



## Executive Director/Director Non-Key Executive Decision Report

**Author/Lead Officer of Report:** Lynne Richardson, Community Services Manager, Libraries, Archives & Information Service

**Tel:** 0114 2053149

**Report to:** *John Macilwraith, Executive Director of People Services Portfolio in consultation with Cllr Mary Lea Cabinet Member for Culture, Parks and Leisure*

**Date of Decision:**

**Subject:** *Funding and support arrangements for Associate and Co-delivered Libraries for 2020/21 and 2021/22*

Which Cabinet Member Portfolio does this relate to? People

Which Scrutiny and Policy Development Committee does this relate to? Safer and Stronger Communities

Has an Equality Impact Assessment (EIA) been undertaken? Yes ☒ No ☐

If YES, what EIA reference number has it been given? (659)

Does the report contain confidential or exempt information? Yes ☐ No ☒

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

*"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."*

### Purpose of Report:

In November 2016 Cabinet approved the report 'Library Review 2016 – Future support arrangements for Volunteer run libraries'. This report set out its recommendations to provide funding and support to volunteer run Associate and Co-delivered Libraries from 1<sup>st</sup> April 2017 to 31<sup>st</sup> March 2020.

The decision on funding and support for years 2020/21 and 2021/22 was delegated to the Cabinet Member and Executive Director.

Therefore the purpose of the report is to seek approval for future funding and

support for Associate and Co-delivered libraries for years 2020/21 and 2021/22 from the Executive Director and Cabinet Member.

**Recommendations:**

The recommendations of the Executive Director are:

- (1) Continue support for Associate libraries until 31<sup>st</sup> March 2022 to assist their viability and stability with a support package to the value of £209k.
- (2) The support package to include a grant pot, a new book fund, a training package and the operational costs of the Associate libraries remaining on the Library Management System. A breakdown of the support package is listed in Section 1.4 'Specific Requests of the Proposal'.
- (3) Continued support for the Associate and Co-delivered libraries until 31<sup>st</sup> March 2022 where this can be resourced by the Library, Archives and Information Service (LAIS) with existing staff and core budget. This includes support from SCC run Hub libraries, advice and support with local and national initiatives, I.T support and training relating to the Library Management System.
- (4) Continued support for Co-delivered libraries to 31<sup>st</sup> March 2022. Co-delivered libraries receive the same offer as SCC's Hub libraries without the staffing and funded from LAIS core funding. Building running costs are paid directly by SLAIS. Co-delivered libraries may be re-charged for running costs that are above the budget due to extended non-library usage of the building.

**Background Papers:**

*(Insert details of any background papers used in the compilation of the report.)*

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Liz Gough</i>
		Legal: <i>Steve Eccleston</i>
		Equalities: <i>Ed Sexton</i>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>Lead Officer Name:</b> <i>Lynne Richardson</i>	<b>Job Title:</b> <i>Community Services Manager, Libraries, Archives &amp; Information Service</i>
	<b>Date:</b> <i>31<sup>st</sup> October 2019</i>	

## **1. PROPOSAL**

### **1.1 Background**

Following an extensive review of Sheffield's library services and two city wide consultations, a Cabinet Report was produced in February 2014 which laid out a proposal for the future of Sheffield's Library services. This led to the creation of 11 Council run hub libraries, and along with the Home library service and Central library this now contributes to the Council's Statutory duty to provide a comprehensive and efficient library service (Library and Museums Act 1964).

The Council wished to keep as many libraries open as possible beyond the core service, and with support from the communities of Sheffield, 5 volunteer run Co-delivered libraries and 11 volunteer run Associate libraries were established, and are run by volunteers. To sustain the volunteer run libraries a package of funding and support was agreed for 3 years from April 2014 to 31<sup>st</sup> March 2017.

As the funding and support arrangements were due to end on 31<sup>st</sup> March 2017, a further review was undertaken in 2016 that identified the benefits and risks. This culminated in a Cabinet Report 'Library Review 2016 – Future support arrangements for Volunteer run libraries' approved November 2016. This review was informed by:

- A public survey with 2,136 responses
- A front line library staff survey completed by 47 staff
- A survey of the support needs of Associate and Co-delivered libraries 11 of 15 volunteer libraries responding
- A commissioned research project into the health benefits of volunteering

Cabinet agreed a continued package of funding and support from 1<sup>st</sup> April 2017 to 31<sup>st</sup> March 2019. The report specified that the funding levels for the three years would not be less than 100% in year 1, 80% in year 2, and 70% in year 3. The decision on funding and support for years 2020/21 and 2021/22 was delegated to the Cabinet Member and Executive Director.

The current value of the grant for Associate Libraries is 70% of its value based on the 2017/2018 grant level.

Today the desire of the Council to keep open as many libraries as possible has been successful as no library has closed. Included in the support package is the supply of the Council's Library Management system, and this means that library users can still access each library in the city with a single library ticket. The support package also enables the volunteer run libraries to learn not only from Sheffield's library services but from each other.

The vision of Sheffield's Libraries Archives and Information service is to be a modern, outward looking service that engages, supports and inspires people in Sheffield to be literate, knowledgeable and connected to the city and with each other. Sharing the joy of the written word is at the heart of what they do.

Sheffield's library services deliver a wide and creative programme of activity and events for the people of Sheffield within its resources. It's well respected archive service is nationally accredited and its popular school's library service has huge success year after year with its Sheffield Children's Book Award.

The continuing existence and quality of the volunteer run libraries means a wider outreach for city wide initiatives such as 'Reading Ahead', 'The Summer Reading Challenge' and 'Sheffield Year of Reading 2020'. With around 800 volunteers, the volunteer run libraries are able to deliver a wide and interesting range of activities and services for their communities.

The collaboration and symbiosis between Sheffield's Library Services and the volunteer run libraries is important because reading for pleasure increases life chances, particularly if reading begins at a young age. We know that the literacy level in some parts of the city is well below the national average, so bringing the joy of the written word is a continuing mission.

