



Department  
for Culture  
Media & Sport

# Report under the Public Libraries and Museums Act 1964 for 2014

A Report presented to Parliament pursuant to Section 17 of the  
Public Libraries and Museums Act 1964

December 2014

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Department for Culture, Media & Sport

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# Executive Summary

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The past 12 months have been a time of continuing development and change for the public library service, with a number of local authorities considering their provision of a comprehensive and efficient service. Many public libraries have implemented ground-breaking and innovative solutions to ensure that libraries remain a vital and well-used service at the centre of the community for all members of society.

This year the Department for Culture, Media and Sport (DCMS) secured legislation on the extension of the Public Lending Right to audio and e-books for on-site (in library) lending. It also, with the Department for Communities and Local Government (DCLG) commissioned the Independent Library Report, which is due to publish by the end of the year, and consulted on the proposed abolition of the Advisory Council on Libraries.

Arts Council England continued to provide funding to libraries from its £6 million Grants for the Arts programme. There have been new initiatives that explore the way public libraries provide a service; these include the e-lending pilot being led by the Society of Chief Librarians and the Publishers Association which started in March 2014 as well as the opening of new Business and Intellectual Property Centres within public libraries across England.

Throughout 2014 public libraries have made important contributions to the wider government agenda; economically with the Enterprising libraries projects; health and wellbeing with the Books on Prescription scheme and educationally with projects aimed at improving literacy such as the Summer Reading Challenge in which over 800,000 school children took part, and the Six Books Challenge aimed at adults and which saw at least 40,000 people taking part over the year.

## Government engagement in libraries

DCMS Ministers have throughout the year visited public libraries and witnessed the many projects being run by the library sector. The Secretary of State for DCMS visited the newly refurbished Library of Birmingham which opened in 2013. In its first year it welcomed 2.7 million people, many from around the world and over 316,000 books, DVDs and CDs were borrowed. Membership has increased by 140% to a total of more than 250,000 people.

The Minister for Culture and the Digital Economy, Ed Vaizey, also participated in National Libraries Day, was involved with World Book Night, spoke at the Society of Chief Librarians Annual Seminar and launched the Digital War Memorial at the British Library; which showcased the work of 10 communities to commemorate a war monument for the digital age. During 2014 DCMS Ministers and officials have continued to meet regularly with public library sector partners and those with an interest in public libraries including ACE, the Society of Chief Librarians (SCL), The Reading Agency (TRA), the Local Government Association (LGA), the Chartered Institute of Library and Information Professionals (CILIP) as well as other individuals such as the Children's Laureate Malorie Blackman.

## Extension of Public Lending Right to audio and e-books for on-site (within library premises) lending

This year the Government extended the Public Lending Right (PLR) to include audio and e-books for on-site lending. This reform was recommended in the e-lending review<sup>1</sup> undertaken by William Sieghart in 2013.

The Government consulted on the proposal to extend PLR in February 2014, and received 20 responses all broadly in favour of extending legislation to allow for PLR to be paid for audio and e-books for on-site lending. The Government response was published in May<sup>2</sup> and the legislation to extend PLR came into force on 1 July.

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<sup>1</sup> <https://www.gov.uk/government/publications/an-independent-review-of-e-lending-in-public-libraries-in-england>

<sup>2</sup> <https://www.gov.uk/government/consultations/consultation-on-the-extension-of-the-public-lending-right-to-rights-of-holders-of-books-in-non-print-formats>

## **E-Lending pilot**

The Society of Chief Librarians (SCL) and the Publishers Association launched a yearlong pilot into e-lending in public libraries in March 2014. They are working with 4 local authorities in England (Peterborough, Newcastle, Windsor and Maidenhead, and Derbyshire) to carry out research into the impact of e-book lending in public libraries on authors, publishers and the library service, in order to identify a suitable and sustainable model for all. The findings, due in March 2015, will inform a way forward for e-lending within all public libraries in England.

