



# 2011 Review of Library Services

July 2011

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## **Introduction**

The library service is a valued and much-loved part of community life in Suffolk. With a network of 44 static library buildings, 6 mobile libraries and a number of specialist collections and services, it reaches out to people of all ages across the County. The welcome and support provided by trained staff is appreciated by users, many of whom also volunteer in a number of ways, from supporting the Summer Reading Challenge for children to providing the At Home Library Service to those who are unable to go the library themselves.

Libraries, and their use are always changing. The last review of the service as a whole was nearly ten years ago. The 2002 review led to fundamental changes in the way the service was delivered. Libraries were made easier to use and more attractive with longer opening hours. More services were made available online, staff were trained to develop the necessary skills to deal with complex enquiries and a service culture was adopted that was more akin to retail environments than traditional local government.

The way people use libraries is still changing. People see their libraries as hubs at the heart of their communities, offering space, information and interaction as well as a reading and books service. New technology is giving people ever more choice on where and how and in what format they can access information and reading. Technology has simultaneously given people greater access to their library service, and increased their expectations about what should be available.

Suffolk itself is also changing. As one of the fastest growing areas in the country, the population of Suffolk is both increasing and becoming more diverse. Nonetheless, much of the county remains rural and despite being a relatively affluent county overall, many individuals and families suffer from deprivation in both rural and urban parts of the county. Designing how best to provide the library service must take into account the needs of the whole range of the population and the places and circumstances in which they live.

A review of library services was therefore necessary even before local government was faced with the large scale public sector funding reductions which were announced at the end of 2010. A 30% reduction in funding means that all services provided by local authorities are being scrutinised to find innovative and creative ways to provide the services that people value at much reduced cost.

An initial assessment of library service costs and reach was produced in the autumn of 2010 in preparation for a public consultation. Responses to that consultation made it clear that a much fuller analysis of needs should be undertaken. The result is the comprehensive review of library services now contained in this document.

### **Scope of the Review**

- What people say they want from the service
- An assessment of how well the current network of provision meets the needs of Suffolk's population.
- An analysis of changing patterns of use
- Consideration of available resources – people, technology , books and other materials and the opportunities for using these differently in the future.

### **Purpose of the Review**

The purpose of this review is to provide a strategic planning framework for library services going forward that will provide the best platform to respond to high expectations from users and non-users and the current financial challenges.

Specifically, the evidence from this Review has informed **what** the library service needs to be in the future (the **Vision for Library Services**), **where** library services should be delivered (the **access model**) and options for **how** the delivery of the service could be managed going forward (the **structural model**) .

These proposals will be considered by the County Council's Cabinet in July 2011 and have directly informed the recommendations that Council is being asked to approve.

**Anna McCreadie**  
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## **1. Proposals for a strategic planning framework for the library service in Suffolk.**

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### **1.1 Vision for the Future of Library Services**

#### **Suffolk Libraries – Hubs at the Heart of the Community**

This section sets out the Council's Vision for its library services for the coming years, and includes:

- Summary of the key elements of the Vision
- Explanation and description

#### **Key points**

- We have learned from the 2011 consultation that many people in Suffolk see their libraries as hubs at the heart of their communities, offering space, information and interaction as well as a free book loan service.
- This has informed and influenced our Vision, and our definition of the statutory library service

#### **SUMMARY - why, what, where, when, how**

##### **Why is this the future for Suffolk's library services?**

During the Spring 2011 Libraries Consultation, you told us that your library is a hub for your community, providing more than only books, and is particularly important for children and young people vulnerable and older people.

The council has a statutory duty to provide a comprehensive and efficient library service.

The council has to make savings of some 30%.

We have listened to you, analysed needs and considered a variety of options. We propose a library service that meets local needs, makes savings and operates in partnership with communities.

## **What library services will there be?**

Library services which:

- ✓ Provide for reading and literacy through books to borrow, books to download and through activities
- ✓ Address loneliness and social isolation, and provide a shared community space where people feel safe
- ✓ Help with learning and skills and finding a job
- ✓ Provide activities that improve health and well-being
- ✓ Provide information and the internet, both self-service and with the help of skilled staff
- ✓ Hire films and music, currently DVDs and CDs

## **Where will the library services be?**

### **Major Centres and Towns**

- ✓ *Static libraries, in shared space if possible*

### **Key Service Centres**

*Menu of 1 of 4 options*

- ✓ *Co-located library*
- ✓ *Mobile library visit*
- ✓ *Community outreach*
- ✓ *Collection/drop off*

### **Local Service Centres/Primary Villages**

*Menu of 1 of 2 options*

- ✓ *Mobile library visit*
- ✓ *Community outreach*

### **Villages and Hamlets**

*Menu of 1 of 2 options*

- ✓ *Mobile library visit*
- ✓ *Community outreach*

### **Individuals who can't get out**

- ✓ *Community outreach*
- ✓ *At Home Library Service*

### **Remotely**

- ✓ *On the Internet*
- ✓ *On portable electronic devices*
- ✓ *By telephone*

## **When will the library services be open and accessible?**

Static Libraries-	at convenient times
Community Outreach-	at convenient times
Mobile libraries –	monthly (subject to consultation)
Internet-	all day, every day
Telephone-	seven days a week

### **How will library services be commissioned?**

Library services will continue to be commissioned by the county council.

The county council will continue to be the statutory library authority and will ensure that there is a comprehensive and efficient library service for those who live and work in the county

### **How will library services be provided?**

Options to be evaluated for a structural model which can best offer

- ✓ Countywide support services and library network
- ✓ Local provision

### **Explanation and Description: Why What Who Where When How**

#### **Why is this the future for Suffolk's library services?**

In the spring of 2011 we consulted widely on the future for Suffolk's library services. Some 37,000 of you contributed your views online, on paper, in face to face meetings, through a petition, and over the phone. You may also have been part of a discussion in a community meeting, or in a partner discussion.

Many of you value that libraries give you a variety of reading, literacy and learning experiences, and you value the full range of services they currently provide, supporting social interaction, learning, health, information and getting online.

Many of you also said that you see your local libraries at the very heart of your communities, providing much more than books, and offering services which are especially important for your community, for children, and young, older and vulnerable people.

Reading and literacy are only part of the picture. Some of you describe your local libraries as community anchors which contribute to the local economy, and are a hub for social interaction. You believe that they support job seekers, and help people of all ages help themselves to learn new skills, with computers, information, and supportive help from trained staff.

Because you have stated so clearly that these are important to you, we have broadened our interpretation of the library service to include them.

Our Vision will also need to reflect the changing situation for local government and its funding. The county council is facing substantial budget cuts across all services because central government funding is reducing. Over the next three years, the council will have to save around 30% from its budget. Work is underway everywhere to examine all services to identify how best to save this - through service redesign, partnership working, reducing running costs, concentrating on priorities, and stopping doing things.

Our Vision builds on the feedback and views that many of you expressed and the areas you said were important to you. Our Vision has developed to respond to your views, while making the savings the council requires from all services.

### **What library services will there be?**

While many of you said that libraries are important to you for more than books, most of you also spoke up for how much you value the support for books and reading, especially the free **book lending** service. You value the choice, the easy access and the internal reservation service.

Some of you also talked about the future of the book, especially **e-books**. We know from our research that more and more people are buying and borrowing downloaded books, when they are available, and in the USA e-book sales have begun to outstrip sales of printed books. Downloaded books also offer choice and opportunity for people with visual impairment, as it is possible to increase the print size with the flick of a button.

So, our Vision is for people to borrow and use books, in whatever format they prefer, with an increasingly diverse choice of reading opportunities, through words, images and pictures in printed books, online and on the move using portable electronic devices. And our Vision includes experiments with e-book readers and people who are visually impaired.

You will still be able to borrow and reserve from your local library, or choose from one big collection of books and other media online using self-service, with help from trained staff, or volunteers, from one big county collection of books, and other titles, connected to a wider online library network. And you will be able to borrow books and other titles held by other library services or the British Library.

Music, drama and films (via **CDs** and **DVDs** at present) will be available for hire, locally, with a wider choice available from the big county collection.

You have said how important library services are for children and young people, and how much many of you prize the story or rhyme sessions for the young, and the reading groups for all ages. Our Vision is for these to continue, and to expand and enrich reading experiences through social interaction, and that local people will decide which are most important, and lead or help to run them.

You have told us that you see the library as a safe, welcoming, **space** accessible to you, and everyone in your community to meet, relax, study and or interact, as individuals, families or groups. So, our Vision is for local libraries to develop their role as a focal point for local people to connect, share and interact in practical ways – stimulating volunteering for common purpose, pooling expertise and resources.



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Some of you were concerned not to lose the **local support** for people who are affected by the recession. Our Vision is to build on this, and promote the online resources which can help job-seekers to find a job, or local entrepreneurs to start up a business venture. People who need training to add to their skills can get help or advice on finding the right course, training opportunity or careers advice to get them on track.

Because so many of you have described the benefits of locating all/most local services together, our Vision is to build on this, seeing the library as a visible **community hub**, clustered with other key local services. Local people will help to decide what happens in these hubs, and the broad range of activities which are on offer, matched to their local priorities and needs. These will include a variety of activities or information which support people with their **health and well being**, including space for, or signposting to, support groups, focus sessions on healthy activities, and information to help people make decisions on their health or care needs.

We also have learned from you that you want a place for people to go if they do not have their own computer, but need to find **information or services online**, by providing **free access to the internet**, and help in learning to use the increasing number of online services or opportunities. Our Vision is for libraries to offer this, and for supportive help to be available, possibly by trained staff or volunteers, or through local networks which have developed to offer peer support.

The digital world will increasingly touch every aspect of modern life, from digital television, radio and online banking to shopping. We will help to connect people who are excluded from this, but need to connect to play their full part as consumers, citizens and workers. Our digital vision for libraries can be summed up as

- up-to date equipment for people to use;
- access to digital sources and services;
- online library services which are innovative, interactive, inclusive and reliable; and,
- advice and support in using these, especially for those who are wary or anxious, helping them find information or take early steps in connecting to others.

The library can open doors for people who want to join social networks, share their own expertise or skills, and ensure that people can still find impartial information to help make citizenship or consumer choices.

Similarly the local library service will offer impartial and free **access to information** to help people help themselves, to make choices, and take up opportunities. This includes free **signposting** to information, advice and support on care, family services, health, learning, employment and training.

And finally, many of you have recognised that local libraries support the **green agenda**, so our Vision includes this. We will continue to help by offering books and other materials for people to use over and over, using eco-

technologies wherever possible to reduce energy consumption and exploring ideas like solar panels on library buildings.

### **Who will the library services be for?**

As well as being community hubs at the heart of the community, you have said that local libraries are especially important for:

- ✓ Children and young people
- ✓ Older people
- ✓ Vulnerable people

Our Vision is for **children and young people** to use their local library, as individuals and as part of a family. They can enrich and expand their formal learning experiences, with books and other materials which will help them to develop and explore their interests, enhance and deepen their reading skills, get help with school work and meet friends in a safe and welcoming place. Baby and toddler sessions help young children to develop literacy skills at an early stage, and give young parents an opportunity to bond with their children through shared experience, and to meet up with other parents. Some of these sessions have health visitors on hand to offer baby clinic services in a friendly, relaxed and convenient setting.

Children can find a safe place to research school projects, and do their homework. Families can learn for pleasure together, through interactive learning at Sunday clubs and enjoy reading activities, like the summer reading challenge.

We also envisage that job seekers and people on low incomes will use their local library for help in getting information to help them make the most of local opportunities, make choices, and increase their independence. They can get help in finding out where to get training and work experience to build up or learn new skills.

You have told us that you see the library as a safe place where people can go if they are lonely, feel isolated, and want to reach out to meet new friends, talk and listen to each other, share and learn.

In our Vision, seasonal and migrant workers will go the library to use the computers, communicate with home, improve their English skills through conversation and by reading local newspapers, and find out valuable citizenship information to help them integrate. The library will also be a valuable space for people in new communities to meet up and keep in touch, for example Ipswich County Library provides space for a weekly reading group for Bangladeshi women, who also use it as an opportunity to practise their English skills, in an informal setting.

Gypsies and travellers of all ages have problems with healthcare, literacy, numeracy and computer skills. They value library services because they provide informal and non-threatening opportunities to become informed, to

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learn and to connect with local communities. Outreach programmes in particular can help to build trust and decrease isolation.

People with mental health issues or their carers can get help or information in a place without stigma. Libraries are a safe and welcoming haven for people with learning disabilities who can explore the books, DVDs and computers with help and guidance, as individuals, independent and empowered.

**Many older people** stated that they particularly value the opportunity to meet others and find information or advice to help them find help, explore their curiosity, make informed decisions and share their own skills. The library will be a key local place which offers these, within a safe, stimulating and welcoming environment.

People who use wheelchairs, are frail or have disabilities can get help in finding out what's on offer locally, what's accessible, where they can get advice on equipment or benefits, and join in with activities especially for older people such as library Top Time sessions.

### **Who will work in the library services?**

Many of you said how much you valued the skills, knowledge, and professionalism of the library staff. You also complimented the staff for their friendly and welcoming approach.

Our Vision is for library workers with these skills and more, taking on and helping you with any new technologies as they emerge, flexible and adapting to new circumstances or services. They will know and understand how to comply with all necessary legislation such as Data Protection, Health and Safety and Equalities to ensure that the library is a safe and welcoming place for all.

You identified more opportunities for using volunteers, beyond the support for the reading game, and At Home Library Services, so in our Vision we also see more scope for volunteers. This includes leading reading, learning and social activities, helping to deliver outreach services which include befriending, catering, running job clubs, teenage activities, and helping vulnerable people use the library. Volunteers may also contribute their business expertise in helping with property and building maintenance, fund-raising, income sourcing and budget management.

### **Where will the library services be?**

You have told us throughout the local consultation that you see the local library as a hub, or a community anchor. Some of you describe it as the heart of your community, and a meeting place for people of all ages, providing space to interact, meet and connect.

For you, libraries need to be located in places where people regularly and routinely go. They may be destinations in their own right, or somewhere

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which people visit as part of a trip to a town or major centre for a range of activities.

Older people may go to the library as part of their weekly routine, catch up with friends, along with a shopping trip and a prescription collection. For young families, it might be a rhyme time session, catch up with friends, a clinic check and a swim.

If a library is in a co-located space with other facilities or services, like GP surgeries or health clinics, shops, or leisure centres, it makes it easier and more convenient for busy families, or hard-pressed individuals, and their family carers.

Some people don't have a car, so for them, libraries need to be located somewhere which they can get to by public transport, or a community transport service.

The developing Our Place initiative is encouraging local communities to have more say over what's on offer in their local community, how they want it to be provided, and to make decisions about how services may share space and be grouped. Libraries will be part of these conversations.

In the future we will look to locate libraries in the places which are regular and routine destinations for people of all ages. We will use the Local Development Frameworks published by Suffolk's District and Borough Councils to help us identify these both now, and in the future, so we can identify the communities that are likely to grow.

Because you have said that libraries are important to you for much more than books, our new Vision includes the development of a new **community outreach service**, inspired by ideas and suggestions in the Expressions of Interest which came from communities.

Communities' vision for this new outreach service recognises the importance of the library as a safe place, for social interaction, for learning and stimulation, for job seekers, for information, support and advice, as well as place to access reading and books.

Each library will be a hub, from where outreach activities will flow, out to the people who live in surrounding villages or neighbourhoods. Or, to people who cannot visit the library, because they are disabled, and housebound by circumstance or condition. They will be able to take up this full range of library services, through befriending or community transport, or equivalent, assisted by technology.

Outreach will include people who are in communities connected by geography, age or special interests. This might include a group of people connected, for example, by their interest in learning a particular skill, attending a Top-Time session, or a Tot Rock session, or visiting the library on market day to combine shopping, meeting and borrowing.

Over time this service will develop and may gradually replace other more traditional methods, such as the mobile library service and the At Home Library Service. We recognise that the outreach service has first to develop, and it must do this with local involvement, and ideas, as it will be based on local definitions of what local people want.

### **Locating with other services and sharing community resources**

Many of you have told us of the benefits of locating all/most community services together with the community library hub, including the efficiencies and cost savings this brings.

The Our Place initiative will also support communities to make decisions about what they want in their local area, where and how they are to be provided. We will support these discussions to help local people decide what library service is right for their place.

All Suffolk schools have their own library. Many will have computers and online learning materials and packages to support these. Most of the high schools in Suffolk also have a qualified school librarian.

Schools fund their libraries specifically to support the curriculum, pupil learning and development and they are only allowed to spend their funding on these. Community use of school libraries can be explored, provided that this is recognised, and additional use is paid for.

Our Vision includes library hubs sharing space and resources with other community services, in Suffolk's major centres and towns.

### **Library Services Online**

You also told us that you value the library services **online**, and can see a greater use of technology in the future. There is a track record in Suffolk Libraries of using technology to make them more efficient, and of making books and information available in new technologies as they emerge.

Outreach services will complement and support the library service online, for people to use with computers, portable electronic devices, and over the phone

As the technology develops, and becomes cheaper, this might include the lending of ebook readers so people can download their selection, from their armchair, over the internet, in the library, or with a phone call.

Our **Vision** is to build on this track record and develop it using the latest technologies, to ensure that Suffolk library users can use innovative and interactive online library services, including an ever-improving Suffolk Libraries Direct, downloading e-books and information, using social media and conventional online information services, and getting help in using these. Our digital services will transform from an "at you" style to "with you style, helping

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readers co-produce the virtual library spaces, ensuring inclusion and accessibility for everyone.

### **When will the library services be open and accessible?**

Static Libraries-	at convenient times
Community Outreach-	at convenient times
Mobile libraries –	monthly (subject to consultation)
Internet-	all day, every day
Telephone-	seven days a week

We know from national research and from the Suffolk Library User PLUS 2010 survey that library services need to be open at times which are convenient for library users. This usually means that more rather than fewer opening hours are needed.

Many of you said to us in the consultation that you see libraries as more than only books. This strengthens the case for more rather than fewer opening hours for libraries. Some consultation responses suggested that reduced opening hours would be better than closure; there were also a number of ideas and offers for volunteer help to retain or extend opening hours at local libraries.

So in our Vision we will consult with local communities and community groups on their views on local opening hours, and explore how they might contribute to revised and possibly extended opening hours for their local library, with self-service and volunteer support.

### **How will the library service be commissioned?**

The library service will be commissioned by the county council. Suffolk County Council has a duty according to the Public Libraries and Museums Act 1964 under section 7 of the Act as follows

*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. Provided that although a library authority shall have power to make facilities for the borrowing of books and other materials available to any persons it shall not by virtue of this subsection be under a duty to make such facilities available to persons other than those whose residence or place of work is within the library area of the authority or who are undergoing full-time education within that area.*

This is covered more fully in the Statutory Duty section.

The county council will set the overall direction and the priorities for any services which are provided on its behalf and review this performance. It will negotiate any agreements with library providers. It will monitor the provisions through agreements and step in if the statutory provision is failing.

SCC will allocate the budget for the service and it will report on its proper use to the Cabinet.

SCC must also ensure that there is sufficient expertise in-house to ensure that its providers comply with the duties that they are providing on the council's behalf.

### **How will the library service be provided?**

#### **Developing a structural model for delivery of the library network.**

Many of you said that you liked having a local choice of books, CDs and DVDs, but you also valued free and prompt access to a much larger county collection.

Our Vision is for one big countywide collection, with local libraries connected to and part of the wider library network, with an online catalogue, easy access to online transactional services (Suffolk Libraries Direct) and efficient use of technology to help you find and borrow what you want as cost-effectively as possible.

We will ensure that supporting arrangements will be cost-effective, through economies of scale, while the quality and range of the stock will reflect local needs and be relevant to what communities want.

There will be a need for a countywide support service to manage the one big collection, catalogue, acquire new books and other materials, and manage requests for new books and titles from other library services, including the British Library. It will provide a coordinating network for local providers to join and work together on operational matters or developments such as joint bids; it will provide guidance and support on policies and have an overall quality monitoring role.

It will help local providers to interpret local-to-national priorities, and develop their own programmes of events and activities, ensuring that they get information about events, activities and opportunities including national campaigns and local initiatives which support Suffolk County Council's priorities. It will coordinate the marketing of key themes or initiatives.

The countywide support service will also provide training for staff on operational skills, new systems or initiatives, an online enquiry service and they will provide expert help for specialist information enquiries.

### **Local providers**

Some 40 community organisations, the private sector and local councils have expressed their interest in providing their local library, with a variety of ideas on how this might be done. Many of these illustrate the passion that some people have about their local library, and give a feel for the scale of ownership, enthusiasm and local commitment to becoming involved.

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Some would like to run the library as now, and have ideas for increasing income to help them do this. Others have ideas on co-locating the library with other local facilities, and using the building in imaginative ways to help to fund the service.

They want to use their local knowledge, experience and expertise to increase the reach, scope and scale of their local library provision, and we want to enable and support them.

Our Vision is for local libraries to be provided by the best possible fit for local circumstances, so if there is a local organisation ready to take on and provide the statutory service, they will be helped to do this, through a scheme of delegation. We will want to respond to the vigour and creativity that people have shown through the consultation, and through the expressions of interest.

All local providers will be part of the wider library network, and will be supported to deliver their local vision, while supporting the statutory requirements. They will be encouraged to look for ways to expand the library role as the local community hub.

### **Making the structural model work**

We have listened to the feedback and learned from the dialogue with communities. There are a number of local providers who want to run their local library, but are not yet ready, or need help in building up their business case.

Some groups have said that they might want to run their local library but do not want to employ staff. There will also need to be a countywide organisation to coordinate the library network.

There are options around what sort of organisation this might be. It might be run by a Suffolk County Council business unit, or an enterprise or company, owned by the Council or independent. All of these options will be explored and evaluated to identify the best model for an approach which is cost-effective, and most fits the future purpose.

in our Vision there will be a countywide organisation which provides support services, but which might also employ staff on an agency basis and during a transition period, directly run some libraries.

The Council will explore these options and in parallel work with a number of community groups who are keen to run their library.



## **Funding**

In our dialogue with communities, and potential providers, we have learned about the variety of ideas within the community on how to

- raise funding through friends groups, membership or subscription schemes
- broaden the reach and diversity of the library's activities
- explore different legal forms to optimise benefits from charitable status.

In our Vision we will respond to these ideas and foster innovation as well as providing core funding as a contribution towards the library's costs.

These grants will help us to build the community outreach service, outcomes for marginalised groups, or targeted work with specific communities.

Core grants will be structured around specific outcomes and developed with community organisations.

### **1.2 Access model for Library Services**

This section sets out **where** library services should be available and proposes a long term access model for library services. It has been derived from the evidence presented in the section on needs analysis and comments received during the consultation.

#### **The need for library services**

Through listening to the people of Suffolk during the consultation and through research into needs in Suffolk, we have determined that the new access model will address the following needs:

- rural deprivation and access to services
- urban deprivation including the areas in Ipswich and Lowestoft which are among the 10% worst deprived in England
- the high use of and need for library services by children and young people, vulnerable people and older people.

#### **Proposed access model**

For the rural areas of the county, we propose to use Borough and District Council published Local Development Frameworks (LDFs) as the framework for library services. This is because they support and sustain rural communities; they identify centres of services across the county, from Major Centres to Towns to Key Service Centres to Local Service Centres and Primary Villages. We propose to arrange library services around these centres as they cater for patterns and tiers of service access across the county and build on a sustainable planning model.

For the urban areas of Ipswich and Lowestoft, we propose to use deprivation as the guiding framework: any provision in addition to the main library would be focused on the worst areas of deprivation. This is because geographical

distance is not so much an issue in these towns, but the very deprived urban neighbourhoods need support to improve their individual well-being and community self-confidence.

### **Proposed access model for next ten years**

The Suffolk access model, for the long term future, is based on a mix of libraries and community outreach, with in most cases an extended period of transition when this could mean change from current access points.

In the Local Development Frameworks, there are 24 **major centres and towns** identified in Suffolk (see list at the end of this section). There would be a library in each. The libraries would be co-located in shared space if at all possible, to improve services and reduce costs. Should a new major centre or town be developed in the future, it would need a co-located library as part of the development.

In the 60 **Key Service Centres** (KSCs) there would be the choice of one of four service options.

*Option 1* would be open to the 14 KSCs which currently have a library. This option is for a co-located library in shared space, supported with Council grant and community contributions which could include local fund raising, volunteers and self-service. Taking outreach library services to adjacent villages is likely to be a welcome contribution to reducing costs.

*Option 2* would be open to all 60 KSCs. This option is the mobile library service, changed to once a month subject to consultation. This would be the default provision in KSCs.

*Option 3* would be open to all 60 KSCs. This option is community outreach, that is, taking library services out to people in their community, or bringing them to a library. This could be the preferred long term option for KSCs, subject to working the option up with local councils and community groups, and piloting this new service.

*Option 4* could be open to all KSCs, subject to working up the detail and piloting it. This option is the Collection/drop off Point. Little interest in this has been shown so far but might be a desirable service in the future, and one that could be developed together with local councils and community groups.

In the 90 **Local Service Centres/Primary Villages** there would be the choice of either the default Option 2, the monthly mobile library, frequency subject to consultation, or the preferred future Option 3, community outreach.

In other villages and hamlets the same Options 2 and 3 would be available.

In **Ipswich and Lowestoft** there would be a main library. Additional library provision would focus on the most deprived areas. This would suggest that there should be co-located libraries in the current spaces in Gainsborough and Chantry, and the development of co-located library provision in

Whitehouse/Whitton in Ipswich, and Kirkley in Lowestoft when funding is available. There would be a requirement to take library services out further into deprived communities. There would be outreach services to the main gypsy and traveller sites in Beck Row, Ipswich and Kessingland.

This long term approach to library provision in Ipswich and Lowestoft, would not require the remaining libraries in Ipswich (Rosehill, Stoke and Westbourne) and Lowestoft (Oulton Broad) to stay open. However, we have received some impassioned pleas for these libraries to stay open, as well as some innovative and cost effective proposals to run them differently from community groups and a staff co-operative.

We would be willing to discuss further with community groups how to minimise the costs of running these libraries, and how they might be able to stay open and reduce costs. The focus for provision from these libraries could be on community outreach and on our priority customer groups: children and young people, vulnerable and older people.

**For individuals who can't get out**, be they in rural or urban areas, there would be a choice of one of two service options. The preferred option is a community outreach service, with the default option being the At Home Library Service.

### **An access model for the future as well as the present**

This model for planning the location of library services - using the LDFs in rural areas, and the deprivation framework in urban areas - will help the Council plan for any new libraries that are needed, both now and going forward. It will be important that any new service provision would be co-located with other services, not stand-alone library buildings. By adopting this approach, we have already identified two major centres, Red Lodge in Forest Heath and Martlesham in Suffolk Coastal, which would be prioritised for future service development when funding can be found.

### **How would services move to the new access model?**

In adopting this access model, there would be a period of transition to help Key Service Centres, Local Service Centres/Primary Villages and villages/hamlets choose from menus of options, and facilitate community discussions and ambitions in urban areas.

Community groups have told us that library outreach services can be taken out to people in local villages, and urban neighbourhoods and indeed people might be driven in to enjoy library activities. We would like to encourage community groups to grow this concept and develop it as the preferred library offer in key and local service centres and other villages. Growing this may be a medium and long term activity.

Funding for new library services identified through this approach would be sought, and scheduled accordingly. This might be in the medium term and

long term and would be subject to funding constraints.

### **Further consultation**

Within the access model, it is proposed to change the mobile library service from fortnightly to monthly, and not to offer mobile library stops in places where there is a static library. This means that the fleet of six vehicles could be reduced to three, which could offer an important contribution to the savings requirement. It is proposed to consult on this following the Cabinet meeting, should the Cabinet decide to do so.

There would be discussions about libraries in urban areas that do not fit with the access model, and in rural areas regarding the four options for Key Service Centres. If any of these discussions resulted in plans to make major changes to library services, there would be further consultations.

The access model is also predicated on being able to work effectively in partnership with local staff and community groups, with implementation able to move at a pace suited to them. Without this the Council would need to adopt a different library access model, which would be likely to include many more service reductions.

### **Conclusion**

Based on research and needs analysis, responses to the Consultation and the Council's need for savings, we propose that this model, subject as appropriate to further consultation, and careful and sensitive transition, will meet the Council's statutory duty to provide a comprehensive and efficient library service.

### ***Supporting information***

#### **Local Development Framework classifications**

All district councils except Babergh have adopted their Local Development Framework which provides their core planning strategy, with the terminology as shown. Babergh's not yet adopted draft core strategy (Committee Version available April 2010) refers to "Towns and Urban Areas" and Key Service Centres. These terms have been mapped against the standard terms below.

<b>Major Centres</b>	<b>Libraries</b>	<b>District</b>
Area East of Ipswich	Kesgrave	SCDC
Felixstowe	Felixstowe	SCDC
Ipswich	Chantry	IBC
	Gainsborough	IBC
	Ipswich	IBC
	Rosehill	IBC
	Stoke	IBC
	Westbourne	IBC
Lowestoft	Lowestoft	WDC
	Oulton Broad	WDC

## 2011 Review of Library Services

<b>Towns</b>	<b>Libraries</b>	<b>District</b>
Aldeburgh	Aldeburgh	SCDC
Beccles	Beccles	WDC
Brandon	Brandon	FHDC
Bungay	Bungay	WDC
Bury St Edmunds	Bury St Edmunds	SEBC
Eye	Eye	MSDC
Framlingham	Framlingham	SCDC
Great Cornard	Great Cornard	BDC
Hadleigh	Hadleigh	BDC
Halesworth	Halesworth	WDC
Haverhill	Haverhill	SEBC
Leiston	Leiston	SCDC
Mildenhall	Mildenhall	FHDC
Needham Market	Needham Market	MSDC
Newmarket	Newmarket	FHDC
Saxmundham	Saxmundham	SCDC
Southwold/Reydon	Southwold	WDC
Stowmarket	Stowmarket	MSDC
Sudbury	Sudbury	BDC
Woodbridge	Woodbridge	SCDC

<b>Key Service Centres</b>	<b>Libraries (Name) or Mobile (✓)</b>	<b>District</b>
Acton	✓	BDC
Alderton	✓	SCDC
Bacton	✓	MSDC
Barrow	✓	SEBC
Bildeston	✓	BDC
Blythburgh	✓	SCDC
Botesdale	✓	MSDC
Boxford	✓	BDC
Bramfield	✓	SCDC
Bramford	✓	MSDC
Brantham	✓	BDC
Bures St Mary	✓	BDC
Capel St Mary	Capel St Mary	BDC
Chelmondiston	✓	BDC
Clare	Clare	SEBC
Claydon and Great Blakenham	✓	MSDC
Darsham	✓	SCDC
Debenham	Debenham	MSDC
Dennington	✓	SCDC
Earl Soham	✓	SCDC
East Bergholt	✓	BDC
Elmswell	Elmswell	MSDC
Eyke	✓	SCDC
Glemsford	Glemsford	BDC
Great Waldingfield	✓	BDC

## 2011 Review of Library Services

<b>Key Service Centres</b>	<b>Libraries (Name) or Mobile (✓)</b>	<b>District</b>	
Grundisburgh	✓	SCDC	
Haughley	✓	MSDC	
Holbrook	✓	BDC	
Hollesley	✓	SCDC	
Ixworth	Ixworth	SEBC	
Kedington	Kedington	SEBC	
(Kessingland)	Kessingland	WDC	Not designated a KSC but fits all criteria
Knodishall	✓	SCDC	
Lakenheath	Lakenheath	FHDC	
Lavenham	Lavenham	BDC	
Long Melford	Long Melford	BDC	
Martlesham	Kesgrave	SCDC	
Melton	✓	SCDC	
Mendlesham	✓	MSDC	
Nayland	✓	BDC	
Orford	✓	SCDC	
Otley	✓	SCDC	
Peasenhall	✓	SCDC	
Red Lodge	✓	FHDC	(once school and village hall completed)
Rendlesham	✓	SCDC	
Rickinghall	✓	MSDC	
Shotley	✓	BDC	
Snape	✓	SCDC	
Stanton	✓	SEBC	
Stowupland	✓	MSDC	
Stradbroke	Stradbroke	MSDC	
Thurston	Thurston	MSDC	
Trimley St Martin	✓	SCDC	
Trimley St Mary	✓	SCDC	
Westleton	✓	SCDC	
Wickham Market	Wickham Market	SCDC	
Witnesham	✓	SCDC	
Woolpit	✓	MSDC	
Yoxford	✓	SCDC	
<b>Local Service Centres</b>	<b>Mobile (✓)</b>	<b>District</b>	
Aldringham	✓	SCDC	
Assington	✓	BDC	
Badingham	✓	SCDC	
Badwell Ash	✓	MSDC	
Bardwell	✓	SEBC	
Barnby and North Cove	✓	WDC	
Barningham	✓	SEBC	
Bawdsey	✓	SCDC	

## 2011 Review of Library Services

### Local Service

<b>Centres</b>	<b>Mobile (✓)</b>	<b>District</b>	
Beck Row	✓	FHDC	
Benhall	✓	SCDC	
Bentley	✓	BDC	
Blaxhall	✓	SCDC	
Blundeston	✓	WDC	
Brandeston	✓	SCDC	
Bredfield	✓	SCDC	
Bruisyard	✓	SCDC	
Bucklesham	✓	SCDC	
Butley	✓	SCDC	
Campsea Ashe	✓	SCDC	
Cavendish	✓	SEBC	
Charsfield	✓	SCDC	
Chedburgh	✓	SEBC	
Chillesford	✓	SCDC	
Cockfield	✓	BDC	
Copdock and Washbrook	✓	BDC	
Corton	✓	WDC	
Dunwich	✓	SCDC	
Easton	✓	SCDC	
Elmsett	✓	BDC	
Exning,	✓	FHDC	
Fressingfield	✓	MSDC	
Gislingham	✓	MSDC	
Great & Little Thurlow	✓	SEBC	
Great & Little Whelnetham	✓	SEBC	
Great Barton	✓	SEBC	
Great Finborough	✓	MSDC	
Hacheston	✓	SCDC	
Hartest	✓	BDC	
Hasketon	✓	SCDC	
Hintlesham	✓	BDC	
Hitcham	✓	BDC	
Holton	✓	WDC	
Hopton	✓	SEBC	
Hoxne	✓	MSDC	
Hundon	✓	SEBC	
Ingham		SEBC	
Kelsale	✓	SCDC	
Kentford	✓	FHDC	
Kersey	✓	BDC	
Kessingland	Kessingland	WDC	Fits the criteria of a KSC
Kirton	✓	SCDC	
Lawshall	✓	BDC	
Laxfield	✓	MSDC	

## 2011 Review of Library Services

### Local Service

Centres	Mobile (✓)	District	
Little Bealings	✓	SCDC	
Little Glemham	✓	SCDC	
Marlesford	✓	SCDC	
Middleton	✓	SCDC	
Monks Eleigh	✓	BDC	
Nacton	✓	SCDC	
Norton	✓	MSDC	
Old Newton	✓	MSDC	
Parham	✓	SCDC	
Polstead	✓	BDC	
Rattlesden	✓	MSDC	
Red Lodge	✓	FHDC	(once school and village hall completed)
Rendham	✓	SCDC	
Risby	✓	SEBC	
Rougham	✓	SEBC	
Rushmere St. Andrew	✓	SCDC	
Shottisham	✓	SCDC	
Somersham	✓	MSDC	
Sproughton	✓	BDC	
Stoke By Nayland	✓	BDC	
Stratford St Andrew	✓	SCDC	
Stratford St Mary	✓	BDC	
Stutton	✓	BDC	
Sutton Heath	✓	SCDC	
Tattingstone	✓	BDC	
Theberton		SCDC	
Thorpeness	✓	SCDC	
Tunstall	✓	SCDC	
Ufford	✓	SCDC	
Walberswick	✓	SCDC	
Waldringfield	✓	SCDC	
Walsham-le-Willows	✓	MSDC	
Wangford	✓	WDC	
Wenhaston	✓	SCDC	
West Row	✓	FHDC	
Westerfield	✓	SCDC	
Wrentham	✓	WDC	



### **1.3 Structural model for delivering Library Services**

This section describes the proposals for **how** library services should be delivered. A number of structured models have been considered for the delivery of library services in the future, principally

- i) A regional library service.
- ii) Public/private partnership.
- iii) County Council in-house business unit.
- iv) County Council owned company or enterprise.
- v) Independent company or enterprise.

#### **Criteria**

The following three criteria were used to make an initial assessment of which of these structural models merited further work and exploration:

- i) Must provide a good quality statutory service, ensuring that people still get the economies of scale, choice, and efficiencies they value now.
- ii) Must be able to deliver savings, reduce spending and raise income.
- iii) Must facilitate place-based accountability, and the opportunity for local people to have more say over what they have and where it is located.

Additionally, we sought advice on any issues around procurement, as a formal procurement process is lengthy and costly.

Initial analysis rejected the first two structural models primarily on criteria iii) and because they would seem to be more complex and costly to procure. It is proposed that a Council business unit, Council-owned company/ enterprise and independent company/ enterprise options be evaluated for their Best Value. It is proposed that a report on the evaluation is made to Cabinet in November 2011.

#### **Option for regional library service (Suffolk, Cambs and Essex) run by a trust, commissioned by the County Council in partnership**

Suffolk worked with partner councils in the region (Essex, Cambridgeshire, Thurrock, and Southend) in 2009/10 and investigated the feasibility of a regional library trust. A regional library trust would have taken on frontline services, leadership, management and support services for all the library authorities included.

The county council would have been one of several library authorities commissioning the trust to deliver the full range of frontline and support services.

