Sheffield City Council

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Report of:	*Laraine Manley*
Report to:	*Cabinet*
Date of Decision:	*30th November 2016*
Subject:	*Library Review 2016 – Future support arrangements for Volunteer run libraries*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	X	No	
- Expenditure and/or savings over £500,000		X		
- Affects 2 or more Wards		X		

Which Cabinet Member Portfolio does this relate to?   Libraries and Community Services

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

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

If YES, what EIA reference number has it been given?   942

Does the report contain confidential or exempt information?	Yes		No	X

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*"The (**report/appendix**) is not for publication because it contains exempt information under Paragraph (**insert relevant paragraph number**) of Schedule 12A of the Local Government Act 1972 (as amended)."*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

The existing support package for volunteer run libraries is due to end on 31st March 2017. This reports looks at what support is needed after this date, to enable the volunteer run libraries to be viable and stable into the future.

In February 2014 Cabinet approved 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 contributes to the Councils 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 Co-delivered libraries and 11 Associate libraries have been established, and are run by volunteers.

This report identifies the need for Associate and Co-delivered libraries to have continued support from SCC, looking at benefit and risk. Three surveys have been conducted to gain information about needs and aspirations from the Public, Library Staff and the groups running the Associate and Co-delivered libraries.

The funding for this continued support has to be identified as part of the Council's overall 2017-18 budget, so this report agrees the continuation in principle, subject to finalising funding through the budget process. The timescale for this will be the budget Council in the first week of March 2017 at the latest.

An EIA also informs the recommendations. Appendix 1 entitled 'Review of the support package' evaluates each offer described in the cabinet report of February 2014, against the feedback provided in the surveys undertaken in 2016.

RECOMMENDATIONS

The recommendations to Cabinet are:

(1) Continue support for Associate libraries until 31st March 2020 to assist their viability and stability. A support package to the value of £262k in year 1 that maintains the level of support provided from 2014-2017. For year 2 support package will not be less than 80% of £262k, and in year 3, not less than 70% of £262k, subject to identifying the funding as part of the 2017-18 budget process.

(2) The support package to include a grant pot, a new book fund, a small marketing fund, 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 'Proposal'.

(3) Continued support for the Associate and Co-delivered libraries until 31st March 2020 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 31st March 2020. 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 LAIS. Co-delivered libraries may be re-charged for running costs that are above the budget due to extended non-library usage of the building.

(5) Future funding and support for Associate and Co-delivered libraries for years 4 and 5 (2020/21 and 2021/22) will be delegated for decision by Cabinet Member and Executive Director.

(6) Provision of the Library Management System, I.T., maintenance and related software, supplied via the corporate wide contract, will be free of charge until 2019, when this will be reviewed as part of corporate IT contract negotiations.

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: Liz Gough
		Legal: Steve Eccleston
		Equalities: Liz Tooke
	Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.	
2	**EMT member who approved submission:**	Laraine Manley Executive Director Communities
3	**Cabinet Member consulted:**	Jack Scott Cabinet Member for Community Services and Libraries
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Nick Partridge	**Job Title:** Service Manager, Libraries, Archives & Information Service
	Date: 3rd November 2016	

Report to the Cabinet

REPORT TITLE: Library Review 2016 – Future support arrangements for Volunteer run libraries

1   **PROPOSAL**

1.1   Introduction

In February 2014 Cabinet approved 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 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 Co-delivered libraries and 11 Associate libraries have been established, and are run by volunteers.

To establish the Associate libraries a funding & support package was agreed from Council funds to the value of £262k per year for 3 years ending 31st March 2017. The support and running costs for the 5 Co-delivered libraries have been met from the Library, Archives and Information service core budget for a pilot period of 2 years, later extended to 3 years in line with Associate libraries.

This report identifies the need for Associate and Co-delivered libraries to have continued support from SCC, looking at benefit and risk.

Three surveys have recently been conducted to gain information about needs and aspirations from the Public, Library Staff and the groups running Associate and Co-delivered libraries. An EIA also informs the recommendations.

Surveys undertaken July-August 2016:

- A public survey with 2136 responses
- A front line library staff survey with completed by 47 staff
- A survey of Associate and Co-delivered libraries, 11 of 15 volunteer libraries responded.

1.2   Key Challenges

A key challenge is how to ensure there is an appropriate balance between the independence of the Volunteer run libraries and the controls required to enable them to remain on the Council's Library Management System and the support package provided.