Most of the volunteer run Associate libraries have recently signed a lease with the Council for their library building (or in the process of doing so). Therefore 2020/21 in particular will be a period of change that will be monitored under the grant monitoring and support arrangements.

This report proposes a continuation of the funding and support arrangements for the volunteer run libraries for 2020/21 and 2021/22 to support their continued development and financial sustainability.

## 1.2 Options

The 2016 Cabinet Report considered 4 options with Option 4 as the preferred option:

*Option 4 was: "Continued support for Associate and Co-delivered libraries from 1<sup>st</sup> April 2017 31<sup>st</sup> March 2020. Future funding and support for years 4 and 5 will be delegated for decision by Cabinet Member and Executive Director.*

*The cost of this option from Council funds is £262k for year 1, for year 2 at least 80% of £262k and for year 3 at least 70% of £262k subject to identifying the funding as part of the 2017-18 budget process. . The costs of the Co-delivered libraries will be maintained from the core budget of the Library, Archive and Information Service."*

The options that were rejected in the 2016 Cabinet report are not considered in this report, and these were:

- No further funding for Associate Libraries and Cessation of Co-delivered libraries.
- End funding for Associate Libraries, but continue to support Co-delivered libraries.
- Continued funding and support for Associate Libraries, with all Co-delivered libraries becoming Associate Libraries.

Therefore under option 4 from the 2016 Cabinet Report, the current options are:

(1) Maintain the funding and support level as of 2019/20, for years 2020/21 and 2021/22. This is the preferred option.

(2) Decrease the funding and support level from 2019/20, for years 2020/21 and 2021/22, by 10%.

(3) Increase the funding and support level from 2019/20, for years 2020/21 and 2022, by 10%.

(4) Grant funding to be means tested or competitive and not a set allocation.

### **1.3 Preferred Option**

This report seeks approval for option 1 “Maintain the funding and support level as of 2019/20, for years 2020/21 and 2021/22.” This is the preferred option as this offers the most benefit for the people of Sheffield and the least risk. Each option is analysed in Section 5, ‘Alternative Options Considered’.

The cost of the preferred option from Council funds is £209k for year 1 and £209k for year 2. The costs of the Co-delivered libraries will be maintained from the core budget of the Library, Archive and Information Service.

#### **1.3.1 Benefits of the preferred option are:**

- Create a period of financial stability and growth to attract and give confidence to volunteers and Trustees.
- Extend the period of support whilst the Associate libraries develop their experience and capacity in managing a leased building.
- Build the viability of the volunteer run libraries, enabling them to remain open.
- Ensure the standards and controls relating to the operation of the Council’s Library Management System by volunteer libraries are maintained.

#### **1.3.2 The risks of the preferred option are:**

- The Council continues to face significant financial challenges due to continued austerity measures.
- If there is a budget reduction in future years for the LAIS, it may not be affordable for the service to continue to pay for all of the Co-delivered libraries from its core budget.

## 1.4 Specific requests of the proposal

In delivering the preferred option, we seek approval for the following:

Continued support for Associate libraries until 31<sup>st</sup> March 2022 to increase their viability and stability. A support package to the value of £209k in year 1 and 2 that maintains the level of support provided from 2019-2020 depending on Council budgetary decisions at that time.

It is recommended the funding is sourced from Council funds and will cover the following support and associated resources:

### 1.4.1 A grant pot of funding:

Allocated from Council funds, in year 1 (1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2021) grant pot of £141,760 in year 2 (1<sup>st</sup> April 2021 to 31<sup>st</sup> March 2022) grant pot allocation of £141,760. In both years the grant is not competitive and will be awarded following successful application. *(Of the £141,760, £25k is a permanent contribution to Upperthorpe Library from Place Directorate in 2015/2016, leaving £116,760 for the remaining 10 Associate Libraries).*

### 1.4.2 Provision of new books:

New books to the value of £13,640 will be provided in year 1 and again in year 2. The Co-delivered libraries will continue to receive book stock funded from the Library service core budget. Monitoring has shown that where new books are provided for the volunteer run libraries there is a correlation with the lending rate in the library. Therefore boosting book lending for the whole of the city, and available for the whole city. This is demonstrated in Appendix 1 'New Books Report – an analysis of book buying for Associate Libraries'

### 1.4.3 Remaining on the Library Management System:

This will cover the additional operational costs, to the Library, Archives & Information service, of the Associate libraries remaining on the Library Management System. As a support package this would cost £51,100 in year 1, £51,100 in year 2 and this include:

- Staff and associated line management support to administer the purchase and processing of new books for Associate libraries and enable donated books to go onto the Library Management System where requested.
- Van deliveries for reserved books and other materials.
- Materials for participation in city wide initiatives.
- Contingency for I.T. upgrades and associated software charges.
- Contingency for legal fees.



#### 1.4.4 Training for good governance and financial sustainability

There has been a varied training programme for management committee members and Trustees from 2014 that includes commissioned training and input from SCC Officers. The mid to long term success of the volunteer libraries is to embed policies and procedures in the roots of the organisation so they are not vulnerable to volunteer turnover. Therefore the support package will include the cost of training and advice for the volunteer run libraries on topics relating to essential policies and procedures such as: safeguarding, GDPR, income generation, business planning, statutory compliance, building management, volunteer management. The value of this fund is £2500.

### 1.5 **Continued support from the Library, Archives & Information Service**

It is recommended that support for Associate and Co-delivered libraries by the Library, Archives and Information Service (LAIS) is continued. With existing library service resources and additional resources described in 1.5 above, the following logistical support and connectivity can be delivered for Associate & Co-delivered libraries and people of Sheffield.

#### 1.5.1 Library Management System

Through the provision of the Library Management System to the Associate and Co-delivered libraries, library users can access the SCC library catalogue of books and material in any library using a single library card. The proposal includes the purchasing of new book stock for volunteer run libraries. These new books will be hosted by the relevant volunteer run library and will appear on the city wide library catalogue. This means the new book stock will be available to any Sheffield library user.