The trust concept had its attraction. It would have offered some economies of scale for purchasing and support services, and for leadership/management of

the frontline service. It would not have involved a procurement or tendering exercise.

A trust might also have offered some business rate reductions or exemptions, and fundraising opportunities. The current spend on business rates is approximately £460,000.

The feasibility work<sup>1</sup> also demonstrated that this option might be more expensive than Suffolk's existing in-house service. Each council had differing levels of costs and different styles of delivery. Rationalising and harmonising these would have taken time, and the transition would have led to some services being cheaper and others costing more. For Suffolk it would likely have cost more. And any savings with this option would likely have taken up to three years to realise.

A regional library trust would also have found it difficult to focus on the place-based accountability. It is more likely that its focus would be a wider and sub-regional perspective. For a regional body, place-based accountability would be costly and difficult to develop or sustain.

Furthermore, there was no established regional library trust with a track record for the review to assess for transferable lessons.

So, this option was not recommended for further investigation due to reasons of cost, and because it would also have been very remote from local community priorities or place-based accountability.

### **Option for public/private partnership, commissioned by the County Council**

This model would include operational management, support services and day to day operations being managed by a special purpose partnership, owned jointly by the Council and a private sector company, and potentially other development partners.

A management contract and partnership agreement would clarify the details of the operations, scope of services, and performance expectations. There are two expressions of interest from private sector organisations each exploring variants on this model.

The selling points include investments and improvements through the relationship with the private sector organisation, and possible income from future growth of similar partnerships.

However, this is a new market, with a limited track record, and only one established private sector outsourced arrangement at present in the UK (at the time of writing)<sup>2</sup>. And this has a broader range of services outsourced in

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<sup>1</sup> SPINE feasibility options appraisal, published in 2010.

<sup>2</sup> This is the JLIS (John Laing Integrated Services) arrangement with Hounslow

the partnership which offers much greater scope for income and for savings.

This option would require a procurement process, as the Council would need to go out to tender to procure a partner with whom to work. This could be a complicated process, would be lengthy and may not realise savings for some time.

There are also risks in taking up this new approach without a clear track record to learn from. And income from new arrangements is not guaranteed and is reliant on other local authorities buying into this model of delivery.

Costs and savings are not clear across the board.

Most significantly, it also dilutes the place based accountability and the opportunity to develop the localism agenda.

This option was not recommended for further investigation.

### **Option for County Council in-house business unit**

In this option, there is scope for delivery of frontline services, transition arrangements towards local community governance and operational management of these, support arrangements, in-house management of contracts and county-based partnerships; leadership of the service, horizon scanning and writing of bids.

There is some support for in-house delivery from library users and community groups. 3089 out of 3893 responses to the consultation said that the service should remain as it is.

This option does not have any procurement implications.

The advantages of an in-house business unit include the continuity of expertise, building on a credible track record of efficiency and innovation, and clear lines of county-based accountability. The in-house service has a good reputation and has been recognised for its professional direction, improvement projects (including some award-winning buildings) and its partnership working inside the Council and beyond.

It would still need to make savings with reduced support service costs, and reduced head count.

In-house services will include significant corporate overheads, and reduced flexibility for speedy transformation. Any investigation of this option would need to explore ways to minimise corporate recharges and enhance flexibility.

There may be limited opportunities for fund raising, commercial opportunities and trading.

Any investigation of in-house would also need to ensure that it was responsive and had the capacity to contribute to Our Place initiatives and community developments.

Because of support from the Consultation, it was recommended that this option be further explored.

### **Option for a Council-owned company/enterprise or option for an independent company/enterprise**

In this option SCC creates and commissions a company/enterprise. The board could have representation on it from business, local communities, staff, library users and the county council (county councillors). It would be a Suffolk-based company/enterprise with a mix of skills and interests involved in its governance.

A company/enterprise would work towards increased community ownership with agreed iterations throughout its development to decrease power at the centre and increase devolved decision-making.

The Council would commission the company/enterprise, would co-produce the overall strategy and negotiate agreements with it. The company/ enterprise would hold the budget and report on its proper use to the strategic commissioning function in the council.

The company/enterprise would take on the expertise that the in-house delivery has developed.

The company/enterprise could have four key functions as follows:

- i) Sub commission/contract with individual/groups of libraries
- ii) Provide central services such as an integrated lending system, purchase and deliver books, support joint funding bids
- iii) Act as a provider and deliver a whole or part of a local library services as a transitional or on-going arrangement
- iv) Deliver business support to libraries and build the capacity of communities to take on more of the running of their library

Such a body could adopt an entrepreneurial approach and separate itself from corporate recharges and look for cheaper support costs. It is likely to be leaner than an in-house service, and it could access other income streams or business to make itself more sustainable. It could also identify ways to rationalise assets and look for cheaper solutions, including co-location.

One of the advantages of establishing a Council-owned company/enterprise is that it would not invoke a costly public procurement.

However the costs of setting up and running either an owned or an independent company/enterprise are as yet not known, so these need to be

understood and be part of Best Value Evaluation.

Local independent providers may be local town, parish or district councils, or community organisations. They would be sub-commissioned and supported by the organisation through an agreement – a type of ‘sub-contract’.

It is recommended that there be a number of pilots to explore best how to foster and support local communities, and to explore structural models for community involvement with differing levels of governance. These may range from committees who advise and set local priorities, to a board, which runs the library.

This is a Suffolk-based solution, with the potential for including a variety of skills and influences in its governance. The structure of the company/enterprise would need to include resources and expectations about local community involvement in its governance in the future.

Since the idea is for it to be the transitional provider, rather than the default provider of the frontline service across the county, acting as a transition or holding point for libraries, while their communities build their capacity and their business case to take on governance, it meets the requirement and has the potential for place-based accountability.

It is recommended that both these options (the Council-owned, and the Independent options) are further explored.

### **Other structural models or delivery ideas we researched**

#### **1. Library services overseas**

We investigated how library services were being developed and facing up to changes in use and developing technologies. In particular we looked at models and developments in North America as they are close enough to UK libraries for comparison, but usually also about a year or so ahead on their progress with developments.

The 2010 report **State of America’s libraries**<sup>3</sup>

- highlights how much their public libraries are valued;
- recognises the importance of libraries in a recession;
- reinforces the increasing significance of technology including rising numbers of e-book loans; and,
- confirms how USA library users value their libraries for the wider offer and much more than books

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<http://www.ala.org/ala/newspresscenter/mediapresscenter/americaslibraries/index.cfm>

We have incorporated some of this learning into our own future Vision. In particular we have considered the wider definition of what a library service offers, as this is mirrored by the feedback for the Suffolk spring consultation.

We have also recognised the increasing importance of e-books. In April 2011, e-books sales for a USA fiction publisher exceeded print sales. New business models for e-book borrowing<sup>4</sup> are being developed now, and are likely to appear here in the UK within the year. UK publishers are also seeing huge increases in e-books sales, so it's likely that e-book borrowing here will follow the same trajectory.<sup>5</sup>

## 2. Post Office

We have investigated the new model for Post Offices called 'Post Office Local' (sometimes referred to as 'Essentials'). These services will typically be operated in retail premises offering post office services over the counter of the shop or organisations that host them rather than at a dedicated post office counter. There are currently 50 pilots in place – we are still awaiting information from the Post Office as to where these are, and the potential for bidding to be a location. It is planned that 2000 small sub-post offices will transfer from 2014. Some will simply remain on existing sites whilst others will operate from within commercial premises. "Locals" will offer a reduced core range of Post Office services, including:

- First and Second Class mail stamps and postage labels.
- Recorded Signed For and Special Delivery post home shopping
- Returns.
- Inland Parcel Services up to a 6kg weight limit
- Royal Mail International Standard and Priority mail
- Printed Paper and Small Packet up to 5kg weight limit
- International Signed For and Airsure
- Pension and benefit payments, including Post Office Card account withdrawals and green giro cheques
- Rod fishing licences
- Personal and business banking withdrawals and deposits via chip and pin
- Postal orders
- Key recharging
- The following will not be available within all "Locals":-
  - Electronic bill payments
  - Swipe card bill payments
  - e top-ups
  - e-vouchers
  - pre-order travel money

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<sup>4</sup> <http://www.guardian.co.uk/books/2011/apr/21/kindle-borrow-ebooks-libraries-amazon>

<sup>5</sup> <http://www.which.co.uk/news/2011/05/sales-of-ebooks-soar-at-bloomsbury--254882/>

They will not provide DVLA or Passport services.

Its too early to tell how much we might include these “LOCAL” services in libraries, but we will be actively exploring this as more information emerges.

### **3. Working with business**

We have seen a number of ideas suggested in the media which included the concept of library outlets in pubs. We had some early discussions with the pub market in Suffolk, and tested out our ideas with Adnams. At present these ideas are not likely to be workable.

### **4. Volunteer-run libraries**

We also researched some of the models already in existence where libraries or library access points are run by volunteers.

The **Chalfont St Giles Community Library and Information Centre** has been funded, run and staffed by village volunteers since 2007, when Buckinghamshire County Council decided to replace their branch library with a reduced mobile service.

Membership of the library is free for everyone in the village, and is a registered charity. Village residents are also encouraged to take out annual subscriptions as a “friend” to help with funding.

The library offers a wide range of books and other materials, with new books gifted by village residents and has opening hours across five days (Tuesday to Saturday). It also has internet access, and a programme of events and activities for children and keen readers. The library uses the Buckinghamshire Library network and members can return their library books to any Buckinghamshire county library as well as in the village.<sup>6</sup>

In North Yorkshire, the day to day running of **Hawes library**<sup>7</sup> has recently been transferred to the Upper Wensleydale Community Partnership. Staff in the partnership have been working alongside the council's own library staff for the past five years operating the Upper Wensleydale Community Office which shares the front desk in the building. Now the partnership will take over.

This transfer has led to local improvements; the library is now open for 35 hours a week, longer than before, and the local partnership believe that they can offer a more responsive approach to local needs and sustainability for the library at a time of financial pressure. They already offer services for the district council and for the police.

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<sup>6</sup> <http://www.chalfontstgiles.org.uk/shops/CommunityLibrary.htm>

<sup>7</sup> <http://www.northyorks.gov.uk/index.aspx?articleid=14151>

Library users will still be able to borrow from the wider North Yorkshire library network, get a regular supply of different and new books, and be able to use the council's internet access. The county council and the partnership have a formal agreement which describes mutual expectations and responsibilities.

In Dorset's **Burton Bradstock**, the local library is staffed some days by council staff, and others by volunteers.<sup>8</sup>

### Summary

Together the Vision, access model and structural model provide a sustainable framework for the planning and delivery of library services for Suffolk going forward. It has been developed by listening to user views and detailed consideration of the evidence of need and changing patterns of use and by looking for opportunities offered by new technology. The context of a challenging financial scenario brings urgency to adoption of a new approach, but has not in itself been the sole driver.

Through this approach, information, books and other materials, including downloaded e-books, will continue to be available free of charge across the county, managed by an on-line catalogue with self-service transactions available to all Suffolk library customers via the internet.

This shared network of materials and technology brings rights and responsibilities for providers and customers. All library services need to use the shared library housekeeping system and shared stock. The countywide organisation has an obligation to provide the stock that people want at least cost and with the leanest of processes. The library providers have an obligation promptly to despatch reserved books and to weed out stock that is no longer wanted. The library customers have an obligation to return stock on time and pay any charges.

The involvement of local councils and community groups in taking decisions about their library services is integral to our aspiration for the future. Our ten year Vision is for decisions about the running of local library services to be delegated in part or in full to community groups and providers, through a scheme of delegation and service and funding agreements. This enables the library to meet local needs, yet still be part of the county network, and for the community to devise innovative solutions to improve services and reduce costs, in partnership with the Council.

This model also requires a countywide organisation to co-ordinate and support the library network, manage agreements with providers and contractors, raise funding, and help build the capacity of any community providers. Shortlisted options must be rigorously evaluated before a firm recommendation can be made.

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<sup>8</sup> <http://www.dorsetforyou.com/burtonbradstocklibrary>



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There is an expectation that the cost of the library service including overheads will be reduced by 30% over the next three years. Local fund raising, income generation and economies achievable through shared space and co-located services are integral to reaching this target.

Additionally, reduced running costs could be achieved in other ways. For example, not all open hours may need to be staffed by paid workers. Local councils or community groups will be encouraged to review open hours, and identify how opening hours could be maintained or even increased with measures such as co-located services, volunteers and self-service. This element of the access model depends on successful partnership with local councils or community groups.

It is our belief that the proposed framework should enable most if not all libraries to stay open and offers a creative and exciting future for library services in Suffolk which maintains its commitment and statutory duty to cater for the needs of all communities. Priority customer groups and provides a sound basis for decision-making.

## 2. WHAT SUFFOLK'S RESIDENTS HAVE SAID

This section includes

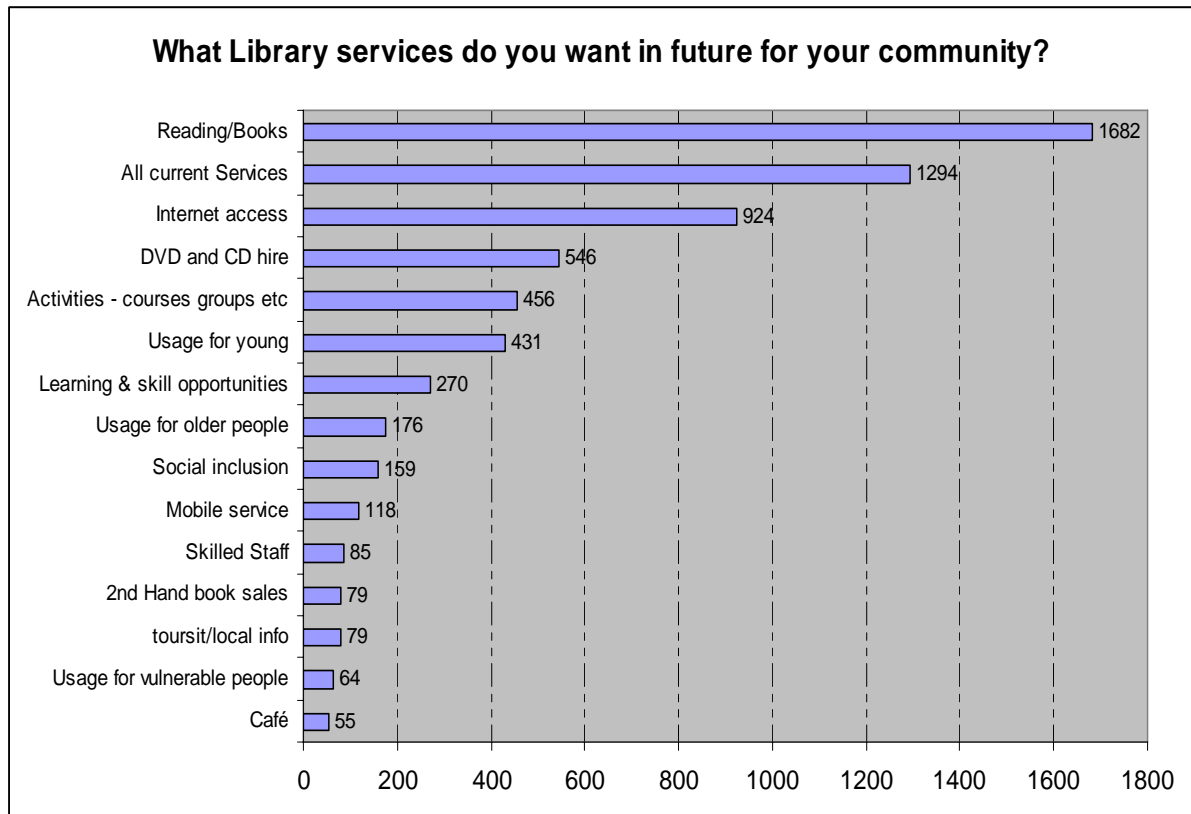
2.1	The results from the consultation document "Have your say on the future of Suffolk's libraries" conducted between 18th January – 30th April 2011	Page 34
2.2	Expressions of Interest arising from the invitation included in the consultation document.	Page 38

### **Key points**

- Whilst reading and books remain the priority, a shared space for social interaction, help with learning and skills, activities which support health and well being, information and the internet and hiring films and music are all also seen as integral parts of the service.
- Over three quarters of respondents requested that the service should be maintained and run as it currently is.
- The value to a community in providing a wide variety of social inclusion opportunities.
- Volunteering is a popular option but is seen as aiding skilled staff rather than as a replacement.

## 2.1 Analysis of the consultation responses.

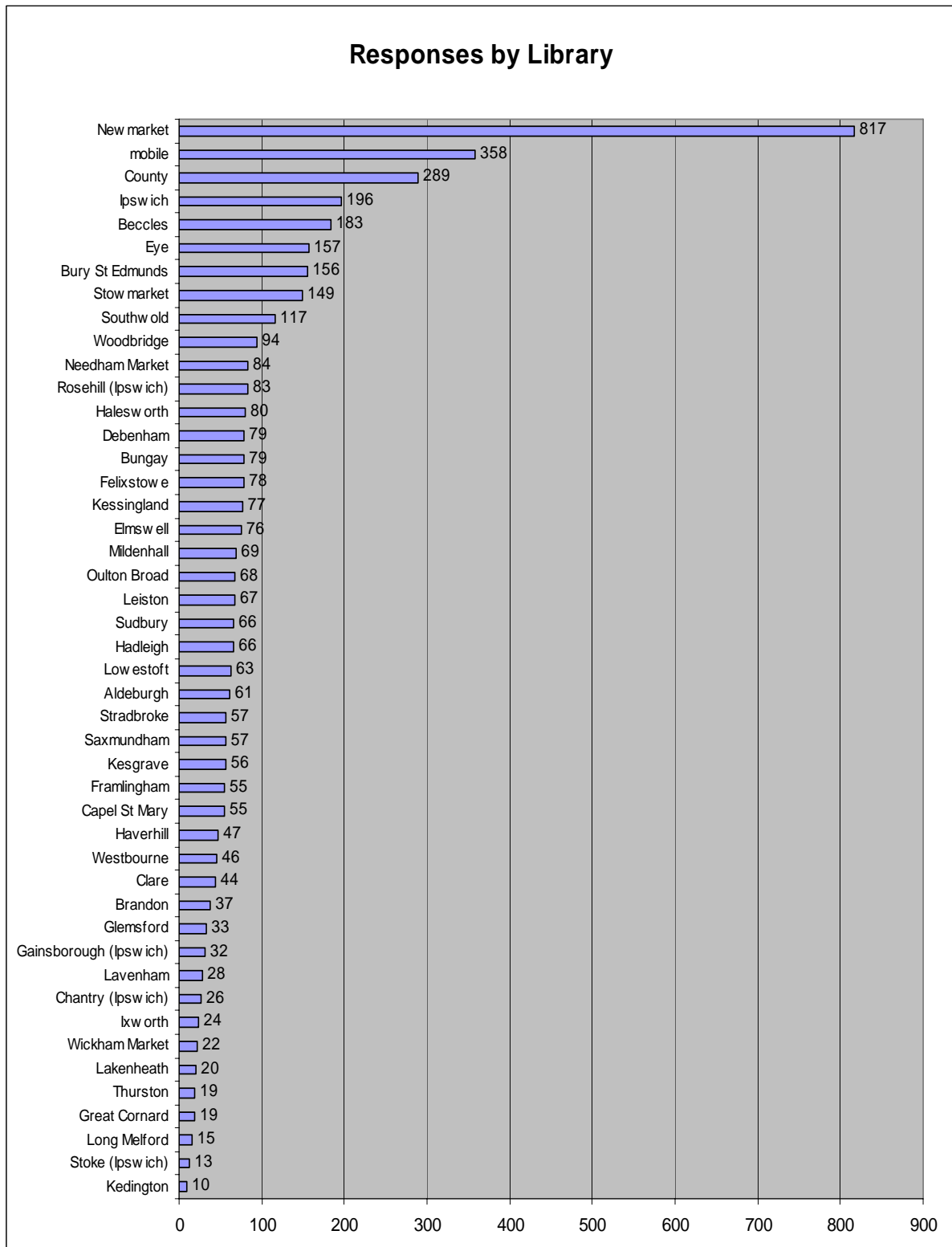
### Question 1 – What library services do you want in future for your community?



Reading and books are clearly still a priority, with strong support for providing of information and signposting through books and the internet

1294 people said that in the future they wanted all services currently offered. A common linked response was that these services should continue to be delivered through the county council, with many making reference to our statutory duties.

**Question 2 – Which library or libraries, mobile service or stop does your idea or interest relate to?**

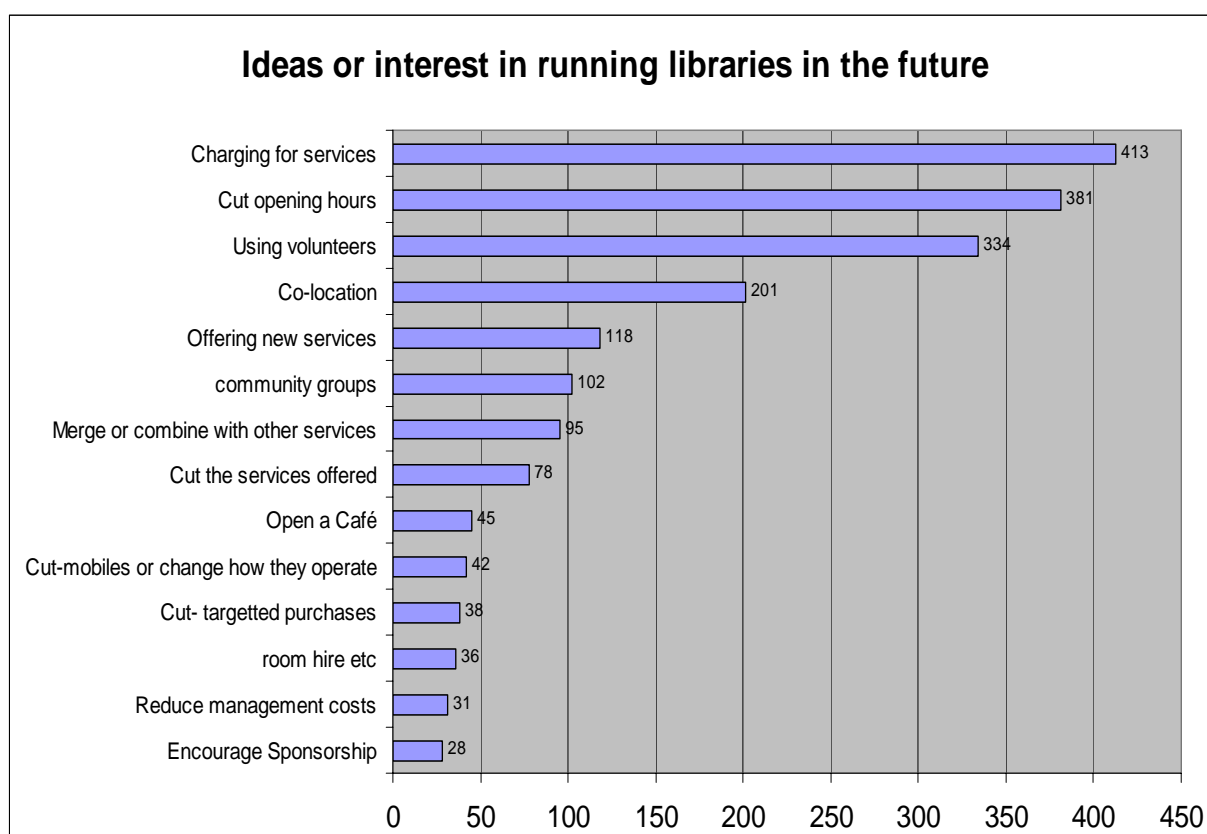


In many cases the number of responses received reflects the size of the library or its catchment area, however there are some exceptions

## 2011 Review of Library Services

- Newmarket – Saw one of the highest responses both to the formal consultation and other forms notably letter and comments forms.
- Responses are on occasion noticeably lower than expected where a specific library is deemed ‘county’, and therefore risk to the service is far lower.
- The responses per library for the survey may appear small, but local people may have instead focussed on paper or online petitions, or responded in other ways.
- Responses relating to mobile usage is significantly high. Respondents here often use both static and mobile facilities.
- In addition to this survey which had 3893 responses, there were also 262 letters, 834 comments and there were 32,503 signatures on petitions, on paper or online.

### Question 3 & 4 – Explain your idea or interest in running a library



NB The chart above does not include the response “Maintain as is”. This received 3099 out of the 3893 responses *and therefore made a meaningful graph-based representation with the other responses impossible.* Some obvious cost saving and income generating ideas come out very strongly, with both cutting opening hours and charging for services (usually book lending<sup>9</sup>) coming out strongly.

<sup>9</sup> which is not allowed under the Act, although some fundraising schemes may be.

## 2011 Review of Library Services

Use of volunteers, and indeed respondents offering their services as a volunteer was significant. However many added the caveat that volunteers alone are not the answer and skilled staff are also required.

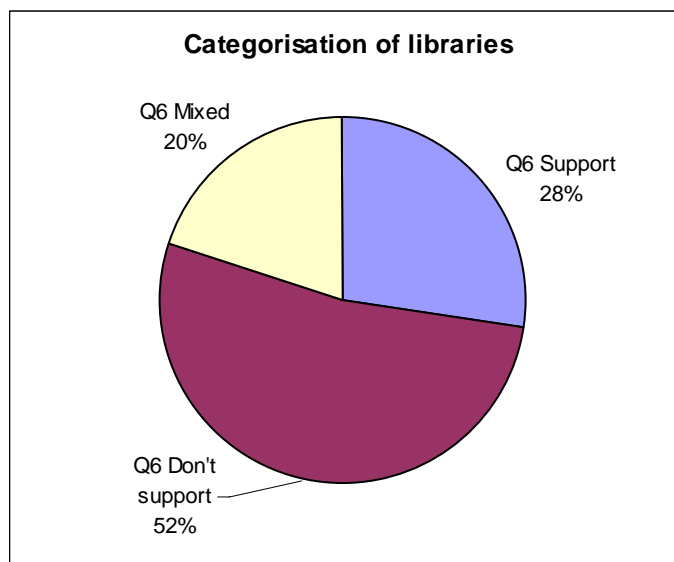
Co-location responses often added specific services and buildings that could be used to achieve this.

The overwhelming majority of responses state that the service should remain as is. Whilst this is not directly answering the question it clearly reflects a commonly held view that the service is appreciated in its current form.

**Answers to Question 5** are included in the Expressions of Interest set out in Section 2.2.

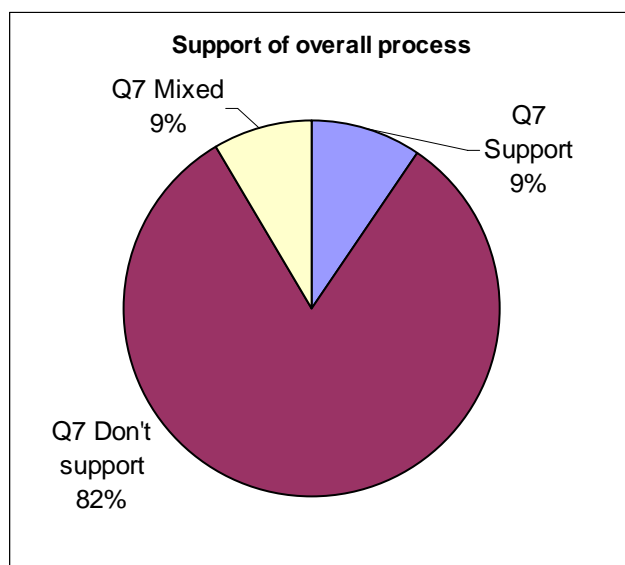
### Question 6 - Categorisation of Libraries

The consultation asked for feedback on the categorisation of libraries into County and Community.



- Over half (52%) of those that responded did not support the approach taken. This figure greatly increases for individuals who associate themselves with libraries that have been classified as 'community' and similarly decreases where the classification is 'county'.
- This suggests many respondees see 'county' libraries as 'safe' and fear little change for their service.

## Question 7 - Overall proposals for the library service



- Respondents were asked “What do you think of our overall proposals for the library service’. Whilst in question six there was some support for our classification of libraries, the vast majority of responses to this question (82%) do not support the overall approach with only 9% supporting it.
- Throughout the consultation responses and in particular on question 6 and 7 the passion in which responses were written is not to be underestimated. In many cases the term “don’t support” understates the weight of disapproval.

### 2.2. Expressions of Interest (EOI)

During the consultation and engagement process, invitations were extended to local councils, community groups and others for expressions of interest in running one or more libraries. 46 individual EOIs were received and this section provides a summary .

#### Key points

- The EOIs range from those supported or led by local democratic organisations to those provided by community groups or as part of an existing charitable organisation.
- In a number of EOIs it has been clearly identified that additional information is needed, mainly financial. There are clear concerns about how staff transfers or pension arrangements will be funded by SCC, and how the existing library infrastructure support will be ensured.

#### Current Position

There have been 46 individual EOIs. The majority of libraries are covered; the exceptions are: Brandon, Hadleigh, Haverhill, Lakenheath, Newmarket and

## 2011 Review of Library Services

Stowmarket . 5 libraries are the subject of more than one EOI ( Framlingham, Rosehill, Saxmundham, Stoke and Westbourne)

Bury St Edmunds and Lowestoft are named in the ones from the Learning Enterprise Access Point (LEAP).

All Ipswich libraries, as well as Capel and Kesgrave are included in the EOI from the Ipswich Managers' Collective.

St Edmundsbury Borough Council has indicated an interest in working to develop plans for the libraries in Bury St Edmunds, Haverhill, Clare, Kedington and Ixworth.

Ipswich Borough Council has offered funding for Rosehill, Stoke and Westbourne libraries.

The Suffolk Association of Voluntary Organisations (SAVO) and Suffolk Association of Local Councils (SALC) have provided very broad based offers of interest.

Two private sector organisations John Laing and LSSI have indicated an interest in managing all libraries in Suffolk.

The majority of the expressions include some financial information, however there are none with a fully developed and detailed business plan, as this was neither called for nor expected.

### **Expressions of interest – preliminary analysis of proposals**

There are expressions of interest which specifically identify an in-principle desire to consider a joint service with other local libraries. These include

- Glemsford, Clare, Lavenham and Long Melford
- Bungay, Beccles and Halesworth
- Ixworth, Thurston and Elmswell
- Eye, Debenham and Stradbroke

Many expressions of interest make suggestions about:

- Fund-raising
- Accessing funding streams not available to county council run services
- Subscription services
- Sharing space

### **Recommendations and further work to be done**

The response indicates that there are indeed a significant number of local groups who are keen to support delivery of local library services in their area. In order to build on this, it is important that more work is undertaken with these groups in parallel with an evaluation of the proposed structural model.

## 2011 Review of Library Services

Further work should be commissioned to agree a final set of criteria for local delivery which should be shared with organisations that have provided an EOI, with a view to inviting formal submissions. Additionally, to identify the best ways to provide information to interested organisations on funding, support, TUPE implications, asset transfer and other key data.

A pilot, working with a number of the organisations which have developed their proposals well even at this stage, would be useful in both testing the feasibility of this approach and in identifying further requirements to make it happen.

Library	Organisation expressing an interest	Details
Aldeburgh	Aldeburgh Library Steering Group, supported by the Town Council	<ul style="list-style-type: none"> <li>▪ Supported by Town Council</li> <li>▪ Preliminary costs and income model included</li> <li>▪ Preference for building transfer or long lease</li> <li>▪ Ideas on use of volunteers to be part of the staffing</li> <li>▪ Requested SCC support:               <ul style="list-style-type: none"> <li>○ start up costs</li> <li>○ revenue grant, reducing over time</li> <li>○ Staff and volunteer training</li> <li>○ centrally provided stock, IT, info services</li> </ul> </li> </ul> <p>Governance organisation model – not for profit, charitable status</p>
All Libraries	John Laing /Keystone developments	<ul style="list-style-type: none"> <li>▪ Outline proposal 31 May</li> </ul>
	Library Systems and Services International (LSSI)	<ul style="list-style-type: none"> <li>▪ Outline of a Public Private proposal received 03 May</li> </ul>
	Suffolk Association of Local Councils	<ul style="list-style-type: none"> <li>▪ Outline for all libraries , Open spaces and Crossing patrols</li> </ul>
	Suffolk Association of Voluntary Organisations	<ul style="list-style-type: none"> <li>▪ Outline of a community franchise model .dated 15 April</li> </ul>
Beccles	Beccles Town Council	<ul style="list-style-type: none"> <li>▪ Submitted 6 April</li> </ul>
Bungay	Bungay Community Library Strategy Group, including the Town Council as a partner	<ul style="list-style-type: none"> <li>▪ Identifies many partner organisations including town and parish councils and voluntary sector</li> <li>▪ Preliminary costs and ideas for income streams included</li> <li>▪ Some savings identified</li> <li>▪ Preference for building freehold transfer</li> <li>▪ Requested SCC support:               <ul style="list-style-type: none"> <li>○ TUPE liability</li> <li>○ Payroll services</li> <li>○ Staff training</li> <li>○ centrally provided stock, IT, info services</li> </ul> </li> </ul>



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Library	Organisation expressing an interest	Details
Bury St Edmunds	St Edmundsbury BC	<ul style="list-style-type: none"> <li>▪ Letter received</li> </ul>
Capel	Capel St Mary PC	<ul style="list-style-type: none"> <li>▪ Letter submitted 15 April</li> </ul>
Clare	Clare PC	<ul style="list-style-type: none"> <li>▪ Letter submitted 27 October 2010</li> </ul>
Debenham	Debenham Library Working Party, supported by the Parish Council	<ul style="list-style-type: none"> <li>▪ Identifies ideas for income streams, including friends group and fundraising activity</li> <li>▪ Specific suggestions about staffing and possible cluster arrangements</li> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ Revenue grant, reducing over time</li> </ul> </li> </ul>
Elmswell	Elmswell Parish Council	<ul style="list-style-type: none"> <li>▪ Identifies ideas for income streams, including friends group</li> <li>▪ Preference for shared premises</li> <li>▪ Expect to fund capital funding from reduced overheads</li> <li>▪ Requested SCC support: Continue to employ staff</li> </ul>
Eye	Eye Library Working Group, including the Town Council	<ul style="list-style-type: none"> <li>▪ Identifies ideas for income streams, including friends group</li> <li>▪ Preference for asset transfer (building), and associated capital receipt if building sold as library transfers to shared location</li> <li>▪ some controllable cost savings identified</li> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ 70% current funding as revenue</li> </ul> </li> </ul>
Felixstowe	Friends of Felixstowe Library/ Felixstowe Town Council	<ul style="list-style-type: none"> <li>▪ Requested governance organisation – CIC?</li> <li>▪ Supported by surrounding PCs</li> <li>▪ Identifies ideas for income streams, including friends group</li> <li>▪ Suggests targeted use of volunteers</li> <li>▪ Ideas about reduction in funding from SCC to be met from savings , income generation and alternative funding</li> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ Revenue grant</li> </ul> </li> </ul>
Framlingham	Framlingham Town Council	<ul style="list-style-type: none"> <li>▪ Letter submitted 07 April</li> <li>▪ Governance organisation – possibly a charity</li> <li>▪ Income from diverted TC rents/precepts and income generation</li> <li>▪ Preference for asset transfer (building), subject to condition survey</li> <li>▪ Anticipate employing staff, supplemented by volunteers</li> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services</li> <li>○ Professional advice</li> </ul> </li> </ul>

## 2011 Review of Library Services

Library	Organisation expressing an interest	Details
Framlingham cnt'd	Framlingham Public Library Steering Group	<ul style="list-style-type: none"> <li>▪ Anticipate using volunteers to supplement staff "professional library managers"</li> <li>▪ Ideas of external sources of revenue and capital funding</li> <li>▪ HR might be taken from SCDC</li> <li>▪ Have offer of legal assistance free of charge for short term</li> </ul>
Gainsborough Community library	Ipswich Staff Cooperative	▪ Letter expressing interest 14 April
	Dance East	▪ Response to the consultation , suggestion that it is a partnership approach
Glemsford	Friends of Glemsford Library, involves Parish Councillors	<ul style="list-style-type: none"> <li>▪ Some income streams identified</li> <li>▪ Capital funding streams identified</li> <li>▪ Calculate can reduce costs significantly</li> <li>▪ Would expect to reduce opening hours</li> <li>▪ SCC support Rent/maintenance Library IT/library support/stock</li> </ul>
Gt. Cornard	Great Cornard Upper School	<ul style="list-style-type: none"> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services, professional advice</li> <li>○ Some financial support</li> <li>○ building maintenance out of school staffing</li> </ul> </li> </ul>
Halesworth	Halesworth Town Council	<ul style="list-style-type: none"> <li>▪ Support by Trustees of New Cut Arts (separate letter received)</li> <li>▪ Savings identified including shared premises and staffing</li> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ Some building costs</li> </ul> </li> </ul>
All Ipswich libraries	Ipswich Staff Cooperative	▪ Letter 14 April
Ixworth	Ixworth Library partnership, including the Parish Council	<ul style="list-style-type: none"> <li>▪ Parish council supported</li> <li>▪ Some costs and ideas</li> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services</li> <li>○ Professional advice</li> <li>○ TUPE liability</li> </ul> </li> </ul>
Kedington	Friends of Kedington library , supported by the Parish Council	<ul style="list-style-type: none"> <li>▪ Two options identified</li> <li>▪ Some cost identified</li> <li>▪ Staffing and opening hours to be reviewed</li> <li>▪ Possibility of working with Long Melford, Glemsford and Clare to provide a library service</li> <li>▪ Requested SCC support: <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services</li> <li>○ Professional advice</li> </ul> </li> </ul>