If the Council limits or reduces its support, some volunteer run libraries may not be viable, and if too much support is given, they might be regarded as statutory agents that would limit opportunities for them to gain external funding.

Communicating the difference between Associate and Co-delivered libraries has also been a challenge. The original proposal for the future of Sheffield's library services in 2013/14 described two kinds of volunteer run libraries; 'Co-delivered' libraries and 'Independent' libraries. Following consultation and consideration of the EIA at the end of 2013 early 2014, an additional support package was introduced for the Independent libraries that would give them a similar level of support to the Co-delivered libraries, and the term Associate library was adopted instead of Independent, and hence, why there is often confusion. A full description of the model of operation, including what are Hub libraries, Associate libraries and Co-delivered libraries can be found in Appendix 2.

In brief Hub Libraries are run by the Council and based in district centres. Associate libraries are run by volunteers who can access a grant and have a lease on the library building. Co-delivered libraries are also run by volunteers and receive everything a Hub library receives except the staff, and their costs are paid directly by the Council.

1.3   Preferred Option

Appendix 1 of this report 'Review of the support package' evaluates each offer of support described in the cabinet report of 2014, against the feedback provided in the surveys. This report also considers data submitted by the volunteer run libraries in their monitoring reports to the Contracts and Partnership team who administer the grant fund. An EIA and a study on the value of volunteering were also important considerations.

There are 4 options, of which 3 have been rejected and outlined in section 5 'Other options considered'. This report seeks approval for Option 4 as this offers the most benefit for the people of Sheffield with the least risk.

Option 4 is the continued support for Associate and Co-delivered libraries from 1st April 2017 31st 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. A breakdown of costs forms Appendix 8.

1.4   Benefits and risks of the preferred option

The benefits of this 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 relationship between SCC and the volunteer run libraries is clearly defined

- Ensure the standards and controls relating to the operation of the Council's Library Management System by volunteer libraries are maintained.

The risks of this 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.

1.5 Specific requests of the proposal

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

Continued support for Associate libraries until 31st March 2020 to increase their viability and stability. A support package to the value of £262k in year 1 that maintains the level of support provided from 2014-2017 and a guaranteed minimum grant for years 2 and years 3 depending on Council budgetary decisions at that time. The guaranteed minimum package of support for year 2 will be 80% of £262k in year 2, and year 3 at 70% of £262k subject to identifying the funding as part of the 2017-18 budget process.

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

1.5.1 <u>A grant pot of funding:</u>

Allocated from Council funds, in year 1 (1st April 2017 to 31st March 2018) of £166,800 where the grant is not competitive but must be applied for. For years 2 & 3 there will be no pre-set allocation and funds will be awarded following successful application.   The minimum grant pot for year 2 is £133,440, and year 3 is £116,760.

1.5.2 <u>Provision of new books:</u>

New books to the value of £27,842 in year 1. In year 1 each library will receive a baseline allocation of £1,000 and the remainder will form a top up allocation that will reflect the quality of current book stock, levels of demand and size of the library. In year 2 the book fund will have a guaranteed minimum of £8,000 and in year 3 a guaranteed minimum of £1,893. The Co-delivered libraries will continue to receive book stock funded from the Library service core budget.

1.5.3 <u>Marketing budget:</u>

£5,000 budget for year 1 and year 2, and a guaranteed minimum of £500 in year 3, to develop marketing materials and promotion of Volunteer Libraries in Sheffield.

1.5.4 <u>Remaining on the Library Management System:</u>

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 £62,358 in year 1, £63,160 in year 2 and £64,247

in year 3, and would 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.

- Training commissioned internally and externally for all volunteer run libraries on data protection and other compliance training, management of voluntary organisations and good governance.

- Materials for participation in city wide initiatives.

- I.T. upgrades and associated software charges.

1.6   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.

1.6.1 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.

1.6.2 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.

1.6.3 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.

1.6.4 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.

1.6.5 Library branding

SCC libraries and volunteer libraries all deliver a library service, and more. Without actually visiting a library it can be difficult to distinguish between a Council run library and a volunteer run library. In brief Hub Libraries are run by the Council and based in district centres. Associate libraries are run by volunteers who can access a grant and have a lease on the library building. Co-delivered libraries are also run by volunteers and receive everything a Hub library receives except the staff, and their costs are paid directly by the Council. By introducing clear branding of the different types of libraries, we do not advocate one type of library over another, but the range of choice for the library user. New branding has recently been introduced to SCC libraries and a sample of this can be found in Appendix 3. The volunteer run libraries, under this proposal, will have a marketing budget to support them with branding and promotion.

