Moderate (Listed)	2008	Yes	Council	Freehold	staff	✓	
Jordanthorpe	S8 8DX	21	230	Good	2008	Yes	Council	Freehold	staff	✓	
Manor	S12 2SS	36	920	Good	2008	Yes	Council	Freehold	public	✓	Manor Library co-located with a First Point Service. Community room.
Newfield Green	S2 2BT	21	196	Good	2008	Yes	Council	Freehold	staff	✓	
Park	S2 5QP	21	480	Good	2008	Yes	Council	Freehold	staff	✓	Community room.
Parson Cross Learning Zone	S5 8RB	36	276	Good	2011	No	Council	Freehold - Leased to SOAR	public	✓	Library is co-located with Sheffield Homes and SOAR (Southey and Owlerton Area Regeneration)
Southey	S5 8RB	21	385	Moderate	2008	Yes	Council	Freehold	staff	✓	Community room is used as a base for Southey Development Forum and LEAF (Local Enterprise Around Food).
Stannington	S6 6BX	21	112	Good	2008	Yes	Council	Freehold	staff	✓	
Stocksbridge	S36 1DH	36	569	Moderate	2008	Yes	Council	Freehold	staff	x	There is a community room which is accessible to wheelchair users on the ground floor.
Tinsley	S9 1UY	21	248	Moderate	2008	No	Other	Leasehold	staff	✓	
Totley	S17 4DT	32	313	Moderate	2008	Yes	Council	Freehold	staff	✓	
Upperthorpe	S6 3NA	35	1062	N/A	N/A	Yes	Council	Leasehold		x	Shared with various health and leisure facilities provided by Zest
Walkley	S6 3TD	21	446	Moderate (listed)	2008	Yes	Council	Freehold		x	
Woodhouse	S13 7JU	21	306	Moderate	2008	Yes	Council	Freehold	staff	✓	Community room.
Woodseats	S8 0SH	36	354	Poor	2008	Yes	Council	Freehold		x	

3. Library services in the future

3.1 Service standards and governance

If you are proposing to run a library service, in whole or in part, you will need to consider the following requirements for service standards and governance. We will want to discuss jointly with you how these standards will be met. Sheffield City Council reserves the right to amend or add to these requirements prior to any agreement.

3.1.1 Standards

- Libraries should be welcoming and open to everyone.
- Libraries should be free at the point of access and should be promoted as free and accessible to all sections of the community
- Library membership should be available for everyone who is living, working, studying or visiting Sheffield.
- The operation of the library, including the purchase of books and other materials must be neutral to political or religious interests.
- Libraries will continue to provide books as their core product but this should increasingly be in a variety of formats
- Libraries should aim to meet the diverse needs of the community for which it serves
- Libraries should continue to work with and develop the library services with organisations and groups outside of their library buildings
- The use of a wide range of library promotional events and activities should be seen as integral to a healthy and successful library service
- Fees and charges should be published and fairly applied to all users.
- Library users must be able to visit a library without a time limit, subject to library opening hours. (This does not extend to the use of resources).
- Library users must be able to visit a library free of charge. There should not be an entrance fee or membership restriction.
- In some circumstances admittance may be restricted i.e. anti-social behaviour, offensive or abusive behaviour.
- Responsibility for promoting and developing the service will be communicated in line with local, Regional and National decision making bodies and policy

3.1.2 Governance

- A clear, advertised and accountable decision making structure should be in place
- Procedures for dealing with complaints and disputes concerning the operation of a library service
- Safeguarding procedures for vulnerable adults and children using the service should be in place and both the provider and user of the service should be aware

- Awareness, understanding and compliance with employment, equalities, data protection and health and safety legislation
- Possession of the relevant insurances necessary for the operation of a library service– e.g. public liability
- Proven financial management procedures and accountability

3.2 Current Assessment of Need

The Library Review is undertaking a comprehensive needs assessment and analysis of which this 'Current Assessment of Need' is a preliminary extract. The comprehensive document will be finalised later in 2013. We will be looking for ideas and proposals that can help meet the needs of Sheffielders now and into the future.

This section highlights some of the issues and choices facing Sheffield people and library users.

3.2.1 Sheffield – key issues and characteristics

For more detailed information see the State of Sheffield report 2012
<https://www.sheffieldfirst.com/key-documents/state-of-sheffield>

a. Population

- The population for the city of Sheffield is 552,700 (Census 2011).
- By 2020, the city's population is expected to rise to around 587,000.
- Factors relating to increased population are: more young adults living in the city and a growing student population, longer life expectancy and a continuing increase in the city's birth rate.

b. Deprivation and affluence

- Generally, the most deprived communities are concentrated in the north east and east of the city.
- 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.
- 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 7 neighbourhoods in the 10% of least deprived (most affluent) locations in England.
- The most affluent communities are in the south west of the city.

c. Education and employment

- Sheffield's two universities now have around 58,500 students and Sheffield College has some 26,600 students.

- The proportion of the population with a degree level qualification in 2011 (32.5%) comparing well with many other cities.
- 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 east 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).

d. Health and wellbeing

- Compared to the other Core Cities, Sheffield has the longest overall life expectancy and the lowest levels of early deaths from cancer, heart disease and strokes.
- People in all parts of the city are living longer. Deaths from major illnesses, especially heart disease and cancer, have reduced markedly and there has been a reduction in the number of people, particularly children, killed or seriously injured on the roads.
- Mortality rates for men have halved since 1975 and for women reduced by 40%.
- Life expectancy, at 81.8 years for women and 78.2 years for men, is only a little below the national average.
- People in the most deprived parts of Sheffield still experience poorer health and die earlier than people living in the rest of the city.
- Ageing is a key component of overall wellbeing, and it is likely that Sheffield will have many more older people in the future than it does now.
- Currently around 9,000 older people (12% of all in city) receive support.
- By 2025 it is estimated that there will be a 23% increase in people aged over 75 years living alone, and an increase of 21% in people over 65 years old unable to manage at least one self-care activity (such as washing or dressing) on their own.

e. Diversity

- There are 128 languages spoken in the city's schools and communities.
- The ethnic and cultural profile continues to change. The proportion of residents classifying themselves as non-British white has grown from 11% in 2001 to 17% in 2009, with the largest increases occurring in the East European, Indian and Chinese communities.

f. Travel and accessibility

- Getting around the city is changing with more people using the city's tram network (Supertram) and favouring walking and cycling.

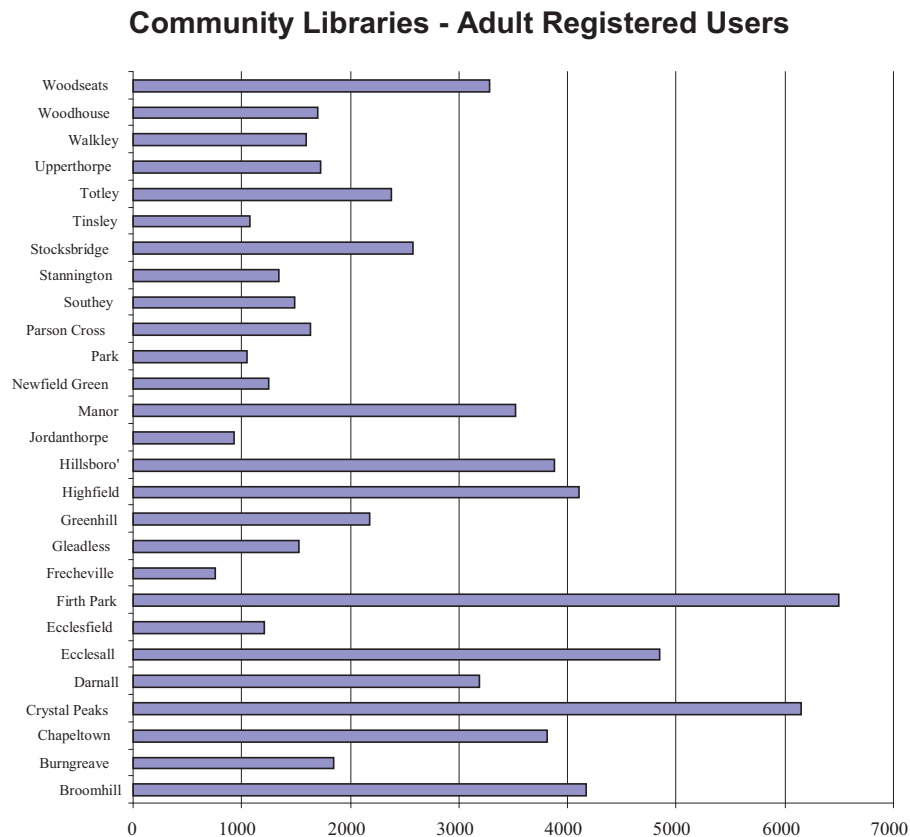
- Bus travel is declining and motor vehicles are still used by most people to travel with 153,960 households in Sheffield having access to a car or van (Census 2011).

3.2.2 Library users

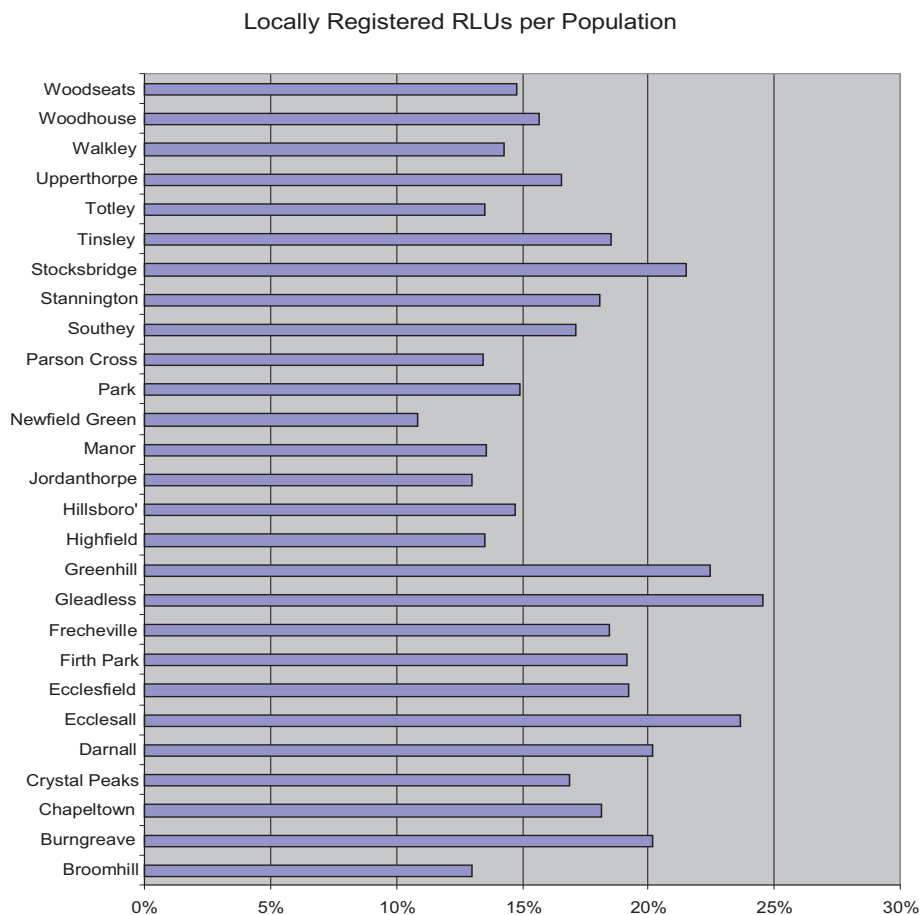
a. Registered library users (RLU's)

- Almost 1/3 of the city's population are registered library users.
- Individuals can register at, and use the services of, any of the library access points.
- 2011/12 figures show the number of registered (and active within 2 years) library users as 110,111, plus 69,702 children and young people under 18.
- In the period from November 2006 to April 2010 there was an overall reduction of 25% in Adult RLU's.
- The current record of RLU's includes anyone who has registered since April 2010 and anyone who registered before 2010 and used library services between 2010 and April 2012.
- The topography of Sheffield and its public transport links means that RLU's do not always live near to their closest library.

The graph below shows the number of RLU's at each community library:



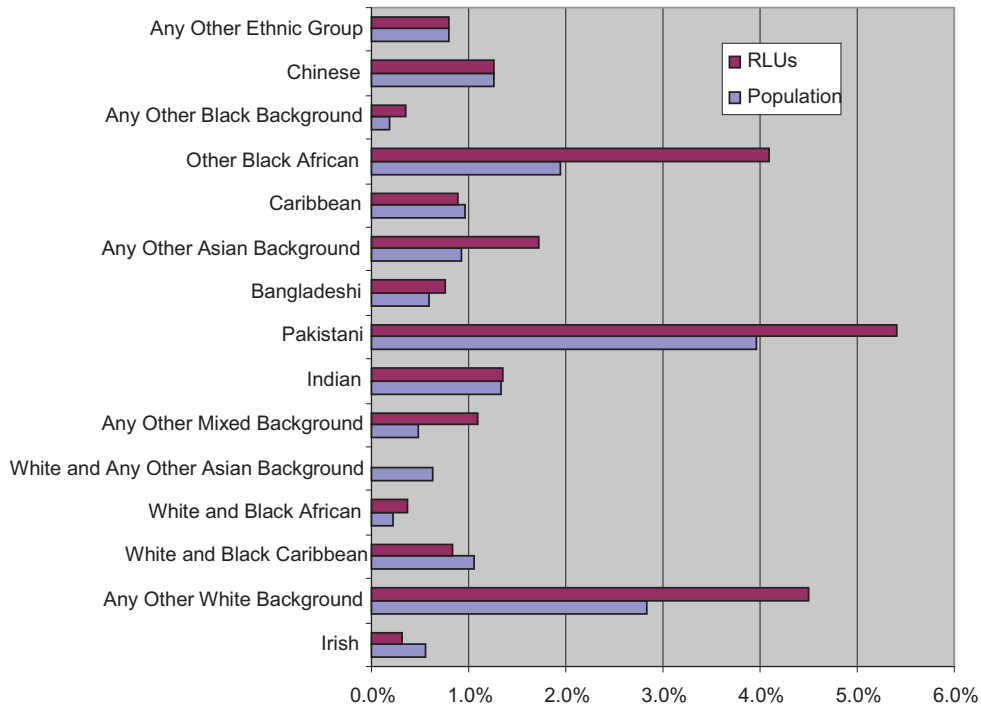
The graph below shows the percentage of RLU's per population:



b. Black and Minority Ethnic community

- Analysis of RLU's shows that 24% are from BME backgrounds compared to an estimate 17-18% of the population. This means 40% of BME adults are RLU's compared to 25% of White British adults. However, the BME community cannot be seen as a single homogenous group thus within the BME profile there are wide variations such that 60% of Black African adults and 20% of White Irish Adults are RLU's.
- Libraries can offer refugees and asylum seekers an environment to communicate, build relationships and improve English language skills. There is an expectation for libraries to provide information about UK citizenship and links to advice services such as the Citizens Advice Bureau. (**Source:** Focus group with refugees and asylum seekers in Sheffield).
- The chart below shows the percentage of RLU's from BME communities compared to the overall number of RLU's. This shows that the 3 BME ethnic groups most likely to be RLU's are Black African, Pakistani and Other White groups.

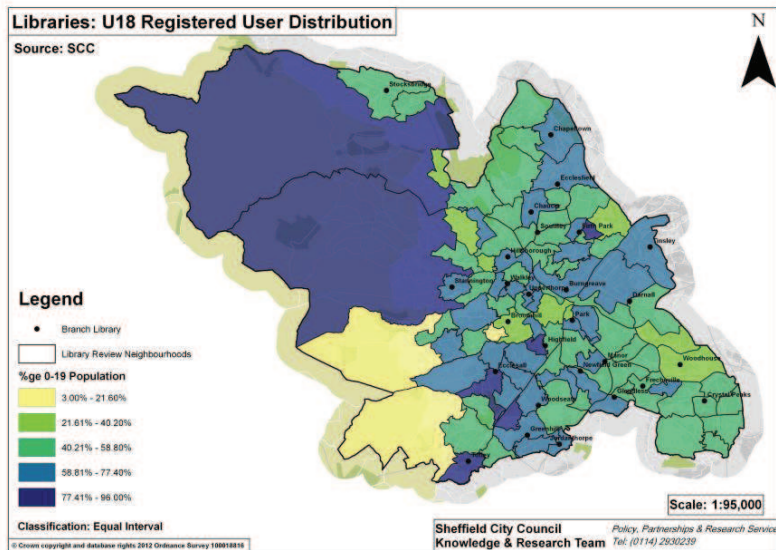
BME Population v RLU's



c. Children and Young People

- Young people have expressed a need for libraries to provide a quiet space to study and do their homework as well as to provide an element of social space that is warm and welcoming. (**Source:** Consultation focus groups with young people aged 11-18 years who live in the north and north east of the city).
- There is no discernable pattern in the proportions of children (under 18's) in the population registered as library users. The best performing areas are dispersed around the city. The only apparent feature is the generally lower performance in this area across the south east of the city.

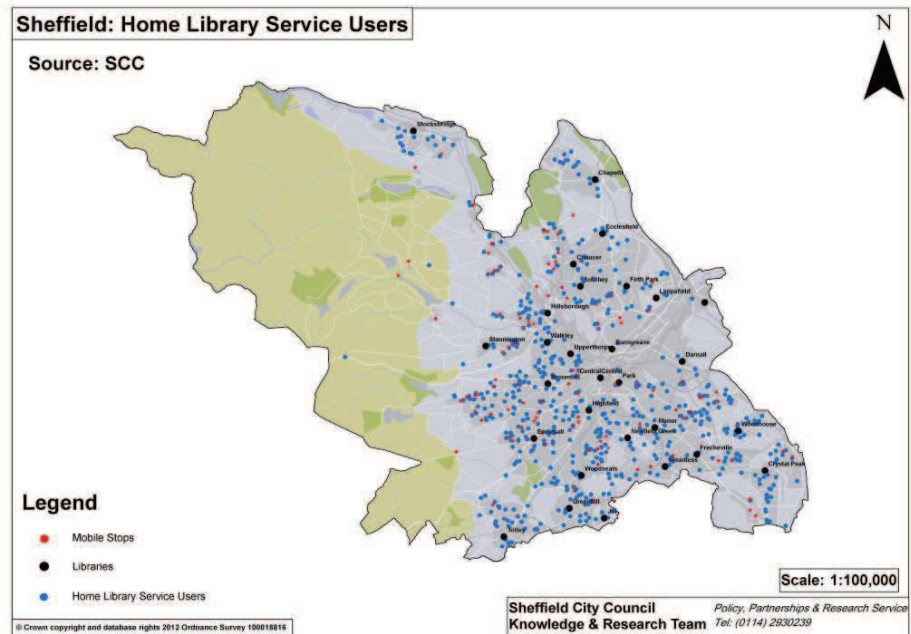
The map below shows the distribution of RLU's who are under 18 years of age:



d. Older People

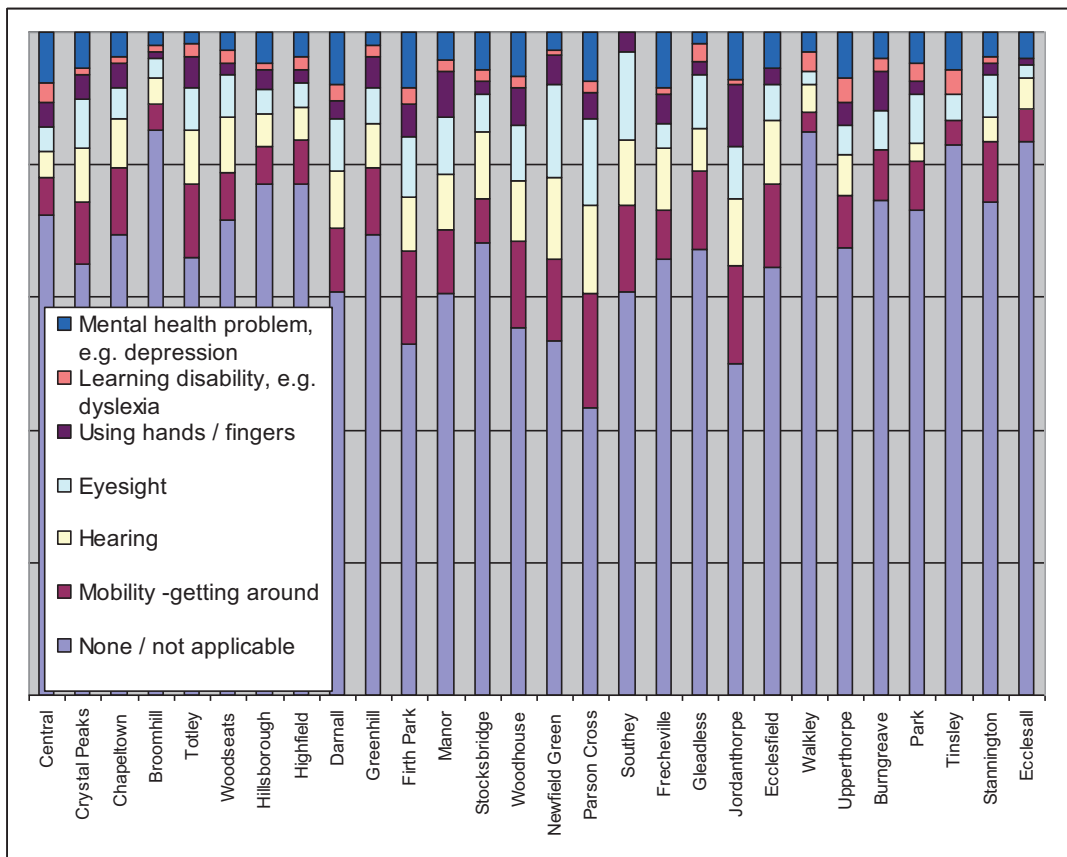
- Sheffield residents are living longer and there is an estimated increase in the number of people over 75 years living alone.
- The Home Library Service currently has 763 (Jan 2013) active users (majority aged 60+) which delivers books and other materials to people who otherwise cannot access library provision - this may be because of old age, disability or illness.
- Around 9,000 older people in Sheffield currently receive some form of social support

The map below shows how the Home Library Service users appear to be evenly distributed around the city:



e. Disability

- Monitoring of library users asks whether individuals consider themselves disabled. The current overall figure for this declaration is 10% in community libraries.
- People with disabilities feel it is important for libraries to be accessible. Issues such as the need to increase signage in libraries and the use of pictorial signs have been raised along with the barriers that physical access to non DDA compliant buildings can pose. (**Source:** Consultation focus groups).
- The need to provide accessible library buildings has been supported by a programme of works to improve accessibility (this is not yet complete).
- Users of the Home Library Service were invited to respond to a survey about the home delivery provision during the same consultation. 189 users responded which is approximately 26% of the total active users for this service. Out of these respondents, 125 people (65%) told us that they consider themselves to have a disability.
- The 2009 PLUS survey asked for further details about the nature of disability and the graph below details the relative proportions of the responses – this does not identify where one individual might have multiple disabilities.



3.2.3 Community library usage

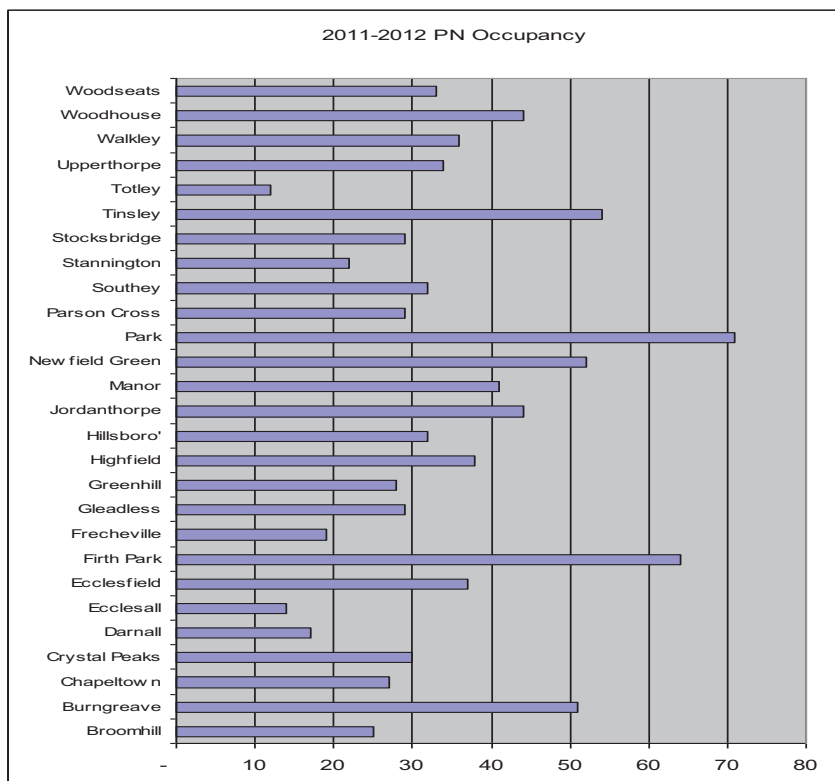
a. Trend

- The general trend of library activity shows a steady reduction in borrowing – down around 13% between 2009 & 2011. This contrasts with a steady increase in access to the People’s Network (PN) – up around 10% between 2009 & 2011.

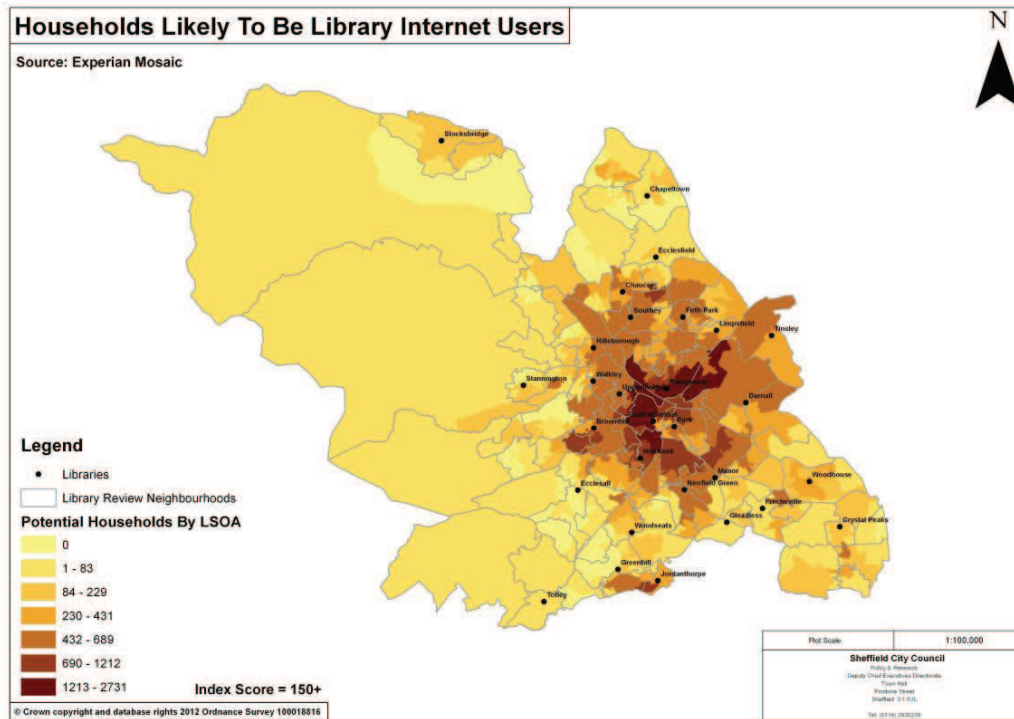
b. Internet access

- The PN internet access service was first introduced in 2003, grant funded from the New Opportunities Fund (the midweek lottery).
- The usage of this service varies significantly across the library service points with Manor and Firth Park providing more than twice the number of sessions than all other community libraries.
- Some community libraries have very limited space and hence limited numbers of PCs whilst others are better equipped and have more PN sessions available. This impacts on the number of PN sessions recorded. Therefore analysis is based on ‘occupancy’ rate to show how well the individual library sessions available are utilised.
- Occupancy rates vary from under 15% in less deprived areas like Ecclesall and Totley, to more than 60% in relatively poorer areas like Park and Firth Park. There is a correlation between the areas where households are less likely to have internet access and where library internet activity is high.

The graph below shows PN occupancy rates for each community library:



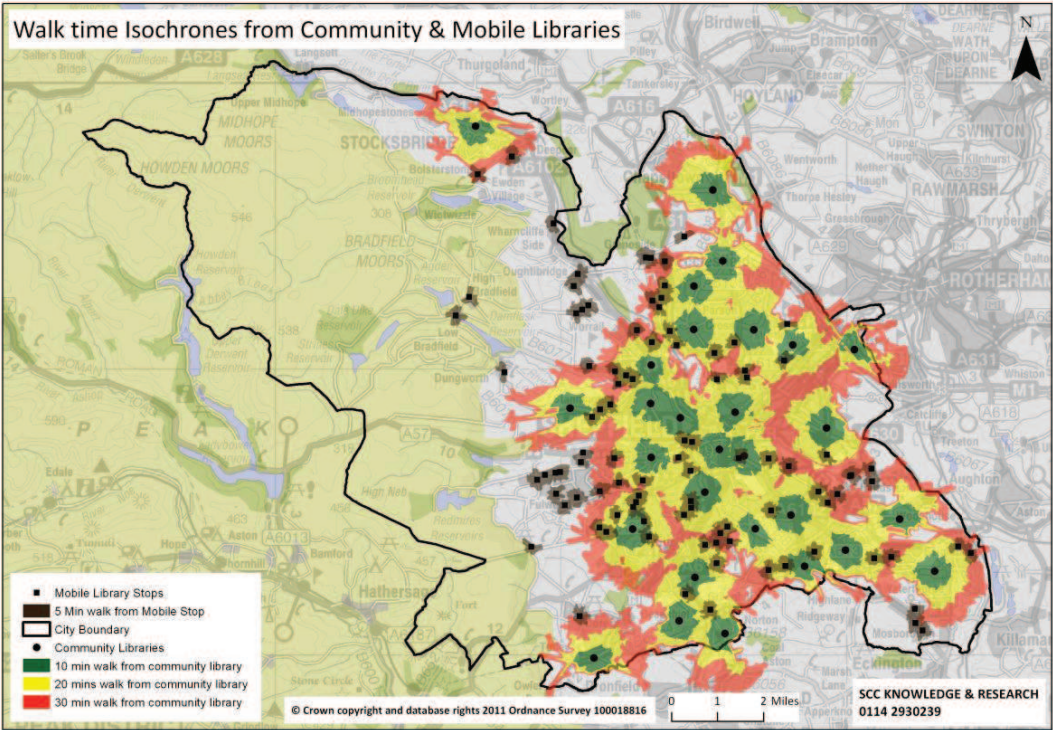
The map below depicts Experian Mosaic data set asking if households are 'likely to be Library Internet users'. This has common characteristics with the distribution of Job Seekers Allowance claimants across the city.



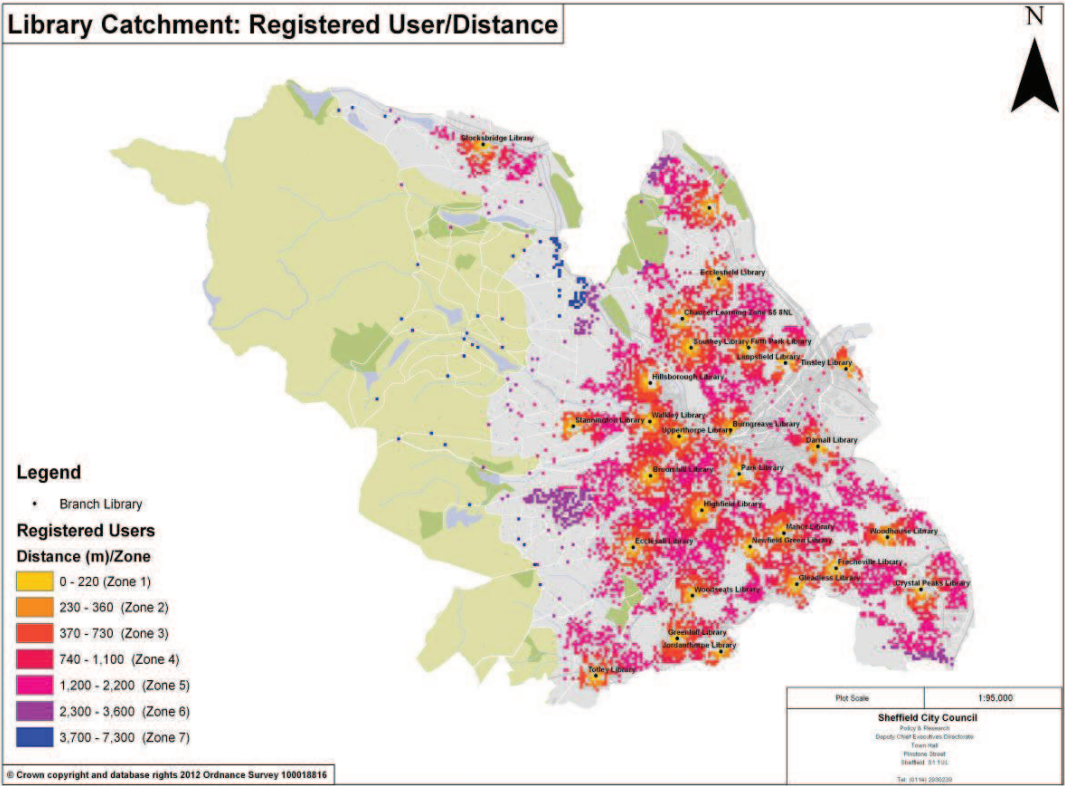
c. Location of libraries

- The location of libraries around the city results from a legacy stretching back to Victorian times when some of the current buildings were built but also encompasses initiatives throughout the last century and more recently, to respond locally to needs.
- Changes in the number of the population and the shifts in preferred locations mean that current buildings are not always in ideal locations.
- Some community libraries are relatively close together, whilst others are several miles away from the next nearest library.
- The topography of Sheffield is such that the proximity of a nearby library does not necessarily mean that it is accessible by public transport routes. Some library users therefore choose to use the Mobile Library Service as an alternative.
- Some of the mobile stops are located in rural areas well away from static libraries whilst in other areas mobile stops can be within 10 minutes walking distance.

The map below shows the proximity of community libraries and mobile stops and relative walking distances:



The map below shows the distance registered library users need to travel to their nearest library:



3.3 Library transfer models

At present Sheffield City Council operates 28 community libraries including the Central Library. To enable libraries to be economically sustainable in the future, some community libraries may be transferred to other organisations or groups. In many parts of England different local authorities have transferred some of their local libraries to community organisations.

