



department for  
**culture, media  
and sport**

improving  
the quality  
of life for all

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The  
modernisation  
review of  
public libraries:

A policy  
statement





DEPARTMENT FOR CULTURE, MEDIA AND SPORT

# The modernisation review of public libraries: A policy statement

Presented to Parliament by  
the Secretary of State for Culture, Media and Sport  
by Command of Her Majesty

March 2010

DCMS's aim is to improve the quality of life for all through cultural and sporting activities, support the pursuit of excellence, and champion the tourism, creative and leisure industries.

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ISBN: 9780101782128

Printed in the UK by The Stationery Office Limited  
on behalf of the Controller of Her Majesty's Stationery Office

ID 2351792 03/10

Printed on paper containing 75% recycled fibre content minimum.

March 2010/pp1189

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# Introduction: “A vision for Public Libraries”

by Margaret Hodge, Minister for Culture

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I launched the Public Library Consultation in December and throughout the past few months, and indeed before, I have been struck by the passion and sincerity of those who have contributed. The dedication and inventiveness of many leaders of the library service is impressive, and the zeal of local users is second to none, a testament to the value bestowed on public libraries. I, too, am convinced of the great significance and impact of the work of the public library service; the vigour and willingness of its staff, the overwhelming public support for its place in community life and the genuinely life transforming potential of its impact.

Public libraries are a democratic entitlement for every individual, for every community and for the whole nation. To echo the American Library Association I believe the public library service is a unique institution, that “guards against the tyrannies of ignorance and conformity, and its existence indicates the extent to which a democratic society values knowledge, truth, justice, books, and culture<sup>1</sup>”. For many people, libraries are a haven of hope, a gateway to knowledge and learning, and an opportunity to access information and to participate as a citizen. With more branches than McDonalds or Boots, and more visits to libraries than shoppers in London’s West End, the public library network is a triumph of infrastructure and branding<sup>2</sup>. Our libraries are the keepers of a national book collection which reflects our shared learning and chronicles our intellectual and cultural environment.

We have seen some significant investment in public libraries over the last 10 years: £120m National Lottery Funds were invested in the People’s Network, delivered by the Museums, Libraries & Archives Council (MLA), to provide broadband internet access and staff IT training in every library in the UK<sup>3</sup>; the Big Lottery Fund awarded £80m investment across 58 local authorities to invigorate libraries as centres of wider community activity and engage local people in plans to build or refurbish libraries. The MLA have secured investment into a range of initiatives such as Boys into Books, Book Ahead and the Festival of Learning. Partnership programmes between libraries and third sector partners like The Reading Agency (TRA), the National Literacy Trust and Booktrust have been instrumental in growing readership especially among young people. The number of library led reading groups nearly trebled to 10,000 between 2004 and 2008, and 100,000 people now belong to a group.<sup>4</sup>

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<sup>1</sup> <http://www.ala.org/ala/online/resources/slctdarticles/12wayslibraries.cfm>

<sup>2</sup> In 2007/08 there were 280 million visits to England’s libraries – 80 million more than shop each year in London’s West End. 200 million visitors visit London’s west End (the largest concentration of shops in west Europe with four miles of streets across Bond Street, Oxford Street and Regent Street) Source: New West End Company ([www.newwestend.com](http://www.newwestend.com))

<sup>3</sup> [http://research.mla.gov.uk/evidence/documents/Peoples\\_network\\_evaluation\\_summary.pdf](http://research.mla.gov.uk/evidence/documents/Peoples_network_evaluation_summary.pdf)

<sup>4</sup> Reading Groups in Libraries Mapping Survey Findings- England and Wales, The Reading Agency, 2008

But, as every good librarian knows, public libraries are not about sitting back and passively waiting for people to borrow your books – they are about active engagement with the community, making links to other public services, and responding to the policy imperatives of the day. Where that happens there is evidence of their transformative impact.

I want all national and local government departments to recognise the key role that public libraries can and do play in our priority policies – for instance, in helping people get online, improving literacy, providing services for families, helping people look for jobs, building community cohesion and libraries' flexible role in signposting all sorts of public initiatives and services. Research commissioned by DCMS and the Evidence Reference group for this review suggests that public libraries can support parenting, the development of speech and early communication skills in children, and of course, the enjoyment of reading and child literacy<sup>5</sup>.

I believe that the vision for public libraries set out in *Framework for the Future*<sup>6</sup> still holds true today and their role continues to be to provide books, learning, information and entertainment to customers, to provide a centre for communities and to provide an education resource<sup>7</sup>.

However, the context in which libraries operate is changing starkly and at speed. In our December consultation document we set out five challenges for Public Libraries<sup>8</sup>:

- How can we reverse the current trend of decline in library usage and grow the numbers using the library service?
- How can the library service respond to limited public resource and economic pressures?
- How can all libraries respond to a 24/7 culture and to changing expectations of people who want immediate access to information?
- How can all libraries grasp the opportunities presented by digitisation?
- How can the library service demonstrate to citizens, commentators and politicians that they are still relevant and vital?

We received 154 consultation responses, 68 of which were from local government or library authorities, 43 were from companies or organisations (including 9 from library campaign groups) and 43 were from individuals. An additional 15 people commented on the RightToReply website and 28 essays were included in the consultation document, approximately 80 people attended reference groups, round tables or Project Board meetings. DCMS ministers and officials have discussed our vision at over 30 meetings with stakeholders and spoken at a number of high profile events.

This consultation exercise has endorsed those five challenges, with a number of submissions responding to the challenges rather than individual questions.

It is also clear that there is a collective acceptance of a sixth challenge: the variety in the quality of the library service across the country. Replicating themes from *Framework for the Future*, there continues to be recognition that, although there are many examples of innovative, world class services, there are parts of the service which are not

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<sup>5</sup> Capturing the Impact of Libraries ([http://www.culture.gov.uk/reference\\_library/publications/5914.aspx](http://www.culture.gov.uk/reference_library/publications/5914.aspx))

<sup>6</sup> Framework for the Future, DCMS, 2003 ([http://www.culture.gov.uk/what\\_we\\_do/libraries/3410.aspx](http://www.culture.gov.uk/what_we_do/libraries/3410.aspx))

<sup>7</sup> This was the role set out in the consultation document and was supported by respondents to the consultation. Empower, Inform, Enrich, DCMS, December 2009.  
[http://www.culture.gov.uk/reference\\_library/consultations/6488.aspx](http://www.culture.gov.uk/reference_library/consultations/6488.aspx)

<sup>8</sup> We have re-ordered the challenges in this document to suit the narrative and prevent unnecessary duplication

performing effectively and best practice is not easily shared across the 151 library authorities, 3,500 libraries or the 21,000 people who work in the service.

This document aims to build on *Framework for the Future*, by communicating and maximising the work of public libraries, and supporting the service to respond to those six challenges with confidence. I want to set a collective challenge for all libraries to become as innovative and imaginative as the best so that the service remains cherished and valued by all and continues to be a lynchpin in local communities in the 21st century.

I am grateful to the many individuals and organisations who have responded to questions, attended meetings and events, and provided views, perspectives and information to this process. I would particularly like to thank staff at the MLA, the Review's Project Board and Reference Groups and the Advisory Council on Libraries who have given generously of their ideas and experience.





# Summary of Proposals

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## **Chapter 1 – Aim: to drive the quality of all library services up to the level of the best**

**1: A Library Offer to the Public:** The Government recommends a Library Offer to the public for all public libraries in England. The Library Offer will be made up of a 'core offer' of services which all library services should deliver and a 'local offer' of services, shaped and delivered at local level.

**A core offer for all libraries:** Government recommends that the core offer for all libraries should include the following provisions to be made available across all library authorities:

- **Library membership from birth:** Details of local schemes to ensure that library membership is available from the earliest point in a child's life (The Government expects that from April 2011 all local authorities ensure that library membership is an entitlement to children from birth. More detail in proposal 8)
- **An opportunity to have your say and get involved in shaping the service** (local details to be set out)
- **Free access to a range and quality of book stock to browse and borrow and online resources and information that meet local needs** (including e-books as the market grows)
- **Access to the national book collection** – any book from anywhere: Order any book through your library (even out of print books)
- **Free Internet access for all:** Computers and access to online information and communication. (The Government will change legislation to prevent library authorities charging for internet access from April 2011. Further details set out in proposal 27)
- **Help to get online:** Support for people using the internet for the first time or searching for information
- **Links to other public services and opportunities:** Connections to health, education and learning or employment opportunities (local details to be set out)
- **A Community of Readers:** Connecting people to other readers through reading groups, activities and recommendations
- **Flexible opening hours** to suit the needs of the local people (local details to be set out)
- **Commitment to customer service and expert, helpful staff**
- **A safe local space which is accessible and convenient for the community**
- **24 hour access:** Through your library's online catalogue, online reference and other services. Website details to be set out
- **Services which reach out and attract local people** (local details to be set out including 'at home' services to housebound people)
- **An opportunity to be a member of all libraries in England:** Easy to join, accessible services as announced by the Society of Chief Librarians (SCL)<sup>9</sup>

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<sup>9</sup><http://www.goscl.com>

The Government believes that these services represent the core offer which should be provided across all library authorities in England. Most library authorities are already providing this core service in full but Government recommends that all libraries provide a universal core offer.

**A local offer for libraries:** As part of the local element of the Library Offer to the public, library authorities can shape their offer around local need but might consider including:

- Commitments on **book stock** variety, investment and procurement
- **Opportunities and activities for young people** as part of the local provision of positive activities
- Provisions for **learning** such as improving reading and writing skills, and partnerships with local schools, early years settings and children's centres
- **An Events programme** including training events or activities for readers and author visits
- **Family activities:** Family reading and learning activities – Bookstart Rhymetime homework clubs, links to family information services, holiday reading challenges.
- **Programmes of engagement with the community** including outreach initiatives and ways of encouraging wider usage, including families
- Details of how to get involved with **user groups**, supporting or influencing the library service
- **Spaces for community use**
- **Childcare** or crèche
- **Additional Services** like CD and DVD borrowing, a book delivery service, coffee shops etc

Other ideas are included throughout this document.

**Next steps:** Government recommends that library authorities finalise their Library Offer to the public by the end of 2010. Government will review the Library Offer after two years and consider whether to legislate to make it a statutory obligation.

**2. Guidance on process of engagement and consultation:** Sitting alongside the Library Offer to the public, the questions set out below are issued here as best practice guidance on the processes which Government recommends library authorities consider under their statutory duty. Government will review the best practice guidance set out here after two years and consider whether to legislate to make the guidance statutory.

### **Q1 What resources are available and how does this match the needs of the community?**

- Have you analysed and considered need and demand? What are the specific needs of adults, families and young people of all ages? Would members of the community be able and willing to contribute to the delivery of library services as volunteers or joint managers?
- What are the needs of those living, working and studying in the area?
- How accessible is the service? Is public transport appropriate? Are there barriers to physical access of library buildings that should be removed?
- Have local people been consulted? How?
- What are the views of users and what are the views of non users?
- Have you done an Equality Impact Assessment?

- What implications are there for other strategies e.g. educational attainment, support for those seeking work, digital inclusion, adult social care?
- Are there other partnerships that can be explored – e.g. with the third sector, community and development trusts or town and parish councils?

## Q2 How efficient is the current service?

- Are the arrangements for the delivery of the library service (eg buildings, staff, service provision, facilities, online presence etc) meeting the demand of the community and are they cost efficient?
- What other delivery partnerships could be formed inside and outside the library authority or region to make the library service more efficient and effective (see examples in Appendix B)?
- Can the facilities be used more flexibly?
- What are you doing to encourage use and maximise income?
- What scope is there for integrating or co-locating the library service with other services in the public or private sector (eg council services, post offices, schools, children's centres etc)

## 3. Modernising the process of intervention – set out roles and responsibilities:

Although the Government does not expect to activate the inquiry rules often, the Government will amend the Public Libraries (Inquiries Procedure) Rules 1992 to modernise the processes by which the Secretary of State intervenes in a library service. This will include setting out the roles and responsibilities of the various organisations involved, the trigger mechanisms for intervening, the processes for holding an inquiry, and the input of the local community and library users. The principles for all proposed changes will be to:

- Maintain procedural fairness
- Ensure the processes allow the view of users to be fully communicated
- Strip out bureaucracy

**Next steps:** The Department for Culture, Media and Sport (DCMS) will amend secondary legislation and publish advice on the roles and responsibilities as soon as possible.

**4. A strategic body for the libraries sector:** The Government is minded to establish a strategic body for the library sector as a means of providing a stronger national voice for libraries and improving leadership and development of the sector. As part of the wider review of arms length bodies, the Government will consider bringing together the functions of three different organisations – the Museums, Libraries and Archives Council (MLA), the Advisory Council on Libraries and the Registrar of Public Lending Right. The Government believes that any such body should be an improvement and development agency and should have vested in it greater authority than is afforded to the MLA in its current form. Government therefore proposes that the libraries body has a statutory advisory function, with the formal power to advise the Secretary of State on his role under the 1964 Act. Aligning with the Government's Smarter Government White Paper<sup>10</sup>, the library strategic body will be a key part of the DCMS's drive to modernise the arrangements for public bodies with a focus on delivering better value and quality for the public while rationalising administration.

<sup>10</sup> Putting the Frontline First: Smarter Government, HMG: December 2009 (<http://www.hmg.gov.uk/media/52788/smarter-government-final.pdf>)

Government recognises that, following the re-organisation of the MLA, that body has begun to make significant progress. DCMS shall continue to monitor their work and will take their achievements into account when considering the shape of a new strategic body.

The body would have a **statutory role to advise the Secretary of State** on oversight of library services as set out in the 1964 Act, with the following responsibilities:

- **Co-ordinator of a voluntary peer review and accreditation programme** for public libraries in England (more detail at proposal 5)
- **Improvement and development work** for public libraries including guidance, best practice and advice on:
  - Service improvement, user engagement and targeting particular user groups
  - Reading and Information
  - Governance models
  - Co-location and partnership working
  - Total Place principles in place-shaping
  - Fundraising and commercial ventures
  - Digital innovation – lending, digital engagement and communication, digital content
  - Learning and skills
- **The Public Lending Right** administering the PLR Scheme
- **A series of national programmes** or initiatives as appropriate – could include a national online catalogue (if money becomes available) or digital content programmes
- Co-ordinating **a programme of research and evidence**
- **Partnership working** with Government, third sector and private organisations

**Next steps:** The Government will undertake a business case in consultation with stakeholders and will publish more detail as part of the broader review of arms length bodies, including an assessment of the capability of the MLA to undertake that role alongside its other functions, including those for museums and archives.

**5. Accreditation and peer review:** As part of its responsibilities the strategic body for libraries will devise and run a voluntary peer review and accreditation programmes for public library services.

**6. A LIFT programme for libraries when funds become available:** As more public funds become available in the future, a LIFT programme for libraries should be pursued whereby capital investment is linked to service improvements.

## ***Chapter 2 – Aim: to reverse the current trend of decline in library usage and grow the numbers using the library service***

**7: Communicating the Library Offer to the public:** Government recommends all library authorities make their Library Offer to the public clear and visible to all the citizens in the area – on their website, in library buildings and through any other local marketing opportunities.

**8: Library Membership as an entitlement from birth:** The Government expects that from April 2011 all library services offer library membership as an entitlement from birth. This might be achieved in a number of ways:

- Offering Library membership at the registration of a birth
- Offering Library membership along with child benefits
- Offering library membership with Bookstart packs

DCMS will ensure that there will be no net additional costs to local authorities in line with the Government's new burdens procedures.

**9: Attracting new members:** Drawing on the guidance in chapter 1, all library authorities should consider how they attract new members, through seeking greater community engagement and through community outreach initiatives.

**10: Opening hours:** Local authorities should review opening hours to assess whether they meet local need, including that of families. Opening hours should reflect customer demand.

**11: Library buildings:** With reference to the guidance set out in proposal 2, local authorities should regularly review the footprint of the library service to determine whether they have the right buildings in the right place.

**12: Co-location:** Local authorities should maximise all partnership and co-location opportunities.

**13: Accessibility:** Accessibility of library services should be included as criteria in the accreditation and peer review scheme.

### ***Chapter 3 – Aim: that the library service is able to respond to limited public resource and economic pressures***

**14: Governance and delivery models:** All library authorities should consider innovative ways to generate improvements and efficiencies through shared services, partnership working, new delivery models and new governance arrangements.

**15: RIEPS:** Library services, with their parent authorities, should make use of Regional Improvement and Efficiency Partnerships (RIEPs) to support more innovative joint service working.

**16: Local authority commissioning:** All library authorities should do more to respond to local authority commissioning, developing the necessary understanding and skills to identify new opportunities for the library service.

