

# THE NEXT CHAPTER

## Nottingham City Council Library Needs Assessment

Findings and Outcomes from Phase 1

Executive Summary - December 2021

# 1. Contents

1. Introduction .....	4
2. Background .....	4
2.1 Statutory considerations.....	5
3. Financial Context.....	5
4. Consultation and Research Methodology.....	6
4.1 Needs assessment.....	6
4.2 Purpose of the research and consultation.....	7
4.3 Primary Research .....	7
4.3.1 Online survey .....	8
4.3.2 Interviews.....	8
4.3.3 Focus groups .....	8
4.3.4 Partner workshops.....	8
4.3.5 Staff workshops.....	8
4.4 Secondary research.....	9
4.4.1 Socio economic data and data mapping .....	9
4.4.2 Library Catchment and Mapping .....	9
4.4.3 Library management information and finance information.....	10
4.4.4 Desk based research .....	10
5. Libraries Connected Universal Offer .....	10
6. Phase 1 Findings.....	11
6.1 About Nottingham .....	11
6.2 Nottingham City Libraries .....	12
6.2.1 Cost Indicators .....	14
6.2.2 What people have told us about using our library service: .....	14
7. Assessment of Need – Universal Offer Themes.....	15
7.1 Reading .....	16
7.1.1 Need in the City.....	16
7.1.2 What people have told us.....	16
7.1.3 What organisations have told us .....	17
7.1.4 Key issues and themes relevant to future library service provision .....	17
7.2 Health and Wellbeing.....	17
7.2.1 Need in the city .....	17
7.2.2 What People have told us .....	18
7.2.3 What organisations have told us .....	18
7.2.4 Key issues and themes relevant to future library service provision .....	18

7.3	Information and Digital.....	19
7.3.1	Need in the city.....	19
7.3.2	What People have told us.....	20
7.3.3	What organisations have told us.....	20
7.3.4	Key Issues and Themes relevant to future library service provision.....	20
7.4	Culture and Creativity.....	21
7.4.1	Need in the City.....	21
7.4.2	What People have told us.....	21
7.4.3	Key issues and findings relevant to future library service provision.....	22
7.5	Employment and Learning.....	22
7.5.1	Need in the city.....	22
7.5.2	What People have told us.....	23
7.5.3	What organisations have told us.....	23
7.5.4	Key issues and findings relevant to future library service provision.....	23
8.	Assessment of Need – Library Performance & Socio Economic Data.....	24
8.1	Library Catchment Areas.....	24
8.2	Active Users.....	25
8.3	Library Profiling.....	27
9.	Library service need rankings.....	27
9.1	Use.....	28
9.2	Need.....	29
9.3	Access (proximity to other libraries).....	30
9.4	Value for money.....	31
9.5	Overall ranking of need.....	31
10.	Outcomes.....	32
10.1	Meeting nationally determined outcomes.....	32
10.2	Meeting Nottingham’s outcomes.....	32
10.3	Gap Analysis.....	33
10.4	Transformation Work streams.....	35
11.	Proposals.....	35
12.	Phase 2 consultation on the Transformation & Proposals.....	36
	Appendix 1 - Proposed Transformation Plan and associated work streams.....	37

# The Next Chapter Phase 1 Executive Summary

## 1. Introduction

In March 2021, Nottingham City Council Library Service began a piece of work to help better understand what our communities require from a modern library service with the aim to set out a future transformation for the service. ‘The Next Chapter’ is a Library Needs Assessment (LNA) which is a review of library provision and need across the city. This report details the steps carried out in undertaking the Phase 1 review and presents the findings from the research and consultation that have been used to help set out a transformation plan for the library service.

Nottingham City Council is responsible for the city’s Library Service. There are 15 library buildings (Figure 1) and a range of library services that are offered across the city. These include Her Majesty’s Prison (HMP) Nottingham Library, Nottingham Performing Arts Library Service (NPALS), Bookstart, British Library Business IPC initiative and a Home Library Service, all making a unique and valued contribution to the cultural and social fabric of the city.

