Brighton & Hove City Council

Libraries Plan 2016-2020

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Libraries Plan 2016 -2020

Contents

1. Introduction

1.1. Context

1.1.1. The Libraries Plan must ensure that there is a comprehensive, efficient, modern and sustainable library service in Brighton & Hove. Sustainability is essential in the context of severe financial pressures on council budgets, and significant changes to the way that local authorities provide local services. It is no longer possible to make further savings without reorganising and redesigning the service.

1.1.2. The Plan is based on a thorough review and needs analysis to provide insight into and evidence of the need for library services in the city. The needs analysis includes qualitative as well as quantitative research to help identify local people's views of libraries and how they should develop.

1.1.3. The development of the Libraries Plan is central to the Libraries Modernisation Programme, which is part of the Cultural Services Modernisation Programme set up in October 2014 to drive forward the modernisation of cultural services including Libraries.

1.1.4. The four year Integrated Service and Financial Planning model indicates that Library services will receive in the region of £1.34 million less from the Local Authority. In addition, an annual government grant of £1.5 million will stop in 2029, which will create a further funding gap of an estimated £0.75 million.

1.2. Statutory Duty

1.2.1. The Public Libraries and Museums Act 1964[1] requires Local Authorities to deliver a public library service. The main obligation is to provide a 'comprehensive and efficient' service for all persons in the area who want to make use of it, to promote this service, and to lend books and other written materials free of charge.

1.2.2. The clearest guidance to define 'comprehensive and efficient' comes from a 2009 Wirral Inquiry Report[2] by Sue Charteris, which identified the need for a library strategy based on an analysis and assessment of local needs. More recent judicial reviews have also highlighted the need to take particular account of equalities implications of any proposed service changes. The requirement to demonstrate Best Value and adhere to procurement rules have also appeared in some judicial reviews.

1.2.3. The lessons learnt from the Charteris report and the subsequent judicial reviews into other library authorities' proposals for change have been taken into account during the review. The needs analysis has been very thorough and extensive, taking particular account of equalities related information. The proposals for change have

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[1] http://www.legislation.gov.uk/ukpga/1964/75
[2] http://webarchive.nationalarchives.gov.uk/20100407120701/http://www.culture.gov.uk/reference_library/publications/6485.aspx

had full Equalities Impact Assessments and have been subject to extensive public consultation.

1.3. Seighart Review: The Independent Library Report for England

1.3.1. The Independent Library Report for England[3], commissioned by the Department of Culture, Media and Sport, led by William Sieghart, and published in December 2014 is the latest and most relevant of government reports on Public Libraries.

1.3.2. The Seighart report found that 'not enough decision makers at national or local level appear sufficiently aware of the remarkable and vital value that a good library service can offer modern communities of every size and character'. It identified libraries as a 'golden thread throughout our lives', and found that: 'Despite the growth in digital technologies, there is still a clear need and demand within communities for modern, safe, non-judgemental, flexible spaces, where citizens of all ages can mine the knowledge of the world for free, supported by the help and knowledge of the library workforce. This is particularly true for the most vulnerable in society who need support and guidance and to children and young people who benefit from engagement with libraries outside of the formal classroom environment.'[4]

1.3.3. The report envisaged re-invigoration of the library network with an increase and improvement in digital technology in a comfortable retail-standard environment. Such services would make vibrant and attractive community hubs, which would support individuals and communities to become more enterprising, more literate, and in consequence, more prosperous.

1.3.4. Libraries major role in rectifying literacy standards was recognised, working in partnership with schools and colleges. Support for digital literacy and fluency were also seen as core library roles.

1.3.5. Sieghart also identified the opportunity for other government departments to use libraries as a resource to help deliver their services and so deliver better value for money.

1.4. Envisioning the Library of the Future – Arts Council England

1.4.1. Arts Council England (ACE) is the development agency for libraries in England and has responsibility for supporting and developing public libraries. In 2012 ACE commissioned research: Envisioning the Library of the Future[5], which was carried out by IPSOS Mori and Shared Intelligence. The research revealed that:

- There is a clear, compelling and continuing need for a publicly funded library service.

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[3] https://www.gov.uk/government/publications/independent-library-report-for-england
[4] https://www.gov.uk/government/publications/independent-library-report-for-england pg 5
[5] http://www.artscouncil.org.uk/what-we-do/supporting-libraries/other-links/library-of-the-future/

- This was heard this from people at every stage of the research. It didn't matter whether they use libraries or not, people are vocal and passionate about their value.

- Public libraries are trusted spaces, free to enter and open to all. In them people can explore and share reading, information, knowledge and culture.

1.4.2. The research identified three essential ingredients that define the public library:

- a safe, creative community space that is enjoyable and easy to use, in both physical and virtual form

- an excellent range of quality books, digital resources and other content

- well-trained, friendly people to help users to find what they want either independently or with support

1.4.3. ACE's response to the research identified three priorities for a 21st century public library service:

- Place the library as the hub of a community

- Make the most of digital technology and creative media

- Ensure that libraries are resilient and sustainable

- Deliver the right skills for those who work for libraries

2. Libraries Service Review and Needs Analysis – Key Messages from Research with Library Users and Non-Users

2.1. Public Library Needs

2.1.1. It is clear that the local research matches the national research into identifying what the public wants from libraries, and the messages were broadly consistent regardless of methodology of research, or whether those consulted were library users or non-users. The underlying motivations for using libraries are wide ranging. Love of reading, a need to study or learn, or support their children learning are important factors. Social contact is also a motivating factor for some as is the desire to spend time alone in a safe environment.

2.1.2. Books are still the main single reason why people use libraries and they are seen as the core offer. The library as a community space is also important to some user groups such as older people who may feel isolated, families with young children, students and unemployed people.

2.1.3. People are not simply users or non-users, as it is common for people to dip in and out of using libraries throughout their lives. Common trigger points for starting to use libraries (again) include taking up study, entering unemployment, having children, or retiring.

2.1.4. The public see the core purpose of libraries as being about reading, learning, and finding information. People value good customer experience, including a good choice of books; friendly knowledgeable staff and a pleasant library environment.

2.1.5. Public libraries are widely valued, even by people who don't currently use them. Most people see public libraries as an important community service: The research suggests that public libraries are valued because: they are trusted; they are one of the few public services that people often think of as 'theirs'; they are widely perceived to be important for groups such as children, older people and people on low incomes. Further, libraries are a social leveller, with an ability to bring people together.

2.2. Key Local Messages

2.2.1. **High level of satisfaction with libraries overall**, 86% think they are good or very good, and 89% think they are easy or very easy to use. However the scores across key equalities groups are lower. Those thinking libraries are good or very good were:

- 19% lower for those aged over 75, and 12% lower for those aged 16-19, compared to other all other ages (91%)
- 14% lower for BME users compared with white UK/British users (93%)
- 19% lower for LGB users compared with Heterosexual users (93%)

- 13% lower for those with a health problem or disability compared with those without (89%)
- 11% lower for carers than those without carer responsibilities (92%)

2.2.2. **Library users are very satisfied with the standard of customer service** they receive. Two thirds had contact with members of staff and 92% said they received fairly or very good service. This varied from library to library with community libraries having the highest level of satisfaction (94%) and Hove Library the lowest (64%) Jubilee achieved 70%. Library staff are seen as integral to the service by over 95% of users and nine out of ten rated staff helpfulness, knowledge and availability as good or very good.

2.2.3. **Unsurprisingly books are seen as most important by respondents** (97%) with four out of five (80%) rating them good or very good. This is the third highest gap (-17%) between importance and satisfaction levels, indicating room for improvement. The second largest gap between importance and satisfaction ratings was for study space (-18%), and seating provision also seen as important by 92% was rated as good or very good by 75%, a gap of -17%.

2.2.4. **The largest gap (-23%) between what respondents said was important and what was rated highly was library opening times.** This was important for 96% of respondents, but only rated good or very good by 73%. The gap was even bigger (-40%) for community libraries where the satisfaction rate dropped to 59%. Respondents aged 75 and over and those with carer responsibilities were least likely to say that opening times were good or very good. This view is shared by children and young people where 24% thought the community libraries were not open when they needed them, and this rises to 30% of 14 to 15 year olds.

2.3. Use of Libraries

2.3.1. **Proportion of people who visit more than one library is high but varies by age and health**. 60% of library users have also visited another library (44% having also visited Jubilee Library). Least likely to visit another library are those over 75 (39% do so), or those aged 18-24 (42% do so). 49% of those with a health problem or disability are likely to visit another library.