#### 1.5.2 Signposting for events, activities and services

Good communication links between SCC and volunteer run libraries to promote events, share information on services provided, and where appropriate run joint promotion on reader development initiatives. To facilitate this, the library service will send a regular update to the volunteer run libraries and attend their network meeting. The library van delivery system will circulate posters and service information between libraries.

#### 1.5.3 Website

The library service will continue to include information on the volunteer run libraries on the Council webpages, with links to the Volunteer libraries in Sheffield webpage and other appropriate webpage links.

#### 1.5.4 Library publications

The library service will provide information to the volunteer run libraries on up-coming publications and promotions, including any relevant deadlines for information to be submitted.

#### 1.5.5 Training and support

Volunteers will continue to be offered training on the Library Management System from SLAIS. There will also be a range of training, linked to the grant, to facilitate a quality standard across the Associate libraries. This will link to a standard assessment across all Sheffield libraries, including Hub and Co-delivered libraries. Training sessions and standards will include data protection and safeguarding processes. Hub libraries may be offered as a free venue for volunteer library groups engaging in training organised by the Library service.

#### 1.5.6 Operational queries and assistance

Volunteers will receive training on the Library Management System by the Volunteer Co-ordinator, or cascade trainers. As volunteers may only volunteer a few hours a week, or intermittently, this means they may need help with operational queries and assistance from time to time. The Volunteer Co-ordinator and the E-Services Officer will continue to deal with the majority of queries, with SCC Hub library staff helping out in their absence or for general advice.

#### 1.5.7 Agreements

SCC library service and other relevant departments will work with the volunteer run libraries if they need additional support, advice or training to enable them to comply with the following agreements as relevant:

- Grant agreement
- Lease
- Memorandum of understanding
- Data processor agreement

The Memorandum of Understanding principally sets out the agreement for the library service to supply the Library Management System, and the standards and processes expected by the volunteer run libraries. This document aims to foster good working arrangements and clear communication, and sets out the process should a dispute occur.

The Voluntary Sector Liaison Team will act as a first point of contact for the Associate library groups in regards to monitoring and payment of grant. The Associate libraries can apply for a grant for 2020/21, 2021/22. The Associate libraries will be informed of the grant criteria with at least 2 month notice ahead of the application deadline.

The Voluntary Sector Liaison Team will also issue monitoring returns for

the Co-delivered libraries to complete. This will enable the library service to monitor the impact of the library, the needs of the library and the needs of library users.

Library service officers will continue to attend the Volunteer Libraries in Sheffield (VLIS) network group and will be available to discuss any issues, concerns or information needs. Library staff will visit all of the volunteer run libraries, to assess standards of delivery and good practice.

The operation of the Library Management System requires the volunteer libraries to comply with the terms of the Data Processor Agreement and ensure their volunteers sign the Acceptable Use Statement and undertake relevant training regarding information security. Failure to comply with this agreement may result in the withdrawal of the Library Management System and associated support.

The library service reserves the right to undertake the following measures relating to Co-delivered libraries if issues cannot be resolved, and as a last resort:

- Temporarily close a Co-delivered library whilst issues are resolved
- Terminate the invitation to run a Co-delivered library with the existing library group and invite registrations of interest from other groups or organisations to run the library.

SCC reserves the right to undertake the following measures for Associate libraries if issues cannot be resolved, and as a last resort:

- Withdrawal of the Library Management System and associated support.
- An unresolved issue that is also a breach of the lease agreement may result in the termination of the lease. This proposal does not affect or supersede the lease agreements.

## **2. How Does this Decision Contribute?**

This section looks at what this decision will mean for the people who live, work, learn in or visit the City. This includes the value of volunteering both social and economic. How the proposal relates to the city wide offer delivered by the Library, Archives & Information Service, the connections with Associate & Co-delivered libraries and what this means for local people. This section also looks at how the proposal relates and supports the ambitions in the Council's Corporate Plan 2015-18.

### **2.1 Volunteering and health and wellbeing**

In 2016, research was undertaken to identify evidence of volunteering in terms of health and wellbeing and the results formed a report in the 2016 Cabinet report *Library Review 2016 – Future support arrangements for Volunteer run libraries*. The findings of this research are still relevant and are summarised

below:

- Volunteering is associated with a positive effect on life satisfaction and wellbeing, and a reduced risk of depression, and overall mortality.
- Volunteering has a positive effect on a range of health factors including cardiovascular disease, hypertension, mental well-being, self-rated health and life satisfaction.
- An association has been documented between volunteering and a reduction in mortality<sup>i</sup>, reduced pain, and muscular strength.
- A survey by the British Household Panel Survey found higher well-being in those who volunteer 'frequently' compared with those who have never volunteered. They also found 'potentially beneficial connections between volunteering and mental well-being during the middle stages of the life course, while these same benefits were not seen in young adults.
- Better well-being was reported by volunteers who volunteered for longer periods of time, and those who felt better trained.
- Having a link with the wider community and the related sense of belonging were reported to give volunteers a sense of wellness and appreciation.
- Enjoy learning new skills required to run the libraries, including skills required to teach others. Able to overcome insecurities and fear about whether they would be able to learn new skills. The experience of volunteering has made them more confident in their own ability to learn in general.
- Desire to 'give something back' to the local community is a main reason given by volunteers. Giving back to the community made them feel good about themselves. It was a way to find purpose in a day where there was no other planned activity. Pleasure in helping people who came into the library.

## **2.2 Contribution of volunteering to a Strong Economy**

The Associate and Co-delivered libraries remain open because of the involvement and hard work of volunteers. There are approximately 800 volunteers that contribute on a regular basis from a couple of hours per month to 30+ hours per week.