1.6.6 Training and support

Volunteers will continue to be offered training on the Library Management System from LAIS. 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.

1.6.7 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.

1.6.8 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 Contracts and Partnership team will act as a first point of contact for the Associate library groups in regards to monitoring and payment of grant. They will also carry our support visits to clarify queries and expectations regarding monitoring. The Associate libraries can apply for a grant for 2017/18, 2018/19, and 2019/20. The Associate libraries will be informed of the grant criteria with at least 2 month notice ahead of the application deadline.

The Contracts and Partnership 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 network group and will be available to discuss any issues, concerns or information needs. Library staff will visit all of the volunteer run libraries, as well as SCC Hub 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

2.1 Overview

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.

2.2 Benefits of volunteering relating to better health and wellbeing

Evidence demonstrates that there are many potential benefits to be gained from volunteering in terms of health and wellbeing.

Kristin Bash, Public Health Specialty Registrar, has undertaken a limited literature review and identified evidence of volunteering in terms of health and wellbeing. This work was supplemented by interviews with volunteers at volunteer libraries, and three case-studies were developed through semi-structured interviews.   The toolkit known as 'Five Ways to Wellbeing' was used as a framework to discuss themes that emerged within these interviews.   See Appendix 4 'Benefits of Volunteering to Health and Wellbeing: A limited evidence review and discussion of Three Case Studies' for the full results and sources.

Systematic review findings support that volunteering is associated with a positive effect on life satisfaction and wellbeing, and a reduced risk of depression, and overall mortality. These findings are supported by the themes within three case studies of Sheffield library volunteers, which demonstrate that volunteers find meaning in their volunteer experience, enjoy giving back to the community and that it has increased their feelings of self-worth, and confidence.

2.2.1 <u>Evidence in the literature – Physical Health and Wellbeing:</u>

- 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[i], 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.

2.2.2 <u>Perception of benefits:</u>

- Perception of benefit appears to vary between age groups.
- A study suggests that lower-income, lower-educated, and single older volunteers perceived more benefit from their volunteer experience.

- Better well-being was reported by volunteers who volunteered for longer periods of time, and those who felt better trained.

2.2.3 <u>Volunteer Case Studies</u>:

Semi-structured interviews were held with three library volunteers, who each volunteered to be case studies. Interview questions were designed to reveal each volunteer's personal experiences and views on how volunteering influenced their own sense of health and wellbeing. These interviews were transcribed and checked by each volunteer to ensure capture of factual content and intended meaning.

Summary of key themes from these interviews:

- <u>Connect</u> - Having a link with the wider community and the related sense of belonging were reported to give volunteers a sense of wellness and appreciation.

- <u>Keep Learning</u> – 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.

- <u>Give</u> – 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.

2.3   Contribution of volunteering to a Strong Economy

The Cabinet Office and DWP estimate the value of volunteering to be around £100bn to the UK.

Leading charities advocate an approach that measures the value of volunteering in regards to its impact. Many people volunteer because they want to 'make a difference' and there are a number of measuring tools that are available to help voluntary organisations do this.

The Associate and Co-delivered libraries remain open because of the involvement and hard work of volunteers.   Figures generated by the volunteer run libraries in April 2016, suggested the value of volunteering since their launch in September 2014 to April 2016 to be in the region of £1,103,256 based on an average value of £11 per hour of volunteer time. There are approximately 800 active volunteers that give around 7.4 hours of their time per month.

Fundraising achieved by the volunteer run libraries was in the region of £130,000 in 2015/16, which is an average of £8,600 per library. However most of this income is restricted and cannot be used to pay for running costs. 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.

All of the volunteer run libraries take donations of books to add to their lending collection or for sale. The total number of donations has not been calculated but is estimated at 500 books per library (from Sept 2014 to Sept 2016), at a value of £5 each as lending stock

with an economic value of £37,500, and around £5,000 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.

2.4 Libraries, City Wide Offer to Thriving Neighbourhoods and Communities

Libraries have an important part to play in the communities they serve. Libraries offer a safe and welcoming environment that people access not only for enjoyment and leisure, but to build their knowledge, support businesses, combat social isolation, inspire and develop children and young people and offer free resources enabling access for all.

