



Council
Date 9 <sup>th</sup> September 2013

**Subject: Response to the Lincolnshire Library Service Needs Assessment.**

Report by:

Head of Localism

Contact Officer:

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Purpose / Summary:

To understand the changes that will take place to the Library service in West Lindsey as a result of the proposals put forward by Lincolnshire County Council and to agree a public response. The consultation period is from 2<sup>nd</sup> July to 30<sup>th</sup> September.

**RECOMMENDATION(S):**

**That Members consider the proposed changes to the library service in West Lindsey and agree a public response.**

**IMPLICATIONS**

**Legal:**  
**None for the West Lindsey District Council**

**Financial :**  
**None for the West Lindsey District Council**

**Staffing :**  
**None for the West Lindsey District Council**

**Equality and Diversity including Human Rights :**  
**None for the West Lindsey District Council**  
**Equality and Impact Assessment carried out by LCC**

**Risk Assessment :**  
**N/A**

**Climate Related Risks and Opportunities :**  
**N/A**

**Title and Location of any Background Papers used in the preparation of this report:**  
Lincolnshire County Council Libraries Consultation Document – Summer 2013  
Lincolnshire Library Needs Assessment

**Call in and Urgency:**

**Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?**

i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)

<b>Yes</b>	<input type="checkbox"/>	<b>No</b>	<input checked="" type="checkbox"/>
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**Key Decision:**

A matter which affects two or more wards, or has significant financial implications

<b>Yes</b>	<input checked="" type="checkbox"/>	<b>No</b>	<input type="checkbox"/>
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## **Executive Summary**

- 1 Lincolnshire County Council Library Service is seeking a service re-design in order to make £2 million worth of cost savings and respond to the changing trends of how libraries are used in the county.
- 2 A public consultation document has been produced with details of the proposed changes and the deadline for responses is **30<sup>th</sup> September 2013**.
- 3 Four tiers of service are proposed offering different levels of service from a monthly mobile to full static library.
- 4 The proposed changes will significantly affect the way library services are delivered in West Lindsey.
- 5 The proposals will reduce West Lindsey's current static library provision from nine to two and the community is being asked to volunteer to run some libraries otherwise they will be closed and replaced with a mobile service.
- 6 A further 36 villages will no longer receive a mobile service but will be eligible for the Home Library Service.
- 7 There has been widespread coverage of these proposals in the local and national media but, so far, the Council's voice has been silent. It is felt that the best approach is for a public response to be agreed by Members before releasing any media comments.

### **RECOMMENDATION:**

**That Members consider the proposed changes to the library service in West Lindsey and agree a public response.**

## 1 Introduction

- 1.1 Lincolnshire County Council Library Service is seeking a service re-design in order to make £2 million worth of cost savings and respond to the changing trends of how libraries are used in the county.
- 1.2 A public consultation document has been produced with details of the proposed changes. The consultation period is from 2<sup>nd</sup> July to 30<sup>th</sup> September. The full document is available at Appendix 1.
- 1.3 The proposed changes will significantly affect the way library services are delivered in West Lindsey.

## 2 The proposals

- 2.1 The aim is to create an affordable library service that meets Lincolnshire's needs. This will comprise 'statutory' services, which must be available and 'non-statutory' services, which are additional to what has to be provided:
  - 2.1.1 A universal service available to everyone
  - 2.1.2 Four 'tiers' or types of library; Tiers 1 and 2 are 'statutory' and Tiers 3 and 4 are 'non-statutory'
  - 2.1.3 Targeted services for people with specific needs
- 2.2 **Tier 1** libraries are defined as well-used facilities in highly populated places. Under current proposals there are 10 libraries that will be classed as Tier 1. They will be open and staffed by Lincolnshire County Council employees for 50 hours per week, offering a full range of lending services, internet access and Wi-Fi.
- 2.3 **Tier 2** libraries are well-used facilities in well-populated places in areas that would not have easy access (i.e. a travel time of over 30 minutes on public transport) to a Tier 1 library. Under current proposals there are five libraries that will be classed as Tier 2. They will be open and staffed by council employees for at least 25 hours per week, offering a full range of lending services, internet access and Wi-Fi.
- 2.4 **Tier 3** libraries are aimed at 60 communities of at least 550 households. Under current proposals these communities will be offered either:
  - 2.4.1 A fortnightly visit (for four hours on a week day afternoon and early evening or three hours on a Saturday) from a mobile library vehicle with a range of services, such as book lending and internet access or;
  - 2.4.2 A community-run facility, operated by volunteers with advice from a paid member of staff (there will be two Library Development Officers covering the county), open for at least six