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Library	Organisation expressing an interest	Details
Kesgrave	Kesgrave Library Working Party, includes the Parish Council	<ul style="list-style-type: none"> <li>▪ Three options proposed with some illustrative costs</li> <li>▪ Described as an informal group</li> <li>▪ Support from SCC varies in each option</li> </ul>
Kessingland	Kessingland library User group, includes the Parish Council	<ul style="list-style-type: none"> <li>▪ The library to be incorporated within the charitable company currently used for Marram Green building</li> <li>▪ Savings identified from staffing and SCC central costs , use of volunteers</li> <li>▪ Transfer of lease from SCC to the charitable company</li> <li>▪ Support requested from SCC for training , TUPE, management support</li> </ul>
Lavenham	Lavenham community library, includes the Parish Council	<ul style="list-style-type: none"> <li>▪ Proposes Parish Council provides direct costs from 2012 with SCC support</li> <li>▪ Some areas of savings identified</li> <li>▪ Lavenham community council to set up a charitable organisation</li> <li>▪ Requested SCC support:               <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services</li> <li>○ Professional advice</li> <li>○ Transitional funding</li> <li>○ Revenue cost support</li> </ul> </li> </ul>
Leiston	Save Leiston Steering Group, supported by the Town Council	<ul style="list-style-type: none"> <li>▪ Preference for relocation of library to the High School</li> <li>▪ Requested SCC support:               <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services</li> <li>○ Professional advice</li> </ul> </li> </ul>
LEAP	LEAP	<ul style="list-style-type: none"> <li>▪ Letter expressing an interest in Beccles , Bury St Edmunds, Lowestoft 08 April</li> </ul>
Long Melford	Friends of Long Melford Library and Long Melford Parish Council	<ul style="list-style-type: none"> <li>▪ Long Melford Parish Council to lead</li> <li>▪ Savings from reduced overheads</li> <li>▪ Requested SCC support:               <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services</li> <li>○ Professional advice</li> </ul> </li> <li>▪ Lavenham and Glemsford suggested as possible future partners</li> </ul>
Lowestoft	Lowestoft College	<ul style="list-style-type: none"> <li>▪ Some cost information</li> <li>▪ Library management and administration to be provided by the college</li> <li>▪ TUPE/Pensions support to be defined</li> </ul>
Needham Market	Needham Market, involves Needham Market Town Council and Mid Suffolk District Council	<ul style="list-style-type: none"> <li>▪ Letter expressing interest 05 May in conjunction with Mid Suffolk</li> </ul>
Oulton Broad	Oulton Broad Working Group, including local county councillors and parish councillors from neighbouring parishes	<ul style="list-style-type: none"> <li>▪ Some cost reduction/savings identified</li> <li>▪ Income sources also identified</li> <li>▪ Use of volunteers included</li> <li>▪ Requested SCC support:               <ul style="list-style-type: none"> <li>○ centrally provided stock, IT, info services</li> <li>○ Professional advice</li> <li>○ redundancy costs</li> </ul> </li> </ul>

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Library	Organisation expressing an interest	Details
Rosehill	Ipswich Borough Council	<ul style="list-style-type: none"> <li>▪ Proposes direct costs met from locality funding</li> </ul>
	Friends of Rosehill	<ul style="list-style-type: none"> <li>▪ Savings from SCC overheads identified and suggested review of staff costs and use of volunteers</li> <li>▪ Requests building be let by SCC on a peppercorn rent</li> </ul>
Saxmundham	Saxmundham and District CIC (SADCIC)	<ul style="list-style-type: none"> <li>▪ Option to be part of a community enterprise training centre</li> <li>▪ No financial details included</li> <li>▪ Potential to be a hub for Framlingham and Leiston</li> </ul>
	Members and users of Saxmundham Library, led by Town Council	<ul style="list-style-type: none"> <li>▪ Led by Saxmundham town council</li> <li>▪ Some financial information , savings from overheads , use of volunteers</li> <li>▪ Surrounding parishes contacted</li> <li>▪ Requested SCC support:</li> <li>▪ centrally provided stock, IT, info services</li> <li>Professional advice</li> </ul>
Southwold	Southwold Town Council	<ul style="list-style-type: none"> <li>▪ Savings on 2010 budget identified</li> <li>▪ Details of lease and maintenance arrangements</li> <li>▪ To be run as a charitable trust</li> <li>▪ Local parish council approached</li> <li>▪ Requested SCC support:</li> <li>Financial support</li> </ul>
Stradbroke	Stradbroke Parish Council	<ul style="list-style-type: none"> <li>▪ Savings on overheads identified</li> <li>▪ Proposal includes transfer of building and creation of a charitable trust</li> <li>▪ Possibility of joint working with other parishes identified</li> <li>▪ Requested SCC support:</li> <li>▪ centrally provided stock, IT, info services</li> <li>Professional advice</li> </ul>
Stoke	Ipswich Borough Council	<ul style="list-style-type: none"> <li>▪ Direct costs met from locality funding</li> </ul>
	Ipswich Libraries Cooperative	<ul style="list-style-type: none"> <li>▪ Included in letter 14 April</li> </ul>
	Stoke High School	<ul style="list-style-type: none"> <li>▪ Some costs reductions included as part of the proposal</li> <li>▪ Suggested reduced opening hours during school holidays</li> <li>▪ Requested SCC support:</li> <li>▪ centrally provided stock, IT, info services</li> <li>SCC to meet TUPE costs</li> </ul>
Sudbury	Sudbury Town council	<ul style="list-style-type: none"> <li>▪ Outline of how costs could be reduced and alternative funding streams</li> <li>▪ Sudbury Town council to take over the running and admin</li> <li>▪ Requests freehold transfer of building to Sudbury f</li> <li>▪ Requested SCC support:</li> <li>▪ Transitional funding for first year</li> <li>Redundancy costs, if any</li> </ul>

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Library	Organisation expressing an interest	Details
Thurston	Thurston Library working group, involves Parish and District Councillors	<ul style="list-style-type: none"> <li>▪ 3 options listed all with some supporting financial information</li> <li>▪ Reduced opening hours /volunteers</li> <li>▪ Relocate</li> <li>▪ Request that SCC continues funding</li> <li>▪</li> </ul>
Westbourne	Friends of Westbourne Library	<ul style="list-style-type: none"> <li>▪ Some costs and income provided</li> <li>▪ Suggests reduced opening hours</li> <li>▪ Requested SCC support:</li> <li>▪ Revenue costs</li> <li>▪ TUPE costs</li> <li>centrally provided stock, IT, info services</li> </ul>
	Ipswich Borough Council	<ul style="list-style-type: none"> <li>▪ Direct costs offered</li> </ul>
	Ipswich Library CO OP	<ul style="list-style-type: none"> <li>▪ Letter 14 April</li> </ul>
Wickham Market	Wickham Market partnership	<ul style="list-style-type: none"> <li>▪ Outline of cost reduction over three years</li> <li>▪ Suggests reduced staffing, NDR, building and maintenance costs met by WMP</li> <li>▪ The partnership to take over the library area of the building .Freehold basis preferred</li> <li>▪ Requested SCC support:</li> <li>▪ All redundancy and pensions costs</li> <li>▪ centrally provided stock, IT, info services</li> <li>▪</li> <li>▪</li> </ul>
Woodbridge	Seckford Foundation	<ul style="list-style-type: none"> <li>▪ Savings related to admin and management identified</li> <li>▪ Staffing model to be reviewed</li> <li>▪ The library to be part of the Seckford Foundation</li> <li>▪ SCC to provide Requested SCC support:</li> <li>▪ centrally provided stock, IT, info services</li> </ul>

### Libraries without EOIs at 28/06/11

- Brandon
- Hadleigh
- Haverhill
- Lakenheath
- Newmarket
- Stowmarket

### 3. ANALYSIS OF NEED

This section presents an analysis of local needs in Suffolk. It includes

- **analysis of** what we must and should do (including statutory duty),
- **analysis and summary of** what needs we need to meet
- **options** on how and where we might meet these needs,

It should be read alongside other sections in the Review which provide complementary information to complete the evidence of needs. Specifically the sections which cover

- **what** users want –analysis of the Spring 2011 consultation and the 2010 PLUS Library User Survey in the Key Facts section.
- **what** resources are available (*Resources*)

#### ***Key points***

The Public Libraries and Museums Act requires the provision of a comprehensive and efficient library service. Best practice is that this should be defined taking into account local needs.

In Suffolk, the library service is well used by all age groups, and is particularly popular with children and young people and older people. Minority group needs are catered for through the provision of specific collections for Lesbian, Gay, Bisexual and Transgender (LGB&T) people and minority languages and, in some cases, mobile services are provided to facilitate access.

Suffolk is a relatively affluent county, but has areas of deprivation in Ipswich and Lowestoft which rank in the worst 10% nationally. The current network of static and mobile libraries is well matched to areas of deprivation identified in the Index of Multiple Deprivation 2010.

Deprivation also affects rural areas but is often hidden within national ranking statistics. Rurality creates particular difficulties for access to services which impacts most notably on those in the population with more reliance on public transport such as children and young people, the elderly and those without access to their own transport. For this reason, access to library provision close to where people live is an important need to be met. Under current provision, 76% of the population live within 2 miles of a static library.

Local Development Frameworks prepared by District and Borough Councils identify the towns and villages which are best placed to service their own and surrounding communities with a range of shops and essential services. Main housing developments are likely to be in these centres to encourage and support sustainable development. For this reason, it is recommended that the LDFs are used to shape the library network, with a mixture of static and mobile libraries supported by community outreach development. This approach offers the advantage of cohesion across service planning initiatives, support for green policy objectives and a framework for responding to the demographic changes happening in the county.

Local communities are identifying their own needs for local service provision through Our Place discussions. This may include co-locating library provision alongside other services in the community as already has happened in some places. Such ideas may provide additional opportunities to meet local needs and aspirations and reduce costs. Further consideration of these community-led proposals is planned to test sustainability

### **Analysis of need- our approach**

Needs analysis can be considered in a number of ways and should provide answers to the following questions

*What must we do? - to comply with legislation*

*What should we do? - to target those most in need*

*Are there any gaps in service provision? To meet expressed or unexpressed needs/ likely future needs*

*What do we want to do? - what aspirations exist for the library service*

*How can we respond to changes in use?*

*How can we take advantage of opportunities?*

*How can we best meet corporate and community objectives?*

*How can we meet user expectations?*

This section focuses primarily on the **first three** of these questions. Others are covered in other sections in this Review.

- **what** library services will best meet these needs, now and in the future (*Vision*)
- **how** library services can be delivered (*Structural model*)
- **what** resources are available for the future (*Resources*)
- **what** users want (*Consultation*)

### **What we must do and why have we chosen this approach?**

The **1964 Public Libraries and Museums Act (PLMA)** places a duty on library authorities to provide a “comprehensive and efficient” public library service.

In the introduction to *Comprehensive, Efficient and Modern Public Libraries - Standards and Assessment* published by Department for Culture, Media and Sport (DCMS) in 2001 it was stated that

“the execution of this duty is hampered by the lack of a clear and widely accepted definition of what the requirement means in practice”.

The national Standards Framework has been abolished, but interpretation of the requirement has again come under strong focus as councils review their library provision to meet the unprecedented level of savings required.

Ed Vaizey MP , Minister for Culture, Communications and Creative Industries wrote to Chief Executives in December 2010 and again in February 2011 to

## 2011 Review of Library Services

stress the need for authorities to meet their statutory obligations even in these challenging times. The letter advises that

“Local authorities should start out by gaining a proper understanding of the local need for library services in their area”.

Although, the PLMA itself makes no reference to the requirement to produce a needs analysis, we have chosen to do an assessment of need as our starting point. This is recognised as best practice in commissioning as the first stage to be completed in any cycle of determining service provision.

In addition, we have reviewed recent precedent to secure confirmation of the appropriateness of our approach.

In 2009, Wirral Metropolitan Borough Council was the subject of an inquiry following a proposal to reconfigure the library service. The review and subsequent recommendations have given us a framework for what should be included in an assessment of need.

There is fuller description of the Public Libraries and Museums Act, and other relevant legislative requirements in the Statutory Duties section.

<b>Element of needs assessment (Wirral)</b>	<b>Addressed in the following sections</b>
Local authority context: equalities and population (including deprivation, geography, demography), budget, local priorities and sustainability;	<i>Needs analysis</i> <i>Vision</i> <i>Access model</i> <i>Resources</i>
Current service operation: infrastructure (including buildings, mobiles, digital and outreach services); resources;	<i>Needs analysis</i> <i>Analysis of current services</i> <i>Resources</i>
Service delivery: value for money; performance data (including visits, book issues, user satisfaction)	<i>Needs analysis</i> <i>Analysis of current services</i> <i>Vision</i> <i>Resources</i>
Strategic Vision: links between Library Service and key local strategies; current and future vision for the service.	<i>Needs analysis</i> <i>Vision</i>
Current funding and projected funding for the future	<i>Savings</i>



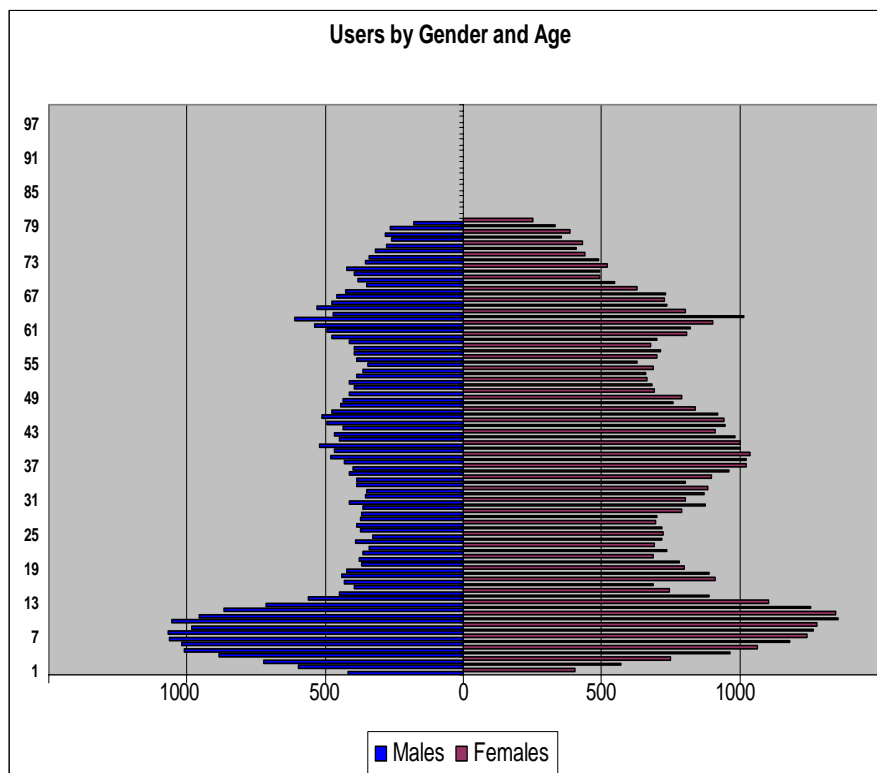
## Analysis of Suffolk's population and library users

### Suffolk – population profile

Suffolk has a population of 714,000 people,<sup>10</sup> living in an area covering 1,478 square miles. School age children (0-15) account for 18.5% of this figure with a further 22.2% being of retirement age (65+). Around 60% of the population is therefore of working age. There are slightly more women than men (50.7% women).

In the 2010 DCMS Active People survey, 44% of adults in Suffolk stated that they had used their public library in the last year- in person, for borrowing or finding information and online.<sup>11</sup> This equates to more than 255,000 adults.

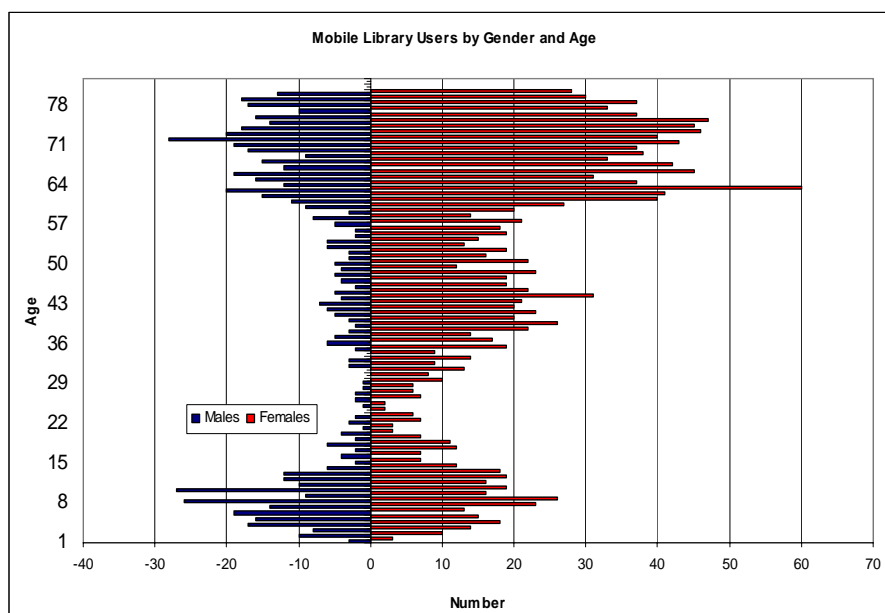
1 in 6 of the population of Suffolk (18% or 125,430 people) **borrowed** from the library in the last year, 22% of whom were children. 27,108 new members joined in 2010.



<sup>10</sup> Office for National Statistics 2008 mid-year estimates.

<sup>11</sup> <http://www.culture.gov.uk/publications/7667.aspx>

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The first chart shows the age and gender profile of all active library borrowers and that below of mobile library borrowers. Both charts show that women in all age groups are more likely to be borrowers of the library service than men, and that children under the age of 13 represent a high percentage of borrowers. The mobile service has a much larger proportion of older borrowers.

Analysis of 100,000 library members where a birth of date is recorded shows that 28% are aged 0-15, 59% of working age and 13% over 65. It is noted that the sample may under-represent older users as provision of date of birth is not a mandatory requirement for registration

Age Band	0-15	16-64	65+
Suffolk population	18.5%	58.3%	22.2%
Suffolk library users (sample)	28%	59%	13%

This comparison shows that whilst all ages make use of the library service, it is particularly popular with children and young people. As many children will be dependent on their families to take them to the library, it is also evidence that parents recognise the benefits that library membership offers their children.

Corroboration of this is provided through analysis of book issues. Children's books account for 26.5% of all issues. Children's books account for almost a

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third of issues from community libraries<sup>12</sup> suggesting that these services are well used by families with children.

	Adult Fiction paperback	Adult Fiction Hardback	Adult non- fiction	Children's Books	Large Print
All libraries	34.2%	8.2%	17.6%	26.5%	7.5%
community libraries	34.4%	7.6%	16.3%	31.2%	6.5%
mobile libraries	41.7%	13.4%	14.3%	16.9%	12.6%

*There is a well evidenced link between reading and education attainment. The popular Summer Reading Challenge helps to halt the decline in reading age which has been shown to occur during the long summer break. In 2010 over 4,000 primary school children took part and over 41,448 books were read. The scheme was delivered with the help of 292 volunteers who contributed 3,191 hours of time, providing positive experiences for all parties. A family with 2 children would have had to spend £107.88 to buy an equivalent number of books.*

Large Print books are used predominantly, if not exclusively by older people. 7.5% of all issues are large print books but the proportion of loans of large print books via mobile libraries is significantly higher at 12.6%, suggesting that the mobile service is meeting the needs of older people in rural areas. This may be because both the book stock of the mobile library is appropriate as well as the convenience of the timing and location of stops.

### Population Diversity

Suffolk's population has become more diverse over the past ten years, though the percentage of black and minority ethnic groups at 5.6% is still lower than the national average for England. Forest Heath (11.1%) and Ipswich (10.7%) have an ethnicity profile much more in line with the national average.

The library service recognizes the needs of these communities through the provision of foreign language collections purchased or rented from specialist suppliers. This includes books in Polish, Portuguese, Bengali, Pashtu and Chinese amongst others. Suffolk's Gypsy and Traveller communities, which have particular needs for support for learning, including with literacy and numeracy across all age groups are currently served by specific mobile stops in Kessingland, Beck Row and West Meadows.

Ethnicity data was not routinely collected for library membership until 2010 so no robust data is available. However, responses to the last annual Library User Survey (PLUS, March 2010) indicated that of the 9,374 respondents, 10% were from non White British communities. This is almost double the

<sup>12</sup> In this paper, the term community library refers to the categorisation used in the 2011 library consultation document.

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county average and suggests that libraries are significantly more well used by these communities than might be expected.

Similarly, data on the sexuality, or religion of library members is not collected, but collections of gay and lesbian fiction and non-fiction are purchased and available through the library network as are materials on a wide range of religious and spiritual beliefs.

Qualitative market research carried out in 2009 demonstrated how much the library service is valued by people who are marginalised, particularly those with physical disabilities, learning disabilities, older people, family carers and people with mental health issues. For many, it's a safe refuge which they build into their daily lives, value for the social interactions it brings and use without fear of stigma.<sup>13</sup>

People who are isolated and unable to leave their own homes are served by the At Home Library Service, which is a greatly valued service. This countywide service is delivered by volunteers. There is more information and analysis of the range of alternative provision in the *Library Services Appendix*.

### Deprivation analysis

There are a number of ways of measuring the **socio-economic profile** of the county's residents. Two well established methodologies are commonly used in needs analysis: the Index of Multiple Deprivation produced by Oxford University is frequently cited in government policy documents, and social marketing analysis using tools developed in the private sector such as Acorn or Mosaic.

The Index of Multiple Deprivation<sup>14</sup> 2010 edition was published in March 2011 and showed that despite Suffolk's relative affluence, it also has pockets of significant deprivation.<sup>15</sup> Of the 426 Lower Super Output Areas (LSOA) in Suffolk, 14 are in the most deprived 10% in the country and 7.7% of the total are in the bottom quintile of deprivation nationally: all of these areas are in Ipswich and Lowestoft. 21% fall in the bottom 40% of LSOAs nationally: this includes pockets of deprivation in all the districts across Suffolk.

Residents in areas of deprivation generally have poorer housing, poorer health, less well paid employment, higher levels of unemployment, lower levels of education attainment and qualifications and experience higher levels of crime and anti-social behaviour. For this reason, services which address these needs are often focused on these geographical locations. The library service which supports people of all ages with learning and literacy; supports

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<sup>13</sup> <http://www.researchingpeople.org.uk/projects/entry/libraries-consultation-with-marginalised-groups>

<sup>14</sup> The Social Disadvantage Research Centre at Oxford University produces the triennial Index of Multiple Deprivation. Using a unit of area known as a Lower Super Output Area (which has on average a population of 1500 people), the Index calculates a score for each area derived from a range of vital statistics which then enables each area to be ranked.

<sup>15</sup> SCC Briefing Note on the IMD 2010 published March 2011.

job seekers and provides a safe place to visit have a particularly valuable role to play.

**Map 1** (see Map 1) shows the current library network against the IMD deprivation quintiles. Areas that are pink or beige are the most deprived. 99.5% of Suffolk LSOAs in the most deprived 40% are within 2 miles of a library service.

An alternative way of describing the social and economic profile of residents is available through geodemographic / social marketing tools such as ACORN or Mosaic. These tools are commonly used by the private sector and increasingly by public sector organisations to support effective targeting of resources to those most in need. These tools use much of the same information that underpins the IMD but also make use of lifestyle and behaviour data sourced through commercial records and survey data<sup>16</sup>.

**Map 2** uses ACORN analysis at postcode level which produces a slightly different picture of need with more places on the coast and east of the county identified as hard pressed, though the county overall appearing more affluent. There is no area of high deprivation in IMD that is not also identified by the Acorn approach.

ACORN analysis shows that 25% of Suffolk's population is hard-pressed or of moderate means with 31% in the comfortably off category and 39% described as wealthy achievers. Only 4% fall in to the category of urban prosperity, reflecting both the predominantly rural nature of the county, and the relatively low wage levels in our urban centres.

This data provides useful context in understanding both the character of communities, and where data exists, a profile of any known customer group. This can help service providers to assess if they are reaching all parts of their local community for example, and to identify which groups are making high or low use of any service.

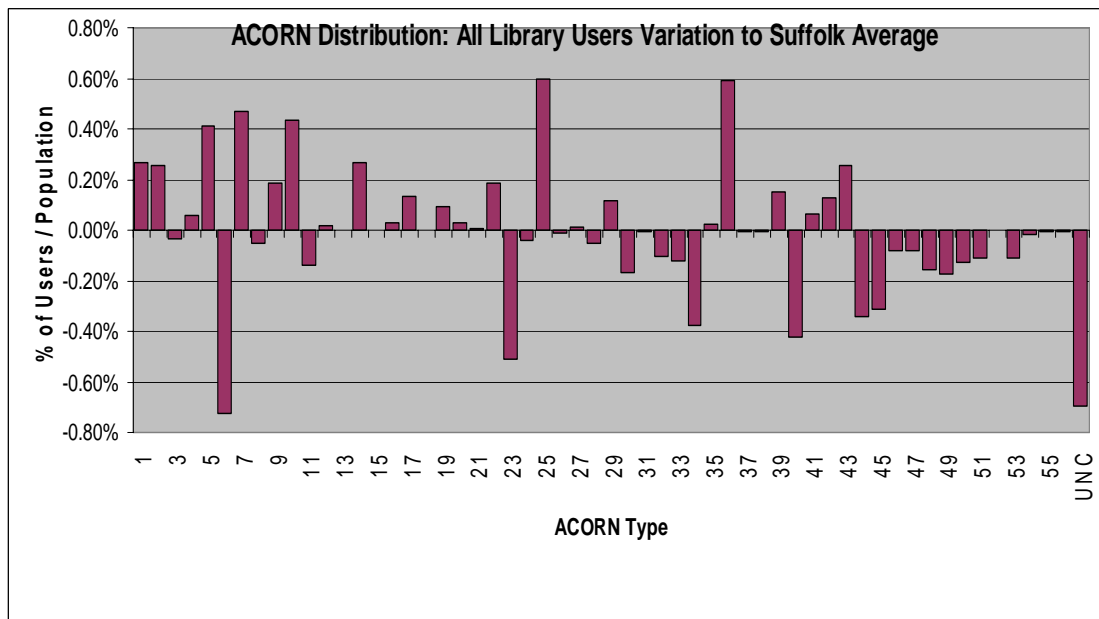
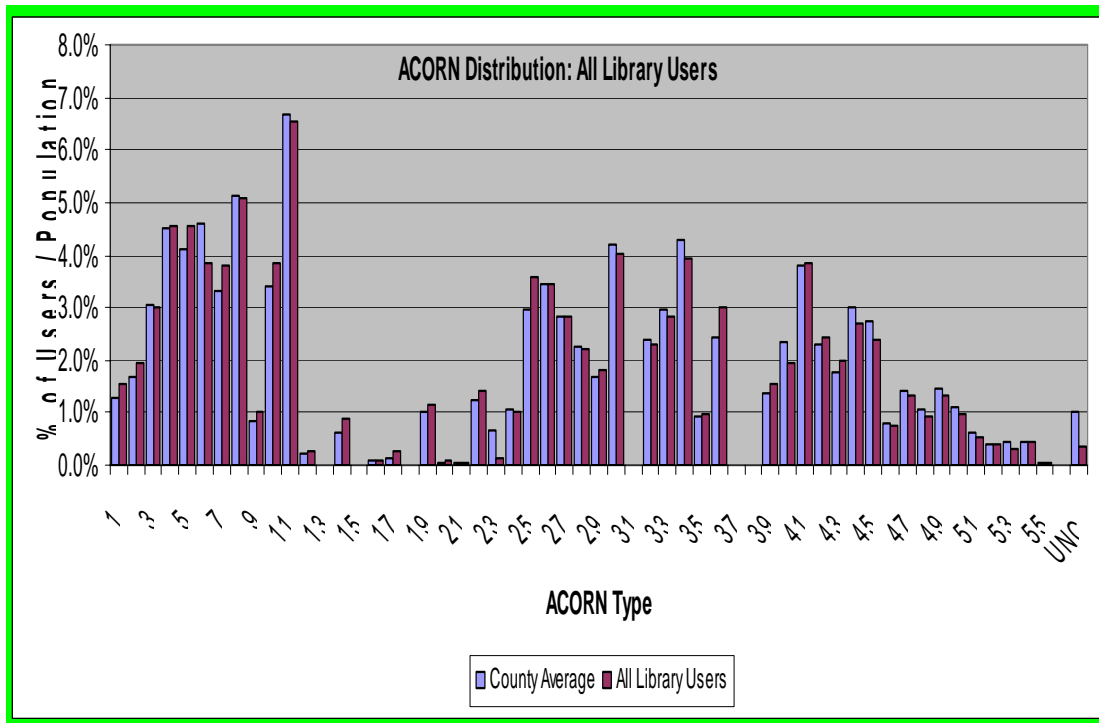
On the charts below the Acorn types are referenced by number from left to right, with the most affluent groups to the left and the most hard-pressed to the right. A full list is attached to the back of this report.

Analysis of Suffolk library borrower records (those that had borrowed in the previous 12 months) shows that borrowers come from almost all ACORN types.

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<sup>16</sup> Suffolk County Council and NHS Suffolk have a joint license for CACI ACORN data, a leading provider in the UK. This system provides analysis at postcode level which gives a finer granularity of analysis than the IMD. It uses a classification system of 5 major categories groups which are subdivided into 56 more specific types.

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This graph shows the variation between the distribution of library user Acorn types, compared to the Suffolk average. Those above the line are more strongly represented than would be expected. The 3 highest user groups are older people in terraced housing; older people on lower incomes and white collar singles and house sharers. Those below the line make less use than could be expected, based on the proportion of the population. These include older affluent people in detached houses, students and all most lower income groups.

These two methodologies are complementary. Social marketing allows a finer granularity of approach, especially when applied to a known customer group, whilst the IMD is useful for determining objective ranking across a wider area.

Both methodologies, because they work by identifying the most common characteristics of any given area, can mask small pockets of need and deprivation. The issue of rural deprivation has recently been highlighted in the publication *Hidden Needs*<sup>17</sup> commissioned by the Suffolk Foundation. Like the 2007 report from Suffolk Acre on rural deprivation, it is a useful reminder that across our rural areas, there are significant numbers of people who suffer from deprivation, but because they are dispersed across a large area their needs can be hidden from view. Access to services can be a particular challenge. This issue is considered more fully in the next section.

### **Meeting the needs of rural residents**

Suffolk is a large rural county, characterised by a network of villages and market towns with a small number of major centres which provide a more complete range of services to the hinterland around them as well as to their own residents. In the previous section, reference is made to the fact that standard analytical techniques can mask small pockets of deprivation. In 2007 Suffolk Acre commissioned Oxford Consultants for Social Inclusion to research the issue of rural deprivation in Suffolk<sup>18</sup>. They identified 11 rural output areas which were within the most deprived 10% regionally. Of most relevance to this review of needs, the research concluded that many people who experience deprivation - in terms of a range of characteristics such as experience of limiting long-term illness, low level or no qualifications, worklessness, and access to services - do not live in deprived areas. This finding has been reinforced by new research commissioned by the Suffolk Foundation published in May 2011.<sup>19</sup>

Rurality<sup>20</sup> is a significant feature of the county. 42% of the population lives in rural areas, as do 40% of all people in Suffolk with limiting long-term illness, and 32% of all people in Suffolk with Disability Living Allowance to take just two examples. Deprivation encompasses much more than income poverty and includes other forms of disadvantage. Services are often easier to access in more urban areas, with the correlation that rural residents are more likely to have longer journeys to access even essential services. For this reason, focusing resources solely on the most deprived areas runs the risk of ignoring the rural deprived.

In order to support and sustain rural communities, the county council and the district councils have developed strategic planning policies for identifying and

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<sup>17</sup> Hidden Needs. Suffolk Foundation.

[http://www.suffolkfoundation.org.uk/index.php?option=com\\_content&view=article&id=75:needs-assessment&catid=6:latest-news](http://www.suffolkfoundation.org.uk/index.php?option=com_content&view=article&id=75:needs-assessment&catid=6:latest-news)

<sup>18</sup> OCSI Suffolk Rural Deprivation 2008.

<sup>19</sup> Hidden Needs. Suffolk Foundation.

<sup>20</sup> Rural classification is based on the ONS classification which defines any settlement with less than 10,000 population as non-urban.

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supporting key local growth areas. SCC's Local Transport Plan and the District and Borough Councils Local Development Frameworks are critical documents to consider in relation to the planning of any community service such as the public library network.

Local Development Frameworks (LDFs) are produced by Borough and District Councils through a rigorous process which includes robust challenge and approval from external inspectorates. The LDF promotes sustainable development by focusing future growth in locations where there is an appropriate mix of services such as schools, GP surgeries, shops and employment. The centres of population identified in the LDFs as growth centres are important community hubs for the surrounding areas and public transport services take this into account in route planning.

Optimum library provision would be best achieved by ensuring that static libraries contributed to the sustainability of communities identified in these core strategy and policy documents wherever possible. This would also contribute to the aspiration for Suffolk to be the Greenest County.

The Local Development Framework documents categorize their settlements as major centres, towns, key service centres or primary villages. These are shown on **Map 3a**. Currently there is a good match with libraries in all major centres and towns and some but by no means all key service centres. **Map 3b** shows the LDF local service centres - smaller centres of population with fewer services and facilities. These are currently serviced by mobile library stops.

The County Council's Local Transport Plan identifies key towns earmarked for growth and where there are known existing transport issues for improvement. These have a strong correlation to the LDF centres with Brandon and Leiston identified in the latest iteration for improvement when resources are available. In addition, in recent years Demand Responsive Transport (DRT) networks have been introduced to link rural communities with local market towns. The coverage of DRT is shown on **Map 4**, as shown on the map below. This network covers an increasing part of the county's rural areas and is designed to provide access to places where services are provided for those without access to their own transport.

### **Library access**

This section considers what pattern of provision represents convenient and suitable access for users, especially those in rural areas.



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From 2001 to 2008 national standards were published by the Department for Culture, Media and Sport.<sup>21</sup> Although the standards are no longer used, they provide a useful reference point to explore this issue.

A key standard was the convenience of access for users. This measured the proportion of residents within 2 miles of a static service point and for English county authorities this was set at 72%. It assumed that static libraries would be supported by mobile libraries.

Three criteria have been considered for assessing convenient and suitable access. These were

- average distance to a static library (including the implications of an increase in this from 2 miles to 3 miles).
- Applying a drive-time catchment
- Accessibility by public transport

### ***Distance to static library provision:***

In 2007/08 Suffolk reported that 77.3% of residents lived within 2 miles of a static library. Recalculating the data using the most recent population data available shows that with the current pattern of provision, 76% of residents live within 2 miles. This is shown on **Map 5**.

If we were to apply an alternative standard which measured the percentage of the population within 3 miles of the existing network, 85.6% of the population would be within this catchment.

Even most non-disabled people would probably choose to use some form of transport for any journey which was more than a 30 minute walk, and in rural areas there are safety considerations of walking or cycling along unpaved roads. Increasing to a 3 miles standard would arguably be a reasonable approach to adopt.

Applying the 2 miles standard and retaining only the county libraries proposed in the consultation document, would reach 56.3% of the population. Increasing this to 3 miles would reach 65.6% of the population. This still falls short of the previous standard but has significantly closed the gap.

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<sup>21</sup> The last version of these was published in June 2008 ( [Public Library Service Standards 2007/08 - 3rd revised edition](#), June 2008 PDF (62.5kb) and the last set of national data was published by CIPFA for the period 2007/8.

### ***Drive time catchment***

Suffolk has relatively high levels of car ownership, particularly in the rural areas, with only 20% of households without access to a car, compared to 27% nationally. Car ownership rose 7% from 2001 to 2003 and given the rural characteristics of the county, further growth in households with two or more cars is expected.

With a 15 minute drivetime, for example, 93.8% of the population are in reach of the existing library network, and 82% would be in reach of the county library group proposed in the consultation. An example of a drivetime map is shown on **Map 6**.

However, this assumes car ownership which favours the more affluent in society and reliance on this measure alone would disadvantage the more hard-pressed groups, and those reliant on others for transport such as children and young people, especially those in rural communities.

### ***Access by public transport***

Applying the criteria of a 30 minute journey by public transport, it is possible for 81% of the population to access one of the current library network. Applying this criteria to the county libraries proposed in the consultation, 72.6% of the population would be able to reach a library using public transport.

However the frequency and schedule of timetabled stops may mean this is not a realistic option for many people. **Map 7** identifies the areas of the county that would have least access to services using this route.

### ***Local service integration***

For many years it has made sense to co-locate services within communities for ease and convenience. The provision of services in shared premises for example can be both convenient for users and reduce costs through sharing overheads. The library service has been open to such developments and a number of libraries are co-located with schools or have joined with new LEAP and Children's Centre provision.

This model of delivery can deliver financial as well as user convenience benefits and is a key aspiration for the Our Place discussions in Suffolk. The approach is strengthened by the close involvement of local residents who can play a greater part in designing services that meet their needs.

During the consultation, communities were invited to lodge an expression of interest in becoming more involved in running their local library. Further work is required with community groups to robustly test the ideas they have and identify the support they would need to turn their aspirations into reality. More detail can be found in the *Expressions of Interest* section.

## Summary

A balance of factors has to be considered in order to meet the statutory duty to provide a comprehensive and efficient service. In a rural county such as Suffolk, convenient **geographic access** must be balanced with the **cost effectiveness** of maintaining a large number of facilities.