3.3.1 Different models of governance for transferred libraries

The following are 4 possible different models of community involvement in running a library service:

- a. SCC oversees all libraries in the city, sets standards and monitors outcomes – any library service which is transferred will be subject to SCC standards and monitoring.
- b. SCC only oversees libraries which are part of a supported network. Other libraries act independently and can vary their service delivery and standards.
- c. A Trust is set up to oversee all library services across the city, or a Trust is set up to oversee some of the library services across the city.
- d. SCC provides centralised support services such as I.T., stock movement and peripatetic staff support, rather than providing and running library buildings. Support can be provided to independent libraries and/or libraries which are part of a supported network.

Further information and guidance for local authorities on communities becoming more involved in the provision of local library services has recently been produced by Arts Council England. This can be found on their website at:

<http://www.artscouncil.org.uk/what-we-do/supporting-libraries/community-libraries-research/>

3.3.2 Examples of how other local authorities have transferred libraries

- a. **Wakefield (Independent community libraries model)** - Wakefield Council are committed to managing and funding 14 libraries. 12 libraries were identified as not being viable and were in the process of closing. The Council explored whether any community groups were able to take on this library provision and 8 community groups have come forward to offer a volunteer run service. These 8 community led libraries are now independent of the Council and most have moved in to other buildings. The Council will provide training to the community groups running these libraries and a one off grant of £100k. They are also gifting a supply of surplus book stock, fixtures and fittings where available.

Web link:

<http://www.wakefield.gov.uk/CultureAndLeisure/Libraries/LibraryReview/default.htm>

- b. **Suffolk (Co-produced model - commissioned community library)** - Suffolk County Council has transferred its 44 libraries, mobile, school and prison library services to an independent organisation with charitable status. The new organisation

aims to work in partnership with local library groups to support and expand the service and opening hours. Library staff have been transferred to the new organisation, although some roles have been restructured.

Web link: <http://suffolkreads.onesuffolk.net/news/new-chapter-for-suffolk-s-libraries/>

- c. **Peterborough (Co-produced model - commissioned community library)** - An independent not-for-profit organisation with charitable status was set up called Vivacity which now runs the city's libraries and archives as well as other leisure and cultural services. The bulk of their funding comes from the Council but the remainder comes from trust funds. The library service is run with a mixture of paid staff and volunteers. Staff numbers were reduced prior to the transfer to Vivacity. Staff were transferred under the same terms of employment and pension conditions.

Web link: <http://www.vivacity-peterborough.com/vivacity/>

- d. **Wigan (Co-produced model - commissioned community library)** - The Wigan Leisure and Culture Trust was formed in 2003. The Trust is both a registered charity and a social enterprise and works on behalf of Wigan Council and other local authorities in the Metropolitan Borough of Wigan. The Trust manages and supports libraries and other leisure and cultural services. The transfer was intended to improve investment and the quality of service and 800 members of staff were transferred at the time from the Council. Staff were issued with new, more flexible working agreements and volunteers support and enhance the service whilst also running one of the Boroughs' libraries. The Trust receives external funding and is supported by income generation schemes that help to improve facilities and services. The Council also provides an annual grant to the Trust and remains the owner of all library buildings. A review is being carried out in light of current financial challenges which may see more changes to the library model.

Web link: <http://www.wlct.org/library-services/library-services.htm>

- e. **Luton (Co-produced model - commissioned community libraries covering the entire service)** - Luton libraries are now part of Luton Culture, a registered charity delivering services on behalf of the local authority. The aim was to enhance services whilst also making savings. The model enables funding to be more accessible, income to be generated and decisions made quicker. 9 libraries were transferred to the charitable trust. There remains an agreement whereby the Council still has the power to close libraries in the future if it needs to and the service is currently undergoing a review.

Web link: <http://www.lutonculture.com/luton-libraries/>

- f. **Kirklees (Co-produced model, community managed library)** - In 2005 the Chestnut Centre which is run by community organisation Fresh Horizons, opened in the deprived Deighton Brackenhall area of Kirklees. At the time, the centre contained a community café, nursery, IT suite and other community facilities. Then in 2007, a Library and Information Centre opened in the same building which was seen as a natural extension to the already successful centre. The service is delivered by

volunteers and there is a service level agreement between the Council and Fresh Horizons.

Web link: <http://www.kirklees.gov.uk/events/venuedetails.asp?vID=1533>

- g. **Hounslow (Commercial)** - Hounslow libraries were initially transferred to a charitable trust. When this arrangement came to an end, the council issued a tender to run the library service which resulted in a 15 year partnership (since 2008) with John Laing a private sector organisation. As part of the agreement libraries have been kept open. Most of the staff were transferred to the employment of John Laing, and efficiencies were identified in the staffing structure.

Web link: <http://www.hounslowlibraries.org/web/arena>

- h. **Caistor (Independent community libraries model)** - The Council transferred its library at Caistor to a social enterprise - the Caister Arts and Heritage Centre. This involved the library moving into the centre (formerly a council owned chapel) and the premises being transferred into the ownership of the social enterprise. The centre is run mainly by volunteers. The library is run with a mixture of employed staff (formerly council staff) and volunteers who are trained by the Council. Under the terms of a service level agreement the centre must house a café and a library and the Council pays an annual fixed sum.

Web link: <http://www.28ploughhill.co.uk/content/library>

- i. **Lewisham (Co-produced model, community managed library)** - Lewisham Council made the decision to retain 7 libraries and close 5. The closures were prevented by 4 libraries being transferred to community organisations. The libraries are run with a combination of volunteers and staff (from the community organisation), and library staff from the Council provide a peripatetic service. The fifth library scheduled for closure was shut in 2011 but is now being run in partnership between the Council and local organisations (without transfer). The opening hours have either remained the same or increased and there are self-issue terminals in all libraries.

Web link:

<http://www.lewisham.gov.uk/myservices/libraries/branches/Pages/Community-library-service.aspx>

- j. **Dorset** - Dorset Council runs 34 libraries in the county and plans to retain 25 and transfer 9. Dorset Council is working with eight communities to set up nine community managed libraries. The Council will provide books, computers and self service facilities and some staff support.

Web link: <http://www.dorsetforyou.com/403893>

4. What Next

Over the next couple of months (February - April 2013), we will be seeking ideas and proposals to support the future of Sheffield's library services. This will involve running information sessions, meeting with groups and organisations and providing, where possible, additional information (without breaching confidentiality or data protection).

Proposals will be formed by looking at the possibilities that come forward, alongside:

- The comprehensive needs assessment and analysis
- The results of consultation from the summer 2013
- The City's priorities
- The budget requirements
- Learning and good practice from elsewhere

These proposals will be the subject of a cabinet report in the spring. This will be followed by a further period of consultation, likely to be in the summer 2013 before the final decisions are ratified.

5. Appendices / attachments

Appendix 1 (Registration of Interest form) and Appendix 2 (Information session booking form) are attached to this document. They are accessible via the attachments panel on the left hand side.

These documents, along with the attached summary of consultation results, can also be downloaded from:

www.sheffield.gov.uk/libraryprospectus

www.sheffield.gov.uk/libraryreview

Paper copies can be mailed upon request.

Enquiries to: libraryreview@sheffield.gov.uk

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The future of Sheffield's library services - Needs Assessment

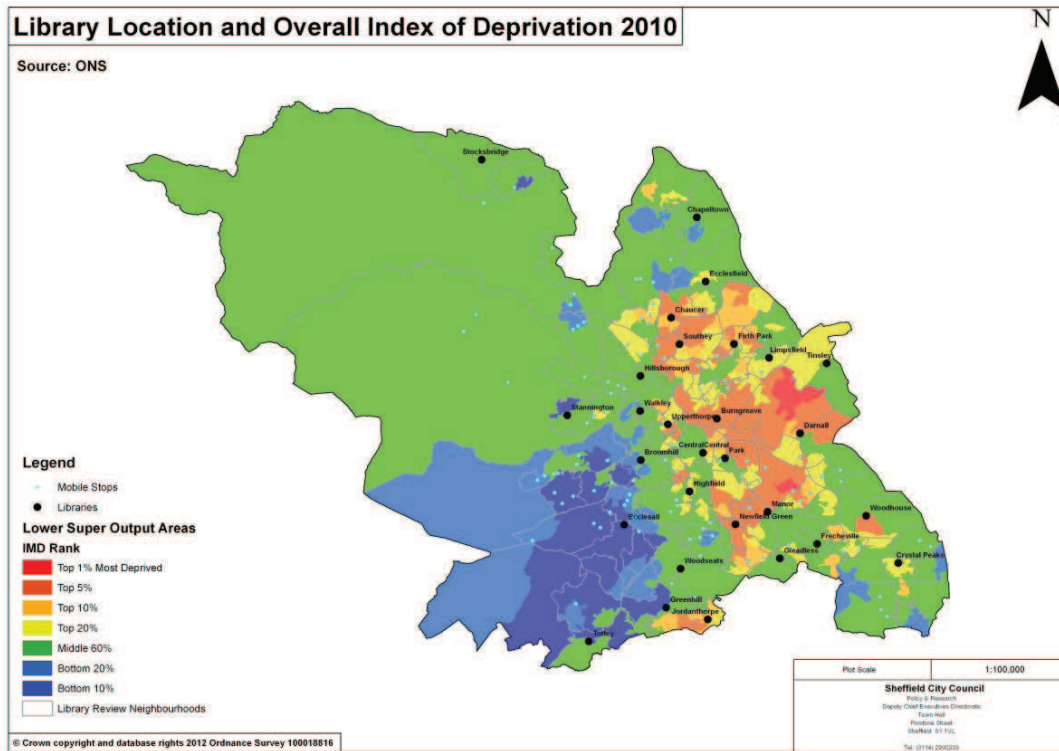
September 2013

1. BACKGROUND AND CONTEXT

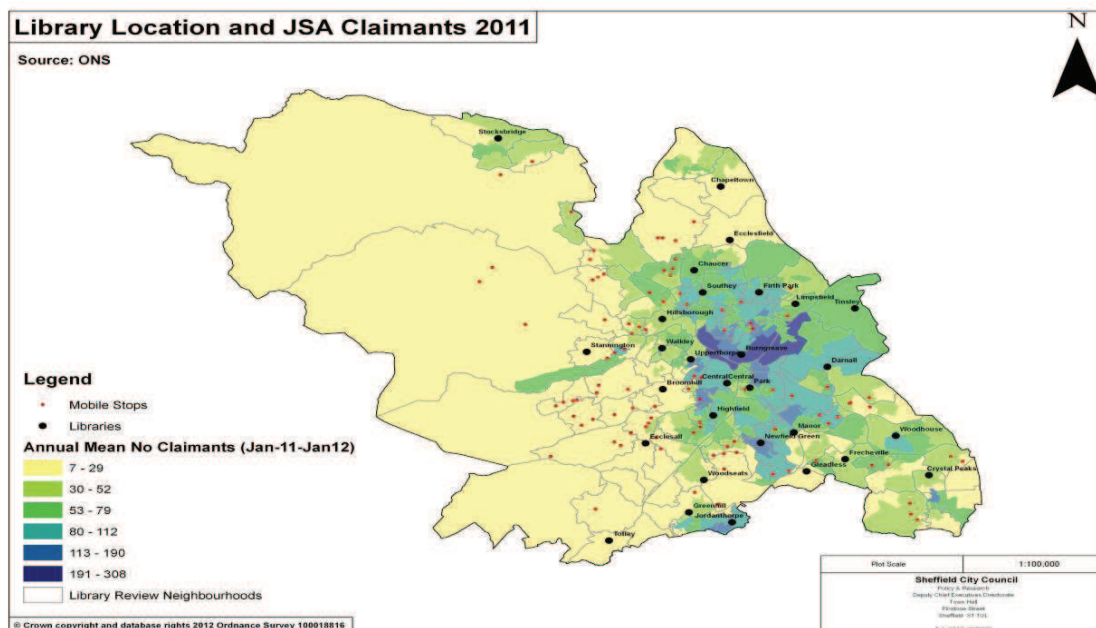
Sheffield: a local story

- 1.1. Sheffield is a city that is an increasingly vibrant and lively place to live with a lot to offer those who are born in the city and those who come to Sheffield for work or education.
- 1.2. The recent publication of the Census reveals that 552,698 people lived in the Sheffield local authority area in 2011, and the city experienced an 8% increase in its population since the previous Census in 2001 in line with the national average. In 2010 Sheffield also had the highest proportion of its population aged 65 years or over (15.5%) compared to the other English Core Cities.
- 1.3. The city's population is expected to rise to around 587,000 by 2020. Three factors combined to lead to this: more young adults living in the city as a result of more inward economic migration and a growing university student population, longer life expectancy with a 16% increase in the number of people aged over 75 and a 22% increase of people aged over 85 and a continuing increase in the city's birth rate.
- 1.4. Sheffield has a geographical pattern of communities that experience differing levels of deprivation and affluence. Generally speaking, the most deprived communities are concentrated in the north and east of the city whilst the most affluent in the south and west. This pattern of affluence and deprivation

has profound implications for inequalities within the city.



- 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.



- 1.6. Sheffield also has a number of rural and smaller settlements, some of which are distinctively situated within the Peak District National Park. These communities are diverse in their characteristics and the challenges they face.

Some key contextual issues

The following issues are relevant to the provision of Library Services and needs of the local communities.

- 1.7. There are more young adults living in the city thanks to the excellent offer of the city's two universities and college and those looking for jobs that a modern and inclusive city attracts.
- 1.8. Sheffield is also increasingly a diverse city, both ethnically and culturally, and is becoming more cosmopolitan. There are 128 languages spoken in the city's schools and community cohesion and community safety remain positive points for Sheffield
- 1.9. The ethnic and cultural profile also continues to change, with the proportion of residents classifying themselves as non-British white growing from 11% in 2001 to 19% in 2011, with the largest increases occurring in the Black African, Black other and Chinese communities since 2001. Sheffield has long-standing, established ethnic communities and new BME communities have also emerged. The ethnic profile of the city will continue to change in the future reflecting the age profile and birth rates among some of the BME communities.
- 1.10. The two universities now have around 63,125 students and Sheffield College has some 18,500 students. The proportion of the population with a degree level qualification in 2011 (32.5%) also compares well with many other cities. Similarly, 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.
- 1.11. 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).
- 1.12. The general health of the city is improving. Compared to the other Core Cities, Sheffield has the longest overall life expectancy and the lowest levels of early deaths from cancer, heart disease and strokes. People in all parts of the city are living longer. Deaths from major illnesses, especially heart disease and cancer, have reduced markedly and there has been a reduction in the number of people, particularly children, killed or seriously injured on the roads.

- 1.13. This means mortality rates for men have halved since 1975 and for women reduced by 40%. Life expectancy, at 81.8 years for women and 78.2 years for men, is only a little below the national average. Overall health in Sheffield continues to improve, including a narrowing of the gender gap but improvements in women's health have slowed over the last few years. This may be due in part to changing employment and lifestyles, since levels of smoking and drinking alcohol to excess have been increasing in young females.
- 1.14. 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.
- 1.15. Ageing is a key component of overall wellbeing, and as stated earlier, it is likely that Sheffield will have many more older people in the future than it does now. Currently around 9,000 older people (12% of all in city) receive support, and by 2025 it is estimated that there will be a 23% increase in people aged over 75 years living alone, and an increase of 21% in people over 65 years old unable to manage at least one self-care activity (such as washing or dressing) on their own.
- 1.16. 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.
- 1.17. Along with other northern cities, house prices in Sheffield increased between 2000 and 2010 at a rate above the national average (a growth rate of +9% compared to GB at +8%), with the mean price rising from £63,310 to £149,600. However between June 2012 and June 2013 house prices in Sheffield fell by 2.58% whilst the average house price in England and Wales rose by 0.79%.
- 1.18. The State of Sheffield 2012 was also prepared at a time when the city and the UK more generally were facing considerable financial and economic uncertainty. Over the last year these conditions have remained as a backdrop to the changing circumstances of each and every individual and household in Sheffield. In the summer of 2012 the U.K. economy remained in recession, after GDP shrank by 0.4% in the three months of April to June. Yet there is an impression that many of the positive attributes of the city – such as the recent economic diversification, the changing demographic profile, and the continued quality of life offer – have contributed to the amelioration of some of the worst impacts of these wider national and international circumstances on many people and communities in the city.

- 1.19. Of equal importance are the immediate to short term changes that the city will undergo in the next five years as a result of a range of national government policies that will increasingly have impact over this period. Particularly significant are
- 1.19.1. the reforms of the welfare system and the introduction of universal benefit;
 - 1.19.2. the shifting scenery of economic development and changes in planning policies and procedures; and finally
 - 1.19.3. changes which have seen an increase in University fees, an increase in apprenticeships, and changes in many aspects of the way schools operate and are run.
- 1.20. These challenges to Sheffield and its leaders are those also faced by all other cities across the UK, yet there are differences in how individual cities and regions are affected, and there can be variety in their ability to respond.

2. SHEFFIELD LIBRARIES AND ARCHIVE SERVICE – OUR VISION

- 2.1. The Sheffield City Council Corporate Plan 2011-2014 states that as an organisation we will focus on four priorities:
- 2.1.1. Standing up for Sheffield
 - 2.1.2. Supporting and protecting communities
 - 2.1.3. Focusing on jobs
 - 2.1.4. Business-friendly
- 2.2. Libraries are and can continue to be, key community 'anchors' connecting the central governance of the city with local communities. Critical to this role is the importance of the libraries themselves creating and sustaining a strong sense of place in the city and the community.
- 2.3. The four priorities above will set the direction for Sheffield's Libraries, Archives and Information Service and will work alongside our 'vision'.
- 2.4. **Our vision** - Sheffield will be proud of its forward thinking, thriving, innovative and contemporary library service that promotes lifelong learning, digital inclusion and celebrates reading. The future sustainability and development of deliverable options will ensure that our library services flourish.
- 2.5. **How we will do this**
- 2.5.1. **Promote reading and a wide range of resources** - Sheffield's libraries provide a seamless service with a wealth of literacy and IT resources for people of all ages. Celebrating books and reading will enhance literacy skills across the city through provision of a wide variety of programmes and services.
 - 2.5.2. **Create welcoming library spaces** - Libraries will be attractive places that encourage use by a variety of groups whilst ensuring neutral, high quality public spaces, both indoor and outdoor, that respond to local community needs. They will be fit for purpose and co-located with other services where appropriate, bringing service points closer to neighbourhoods.
 - 2.5.3. **Celebrate Sheffield's successful centres and rich local history** - Libraries will act as 'hubs' for the community shaping our successful centres; providing a focus for local civic pride, and celebrating the city's diverse history, locality and culture. A high

quality Central Library offering an opportunity to showcase Sheffield will demonstrate the city's commitment to this.

- 2.5.4. **Tackle poverty and social inequality** - As community hubs, libraries will recognise the need for tackling poverty and social inequality, enabling access to a wealth of information to aid development and new opportunities.
- 2.5.5. **Promote lifelong learning** - Libraries will enable people of all ages and life experience to explore, discover and learn on their terms through access to information and learning opportunities. Children and young people will be encouraged to attain their potential through learning, reading and literacy.
- 2.5.6. **Deliver sustainable services with a focus on 'need'** - We will take a 'tailor made' approach towards a new library model which recognises the needs of district and local centres across the city. Sustainable and modern services will inspire, enrich and entertain Sheffield.

2.6. **Our Key Objectives**

- 2.6.1. Libraries that offer quality resources and space for a variety of groups and individuals;
- 2.6.2. Cost effective and efficiently managed services that demonstrate value and quality to the community;
- 2.6.3. Delivery of services that meet the individual and diverse needs of the local community;
- 2.6.4. Improvement of literacy and skills for people of all ages and promote reading through specialist services and projects;
- 2.6.5. Enable people to realise their potential through learning opportunities;
- 2.6.6. Community managed and locally organised services;
- 2.6.7. Strong partnerships and links with community organisations and local services including Advice Centres, Job Centres and other stakeholders;
- 2.6.8. A diverse, flexible and well trained workforce, supportive of change

3. SHEFFIELD LIBRARIES AND ARCHIVE SERVICE - OUR SERVICES

- 3.1. **Central Library** - provides a lending library, reference and local studies service for the whole city as well as specialist services, e.g. Music and Film, World Metal Index, Intellectual Property and business information - the library is part of PATLIB UK. (Patent Libraries UK is an alliance of libraries across the UK providing information on Intellectual Property to business and the local community). The Central Library also acts as the service headquarters particularly in terms of stock purchase and management. It also has a role for reserve stock collections used across the city.
- 3.2. **Central Children and Young People's Library** - provides a comprehensive service to children, young people and families. It has lending and reference facilities, including multi-format videos and talking books. Activities for children and parents include Beginner Bookworms, Babytime and Storytime.
- 3.3. **Community Libraries** - are a key component of the Council's Successful Centres Programme providing a variety of social spaces – as well as somewhere to borrow books or find information. Sheffield currently has 27 Community Libraries (not including the Central Library) across the city. Services provided include: -
- Book lending, request service and inter-library loan
 - 24 hour online services, online reservations and renewals and interaction via social media – Twitter, Facebook, Flickr, & blogs.
 - Fax and photocopying services
 - Online training courses and other IT classes
 - Children's books and activities
 - Reading groups for adults, teenagers/young people and children (including groups for different communities/languages)
 - Reference and information services
 - Family and local history
 - Newspapers and magazines
 - CD and DVD hire
 - Community meeting rooms
 - Homework Zones and after school groups

- Access to computers and the internet for all via the People's Network
- Reader development activities, e.g. 'Meet the Author' sessions, adult literacy schemes, the 'Six Book Challenge'
- Targeted services for 'new arriviers' – e.g. access to the 'Life in Great Britain Citizenship course'
- Books in a broad range of community languages
- Partial membership for individuals without ID
- Councillor's and MPs surgeries
- Job search sessions
- Writing groups
- Coffee mornings/discussion groups
- Mother and baby sessions
- Smart meters for loan
- Art clubs/creative activities for young people
- Exhibition spaces

3.4. **Schools Library Service** – provides collections of material linked to the National Curriculum and to reading for pleasure in schools as well as providing help and advice on school libraries and literacy provision, author events and activities. The unit operates on a trading basis and individual schools purchase the service.

3.5. **The Young People's Library Service** - oversees the Summer Reading Challenge, Sheffield Children's Book and Baby Book Awards and Bookstart. It also manages the Little Library van - targeting 'hard to reach' families across the city. The unit has links with major events and festivals, reading groups, Homework Zones and after school groups as well as a broad range of activities for children and young people. The service is also recognised as a Learning Destination for The Children's University.

3.6. **Sheffield Library Theatre** - offers an affordable venue, supporting the local arts, theatre, music and film scene hosting a broad range of events, from music, to wrestling to burlesque to variety and film shows.

3.7. **Patients Library** - provides a library for patients and staff in Weston Park Hospital in conjunction with the NHS, who partially fund the service

- 3.8. **Home Library Service** - is for any Sheffield resident who is unable to get to their local library and has no-one to help them do so. Reason for doing so could include disability, illness and or cultural isolation. The service may also be offered on a temporary basis, for example, whilst recovering from a hospital operation. Each month the service will select and deliver books or other materials based on the individual interests of the user.
- 3.9. **Mobile Library Service** – this is similar to our other lending services but provides a flexible alternative to borrowing materials for users who may be without transport or live a long distance from community libraries. There are 2 mobile library vehicles that cover 15 routes and over 90 stopping points.
- 3.10. **Sheffield Conservation Unit** - provides a full range of preservation and conservation by accredited staff. Principally the service works on archival material and undertakes the conservation of wax seals, parchment, paper and photographic material. The Unit also provides a service to the Local Studies library (which has items from the 17th century onwards in its collections) and, on occasion the wider library service. The service also provides a digital preservation service to Archives and Local Studies. It acts as the Conservation Unit for the South Yorkshire Archives Service based at Sheffield Archives.
- 3.11. **Sheffield Archives** - acts as the archival repository for the City Council and its predecessors from the 13th century to date - this includes records relating to governance, schools, planning, finance, etc. It has 'The National Archive' status and is appointed a 'Place of Deposit' by the Ministry of Justice for the storage and management of archives from central government - the NHS, HM Courts and HM Coroner. In addition it is the repository for historical records of South Yorkshire Police, the Diocese of Sheffield and the Roman Catholic Diocese of Hallam. Also stored are the records of the South Yorkshire Archives Service which is funded by all four local authorities. Under the Local Government Act 1972 it also stores private records on loan or gifted to the City Council. Two large collections are held on behalf of the DCMS under the Treasury's Acceptance in Lieu of Inheritance Tax Scheme. The service responds to Freedom of Information and Data Protection requests on a daily basis and is open to the public 5 days a week. In addition there is a public engagement programme as well as services dealing with incoming material (the collections expand by around 700 boxes a year), cataloguing and digitisation.
- 3.12. **Picture Sheffield** - is an online database of over 50,000 images of the city.
- 3.13. **Sheffield Community Information Service / Help Yourself Directory** – an on-line directory which provides up to date information on voluntary organisations, clubs, community groups and related statutory services and achieves 30,000 'hits' per month.

3.14. **Give and Take donation scheme** - began in February 2012 and is a great way of recycling used books, talking books and music CD's. As of Sept 2012, 6,079 items have been donated through 'Give and Take', 3,539 of which have been added to the library stock. Through the sale of donations, a total of £894.31 has been generated and reinvested into the materials fund.

3.15. **Centralised support services**

The following services provide support to front line library services to enable them to function efficiently, particularly the operation of the 28 libraries. Please note that the descriptions are clustered to aid general understanding of function, and are not necessarily reflective of service structure.

- 3.15.1. **Records Management Service** - provides a file storage, retrieval and disposal service for most Council Departments. The service also liaises with Archives to select files for permanent preservation.
- 3.15.2. **Building maintenance & support** - provides ad hoc and planned buildings work e.g. repairs, maintenance, and refurbishments. H&S risk assessments, First Aid training, Legionella testing, fire training and compliance monitoring at all sites.
- 3.15.3. **Distribution services** - has 3 library vans based at Staniforth Road that make deliveries to and from community libraries and other services. This facilitates the circulation of books and other library materials, delivery of internal mail and library equipment.
- 3.15.4. **Budget & resource management.** General budget management including the payment of utility bills and rates. HR functions including salary payments, timetabling and deployment of staff.
- 3.15.5. **Materials management** - focuses on the selection of books and materials for acquisition involving ordering, cataloguing, and electronic tagging. This service also involves managing book reservations, book donations and the inter-library loan system (i.e. lending and receipt of materials from other authorities).
- 3.15.6. **Marketing & Promotion** - service promotes library activity via social media e.g. Twitter, Facebook, blogs, Flickr and other sites. The service also produces promotional materials, e.g. quarterly newsletter, posters, notices, web and Intranet content.
- 3.15.7. **Library IT Systems** - provides the development and day to day support and maintenance of a range of IT systems in partnership with BIS & Capita This includes:

- The Symphony library management system

- The People's Network (pc internet access).
- Dealing with systems failures and managing system recovery.
- System updates e.g. library closed dates, alterations to charges.
- Training and development of staff on the Library Management System
- Provision of digital services e.g. web catalogue, online reservation and renewal facilities
- 'Netloan' – a PC booking system for the People's Network
- Installation and maintenance of RFID (Radio Frequency Identification) self-service machines.

Note: I.T systems are delivered by Capita as part of SCC contract, e.g. network connections, servers, business applications, desktop hardware.

4. ASSESSMENT OF LOCAL NEEDS

4.1. This analysis of local needs has been primarily based on:

- consideration of the wide range of those needs caught by the definition of all those who live, work and study in the area;
- an assessment of accessibility – drawing on travel data including frequent and accessible public transport routes;
- consideration of the views of existing users;
- an assessment as to whether there is any differential impact (via an equalities impact assessment) on whether any specific communities or groups would experience positive or negative impacts as a result of the proposed changes to the service; and
- consideration of information from other services/portfolios.

4.2. There has also been a consideration of new and or amended ways of operating the service that might be more efficient including:

- whether the library buildings are fit for purpose, and or in the right place to serve the needs of the community;
- whether there is scope for more effective use of resources;
- whether there is scope to provide the service more efficiently via delivery partnerships within and outside of the authority;
- the level of demand for the services in the way that they are currently offered;
- whether the buildings are beyond their useful life and what the scope of shared facilities might be; and
- whether a physical presence is necessary, taking into account the particular needs of that community, and if it could be replaced by other means such as a mobile service;

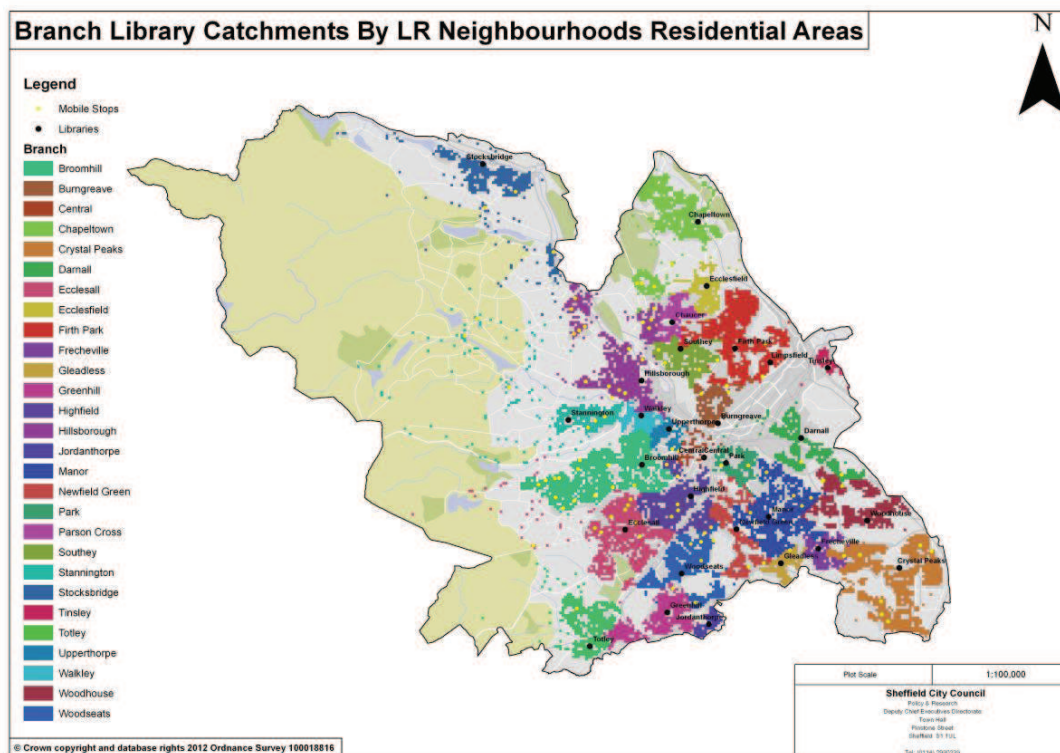
4.3. Specific considerations have been given to:

- relative levels of deprivation, (IMD rankings across the city)
- Indications of whether people are likely to use the Library Service's IT and internet facilities
- levels of unemployment
- Levels of need/usage by people from BME Communities
- Levels of need/usage by people with Disabilities

- Proportions of older people - who are a key user group of the Library Service currently and may have particular mobility needs.
- Levels of usage by children and/or their carers.

4.4. Community Libraries

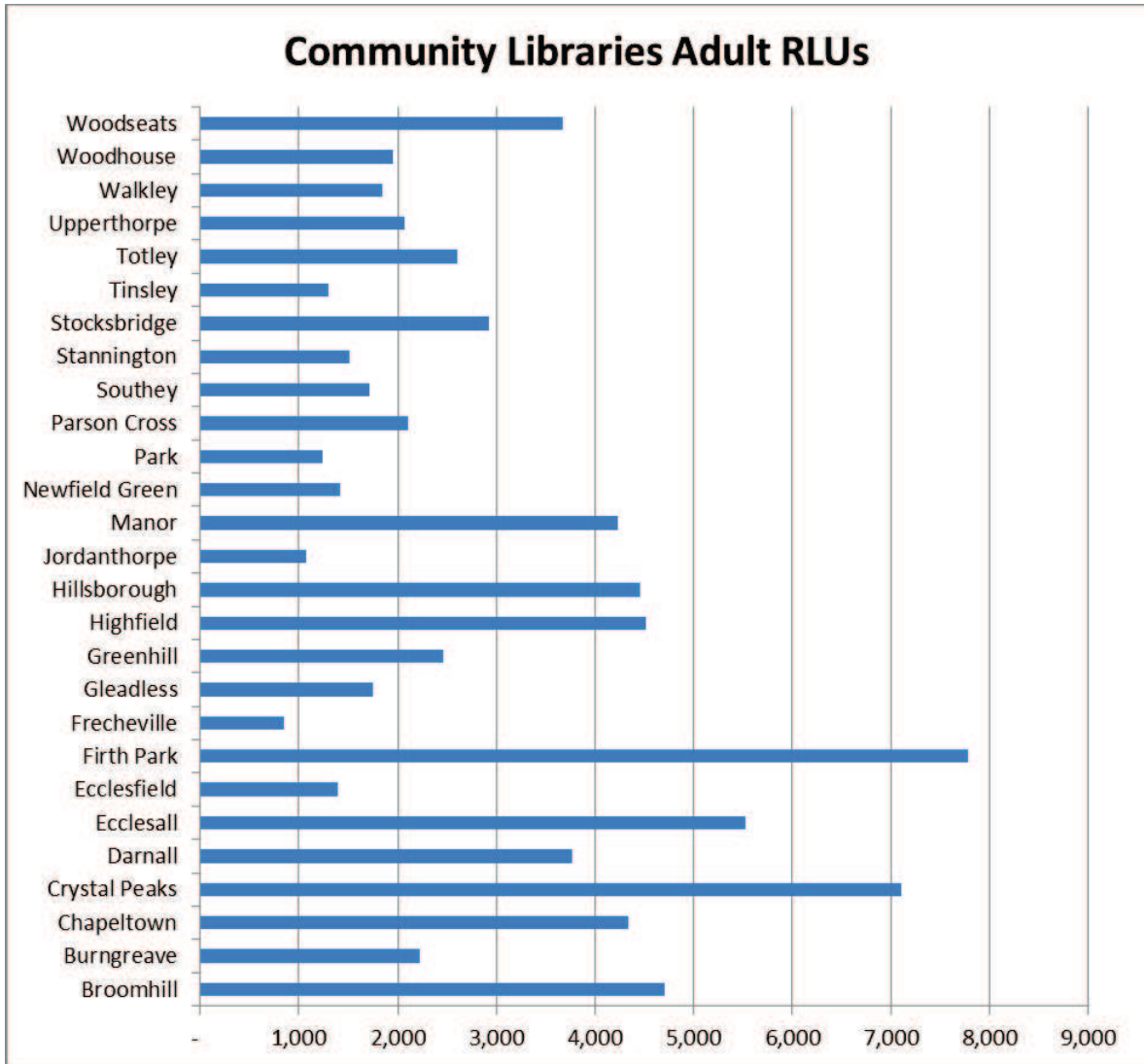
4.4.1. Sheffield currently has 27 Community Libraries across the city. Individuals can register at, and use the services of, any of the Library access points. The current record of Registered Library Users (RLUs) includes anyone who has registered since April 2010 and anyone who registered before 2010 and used Library Services between 2010 and April 2012. In order to analyse how effectively Community Libraries are meeting the needs of their local population we have designated Community Library catchment areas based on where local people have chosen to register as RLUs. The map below shows these catchment areas. The topography of Sheffield and its public transport links means that this is not always the closest library.