hours per week, also offering a range of services, such as book lending and internet access.

2.5 **Tier 4** libraries will be offered to 66 communities of between 100 and 549 households. Under current proposals, this means that a smaller mobile library vehicle offering lending services and internet access would stop there for one hour per month.

2.6 All other mobile library stops will be withdrawn – 286 across the county but residents in these settlements will be eligible to register with the Home Library Service. Currently this is a targeted service for the housebound but will be modified. Appendix 2 gives details of how it currently works. See also paragraph 2.8.1 below.

2.7 **Universal services** are available to everyone and include:

- 2.7.1 Online access through LCC connects (the council website) to a virtual catalogue of resources, which is now available via mobile phone
- 2.7.2 Online resources such as a music library, Who's Who and Who was Who
- 2.7.3 The Enquire service
- 2.7.4 E-books which can be downloaded and e-audio, such as podcasts
- 2.7.5 Reservations and inter-library loans so people can get books that are not currently available in their local library
- 2.7.6 Telephone access and information about libraries via the Customer Service Centre , 9am-5pm every day except some bank holidays

2.8 **Targeted services** are aimed at the 83,531 households (33,123 active borrowers) who fall outside the 30 minute travel time zones of the 15 proposed Tier 1 and Tier 2 libraries and those people within the catchment areas of the 15 Tier 1 and 2 libraries, but who can't access the static sites or universal provision, such as audio books for those with a visual impairment. These services include:

- 2.8.1 The Home Library Delivery Service to around 300 customers (in 2011-12) who are unable to leave their home and can therefore order deliveries made by LCC Access Mobiles, volunteers and the Co-op Pharmacy Delivery Service
- 2.8.2 Listening Lincs audio services for 720 blind and partially sighted customers who were issued with nearly 25,000 items in 2011-12
- 2.8.3 Bookstart for under 5s (17,280 packs issued in 2011-12)
- 2.8.4 Reading and Music groups (approximately 200 in 2011-12)
- 2.8.5 Books for example for those in two prisons and an Immigration and Repatriation Centre (54,640 issues in 2011-12). These services do not come from the library service budget, they are paid for by the prisons and have to be provided by law

2.8.6 Schools Library Service, which is also not paid for by the library service, but gives many children access to books they might not otherwise be able to use.

### 3 Implications for West Lindsey

3.1 West Lindsey currently has nine static libraries with a variety of opening hours. (See Appendix 3 for map). Under the current proposals Gainsborough will be retained as a Tier 1 library, Market Rasen will become Tier 2 and the remainder will become Tier 3 either run by volunteers or replaced with a mobile service.

3.2 Tier 4 provision is already a mobile service with mostly minor changes proposed although Bardney, Sudbrooke, Sturton by Stow and Northorpe will have considerably enhanced provision and Scothern will receive a mobile service for the first time.

3.3 The table below gives the full details of the proposed changes.

#### Proposed changes to the Library Service in West Lindsey

(Source: LCC Library Needs Assessment )

Proposed Tier	Name	Current provision	Current allocation*	Proposed allocation*	Difference
1	Gainsborough	District library	54	50	-4.0
2	Market Rasen	District static	28	25	-3.0
3	Cherry Willingham	Static	12	6 or 8 per month mobile	-10 per/wk average
3	Keelby	Static/ mobile	10 static 0.5 mobile	6 or 8 per month mobile	-8 per/wk average
3	Nettleham	Static/ mobile	16 static 0.5 mobile	6 or 8 per month mobile	-14 per/wk average
3	Scotter	Static/ mobile	10 static 0.5 mobile	6 or 8 per month mobile	-8 per/wk average
3	Welton	Static	25	6 or 8 per month mobile	-23 per/wk average
3	Caistor	Static	16 staff 38 volunteer	6 or 8 per month mobile	-16 per/wk staff
3	Saxilby	Static	70 ?**	70 ?**	No change