Fundraising achieved by the volunteer run libraries in the last financial year 2018/19 was in the region of £87,261\* which is an average of £5454 per library (\* note income figure does not include a £48,284 grant to Walkley Library by The Heritage Lottery Fund). Income is a mixture of unrestricted funding from fundraising activities such as raffles and sale of books, and restricted funding from grants. The generation of this income funds additional library events and

community activity that again perpetuates and extends the economic value for time given and donations.

The volunteer run libraries continue to take book donations that are either added to the city wide collections on the Library Management System or sold to fund library sustainability. The total number of donations has not been calculated but is estimated at 750 books per library on average (at a value of £5 each as lending stock with an economic value of £60,000, and around £8,000 as stock for sale. The value of volunteering and donations can be used by the volunteer run libraries for match funding for external grant applications.

The volunteering opportunities provided by volunteer run libraries have helped hundreds of people to increase their skills and increase their employability.

### 2.3 Links to the Corporate Plan 2015-2018

The grid below highlights the services and activity delivered by the libraries and how they contribute to the Corporate plan and other key strategies

Plans and Strategies	Links to library service provision
<p>Corporate plan 2015-18</p> <p>An in-touch organisation</p>	<p>Access to knowledge and empowering individuals to help themselves.</p> <ul style="list-style-type: none"> <li>• Wider circulation of lending stock of circa 500,000 books</li> <li>• Circa 208,000 reference books</li> <li>• BIPC (Business and Intellectual Property Centre)</li> <li>• 24/7 online services such as driving test theory</li> <li>• Free internet use</li> <li>• Newspapers</li> <li>• Room hire that enables a wide range of community activity</li> </ul>
<p>Corporate plan 2015-18</p> <p>Strong economy</p>	<p>Helping businesses grow, helping people to develop and get jobs, and contribute to the Cities cultural offer, making it an exciting destination with a programme of events and activities.</p> <ul style="list-style-type: none"> <li>• BIPC (Business and Intellectual Property Centre)</li> <li>• Access to free internet and Wi-Fi.</li> <li>• Job search</li> <li>• Newspapers</li> <li>• Book stock and access to knowledge</li> <li>• An exciting programme of events and activities</li> </ul>
<p>Corporate plan 2015-18</p> <p>Thriving neighbourhoods and communities</p>	<p>Contributing to thriving neighbourhoods by:</p> <ul style="list-style-type: none"> <li>• Opportunities for people to get involved in running an Associate or Co-delivered library.</li> <li>• Libraries offer a safe and welcoming environment that brings people together.</li> <li>• Room hire enabling community activity to develop and take place.</li> </ul>

<p><i>Corporate plan 2015-18</i></p> <p>Better health and wellbeing</p>	<p>Libraries contribute to better health and wellbeing by:</p> <ul style="list-style-type: none"> <li>• Delivering health related events and activities such as Mindfulness and Sporting Memories.</li> <li>• Library service as Weston Park Hospital</li> <li>• Home library service for people unable to access a library service.</li> <li>• Books on prescription to help people manage their condition.</li> <li>• Volunteering opportunities principally at Associate and Co-delivered libraries that has a positive health impact.</li> <li>• Social cafes</li> <li>• Room hire that facilitates a range of community events and activities.</li> </ul>
<p><i>Corporate plan 2015-18</i></p> <p>Tackling inequalities</p>	<p>Libraries help to tackle inequalities by:</p> <ul style="list-style-type: none"> <li>• Offering a safe and welcoming space, open to anyone free of charge.</li> <li>• Free use of computers and internet, and free Wi-Fi</li> <li>• Free e-books and 24/7 services such as driving test theory.</li> <li>• Access to circa 500,000 books for loan</li> <li>• My work search facility</li> <li>• Room hire that facilitates a wide range of community activity.</li> </ul>
<p>The state of Sheffield</p> <p>Best start strategy</p>	<p>Libraries provide a best start for children and young people:</p> <ul style="list-style-type: none"> <li>• Schools library service</li> <li>• Bookstart</li> <li>• Children's library service</li> <li>• Little library van, accessible to all communities including refugees and recent immigrants</li> <li>• The spread of libraries across the city when taking volunteer run libraries into account, means that children across the city can access library services</li> <li>• Children's Centre services operating from Highfield.</li> <li>• Homework clubs</li> </ul>
<p>Sheffield City Strategy 2010-2020</p> <p>Inclusive</p>	<p>Libraries promote inclusion and involvement in the communities they serve:</p> <ul style="list-style-type: none"> <li>• Libraries are welcoming and accessible. Often used for a wide range of life queries not relating to book borrowing.</li> <li>• Libraries offer a safe and welcoming environment that brings people together.</li> <li>• Access information on the community, participate in events.</li> <li>• Opportunities for people to get involved in running an Associate or Co-delivered library.</li> <li>• Room hire enabling community activity to develop and take place.</li> <li>• Free internet and Wi-Fi</li> </ul>

	<ul style="list-style-type: none"> <li>• Free to enter and free to use</li> </ul>
Sheffield City Strategy 2010-2020  Vibrant	Libraries contribute to the city's cultural offer: <ul style="list-style-type: none"> <li>• An exciting programme of events including author visits/talks, craft workshops, heritage tours.</li> <li>• Library theatre performances</li> <li>• Archives and local history including the Picture Sheffield service.</li> </ul>
State of Sheffield Report 2016  Tackling social isolation	Libraries have a strong offer in tackling social isolation as they offer a safe and welcoming environment for older and vulnerable people. <ul style="list-style-type: none"> <li>• Sporting memories</li> <li>• Volunteering opportunities – being active in the community</li> <li>• Coffee mornings</li> <li>• Social Cafes</li> <li>• Room hire enabling community activity to take place</li> </ul>

### 3. Has there been any consultation?

A survey was conducted with the Associate and Co-delivered libraries in October 2019 to establish their support needs and challenges for the future.

The results of this survey form Appendix 2 'Support needs of volunteer run libraries'.