**17: Supply chain:** All library authorities should maximise efficiencies in the stock supply chain to improve customer experience, and to achieve the best public value.

**18: Commercial partnerships:** All library services should explore innovative new funding streams and ways of delivering services through commercial partnerships or initiatives.

**19: Philanthropy:** The strategic body for libraries will explore the opportunities for developing philanthropic giving to the public library service.

### ***Chapter 4 – Aim: to ensure that all libraries respond to a 24/7 culture and to changing expectations of people who want immediate access to information***

**20: Customer service:** The peer review and accreditation scheme will include criteria for recognising customer service and responsiveness.

**21: Qualifications:** Providers of library and information sector courses should develop and implement a new framework for public library professional qualifications, founded on user driven policy and practices including customer service and people skills, community outreach, working with children, marketing and leadership.

**22: Evidence skills:** Library services should improve their ability to use and evaluate evidence in order to better illustrate the impact of the service.

**23: Advertising library posts:** Library services should advertise posts outside the professional library press and use wider cultural and local government networks, such as the LGA's National Graduate Development Programme, to draw in new and diverse talent.

**24: Partnership working:** Using improved evidence of impact, library leaders should develop their role as a respected partner in cross-authority strategic partnerships that deliver improved outcomes for communities.

**25: Leadership:** Local Authority Chief Executives should include their library leaders in leadership and management development for senior local authority staff.

**26: Volunteers:** All libraries should consider how best to attract, nurture and utilise volunteers, to complement their workforce.

### ***Chapter 5 – Aim: that all libraries grasp the opportunities presented by digitisation***

**27: Free internet access:** The Government expects that from April 2011 all library services will provide free internet access to users as part of their Library Offer to the public. Government will, under section 8(2)(b) of the Public Libraries and Museums Act 1964, make an (affirmative) Order preventing libraries from charging for internet access. DCMS will ensure that there will be no net additional costs to local authorities in line with the Government's new burdens procedures.

**28: Support to get online:** Government recommends that all library services provide support and advice for users wanting to get online as part of their Library Offer to the public.

**29: Engaging with UK Online:** Libraries should engage with UKOnline for practical support and are encouraged to bid for funding for projects to help get one million additional people online over the next 3 years.

**30: myguide tool:** Government recommend that libraries use the **myguide** tool to support the Government's digital inclusion target for getting one million additional people online over the next 3 years.

**31: Online public services in libraries:** Local leaders should consider how they can use internet access in libraries and UKOnline Centres as a means of allowing access to online public services.

**32: High speed broadband:** Local Authorities should actively consider investing in JANET, the education online network, to provide high speed broadband access in public libraries.

**33: Assessing the demand for e-books:** Government recommends that libraries assess the opportunity and demand for e-book lending in their community, and develop strategies.

**34: Free e-books:** Government expects e-books to be loaned for free. Government will under section 8(2)(b) of the Public Libraries and Museums Act 1964 make an (affirmative) Order preventing libraries from charging for e-books lending of any sort including remotely.

**35: Extending the Public Lending Right to non print books:** DCMS will work with stakeholders to develop the secondary legislation for the extension of the Public Lending Right to non print books to enable simple, cost effective and easy to use arrangements for all public libraries.

**36: A digital offer:** Government recommends that library services use digital technologies to enhance and complement their existing offer and move towards providing a 24/7 partnership with other services, such as publishers, commercial providers and academic libraries and institutions, the NHS and other e-government services. In the very near future, library services should aim to have an integrated digital and physical public offer.

**37: A national online catalogue:** When money becomes available, the strategic body for libraries will develop a national online library catalogue for library users, building on the established Unity UK staff-facing catalogue.

**38: Social networking in libraries:** Government recommends that all libraries allow access for users to social networking sites which are valuable communication tools and part of our cultural infrastructure.

**39: A national consortium for digital innovation:** The strategic body for libraries will bring together a national consortium of stakeholders including technologists, publishers, librarians, local authorities and academics to develop a digital innovation strategy for public libraries.

### ***Chapter 6 – Aim: to demonstrate to citizens, commentators and politicians that libraries are still relevant and vital***

**40: Connecting to local priorities:** Government recommends that all library authorities consider connections to local policy priorities and innovate around their service provisions to align the libraries' work with local needs and local priorities eg. Raising education standards and narrowing gaps in attainment between different groups in the local population.

**41: Contributing to local services:** Local authority leaders should actively consider how their library service could contribute effectively to other local services eg. services for children, schools and families.

**42: Links to the accreditation and peer review schemes:** Connections to other services and policy priorities should be a criteria included in the accreditation and peer review schemes.

**43: Championing partnership working:** Local authority chief executives should champion the partnership agenda for libraries, encouraging relationships with the private and third sectors as well as those between libraries and other public services or institutions – for instance early years and children's centres, schools and their libraries; and libraries in further and higher education – to deliver improved services and greater efficiencies, particularly through co-location and joint back office functions.

**44: Cross boundary working:** Local authorities should ensure they consider cross boundary working for libraries to improve service delivery and efficiency.

**45: Advocacy across Whitehall:** DCMS will advocate across Whitehall about the contribution libraries can make to a broad range of government priorities. This will help improve access to funding streams and encourage government to use library services to deliver a broad range of outcomes.

**46: Taking Part Survey and library visits for the purpose of paid work and study:**

From 2011 the DCMS Taking Part survey will also cover visits to libraries for the purpose of paid work or academic study as a discrete element.

**47: Inclusion of Omnibus questions in the Taking Part survey:** From 2011 DCMS will include the questions from its Omnibus survey – including those on use of library computers – in the DCMS Taking Part survey to develop an ongoing picture about what people use libraries for and what library services might be attractive to non users.

**48: CLG Place Survey:** The Department for Communities and Local Government (CLG) Place Survey provides information on people's perceptions of their local area and the local services they receive. DCMS will analyse the results of this survey alongside DCMS and CIPFA surveys in order to correlate library membership/use with resident satisfaction with the local area.

**49: Feeding into National Indicators:** Government recommends that library authorities should analyse how their work feeds into the full range of their Local Authority's National Indicators and ensure that their contribution is recognised and aligned with the wider work of the local authority.

**50: Future National Indicators:** DCMS will work with the Department for Communities and Local Government (CLG) to develop new measures for any future iteration of the National Indicator Set, which fully demonstrates and robustly captures the contribution that a modernised library services can make to delivering local outcomes.

**51: Understanding Society Panel Study:** DCMS will use Understanding Society – the largest Panel Study in the world which explores the socio-economic circumstances and attitudes of 100,000 individuals in 40,000 British households – to provide longitudinal evidence. We will build on the Panel Study evidence by running a small longitudinal study with respondents to the DCMS Taking Part Survey in order to gain an ongoing understanding of the long term impact of library participation.

**52: Consortium approach to measuring impact:** DCMS and the strategic library body will bring together partners who have a research interest (universities, third sector bodies etc) as a consortium to develop a cross sectoral approach to measuring impact.

**53: DCMS CASE Programme:** As part of wider evidence work across the cultural sector and using the evidence available, DCMS-led CASE programme is exploring ways to detect and measure links between library engagement and perceptions of wellbeing. This work will be published in the coming spring.

**54: Contribution to health and wellbeing:** The Reading Agency and Loughborough University Library & Information Statistics Unit (LISU) will this year conduct a major new project looking at the contribution public libraries are making to the health and wellbeing of the communities they serve.



# Chapter 1

## Aim: to drive the quality of all library services up to the level of the best

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The Public Libraries and Museums Act 1964 (the 1964 Act) sets out the statutory duty for all local authorities to provide a 'comprehensive and efficient' library service set in the context of local need – specifically of those who live, work and study in the local area. The 1964 Act imposes a duty on the Secretary of State to oversee and promote the public library service and to secure discharge of the statutory duties of local authorities as well as providing certain powers to take action where a local authority is in breach of its own duty.

Although there was recognition that some aspects of the 1964 Act are outdated, 80% of respondents to the consultation in local government (and 60% of all respondents) supported its continued use and the Secretary of State's power to intervene. 75% felt that further clarification and definition is needed if the statutory duty is to be meaningful. The consultation showed strong support for a national offer or user entitlement across all libraries (85% of respondents were in favour).

The Government therefore judges that the 1964 Act's imposition of this duty on local authorities is appropriate and that the Secretary of State's overview role should be maintained. We have no plans, therefore, to review the primary legislation but recognise that the process of intervention needs modernisation.

### 1. A Library Offer to the public – 'core' and 'local' offer

The Government believes that the community should be at the heart of the public library service and building on the work already developed in this area – such as the Chartered Institute of Librarians and Information Professionals (CILIP) guidelines, the LoveLibraries campaign and the Youth Offer for Libraries – the Government recommends that all library authorities introduce a Library Offer to the public. The Library Offer will be made up of a 'core offer' – services which Government believes should be offered across all library authorities, and a 'local offer' – services which are shaped and provided at local level. The Library Offer can be communicated to the public but can also illustrate how each library authority is delivering a 'comprehensive service' as required by the 1964 Act. This balance between central best practice guidance and local variation is in harmony with the Smarter Government White Paper<sup>11</sup> which gives increasing independence and freedom to local authorities whilst recognising an appetite for greater guidance around legislative duties.

**A core offer for all libraries:** Government recommends that the core offer for all libraries should include the following provisions to be made available across all library authorities:

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<sup>11</sup> Putting the Frontline First: Smarter Government, HMG: December 2009  
(<http://www.hmg.gov.uk/media/52788/smarter-government-final.pdf>)

- **Library membership from birth:** Details of local schemes to ensure that library membership is available from the earliest point in a child's life (the Government expects that from April 2011 all local authorities ensure that library membership is an entitlement to children from birth. More detail in proposal 8 on p 25)
- **An opportunity to have your say and get involved in shaping the service** (local details to be set out)
- **Free access to a range and quality of book stock to browse and borrow and online resources and information that meet local needs** (including e-books as the market grows)
- **Access to the national book collection – any book from anywhere:** Order any book through your library (even out of print books)
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- **Help to get online:** Support for people using the internet for the first time or searching for information
- **Links to other public services and opportunities:** Connections to health, education and learning or employment opportunities (local details to be set out)
- **A Community of Readers:** Connecting people to other readers through reading groups, activities and recommendations
- **Flexible opening hours** to suit the needs of the local people (local details to be set out)
- **Commitment to customer service and expert, helpful staff**
- **A safe local space which is accessible and convenient for the community**
- **24 hour access:** Through your library's online catalogue, online reference and other services. (Website details to be set out)
- **Services which reach out and attract local people** (local details to be set out including 'at home' services to housebound people)
- **An opportunity to be a member of all libraries in England:** Easy to join, accessible services as announced by the Society of Chief Librarians (SCL)<sup>12</sup>

The Government believes that these services represent the core offer which should be provided across all library authorities in England. Most library authorities are already providing this core service in full but Government recommends that all libraries provide a universal core offer.

**A local offer for libraries:** As part of the local element of the Library Offer to the public, library authorities can shape their offer around local need but might consider including:

- Commitments on **book stock** variety, investment and procurement
- **Opportunities and activities for young people** as part of the local provision of positive activities
- Provisions for **learning** such as improving reading and writing skills, and partnerships with local schools, early years setting and children's centres
- **An Events programme** including training events or activities for readers and author visits

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<sup>12</sup> <http://www.goscl.com>

- **Family activities:** Family reading and learning activities – Bookstart Rhymetime homework clubs, links to family information services, holiday reading challenges.
- **Programmes of engagement with the community** including outreach initiatives and ways of encouraging wider usage, including families
- Details of how to get involved with **user groups**, supporting or influencing the library service
- **Spaces for community use**
- **Childcare** or crèche
- **Additional Services** like CD and DVD borrowing, book delivery service, coffee shops etc

Other ideas are included throughout this document.

**Proposal 1:** The Government recommends a Library Offer to the public for all public libraries in England. The Library Offer will be made up of a 'core offer' of services which all library services should deliver and a 'local offer' of services, shaped and delivered at local level. Government will review the Library Offer after two years and consider whether to legislate to make it a statutory obligation.

**Next steps:** Government recommends that library authorities finalise their Library Offer to the public by the end of 2010.

## 2. Guidance on processes of engagement and consultation

Most respondents to the consultation agreed that decisions about services, opening hours and locations must be based on consultation and research in the community. They felt the decision to close a library should always be part of an agreed strategy which ensures there is a clear plan for the development of the library service as a whole and that arrangements to cater for the local community through alternative provisions (especially the vulnerable or disadvantaged) should be agreed and be in place before the closure.

Sue Charteris's inquiry into library service provision in the Wirral made a number of recommendations about a local authority's duties as set out in the 1964 Act. The Government recommends that all library authorities familiarise themselves with their statutory duties<sup>13</sup>. Library authorities may also wish to consider the findings of the Charteris Report on the Wirral Library Service<sup>14</sup> when developing their library policy and particularly when considering significant changes to library provision. It is important to reiterate that the **Government recognises that library closures may sometimes be necessary, but closures must form part of a strategic approach to service provision and decisions must only be taken after consultation with the community.**

Effective engagement is key to understanding community needs and now, under the Local Government & Public Involvement in Health Act 2008, local authorities have a statutory duty to involve local people. We recognise that there is no single way of making an appropriate assessment of the general needs of a community and the specific needs of adults, children, families and young people. However, we would expect a library authority to devise a comprehensive vision and development plan for their service based on some common types of information and data. Sue Charteris expressed these most clearly in her report.

<sup>13</sup> [http://www.opsi.gov.uk/RevisedStatutes/Acts/ukpga/1964/cukpga\\_19640075\\_en\\_1](http://www.opsi.gov.uk/RevisedStatutes/Acts/ukpga/1964/cukpga_19640075_en_1)

<sup>14</sup> A Local Inquiry into the Public Library Service Provided by Wirral Metropolitan Borough Council ([http://www.culture.gov.uk/reference\\_library/publications/6485.aspx](http://www.culture.gov.uk/reference_library/publications/6485.aspx))

When reviewing their service, library authorities should consider the following questions:

**Q1 What resources are available and how does this match the needs of the community?**

- Have you analysed and considered need and demand? What are the specific needs of adults, families and young people of all ages? Would members of the community be able and willing to contribute to the delivery of library services as volunteers or joint managers?
- What are the needs of those living, working and studying in the area?
- How accessible is the service? Is public transport appropriate? Are there barriers to physical access of library buildings that should be removed?
- Have local people been consulted? How?
- What are the views of users and what are the views of non users?
- Have you done an Equality Impact Assessment?
- What implications are there for other strategies e.g. educational attainment, support for those seeking work, digital inclusion, adult social care?
- Are there other partnerships that can be explored – e.g. with the third sector, community and development trusts or town and parish councils?

**Q2 How efficient is the current service?**

- Are the arrangements for the delivery of the library service (eg buildings, staff, service provision, facilities, online presence etc) meeting the demand of the community and are they cost efficient?
- What other delivery partnerships could be formed inside and outside the library authority or region to make the library service more efficient and effective (see examples in Appendix B)?
- Can the facilities be used more flexibly?
- What are you doing to encourage use and maximise income?
- What scope is there for integrating or co-locating the library service with other services in the public or private sector (eg council services, post offices, schools, children's centres etc)

The questions set out here will already be considered as part of broader strategies in many areas and can also be used to gather community feedback and help develop the local offer set out above. It is recommended that library authorities consider these questions, when they are undertaking reviews of the library service.<sup>15</sup>

**Proposal 2:** Sitting alongside the Library Offer to the public, the questions set out above are issued here as best practice guidance on the processes which Government recommends library authorities consider under their statutory duty. Government will review the best practice guidance set out here after two years and consider whether to legislate to make the guidance statutory.

<sup>15</sup> Library authorities that are seeking to improve their relationship with the community can also consider the MLA's advice and the toolkit published in 2006 (<http://www.mla.gov.uk/what/publications/2006>)

### 3. Modernising the process of intervention – set out roles and responsibilities

In the event that a local authority fails to demonstrate the link between the design and delivery of the service and identifiable local need, the Secretary of State may launch an inquiry to determine whether the authority has breached its duty under the 1964 Act. Such inquiries are carried out in accordance with the Public Libraries (Inquiries Procedure) Rules 1992.

These Rules were used for the first time in 2009 and although a number of respondents to the consultation reported that the Report on the Wirral Inquiry provided some useful guidance on local authority duties, the process prescribed by the Rules was cumbersome, bureaucratic and encouraged an adversarial environment. Feedback also indicates that the procedures were fair and that individuals felt they were able to communicate and contribute their views.

Although the Government does not expect to activate the inquiry rules often, the Wirral Inquiry has highlighted the need to reconsider and modernise the processes required by the legislation.