3	Bardney	Mobile	3	6 or 8 per month mobile	+5
3	Northorpe	Mobile	0.5	6 or 8 per month mobile	+7.5
3	Sudbrooke	Mobile	0.5	6 or 8 per month mobile	+7.5
4	Blyton	Mobile	0.5	1	+0.5
4	Fiskerton	Mobile	1	1	No change
4	Grasby	Mobile	1	1	No change
4	Hemswell Cliff	Mobile	0.5	1	+0.5
4	Ingham	Mobile	2	1	-1
4	Middle Rasen	Mobile	0.5	1	+0.5
4	North Kelsey	Mobile	0.5	1	+0.5
4	Scothern	No current provision	0	1	+1
4	Sturton by Stow	Mobile	0.5	8	+7.5
4	Tealby	Mobile	0.5	1	+0.5
4	Upton	Mobile	1	1	No change
4	Waddingham	Mobile	0.5	1	+0.5
4	Willingham by Stow	Mobile	0.5	1	+0.5

\* Allocation calculated as hours per week for static and hours over a 4 week period for mobile

\*\* (Authors Note) Not clear what these figures refer to as Saxilby is now community run

3.4A further 36 existing mobile service stops will be withdrawn but they will have access to the Home Library Service. They are:

Bishop Norton	Great Limber	Owmbly by Spital
Blyborough	Hackthorn	Reepham
Brookenby	Hemswell	Scampton
Cammeringham	Holton le Moor	Scotton
Claxby	Kexby	Snitterby
Corringham	Knaith Park	South Kelsey
East Stockwith	Laughton	Southery
Faldingworth	Lea	Stow
Fenton	Nettleton	Swinhope
Fillingham	Newton by Toft	Torksey
Glenham	Normanby by Spital	Torksey Lock
Grayingham	Osgodby	Willoughton

#### 4 Response to the proposals

4.1 There has been widespread coverage of these proposals in the local and national media but, so far, the Council's voice has been silent. It is felt

that the best approach is for a public response to be agreed by Members before releasing any media comments. This approach has already been taken by North Kesteven District Council and their response is shown at Appendix 4 as an example.

## **5 Recommendation**

**That Members consider the proposed changes to the library service in West Lindsey and agree a public response.**



## **APPENDIX 1**

### **Libraries consultation document, summer 2013**

#### **Summary**

Lincolnshire County Council Library Service needs to understand the views of the population of Lincolnshire. This includes people who currently use, or have an interest in using, library services in the county. The council would like to seek views regarding the redesign of the library service, in light of the agreed £2million cost savings and the need to respond to changing trends in Lincolnshire. This will ensure that Lincolnshire County Council can make an informed decision about the different options for running the service by 3 December 2013. Our aim is to deliver an affordable, responsive and sustainable library service to meet Lincolnshire's needs.

#### **Background**

All library services must follow the Public Libraries and Museums Act of 1964. Under this law, a 'comprehensive and efficient' library service must be provided. There are no clear rules about what that means so research has been carried out to establish what that might look like in Lincolnshire.

Some communities across the county have tested ways of providing a 'comprehensive and efficient' library. Volunteers already provide extra help and additional hours at some libraries, but in other places, such as Saxilby, the community or other organisations (such as the district council) have taken on the running of the local library. They have done this with advice, practical and financial help from the library service so services can be maintained and enhanced for people living in those areas.

Lincolnshire is a large, rural county with long distances between main centres and smaller villages and market towns spread between them, which makes it more difficult to provide sustainable services of any kind. A lot of work has been carried out to establish the catchment areas of existing libraries, i.e. research to look at how many households are within 30 minutes on public transport of each library and whether they overlap.

