

AGENDA MANAGEMENT SHEET

Name of Committee	Stratford-on-Avon West Joint Committee	
Date of Committee	11 December 2008	
Report Title	Framework for the Future: Library Service Transformation	
Summary	The attached report outlining the key principles underpinning the transformation of Library Services to Warwickshire residents and community was considered by the Adult and Community Services Overview and Scrutiny Committee (A&CS O&S) at their meeting on 26 November 2008. The A&CS O&S requested that all Area/Joint Committees be consulted for their views, to be included in a Select Committee of the Library Service on 11 February 2009.	
For further information please contact:	Ann Mawdsley Principal Committee Administrator Tel: 01926 418079 annmawdsley@warwickshire.gov.uk	Simon Robson Interim Head of Libraries, Learning and Culture Tel: 01926 742963 simonrobson@warwickshire.gov.uk
Would the recommended decision be contrary to the Budget and Policy Framework?	No.	
Background papers	None	

CONSULTATION ALREADY UNDERTAKEN:-

Details to be specified

Other Committees	<input checked="" type="checkbox"/> Cabinet, Adult and Community Services Overview and Scrutiny Committee
Local Member(s)	<input checked="" type="checkbox"/>
Other Elected Members	<input type="checkbox"/>
Cabinet Member	<input checked="" type="checkbox"/> Councillor Colin Hayfield, Portfolio Holder for Adult, Health and Community
Chief Executive	<input type="checkbox"/>
Legal	<input checked="" type="checkbox"/> Alison Hallworth, Adult and Community Team Leader, Ian Marriott, Community and Environmental Legal Services Manager

- | | | |
|---------------------------|-------------------------------------|---|
| Finance | <input checked="" type="checkbox"/> | Chris Norton, Strategic Finance Manager, Paul Walsh, Financial Services Manager |
| Other Strategic Directors | <input type="checkbox"/> | |
| District Councils | <input type="checkbox"/> | |
| Health Authority | <input type="checkbox"/> | |
| Police | <input type="checkbox"/> | |
| Other Bodies/Individuals | <input checked="" type="checkbox"/> | Janet Purcell, Cabinet Manager |

FINAL DECISION

SUGGESTED NEXT STEPS:

Details to be specified

- | | |
|---|--------------------------|
| Further consideration by this Committee | <input type="checkbox"/> |
| To Council | <input type="checkbox"/> |
| To Cabinet | <input type="checkbox"/> |
| To an O & S Committee | <input type="checkbox"/> |
| To an Area Committee | <input type="checkbox"/> |
| Further Consultation | <input type="checkbox"/> |

Stratford-on-Avon West Joint Committee - 11 December 2008.

Framework for the Future: Library Service Transformation

Report of the Chair of the Adult and Community Services Overview and Scrutiny Committee

Recommendation of the Adult and Community Services Overview and Scrutiny Committee

That the Stratford-on-Avon West Joint Committee considers the attached report and give their views for reporting back to the Adult and Community Services Overview and Scrutiny Committee.

1. Views of the Adult and Community Services Overview and Scrutiny Committee

The Adult and Community Services Overview and Scrutiny Committee (A&CS O&S) considered the report of the Strategic Director for Adult, Health and Community Services providing an update on the library service transformation, following a report to Cabinet.

Simon Robson, Interim Head of Libraries, Learning and Culture, made the following points:

- i. Over the past three years there had been a decrease in footfall in libraries and an increase in internet usage.
- ii. Framework for the Future, the government's ten-year vision for public libraries looks to the development of areas such as adult learning, family learning and using services in a more diverse way to meet the needs of communities.
- iii. The Directorate faced a financial challenge to balance the bottom line and to ensure that social care services were maintained and risks kept to a minimum. It was therefore unavoidable that the library service would have to be developed into a modern, cost effective service.
- iv. The Library Service was currently halfway through a restructure in response to the need for change.

During the ensuing discussion the following points were highlighted:

1. Closures were not currently being considered, but the public consultation would form part of a general review looking at issues such as utilisation and the potential to provide non-traditional, multi-agency

services. This would include consideration of combining services within One Stop Shops, as they were rolled out across the County.