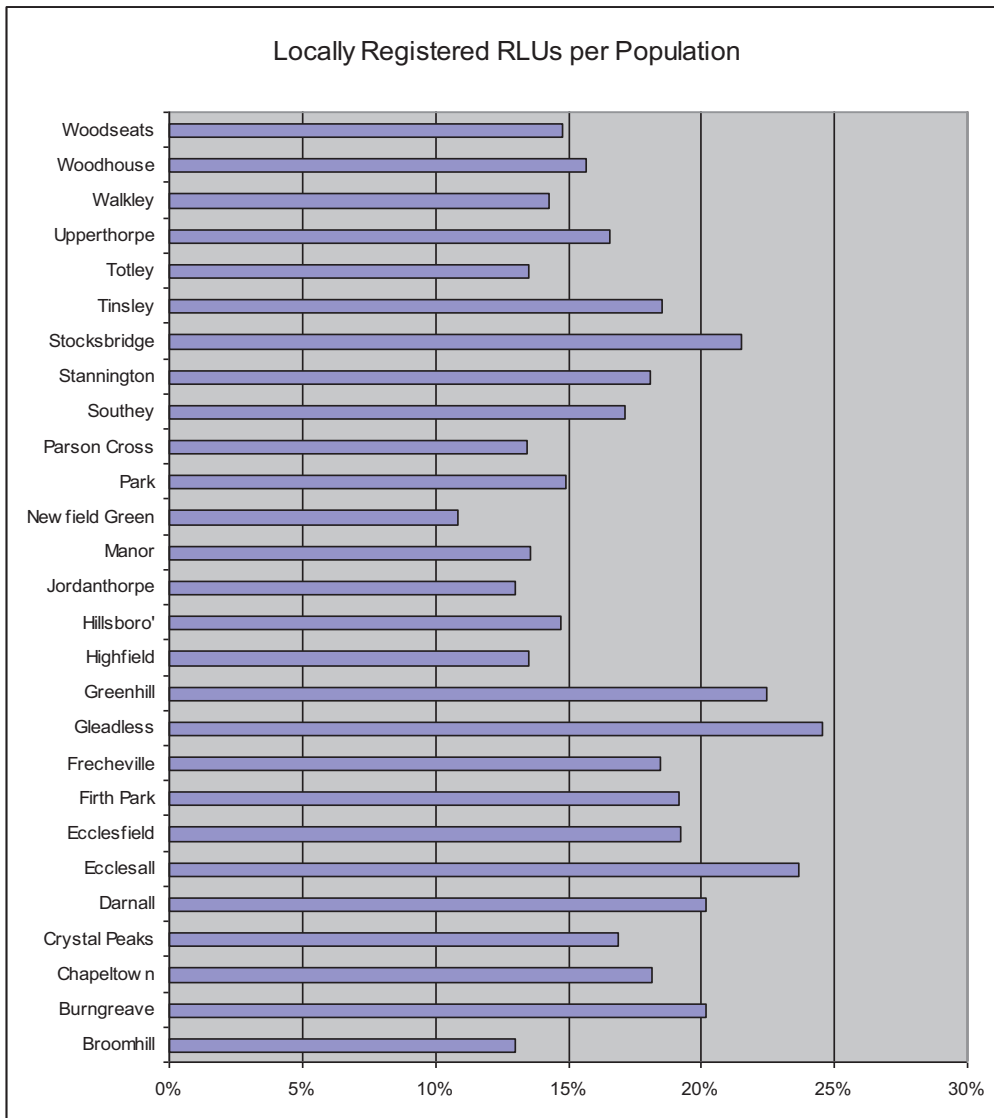
4.5. Registered Library Users

4.5.1. As at May 2013 Sheffield had a total of 194,000 Registered Library Users (RLUs), around 35% of its total population. This is made up of 134,000 adults and 60,000 people under the age of 18. For adults 60% are registered at Community Libraries, 28% at the Central Library and the remaining 32% with the Archives, Home or Mobile Library Services. For children 90% are registered at Community Libraries.

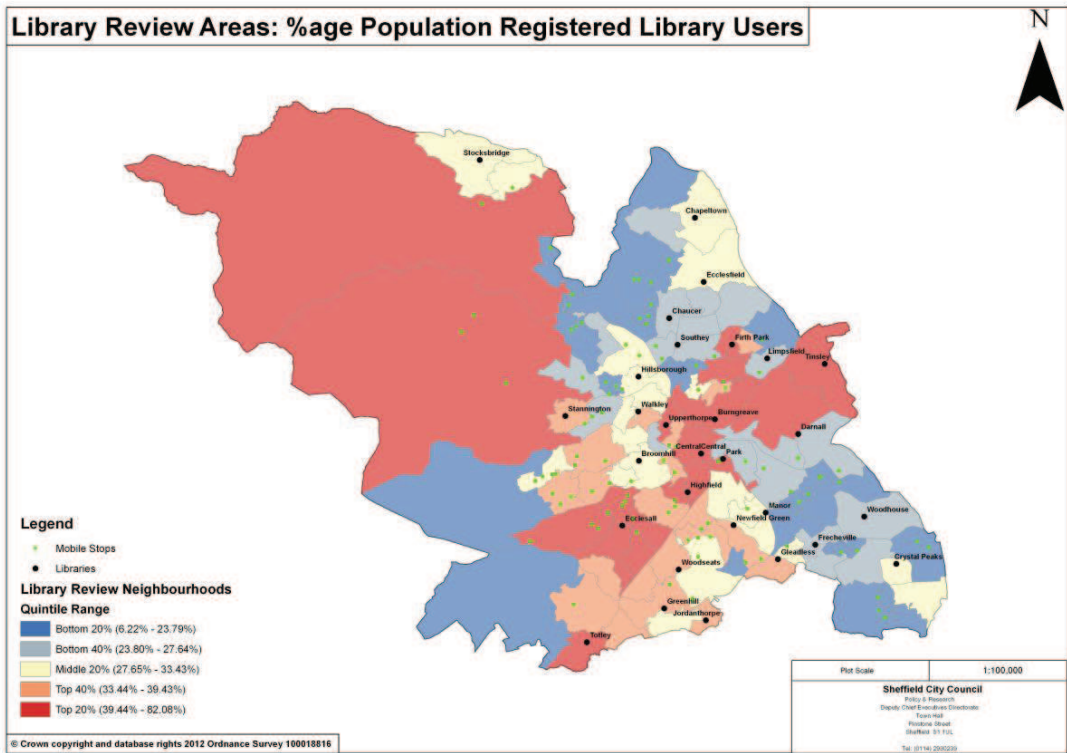
4.5.2. Each Community Library has its own distinguishing features not least the number of adult registered users, shown in the table below. This varies from around 800 in Frecheville to over 7,000 at Firth Park and at Crystal Peaks.



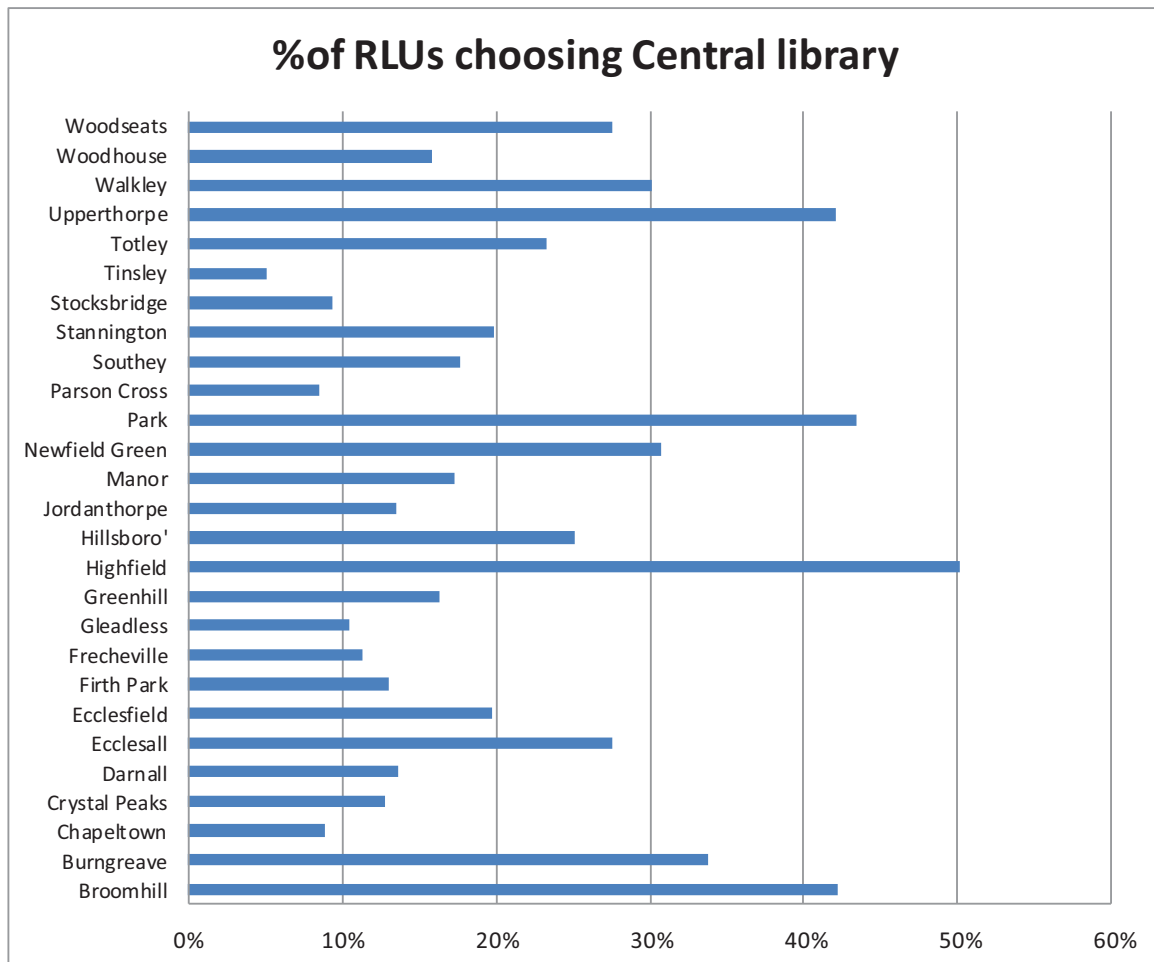
4.5.3. Library Users can register at any Library across the City. The proportion of the local population who are RLUs and who choose to register at their local library – as opposed to registering with the Central Library or other local libraries varies between 25% in Gleadless and 11% in Newfield Green and is as follows;



4.5.4. This variation across the city is shown in the map below. If the sparsely populated rural areas are ignored, the lowest rates of registration are in the North and South East areas of the City whilst the highest rates of registration occupy an axis stretching from the east end of the city right through to the South West. This appears to have no correlation to the rates of deprivation or JSA claimants, to the location of static libraries or mobile stops.

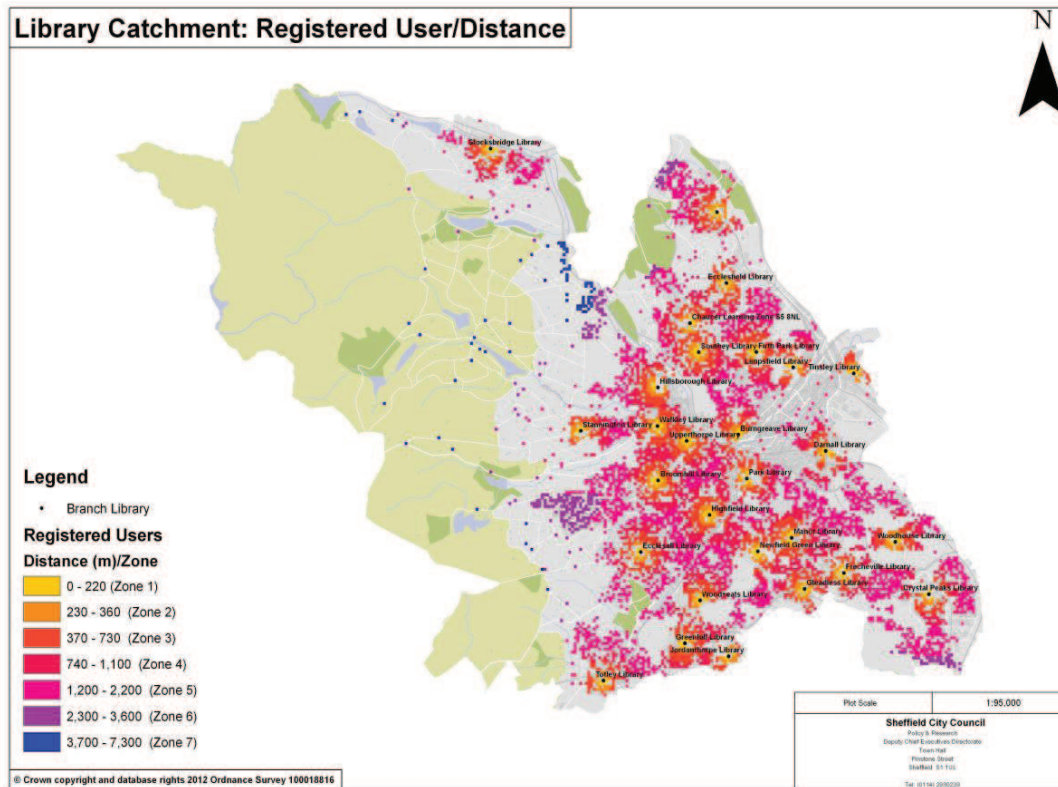


4.5.5. The number of local people choosing to register with the central library varies between 50% in Highfield down to 5% in Tinsley. The reasons for registration with Central Library may relate to place of work or patterns of other activities. Isolation and accessibility are other factors in this choice but this does show to some degree the importance of the local library. The overall pattern is as follows;



4.6. Buildings and Accessibility –

4.6.1. Location of Libraries - The location of Libraries around the city results from a legacy stretching back to Victorian times when some of the current buildings were built, but also encompasses initiatives throughout the last century and more recently, to respond locally to needs. Changes in the number of the population and the shifts in preferred locations mean that current buildings are not always in the ideal locations. The map below shows the proximity of Community Libraries to all RLUs and in particular shows the parts of the city which are not especially close to static community libraries. Oughtibridge is the most obviously 'detached' neighbourhood but Lodge Moor is also not well served, however both of these areas are well served by the Mobile Library Service.



4.6.2. Proximity between Community Libraries

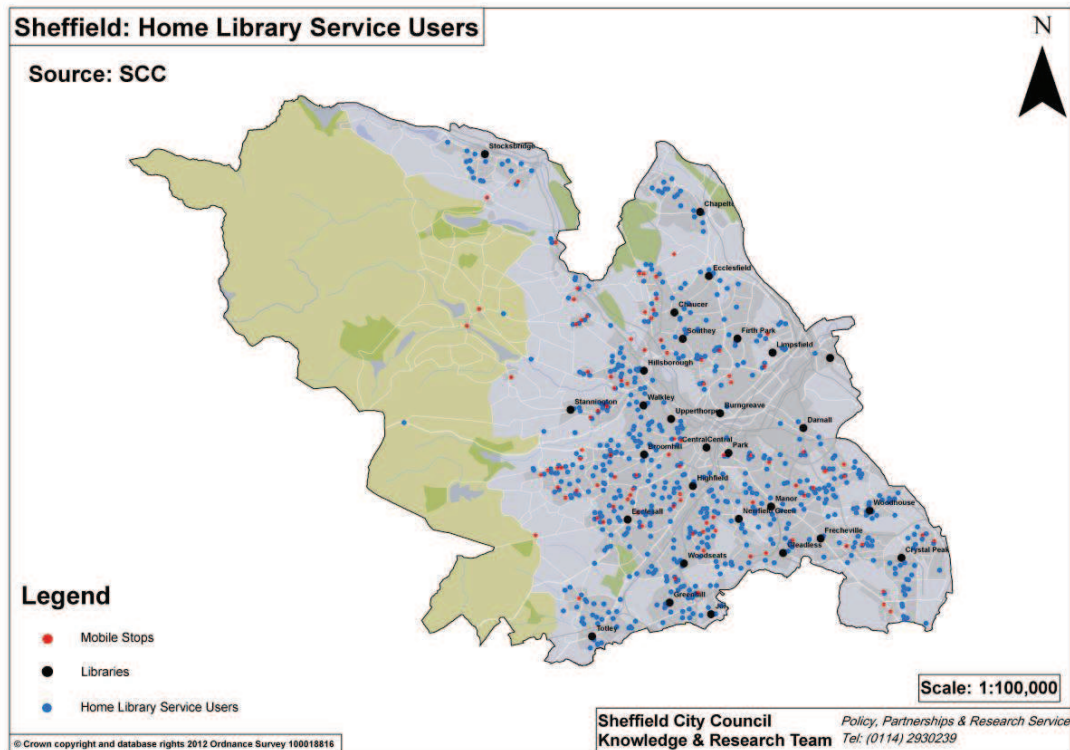
Some Community Libraries are relatively close together – Parson Cross and Southey are not much more than half a mile apart – whilst others are several miles away from the next nearest library – Stocksbridge is over seven miles away from Hillsborough. The topography of Sheffield is such that the proximity of a nearby Library does not necessarily mean that it is accessible by public transport routes; hence Walkley is closest to Uppertorpe but it would be easier for most of their respective users to use Broomhill or Central Libraries as an alternative. In our considerations of accessibility to alternative Libraries we have used data supplied by South Yorkshire Passenger Transport Executive which identifies the next closest Library using frequent public transport (minimum of 30 minutes during the day) within 300 metres of a bus/tram stop

4.6.3. Condition of Library Buildings

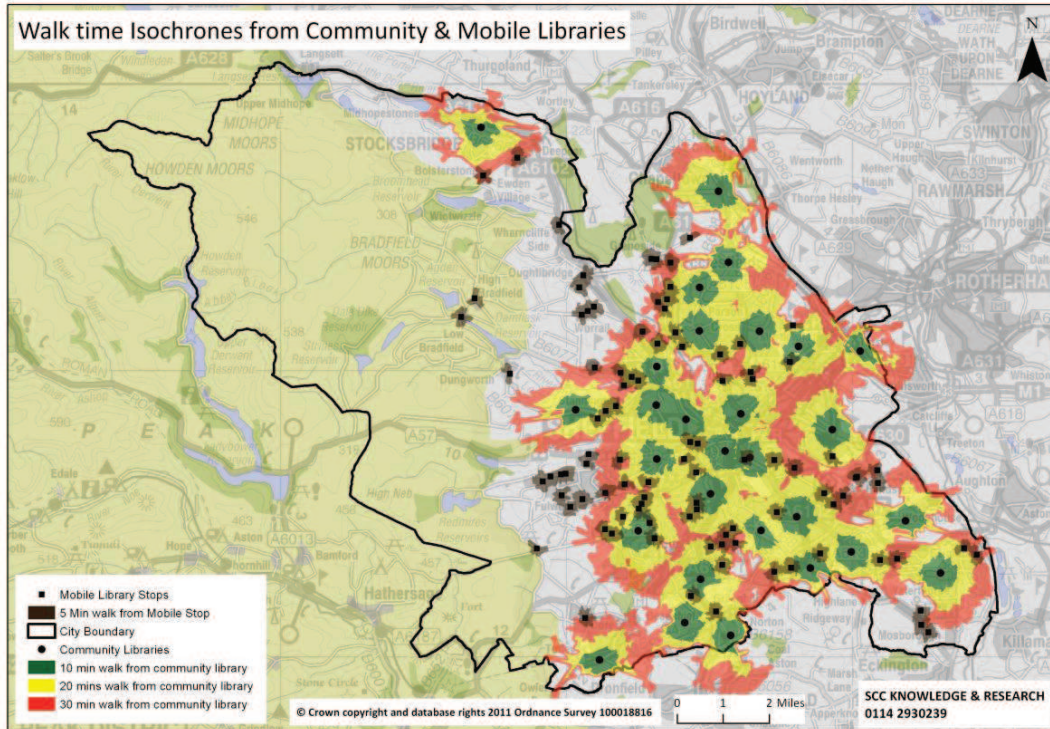
There is a wide variation in the condition and facilities in Community Libraries varying from the recently built library at Parson Cross to the dilapidated building at Woodseats. There are also a number of continuing discussions and negotiations relating to potential re-provision of Library buildings. Some Libraries are not yet DDA compliant whilst others have no public access toilets.

4.6.4. Home Library Users

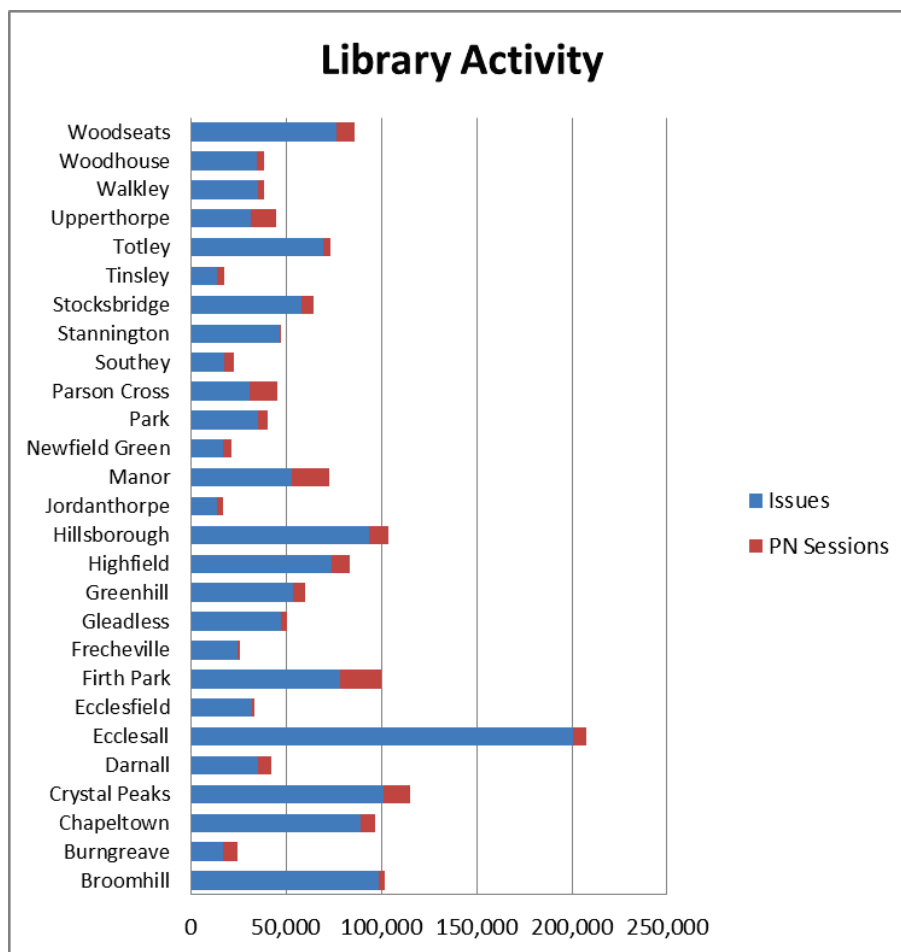
All of the home library users are aged 60+ and they appear to be evenly distributed around the city. The map below shows this even distribution but also makes it clear that many Home Library Users are located within very short distances of the fixed Community Libraries.



4.6.5. Mobile Library Users – There has been much representation over the last few years about the number and location of Mobile Library stops. The map below shows the current pattern of mobile stops in relation to the static libraries. Some of these seem to be strategically located in rural areas well away from static libraries whilst others are well within 10 minutes walking distance of them. Some mobile stops are very close – within 5 minutes walking distance - to others, whilst at the same time there are well populated areas out of reach of both mobiles and statics. Over the years the Library service has tested out new sites in areas such as these but hasn't been successful in attracting customers.



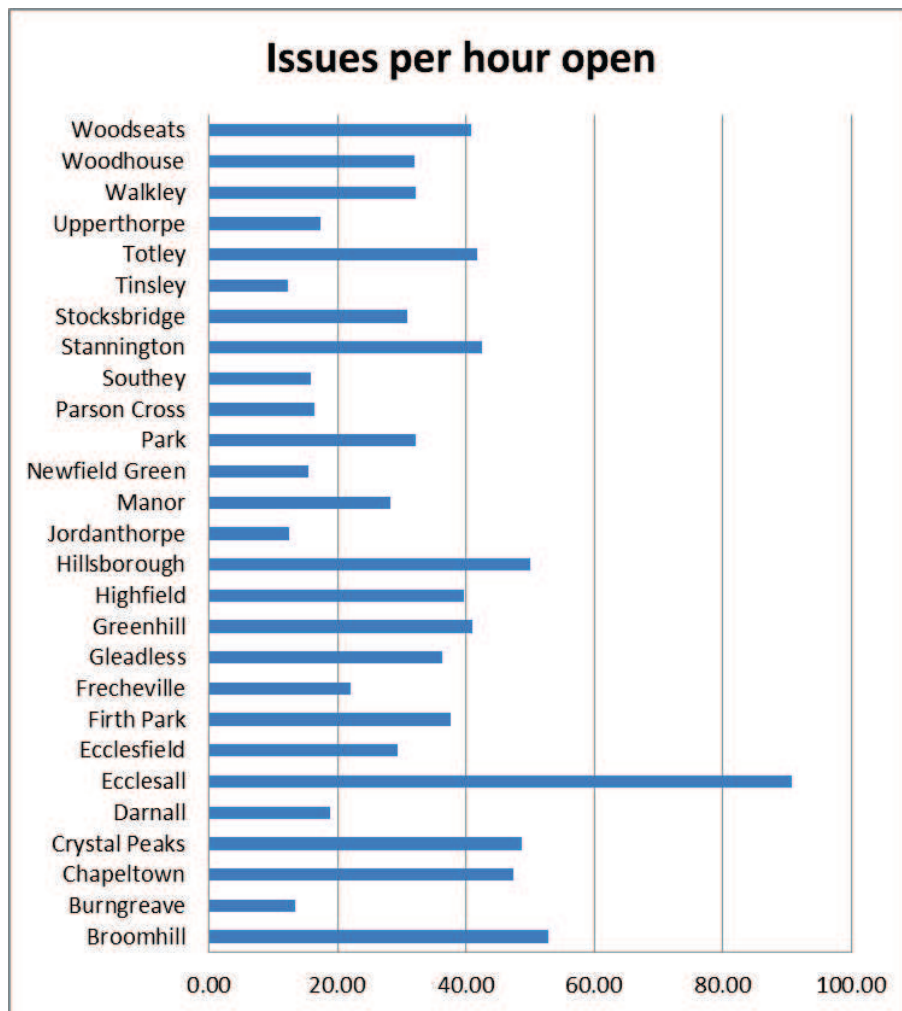
4.6.6. Community Library activity is broken down into 2 categories; issues and People’s Network sessions and the breakdown of this activity is shown here. The comparisons between the issues and the PN sessions are somewhat artificial in that they are entirely different products - the one involving a transaction resulting in a product being taken away and used – the other involving use of a facility within the Library.



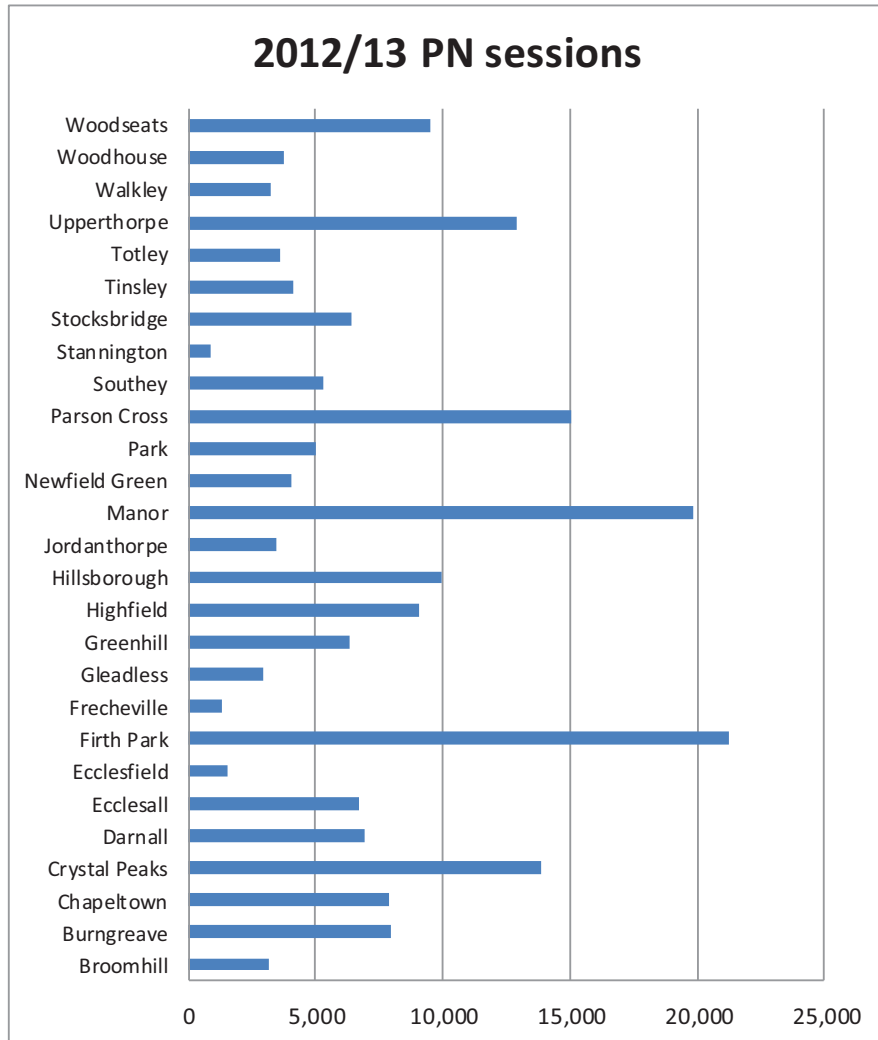
4.6.7. The chart above shows the significant variations in the levels of activity within each community library in both scale and activity area. So some provide less than one eighth of the activity of others.

4.6.8. The general trend of Library activity shows a steady reduction in borrowing – down 22% between 2010/11 & 2012/13 - contrasting with a steady increase in access to the People’s Network – up 18% between the same periods.

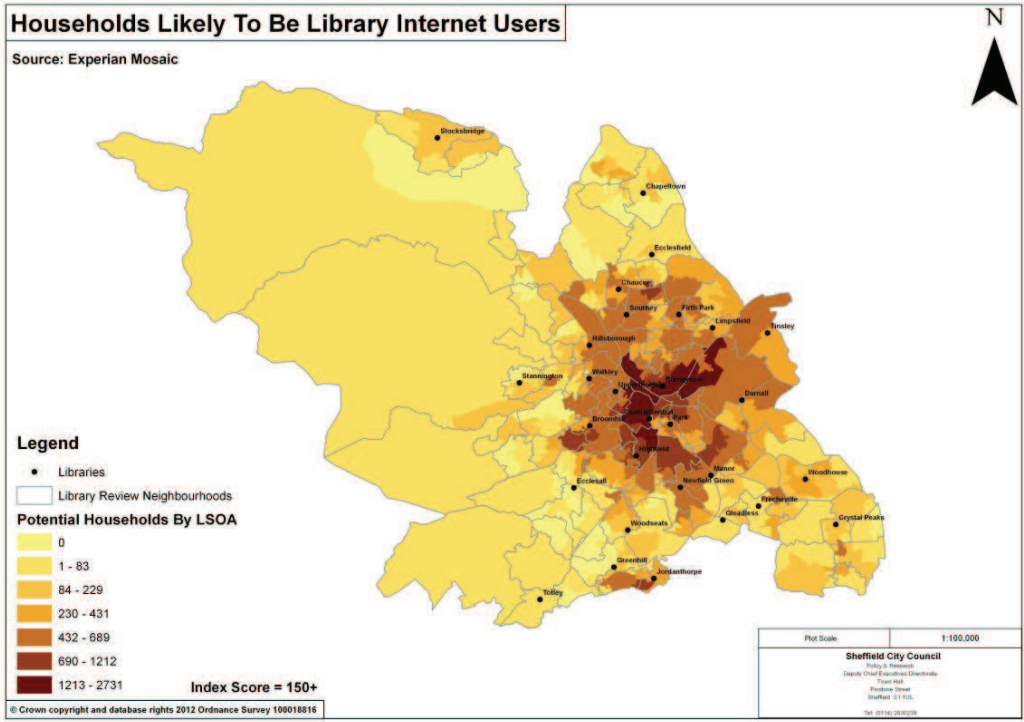
4.6.9. Issues – The number of issues is related to the capacity of the local library and can be curtailed by limitations in opening hours. The following chart shows the number of issues each hour the library is open



4.6.10. **Peoples Network** – The Peoples Network internet access service was first introduced in 2003 grant funded from the New Opportunities Fund (the midweek lottery). It was updated in 2010 to replace all servers and desktop PCs and replacing all scanners and including Windows7 and Office 2010. At the same time PN moved off the Council’s internet onto a separate connection using the Council’s infrastructure to facilitate faster access. This has proved to be a very popular library service across the city. The usage of this service varies significantly across the library service points with Firth Park providing more than 20,000 sessions in 2012/13 contrasting with Stannington which provided less than 1,000 in the same period.



4.6.11. There is a specific question in the Experian Mosaic data set asking if households are likely to be Library Internet users. This provides the following picture which has common characteristics with the earlier map showing the distribution of JSNA claimants.