The make-up of communities in Lincolnshire is complex and ever changing, like other parts of the country. We have an ageing population and areas of economic and social disadvantage meaning people can find it more difficult to get services. However, the people who use libraries are very representative of the county's population as a whole.

The way people use libraries is also changing. Lots of national and local research shows the number of books (and similar items) borrowed (or 'issued') has steadily reduced since 2001. Until 2011 computer usage had increased, but this has now plateaued as well. There has been media

coverage about the increased use of e- books and e-audio (such as podcasts) rather than traditional buying or borrowing of paper-based materials. The way each library is used, the make-up of communities and the distance between libraries have been used to design a proposal that makes sure as many people as possible are able to use a library.

## **The proposal**

The aim is to create an affordable library service that meets Lincolnshire's needs. This will comprise 'statutory' services, which must be available and 'non-statutory' services, which are additional to what has to be provided:

- A universal service available to everyone
- Four 'tiers' or types of library; Tiers 1 and 2 are 'statutory' and Tiers 3 and 4 are 'non-statutory'
- Targeted services for people with specific needs

These are explained below, but for further details of the research in to the proposals, please see the presentation about the proposals and maps of library locations:

### **Tier 1**

'Tier 1' libraries are defined as well-used facilities in highly populated places. Under current proposals there are 10 libraries that will be classed as Tier 1. They will be open and staffed by Lincolnshire County Council employees for 50 hours per week, offering a full range of lending services, internet access and Wi-Fi.

### **Tier 2**

'Tier 2' libraries are well-used facilities in well-populated places in areas that would not have easy access (i.e. a travel time of over 30 minutes on public transport) to a Tier 1 library. Under current proposals there are five libraries that will be classed as Tier 2. They will be open and staffed by council employees for at least 25 hours per week, offering a full range of lending services, internet access and Wi-Fi.

### **Tier 3**

'Tier 3' libraries are aimed at 60 communities of at least 550 households. Under current proposals these communities will be offered either:

- A fortnightly visit (for four hours on a week day afternoon and early evening or three hours on a Saturday) from a mobile library vehicle with a range of services, such as book lending and internet access or;
- A community-run facility, operated by volunteers with advice from a paid member of staff (there will be two Library Development Officers covering the county), open for at least six hours per week, also offering a range of services, such as book lending and internet access.

## **Tier 4**

'Tier 4' libraries will be offered to 66 communities of between 100 and 549 households. Under current proposals, this means that a smaller mobile library vehicle offering lending services and internet access would stop there for one hour per month.

### **Universal services**

Universal services are available to everyone and include:

- Online access through LCC connects (the council website) to a virtual catalogue of resources, which is now available via mobile phone
- Online resources such as a music library, Who's Who and Who was Who
- The Enquire service
- E-books which can be downloaded and e-audio, such as podcasts
- Reservations and inter-library loans so people can get books that are not currently available in their local library
- Telephone access and information about libraries via the Customer Service Centre , 9am-5pm every day except some bank holidays

### **Targeted services**

Targeted services are aimed at the 83,531 households (33,123 active borrowers) who fall outside the 30 minute travel time zones of the 15 proposed Tier 1 and Tier 2 libraries and those people within the catchment areas of the 15 Tier 1 and 2 libraries, but who can't access the static sites or universal provision, such as audio books for those with a visual impairment. These services include:

- The Home Library Delivery Service to around 300 customers (in 2011-12) who are unable to leave their home and can therefore order deliveries made by LCC Access Mobiles, volunteers and the Co-op Pharmacy Delivery Service
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- Schools Library Service, which is also not paid for by the library service, but gives many children access to books they might not otherwise be able to use

### **Why are we consulting?**

As well as changing trends in library use, the financial climate has changed and the library service needs to save £2 million pounds by 2015 from their £6 million budget.

The County Council would like to hear views about the way it proposes to make changes to the library service in Lincolnshire, because it is those who use or have an interest in libraries that are best placed to share experiences and ideas.

Community involvement is vital to the proposals, particularly Tier 3, so it is important to establish whether people would like to volunteer in, as well as use, some libraries.