It is acknowledged that an individual's ability to access any specific library building will vary with age and dependency on others to provide transport. We recognise that children, older people and those in hard-pressed circumstances are groups whose needs should receive particular consideration both now and in the future.

To support sustainable development and help deliver the county's green aspirations, it is desirable to develop a network of library services that is close to where the majority of people live, is co-located with other community services, or is accessible through public transport.

The following criteria have been developed against which current and future static library provision can be tested. These criteria may be used separately or combined.

- Is there a match to major settlements and towns identified in the District and Borough Council Local Development Frameworks?
- Does the static library network provide an acceptable level of population reach using one or more of the following access standards?. Options to include a 15 minute drive time; 30 minutes by public transport; or a 3 mile radius.
- Is the library in a community identified within the Local Transport Plan as a growth area or serviced by Demand Responsive Transport ?
- Does it serve an area of deprivation as identified in the Index of Multiple Deprivation?

Each of these criteria is applied to the current static library network on the **Library Matrix pp 66-67**.

### Cost effectiveness

Any final decision must take into account the **cost effectiveness** of the delivery model.

Data based on the existing costs and activities was made available in the consultation papers as a starting point for investigation. This included data relating to membership, loans, visits, activities, direct and indirect costs, building condition and opening hours.

There is considerable variation in the value for money costs (cost/ issue and cost/ visit) across the current library network. The major libraries, with their additional functions as major study and reference centres and other facilities

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such as meeting rooms, could be expected to have higher costs. Examination of the detail of each library will reveal local factors that impact on cost variations, especially around property costs.

The mobile libraries are more expensive than static libraries with a unit cost of around three times higher than generated by a static library. Static libraries also provide the whole range of library services, while mobiles focus on book delivery. There is a more detailed consideration of mobile libraries, and other services for people in rural areas in the *Analysis of Current Services* section.

### **Options on how access needs can be met**

#### **Option 1- retain the current network as is**

Keep the current network of 44 libraries and six mobile libraries

This approach has been **rejected** as a strategy framework because

- the existing network of reflects historic provision which has often been the result of opportunistic and adhoc development with no overarching plan or rationale for where services are best placed.
- There are no current agreed criteria for responding to changes to Suffolk's settlements or demography. It does not provide a framework which can respond flexibly to local needs either now or going forward.

However, the access model provides an option for all 44 libraries to stay open to support those communities.

#### **Option 2 – re-designate network into county and community libraries** (as proposed in the Spring 2011 consultation)

Reduce costs of all, with county libraries and mobile libraries retained to meet statutory obligations.

The consultation in Spring 2011 categorised the library network into two groups: county or community libraries. The lists and the rationale are summarised below.

#### **County libraries (15)**

Beccles Library	Lowestoft Central Library
Bury St Edmunds Library	Mildenhall Library
Chantry Library	Newmarket Library
County Library Ipswich	Stowmarket Library
Felixstowe Library	Sudbury Library
Gainsborough Community Library	Woodbridge Library
Hadleigh Library	
Halesworth Library	
Haverhill Library	

### Rationale for county libraries

- 1) These libraries service larger population centres, with settlement populations of 10,000 or more (Halesworth is slightly under this figure). They include the 3 main county towns of Ipswich, Bury St Edmunds and Lowestoft. These libraries and settlements service a much wider catchment area, attracting residents from surrounding villages and communities through offering a range of facilities and shops.
- 2) These libraries service areas of relative deprivation. All except 3 (Woodbridge, Hadleigh and Halesworth) are within 2 miles of an area ranked in the lowest 40% of deprivation nationally.
- 3) In terms of access, this network of county libraries provides access for 81% of the population using a measure of 30 minutes travel time by public transport, and 93.8% of the population within a 15 minute drivetime.
- 4) However, in terms of the previous national access standard (% of the population within 2 miles of a static library) it covers only 56.3% of the population well below the previous national standard of 72%.
- 5) This county library network includes three libraries within Ipswich. The reason for this is that Ipswich is by far the largest population centre in Suffolk with a population double the size of Lowestoft and almost three times the size of Bury St Edmunds. As well as the central library which also acts as the main library centre for the whole county, Ipswich's other libraries service specific neighbourhoods in Rosehill, Westbourne, Stoke, Gainsborough and Chantry, the latter two servicing areas with high levels of deprivation in the immediate area.

**Potential variations** could include removal from this category of those libraries that do not serve designated areas of need, or which are within an urban conurbation. However, the impact of this would be to reduce reach significantly in those rural areas supported by the 3 towns which do not service areas of deprivation and in the case of Ipswich satellite libraries, remove resources from residential neighbourhoods which all service areas of significant social need.

### Community Libraries (29)

Aldeburgh Library	Lakenheath Library
Brandon Library	Lavenham Library
Bungay Library	Leiston Library
Capel St Mary Library	Long Melford Library
Clare	Needham Market Library
Debenham Library	Oulton Broad Library
Elmswell Library	Rosehill Library
Eye Library	Saxmundham Library
Framlingham Library	Southwold Library
Glemsford Library	Stoke Library
Great Cornard Library	Stradbroke Library
Ixworth Library	Thurston Library
Kedington Library	Westbourne Library
Kesgrave Library	Wickham Market Library
Kessingland Library	

**Rationale for community libraries:**

- 1) These libraries service smaller communities (under 10,000) or are on the outskirts of main towns (Oulton Broad, Stoke, Kesgrave).
- 2) Are in areas of relative affluence. Only 5 of these libraries service areas of deprivation (Great Cornard, Kessingland, Southwold, Stoke and Thurston).

**Potential variations** could re-designate some libraries in this group as county libraries on the grounds that they service areas of deprivation.

It should be noted that changing the status of any one of the libraries has a potential impact on the balance of the network. For example, if, on the grounds argued above, Southwold was re-designated as a county library, then Aldeburgh and Leiston might not be re-designated as they would have alternative provision closer than Woodbridge.

This model has a number of drawbacks and has been **rejected** because

- it focuses only on static libraries, and does not take into account the total provision of library services across the county, including mobiles,
- it does not provide a framework for future planning. It does not sufficiently meet rural need, and especially the needs of children and young people, vulnerable and older people for access. It could significantly reduce access to services.
- The model was not supported during the consultation.

**Option 3 – remodelled access provision, with static libraries, mobile libraries, and community outreach across the county**

This option proposes a remodelling of the provision with a network which takes consideration of key communities identified in the District and Borough Councils' Local District Development Frameworks (LDF), known and hidden deprivation and geographic accessibility. With these criteria, it is possible to critically review the current service but also plan ahead, and identify how the service can most effectively meet the library needs of Suffolk residents.

The library network is considered as a whole and encompasses static library buildings, mobile library provision and services for the isolated. It introduces the concept of **community outreach** as part of the provision, added to libraries and mobiles.

Community outreach would build on existing and new networks of support and befriending which will help people get to libraries for the full library offer (as described in the Vision), and enjoy much more than books. These might be based on social networks, age, geography or communities of interest. Over time these might replace the more traditional mobile library services, but it is recognised that this approach needs time to develop over a medium to long-term period of five to ten years.

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This third option aligns closely to the strategic planning Local Development Frameworks produced by the Borough and District Councils, and the County Council's Local Transport Plan and Demand Responsive Transport provision.

This access model proposes that

Each major centre and town (identified in the LDFs) has a static library, in co-located space wherever possible.

Options for the 60 key service centres in the LDFs are considered from the following menu of provision:

- a co-located static library (supported with community resources)
- mobile library stop - reduced to once a month (subject to consultation (default))
- community outreach (preferred for the future)
- collection/drop off (little interest so far)

Options for the 90 local service centres/primary villages in the LDFs are either:

- mobile library stop - reduced to once a month (default)
- community outreach (preferred for the future)

For other small villages and hamlets

- community outreach (preferred)
- mobile library stops (default)

For individuals who can't get out

- At Home Library Service (default)
- community outreach (preferred for the future)

Applying this criteria to current provision, there is

### ▪ **Match to DC/BC Local Development Frameworks**

All of the major centres and towns identified in these documents currently have a static library, as do a quarter of the key service centres (15 out of 60). The identification in these plans of current or future growth areas where there is no current static library provision should be noted. The two principle areas being Martlesham in Suffolk Coastal, and Red Lodge in Forest Heath. There are 24 major centres and towns serviced by 30 libraries (Ipswich and Lowestoft are served by more than one static library).

### ▪ **Match to Demand Responsive Transport centres**

There are 13 Suffolk Links routes servicing the county (*Map 4*). This network can provide access to libraries in Aldeburgh, Brandon, Bungay, Framlingham, Lavenham, Leiston, Needham Market, Saxmundham and Wickham Market. Of these, Leiston and Wickham Market are key service centres in the LDF whilst the rest are designated as towns. Access to these libraries from surrounding villages is more sustainable as a result of the Demand Responsive Transport service being available.

▪ **Match to Local Transport Plan growth centres**

Brandon and Leiston are designated as growth centres for the purpose of the LTP. Where funding makes this possible, transport service improvement in these localities will be prioritised and so support retention of libraries in these communities.

**Accessibility**

Using the static libraries serving the major centres and towns in the LDFs proposed in this model, 67.9% of the population lives within 2 miles, 75.6% of the population live within 3 miles, 78.1% can reach one of these libraries within 30 minutes by public transport and 89.6% live within in a 15 minute drivetime catchment.

**Providing a comprehensive service – population reach**

The table below provides comparative data based on the 3 options outlined above for geographic distribution of static libraries. In all cases, in order to be comprehensive, the data shows that the static network would need to be complemented by mobile or outreach services to meet the whole population.

<b>Population Reach</b>	<b>Option 1: current network</b>	<b>Option 2 county network only</b>	<b>Option 3 LDF major centres and towns</b>
<b>Within 30 minutes by public transport</b>	577,234	515,265	546,917
as a proportion of population	81%	72.6%	78.1%
Proportion of IMD 20%	100%	100%	100%
Proportion of IMD 40%	98%	98%	98%
Average distance (miles) to a static library	1.44	2.81	2.20
<b>Proportion within 2 miles</b>	75.9%	56.3%	67.9%
For those over 2 miles to a library – the average distance in miles to a library	3.53	5.37	4.57
<b>Proportion within 3 miles</b>	85.6%	65.6%	75.6%
<b>Proportion within 15 minutes drive time</b>	93.8%	82%	89.6%



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### *Supporting information for this section*

#### **ACORN Typologies**

- 1.A.1 Wealthy Mature Professionals, Large Houses
- 1.A.2 Wealthy Working Families with Mortgages
- 1.A.3 Villages with Wealthy Commuters
- 1.A.4 Well-Off Managers, Larger Houses
- 1.B.5 Older Affluent Professionals
- 1.B.6 Farming Communities
- 1.B.7 Old People, Detached Homes
- 1.B.8 Mature Couples, Smaller Detached Homes
- 1.C.9 Older Families, Prosperous Suburbs
- 1.C.10 Well-Off Working Families with Mortgages
- 1.C.11 Well-Off Managers, Detached Houses
- 1.C.12 Large Families and Houses in Rural Areas
- 2.D.13 Well-Off Professionals, Larger Houses and Converted Flats
- 2.D.14 Older Professionals in Suburban Houses and Apartments
- 2.E.15 Affluent Urban Professionals, Flats
- 2.E.16 Prosperous Young Professionals, Flats
- 2.E.17 Young Educated Workers, Flats
- 2.E.18 Multi-Ethnic Young, Converted Flats
- 2.E.19 Suburban Privately Renting Professionals
- 2.F.20 Student Flats and Cosmopolitan Sharers
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- 3.H.29 Mature Families in Suburban Semis
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- 5.N.44 Low Income Larger Families, Semis
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- 5.N.49 Large Families and Single Parents, Many Children
- 5.O.50 Single Elderly People, Council Flats
- 5.O.51 Single Parents and Pensioners, Council Terraces
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- 5.Q.55 Multi-Ethnic Purpose Built Estates
- 5.Q.56 Multi-Ethnic, Crowded Flats

### Library Matrix

Library	Within 3 Miles of an IMD area in worst 40% nationally?	Local Development Framework status	Local Transport Plan growth focus	served by Demand Responsive Transport	no, people supported by volunteer run At Home Library service	shared space
Aldeburgh	N	T		y	19	
Beccles	Y				35	LEAP/Connexions (p/t)
Brandon	N	T	y	y	29	Children's Centre and Community Centre
Bungay	N	T	y	y	52	
Bury St Edmunds	Y	T	y		190	LEAP, Children's Centre, Café Libra
Capel St Mary	N				14	in Community Centre
Chantry	Y				39	Children's Centre
Clare	N	KSC			10	
Debenham	N	KSC			0	
Elmswell	N	KSC			0	
Eye	N	T			28	
Felixstowe	Y	MC	y		85	Café Libra
Framlingham	N	T		y	19	County Arts Officer
Gainsborough Community Library	Y				38	Café Libra
Glemsford	N	SV			7	in Community Centre
Great Cornard	Y	T			3	On school site
Hadleigh	N	T	y	y	43	
Halesworth	N	T		y	29	Registrar/connexions (pt)
Haverhill	Y	T	y	y	24	Burton Centre
County Library Ipswich	Y		y		100	
Ixworth	N	KSC			0	in Village Hall
Kedington	N	KSC			2	in Community Centre

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Library	Within 3 Miles of an IMD area in worst 40% nationally?	Local Development Framework status	Local Transport Plan growth focus	served by Demand Responsive Transport	no, people supported by volunteer run At Home Library service	shared space
Kesgrave	N	(MC)			30	
Kessingland	Y	(KSC)			10	part of Very Sheltered Housing Complex
Lakenheath	N	KSC			4	
Lavenham	N			y	11	in Village Hall
Leiston	N	T	y	y	15	
Long Melford	N				6	in Church shared space with playgroup
Lowestoft Central	Y	MC	y		162	LEAP, Navigator, Record Office
	Y	T	y	y	5	
Needham Market	N	T		y	24	
Newmarket	Y	T	y	y	25	
Oulton Broad	Y				30	Mental Health Community Resource (pt)
Rosehill	Y				46	
Saxmundham	N	T		y	15	other county council offices
Southwold Library	Y	T			27	
Stoke Library	Y				37	on school site
Stowmarket Library	Y	T	y	y	82	
Stradbroke Library	N	KSC			0	other offices
Sudbury Library	Y	T	y		73	
Thurston Library	Y	KSC			0	on school sixth form site
Westbourne Library	Y				82	
Wickham Market Library	N	KSC		y	2	Wickham Market Partnership
Woodbridge Library	N	T	y	y	85	

## 4. ANALYSIS OF CURRENT SERVICES

This section includes

4.1.	Library Services in 2010	Page 68
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4.4	Collections outside libraries	Page 98
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### 4.1 Library Services in 2010 .

***At the end of 2010 there were :***

44 static libraries open from between 16 and 61.5 hours per week.

A fleet of 6 mobile libraries, making 630 stops each fortnight

Collections in 48 children's centres

A collection in West Suffolk House,

A dedicated Schools Library Service

A Prison Library Service

### 4.2 Key facts

This section summarises the activity and performance data available for the library service, analyses trends, and describes how the service is responding, or plans to respond, to them.

#### ***Key points:***

##### **Activities**

- In the last 5 years attendance at Bookstart has risen by over **50%**, from 46,189 in 2006/07 to 73,115 last year.
- Top Time attendance has grown by about **20% in the last 2 years** to over 15,000 people a year.

- **3,887** children completed the Reading Challenge in 2010
- Active borrowers and users**
- **1 in 6** of the population of Suffolk (18% or 125,430 people) borrowed from the library in the last year, 22% of whom were children
  - **27,108** people joined the library in the last year, 30.75% of whom were children
  - **44%** of adults in Suffolk stated that they had used their public library in the last year- in person, for borrowing or finding information and online. This equates to more than **255,000** adults
- At Home Library Service**
- At the end of 2010/11, there were **1,581** people registered to use the service
  - Offers around 300 volunteering opportunities
  - Service currently contracted from WRVS
- Downloadable books (Ebooks)**
- Introduced in 2010. **8,903** items were accessed in the first year
  - Downloadable books were accessed by **1,540** people in 2010/11
- Enquiries**
- Library staff handled **598,405** enquiries in branches in the last year
  - Manually recorded enquiries have decreased in larger libraries but increased by 10.84% in smaller libraries, as people begin to view their local library as an access point for all information, not just that held locally
- Equality and Diversity**
- **58%** of people who use Suffolk libraries are women, **42%** are men.
  - **10%** describe themselves as from non-white British communities
  - **10%** of adult library users are under 24, **61%** are aged 25-64, **29%** are over 65
- Income and issues of Sound and Vision items**
- Issues of Sound and Vision items generated **£162,648** last year, making income over expenditure just under £18,000.
  - Although issues have decreased by 18% over the last 5 years, the collection generated almost **30%** of income through libraries last year.
- Issue figures**
- Adult Fiction makes up 42% of all items issued, Adult Non-Fiction 18%, Children's books 26%, Large Print 8%
  - Although there has been an overall decline in borrowing over the 10 years from 2001/02 to 2010/11, in the 5 years

## 2011 Review of Library Services

from 2006/07 to 2010/11 there has been a slight increase in issues

- Web use for library transactions, like renewing and reserving items has increased by 640% in the last 5 years

### **Public computer use in libraries (Netloan)**

- **555,243** computer reservations in 2010/11
- This equates to **350,192** hours of PC use

### **Spend and Performance**

- Based on the 2009/10 CIPFA data, Suffolk had the **5th lowest** spend per head of population on library services in the UK, while maintaining a good level of performance.

### **Staffing**

- There are **162.52** (some 2011) full time equivalent posts in the library service. As many of these are part time, 386 people have contracts.
- Compared to other county councils Suffolk had the **least** number of staff per 1000 population at 31<sup>st</sup> March 2010.
- **292** volunteers assisted staff with the Reading Challenge last summer
- There are around 300 WRVS volunteers delivering the At Home Library Service, regularly engaging with their local library.

*See Volunteers, below*

### **Stock**

- Suffolk Libraries buys from library suppliers through a consortium, so as to get the best discounts possible.
- We have invested in online information services and spent less on printed reference material.
- We invested £35,000 from the stock fund in downloadable books (eBooks) in 2010/11

### **Suffolk Infolink usage**

- This service is commissioned from the library service by ACS and provides information on community activities and services
- **555,038** records were accessed between April and December 2010

### **Visitor figures**

- Physical visits to static libraries have increased by 8.5% but decreased by 34.9% for mobile libraries between 2001 and 2010.
- Transactions via the web are increasing as people visit libraries virtually – web issues increased by 640% since 2006/07

### **Volunteers**

- 836 people volunteered in the library service in 2009/10
- They provided 36,474 hours of their time

## ACTIVITIES

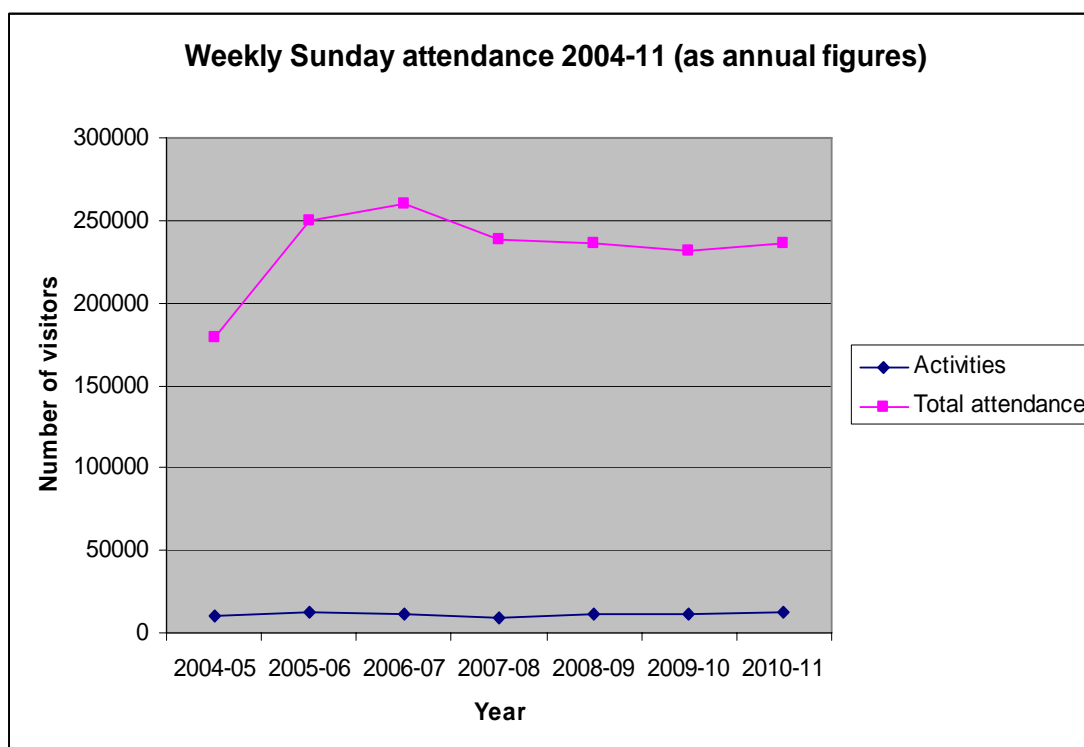
### Sunday opening

Sunday opening started in 2003/04. Libraries on Sundays are more relaxed, friendly environments, with music, IT taster sessions, craft activities and themed family events. Most libraries run sessions for families on Sundays. The focus has shifted in the last year to concentrate more on book and reading-related activities.

The trend of use peaked in 2006/07, and then found a stable level of over 230,000 per year, where it has remained steady. In the last year, attendance has risen by 2.17% on 2009/10.

The number of activities presented has increased over time, 467 more events last year.

<b>Sunday attendance</b>		
	<b>Activities</b>	<b>total attendance</b>
2006/07	11,857	259,993
2007/08	9,602	238,517
2008/09	11,794	236,025
2009/10	11,956	231,653
2010/11	12,423	236,680
<b>total</b>	<b>80,013</b>	<b>1,631,611</b>



## Bookstart

Bookstart is the national book gifting scheme that encourages families to share books with very young children, and is designed to promote a life-long love of books and to encourage parental involvement. National research has shown that when adults share books with babies and young children, reading, maths, spoken language, social and other skills develop more quickly and remain better developed through school and into adolescence. The Bookstart gifting programme is coordinated and co-delivered by libraries.

As a key part of Bookstart activity, rhyme time and baby bounce sessions are run in almost every library weekly, where a safe, family friendly atmosphere is created. Babies and young children attend sessions with their parents, carers or grandparents. Both adults and children benefit from developing a library habit. In addition, parents and carers gain social and emotional support from other adults attending the sessions.

While the number of sessions has grown slowly, attendance by both adults and children has grown significantly. Many sessions offer opportunities for parents to become involved, by leading songs or bringing new rhymes to the group.

In Suffolk, sessions began in October 2005 and are currently run in 40 libraries and 4 Outreach centres, mainly weekly, but some fortnightly.

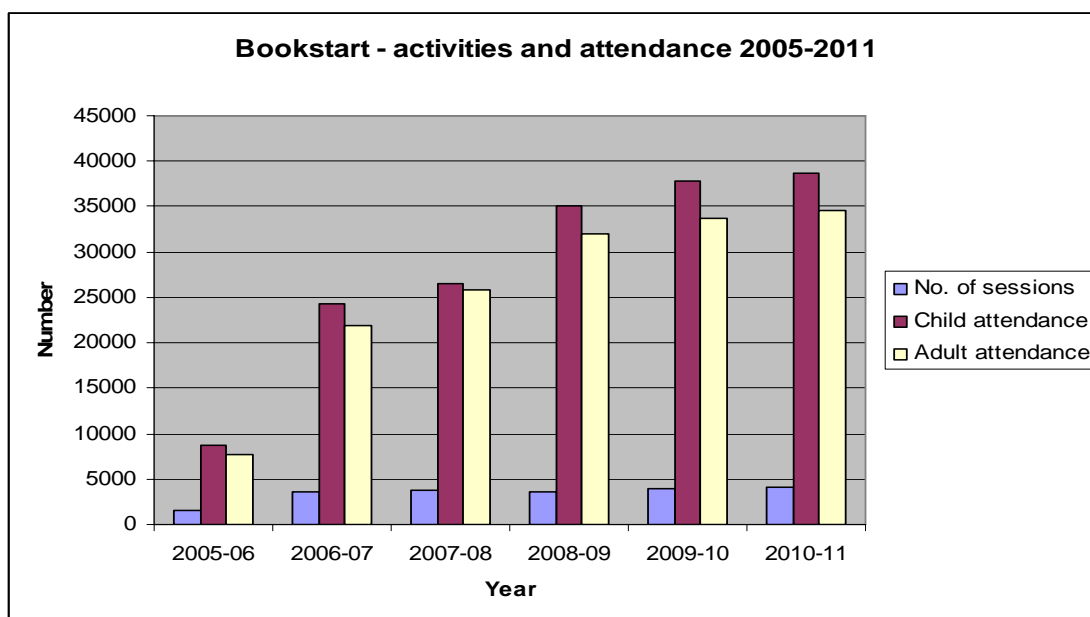
### Annual Bookstart attendance from 2005-2011.

Year	No. of sessions	Child attendance	Adult attendance	Total
2005/06	1,484	8,715	7,724	16,349
2006/07	3,656	24,342	21,847	46,189
2007/08	3,714	26,559	25,769	52,328
2008/09	3,612	35,015	31,940	66,955
2009/10	3,869	37,745	33,624	71,369
2010/11	4,063	38,598	34,516	73,114

Since 2006/07, the first full year that Bookstart sessions were running, child attendance has increased by 58.57%, although the number of sessions held has only increased by 11.13%.



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### Top Time

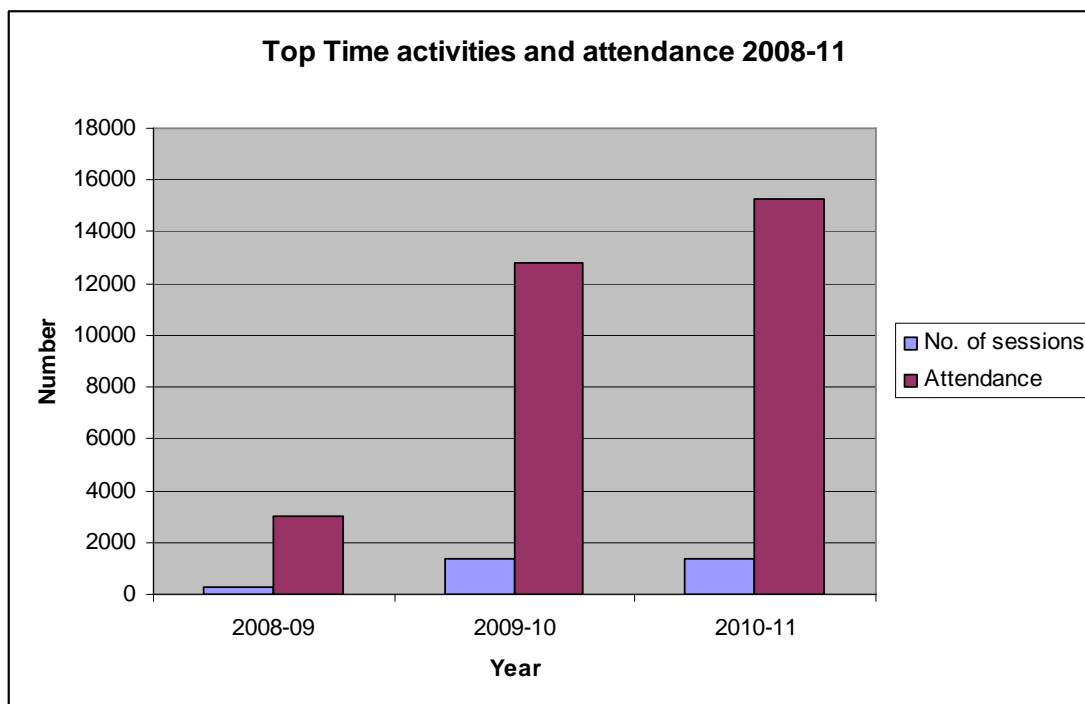
Top Time is a general interest, activity and social sessions designed to give older people, and their carers, opportunities for social contact and engagement in the community, all in a safe environment. Evidence shows that mental and physically stimulating activity prevents illness and promoted wellbeing, as well as giving older people independence. There is anecdotal evidence to show that involvement in Top Time has encouraged at least one person to stay in their own home, rather than enter residential care.

Top Time activities have been run since 2007 in Suffolk libraries and attendance recorded since December 2008.

Attendance at Top Time sessions has increased by 19.61% in two and half years. After initial investment, Top Timers themselves now organise and run the majority of sessions, at no staff cost to the library service.

### Annual Top Time attendance 2008/11

Year	No. of sessions	Attendance
2008/09	286	3,002
2009/10	1,341	12,778
2010/11	1,356	15,284



In the first 2 full years of recording, although the number of sessions being run has only increased by 1.12%, attendance at sessions has increased by 19.61%.

### Reading Challenge 2010

The Summer Reading Challenge is a national scheme that runs for six weeks in every library in Suffolk. Children are challenged to read six books, and to talk to an adult about them. Most of these are volunteers.

The Summer Reading Challenge contributes to on-going educational attainment. A six week summer break in reading has been shown to decrease children's reading ages. In 2010, nearly 4000 of Suffolk's primary school children continued to read throughout the long summer holiday, thereby increasing their school readiness in September, and maintaining or increasing their Reading Ages.

Boys have been falling behind girls in performance at primary schools, but boys were enticed to take part with a space themed game specifically designed to attract their interest.

Over last summer, children in Suffolk read 41,448 books. There were 6684 children who registered to start the game, of whom 2899 (43.37%) were boys. There were 3887 finishers, of whom 1640 (42.19%) were boys.

351 children joined as new members. 292 volunteers worked 3191.5 hours to listen to the children talking about what they had read.

***Other benefits of the reading challenge:***

- An average family with 2 children aged 5 and 8 years old, who complete the Summer Reading Challenge, would need to spend around £95.84 to buy the number of books needed.
- Students and adults who volunteer enhance their CVs which could benefit their future job prospects
- Many families visit Suffolk for 2-6 weeks a year and often join the library specifically to take part in the Reading Challenge. Such visitors provide an economic benefit to Suffolk's tourism industry.

**ACTIVE BORROWERS AND USERS**

125,430 people used a library card between April 2010 and March 2011 to borrow books or access their library records via the Suffolk Libraries Direct website. This equates to 95,058 adults, 1,872 young adults and 28,500 children. In 2010/11 18,500 adults, 270 young people and 8,338 children joined the library, an increase of 3% on the previous year.<sup>22</sup>

In the 2010 DCMS Active People survey, 44% of adults in Suffolk stated that they had used their public library in the last year- in person, for borrowing or finding information and online. This equates to more than 255,000 adults<sup>23</sup>

**AT HOME LIBRARY SERVICE**

For many housebound older people reading or listening to a recording is an important stimulating pastime. Working together with local library service, the home library service can help if someone is unable to visit in person: a friendly volunteer will bring a selection of books, videos, DVDs, CDs and audio tapes to older people in their home on a regular basis. The service is highly regarded by those who use it as a valuable source of social contact.

The service is provided by volunteers and so service is dependent on the availability of volunteers in a particular area. At the end of 2010/11 there are 1,581 individuals on the 'Home Library Service' register for Suffolk libraries. During the year there were 526 new starters to the service and 559 people ceased to receive the service.

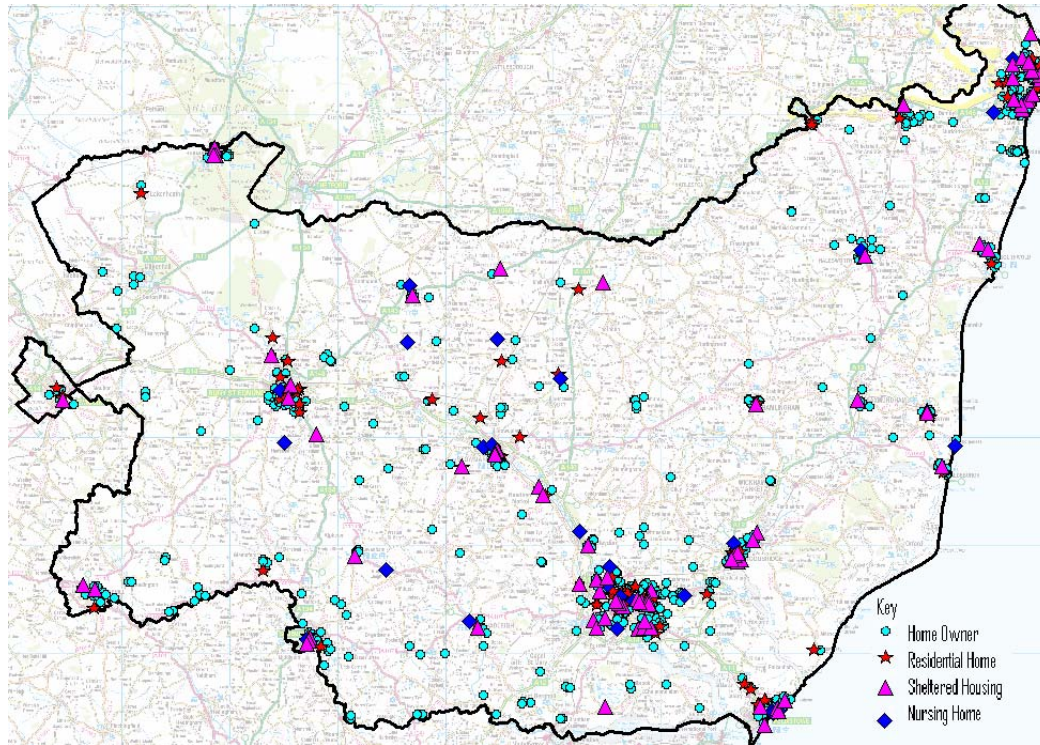
The 1,581 can be broken down by own home, residential home, nursing home, and sheltered housing as follows

<b>Total</b>	<b>OWN HOME</b>	<b>RESIDENTIAL HOME</b>	<b>NURSING HOME</b>	<b>SHELTERED HOUSING</b>
<b>1,581</b>	<b>654</b>	<b>391</b>	<b>200</b>	<b>336</b>

<sup>22</sup> Source: data extracted from Galaxy system via ArteMIS Management Information tool

<sup>23</sup> Source: DCMS Active people survey 2010

### 11 Geographic distribution of recipients of the At Home Library Service:



(**Source:** data supplied by WRVS based on details of those who use the At Home Library Service)

Use of the At Home Library Service has declined over the past 10 years:

Year	Number of customers <sup>24</sup>
2001/02	2,794
2002/03	3,337
2003/04	3,192
2004/05	3,156
2005/06	3,016
2006/07	2,387
2007/08	2,410
2008/09	2,526
2009/10	2,311
2010/11	2,125

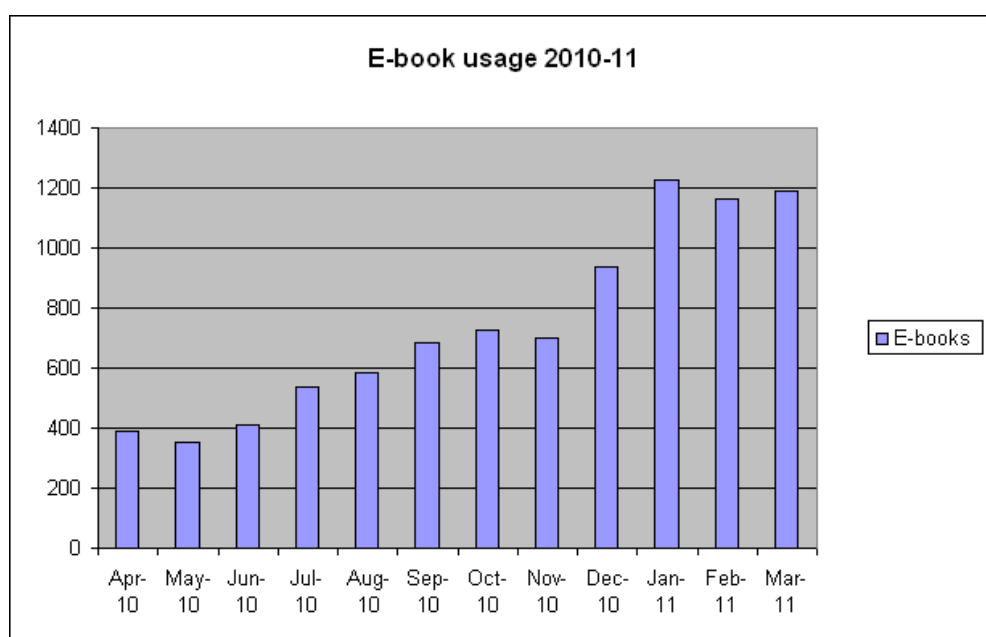
<sup>24</sup> Total number of people = number of people receiving the service at the end of the year + number of finishers during the year

## DOWNLOADABLE BOOKS (eBooks)

Downloadable books first became available for Suffolk people to access from home in January 2010. In the first year of this service being available, 8,903 items have been downloaded by 1,540 people. Data available shows an almost monthly increase in usage in the first year, from 389 items in April 2010 to 1,191 items in March 2011.

E-audio books are also being introduced this year in Suffolk.