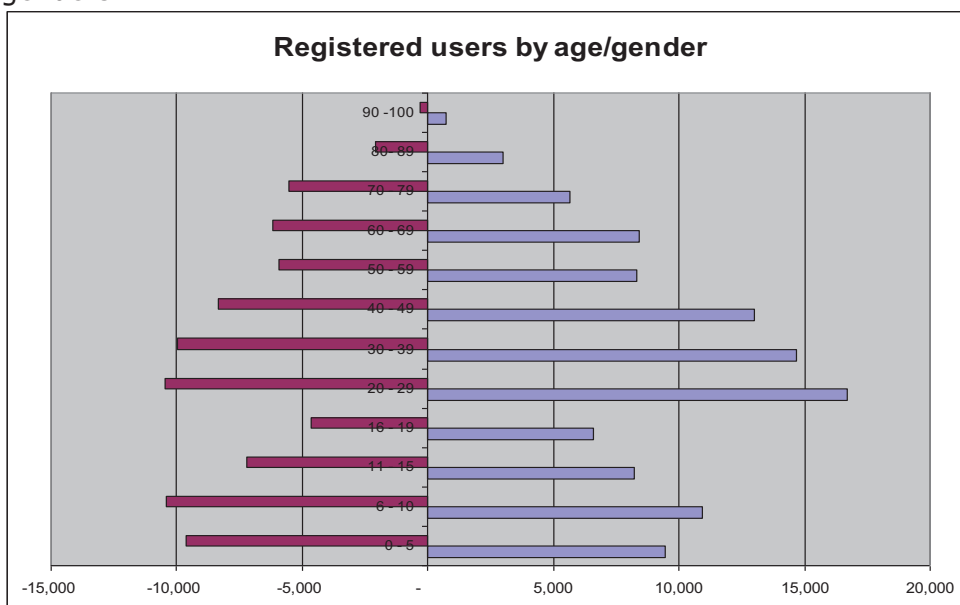


5. CONSULTATION

- 5.1. A large scale consultation about the future of Library Services took place during the summer of 2012 when some 6,000 people responded to a survey.
- 5.2. In a choice about the most important elements of a Library service, respondents ranked the 'quality and choice of books' as most important, followed by being 'welcoming and comfortable', and 'within walking distance' third, 'other media' such as film DVD's, music CD's, talking books as fourth, and a building which is accessible and in good repair as fifth.
- 5.3. In a choice about the element they wished to protect most survey respondents selected the 'range of services and materials' as the highest priority followed by the number of local libraries. Council run Libraries was the lowest priority.
- 5.4. A second phase of consultation will begin in October 2013 for 12 weeks. This consultation will identify the impact of the proposal for the future of Sheffield's library services on library users and non-users. This information will inform a further version of this Needs Assessment document.

6. EQUALITIES IMPACTS

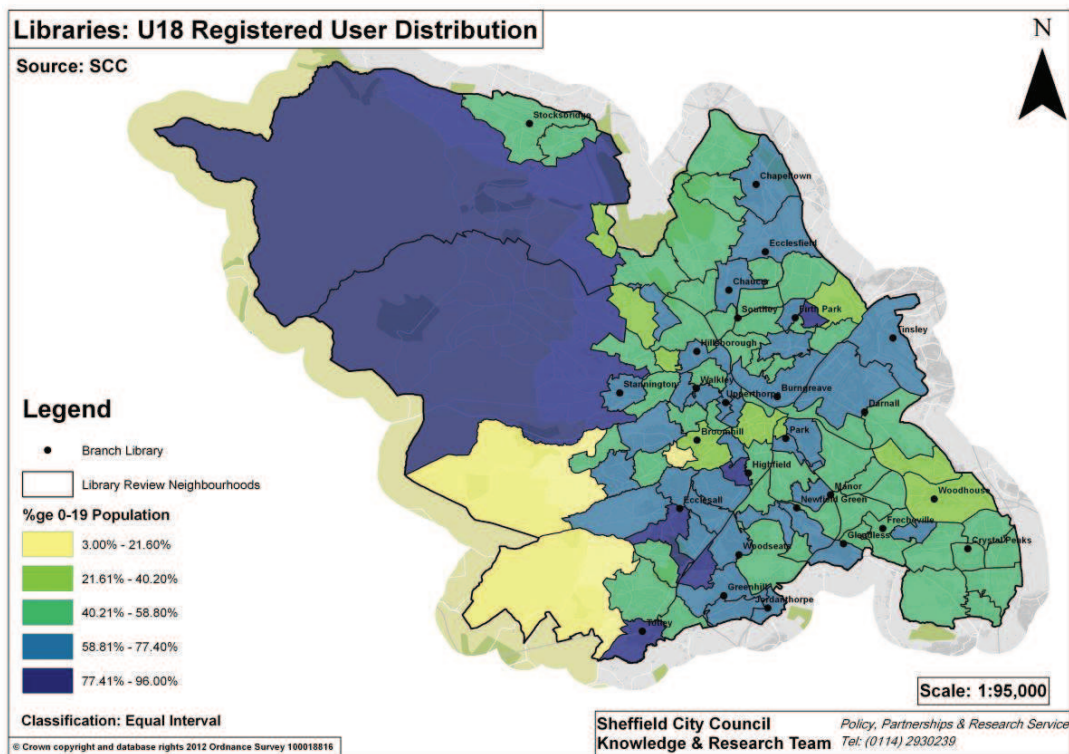
- 6.1. **Gender** – More women than men are registered as Library Users. There is very little distinction in the gender of RLUs up to the age of 16 – but between the ages of 16 and 69 there are around 50% more women RLUs than men. A 60% - 40% split was also evident in the 2009 PLUS survey responses. This might reflect the variations in working and caring patterns between the genders.



6.2. **Age** – The age profile of registered Library users shows that the largest proportion comes from the 18-65 age groups with 47%. Under 18's make up 40% of and those 65+ 13%. There is a wide variation in the age profiles of registered library users in individual community libraries.

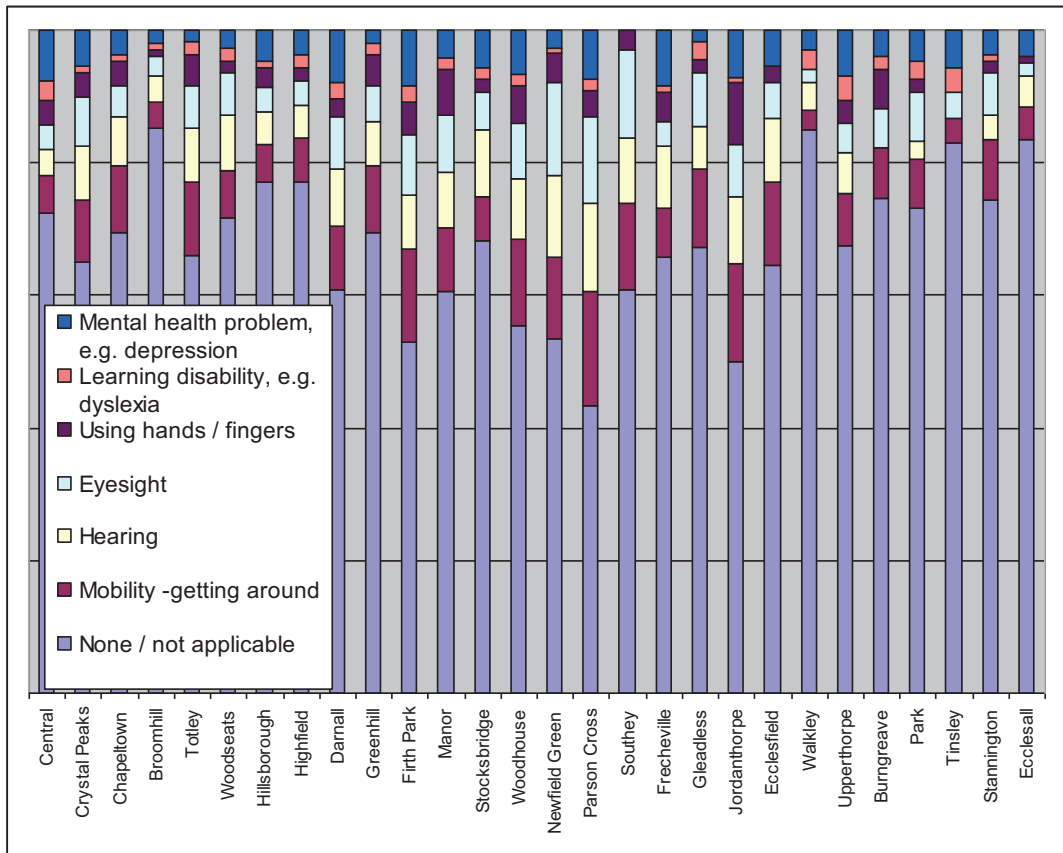
6.2.1. Under 18's - there is no discernible pattern in the proportions of children in the population registered as Library users across the city. The CL with the largest proportion is Park with 59% of its RLUs under 18 with the lowest proportion at 35% in Crystal Peaks and Totley. The best performing areas are dispersed around the city and may in part reflect the success of the promotion of the Bookstart programme. The numbers are generally lower in the South East of the City.

6.2.2. Increasingly there are more older people 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. The highest proportion of 65+ RLUs is 25% in Totley and the lowest is 4% in Burngreave



6.3. **Disability** – Monitoring of Library Users asks whether individuals consider themselves disabled. The current overall figure for this declaration is 1.4% in Community Libraries. The highest proportion of RLUs declaring themselves disabled is in Woodhouse at 3% and the lowest is in Broomhill at 0.6%. The

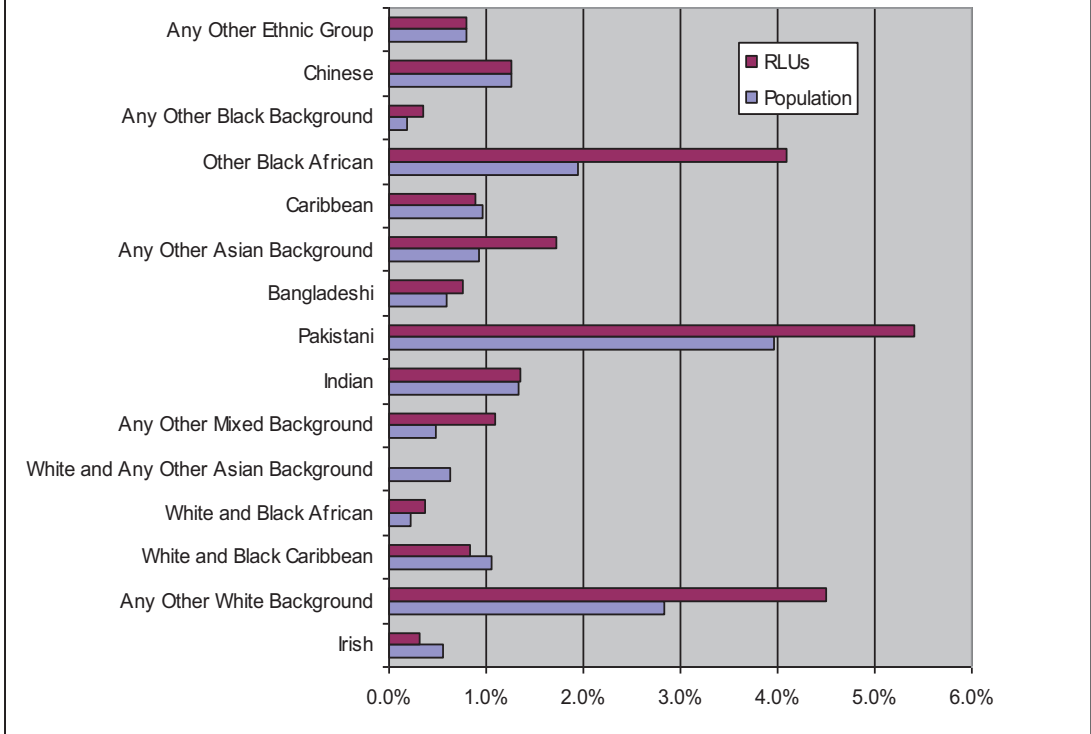
2009 PLUS survey of approximately 5,000 Sheffield RLUs did ask for further details about the nature of disability and the graph below details the relative proportions of the responses – This does not identify where one individual might have multiple disabilities.



6.3.1. **Ethnicity** – Analysis of RLUs shows that 21% are from BME backgrounds compared to an estimate 19% of the population. As ever the BME Community cannot be seen as a single homogenous group. The chart below shows the relative proportion of the projected population compared to the proportion of RLUs and this confirms that the 3 groups that are most significantly better represented within RLUs are the Black African, Pakistani and Other White groups.

6.3.2. 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. Thus the proportion of RLUs from BME Communities within individual Community Libraries varies enormously from 72% to 2.3%.

BME Population v RLUs



7. DETERMINING PRIORITIES FOR COMPREHENSIVE & EFFICIENT COMMUNITY LIBRARIES

7.1.1. Careful consideration has been given to a range of indicators contained in the evidence above to assist in the process of determining priorities for comprehensive and efficient Community Libraries.

7.1.2. The indicators have been grouped into two domains; Use/Performance of Library services; Demographic need. Within each of the domains the individual indicators have been attributed equal value, each indicator has been ranked and the rankings added together to give an overall domain ranking.

7.1.3. In the context of the Strategic Objectives of the City Council it has been determined that the demographic needs of the local population is the most important of these two domains and it has therefore been attributed twice the weighting of the other.

7.1.4. The list of indicators chosen is shown here.

Indicator	Details (All data sets use the most recent data available)
Use/Performance of Libraries	
Registered Users	All Registered Library users (RLUs) registered in the Community Library who have used the service since April 2010.
Locally Registered Adult RLUs per Population	Adult RLUs registered in the Community Library compared to the adult population for the catchment area of that Library
2012-2013 hourly Issues	The total number of 'issues' by the Community Library in the last financial year divided by the total opening hours
2012-2013 Hourly PN Sessions	The total number of PN Sessions in the Community Library in the last financial year divided by the total opening hours
Issues per £	The total number of issues divided by the individual library budget
Library Visits	The total number of people visiting the library in the last financial year
The needs of the local population	
IMD Literacy Skills	Data taken from Index of Multiple Deprivation 2010
IMD 2010	Data taken from Index of Multiple Deprivation 2010
BME Population	The total number of Black & Minority Ethnic people living in the catchment area of the Community Library (2011 Census)

Disabled People	The total number of Disabled People, receiving a service from Adult Social Care, or CYPF who live in the catchment area of the Community Library
65+ Population	The total number of people 65+ living in the catchment area of the Community Library (2011 Census)
U19 population	The total number of people Under 19 living in the catchment area of the Community Library (2011 Census)
Educational Attainment of Pupils in the Catchment Area	Proportion of Low Attaining Pupils by Library catchment Area
Proximity of nearest other Library	SYPTE have provided information which shows the distance to the next nearest Library using Public Transport with a frequency of at least every 30 minutes during the day

7.1.5. We have then taken into account how close and accessible the next nearest library is – taking into account access to frequent public transport and the needs of the Library Users in the Community Library - to help us arrive at initial thoughts about our Comprehensive and Efficient Library Service.



7.1.6. Overall Priority

Community Library Priority Ranking
(27 - Highest
Priority)

Firth Park	27
Crystal Peaks	26
Darnall	25
Chapelton	24
Ecclesall	23
Woodseats	22
Highfield	21
Manor	20
Hillsboro'	19
Stocksbridge	18
Parson Cross	17
Broomhill	16
Woodhouse	15
Tinsley	14
Totley	13
Newfield Green	12
Greenhill	11
Burngreave	10
Stannington	9
Upperthorpe	8
Southey	7
Park	6
Gleadless	5
Ecclesfield	4
Jordanthorpe	3
Walkley	2
Frecheville	1

7.1.7. Demographic Need Indicators (27 = Highest Need)

Community Library	Demographic Needs (1 - Lowest Need)
Manor	27
Firth Park	26
Newfield Green	25
Burngreave	24
Highfield	23
Darnall	22
Southey	21
Crystal Peaks	19
Woodhouse	19
Hillsboro'	18
Park	17
Broomhill	16
Upperthorpe	15
Parson Cross	14
Chapelton	13
Tinsley	12
Greenhill	11
Woodseats	10
Jordanthorpe	9
Ecclesfield	8
Ecclesall	7
Stannington	6
Stocksbridge	5
Frecheville	4
Gleadless	3
Totley	2
Walkley	1

This data was updated on 19th September 2013 following identification of a mistake in the calculations. The BME population data used, although correct, had been ranked incorrectly.

7.1.8. Use/Performance Indicators (27 = Best performance)

Community Library	Use of Library Services (1 - Worst Performing)
Ecclesall	27
Firth Park	26
Crystal Peaks	25
Hillsboro'	24
Woodseats	23
Chapelton	22
Manor	21
Greenhill	20
Highfield	19
Gleadless	17
Totley	17
Broomhill	16
Upperthorpe	15
Stocksbridge	14
Parson Cross	13
Darnall	12
Park	10
Walkley	10
Stannington	9
Burngreave	8
Woodhouse	7
Ecclesfield	6
Southey	5
Tinsley	4
Jordanthorpe	3
Frecheville	2
Newfield Green	1

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Appendix F

Sheffield City Council

Equality Impact Assessment



Name of policy/project/decision: Libraries Review

Name of person(s) writing EIA; Dawn Shaw

Date: 07/02/2014

Service: Libraries

Portfolio Communities

What are the brief aims of the policy/project/decision?

The overall aim of the Libraries Review is to provide a comprehensive & efficient Library Service within the dedicated budget. The proposal for consultation is to retain 11 hub libraries – determined by a priority tool linked to the overall needs assessment; to provide limited resources for up to 5 ‘co-delivered’ libraries; to provide support for independent libraries.

This process may take until June 2014 to be completed so at this stage this EIA is a ‘live’ document focussing on proposed changes. Some impacts may subsequently be addressed in part or in whole by the determination of community-led and independent libraries.

A major consultation has been undertaken on these proposals and the outcomes are highlighted in this assessment and in the Cabinet Report. This 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.

Areas of possible impact	Explanation and evidence
Age	<p>The age profile of Registered Library Users (RLUs) shows that the largest proportion comes from the 18-65 age groups with 47%. Under 18's make up 40% of and those 65+ 13%. There is a wide variation in the age profiles of registered library users in individual community libraries. The number of under 18s and people 65+ living in the community has been included as a demographic indicator in determining need/priorities for Community Libraries</p> <p>Under 18's - there is no discernible pattern in the proportions of children in the population registered as Library users across the city. The Community Library with the largest proportion is Park with 59% of its RLUs under 18 with the lowest proportion at 35% in Crystal Peaks and Totley. The best performing areas are dispersed around the city and may in part reflect the success of the promotion of the Bookstart programme. The numbers are generally lower in the South East of the City.</p> <p>65+ - The highest proportion of 65+ RLUs is 25% in Totley and the lowest is 4% in Burngreave.</p> <p>The needs of older people (over 65) were also taken into account in the priority tool as increasingly there are more older people 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</p>

Areas of possible impact	Explanation and evidence
	<p>income is an issue for many pensioners, and 28% of people aged over 60, living in Sheffield households, claiming benefits relating to low income.</p> <p>2012 Consultation The largest proportion of RLU's who responded were aged 65+ at around 3%. For those under 25 the proportion was very low at 0.2%. This indicates the consultation exercise was least successful with younger RLUs and most successful with older RLUs. Whilst all age groups wished to protect the range of services and materials most, and the Council running services least, there were some distinctive variations in between.</p> <ul style="list-style-type: none"> • Under 16s wished to protect Opening Hours; Library staff; Number of Libraries (in that order) • Over 80s wished to protect Opening Hours; Number of Libraries; Library staff <p>2013/14 Consultation</p> <p>In general, older people did not offer statistically different opinions to people aged under 65. However, some of the free text comments received offered some insight into factors that might be important for older people:</p> <ul style="list-style-type: none"> • 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 <p>Children – The needs of children and young people were taken into account as students who are exposed to reading from a young age are more likely to do well in their education. Sheffield has a higher number than the national average of 16-18 year olds not in education, employment or training.</p> <p>The consultation work undertaken 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. Some of the key concerns expressed by children and young people were:</p> <ul style="list-style-type: none"> • 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
Disability	<p>Monitoring of Library Users asks whether individuals consider themselves disabled. The current overall figure for this declaration is 1.4% in Community Libraries. The highest proportion of RLUs declaring themselves disabled is in Woodhouse at 3% and the lowest is in Broomhill at 0.6%. The estimated number of disabled people (using figures for Adults and Children in receipt of Social Care) has been included as a demographic indicator in determining need/priorities for Community Libraries.</p>

Areas of possible impact	Explanation and evidence
	<p>The needs of disabled people were taken into account in the priority tool as the location of library services may be more acute for some members of this group of people, who may be less able to travel to other libraries.</p> <p>2012 Consultation The proportion of respondents reporting a disability was 10%. This compares very favourably with the 1.5% of RLUs reporting disabilities. There was no variation from the overall priorities for protection from disabled respondents.</p> <p>2013/14 Consultation 14% of respondents identified themselves disabled. 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 why include:</p> <ul style="list-style-type: none"> • 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 less 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. • The closure of the mobile library service was a particular concern. <p>Accessibility to Hubs Anecdotal comments have suggested that some disabled Library Users with access issues travel to for example to Uppertorpe Library because of the better ramped access, toilets and parking than such libraries as Broomhill, Walkley and Hillsborough. This is not evidence based but does highlight a key issue for residual hub libraries in that they really must be prioritised for removing barriers (both physical and non-physical) that disabled people might face when trying to access the service. (This would also provide an antithesis to the representations that wider library users would not travel to neighbouring libraries). Likewise individuals have identified the benefits of a person centred approach where library staff have developed and applied an understanding of the individual needs of disabled library users to better facilitate their use of specific libraries.</p> <p>Mobile Library In the consultation exercise 33% of mobile library users identified themselves as disabled - despite the obvious and severe accessibility issues of the Mobile Library buses. This suggests that the Mobile Library service has certain distinct benefits for disabled people who don't have mobility issues.</p>
Pregnancy/ maternity	<p>There are no impacts anticipated for this category and there is no monitoring of diversity of RLUs in this area. 2013/14 consultation did not identify any specific issues from this group.</p>
Race	<p>Analysis of RLUs shows that 21% are from BME backgrounds compared to an estimate 19% BME people in the wider population. The BME Community should not, however, be seen as a single homogenous group. The 3 groups that are most significantly better</p>

Areas of possible impact	Explanation and evidence
	<p>represented within RLUs are the Black African, Pakistani and Other White groups. The number of BME people has been included as a demographic indicator in determining need/priorities for Community Libraries. The proportion of RLUs from BME Communities in individual Community Libraries varies substantially from 72% in Burngreave to 2.3% in Frecheville - in part reflecting the make-up of the communities using the Community Libraries.</p> <p>The needs assessment has taken into account 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.</p> <p>2012 Consultation – 9% of the respondents identified themselves as BME – half of what would have been expected. The views expressed were consistent with the overall survey results in terms of priorities. Refugees and Asylum seekers highlighted their need for books which will help them learn English.</p> <p>2013/14 Consultation 12.5% of respondents identified themselves as BME. 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 include:</p> <ul style="list-style-type: none"> • 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
<p>Religion/belief</p>	<p>There are no impacts anticipated for this category and there is no monitoring of diversity of RLUs in this area of diversity. 2013/14 consultation did not identify any specific issues from this group.</p>
<p>Sex</p>	<p>More women than men are registered as Library Users 57% – 43%. There is very little distinction in the gender of RLUs up to the age of 16 – but between the ages of 16 and 69 there are around 50% more women RLUs than men. A 60% - 40% split was also evident in the 2009 PLUS survey responses. This might reflect the variations in working and caring patterns between the genders.</p> <p>2012 Consultation The split between women and men respondents was exactly 2/3 – 1/3. This balance is quite disproportionate to the population where it is nearly 50/50 but more reflective of Library Users. There was very little difference in opinions on gender lines for the key question around options for cuts with the biggest variation being greater preference amongst women to retain the number of libraries.</p>

Areas of possible impact	Explanation and evidence
	<p>2013/14 Consultation 66% of respondents identified themselves as women and 34% as men but there were few differences in answers to the key questions.</p>
Sexual orientation	<p>There are no impacts anticipated for this category and there is no monitoring of diversity of RLUs in this area of diversity 2013/14 consultation did not identify any specific issues from this group. We will ensure that Hub Libraries have staff that are trained in diversity awareness issues so they can develop and apply an understanding of the individual needs of LGB library users – a person centred approach - to better facilitate their use of specific libraries.</p>
Transgender	<p>There are no impacts anticipated for this category and there is no monitoring of diversity of RLUs in this area of diversity 2013/14 consultation did not identify any specific issues from this group. We will ensure that Hub Libraries have staff that are trained in diversity awareness issues so they can develop and apply an understanding of the individual needs of Transgender library users – a person centred approach - to better facilitate their use of specific libraries.</p>
Financial inclusion, poverty, social justice, cohesion or carers	<p>Poverty – The Index of Multiple Deprivation has been included as a demographic indicator in determining need/priorities for Hub & Community Led Libraries. 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. In considering how a comprehensive geographical spread of Libraries might be achieved, consideration has included the accessibility by frequent public transport routes. Carers were identified as part of the 2012 consultation but expressed views consistent with the overall survey findings.</p> <p>2013/14 Consultation 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:</p> <ul style="list-style-type: none"> • 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. • The closure of the mobile library service was a particular concern.
Voluntary,	VCF Sector organisations have been invited to express an interest in running libraries

Areas of possible impact	Explanation and evidence
community & faith sector	<p>and will be invited to participate in the process to facilitate the running of the 'community led' libraries. Positive impacts include the potential for enhancing community engagement, gaining access to external funding, and helping tailor activities more closely to community need.</p> <p>The proposal includes a volunteer programme with training and support.</p> <p>Some Community Groups will be affected in the context of their use of Library buildings for meetings and events in those areas where 'Hub' Libraries are not provided. Engagement with Community Groups as part of the proposed consultation will seek to establish whether there are specific impacts.</p>
Other/additional:	<p>The needs analysis referenced in the report provides insight and evidence of the need for library services in the city. From this and the consultation undertaken in 2012 we can ascertain that people use libraries for the following key reasons:</p> <ul style="list-style-type: none"> - Free access to books and other materials, particularly for people who are frequent and heavy readers, and people on low and restricted incomes. - Social spaces – for book groups, coffee mornings, children's activities, general relaxing space to meet. Particularly important for isolated older people. - Children's activities not only provide development and socialisation opportunities for Children, but also provide support to parents and guardians by enabling them to make new friendships and share the challenges of parenting. - Access to knowledge, particularly for young people, especially where there is access to school and college curriculum information, and quiet space to study. - Access to free computers and internet. It is estimated that 45,980 households in Sheffield do not have a computer at home with internet access. Many services are now only available online, such as Universal Credit; therefore free access to the internet is essential for many people. - Access to reliable information, research and reference material including local history for leisure and educational purposes <p>The needs assessment has also taken into account literacy needs, as access to books, knowledge and learning in a safe and welcoming environment, can help people with low literacy needs improve their skills.</p> <p>Consultation will seek to establish whether there are specific impacts.</p>

Overall summary of possible impact

- The Cabinet report outlines how features of the proposal will contribute to the Library Archives and Information Service Strategy and meeting the needs identified
- There is no doubt that any closures of Libraries would have a negative impact on protected groups both in local communities and the city as a whole.
- The process of the needs assessment has taken into account the demographic needs of the key protected groups and has included this in the process of prioritisation.
- A key mitigation against potential negative impacts will be the provision of packages of support for 'community co-delivered' libraries and a package of support and funding to enable independent

libraries to become viable and sustainable. The additional funding which has been identified should provide a basis to avoid closures and thereby avoid the most negative equality impacts.

- The attached Action Plan below highlights a number of specific actions to mitigate potential negative impacts. Some of these can be mitigated in part by policy developments such as Housing+ which will include providing local community-based approaches to delivering services; work to address the digital inclusion agenda as part of the Councils emerging digital strategy; ensuring the inclusiveness of services supported by staff; and greater utilisation of the Schools Library Service.
- The consultation has identified stronger resistance to the proposals from protected group but in particular from Disabled Library Users
- We have examined key indicators to determine whether we feel there are likely to be significant equality impacts should an individual 'non-hub' library face closure and we have identified the following locations/characteristics;
 - o Park Library – Young People
 - o Burngreave Library – BME People
 - o Tinsley Library – BME people
 - o Uppertorpe Library – Disabled People
 - o Totley Library – Older People.
- Individual actions have been identified and will need to be incorporated into negotiations with communities to ensure the residual services are responsive to the equality needs of local residents

Approved (Lead Manager): Dawn Shaw **Date:** 23/01/2014

Approved (EIA Lead): Michael Bowles **Date:** 07/02/2014

Action Plan	
Areas of impact	Actions
Age	<p>Development of the Home Library Service The development and promotion of the Home Library Service received the highest levels of approval in the consultation exercise and will be a critical tool to address the needs of the least mobile of Older People. We will explore the possibility of closer working alongside voluntary sector groups and lunch clubs to facilitate greater access to the Home Library Service or to develop alternative approaches.</p> <p>Housing+ This will provide local community-based approaches to delivering services and building community resilience by encouraging more ‘grassroots’ involvement of tenants</p> <p>In considering the options for more efficient and fit-for-purpose accommodation to meet the needs of the Housing+ model, co-location options are currently being considered in liaison with the Libraries Review.</p> <p>School Library Services The School Library Service is a traded service which schools choose whether to buy. The current buy in of schools at all levels across the city is 71%. This is an important element of the overall provision for school children which, given the focus on Community Libraries, may have been partly overlooked in this consultation. The School Library Service works closely with schools and may be able to provide some mitigation should any of the Libraries have to close.</p> <p>Library Opening Hours Consideration should be given to protecting/expanding the opening hours of Hub Libraries to facilitate greater use by children outside of school library hours.</p> <p>Under the proposal, there will be a continuing commitment to activities in hub and community run libraries such as baby and story-time ; children’s books and children library space; homework zones & after school clubs; and educational activities.</p> <p>Provision of reader development activities e.g. adult literacy schemes, reading groups, and community outreach will enable the improvement of literacy and skills for people of all ages.</p>
Disability	<p>Development of the Home Library Service The development and promotion of the Home Library Service received the highest levels of approval in the consultation exercise and will be a critical tool to address the needs of the least mobile of Disabled People. We will explore the possibility of closer working alongside voluntary sector groups to facilitate greater access to the Home Library Service or to develop alternative approaches.</p> <ul style="list-style-type: none"> • Housing+ This will provide local community-based approaches to delivering services and including building community resilience by encouraging more ‘grassroots’ involvement of tenants

Action Plan	
Areas of impact	Actions
	<p>In considering the options for more efficient and fit-for-purpose accommodation to meet the needs of the Housing+ model, co-location options are currently being considered in liaison with the Libraries Review.</p> <p>Accessibility to Hubs Hub libraries will be considered as potential priorities for improvements to facilitate removing barriers (both physical and non-physical) that disabled people might face when trying to access the service including such issues as access, parking and toilets. We will ensure that Hub Libraries have staff that are trained in diversity awareness issues so they can develop and apply an understanding of the individual needs of disabled library users – a person centred approach - to better facilitate their use of specific libraries.</p> <p>Digital Inclusion Library Users with sensory impairments may be more likely to utilise digital access to the Library Service which will continue to be developed. This will include the 24 hour reservation/renewal, access to reference and information services, and e-audio books. The Council is developing a digital strategy that will include addressing digital inclusion as an important element of ensuring communities are able to access services and benefits e.g. Universal Credit.</p>
Race	<p>The dispersal of the BME population means that impacts cannot all be mitigated on a city-wide basis but need to be focussed locally as detailed below however we will ensure that Hub Libraries have staff that are trained in diversity awareness issues so they can develop and apply an understanding of the individual needs of BME library users – a person centred approach - to better facilitate their use of specific libraries. We will also ensure that Hub libraries will have accessible stocks of appropriate minority language materials.</p> <p>Digital Inclusion There is some evidence to suggest that Library Users in areas with high BME populations are increasingly likely to utilise digital access to the Library Service which will continue to be developed. This will include the 24 hour reservation/renewal, access to reference and information services, and e-audio books. The Council is developing a digital strategy that will include addressing digital inclusion as an important element of ensuring communities are able to access services and benefits e.g. Universal Credit.</p>
Financial inclusion, poverty, social justice, cohesion or carers	<p>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:</p> <ul style="list-style-type: none"> ● Accessing computers ● Borrowing CDs/DVDs ● Printing and photocopying ● Job searching and /or volunteering opportunities ● Reading books/newspapers in the library ● Education and learning

Action Plan	
Areas of impact	Actions
	<ul style="list-style-type: none"> • Meeting people • Advice and guidance <p>Job seekers were significantly more likely than non-job seekers to use the 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.</p> <p>Features of the proposal includes running job search sessions, free access to computers and the internet via the People’s Network, smart meters for loan, and community outreach by Community Development Librarians.</p> <p>Housing+ This will provide local community-based approaches to delivering services including building community resilience by encouraging more ‘grassroots’ involvement of tenants</p> <p>In considering the options for more efficient and fit-for-purpose accommodation to meet the needs of the Housing+ model, co-location options are currently being considered in liaison with the Libraries Review.</p> <p>Digital Inclusion There is some evidence to suggest that Job Seekers are increasingly likely to utilise digital access to the Library Service which will continue to be developed. This will include the 24 hour reservation/renewal, access to reference and information services, and e-audio books. The Council is developing a digital strategy that will include addressing digital inclusion as an important element of ensuring communities are able to digitally access services and benefits e.g. Universal Credit.</p> <p>The location of static libraries, hubs, community co-delivered and independent libraries will be promoted, including the services they offer. This includes activities and opportunity to meet people</p>
Voluntary, community & faith sector	The investment in Community-led libraries provides a new opportunity for building social capital in the areas affected. The proposal includes a volunteer co-ordinator and training programme to build capacity and ensure compliance with legislation and equalities duties.
	Individual Libraries
Park – Young People	<p>Issues in Park have actually increased by 7% (-22% average) and PN sessions have fallen by 8% (+18% average) – at odds with city wide trends. Visits have retained the same level whilst the city wide average shows a 12% reduction</p> <p>Mitigation Park has been identified as a Community-led library so the needs of children can be negotiated with the community as part of the new arrangements.</p> <p>Housing+ Specific parts of Park will be covered by Housing+ and this will provide local community-based approaches to delivering services and including</p>

Action Plan	
Areas of impact	Actions
	<ul style="list-style-type: none"> • building community resilience by encouraging more ‘grassroots’ involvement of tenants <p>Schools Library Service is working with schools in the area to ensure high quality provision within and alongside the schools.</p>
<p>Upperthorpe – Disabled People</p>	<p>Housing+ Specific parts of Upperthorpe will be covered by Housing+ and this will provide local community-based approaches to delivering services including</p> <ul style="list-style-type: none"> • building community resilience by encouraging more ‘grassroots’ involvement of tenants <p>Digital Inclusion Library Users with sensory impairments may be more likely to utilise digital access to the Library Service which will continue to be developed. This will include the 24 hour reservation/renewal, access to reference and information services, and e-audio books. The Council is developing a digital strategy that will include addressing digital inclusion as an important element of ensuring communities are able to access services and benefits e.g. Universal Credit.</p>
<p>Burngreave – BME People</p>	<p>Issues have fallen 35% (22% average) between 2010 and 2012 from 26K to 17K whilst for the same period PN sessions have increased 19% (18% average) from 7K to 8K. This shows the overall trend of usage. Overall visits are down by the city wide average (-12%)</p> <p>Mitigation Burngreave has been identified as a Community-led library so the needs of BME people should be a key priority in the discussions with the community about the new arrangements.</p> <p>Housing+ Specific parts of Burngreave will be covered by Housing+ and this will provide local community-based approaches to delivering services including</p> <ul style="list-style-type: none"> • building community resilience by encouraging more ‘grassroots’ involvement of tenants <p>Digital Inclusion There is some evidence to suggest that Library Users in areas with high BME populations are increasingly likely to utilise digital access to the Library Service which will continue to be developed. This will include the 24 hour reservation/renewal, access to reference and information services, and e-audio books. The Council is developing a digital strategy that will include addressing digital inclusion as an important element of ensuring communities are able to access services and benefits e.g. Universal Credit.</p>
<p>Tinsley – BME People</p>	<p>Issues are down by 32% and PN sessions up by 22%</p> <p>Mitigation Tinsley will remain open until April 2016 so this will give time for an options appraisal on what elements might be re-provided locally</p> <p>Digital Inclusion There is some evidence to suggest that Library Users in areas with high BME populations are increasingly likely to utilise digital access to the Library Service which will continue to be developed. This will include the 24 hour reservation/renewal, access to reference and information services, and e-audio books. The Council is developing a digital strategy that will include addressing digital inclusion as an important element of ensuring communities are able to access services and benefits e.g. Universal Credit.</p>