#### 3.1 Summary of Consultation

##### 3.1.1 Overview

In October 2019 the volunteer run libraries were sent a survey to complete by the Libraries, Archives & Information service and this focused on 3 key areas:

- The fundraising activity they have done
- The key challenges for the volunteer run libraries
- The support that they need

Each set of questions was designed to identify the level and type of support needed to ensure the volunteer run libraries are viable and sustainable. The full results can be found in Appendix 2 'The support needs of Volunteer Run Libraries Oct 2019'.

In general the results of the survey show that the model of operation and the level and type of support provided to Associate and Co-delivered libraries is working effectively.

*"We believe that the existing agreement under the co-delivered model has enabled*

*significant progress to be made towards securing the long-term future of the library as a key community asset*". (extracted quotation from the Volunteer Library Support Survey Oct 2019).

At the moment, having the income from that grant gives us the freedom and confidence to offer additional events and activities to our community (i.e. beyond book-lending) which we see as an increasingly important aspect of our mission in these times of nationally-declining library usage.

We are relatively confident that with the level of fundraising we have been able to maintain together with some ongoing support from the Council we can continue to operate effectively. We have shown that we can raise significant funds on a continuing basis but the resource implications of significantly increasing our levels of fundraising could be challenging.

After more than five years of operation under the co-delivered model, revenue streams have been developed to routinely exceed current operating costs. This has allowed the library to utilise surplus funds to improve facilities: ICT, furnishings, book stock etc. Our main revenue streams – book sales, printing/copying, events/activities – continue to show growth year-on-year.

### 3.1.2 Fundraising activity

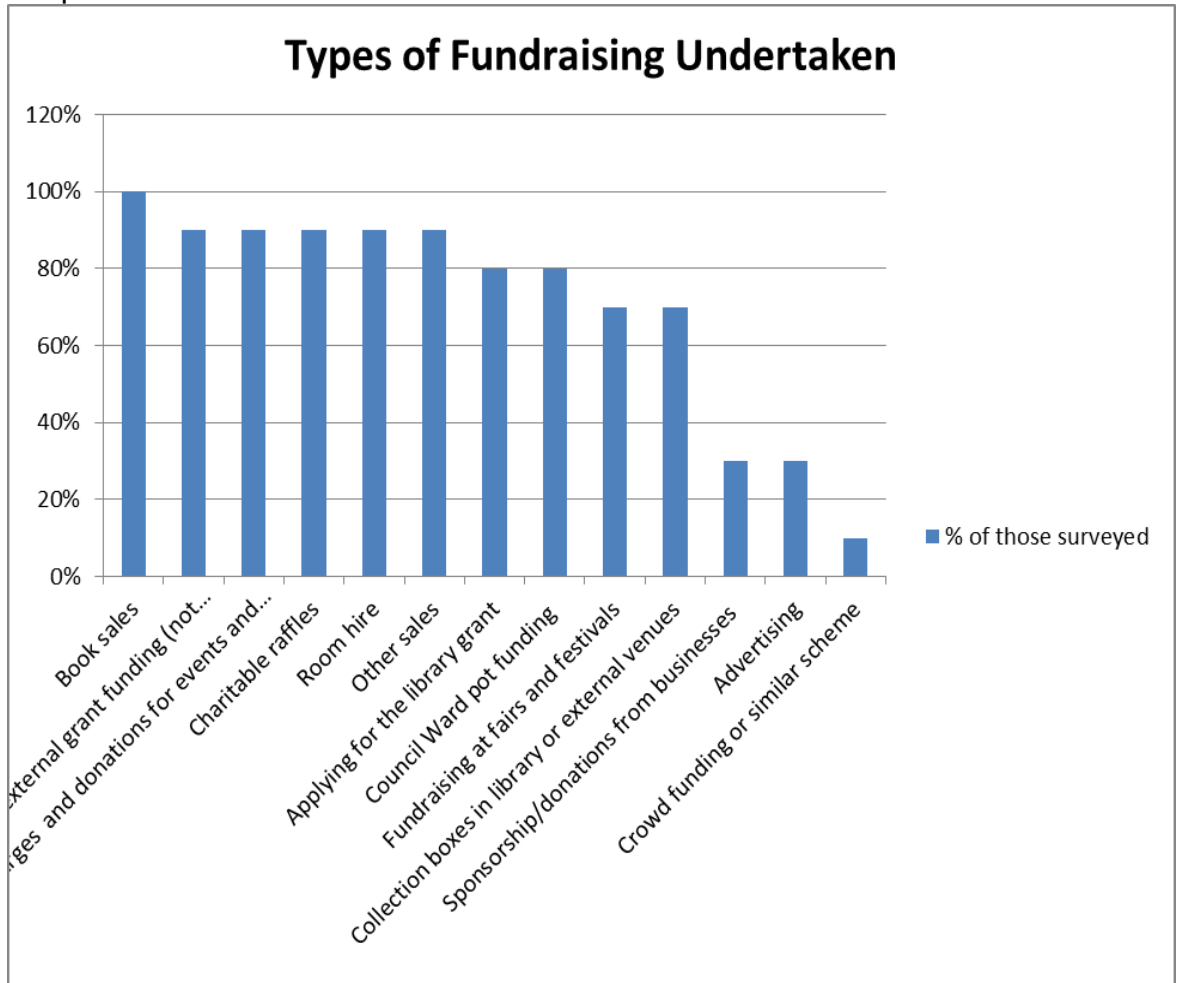
In regards to the challenges the libraries face, this can vary dramatically from library to library. Generally the larger libraries which are in more affluent areas have more volunteers and more space which means they can offer more income generating activities. There are a number of libraries that now have income generation comparable to their grant level from SCC. However the success of the income generation is partly due to the stability and security that the grant provides them. The level of income generated by libraries can also be misleading, as not all the income is for running costs for the library and may be restricted to paying for specific activities or equipment. The volunteer libraries still find it difficult to source external grants that cover library running costs. There are a number of libraries in areas with high deprivation where fundraising is limited due to volunteer numbers, the size of the library and low income levels - *"Fundraising in what was classified as an Urban Priority Area is difficult as there is very little spare cash in the community"* (extracted quotation from the Volunteer Library Support Survey Oct 2019).