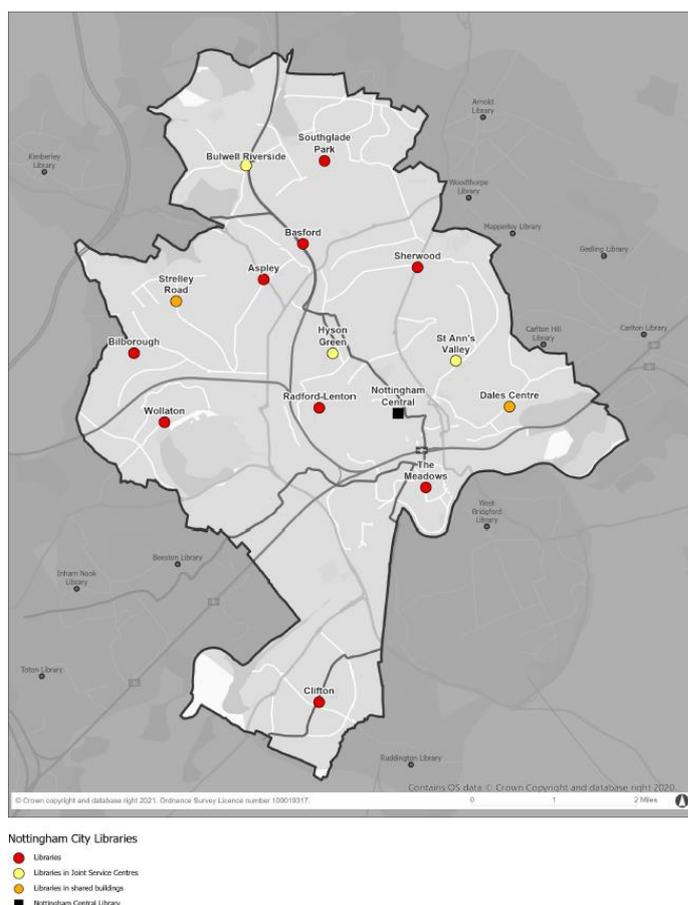


Fig 1. Nottingham City Library Service current provision

## 2. Background

There is strong recognition that public library services are more than just books and are a vital part of social infrastructure with the potential to support communities and individuals across a range of

priority areas including employment, education, literacy, digital inclusion, well-being, cultural engagement and equality, diversity and inclusion. Understanding this need helps to focus where and how library services should be delivered.

However, research shows that the way people use libraries are changing and the national picture has seen a decline in book issues. In the past 20 years to 2017, physical book loans in libraries decreased by 70%, and there has been a steady change to the way in which people access services and information generally aligned with economic, societal and technological changes.

Wider central and local government financial pressures, with competing resource allocation toward public health, and adult & children's social care has meant that there is no longer the same level of funding available for library services. Since 2009/10 there has been a nearly 30% decline in spend on libraries nationally. Total spending on libraries in Great Britain decreased by nearly £20m over the financial 2019/20 year, a reduction of 2.6% from 2018/19.

Looking ahead, public library services have tremendous potential to support individuals and communities across a range of local authority priority areas, many of which have been accelerated by the impact of the Covid-19 pandemic

With decreasing budgets and changes in consumer habits, library services are having to redesign services and find innovative ways to reduce costs while maintaining a quality service that meets with need. This position has been recognised by Nottingham Libraries resulting in the investment and prioritisation of this Needs Assessment work to inform a transformation programme for the Service.

## 2.1 Statutory considerations

Public libraries are a statutory service under the Public Libraries Museums Act 1964. The Act requires library authorities, like Nottingham City, to provide a "comprehensive and efficient service" for people who live, work or study within the authority area. However, the meaning of "comprehensive" and "efficient" are not defined and the legislation does not state a minimum number of libraries that must be provided.

A Ministerial letter quoting relevant High Court judgments in 2011 (London Borough of Brent and Gloucestershire County Council) and 2014 (Lincolnshire County Council), stated that the meaning of "comprehensive and efficient" is to be interpreted in the context of the availability of resources, and that a comprehensive service cannot mean that every resident lives close to a library. Moreover, the High Court has made it clear that a comprehensive and efficient service is, in itself, not an absolute concept, but rather must be understood in the context of the budget available.

In considering how best to deliver the statutory duty, each library authority is responsible for determining and for delivering a modern and efficient library service that meets the requirements and in making the required value judgements with regard to the needs assessment for its library service within the available resources.

## 3. Financial Context

Nottingham City Council continues to face a challenging financial situation and is required to make budget savings across all its services, this includes Nottingham City Libraries.

In response to the Council's Non Statutory Review, a Recovery & Improvement Plan has been developed by the Council to ensure long term financial sustainability. It is recognised that savings delivered through transformation will play a key role.

A set of principles has been formed that provide the guiderails for reviewing and re-designing council services, giving a clear set of criteria for decisions on transformation investment and resourcing. These principles have been considered in the formulation of the transformation programme for the library service:

- We design our services with residents and communities, rather than holding the power ourselves
- We act in ways which build on individual, family and community strengths rather than starting with what needs a council service can fill
- We take a whole family approach, seeing and understanding people in the round rather than through a particular service's view
- We join up our interactions in order to streamline them and provide more holistic support
- We reduce the variation in how we do things, rationalising our systems and standardising, simplifying, digitising and automating our processes wherever appropriate
- We promote diversity in our experience, ethnicity, sexuality, health, disability, and ways we think at every level
- We deploy our staff more flexibly, to enable us to focus on our priorities and move at pace
- We will be smaller and more streamlined.