Action Plan	
Areas of impact	Actions
<p>Totley – Older People</p>	<p>Totley shows an average 23% reduction in issues but has only maintained the same level of PN usage</p> <p>Promotion of the Home Library Service The development and promotion of the Home Library Service received the highest levels of approval in the consultation exercise and will be a critical tool to address the needs of the least mobile of Older People. We will explore the possibility of closer working alongside voluntary sector groups to facilitate greater access to the Home Library Service or to develop alternative approaches.</p> <p>Housing+ Specific parts of Totley will be covered by Housing+ and this will provide local community-based approaches to delivering services including</p> <ul style="list-style-type: none"> • building community resilience by encouraging more ‘grassroots’ involvement of tenants <p>South West Local Area Partnership are about to embark on some work around tackling social isolation of older people and digital inclusion</p>

Individual Library Analysis

Equality Impacts – Individual Libraries vulnerable to closure

We have examined 3 key indicators to determine whether we feel there are likely to be significant equality impacts should an individual library face closure;

- The proportion of the total library users registered at the library that is in the specific group,
- The proportion of the local population in that group that is registered with the local library,
- The demographic needs ranking for that specific group

The full table of data/evidence is attached but the key areas of significant impact we have identified are as follows;

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

Non 'Hub' Library	Areas of Impact	Evidence	Impact
Frecheville	Young People	Higher than average proportion of RLUs are younger people – 47% (40%) Lower than average proportion of population as RLUs - 43% (50%)	No disproportionate impacts
	Older People	Slightly higher than average proportion of RLUs are older people – 16% (13%) Average proportion of population as RLUs – 20% (22%)	No disproportionate impacts
	Disabled People	Higher than average proportion of RLUs are disabled people – 2.3% (1.4%) Higher than average proportion of population as RLUs – 31% (21%)	No disproportionate impacts
	BME People	Much lower than average proportion of RLUs are BME people – 2% (20%) Lower than average proportion of population as RLUs - 14% (25%)	No disproportionate impacts
Walkley	Young People	Average proportion of RLUs are younger people – 37% (40%) Higher than average proportion of population as RLUs - 94% (50%)	No disproportionate impacts
	Older People	Lower than average proportion of RLUs are older people – 10% (13%) Higher than average proportion of population as RLUs – 30% (22%)	No disproportionate impacts
	Disabled People	Lower than average proportion of RLUs are disabled people – 0.7% (1.4%) Lower than average proportion of population as RLUs – 14% (21%)	No disproportionate impacts

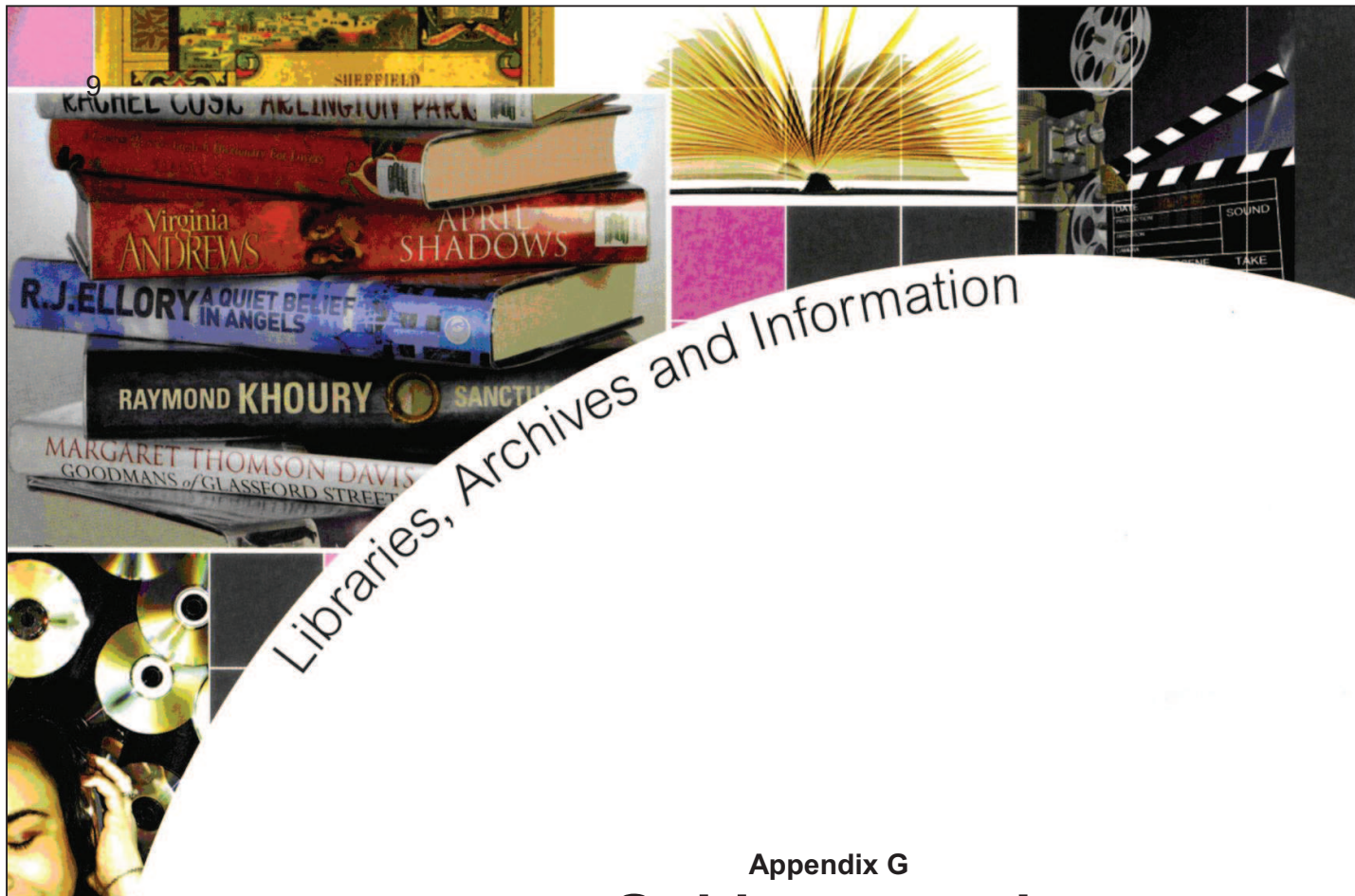
	BME People	Lower than average proportion of RLUs are BME people – 12% (20%) Higher than average proportion of population as RLUs - 38% (25%)	No disproportionate impacts
Jordanthorpe	Young People	Average proportion of RLUs are younger people – 38% (40%) Higher than average proportion of population as RLUs - 72% (50%)	No disproportionate impacts
	Older People	Average proportion of RLUs are older people – 16% (13%) Higher than average proportion of population as RLUs – 38% (22%)	No disproportionate impacts
	Disabled People	Average proportion of RLUs are disabled people – 1.8% (1.4%) Higher than average proportion of population as RLUs – 29% (21%)	No disproportionate impacts
	BME People	Lower than average proportion of RLUs are BME people – 10% (20%) Higher than average proportion of population as RLUs - 42% (25%)	No disproportionate impacts
Park	Young People	Higher than average proportion of RLUs are younger people – 59% (40%) Higher than average proportion of population as RLUs - 63% (50%)	Some Significant Impact
	Older People	Lower than average proportion of RLUs are older people – 9% (13%) Average proportion of population as RLUs – 21% (22%)	No disproportionate impacts
	Disabled People	Lower than average proportion of RLUs are disabled people – 0.8% (1.4%) Lower than average proportion of population as RLUs – 7% (21%)	No disproportionate impacts
	BME People	Higher than average proportion of RLUs are BME people – 27% (20%) Average proportion of population as RLUs - 24% (25%)	No disproportionate impacts
Gleadless	Young People	Average proportion of RLUs are younger people – 43% (40%) Higher than average proportion of population as RLUs - 94% (50%)	No disproportionate impacts
	Older People	Higher than average proportion of RLUs are older people – 20% (13%) Higher than average proportion of population as RLUs – 38% (22%)	No disproportionate impacts
	Disabled People	Average proportion of RLUs are disabled	No disproportionate

	BME People	<p>people – 1.6% (1.4%) Higher than average proportion of population as RLUs – 43% (21%)</p> <p>Much lower than average proportion of RLUs are BME people – 3% (20%) Higher than average proportion of population as RLUs - 38% (25%)</p>	<p>impacts</p> <p>No disproportionate impacts</p>
Ecclesfield	Young People	<p>Average proportion of RLUs are younger people – 41% (40%) Average proportion of population as RLUs - 48% (50%)</p>	No disproportionate impacts
	Older People	<p>Higher than average proportion of RLUs are older people – 20% (13%) Slightly higher than average proportion of population as RLUs – 25% (22%)</p>	No disproportionate impacts
	Disabled People	<p>Slightly higher than average proportion of RLUs are disabled people – 1.8% (1.4%) Average proportion of population as RLUs – 20% (21%)</p>	No disproportionate impacts
	BME People	<p>Much lower than average proportion of RLUs are BME people – 3% (20%) Lower than average proportion of population as RLUs - 21% (25%)</p>	No disproportionate impacts
Uppertorpe	Young People	<p>Average proportion of RLUs are younger people – 37% (40%) Lower than average proportion of population as RLUs - 42% (50%)</p>	No disproportionate impacts
	Older People	<p>Lower than average proportion of RLUs are older people – 9% (13%) Higher than average proportion of population as RLUs – 29% (22%)</p>	No disproportionate impacts
	Disabled People	<p>Higher than average proportion of RLUs are disabled people – 2.9% (1.4%) Higher than average proportion of population as RLUs – 40% (21%)</p>	Some Significant Impact
	BME People	<p>Much higher than average proportion of RLUs are BME people – 43% (20%) Average proportion of population as RLUs - 24% (25%)</p>	No disproportionate impacts
Southey	Young People	<p>Higher than average proportion of RLUs are younger people – 48% (40%) Lower than average proportion of population as RLUs - 38% (50%)</p>	No disproportionate impacts
	Older People	<p>Lower than average proportion of RLUs are older people – 8% (13%) Lower than average proportion of population as RLUs – 11% (22%)</p>	No disproportionate impacts

	Disabled People	Average proportion of RLUs are disabled people – 1.4% (1.4%) Lower than average proportion of population as RLUs – 14% (21%)	No disproportionate impacts
	BME People	Lower than average proportion of RLUs are BME people – 13% (20%) Lower than average proportion of population as RLUs - 19% (25%)	No disproportionate impacts
Stannington	Young People	Average proportion of RLUs are younger people – 41% (40%) Lower than average proportion of population as RLUs - 40% (50%)	No disproportionate impacts
	Older People	Higher than average proportion of RLUs are older people – 19% (13%) Lower than average proportion of population as RLUs – 15% (22%)	No disproportionate impacts
	Disabled People	Higher than average proportion of RLUs are disabled people – 2.2% (1.4%) Average proportion of population as RLUs – 20% (21%)	No disproportionate impacts
	BME People	Much lower than average proportion of RLUs are BME people – 4% (20%) Lower than average proportion of population as RLUs - 17% (25%)	No disproportionate impacts
Burngreave	Young People	Higher than average proportion of RLUs are younger people – 43% (40%) Lower than average proportion of population as RLUs - 35% (50%)	No disproportionate impacts
	Older People	Lower than average proportion of RLUs are older people – 4% (13%) Lower than average proportion of population as RLUs – 9% (22%)	No disproportionate impacts
	Disabled People	Lower than average proportion of RLUs are disabled people – 0.7% (1.4%) Lower than average proportion of population as RLUs – 7% (21%)	No disproportionate impacts
	BME People	Higher than average proportion of RLUs are BME people – 72% (20%) Higher than average proportion of population as RLUs - 44% (25%)	Some Significant Impact
Greenhill	Young People	Average proportion of RLUs are younger people – 38% (40%) Lower than average proportion of population as RLUs - 37% (50%)	No disproportionate impacts
	Older People	Higher than average proportion of RLUs are older people – 19% (13%)	No disproportionate impacts

	<p>Disabled People</p> <p>BME People</p>	<p>Average proportion of population as RLUs – 21% (22%)</p> <p>Average proportion of RLUs are disabled people – 1.2% (1.4%) Lower than average proportion of population as RLUs – 14% (21%)</p> <p>Lower than average proportion of RLUs are BME people – 7% (20%) Lower than average proportion of population as RLUs - 19% (25%)</p>	<p>No disproportionate impacts</p> <p>No disproportionate impacts</p>
Newfield Green	<p>Young People</p> <p>Older People</p> <p>Disabled People</p> <p>BME People</p>	<p>Average proportion of RLUs are younger people – 39% (40%) Lower than average proportion of population as RLUs - 19% (50%)</p> <p>Average proportion of RLUs are older people – 13% (13%) Lower than average proportion of population as RLUs – 10% (22%)</p> <p>Average proportion of RLUs are disabled people – 1.6% (1.4%) Lower than average proportion of population as RLUs – 13% (21%)</p> <p>Average proportion of RLUs are BME people – 20% (20%) Lower than average proportion of population as RLUs - 12% (25%)</p>	<p>No disproportionate impacts</p> <p>No disproportionate impacts</p> <p>No disproportionate impacts</p> <p>No disproportionate impacts</p>
Tinsley	<p>Young People</p> <p>Older People</p> <p>Disabled People</p> <p>BME People</p>	<p>Higher than average proportion of RLUs are younger people – 47% (40%) Higher than average proportion of population as RLUs - 69% (50%)</p> <p>Lower than average proportion of RLUs are older people – 4% (13%) Average proportion of population as RLUs – 22% (22%)</p> <p>Lower than average proportion of RLUs are disabled people – 0.7% (1.4%) Higher than average proportion of population as RLUs – 38% (21%)</p> <p>Higher than average proportion of RLUs are BME people – 68% (20%) Higher than average proportion of population as RLUs - 51% (25%)</p>	<p>No disproportionate impacts</p> <p>No disproportionate impacts</p> <p>No disproportionate impacts</p> <p>Some Significant Impact</p>
Totley	<p>Young People</p>	<p>Lower than average proportion of RLUs are younger people – 35% (40%) Higher than average proportion of population as RLUs - 55% (50%)</p>	<p>No disproportionate impacts</p>

	Older People	Higher than average proportion of RLUs are older people – 25% (13%) Higher than average proportion of population as RLUs – 33% (22%)	Some Significant Impact
	Disabled People	Lower than average proportion of RLUs are disabled people – 0.8% (1.4%) Lower than average proportion of population as RLUs – 16% (21%)	No disproportionate impacts
	BME People	Much lower than average proportion of RLUs are BME people – 4% (20%) Lower than average proportion of population as RLUs - 19% (25%)	No disproportionate impacts
Broomhill	Young People	Average proportion of RLUs are younger people – 37% (40%) Lower than average proportion of population as RLUs - 25% (50%)	No disproportionate impacts
	Older People	Average proportion of RLUs are older people – 13% (13%) Lower than average proportion of population as RLUs – 15% (22%)	No disproportionate impacts
	Disabled People	Lowest proportion of RLUs are disabled people – 0.6% (1.4%) Lower than average proportion of population as RLUs – 8% (21%)	No disproportionate impacts
	BME People	Lower than average proportion of RLUs are BME people – 16% (20%) Lower than average proportion of population as RLUs - 15% (25%)	No disproportionate impacts
Woodhouse	Young People	Average proportion of RLUs are younger people – 37% (40%) Lower than average proportion of population as RLUs - 24% (50%)	No disproportionate impacts
	Older People	Higher than average proportion of RLUs are older people – 18% (13%) Lower than average proportion of population as RLUs – 13% (22%)	No disproportionate impacts
	Disabled People	Highest proportion of RLUs are disabled people – 3.0% (1.4%) Average proportion of population as RLUs – 18% (21%)	No disproportionate impacts
	BME People	Much lower than average proportion of RLUs are BME people – 7% (20%) Lower than average proportion of population as RLUs - 13% (25%)	No disproportionate impacts



Libraries, Archives and Information

Appendix G

Guidance pack

For individuals, groups and organisations who want to run, or help to run a library service in Sheffield.

November 2013



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1. Summary

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

As of October 2013 Sheffield's Libraries, Archives and Information (LAI) service has 28 libraries in total, 13 in district centres including Central Library and 15 in local community settings. 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 2,491 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.

The review of Sheffield's Libraries, Archives and Information Service was to ensure we have a comprehensive, efficient, modern, and sustainable service:

- A comprehensive service: because we need 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 we 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 we 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 we have 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.

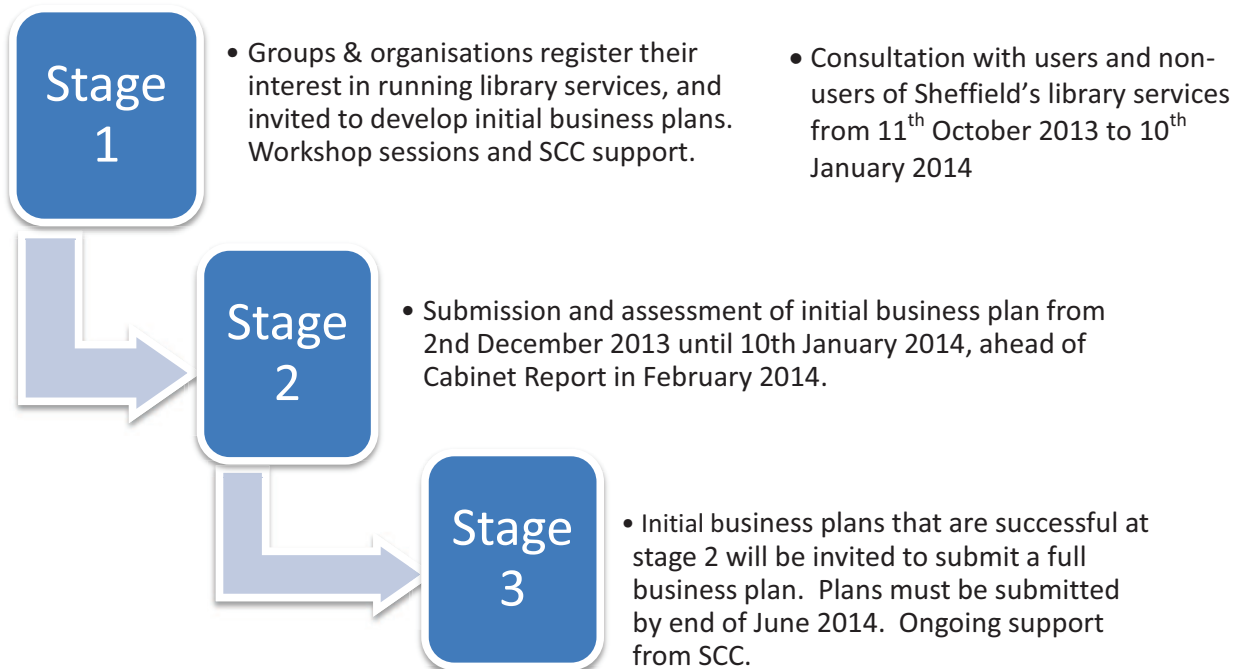
The proposal will deliver a comprehensive and efficient service that meets the requirements of the needs assessment (see appendix B) and is affordable in this context by:

- Investing in technology to extend on-line services and develop e-lending
- Extending the Home Library Service which is available for people who need help to live independently
- Developing 11 SCC run hub libraries.
- Retaining Tinsley library as a SCC run library until the rental agreement expires in 2016.
- Supporting up to 5 volunteer run co-delivered community libraries for an agreed pilot period of 2 years.

- Enabling libraries at risk of closure to become independent libraries if a business plan is approved.
- Closing the Mobile library service due to declining usage.
- Looking for a partner with whom to develop Archives services
- In the longer term, moving our library buildings into new or upgraded facilities. This work includes the upgrading of Central Library

A consultation period began on 11th October 2013 and will end on 10th January 2014.

Individuals, groups and organisations are now being invited to register an interest in running libraries, and submit an initial business plan by 10th January 2014. A final recommendation to the Councils' Cabinet in February 2014, will be shaped by the needs assessment and informed by the consultation results, Equality Impact Assessment and the assessment of the initial business plans.



The Council is currently deciding how it will evaluate the business plans submitted in stage 2 and 3 above. However the Council can confirm the consideration of business plans will be made against criteria defined by the outcome of the consultation process. This will ensure that the selected solution aligns with the needs and wants of local communities. The Council will confirm in due course the scope of the evaluation criteria once the outcome of the consultation process is known.

2. What Sheffield Libraries, Archives and Information service wants to achieve.

Sheffield's LAI service wants to achieve an up to date service which is not only comprehensive and efficient but affordable within the Council's budget context. This will be a service that continues to be valued by its citizens and meets their needs as library users.

Under the proposed model the service will have the opportunity to develop with Sheffield people, local groups and organisations creative and innovative ways of working.

Together, the vision is to deliver a service where:

- Sheffield will be proud of its forward thinking and its innovative and contemporary library service promoting lifelong learning, digital inclusion and celebrates reading.
- Libraries will continue to enable people to access information and services and encourage participation.
- The Council will ensure that our library services are maintained by developing sustainable and deliverable options for the future.

3. Standards of service delivery

Standards of service delivery were published in 'the Future of Sheffield's Library Service - Prospectus', launched in February 2013. These standards were based primarily on existing requirements for SCC run library services, reflecting on local, regional & national policy and legislative requirements.

To ensure a high standard and consistent service, both SCC hub libraries and SCC co-delivered libraries will be subject to the delivery standards listed below: Note these standards may be updated from time to time.

3.1 Standards of delivery

- Libraries should be welcoming and open to everyone.
- Libraries should be free at the point of access and should be promoted as free and accessible to all sections of the community
- Library membership should be available for everyone who is living, working, studying or visiting Sheffield.
- The operation of the library, including the purchase of books and other materials must be neutral to political or religious interests.
- Libraries will continue to provide books as their core product but this should increasingly be in a variety of formats
- Libraries should aim to meet the diverse needs of the community for which it serves

- Libraries should continue to work with and develop the library services with organisations and groups outside of their library buildings
- The use of a wide range of library promotional events and activities should be seen as integral to a healthy and successful library service
- Fees and charges should be published and fairly applied to all users.
- Library users must be able to visit a library without a time limit, subject to library opening hours. (This does not extend to the use of resources).
- Library users must be able to visit a library free of charge. There should not be an entrance fee or membership restriction with the exception of some specific events
- In some circumstances admittance may be restricted i.e. anti-social behaviour, offensive or abusive behaviour.

4. Co-delivered community run libraries

Delivering library services together with community partners (co-delivery) is an alternative way for keeping more libraries open.

By supplying central services (see description of services in Appendix M) and some professional staff support and guidance for co-delivered libraries, the Council aims to ensure the quality and sustainability of libraries run by community partners. The Council will support up to 5 co-delivered community libraries for an agreed 2 year pilot period, and priority has been given under the needs assessment to those libraries that rank highest on demographic needs. This is in addition to the service which the council considers to meet the current needs of the city (as set out in the needs assessment in Appendix B.)

4.1 The Priority ranking for (non- hub/vulnerable to closure) libraries

Newfield Green (highest priority)
 Burngreave
 Southey
 Woodhouse
 Park
 Broomhill
 Upperthorpe
 Greenhill
 Jordanthorpe
 Ecclesfield
 Stannington
 Frecheville
 Gleadless
 Topley
 Walkley (lowest priority)

4.2 What SCC will provide for the five co-delivered community run libraries

- Energy, cleaning and waste disposal costs, will be paid directly by SCC under the City Council contract terms.
- Books and materials stock, and stock circulation (provided by central support) will be provided by SCC from its materials fund. It is important to note the book stock and materials will remain the property of SCC. Any book or material for loan will, from time to time, be circulated to other libraries. SCC will work with delivery partners to ensure the book stock and materials in each library reflect the needs of the local community.
- SCC will continue to provide book lending, a request/reservation and inter-library loan service in co-delivered community run libraries. All lending materials can be reserved using the on-line catalogue by any library member throughout the city. Reserved materials will then be transported by the libraries support team to the users preferred library for collection.
- Introduce e-book lending. SCC will enter into a city wide agreement to enable library users to download library e-books onto their own e-reader. SCC will not be loaning e-reader devices, but this may be something delivery partners wish to do. More details of e-book lending will be available upon launch of the scheme.
- SCC will provide some staff support and guidance for co-delivered community run libraries. This will, in part, be determined by the business plans that are developed, with consideration given to the capacity of the delivery partner, volunteer levels, and how busy libraries are.
- Delivery partners will be encouraged to make purchase suggestions which reflect the needs of the local community. All materials in co-delivered community run libraries will be part of the city's computerised lending system.
- Photocopying service. SCC will supply and maintain the photocopiers in SCC run libraries and co-delivered community run libraries. The fees charged for this service will be set and retained by SCC.
- Newspapers. Subject to the business plan of the co-delivery partner, SCC will continue to stock newspapers at both hub and co-delivered libraries.
- Free access to computers and the internet for all via the People's Network (computer maintenance provided by central support/Capita). Measures to maintain internet security will be discussed with co-delivery partners. SCC is committed to free access to the Peoples' Network in fulfilling the recommendations of the Fairness Commission, in particular addressing the digital divide, and the increased demand due to Universal Credit.

- Reader development activities (provided by central support). Subject to the business plan of the co-delivery partner, SCC can provide a range of activities in libraries, such as reading groups. It is envisaged that library activity may be extended through wider links with the community, support from volunteers and other voluntary groups.
- Books in a broad range of community languages. SCC will provide books in a broad range of community languages in fulfilling its commitment to the Equalities Act. SCC will liaise with the delivery partner to ensure the stock reflects community need.
- Radio Frequency Identification Device (RFID). Subject to the business plan of the co-delivery partner, we will supply and maintain a Radio Frequency Identification Device (RFID) in each co-delivered library (as well as hub libraries). The RFID's enable users to take out books, CD's & DVD's, make payments and take fines.
- Essential repairs

Note: The support package for co-delivered libraries does not include management fees being paid to community organisations and volunteers.

4.3 What SCC looks for from a co-delivery partner organisation

- Management of the building in line with SCC requirements for opening, closing, health and safety, hazard reporting, general security, grounds maintenance, creating a welcoming environment and child and adult safeguarding.
- A procedure for the Recruitment and co-ordination of volunteers in conjunction with SCC
- Additional added value activity such as running a job club, benefits advice, adult learning classes, children's activities, work experience programmes, fundraising activities.

Joint responsibility – for negotiation and clarification

- Small general maintenance issues.
- Decoration, purchase of new equipment, furnishings.
- Consumables (e.g. light bulbs, toiletries etc.)
- Training programme for volunteers
- Book purchases
- Disposal or sale of old book stock
- Equality responsibilities, Health & Safety and the protection of children and vulnerable adults.

4.4 Co-delivered community run libraries – income generation

The income from library fees will be in line with SCC fee tariffs. The fees and charges raised from SCC materials in co-delivered libraries will be used within the whole SCC run library service. The 2013/14 library income budgets can be found in the individual library

profiles. The Radio Frequency Identification Devices will be used to collect fees and charges, unless a strong case is made for not doing so.

The co-delivery partner may generate and retain income from fundraising activities in the library such as coffee mornings, or from delivering complimentary services, subject to agreement. Proposed fundraising/income generation activity must be detailed in the business plan, and should take into consideration the standards of service delivery outlined in section 3.

5 Independent Libraries

Libraries that are vulnerable to closure may become independently run libraries, i.e. without Council funding, support. SCC may provide the current book, material stock and furnishings subject to agreement. Terms for occupying the building would be negotiated with the SCC Property and Facilities Management service.

Independent libraries do not need to comply with SCC fees and tariffs, and they may be able to retain income generated from the library building, subject to conditions in the lease agreement.

We will give consideration to any proposal to run a vulnerable (to closure) library on an independent basis which may include being part of a community hub/resource. This includes the Mobile Library Service.

6 Registering an Interest – Stage 1

Registering an interest is a simple first stage to help us to identify the people, groups and organisations who are interested in:

- Running or supporting a co-delivered and community run library
- Running or supporting an 'at risk of closure' library independently
- Running or supporting the Mobile library service independently
- Enhancing the operation of community hub libraries

A registration of interest form can be found in Appendix C. It is important that you register an interest as soon as possible, so we can ensure you receive appropriate support and can be kept informed of events and activities. Please note that the level of public interest in this project means that the Council will probably have to publish registrations of interest under the freedom of Information Act if requested. In registering your interest you are deemed to have consented to this.

If you are an individual, we will put you in touch with other individuals or groups registering an interest in the same library.

7 Support for groups and organisations in developing business plans plan

7.1 Guidance pack

This guidance pack is available to any individual, group or organisation who is interested in running a library service, whether this is co-delivered or independent.

This pack will be e-mailed to groups who have registered an interest, and a hard copy pack will be delivered to the nearest library for collection if requested.

7.2 Workshops

Groups who have registered an interest will be invited to a series of workshops which aim to:

- Provide face to face advice relating to the guidance pack and process
- Enable groups and organisations to network
- Enable groups and organisations to learn from the experience of co-delivered and independent libraries delivered elsewhere and create links

7.3 Council Officer support

The type of support that may be provided includes: responding to information requests, advice on developing the business plan, library fact finding visits, attending community meetings.

8 Developing a business plan – Stage 2

The second stage is to develop a business plan following the guidelines provided. An initial business plan can be submitted for assessment from 2nd December 2013. Business plans which do not sufficiently meet the criteria may be re-submitted up to a deadline date of 10th January 2014. Business plans should be submitted to: 1 x paper copy version to The Library Review Team, Central Library, Surrey Street, **Sheffield** S1 1XZ, plus 1 x electronic media version should be emailed to libraries@sheffield.gov.uk Guidance on producing a business plan can be found in Appendix D.

It is expected that co-delivered community run libraries will be operated according to library standards of delivery (see section 3), and may be restricted by statutory duties or council wide service contracts.

From this point forward, reference to groups and organisations developing a business plan will be referred to as 'applicants'.

The initial business plan should include the following as a minimum:

8.1 A Volunteer Register

A register of people that have volunteered to give their time to help run the library. If applicants do not intend to run the library with volunteers, an alternative proposal should be described in detail. A sample register template can be found in Appendix G.

8.2 Managing and co-ordinating volunteers

A description (if applicable) of how applicants will recruit, retain, support and co-ordinate volunteers. Please see Appendix H information sheet on involving volunteers. Note: applicants are not required to describe the training of volunteers at this stage. SCC will collaborate with the applicant regarding the initial training of volunteers.

8.3 Working with partners

Applicants may partner with others (groups, voluntary organisations, statutory services, commercial/private sector organisations) to deliver a library service or other complimentary activity. Applicants should describe the role and contribution of any groups/organisations it will work with. Partnerships are encouraged where they will help the library deliver what the community wants and needs, increase sustainability and add to the quality of service delivery. Thought should be given to collaborative activity with other applicants, whether this is in relation to the same library or other libraries across the city. It is recognised that partnership work may be in an initial stage until confirmation of success at the second stage.

8.4 Governance arrangements

A short CV from each member of the management committee, board of trustees, management board or team (as applicable). Applicants should describe any previous experience of managing a group or organisation with volunteers, and describe any previous experience of managing funds or fundraising, or any other relevant experience. Detailed governance, accountability, policies and procedures required by the end of stage 3.

8.5 Ideas

Applicants should outline their ideas for running the library. Co-delivered library applicants should give close consideration to the library principles described in section 6. We would welcome innovative ideas about delivering the service and we will not be prescriptive about this as long as it meets the key principles and standards outlined in sections 2 and 3.

8.6 Financial plan

This should outline any income generation or fundraising plans including what income raised will be spent on (please see section 4.4). This should include how, if applicable, the ideas described in section 8.5 will be funded.

9 Assessment of initial business plans

Initial business plans must be submitted by 10th January 2014 at the very latest.

Assessment of the plans will include:

- An interview/discussion with the applicant
- A consideration of viability asking the following questions:
 - Does the applicant have sufficient number of volunteers (or other arrangements) to enable the library to open as described in section 4.3?
 - Does the applicant have clear proposals (if applicable) for recruiting, managing and supporting volunteers, and is this within the capacity and skills of the applicant to deliver?
 - Are the applicant's ideas for the future delivery of the library viable, do they meet the library principles, and do they meet the needs of the community?
 - Can stage 3 business plan requirements be operational by June 2014?
 - Is the financial plan realistic and achievable?

The Council is currently deciding how it will evaluate the business plans. However the Council can confirm the consideration of business plans will be made against criteria defined by the outcome of the consultation process. This will ensure that the selected solution aligns with the needs and wants of local communities. The Council will confirm in due course the scope of the evaluation criteria once the outcome of the consultation process is known.

Once the Business plans have been assessed applicants will be notified of the outcome by SCC. For independent libraries, the plans will be assessed and leasing arrangements will be determined. It is not envisaged that assets will be transferred, although this does not rule out the possibility.

The outcome of the assessments will inform the final recommendation together with the needs assessment, consultation, and Equality Impact Assessment (EIA). This will be presented to the Council's Cabinet for a decision in February 2014. If there are any significant or fundamental changes, a re-assessment of the processes and timescales in this guidance pack will be required and applicants informed.

It should be noted that all business plan preparation is at the risk of applicants, and SCC will not accept any liability for any costs incurred by applicants. SCC will support groups in developing business plans (within the resources available), run information workshops and signpost to free sources of information and advice.

10 Developing a final business plan – stage 3

Pending the outcome of the Council's cabinet decision February 2014 all groups with viable business plans will be notified of the agreed way forward which could involve moving to stage 3 of the business planning process.