This section highlights the benefits enjoyed by people in Sheffield, and how this is delivered by library services.

2.4.1 <u>Our libraries support communities to be stronger and more resilient.</u>

- A programme of events and activities on a wide range of topics.
- Signposting to services
- Assist with a wide range of queries.
- A venue for community activity

2.4.2 <u>Our libraries enable people to live healthier and happier lives</u>

- A programme of health related events and activities
- Books on prescription
- Opportunities to volunteer
- Room hire that enables community learning activity to take place
- A safe and welcoming place to visit
- Opportunities for people to meet ,combating social isolation
- Provision of hearing aid batteries (in some libraries)
- Home Library Service for people who cannot visit a library

2.4.3 <u>Our libraries provide access to online services and digital literacy</u>

- Free computer and internet access
- Free Wi-Fi
- 24/7 online services such as driving test theory
- Find my past (Ancestry tracing system)
- Support to develop digital skills

2.4.4 <u>Our Libraries provide cultural and creative enrichment</u>

- Archives and local studies information
- Find my past
- Wide range of events and activity taking place in libraries
- Author events
- Library theatre

2.4.5 <u>Our libraries enhance reading and literacy</u>

- Lending stock of circa 500,000 books
- Circa 208,000 reference books
- Around 50,000 audio visual and electronic materials, including CD's, DVD's talking books, eBooks and magazines
- Newspapers
- Reading groups
- Children and Young people's library service
- Children's events and activities in libraries such as babytime, storytime, chatterbooks

2.4.6 <u>Our libraries help people to reach their full potential</u>

- Reading challenges and awards
- Access to a wide range of knowledge and information
- Children and Young Peoples library service
- Homework clubs/zones

2.4.7 <u>Our libraries increase prosperity</u>

- BIPC (Business and Intellectual Property Centre)
- Volunteering
- My work search
- Access to knowledge and information online and in person

2.5 Links to the Corporate Plan

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
Corporate plan 2015-18 An in-touch organisation	Access to knowledge and empowering individuals to help themselves. • Lending stock of circa 500,000 books • Circa 208,000 reference books • BIPC (Business and Intellectual Property Centre) • 24/7 online services such as driving test theory • Free internet use • Newspapers • Room hire that enables a wide range of community activity
Corporate plan 2015-18 Strong economy	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.
	- BIPC (Business and Intellectual Property Centre) - Access to free internet and Wi-Fi. - Job search - Newspapers - Book stock and access to knowledge - An exciting programme of events and activities
Corporate plan 2015-18 Thriving neighbourhoods and communities	Contributing to thriving neighbourhoods by: - Opportunities for people to get involved in running an Associate or Co-delivered library. - Libraries offer a safe and welcoming environment that brings people together. - Room hire enabling community activity to develop and take place.
Corporate plan 2015-18 Better health and wellbeing	Libraries contribute to better health and wellbeing by: - Delivering health related events and activities such as Mindfulness and Sporting Memories. - Library service as Weston Park Hospital - Home library service for people unable to access a library service. - Books on prescription to help people manage their condition. - Volunteering opportunities principally at Associate and Co-delivered libraries that has a positive health impact. - Social cafes - Room hire that facilities a range of community events and activities.
Corporate plan 2015-18 Tackling inequalities	Libraries help to tackle inequalities by: - Offering a safe and welcoming space, open to anyone free of charge. - Free use of computers and internet, and free Wi-Fi - Free e-books and 24/7 services such as driving test theory. - Access to circa 500,000 books for loan - My work search facility - Room hire that facilities a wide range of community activity.
The state of Sheffield Best start strategy	Libraries provide a best start for children and young people: - Schools library service - Bookstart - Childrens library service - Little library van, accessible to all communities including refugees and recent immigrants

	• The spread of libraries across the city when taking volunteer run libraries into account, means that children across the city can access library services • Childrens centre services operating from Highfield and attend Ecclesall. • Homework clubs
Sheffield City Strategy 2010-2020 Inclusive	Libraries promote inclusion and involvement in the communities they serve: • Libraries are welcoming and accessible. Often used for a wide range of life queries not relating to book borrowing. • Libraries offer a safe and welcoming environment that brings people together. • Access information on the community, participate in events. • Opportunities for people to get involved in running an Associate or Co-delivered library. • Room hire enabling community activity to develop and take place. • Free internet and Wi-Fi • Free to enter and free to use
Sheffield City Strategy 2010-2020 Vibrant	Libraries contribute to the city's cultural offer: • An exciting programme of events including author visits/talks, craft workshops, heritage tours. • Library theatre performances • Archives and local history including the Picture Sheffield service.
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. • Sporting memories • Volunteering opportunities – being active in the community • Coffee mornings • Social Cafes • Room hire enabling community activity to take place