Due to current EU copyright law it is not possible to extend PLR payments to remote e-book lending; however there has recently been a Public Consultation by the European Commission on the review of the EU copyright rules which could allow PLR to be extended to remote/off-site lending.

The Department is in contact with the EU on this matter and is committed to changing the PLR legislation once the Commission has concluded its contribution. Extending the PLR to incorporate remote lending will require primary legislation. We will seek to pursue an amendment in future parliamentary sessions, subject to considering whether that would be compatible with the Copyright Directive.

## **Independent Library Report**

In February 2014 DCMS and the DCLG jointly commissioned William Sieghart to undertake an independent report considering the current structure and role of public libraries in England as well as identifying any opportunities for future delivery<sup>3</sup>.

William Sieghart was supported by an expert advisory panel from the library, publishing and business world; full membership at Annex A. The Government called for evidence from interested parties and asked people for submissions on the following areas:

- What are the core principles of a public library service into the future?

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<sup>3</sup> <https://www.gov.uk/government/news/william-sieghart-to-chair-panel-to-produce-independent-report-on-englands-public-library-service>

- Is the current delivery of the public library service the most comprehensive and efficient?
- What is the role of community libraries in the delivery of a library offer?

The panel considered a wide range of evidence based on: visits to libraries; meetings with key individuals/ organisations; written responses (254) and formal verbal hearings (17). The views and issues varied in approach though the unifying theme was the importance of libraries especially to those communities that might otherwise be excluded due to geographical, digital, social and economic factors.

### **Advisory Council on Libraries consultation**

The Government has consulted on the abolition of the Advisory Council on Libraries (ACL). A 12 week public consultation ran from 17 February to 9 May and attracted responses from 9 interested parties. The Government has completed its analysis of the responses and published its response on 18 September<sup>4</sup> indicating that it will seek Parliament's approval to abolish ACL. This process is on-going.

### **Chartered Institute of Public Finance and Accountancy (CIPFA) comparative profile library reports**

For a second consecutive year DCMS funded free access to the Chartered Institute of Public Finance and Accountancy (CIPFA) set of benchmark reports for all Library Authorities in England for 2012/13 at a cost of £47,952.

These reports were made publically available in their nearest family group, as defined by the CIPFA Nearest Neighbours Model, enabling communities and authorities to compare and contrast data.

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<sup>4</sup> <https://www.gov.uk/government/publications/government-response-to-the-public-consultation-on-the-proposed-abolition-of-the-advisory-council-on-libraries>

## **Public Libraries and Museums Act 1964**

Local authorities remain best placed to assess the needs of their local communities and design services accordingly, within the requirements of their statutory duty to deliver a service which is comprehensive and efficient. Local authorities have always funded and run their library service. Government's relationship is through the Public Libraries & Museums Act 1964, which places a duty on the Secretary of State for Culture, Media & Sport to superintend and promote this service. This duty of superintendence is exercised after careful consideration of relevant facts on a case-by-case basis. DCMS officials continue to monitor and keep under review local authority proposals to change their library service provision and advise the Secretary of State accordingly.

During the past 12 months the Secretary of State has issued a "minded to" decision on two Local Authorities, with a final decision on both expected by the end of the current Parliament. As reported last year in the Annual Report as well as rationalisations of services libraries have been developing innovative ways of working. Exeter Library has recently been subject to a £4.1 million refit which officially opened on 15 July<sup>5</sup>. A new £4.5 million library was opened in Rainham; Havering in September, with 3,000 new books and purpose built meeting rooms for the public to hire.

Manchester Central Library underwent an extensive refurbishment and there was a £1.4 million renovation of Streatham Library offering new stock, WiFi, and computers.