2010/11	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	total
<b>E-books downloaded</b>	389	354	409	536	586	684	727	702	935	1226	1164	1191	<b>8903</b>



(**Source:** Overdrive website)

## ENQUIRIES

Over the last 5 years, manually recorded enquiries have decreased in larger libraries but increased by 10.84% in smaller libraries, as people begin to view their local library as an access point for all information, not just that held locally. In some branches, the figures show some quite dramatic increases over the period 2006/11. This may be related to the fact that a support network has been set up, by telephone or email, between larger and smaller branches to enable more complex enquiries to be handled by staff whatever the size and reference book capacity of the library.

To ensure that all enquiries are handled to a high standard, unobtrusive testing is carried out twice a year, by telephone, where libraries are selected to answer a sample question, very much in a 'mystery shopper' style. Libraries are scored as to how well or how much of the enquiry was dealt with, with the

## 2011 Review of Library Services

results analysed and reported back to the management team, and an action plan, if necessary, put in place.

A reduction in the number of in-branch enquiries recorded could be linked to the increased use of Suffolk Libraries Direct, Infolink and the internet. Infolink in particular is seeing increased usage, particularly in the last 6 months, since it was made available to internet search engines.

### **EQUALITY AND DIVERSITY**

#### **Information from the report on the Adult PLUS March 2010**

A Public Library User Survey (PLUS) is carried out annually, aimed at a different category of library borrower on a rolling 3 year basis. For the Adult PLUS, all users during the sample week were invited to complete a questionnaire which asked them for their responses on various aspects of the library. 9,374 survey forms were completed

- 59% of respondents came to the library intending to borrow books, and of those, 86% did borrow books.
- 27% came to the library intending to use a computer, and of those 95% did use one
- Respondents may have done both things, as well as other activities.

58% of respondents were female and 42 % male.

3% said they were permanently sick or disabled. In answer to a further question about disabilities/health conditions, 22% of people said they had health problems in one or more of the following areas: mobility, hearing, eyesight, dexterity, a learning disability or mental health problem

#### **Age**

Under 24	10%
25-44	28%
45-64	33%
65-69	9%
70-74	8%
75-79	6%
80-84	4%
85 or over	2%

#### **Ethnicity**

Suffolk's population has become more diverse over the past ten years, though the percentage of black and minority ethnic groups at 5.6% is still lower than the national average for England. Forest Heath (11.1%) and Ipswich (10.7%) have an ethnicity profile much more in line with the national average.

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The library service recognizes the needs of these communities through the provision of foreign language collections purchased or rented from specialist suppliers. This includes books in Polish, Portuguese, Bengali, Pashtu and Chinese amongst others.

Ethnicity data was not routinely collected for library membership until 2010 so no robust data is available. However, responses to the PLUS indicated that of the 9,374 respondents, 10% were from non White British communities. This is almost double the county average and suggests that libraries are significantly better used by these communities than might be expected.

### Children's Public Library Users Survey October 2007

Users under the age of 16 were invited to complete a survey form based on their experience of the library when they visited during the survey week. Parent of very young children were allowed to help them to complete the form.

4,199 forms were completed.

When asked why they had come to the library today, respondents gave the following answers (they were allowed to tick as many answers as applied, so some would have responded that they had come to do more than one thing):

Borrow things	70%
Read	34.1%
Look around	32.9%
Use the computers	31.2%
Play with toys	18.3%
Meet friends	14.8%
Any other reason	14.2%
Do my homework	12.9%
Have somewhere to go	9.6%
Wait for my parents/family	8.8%

Respondents were also asked if they had taken part in any of the activities in the library and replied as follows:

Under 5s event	29.4%
Holiday activity	29.3%
After school activity	4.3%
Book or reading activity	8.3%
A reading group	2.8%
None of these	45.6%

## Gender

Of those who completed the question 54.4% were girls, 45.6% were boys

The current population data, from the Office of National Statistics (mid – 2009) shows that in the population of children in Suffolk the breakdown is 51% girls, 49% boys.

## Age

The age breakdown of those who responded is shown in the table below, along with the corresponding age groupings, although not exactly the same, from the Office of National Statistics. The figures show that in the lower age groups the proportion of children using the library is higher than the percentage of those age groups of total child population of Suffolk.

Age group	% of respondents	Age group	% of child population
Under 5	38%	0 to 4	24.27%
5 to 10	32%	5 to 9	23.76%
11 to 15	29%	10 to 14	26.16%
16 to 18	0.6%	15 to 19	25.82%
Over 19	0.5%	N/a	N/a

Although respondents should have been under 16, a very small proportion was inadvertently issued to older teenagers.

## Ethnicity of child respondents

Respondents were asked which one word described them best – the categories given for them to choose from reflect those given by the Office of National Statistics:

Category	% of respondents	% of child population
Asian	1.9%	3%
Mixed	6.5%	4%
Black	1.8%	1%
White	88.7%	91%
Other	1.1%	1%

So the survey data reflects the general child population profile although with slight variations within the groups.

A subsequent question asked children to choose which words described them best so some children answered yes to more than one category as follows:

Category	% of respondents
British	93.7%
Indian	1.7%
Irish	1.4%
African	1.3%
Caribbean	0.8%



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Pakistani	0.6%
Bangladeshi	0.6%
Chinese	0.8%
Other	6.4%

No information was asked about health or disability.

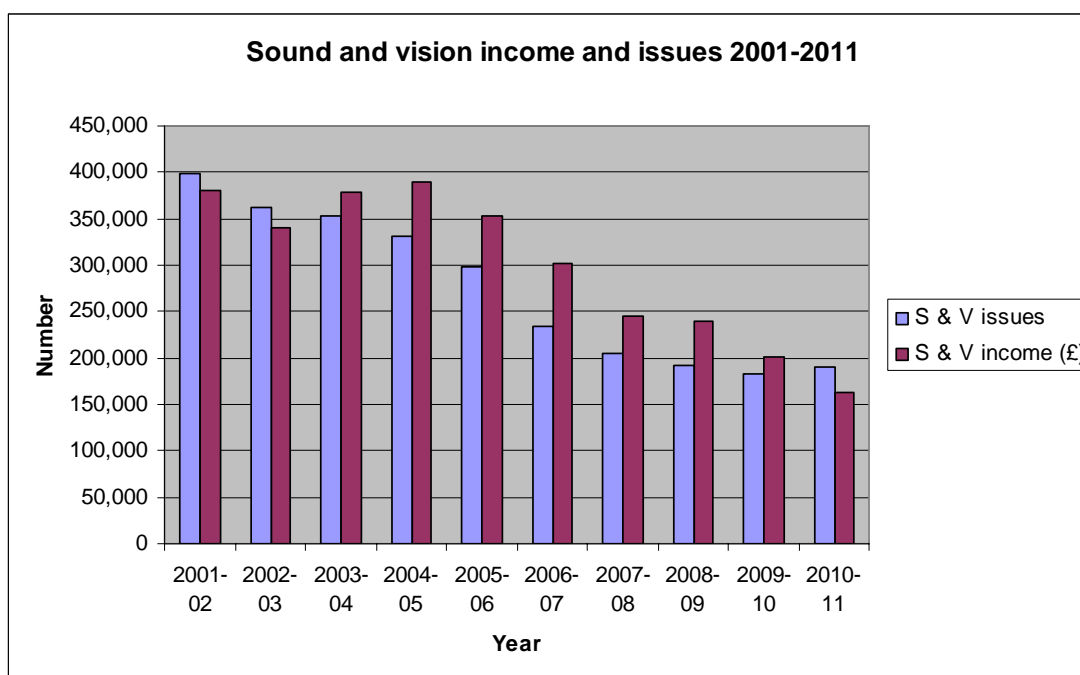
(**Source:** PLUS data – adult: **Suffolk County Council Public Library Users Survey Combined Weighted Authority and Service Point Report March 2010**, child: **Suffolk County Council Children’s PLUS Survey Combined Weighted Authority and Service Point Report October 2007** population & Census data: Office of National Statistics – mid-2009 population estimate released June 2010, and 2001 Census data)

### INCOME AND ISSUES OF SOUND AND VISION ITEMS

Although issues of Sound and Vision items have reduced by 18.40% in the 5 years since 2006/07 and by 52% in the 10 years since 2001, they still make up around 4% of total issues each year and provided an income of £162,648 last year, which was 21.9% of the total income in libraries. People who are unable to use printed books are eligible to borrow S&V free of charge, so the income does not reflect the number of issues.

Offset against spend, the Sound and Vision collection income above expenditure of £17,709 in 2010/11, approximately half what it made the year before. We anticipate that some formats will be withdrawn in due course as they cease to generate income.

Year	S & V Issues	S & V income
2001/02	399,526	£381,168
2002/03	362,951	£341,100
2003/04	353,906	£378,643
2004/05	331,758	£390,349
2005/06	297,630	£353,751
2006/07	234,217	£304,495
2007/08	204,166	£245,346
2008/09	192,329	£239,862
2009/10	182,179	£200,937
2010/11	191,040	£162,648



(**Source:** data extracted from Galaxy via ArtemIS Management Information tool)

## ISSUE FIGURES

### Trends over time – annual issues over the last 5 years

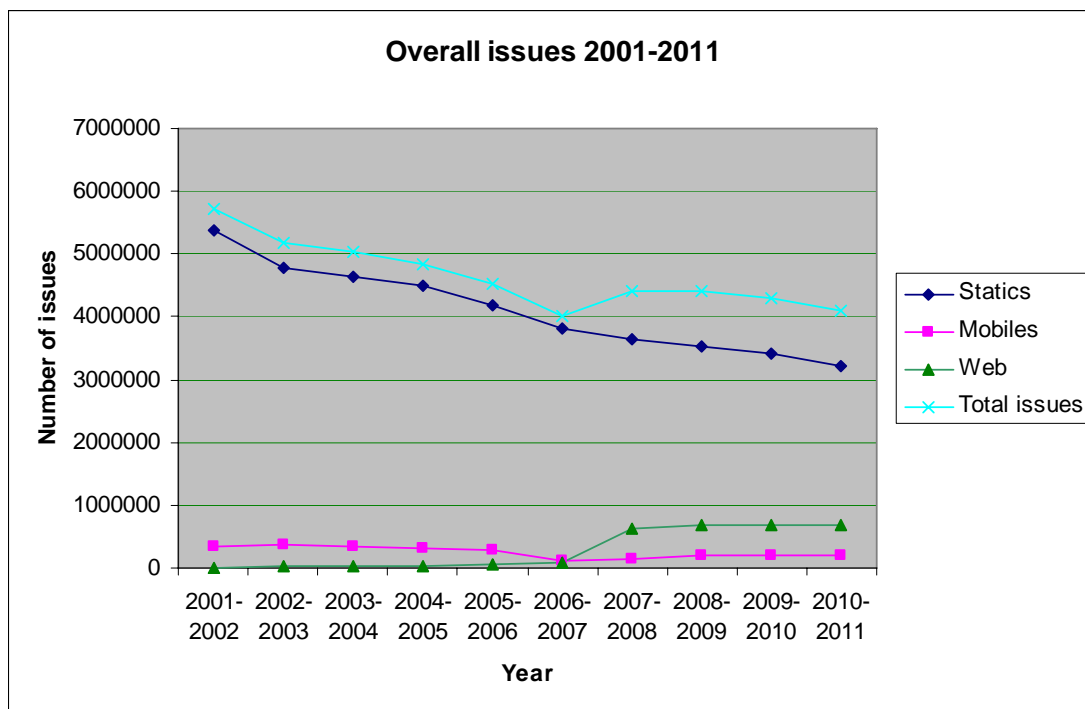
Although the data available shows that issues by libraries are declining, the number of transactions over the web is increasing, which reflects the national trend. The total number of issues per year has decreased overall over the last 5 years by 16%, but during this time, the number of issues<sup>25</sup> recorded over the web has risen from 91,311 in 2006/07 to 675,850 in 2010/11, an increase of 640%.

Year	Static library issues	Mobile issues	Web issues	Total issues
2001/02	5,385,737	333,459	0	5,719,196
2002/03	4,779,437	358,887	33,172	5,171,496
2003/04	4,646,258	346,248	30,603	5,023,109
2004/05	4,496,814	310,648	25,407	4,832,869
2005/06	4,183,894	271,521	63,495	4,518,910
2006/07	3,817,784	112,989	91,311	4,022,084
2007/08	3,642,220	147,874	633,343	4,423,437
2008/09	3,524,204	199,877	686,599	4,410,680
2009/10	3,402,660	196,436	695,876	4,294,972
2010/11	3,206,794	201,237	675,850	4,083,881

<sup>25</sup> Web renewals are, in effect, repeat issues.

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Taking the total number of issues per year (i.e. combining the figures for libraries, mobile libraries and web issues) shows that although there has been an overall decline in borrowing over the 10 years from 2001/02 to 2010/11, in the 5 years from 2006/07 to 2010/11 there has been a slight increase of 1.54%, suggesting that whilst physical visits to libraries have decreased, people are still using the library service via the internet, reducing the number of times they need to visit a branch.



(**Source:** all data extracted from Galaxy via ArteMIS Management Information tool)

### **PUBLIC COMPUTER USE IN LIBRARIES (NETLOAN)**

2010/11 there were 55,423 sessions booked through the Netloan system, equating to 350,192 hours of use. The 305 computers available for public use (including Viewpoint access points, used to check the catalogue) were in use 35% of the time. We are reviewing internet computer use across the service with a view to removing those computers that are not well used.

(Source: data extracted from Netloan system)

### **SELF SERVICE**

Suffolk Libraries were in the forefront of adopting self-service machines, ahead of many supermarkets and other high street retail outlets. The process of lending, returning and renewing items is a transactional operation that we were keen to encourage people to do for themselves, so that skilled staff time could be used more effectively in

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- helping people to use the library
- assisting in complex information enquires
- running activities and events

We also wanted to be able to increase library opening times without needing more staff, and to enable us to run libraries at less cost.

Every library except one has one or more self service machines that allow people to issue and return books and media items, and to check their library account. In a small number of libraries, machines are placed so they are available for use outside library opening hours. We also encourage people to use Suffolk Libraries Direct to reserve and renew items online. Suffolk Libraries Direct means that the library service is effectively open for some services 24 hours a day.

### **SPEND AND PERFORMANCE**

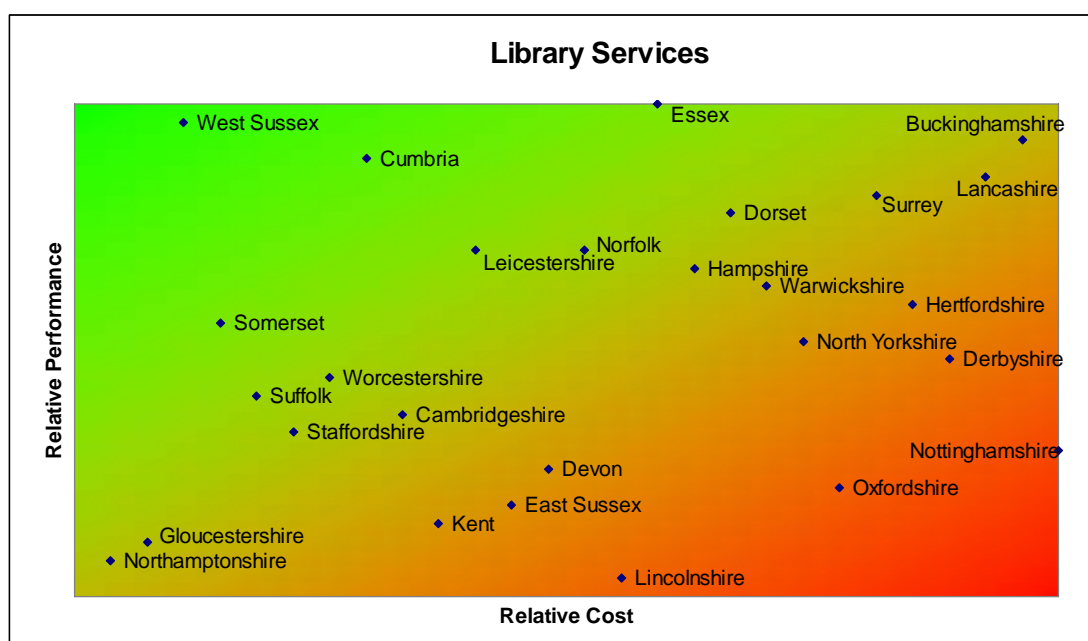
Suffolk Library Service has a track record of keeping costs low, while performing well. It has done this by optimising technologies such as self service and flexible approaches to front line staffing. We compare our performance using national benchmarking services.

#### **Benchmarking**

CIPFA 2009/10 benchmarking data confirms that Suffolk's library service has a relatively low spend per capita, while performing well.

#### **Spend per head of population 2009-10**

- Population of Suffolk; 714,000
- Total spend on Library Service; £9,241,000
- Spend per head of population; £12.90



**Comparison with other counties 2009-10 per capita (lowest spending first)**

Northamptonshire	£8.70
Gloucestershire	£12.20
West Sussex	£12.80
Somerset	£12.80
<b>Suffolk</b>	<b>£12.90</b>
Staffordshire	£13.00
Worcestershire	£13.80
Cumbria	£14.80
Cambridgeshire	£14.80
Kent	£14.90
Leicestershire	£15.20
East Sussex	£15.20
Devon	£15.40
Norfolk	£15.40
Lincolnshire	£15.40
Essex	£15.60
Hampshire	£15.80
Dorset	£16.40
Warwickshire	£16.50
North Yorkshire	£16.70
Oxfordshire	£16.80
Surrey	£17.80
Hertfordshire	£18.10
Derbyshire	£18.30
Lancashire	£18.30
Buckinghamshire	£19.20
Nottinghamshire	£20.00

Based on the 2009-10 CIPFA data, Suffolk has the 5<sup>th</sup> lowest spend per head of population on libraries services.

## STAFFING

There are 162.52 full time equivalent posts in the library service as of 1 June 2011. Many of these are part-time posts, so the number of people working in the service is 386.

Library staffing levels have always been relatively low. Compared to the other county councils Suffolk had at 31<sup>st</sup> March 2010 the least number of staff per 1000 population. If you include all English authorities except City of London only 3 urban authorities had fewer staff per 1000 population.

## **STOCK**

Suffolk Libraries buys stock through the Central Buying Consortium, an affiliation of councils that obtains the best discounts available from library stock suppliers by negotiating collectively with them, and by agreeing common contracts and servicing levels. We achieve a discount level well in excess of those available to individual organisations, or private citizens.

We manage Suffolk Libraries' stock as one collection, distributed between many service points. Reserved books and media move to where they are wanted, and items still on the shelf are moved on regularly so they are exposed to a new audience. We have also recently invested in SmartSM, a stock control program that analyses how hard stock works, and helps us identify borrowing trends much more accurately than before. By giving information on pockets of underperforming stock, and suggesting where it would work harder, we hope that we will be able to reduce our spend on stock still further, without affecting the availability and choice of books and media that people want.

Suffolk libraries has taken account of trends in the way people read and find information. The internet is a first point of access for many key facts and basic reference, so we have reduced the amount of reference and information books we buy. We buy fewer loanable non-fiction (factual) books for the same reason. We subscribe to a number of paid-for online information services, available via the SCC website and badged as Suffolk Reference Direct. These services, which include online newspapers and family history tools, are available to anyone with a Suffolk Libraries card. We evaluate their use regularly and change or discontinue online subscriptions according to need.

We have responded to the time pressures that people have by creating Quick Choice collections with best-selling paperback fiction, and were in the forefront of the adoption of library self-service machines so that people can get a popular read, check it out to themselves and go in the minimum of time.

We have understood that the way that some people want reading content delivered has changed, too. In 2010 we began a pilot to offer downloadable book (eBook) content in a variety of popular formats. People can download content to their computer or dedicated eBook reader from anywhere with an internet connection, without needing to visit a library. The pilot was successful, and we are expanding the range and depth of downloadable titles available.

**Stock –number of volumes purchased**

	2006/07	2007/08	2008/09	2009/10	2010/11
Reference	2,318	2,767	1,859	1,103	1,030
Adult Fiction	72,266	68,150	74,652	74,995	59,246
Adult Non-Fiction	43,552	31,113	30,595	32,772	24,973
Children's Fiction	25,160	32,494	38,172	30,845	35,592
Children's Non-Fiction	8,637	5,834	4,863	5,703	2,391
Total lending stock	149,615	137,591	148,282	144,315	122,202
TOTAL All stock	151,933	140,358	150,141	145,418	123,232

Sound and Vision stock

Audio Visual	Music CDs	Spoken word	Children's spoken word	Videos DVDs	Learning packs	CD ROMS
2009-10	17,703	14,721	1,485	25,145	1,445	3,452
2006-07	19,452	14,534	2,830	29,333	2,005	3,216
2001-02	14,291	7,057	0	15,907	158	1,607

Electronic stock

e-versions	e-books	e-audio books
2009-10	2,920	319
2006-07	0	0
2001-02	0	0

## **SUFFOLK INFOLINK**

Infolink is an internet directory of community information. It is a service commissioned from the Library Service by the Adult and Community Services directorate (ACS). It seeks to:

- provide a searching and signposting tool
- help promote local activities and services
- act as a source of information for activities and services, including clubs, societies and community and voluntary organisations
- help people to help themselves and stay independent

Since Infolink was opened to allow indexing by the major internet search engines, such as Google, in October 2010, usage has increased dramatically so that in the 9 months up to the end of December 2010, 555,038 records had been accessed by the public and library staff dealing with enquiries from the public. The year prior to that, 2009/10 there a total of 183,614 records were accessed.

**(Source:** data supplied by CSD ICT)

## **VISITOR FIGURES**

Monthly Visitor Figures from 'magic eye' people counters installed in libraries have only been collected since 2008/09, and the data available suggests that larger libraries have seen a decrease of about 9% overall, whereas smaller libraries have remained relatively stable, showing a small increase of 0.6% over the last 5 years.

Visitor figures are also gathered by way of a Library Visitor Survey which is carried out over a sample week 3 times a year. This is a manual count and, when multiplied upwards, is used as an annual visitor figure for national reporting. Although there are flaws in both methods of recording visitors, they are useful as a guide in assessing the level of use in terms of physical visits to libraries, compared to virtual ones.

Because people can now manage their library account, and access many of our online services, over the internet, there is less need for them to make a physical visit. Before library services were available over the internet, an individual wishing to borrow an item could need to visit a branch up to four times:

1. to search for an item on the library catalogue and reserve it if necessary
2. to collect the item
3. to renew the item, if required and if they did not choose to renew by phone or by post. (each subsequent renewal might create a further visit to the library)
4. to return the item



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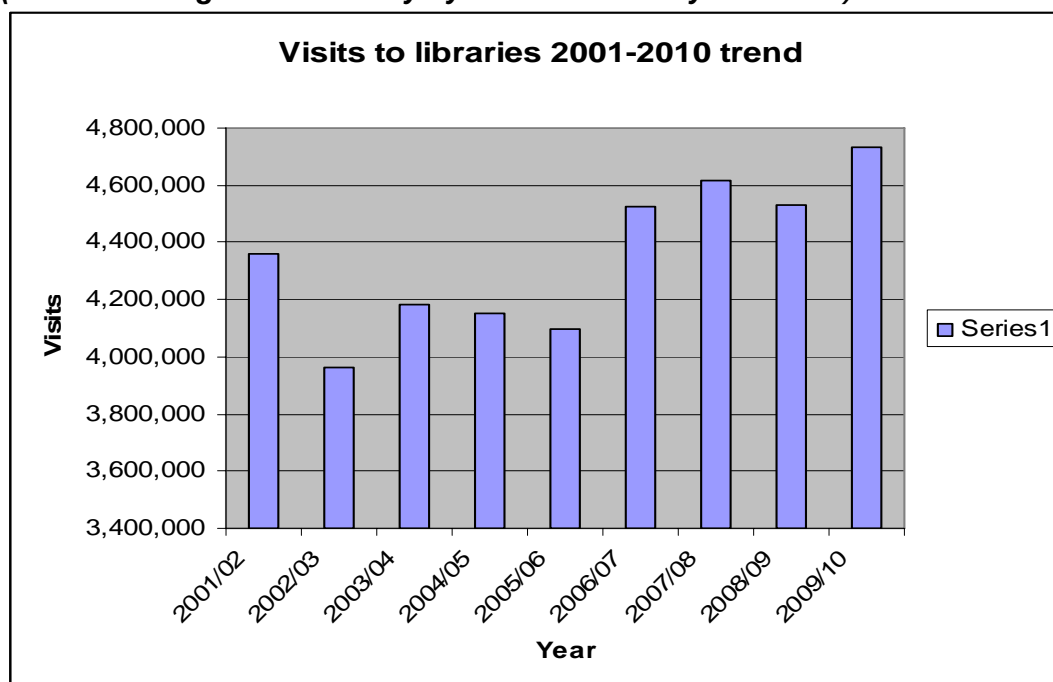
Now, with use of the web, a borrower only needs to visit twice, to collect and later return an item.

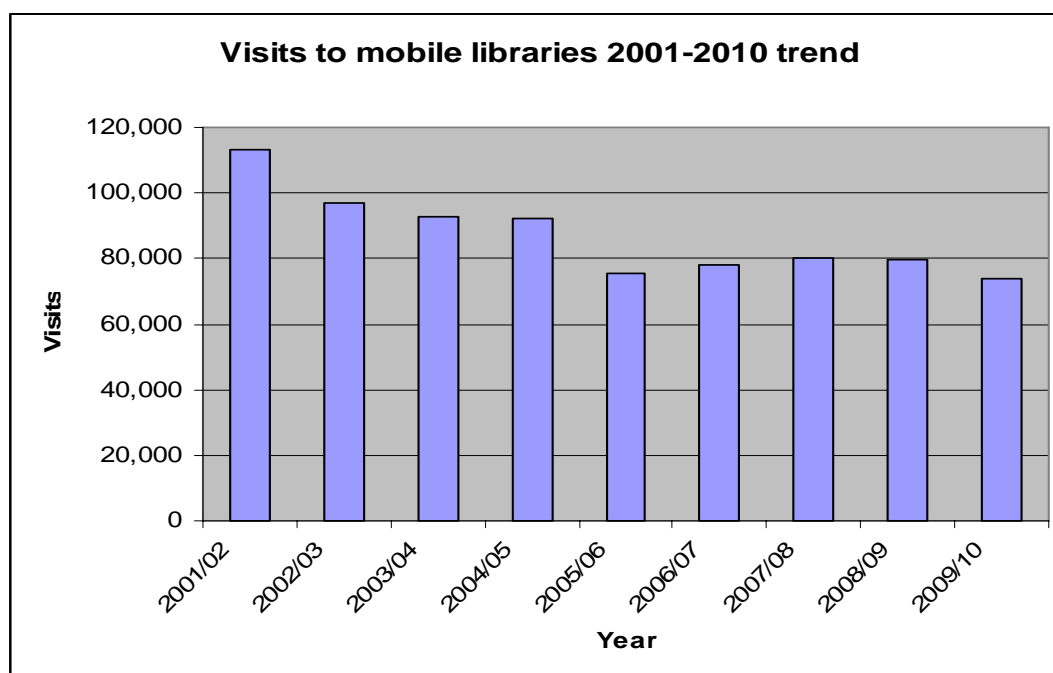
Yet physical visits to Suffolk libraries are holding up.

Year	Static libraries (Annual sample)	Mobile libraries	Static Libraries (Magic eye)
2001/02	4,360,616	113,194	N/a
2002/03	3,963,024	97,093	N/a
2003/04	4,184,596	92,582	N/a
2004/05	4,150,172	92,417	N/a
2005/06	4,097,704	75,400	N/a
2006/07	4,526,652	77,831	N/a
2007/08	4,617,070	79,924	N/a
2008/09	4,528,160	79,846	3,855,995
2009/10	4,735,600	73,650	3,718,388

The chart shows the trend in visitor figures since 2001/02 to 2010/11, bearing in mind that 'magic eye' figures have only been recorded since 2008/09.

**(Source: data gathered locally by individual library branches)**





## VOLUNTEERS

In the year 2009/10 836 volunteers provided 36,474 hours of their time assisting with activities such as the Summer Reading Challenge and the At Home Library Service. In addition, some volunteers came to libraries as work experience placements or as part of the Duke of Edinburgh Award scheme.

(**Source:** data gathered locally by individual library branches)

### 4.3 Mobile libraries, At Home Library services and Community Outreach

This section summarises the current position with mobile library services, with the At Home Library Service and explores the new concept of Community Outreach Services.

#### **Key points:**

- The mobile library service is a relatively expensive way of delivering a necessarily restricted version of the library offer to people. Although the service is valued for its convenience and reach into rural communities by the people who use it, not all stops are well used,
- There is duplication of service provision in towns and in some villages where there is already a library. There are savings to be made by removing duplication, and by moving to a monthly service so that the service's reach remains broadly similar to now, but can be delivered by fewer vehicles
- A review of the mobile service is recommended to address these suggestions. This should also take into account ideas from the consultation about outreach activity from libraries to expand the library offer, use new technologies, and offer more volunteering opportunities.

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- This should be done in parallel with a maturing vision and plan of how the community outreach services to individuals who cannot get to a library might develop.

### **Introduction:**

Suffolk is a rural county, and provides mobile libraries as part of its provision to people living in areas which are not directly served by a static (building based) library. This includes stops in locations ranging from remote rural hamlets to urban/suburban housing estates.

The library service currently offers support for individuals who cannot get to the library, through the At Home Library Service.

In this section we explore some of the background to these two services, review their impact, question if they are effective at delivering the full library offer, and explore a new model for future library provision- community outreach

### **Mobile libraries: What they do, and user feedback**

There are six mobile libraries in the fleet, plus one vehicle kept as a spare. They make 630 stops at 361 communities, calling at each stop once a fortnight.

All the vehicles are connected to the county council ICT network via a satellite uplink. Access to the online library management system allows issues, returns, renewals and requests to be logged live. Public internet access is available, although this is not well used.

#### The mobile library service

- Takes a council service and presence to locations that do not have easy access to static service points.
- Are a contributor to addressing community isolation
- Reach particularly older people and some young children. In doing so they encourage literacy and a love of reading as a leisure activity.
- Provide a physical access point to wider council information and services to locations where this is not otherwise available.
- In some places act as a social focus where people can meet and in doing so contributes to social cohesion.

Although, by definition a service delivered from a vehicle once a fortnight cannot replicate the full offer available from a static library, the service is highly valued by many of its users.

The mobile library routes underwent a major review in 2006, and a number of longer “community” stops were introduced. The aim was that people would

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have longer to use the mobile library facilities, including the newly-introduced internet enabled laptops. We also approached other organisations to offer the use the mobile library as a base for their own community activities, either travelling on the vehicle, or meeting it at a number of community stops. It proved more difficult than we anticipated to overcome logistical difficulties. The police meet the mobile at some stops as a community outreach activity and we would be keen to re-address the difficulties that prevented the use of mobile libraries to deliver a wider set of services and add extra value to the service.

The March 2010 Public Library User Survey (PLUS) identified the following elements of the service as being particularly valued:

- The loaning of books, CDs, DVDS and other stock items. A limited range is held on each vehicle, but mobile library users have access to the entire catalogue of stock held in the countywide network.

*“Friendly and helpful. Obviously the mobile service doesn’t carry as many books as other libraries, but books can be ordered and have always arrived when promised. A great service, much loved.”*

- Community focus/ social interaction. Particularly in the more remote parts of the county, in locations not serviced by a shop, pub, etc, the mobile library visit provides a focal point for the community. In some stops, other services have been programmed to coincide with the mobile visit, for example visits by the local Community Support or Police Officer.

*“This service is necessary in such a rural community, since it serves our leisure needs and acts as a social focus.”*

- Access to library services in rural, potentially isolated locations.

*“The mobile library is an essential community service in our rural area – which is so poorly served with buses – i.e. one a week!”*

- The service is seen as particularly valuable to older residents who may not have access to transport.

*“Although it is impossible for a mobile library to provide the resources a main library does, it is a valuable life line to elderly people living in the countryside”*

The Spring 2011 consultation on the future of libraries included 400+ responses which directly referred to mobile libraries. These included some which suggested mobile libraries as an area of potential saving, but the majority stated the value of the service. Some also suggested the mobile library service be enhanced further to replace the service currently provided by some of the smaller static libraries.

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*“Mobile library is essential for those residents that have limited access to transport - whether private or commercial and should be extended to replace community libraries. Existing mobile provision should be expanded and should offer services for other organisations” .*

### **Mobile library use**

The Mobile Library Service currently has six area based vehicles and one back-up vehicle. The vehicles follow regular schedules made up of stops of between 10 minutes and 2 hours 45 minutes. The average ‘open time’ of a mobile library is 43.7 hours per fortnight.

Use varies between individual mobile library stops, with registered users per stop ranging from 1 to 92. An estimated 6,927 visits to mobile libraries are made per year.

The trend in loans has been downwards over the last 10 years, a 40% decrease from 333,459 in 2001/02 to 201,237 in 2010/11, although the five year trend has been one of slightly increased borrowing (up by 88,000 in 2010/11 from 112,989 loans in 2006/07).

However, these recent statistics may reflect the introduction of more reliable technology for managing and recording loans as much as an increase in actual usage. With this in mind, it seems that there has been recently at least a steady maintenance of borrowing, against a longer term trend of decline.

Visits to mobile libraries have declined by 36,744 (32.46%) over the last ten years, and have held steady in the last five years at about two thirds of the 2001/02 total.

Only 37 public internet sessions were booked on mobile libraries last year, representing 0.1% of the sessions available. This is probably a combination of many stops being too short to allow anyone using the internet in any meaningful way, and a lack of demand for internet access delivered in this way: those with internet access at home won't need it on the mobile, and those without will need more assistance than it is possible to provide on a single-staffed vehicle.

The published financial data in the 2010/11 budget states an estimated cost of the service of £588,889 per year, based on direct budgets and apportionment of central costs. This equates to £7.70 per use (where the unit of use is one visit), compared to an average £2.51 for static libraries.

In the Spring 2011 consultation there was a clear message from respondents that they valued their library service for much more than books, in particular for

- a shared space where they feel safe to help them address loneliness and social isolation
- help with learning and skills and finding a job
- activities which support health and well being

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- information and internet
- and the hiring of films, DVDS and CDs

A mobile library provides valued access to books, support for reading and literacy, and in a limited way offers a space for interaction and support. However it can only offer limited access to the full library offer. Mobile libraries are also an expensive service, compared to static libraries, especially when use is low, or it duplicates other provision.

In the next section, we consider options for reducing the costs but maintaining the reach of the service to communities.

### **Options for the future of mobile libraries.**

#### *Option 1`remove duplication where stops in Villages and Towns currently served by a Static Library*

- Currently a number of mobile library stops occur in villages or towns where there is a static library. . By removing this duplication of service a reduction in stopping time of just under 40 hours per fortnight could be achieved.
- Although in actuality these 'duplicate' stops are spread between the 6 vehicles' routes, the amount of hours spent at them is the approximate equivalent of the full schedule of one vehicle. So, theoretically, retaining the 2 weekly schedule, without these stops, the current areas could be covered with 5 vehicles.
- These calculations do not take account of travelling time between stops. Fewer stops being redistributed between fewer vehicles would mean each vehicle covering a larger geographical area and so travelling longer distances.

This option includes stops which fall within the areas of greater Ipswich (such as Rushmere ), Lowestoft (such as Carlton Coleville, Pakefield ) and Bury St Edmunds. .

#### *Option 2: Changing the frequency of Stops*

- On its most simple level, maintaining all current stops and changing to a 3 weekly or monthly schedule would maintain the reach of the mobile, while reducing the number of vehicles needed:
  - by one vehicle if 3-weekly stops were introduced
  - by two vehicles if monthly stops were introduced.
- By increasing the geographical area covered by a single vehicle the distances travelled and time spent travelling would increase, so there would need to be some reduction in the number of stops or the time spent at stops to accommodate this.
- Reducing duplication by removing stops in places where there is also a library, and changing to a 4 weekly schedule, subject to travelling times etc, would mean the service could run on approximately 2.5 vehicles. In

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reality, and allowing for travelling time, there would be a requirement for 3 vehicles.

- Norfolk Libraries currently operate on a monthly schedule, with relatively short stops. They cover 2000 stops using 12 vehicles, one of which exclusively visits locations such as care homes and sheltered housing.

### *Option 3 : investigate other ideas for change*

- Other approaches might include a review of stops which are used by very small numbers of people, removing and consolidating multiple stops in a village, and developing a minimum use criteria.
- Based on a sample of 629 users, an estimated 36% of people registered as mobile library users also actively use a static library, either in addition to the mobile or exclusively. This could put into question the need for the mobile service to these individuals.
- However, this duplicate use is not focussed in any specific locations or across any definable geographic pattern. Because this seems to be spread quite evenly between stops and libraries and across the range of socio-geographical settings, it would be difficult to define any reduction in service based on this.

In the longer term the further development of remote, online access to book stock and information sources may well become a viable alternative to mobile libraries in providing service to remote, isolated communities. However, issues such as limited broadband access and availability along side the older demographic of the mobile user base mean this on its own would not be a viable replacement at present.

A number of the community organisations expressing interest in the governance of specific static libraries have also proposed tentative ideas around providing some kind of 'community outreach' service by which volunteers take selections of materials to more rural, isolated neighbouring community locations (village halls etc) on a regular schedule. This is something that would need further exploration, but it is indicative of there being potential creative alternatives possible. We explore this further in the section on community outreach.

Any removal or reduction of service to community, even where there is duplication of provision, or little evidenced need or use, would require further consultation.

### **At Home Library Service**

The At Home Library Service (AHLS) is a volunteer-delivered service to take books, spoken word and information to people who are unable to visit a library or a mobile library because of illness or frailty. The service has been contracted to the WRVS since 2009 and is supported by local library staff and a county-wide co-ordinator in Suffolk Libraries. The current contract will finish in November 2012.