**Proposal 3:** The Government will amend the Public Libraries (Inquiries Procedure) Rules 1992 to modernise the processes by which the Secretary of State intervenes in a library service. This will include setting out the roles and responsibilities of the various organisations involved, the trigger mechanisms for intervening, the processes for holding an inquiry, and the input of the local community and library users. The principles for all proposed changes will be to:

- Maintain procedural fairness
- Ensure the processes allow the view of users to be fully communicated
- Strip out bureaucracy

**Next steps:** The Department for Culture, Media and Sport (DCMS) will amend secondary legislation and publish advice on the roles and responsibilities as soon as possible.

### 4. A strategic body for libraries

89% of respondents to the consultation on this question supported the idea of a Library Development Agency as recommended by the All-Party Parliamentary Group on Libraries, Literacy and Information Management<sup>16</sup>. They favoured a body to provide co-ordination and strategic development of the library service. The Government is convinced by some of the arguments for an NDPB for libraries but believes that any changes should be in keeping with wider Government moves to streamline public bodies. Government recognises that, following the re-organisation of the MLA, that body has begun to make significant progress. DCMS shall continue to monitor their work and will take their achievements into account when considering the shape of a new strategic body.

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<sup>16</sup> All-Party Parliamentary Group on Libraries, Literacy and Information Management's 'Inquiry into the Governance and Leadership of the Public Library Service in England' report, September 2009. (<http://www.cilip.org.uk/get-involved/advocacy/public-libraries/Pages/appg.aspx>)

**Proposal 4:** The Government is minded to establish a strategic body for the sector as a means of providing a stronger national voice for libraries and improving leadership and development of the sector. As part of the wider review of arms length bodies, the Government will consider bringing together the functions of three different organisations – the Museums, Libraries and Archives Council (MLA), the Advisory Council on Libraries and the Registrar of Public Lending Right. The Government believes that any such body should be an improvement and development agency and should have vested in it greater authority than is afforded to the MLA in its current form. Government therefore proposes that the libraries body has a statutory advisory function, with the formal power to advise the Secretary of State on his role under the 1964 Act.

Aligning with the Government's Smarter Government White Paper<sup>17</sup>, the library strategic body will be a key part of the DCMS's drive to modernise the arrangements for public bodies with a focus on delivering better value and quality for the public while rationalising administration.

The body would have a statutory role to advise the Secretary of State on oversight of library services as set out in the 1964 Act, with the following responsibilities:

- **Co-ordinator of a voluntary peer review and accreditation programme for public libraries in England** (more detail at proposal 5)
- **Improvement and development work** for public libraries including guidance, best practice and advice on:
  - Service improvement, user engagement and targeting particular user groups
  - Reading and Information
  - Governance models
  - Co-location and partnership working
  - Total Place principles in place-shaping
  - Fundraising and commercial ventures
  - Digital innovation – lending, digital engagement and communication, digital content
  - Learning and skills
- **The Public Lending Right** administering the PLR Scheme
- **A series of national programmes** or initiatives as appropriate – could include a national online catalogue (if money becomes available) or digital content programmes
- **Co-ordinating a programme of research and evidence**
- **Partnership working** with Government, third sector and private organisations

**Next steps:** The Government will undertake a business case in consultation with stakeholders and will publish more detail as part of the broader review of arms length bodies, including an assessment of the capability of the MLA to undertake that role alongside its other functions, including those for museums and archives.

## 5. Accreditation and peer review

A key theme from respondents to the consultation was a desire to see more national monitoring with a national quality standard and an accreditation scheme for libraries. Government is therefore proposing that the strategic body for libraries introduces a voluntary accreditation scheme for libraries and expands the current light touch peer review programme.

<sup>17</sup> Putting the Frontline First: Smarter Government, HMG: December 2009 (<http://www.hmg.gov.uk/media/52788/smarter-government-final.pdf>)

Based on similar models in the museum, tourism and sports sectors, the accreditation programme will be an opt-in programme for which library services can apply. In the shorter term, the scheme might be linked to applications for funding opportunities for libraries so that accreditation can help libraries applying for funding awards. In the longer term and when funding becomes available, Government will link the accreditation scheme to a LIFT programme for libraries whereby capital investment is linked to service improvements. Where there is a positive effect on culture services in the locality, the scheme may also be reflected in Comprehensive Area Assessment (CAA) reporting.

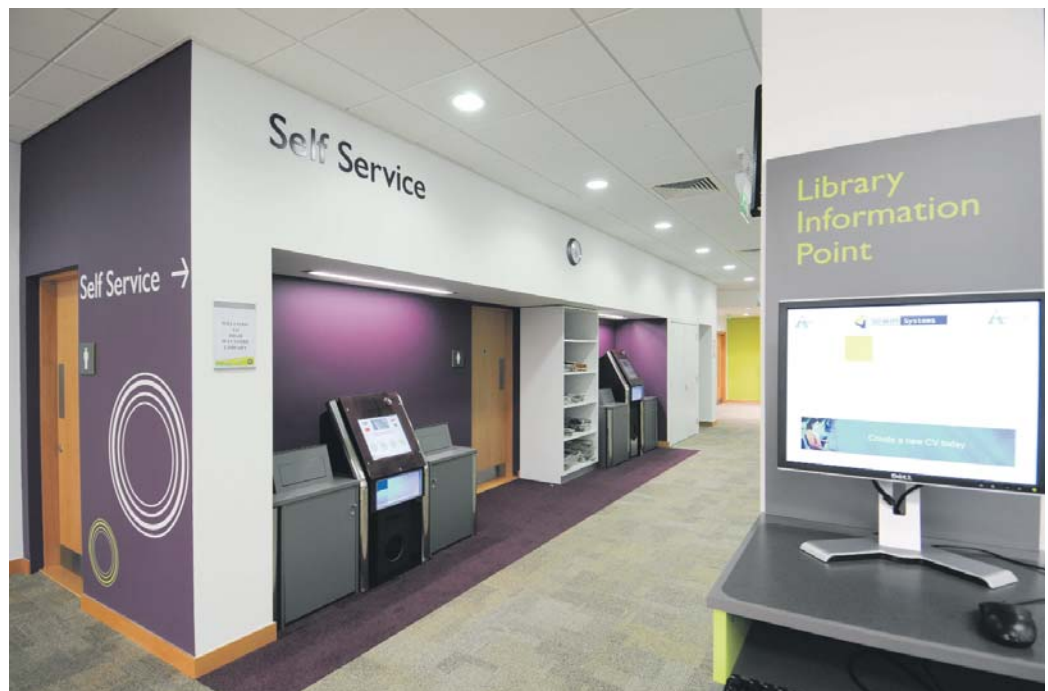
The Peer Review will build on existing initiatives<sup>18</sup> and will share best practice, help facilitate partnerships between local authorities or other services and advise on strategy for widening usage and connecting to other local authority priorities.

A number of respondents to the consultation suggested that customer satisfaction needed to be better taken into account when measuring library performance so the views of users and non users will form part of the accreditation scheme.

The scheme will monitor the implementation of the Library Offer to the public (proposal 1) and the guidance on processes of engagement and consultation (proposal 2).

**Proposal 5:** As part of its responsibilities the strategic body for libraries will devise and run a voluntary peer review and accreditation programmes for public library services.

**Proposal 6:** As more public funds become available in the future, a LIFT programme for libraries should be pursued whereby capital investment is linked to service improvements.



<sup>18</sup> MLA's Light Touch Peer Review – [www.mla.gov.uk/news\\_and\\_views/press/releases/2009/~-/media/Files/pdf/2009/Light\\_Touch\\_Review](http://www.mla.gov.uk/news_and_views/press/releases/2009/~-/media/Files/pdf/2009/Light_Touch_Review) and A Passion for Excellence: An improvement strategy for culture and sport, March 2008 (<http://www.idea.gov.uk/idk/core/page.do?pagelD=8722751>)

## Chapter 2

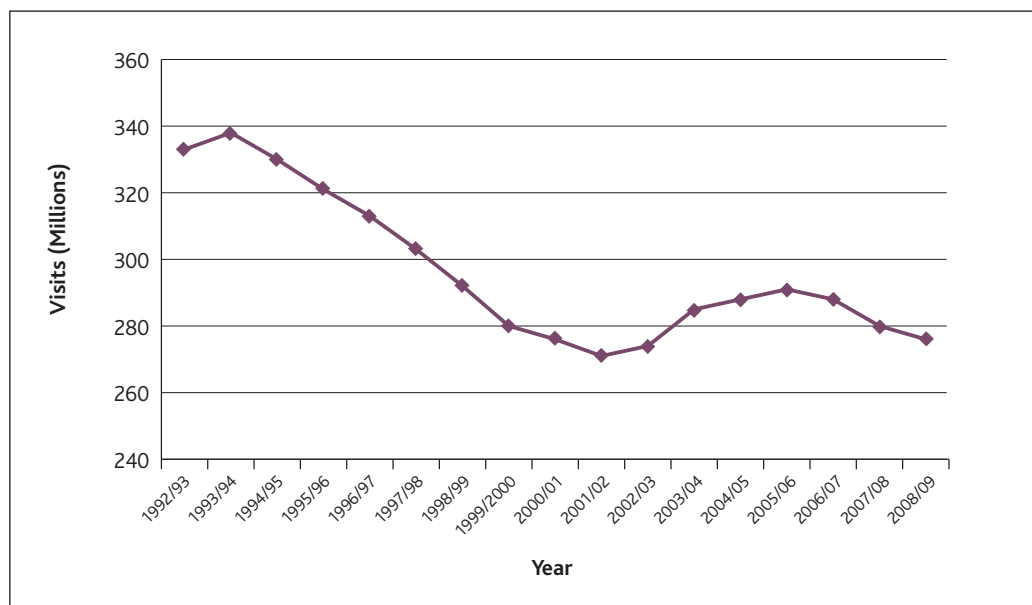
**Aim: to reverse the current trend of decline in library usage and grow the numbers using the library service**

Government recognises that many library authorities have a good story to tell about their usage figures and this is illustrated by the national surveys of library participation which show significant differences between the performance of library authorities.

Data collected by The Chartered Institute of Public Finance and Accountancy (CIPFA) show that although children's book issues have been increasing year on year for the past five years (shown in graph 2), after a brief resurgence from 2002 visits to library premises fell in 2008/09 (shown in graph 1) and adult book issues and the number of 'active borrowers' (those who have borrowed an item from the library in the last 12 months) are down significantly.

CIPFA Public Library statistics for 2008/09 are going through final checks for imminent publication as we go to print; there may be some minor adjustments incurred.

**Graph 1: Visits to library premises, 1992/93 to 2008/09**

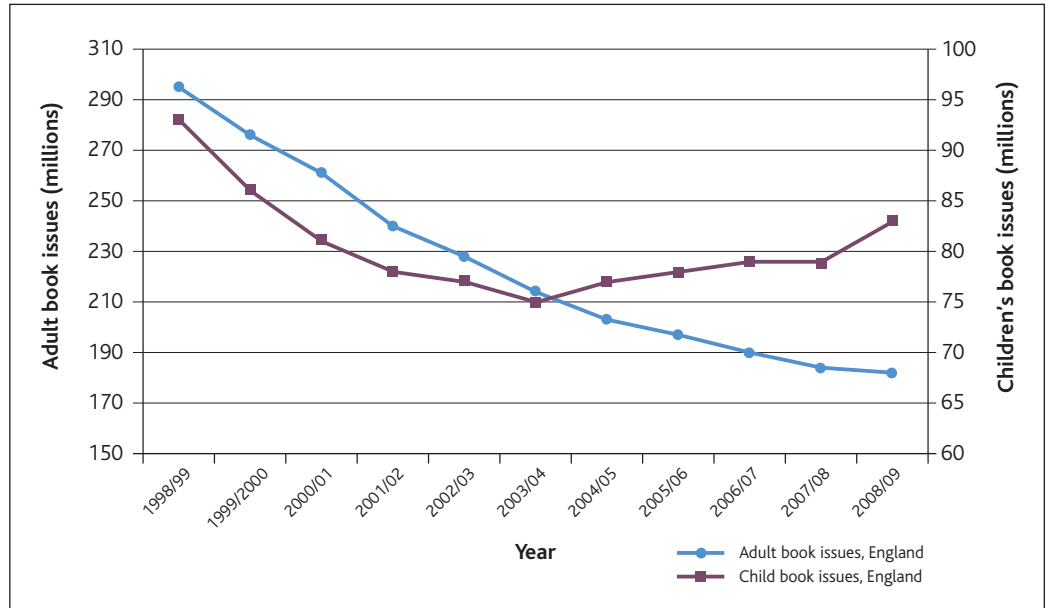


Source: Public Library Statistics 1992/93 to 2008/09 Actuals (CIPFA)

Graph 2 displays a ten-year trend in issues of books for adults and children from England's public libraries. Although there is no evidence of a causal link between book issues and visits, the graph shows how loans of adults' books have steadily declined over the decade, falling by more than a third in that time. Children's loans, however, fell steadily until 2003-4 but the downward trend has since reversed, increasing in each of the last five years. While this is encouraging, the level of children's loans is still lower than it was 10 years ago.



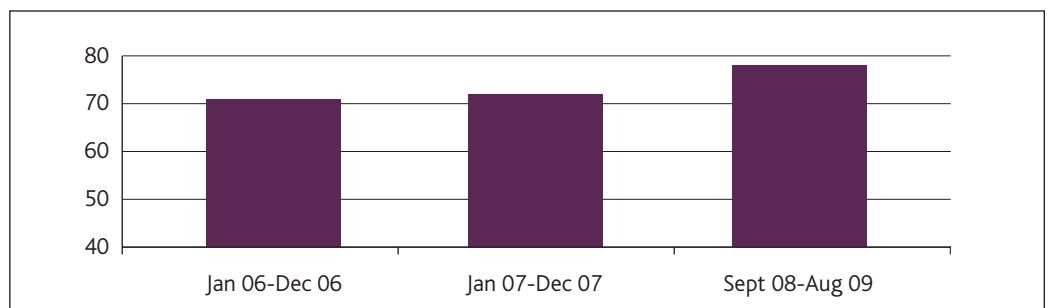
**Graph 2: Issues of adult and children’s books from public libraries 1998/99 to 2008/09**



Source: Public Library Statistics 1998/09 to 2008/09 Actuals (CIPFA)

The DCMS Taking Part Survey tells us the percentage of the population using libraries. Use includes physical visits to library premises; use of on-line library resources or services remotely (i.e. use of a computer outside the library to view the website, catalogue or databases); access, and receipt, of the library service by email, telephone, fax or letter and receipt of an outreach service such as home delivery or library events outside a library building<sup>19</sup>. The survey shows an increase in the proportion of children using libraries (illustrated in graph 3) but a significant and year on year decline in the proportion of the adult population doing so (shown in graph 4). Fortunately analysis shows that there is a clear link between engagement as a child and participation as an adult. Increasing children’s use of libraries builds audiences for the future<sup>20</sup>.

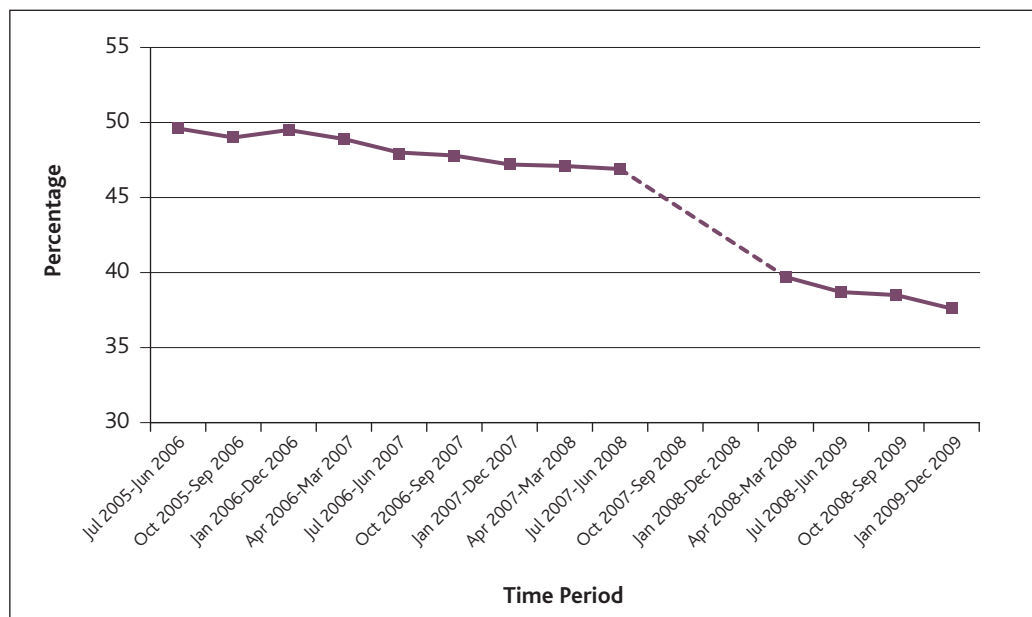
**Graph 3: Percentage of 11-15 year old children using a Library**



Source: Children’s Taking Part (DCMS)

<sup>19</sup> Technical note – PSA21: Indicator 6 [http://www.culture.gov.uk/images/research/PSA21\\_Technical\\_Note\\_-\\_Final\\_baseline.doc](http://www.culture.gov.uk/images/research/PSA21_Technical_Note_-_Final_baseline.doc)

<sup>20</sup> The first DCMS Taking Part Survey in 2005/6 found that children who were taken to libraries as a child had significantly higher recent attendance rates than those who were not taken as a child, p.46 Taking Part: The National Survey of Culture, Leisure and Sport, May 2007

**Graph 4: Percentage of adults using libraries, July 2005 to December 2009**

Source: Taking Part Survey (DCMS)

Further consideration of the statistics is set out in chapter 6, but Government believes that with only children's use increasing there is a clear message in this data which we cannot simply ignore. Even where local figures are good it continues to be vital for library authorities to do all they can to attract new members and maintain their regular visitors.