2. Training would remain a high priority, with the aim to have a greater mix of skills providing a wider range of services, with fewer specialised staff working centrally and skills targeted more effectively.
3. Costing models would be complex and would have to take into account different usage and community requirements.
4. Part of the consultation would be used to evaluate when and where services were wanted in different communities, to ensure best value.
5. In response to the concern raised by Members about the value of consulting non-users of libraries, it was noted that the Vision was to provide a more internet-type service and a range of learning services around communities and families to attract a greater patronage of libraries by all ages. There would however be a review of the book stock, and Warwickshire were looking to work with colleagues in Solihull and eventually Coventry at future procurement of books.
6. Attention was drawn to an internal memorandum to sent to library staff in July 2008 regarding publicity of charges. Simon Robson assured Members that in future any introduction of charges would be open and transparent following a consultation period and with clear lead times. Members noted their concern about charging for services, particularly in light of the current economic climate.
7. Discussions were being held with Waitrose regarding potential opportunities for community services. It was hoped this would be used as evidence to engage other providers in the future.
8. The Service was in early discussions to increase the range of services available within mobile libraries and the general capacity of different County vehicles. Members noted that the Working Group set up to look at Mobile Libraries had not been involved through the entire process and this had resulted in lost opportunities in terms of the range of services that were currently available in mobile libraries. It was agreed that Simon Robson would meet with the Members who had been involved previously with the Mobile Libraries, together with Kushal Birla, Head of Customer Service and Access.
9. Members noted their concern at the proposed reduction in the book fund, and the potential impact this could have on schools and children and young people, who needed to be encouraged to read more. It was felt that the Vision should be to improve library services, and a reduction in funding and therefore new books would not achieve this. They agreed that this needed to be closely monitored.

10. Simon Robson agreed to e-mail to Members a briefing note on any relationship between school libraries and public libraries, including funding.
11. Simon Robson suggested that a visit be arranged for Members to Solihull, to see their use of Radio Frequency Identity (RFID) technology (using self service bar coding).
12. Members noted the huge regard communities had for their libraries and that changes to traditional services, such as the potential cross-border work, needed to be communicated clearly through carefully structured consultation.
13. Discussions were ongoing with other Directorates to ensure a joint vision for the County Council and cohesion in communicating and delivering a common agenda.
14. Members agreed that to maintain the status quo was not an option but as elected members, they had a responsibility to tax payers and in order to make the right decisions on transforming the library service, there needed to be a clearer understanding of the exact details of the restructuring process and the intended outcomes of the Vision.

The Adult and Community Overview & Scrutiny Committee agreed that:

1. All Area Committees/Joint Committees be consulted in the January round of meetings.
2. A Select Committee be held to consider the future of the library service before final consideration by the Cabinet in May 2009.

2. Background

- 2.1 A report was taken to the Cabinet on 16th October 2008, which outlined the key principles underpinning the transformation of library services to Warwickshire residents and communities (attached as Appendix A). This was then considered by the A&CS O&S at their meeting on 26 November 2008.
- 2.2 The purpose of this report is to seek the views of the Stratford-on-Avon West Joint Committee for reporting back to the A&CS O&S.

DAVID CARTER
Strategic Director for Performance and Development

Shire Hall
Warwick

AGENDA MANAGEMENT SHEET

Name of Committee	Cabinet
Date of Committee	16th October 2008
Report Title	Framework for the Future: Library Service Transformation
Summary	The purpose of this report is to outline the key principles underpinning the transformation of Library Services to Warwickshire residents and community.
For further information please contact:	Edwina Cordwell Head of Libraries, Learning and Culture Tel: 01926 412164
Would the recommended decision be contrary to the Budget and Policy Framework?	No.
Background papers	None.