2.3.2. This survey data which takes account of all types of library use is backed up by the active borrower data which focuses on just borrowing. More than a half of active borrowers at Hollingbury Library (57%) and Moulsecoomb Library (52%) were also an active borrower at least one other Brighton & Hove library. Even at Mile Oak where the number of multiple library users is lowest, 38% of borrowers have used another library.

2.3.3. **The main reason for adults to visit a library is to borrow, reserve, return or renew an item:** In all the surveys, a half to two thirds of visitors overall go to borrow, reserve, renew or return a book, but less than half of visitors to Jubilee Library do so,

compared to over half of Hove Library users and more than two thirds of community library users.

2.3.4. **Community, Jubilee and Hove Libraries are used differently**: Transactional activity (borrowing etc) is more likely to be related to children in community libraries than in Hove or Jubilee libraries. Hove users are focused on DVDs more than Jubilee or community library users. Jubilee users are more likely to read magazines and newspapers, use the free Wi-Fi or study than users at other libraries.

2.3.5. **More people study at Jubilee Library than study at community libraries.** In exit surveys 2013-15, more than twice as many respondents at Jubilee Library said that they had been studying (26 per cent) than did respondents at a community library (13 per cent). Across all libraries, young adult libraries users tend to study or work. Nearly a half of all 16 to 19 year olds (45 per cent) library users study or worked at the library.

2.3.6. **Computer and Wi-Fi access is important to library users**: 15% of those surveyed in August 2015 were there to use these services but this rises to 26% amongst those with a long term health problem or disability, and 24% for BME users. For nearly one in ten of all library visitors (9%) and nearly one in four (22%) of those who come to the library to go online, the library is their only access to the internet.

2.3.7. **Library users with a limiting long term illness or disability that affects their day to day activity 'a lot' use the library service in very different ways to library users with no limiting long term illness or disability**. According to the 2013-15 exit surveys, they are:

- Less likely to be borrowing, returning or renewing an item (45% compared to 60%) and reading books, newspapers and magazines (15% compared to 28%), and
- More likely to use the Council Connect service (22% compared to 3%), use a computer/internet (33% compared to 22%) or meet friends or family (20% compared to 8%).

2.3.8. **The way library users who have carer responsibilities use the library is different to the way library users with no carer responsibilities.** According to the 2013-15 exit surveys, they are more likely to:

- Use the Council Connect service, 19% compared to 3%
- Look for information, 33% compared to 21%
- Study or work, 27% compared to 17%
- Attend an event, 16% compared to 3%
- Use a computer/internet, 37% compared to 23%
- Meet friends or family, 17% compared to 8%

2.3.9. **Library users find libraries helpful for a range of work and life events**. A quarter of all respondents in the exit surveys said that the library had helped with study/learning (27%) and health and leisure (24%). More than one in twenty had

also had help with finding employment (7%) and with their current employment (7%). Other areas of beneficial impact were accessing online services (14%) and family/relationships (10%). In the arrivals surveys, more than two thirds of visitors (69%) thought that their visit to the library today would help with theirs or a child's education, learning and enjoyment.

2.4. Views of children and young people

2.4.1. Children and young people enjoy their experience of libraries. When asked to describe their visit to the library nearly three quarters (72%) described it as excellent or good. Three quarters (76%) think there is an excellent or good choice of books at the library. More than four out of five children thought that the library was a friendly. Nearly four out of five children think that libraries are bright and cheerful inside and a place they want to come to.

2.4.2. The main reason for children and young people to visit a library is to 'borrow things'. More than a half (53%) said they did so to borrow, return or renew an item. Just under a half also read (48%) and looked around (46%). Borrowing things was most popular with the five to nine year olds, and this dropped as they got older, with 14 – 15 year olds more likely to use the computers and to do their homework.

2.5. Qualitative research

2.5.1. The focus group work with adults produced some interesting results: Most participants believed that libraries need to change to be more up to date to meet the needs of society. Many non-users and some users were surprised at how much libraries have to offer and all recommended that libraries need to communicate what they do more effectively.

2.5.2. The concept of developing the library as a Community Hub is felt to be an appropriate direction for libraries to go, and was suggested spontaneously by participants. The majority of the Carnegie Concepts[6] (libraries as social hubs, cultural centres, learning hubs and economic enablers) were liked and met with enthusiasm. So much so, non-users felt they would be encouraged to use the library. Participants clearly liked the idea of having somewhere which could not only be a social catalyst, but also a source of advice and information.

2.5.3. Respondents felt it important that libraries be clear what services mean and how they will be delivered – they were conscious of not wanting the library to 'waste money'. It was also clear that participants felt that not all services should be free, they were willing to pay a nominal fee for some services, activities or events.

2.5.4. The focus group work with children was also useful: It is clear that unless children are engaged with the library at an early age there is the danger of losing them. As children get older they become more autonomous and make their own decisions.

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[6] http://www.carnegieuktrust.org.uk/changing-minds/knowledge---culture/the-future-of-libraries/speaking-volumes

They also have other interests which override the need to go to the library. The concept of having other activities which they find attractive would encourage them to attend the library. In addition, the activities suggested would be perceived to be 'cool', and would tap into their interests. There is clearly an appetite for book related activities, whatever form this takes. The younger age group particularly are very keen on competitions, either drawing or writing and this clearly engages them with the library.

2.6. Lapsed users

2.6.1. The most interesting thing identified about lapsed user from the survey was that many of them weren't lapsed users! Lapsed users were identified as those who hadn't used their library card for over one year. There were two key findings from the analysis of the returns:

- More than two third of respondents (70%, 212 people) had used a library in the last 12 months but had no need to use their library card to do so.
- Three quarters of respondents (74%, 224 people) are very like or fairly likely to use a library in the next 12 months with 44% of all respondents very like to do so.

2.6.2. The main alternative uses were looking for information (49%), and reading books, newspapers or magazines (43%). Other popular activities were using the shop, using the café, studying/working, or meeting friends or family.

2.6.3. Among those respondent who did not claim to have used their library card in the last 12 months (205 respondents) the main reasons for not doing so were; use the internet for information (22%) libraries not being open when needed (21%) and moved out the area (15%).

2.6.4. Amongst those who were carers, or had a health problem or a disability, there were consistent differences in how likely they are to use library services when compared to others. For both groups they are more likely to use a wide range of services, which reflects the results from the exit surveys.

2.7. 'Invisible' Users:

2.7.1. For the first time, this review has identified how many library visitors are not borrowing or returning items, or using a public library computer, and also to use the exit survey data to identify what these 'invisible' users are doing. Surprisingly, an average of 56% (rising to 64% in Jubilee Library) are 'invisible' users i.e. not borrowing, returning or using a PC.

2.7.2. Interrogation of the latest exit survey results has provided information on what the 'invisible users' are doing. This includes browsing (37%); reading books, newspapers or magazines (29%); studying or working (24%); looking for information (18%);

attending an activity, event, course or exhibition (11%); or meeting friends or family (11%).

2.7.3. Although in the surveys just over half of those asked said they were there to borrow, return, renew or reserve an item, the data from an analysis of the activity over a specific two week period in 2014 shows that the majority of library users (56%) remained 'invisible' – ie not carrying out any kind of transactional activity that involves using their library card, including using a PC.

2.7.4. This has even more significant implications for the planning and delivery of library services when also taking into account that carers, and people with a disability or long term health problem, are more likely to use the library for a wider range of things than just borrowing (and so more likely to be amongst the 'invisible') such as reading, browsing, finding information, attending an event or meeting friends and family. Together with BME users, they are more likely to visit the library more frequently than others, and use the library for study or work.

2.7.5. Add to this the fact that satisfaction levels with library services are lower amongst these groups than general library users, and that these same groups are more likely to use Council Connect and library IT facilities, and that there is clearly more to be done to direct library services attention to these specific user groups and their needs.

2.8. Services to housebound users and residential homes

2.8.1. The recent review has indicated that the use of the Equal Access Delivery Service to residential home is low and relatively expensive. The Home Delivery Service, which aims to provide a more personalised service using volunteers for those unable to travel to a library, could provide a suitable alternative to the current delivery of book boxes, and also has the potential to assist with addressing digital exclusion.

2.8.2. The benefits of expanding the Home Delivery Service are not limited to the clients, as this opportunity for volunteers to make a valuable contribution to others in their local communities. Given the low level of provision in comparison with other comparable authorities, this is an area which the library service should expand and develop.

3. Libraries Service Review and Needs Analysis – Key Messages on Performance[7]

3.1. Libraries in Brighton & Hove are popular and well-used:

3.1.1. Brighton & Hove residents are more likely than average to use a public library: In the latest City Tracker survey (November 2014), almost half respondents (47%) have used a public library service in the past year. Nationally, 35% report using a public library service in the Taking Part Survey October 2014.