To improve intelligence on the market demand for library services we included some questions about library use and non-use in an Omnibus survey to find out more about the activities being undertaken in libraries and explore where non library users might have an interest in library services<sup>21</sup>.

### Libraries Omnibus Findings

In December 2009, DCMS commissioned Ipsos MORI to carry out research into public library usage involving face-to-face surveys with a representative sample of 5000 people aged 15+ in England. Through DCMS Taking Part surveys and CIPFA, we have knowledge about the number of public library users and of visits made, but have been lacking data regarding other aspects of library usage. The survey was designed with two main aims:

- To find out what people visit public libraries to do.
- To investigate the level of latent demand – that is, how many people are doing activities elsewhere that could potentially be done in a library?

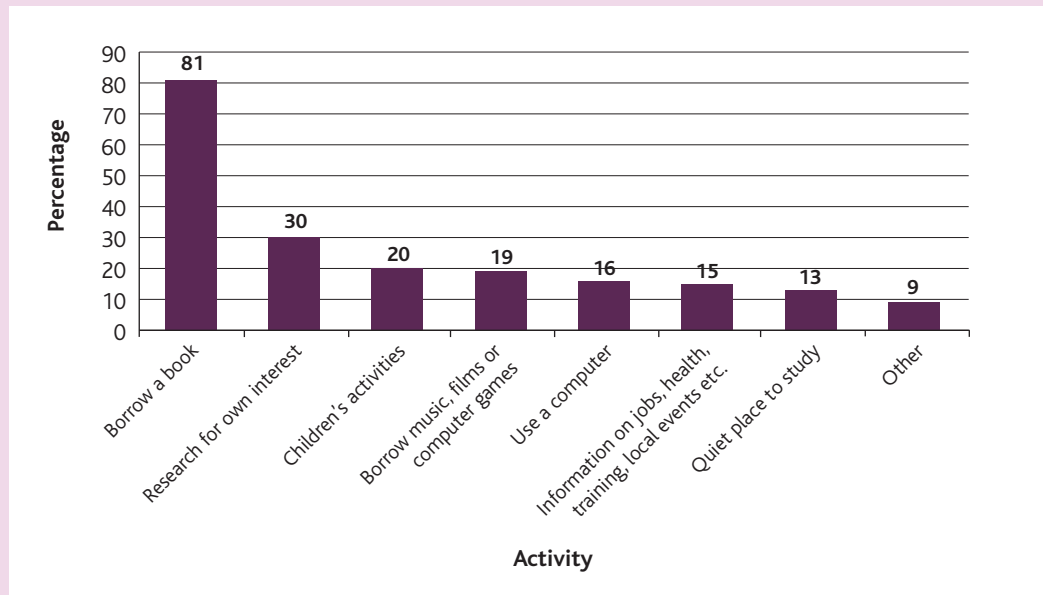
Library users: 41% of our sample had been to a public library in the past 12 months<sup>22</sup>. The activities done by these library users is summarised on the following page<sup>23</sup>:

<sup>21</sup> [http://www.dcms.gov.uk/reference\\_library/research\\_and\\_statistics/6753.asp](http://www.dcms.gov.uk/reference_library/research_and_statistics/6753.asp)

<sup>22</sup> This variance from the 37.5% Taking Part figure is most likely down to the different sampling methods utilised in the two studies rather than a recent, sudden rise in library visitor numbers.

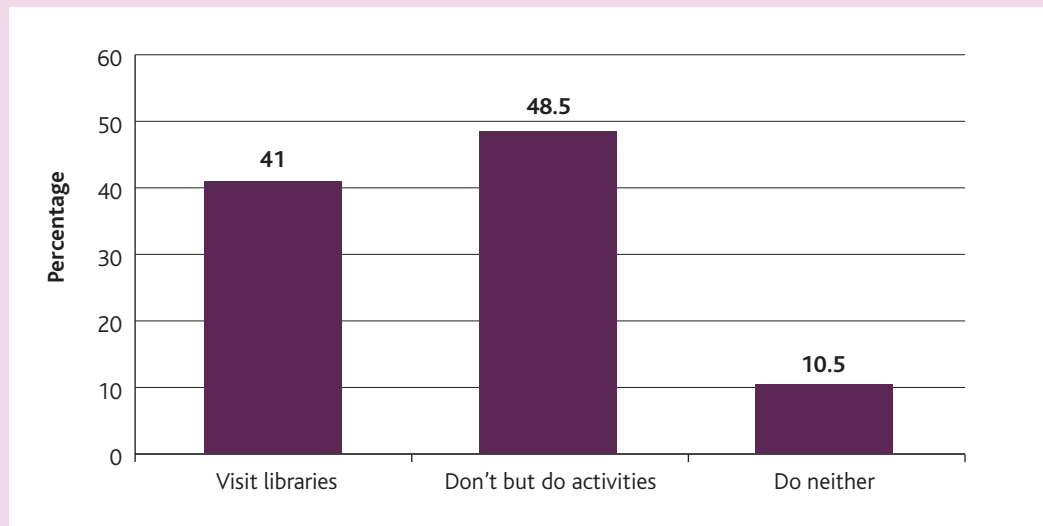
<sup>23</sup> 'Other' includes attending a group or class, getting help using a computer, reading a magazine or newspaper, and using a photocopier.

**Graph 5: Activities undertaken in libraries**



**Potential library users:** There is a high degree of potential demand – that is people who have not been to a public library in the past 12 months, but who have taken part in an activity which could have been undertaken in a public library. Therefore there is the potential that these people could become library users. For instance, of the 48.5% of our sample who had not visited a library in the past 12 months, 31.2% had either borrowed or wanted to borrow a book. That is 15% of our total sample.

**Graph 6: Library use, non-use and potential use**



**Digital engagement:** Of those who access the internet via a public place (4.8% of our sample), just over half had done so in a public library. So there is potential for a rise in the number of people using public libraries for internet access. Computer usage in a public library reduces as income rises, suggesting that this provision is serving the lower income members of the community. 12% of our sample had used the internet to look at public library websites.

The consultation elicited a variety of ideas on the question of how to increase participation with a majority of respondents supporting better communication of what the public library service offers and a number of respondents emphasising the importance of location and opening hours.

## 6. Communicating the Library Offer to the public effectively

Many respondents to the consultation felt that there is more to be done to promote the benefits of libraries to those who do not currently use them. Consumers need to know what they can expect from their local library service, yet many public libraries are not publicising their offer in terms that the public can understand, and there are too many perceived barriers to use. The Library Offer to the public represents a commitment to the community and can help communicate library services to users and non users alike. It also reflects the importance of giving people guarantees of high quality public services, as set out in the Smarter Government White Paper.<sup>24</sup> The Government therefore proposes the following:

**Proposal 7:** Government recommends all library authorities make their Library Offer to the public clear and visible to all the citizens in the area – on their website, in library buildings and through any other local marketing opportunities.

## 7. Attracting new members, engaging effectively with the community, and community outreach

There are a number of schemes operating at national and local level which are successful in attracting new library members and promoting reading. Led by The National Literacy Trust and The Reading Agency, the National Year of Reading in 2008 encouraged 2.3 million people to join the library<sup>25</sup> and Bookstart baby packs successfully encourage parents to enrol their children as library members<sup>26</sup>. Last year the Summer Reading Challenge, involving 95% of libraries and spearheaded by the Reading Agency during the long school holiday, saw 725,000 children participating with 47,000 becoming new library members.<sup>27</sup>

The consultation responses and the Community Led Reference Group for this review identified the importance of engaging in outreach activities in order to attract new, often hard to reach, library users. In Manchester, when funding from existing budgets was identified to create a temporary outreach and promotions assistant, a new approach was taken to targeting the 72% of residents that did not already have a library ticket. A portable mini-library with wheeled shelf units and bearing a selection of seasonal stock was taken round to potentially fruitful recruiting grounds including the town hall, large private companies and HE institutions. By Summer 2009 the library service had held 45 'Meet the Neighbours' sessions and recruited 3,750 new members.

All library authorities should consider how they can shape services to respond to the locally identified needs of their community – including families<sup>28</sup>. This, in turn, helps develop services which appeal to new users and which might be cost effective in a constrained financial environment.

<sup>24</sup> p. 9 Putting the Frontline First: Smarter Government, HMG: December 2009 (<http://www.hmg.gov.uk/media/52788/smarter-government-final.pdf>)

<sup>25</sup> <http://www.readingforlife.org.uk/99>

<sup>26</sup> Evaluation in 2009 found that found membership among Bookstart pack recipients increased 7% in three months <http://booktrustadmin.kentylons.com/downloads/NationalImpactEvaluation09.pdf>

<sup>27</sup> <http://www.readingagency.org.uk/media/Christmas%202009.html>

<sup>28</sup> Authorities that are seeking to improve their relationship with the community can consider the MLA's advice and the toolkit published in 2006 <http://www.mla.gov.uk/what/publications/2006>

### Leeds Library and Information Service: engagement project

When Leeds Library and Information service was awarded £1.4 million from the Big Lottery Fund Communities Libraries Programme to extend and refurbish a dull 1960's library in Garforth into a new vibrant creative space and One Stop Centre, a comprehensive community engagement plan was adopted to ensure that communities could influence the service the new building would provide. Parents, business representatives, children of primary school age, older people and representatives from the voluntary sector were consulted and focus groups were held. A community Steering Group selected a large proportion of the book stock for the new library. The success of the project is illustrated by visitor statistics – 1600 people attended the first family day at the library.

**Proposal 8:** We know children benefit in many ways from early access to books and reading<sup>29</sup>. The Government therefore expects that from April 2011 all library services offer library membership as an entitlement from birth. This might be achieved in a number of ways:

- Offering Library membership at the registration of a birth<sup>30</sup>
- Offering Library membership along with child benefits
- Offering library membership with Bookstart packs

**Two thirds of libraries already provide library membership information with packs which are distributed to all children at 7- 9 months<sup>31</sup>.** DCMS will ensure that there will be no net additional costs to local authorities in line with the Government's new burdens procedures.

**Proposal 9:** Drawing on the guidance in chapter 1, all library authorities should consider how they attract new members, through seeking greater community engagement and through community outreach initiatives.

## 8. Providing an accessible library service

**Opening hours:** People's lives have changed and people's expectations have also changed. Library opening hours need to respond to their customers' needs and wants – including those of families. Out of hours access was a key access issue confirmed through the consultation – particularly by library users who emphasised the importance of determining opening hours in consultation with the community. Libraries can

<sup>29</sup> A Report by the Sutton Trust suggests a child taken to the library on a monthly basis from ages 3 to 5 is two and a half months ahead of an equivalent child at age 5 who did not visit the library so frequently ([http://www.dcsf.gov.uk/news/images/userfiles/file/Early\\_years\\_report%20final.doc](http://www.dcsf.gov.uk/news/images/userfiles/file/Early_years_report%20final.doc)). The Centre for Longitudinal Studies at the Institute of Education's Millennium Cohort Study, which by following nearly 19,000 children born at the start of the 21st century until they are 11 will gauge the long-term impact of poverty, parenting, education, health, religion and ethnicity on their formative years, has found that children whose parents read to them every day at the age of three were more likely to flourish in their first year in primary school, getting more than two months ahead not just in language and literacy but also in maths ([www.cls.ioe.ac.uk](http://www.cls.ioe.ac.uk))

<sup>30</sup> The Tell Us Once service may help library authorities administer these arrangements. Tell Us Once joins up government for citizens so that they only need to inform central and local government just once of changes in their circumstances such as a birth or a death. Tell Us Once is a cross government programme based within DWP and works in partnership with local authorities, Her Majesty's Revenue & Customs (HMRC), Identity and Passport Service (IPS), and Driver and Vehicle Licensing Agency (DVLA) to deliver services the way customers want them. Each local council will tailor the needs of their residents and one of the services that a citizen can notify about the birth of a child is their local council Library service. Tell Us Once will become a national programme in May and information will be accessed via Directgov from that point.

<sup>31</sup> [www.bookstart.co.uk](http://www.bookstart.co.uk)

consider using volunteers to help deliver longer opening hours. 14.7% of respondents to DCMS Taking Part survey who had not visited a public library in 2007/08 said they did not have time to go. The most innovative libraries are changing – opening later in the evening and opening on Sundays.

For example, in Suffolk Sunday opening was introduced across the whole service in 2003 with a view to attracting 5,200 additional visitors per week. That happened and seven years later the service continues to attract more people and all 44 libraries remain open on Sundays

**Proposal 10:** Local authorities should review opening hours to assess whether they meet local need, including that of families. Opening hours should reflect customer demand.

**Buildings infrastructure:** Libraries offer a rare social and versatile space for multi-generational use and most are busy and well-loved. Communities should have access to welcoming, high quality library buildings in the right place and open at the right times for their users. There are some fantastic new libraries with iconic designs, innovative services and inventive links to local people. The popularity of new builds confirms the 'pulling power' of the buildings infrastructure. For instance, the new library in Bournemouth town centre was built and funded as a PFI pathfinder project. It is 3.5 times larger than the library it replaced and includes retail units. In its first year alone visits increased by 120% and stock issues increased by 50%. Almost 5000 new borrowers registered in the first week. In 2007 the Big Lottery Fund awarded £80m investment to build and refurbish libraries across 58 authorities with a key requirement to engage communities in planning.<sup>32</sup>

As set out in proposal 6, as more public funds become available in the future, a LIFT capital programme for libraries should be pursued whereby capital investment is linked to specific service improvements, and to the accreditation scheme.

Small libraries in communities make an important contribution to the library infrastructure and mobile libraries and 'library access points' in community spaces can be an attractive alternative in some communities to dedicated library buildings. This approach has been successful in the East Riding of Yorkshire where, until a fundamental review of the mobile library service was carried out in 2000-01, communities were missing out on a modern library service due to the predominantly rural nature of the area and lack of dedicated library buildings. The new mobile vehicle provides a broad range of services and now many somewhat isolated rural communities have the equivalent of a one-stop-shop on their doorstep.

**Proposal 11:** With reference to the guidance set out at proposal 2, local authorities should regularly review the footprint of the library service to determine whether they have the right buildings in the right place.

**Co-location:** Co-location of services can help to widen usage and make valuable links for the user. Respondents to the consultation said co-location works when it brings together complementary services on an equal footing. Effective co-location of libraries with other services – such as health or employment services, post offices, leisure services, schools, early years settings and children's centres, universities or other educational institutions – enables innovation, offers value for money and delivers a

<sup>32</sup> <http://tinyurl.com/y1e2rcu>

coherent, joined-up approach to the public. Respondents to the consultation agreed that co-located libraries can be used as community hubs. The Total Place initiative provides co-location opportunities for local authorities (more details of Total Place on p 30).

Libraries are viable and valued partners for co-location because:

- Libraries are a universal service
- Libraries are free, community spaces
- They are widely used by the individuals and community groups other partners want to reach<sup>33</sup>
- They provide free access to quality information, reading and Information and Communication Technology (ICT) resources which support and complement the work of many partners, particularly in health, education and learning
- Library spaces are relatively inexpensive to fit out in a shared building

**VAT position on co-location:** Co-location with other services is an important route to improved services and increased efficiency but, as with any innovation, there are barriers to achieving successful partnerships – most commonly the impact on the normally beneficial VAT position of the local authority. This has caused some local authorities to think twice, but it is possible to mitigate the potential impact of VAT by understanding and considering the issues at the outset of the project. Further information on this issue can be found in the separate study which accompanies this publication.<sup>34</sup>

**Proposal 12:** Local authorities should maximise all partnership and co-location opportunities.

**Proposal 13:** Accessibility of library services should be included as criteria in the accreditation and peer review scheme.