Whilst the Recovery and Improvement Plan is set at a strategic and organisational level, the Library Needs Assessment has had to be framed within this context. There is a need for the Library Service to achieve greater efficiency and value for money while importantly still protecting a service that is statutory and the proposal set out in the this report form part of the next wave of transformation.

## 4. Consultation and Research Methodology

### 4.1 Needs assessment

Any redesign of the library service must be based on need and the local situation. The 'Libraries Deliver: Ambition for Public Libraries in England 2016-2021' document emphasises the need for local authorities to think long-term and strategically about their library service and do this in consultation with their communities.

This needs assessment provides a locally devised framework to describe the relative need for library provision across the city in terms of demographic need, library location and library use and will support the identification of a library transformation programme which ensures that reduced resources are prioritised to meet greatest need.

It sets out the city's current library service provision and service offer and considers how well it is reaching its resident population. It also considers the cost efficiency of the city's libraries and initial public views on current library provision, including preferences for possible new library service delivery models.

We have been guided by the principles from the Department for Digital, Culture, Media and Sport (DCMS) good practice toolkit and examples from across the sector to design and carryout the needs assessment and explore options for future service delivery.

## 4.2 Purpose of the research and consultation

The aim of the research was to provide an evidence base to explore the effects that changes to the service may have on people's library usage and develop options that allow the Council to continue to provide a viable and comprehensive service to the population of Nottingham. The information gathered provides:

- A picture of what the local community looks like now, is expected to become, and its needs
- Local context including demonstrating the role of libraries in contributing to national, local and partner goals
- A baseline to evaluate the impact and outcomes of future programmes and projects
- Proposals for a library service provision in Nottingham City

Within this overall aim, the research objectives were to:

- Consult with both users and non-users of
- Gain feedback from as many people who live, work and study in Nottingham as possible
- Gather high quality, robust evidence
- Gather in-depth qualitative evidence
- Explore current service usage, offer and potential options for future service delivery
- Ensure responses were received from users of all library sites across Nottingham City

The review covered the 3 joint service centres, Bulwell Riverside, Hyson Green Library at Mary Potter Centre and St Ann's Valley Library, the 11 community libraries; Aspley, Basford, Bilborough, Clifton, Dales Centre, The Meadows, Radford-Lenton, Sherwood, Southglade Park, Strelley Road and Wollaton, alongside the a new Central Library which is currently under development.

This first phase of consultation has taken the findings from the research and consultation to develop a transformation plan and proposals to create a sustainable and modern library service. These proposals will be consulted on as part of Phase 2 of the review. The feedback from Phase 2 will be used to inform the decision that the Council will take regarding what the future library service will look like for Nottingham.

## 4.3 Primary Research

The Council commissioned Activist Group, as specialists in engagement, research and advice on library services, to provide independent support working in collaboration with the Council's project team.

Activist's work covers the engagement and primary research element of the project, exploring and analysing the views, ideas and aspirations of the people and organisations who live, work and study in the city.

In their work, they have sought to identify a wide range of perspectives on the library service, its ambitions, and peoples' ideas for the future, and presented their findings for inclusion in this report. Activist have been an important part of the process in providing tools and models to assist in the analysis and development of interventions for the service and importantly providing independent challenge to the options put forward.

Five main methods have been used for gathering people's views:

- An online survey, available to all members of the public.
- Interviews with key Council stakeholders and library service partners.
- Focus groups with users and non-users.

- Partner workshops with library service partner organisations.
- Staff workshops with a cross-section of library service staff.

These different methods have generated a wealth of views, experiences, ideas and suggestions which together, present a rounded picture of the library service's role in serving the people who live, work and study in the city.

It is important to note that those who feel strongest about the library service are likely to be over-represented among those that we have engaged with. Equally, it was found that those with a passionate interest in libraries were a rich source of views and ideas that have underlined the importance of the library service's role in Nottingham. The approach to each method is summarised below.

#### 4.3.1 Online survey

An online public survey was undertaken, hosted by the Council using Snap Surveys. This was aimed at all citizens and organisations living in Nottingham. The public were invited to share their thoughts on the city's library service; its priorities and ideas for what could change in the future. The survey was designed to take no more than 15 minutes to complete and was available online and was widely publicised via the Council's communication channels and in each library. It was launched on Tuesday 4th May and was closed on Friday 11th June.

1,673 survey returns were received. This figure represents a high and positive response in comparison to other library authorities who have recently undertaken similar work and given the fact that this was conducted during the covid pandemic.

#### 4.3.2 Interviews

The Service conducted 11 interviews with key library stakeholders, including Council officers, library staff, managers, elected Members, library partners and representatives of the voluntary, education and creative sectors in Nottingham. Their practical knowledge and experience was invaluable.