3   SUMMARY OF CONSULTATION

When making decisions about our services we need to ensure we seek the views of the people of Sheffield and our stakeholders, especially those who may be directly affected. There have been two previous city wide consultations undertaken in relation to the future of Sheffield's library service in 2012, with 6,037 responses and again in 2013/14 with 7,435 responses.

To inform the recommendations in this report, a number of surveys were undertaken to evaluate the support package for volunteer run libraries, and the usage of library services.

These surveys were:

- A public survey with 2,136 responses
- A front line library staff survey with completed by 47 staff
- A survey of Associate and Co-delivered libraries 11 of 15 volunteer libraries responding

3.1   Summary of 2016 Public survey results

There were 2,136 surveys completed by library members, and by 107 people who are not library members. Surveys could be undertaken on the Council's survey site ' Citizen Space', with a link to this on the Library service webpage, or by completing a paper survey at any SCC library, Associate or Co-delivered libraries. It was expected there would be a lower response rate to the surveys undertaken in 2012 and 2013/14 as these surveys related to changes to the whole way Sheffield library services were delivered, whereas the 2016 surveys are about maintaining and developing current service provision and support arrangements for volunteer run libraries.

The results analysis of the public survey forms can be found in Appendix 6.

3.1.1 Key points from quantitative analysis:

- The results show that most people use the library that is closest to where they live. If they do use another library this is most likely to be Central library.

- Other popular considerations about which library to use included 'choice of books' where 38% respondents indicated this, and 'open at a convenient time' where 34% of respondents indicated this.

- The majority of respondents at 39 % thought that services, overall had not changed significantly in the past 2 years. 23% of respondents thought services had improved, with just 3% thought services were not as good. The most noted service improvements were in 'Customer service' and 'Variety of activities', .

- The most popular benefit of using a library was 'Helps me to find information and gain knowledge' with 51% of respondents saying this helps a lot. This was closely followed by 'Offers me a place to feel safe and welcome' at 44% of respondents who feel libraries help a lot.

- The most popular time to visit a library was between 10am and 12 noon, followed by 2pm to 4pm. After 8pm was least popular.

- Weekdays are more popular than Saturday but not significantly. The option for Sunday opening is not popular.

- The most frequently used service is 'borrowing books' at 66% of respondents,

followed by 'computer use' at 17% of respondents.

- The biggest response to what services respondents don't use currently but may use in the future is the use of 'Find My Past family history website' at 24.% of respondents, followed by 'Volunteer in the library' at 24% and use of the 'E-library' at 22% of respondents.

- The majority of respondents to the survey were female (64.4%), White: English/Welsh/Scottish/British/Northern Irish (81.01%), though age range was more varied with the majority of those surveyed being between 35 – 75. 13.42% of the respondents said they were disabled. It is important to note that whilst the majority of the respondents were not people from minority ethnic backgrounds the 19% of respondents who were is in line with 2011 census figures.

3.1.2 <u>Key points from qualitative analysis</u>

- Generally survey respondents preferred the Hub and central lending libraries for more "traditional" library activities such as book borrowing and information and the volunteer run libraries are valued as a community hub where there a wide range of activities are available.

    Sample comments from 2016 library survey: *"Has become a real hub of the community. A real asset to Greenhill and local area. A better community place than I ever thought possible," "The library is a lifeline for members of our local community who would otherwise feel socially excluded."*

- Survey respondents see all the libraries as an important resource with a large proportion of users valuing interactions with staff or volunteers.

- Volunteer libraries have vastly increased volunteer opportunities throughout Sheffield, particularly in the outlying communities

    Sample comment from 2016 library survey: *"Volunteering - has helped me get to know people in a new area and made me feel part of things."*

- The survey showed that volunteers are generally viewed positively by library users, there were over 100 positive comments as opposed to fewer than 10 negative comments.

- There were over 100 comments referring to the opening hours not being as good.

- The most popular comments from survey respondents related to: good customer service (by staff); that libraries are welcoming and pleasant environments (this was particularly noticeable for the volunteer libraries), and the "Poor quality of books" (this was similar between hubs and volunteer libraries).