Responsibility of the operation of the service is split as follows :

**Suffolk Libraries** – strategically: manages the contract as part of SCC's statutory duty to provide a comprehensive and efficient library service; provides overall direction. Operationally: provide equipment for volunteers (baskets, bags etc); stock catalogues; accurate web pages; organise AHLS reading groups and writing projects; monitor performance including exceptions logging; process reservations and information requests from AHLS customers; support volunteers to use library services; pass referrals, enquiries, complaints and requests for service onto WRVS and promote the service locally and county wide

**WRVS** – recruitment, management and training of volunteers, arranging CRB checks for volunteers; route management; producing route packs; communication with volunteers; travel claims; insurance; ensuring service delivery and covering volunteer absences, managing applications for the service from potential customers, dealing with complaints and queries, gathering and supplying management and performance data to SCC, promotion of the service countywide

Around 2,200 people received the service last year, delivered by about 300 WRVS volunteers. There is an element of turnover as customers die or cease to need the service for other reasons, so an average of about 1600 people receive the service at any one time. This compares to about 2,400 people in 2001/02.

The cost of the service is made up of the contract payment to WRVS, which pays for a Service Co-ordinator, volunteers' travel expenses and a management fee, and the cost of a member of library service staff who focuses on promoting the service across the county, supporting library staff with advice and direction, and acting as the operational link with the WRVS.

Since 2009, the volunteers have also been expected to provide additional information on Homeshield, befriending and other services available to people who are unable to easily get out of their home. There is also a programme of AHLS reading groups, where customers are brought into libraries to discuss books and reading, providing them with valuable social and mental stimulation.

In October 2010 97.85% of customers were satisfied with the service and 98.28% had attended a reading group session. They said:

*'this is a wonderful service. I have been unable to visit the library for many months as I have been looking after my husband and I am not too well myself. I really need books to help me relax, particularly when I go to bed. The volunteers know exactly which books I prefer';*

*'I can lose myself in a good book and generally forget my pain and discomfort. The books open doors to another world for me. Without the home library, life would be much poorer. The volunteers do an excellent job of stimulating the mind'.*



There have been a number of creative writing projects funded partly or fully through Artlink, where AHLS customers have worked with pupils at local schools and a facilitator to produce collections of poetry, fiction and reminiscence. By working together, older and younger people have found that intergenerational barriers have been broken, and each has benefited.

There have also been links in some places with Top Time Groups, where AHLS customers have been brought into the library, often by volunteers from the more active Top Timers, to share in the activities that the self-governing group has organised.

There are concerns about the ability to grow the service from its current capacity. In an aging population, it is clear that the number of potential customers for the service is much greater than the current take-up. While a county-wide, top-down approach to managing volunteers has benefits in terms of simplicity and efficiency of scale, it may be that a more localised approach, delivered through libraries might be more flexible and encourage more local arrangements.

The current model provides social benefit to both the customers and the volunteers but tends to be older people taking the service to other older people.

There is almost no take up from black and minority ethnic users, either to receive or to deliver the service. It is disappointing that the service reach is less representative than almost all other library-provided services.

The experience of working on intergenerational projects involving AHLS customers has been that there is a social benefit for both young and older people. A more locally-owned, place based approach may well drive a new model for the delivery of services to people unable to reach a library. Future opportunities may lie with new governing bodies, Friends of Library Groups, local befriending and / or other third sector organisations such as Age UK or care providers.

Although the “books on wheels “ service is highly valued by its current customers, it has limited opportunities to deliver the full range of library services, and the added value is often provided through the extra services and projects based in libraries.

### **Community outreach**

Consultation responses have reinforced how important the full offer of library services are, and in particular for children and vulnerable people of all ages.

Some of the consultation responses also suggested that volunteers might help to reach out to people in isolated circumstances or places either taking materials to them, or taking people to the places where a full offer is available. This would be especially important for those who want to meet and connect

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with others for social interaction, for stimulation and for group activities, which may be about learning, reading or peer support. A delivery service to them in their home would not deliver this benefit, and is only providing them with a partial service. The offer outlined here is named community outreach.

Community outreach services could be relevant to people from a variety of ages, circumstances and interest groups. They might reach out to people who are in communities connected by geography, age, needs or interests. This might include a group of people who each want to learn computer skills, or get to a reading group, Top Time session, or a Tot Rock session, or visit the library on market day to combine shopping, meeting and borrowing.

It may be that the community outreach model might work better for the type of added value service from, for example, Police and Health services, that was previously attempted on the mobile library.

Over time this service is likely to develop and gradually replace other more traditional delivery methods, such as the mobile library service and the At Home Library Service. We recognise that the outreach service has first to develop, and it must do this with local involvement, and ideas, as it will be based on local definitions of what local people want.

### **Summary and Conclusions**

The mobile library service is a relatively expensive way of delivering a necessarily restricted version of the library offer to people. There are savings to be made by removing duplication where a mobile library stops in a community that has a static library, and by moving to a monthly service so that the service's reach remains broadly similar to now, but can be delivered by fewer vehicles. A consultation is recommended to seek a response to these proposals.

Further work is also required to review mobile library routes, the pattern of stops and the frequency of the mobile service in more detail and to examine ideas from the consultation about outreach services. This should include looking at creative and innovative ways to expand the library offer, to harness new technologies including downloaded books, and to maximise volunteering opportunities.

This should be done in parallel with and in the context of the new Vision for library services overall. It is expected that creating a robust community outreach services to individuals who cannot get to a library might take some years to develop and embed.

### **4.4 Collections outside libraries**

This section describes library collections outside of the network of provision described above which are provided for a more specific customer group.

### **Children's Centres**

There are 48 children's centres in Suffolk, and each of these has a collection of library books for young children and their parents. The county council's children and young people directorate funds these to encourage children's reading, literacy and family learning at the earliest age with families in deprived areas who need help and support. These collections are linked to the Suffolk Library Network and offer a bridge into mainstream library use.

Children's Centre collections are not open to the general public as the centres have to manage safeguarding issues, and the safety of the children through controlled access to the buildings.

### **West Suffolk House**

The county council and district office in Bury St Edmunds has a small collection of books for the public to use and borrow. It provides this in an area of the town, which is 1.4 miles from the main library. Its target customers are vulnerable people, often on disability, out of work or other benefits who visit the building to claim benefits, enquire about council services and pay for services.

There are 1800 books in the collection, and in 2010/11 1839 titles were borrowed. Staff at reception oversee the books and do all issue or return. The costs of providing collection are minimal; estimated cost is £370 per annum.

### **The Schools Library Service (SLS)**

The Schools Library Service (funded by buy-in from schools) supplements schools resources with topic collections, advice and support and in some cases collections of new books. The specialist resources are separate from the general public library stock, being chosen to both support the curriculum and help pupils improve their literacy skills. Resources are held in schools on both long and short term loan and are exchanged regularly.

SLS Advisory Librarians work in schools to help Headteachers and Governing Bodies maintain and develop their own libraries. They also work with pupils and teachers to introduce them to a wide range of books that promote reading for pleasure and to find information.

### **Prison Library Service**

Suffolk has five prisons: Blundeston, Hollesley Bay, Edmunds Hill, Highpoint and Warren Hill Young Offenders Institution. Access to a prison library is a legal right for prisoners, and all five commission the delivery of library services from Suffolk Libraries.

Each prison has its own Prison librarian, and in three prisons there are prison library assistants with contracted hours. In all prisons there are opportunities for prisoners to work in the library as part of their duties. SCC employs all paid prison library staff, and recharges all their costs to the individual prison. Prison

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librarians report to a senior manager in the library service for all library-related and external matters. They also report to a senior manager in their prison for internal and disciplinary matters.

As well as a book lending service, prison libraries support prisoner rehabilitation by providing information that supports work elsewhere in the prison on training, skills development, literacy and readjustment to society. Many prisoners have below average reading ability and several successful projects have focussed on prison libraries as a means of developing literacy and life skills. The Big Book Share, for example, helped to encourage reading skills development and, by recording prisoners reading for their children, to reinforce their bond with their families.

Prison library stock is bought through the public library stock unit, in order to make use of the significant discounts available to Suffolk Libraries. Prison stock is not available outside the prison as it belongs to the prison. Public library stock does not circulate to the prison. Prisoners and staff may request items from Suffolk libraries, or from other library user services and British Library.

Staff and stock costs are paid for by the Ministry of Justice (MoJ) in the form of a capitation fee paid to the prison. For budgeting purposes the money available to each prison is top sliced to reimburse the public library for stock support, and senior management time. The amount available varies each year according to the prison population at the time the capitation fee is set. SCC retrospectively recharges for full prison library staffing costs monthly. Full stock costs and the management fee are recharged towards the end of the financial year.

IT support for prison libraries varies. All the prisons in Suffolk use a stand alone library management system that they pay for and support independently of Suffolk Libraries; four out of five have an SCC networked staff PC providing internet, Outlook and Open Galaxy (the LMS used in Suffolk's public libraries) that is provided by CSD. One off and change management costs are recharged by CSD via Suffolk Libraries, and the charge is passed on to the prison.

The projected total cost for recharge by Suffolk Libraries to prisons this year is £255,225. This covers all contracted and relief staffing with associated costs, stock and stock management charges. It is unlikely that the hidden cost of senior manager time and travel required to support and manage prison librarians is fully recovered by the top slice, as this has not routinely been logged and there is no agreed mechanism for charging on a "per use" basis.

Engagement between each prison and the public library service is governed through a service level agreement. The MoJ attempted to develop a model SLA, but the process stalled. Suffolk uses an adapted and simplified version.

It has not yet been possible to agree a robust full cost recovery model that transparently shows the management charge to each prison, but work on this

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is now a priority.

The aim this year is to renegotiate the Service Level Agreement with each prison to ensure that the top slice represents the full cost of public library staff support, as well as a reasonable return.

The aim during 2011/12 is to renegotiate the Service Level Agreement with each prison to ensure that the all costs are reimbursed, and the SLA generates a reasonable return for the Council.

The countywide business unit or Council-owned/independent company/enterprise would expect to manage this SLA in future.

### 4.5 Library Opening Hours

This section presents options on changes to library opening hours. It includes

- The current position
- How Suffolk libraries meet the Public Library Service Standard
- Principles
- Ideas arising from the consultation
- Options around clusters, removing poorly used opening hours (weekday, evening and weekend), paid opening and volunteer opening

#### Key points

- Opening hours for libraries should be maintained and even increased if possible, and should suit the needs of the local community, for a library service which is more than just books
- Any particularly low used hours should be removed, after consultation with the local community
- There are some innovative ideas from the community which include clusters and volunteer contributions which might extend opening which should be explored

#### The Current Position

Library opening hours across the county are varied and cover a large portion of the week. This table shows the total number of hours per week each library is open.

Library	Hours open per week
Aldeburgh Library	33.5
Beccles Library	50
Brandon Library	39
Bungay Library	45
Bury St Edmunds Library	64
Capel St Mary Library	28.5
Chantry Library	38.5

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Library	Hours open per week
Clare Library	26.5
Debenham Library	16
Elmswell Library	30
Eye Library	31
Felixstowe Library	52
Framlingham Library	35.5
Gainsborough Community Library	52
Glemsford Library	21.5
Great Cornard Library	52
Hadleigh Library	46
Halesworth Library	39.5
Haverhill Library	51.5
County Library Ipswich	61.5
Ixworth Library	25
Kedington Library	25
Kesgrave Library	28.5
Kessingland Library	27
Lakenheath Library	27
Lavenham Library	24.5
Leiston Library	36
Long Melford Library	16
Lowestoft Central Library	61
Mildenhall Library	43.5
Needham Market Library	31
Newmarket Library	50
Oulton Broad Library	38
Rosehill Library	45
Saxmundham Library	31.5
Southwold Library	39.5
Stoke Library	21
Stowmarket Library	52.25
Stradbroke Library	20
Sudbury Library	56.5
Thurston Library	24
Westbourne Library	44.5
Wickham Market Library	20
Woodbridge Library	51.5

Before 2003, Suffolk's library opening hours were poor compared with other library authorities and the Public Library Service Standard (PLSS). They were restricted to weekdays, with most libraries only opening for one evening session. In 2003 the County Council provided additional funding for the library service to extend its opening hours, and they increased substantially. By 2003/4 every library was then open for at least two evening sessions, and on Sundays.

### **Public Library Service Standard**

In 2001 the Department for Culture Media and Sport (DCMS) introduced the Public Library Service Standards. Although they are no longer used by the DCMS, they act as a reference for the recommended opening hours across an authority based on population. According to the last set of published standards (2007/2008)<sup>26</sup>, the recommended standard in 2008 was 128 hours per 1,000 population.

The current population figure for Suffolk is 714,000. Based on a service of 44 public libraries – the current standard achieved by Suffolk is 120 hours/ 1,000 population. With the population of Suffolk rising and the reductions in budgets, it will be a challenge to keep pace with this standard.

### **Consultation Feedback**

Many ideas regarding the opening hours of libraries have been suggested throughout the consultation process, both through Expressions of Interest (EOI) and responses to the consultation documents. These include having

*'a more streamlined approach to opening hours based on current usage',*

*'co-operation with other community libraries to share library staff for holiday cover, sickness etc'*

and

*'the possibility of clustering....to share costs and strengthen service'.*

Many responses have said that it is better to reduce opening hours than close libraries.

Options around clusters of libraries, removing lower used opening hours across the week and having a combination of paid staff and volunteer opening have all also been suggested.

One of the suggested clusters from the EOI documents is that of Elmswell, Ixworth and Thurston libraries – the Ixworth EOI suggests a 20% reduction in opening hours but through linking the opening hours at Thurston and Elmswell still ensuring that there would be a spread of opening hours across a small geographical area.

Other suggested clusters which have been identified in the EOI documents include:

- Glemsford, Clare, Lavenham and Long Melford, or a combination thereof.
- Wickham Market, Saxmundham, Leiston, Stradbroke, Aldeburgh and Framlingham.
- Saxmundham, Aldeburgh, Leiston and Framlingham
- Bungay, Beccles and Halesworth

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<sup>26</sup>

[http://webarchive.nationalarchives.gov.uk/http://www.culture.gov.uk/reference\\_library/publications/3662.aspx/](http://webarchive.nationalarchives.gov.uk/http://www.culture.gov.uk/reference_library/publications/3662.aspx/)

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- Ixworth Thurston and Elmswell
- Eye Debenham and Stradbroke
- Chantry, Gainsborough, Rosehill, Stoke, Westbourne, Ipswich County, Capel St Mary and Kesgrave Libraries, and combinations of these such as Rosehill, Westbourne and Stoke

Where it has been suggested that the library opening hours could be reduced to make staff savings, it may be possible to suggest that communities are able to retain or extend opening hours by use of volunteers and 100% self service sessions.

Some proposals also suggest the co-location of services, such as '*Strengthening the links between the village and Parish Council by providing the Parish Clerk with a desk within the Library*'. This provides the perfect opportunity for extended library hours through a self-service facility when the building is in use by the Parish Council. The co-location of two services and extended self-service is currently in place in Lavenham Library, where the self service machine is located in the foyer of the Village Hall – this means that a library checkout and return service is available whenever the Village Hall is open for public access.

It is important that any library has opening hours that reflect the needs and wants of the local community. This includes the sort of opening hours needed to deliver the sort of library service customers want. In Suffolk people have said that library services should be about reading and books, but also about a much wider range of social and information services. These sorts of services indicate the need for longer rather than shorter opening hours. At the margins, there are some library opening hours that are no longer used sufficiently.

Before any decision is taken with regards to amending opening hours there should be a consultation with the local community to inform any decision on how library opening hours are spread over a week.

### **Summary and Conclusions**

- In general terms the current levels of opening hours should be retained and even increased if at all possible, and if supported by the local community and library customers.
- Any particularly low use hours should be removed, subject to consultation.
- Community organisations could explore creative opportunities for increasing the use of and access to the library building, optimising self-service, and community involvement.
- Opening hours should reflect the needs and wants of a community, with allowances for evening and weekend sessions.
- Community consultation should be undertaken when amending any opening hours.
- The clustering of libraries across geographical areas could be explored.
- Self service and volunteer led sessions could be considered



## 4.6 Marketing

This section summarises national and local research on marketing of library services, considers some of the challenges and suggests some ways of addressing them.

Key points:

- libraries are a trusted and well-loved brand, nationally and locally
- many people are not aware of the full range of services on offer
- marketing of the local library services will be an important feature towards their success
- marketing needs to be targeted, regular and use modern methods including social media
- there should be a focus on marketing to communities where the Needs Analysis indicates lower use.

### **MLA research- what people want from their public libraries**

In 2010, the Museums, Libraries and Archives Council (MLA) commissioned a research project into *What people really want from their local library services*.

This national research<sup>27</sup> identified that libraries are a dearly loved brand, that they are especially valued for their support for books and reading, that even people who rarely visit them regard them as precious for themselves and for society as a whole.

Its key findings were

- libraries are trusted, valued and relevant
- they cross all social divides, and attract a wide range of users, of all ages
- the wide range of users want different things
- technology is an ongoing opportunity and a challenge
- some potential users are just not aware of the variety of library services and these need to be better marketed ( e-books are a good example of this)

The report recommended that libraries

- market and build awareness of the full range of services they offer
- dedicate resources to marketing – it will reap rewards
- grow the offer by building on the brand
- experiment with new ways of marketing- digital marketing using social media for example
- involve users in managing the space

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[http://research.mla.gov.uk/evidence/documents/what\\_public\\_want\\_from\\_libraries\\_practitioner\\_guide\\_0112b12\\_2010.pdf](http://research.mla.gov.uk/evidence/documents/what_public_want_from_libraries_practitioner_guide_0112b12_2010.pdf)

### **Suffolk research**

In 2009 Suffolk County Council commissioned local market research<sup>28</sup> to find out what the experience of using a library was like if you were:

- a family carer
- learning disabled,
- physically disabled
- an older person
- someone with mental health issues.

We learned from this, again, that the library was highly valued for the opportunities to learn, interact, connect and for books and reading opportunities. The people who took part also valued the library as a regular part of their routine, and they felt safe there.

However, a key message from this research was that many people were not aware of all the services on offer, and sometimes weren't even clear about when their library was open, reinforcing the need for some basic marketing about what services are available and when libraries are open. .

### **Suffolk Spring 2011 consultation on the future of library services**

Thousands of people responded to the consultation and told us of their passion for their libraries, for reading and books, and the whole range of services on offer. They also told us how important libraries were to local communities, as hubs and as anchors.

There were some creative and innovative ideas for new services, including the development of outreach from a library to people who may be isolated, lonely, or vulnerable.

Some replies also suggested that more people would use the services if they knew what was on offer.

### **Finding of Needs Analysis**

In 2010/11 analysis of the Suffolk library borrowers database using the ACORN analysis tool, found that borrowers come from almost all socio-demographic groups and types. The analysis highlighted above and below average use. In general the groups with lower use are older affluent people in detached houses, students and all most lower income groups.

Wherever possible more detailed information and granular analysis will be undertaken for each library catchment area in order to provide insight and intelligence to support local marketing of library services

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<sup>28</sup> <http://www.researchingpeople.org.uk/projects/entry/libraries-consultation-with-marginalised-groups>

## **Challenges to be overcome**

### ***Developing a more sophisticated approach which uses modern methods***

- Marketing in the past has often relied on a single approach aimed at all user groups. The diversity of people who use the library for a variety of purposes means that people are less likely to be influenced by a general message.
- Future marketing should be targeted at particular groups, such as parents, young people or older people with a message which appeals to them and their life-stage or lifestyle. Social media has much to offer here, as it is very cheap and quick to use. Local libraries could use Facebook pages and Twitter to keep their local populations in touch with what is going on.
- If new services are to develop, they must be marketed to the groups at which they are targeted.

### ***Keeping it up***

- One-off campaigns and leaflet drops have less impact than a regular drip feed of marketing activity. This could be linked to a regular programme of events, and happenings, backed up by social media which keep up the buzz.
- These are more likely to have impact if they have a local profile, and have local people driving them.

### ***Don't forget the basics***

- Is it easy to find out when your local library is open? It's often assumed that people know that a library may be open on a Sunday but not on a Monday
- All the national and local research suggests that lots of people are not aware of how the library service has modernised over the years- internet, ebooks, and self service.
- More people read their local parish, village and town newsletters than buy a local paper, and these are often desperate for copy, so local libraries could and should make more of this free opportunity.

### **Support for marketing**

Local community groups and local staff are likely to be best placed to market library services in their community. They should be supported by a central service with advice and practical tools such as templates for publicity, and a framework contract from which to buy professional advice.

## 5. RESOURCES

This section includes

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5.5	Stock	Page 121

### 5.1 Property

This section sets out the position regarding current and future use of property to support the provision of library services, including:

- Schedule of libraries indicating ownership and relevant property information
- Options with regard to future property ownership
- Considerations for assessing future asset transfer
- Recommendations

#### Current property position

The 44 static libraries in Suffolk occupy a mix of both freehold and leasehold properties. The detail is shown in tables at the end of this section.

The County Council owns the freehold of 30 of the library buildings. In most cases these buildings are occupied exclusively by the library but in some cases there are other Council services, or groups external to the Council, that use the buildings.

The remaining 14 static libraries occupy properties on a leasehold basis. This is either exclusively by way of a lease, or where shared with other users by way of a licence.

There is, naturally, a variation in the age, suitability and condition of the library buildings across the County. Many have undergone substantial refurbishment in recent years; Lowestoft and Felixstowe libraries have won awards for these and Gainsborough Library had a recent refurbishment with lottery funding.

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The Council is solely responsible for the repair and upkeep of its freehold library buildings. Responsibility for leased buildings varies according to the individual agreement.

Resource Management (Corporate Property) holds the budget for the running costs of library buildings including utilities, insurance, rent (where applicable), business rates and maintenance.

### **Options for future property ownership**

The way in which property is owned and managed in the future will to a large extent depend on the structural model that is adopted for delivery of the library service. However, property may play an important role in assessing and evaluating the options.

The property options that are considered will need to support the Vision, and access and structural models for the service, whilst having consideration for the required budget savings targets for the County Council.

Future library services may be run from existing or new premises, or by other means. In considering options it is important that property proposals do not unnecessarily tie the service to the existing properties. For example if communities are to be encouraged to take responsibility for running and shaping/developing the library which serves them they should not be unnecessarily constrained in their ability to make innovative changes by property restrictions.

There are three broad options for property ownership in line with potential structural models:

- Option 1 – Retain ownership and occupation within SCC
- Option 2 – Transfer some or all property to new company or enterprise
- Option 3 – Retain within SCC pending transfer to local communities

**Option 1** would be the default position where libraries are provided by an in-house business unit. It is not an option that promotes local solutions for better or more innovative use of assets, or other recognised community asset transfer benefits.

**Option 2** would be the default position where all libraries are provided by a new enterprise or company. There are a number of reasons against the transfer of property assets to such new organisation.

- The Council would forego flexibility in terms of future asset management and service delivery
- It would incur transfer costs including potentially Stamp Duty Land Tax
- There may be a lack of expertise in a new organisation to manage properties (including statutory compliance etc) although these could be bought in

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- Diseconomies of scale may exist with property management in the new organisation as against management with the rest of the Council's properties
- Opportunities for business rate savings would be limited, although this would depend on the constitution of the new organisation (e.g. Registered Charities receive mandatory rate relief whereas for other types of organisation this may be discretionary). It is also important to note that business rates are payable according to the user/occupier of property, (not necessarily the owner)
- There may be difficulty in dealing with multi-occupied properties, e.g. Saxmundham library which is part of the Council's office complex

**Option 3** would support the provision of libraries by local communities. It also has the potential to support the proposed Vision for the future of library services in the best way.

Option 3 would retain properties within the Council and actively manage them with a view to transferring them to communities at an appropriate time, when the Council is satisfied that a community is willing and able to take them over.

The transfer arrangements under Option 3 can be tailored to suit individual site and user requirements.

### **Considerations in asset transfer**

Where the preferred delivery model involves the transfer of property assets there are various methods by which the County Council can transfer premises, including freehold (with or without restrictions), leases and licences.

The method and terms of transfer used would vary according to individual circumstances and specifically would need to have regard to whether the premises are judged to support part of the Council's statutory library provision. The Council may need to be able to recover the premises in the event the service stops, or falls below minimum requirements and therefore may grant a lease (of freehold premises) to a new provider. Such lease may be conditional on the provider meeting agreed requirements for minimum service provision. Where premises are not judged to support part of the statutory service freehold transfer may be an option depending on other considerations set out below.

Options for the transfer of leasehold premises will vary according to constraints of individual leases or licences.

Other factors that need to be considered are as follows:

- The nature of the Council's current ownership, restrictions on title and third party interests
- The nature of the party seeking to take the premises, their powers, aims and objectives

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- Whether there are other Council or third party occupiers or functions currently at the premises
- In the case of transfer at nil or below market value, the opportunity cost (e.g. for generating capital) of transferring the site.
- The impact of any proposed transfer on adjoining SCC property
- The scope/extent of the transfer (e.g. if it extends beyond the library boundary) and whether it forms part of a wider community asset transfer
- The suitability and condition of the buildings
- Details of the business case and likelihood of the proposals supporting a sustainable service

The option exists to dispose of property at less than market value if the sale or transfer contributes to the economic, social and environmental well being of an area or otherwise offers value to the authority and the value is less than £2m (General Disposals Consent).

There is a clear procedure for deciding less than market value transfers which must be followed which includes appropriate authorisation of the transfer, together with a clear audit trail of how the decision was arrived at and justified.

Where the review of the library service results in the sale of any current library buildings, the sale proceeds may, subject to consultation with the appropriate Portfolio Holder, be ring-fenced for reinvestment in the library service.

In the case of libraries that occupy buildings alongside other users there are methods by which whole or part of premises may be transferred to reflect the ongoing use and occupation of the building.

These considerations are the principles upon which future transfers should be assessed on a case by case basis.

### ***Supporting information for this section.***

**Table 1 – Freehold Libraries**

<b>Library</b>	<b>LDF class *</b>	<b>Exclusive or shared use of building</b>	<b>Comments</b>
Aldeburgh	T	Exclusive	
Beccles	T	Shared -LEAP Centre	
Brandon	T	Shared - Children's Centre and Community Centre	
Bungay	T	Exclusive	
Bury St Edmunds	T	Shared –Café Libra, Children's Centre, LEAP Centre	Meeting rooms
Chantry	MC	Shared -Children's Centre	Shared site & services with Stone Lodge
Eye	T	Exclusive	
Felixstowe	MC	Shared – Café Libra	
Framlingham	T	Exclusive (County Arts Officer	Underused 1 <sup>st</sup>

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Library	LDF class *	Exclusive or shared use of building	Comments
		occupies small part of 1 <sup>st</sup> floor of building)	floor.
Gainsborough	MC	Shared- Café Libra	Meeting rooms & sound studio
Great Cornard	T	Shared in school	
Hadleigh	T	Exclusive	1 <sup>st</sup> floor meeting room
Halesworth	T	Shared –p/t Registrar	
Haverhill	T	Shared – Burton Centre	
Ipswich	MC	Exclusive	Meeting rooms
Lakenheath	KSC	Exclusive	
Lowestoft	MC	Shared -Record Office, Navigator, LEAP Centre	Meeting room
Mildenhall	T	Exclusive	Shared boiler with clinic
Needham Market	T	Exclusive	
Oulton Broad	MC	Exclusive	Empty flat, outbuildings and hall
Rosehill	MC	Exclusive	
Saxmundham	T	Shared part of County Offices	
Stoke	MC	Shared in school	
Stowmarket	T	Exclusive	
Stradbroke	KSC	Shared - formerly with Youth, and offices now part vacant	
Sudbury	T	Exclusive	Meeting room
Thurston	KSC	Shared - school 6 <sup>th</sup> form	
Westbourne	MC	Exclusive	
Wickham Market	KSC	Shared –Wickham Market Partnership	
Woodbridge	T	Exclusive	Meeting room

\* LDF classification MC Major Centre  
T Town  
KSC Key Service Centre



**Table 2 – Leasehold Libraries**

<b>Library</b>	<b>LDF class</b>	<b>Exclusive or shared use of building</b>	<b>Comments</b>
Capel St Mary	KSC	Shared- part of Community Centre	
Clare	KSC	Exclusive	
Debenham	KSC	Exclusive	
Elmswell	KSC	Exclusive	
Glemsford	KSC	Shared –part of Community Centre	
Ixworth	KSC	Shared – part of Village Hall	
Kedington	KSC	Shared – part of Community Centre	
Kesgrave	MC	Exclusive	
Kessingland	*	Shared- part of VSH complex	
Lavenham	KSC	Shared- part of Village Hall	
Leiston	T	Exclusive	
Long Melford	KSC	Shared- part of Church	
Newmarket	T	Exclusive	
Southwold	T	Exclusive	Further lease for access ramp

\*Kessingland is not designated as a KSC but meets all the criteria

## **5.2 Information and Communications Technology (ICT)**

This section describes and considers the role that technology plays in the delivery of the library service.

### *Key points:*

- People's engagement with the written word is changing, and will continue to do so. Part of the role of libraries is to use technology to facilitate engagement in the way that best suits the individual.
- Libraries use technology to help people to best help themselves
- Communities might choose different sources for the supply of their ICT equipment and internet access
- The Library Management System could be supplied at less cost to the county council, and in the future will be web based so it can be supplied flexibly and on a variety of equipment
- We hope to arrange for people to use the county council's own high speed broadband connection.

### **Introduction**

The library service makes extensive use of ICT to deliver services efficiently, to maximise customer service and deliver facilities at the lowest cost achievable and to respond the customer demand and expectation.

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Suffolk Libraries has a track record of innovative and early adoption of ICT to deliver better and more efficient services: we were one of the earliest library services in the UK to become fully networked (1985). We were an early adopter of self service technology, and more recently we have developed an active social media presence to reach IT-savvy audiences, particularly younger people.

The MLA Future Libraries Programme report *Thinking About Digital Initiatives*<sup>29</sup> says:

“The current economic climate is one important driver of change but other factors are the ways in which users choose to access information, books and other library resources.”

and

“Replacing or supplementing traditional library services with digital approaches is an element of most of the Future Libraries pilots”

ICT is used in libraries to both support specifically library-related services and activity, and to provide access to online and digital services through free access to the internet.

### **Library ICT systems**

Library transactions (the borrowing and returning of books, reserving and requesting books, and customer records) are managed by an online library management system (LMS) called Open Galaxy. All libraries including mobile libraries use Open Galaxy.

*Open Galaxy:*

- Holds the catalogue of books and other materials in libraries stock
- Holds the database of people with a Suffolk Libraries membership card
- Manages all the loans, renewals and requests for specific titles
- Records expenditure on library stock, and income taken in libraries. It links to the corporate financial package, Oracle.
- Records management and performance data.
- Talks to other systems to allow eBook loans, access to information sites that the service pays for, and internet bookings, which all require the customer to have a Suffolk Libraries card.

The shared stock and catalogue, supported by Open Galaxy, is key to maintaining the Suffolk library network, enabling library users to identify a title from anywhere in Suffolk and get it delivered to the location of their choice. This is greatly valued by Suffolk library users. They also value the facility to borrow and return from multiple libraries.

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<sup>29</sup> Museums Libraries and Archives Council, Future Libraries Programme: Thinking about digital initiatives, March 2011 <http://www.communities.idea.gov.uk/c/8069545/doclib/get-file.do?id=11282262>

### *Self-service machines*

Every library but one has at least one self-service machine, which links live to Open Galaxy and allows people to issue and return their loans, and to see what they have out on loan.

Self-service also empowers customers who wish to be more independent.

Self-service allows libraries to open with fewer staff, and frees staff from the routine of issuing and returning loans, so they can help people to use the library, assist in specialist information enquires and run activities and events

### **Public internet access**

ACS<sup>30</sup> policy is that free access to the internet helps people to use online services from the county council and other organisations, which help them to help themselves. Free internet access is also an integral part of ACS personalisation strategy.

Every library has at least one computer for customers to use the internet. They are linked to the county council's broadband network which provides speedy access to online services, many of which offer multi-media content that supports understanding and makes them more user-friendly.

Older people, people who are unfamiliar with the internet, and people who do not have online access at home use Suffolk's libraries for internet access to keep in contact with family, engage with public services and businesses, look for and apply for employment, and do school and college work.

Nationally, libraries are contributing strongly to *Race Online 2012*, the government initiative to get the "missing" third of the population online by the opening of the Olympics.

Public internet access is managed by a system called Netloan. Sessions can be booked in advance or on the day. People use their library card to book sessions, and the system provides different levels of filtering according to age. Staff are able to concentrate on adding value to people's sessions, instead of running a booking system.

### **IT-based books and information**

We have understood that the way that some people want reading content delivered has changed, too. In 2010 we began a pilot to offer downloadable book (eBook) content in a variety of popular formats. People can download content to their computer or dedicated eBook reader from anywhere with an internet connection, without needing to visit a library. The pilot was successful, with over 9000 eBook loans since February 2010. We are expanding the range and depth of downloadable titles available.

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<sup>30</sup> The Adult and Community Services Directorate

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Downloadable books are considered to be part of the free book lending service. They have technological advantages such as scaleable print size and place marking that can help visually impaired people who can read a wider choice of books than is available traditional large print books and spoken word cassettes and CDs

It's likely that ebooks borrowing and ebook readers' availability will increase dramatically over the next few years. In the USA they have noticed significant increases in ebook borrowing, with ebooks sales of fiction overtaking some print sales.

We also purchase a number of online information resources for use in libraries and, in some cases, remotely. These include online newspaper archives, family history tools, and reference sources.

Some information sources are now no longer published in printed form, so people rely on libraries for their access to these in digital form.

### **Future opportunities and areas for consideration**

#### *Network Access*

If libraries move outside SCC to be managed locally, they might still have access to the SCC broadband link. This would support communities in running their own libraries without a loss of service, while allowing them to explore other internet service providers (ISPs) if they wish.

They might also choose to purchase general purpose equipment (computers, cabling, mice etc.) from another supplier, while being able to access specialist equipment (barcode scanners, self-service machines) through the county council's continuing contract with an LMS supplier.

#### *Library management systems (LMS)*

Library management system suppliers are moving away from the model of having the LMS resident on local server; instead supplying the software as a secure internet service that libraries log into. This would free the county council from the cost of buying, maintaining and replacing physical servers. It is also likely that suppliers' costs will reduce as they move to the online subscription model, allowing them to offer price reductions.

There is expected to be web client version of Open Galaxy available from September that provides a "cut down" LMS suitable for lower bandwidth sites, and use remote from a library (as an iPhone app, for example) that would support community outreach initiatives.

#### *Internet-based services*

Netloan manages access to internet sessions for all libraries at present. It may be that some community groups may wish to manage access locally. The current county wide offer of internet access at every library, bookable from

## 2011 Review of Library Services

anywhere, would be eroded. This issue would need to be addressed during negotiations about expectations and standards.

Downloading and uploading is not possible in libraries with the current computer security measures on computers to protect the county council network. This represents a particular issue for eBook downloads.

It may be possible to upgrade the IT image (and security) on computers to allow up- and downloads. The cost of this not yet known. If the technical barrier were removed, licences to download e-content in libraries would probably be available from our current suppliers.

Alternatively, community groups might purchase their own ICT equipment, and their own security software, configured to allow up- and downloading.

### **ICT and data security**

There are data security issues with staff of third party organisations (i.e. community groups) and volunteers accessing information held on SCC controlled ICT. SCC cannot devolve accountability for data security under the Data Protection Act.

Third party staff and volunteers must be given adequate Data Protection training. Some sensitive data will not be available to third party staff and volunteers (e.g., data held on Yourself HR system)

CSD's current offer supports only SCC and Mid Suffolk DC staff with ICT queries. ICT calls might be routed through the countywide body, which would pass them onto CSD, or community groups might source their own support.

### **5.3 Human Resources Issues**

This appendix summarises human resources issues, including matters that are likely to arise should the Council no longer be a direct provider of library services or employer of library staff.

It includes:

- Summary of the staffing position in Suffolk Libraries
- Summary of the TUPE transfer requirements and practices that the council, and organisations interested in running libraries must be mindful of

Key points

- Staffing levels in Suffolk have for many years been relatively low
- Suffolk Libraries has a track record of modernising the workforce and aspiring to the leanest possible structures
- Frontline staff are skilled and able to adapt to change, but need support, on-going training and communication
- TUPE transfer regulations will apply if staff transfer out of the Council, and there are choices about the financial burdens and legal responsibilities that will be retained by SCC, or passed to other organisations.
- Specialist advice will be required if staff transfer out of SCC employment.

### **Introduction**

Suffolk County Council adopted a Single Status agreement with its staff in 2002. Since then staff in the library service are in posts with generic job person specifications.

In 2002 the library service negotiated a Local Agreement with the trade union, Unison. It was then agreed that staff on new contracts would no longer be paid premium payments for weekend working, and that they would have seven day a week contracts. This was done in part to prepare for Sunday opening in 2003/04 and a service modernisation which took place at the same time. The new agreement updated terms and conditions which were no longer relevant to a modern library service. There remain a few long-serving staff who are paid a higher rate to work on Saturdays (but not Sundays).

The service has continuously invested in up-skilling its workforce through training and communication, learning and development. Frontline staff are innovative, imaginative and flexible in their approach, and have developed this through regular 2-way dialogue and discussion across the service.

The structure has been kept as flat as possible, with only a small number of higher grade posts where post holders are required to combine professional librarianship skills with management, financial and strategic planning ability. Libraries each have a manager on grade 4<sup>31</sup> and an appropriate number of staff to cover the opening hours.