CONSULTATION ALREADY UNDERTAKEN:-

Details to be specified

Other Committees	<input type="checkbox"/>
Local Member(s)	<input checked="" type="checkbox"/> Not Applicable
Other Elected Members	<input checked="" type="checkbox"/> Councillor F McCarney, Councillor R Dodd, Councillor Mrs J Compton, Councillor M Singh
Cabinet Member	<input checked="" type="checkbox"/> Councillor C Hayfield <i>"I welcome this report and the opportunities it provides to discuss the challenges and opportunities that Warwickshire's Library Service faces"</i> Councillor A Farnell
Chief Executive	<input type="checkbox"/>
Legal	<input checked="" type="checkbox"/> Alison Hallworth, Adult and Community Team Leader Ian Marriott, Community and Environmental Legal Services Manager
Finance	<input checked="" type="checkbox"/> Chris Norton, Strategic Finance Manager Paul Walsh, Financial Services Manager

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|--------------------------|-------------------------------------|--------------------------------|
| Other Chief Officers | <input type="checkbox"/> | |
| District Councils | <input type="checkbox"/> | |
| Health Authority | <input type="checkbox"/> | |
| Police | <input type="checkbox"/> | |
| Other Bodies/Individuals | <input checked="" type="checkbox"/> | Janet Purcell, Cabinet Manager |

FINAL DECISION NO

SUGGESTED NEXT STEPS:

Details to be specified

- | | | |
|--|-------------------------------------|--------------------------------|
| Further consideration by
this Committee | <input type="checkbox"/> | |
| To Council | <input type="checkbox"/> | |
| To Cabinet | <input type="checkbox"/> | |
| To an O & S Committee | <input checked="" type="checkbox"/> | 26 th November 2008 |
| To an Area Committee | <input type="checkbox"/> | |
| Further Consultation | <input type="checkbox"/> | |

Cabinet – 16th October 2008

Framework for the Future: Library Service Transformation

Report of the Strategic Director of Adult, Health and Community Services

Recommendations

It is recommended that Cabinet -

1. Endorse the Vision for transformation of the Library Service and outline proposals for delivery described in this report;
2. Approve a consultation exercise with local communities across Warwickshire to develop local plans to increase usage of services and greater utilisation of local resources.
3. Request that a detailed action plan be presented to Cabinet in May 2009.
4. Approve a consultation exercise relating to the proposed extension of charges for the use of the People's Network PCs and that the outcome of that consultation be reported to Cabinet early in 2009.

1. 1. Introduction

- 2.
- 1.1 Our public libraries make a huge contribution to society and in Warwickshire Public Library User Surveys show a high level of customer satisfaction; 71.2% in the most recent Public Satisfaction Survey (PSS). We already deliver a wide range of services by providing and promoting access to books, reading for pleasure, information and learning to all sectors of our community and to visitors to our County.
- 1.2 The Library service works in partnerships with a number of organisations. For example, we work closely with Silver Surfer groups to provide facilities and meeting places for older people, we have worked in partnership with local agencies such as Compton Verney Art Gallery to deliver Family Reading weekends and are recognized nationally for our innovative work with young children in the Bookstart and Booktime programmes. The library service has also been working with District and Borough Councils to facilitate One Stop Shops in libraries and has been in talks with Coventry and Solihull libraries to discuss shared services.
- 1.3. The Public Libraries and Museums Act 1964 requires the 149 first tier English local authorities to provide "comprehensive and efficient" public library services. The terms "comprehensive and efficient" are not defined within the 1964 Act. However, broadly speaking, the Act requires library authorities to provide, free of charge, access for people who live, work or study in their area

to borrow or refer to books, printed material and pictures in line with their needs and requirements.

- 1.4. An analysis of key performance data (see Appendix A) highlights the following issues :-
 - Visits, issues and enquiries in libraries are declining.
 - On-line use of libraries is increasing.
 - 8 libraries (out of 34) are undertaking more than 80% of the physical customer contacts/transactions.
- 1.5. These trends are reflected nationally and demonstrate that increasingly the public wish to access services more flexibly, making greater use of electronic communication. Changes in availability of books, reduced cost, greater use of the internet to download information, music, etc. are all eroding the more traditional services that Libraries deliver. Clearly, customers are moving in one direction and the Library Service needs to move if it is to meet customers' new requirements.
- 1.6. Consequently, the Vision for Library Services must address these trends to ensure future services meet this changing public need, become more flexible and address a wide range of national and local policy objectives.