- At least 40 survey respondents commented that the donated books in volunteer libraries for loan or to buy are an improvement to the services offered.

- The most popular service that people suggested that libraries offer was Refreshments/coffee shop/café. Other popular responses included more children's activities, a general eating/talking area and more interest/hobby groups.

- The majority of comments regarding accessibility for people with a disability suggest the libraries are accessible. However a number of comments suggest that disabled access to the main entrance should be improved and this is particularly relevant to the Central Library. There were a number of comments to say that toilet facilities should be made more accessible.

- In any other comments, the most popular comment was praise for the service, staff and volunteers. Also popular were comments highlighting the need to keep libraries open and the importance of libraries to the community, especially for older and younger people.

3.2 SCC library staff survey summary

The survey of library staff has resulted in an action plan for development that will contribute to the LAIS service plan. The results have also contributed to the Wider City Offer in section 2.

Some key issues/suggestions raised were:

- Staff who responded to the survey highlight that Saturday afternoon is not busy in most of the Hub libraries. We will explore how Saturday openings can attract more users.

- Hub library staff will consider using volunteers where volunteers can enhance the library offer. If there is a specific need identified by library staff, they will be involved in developing a role description that will be posted as a volunteering opportunity on the Library service webpage and other communications.

- Library staff highlight the need to promote Library services more and share good practice amongst themselves. A portfolio of good news stories is being developed and pictures from events and activities are being posted via Instagram.

3.3 Volunteer library survey summary of results

The survey of volunteer run libraries evaluates the support provided by SCC and what they need to be viable and stable libraries in the future. See Appendix 7 for the full survey results.

The key issues are:

3.3.1 Provision of a grant for Associate libraries

- All of the Volunteer libraries that responded to the survey raise funding from book sales, and for some this is a big contributor to their fundraising.
- Most of the Volunteer libraries have accessed the Ward Pot from the Council this year, but are concerned about the availability of such funds in future years.
- The majority of the volunteer libraries who responded have been successful in gaining external grant funding, however this is in the main at a low level. The groups find it difficult to find volunteers with fundraising skills.
- The ability for the Associate libraries to raise funding is not equal. Some of the library buildings, and their locations, restrict the ability to raise income.
- The volunteer libraries also raise the following concerns regarding funding:
  - Many external funders are reluctant to fund core running costs, particularly if they regard it as a statutory provision.
  - Most external grants are restricted and may not be able to cover full running costs.
  - Some libraries are too small to offer major income earning activities such as room hire.
  - They are at risk of unexpected major failure, for example should the roof need major repair or replacement or in the event that we they need to procure a replacement for the LMS
  - They will be competing for funds against paid staff led charities with more resources.

3.3.2 Training and support:

- Training needs to be on-going as new volunteers join.
- The training that is being delivered needs to evolve as the needs of the volunteer libraries change, such as a focus on training for cascade trainers, safeguarding and data protection.
- The library groups indicate it is essential to have support from a Volunteer Co-ordinator as they do not have a consistent level of training and expertise. Therefore help and support on the day to day issues is essential to allow them to continue to work independently.
- All of the volunteer libraries that responded indicated it is essential to have on-going support with technical issues with computers and printers.

3.3.3 LMS and book stock:

- A successful library needs to have new stock whether this is donated books, new books or circulated book stock.
- Where a volunteer library has its own book collection on its own system this significantly supplements book lending from the LMS, but library users need to sign up separately to be able to use it.
- Just over half of the groups who responded want their donated books to be put on the Library Management System (LMS) where they can be accessed from any Sheffield library.
- The volunteer libraries indicate the provision of a van to drop off and collect reserved books is essential, and would be extremely difficult to co-ordinate and resource independently between multiple 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 the rate of JSA claimants for Sheffield was 2.6%, the national average being 1.6%.

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. Over the past 5 years the Council has made budget savings of £300 million, with a further £51 million in 2016/17, and with an increased demand for services such as adult social care and rising cost pressures.

Funds will be identified from Council funds to cover a support package to the value of £262k in year 1 (April 1st 2017, to 31st March 2018). For year 2 (April 1st 2018 to 31st March 2019) in consideration of the Councils budgetary responsibilities, there will be an allocation of not less than 80% of £262k, and in year 3 (1st April 2019 to 31st March 2020), not less than 70% of £262k subject to identifying the funding as part of the 2017-18 budget process.