Library staffing levels have always been relatively low. Compared to the other county councils Suffolk had at 31<sup>st</sup> March 2010 the least number of staff per 1000 population. If you include all English authorities except City of London only 3 urban authorities had fewer staff per 1000 population.

A large number of libraries open with a single staff member on duty for some or all of the week. There is a high proportion of part time contracts. To back up the relatively low level of staffing, there are a number of staff on zero hours contracts. They work when needed to cover for sickness, holidays or emergencies. Frontline staff are supported by management seven days a week to help deal with problems and emergencies along with IT support. Organisations taking on libraries would need to provide support, or buy it from the countywide organisation or similar.

### **TUPE**

There would be TUPE implications if staff were to transfer to community groups that wish to run their local library.

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<sup>31</sup> All library managers are paid on grade 4 except for the managers of Ipswich County, Bury St Edmunds and Lowestoft who are all on grade 5

## 2011 Review of Library Services

There would be TUPE implications if staff were to transfer into a countywide organisation, dependent on whether it were in our outside SCC.

The TUPE (Transfer of Undertakings (Protection of Employment) 2006) regulations exist to protect employees' terms and conditions when a business, or part of one, transfers to another employer.

TUPE transfer applies where the work that is done by the employees of one organisation transfers to another organisation. TUPE transfer rules are complex but in essence:

- TUPE arrangements will apply if library staff transfer out of SCC employment, no matter what form the new employment organisation takes.
- People cannot opt out of a TUPE transfer. If they refuse to be TUPE transferred they have effectively resigned, and will have no redundancy rights.

Employees' Term & Conditions are protected at the point of transfer, and the new employer can only change them if they are also reducing the headcount. To do this, there must be an **ETO** (Economic, Technical or Organisational) reason that is unconnected to the transfer. Examples of an ETO reason are:

- Economic reasons - where the demand for output has fallen and profitability is unsustainable without dismissing staff
- Technical reasons - where the transferee wishes to use new technology and the transferring employees do not have the required skills
- Organisational reasons - where it is not practical to transfer employees due to the location of the transferee

Pension rights do not transfer under the TUPE legislation, however under the Pensions Act the new employer must have a 'broadly comparable pension' in place on the day the transfer takes place. This is likely to be either the Local Government Pension Scheme (the organisation would have to have or gain Admitted Body status to the scheme) or via a similar scheme with employer contributions. This has already been identified as an issue for several groups submitting EOIs.

Expert HR advice would be required on an organisation by organisation basis to ensure that any transfer is submitted to the required due diligence process.

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**Library Structure 1st June 2011**

					FTE	Joint Leads	Grade	Headcount					
					1.8		8	2					
Front Line					Support Services								
FTE		Grade	Headcount	zero hours headcount	FTE		Grade	Headcount	Zero hours headcount				
3	Area Managers	7	3	0	1	Service Development Librarian	7	1	0				
					1	Stock Manager until 22/02/12	7	1	0				
					2	Specialist Librarians	6	2	0				
3	Assistant Area Managers	5	3	0	2.36	Specialist Librarians	5	3	0				
3	Library Managers (front line)	5	3	0	2.39	Stock Librarians	5	3	0				
25.94	Library Managers & Supervisors (frontline)	4	44	0	1	Senior Stock Assistants	4	2	0				
9.01	Assistant Library Managers	4	10	0	1	Business Support Co-Ordinator	4	1	0				
6.73	Mobile Library Driver Managers (frontline)	4	8	10									
56.23	Enquiry Officers, Branch Assistants and Sunday Officers	3	210	122	4.56	Stock Assistants	3	8	0				
6.41	Caretakers	3	7	4	1.5	other specialists	3	2	2				
28.5	Library Assistants	2	68	60	1.04	Support Services Assistants (Stock Unit)	2	2	1				
0.05	Cleaner	1	1	0	1	others	2	2	0				
<b>141.87</b>			<b>357</b>	<b>196</b>	<b>18.85</b>			<b>27</b>	<b>3</b>				

**Totals for Library Service**

**FTE 162.52**

**Headcount 386**

**Zero Hours Headcount 199**

**FTE** Full Time Equivalents of contracts with hours

**Headcount** Number of contracts with hours

**Zero Hours Headcount** Additional number of contracts with no hours for staff who work when required to cover mainly front line services



## 5.5 Library Stock

### The current position

Suffolk Libraries aspires to provide as wide a range of content across a variety of formats within our budget. There was a total of 1,209,768 books in stock on 31 March 2011, and 81,311 non-books items.

New stock management tools are being deployed to analyse customer usage in order to have the right books in the right library for customers and eventually to target purchasing based on evidence of customer preference and usage.

Suffolk belongs to Central Buying Consortium (CBC). This is a consortium of local authorities that tender jointly for contracts with book sellers and other suppliers. This enhances our buying power and enables us to benefit from better discounts, terms and conditions.

Suffolk Libraries subscribes to a number of on-line services that give people in Suffolk access to reference books, journals and newspapers in libraries or at home through the use of their library card.

### Trends and changes

Better stock management through the use of the SmartSM tool should ensure best use of the budget available. A new CBC contract will be in place by April 2012 and this should help to maintain our purchasing power. The trend towards the increased use of online services and the introduction of e-versions will further reduce the number of items accessed physically by our users.

The level of **Adult Fiction** stock peaked in the last few years and is now declining, and the books are working harder.

**Adult non-fiction** has shown a more significant decline in numbers because there is less need for them. This reflects increased use of the internet by our customers and this is likely to increase.

**Children's** fiction has increased while non-fiction stock numbers have decreased, children use the internet more for homework and enquiries. Publishing of children's non-fiction has declined giving less choice and range to purchase.

The **reference collection** has declined because Suffolk Libraries has invested in on-line subscriptions that are available at all libraries and throughout the county in customers' homes when using their reader card. The number of sessions recorded on Suffolk Reference Direct increased dramatically from 20,155 in 2009/10 to 63,969 in 2010/11. The trend towards online reference resources is almost certain to continue.

**Sound and Vision (S&V)** materials have been a provider of income for most library services over the last decade. At its peak in 2004/05 the income in Suffolk from S&V lending was £390,000. There has been a decline in income over time as technology has offered people alternative access to some types of materials, e.g. music from the internet, film on TV channels. In 2010/11 income from S & V was £163,000; this is sufficient income from those who choose to borrow this material to offset the free loans to exempt borrowers who are unable to use printed books.

Last year saw the introduction of **e-books** to Suffolk libraries and these have proved popular with borrowers although as yet there is a limited collection to choose from. This year will see the introduction of e-audio books to Suffolk Libraries. In a recent pilot we established that this is a more popular format for our readers, and it will also enhance access to people with sight disability. It is also envisaged that the introduction of e-versions will encourage a new audience to become users of Suffolk Libraries, e.g. commuters with limited opportunity to visit a library, younger non-users who prefer an e-format. Provision of e-books will be continue to be monitored and reviewed.

There are some uncertainties around e-books and e-audio books; the market is still developing and publishers and e-book services are still working to establish the best business model for this new format. The growth in retail sales for this area has been remarkable in the past two years although the UK is not developing as quickly as the US. Growth in lending is not lifting off in the same way. This may be because access to e-versions through library sites can be cumbersome, the choice of titles is still relatively narrow for libraries, and members of the public who are comfortable with the technology and can afford it, may be obtaining books independent of their library service.

## **6. SAVINGS: Library Services Budgets and Savings**

This section summarises the plans on how savings could be made in library services spending by the Council for the years 2011/12, 2012/13 and 2013/14.

It includes

- A summary of the library services budgets
- Proposals for how the expected savings could be made over three years

### ***Key points***

- These proposals for savings are predicated on a new structural model for the delivery of the library service going forward
- .A different model might require different proposals for savings.
- In 2011/12 there needs to be a project to rebase all individual library budgets

## Introduction

The total budget for the library service has elements in both the Adult and Community Services (ACS) and the Resource Management (RM) Directorates.

ACS budgets cover some of the direct costs and income (e.g. employee costs, books and media buying, equipment and transport, income) whereas the RM budgets relate to the ICT and property costs and a proportion of all other support services (e.g. legal, financial, and human resources) which are apportioned to the library service.

The following table gives details of these budgets and then gives examples of the measures being taken in 2011/12 and potential actions for 2012/13 and 2013/14 to secure the 30% savings of £2.08 million on the direct costs in the ACS budget.

Equally, measures to save the 30% by 2013/14 of the RM savings (£606,000) will be incorporated in the savings proposals of the RM directorate in these years. For property and ICT costs in particular, but also for support service costs such as financial, HR and legal advice, it will be important that budgets can be transferred to any new library providers, albeit reduced by 30% over the three years.

### Analysis of Library Service Savings

Year	In ACS Budget £000	RM Budgets £000	Total £000	ACS Savings within Library Service £000	Savings within RM £000	Total Savings £000
2010/11	6,940	2,022	8,961			
2011/12	6,246	1,819	8,065	694 <sup>32</sup>	202	896
2012/13	5,552	1,617	7,169	694	202	896
2013/14	4,858	1,415	6,273	694	202	896

### The ACS library budget

For the last few years the library budget has been managed as an overall figure, even though there are budgets for individual libraries. These individual budgets may have notional amounts for sickness cover, and relief for holidays, but unexpected and additional staffing costs have been managed at area or county level. There are also county budgets which pay for training, travel, repairs and maintenance, equipment or supplies.

<sup>32</sup> In addition to this figure, the savings schedule for 2011/12 anticipates a further £350,000 savings on the assumption that the divestment of libraries would have begun. This £350,000 will now be saved as part of 2012/13.

## 2011 Review of Library Services

These have allowed a top-down approach to managing over and under-spends. The service has also used this flexibly to balance the budget, when income targets have not been met, by reducing expenditure elsewhere so that it does not overspend overall. The library service budget as a whole has a track record of never overspending.

It will be necessary to establish a more accurate picture of each library budget to enable whatever structural delivery option is chosen. It is proposed that this exercise is undertaken in 2011/12.

### **Year One (2011/12)**

In 2011/12 the savings of £694,000 are being delivered through **efficiencies** in the following areas:

- the number of senior and specialist staff reduced
- staff at the frontline reduced through recruitment freeze
- taking out costs in the stock ordering process, and in the use of the stock budgets
- project work on reader development is reduced
- printing and stationery costs are reduced
- in addition to making these savings, there may be other cost challenges including the cost of printed books, which would need to be managed in this and future years

One off costs this year will include

- Best value options appraisal for the structural delivery mode
- consultation on mobile library services and opening hours and analysis of results
- the setting up of any new organisation
- agreements with pilot local providers.

### **Year Two (2012/13)**

Year Two savings of a further £694,000 could be achieved by a mix of **efficiencies, reductions and fund-raising** including:

- further efficiencies in the stock unit and use of stock
- changes to static library opening hours, subject to the outcomes of consultation in 2011/12
- reduced frequency of mobile library visits, and removing the service from towns, subject to the outcomes of consultation in 2011/12
- fund-raising by local community groups
- efficiencies from allocating a budget to each library

Other one-off costs in establishing the new operating model

- work with local communities on their plans and proposals
- evaluation of pilots to test out a delegation framework for the local running of, or taking decisions on, local libraries
- Implement any changes to opening hours
- Implement any changes to mobile library services

### **Year Three (2013/14)**

Year Three savings of a further £694,000 could be made through a mix of efficiencies, community involvement, and reduced services, including:

- Implementation of a new structural delivery model, with increased community involvement, and reduced cost
- consolidating efficiencies
- additional income from a variety of sources, building on the ideas which came from communities and the Consultation. These included fundraising and subscription schemes, charging for new or extended activities and sharing the library space.
- there are likely to be other potential savings from any new operating model; it would be expected to work flexibly, and with enterprise, searching out ways for itself and for communities to earn income or new funding to meet the savings targets.

#### Other one-off costs

- any proposed major changes will need to be evaluated using a Best Value approach
- there could be transitional costs in any local independent providers taking over the running of the local libraries

The Resource Management budget allocated to libraries will also be reduced in line with other savings in the library service.

## **7. STATUTORY DUTIES**

This section includes:

- The council's duties according to the Public Libraries and Museums Act 1964
- Best Value
- A description of the Wirral inquiry
- General advice on the need to carry out a review of library services
- A summary of recent legal challenges based on the Act
- Procurement requirements relating to the Act

#### Key points

- The county has statutory library duties which it must fulfil
- The council also has duties under Best Value to make arrangements to continuously improve the way its functions are exercised
- Learning from the Wirral inquiry and expert external advice suggest that a council should carry out a consultation, a needs assessment, an options appraisal and a review of alternative delivery models when undertaking a change and improvement process

## **The county council's duty under section 7 of the Public Libraries and Museums Act 1964**

'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, ... Provided that although a library authority shall have power to make facilities for the borrowing of books and other materials available to any persons it shall not by virtue of this subsection be under a duty to make such facilities available to persons other than those whose residence or place of work is within the library area of the authority or who are undergoing full-time education within that area.

(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.'

Under section 10 of the Act, if a complaint is made to the Secretary of State that a library authority has failed to carry out its duties under the Act, the Secretary of State can order a local inquiry to be held into the matter, and if satisfied that there has been such a failure, may by order declare the authority to be in default, and direct the authority to carry out such of its duties, in such manner and within such time, as may be specified in the order.

### **Best Value**

The legal requirements on councils are set out in the Local Government Act 1999.

Best value provides a framework for the planning, delivery and continuous improvement of local authority services. The overriding purpose is to establish a culture of good management in local government for the delivery of efficient, effective and economic services that meet the users' needs.

Under best value, each local authority has a duty to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness". This improvement involves consideration of costs, making the most of money spent, and making sure that services meet the needs of communities and authorities' priorities.

**Inquiry ordered in 2009 by the Secretary of State into the public library service provided by Wirral MBC**

The following are the matters which the inquiry was asked to consider in providing advice to the Secretary of State to assess whether, in taking the decision to implement proposed changes to the Library Service – including replacing an existing service of 24 libraries with 13 Neighbourhood Centres, each with a library at its heart – Wirral were in default of their statutory duties under section 7 of the Act:

**In formulating this advice and recommendations the inquiry should consider the following questions:**

- Did Wirral make a reasonable assessment of local needs in respect of Library Services and, in any event, what are those needs?
- On assessment of local needs, did Wirral act reasonably in meeting such needs through their proposals in the context of available resources and their statutory obligations?

**In considering the question of local needs, the inquiry should consider what assessment was made by Wirral (through the process of consultation) of local needs, and may wish to comment independently upon the following local factors:**

- local authority context: equalities and population (including deprivation, geography, demography), budget, local priorities and sustainability;
- service operation: infrastructure (including buildings, mobiles, digital and outreach services); resources; staffing; opening hours; service budget;
- service delivery: value for money; performance data (including visits, book issues, user satisfaction); library leadership/management capacity; local partnerships and cross-authority working; and
- strategic Vision: links between Library Service and key local strategies; current and future vision for the service.

**In considering statutory obligations, the inquiry should consider and make an assessment, with reference to best practice where appropriate, on how effectively The Wirral's Library Service addresses and meets the 'guidance factors' contained in the 1964 Act relating to the desirable elements of all Library Services, which can be summarised as follows:**

## 2011 Review of Library Services

- securing and keeping a wide range of free resources (including books and other printed matter, pictures, sound recordings, films and other materials), to browse and borrow in sufficient number, range and quality to meet the general requirements (and any special requirements) of both adults and children (living, working or studying in the local area);
- free independent information and advice from staff; and
- encouragement for use and participation of the service; for example, through clear and easy ways to join, access, shape and influence the service.'

Sue Charteris, who led the inquiry, found that Wirral was in breach of the duty, the primary reason being that the Council had failed to make an assessment of local needs (or alternatively to evidence knowledge of verifiable local needs) in respect of its library services. In the absence of such an assessment, she concluded that the Council could not have reasonably met such needs in the context of its statutory duties and available resources. In the event Wirral withdrew their proposals, and the Secretary of State was not, therefore, required to rule on the inquiry's findings and recommendations.

[http://webarchive.nationalarchives.gov.uk/+http://www.culture.gov.uk/images/publications/wirral\\_local\\_inquiry.doc](http://webarchive.nationalarchives.gov.uk/+http://www.culture.gov.uk/images/publications/wirral_local_inquiry.doc)

Ed Vaizey MP , Minister for Culture, Communications and Creative Industries wrote to Chief Executives in December 2010 and again in February 2011 to stress the need for authorities to meet their statutory obligations even in these challenging times. The letter advises that:

“Local authorities should start out by gaining a proper understanding of the local need for library services in their area.”

### **Need for the library authority to carry out a Library Review: general advice, 2011, from Bevan Brittan LLP, the legal firm that advised the Future Libraries Programme**

'We have found that although the solution for each library authority will be slightly different, the process they go through is similar and involves each library authority undertaking a needs assessment, an options appraisal and reviewing alternative delivery structures. Governance, shared services, effective consultation and community engagement are all common themes...

So how do you ensure that your review of the provision of library services stands up to public scrutiny?

### **Stages of the review**

From the outset there are three stages which need to be considered:



### **Needs assessment**

This is likely to be more than a desk top analysis. It needs to link back to users, available budget, equality impact, the core requirements for the authority and these need to be robustly tested.

### **Options appraisal**

The Council would need to consider all the available options in light of its needs assessment and criteria in order to come to a preferred option; this may be an iterative process.

### **Public consultation**

Library users, to include groups representing persons with protected characteristics (defined in the Equality Act 2010), need to be consulted during the formative stages of the decision making process; information needs to be provided to them for consultation to be meaningful and their comments need to be considered before a final decision is taken...

Through the consultation and options appraisals process, an authority can explore different options available to make efficiency savings at the same time as discharging its statutory duty to provide “a comprehensive and efficient library service”. ‘

### **Challenges**

As well as the overriding statutory duty to provide a library service, there are a number of satellite duties that must be satisfied during the planning process. We have taken steps to ensure that the consultation process will fully take into account the views of all those who have an interest in these proposals and ensure that particular groups are not disadvantaged during that process

### **Procurement**

Suffolk County Council is the Library Authority, with the statutory responsibility of ensuring the provision of a comprehensive and efficient library service. It remains accountable for the provision of the statutory library service. It must employ sufficient library expertise in-house to ensure that its providers comply with the statutory duties that they are providing on the council's behalf.

The council can delegate provision to another council, eg town or parish council, under a Section 101 delegation<sup>33</sup> Or it can contract with a non-local authority for the contractors' staff to carry out the provision, under Section 130 of the Local Government and Public Involvement in Health Act 2007.

Library services can also be procured.

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<sup>33</sup> [Section 101 of the Local Government Act 1972.](#)

**8.. Initial Equality Impact Assessment – Screening**

<b>Information security level:</b> <i>(delete as applicable)</i>	<b>PROTECTED</b>
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Please refer to each of the steps in the guidance notes in order to complete this form.

<b>Name of policy or function to be assessed:</b>	<b>Name of manager responsible for this assessment:</b>	
<b>The future of Suffolk Libraries</b>	Stephen Taylor	
	<b>Names of people undertaking this assessment: (no fewer than two, at least one of whom should have undergone EIA training)</b>	
	Lisa Elmer, Mike Ellwood	
	<b>Version Control</b>	
	Date:29 <sup>th</sup> June 2011	Version No:1
	<b>Any other relevant individuals or groups involved in this assessment:</b>	
<b>Is this a new or existing policy/function etc</b>	<b>Date of assessment:</b>	
NEW	29 <sup>th</sup> June 2011	
<b>Step 1 – Description of Policy</b>		
<b>Describe the aims, objectives and purpose of the policy i.e.</b>	<b>Why are we doing this?</b>	
<ul style="list-style-type: none"> <li>Why you are doing this?</li> </ul>	Suffolk County Council began a review of its library services in 2010. The purpose of the review was to explore opportunities for local community involvement in running local libraries, to anticipate expected council-wide	

## 2011 Review of Library Services

- How you are doing this?
- What you are doing?
- Who will benefit?

budget reductions of some 30% from 2011/12 to 2014/15, to establish a long term vision for the future of the service, and to explore the best and most sustainable models to deliver this. The last review of the library service was in 2002/03.

### **How are you doing this?**

In the autumn of 2010, the Council carried a detailed needs analysis on

- the use of libraries and current trends;
- the deprivation needs of people in Suffolk; and,
- distance from services.

It also reviewed library customer levels of satisfaction with their services from the PLUS survey in 2010.

In Spring 2011, the Council consulted on the future of the library service with residents of Suffolk, town and parish councils, community groups and others. It asked

- what library services do people want in the communities in the future;
- for ideas of changes and efficiencies at local level to reduce what the Council has to pay;
- for outline expressions of interest in running a library;
- whether the categorisation of libraries into County and Community, and the criteria used, were meaningful and acceptable;

The proposals on the future of the library service, on delivery options, on a proposed new model, and on community involvement have been developed using the extensive feedback from the consultation, the needs analysis, options analysis and an extensive review of the library service, and its resources.

### **What are you doing?**

We are proposing

- a future vision for the library service which sets out what, where and how the service might be provided over the next five to ten years and how the

	<p>council ensures that there is a good quality statutory service;</p> <ul style="list-style-type: none"><li>• a new library service model which includes a framework for deciding where and how the library service is provided including the development of a new community outreach service;</li><li>• further consultation on proposed changes to the mobile library services, any specific closures and on marginal opening hours;</li><li>• more detailed options appraisal on the form and type of delivery model including a Best Value evaluation</li><li>• follow up work with community groups who have said that they keen to run their local library, and some pilot projects to test out their proposals</li><li>• an outline plan for savings which have to be delivered over the next three years.</li></ul> <p>As the new model would be delivering a function on SCC's behalf, community groups would be subject to public sector equity duties.</p> <p><b>Who will benefit?</b> All borrowers and users of Suffolk Libraries will potentially be affected by these changes.</p> <p>The vision is drawn from the views and ideas expressed throughout the consultation, from some 5,000 people who replied with letters, emails and via the survey.</p> <p>The proposed new model for the service will build on a recognisable framework, will be sustainable, will include increased community involvement and will include greater flexibility in service delivery with the introduction of new innovative services for the local community.</p> <p>There will be a further consultation at a local level on any changes which are likely to affect specific group or communities and steps identified to mitigate the negative impacts where possible.</p>
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**Step 2 – Data**

What quantitative data (statistics) do you have about the policy/function relating to equality groups (e.g. disability / race).  
Relate the stats to policy/function where possible.

For sources of information go to.

<http://colin.suffolkcc.gov.uk/CouncilBusiness/DiversityAndEquality>

If no local information look at national Stats.

When evidencing Step 3, remember to link to the information here.

We have undertaken a detailed needs analysis, Section 3 provides a detailed breakdown of the population, diversity, deprivation and rurality of Suffolk. This has used a wide range of sources such as IMD, ACORN and Census data and projections.

Since 2010, ethnicity information has been requested from those joining Suffolk Libraries. The options include ‘Prefer not to disclose’. We do not yet have sufficient data available for detailed analysis.

What qualitative data (facts) do you have on different groups (e.g. results of previous consumer satisfaction surveys/consultation, feedback exercises, or evidence from other authorities undertaking similar work), relevant to this policy?

When evidencing Step 3, remember to link to the information here.

**Public Library User Surveys (PLUS)** We carry out regular Public Library User Surveys and Children’s PLUS in all Suffolk libraries which include questions about respondents’ age, ethnicity, disability, sexual orientation and religion, by library. We receive a range of free text feedback from library users. Other than the children’s survey, these are not specifically directed at any of the equality groups. The information pack for each library, available as part of the consultation, contains the latest comments from the PLUS for that library. Independent qualitative research was carried out by Cultural Intelligence on behalf of SCC in 2009 to identify the library service contribution to adult social care (<http://www.researchingpeople.org.uk/files/resources/Suffolk-Libraries-Consultation-Executive-Summary.pdf>) This was entitled ‘Libraries consultation with marginalised groups’ and the following groups were consulted:

- Older people
- People with learning disabilities
- People with mental health issues
- People with physical disabilities
- Family Carers

**Step 3 – Policy implications for community and workforce**

## 2011 Review of Library Services

How will your policy /function have a positive or negative impact on racial groups? What evidence do you have for this?

Do the differences amount to an adverse impact or unlawful discrimination? If they do, how do they?

Potentially more White British people will be affected as they are the largest proportion of the population. Ethnicity data has not been historically collected so there is no way to quantify that this is disproportionate. However the non-white ethnic population in Ipswich is higher than elsewhere in Suffolk and they could be impacted by closure of libraries there more than in other places. We know that it takes courage for people with poor language skills to access services and we will take steps to ensure that they are not adversely affected by any disruption or change which may discourage them from using libraries.

As part of the consultation process library representatives attended 3 BME network events handing out questionnaires and engaging with delegates on various aspects of the library service.

Roma and travellers sites at Beck Row, Ipswich and Lowestoft are currently visited by mobile libraries. This may change to another form of outreach which experience has taught us is sometimes the most affective approach.

Staff in Ipswich work closely with the different ethnic communities and has an Indic Languages Specialist. It holds successful inter cultural events and attends events like the Mela. This dialogue will enable the library service to identify any negative impacts of the changes and work to mitigate them.

Any community group which is commissioned to run a local library will be required to comply with equality and diversity legislation and have similar responsibility 'to advance equality' as the county council does.

Any community group commissioned to run a local library will be required to provide a core service in accordance with a specification. The description of the 'core library service' in the consultation documentation includes the following:

Access to reading through a variety of formats, including material in languages other than English, large print, and e-books

	<p>Free access to books in the Suffolk Library Network, and access to books from sources beyond the countywide catalogue, e.g. stock held by other library authorities, or the British Library</p> <p>Free access to the internet and online information, and free help for people with the internet and in using online information</p> <p>Free signposting to information, advice and support</p> <p>If, after due consultation, any specific library is to be proposed for closure, there would be discussions with local people and organisations on how to mitigate the impact of the loss of the local service. This may include the provision of the At Home Library Service for eligible customers and of mobile library stops, and the developing community outreach service.</p> <p>A further EIA will be carried out before any decision to close one or more libraries or reduce mobile stops.</p>
<p>How will your policy /function have a positive or negative impact on gender groups including transgender people? What evidence do you have for this?</p> <p>Do the differences amount to an adverse impact or unlawful discrimination? If they do, how do they?</p>	<p>Women are more likely to be affected than men as they are the higher proportion of library users and workforce. There is a slightly higher proportion of women using the service than men when compared to the county profile, but over 75% of the workforce is female. Any reductions in paid staff will affect women more than men because women have traditionally sought flexible part time work locally to fit in with their family commitments. If local libraries are closed people looking after children will find it harder to visit a library if they don't have access to a car or expensive if they have to use public transport.</p> <p>Any community group which is commissioned to run a local library will be required to comply with equality and diversity legislation and have similar responsibility 'to advance equality' as the county council does.</p> <p>Any community group commissioned to run a local library will be required to provide a core service in accordance with a specification. The description of the 'core library service' in the consultation documentation</p>

	<p>includes the following:</p> <p>Activities that promote and support the reading habit, promote inclusion for all ages and abilities, and position the library as a centre for community activity. These could include</p> <ul style="list-style-type: none"> <li>Story, rhyme and song based activities for pre-school children and their parents</li> <li>The annual Summer Reading Challenge</li> <li>Computer skills</li> <li>Reading groups for adults</li> <li>Activities providing social and leisure opportunities for older people</li> </ul> <p>If, after due consultation, any specific library is to be proposed for closure, there would be discussions with local people and organisations on how to mitigate the impact of the loss of the local service. This may include the provision of the At Home Library Service for eligible customers and of mobile library stops, and the developing community outreach service. A further EIA will be carried out before any decision to close one or more libraries or reduce mobile stops.</p>
<p>How will your policy / function have a positive or negative impact on disabled people (including children with additional needs)? What evidence do you have for this?</p> <p>Do the differences amount to an adverse impact or unlawful discrimination? If they do, how do they?</p>	<p>There may be a negative impact on disabled people who will need to travel further to access physical library services. If they are dependant on the mobile service they will be affected by any reduction in frequency or the relocation of stops.</p> <p>Any organisation contracted to run a local library will be required to comply with equality and diversity legislation and have similar responsibility 'to</p>



advance equality' as the county council does.

Any move as part of co-location would involve evaluation of the premises against the current building regulations to ensure full access, and consultation would involve local disabled people.

Any community group contracted to run a local library will be required to provide a core service in accordance with a specification. The description of the 'core library service' in the consultation documentation includes the following:

Access to reading through a variety of formats, including material in languages other than English, large print, and e-books

Free access to books in the Suffolk Library Network, and access to books from sources beyond the countywide catalogue, e.g. stock held by other library authorities, or the British Library

Access to a range of non-print items such as audio books, DVDs and CDs.

Free access to the internet and online information, and free help for people with the internet and in using online information

Impartial and free access to accurate information which reflect a wide range of opinion, ideas and needs.

Free signposting to information, advice and support

If, after due consultation, any specific library is to be proposed for closure, there would be discussions with local people and organisations on how to mitigate the impact of the loss of the local service. This may include the provision of the At Home Library Service for eligible customers and of mobile library stops, and the developing community outreach service. A further EIA will be carried out before any decision to close one or more libraries or reduce mobile stops

<p>How will your policy /function have a positive or negative on people of a particular sexual orientation (i.e. lesbian, gay, bisexual, heterosexual)? What evidence do you have for this?</p> <p>Do the differences amount to an adverse impact or unlawful discrimination? If they do, how do they?</p>	<p>Stonewall estimates that only 6-8% of the population are lesbian, gay, bisexual and transgender (LGB&amp;T) therefore more heterosexual people are likely to be affected by any closure. However, sexual orientation information is not collected so there is no way of quantifying whether this is disproportionate. Collections of gay and lesbian items are purchased and are available through the library network and this will continue. Suffolk Libraries has attended the Suffolk Pride events and engages with the community when ever possible.</p> <p>Any community group contracted to run a local library will be required to comply with equality and diversity legislation and have similar responsibility ‘to advance equality’ as the county council does.</p> <p>Any community group contracted to run a local library will be required to provide a core service in accordance with a specification. The description of the ‘core library service’ in the consultation documentation includes the following:</p> <ul style="list-style-type: none"> <li>Access to reading through a variety of formats, including material in languages other than English, large print, and e-books</li> <li>Free access to books in the Suffolk Library Network, and access to books from sources beyond the countywide catalogue, e.g. stock held by other library authorities, or the British Library</li> <li>Free access to the internet and online information, and free help for people with the internet and in using online information</li> <li>Free signposting to information, advice and support</li> </ul> <p>If, after due consultation, any specific library is to be proposed for closure, there would be discussions with local people and organisations on how to mitigate the impact of the loss of the local service. This may include the provision of the At Home Library Service for eligible customers and of mobile library stops, and the</p>
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	<p>developing community outreach service. A further EIA will be carried out before any decision to close one or more libraries or reduce mobile stops</p>
<p>How will your policy /function have a positive or negative impact on people of a particular age group (this covers all age groups). What evidence do you have for this?</p> <p>Do the differences amount to an adverse impact or unlawful discrimination? If they do, how do they?</p>	<p>Older people are more likely to be affected by the proposals as they are the largest age group of library users. There may be issues around transport to libraries outside of their communities. This is being mitigated by demand responsive transport networks which cover a large area of the county, but people may drive further, or use transport instead of walking which may result in additional costs.</p> <p>There is a potential loss of the opportunity of attending Top Time sessions and the social interaction which so many older people value from their library. Anecdotal evidence suggests that older people tend to use libraries on a routine basis so any changes, such as closures or variations in opening hours, could disrupt their routines.</p> <p>Young children may also be adversely affected if there is no library in their local community as they are dependant on others to take them. They might also miss out on groups hosted for parents and young children or dropping in on the way home from school. Being dependant on mobile stops which might be when they are at school, would prevent them using the service for themselves. Changes could prevent children participating in the Summer Reading Challenge which helps maintain reading levels and promotes the love of reading.</p> <p>Any organisation contracted to run a local library will be required to comply with equality and diversity legislation and have similar responsibility 'to advance equality' as the county council does.</p>

	<p>Any organisation contracted to run a local library will be required to provide a core service in accordance with a specification. The description of the 'core library service' in the consultation documentation includes the following:</p> <ul style="list-style-type: none"><li>Access to reading through a variety of formats, including material in languages other than English, large print, and e-books</li><li>Free access to books in the Suffolk Library Network, and access to books from sources beyond the countywide catalogue, e.g. stock held by other library authorities, or the British Library</li><li>Free access to the internet and online information, and free help for people with the internet and in using online information</li><li>Free signposting to information, advice and support</li><li>Activities that promote and support the reading habit, promote inclusion for all ages and abilities, and position the library as a centre for community activity. These could include<ul style="list-style-type: none"><li>Story, rhyme and song based activities for pre-school children and their parents</li><li>The annual Summer Reading Challenge</li><li>Computer skills</li><li>Reading groups for adults</li></ul></li></ul> <p>If, after due consultation, any specific library is to be proposed for closure, there would be discussions with local people and organisations on how to mitigate the impact of the loss of the local service. This may include the provision of the At Home Library Service for eligible customers and of mobile library stops, and the developing community outreach service. A further EIA will be carried out before any decision to close one or more libraries or reduce mobile stops</p>
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Will your policy /function have a positive or negative impact on people of a particular religion or belief? What evidence do you have for this?

Do the differences amount to an adverse impact or unlawful discrimination? If they do, how do they?

Demographic data indicates that the largest proportion of Suffolk residents describe themselves as Christians. However, information on religion and belief of library users is not collected by Suffolk Libraries so there is no way of quantifying if this is disproportionate.

Stock is purchased that reflects a wide range of beliefs or none and this would continue unchanged. There are policies in place on displays and stock to ensure there is balance with the likelihood of offending particular groups minimised. These would continue.

Any organisation contracted to run a local library will be required to comply with equality and diversity legislation and have similar responsibility 'to advance equality' as the county council does.

Any organisation contracted to run a local library will be required to provide a core service in accordance with a specification. The description of the 'core library service' in the consultation documentation includes the following:

- Access to reading through a variety of formats, including material in languages other than English, large print, and e-books

- Free access to books in the Suffolk Library Network, and access to books from sources beyond the countywide catalogue, e.g. stock held by other library authorities, or the British Library

- Free access to the internet and online information, and free help for people with the internet and in using online information

- Free signposting to information, advice and support

If, after due consultation, any specific library is to be proposed for closure, there would be discussions with local people and organisations on how to mitigate the impact of the loss of the local service. This may include the provision of the At Home Library Service for eligible customers and of mobile library stops, and

2011 Review of Library Services

	the developing community outreach service. A further EIA will be carried out before any decision to close one or more libraries or reduce mobile stops
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<b>Step 4 – Recommendations to Policy Clearing House</b>	
In your opinion should the policy / function move to a Full Impact Assessment? Give reasons for your judgement.	No, not at this stage until the final decision of cabinet is known when further consultation and EIAs may be required to fulfil our Equality duties in line with the Single Equality Act 2010.

