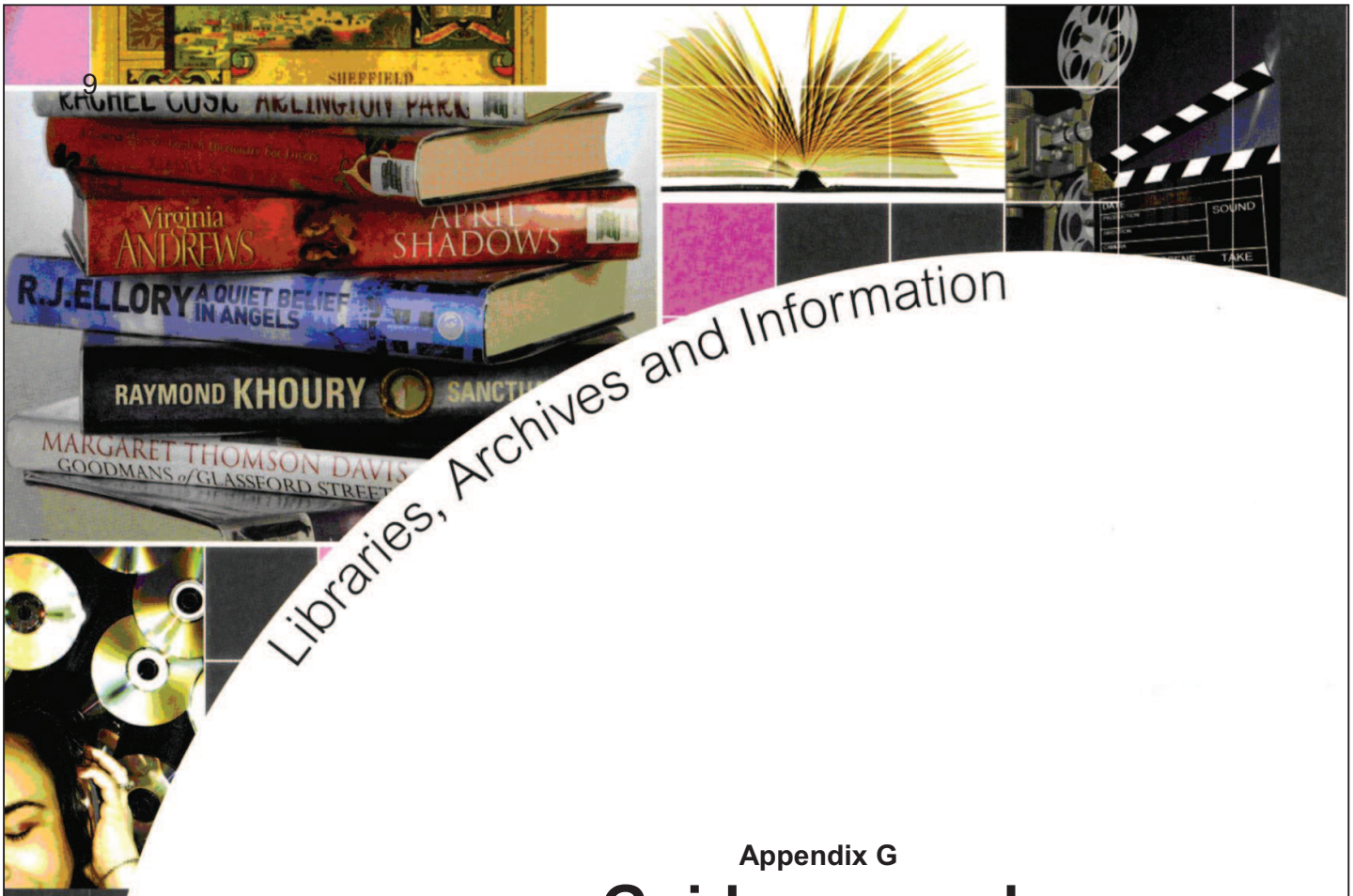

Libraries, Archives and Information

Appendix G

Guidance pack

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

November 2013

Sheffield City Council

Sheffield City Council • Libraries, Archives & Information • Tel: 0114 273 4712
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DP6304

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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.

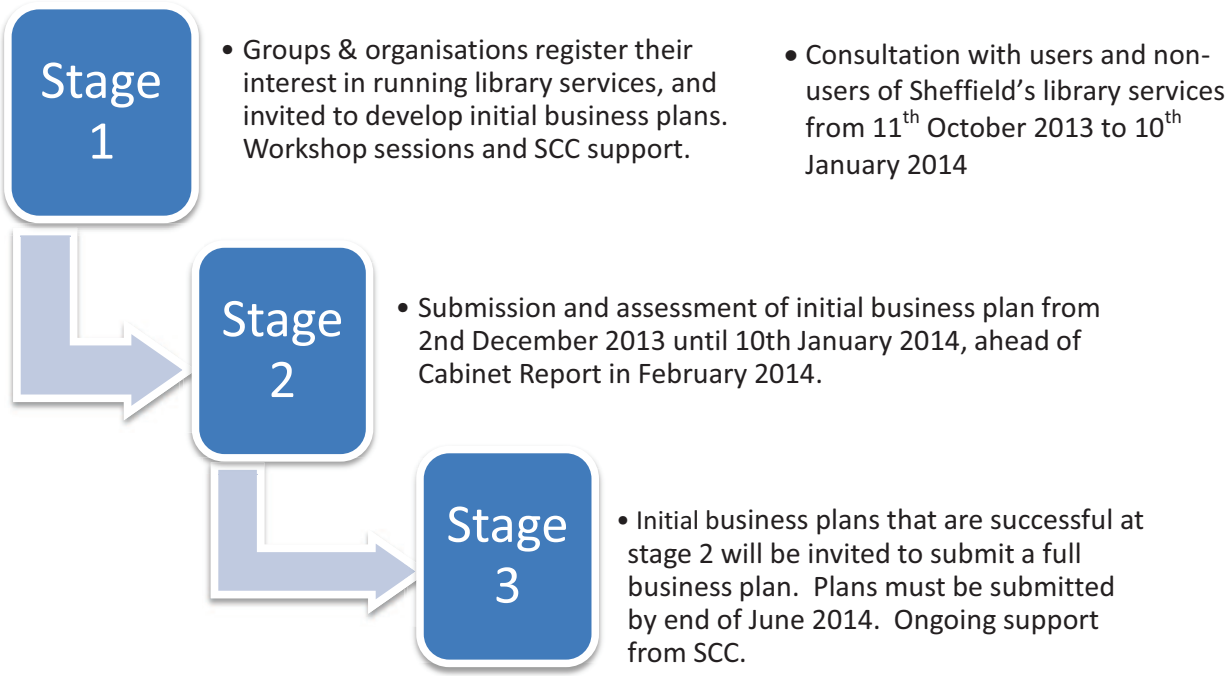
The proposal will deliver a comprehensive and efficient service that meets the requirements of the needs assessment (see appendix B) and is affordable in this context by:

- 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
Totley
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.