10.1 Stage 3 process for co-delivered and community run libraries

Co-delivery partners will be required to submit a stage 3 business plan as follows:

- Detailed governance arrangements. This will include selection of the governing body, terms of office, role descriptions, how decisions will be made etc.
- Library operational processes. SCC library service staff will be available to support groups/organisations to develop these processes:
 - Library opening and closing arrangements
 - Library service that reflects the local community
 - Security (for building, staff, users, data)
 - Data protection procedures re access to user records
 - Managing book and material loans – procedure, training
 - Managing reserved stock
 - Customer service
 - Safeguarding procedures for children and vulnerable adults
 - Linking into local and national initiatives, activities and programmes
 - Risk assessment and mitigation
 - Links to hubs and on-going support arrangements from SCC
 - Operational processes for any additional complimentary activity
 - Description of complimentary activity and its impact on the library service (benefits and drawbacks)
 - Description of how the complimentary activity will be managed and resourced.
- Financial management plan
- Income generation and fundraising plan (if applicable).
- Financial accountability procedures
- Latest financial accounts (if applicable)

SCC will continue to support co-delivery partners in developing the stage 3 business plan as described in section 7.

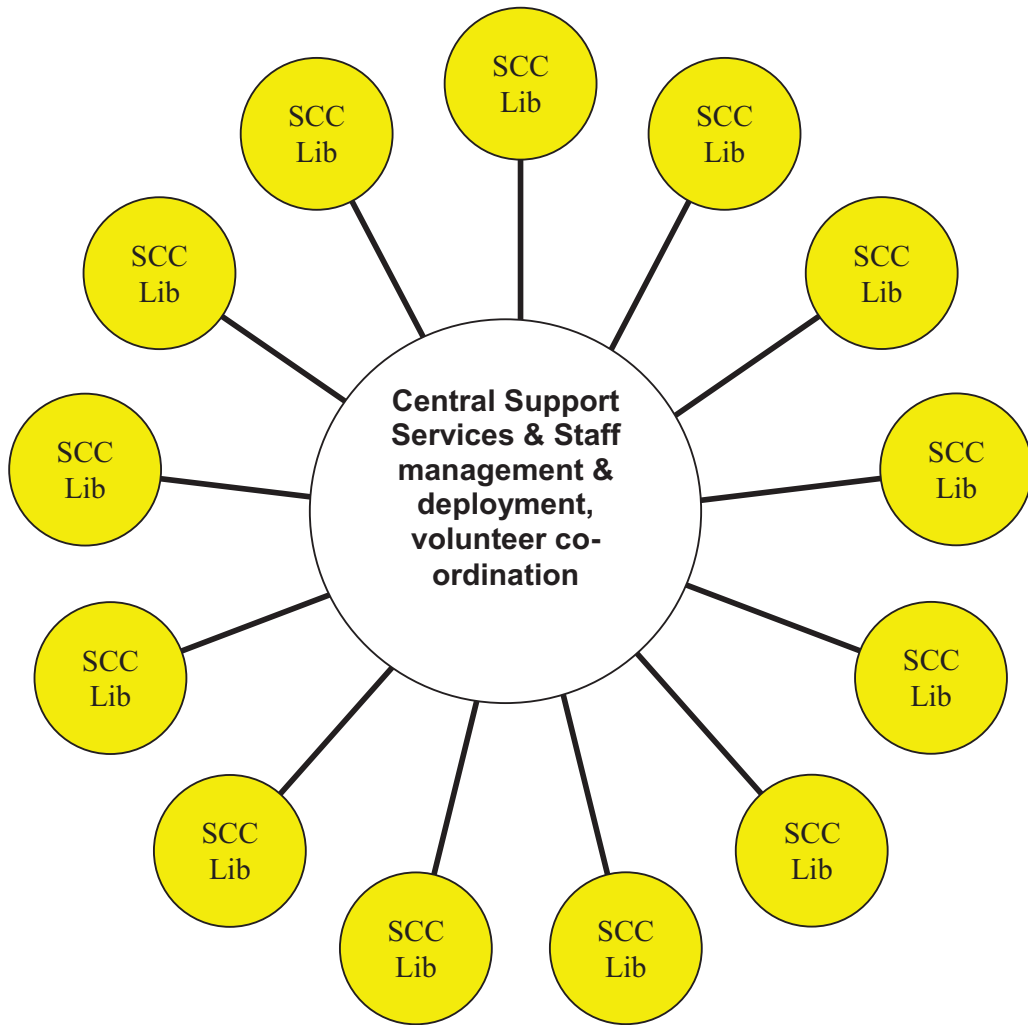
A stage 3 business plan should be submitted for approval by the end of June 2014. If the plan is approved (at any time up to the deadline), SCC will liaise with the co-delivery partner to plan the transitional arrangements, leading to a new co-delivered library service. If the business plan is not approved before the deadline this may result in the closure of the library on either a temporary or permanent basis.

10.2 Stage 3 for Independent libraries

Following approval at stage 2, groups/organisations will liaise with SCC in negotiating a lease or other contractual arrangement for use of the library property or space, the outcome of which cannot be guaranteed. It may be useful for independent libraries to consider developing a more detailed business plan as set out above for co-delivered libraries.

It is anticipated the assessment process for independent libraries may differ slightly from the co-delivered libraries because the Council will be placing less restrictions on independent libraries in respect of things such as opening hours. As stated above the Council is currently considering how the evaluation process will be undertaken for both co-delivered and independent libraries and will confirm this in due course.

1. SCC only support SCC run libraries



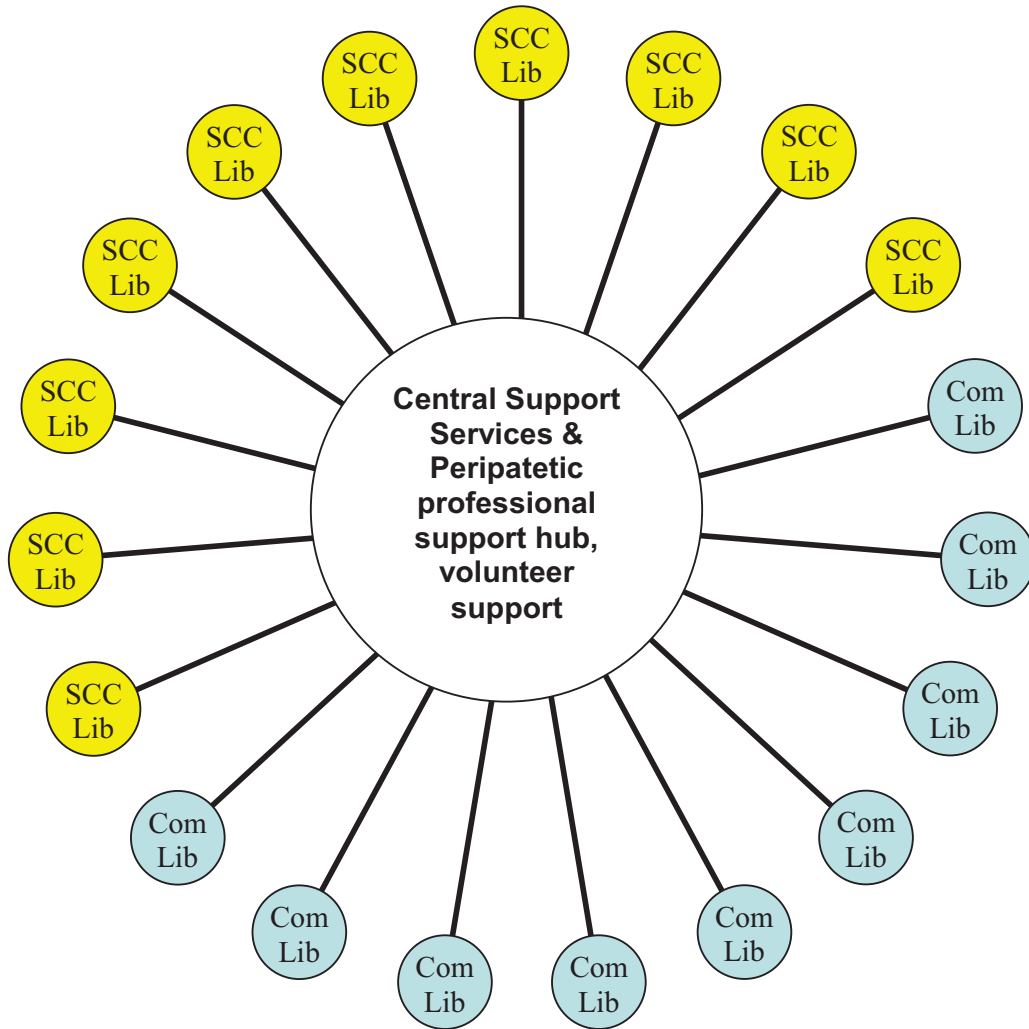
Model 1
SCC only support SCC run libraries

- Only support SCC libraries. Staffing and resources would remain basically the same. E.G. Less 10%. There may be additional support from volunteers to enhance services.
- All libraries not to be SCC run would be closed.

Model 1 SWOT

Strengths	<ul style="list-style-type: none"> ▪ Libraries remain part of the main libraries network ▪ Service standards are maintained ▪ Financial savings in terms staff/management costs ▪ Financial savings in terms of buildings, running costs, materials
Weaknesses	<ul style="list-style-type: none"> ▪ Slimmed down service with some closures ▪ Staff redundancies due to closure ▪ Will not achieve the budget savings required – more cuts will be needed across the service (including Community Libraries) ▪ Less libraries means less income generated ▪ Leaves little opportunity to enhance services – delivery would more or less stay the same ▪ Limits the opportunities to work with partners in the voluntary/community sector
Opportunities	<ul style="list-style-type: none"> ▪ Some buildings could be sold which would generate income for SCC (but not library service) ▪ Utilise the Mobile Service in order to bridge the gap ▪ Volunteers to ‘enhance’ the work of paid staff ▪ Community Right to Challenge – some libraries up for closure could be saved in the short term
Threats	<ul style="list-style-type: none"> ▪ Some users may need to travel further to get to their library ▪ Library usage may decrease ▪ Financial ability to maintain remaining libraries if more cuts are imminent - not sustainable in the long term ▪ Assets – threat that we cannot get out of long leases and tied in to paying for buildings after closure ▪ Would not rule out future threat of library closures ▪ The wrong libraries close and we face legal challenge (important to have robust needs analysis) ▪ More and more libraries close and we are not able to fulfil the 1964 act to provide an efficient library service ▪ Campaigns/protest against closure – threat of Judicial Review? ▪ Cost of developing/delivering outreach work in areas with no library provision

2. SCC oversee all libraries in the city, both SCC run and Community run



Model 2 description

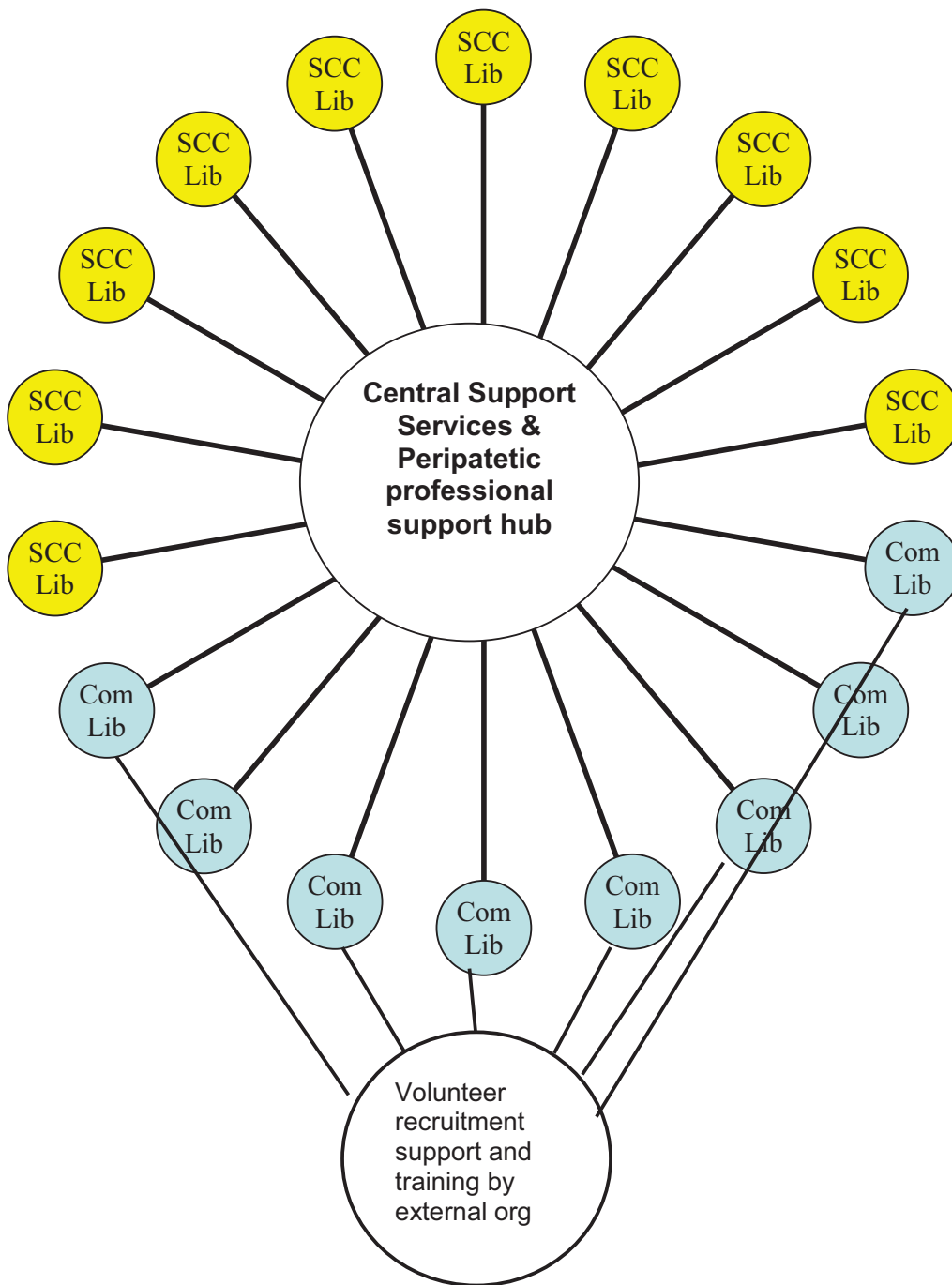
SCC oversee all libraries both SCC run and community run libraries.

- Community run libraries will have a service level agreement where they agree to quality standards and targets, manage the library building and manage volunteers. In return the community group will have the building running costs paid by SCC, and access to central support services (book stock and other materials, computer maintenance, People's Network, online catalogue and member records, training for volunteers).
- SCC run libraries will be similar to what they are currently. Some jobs may be re-designed, there may be fewer staff. Volunteers will be used to enhance the service not replace staff in these libraries.
- Community organisations running the libraries would need to have sufficient capacity to manage SLA contracts and manage volunteers.

Model 2 SWOT

Strengths	<ul style="list-style-type: none"> ▪ No library closures ▪ Community managed libraries remain part of the libraries network ▪ Support package is appealing to community groups/organisations ▪ Service standards are maintained via Service Level Agreement ▪ Volunteers trained by experienced library staff ▪ Library staff support community managed libraries on day to day basis (buddying system) ▪ Library users are not affected in the long term by change in management of libraries ▪ All income generated (SCC or by community) is invested back in to libraries ▪ Sustainable in the long term if community groups embark on an agreement to deliver library service for X number of years ▪ Financial saving – management cost/staff reductions
Weaknesses	<ul style="list-style-type: none"> ▪ Support package is of financial cost to SCC ▪ Would not rule out future threat of library closures ▪ Staff redundancies ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole
Opportunities	<ul style="list-style-type: none"> ▪ Potential for opening hours to increase across community managed libraries ▪ Enables additional services to be delivered alongside the library provision ▪ Community organisations can access funding that the Council cannot ▪ More scope for volunteers to become involved ▪ Community empowerment
Threats	<ul style="list-style-type: none"> ▪ The library provision becomes secondary in some cases ▪ Library users experience a decline in the level of service and expertise delivered ▪ Community groups pull out and no one wants to take on the library – ultimately the library must close or the Council must take it back ▪ Only sustainable if community groups embark on a long term agreement to deliver library service ▪ Challenge of changing the perceptions of campaigners/ protestors against cuts ▪ Failure to negotiate the right package with community organisations/groups ▪ Financial ability to maintain support package (SCC experiences further cut, utility rates increase etc) ▪ Culture change

3. Volunteer Support run by external organisation



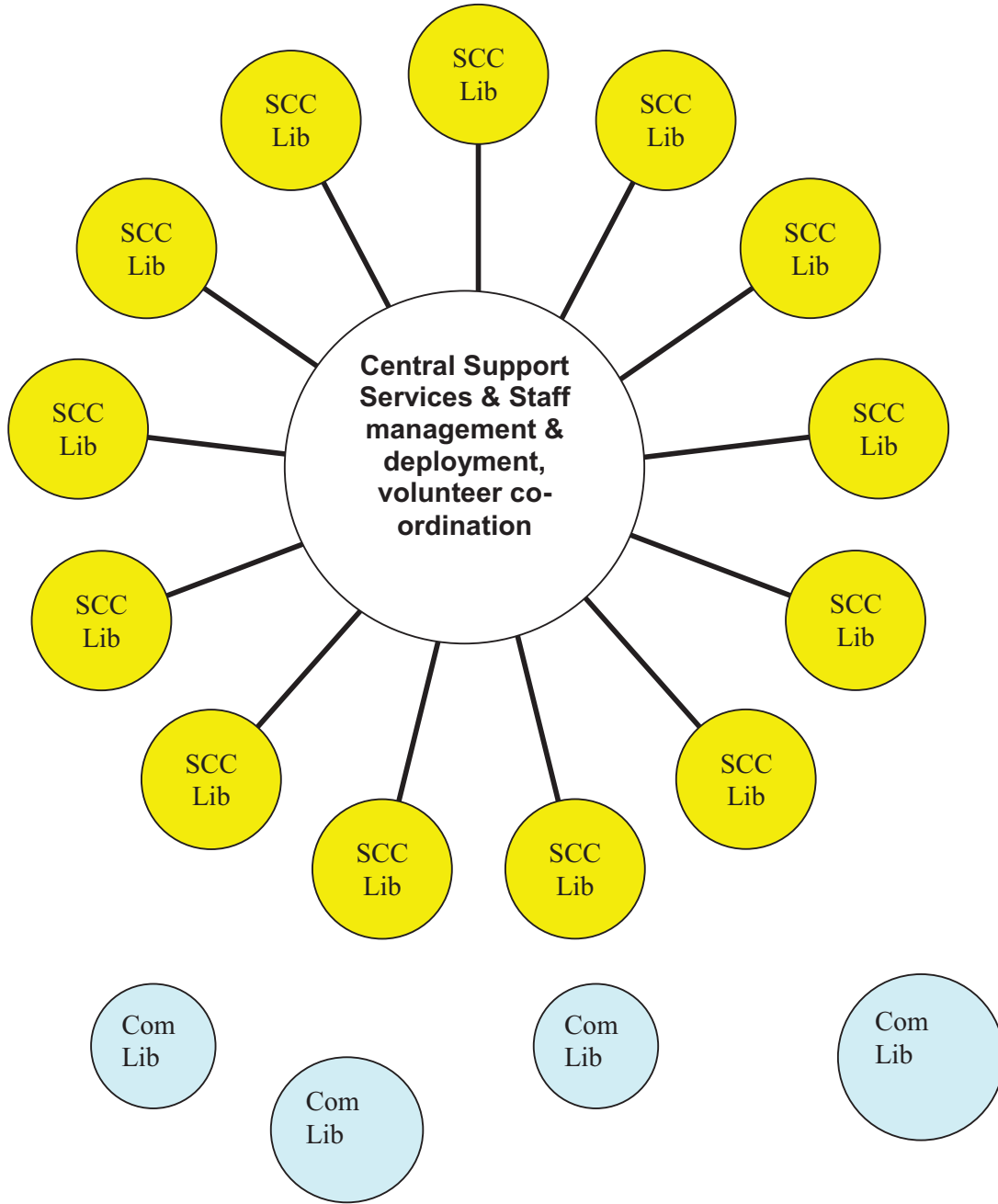
Model 3 description
Volunteer Support run by external organisation

- As model 2, but volunteer recruitment, co-ordination, training and support undertaken by an external organisation for all the community run libraries.
- This would be more suitable where the community groups running the libraries have low capacity and little experience with volunteers.
- SCC would contract with the external organisation to provide this service.
- SCC would still need to be involved in and provide some resources for training.
- The external organisation would be responsible for paying any volunteer expenses.

Model 3 SWOT

Strengths	<ul style="list-style-type: none"> ▪ No library closures ▪ Community managed libraries remain part of the libraries network ▪ Support package is appealing to community groups/organisations ▪ No strain on staff resources to deliver training, support and volunteer recruitment - co-ordinated by an external organisation ▪ Service standards are maintained via Service Level Agreement ▪ All income generated (SCC or by community) is invested back in to libraries (is this correct?) ▪ Sustainable in the long term if community groups embark on an agreement to deliver library service for X number of years ▪ Financial saving – management cost/staff reductions
Weaknesses	<ul style="list-style-type: none"> ▪ Support package is of greater financial cost to SCC than model 1 ▪ Would not rule out future threat of library closures ▪ Staff redundancies ▪ Additional cost implications of getting external organisation manage training, support and recruitment function ▪ Dependent upon external organisation to deliver training and support ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole ▪ Library users may affected by change in management of libraries due to level of training received ▪ Less control for the Council
Opportunities	<ul style="list-style-type: none"> ▪ Potential for opening hours to increase across community managed libraries ▪ Enables additional services to be delivered alongside the library provision ▪ Community organisations can access funding that the Council cannot ▪ More scope for volunteers to become involved ▪ Community empowerment ▪ External organisation may encourage volunteers to help in SCC libraries as well – to enhance ▪ Opportunities to learn from external organisation
Threats	<ul style="list-style-type: none"> ▪ Standard of training and support is difficult to determine if being co-ordinated by an external organisation ▪ Training may not be refreshed regularly enough ▪ Money runs out to offer support delivered by external organisation resulting in increased pressure on staff resources ▪ The library provision becomes secondary in some cases ▪ Library users experience a decline in the level of service and expertise delivered ▪ Community groups pull out and no one wants to take on the library – ultimately the library must close or the Council must take it back ▪ Only sustainable if community groups embark on a long term agreement to deliver library service ▪ Challenge of changing the perceptions of campaigners/ protestors against cuts ▪ Failure to negotiate the right package with community organisations/groups ▪ Financial ability to maintain support package (SCC experiences further cut, utility rates increase etc) ▪ Culture change

4. SCC only financial support SCC libraries, but allow communities to take over closed libraries.



Model 4 description

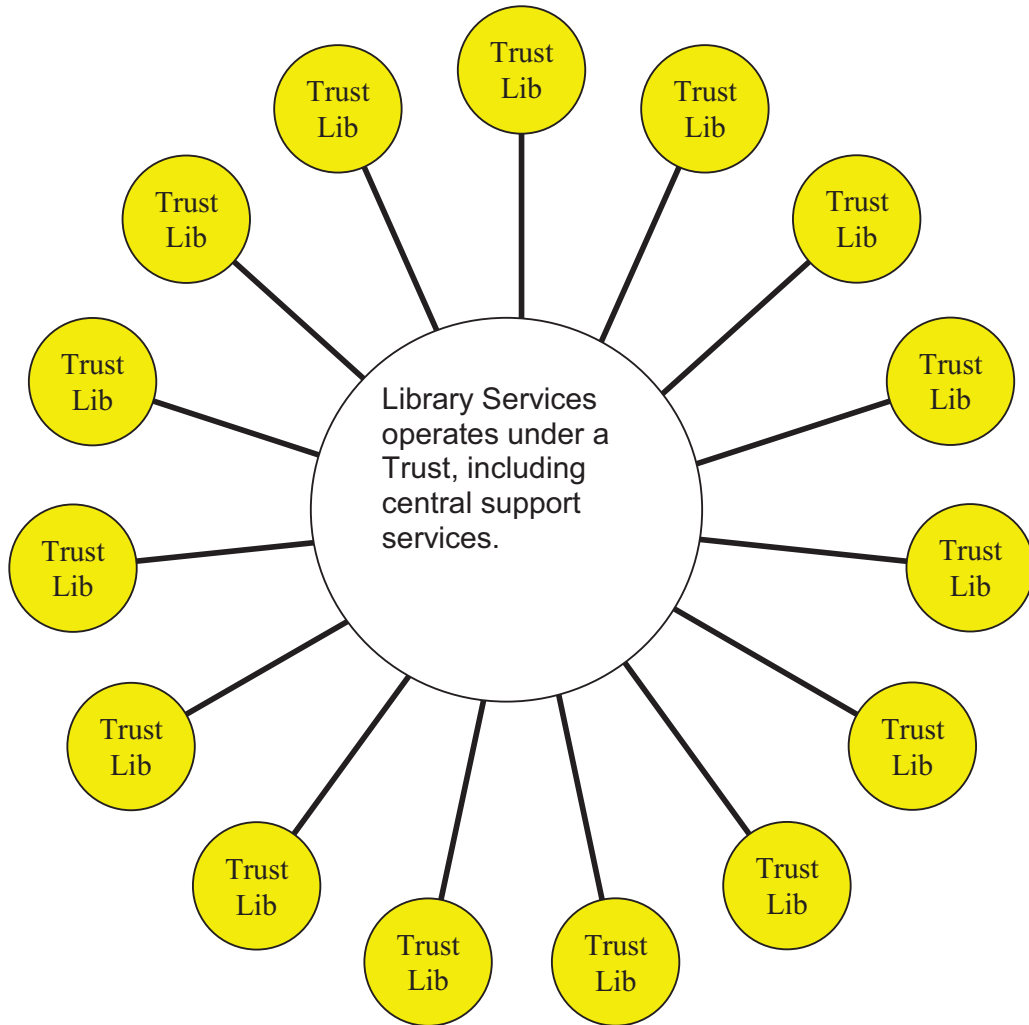
SCC only financial support SCC libraries, but allow communities to take over closed libraries.

- SCC only resource SCC libraries
- Communities allowed to take over the running of library buildings and retain some element of a library service. SCC will not replenish book stock, or allow access to the book catalogue or peoples network or RFID's. Ad hoc professional advice at discretion of SCC.

Model 4 SWOT

Strengths	<ul style="list-style-type: none"> ▪ Maintains current number of libraries ▪ No strain on staff resources to deliver training, support and volunteer recruitment ▪ No cost to the Council ▪ Financial savings in terms staff/management costs ▪ Financial savings in terms of buildings, running costs, materials ▪ SCC library staff provide ad-hoc professional advice
Weaknesses	<ul style="list-style-type: none"> ▪ Library closures unless community groups come forward ▪ Community managed libraries would not be part of the library network – no access to catalogues, stock, PN, RFID etc ▪ Would not rule out future threat of library closures ▪ Staff redundancies ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole ▪ Loss of income generation ▪ No control over maintaining standards in community managed libraries
Opportunities	<ul style="list-style-type: none"> ▪ Potential for opening hours to increase across community managed libraries ▪ Enables additional services to be delivered alongside the library provision ▪ Community organisations can access funding that the Council cannot ▪ More scope for volunteers to become involved ▪ Community empowerment ▪ Library provision may move in to a more suitable building
Threats	<ul style="list-style-type: none"> ▪ Library users experience a lower quality of service in Community Managed Libraries ▪ Standard and quality of training and support is difficult to determine if being co-ordinated by an external organisation ▪ Library usage may decrease ▪ The library provision becomes secondary (or worse) in some cases ▪ Community groups pull out and no one else wants to take on the library – ultimately the library must close or the Council must take it back ▪ Only sustainable if community groups embark on a long term agreement to deliver library service ▪ Challenge of changing the perceptions of campaigners/ protestors against cuts ▪ Failure to negotiate with community organisations/groups in order to maintain at least a minimum standard ▪ Culture change ▪ Financial ability to maintain remaining libraries (SCC experiences further cuts, utility rates increase etc) ▪ Assets – threat that we cannot get out of long leases and tied in to paying for buildings after closure ▪ Judicial Review??

5. Entire library service transferred to a Trust



Model 5 description

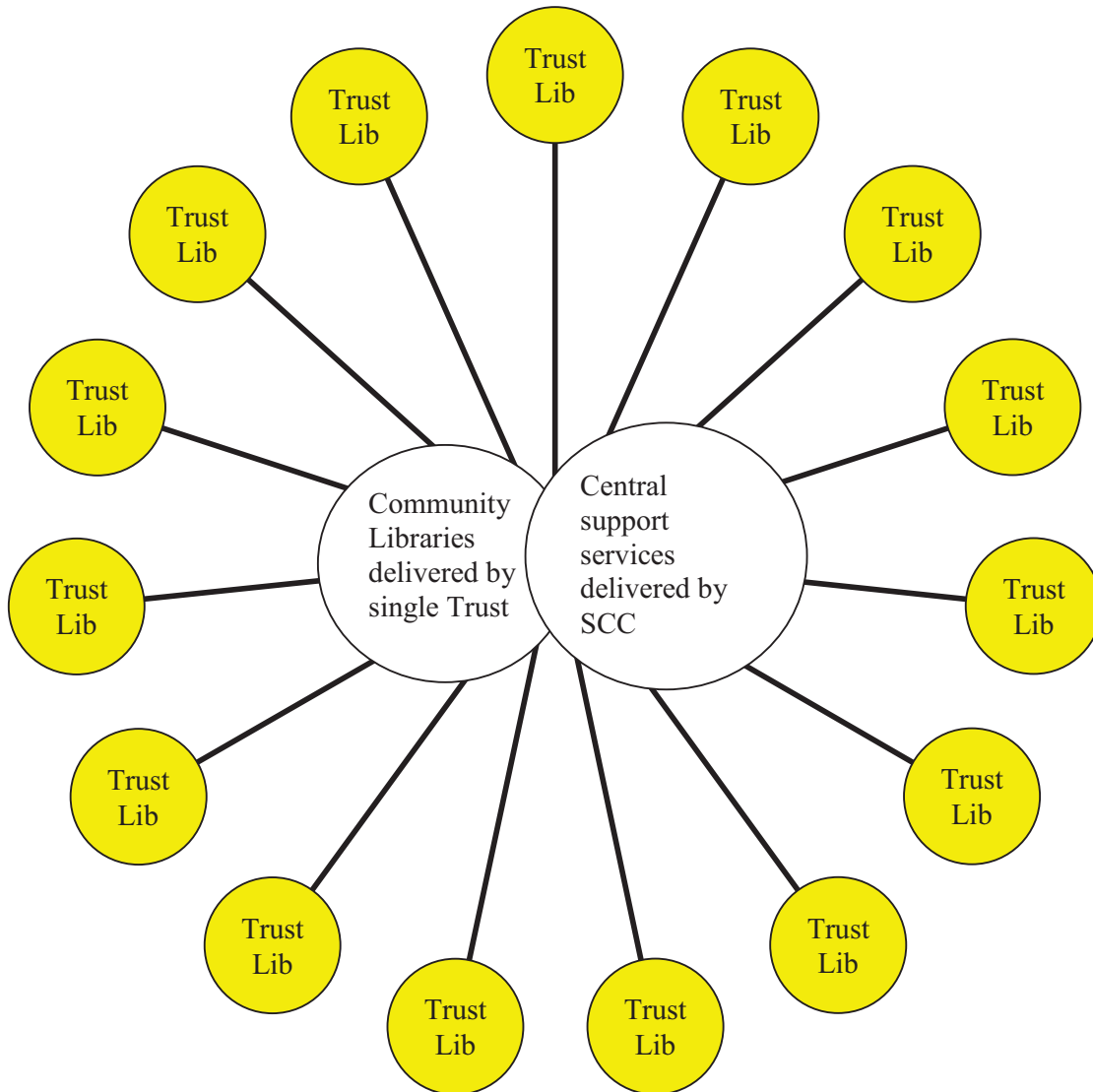
Entire library service transferred to a Trust

- SCC no longer manages the library service, run by a Trust on Contract with the Council.
- Staff reductions may need to take place before transfer to a Trust.
- Would need strong income earning strategy to take advantage of Trust status.
- Former council tie-ins for rental agreements etc, not valid for the Trust. Needs assessment only would be criteria for keeping libraries open, so would not need to keep very expensive libraries open.