2. The Vision for Library Services in Warwickshire

- 2.1. Although for over 150 years libraries have given pleasure and provided opportunities to learn it is essential to ensure that libraries are relevant and inviting to future generations. The challenge is to generate new users and focus on future generations. It is essential to continuously build on the relevance and develop the penetration of libraries. The service faces a challenging agenda to deliver a quality library service while providing value for money and delivering improved outcomes for local people.
- 2.2. Therefore, our Vision for Warwickshire's Library Service is a service which :-
 - Is customer-focused and reaches out to vulnerable and disadvantaged groups.
 - Engages local communities and maximises the use of local resources to ensure needs are met, more integrated services are developed and costs reduced.
 - Engages people in the communities who don't currently use services and who have not recognised benefits they can gain from using library services.
 - Delivers high quality local events and activities.
 - Delivers valued services in flexible, efficient ways.
 - Embraces new technology to improve access to information, services, knowledge, culture and learning.
 - Improves the well-being of individuals, families and communities through the wide range of services it offers.

- 2.3. The Museums, Libraries and Archives Council has stated that the best Library service in the future will ensure that they are well-integrated with other local services, meet local communities' needs, broaden and deepen access to information and resources, are innovative and utilise new technology to meet needs more effectively and to deliver information and learning.
- 2.4. The implementation of the Vision described above will ensure that Warwickshire delivers the best service described by the Museums, Libraries and Archives Council. Further, the implementation of the Vision will ensure that the Libraries service contributes to key local policy drivers including Narrowing the Gap between different groups and between different areas, improving access for disadvantaged groups and improving well-being.
- 2.5. However, in order to implement the Vision, it is necessary to realign resources and to develop new ways of delivering services in partnership with local communities and other organisations. It is essential to outline the changes that are required to deliver the Vision and the way in which resources will be utilised to deliver the service changes.

4. Delivering the Vision

4.1. An effective network

Lending books remains an important element of the Libraries' services and is likely to remain so in the near future. However, it is essential that this service is delivered as efficiently as possible in local areas. Therefore, work is underway to review the customer base across the county.

- 4.2. Analysis of demographic data, planning data etc is being used to understand the actual customer community which will vary throughout the day and is not limited to residents within a particular post code; for example where people work, their age profile, socio economic status, facilities already available in the locality and potential development in that area.

- 4.3. This will underpin decisions on how library services will be delivered in communities in Warwickshire. Wherever possible options will be identified which will enable provision through a co-located building, relevant to the specific community profile. This may include primary schools, community centres, supermarkets, health centres, youth and community venues, leisure centres etc, and this will widen access to basic services such as book lending by extending sites for picking up and dropping off books.

- 4.4. In addition, greater use will be made of mobile services and links with other local services such as domiciliary care for vulnerable adults.

- 4.5. In order to ensure communities' needs are understood and all opportunities grasped, a consultation exercise will be conducted across the county. This exercise will engage local communities and will seek to ensure their needs can be met flexibly while maximising the use of local resources and facilities. A programme will be developed and will report back to Cabinet with proposals in May of next year.