## **Department for Environment, Food and Rural Affairs (DEFRA)**

The DEFRA research project on the rural impacts of changes to library services in England was completed in March, with the final report published on 4 September<sup>6</sup>. The key findings of the report are that in rural communities:

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<sup>5</sup> See Annex B for more information on Exeter's Fab Lab and other case studies

<sup>6</sup> <http://www.opm.co.uk/publications/rural-library-services-in-england-exploring-recent-changes-and-possible-futures/>

- It will be important to encourage and co-design library services with other services to secure economies of scope, rather than looking to economies of scale
- There is a major role for rural library services as places which utilise, unlock and build social capital – not least, with their ‘out-reach’ potential, providing access to many different services and activities otherwise missing in many rural areas
- More positive approaches are needed to involve communities in rethinking the future of their rural libraries and library services – including how library services and other rural services can intersect
- The level and nature of support provided to rural libraries in future will depend on the outcomes those services and venues are able to contribute to. These may be far-removed from the traditional function of a library, yet hugely valuable to a community and to its public agencies

### **Arts Council England (ACE)**

The Arts Council is the development agency for public libraries in England funded by DCMS. They undertake this function by collaborating with others to advocate, invest and develop. The Arts Council development support is framed by its strategy, ‘*Great art and culture for everyone*’, and the research project undertaken in 2012/13, ‘*Envisioning the library of the future*’. All of the activity undertaken by the Arts Council that benefits libraries is firmly based on the four priorities that emerged from this research:

- Place the library as the hub of the community
- Make the most of digital technology and creative media
- Ensure that libraries are resilient and sustainable
- Deliver the right skills for those who work in libraries



### *Grants for the arts - £6 million fund for libraries*

Since the Arts Council announced the 3 year funding project Libraries Grants for the arts funding in September 2012, over 75 projects from library services across England have received funding totalling £4 million. Library services have undertaken projects across a variety of art forms, with strengths emerging in art, literature and digital arts engagement. In the period from January to 7 November 2014, 35 awards have been made to a total value of £1,585,556.

### *Automatic library membership*

In April the Arts Council published a report<sup>8</sup> that explored the potential benefits and practical issues in providing automatic library membership for children and young people. 22 projects looked at working with birth registration services to offer library cards at birth, with nurseries and school library services to promote library memberships to local children and families, and with leisure services to offer combined library and leisure cards for children and young people.

This programme confirmed that providing every child with a library card at an early age is an important step for the child and/or parent to encourage reading. Following that up with multiple and sustained engagement is even more important, using schemes such as Rhyme time and Bookstart, which are already in place. Since its publication more library services have embarked upon schemes to give every child a library card.

SCL has secured funding from ACE to undertake further research on Children's Reading Journeys to identify how children's sustained reading activity can be encouraged and supported by libraries. The Association of Senior Children's and Education Librarians are leading on this research, on behalf of SCL.

### *Leadership development*

It is recognised that effective local political and professionals working within public libraries are the key to developing and delivery of a fit for purpose library service. With financial support from the Arts Council, the Local Government Association (LGA) is providing library leadership development to portfolio holders through:

- Library leadership seminars to share good practice amongst elected members and to enable them to explore the challenges and opportunities they face. 32 portfolio holders have been supported to lead transformational change of libraries at seminars in February (Birmingham) and September (Manchester)
- 3 library mini-peer challenges were offered to local authorities in England. Drawing on the LGA's pool of officer and member peers a small team with library expertise helps authorities to address the key issues facing the library service

### *Income generation*

*Locality* were commissioned and funded by ACE to explore existing good practice and assess the potential to generate further income to support and enhance services, and improve their overall resilience and sustainability. The aim of the project was to support library service providers to intensify or widen their area of operations in an enterprising way without compromising their ethos and core objectives. The research found that there was considerable uncertainty about legal and technical issues relating to trading, charging and investment which is preventing further innovation in this regard. A guide has been published<sup>9</sup> that shows how library services can practically develop and implement activities that generate income to benefit the library.

### *Economic contribution of public libraries*

The Arts Council, along with SCL and other agencies that work within public libraries believe it is important to understand the contribution of public libraries to the country and its communities. They commissioned an evidence review on the economic contribution of public libraries which was published in June 2014<sup>10</sup>.