3.1.2. Brighton & Hove libraries receive a high number of visits (third highest in group) and Jubilee Library continues to far outstrip other individual libraries, being the second busiest in the country. Visitor numbers are declining nationally (12.4% in last four years) but in this city the decline is slower (11.7% over last four years).

3.1.3. Library website visits are also well above the group average (6,322 per 1,000 population, compared to average of 2,287), and there is a good provision of PCs and recorded use of these facilities by the public.

3.2. Libraries in Brighton & Hove are popular and well-used:

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3.2.2. Our revenue income is £1,812 per 1,000 population (third highest in the CIPFA comparator group), but there is room to improve on this by learning from other authorities.

3.3. Brighton & Hove have relatively high levels of expenditure:

3.3.1. Within our comparator group, Brighton & Hove are in the top quartile (no 4) for expenditure per 1,000 pop, but alongside other authorities with Private Finance Initiative (PFI) libraries – Bournemouth, Newcastle and North Tyneside, so PFI contract payments that include an element of capital repayment are likely to be distorting the comparison with non PFI libraries.

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[7] Comparative data is from CIPFA data for 2013-14:
http://www.cipfa.org/services/statistics/comparative-profiles/public-libraries/cipfastats-library-profiles-english-authorities-2014

3.3.2. Brighton & Hove have the highest spend on library materials (books and other resources) within the comparator group (£2,362 per 1,000 population, the average being £1,499). Brighton & Hove also spend more on employees per 1,000 population (£10,000 compared to £8,400 average)

3.4. Areas for improvement:

3.4.1. **Opening hours** are poor in comparison with similar authorities, with all but two of our libraries open 29 hours per week or less. The majority of the group have more libraries in the 35 to 49 hours per week range.

3.4.2. Brighton & Hove Libraries are not reaching **housebound** readers as well as others being second from bottom of the comparator group with only 0.2 housebound readers per 1,000 population, compared with 1.1 average. Since these results were reported the new Home Delivery Service has been set up and so these results will improve.

3.4.3. Brighton & Hove Libraries **use of volunteers** is also below average (2,974 volunteer hours, average 4,247) but the trend is upwards, and our volunteers tend to give us more hours each than others.

3.4.4. There is clearly room for increasing the shift of simple library transactions over to **self-service**, with only 37% of current transactions being completed via the self-service kiosks. The kiosks are available in Jubilee, Hove and two community libraries - locations where over 75% of transactions take place.

3.4.5. There is also room to improve the level of **satisfaction** with library services of children and young people with 74% of those surveyed regarding their experience as good or very good, which is lower than other authorities.

3.4.6. In the current difficult financial climate, there is **room to reduce expenditure** on library materials and staffing, both of which are higher than average in comparison with similar authorities.

3.5. Meeting the city's needs[8]

Good existing activity in support of:

3.5.1. **Education:** Public libraries have a long history of supporting education and learning for people of all ages through:

- the provision of books and other resources
- help with finding information
- study space and study support
- information on courses, skills development, careers and job opportunities
- access to the Internet and public PCs

[8] Linked to the Joint Strategic Needs Assessment: http://www.bhconnected.org.uk/content/needs-assessments

- support for literacy and encouragement of reading
- working with schools to enable all pupils to be library members
- providing targeted support for children with learning disabilities
- Working with Adult Education

Libraries are particularly active in supporting informal learning and being the catalyst for people who lack confidence, or who are unable to or do not want to attend formal training.

3.5.2. **Employment**: Libraries are running or hosting job clubs and careers support sessions in partnership with the Careers Service and Job Centre Plus, and have targeted young people in partnership with the Youth Employment Service. Libraries are running volunteering programmes for young people aged 13-19 years in partnership with The Reading Agency. Libraries are providing training and opportunities for adult volunteers to deliver new skills and aptitudes which could be used in employment.

3.5.3. **Housing:** Libraries have run a pilot to provide information and support to housing tenants when their local office was moved last year. Libraries can also provide help with accessing the online service Homemove. Libraries have also been working with sheltered housing setting to provide more targeted library services and potentially help with using online services.

3.5.4. **Information**: Libraries help people find relevant and trustworthy information, especially online information, and providing signposting to appropriate sources of advice in the city. Library staff in Brighton & Hove have all completed a national information training programme to develop their awareness, skills and confidence in this area, as part of the Universal Information Offer of public libraries.

3.5.5. **Health and Well-being**: Libraries deliver a Universal Health Offer which includes the Reading Well – Books on Prescription service - providing self-help books for managing common conditions including stress, depression, anxiety and dementia. The books are recommended by health experts and people with experience of the condition, and have been tried and tested and found to be useful. Reading has been shown to reduce stress, and the library provides Mood-boosting books to lift spirits and help contribute to well-being.

3.5.6. Libraries also provide Bookstart gifting programme from birth. Regular book sharing significantly shapes behavioural patterns and attitudes and increases a child's life opportunities. The benefits gained from Bookstart contribute to parental bonding, early listening and communication skills, development of attention span, pre-literacy skills and social skills.

3.5.7. **Events and activities**: Libraries are working with partners to deliver events and activities to support people dealing with the social and health issues identified. Examples include:

- Working with the Alzheimer's Society to provide a Dementia café in a public library

- Working with Carers Network to set up Bookchat groups to combat social isolation
- Hosting Help to Quit sessions for smokers
- Working with the Autism Steering group to set up a collection of IPads and suitable apps for people on the autism spectrum
- Hosting and promoting the Living Library events with Rise to raise awareness of domestic violence and sexual abuse
- World Mental Health Day – Working in Partnership with City Reads and Action for Happiness to deliver a day of simple, inspiring and friendly activities to promote happiness and boost health and wellbeing

3.6. Role of Libraries in local communities

3.6.1. **Community hubs** are local places at the heart of their communities, offering and hosting a wide range of services, public events and activities, and spaces to meet friends and contribute to community life. They are places where people may spend as much or little time as they like without having to spend any money.

3.6.2. Libraries can fulfil this role as they are often the only truly universally accessible place in the neighbourhood where everyone is welcome that is free and open to all. As well as delivering libraries, arts and cultural services, our libraries are used by many other council and community and voluntary sector agencies to deliver their services to local people in their neighbourhoods.

3.6.3. Libraries' on-going objective, target and challenge is to further utilise library assets, infrastructure, hard developed reputation and good will to get library buildings used even more, and more strategically by a range of services and to continue to build on existing partnership work to achieve further external funding and added value.

3.6.4. There are many examples of good partnership activity on which Libraries can build to enable even better use of libraries for local community benefit. It also demonstrates how external funding can be achieved by working with partners and the communities themselves to deliver the services, activities and events that local people want.

3.6.5. Snapshot of partnerships and funding 2015:

Key Partnership Projects	Partners	Funding achieved/value
Artswork- young people arts award accreditation project	Libraries, Artswork, Artists, three schools: Coldean Primary, Mile Oak Primary and PACA	£2,300 Arts Award
Autism Innovation i-pad access project	Adult Social Care, Libraries, Autism Steering group	£18,500-Think Autism national funding
Bookchat	Libraries, Public Health, Carers network	£5,000 - Innovation Fund
Bookstart Gifting programme	Libraries, Booktrust, Surestart; NHS	£26,600 from

		Surestart
Boys on the Plaque	Fabrica, Strike a Light, Libraries	£9,500-HLF
City Reads/Young City Reads - Activating communities to read one book and share the reading experience	Libraries, Collected Works CIC, range of communities and schools	Key part of Citywide Reading Strategy
Connect Plus project – targeted job club in Jubilee, and IT / information support to food banks	Job Centre Plus (JCP), National Careers Service (NCS), the Fed Online and Money Works (Brighton & Hove Citizens Advice Bureau.)	£5,000 Tinder Foundation
Dementia café, Hangleton Library	Libraries, Alzheimer's Society	Commissioning model potential
Evolving in Conversation - Ground-breaking multidisciplinary Arts project engaging communities with professional artists, led by Brighton & Hove Libraries	Arts Council England, Artswork, Photoworks, New Writing South, South East Dance, Culture Shift, range of community orgs, including Creative Future, Whitehawk Inn, Hangleton & Knoll Project, Brighton Youth Centre, BACA & PACA.	Arts Council England funding: £99,000
Health Walks from Libraries	Active for Life, Libraries, Health walks, Royal Pavilion and Museums	£3,000 for volunteer events-Health Walks
Hollingdean Community café	Libraries, Children's Centre, community, local councillor	Sustainable support model-community capacity building
Homework Club	Westdene Primary School	£3,800
Mood-boosting Books for children	Health Improvement Specialist working on the Public Health Schools Programme, CAHMMS, Stanford Juniors, Our Lady of Lourdes Primary and Coombe Road Primary	£350
Poetry by Heart- Hosting of regional poetry competition for young people	Poetry by Heart, New Writing South, University of Sussex, secondary schools across Sussex, local poets	£2,000 - Poetry by Heart
Pride Literature Tent	Libraries, Pride, Queer in Brighton, Queer Writing South, Rainbow Alliance, Affinity	£1,200 - Rainbow Alliance and Affinity
Summer Reading Challenge Young People's Volunteering	Libraries, Reading Agency, Paul Hamlyn Foundation, youth organisations and service providers (e.g. BYC, Integrated Families Team) and young people volunteering 100+	£1,733