### **What can consultation influence?**

Feedback can influence some elements of the proposals because decisions about them have not yet been made:

- The impact changes to the library service will have
- Whether people agree with the criteria used to define Tier 1 libraries
- The priority given to the criteria used to define Tier 2 libraries (i.e., do people think it is more important to look at travel time or something else, such as population size)
- Whether the ideas for Tier 3 and 4 libraries are correct and whether people are interested in running a Tier 3 library

### **What can't consultation influence?**

Some decisions had to be made before consultation and cannot be influenced:

- The amount of savings that have to be made, in order to contribute to the council's £125 million budget cut
- The facts about library usage data and findings from the Lincolnshire Research Observatory
- Universal and targeted services have to be provided and are therefore not part of the consultation process
- The number and definition of Tier 1 libraries, given the budget constraints
- The number of Tier 2 libraries that can be provided, given budget constraints
- The amount of money available for Tier 3 libraries, given budget constraints

- The definition of a Tier 4 library as the number of vehicles available is limited

### **With whom are we consulting?**

Lincolnshire County Council is keen to hear from people who currently use libraries services, the families and friends of those who use library services who cannot put their own views forward for some reason, members of the public and organisations that are interested in library services. Anyone who wishes to respond to consultation may do so. Staff who work in council-run libraries will be consulted separately.

### **How can you get involved?**

There are a number of ways you can take part in the libraries consultation:

- There is an online survey at [www.lincolnshire.gov.uk/librariesconsultation](http://www.lincolnshire.gov.uk/librariesconsultation)
- A paper version of that survey is available in your local library (buildings and mobile vehicles). This can be returned to:  
Freepost RRZK-BRXK-URAX  
Library Consultation – Beech Room City Hall  
Lincolnshire County Council  
County Offices  
Newland  
LINCOLN  
LN1 1YQ
- You can contact the County Council's Customer Service Centre on 01522 782010 and they will complete an online survey on your behalf
- Eight events have been arranged around the county so you can hear more about the proposals and give your views:
  - Thursday 18 July at Hemswell Court Hotel, Hemswell (7.00pm)
  - Saturday 20 July at Meridian Leisure Centre, Louth (10.00am)
  - Monday 22 July at South Holland Centre, Spalding (2.00pm)
  - Tuesday 23 July at The Source, Sleaford (2.00pm)
  - Wednesday 24 July at Bishop Grosseteste University , Lincoln (7.00pm)
  - Friday 26 July at Guildhall Arts Centre, Grantham (2.00pm)
  - Monday 29 July at The Storehouse Conference Centre, Skegness (2.00pm)
  - Tuesday 30 July at Boston West Golf Club, Boston (10.00am)

For more information, please contact [librariesconsultation@lincolnshire.gov.uk](mailto:librariesconsultation@lincolnshire.gov.uk)

## **What happens next?**

Consultation is open to all until 30 September 2013

- Expressions of interest in taking over a community-run (Tier 3) library will be invited by 30 September 2013
- All surveys, notes from events and feedback via other sources will be collated as it is received and analysed by a team of experts throughout October 2013
- Interim findings will be presented to the councillors who form the Community and Public Safety Scrutiny Committee in late October
- Feedback will be provided to someone outside the council so that a report can be produced in early November 2013, explaining what the consultation found
- A series of recommendations will then be put together by the library service in mid-November 2013 for consideration by decision makers
- A decision, based on the research undertaken and consultation responses, will be made by the County Council's Executive Committee in December 2013
- The report will be available online at [www.lincolnshire.gov.uk/librariesconsultation](http://www.lincolnshire.gov.uk/librariesconsultation) (or in another format on request via [librariesconsultation@lincolnshire.gov.uk](mailto:librariesconsultation@lincolnshire.gov.uk) or on 01522 782010) from December 2013
- An agreed model of library services will be implemented by May 2014

## **APPENDIX 2**

### **Home Library Service**

*(Source: Lincolnshire County Council website)*

Do you find it difficult to visit a library because of disability, age, ill health or caring responsibilities? The Countywide Home Library Service is a free service to meet the needs of customers who are unable to visit their local or mobile library.