- 4.6 We have also identified a number of libraries which sit close to the Warwickshire border e.g. Keresley, Studley, and Water Orton. We would seek to explore with the neighbouring authority options for combining services to offer improved services to the local community across artificial administrative boundaries. Warwickshire residents travel and work and live their lives regardless of the 'pink line' on the map. We too should deliver our services mindful of this.
- 4.7 The shift in thinking we believe is necessary to deliver the Vision is that a library service is not a building – it is the range of learning, inspirational and activity based services that are being offered in the right place at the right time and to the maximum audience. Two examples of how the Vision might be delivered in different settings with communities which have different needs are described below.
- 4.8 **Nuneaton Information and Cultural Centre**
We have worked extensively with a wide range of partners and colleagues in property services and economic development to develop a new concept for Nuneaton. We do not see it as a newer version of the current library. We see it as a multi purpose range of services involving partners such as the PCT, the local Council, arts groups, community groups, locality groups, etc. Customers would visit the building to access health advice and services, to have queries about council services answered, to participate in a wide range of activities including keep healthy and fit, aerobics, with possibly a crèche and most importantly with café/bistro type facilities. Local groups could run events and activities, MPs hold surgeries, registration of births and deaths could be facilitated and of course loans of books, information and advice, literacy and numeracy support through library and community learning provision. Exhibitions and road shows from a range of service providers would be offered including: heritage, trading standards, police and health for example. In this way, a wider range of communities would be involved and a wider range of needs would be addressed.
- 4.9. **Studley – a community driven service**
The current library is run down, part time and vandalised. However our analysis of demographic and other indicators coupled with a site visit highlight that there is a large but diverse potential customer base. There are deprived areas in Studley as well as more affluent areas and thus in an ideal world the library services offered would reflect this difference and be delivered accordingly. Over time it may be that some services should be offered in a mobile way – e.g. to industrial estates at a lunch time, and in a suitable physical location in the evening.
- We need to think of services and where the customers for these services are located rather than, as now, start from the building we have and expect the customers to come to us. This same approach is being applied to opportunities that arise in other locations around the county, including Kingsbury.
- 4.10 In developing an effective network we will be prepared to embrace a wide range of community-based services including :-

- Co-locate book services within community locations where people go, such as primary schools, community centres, leisure centres, care homes/ extra care
- Assess and determine service provision, in partnership with local people, community by community.
- Commission others to run the book service, if appropriate
- Reinvest library resources to be proactive and invest in outreach activities, group and community work e.g. Hartshill, Studley, as described above.

4.11 **Virtual Services**

In order to deliver our Vision, it is essential to develop a full range of on-line library and information services including e-books, on line learning packages, music downloads, homework clubs/study support, enquiry service, ordering etc with linked mechanisms for delivery of books either to a local site/venue for collection or to the home. Similarly return of books would be by customers dropping them off at a venue easy for them to access or by post etc. Our customers are more mobile, more time pressured, more demanding. Many library customers expect 24/7 services via the web.

4.12 **Staff Skills**

Our front line staff need to be able to guide customers, but more importantly, to be able to liaise and feel comfortable working with all customer groups, engaging with young people and able to truly be customer-led and work to develop our unique role of supporting literacy and numeracy and imagination.

4.13 A modernised and flexible workforce will have the skills to :

- Work in the community with the community
- Signpost and support
- Support young people: reluctant readers, homework clubs, develop skills in finding and using information.

4.14 **Radio Frequency Identity (RFID)**

We propose to introduce Radio Frequency Identity (RFID) – to reduce costs and support self-service. RFID offers a security system and the opportunity to introduce self-service terminals, which must be integrated with the library computer management system. Although greatest benefits are achieved by implementing RFID in all libraries, visits to other authorities, particularly Salisbury, have highlighted that large libraries such as Leamington or Rugby could be treated as stand-alone. RFID would provide efficiency savings in large libraries and support community run libraries through volunteers. This will require significant capital investment but will return significant revenue savings.

4.15 Benefits of RFID – taken from a national library evaluation

- It improves customer service.
- It enables library counters to be removed and gives more space to the public.
- It enables customers to serve themselves and it gives customers ownership of their own transactions.
- It gives staff a more responsive role, more rewarding work; increased

- interaction with customers would hopefully result in increased issues.
- It is a very powerful stock security system so that library layouts no longer need to rely on line of sight. It improves circulation and removes barriers.
- It can cut staff costs and provide the opportunity to re-direct resources into service improvements, such as extended opening hours and stock purchase.

5. Resources

5.1. Short Term

Like all other Council services, Libraries are working to deliver efficiency savings and these have been reported to Cabinet in the financial reports. The Library service has been running with an overspend for a number of years and is taking a range of measures to reduce this.

5.2. Long-Term

In addition to these short-term savings, the Library service must re-align its resources in order to deliver the Vision. This requires a shift in spending patterns to recognise the need for greater investment in on-line services and flexible ways of delivering existing services.