However the stability the grant provides the volunteer run libraries is supporting them to be innovative in their income generation. *"Although we predict that we can ultimately survive without the grant, it will put a lot of pressure on our own fundraising and income generation activities"*. (extracted quotation from the Volunteer Library Support Survey Oct 2019).

The graph below highlights the wide range of income generation activities that are being undertaken.



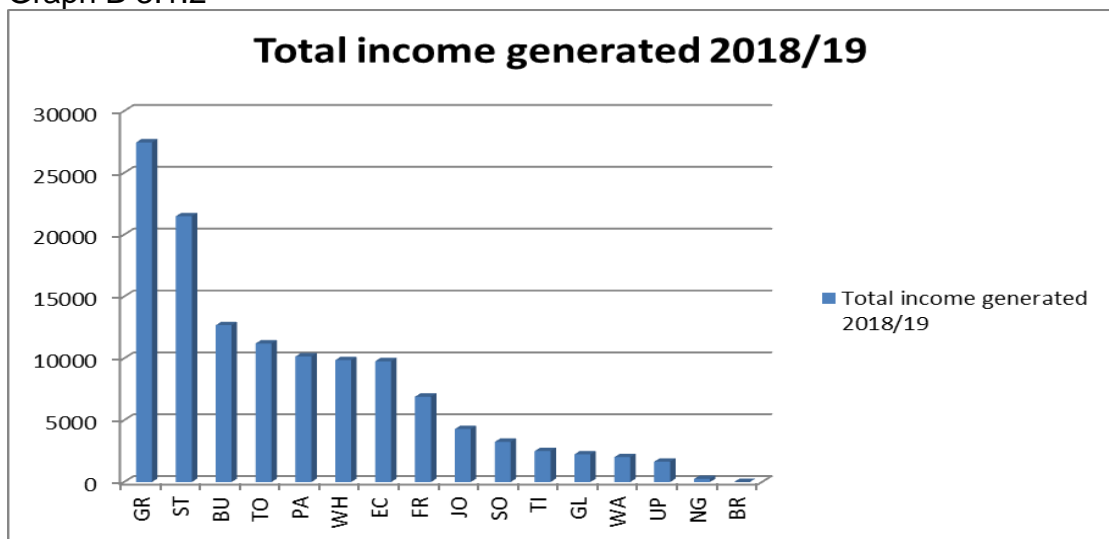
Graph A 3.1.2



Note the percentage figures in graph A 3.1.2 are not proportionate to the amount of income generated by the activity.

The graph below provides the income generation figures reported in the Quarter 4 monitoring returns for 2018/19. The graph highlights the vast difference in income generation between the volunteer run libraries.

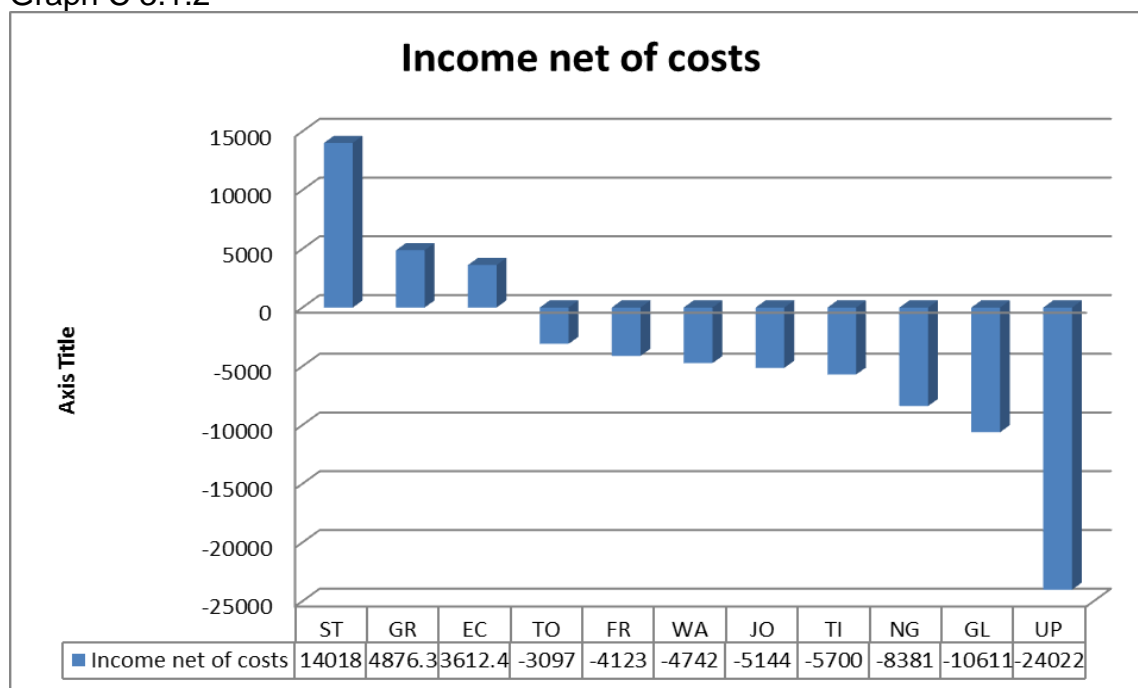
Graph B 3.1.2



Note graph B 3.1.2 above provides the income levels reported to the Contracts & Partnership team for Quarter 4 2018/19 as part of on-going monitoring. The income figures also include restricted grants but do not include the library grant funding from SCC, but may include other grant funding from SCC. Note a significant grant obtained by the Lottery Heritage fund for WA is not included in these figures. Note BR does not provide their income generation figures.

Graph C 3.1.2 below the next page shows the income net of costs for Associate Libraries who receive a grant, note the income figures do not include the library grant. The graph shows that most of the Associate Libraries do not generate sufficient income to cover their entire running/operating costs.