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<sup>33</sup>In 2008, CFE Consulting surveyed library users in deprived areas of the North East and found that they largely reflected the target groups for the government careers advice service, nextstep, and the Regional Employability Framework (REF). 61% of the people interviewed were of 'working age' (17-64) with below Level 4 qualifications and in socio-economic grades C1, C2, D or E. 34% lived in social housing, 17% were claiming Income Support and the mean annual personal income of participants was £8,600, below regional and national averages. Approximately 1 in 5 (19%) of library users had used a library to find out about, and make choices relating to, learning and work in the last two years (<http://tinyurl.com/y8rnf2f>)

<sup>34</sup>[http://www.dcms.gov.uk/reference\\_library/publications/6754.aspx](http://www.dcms.gov.uk/reference_library/publications/6754.aspx)

**Building Schools for the Future (BSF)** is providing a catalyst to plan strategically and invest in facilities for the delivery of educational and social outcomes for children, young people and wider communities. These programmes offer a framework which allows partners, including library services, to think about how different professionals and organisations can work together towards a common goal and make the most of the available resources. Key elements of school delivery such as family learning and extended curriculum provision can all be delivered effectively through a range of different cultural professionals, with libraries offering resources and expertise to school delivery.

BSF is the largest capital investment programme of its kind for 50 years, and nearly a third of all secondary schools in England are now involved in the BSF programme. Every local authority engaged in BSF must develop a Cultural Stakeholder Group to engage with relevant local stakeholders and are required to develop plans which include their entire education and learning estate<sup>35</sup>.



<sup>35</sup> For more information about linking to a Cultural Stakeholder Group or engaging with the Building Schools for the Future Programme see: [http://www.partnershipsforschools.org.uk/library/Art\\_and\\_Culture.jsp](http://www.partnershipsforschools.org.uk/library/Art_and_Culture.jsp)



# Chapter 3

## Aim: that the library service is able to respond to limited public resource and economic pressures

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As local authorities face tough choices over how to manage council tax, encourage growth in their local areas and protect high quality local services, central Government encourages councils to prioritise the protection of frontline services to the public, like the public library service.

Responses to the library review consultation recognised the tough climate for public resources and the risks of cuts to public libraries. Like other public sector services, local authorities are under pressure to improve the sustainability of libraries and boost their incomes. This can be difficult and local authorities need to balance income generation against creating barriers to use. Research in 2008 found that funding innovation in libraries is traditionally poor. Almost 80% of library services thought they could do more to achieve sustainability, but as a local authority body, felt constrained in trying new ways of working and developing income streams<sup>36</sup>.

### 9. Governance and delivery models

There is a growing mixed economy of delivery models and governance across library authorities, ranging from new multiple service trust models, commissioning of the library service by private companies or outsourcing of the back office functions. There are already examples of substantial partnership working, shared services and library authorities exploring mergers and permanent partnerships across boundaries. The impetus for change in the business model of libraries is often as a result of local authority rationalisation and an onus on delivering efficiencies through shared training, procurement and improvement. However, there are also opportunities for improvements and better services to customers through shared learning and partnership working.

Responses to the consultation suggested that a number of local authorities are gauging other authorities' experiences of alternative governance models, emphasising the importance of sharing information across local authority boundaries. A number of respondents considered that bespoke solutions would be needed for different areas with no single structure universally relevant.

The Government believes that the current model of 151 library authorities is unsustainable. Library authorities must look at new delivery models if they are to continue to offer citizens a comprehensive service at local level. Library services will need to either work closely together, merge with other authorities or establish new trust models or private/public partnerships. There may also be opportunities to share

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<sup>36</sup> Business Models and Financial Instruments for the museums, libraries and archives sector: Review of the Literature and Survey Findings, Freshminds for MLA, 2008 (<http://research.mla.gov.uk/evidence/documents/Business%20Models%20and%20Financial%20Instruments.PDF>)

services with university libraries and collaborate on opening times, access and management of stock.

The Total Place initiative may provide a vehicle for exploring those opportunities and help to identify valuable improvements and efficiencies. The Total Place initiative fits with the Comprehensive Area Assessment (CAA) and requires local services to understand the needs of their communities and work in partnership to tackle local challenges. There are 13 Total Place pilot areas focussing on themes covering physical & mental health of adults & children, crime & antisocial behaviour, deprivation, worklessness, asset management and procurement. Engaging library services as a partner in Total Place could identify valuable improvements and efficiencies and, given their role as community hubs, libraries could be a critical part of this process.<sup>37</sup>

Local authorities are already operating alternative models to the delivery of their library services. These include:

**Wigan** (Charitable Trust Model) Wigan Leisure & Culture Trust has made major investment in Wigan Council's libraries, museums and leisure centres. The Trust's most significant investment funding has come from not having to pay business rates (saving £500,000). The Trust has been able to spend an extra £1.5m over the last five years on extended opening hours, new stock and increased partnership projects with schools, health and children's centres.

**Luton** (Charitable Trust and Company Limited by Guarantee) Luton's cultural services (museums, libraries and arts) are now a Trust. A charity running the services on a not-for-profit basis has meant resources not available to the Council have been accessed and speedier decisions made with focus given to providing a first class services to customers.

In addition to these governance models some local authorities are examining the opportunity for shared back office and front office partnerships and mergers.

- For instance, in the East of England, the **SPINE project** has been established to identify a viable option for sharing library services in the region which can deliver savings and efficiency for each of its six council partners<sup>38</sup>. The project has funding from Improvement East (the regional improvement and efficiency body) with additional funding from MLA, and both cash and in-kind contributions from each of the councils. By September 2010, the project will have explored governance arrangements, identified an appropriate delivery vehicle, and scoped out a catalogue of services. From the start, the founding partners have recognised that this model may be scaleable and transferable, so recognise it may offer a range of opportunities which go beyond libraries. In each case the drivers for involvement include efficiency and value for money, with a shared vision around developing innovation and public benefit.
- **London Library Change Programme:** Supported by Capital Ambition, London's Regional Improvement and Efficiency Partnership, research for the London Library Change Programme identified that costs and service quality varies widely across public libraries in London with no correlation between the two. Only by boroughs working together can public expectations be met, while bearing down on costs in the new financial environment. Individual local services will continue to offer bespoke library services to meet local need in consultation with residents but the programme aims to result in shared back-office services and a unified approach to stock management and procurement. This will enable the library user to get books more quickly while driving

<sup>37</sup> For more information about Total Place visit <http://www.localleadership.gov.uk/totalplace/>

<sup>38</sup> The six founding partners are Essex, Cambridgeshire, Suffolk, Hertfordshire, Thurrock and Southend

down costs. Employing best practice in deployment of staff will improve value for money and, ultimately, the customer experience.

**South East Library Management System:** Different IT systems can limit opportunities for improved partnership working. South East Library Management System (SELMS) is a consortium of public library authorities set up in 2005 to explore opportunities to work in partnership to effectively renew and improve library management systems.

Key benefits for library customers and staff include:

- a larger pool of lending stock available
- optimum use of front desk and administrative personnel resources
- improved ability to provide an increasing range of services at a reasonable and consistent cost
- better interoperability with other library services
- opportunities to explore other back office efficiencies jointly<sup>39</sup>

There is no one size fits all solution to the efficiency challenges facing library services and library authorities should research their options thoroughly, drawing on the experience of other libraries, the MLA and other experts. Whatever the arrangement, the library authority continues to be accountable and answerable for the statutory duty.

**Proposal 14:** All library authorities should consider innovative ways to generate improvements and efficiencies through shared services, partnership working, new delivery models and new governance arrangements.

**Proposal 15:** Library services, with their parent authorities, should make use of Regional Improvement and Efficiency Partnerships (RIEPs) to support more innovative joint service working.

## 10. Commissioning structures

Rather than rationing resources by departmental silos, local government is moving towards commissioning services according to their contribution to local priorities. As many Heads of Service already recognise, this presents an opportunity for libraries because of the contribution they make to wider policies. Successful Library services must be able to position themselves as partners of choice and offer services of recognised value to local policy goals.

Commissioners need to be informed about what libraries provide and libraries must be pro-active in offering solutions to local priorities. Without compromising their core purpose libraries can respond to local priorities and are delivering enhanced services and increasing funding opportunities.

<sup>39</sup> The six founding members of SELMS are Wokingham Borough Council (procurement lead), Brighton and Hove City Council, Buckinghamshire County Council, Milton Keynes Council, West Berkshire Council and the Royal Borough of Windsor and Maidenhead (administrative lead). Since the consortium became live six other partners have joined, three of whom are now operating on the joint system. These three are Kent County Council, Medway Borough Council & the London Borough of Hammersmith & Fulham. More recent members, who will go live over the next twelve months, are Slough Borough Council and the London Borough of Camden.

For instance, in Luton, the Primary Care Trust has just commissioned the Library Service to buy a collection of books for Books on Prescription, and the Borough Council Early Years section is funding them to extend Books on Prescription to children and adolescents. The Early Years Service in Northamptonshire has commissioned the county's library service to run children's centres in three libraries. As well as providing information, activities and resources for parents and carers with preschool children and links to a wide variety of partners (including health, child minders, local voluntary groups and schools), team librarians are commissioned to deliver family reading groups and to provide 1:1 support to help improve parents' employability e.g. CV writing, interview skills, general IT skills, literacy and numeracy. Four further libraries in the county are designated to become co-located Children's Centres.

**Proposal 16:** All library authorities should do more to respond to local authority commissioning, developing the necessary understanding and skills to identify new opportunities for the library service.

## 11. Supply Chain

Many library authorities have worked hard at maximising efficiencies in the stock supply chain driven by the desire to improve customer experience, and to achieve the best public value. It is vital that all libraries do so.

Almost all library authorities in England are part of wider book purchasing consortia with other library authorities or other local authority partners. Consortia can help drive down procurement costs resulting in better value for library authorities and more books for library customers.

**Electronic Data Interchange (EDI):** Libraries that employ full EDI have in place a totally computerised process for stock purchasing, from initial price quoting, to final invoice payment. This can lead to efficiencies by freeing staff from routine 'back office' duties. There are accreditation schemes which recognise best practice in EDI to which libraries can freely apply<sup>40</sup>.

**Radio Frequency Identification (RFID)** is a technology that is gaining in popularity with libraries because of the flexibility it provides around (typically) self service, security, and stock management. Using RFID to manage the book stock provides libraries with better flexibility to locate, refresh, transfer, present and issue stock, leading to an improved customer experience. The best RFID systems contribute to efficiency; doing more with the same resources; or doing more with less. Staff can be re-assigned in ways that improve customer service and cost-efficiency.

**Proposal 17:** All library authorities should maximise efficiencies in the stock supply chain to improve customer experience, and to achieve the best public value.

## 12. Fundraising and Commercial partnerships

Councils need not always look to fund service improvements through their budgets. Creating new opportunities, as libraries are already doing, by exploring innovative revenue streams, sponsorship and commercial partnerships can generate income for the service.

<sup>40</sup> <http://www.bic.org.uk/e4libraries/>

Respondents to the consultation identified advertising, coffee shop concessions and working with booksellers as potential income generators. Some respondents warned that libraries' neutrality should not be compromised by commercial opportunities and that it would be inappropriate for libraries to form partnerships that could be perceived as being in any way controversial e.g. with fast food outlets.

In Northamptonshire the library service is generating money by offering personal financial advice to residents through the library for a small fee and in Hillingdon there is a partnership with Starbucks providing cafes. York Library Service has matched funding with Aviva to improve the financial capability of the people of York. The company's investment has also contributed towards the transformation of York central library into an 'explore centre' with more books, state of the art learning rooms equipped with the latest learning technologies, a quiet room, a café, changing facilities, self service machines, a new flexible ICT learning centre and Wi-Fi Internet throughout. Birmingham Library hosts an annual event for Global Entrepreneurship Week, to raise the profile of the library within the business and entrepreneurial community and as a contribution to city council economic priorities, and is exploring the further development of corporate sponsorship with advice from Arts and Business. Luton Library Service has a link to Amazon on the library website and every purchase made via this link generates income for Luton Cultural Services Trust, starting at 5% of the cost price, and rising as more items are purchased.

Libraries have also had considerable success in securing capital funding through commercial partnerships. The £2 million library and Workzone in Shepherds Bush was built and fitted out at zero cost to the taxpayer through Section 106 agreements with developers. Successful Private Finance Initiatives have funded a number of significant library developments including the joint Worcester public and university library (in development), the Jubilee Library in Brighton, the Downham Health and Leisure Centre in Lewisham and Newcastle's Central Library. Since 2000 the Government has invested over £500m of PFI credits in nearly 40 projects to build or refurbish libraries or to include a public library in part of a larger construction project.

Respondents to the consultation acknowledged the opportunities to learn from the private sector on issues like marketing, display/layout of buildings, targeting and understanding customers (using data on customers to encourage use), performance management of staff or procurement and contract management. In Devon, library managers are learning from John Lewis' managers in order to maximise how they display library stock to encourage 'impulse borrowing', and performance management of staff.

**Proposal 18:** All library services should explore innovative new funding streams and ways of delivering services through commercial partnerships or initiatives.

### 13. Philanthropy

Beyond the opportunities for commercial partnerships and business sponsorship, public libraries could do much more to promote philanthropy and to benefit from the generosity of private donors across society. The legacy of Andrew Carnegie continues to provide public benefit well over a century after the first libraries were set up in his name, but where is his 21st Century successor? Philanthropists today continue to give generously to a broad range of good causes, and public libraries are equally deserving of their support. How do we identify and cultivate major donors, and their financial

advisors? That requires strong and visionary leadership, and a commitment to long-term relationship management. Strong donor development skills are in short supply in the public library sector. It is also unlikely to be done best by individual library authorities, but rather on a national basis.

**Proposal 19:** The strategic body for libraries will explore the opportunities for developing philanthropic giving to the public library service.



# Chapter 4

**Aim: to ensure that all libraries respond to a 24/7 culture and to changing expectations of people who want immediate access to information**

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A small but vocal element of consultation responses support a clear vision of libraries as singly a book loaning service with a mantra of 'if you buy the books, they will come'. Book stock, of course, is vital, and as the recent DCMS Omnibus survey confirms<sup>41</sup>, books are the main reason why people go to the library. But which books and what other library services? As all the best Heads of Service know, libraries cannot passively sit back and wait for people to borrow books – however good the stock is. There is already a culture of helpfulness in the library workforce – in the last National PLUS survey (2006-07) more than 95% of respondents considered staff helpfulness was very good (72.5%) or good (23.8%)<sup>42</sup>. This culture should be nurtured and celebrated. The library workforce and policy makers must continue to build on this and actively engage with local people, finding out what they want and need from their service, and respond to those needs. And in a 24/7 culture, that is not about a stagnant book stock.

## **14. Providing a customer focused workforce**

Library services need a flexible and user responsive workforce to offer the level of customer experience that the public want, but while there is excellent best practice, some services remain unable to meet this challenge. At the head of most innovative library services is someone who can respond to change with speed and imagination and who can ensure local leaders understand and advocate for the library service. Successful heads of service clearly articulate the benefits that libraries can deliver and can empower staff to manage, promote and innovate within the service in the best way possible.

Increasingly, new library leaders will not have come up through the service itself. Supported by the right mix of staff, competencies in people and project management; business development; performance management and advocacy are increasingly vital. Future leaders need a proactive and entrepreneurial approach, seeking continual service improvement and pursuing and making partnerships with the public, private and third sectors where they see the potential for public benefit and the delivery of shared priorities.

73% of those that commented on the relevance of library courses in their consultation response felt they did not have the relevant content or teach the right skills to equip the library workforce. The modern library workforce can and should be drawn from a wide range of skills and experience such as youth work, community development or adult education to fulfil the service's potential to flexibly respond to the needs and expectations of users. IT, marketing, and entrepreneurial skills and information-handling skills are considered essential now.

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<sup>41</sup> [http://www.dcms.gov.uk/reference\\_library/research\\_and\\_statistics/6753.asp](http://www.dcms.gov.uk/reference_library/research_and_statistics/6753.asp)

<sup>42</sup> PLUS National Report April 2006 to March 2007

Government expects that posts requiring library qualifications will be necessary to oversee strategic planning and improvement and will support and lead the teams managing branch libraries and delivering community engagement. We may need fewer qualified librarians, but where such change is part of a well planned strategic review, the new professional posts are usually better defined, well paid jobs which clearly add value to the service.