5.3. Resources Plan

Measures being implemented through management action as part of the overall Council Budgeting process include :-

- Natural wastage/reduction in relief staff for sickness cover, etc.
- The carrying out of a number of staffing experiments to inform the new way of working.
- Altering the ICT infrastructure to minimise costs.
- Charging for visitors/guest use of Peoples Network (PN)
- Extension of income-generating library programme of events and activities in response to customer demand.
- One off savings resources/books.
- Budget bids to support the introduction of RFID technology into larger libraries.

- 5.4. In addition, in order to lay the financial infrastructure it is proposed to reduce spending on the book budget from £750K to £470K this year. While this will reduce the availability of new material in libraries, it is a short-term measure which is necessary to improve the long-term financial viability of the service. Further, discussions are underway with neighbouring authorities and with Children's services to look at long-term efficiencies in procurement of new resources.

- 5.5. Another proposal is to extend charges for the use of the People's Network PC's. Currently, "guest/visitors" are charged £3.00 per hour and it is proposed that a charge of £1.00 per session for Members will be introduced with exemptions for pupils and students and people who are claiming benefits. This approach will bring Warwickshire into line with other authorities such as Northamptonshire. It is estimated that income from this proposed charge would achieve some £90,000 income annually which is in line with authorities

such as Northamptonshire.

- 5.6. A consultation exercise on charges will be undertaken with key stakeholders including customers and the results presented to Cabinet early next year.
- 5.7. Discussion with other authorities including Solihull and Coventry are being pursued concerning joint working and sharing of resources/skills as we seek to modernise our services.
- 5.8. The measures currently underway and the proposals set out in this section will address the underlying deficit in the Library service budget and will create the infrastructure to deliver the Vision for the service.
- 5.9. The Library service is currently developing a range of new services which includes increased collection and drop-off points, the delivery of RFID in the proposed one-stop shop developments in Leamington and Rugby, extended on-line services and greater usage of mobile services. These new developments will enable the Library service to learn as it moves forward in implementing the Vision.

6. Recommendations

- 6.1 It is recommended that Cabinet -
 - 1. Endorse the Vision for transformation of the Library Service and outline proposals for delivery described in this report;
 - 2. Approve a consultation exercise with local communities across Warwickshire to develop local plans to increase usage of services and greater utilisation of local resources.
 - 3. Request that a detailed action plan be presented to Cabinet in May 2009.
 - 4. Approve a consultation exercise relating to the proposed extension of charges for the use of the People's Network PCs and that the outcome of that consultation be reported to Cabinet early in 2009.

GRAEME BETTS
Strategic Director of Adult,
Health and Community Services

Shire Hall
Warwick

September 2008

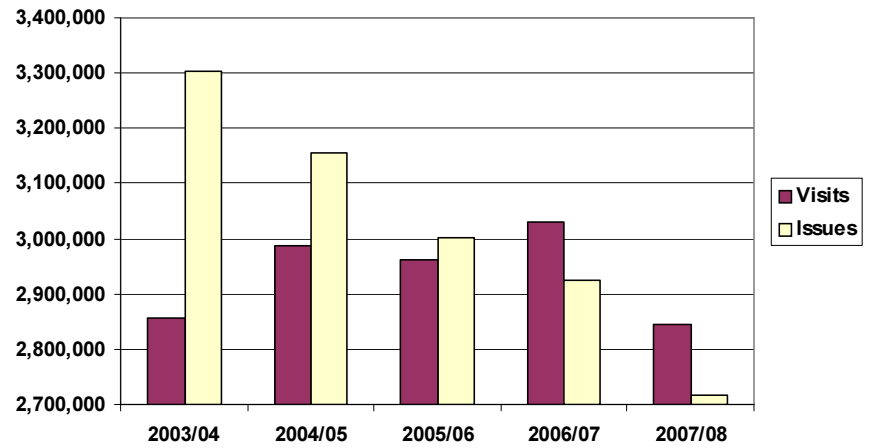
Cabinet – 16th October 2008***Framework for the Future: Library Service Transformation*****Key Performance Data**