Graph C 3.1.2



### 3.1.3 The key challenges for volunteer run libraries

The key challenges for the volunteer run libraries can be categorised into 4 areas.

#### (a) Lack of other external funding and grants

The availability of external grants is limited partly due to Austerity and this means the volunteer run libraries face more competition for limited funds. An additional difficulty for the unpaid local people running the libraries is; competing with established organisations who have a professional work force that are highly skilled in making bids for funding. All the volunteer run libraries are encouraged to seek support from the South Yorkshire Funding Advice Bureau.

#### (b) Not able to get grants for running costs

Many external grants for funding exclude general library running costs as a legitimate expense, with only costs directly relating to an activity or specific

purchase being eligible. Therefore the income generation success of some libraries may give a false indication of the financial support they require to run the library. The volunteer libraries find the library grant essential as it can cover most of their core costs. *“Without ongoing support we could face a shortfall in meeting our operating costs. We note that grant funding is generally not available to meet operating costs.”* (extracted quotations from the Volunteer Library Support Survey Oct 2019).

(c. ) Uncertainty of grants and income

The volunteer run libraries undertake a broad spectrum of fundraising activities not only to maximise income but to spread the risk of failure. Grant applications may not be successful, and the income they may have relied on from a summer fayre may disappear if it is cancelled e.g. for bad weather. Therefore income generation from year to year can be volatile and unpredictable.

Fundraising achieved by the volunteer run libraries in the last financial year 2018/19 was in the region of £87,261\* which is an average of £5454 per library (\* note income figure does not include a £48,284 grant to Walkley Library by The Heritage Lottery Fund). This is notably lower than the year 2014/15 figure reported in the 2016 cabinet report and this demonstrates the unpredictability and vulnerability of income generation.

*“The only guaranteed income that we receive to maintain the library is from the SCC main grant”* (extracted quotations from the Volunteer Library Support Survey Oct 2019).

*“In our last financial year, we managed, for the first time, to make a small surplus (excluding SCC main grant) and we are on target to achieve it again this year. However, this is reliant on fundraising and generous donations from the local community and local businesses, plus we need to be successful in applying for grants and running successful activities, none of which is guaranteed”.* (extracted quotations from the Volunteer Library Support Survey Oct 2019).

(d) Uncertainty regarding costs under lease arrangements

For most of the Associate Library groups that receive a grant, 2020/21 will be the first year of operation under a lease arrangement. Therefore for the first time since the beginning of operation in 2014 they will be responsible for the maintenance and security of the building. Although volunteers have undertaken a range of training since 2014 on managing community buildings and statutory compliance, the turnover of volunteers means this may need to be repeated. The Associate library groups are encouraged to develop a 10 year business plan to help them identify and plan for building maintenance over a mid to long term basis.

*“At the moment, a combination of Council grant and our own fund-raising is sufficient. However, we are still clarifying the cost of compliance.”*

*Any major unforeseen expense (such as a rewire or re-roof) would be problematic for us.*

*"We are conscious of potential significant repair costs arising from our premises".*

*"New building - could potentially take all resources our organisation has, if unnecessary demands are forced upon us by SCC".*

(extracted quotations from the Volunteer Library Support Survey Oct 2019).

#### 3.1.4 Support needed

Question 5 in the survey 'Support needs of volunteer run libraries' Oct 2019 asked about the future support needs. The same exercise was undertaken in the 2016 Cabinet report "Review of the Support package", Appendix 1 'Library Review 2016 – Future support arrangements for Volunteer run libraries'.

The aim is to match the support needs required with the support needs provided.

The survey showed the most essential support requirements are for:

- Provision of the Symphony Library Management System
- Technical assistance on LMS
- Van delivery service for reserved books & other materials
- Allocation of new book stock
- A library grant

Mainly but not entirely essential support requirements are:

- Advice and guidance on meeting statutory compliance, and building maintenance
- RFID (self service Kiosks) where installed
- Provision of photocopiers and printers
- Help with problem solving/sorting out general library issues.
- Sharing information on SCC library services and activity, local and national initiatives such as the 6 book challenge.
- Access to activities and initiatives run by the Young People's Library Service.
- LMS training for volunteers, including discarding
- Compliance training, e.g. data protection, safeguarding

Useful but not essential support requirements are:

- Training programme for Management Committee, e.g. succession planning, fundraising, governance
- Support with publicity and promotion.
- Network meetings

The support package detailed in section 1.4 reflects the support needs indicated by the volunteer libraries.

## **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

### **4.1 Equality of Opportunity Implications**

As a Public Authority we need to take into account the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010.

This is the duty to have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The Equality Act 2010 identifies the following groups as a protected Characteristic as

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

An Equality Impact Assessment (EIA) has been undertaken to assess the impact of these proposals on a range of people with what are termed 'protected characteristics' under S149 the Equality Act 2010.

A summary of the Equality Impact Assessment is as follows:

#### **4.1.1. Older People:**

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.

Equality impacts for older people:

- Reliance on local libraries as a source of social contact to relieve isolation.
- Difficulty travelling and carrying books.
- Travelling longer distances in bad weather and negotiating the hills.
- Delivering services to people over 65 who are still working and active

#### 4.1.2 Children and young people:

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). An estimated 23% of Sheffield's children live in relative poverty, compared to 18% across the UK, as do more than one fifth of households.

Equality impacts for children and young people

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

#### 4.1.3 People who have a disability

There are 103,715 people in Sheffield who have a long term health condition or disability, this equates to 19% of the population (Source: Census 2011).

Equality implications for the delivery of library services

- 2%-3% of adult registered users have declared (voluntarily) a disability with the library service. However work is being done to improve recording levels as this is well below the level experienced/expected.
- The location of library services is more acute for this group of people, who may be less able to travel to other libraries
- It may be more difficult for disabled people to travel to libraries in general.
- Some libraries reported as being particularly inaccessible for disabled people e.g. Hillsborough, Central and Ecclesall. Parking, distance to walk and toilet facilities were registered as factors in this.