Library services are best when staffed by a mixture of professionals including librarians and people qualified for work in other fields. The diagram at Appendix C illustrates the mix of workforce skills necessary to deliver a modernised library service. A broad range of generic skills and attributes underpins a successful contemporary service and these skills may be derived from different careers and training routes. Above all, the sector must be receptive to new ways of working to ensure that libraries satisfy customer demands and deliver a modernised service.

**Proposal 20:** The peer review and accreditation scheme will include criteria for recognising customer service and responsiveness.

**Proposal 21:** Providers of library and information sector courses should develop and implement a new framework for public library professional qualifications, founded on user driven policy and practices including customer service and people skills, community outreach, working with children, marketing and leadership.

**Training and development:** To address unhelpful hierarchical structures, a whole workforce approach needs to be taken to training provision. Some library services already work in partnership with local training and skills providers, including library and information schools, to develop the training they need. More services could develop this model or partner with existing schemes. DCMS will work with The Department for Children Schools and Families (DCSF) to help library staff benefit from professional development in working with children and their families and in promoting the importance of children's language development, sharing ideas for supporting children and their parents from the Every Child a Talker programme.

Mentoring and work-shadowing opportunities are effective and make senior positions more attainable and transparent. Despite having the biggest workforce in the cultural sector, libraries have a low number of applicants for apprenticeships and the Clore Leadership Programme<sup>43</sup>.

**Proposal 22:** Library services should improve their ability to use and evaluate evidence in order to better illustrate the impact of the service<sup>44</sup>.

**Proposal 23:** Library services should advertise posts outside the professional library press and use wider cultural and local government networks, such as the LGA's National Graduate Development Programme, to draw in new and diverse talent.

<sup>43</sup> The Clore Leadership Programme is an initiative of the Clore Duffield Foundation which aims to strengthen leadership across a wide range of cultural activities including libraries.

<sup>44</sup> MLA's Generic Social Outcomes and Generic Learning can support this (<http://www.inspiringlearningforall.gov.uk/toolstemplates/>)



**Proposal 24:** Using improved evidence of impact, library leaders should develop their role as a respected partner in cross-authority strategic partnerships that deliver improved outcomes for communities.

**Proposal 25:** Local Authority Chief Executives should include their library leaders in leadership and management development for senior local authority staff.

**Volunteers:** Volunteers play an important role in supporting key activities by providing services such as home visits and supporting staff in the library team.

The Workforce Reference Group to this review discussed the benefits of volunteers who often have skills which complement (but don't replace) staff expertise. In Leicester library service, Paul Hamlyn Foundation 'Welcome to Your Library' and Home Office 'Challenge Fund' money was used to encourage asylum seekers and refugees to engage with the service as volunteers in 2005. 15 out of 22 of the participants went on to find jobs, one of them in the library and, at their suggestion, new informal learning programmes have been developed that continue to attract Black and Minority Ethnic (BME) audiences<sup>45</sup>.

Without radical change in the workforce, library services will not be able to modernise nor achieve the potential role set out here. Real change needs partnership working, leadership within local government and the library sector and a readiness from all library staff to embrace a new role.

**Proposal 26:** All libraries should consider how best to attract, nurture and utilise volunteers, to complement their workforce.



<sup>45</sup> [www.welcometoyourlibrary.org.uk/editorial.asp?page\\_id=88#anchor1191](http://www.welcometoyourlibrary.org.uk/editorial.asp?page_id=88#anchor1191)

# Chapter 5

**Aim: that all libraries grasp the opportunities presented by digitisation**

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Libraries' traditional role has been providing books, learning and information and it is critical that we transpose that role into the digital world where a vast quantity of information is online and citizens, more than ever, need support in navigating through it. The consultation showed strong support for libraries to embrace a digital agenda with many respondents arguing digital is crucial for libraries to remain relevant.

Changes in the market – such as the mass digitisation of content by Google and others, Web 2.0 technology and the advent of e-books – are changing how people want to receive and engage with information. In 2006/07 there were 180 million visits to local authority websites in England and 48 million of them were to public library sites. Visits to public library websites in 2007/08 grew to 57 million<sup>46</sup>. As many library authorities pointed out in their consultation responses, consumption of digital information has been transforming the library's role as an information provider over the last ten years.

Digital media offer new opportunities to libraries. They can help the service to:

- Be more accessible more of the time.
- Bridge the digital divide for those people without online access or skills.
- Offer a broader range of content and resources and new ways of accessing, manipulating and comparing information.
- Attract new users to library services: a recent survey suggests that online usage has a positive effect on in person visits in libraries<sup>47</sup>.
- Be more efficient and cost effective, both directly for the public and the back of house operation.

Public libraries are embracing digital opportunities at very different rates. For instance all public libraries have an online presence but only about 14 currently offer e-book loans. The Government believes that all libraries must embrace their digital mission as integral to their role.

## **15. Libraries at the heart of Digital Inclusion**

At a time when around 80% of the population is online, citizens now see access to the internet as a right rather than a 'nice to have'. Libraries have a central role to play in providing access to the internet and helping people get online, supporting the delivery of the national digital priorities set out by the Government and the Champion for Digital Inclusion, Martha Lane Fox. There are 12.5 million adults in the UK who do not use the internet today and this group will rely heavily on libraries to reach online information, including public services which will increasingly be delivered online. *The National Plan for*

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<sup>46</sup> CIPFA annual statistics for 2006/07 and 2007/08

<sup>47</sup> <http://interconnectionsreport.org/>

*Digital Participation*<sup>48</sup> sets out the Government's vision, shared with business and the third sector through the Consortium for the promotion of Digital Participation, of helping everyone who wants to be online to get online, do more online and benefit from the advantages of being online.

Delivery of online services has already brought significant benefits to both Government and users. As local authorities move more of their services online there are opportunities for significant budget savings:

- Services such as NHS Choices have provided a step change in e-Health delivery in the UK. NHS Choices had 5.2 million visitors a month as at January 2009.
- The Electronic Vehicle Licensing (EVL) scheme, which enables customers to tax their car online, saves the DVLA around £8m per annum, and attracted 18m users last year. For every additional re-licensing transaction that is processed through the EVL channel a further 93p will be saved.
- The Government Whole Farm Approach enables farmers to provide a common set of information once to all of the interested agencies, reducing form filling by 15% and saving the industry £16.5m per annum<sup>49</sup>.
- The new DCSF-funded Family Information Directory (FIDy) is an online service to all families that signposts to local and national services. Local Authority Family Information Services (FIS) are already required to provide information to the local community. By using the FIDy – and partnering with their local FIS – libraries could generate savings by not needing to maintain their own local directories of services for families

As a consequence of this online provision, local authorities must ensure that everyone can access those digital public services. In December, *Putting the Frontline First: Smarter Government* White Paper<sup>50</sup> recognised that online government had to mean 100% online citizens and announced it will invest £30 million with UKOnline Centres to support the development of the National Plan for Digital Participation to get more than one million people online in the next three years. Libraries are a vital component in guaranteeing that universal access, and libraries and UKOnline Centres must collaborate to position themselves in a central role to co-ordinate and signpost these e-government services – a function which mirrors the pivotal role libraries already hold in helping people find support and information. Two thousand libraries are already UKOnline Membership Centres and working collaboratively with UK Online and will be able to bid for funding for projects from this scheme over the next three years.<sup>51</sup> To help meet the target to get one million people online, libraries should use the **myguide** online registration package<sup>52</sup> (only 53% do at present). Online basics is part of the **myguide** package and can help people taking their first steps with computers and the internet to get online<sup>53</sup>.

A recent MLA survey about online access in libraries highlights the substantial role libraries already play in providing internet access for their communities. 79% of library services in English local authorities provide free internet access and a further 12% charge nothing for the first hour (91% in total). 98% of local authorities provide access in the evening and at

<sup>48</sup> The National Plan for Digital Participation, BIS, March 2010 (<http://www.bis.gov.uk/uploads/plan-digital-participation.pdf>)

<sup>49</sup> Digital Britain Final Report, June 2009 ([http://www.culture.gov.uk/what\\_we\\_do/broadcasting/6216.aspx](http://www.culture.gov.uk/what_we_do/broadcasting/6216.aspx))

<sup>50</sup> Putting the Frontline First: Smarter Government, HMG: December 2009 (<http://www.hmg.gov.uk/media/52788/smarter-government-final.pdf>)

<sup>51</sup> <http://www.ukonlinecentres.co.uk/corporate/regions-and-network/funding>

<sup>52</sup> myguide <http://www.mymyguide.gov.uk> is a free resource to support people to get started online. Further information <http://www.myguide.gov.uk/myguide/MyguideHome.do>

<sup>53</sup> Online basics was developed by BIS and UK Online, in response to the Estelle Morris Independent Review of ICT User Skills ([http://www.dius.gov.uk/~media/publications/1/ict\\_user\\_skills](http://www.dius.gov.uk/~media/publications/1/ict_user_skills)).

weekends. 72% of library services have provided digital training to their frontline staff to support them in providing help to library users to get them online. 86% of library services report that they provide support to the unemployed to get online and 76% support online job-searches<sup>54</sup>. The recent DCMS Omnibus survey on libraries suggests that 50% of people who use the internet in a public space did so in a public library<sup>55</sup>.

To support online access in libraries, in December 2009, the MLA brokered an agreement with Joint Information Systems Committee (JISC) and Joint Academic NetworkUK (JANET(UK)), who respectively fund and operate the JANET education and research network, to give public libraries access to a wider range of high quality online learning resources and the option of a faster internet service. JANET connection speeds are 1 gigabit per second (1Gbit/s) – up to ten times more than existing typical bandwidths at central libraries in England, which in turn can be ten times greater than home connections.

**The People's Network:** £100 million National Lottery fund was invested in the People's Network programme which launched in 2000. Delivered by the MLA, the People's Network supported the development of ICT learning in public libraries through the provision of 30,000 internet enabled computers. It linked every public library in the UK to the internet by the end of 2002. The expansion in hardware capacity, coupled with increased opening hours in many libraries, meant that over 68.5 million hours of potential internet use were being provided by libraries across the UK every year. Monitoring data collected from all public libraries in England showed 11.7 million user sessions on the People's Network in 2003<sup>56</sup>. From 1999 a related £20 million ICT training programme equipped public library staff with skills, knowledge and confidence to use ICT effectively in their day-to-day work supporting users of the People's Network. A survey by MORI for the National Audit Office in March 2004 found that 16% of the public aged 16 and over have used the internet at a public library. Despite this significant progress in equipping libraries with digital capability there are weaknesses in the public library digital infrastructure offer. Respondents to the consultation confirmed that the People's Network is now often run down although many local authorities have invested in new computers and training. Broadband speeds are variable and local authority IT networks often hamper the digital offer.

#### **Silver Surfers' Day**

Silver Surfers' Day, co-ordinated by Digital Unite, provides an opportunity to positively encourage older people to take the first step to get online by participating in IT taster events in May each year. Older people are a significant proportion of the current 12.5 million digitally excluded and make up 39% of the six million socially and digitally excluded adults. Public libraries have an important role in reducing this digital divide. 44% of libraries offer regular one to one support or group sessions specifically aimed at supporting older people to get online. Last year 400 of the 1,000 Silver Surfers Day events took place in public libraries and the MLA is working with Digital Unite to encourage even greater library support for Silver Surfers Day 2010<sup>57</sup>.

#### **Get Online Day**

Get Online Day, run by UKOnline Centres, is an annual campaign to communicate the benefit of getting online and offering support through UKOnline Centres to develop digital skills.

<sup>54</sup> 'Role of Public Libraries in Supporting and Promoting Digital Participation', MLA January 2010 (<http://research.mla.gov.uk/evidence/view-publication.php?dm=nrm&pubid=992>)

<sup>55</sup> [http://www.dcms.gov.uk/reference\\_library/research\\_and\\_statistics/6753.asp](http://www.dcms.gov.uk/reference_library/research_and_statistics/6753.asp)

<sup>56</sup> [http://research.mla.gov.uk/evidence/documents/Peoples\\_network\\_evaluation\\_summary.PDF](http://research.mla.gov.uk/evidence/documents/Peoples_network_evaluation_summary.PDF)

<sup>57</sup> <http://silversurfers.digitalunite.com>

700 events took place in October 2009 which included 29% of library services. The MLA research on the role of public libraries in supporting digital participation, January 2010, found that an additional 67% of library services would be interested in supporting Get Online Day in future, demonstrating the pivotal role of public libraries in supporting digital inclusion<sup>58</sup>.

**Proposal 27:** The Government expects that from April 2011 all library services will provide free internet access to users as part of their Library Offer to the public. Government will, under section 8(2)(b) of the Public Libraries and Museums Act 1964, make an (affirmative) Order preventing libraries from charging for internet access. DCMS will ensure that there will be no net additional costs to local authorities in line with the Government's new burdens procedures.

**Proposal 28:** Government recommends that all library services provide support and advice for users wanting to get online as part of their Library Offer to the public.

**Proposal 29:** Libraries should engage with UK Online for practical support and are encouraged to bid for funding for projects to help get one million additional people online over the next 3 years<sup>59</sup>.

**Proposal 30:** Government recommends that libraries use the **myguide** tool to support the Government's digital inclusion target for getting one million additional people online over the next 3 years<sup>60</sup>.

**Proposal 31:** Local leaders should consider how they can use internet access in libraries and UKOnline Centres as a means of allowing access to online public services.

**Proposal 32:** Local Authorities should actively consider investing in JANET, the education online network, to provide high speed broadband access in public libraries.

## 16. E-books and e-lending

There are new and exciting opportunities around digital lending. With the launch of a number of different e-reading devices, digital reading is growing in the public consciousness where downloadable audio books are already fully established. Libraries must have the freedom to experiment with these new services and test out the market for new and established library users. Currently 14 library services offer e-book services in England with more planning to launch shortly. All lend for free.

Although media commentators are fond of setting up an opposition between printed and digital books, there is no suggestion that e-books will drive out our nation's passion for printed books or that libraries will be delivered only in the online space. E-books will enable library services to remain relevant in a market where people are using mobile devices to access information and entertainment and will provide a new opportunity to

<sup>58</sup> 'Role of Public Libraries in Supporting and Promoting Digital Participation', MLA January 2010 (<http://research.mla.gov.uk/evidence/view-publication.php?dm=nrm&pubid=992>)

<sup>59</sup> <http://www.ukonlinecentres.co.uk/corporate/regions-and-network/funding>

<sup>60</sup> For further information go to [www.myguide.gov.uk/myguide/MyguideHome.do](http://www.myguide.gov.uk/myguide/MyguideHome.do)

reach people who may not visit their local library building regularly, but who would like to borrow e-books from home. A large number of respondents to the consultation suggested that it is important to extend to e-book loans the principle of 'free at the point of demand'. The Government believes that e-book lending is likely to form a key 24/7 public service in the future with public library services being accessed from home and on the move as well as in library buildings, and will therefore initiate changes to secondary legislation to guarantee e-book loans are free.

Currently, most of the e-content bought by libraries is in copyright and libraries buy it from the publisher or third party suppliers with the explicit purpose of lending it to the public. When libraries purchase e-book content they buy a time-limited licence for use. Most e-book contracts are between 1-3 years and if the contract is not renewed the content disappears from the virtual library shelf. Contracts for use of content are negotiated on an individual basis with either publishers directly or third-party suppliers who negotiate terms of use with publishers and bundle deals for library services.

### Current e-book arrangements in libraries

There are currently two methods of e-book access – Download and Online. Both are in file formats compatible with most PCs and Macs and most e-book readers. They are not compatible with e-book readers that operate proprietary formats, such as the Amazon Kindle.

**Downloads (e.g. Overdrive):** Downloading schemes are currently the most common form of e-book supply from libraries. The user enters their library card number and a unique PIN code for access. Users are able to read the book on e-book readers which are not networked (e.g. Sony e-reader) by downloading onto them. The scheme employs DRM (digital rights management), so the file destroys itself after 3 weeks. Files employ a single user access model but if multiple licenses (i.e. copies) are bought they can be borrowed concurrently, each on a single user basis.

**Online access (e.g. Bloomsbury):** Online arrangements for e-book lending are less common at present. E-books are not 'lent' in the traditional way and not downloaded – these e-books are accessed online as if they were a reference work via the same password system as for e-book downloads. The library service pays a subscription based on population, which allows multiple user access to the copy when they are online. It is limited by the quality of the network connection the user has which will determine whether they have an uninterrupted link when reading. Currently e-book readers are not networked, so cannot be used to access these e-books but it may become popular as more networked devices (eg the iPad) become more prevalent.