Lincolnshire Libraries offers a free Countywide Home Library Service to meet the needs of customers who are unable to visit their local or mobile library. If you can't get to us, the Home Library Service can bring the library to you – and it's free!

#### **What is the service?**

A free monthly service is delivered to your home by library staff or volunteers who have been DBS checked (previously CRB). They will wear identification badges and provide a helpful and courteous service.

#### **Who is entitled to the service and how do I register?**

Lincolnshire residents who are housebound due to disability, age, ill health or caring responsibilities and those who have mobility problems and would be unable to visit a static or mobile stop are entitled to a Home Library Service.

To register, simply complete the form on this page or contact our Customer Service Centre on 01522 782010.

#### **How does it work?**

As soon as you are registered, you will be contacted by a member of library staff or a volunteer will visit you in your own home. They will find out what you like to read, which authors you prefer and which formats you like too, this will enable us to make better choices on your behalf before visiting you again.

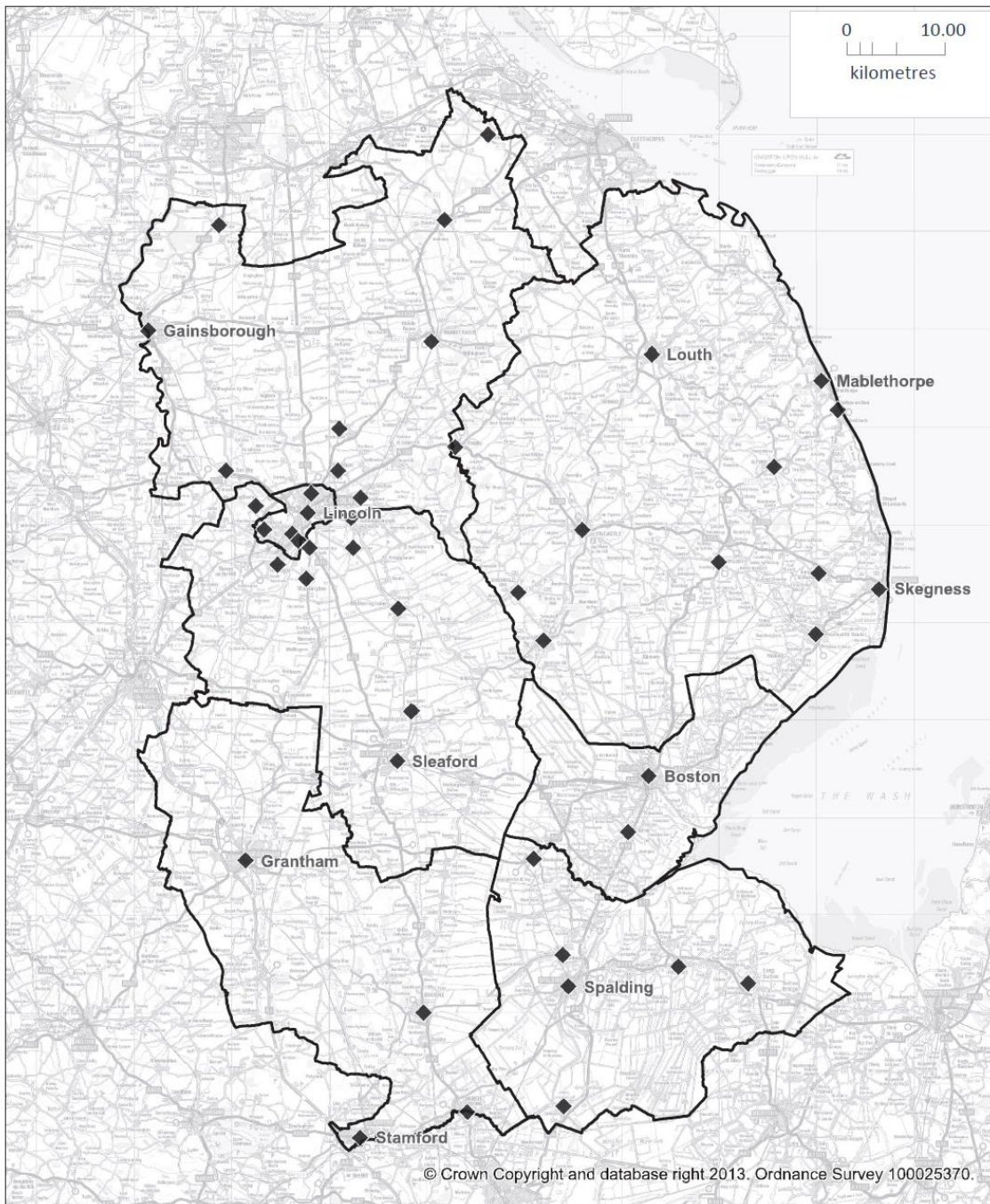
You can request specific titles or items and these will be delivered to your home on a monthly basis when you are visited by the Access Mobile, Lincolnshire Co-operative Pharmacy Delivery Service or a Home Library Service Volunteer.