The Arts Council has commissioned a further piece of research to investigate wider areas of impact, asking how libraries contribute to healthy lives and what that represents financially. This will be published in 2015.

### *Enterprising libraries*<sup>7</sup>

Since 2013 ACE, the British Library and DCLG have funded projects across England with libraries using their role as community hubs to help local people set up businesses. Enterprising libraries supports local economic growth by using library spaces for the development of business ideas, providing coaching, advice, and IT support for local businesses and entrepreneurs. This builds on the successful model of the British Library's Business & IP Centre.

Business & IP Centres are in core city libraries in Birmingham, Leeds, Manchester, Sheffield, Liverpool and Newcastle, while new hubs are being established to spread resources amongst communities across the country. In a 3 month period 2,000 individuals gained support at 400 events in the core libraries.

These projects are helping communities to be more integrated by improving social mobility and helping people to realise their potential. They show how innovative and forward-thinking public libraries can provide useful tools for aspiring entrepreneurs and existing businesses as well as supporting reading and accessing information, at the heart of communities.

### **Society of Chief Librarians (SCL)**

SCL are a key partner to the Government, made up of the head of service of every library authority, who advocate continuous improvement of the public library service. DCMS work closely with SCL, with SCL offering support and advice including assistance with an audit of the current availability of WiFi in public libraries.

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<sup>7</sup> <http://www.artscouncil.org.uk/funding/apply-funding/funding-programmes/enterprising-libraries/>

In the past 12 months, SCL have developed the Universal Offers<sup>8</sup> through:

- A programme of 7 regional roadshows reaching 600 public library staff
- A poster and calendar highlighting key programmes during the year, which allow libraries to put their collective energy behind, and contribute to, engagement and advocacy
- A narrative for the offers, enabling public library leaders to advocate within their local authorities
- In addition, SCL has secured substantial resource from ACE's Envisioning programme to further develop the Universal Offers. £103,000 was secured in 2013/14 and a further £185,500 secured in 2014/15
- Over the next 12 months, library services across England, through SCL, hope to recruit 50 young people as interns to enable young people to develop their skills and interest in a future career in libraries.

### *Universal Digital Offer*

SCL commissioned Shared Intelligence to undertake research and assess the needs of the library sector in relation to digital leadership. Whilst libraries have been very creative in the way frontline staff support the digital inclusion agenda in recent years, there has been a growing recognition within SCL, highlighted in *Envisioning* that there is a need to increase the confidence and credibility of SCL members' leadership of digital services.

The Shared Intelligence research was published<sup>9</sup> in July 2014 and with subsequent funding from ACE, SCL is currently in the process of commissioning a pilot programme of digital leadership training for current and emergent library leaders.

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<sup>8</sup> <http://www.goscl.com/universal-offers/about-universal-offers/>

<sup>9</sup> <http://www.goscl.com/universal-offers/digital-offer/digital-leadership-skills/>

SCL continues to work with a range of partners, including the British Library, Tinder, Government Digital Services and private sector organisations to develop the digital offer in libraries. SCL is also working with a range of partners on a 'national digital proposition', which would be an online platform where a range of content could be brought together and promoted to existing and potential library customers across the country.

#### *Universal Information Offer*

Following a skills audit in 2013 of all public library staff, and with funding from the Arts Council, SCL developed a specification for a workforce development programme. The Tinder Foundation was awarded the contract, and has developed the online training materials with input from public libraries. This programme is being rolled out to all public libraries across the country. The target is for 99% of customer-facing library staff to have undertaken the training by April 2015.

#### *Universal Reading Offer*

The Reading Agency (TRA) again ran the Summer Reading Challenge in 2014. This took place within public libraries in the school summer holidays and encouraged primary school children to take part and read 6 books. 692,626 children in England participated in the Challenge at their local library, 44% of which were boys. A further 10,709 under 4-year-olds took part, using the specially produced Early Years material. At least 73,554 children joined the library as new members and 8,126 volunteers aged 12 to 24 supported the Challenge.