### New legislation around digital lending

To extend the options available to readers by ensuring that libraries can loan non-print books easily, Government has included a clause in the Digital Economy Bill which will remove the need for time consuming and complicated negotiations between library authorities and rights-holders for permission to provide digital lending services in library premises. Libraries will be protected from infringement of copyright when rights are instead protected under the Public Lending Right Act 1979.

To ensure that libraries are not able to provide the public with unlimited access to an author's work (which would undermine commercial business models) the clause only extends Public Lending Right (PLR) to audiobook and e-book files downloaded within

library premises and defines digital lending as files made available for a limited period only. It will restrict lending to one loan per copy of the electronic work held by the library unless the library has purchased permission to lend the work to more than one person at any one time. These are the same terms on which print format books are currently lent by public libraries.

By introducing this change, we hope to achieve a more flexible and less bureaucratic mechanism for libraries to lend audiobooks and e-books without needing to rely on third party suppliers. The detail of the new arrangements will be finalised in secondary legislation but will not interfere with the arrangements already in operation or opportunities for libraries to develop other arrangements for digital delivery with publishers and booksellers.

**Proposal 33:** Government recommends that libraries assess the opportunity and demand for e-book lending in their community, and develop strategies.

**Proposal 34:** Government expects e-books to be loaned for free. Government will under section 8(2)(b) of the Public Libraries and Museums Act 1964, make an (affirmative) Order **preventing libraries from charging for e-books lending** of any sort including remotely.

**Proposal 35:** DCMS will work with stakeholders to develop the secondary legislation for the extension of the Public Lending Right to non print books to enable simple, cost effective and easy to use arrangements for all public libraries.

## 17. Digital Content and engagement

Digital content and networks bring with them new ways to communicate and engage with customers. Many libraries take advantage of the Reference Online service brokered by the MLA<sup>61</sup> and all library services already have a web presence. Consistent with the Public Data principles in *Putting the Frontline First: Smarter Government*<sup>62</sup>, all libraries should publish information about their services in a free, open and re-useable form including their location, opening hours and catalogues.

Despite great potential and customers' high expectations, local authorities and library services are rarely early adopters of new technologies. 92% of respondents to the consultation believe that libraries should be using Web 2.0 while acknowledging that local authority network security policies often restrict their ability to do so. Consultation responses suggest this may be because authorities are cautious about investing in resources to develop relatively new and untested services. The majority of respondents favoured a national catalogue, though some concerns were raised about the resources required to deliver this project.

There is a need for greater shared awareness about emerging technologies, testing and learning lessons about implementation and ensuring value for money. Success will depend on the ability of library services to talk constructively with local IT and legal departments, to make the case for change.

<sup>61</sup> <http://www.mla.gov.uk/what/support/online>

<sup>62</sup> *Putting the Frontline First: Smarter Government* HMG, December 2000.  
(<http://www.hmg.gov.uk/media/52788/smarter-government-finalpdf>)

And there are huge opportunities for libraries to consider – many libraries already use email and text alerts, library applications and innovative web content like links to reading materials are achievable and inexpensive opportunities. For instance, in Leicester the desktop of all the libraries' public computers are used to showcase library or local partner initiatives, which significantly increases attendance. Partners have now started to pay the library for a place on the public desktop. The service sends 14,000 emails a month to library members about events and book reviews and also partner promotions. They also send texts for requests and overdue reminders instead of posting letters whenever possible. The service uses Youtube to advertise events and has used Web 2.0 technology to develop an events calendar for libraries using free Google tools.

At a time when public services are encouraging citizens to engage with online content and services it is important that libraries provide a compelling offer to their users, especially in attracting young people to use libraries.

### Digital Library Licensing Service

MLA is working with JISC Collections and public library staff to provide public libraries with high quality digital content to support lifelong learning. The new content will build on the resources already available through MLA's Reference Online service<sup>63</sup>. The digital resources will be available to members of the public using public access PCs within public libraries, offsite via secure authentication log ins and to library staff to support their work with library users. JISC Collections are currently working with publishers to negotiate reduced subscription rates to digital content identified by librarians as important and relevant to their users. This will range from e-books, genealogy and family history resources, multi - media reference works and online databases. Subscription rates will be based on a price banding model which provides both value for money and has no restrictions on numbers of users for each resource. All resources will be procured under local and European procurement regulations and agreed standards including access management.

**Proposal 36:** Government recommends that library services use digital technologies to enhance and complement their existing offer and move towards providing a 24/7 partnership with other services, such as publishers, commercial providers and academic libraries and institutions, the NHS and other e-government services. In the very near future, library services should aim to have an integrated digital and physical public offer.

**Proposal 37:** When money becomes available, the strategic body for libraries will develop a national online library catalogue for library users, building on the established Unity UK staff-facing catalogue.

**Proposal 38:** Government recommends that all libraries allow access for users to social networking sites which are valuable communication tools and part of our cultural infrastructure. 86% provide access at present.

**Proposal 39:** The strategic body for libraries will bring together a national consortium of stakeholders including technologists, publishers, librarians, local authorities and academics to develop a digital innovation strategy for public libraries.

<sup>63</sup> <http://www.mla.gov.uk/what/support/online>



# Chapter 6

**Aim: to demonstrate to citizens, commentators and politicians that libraries are still relevant and vital**

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One of the great strengths of the public library service is its influence and impact on a multitude of social and governmental priorities – on literacy, health and well-being, pre-school children’s development, informal adult learning and digital inclusion. Because of this pervasive impact across such a broad range of services, in order to demonstrate and amplify the impact and value of the service there is an ongoing and collective challenge to make the vital links to national and local priorities which will ensure public libraries are integral to planning and delivery.

## **18. Making connections to other local services and policy priorities**

Modern library services do not operate independently. They collaborate locally with a broad range of public, private and third sector partners because they work best when integrated with these services. The Funding Innovation Reference Group for this review recognised and debated the opportunities for a library to be a ‘shop window’ for the council in every community and the best local leaders are already well aware of the opportunities offered by the library service for delivering on local priorities. The leading heads of service are skilful in shaping initiatives for targeting particular audiences or policies, and, as discussed in chapter 3, accessing funding streams to meet local challenges. A number of respondents to the consultation explained how public libraries are effective in engaging with hard to reach groups.

An example of this is the Reading Agency’s Six Book Challenge which encourages less confident adults to read for pleasure by providing incentives and recognising their achievement with certificates if they read six books. In 2009 the scheme was delivered by 121 library authorities in England in partnership with FE colleges, prisons and trade unions and more than 9000 people took part. The scheme was found to increase learner confidence in reading, raise literacy rates and increase use of the library service.<sup>64</sup>

Around a quarter of respondents to the consultation felt that a lot of local authorities were already communicating library initiatives effectively and contributing to other local initiatives. Respondents mentioned a multitude of policy priorities where libraries play a part – lifelong learning and literacy, online access, health services, links to services for children, families, schools and the curriculum, services for the unemployed and benefits services, work on community safety and with local police, links to Local travel and transport services, green initiatives and rural outreach work. The table at Appendix B illustrates a broad list of examples of partnerships between public libraries, other local authority services and external partners.

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<sup>64</sup> <http://www.sixbookchallenge.org.uk/support/case-studies/ninety-nine-esol-students-from/>

## Home Library Service

In **Essex**, the home library service visits people who are unable to reach the library because of disability, age or long-term illness. Volunteers deliver books, CDs, DVDs and information to customers in their homes, and chat to them about reading. When asked what they got out of the home library service, people talked about the benefits of social contact, stimulation and meeting new people. One person said "Without it, life wouldn't be so interesting. I'd miss out on a good friend. I look forward to her visits" and another "I'd miss it greatly, his chats – it's a lifeline."

In **Birmingham** the home library service visits 2,000 people in their homes each month, as well as calling at 230 residential care homes and sheltered accommodation units. As well as lending books, music and DVDs, the library promotes the Stay Well 65 scheme. A partnership between Health Exchange CEC Limited, a social enterprise, and Birmingham City Council which assesses older people's needs and puts them in touch with the benefits and services they're entitled to. Library staff raise awareness of this scheme among the people they visit and take laptops out with them to help older people fill in the online forms.

The majority of those responding on this point in the consultation thought more could be done to communicate the potential of libraries and drive effective partnerships. In order to improve, some library services still need to embrace this agenda, challenge their traditional delivery models and work with one another and other public, private and third sector partners.

In 2003 *Framework for the Future* identified the importance of libraries making connections to national programmes and interpreting them locally, and that theme still prevails in 2010. The consultation responses also suggested that national government could do more to draw out the connections to national policies and the value of public libraries to multiple agendas.

There are a number of national policies already highlighting the library role:

- **A partnership between libraries and NHS Choices** (the comprehensive online information service about the NHS): Libraries' collections of printed material on a wide variety of health and lifestyle topics and the availability of free or low cost internet access make them an ideal place for people to research their condition, dispense their information prescriptions or to book their health appointments online. Government recognises the valuable impact libraries can have on health and will be delivering a campaign promoting public libraries via doctors surgeries and other health outlets. The Department of Health has developed free online training for library staff around helping people to use the NHS Choices website to get advice about lifestyle issues like smoking, drinking and exercise or to find and use health services in England.
- **Libraries' role in informal adult learning:** Public libraries were recognised as playing a key role in supporting individuals, families and communities to learn throughout life in the Learning Revolution White Paper published in March 2009<sup>65</sup>. The White Paper identified the wider benefits of informal adult learning in building cohesive and confident communities, promoting health and well-being and supporting an increasingly ageing population to stay active, independent and fulfilled. Public libraries are engaging local spaces that offer access to a wide range of free resources that

<sup>65</sup> [http://www.dius.gov.uk/skills/engaging\\_learners/informal\\_adult\\_learning/~/\\_/media/publications/L/learning\\_revolution](http://www.dius.gov.uk/skills/engaging_learners/informal_adult_learning/~/_/media/publications/L/learning_revolution)

encourage people to continue learning throughout their lives. They play a significant role in supporting people who would not otherwise be able to participate in online learning opportunities by offering a, largely free, community internet service. They are ideally placed to support a thriving culture of lifelong learning to become established in communities. Local authorities, in their new role as lead accountable bodies for informal adult learning, will have the opportunity to commission a broader range of learning opportunities for their local communities linked to local priorities. Public libraries, in partnership with other public and third sector bodies, can play a clear role in opening up access to a wide range of learning opportunities and should be integrated into the adult learning plans that lead accountable bodies will be tasked with developing.

**Proposal 40:** Government recommends that all library authorities consider connections to local policy priorities, innovate around their service provisions to align the libraries' work with local needs and local priorities. Eg. Raising education standards and narrowing gaps in attainment between different groups in the local population.

**Proposal 41:** Local authority leaders should actively consider how their library service could contribute effectively to other local services. E.g. services for children, schools and families.

**Proposal 42:** Connections to other services and policy priorities should be a criteria included in the accreditation and peer review schemes.

**Proposal 43:** Local authority chief executives should champion the partnership agenda for libraries, encouraging relationships with the private and third sectors as well as those between libraries and other public services or institutions – for instance early years and children's centres, schools and their libraries; and libraries in further and higher education – to deliver improved services and greater efficiencies, particularly through co-location and joint back office functions.

**Proposal 44:** Local authorities should ensure they consider cross boundary working for libraries to improve service delivery and efficiency.

**Proposal 45:** DCMS will advocate across Whitehall about the contribution libraries can make to a broad range of government priorities. This will help improve access to funding streams and encourage government to use library services to deliver a broad range of outcomes.

## 19. Improving Data and research

If we are to understand the value of libraries we must research and analyse their take up and their impact. To examine how libraries can contribute to meeting local priorities as set out in the new model of impact (Appendix A), library services need a radical change in data and research collection. Data exists at national level but may not be being used by local decision makers and practitioners effectively; national and local research initiatives have been undertaken without sufficient coordination and small scale local evaluations and research have limited application nationally.

**Data:** Many of the consultation responses raised concerns about the type of data we are collectively using, and a number of library authorities expressed frustration that local statistics are extremely positive whilst the national picture does not reflect those changes. While measuring book issues and visits were still felt to be relevant, there was a general desire among respondents for more outcome/impact focused monitoring. Customer satisfaction was also felt to be an important measure and a number of respondents asked for better measurement of digital participation.

**CIPFA Statistics:** CIPFAstats are the independent source of data about local government services. Established as a partnership between local authorities and CIPFA, the annual public library statistics have been collected for many decades and present a consistent picture of library use as evidenced by loans, acquisitions, visits etc. They are used by library authorities as a management information tool in benchmarking and self assessment. The data is collected from local authorities annually at the end of the financial year. Validity checks can delay publication of the data but from next year CIPFA aim to publish data nationally in December.

As set out on page 22, to see if we could improve our knowledge and understanding, DCMS included some questions about library use and non-use in an Omnibus survey. When funding becomes available CIPFA will look to evaluate 'alternative' use of the library service that would look to better track a visitor's journey through a library. From this, questions would be developed to more effectively collect valuable information relating to digital technology, use of the internet / e-books and services provided by libraries outside their traditional scope such as crèches, reading groups etc.

**DCMS Taking Part Survey:** The DCMS Taking Part Survey measures the percentage of the population using public libraries. It comprises face to face interviews and provides both national and regional figures for library participation, including a picture of usage outside the library premises such as website use, home visits, outreach work and mobile library attendance. The DCMS Taking Part Survey measures library use for leisure purposes – the DCMS Public Service Agreement (PSA) target – and therefore excludes visits for the purpose of academic study or paid work. The survey shows an increase in the proportion of children using libraries but a year on year decline in adult use. This is illustrated by Graphs 3 and 4 on pages 21 and 22.

This concurs with CIPFA data for the same period showing that the number of visits and the number of adult book issues have declined in England. Between 2001/02 and 2005/06, however, CIPFA statistics showed a short-term rise in visits to library premises, but accompanied by a consistent drop in the number of book issues. All of this illustrates the need for different data on library usage in order to unravel the nuances in these trends so that we can understand more clearly who visits public libraries, how often, and what they do there.

**Government will review the data collected to ensure it is fit for purpose with the following changes:**

**Proposal 46:** From 2011 the DCMS Taking Part survey will also cover visits to libraries for the purpose of paid work or academic study as a discrete element. This will provide consistency for the survey and allow the figures to be amalgamated or used separately and can still respond to the DCMS PSA target.

**Proposal 47:** From 2011 DCMS will include the questions from its Omnibus survey – including those on use of library computers – in the DCMS Taking Part survey to develop an ongoing picture about what people use libraries for and what library services might be attractive to non users.

**Proposal 48:** The Department for Communities and Local Government (CLG) Place Survey provides information on people's perceptions of their local area and the local services they receive. DCMS will analyse the results of this survey alongside DCMS and CIPFA surveys in order to correlate library membership/use with resident satisfaction with the local area. The more we know about library users and non-users the more confident we can be about steps we might take to improve library services and increase participation.

### National Indicator for Libraries

National Indicator 9 measures adult public library use. Only ten local authorities currently take up this Indicator and a number of respondents to the review suggested that it should be expanded to also include children's use of libraries as well.

The Government has sympathy with this argument and recognises the key role that libraries play in children's development. However, the national indicators themselves will not change during the current Local Area Agreement (LAA) period and future national indicators may have a different measurement method than the current Active People survey. At the next review of national indicators, Government will consider whether extending the library indicator to children's attendance is beneficial and represents value for money.

**Proposal 49:** Government recommends that library authorities should analyse how their work feeds into the full range of their local authority's National Indicators and ensure that their contribution is recognised and aligned with the wider work of the local authority.

**Proposal 50:** DCMS will work with the Department for Communities and Local Government (CLG) to develop new measures for any future iteration of the National Indicator Set, which fully demonstrates and robustly captures the contribution that a modernised library service can make to delivering local outcomes.

### Evidence and Research

The library workforce knows that libraries change lives, help learning and improve community cohesion. The Capturing Impact Reference Group for this review and the majority of those responding to this issue in the consultation identified the importance of measuring impact on library users. If we are to convince local and national leaders, and partner organisations of the value of public libraries we must produce evidence which connects library use to local and national priorities. A number of respondents felt that there is already a good body of research of impact but the Government considers that the majority of research projects are not sufficiently evidenced to make a forceful case to local or national decision makers.

However, there are a number of exceptions where evidence of impact is robust. In November 2008 DCMS and its Capturing Impact Reference Group commissioned BOP Consulting to undertake a study of the existing evidence base on the impact of public libraries. The resulting report, *Capturing the Impact of Libraries* was published by DCMS in March 2009<sup>66</sup>. This research confirmed that public libraries contribute to a number of policy priorities. For example, nearly all libraries participate in The Reading Agency's Summer Reading Challenge (SRC) which motivates children aged 4 to 12 to read six library books during the school summer holiday. 725,000 children took part in SRC in 2009 and evidence suggests that most make gains in motivation, in achievement as readers and in the scope of their reading experience<sup>67</sup>. Similarly 78% of Bookstart co-ordinators who distribute Bookstart packs in nearly every local authority in the country are funded by library services<sup>68</sup>. Bookstart has been found to impact positively on parental reading habits and children's progress in early years<sup>69</sup>.