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 1.6. 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 1st April 2017 and 31st March 2020, it may not be possible to deliver all the support described in section 1.6 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:

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.

    a. Cabinet 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) at Appendix 5.

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

The support arrangements for Associate and Co-delivered libraries are due to end as of 31st March 2017. There were 4 possible options to consider, with Option 4 being recommended as the preferred option. The benefits and risks of the preferred option can be found in the Proposal in section 1. The other options considered and rejected are outlined below:

5.1   Option 1

LMS provision as agreed to 2019, but no further grant support for Associate libraries, and the cessation of Co-delivered libraries (who may become Associate libraries) as of 1st April 2017. The provision of the LMS to be resourced through current corporate contracts and

current library service staff and library budget.

5.1.1 Benefits of Option 1

- The Council will not have to find the additional funding for the support package
- Library groups can operate independently
- The Co-delivered libraries are not yet generating sufficient income to meet the income earning target required to meet all the costs of running the library. This option would mean the library service would not have to find the budget to meet this deficit thus making a saving.

5.1.2 Risks of Option 1

- The Associate libraries can stay on the LMS until 2019 but with limited support from the Library Service. This could mean standards relating to the LMS may reduce, especially as training and technical support will be minimal.
- Van rounds delivering books would either cease or be very limited. Therefore the length of time it would take for library users to receive a reserved book could significantly increase.
- Some of the library groups may be unable to meet their financial obligations leading to closure.
- The instability of funding could mean volunteers are less willing to get involved and could lead to reduced library hours or library closure.
- The Co-delivered libraries would be at greatest risk of closure as they may not have accumulated sufficient fundraising capacity to be sustainable as an Associate library.

5.2 Option 2

Continue the existing support arrangements for Co-delivered libraries, with the costs funded by the LAIS service budget for a further period. The grant provision for Associate libraries would come to an end as of 31st March 2017, with LMS provision to 2019 as Option 1.

5.2.1 Benefits of this option 2

- Enable 5 libraries that serve some of the most deprived communities in Sheffield to continue and have stability of service.
- Financial independence of the Associate libraries may help grant applications

5.2.2 Risks of this option

- Some Associate libraries may not be able to meet their financial obligations leading to them surrendering their lease and the library closing.
- The instability of funding for the Associate Libraries may discourage volunteers from running and managing the libraries.
- The reducing income generated from library fees and charges in the Co-delivered libraries may lead to budget reductions in other LAIS service areas, which may impact on the quality of service that can be delivered.

- 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.

5.3   Option 3

Continue support for Associate libraries. The current Co-delivery model would cease, with Co-delivered libraries becoming Associate libraries with a grant and lease (or tenancy agreement where a lease is not possible).

5.3.1   The benefits of Option 3 are:

- Simplified model making clearer distinction between volunteer run libraries and Council run libraries.
- Co-delivered libraries will not be vulnerable to any potential library service budget reductions in the future.
- Lease/Tenancy and Grant agreements will provide a clearer framework for engaging with Co-delivered libraries and managing standards.
- Operating as Associate libraries, rather than Co-delivered should improve prospects of obtaining grant funding.
- The Co-delivered libraries would get a grant on the same basis and level as the current Associate libraries.

5.3.2   The risks of Option 3 are:

- Potential complications in offering lease or tenancy options.
- Staff time and cost in setting up tenancy or lease arrangements.
- Some of the Co-delivered libraries may find paying running cost bills directly onerous when they want to concentrate on running the library.
- The Trustees/Management committees of the organisations running the co-delivered libraries may find the additional liability more onerous.
- There would be additional cost to the Library service in making a grant available for the Co-delivered libraries.

5.4   Option 4

Option 4 is continued support for Associate and Co-delivered libraries from 1st April 2017 31st 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.

5.4.1   Benefits and risks of the preferred option:

The benefits of this 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 relationship between SCC and the volunteer run libraries is clearly defined
- Ensure the standards and controls relating to the operation of the Councils Library Management System by volunteer libraries are maintained.

5.4.2 <u>The risks of this option are:</u>

- 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.
- There would be an increased cost to the library service (whilst a support package is in place for Associate libraries) if Co-delivered libraries choose to become Associate libraries.

6   **REASONS FOR RECOMMENDATIONS**

The reasons for recommendations are as follows:

- The current arrangements for Associate and Co-delivered libraries are due to expire 31st March 2017.

- 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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