Model 5 SWOT

Strengths	<ul style="list-style-type: none"> ▪ No library closures ▪ All libraries remain part of the libraries network but operate under a Trust ▪ The library service gains charitable status – more options for external funding ▪ Service standards are maintained ▪ Any volunteers would be trained by experienced library staff ▪ Financial saving – management cost/staff reductions ▪ Library users are not affected in the long term by transfer ▪ Future threat of closure is reduced ▪ Staff reductions can be made prior to the transfer ▪ Mandatory rate relief and VAT breaks ▪ Income generated can be invested back into improving services ▪ Would still receive funding from SCC ▪ Transfer of liability from SCC to Trust does not apply ▪ Protects library services against future LA cuts
Weaknesses	<ul style="list-style-type: none"> ▪ SCC no longer manages the library service ▪ Would not totally rule out future threat of library closures ▪ Staff redundancies ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole ▪ May take time to fully establish the organisation ▪ Potential procurement costs ▪ Possible TUPE implications
Opportunities	<ul style="list-style-type: none"> ▪ The library service gains charitable Trust status itself ▪ An existing Trust delivers library services ▪ Greater flexibility – SCC no longer runs library service ▪ An organisation with charitable status can access funding that the Council cannot ▪ More scope for volunteers to become involved ▪ Potential for increased income generation ▪ As a registered charity would be able to accept donations ▪ Could close some of the more expensive libraries ▪ Greater independence - the Trust would be independent meaning that the board of trustees is a mixture of Councillors and residents ▪ Enables the community to be involved in decision making, making it a trust run by local people for local people ▪ Enables more business-like thinking ▪ Increased opening hours ▪ Volunteers to support service ▪ Increased partnership opportunities ▪ Combined Trust set up for Library service and Museums
Threats	<ul style="list-style-type: none"> ▪ Culture change - TUPE ▪ Failure to increase income due to weak income earning strategy ▪ Lack of expertise to access external funding (especially if libraries were to set up their own trust) ▪ We do not know what funding would be available in the future and how this will impact on the sustainability of libraries

6. Trust model for community libraries only



Model 6 description

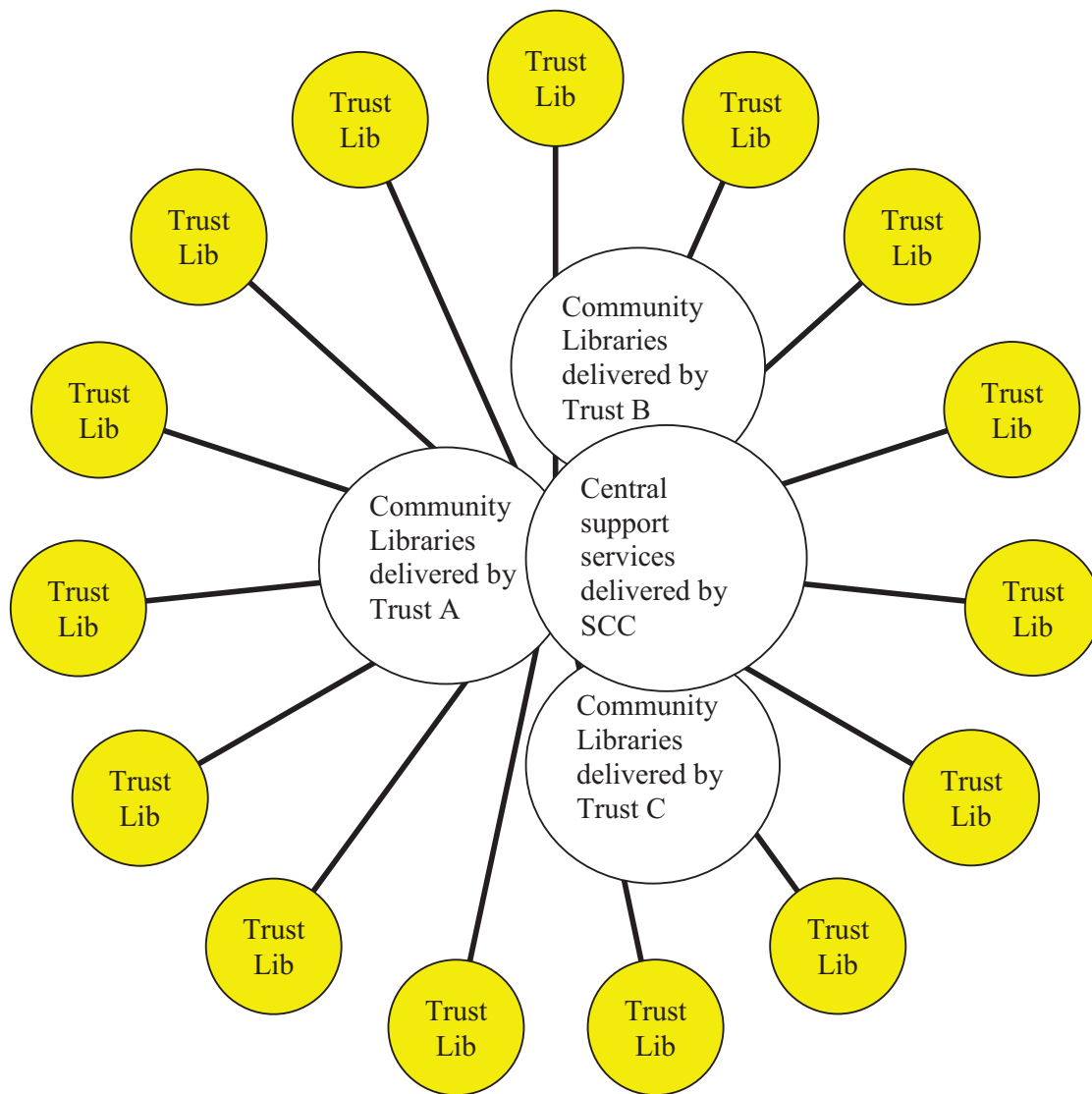
Trust model for community libraries only

- SCC retains central support functions – book stock, book rotation, computer maintenance and support, peoples network, online catalogue.
- Staff reductions may need to take place before transfer to a Trust.
- Former council tie-ins for rental agreements etc, not valid for the Trust. Needs assessment only would be criteria for keeping libraries open, so would not need to keep very expensive libraries open.

Model 6 SWOT

Strengths	<ul style="list-style-type: none"> ▪ No library closures ▪ All community libraries remain part of the libraries network but operate under a Trust ▪ All library services (except community libraries) remain responsibility of SCC ▪ Financial saving – management cost/staff reductions ▪ Part of the library service gains charitable status – more options for external funding ▪ Service standards are maintained ▪ Any volunteers would be trained by experienced library staff ▪ Library users are not affected in the long term by transfer ▪ Future threat of closure for community libraries is reduced ▪ Staff reductions can be made prior to the transfer ▪ Mandatory rate relief and VAT breaks for Trust ▪ Income generated can be invested back into improving all services (would need to check this) ▪ Would still receive funding from SCC ▪ Transfer of liability from SCC to Trust does not apply ▪ Protects community libraries against future LA cuts
Weaknesses	<ul style="list-style-type: none"> ▪ SCC no longer manages the entire library service ▪ Would not rule out future threat of cuts/closure in other parts of the service ▪ Staff redundancies ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole ▪ May take time to fully establish the organisation ▪ Potential procurement costs ▪ TUPE implications
Opportunities	<ul style="list-style-type: none"> ▪ The library service gains charitable Trust status itself ▪ An existing Trust delivers library services ▪ Greater flexibility – SCC no longer runs entire library service ▪ An organisation with charitable status can access funding that the Council cannot ▪ More scope for volunteers to become involved ▪ Potential for increased income generation ▪ As a registered charity would be able to accept donations (but not service wide) ▪ Could close some of the more expensive community libraries ▪ Greater independence - the Trust would be independent meaning that the board of trustees is a mixture of Councillors and residents ▪ Enables the community to be involved in decision making, making it a trust run by local people for local people ▪ Enables more business-like thinking ▪ Increased opening hours in community libraries ▪ Volunteers to support service ▪ Increased partnership opportunities
Threats	<ul style="list-style-type: none"> ▪ Culture change - TUPE ▪ Failure to increase income due to weak income earning strategy ▪ Network of community libraries become stronger but further cuts jeopardise other services ▪ Less funding available to support Trust ▪ Services become less joined-up

7. Consortium model for community libraries only



Model 7 description

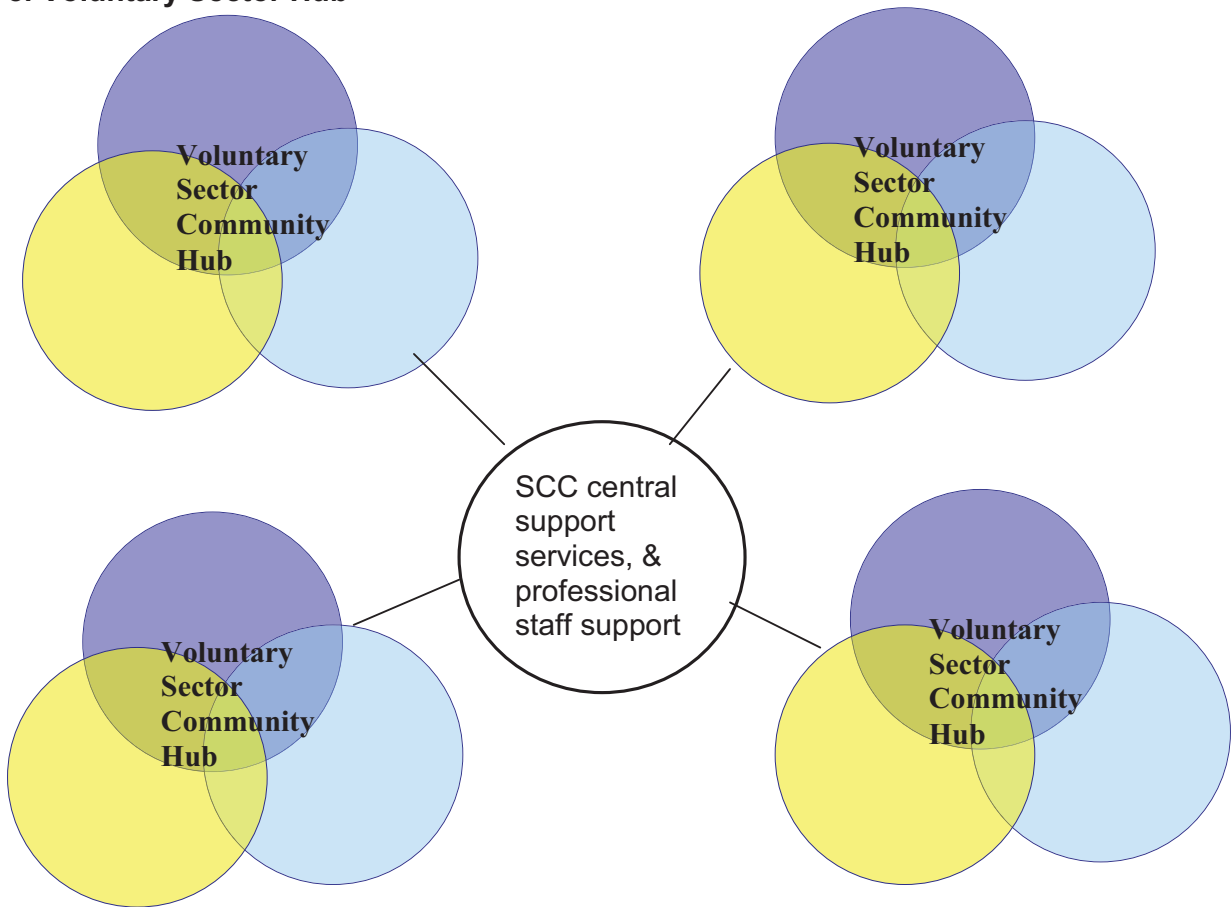
Multiple Trust or Social Enterprise model for community libraries only

- All community libraries are transferred to trusts or social enterprises who are collaborating under 1 contract.
- Libraries would be run with volunteers and self issue and some paid staff not SCC.
- SCC retains central support functions – book stock, book rotation, computer maintenance and support, peoples network, online catalogue.
- Staff reductions may need to take place before transfer to a Trust.
- Former council tie-ins for rental agreements etc, not valid for the Trust. Needs assessment only would be criteria for keeping libraries open, so would not need to keep very expensive libraries open.

Model 7 SWOT

<p>Strengths</p>	<ul style="list-style-type: none"> ▪ No library closures ▪ All community libraries remain part of the libraries network but operate under several different Trusts ▪ All library services (except community libraries) remain responsibility of SCC ▪ Financial saving – management cost/staff reductions ▪ Part of the library service gains charitable status – more options for external funding ▪ Service standards are maintained ▪ Any volunteers would be trained by experienced library staff ▪ Library users are not affected in the long term by transfer ▪ Future threat of closure for community libraries is reduced ▪ Staff reductions can be made prior to the transfer ▪ Mandatory rate relief and VAT breaks for Trusts ▪ Income generated can be invested back into improving all services (would need to check this) ▪ Would still receive funding from SCC ▪ Transfer of liability from SCC to Trust does not apply ▪ Protects community libraries against future LA cuts
<p>Weaknesses</p>	<ul style="list-style-type: none"> ▪ Having multiple Trust models could become complex ▪ Multiple Trust models could take longer to negotiate ▪ SCC no longer manages the entire library service ▪ Would not rule out future threat of cuts/closure in other parts of the service ▪ Staff redundancies ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole ▪ May take time to fully establish the organisation ▪ Potential procurement costs ▪ TUPE implications
<p>Opportunities</p>	<ul style="list-style-type: none"> ▪ The library service gains charitable Trust status itself to run some of the community libraries ▪ Existing Trusts deliver community library services ▪ Greater flexibility – SCC no longer runs entire library service ▪ Organisations with charitable status can access funding that the Council cannot ▪ More scope for volunteers to become involved ▪ Potential for increased income generation ▪ As a registered charity would be able to accept donations (but not service wide) ▪ Could close some of the more expensive community libraries ▪ Greater independence - the Trusts would be independent meaning that the board of trustees is a mixture of Councillors and residents ▪ Enables the community to be involved in decision making, making it a trust run by local people for local people ▪ Enables more business-like thinking ▪ Increased opening hours in community libraries ▪ Volunteers to support service ▪ Increased partnership opportunities
<p>Threats</p>	<ul style="list-style-type: none"> ▪ Culture change - TUPE ▪ Failure to increase income due to weak income earning strategy ▪ One of the Trusts decides to pull out ▪ Network of community libraries become stronger but further cuts jeopardise other services ▪ Less funding available to support Trust ▪ Services become less joined-up

8. Voluntary Sector Hub

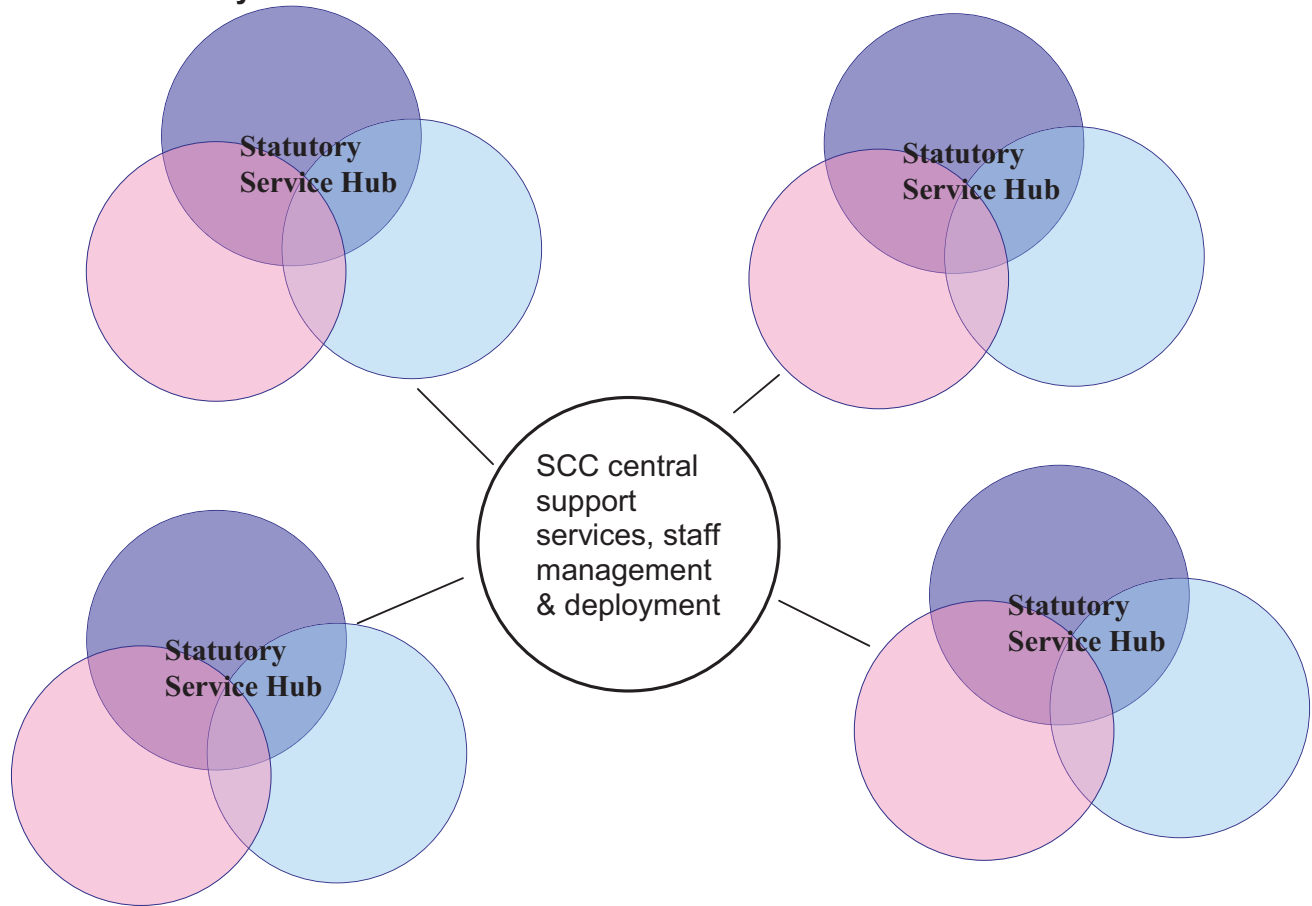


Model 8 description Voluntary Sector Hub

- Library or other SCC building transferred to a Social Enterprise by Community Asset Transfer or lease on a peppercorn rent. Libraries will be based or retained in the building free of charge or low space rental to the library service.
- The Social enterprise can use the building to run its services and generate income, but will be responsible for running costs and maintenance.
- There is a joint agreement between the Social Enterprise and SCC to train and support volunteers.
- SCC provides book stock & transport, people's network, access to online catalogue, some professional staff support, RFIDs.
- SCC library service would retain the income from fines and charges for CDs etc. Income from room hire would be retained by the social enterprise.
- It is unlikely that there are enough suitable buildings and social enterprises to use this model and maintain a comprehensive library service. It is likely this model would need to work alongside other models.

Strengths	<ul style="list-style-type: none"> ▪ No library closures ▪ Community managed libraries remain part of the libraries network ▪ Financial savings in terms of buildings, running costs, maintenance (asset transfer) ▪ Joint agreement to train and support volunteers ▪ SCC library service would retain income from fees and charges etc ▪ Support package is appealing to community groups/organisations ▪ Service standards are maintained via Service Level Agreement ▪ Sustainable in the long term if community groups embark on an agreement to deliver library service for X number of years ▪ Financial saving – management cost/staff reductions
Weaknesses	<ul style="list-style-type: none"> ▪ Income generated from room hire would be retained by social enterprise ▪ Cost of offering support package ▪ Would not rule out future threat of library closures ▪ Staff redundancies ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole ▪
Opportunities	<ul style="list-style-type: none"> ▪ Potential for opening hours to increase across community managed libraries ▪ Enables additional services to be delivered alongside the library provision ▪ Community organisations can access funding that the Council cannot ▪ More scope for volunteers to become involved ▪ Community empowerment ▪ External organisation may encourage volunteers to help in SCC libraries as well – to enhance ▪ Opportunities to learn from external organisation ▪ Library staff transfer to social enterprise (TUPE)
Threats	<ul style="list-style-type: none"> ▪ There are not enough willing social enterprises to make this work ▪ Social enterprise does not gain enough financially from transfer ▪ There are not enough suitable buildings in the city ▪ The library provision becomes secondary in some cases ▪ Library users experience a decline in the level of service and expertise delivered ▪ Community groups pull out and no one wants to take on the library – ultimately the library must close or the Council must take it back ▪ Only sustainable if community groups embark on a long term agreement to deliver library service ▪ Challenge of changing the perceptions of campaigners/ protestors against cuts ▪ Failure to negotiate the right package with community organisations/groups ▪ Financial ability to maintain support package (SCC experiences further cut, utility rates increase etc) ▪ Staff are not transferred to social enterprise – solely run by volunteers

9. Statutory Sector Hub



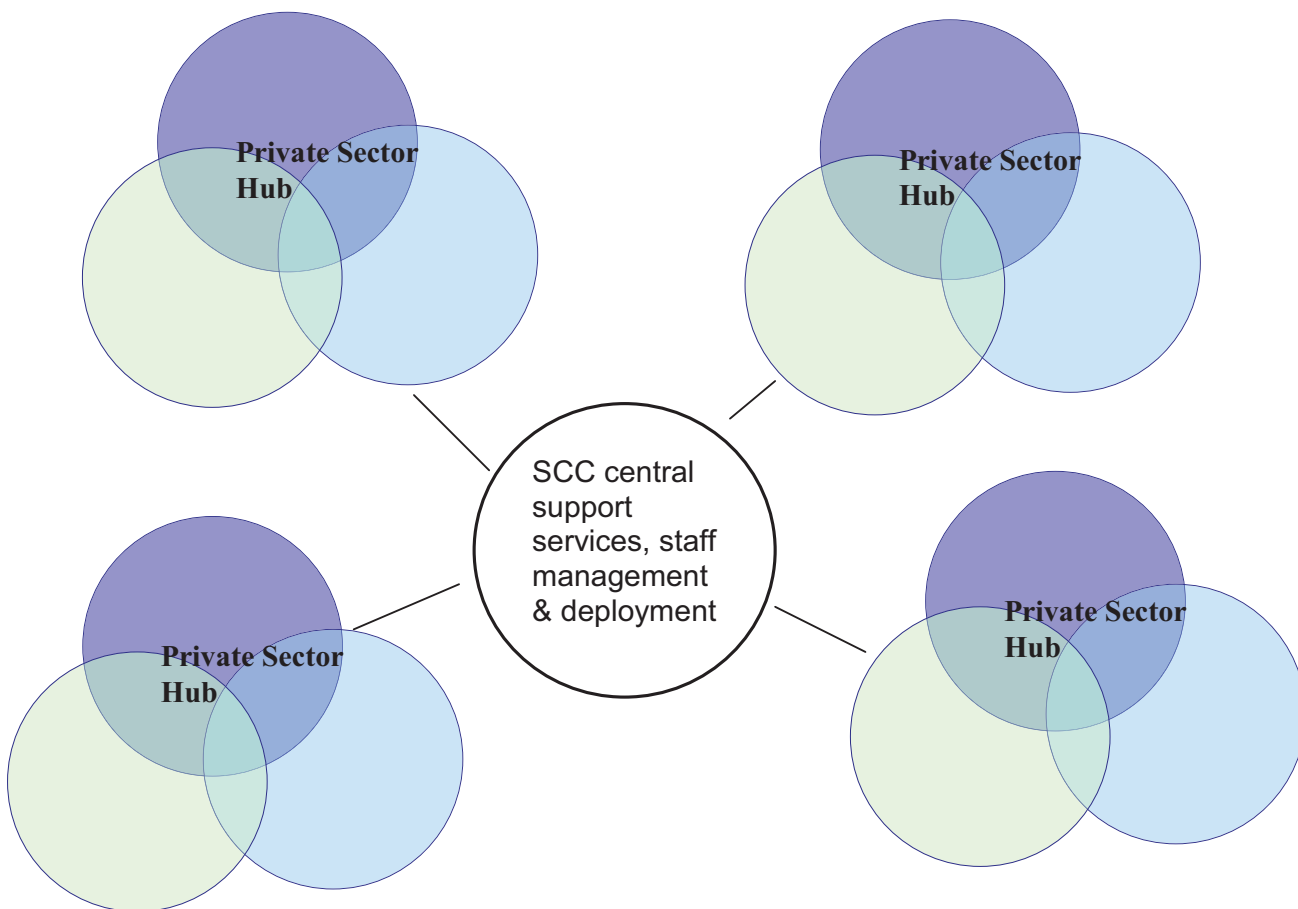
Model 9 description Statutory Sector Hub

- Service hub run by corporate property from community library buildings. Savings on running costs by sharing the building with other services would be transferred to Corporate Property. Note- this would not be a saving for the library service.
- Library services may incur additional charges to hire space to run activities.
- Some small library spaces may be able to operate with RFID's and minimum of volunteers or staffing, if the building is supervised by other services.
- Statutory hub libraries as defined by the Face to Face given priority for resourcing.
- This model is unlikely to facilitate volunteer run libraries.
- Although there may be increased footfall to the building, the library may have reduced numbers if the library space is reduced.

Model 9 SWOT

Strengths	<ul style="list-style-type: none"> ▪ Libraries remain part of the main libraries network ▪ Service standards are maintained ▪ Shared buildings will increase footfall ▪ Relocation of some libraries in to more suitable buildings ▪ Co-location of services ▪ Income generated by Corporate Property to be put back in to Capital projects such as Surrey Street Central ▪ Staff less likely to be replaced by volunteers ▪ Supports the Customer First 'Face to Face' hub strategy
Weaknesses	<ul style="list-style-type: none"> ▪ Could lead to reduced library space in some places ▪ Would not achieve a financial saving for the library service ▪ May incur additional charges through hire of meeting/ community rooms ▪ Does not rule out closure of libraries ▪ Only benefit 13 libraries (Asset Rationalisation project) ▪ Limits the use/development of volunteers
Opportunities	<ul style="list-style-type: none"> ▪ Increased partnership working ▪ Relocation of libraries could be of benefit to users geographically ▪ Refurbishment ▪ Future opportunities for Capital investment into library buildings ▪ Increased opening hours
Threats	<ul style="list-style-type: none"> ▪ Less income generated for library service via hire of meeting/community space ▪ Co-location is not complementary to libraries i.e. the wrong partners are involved ▪ The library becomes a secondary provision ▪ Disputes with partners over running of the building – need agreement in place ▪ Needs Assessment is overlooked ▪ Relocation of libraries may mean some users have to travel further to get to their library ▪ Library usage may decrease ▪ Financial ability to maintain remaining libraries if more cuts are imminent ▪ Would not rule out future threat of library closures ▪ Implications if library had to pull out due to it no longer being financially viable

10. Private Sector Hub



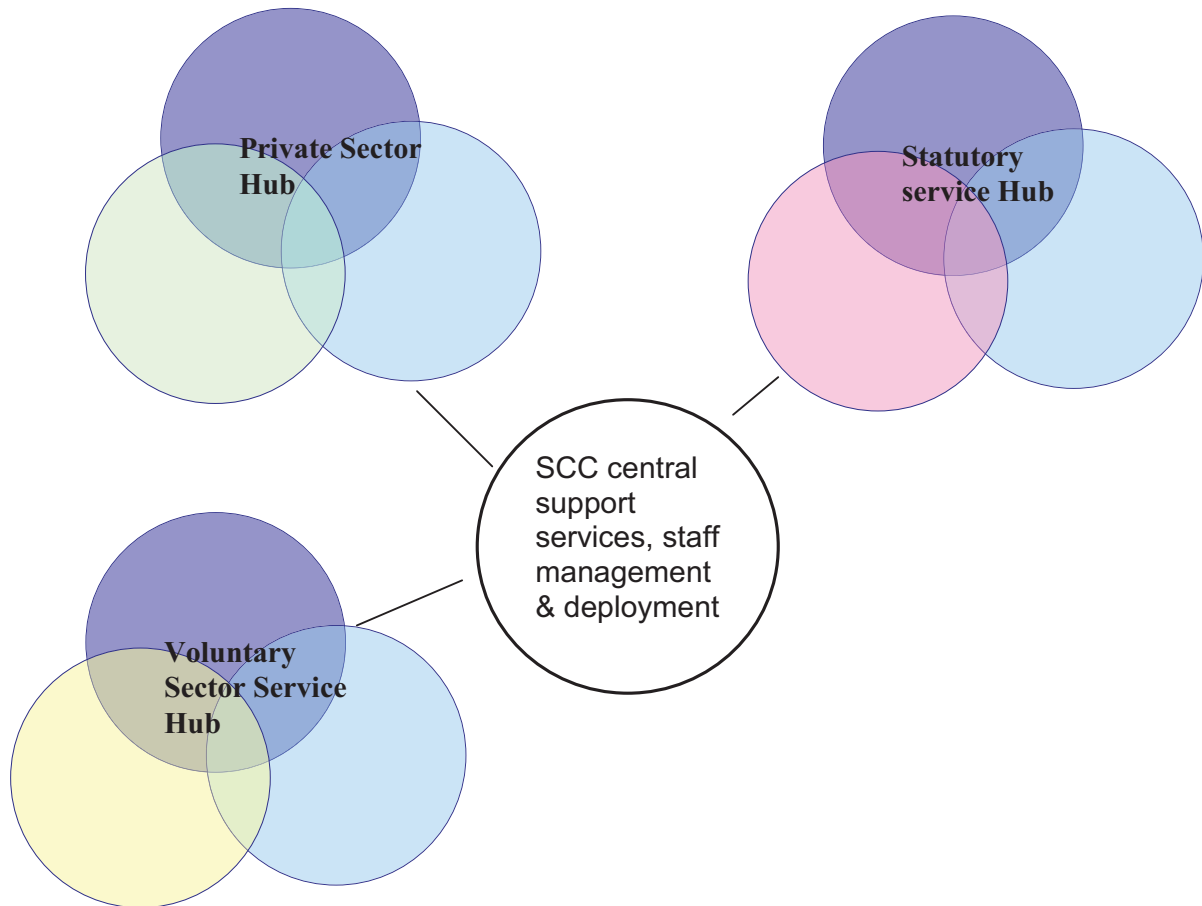
Model 10 description: Private sector hub

- Service hub run by Private Sector/commercial organisations. Either libraries within the buildings owned by the commercial organisation, or they purchase/take over library buildings but maintain space for a library service. The library service would have running costs (energy maintenance) covered by the private sector organisation. There may be a charge for the space used at market rates, depending on the terms of the transfer.
- The Council would benefit from sale of a building but not the library service.
- Library services may incur additional charges to hire space to run activities.
- It is unlikely that there will be sufficient suitable buildings and private sector organisations to sustain this model. It may be part of a range of models.
- Although there may be increased footfall to the building, the library may have reduced numbers if the library space is reduced.

Model 10 SWOT

Strengths	<ul style="list-style-type: none"> ▪ Libraries remain part of the main libraries network ▪ Service standards are maintained ▪ Financial saving – running costs ▪ Financial saving – management cost/staff reductions
Weaknesses	<ul style="list-style-type: none"> ▪ Reduced/slimmed down library provision ▪ SCC will benefit from the sale of any buildings but the library service will not ▪ Does not rule out closure of libraries ▪ Staff redundancies due to ‘slimmed’ down service ▪ Cost implication if have to pay market rate for rental of space
Opportunities	<ul style="list-style-type: none"> ▪ Private/commercial sector purchases library buildings and SCC lease the library space ▪ SCC leases the building to the private/commercial sector ▪ Increased footfall ▪ Libraries are run more like a business ▪ Refurbishment/redevelopment of libraries ▪ Increased opening hours ▪ Deliver Private sector hub model on a small scale rather than across all community libraries
Threats	<ul style="list-style-type: none"> ▪ Less community space within library could result in decreased income generation ▪ Less community space within library could result in fewer activities and events being held ▪ The private/commercial partner does not want to retain library provision in the long term ▪ The library becomes a secondary provision ▪ Needs Assessment is overlooked ▪ Library usage may decrease ▪ Would not rule out future threat of library closures ▪ Implications if library had to pull out of support package due to it no longer being financially viable ▪ There is an insufficient number of private sector organisations interested in this model

11. Mixed Hub Model



Model 11 description

Mixed Hub Model

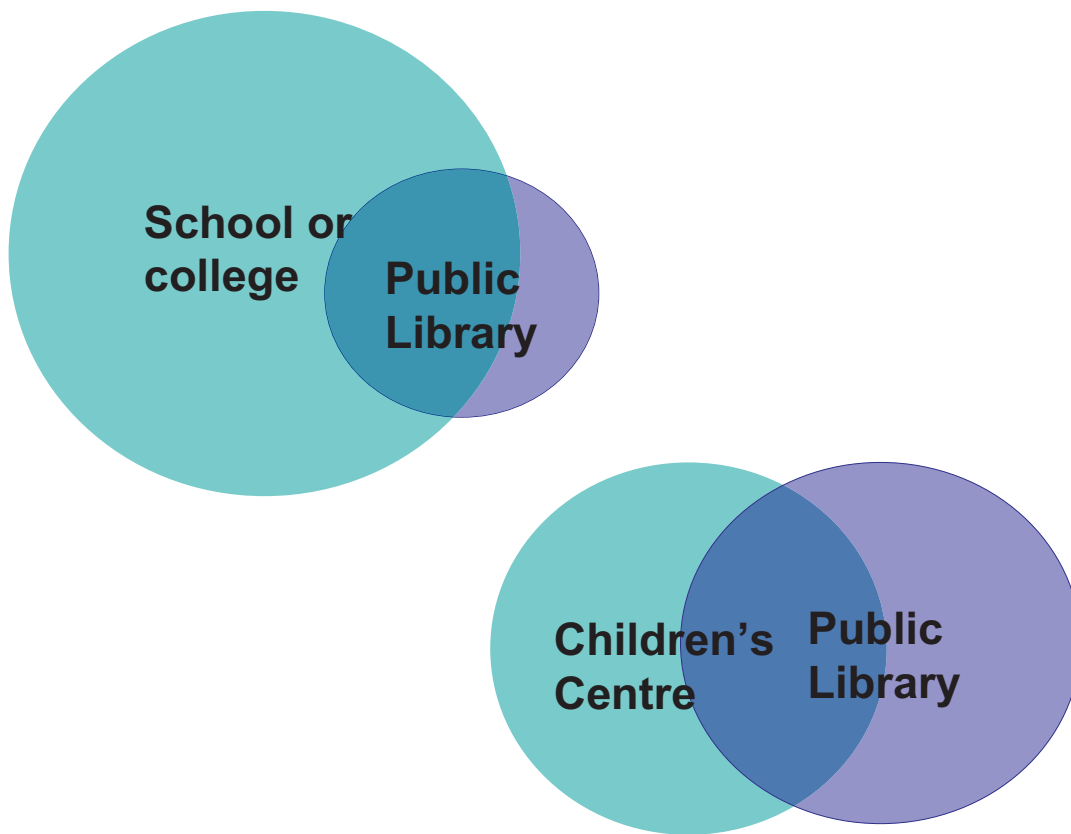
- Enabling mixture of hub models
- All building management and maintenance would be the responsibility of organisations external to the council (if allowed by Corporate Property).
- Would need strong service level agreements to ensure the service is not sidelined, moved, given reduced space, given significant rental increases etc.
- Although there may be increased footfall to the building, the library may have reduced numbers if the library space is reduced.