3.7. Library Buildings:

3.7.1. Of the 14 libraries, excluding Jubilee Library, eight are in shared buildings where other services are delivered, two more are part of residential accommodation blocks, and only three are 'stand-alone' buildings, so there is already a great deal of at least co-location and in some cases good collaborative working with other organisations. The details of how public libraries are being used by others can be seen in the following table:

Library	Shared building	Additional services/ information	Use by partners/bookings
Coldean	Sheltered flats above library	Base for Equal Access Services to residential homes; Community room with IT and separate 121 consultation room for hire	Community room booked by: The tutoring service. A group (ARDIS) Early Childhood Project sessions
Hangleton	Flats above library	Community room for hire. Used for community and learning activities	MACS Alzheimer's Society Dementia Café
Hollingbury	No	Potential for use of basement	The basement used as a polling station 7th May 2015 and 22nd May 2014.
Moulsecoomb	No	Focus on supporting housing tenants following closure of local office	Grass Roots (suicide prevention organization - training programme. Early Childhood Project sessions
Patcham	Yes	Shared building with community centre; community room with IT for hire	The local U3A (organisation for semi or retired people) regularly book the IT room for group IT sessions.
Portslade	Yes	Includes Children's Gateway Centre; potentially children's centre room for hire; one to one room also potentially available	Main Library space available for hire when Library closed. Children's Centre rooms used most days by health workers, Cahmms & Midwives.
Mile Oak	Yes	Share library with Portslade Academy (PACA)	
Rottingdean	Yes	Shared building with local art gallery and museum	Visitor Information Point established Early Childhood Project sessions
Saltdean	Yes	Shared building with Community Centre and Lido	
Westdene	Yes	Shared building with junior school. Some use of space by school when library closed	Westdene Primary School use library space on a Wednesday for small music tutor groups. Homework Club funded by Westdene Primary School
Whitehawk	Yes	Shared building with other services in community hub Base for universal Bookstart services and targeted dual language and additional needs Bookstart packs gifted across the city via health visitors, early years' professionals and libraries.	Youth Services - teenage art club; Swanborough services - Adult social care management meetings; Papermates - work projects for adults with learning disabilities; Health checks; YMCA counselling; Youth Employment Services; Longhill school - parents drop in; Let's do business - how to start up a business;

			Creative futures - Art training for people with mental physical or social problems; Housing, Social services, youth team meetings; ACAS; Early Childhood Project
Woodingdean	Yes	Shared building with GP surgery	Varndean Adult Education; Woodingdean Reminiscence group; Money Advice Centre; Youth Employment Service; Child Health Clinic; Profit Rebels; Woodingdean Primary School - class visits; Longhill School -121 tutor/pupil; Early Childhood Project sessions
Jubilee	Yes	In shared building with retail unit and restaurant	Visitor Information Point; MACS advice; Sussex Careers; Brighton & Hove Museums Service led Storytime; Sensory Needs Service led Storytime.
Hove	No		MACS Advice; Supported Employment job club; Alzheimer's Society Dementia Café; Sensory Needs Service led Storytime.

3.7.2. This shared use of buildings also means that making changes to the network of library buildings is not straightforward as it impacts on the others in the buildings.

3.7.3. Jubilee Library needs to be looked at separately from the others as the building costs include a large element of capital repayment costs as the building was developed through a Private Finance Initiative (the £1.6m costs are off-set by a £1.5m grant from central government). This contract will be reviewed to investigate any opportunities for reduction in costs, and support for this can be obtained from the Department of Culture, Media and Sport.

3.7.4. After the Jubilee Library, the most expensive building by far is Hove Library, not only in terms of its running costs of £483,713 for 2014-15, but also in terms of its required maintenance costs of £738,654 over the next five years. This does not represent good value for money for a large library in terms of cost per visit, £1.93 per visit, compared with the Jubilee Library's £1.08. The community libraries cost an average of £2.15 per visit but the individual libraries vary greatly, with Coldean and Mile Oak Libraries being over £3 per visit (Coldean £3.79 and Mile Oak £3.44), and Patcham Library being the best value at £1.17 per visit.

3.7.5. After Hove, the library building with the second highest maintenance costs is Hollingbury Library, with £147,988 of maintenance costs needed over the next five years.

4. **Priorities Identified for Change**

4.1 The following priorities for Library Service changes have been identified as a result of the service review and needs analysis, and in the context of the financial challenges facing Brighton & Hove City Council (see introduction above) where significant savings have to be found in all services across the council. It also reflects national debate and developments as outlined in the recent national reviews and reports.

(1)   Improve and increase opening hours, making use of new technologies, engaging more effectively with local communities, and introducing new ways of delivering library services

(2)   Develop libraries as community hubs, particularly the role of libraries as social and cultural centres, learning hubs and economic enablers

(3)   Develop libraries' role in meeting the needs of the city, in particular in supporting education, employment, health and well-being, and information and advice

(4)   Develop effective partnerships, to help deliver the services needed by local communities and also to attract external funding

(5)   Maintain and develop safe creative community spaces for the benefit of local people, especially those in most need of support

(6)   Improve satisfaction levels of and services to specifically identified equalities groups, namely carers, people with a disability or long term illness, BME communities, particularly given the often 'invisible' nature of their use of libraries

(7)   Improve satisfaction levels of and services to children and young people, taking account of their interest in books and reading

(8)   Provide good digital technology and creative media to enable opportunities for learning, development, employment and creative activity, especially for those without good access at home

(9)   Re-shape the library network to increase co-location and joint working with partners, enabling access to a range of services in library locations

(10)   Consider alternative locations for library services currently located in expensive buildings

(11)   Recognise the different priorities for use in different libraries, informed by the community profiles for each catchment area

(12)   Expand Home Delivery Service and reform Equal Access Service

(13) Increase and make better use of volunteers in appropriate ways

(14) Increase use of and improve self-service facilities to enable more people to make better use of libraries for themselves, and provide support for those who need it.

(15) Increase effectiveness of spending on books and other library materials to better meet the different needs of the range of library users

(16) Diversify and increase income, including attracting commissioning, grant funding, commercial income and donations

(17) Bring expenditure on library materials and staffing in line with comparator authorities, making better use of these resources and to contribute to meeting the need for savings

(18) Review the roles of library staff at all levels, ensuring that the jobs are relevant to role of libraries now and in the future. Provide training and development opportunities for library staff to get the skills and experience needed to do their jobs effectively, and progress in their careers.

5. Modernisation Programme for Libraries

The Libraries Modernisation Programme has been created to ensure a sustainable future for Library Services in Brighton & Hove in the context of severe financial pressures on council budgets, and significant changes to the way that local authorities provide local services. It is no longer possible to make further savings without reorganising and redesigning the service.

The programme is the vehicle for delivering the priorities and changes needed as identified in the library service review and needs analysis. The programme currently has four strands, and will be delivered in a number of phases.

5.1. Libraries as Community Hubs

5.1.1. Community hubs are local places at the heart of their communities, offering and hosting a wide range of services, public events and activities, and spaces to meet friends and contribute to community life. They are places where people may spend as much or little time as they like without having to spend any money. Libraries as community hubs means:

- Libraries as a resource for local communities to collaborate

- Libraries as places to access other services

- Partners working with libraries to support community activity

- Libraries being commissioned to deliver other services

This will require increased collaboration with other council services, as well as with other public, private, community and voluntary sector organisations.

5.2. New Ways of Delivering Library Services

5.2.1. Libraries Extra is an innovative project that uses technology to enable libraries to be open outside of current opening hours for the public to self-serve without staff present. There have been two pilots – in Portslade and Woodingdean libraries. This is a great opportunity to increase access and reduce costs through developing a mixture of staffed and unstaffed provision. It will be possible to have all libraries open seven days a week at a reduced cost.