#### **What can I borrow?**

- Books
- CDs
- Large Print
- Audio Books

## APPENDIX 3

# Map of Current Static Libraries





## Appendix 4

### NKDC's public response to the library service proposals

#### District deplures library closure plans



North Kesteven District Council is leading the call for all of the District's libraries to be retained for community use.

Having considered Lincolnshire County Council's ongoing library needs assessment and its implications for North Kesteven, the District Council's Executive Board has expressed concern about the impact of the proposed service model of library service.

Particular reference was made to:

- The Council's wish to see the retention of a library service across the District;
- The need for pro-active engagement with the affected local communities, including Parish Councils, to look for solutions to retain the service – with financial assurances around longer term support and future continuity;
- Concerns over the removal of library services from North Kesteven villages on the Lincoln fringe and the reliance being placed on the Central Lincoln Library to provide an alternative service, which has access and cost implications for residents;
- Proposed reduction in the number of mobile libraries affecting a significant number of communities in the District.
- A suggestion to explore options including the possibility of providing a library service within the NK Sports Centre at North Hykeham.

The District's Executive Board heard that while Sleaford and Waddington's libraries would be retained – Waddington's having recently moved into the Co-op pharmacy – those at Bracebridge Heath, Branston, Metheringham, North Hykeham, Ruskington, Skellingthorpe and Washingborough would be at risk of closure and replacement with either an extended fortnightly mobile stop or to be operated through a voluntary community solution.

The Council is willing to discuss operating the North Hykeham Library through the NK Centre along the same model as the Waddington one with the Co-op. At North Hykeham 2,711 active users make 30,488 interactions a year.

Cllr Richard Wright expressed concern that many settlements would be left significantly under resourced by the County Council's proposed package of financial support for groups which offered to take on running libraries locally. "They need to revisit their financial

arrangements if they are to make it more realistic, otherwise I think parish councils and groups could find themselves seriously compromised by taking the services on locally.”

Cllr Lindsey Cawrey felt that with County Council expecting residents along the Lincoln fringe to travel in to Lincoln to access services, the implication of the proposals were that they would be ‘disproportionately hard on North Kesteven’.

Council Leader Cllr Marion Brighton OBE said: “Their suggestion for the Lincoln fringe doesn’t make sense to me at all. Libraries are essential for the health and wellbeing of our communities, in receiving help and developing minds; particularly for younger people.”

Cllr Ogden said that with libraries often offering people’s only limited access to computers, the move to centralise services ran ‘totally counter’ to those initiatives forcing people to use computers more to access benefits and patients.

The District Council felt that the County Council needed to revise the terms under which it proposed to lease library facilities, resources and building to communities and the amounts it would pay, feeling that four years was insufficient.

“I don’t think the County has thought this through with enough care and I’m really quite worried about it,” said Cllr Mrs Brighton. “To find the volunteers, foster the community spirit and carry this forward for four years without knowing exactly the intentions of the County Council at the end of that period is unrealistic,” she said.

(Source: NKDC website)