Model 11 SWOT

Strengths	<ul style="list-style-type: none"> ▪ No library closures ▪ Community managed libraries remain part of the libraries network ▪ Some financial savings in terms of buildings, running costs, maintenance (asset transfer) ▪ Financial saving – management cost/staff reductions ▪ Building management and maintenance would be responsibility of external organisations ▪ Joint agreement to train and support volunteers ▪ Support package available ▪ Service standards are maintained via Service Level Agreement ▪ Shared buildings will increase footfall ▪ Relocation of some libraries in to more suitable buildings ▪ Co-location of services ▪ Income generated by Corporate Property to be put back in to Capital projects such as Surrey Street Central ▪ Partially supports the Customer First ‘Face to Face’ hub strategy
Weaknesses	<ul style="list-style-type: none"> ▪ Complex model with lots of partners involved – difficult to manage ▪ Will only work if strong SLA in place ▪ Income generated from room hire would be retained by external organisations ▪ May incur additional charges through hire of meeting/ community rooms ▪ Financial cost of support package ▪ Would not rule out future threat of library closures ▪ Staff redundancies ▪ Will not achieve the budget savings required – more cuts will be needed across the service as a whole ▪ Could lead to reduced/slimmed down library space in some places ▪ SCC will benefit from the sale of any buildings but the library service will not ▪ Cost implication if have to pay market rate for rental of space
Opportunities	<ul style="list-style-type: none"> ▪ Potential for opening hours to increase across community managed libraries ▪ Enables additional services to be delivered alongside the library provision ▪ Community organisations can access funding that the Council cannot ▪ More scope for volunteers to become involved- community empowerment ▪ External organisation may encourage volunteers to help in SCC libraries as well – to enhance ▪ Opportunities to learn from external organisation ▪ Possible transfer of library staff (TUPE) – would reduce redundancies ▪ Increased partnership working ▪ Relocation of libraries could be of benefit to users geographically ▪ Future opportunities for Capital investment into library buildings ▪ Increased opening hours ▪ Private/commercial sector purchases library buildings and SCC lease the library space

	<ul style="list-style-type: none"> ▪ SCC leases the building to the private/commercial sector ▪ Increased footfall ▪ Some libraries are run more like a business ▪ Refurbishment/redevelopment of libraries
Threats	<ul style="list-style-type: none"> ▪ There are not enough willing external partners interested in making this work ▪ There are not enough suitable buildings in the city ▪ The library provision becomes secondary in some cases ▪ Library users experience a decline in the level of service and expertise delivered ▪ Partners pull out and no one wants to take on the library – ultimately the library must close or the Council must take it back ▪ Only sustainable if partners embark on a long term agreement to deliver library service (i.e. external partner does not want to retain library provision in the long term) ▪ Challenge of changing the perceptions of campaigners/protestors against cuts ▪ Financial ability to maintain support package (SCC experiences further cut, utility rates increase etc) ▪ Staff are not transferred – solely run by volunteers ▪ Co-location is not complementary to libraries i.e. the wrong partners are involved ▪ Disputes with partners over running of the building – need agreement in place ▪ Needs Assessment is overlooked ▪ Relocation of libraries may mean some users have to travel further to get to their library ▪ Library usage may decrease ▪ Financial ability to maintain remaining libraries if more cuts are imminent ▪ Would not rule out future threat of library closures ▪ Less community space within library could result in decreased income generation ▪ Less community space within library could result in fewer activities and events being held ▪ The library becomes a secondary provision

12. Education link model

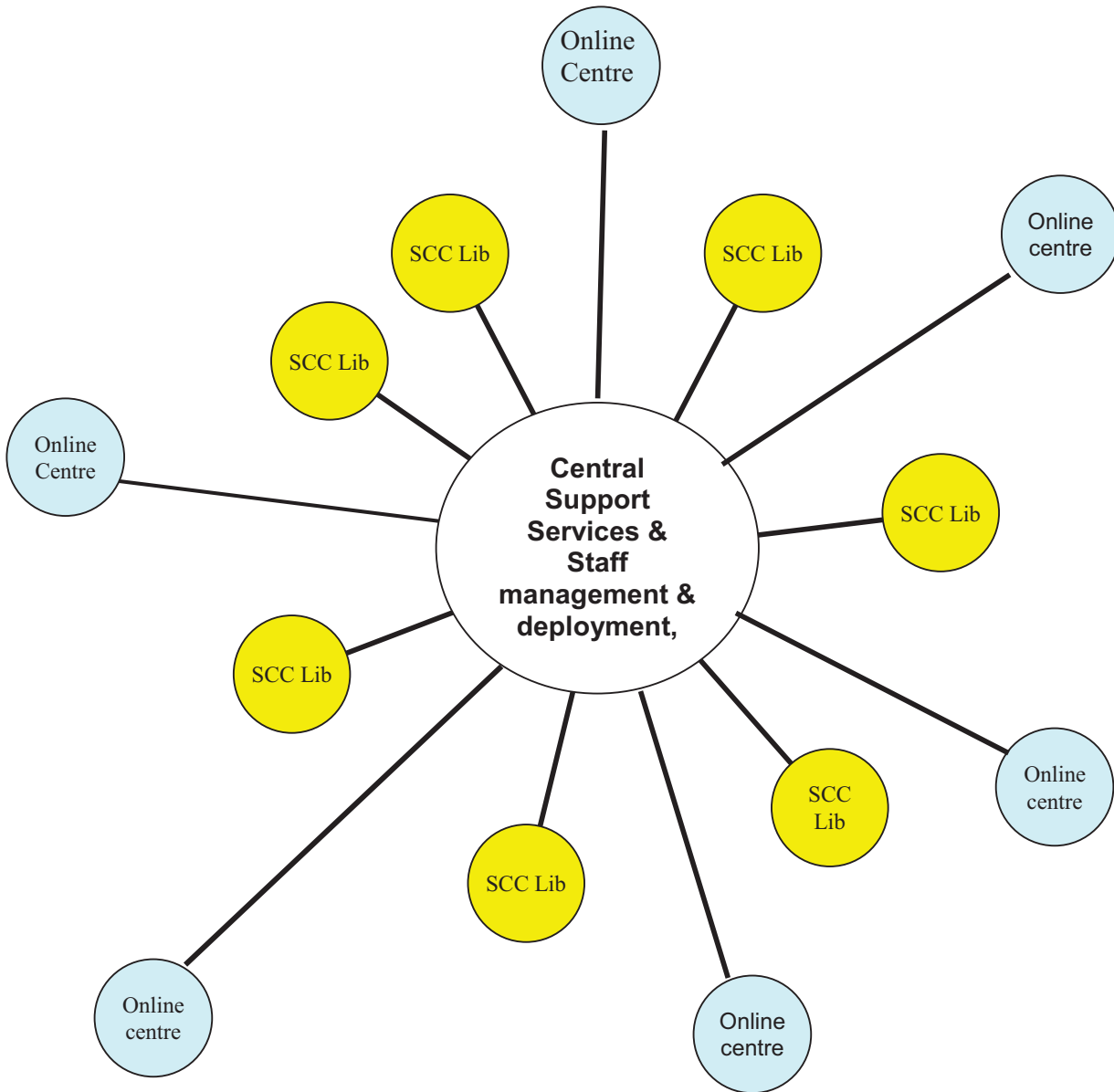


Model 12 Description Education Link Model

- Libraries would be co-located within education establishments.
- Where libraries are within schools, the school is responsible for running the library with central support services from SCC library service.
- Where libraries are co-located with children's centres, there would be merging of services and activity to avoid duplication – creating a new offer for children different to a distinct library or children's centre.
- It is unlikely that this model could be replicated across the city, therefore this model would need to work alongside other models.

Strengths	<ul style="list-style-type: none"> ▪ Libraries under the education model remain part of the libraries network ▪ Co-location with education establishments ▪ Increased children's offer ▪ Shared building/maintenance costs due to co-location ▪ Library service to offer advice and expertise ▪ Would attract more young people into libraries ▪ Retains (some) trained library staff
Weaknesses	<ul style="list-style-type: none"> ▪ Financial cost of providing central support services ▪ Would not rule out future threat of library closures ▪ Small financial saving to library service ▪ Replication of model city wide unlikely - would need to be implemented alongside other models ▪ Dual use has not worked well in Sheffield in the past in either Primary and/or Secondary ▪ Possible redundancies?
Opportunities	<ul style="list-style-type: none"> ▪ Increased footfall ▪ Attract new users ▪ Increase literacy ▪ Stronger partnerships with schools and/or Children's Centres ▪ School library model pilot ▪ Volunteers – pupils to help run libraries (linked to accreditation) ▪ Given the right 'ingredients' a dual use library could work
Threats	<ul style="list-style-type: none"> ▪ Safeguarding ▪ Decreased footfall ▪ Attracts young people but not adults ▪ Reputation - Announcement of opening new public library in a school following the closure of a community library ▪ Accessibility issues ▪ Impact of cuts to Children's Centres ▪ Public library joined to a school is not viable – ultimately becomes a school library ▪ Maintaining standards - students volunteering in libraries ▪

13. Technology model



Model 13 Description Technology Model

- SCC run service
- Less physical library buildings
- Investment in e-books, wifi, improved online catalogue
- Creation of online reservation centres, where people can reserve books online (at the centre or from home) and have them delivered to the centre – this could be a community centre, GP surgery, or other suitable public building. The number of online centres may need to be limited due to capacity of van rounds.

Model 13 SWOT

Strengths	<ul style="list-style-type: none"> ▪ SCC run service ▪ Library network maintained ▪ Less physical library buildings – cost saving ▪ Enhanced digital/technology offer ▪ Greater access via online reservation centres ▪ Financial savings in terms staff/management costs ▪ Maintains access to books and other materials
Weaknesses	<ul style="list-style-type: none"> ▪ Cost of enhance digital technology offer ▪ Reliant of service support team ▪ Less library buildings ▪ Loss of expertise from library staff ▪ Some libraries would close ▪ Staff redundancies ▪ Decreased access to other library services e.g. PN, children’s activities, baby time ▪ User may need to travel further to access a fully functioning library provision
Opportunities	<ul style="list-style-type: none"> ▪ More ‘convenient’ access points e.g. community centres, GP surgery ▪ A more flexible service ▪ Increase usage/membership ▪ Negotiate with partners to take on running of activities – baby time etc ▪ Could work alongside Community investment Programme – but could not be reliant on library buildings ▪ Staff deployment in reservation centres
Threats	<ul style="list-style-type: none"> ▪ Will only work in those areas with suitable public access buildings ▪ Will only work if enough people are willing to become a reservation centre ▪ Could create a gap in provision across the city ▪ Threat that service delivery no longer meets wider vision ▪ User numbers decrease ▪ Reservation centres pull out – need agreement in place ▪ Financial ability to maintain remaining libraries if more cuts are imminent - not sustainable in the long term ▪ Financial ability to maintain online reservation centres i.e. what happens if this is no longer financially viable but physical library buildings have already been disposed of? –impact ability to delivery efficient library service ▪ Legal challenge ▪ Local campaign groups/Community Right to Challenge

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Appendix J

Libraries Needs Assessment and Priority Calculation

This document explains the data and methodology used to carry out the libraries Needs Assessment and Priority Calculations that informed the choice of the 11 libraries put forward as Hubs for the public consultation exercise.

Following the public consultation and additional queries submitted by members of the public, the data and calculations used in this process have been checked for accuracy. There have been some minor corrections and alterations made as part of this review, however these have not had the effect of altering the 11 libraries selected as hubs (although the precise position of each library within the ranking has changed slightly as a result).

1.0 Needs Assessment

The Needs Assessment consists of two elements – these are considered in detail in the sections below.

- **Use of Library Services**
- **Demographic Need**

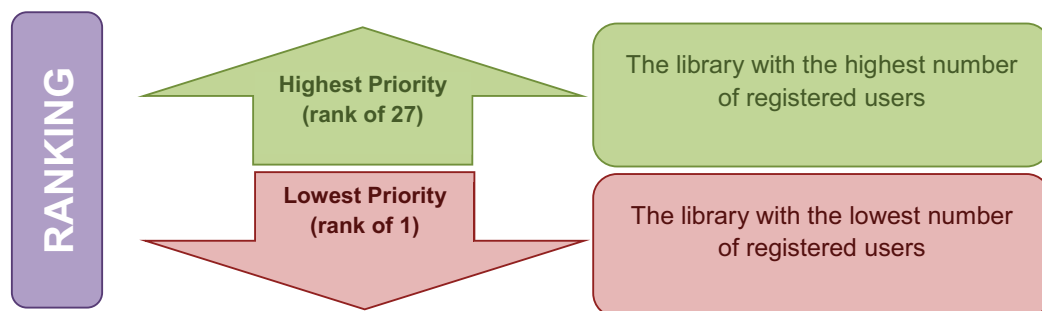
The factors included in the ‘demographic need’ element were given **twice the weight** of those in the ‘Use of Library Services’ element.

1.1 Use of Library Services

The following factors informed this element of the Needs Assessment for each of the 27 libraries.

1.1.1 Number of registered library users

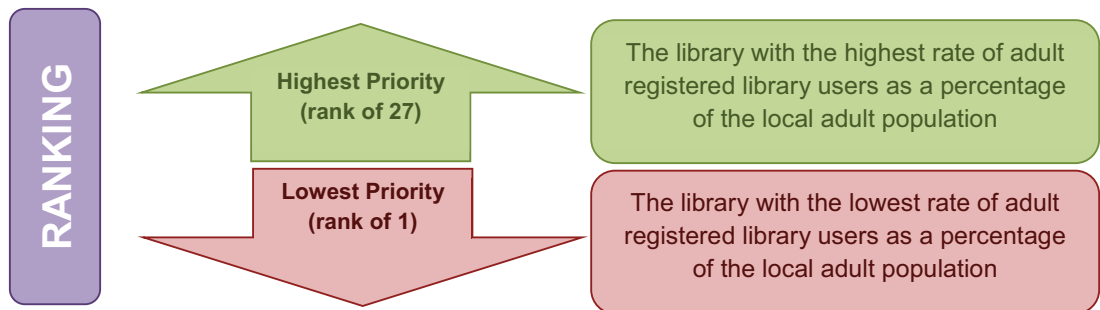
The number of people registered with each library as at May 2013, who had used the library since 2010.



1.1.2 The number of adult registered library users as a proportion of the population local to each library

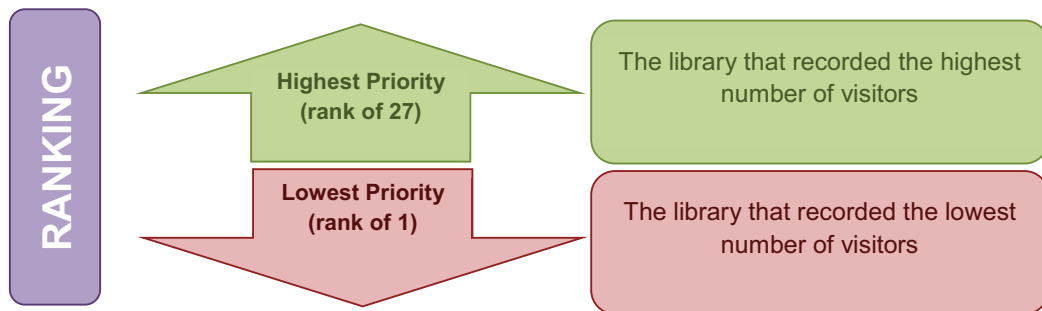
This percentage was calculated by using the number of adults registered at each library, who had used the library in the two years from April 2010, or who had an outstanding balance to pay, divided by the population aged 18+ living in the catchment area at the time of the 2011 Census.

Registered library users data from 2012 was used in this calculation, as it was the closest available, in terms of when it was gathered, to the date the Census information on population was collated. This provides a more accurate proportion than would be achieved by using more recent registered library user numbers, as we do not have an accurate update on population figures for 2013.



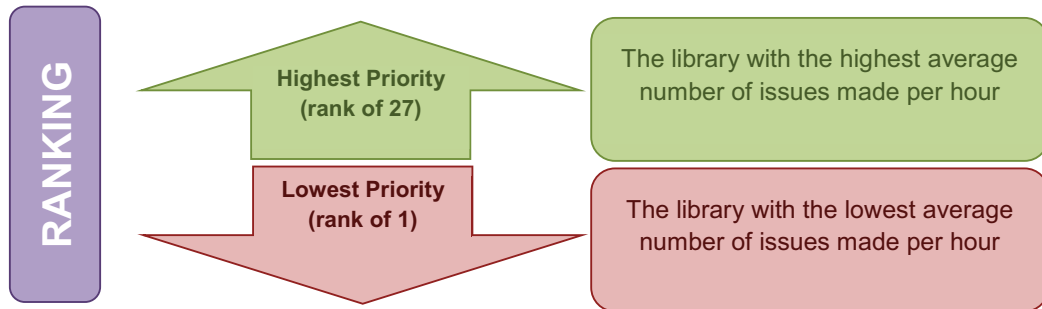
1.1.3 The number of visits made to each library

This data is gathered from sensors at the doors of each library - this counted the number of visitors in 2012/13.



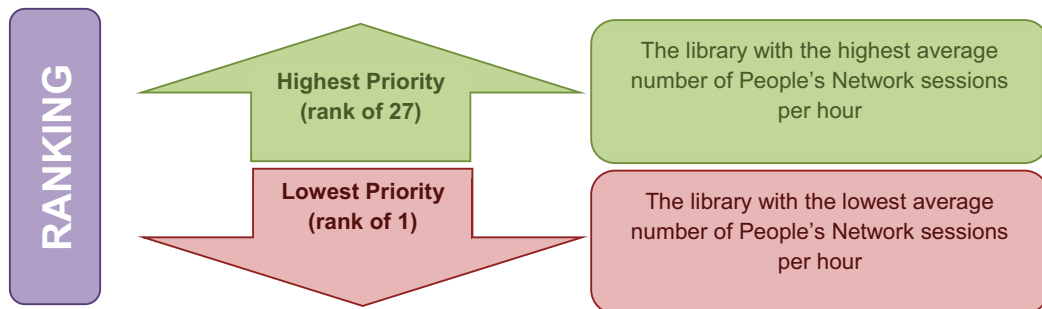
1.1.4 The number of issues made, on average, each hour the library was open – 2012/13 data

The hours each library was open was approximated by multiplying the number of hours they were open each week by 52. The number of issues made by the library in 2012/13 was then divided by this figure to give the issues per hour.



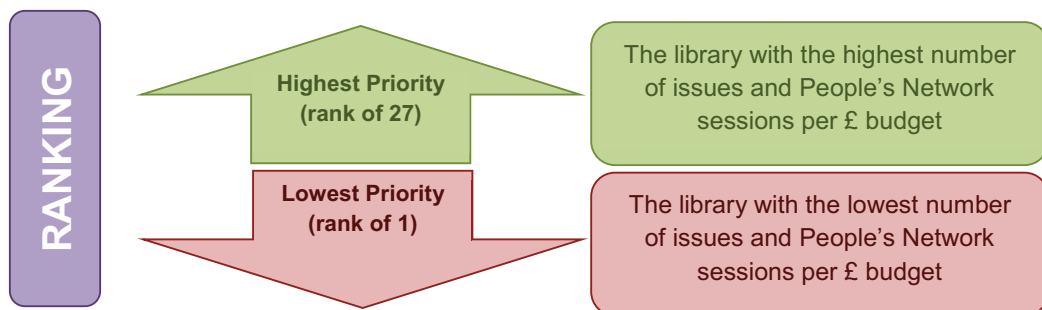
1.1.5 The number of People’s Network Sessions (internet access), on average, each hour the library was open

As with the previous calculation, the number of People’s Network sessions used in 2012/13 was divided by the number of hours the library was open.



1.1.6 The number of People’s Network Sessions and Issues per £ of library budget

This calculation added the number of 2012/13 issues to the number of People’s Network Sessions from each library and divided them by the library’s budget for that year.



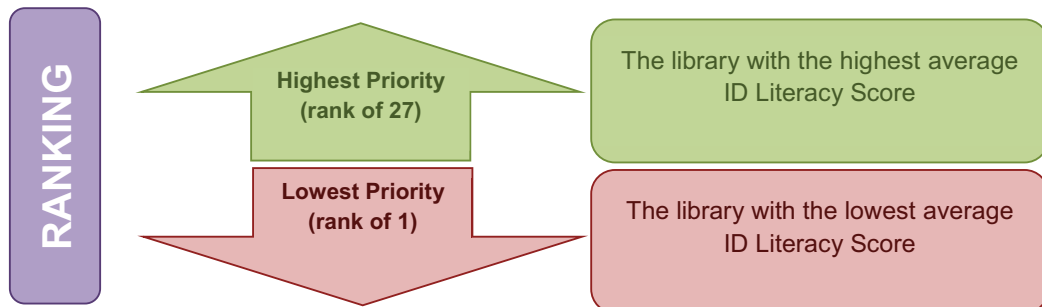
The sum of the 6 ranks for each library was then itself ranked, to give an overall ranking for the Use of Library Services element.

1.2 Demographic Need

The following factors were taken into account to inform the Demographic Need element of the wider Needs Assessment for the 27 libraries:

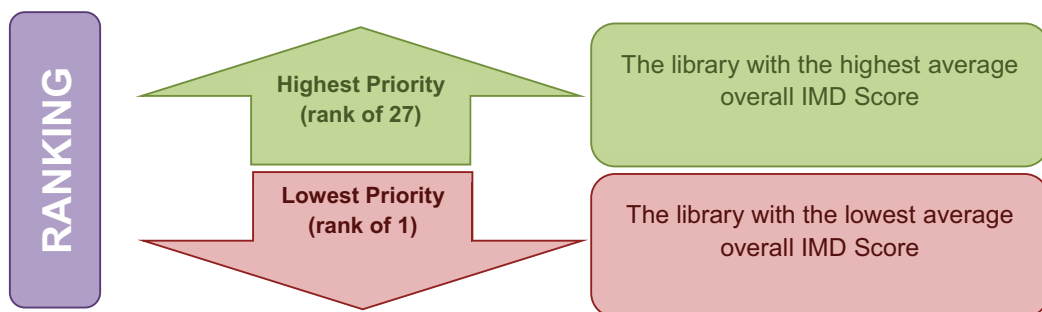
1.2.1 Average Indices of Deprivation (ID) Score for Literacy

Each library's catchment area is made up of a number of Lower Super Output Areas (LSOAs), each of which has been assigned a score from the indices of deprivation education and skills domain, weighted according to the population of each part of each LSOA which fell within the library catchment boundary. The average score for each library catchment area was then calculated.



1.2.2 Average IMD overall score

Calculated using the same method as above, except the Index of Multiple Deprivation (IMD) score was averaged, as opposed to just the education and skills domain.



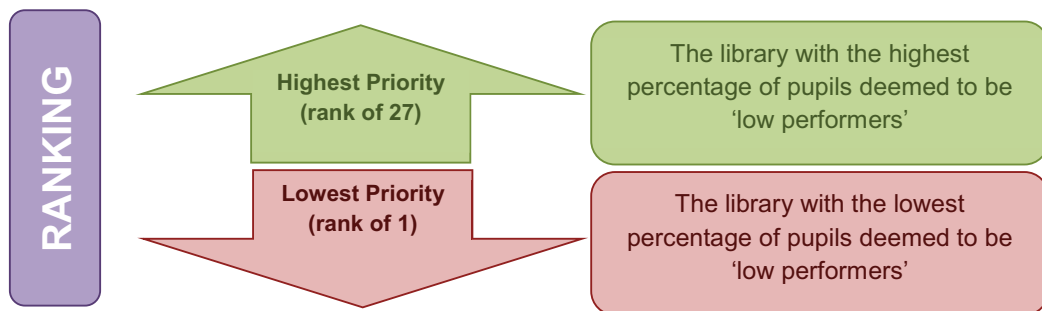
1.2.3 The proportion of school pupils within each library catchment deemed to be 'low performers'

This factor looked at the educational attainment (between 2010 and 2012) of the children living in each library catchment areas and calculated the proportion of them who are among the lowest achievers at each stage.

The following table outlines the assessment stages and the definitions of low performance in each case:

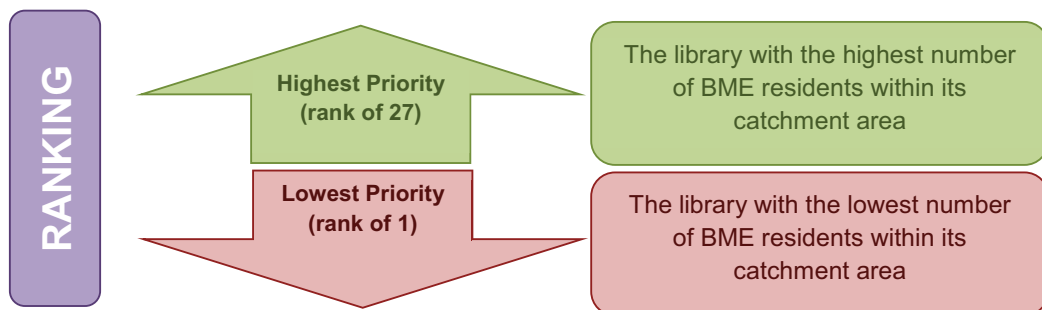
Assessment Stage	Low Performance
Foundation Stage	Within the lowest 20% of pupils
Key Stage 1	Not achieving a level 2 in reading, writing and maths
Key Stage 2	Not achieving a level 4 in English and maths
Key Stage 4 (GCSE or equivalent)	Not achieving 5 A* - C grades

To calculate the percentage for each library, the number of pupils falling into the 'Low Performance' category for each assessment stage was divided by the total number of pupils at that stage in that library catchment area.



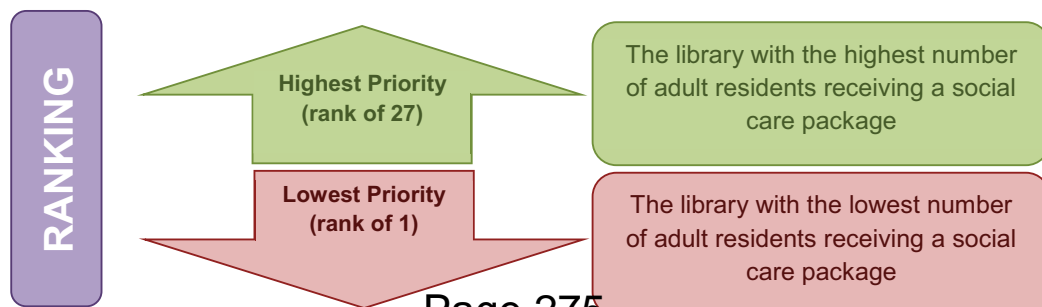
1.2.4 The number of Black or Minority Ethnic (BME) residents within the library catchment

2011 Census data was used for the number of BME residents in each area.



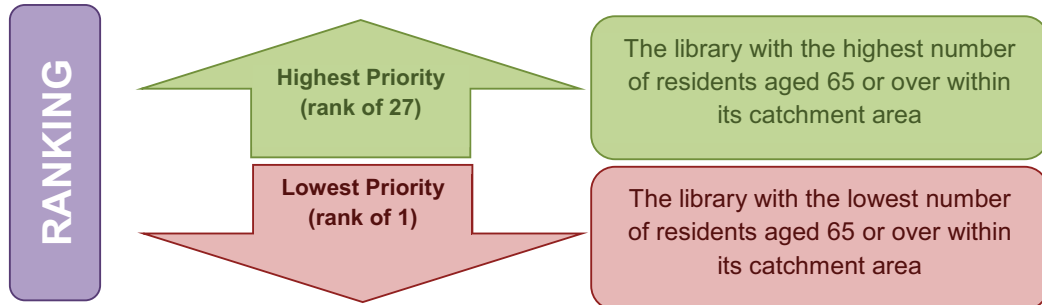
1.2.5 The number of people receiving adult social care within the library catchment

The system that holds the details for all Sheffield's residents receiving help through the Council, was used to total the number of people currently receiving a package of care within each of the library catchment areas.



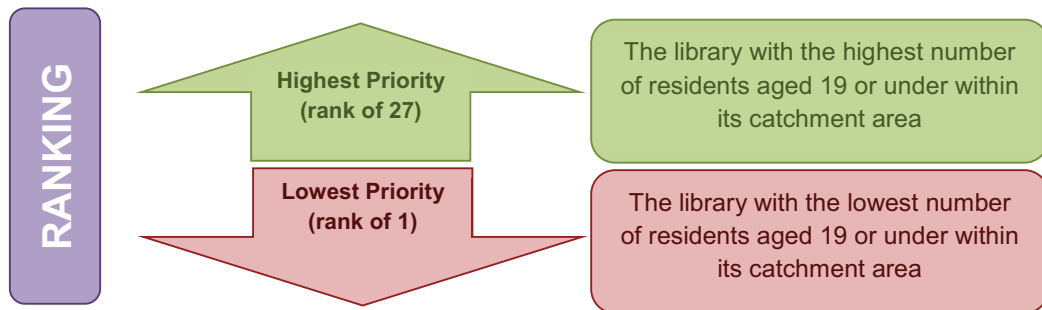
1.2.6 The number of people within the library catchment aged 65 or over

2011 Census data was used for the number of residents aged 65 or over in each of the library catchment areas



1.2.7 The number of people within the library catchment aged 19 or under

2011 Census data was used for the number of residents aged 19 or under in each of the library catchment areas



The sum of the 6 ranks for each library was then itself ranked, to give an overall ranking for Demographic Needs element.

1.3 Calculation of the Needs Assessment Score

The rank from the “Use of Libraries” calculations and the rank from the “Demographic Need” calculations are combined in the following way:

$$(\text{Use of Libraries Rank} \times 0.33) + (\text{Demographic Need Rank} \times 0.67) = \text{Needs Assessment Score}$$

This score is then used in the priority calculations.

2.0 Priority Calculations

2.1 Proximity Calculations

A key aspect of the calculation is the distance required to travel (door to door) from one library to its most accessible neighbour, using public transport. As part of this, it was decided that a library user should not have to walk more than 200m between a library and the relevant bus stop. As such, the library judged to be 'next nearest' is not always the closest geographically, but the one that can be accessed by public transport most quickly and easily. These distances were calculated by South Yorkshire Passenger Transport Executive on behalf of Sheffield City Council.

As a result of the distances between libraries being calculated in this way, i.e. by measuring the public transport route, there are occasions where the journey between two libraries can be different in one direction than in the other. For example, due to the differing bus routes and bus stop locations, the journey from Walkley to Broomhill is measured as 2.49km, but the journey from Broomhill to Walkley is 2.31km.

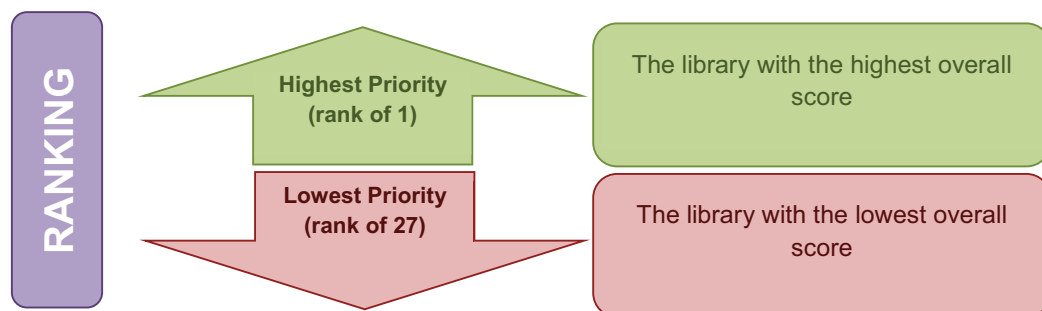
In the event of a library's next nearest neighbour having dropped out of the calculations because of a low ranking, the second nearest neighbour would be used, and so on.

2.2 Overall Score and Initial Ranking

The first step in the process is to create an overall score for each library, which was done as follows:

Number of registered library users x Needs Assessment Score (as calculated in section 1.3) x Proximity (in km) to the next nearest library

Each of the libraries was then ranked (note: a rank of 1 = Highest Priority in these calculations)



2.3 Removing a library from the calculation

The lowest ranked library from the step above was removed from the calculation and its users were transferred to the next nearest library. Assuming the next nearest

library was not Central Library, the score of that next nearest library was increased to reflect the increased number of users and the extra distance they would have to travel to get to a different library should it close. This calculation was performed in the following way:

Library 1 (L1) is lowest ranked and is removed from the calculation
Library 2 (L2) is the next nearest library.

Library 2 Revised Score =

$$\begin{aligned} & (L1 \text{ Needs Score} \times L1 \text{ Number of Registered Users} \times L1 \text{ proximity to L2}) + \\ & (L2 \text{ proximity to its next nearest neighbour} \times \\ & ((L1 \text{ Needs Score} \times L1 \text{ Number of Registered Users}) + \\ & (L2 \text{ Needs Score} \times L2 \text{ Number of Registered Users}))) \end{aligned}$$

NOTE: A key assumption is that all Library 1's users will move to Library 2 and then, should Library 2 be lowest ranked and removed, they will move to Library 2's next nearest neighbour

Any libraries that had the 'removed library' as their nearest neighbour will now have to use their second closest library, and consequently their proximity value will increase as will their overall score.

2.4 Removing other libraries from the calculation

Once a library has been removed and the relevant scores for the remaining libraries updated, the libraries are ranked again. The next lowest ranked library is then removed from the calculation and the libraries' scores recalculated.

This process is repeated until the 11 libraries with the highest priority remained – these are the proposed hub libraries.

A Vision for Sheffield's Libraries, Archives and Information Service **APPENDIX K**

The Sheffield City Council Corporate Plan 2011-2014 states that as an organisation we 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 central governance of the city with local communities. Critical to this role is the importance of a sustainable, flexible library provision which is outward facing and inclusive to all.

The four priorities above will set the direction for Sheffield's Libraries, Archives and Information Service and will work alongside our 'vision'.

Our vision

Sheffield will be proud of its forward thinking, innovative and contemporary library service that promotes lifelong learning, digital inclusion and celebrates reading. Libraries will enable people to become informed citizens through access to information and services and encouraging participation. The Council will ensure that our library services are maintained by developing sustainable and deliverable options for the future.

How will we do this?

Promote reading and a wide range of resources

Sheffield's libraries will provide a wealth of literacy and IT resources for people of all ages and abilities. By celebrating books and reading we will enhance literacy skills across the city through provision of a variety of programmes and outreach services.

Create welcoming library spaces

Libraries will be attractive places that encourage use by a variety of groups and individuals whilst ensuring neutral, high quality public spaces, both indoor and outdoor, that respond to local community needs. They will be fit for purpose and co-located with other services where appropriate, bringing service points closer to neighbourhoods.

Celebrate Sheffield's successful centres and rich local history

Libraries will act as 'hubs' for the community shaping our successful centres; providing a focus for local civic pride, and celebrating the city's diverse history, locality and culture. A high quality Central Library offering an opportunity to showcase Sheffield will demonstrate the city's commitment to this.

Tackle poverty and social inequality

As community hubs, libraries will recognise the need for tackling poverty and social inequality, enabling access to a wealth of information to aid development and new opportunities.

Promote lifelong learning

Libraries will enable people of all ages and life experience to explore, discover and learn on their terms through access to information and learning opportunities. Children and young people will be encouraged to gain the right skills for the future and attain their potential through access to learning, reading and literacy, and usable study space.

Deliver sustainable services with a focus on 'need'

We will take a 'tailor made' approach towards a new library model which recognises the needs of individuals and groups across the city. Sustainable, flexible and modern services that can be integrated with community resources will inspire, enrich and entertain Sheffield.

Utilising social capital

We will provide greater opportunities for volunteers to work with local communities and to enhance different areas of our service. By developing a Volunteer Strategy that works alongside a Council wide policy on volunteering, the library service will continue to develop specialist projects and opportunities for individuals and groups to become involved in.

Promoting better health and wellbeing

Libraries will offer opportunities for enjoyment and relaxation, developing self-esteem, confidence and connection with others, in safe, neutral locations. By playing an active role in national programmes and promoting a love of books and reading, Sheffield's libraries will contribute locally towards the wider Public Library Health Offer.

Our Key Objectives

- Libraries that offer quality resources and space for a variety of groups and individuals;
- Cost effective and efficiently managed services that demonstrate value and quality to the community;
- Delivery of services that meet the individual and diverse needs of the local community;
- Improve literacy and skills for people of all ages and promote reading through specialist services and projects;
- Enable people to realise their potential through learning opportunities;
- Community managed and locally organised services;
- Strong partnerships and links with community organisations and local services including Advice Centres, Job Centres and other stakeholders;
- A diverse, flexible and well trained workforce, supportive of change;
- Support the health and wellbeing of local communities;
- A library provision that recognises the changing demands and expectations of its users.