#### 4.1.4 People from minority ethnic backgrounds

The BME population in the city increased since the 2001 Census, from around 11% of the total population to 19% in 2011. The neighbourhoods of Burngreave, Fir Vale, Tinsley, Darnall and Sharrow have particularly high concentration of BME residents. In line with national trends, recent economic migration from Europe and an increasing number of refugees have further diversified the Sheffield population, alongside increases in the Indian, Chinese and Yemeni communities. The ethnic profile of the city is likely to continue to change in the future.

Equality implications for the delivery of library services:

- Unlike the majority population (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.
- Language support in using a library and access to books in other languages

#### 4.1.5 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.

Equality implications for the delivery of library services:

- Travelling to the 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.
- Access to books, knowledge and learning in a free, safe and welcoming environment, can help people with low literacy needs improve their skills

#### 4.1.6 Jobseekers

In September 2019 the rate of JSA claimants for Sheffield was 0.8%, the national average being 0.6%.

Equality implications for the delivery of library services:

- Free access to computers, internet and wi-fi
- Access to printing and photocopying
- Job searching and /or volunteering opportunities
- Education and learning opportunities

### 4.2 **Financial and Commercial Implications**

The Council continues to face significant financial challenges and has to make difficult decisions about services that the people of Sheffield care deeply about.

Funds will be identified from Council funds to cover a support package to the value of £209k in year 1 (April 1<sup>st</sup> 2020, to 31<sup>st</sup> March 2021) and for year 2 (April 1<sup>st</sup> 2021 to 31<sup>st</sup> March 2022). *(Of the £209k, £25k is a permanent contribution to Upperthorpe Library from Place Directorate in 2015/2016, leaving £184k for the remaining Funding & Support Package).*

The library service has supported Associate and Co-delivered libraries within its existing budget and resources as far as this has been possible. The support proposed by the Library, Archives and Information service with existing resources is outlined in section 1.5. There are four financial risks for the Library, Archives & Information Service associated with this support.

- (1) If there is a budget reduction for the Library, Archives and Information Service between 1<sup>st</sup> April 2020 and 31<sup>st</sup> March 2022, it may not be possible to deliver all the support described in section 1.5 for Associate libraries. It may be possible to continue support, principally relating to the delivery of the LMS at a fee to the Associate libraries.
- (2) The grant for the Associate libraries was based on the out turn expenditure for 2013/14 (the last financial year that they were under the control of the

Library, Archives and Information service). If each of the 5 Co-delivered libraries decides to become an Associate library, the grant pot would need to increase by £96,500 per annum if the allocation is made on the same basis (made up of £58,400 current LAIS budget for all 5 Co-delivered libraries, plus the budget for cleaning in the region of £38,000, which is now sat with T&FM). Although it is anticipated that some of the Co-delivered libraries will seek Associate library status, it is unlikely this will be requested by all 5.

- (3) If SCC Library staff who support the Associate and Co-delivered libraries leave the service (for whatever reason), it may take time for the service to adjust and upskill new or different staff. This means the Associate and Co-delivered libraries (as well as the library service) could experience a number of months with limited support.
- (4) If there is a funding cut to the Library, Archives & Information service, the continued funding of Co-delivered libraries could be at risk. Although Co-delivered libraries may become Associate libraries, it may not be possible to transfer the budget for Co-delivered libraries into the Associate grant pot.

### 4.3 Legal Implications

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.

1. S149 Equality Act 2010 ('The Public Sector Equality Duty' *PSED*) requires that:

#### 149 Public 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.

- a. The Cabinet Member and Executive Director must be satisfied that these obligations have been understood and will be met in the delivery of the proposal. The primary tool for achieving this is via the Equality Impact Assessment (EIA).

- 2. There is no statutory obligation to consult with members of the public when considering a change to library services. However, the council has, as described in this report, had dialogue with, spoken to and consulted in a number of ways with members of the public on the library service. The way that this informs the decision is described within the body of the report.

## **5. Alternative Options Considered**

### **5.1 Option 2**

Decrease the funding and support level from 2019/20, for years 2020/21 and 2021/22, by 10%.

Benefits: Saving for the Council.

Risks: Risk that the funding level is insufficient to enable the continued sustainability of some volunteer run libraries in the wake of taking on additional costs and responsibilities due to leases being signed.

## 5.2 **Option 3**

Increase the funding and support level from 2019/20, for years 2020/21 and 2022, by 10%.

Benefits: This would enable the volunteer run libraries to develop a maintenance fund and run additional activities, resources or equipment.

Risks: This may reduce the fundraising efforts of the volunteer run libraries. Increased cost to the Council.

## 5.3 **Option 4**

Grant funding to be means tested or competitive and not a set allocation.

Benefits: Ensures that the volunteer libraries that need the grant the most, are able to secure greater funds, and those less in need would secure a lower grant level. Ensuring that all libraries are sustainable with the grant level.

Risks: Income generation could be negatively impacted if libraries that are successful at income generation have their grant reduced as a result. Competition for the grant amongst the volunteer libraries may reduce collaboration and co-operation amongst the libraries which is currently strong.

## 6. **REASONS FOR RECOMMENDATIONS**

### 6.1 The reasons for recommendations are as follows:

- The current arrangements for Associate and Co-delivered libraries are due to expire 31<sup>st</sup> March 2019.
- Continued support will increase the likelihood of all the volunteer run libraries remaining open and vibrant into the medium and long term as they develop and grow in depth of experience and capability.
- Continued support for Associate libraries will give added confidence to trustees and volunteers, at a point they are taking on board lease responsibilities.
- By supporting the volunteer run libraries to remain on the Library Management System, all SCC library members can access any library in Sheffield using a single, city-wide library card.
- Continued support will provide a period of financial stability and growth that will attract more volunteers and trustees, and give them additional time to build capacity and develop external funding opportunities.
- The proposal will ensure the standards and controls relating to the operation of the Council's Library Management System by volunteer libraries are maintained.

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