5.2.2. The new ways of delivering library services will include reshaping the network of libraries in the city working more closely with other agencies to make better use of reducing resources to deliver the best service we can. This includes further co-location of libraries with other services to reduce operational costs and increase sustainability; developing different relationships with partners; reducing employee costs; rationalising bookfund spending, and greater use of volunteers.

5.2.3. Essential to the success of Libraries Extra is the encouragement of local community groups, organisations and services to make best use of the library as a resource that

will be available seven days a week. The presence of trusted members of the community will make the libraries safe creative community spaces.

5.3. Diversification of Funding

5.3.1. The Library Service already achieves nearly half a million pounds in income each year. But the traditional income from fines, reservation charges and audio-visual hire is reducing year on year, and the new income streams from retail and room hire are working hard to keep pace with this change. Libraries need to further explore opportunities to bring in external income and to diversify income sources. The new model will include:

- Increasing commercial income

- Commissioning of libraries to deliver services

- Charitable giving – with the possible creation of a development charity

- Increasing grant funding for targeted projects

A new funding strategy is being developed to help take this forward.

5.4. Consideration of Alternative Governance Models

5.4.1. Instead of remaining a directly delivered service, there are other options for alternative governance models for library services. The two currently under consideration are

- Shared services – cooperation or joint delivery of services with another library service. This could be the whole of the library service, or parts of the service
- Libraries delivery managed outside the council- the most likely option being the development of a mutual

5.4.2. Whatever the model, the Council would still retain the statutory responsibility for the provision of public library services.

5.4.3. Consideration of alternative models has been put on hold while other modernisation proposals are taken forward, as for any model, the library service would need to be more cost effective and efficient in delivering its services within the available resources.

5.5. Timetable for change

| Oct 2014 - Sept 2015 | Service Review and Needs Analysis |

November 2015	Report to Economic Development and Culture Committee
Nov 2015 - Feb 2016	Public Consultation and Engagement
March 2016	Report to Economic Development and Culture Committee
March 2016	Report to Council
July 2016	Phase one: Introduce Libraries Extra and service redesign
2017-2018	Phase two: New cultural centre for Hove
2018-2019	Phase three: Jubilee Library VFM changes and review of phase one changes to community libraries
2019-2020	Phase four: possible shared services or alternative governance models

6. Proposals for Change

6.1. Phase one: to be implemented July 2016

6.1.1. Implementing **Libraries Extra** across most community libraries will enable many community libraries to be open seven days a week with a mixture of staffed and unstaffed days each week, vastly increasing the number of hours from 362 to 701 hours per week, at reduced cost. This would address library users' biggest concern and the biggest gap between level of importance to library users and their levels of satisfaction.

6.1.2. Local community organisations and other services will be encouraged to use the libraries for community activity and local service delivery. Volunteers will be encouraged to support other library users to self-serve and to act as helpful friends and neighbours.

6.1.3. With this extended access, it is possible to make better use of council buildings and have greater joint service provision with other council services, so it is proposed that two community libraries will have further changes:

6.1.4. Move **Hollingbury Library** to combine with Hollingbury and Patcham Children's Centre, which is located in Carden Hill School, a few yards from the current library location down County Oak Avenue, in Hollingbury. The new library facility would have a small community library collection focused on the needs of young children and families. The opening hours for this facility have yet to be determined in collaboration with the Children's Centre. It is hoped that the library will be open three days a week, supported by volunteers.

6.1.5. The reasons for the proposal are that the current building is in need of significant repairs and it is one of only two stand alone, isolated community library buildings. Many of the current library users are children from the school and their families. 57% of current library users already use another library. Elderly or disabled people who are eligible for Home Delivery Service will be offered this service. Patcham Library is relatively close by in Ladies Mile Road for people seeking a greater range of library books and other resources, and Coldean Library is reasonably near and accessible by bus from Hollingbury.

6.1.6. The existing building could be sold to generate a capital receipt. Any potential disposal of the current library building will be subject to further evaluation and a report seeking Policy & Resources Committee approval.

6.1.7. Reduce the size of **Westdene Library** to provide an additional classroom for Westdene Primary School. The remaining smaller library facility will be open seven days a week using Libraries Extra arrangements and volunteers to support public use. The reason for this proposal is that the school are in need of the extra classroom space and Patcham Library is relatively close by in Ladies Mile Road for people seeking a greater range of books and other resources.

6.1.8. Expansion of the **Home Delivery Service** and reform of the delivery service to residential homes to make it more effective.

6.1.9. Develop the role of libraries as **community hubs** and build more strategic partnerships to deliver the services needed by local communities and also to attract external funding

6.1.10. Target Library Services to better meet the needs of identified **equalities groups**, namely carers, people with a disability or long term illness, BME communities, LGBT people and those over 75 years old, particularly given the often 'invisible' nature of their use of libraries, as identified in the Service Review and Needs Analysis

6.1.11. Develop a **funding strategy** to increase and diversify income

6.1.12. Bring **expenditure** on library materials and staffing closer to that of comparator authorities, making better use of these resources and to contribute to reducing costs and improving value for money

6.1.13. Review the **Jubilee PFI** (Private Finance Initiative) to identify the potential to reduce costs

6.2. Phase two: to be implemented in 2017-18:

6.2.1. Through the joining together of Hove Library with Hove Museum & Art Gallery there is an opportunity to create a high profile **Cultural Centre for Hove** and ensure a resilient future for both Hove Library and Museum Services. There is more space and freedom at the Hove Museums site to extend the building to accommodate a shared service provision. It will be a centre rooted in community and will have relevance to a wide range of people from the city and beyond.

6.2.2. The centre will be **welcoming and inclusive**, comfortable to be in, with integrated services, **blending and merging the resources** around themes, with multiple focus points and **creating opportunities** for **varied experiences** for centre users. The centre will be a **community space** with **choice and freedom** for visitors to use the new centre as they choose, whether that be reading, learning, working, meeting, creating, relaxing, viewing, finding out, or accessing other services.

6.2.3. We want to future-proof it by **creating flexible spaces** that can be changed and developed in the future as required. We want to see active spaces on both floors, and good use of digital technology.

6.2.4. This is a great opportunity to **work with local people**, in particular local families, children and young people to develop and co-create new combined services to provide opportunities for exploration, learning and enjoyment to nurture well-being and creativity. Together the combined Museum and Library services will ensure a future for Hove's Heritage and provide access to the city's wider collections which will be of relevance to residents and visitors.

6.2.5. We see the new facility as an **important local community resource** that will attract more people to visit library and museum services from Hove and beyond.

6.2.6. **The publicly accessible space on the ground floor of the building will double** to 520m² with the old extension being replaced by a new purpose-built extension more suited to the delivery of both library and museum services. The current public space on the ground floor is only 252m².

6.2.7. The building will become an integrated library/museum facility with the majority of library services on the ground floor. The idea is to blend and merge museum displays and library resources together to provide new and interesting experiences for visitors to the centre.

6.2.8. The current robust and successful programme for children and schools provided by the museums service will continue, and will benefit from joint programming opportunities with the introduction of library services into the building. We also want to ensure that older people have the services that they need.

6.2.9. The museum galleries on the first floor will remain and opportunities for further library and museum collaboration and integration are being explored.

6.2.10. The amount of space for library service delivery will reduce by about 15% (the public space in the Carnegie building is 616m² with awkward spaces that are not easy to use effectively) but the level of service will be good as the spaces will be more manageable. This includes the shared spaces

6.2.11. The full range of Hove Library services will be delivered from this new location, including opportunities for new facilities for the benefit of library users:

- Good reading and study spaces
- Good selection of fiction and non-fiction books and other resources
- Good public IT facilities and Wi-Fi
- New and exciting offer for local children and schools
- Better storage and research space for the special collections
- Café facilities
- A reading/activity garden space
- Flexible space for temporary exhibitions, events and activities
- Minimum six day a week opening

6.2.12. **Why change?** Hove Public Library is a Grade 2 Listed building and opened as a purpose built library in 1908. Over a hundred years later the building is still loved by residents of Hove, but libraries services and the needs of library users have changed.

6.2.13.In a recent Needs Analysis and Service Review customers told us Hove has the lowest level of customer satisfaction and is seen as the second most difficult to get to.

6.2.14.We also know that loans in Hove Library dropped by 16% in last two years, only 9% of the catchment population currently use Hove Library, Hove Museum building is more central in the catchment area of users.

6.2.15.The internal space of the current library is inflexible and unsuited to delivering a modern library service, making it difficult to provide the wide range of services people now expect from their public library, and is in need of £0.75 million repairs over next 5 years. It is also expensive to run, costing nearly £0.5 million per year to operate.