The BOP consultancy report points to strong correlations between literacy levels and a variety of physical and mental health and well being outcomes<sup>70</sup>. For instance, The Reader Organisation's Get Into Reading initiative, (in which Wirral Library Service is a partner) has been found to have significant potential to increase feelings of well-being in participants<sup>71</sup>. Links between libraries and a number of other public policy agendas are also identified in the BOP report. Libraries' ability to engage with excluded groups, such as refugees and asylum seekers or children in care<sup>72</sup>, can contribute to building stronger and safer communities, for example.

Libraries' work with preschool children – through Bookstart Rhymetime, Baby Bounce and storytime sessions particularly – makes a valuable contribution to language and literacy development. Research has shown that these are accurate predictors of educational attainment later in the life of the child<sup>73</sup>.

Despite these valuable examples, the impact of libraries is not often evaluated effectively. This is predominantly because the projects being appraised are often pilots with small sample groups, because baselines against which to monitor improvement are not available, or because the studies are limited in their reach.

Government recognises the need for more co-ordination of the research agenda:

**Proposal 51:** DCMS will use Understanding Society – the largest Panel Study in the world which explores the socio-economic circumstances and attitudes of 100,000 individuals in 40,000 British households – to provide longitudinal evidence. We will build on the Panel Study evidence by running a small longitudinal study with respondents to the DCMS Taking Part Survey in order to gain an ongoing understanding of the long term impact of library participation.

<sup>66</sup> Capturing the Impact of Libraries, January 2009  
([http://www.culture.gov.uk/reference\\_library/publications/5914.aspx](http://www.culture.gov.uk/reference_library/publications/5914.aspx))

<sup>67</sup> [http://www.readingagency.org.uk/children/Final\\_SRC\\_Impact\\_research\\_report\\_Dec\\_09%20v2.doc](http://www.readingagency.org.uk/children/Final_SRC_Impact_research_report_Dec_09%20v2.doc)

<sup>68</sup> Bookstart Online Audit 2008/09

<sup>69</sup> Wade, B & Moore, M. (2000). A Sure Start with Books. Early Years 20, Spring, pp.39-46

<sup>70</sup> p34 Capturing the Impact of Libraries,  
([http://www.culture.gov.uk/reference\\_library/publications/5914.aspx](http://www.culture.gov.uk/reference_library/publications/5914.aspx))

<sup>71</sup> Reading between the lines: the experiences of taking part in a community reading project. S Hodge, J Robinson and P Davis (<http://tinyurl.com/ydbax8o>)

<sup>72</sup> For example Paul Hamlyn Foundation funded programmes Welcome to Your Library Project – ([http://www.welcometoyourlibrary.org.uk/content\\_files/files/WTYLEvaluationReportrevisedversion.PDF](http://www.welcometoyourlibrary.org.uk/content_files/files/WTYLEvaluationReportrevisedversion.PDF)) and Right to Read (<http://www.phf.org.uk/page.asp?id=154>)

<sup>73</sup> Bookstart National Impact Evaluation 2009  
(<http://booktrustadmin.kentlyons.com/downloads/NationalImpactEvaluation09.pdf>)

**Proposal 52:** DCMS and the strategic Library body will bring together partners who have a research interest (universities, third sector bodies etc) as a consortium to develop a cross sectoral approach to measuring impact.

**Proposal 53:** As part of wider evidence work across the cultural sector and using the evidence available, DCMS-led CASE programme is exploring ways to detect and measure links between library engagement and perceptions of wellbeing. This work will be published in the coming spring. For more information about the programme go to [www.culture.gov.uk/case](http://www.culture.gov.uk/case).

**Proposal 54:** The Reading Agency and Loughborough University Library & Information Statistics Unit (LISU) will this year conduct a major new project looking at the contribution public libraries are making to the health and wellbeing of the communities they serve. DCMS will ensure that any outcomes of the CASE work feed into this project <sup>74</sup>.



<sup>74</sup> [www.culture.gov.uk/case](http://www.culture.gov.uk/case)

# Appendix A: Model of Impact

## PUBLIC LIBRARY ACTIVITIES & RESOURCES

- Free book loans
- Journals and newspapers
- Reference collections
- Access to ICT & Internet
- Information, advice & guidance
- Dedicated expert staff
- Council information and guidance
- Reading groups
- Study support
- Formal & informal learning, including basic skills
- Job-hunting support
- Outreach
- Public space
- Activities & events
- Third sector information
- Community information
- Health & well-being information, signposting and support
- Personalised service
- Access to partner and shared services
- MP and council surgeries
- Volunteering

## IMMEDIATE PERSONAL BENEFITS

EMPOWERED  
INFORMED  
ENRICHED  
SAVING MONEY  
ENJOYMENT

## INTERMEDIATE OUTCOMES

### SOCIAL CAPITAL

- Involvement in democratic process, service design, participation & volunteering
- Supporting the development of social networks and relationships
- Capacity building the third sector
- Awareness of rights, benefits & external services

### NON-COGNITIVE SKILLS DEVELOPMENT

- Personal, social and emotional skills

### WELL-BEING & HEALTH

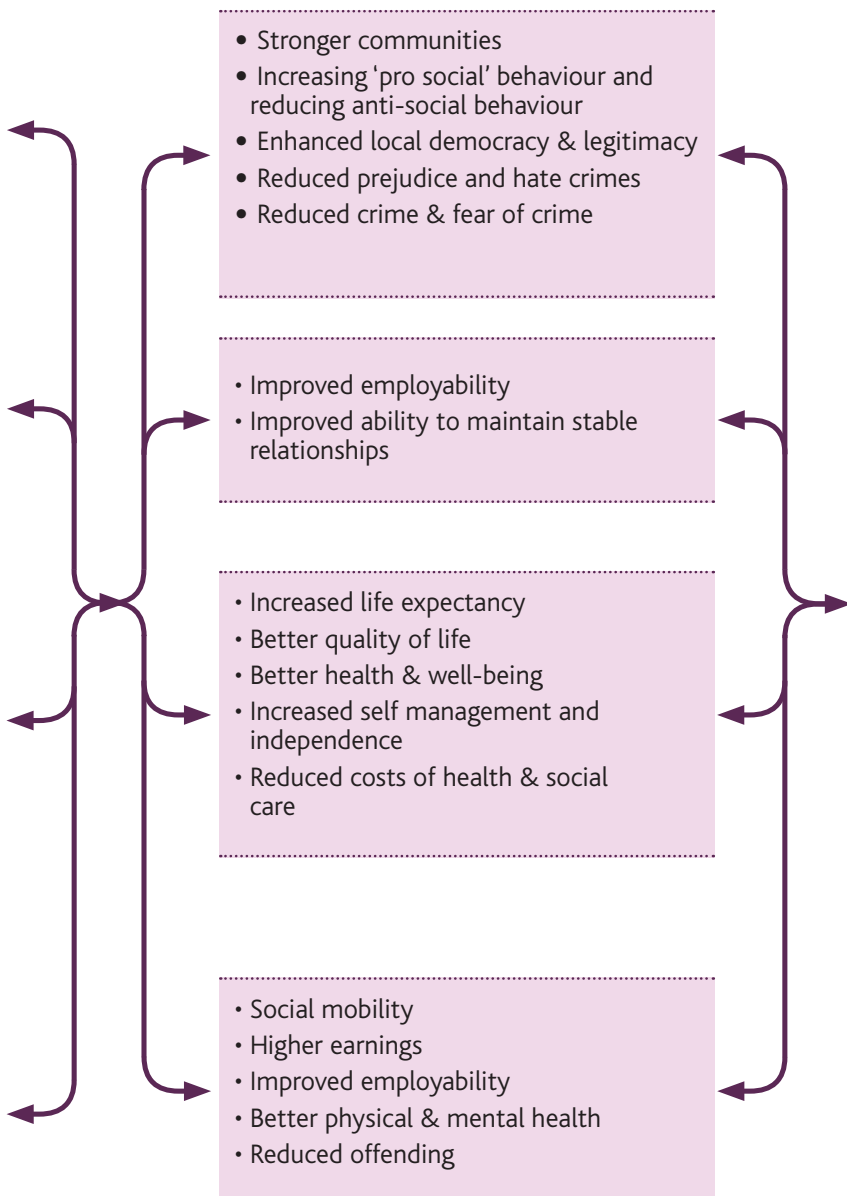
- Increased health information
- Enable better choices about health
- Self management abilities
- Reduced boredom & social isolation
- Improved mental and physical well being
- Access to online transactions such as appointments booking

### COGNITIVE SKILLS DEVELOPMENT

- Speech, language & communication
- Literacy & language development
- Other adult basic skills (e.g. ICT, numeracy, health literacy)
- Business support & career management skills



**LONG TERM OUTCOMES**



**NATIONAL INDICATORS  
(SUMMARISED SELECTION)**

- NI 1** % of people who believe people from different backgrounds get on well together
- NI 2** % of people who feel that they belong to their neighbourhood
- NI 3** Civic participation in the local area
- NI 4** % of people who feel they can influence decisions in their locality
- NI 5** Satisfaction with local area
- NI 6** Participation in regular volunteering
- NI 7** Environment for a thriving third sector
- NI 9** Use of public libraries
- NI 11** Engagement in the arts
- NI 13** Migrants English language skills & knowledge
- NI 15 & 16** Violent & acquisitive crime rates
- NI 17** Perceptions of anti-social behaviour
- NI 19** Young offenders – reduced rate of reoffending
- NI 23** Perceptions of respect and dignity
- NI 45** Young offenders engaged in education, employment, training
- NI 50** Emotional health of children
- NI 72 – NI 117** Children and young people – Enjoy and Achieve & Positive Contribution
- NI 119** People's overall health and well-being
- NI 120** Mortality rate
- NI124** People with a long-term condition supported
- NI 138** Satisfaction of people over 65 with both home and neighbourhood
- NI 139** People over 65 receiving information, assistance and support to live independently
- NI 140** Fair treatment by local services
- NI 141 & 142** Vulnerable people achieving & maintaining independent living
- NI 144** Offenders in employment at end of order/licence
- NI 146** Adults with learning disabilities in employment
- NI 148** Care leavers in employment, education or training
- NI 150** Adults in contact with secondary mental health services in employment
- NI 161** Learners achieving a Level 1 qualification in literacy
- NI 162 – NI165** Contribution to outcomes
- NI 179** Value for money

# Appendix B: Examples of Partnership between Public Libraries, other Local Authority Services & External partners

	Skills, Learning & Local Economy	Health & Wellbeing
<b>Local need</b>	<ul style="list-style-type: none"> <li>Develop skills and learning</li> <li>Increase workability</li> <li>Widen participation in FE and HE</li> <li>Support informal learning</li> </ul>	<ul style="list-style-type: none"> <li>Address health inequalities</li> <li>Build a healthy community</li> <li>Create new community health &amp; well-being resources</li> <li>Integrate health and public information, advice and guidance</li> </ul>
<b>Potential partners</b>	<ul style="list-style-type: none"> <li>Further Education (FE)</li> <li>Higher Education (HE)</li> <li>Adult Learning</li> <li>Learning Skills Council (LSC)/Skills Funding Agency</li> <li>Higher Education Funding Council for England (HEFCE)</li> <li>Adults Advancement Careers Service</li> <li>Jobcentre Plus</li> </ul>	<ul style="list-style-type: none"> <li>Strategic Health Authority (SHA)</li> <li>LIFT</li> <li>Primary Care Trust (PCT)</li> <li>GPs</li> <li>Thirds sector</li> <li>Local Authority advice teams</li> <li>Community Health Partnership</li> <li>Department of Health (DoH)</li> </ul>
<b>Potential models</b>	<ul style="list-style-type: none"> <li>Joint library provision for academic/college and public use</li> <li>Joint public access to all local library services in local area</li> <li>Libraries deliver and provide dedicated support to adult learning and informal learning</li> <li>Dedicated support for jobhunters</li> <li>Business support within library service</li> </ul>	<ul style="list-style-type: none"> <li>Shared building designed to meet the public's needs</li> <li>Dedicated health &amp; wellbeing space in libraries, supported by partnerships with health agencies, charities and practitioners</li> <li>Local and national public health campaigns and information joined up</li> <li>Public library staff trained to signpost and support people accessing quality health information online</li> </ul>

**Children, Young People & Families**

**Stronger Communities**

Enhance primary and secondary education and community learning provision  
 Create greater links between schools and communities  
 Extend education, family and positive activities offer

Increase access to public services  
 Improve mobile and house-bound services  
 Rationalise services and estates  
 Engage community in service design and activities  
 Address rural deprivation  
 Reach deprived communities  
 Create meaningful interactions  
 Increase volunteering opportunities

Children and young people’s services  
 Surestart centres  
 Local schools and academies  
 Building Schools for the Future (BSF)  
 Youth service teams  
 Pupil Referral Units  
 Third sector  
 Family Information Services

Private sector  
 Local authority advice & guidance teams  
 Police  
 Parish & District Councils  
 One stop shops  
 Legal advice  
 Third sector organisations  
 Lottery funders  
 Community groups  
 Social care and housing  
 Other local authorities

Joint school and public libraries  
 Joint Surestart centres and public libraries  
 Libraries deliver school library service  
 Libraries commissioned to deliver Surestart services  
 Libraries delivering early years learning, homework clubs and supporting learning for excluded children  
 Libraries work with Family Information Services to develop the Family Information Directory

Libraries act as anchor service for a number of shared functions and services:  
 Front-Office Shared Services (FOSS)  
 Multi-agency delivery, including mobile services across rural areas and to housebound  
 Multi-authority working  
 Community and voluntary meeting spaces and services  
 Libraries as community forums

	Skills, Learning & Local Economy	Health & Wellbeing
<b>Potential outcomes</b>	<p>Drive up recruitment for HE/FE courses</p> <p>Widen demography of learners and users</p> <p>Increase support for learners</p> <p>Increase skills and qualifications</p> <p>Help people back into work</p> <p>Support closer HE, FE, local authority and community engagement</p> <p>Achieve efficiencies</p> <p>Contribute to local business development</p>	<p>Improve community health and wellbeing</p> <p>Create accessible and convenient community services</p> <p>User involvement in design and delivery of services</p> <p>Greater access to health and wellbeing information, particularly for socially and digitally excluded groups</p> <p>Increase self-management of health and wellbeing issues</p> <p>Public and third sector working together with communities</p>
<b>Where is it happening?</b>	<p>Worcester – joint HE and public library</p> <p>Manchester – multi-site joint FE and public libraries</p> <p>Gateshead – one library card gets you into all libraries (public, HE, FE and health in the area)</p> <p>Shropshire - joint adult learning centres and libraries</p> <p>Most library services support jobhunters through IT access and training</p> <p>Norwich’s dedicated business support centre in central library</p>	<p>Salford libraries and Salford PCT have built three new Gateway centres that provide GP clinics, public health services, one stop shops and libraries.</p> <p>Platt Bridge Community Centre in Wigan has a school, health centre, library, advisory services and childcare facilities funded by the borough council with the local PCT and LIFT.</p> <p>Suffolk Council libraries are the lead delivery partner in Suffolk for DoH’s ‘Information on Prescriptions’ initiative for people with long-term conditions.</p>

**Children, Young People & Families**

**Stronger Communities**

Create shared learning environment within community  
 Increase parenting skills  
 Support inter-generational relationships and learning  
 Increase family support and activities  
 Increase learning opportunities  
 Extend role and hours of partner library and school  
 Libraries contributing to Every Child Matters outcomes and extending learning provision

Improvement and extension in services  
 Increased efficiencies  
 Community engagement and management of assets  
 Increased democracy  
 Joined-up housebound and mobile services  
 Stronger and more cohesive communities  
 User involvement in design and delivery of services  
 Improved co-working across community-focussed organisations  
 Tailored support to people's individual needs  
 Volunteering opportunities

Where schools are sited in the right place for a community local authorities have participated with BSF to set up joint school and community libraries.

Cambridgeshire – community managed libraries based upon agreed standards of service and performance  
 Leeds – libraries hosting community groups and sharing space and resources with youth service, housing and advice, information & guidance teams  
 Suffolk's mobile library service has longer stops for community activities allowing other advisers and services to use the library to reach rural communities. New satellite dishes on the vans provide full online use of the internet and the library catalogue

# Appendix C: A Modernised Public Library Workforce

## Meeting the needs of communities







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ISBN 978-0-10-178212-8