1. **Current deployment of Services is via**
 - 34 static library buildings
 - 5 modern mobile libraries, visiting mainly rural locations across the county
 - 5 delivery vans transporting books and resources across libraries
 - Web site delivering a range of web based services.
2. **Libraries - the broad context**
 - 8 libraries account for approximately 80% of current business (visitors, issues, enquiries)
 - Visits and issues are decreasing
 - Number of enquiries is decreasing
 - On-line usage is increasing.
3. Trend data for the service is:

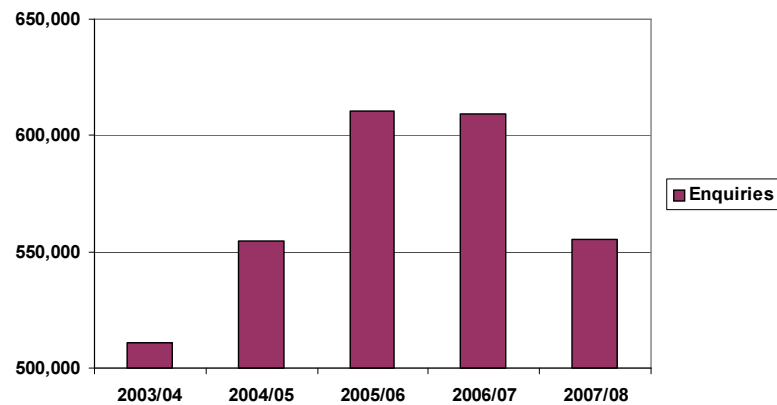
Description	2003/4	2004/05	2005/06	2006/07	2007/08
No. of Issues	3,302,924	3,155,905	3,000,765	2,925,271	2,717,533
No. of Visits	2,855,672	2,986,640	2,962,879	3,030,033	2,843,775
No. of Enquiries	511,069	554,835	610,598	609,176	555,080
No. of ICT user sessions	321,972	404,163	418,797	471,371	459,822
% Take up of PN PCs	N/A	56%	43.11%	47%	46.46%

PN – People's Network

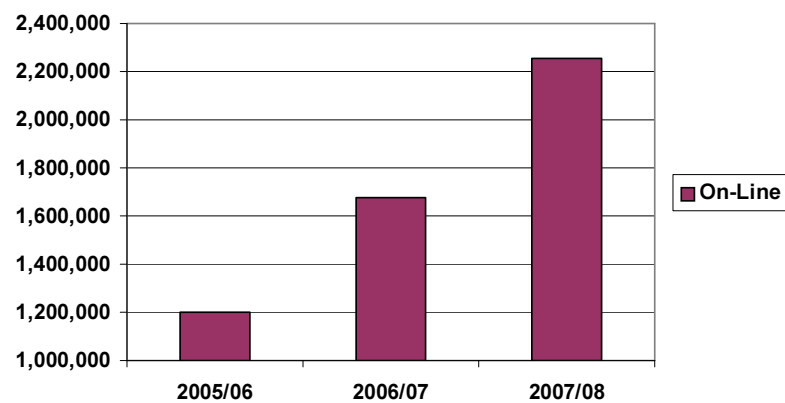
4. Visits to libraries



5. Enquiries to libraries – trends :



6. On-line use of libraries



7. A more detailed analysis of current performance information highlights that there are 8 libraries undertaking more than 80% of the physical customer contacts/transactions – Rugby, Nuneaton, Stratford, Atherstone, Leamington, Bedworth, Warwick and Kenilworth. Break down of this performance is as follows for 2007/06 transactions data: -

Visits – 74%
 Issues – 63%
 Enquiries – 72%
 PN usage – 80%

Conversely the remaining 26 libraries and mobile service account for less than 20% of customer engagement with our services.

8. The performance of web based services is as follows:

Service	2005/06	2006/07	% Growth
On line membership	322	385	20%
Mobile library calendar	2431	4594	90%
Community Information Database visits	198676	245825	24%
Warwickshire Interactive Library Database searches	187347	241913	29%
Warwickshire Interactive Library Database customer records	162898	216089	33%
Internet booking by the public from library	10483	48602	364%
Internet booking by the public at home	923	4388	375%
Web requests (eg reservations)	13224	11568	13% decrease
Total number of interactions	576304	773364	34%