6.2.16.The saving for the council of moving Hove Library to Hove Museum will be an estimated £350,000 per year, plus the on-going maintenance and repairs needed currently estimated at £750,000. If Hove Library remains in its current location, this saving will need to be found elsewhere within the library service.

6.2.17.For comparison purposes, seven community libraries would need to close completely to save the same amount of money.

6.2.18.Together the combined Museum and Library services would ensure a future for Hove's Heritage and use it to provide opportunities for exploration, learning and enjoyment to nurture well-being and creativity. The location of Hove Museum and Library together with a café and a garden would also provide opportunities for increasing income generation.

6.2.19.Any potential disposal of the current Hove Library building will be subject to further evaluation and a report seeking Policy & Resources Committee approval.

6.2.20.In addition to the Hove Library changes, work begun in 2016-17 will continue, namely:

- Develop the role of libraries as **community hubs** and build more strategic partnerships to deliver the services needed by local communities and also to attract external funding

- Target Library Services to better meet the needs of identified **equalities groups**

- Implement **funding strategy** to increase and diversify income

- Bring **expenditure** on library materials and staffing closer to that of comparator authorities, making better use of these resources and to contribute to reducing costs and improving value for money

- Review the **Jubilee PFI** (Private Finance Initiative) to identify the potential to reduce costs

6.3. Phase three: to be implemented 2018-19

6.3.1. The first focus for phase three will be on implementing any identified changes to the Jubilee Library PFI contract to deliver further savings and better value for money. The Department of Culture, Media and Sport will provide support in the review of this cultural PFI contract. Previous reviews of other cultural services PFIs have identified the potential for up to 2% saving, although those authorities have not chosen to implement all of the recommended changes as it was felt this would reduce the quality of the service to the extent that it would impact on service use.

6.3.2. The second focus for phase three will be a review of the impact of the changes made in phases one and two, in order to identify any further changes that need to be made.

6.3.3. During this phase, there will be further investigation of the potential for shared services with other library authorities, and further consideration of the option of moving out of direct delivery of the library service by the council to an alternative governance model.

6.4. Phase four: to be implemented 2019-20

6.4.1. The focus for phase four will be the implementation of any shared service proposals that have been developed, and/or the implementation of any alternative governance arrangements.

6.4.2. The details of phases three and four are not fully developed at this stage as much depends on the success of the first two phased of modernisation changes. A report on the detail of phases three and four will be brought to the relevant committees nearer the time.

7. Consultation and Engagement

7.1. Library Services Review and Needs Analysis

7.1.1. The Library Services Review and Needs Analysis was based on extensive research, consultation and community engagement in the following ways:

- Interviews with adults in libraries in August 2015 (996 respondents)

- Exit surveys with library users (adults, children and young people) throughout the year for two years 2013-2015 (1,964 respondents aged 16 plus, 2,078 respondents aged 15 and below)

- Lapsed borrower survey (users who have not used the library for over 12 months (301 respondents)

- Qualitative research using focus groups and 'hall tests' with adults in 2015, ensuring inclusion of users and non-users, representation of equalities groups (56 focus group participants, 54 'hall test' participants)

- Qualitative research using focus groups and paired depth interviews with children and young people in 2015, ensuring inclusion of users and non-users and representation of equalities groups (49 focus group participants, 4 paired depth interviews)

- Systems Thinking research involving open conversations 2010 (2,328 participants)

- Review of Equal Access Services involving interview with people in residential homes and sheltered housing

- Feedback from service users such as Home Delivery recipients, participants in activities and events; feedback from project partners.

7.2. Staff and Unions Consultation and Engagement

7.2.1. Staff and unions have been involved in the Libraries Modernisation programme in the following ways:

- Initial briefing sessions to all staff in December 2014 / January 2015

- Regular update newsletters and emails to staff

- Discussions in team meetings

- Scenario planning workshops with representatives from all staff levels

- Series of budget planning workshops

- Nine briefing sessions held by Head of Service with library staff

- Briefings to union representatives

- Discussions in library divisional consultative group meetings

- A Libraries lone working policy has been agreed with unions

- Three months of informal discussions with staff and mangers to discuss the details of the ideas emerging during the service redesign work, including detailed contributions from individual staff and managers. All of which have been carefully considered and many of the ideas raised taken on board.

7.2.2. Formal consultation with staff and unions on a Library Service restructure will take place after budget decisions have been made in February 2016 and final proposals for changes to Library Services are agreed at Committee and Council in March 2016.

7.3. Public and Stakeholder Consultation November 2015 – February 2016

7.3.1. General public and stakeholder consultation:

- The public consultation has been advertised widely through the media and anyone can take part by joining in the online consultation

- The consultation was also being publicised through social media:
  - ➢ It has regularly been on the BHCC homepage.
  - ➢ It is on the top of the main libraries page - https://www.brighton-hove.gov.uk/content/leisure-and-libraries/libraries
  - ➢ It has been regularly been tweeted about - https://twitter.com/BHLibraries
  - ➢ It has been shared via Facebook posts from BHCC libraries - https://www.facebook.com/BrightonandHoveCityCouncil

- Very detailed background papers were included as links from the survey so people can see the evidence leading up to the proposals

- Those unable to use the online survey could complete a hard copy survey in any public library

- Posters and leaflets advertising the library consultation were sent out to all libraries, schools and community organisations around the city

- Local schools, community groups, residents associations, councillors and other stakeholders were contacted to ensure they are aware of the proposals and encouraged to send us their views

- Library staff held face to face contact with groups who meet in a library or those participating in activity in a library

- Posters & flyers were sent to a range of organisations and groups

- Emails with electronic copy of flyer were sent to a wide range or organisations, groups, partners and contact lists

- Face to face community engagement outreach visits to stakeholder meetings, groups with particular emphasis on children, young people and families

- Presentations have been made to some partner organisations, e.g. via the Arts Commission

7.3.2. Hove Library and Hove Museum proposals:

In addition to the consultation activity above, there has been additional activity specifically on the proposals for Hove Library and Hove Museum:

- More detailed information was put on display as exhibitions in both Hove Library and Hove Museum buildings, including draft layout plans and illustrations of what a new cultural centre in Hove might be like
- More detail was put on a special Hove Library changes page on the website: www.brighton-hove.gov.uk/hove-library
- Officers have met with ward councillors, and some councillors from the Economic Development and Culture committee to discuss the proposals
- Libraries have emailed or written to all 9,930 current active borrowers using Hove Library (i.e. everyone who has used their library card in the library in the last year Nov 2014 to October 2015) drawing their attention to the proposals and asking them to let us know what they think
- The proposals were discussed at the Hove Central LAT meeting in November
- There have been two public meetings:
  - Thursday 7 January in Hove Museum 3.30 – 5.00 pm
  - Wednesday 27 January in Hove Library 6.00 – 7.30 pm

7.3.3. Hollingbury Library and Westdene Library proposals:

In addition to the consultation activity above, there has been additional activity specifically on the proposals for Hollingbury and Westdene Libraries

- The Hollingbury proposals were included in the Children's Centre consultation with parents at Carden School in November/December
- Head of Service has met with the Head teachers of Westdene Primary School and Carden Primary School, and with the Principal at Portslade Academy, to get their views
- Head of Service has discussed the proposals with ward councillors
- Libraries have emailed or written to all current active borrowers using Hollingbury Library (718 adults) and Westdene Library (516 adults) i.e. everyone who has used their library card in the library in the last year, drawing their attention to the proposals and asking them to let us know what they think
- There have been two public meetings on the Westdene and Hollingbury proposals. The meetings covered the proposals for both libraries to give people two opportunities to find out about and comment on the proposals

> ➤ Tuesday 9 February 6.00 - 7.30pm Hollingbury Library

> ➤ Thursday 4 February 6.00 - 7.30pm Westdene Library

7.4. Results of the Public Consultation November 2015 – February 2016

7.4.1. The public survey received 1,124 responses. To give some comparison, the recent Children's Centre consultation received 578 responses and the budget consultation received 450 responses. Although it is not comparing exact like for like, 1,124 respondents is about 3% of active library borrower numbers.

7.4.2. The number of respondents who said they used Hove Library was 708, which is about 7% of the 9,741 active borrower figures. The number of respondents who said they used Hollingbury Library was 115, which is about 12% of the 955 active borrower figures. The number of respondents who said they used Westdene Library was 86, which is about 9% of the 974 active borrower figures.