Chatterbooks, set up by TRA are book groups for children that are run within libraries or schools, by librarians, teachers, teaching assistants, or volunteers, anyone who has a passion for reading. Chatterbooks Week in October featured a range of special events in libraries, new groups starting up and maintaining the momentum from a very successful Summer Reading Challenge.

The Six Books Challenge set up by TRA, is a programme for adults and aims to improve the chances for people who find reading difficult by building their confidence and motivation.

SCL, in partnership with TRA, is working hard to ensure that libraries play a key role in the delivery of the Save the Children's Read On, Get On campaign, which was launched in the autumn.

### *Universal Health Offer*

SCL worked in partnership with TRA to develop the Reading Well Books on Prescription (BoP) scheme. Launched in June 2013, the first national BoP scheme in England is offered in 91% of public libraries authorities and has reached around 275,000 people with book-based therapy for common mental health conditions available from public libraries. On World Mental Health Day (10 October) SCL and TRA announced that public libraries had reported major success in supporting people's mental health with Books on Prescription.

SCL has been awarded a further £60,000 by ACE to develop a new list focused on dementia and to begin to scope a list focused on children and young people's mental health. The dementia list will be launched with Ministerial support in January 2015.

# Annex A: Membership of the Independent Library Report panel

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- William Sieghart, Philanthropist, entrepreneur and publisher – Chair
- Sue Charteris, Director Equal Value
- Janene Cox, then President of SCL and Commissioner for Tourism & the Cultural Capital, Staffordshire County Council
- Luke Johnson, Chair of Risk Capital Partners, writer, and former Chair C4
- Roly Keating, Chief Executive – The British Library
- Caroline Michel, Chief Executive – Peters, Fraser & Dunlop
- Stephen Page, Chief Executive – Faber & Faber

# Annex B: Case studies

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## **Exeter Library, Devon**

Exeter library has a Business and Information Hub, which offers business information and advice (as part of the Enterprising Libraries Programme); facilities for independent living for adults with learning disabilities, cultural activity spaces along with a Cultural Associates programme to enable work alongside artists and art organisations and a Fab Lab which is a low-cost digital workshop where you can “make almost anything” using 3D printers, laser cutters, CNC routers and digital embroidery machines. The library also has a growing Raspberry Pi network and Coding Club, which has encouraged other libraries across Devon to help get low cost technology to children and young people in more rural areas.

## **Suffolk Libraries**

Suffolk Libraries have are also providing innovative services and in February won the ‘Digital’ award at the EDGE library conference for its Get Connected project. This involves encouraging existing and new customers to discover library services such as eBooks, free library WiFi and downloadable music. It also places emphasis on using the library as a place to be introduced to these services with Get Connected events that help to train and engage library staff so they are comfortable with providing advice to customers.

Building on this growth, a recent pilot project has begun the limited lending of e-Reader devices in Thurston, a small rural library near Bury St Edmunds with a very proactive friends group who have helped to fund and promote the project.

The pilot scheme involved 4 NOOK e-Reader devices being made available to borrow like any other library loan. The library workforce provided advice on loading the e-Readers with a selection of up to 6 eBooks from the Suffolk Libraries catalogue.



## **Tate South Lambeth library**

At Tate South Lambeth library in Lambeth, volunteers and staff run a group on Tuesday mornings for blind and visually impaired people to enable them to access printed and digital material. These sessions are unique, pioneering and innovative within public libraries. The volunteers work with users, leading manufacturers and experts to source and trial the most effective technology - and to negotiate the best deal for libraries. They work with Lambeth Libraries and Archives who have given huge support in enabling this important pilot. The Minister for Culture and the Digital Economy, Ed Vaizey, visited on 6 March and was impressed with their work.



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