*Step 5 - For Policy Clearing House only*

Has this EIA been discussed with a member of the Diversity Team?	
Prior to screening:	At Screening:

Notes / comments (including any recommendations for minor changes that will improve the inclusiveness of this policy):

2011 Review of Library Services

Signed (completing officer):		Date of completion of Initial Equality Impact Assessment:	
Job Title:			
<b>PCH Conclusion / Decision</b>		<b>Date of PCH Conclusion / Decision</b>	
Date by which the Full Impact Assessment will take place: <i>(to be completed by Policy Clearing House if applicable)</i>			

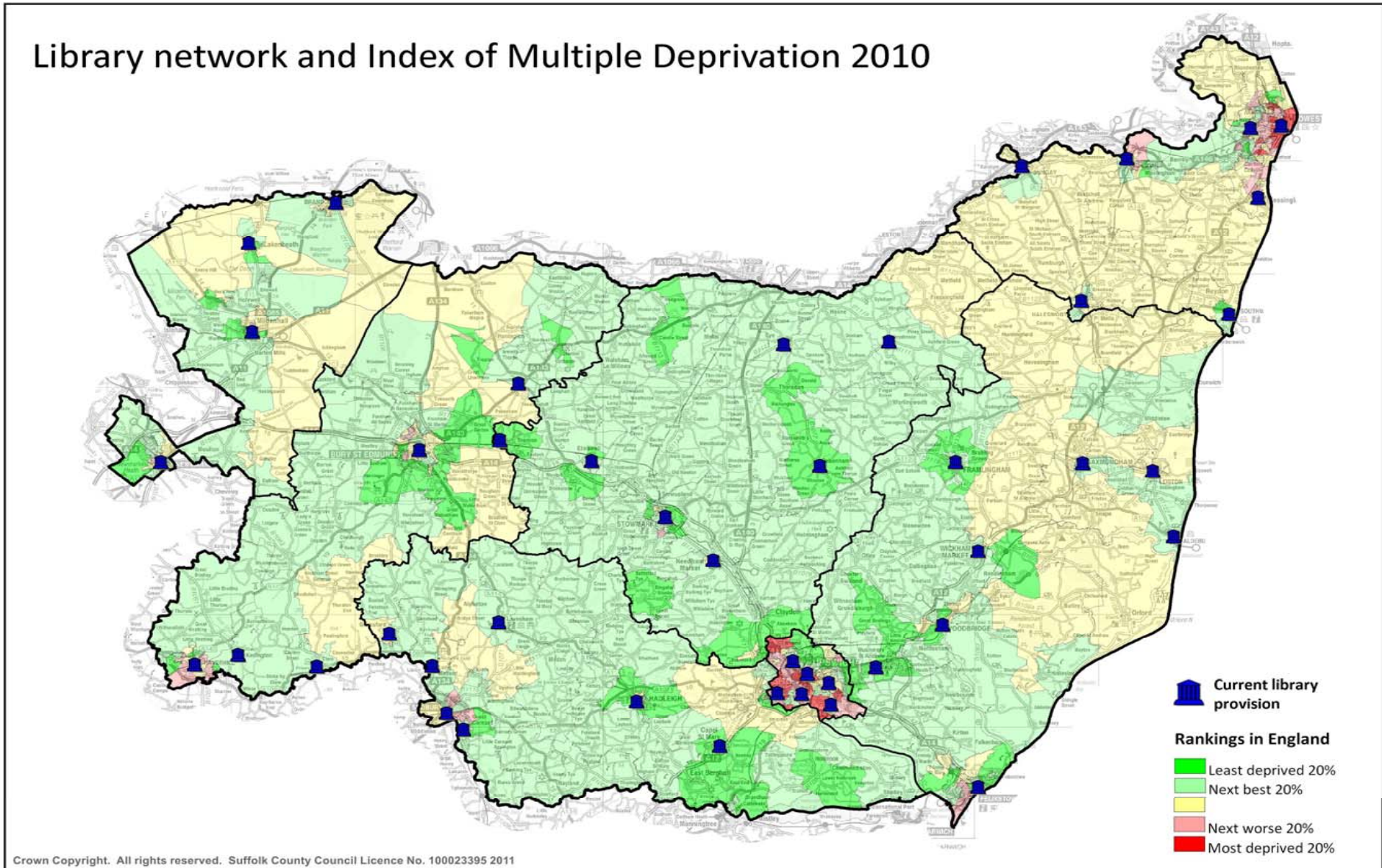
*Quick Reference Table*

Impact	Race	Gender	Disabled People	Sexual Orientation	Age	Religion or Belief
Positive						
Negative						

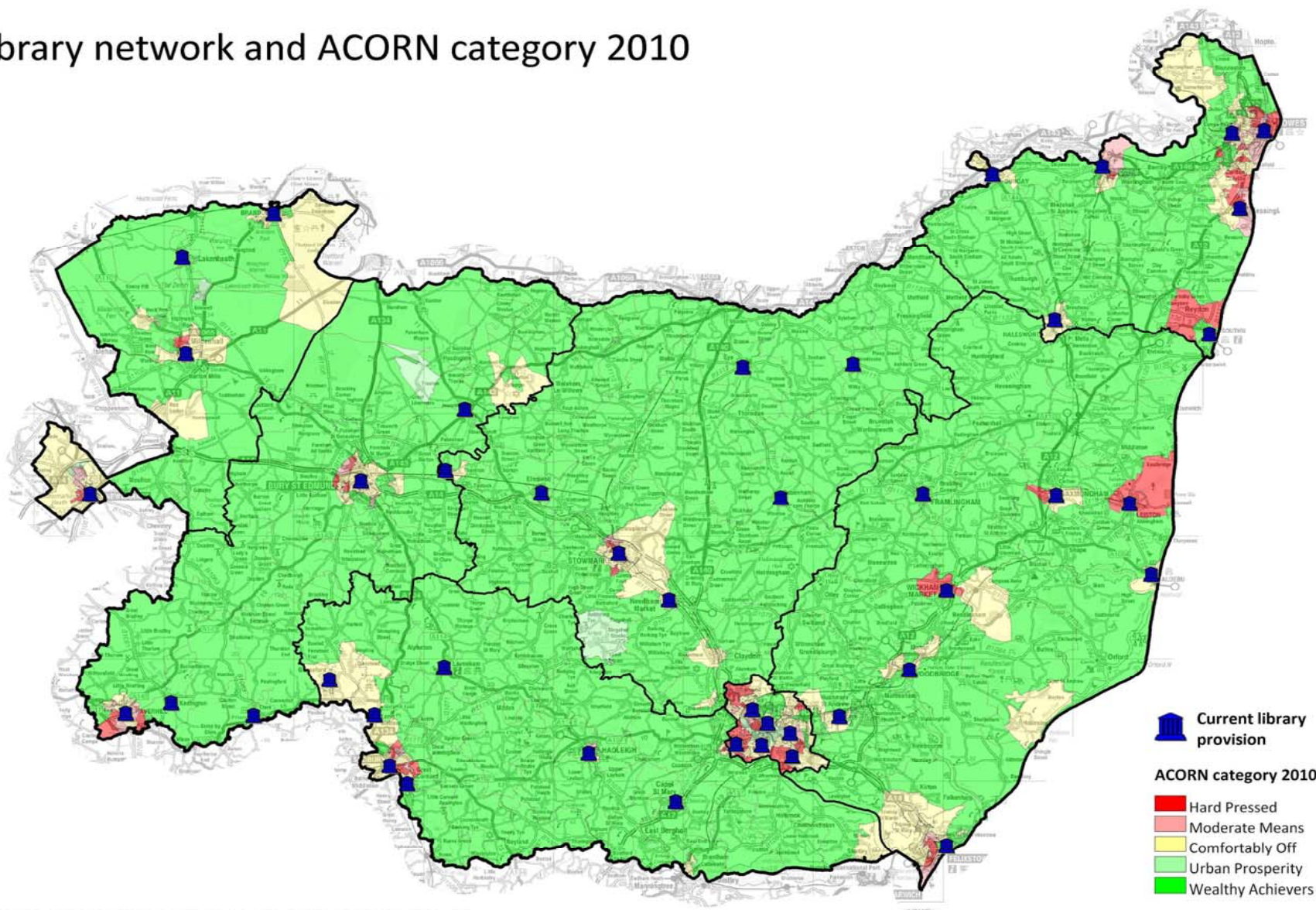
## 9. Maps

- Map 1: Current library network and the Index of Multiple Deprivation 2010
- Map 2: Current library network and the ACORN profile
- Map 3a: Libraries and Local Development Framework Major Centres, Towns and Key Service Centres
- Map 3b: Libraries and Local Development Framework Local Service Centres
- Map 4: Demand Responsive Transport
- Map 5: Library catchment areas showing population reach within 2 miles
- Map 6: Example of drivetime map
- Map 7: Accessibility by public transport: cold spots.

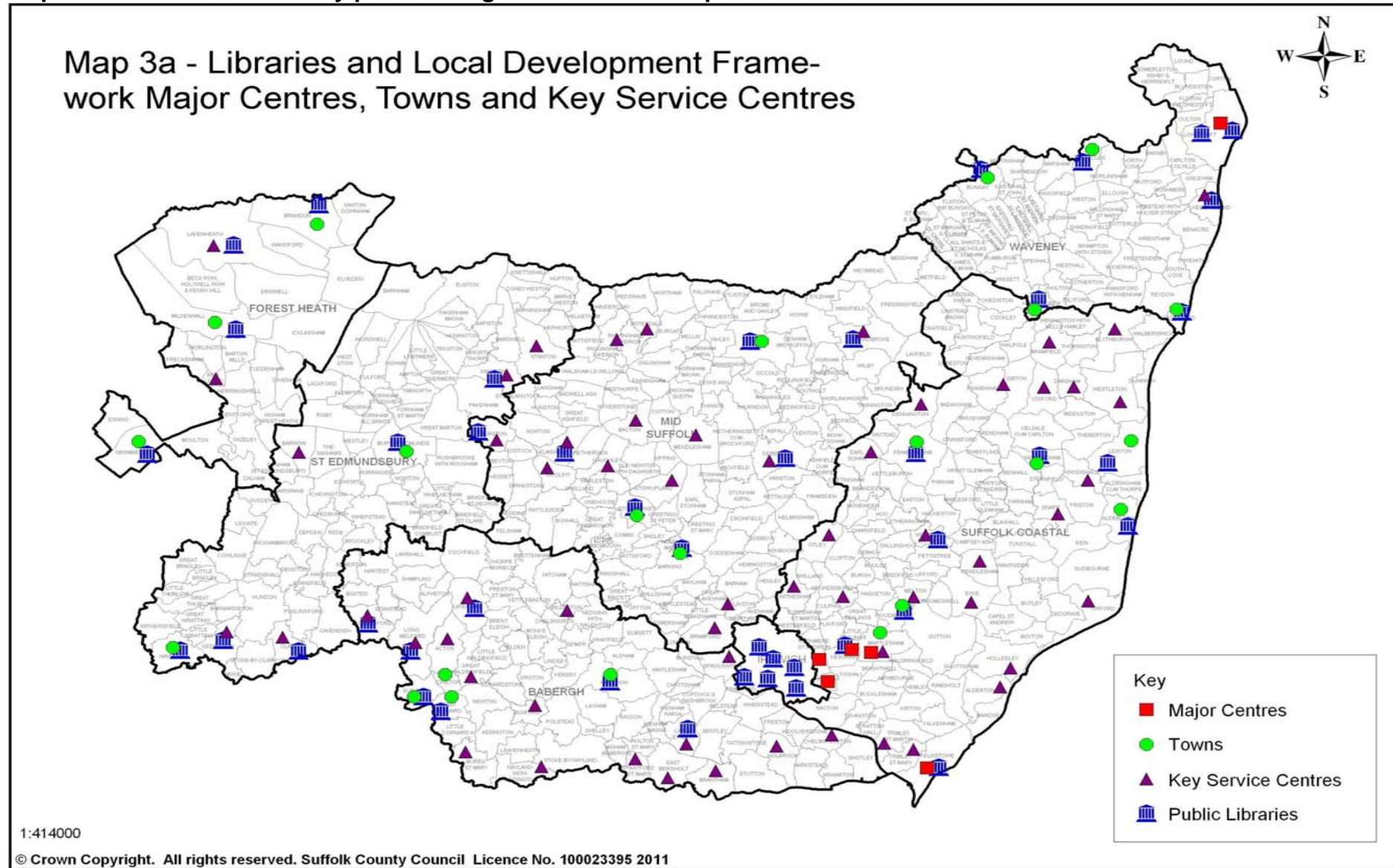




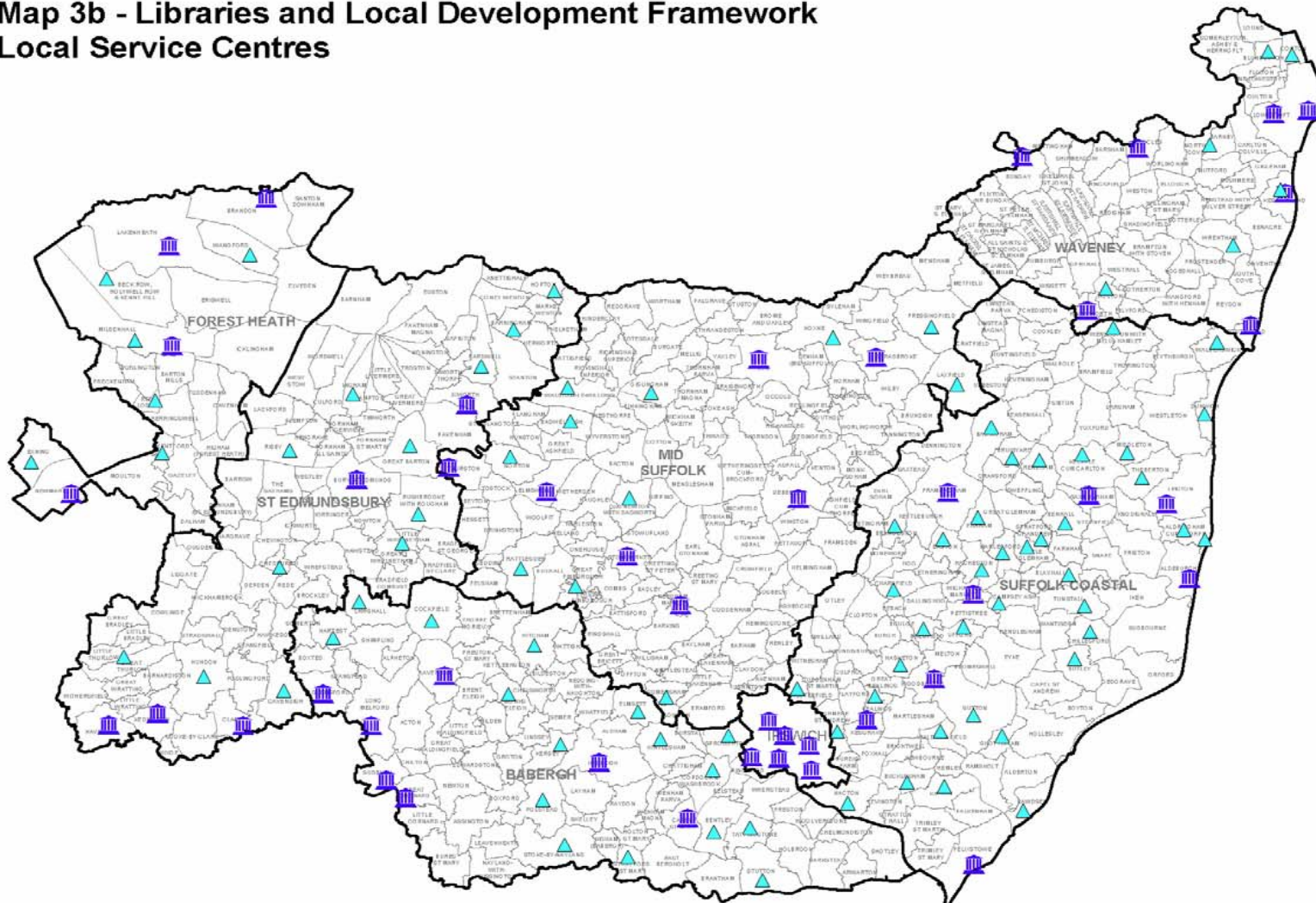
# Library network and ACORN category 2010



Map 3a: Current Static Library provision against Local Development Framework named centres

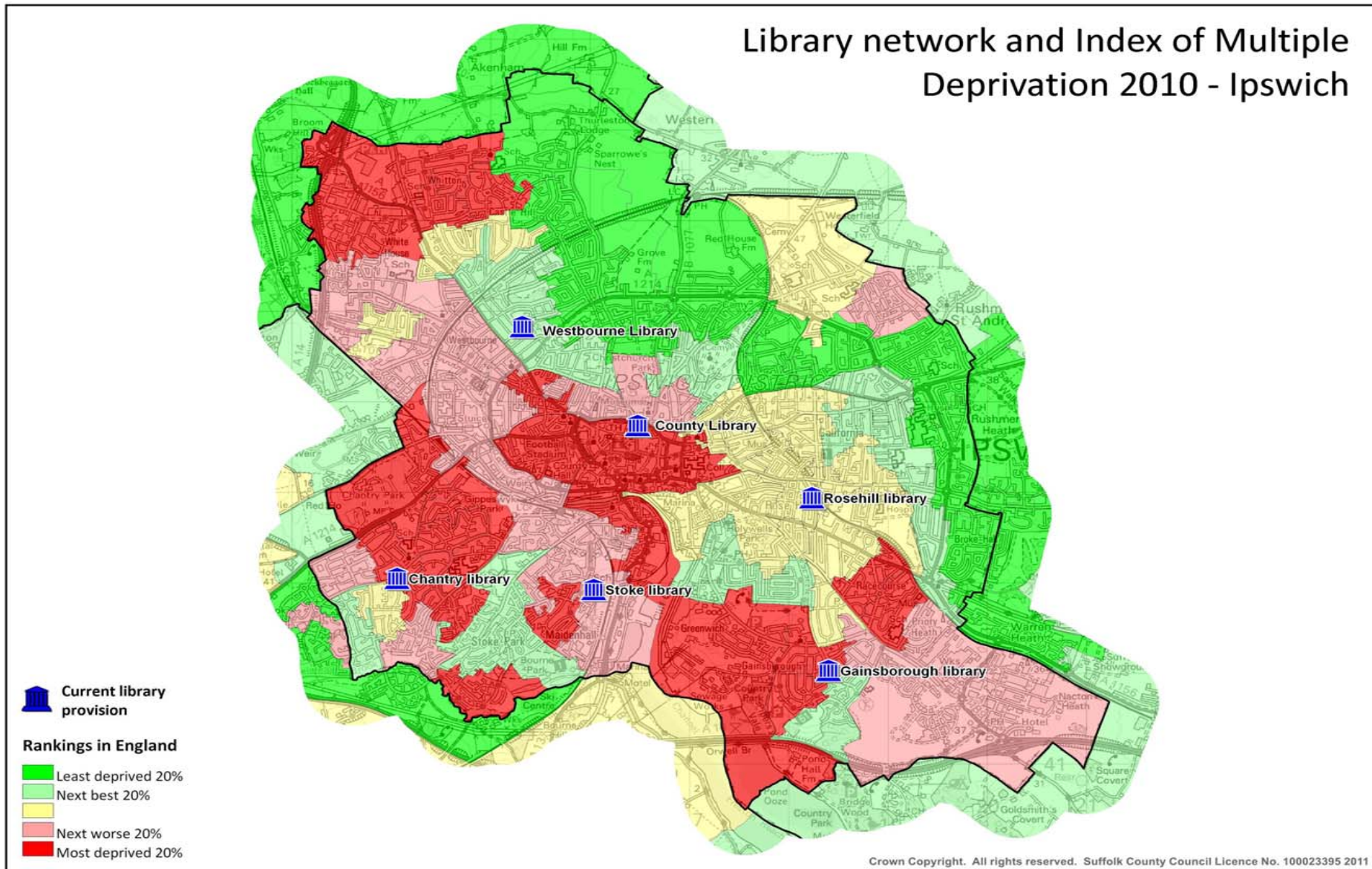


### Map 3b - Libraries and Local Development Framework Local Service Centres

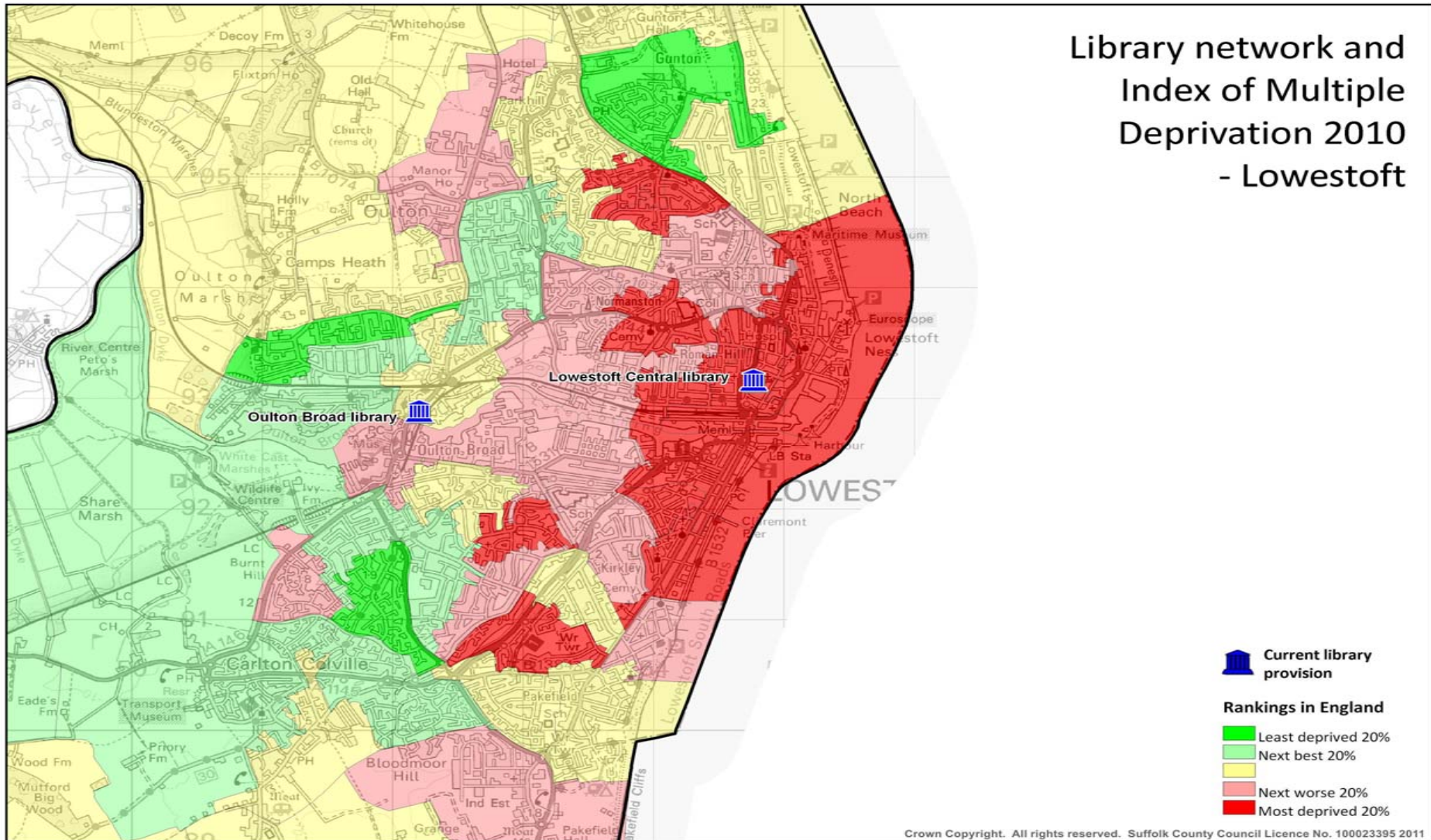


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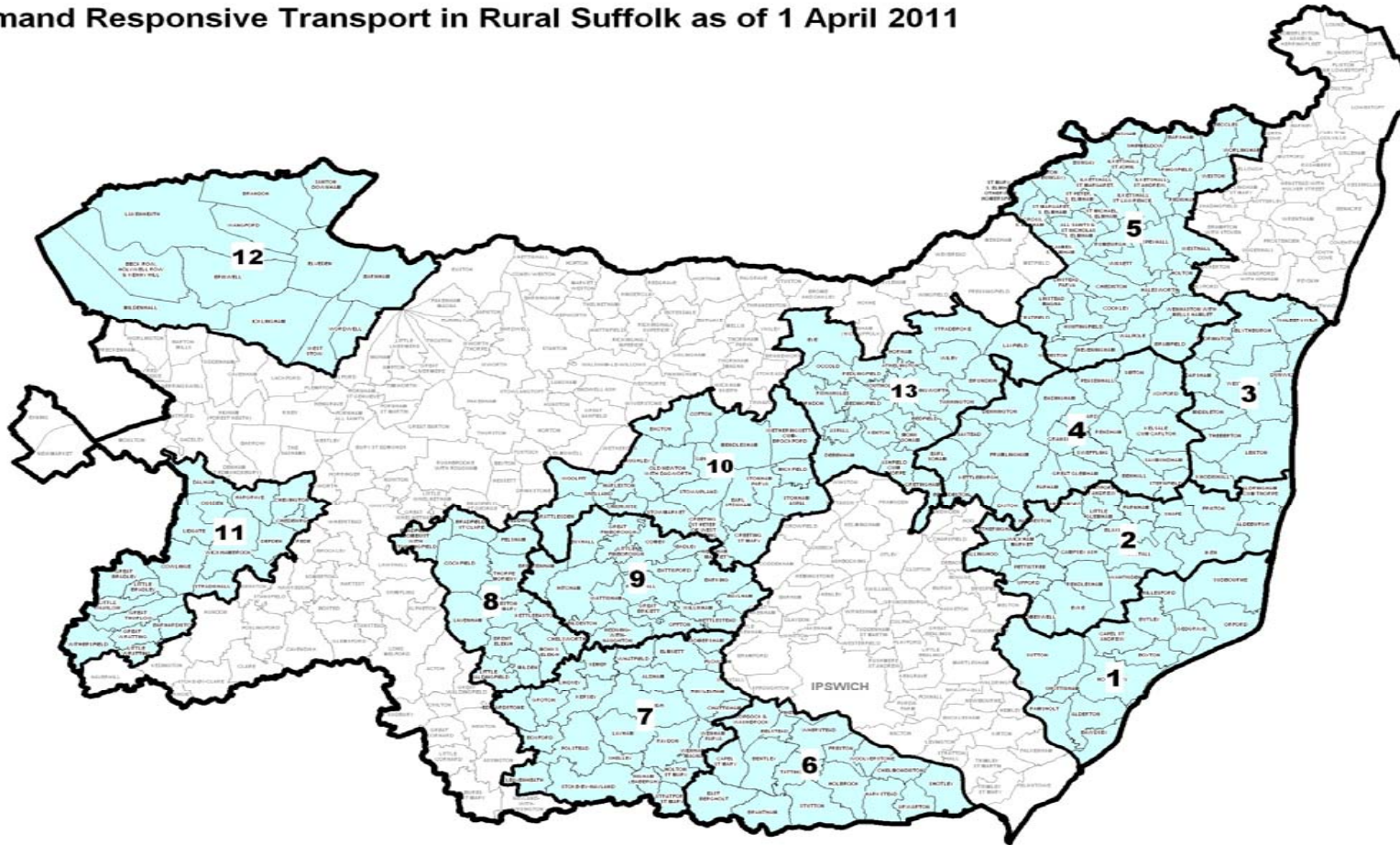


Map 3d: Current Static Library provision against Local Development Framework local service centres



Map 4: Demand Responsive Transport in Suffolk

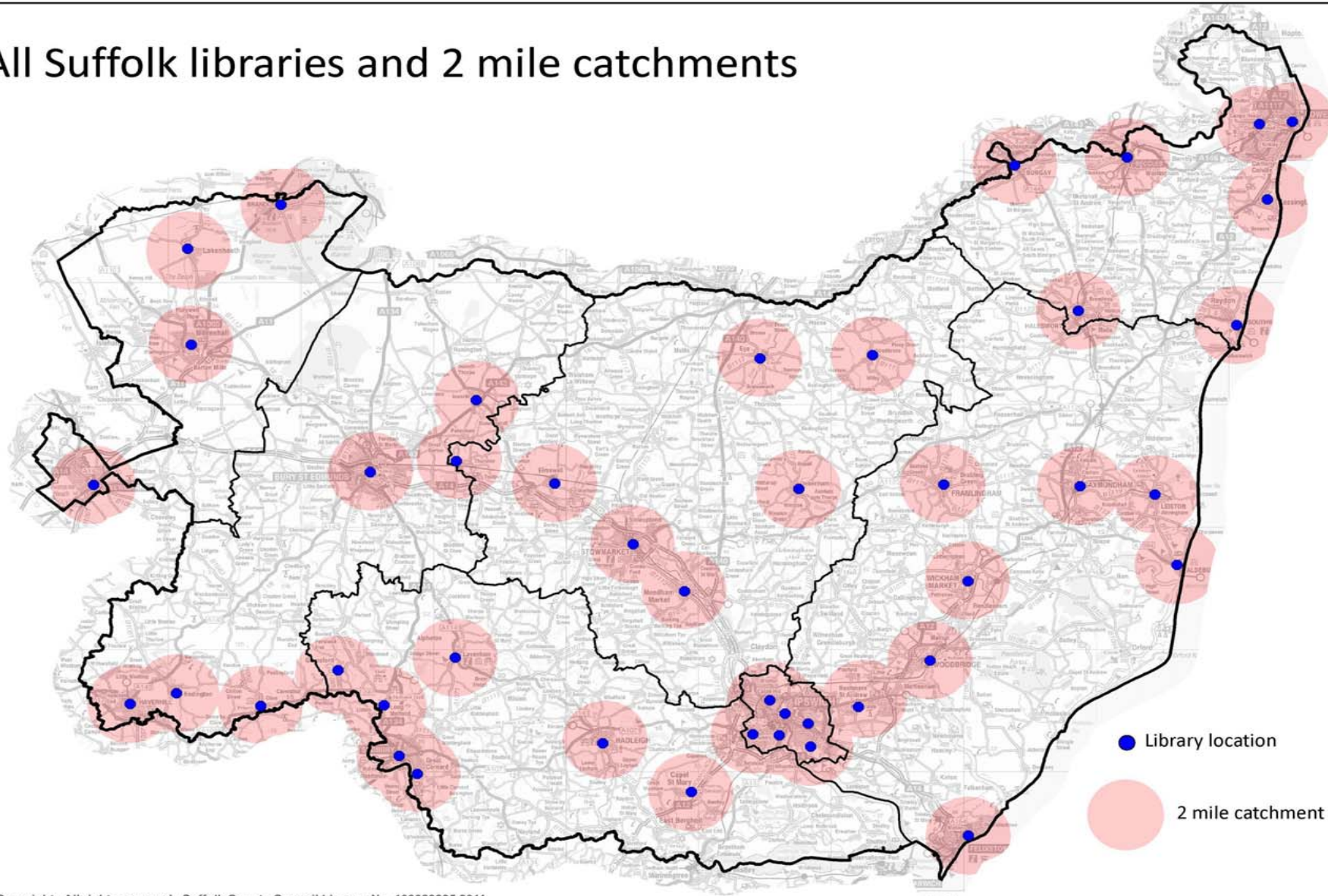
Demand Responsive Transport in Rural Suffolk as of 1 April 2011



\* NB Services that will be rebranded as Suffolk Links Services by 1 April 2011. New names yet to be decided.

- |                          |                                  |   |
|--------------------------|----------------------------------|---|
| 1. Suffolk Links Wilford | 5. Pathfinder*                   | 9. Suffolk Links Gipping                            |
| 2. Suffolk links Alde    | 6. Buzzabout*                    | 10. Suffolk Links Gipping North                     |
| 3. Coastlink*            | 7. Hadleigh Community Transport* | 11. Suffolk Links Three Towns                       |
| 4. Town Travels*         | 8. Suffolk Links Cosford         | 12. Brecks Bus*                                     |
|                          |                                  | 13. Suffolk Links Hoxne<br>(Commences 20 June 2011) |

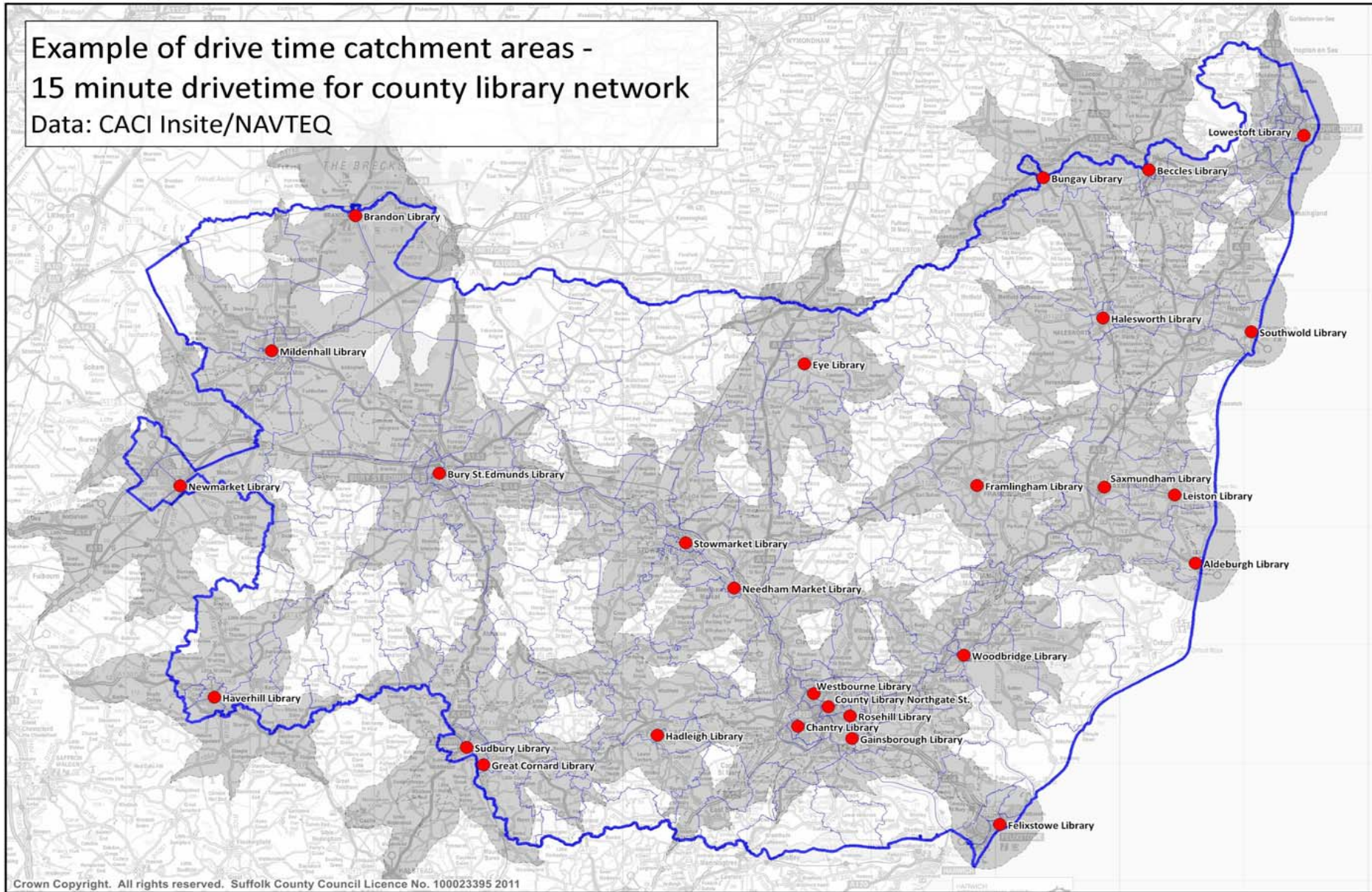
## All Suffolk libraries and 2 mile catchments



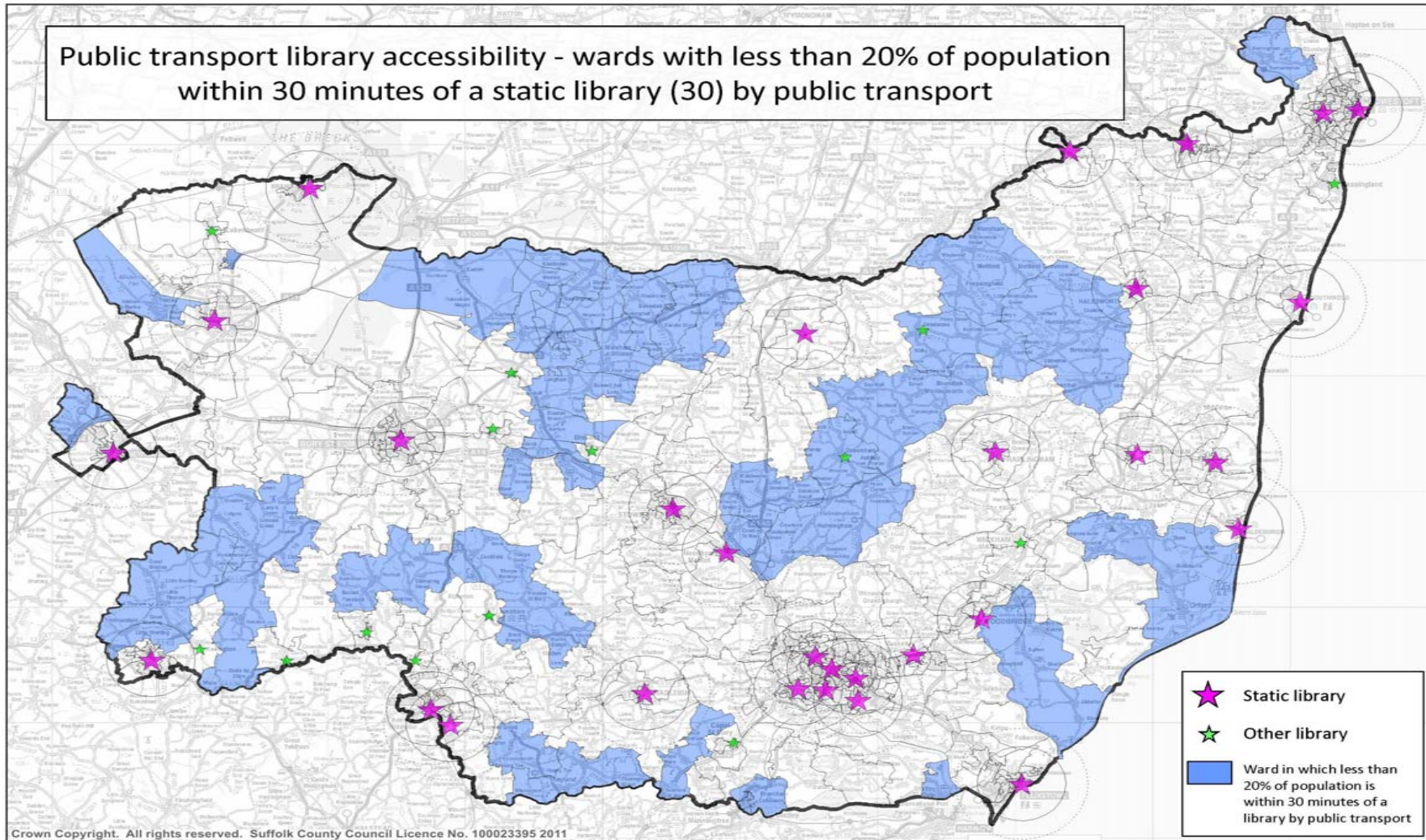


Map 6: Drivetime Map

Example of drive time catchment areas -  
15 minute drivetime for county library network  
Data: CACI Insite/NAVTEQ



**Map 7: Public Transport accessibility**



## 10. Contributors

Undertaken by Suffolk Libraries, Adult and Community Services Directorate and Resource Management Directorate, Suffolk County Council and CSD.

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