7.4.3. Taking the responses altogether, these were the headline results:

Questions	Tend to agree or strongly agree	Neither agree or disagree	Tend to disagree or strongly disagree
1. Do you agree or disagree with the proposal to increasing opening hours in community libraries so that they are accessible for 7 days a week by using 'Libraries Extra' technology and providing a mixture of both staffed and unstaffed hours?	62%	9%	29%
3. How much do you agree or disagree with the proposal for local organisations and public services to provide activities and services based in local libraries.	85%	5%	9%
4. Do you agree or disagree with the proposal to combine Hollingbury Library with Hollingbury Children's Centre and increase Patcham Library's opening hours?	48%	30%	22%
5. Do you agree with the proposal to provide additional classroom space for Westdene Junior school and reduce Westdene Library in size, providing unstaffed access via Libraries Extra and an increase Patcham Library's opening hours?	41%	28%	30%
6. Do you agree or disagree with the proposal to combine Hove Library and Hove Museum in a newly extended building to create a new community/cultural centre for Hove?	57%	6%	38%
8. Do you agree or disagree with the proposal to expand the Home Delivery Service and change the way that services are delivered to residential homes and sheltered housing?	68%	19%	13%
9. Do you agree or disagree with the proposal to provide modern IT facilities, fast internet access, more digital resources and support to help people use the equipment and resources?	76%	11%	13%
12. Do you agree or disagree with the proposal to specifically			

target services for identified groups in the community?	71%	17%	12%
13. Do you agree or disagree with the proposal to increase volunteering opportunities?	68%	11%	22%

Qu 10. Are you in favour of the following changes to improve Library Services' income?	Yes	Under certain circumstances	No
Attracting funding from other services to help deliver their services (e.g. funding from children's service to support activities with children in libraries)	46%	40%	14%
Applying for more external grant funding to provide additional activities and events	77%	20%	3%
Providing training courses for which there would be a charge	57%	35%	8%
More retail outlets in libraries (like the Booklover store in Jubilee)	47%	32%	21%
More hiring of library space to other organisations	51%	38%	11%
Actively seeking sponsorship from organisations	54%	32%	14%
Actively seeking donations from individuals	51%	34%	15%

Question	Yes	Don't know/not sure	No
15. Would you be willing to volunteer to help out in your local or other library?	26%	34%	40%

The percentages are of those who answered the question. All figures rounded to nearest percent.

7.4.4.   Most of the responses were overwhelmingly positive, with tend to agree or strongly agree achieving the highest percentage response in all of the 9 questions asked in this way. Qu 10 about improving income also saw a majority in favour of supporting the suggested ways to improve library income.

7.4.5.   Whilst the majority of respondents did not want to volunteer themselves, a good number (26%, or 292 people) said they would be willing to volunteer or help out in a library.

7.4.6.   The views of most respondents who answered the question about Hove Library were in agreement with the proposals, with 57% tending to agree or strongly agree.

7.4.7.   An analysis of the responses from those who said they were users of Hove Library (708 respondents) resulted in a majority of 50% tending to agree or strongly agreeing with the proposals. (47% tended to disagree or strongly disagree, and 3% neither agreed nor disagreed).

7.4.8. In the analysis of all the responses, the specific question about Hollingbury Library resulted in 48% tending to agree or strongly agree and 22% tending to disagree or strongly disagree, with a high percentage (30%) neither agreed nor disagreed.

7.4.9. An analysis of the responses from those who said they were users of Hollingbury Library (115 respondents) produced a different response: 38% tended to agree or strongly agreed; 49% tended to disagree or strongly disagreed; and 13% neither agreeing nor disagreeing.

7.4.10. In the analysis of all the responses, the specific question about Westdene Library resulted 41% tending to agree or strongly agree and 30% tended to disagree or strongly disagree, with a high percentage (28%) neither agreeing nor disagreeing.

7.4.11. An analysis of the responses from those who said they were users of Westdene Library (86 respondents) produced a different response: 28% tended to agree or strongly agree; 69% tended to disagree or strongly disagree; and only 3% neither agreeing nor disagreeing.

7.4.12. There were four questions that were open-ended so that people could give their comments:

7.4.13. **Q2. Is there anything that we have not considered or do you have any comments about the changes to the opening hours of community libraries?** This received 486 comments, fairly evenly spread across those who agreed and disagreed. Interestingly some of the concerns raised were similar regardless of whether the respondents agreed or disagreed. These were mainly around safety and security when libraries are unstaffed, and there were quite a few questions about how this was going to work. There was a lot of support for the extra access, and some suggestions about other improvements to community libraries that could be made. Quite a lot of people made the point about not replacing staff with volunteers, and a number expressed concern about how they would be managed to avoid this, and whether there would be enough training and support for volunteers. Many of the comments can be addressed if the Library Service publicised in more detail how Libraries Extra will work and how the various concerns raised will be dealt with.

7.4.14. **Q7. What would you like to see in a new cultural centre in Hove?** This received 565 comments, fairly evenly spread across those who agreed and disagreed. The comments from those in favour of the proposals made many suggestions of what they would want to see in the new development, including activities and events for children and adults, lots of focus on learning with requests for classes, workshops and talks. There were requests for more exhibition spaces for local artists, for performance and cinema. People wanted dynamic spaces, and also places for research and reading, and access to information and advice. Local history, community events and better use of the outside spaces were also mentioned. There were some concerns about parking and transport, and whether the new space would be big enough.

7.4.15.Those who were against the proposals to move Hove Library focused on the historic nature of the Carnegie building that is worth saving in its own right, and how much they enjoyed and valued the existing service in its current location. Many were worried about the reduction in service and loss of books that they believed would happen, and did not see the value in bringing museums and libraries together. Many asked that the council find the savings from other services rather than libraries, and some said they would rather see the museum close than the library.

7.4.16.**Q11. Do you have any other ideas about how we could raise revenue from and for our library service?** This received 565 comments. The ideas were wide ranging and included charging for events and activities, room/space hire, donations, booksales, fundraising events, sell advertising, lottery and EU bids. The most mentioned idea was to increase or use more of council tax money to fund libraries and cutting expenditure elsewhere in the council. Others suggested campaigning or fundraising, as well as seeking bequests. There were a number of people who objected to the idea of commercialising libraries; others who suggested getting together committee or 'friends' group of local people to help raise money. Other suggested more sponsorship from companies, or looking at the American model of library funding. A small number suggested charging for membership, entrance and book loans, which are prohibited under the law.

7.4.17.**Q14. What do you think could be future roles for volunteers in libraries?** This received 549 comments, of which 306 were from people who agreed with the use of volunteers, and 165 were from people who disagreed. By far the most common response from those who agreed or disagreed, was that it was essential not to replace paid staff with volunteers. Those who disagreed with volunteers also saw this as a step towards running down libraries, and so to be resisted. However the majority of comments guardedly welcomed the use of volunteers if there were in addition to and in support of properly trained and paid staff. There were wide ranging suggestions about what were suitable volunteer roles, with a few saying 'anything' to others carefully thinking through what would be suitable such as help with activities and events; providing IT support, home delivery service, extending opening hours, supporting reading and as book champions, helping find books, shelving, and raising income. Many respondents were concerned that volunteers should have adequate training and support, and that there would be something in it for them, such as helping develop skills to get people back into work.

7.5. Public Meetings

7.5.1. Hove Library – first public meeting held at Hove Museum on 7 January 2016: 30 people attended the meeting including both ward councillors. Many detailed questions were answered, and many people understood why the proposals were being made even if they were not personally in favour of them. There were some people who came along unsure what to think and went away convinced of the suitability of the proposals. Some could see the benefit of bringing the museum and library together but wanted to see the Carnegie library building remain in public hands. There were some who would never be persuaded of the need for change.

7.5.2. Hove Library – second public meeting at Hove Library on 27 January 2016: 74 people attended including both ward councillors, and a number of other councillors. Again, many detailed questions were answered, and many people understood why the proposals were being made even if they were not personally in favour of them. There were some people who came along unsure what to think and went away convinced of the suitability of the proposals. There were more positive supporters of the changes at this meeting than the earlier one, and there was more discussion around getting the details of the new development right, rather than just opposition to the move altogether.

7.5.3. Hove LAT meeting in November 2015 also discussed the proposals. This was the first time the proposals had been explained and most of the discussion was answering questions about the details of the proposals. Although there were a number of people who would always be opposed to the move of the library, there was some understanding about why these proposals were being made from others in the meeting.

7.5.4. Westdene Library public meeting on 4 February 2016: 28 people attended including all the ward councillors. Various concerns about the quality and level of service were raised, and some people were surprised to hear how many of the services would continue under Libraries Extra operation. The proposal is clearly not an improvement on the current provision but is preferable to a complete closure of the community library, given the close proximity of other community libraries.

7.5.5. Hollingbury Library public meeting on 9 February 2016: 20 people attended including all the ward councillors. It was a positive meeting, as some people had thought that the library service was going to close rather than be moved. Various concerns were raised about the limitations on the library service if it was based in the Children's Centre, such as the limited opening hours and the small amount of resources there. The biggest concern raised was the lack of library resources for adult library users in the area, especially as there is no direct route by public transport from Hollingbury to Patcham Library which was being suggested as the nearest alternative. A suggestion was made to consider the possibility of locating a library collection in the Old Boat Community Centre in Hollingbury.

7.5.6. Notes on all the consultation meetings are available with the full consultation survey report.

7.6. Emails and other correspondence

7.6.1. A total of 31 emails or letters were received during the consultation process, and all have been responded to. Many sought clarification of what was being proposed and the Head of Service was able to clear up a few misunderstandings of what was in the proposals and how the changes would work in practice.

8. Conclusions

Overall the results of the consultation were supportive of most of the Libraries Plan proposals, although some of the results and the many comments and feedback has suggested a number of amendments or developments of the original proposals: for phases one and two:

8.1. Libraries Extra, with extended opening hours and reduced staffing

8.1.1. There was general support for longer opening hours using Libraries Extra, although many people were unclear how it would work and had worries over safety, security, lack of access to staff, and reliance on volunteers. It is clear that if this strategy is to succeed Libraries need to much **more effectively communicate** and explain to the public how it will work and respond to their genuine concerns, most of which have been carefully addressed in the business plan for the implementation of this development.

8.1.2. In particular, the public need to be made aware that **there will be staff in their library almost as much as there is now**, with the overall difference in staffed hours across the network being only 10.5 hours (current number of hours staffed is 362, proposed number of staffed hours is 351.5). The reduction in staffing is being achieved by a greater promotion of self-service, reduction in staff numbers in Hove and Jubilee Libraries, and the introduction of single staffing in community libraries.

8.1.3. Similarly, 8 out of the 12 community libraries will have the **same number of staffed days or higher** than currently provided, so they will still be able to use their library while staff are present very much as they do now. Only in the case of four community libraries will this be less than the current number of staffed days. Hove is also increasing its staffed days to 7 days a week (increase from 45.5 to 50 hours per week).

8.1.4. Libraries will need to ensure that the **security and safety systems** planned are effectively implemented and monitored, and that the Lone Working policy agreed with the unions, is adhered to.

8.1.5. The use of volunteers needs to be clearly communicated to the public, showing that it is still in line with the **agreed Libraries Volunteer Policy**. Volunteers will not be used to replace staff, they will be there in a number of very different and clear capacities, outlined in the volunteer role descriptions. In many cases this will be to carry out additional duties such as helping with events and activities, delivering books to people at home, and supporting people using IT. In other cases volunteers will be there to act as 'expert users' or library champions, to help people self-serve in the library when there is no member of staff available. It also needs to be made clear that Libraries are not dependent on volunteers to open the library, as Libraries Extra will enable access without a volunteer present.

8.1.6. The feedback from the consultation has made it clear that adult users of **Hollingbury Library** are very concerned with the proposal that they should use Patcham Library as the relocation of Hollingbury Library to the Children's Centre will not provide them with an adequate service. So the proposals will be amended to develop a **community library collection in the Old Boat Community Centre in Hollingbury** that will meet the needs of all age groups. The proposal to work more closely with the Children's Centre and to provide library facilities at that location will also be implemented. These arrangements will be monitored and reviewed after a year, with particular regard for sustainability and effectiveness of provision.

8.1.7. Hollingbury Library users were concerned that there would be no library staff, and that it was all reliant on volunteers. So the proposals have been changed to provide **one day of staffing each week for Hollingbury** to carry out some staff duties, to provide some support and guidance to volunteers, and to liaise with staff at the Community Centre and at the Children's centre.

8.1.8. The feedback from users of Westdene Library have revealed concerns about how Libraries Extra will work, so the communication mentioned above is imperative in this location. Their main concern was about the absence of any library staff presence in Westdene Library. So the proposals have been changed to provide **one day of staffing each week for Westdene Library,** to carry out some staff duties, to provide some support and guidance to volunteers, and to liaise with staff in Westdene Junior School.

8.1.9. The **Home Delivery Service** will have a small increase in staffing provision to reflect the priority given to reaching those unable to visit a regular library, and further work will be done with existing recipients of the delivery service to residential and sheltered homes, to make this service more effective and affordable.

8.1.10. The development of **libraries as community hubs** will continue in all libraries, by encouraging the use of the library by local groups, organisations and other service providers, so that each library is genuinely seen by local people as an accessible and relevant resource for them to use. Libraries will also play an active part in the Community Collaboration programme in the designated development areas for each phase of this programme. Initially this will be in Moulsecoomb and Whitehawk.

8.1.11. The Libraries Review and Needs Analysis made it clear that there was more work to be done for Libraries to meet the needs of certain identified group, such as carers, people with disabilities and long term illness, people over 75 years old, those from BME communities and LGBT people. This will be a long term commitment and will be reflected in a **revised Equalities Action Plan for the Libraries Service** that will take account of the lessons learnt from the Review and Needs Analysis, and from the feedback from the consultation process.

8.1.12. The proposed **funding strategy for Libraries** will be developed, and will consider some of the suggestions made by respondents in the consultation process. Expert advice will be sort for this as Libraries currently does not have this sort of expertise. The development of alternative sources of income is a long term development

strategy and will need to be revised and revisited throughout this four year Libraries Plan.

8.1.13.The commitment to **bring Libraries employee and resources costs in line with other similar authorities** is already reflected in other actions in this plan. The implementation of new ways of working and also of Libraries Extra is enabling a reduction in employee costs, whilst maintaining service levels and opening hours. A gradual reduction in library materials spending has also been identified. This will be the first real reduction in bookfund spending in the last ten years which have seen a year on year increase in bookfund by the rate of inflation, in marked contrast to most other library authorities in the country.

8.1.14.A **review of the Jubilee PFI contract** will take place to identify any potential for savings, or to consider any other options to reduce costs.

8.1.15.Having received support from the majority of users, the **Hove Library proposals** will be developed into a full business case to show the costs of developing the Hove Museum, Brooker Hall, site, funded primarily by the sale of the Carnegie building. This business case will go to the Policy and Resources committee for approval. The timescales for the development will be revised to take account of the due processes that must be followed if this is to be a successful development. Further public engagement will be sought to inform the details of the development, and the planning process will include public consultation. The completion date for the development will be moved back to the first quarter of 2018.

8.1.16.Questions raised in regard to **transport to and parking** at the Hove Museum site will be considered as part of the planning process. The evidence from the Review and Needs Analysis shows that the greater concentration of Hove Library borrowers is more towards the west of the current building, making the Hove Museum site more central to those borrowers, and it is also clear that the majority of people walk to the library (61%), rather than driving (14%) or catching a bus (16%).

8.1.17.The Hove proposals will include investigating the feasibility of creating an **outdoor space in the garden** for use by library and museum visitors especially children, for library and museum related activities, such as reading and story-telling. Planning advice would be needed on what would be appropriate for the building and local neighbours.

8.1.18.The Carnegie building would need to be sold to fund the new extension at Hove Museum and other related costs to enable the move to the new location a success for both libraries and museums services. The **future use of the Carnegie building** in Hove would be the decision of the new owner, subject to relevant restrictions as a result of the building being grade 2 listed.

8.2. Phase three: to be implemented 2018-19

8.2.1. As indicated above, the **implementation of the move of Hove Library** is now likely to be in early 2018 and so the bedding in of the new facility will become part of phase three of the Libraries Modernisation Programme.

8.2.2. Phase three will also include the implementation of any identified **changes to the Jubilee Library PFI contract** identified in the review, to deliver further savings and better value for money. The Department of Culture, Media and Sport will provide support in the review of this cultural PFI contract. Previous reviews of other cultural services PFIs have identified the potential for up to 2% saving, although those authorities have not chosen to implement all of the recommended changes as it was felt this would reduce the quality of the service to the extent that it would impact on service use.

8.2.3. An important focus for phase three will be **a review of the impact of the changes made in phases one and two,** in order to identify any further changes that need to be made, such as further changes to the community library network.

8.2.4. During this phase, there will be **further investigation of the potential for shared services** with other library authorities, and further consideration of the option of moving out of direct delivery of the library service by the council to an alternative governance model.

8.3. Phase four: to be implemented 2019-20

8.3.1. The focus for phase four will be the implementation of any shared service proposals that have been developed, and/or the implementation of any alternative governance arrangements.

8.3.2. The details of phases three and four are not fully developed at this stage as much depends on the success of the first two phases of modernisation changes. A report on the detail of phases three and four will be brought to the relevant committees nearer the time.