#### 4.3.3 Focus groups

Two focus groups took place involving 13 service users and six members of the public who were not recent users of the service. These were tailored to reflect the time people could realistically be expected to spare us and deliberately designed to explore the perspectives of both library service users and non-users in the city.

#### 4.3.4 Partner workshops

Three workshops were conducted with key library partners, including representatives of the voluntary, education and creative sector in Nottingham, as identified by the Council's project team. Participants were invited to share their views, and the views of their networks

#### 4.3.5 Staff workshops

A planned workshop took place with the service's Leadership Team. Participants were able to share their views, and the views of their colleagues, by email post-meeting. The same workshop plan was then used to conduct two further workshops with a representative cross-section of other library staff.

## 4.4 Secondary research

A wide range of data and information from a variety of sources has been collated and considered to support assessments of need, usage and value for money and to identify demographic characteristics for different areas in Nottingham. This evidence-based approach ensures that the council addresses legal requirements to carry out a robust assessment of need, an assessment of value and considers the impact of any proposed changes to future library services. These assessments, along with the primary research, have underpinned the development of the consultation proposals.

Decisions on the selection of relevant datasets and the approach to analysing and applying data have had a bearing on the development of proposals and the weighting of factors has been apportioned to align with the aims of the review in respect of need, financial context and use of services.

### 4.4.1 Socio economic data and data mapping

Profiles for Nottingham City have been used to provide an overview of areas including indicators of deprivation levels in library catchment populations including factors relating to education, health and employment to gather and analyse information about our city's population. Index of Multiple Deprivation (IMD) domains have been selected based on those we feel are relevant to the library offer and which are aligned with the Libraries Universal Offer (UO). These have been used to create a localities vulnerability index, relative to library catchments.

Supported by the Council's GIS Team, an assessment of need for library services in different areas of the city has been carried out by mapping various measures of need, using standard statistical geographies as well as library catchments, to analyse differences in relative need. The need measures have been selected to address statutory considerations as well as the new transformation outcomes set for the Libraries Service, and also the different levels of population in different parts of the city.

Data from library user records as well as national census datasets have been used, where possible, to build an understanding of library customers and Nottingham city residents in different library catchments.

Access considerations have been analysed including levels of car ownership, as well as public and community transport links, walking distances and times and alternative library provision.

### 4.4.2 Library Catchment and Mapping

Although library catchments probably extend beyond the city's boundaries in some areas, we have not mapped outside of Nottingham city to any library catchment, in order to focus our assessments on the needs and impacts on Nottingham residents. Similarly, we have not considered libraries outside of the city – some city residents will use libraries in other authorities, but we have not mapped this usage.

The mapping of catchments has been used to understand the communities served by different libraries. Having assigned a group of Super Output Areas (SOAs) to a library catchment, and mapped various datasets at SOA level, we have been able to assess levels of need for catchments served by libraries, analyse the demographics and understand patterns of library use within each catchment.

### 4.4.3 Library management information and finance information

Information from the Library Management System has been assessed to understand usage and activity patterns across the network. Demographic profiles of library active users and library catchment populations have been assessed along and the need for different types of library services in different areas has also been considered using relative levels of current usage.

A library user has been defined as a registered member of the Libraries Service who has used a library either for borrowing activity, or they have booked a computer in the library in the 12 months 2019/20 (pre pandemic figures).

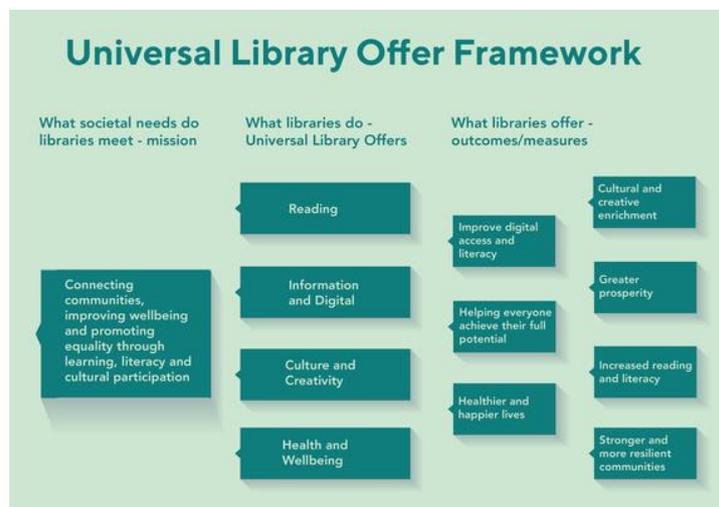
The relative value for money of current libraries has been analysed through a range of usage measures, as well as the development of unit costs for current libraries.

### 4.4.4 Desk based research

Research across the library sector provides valuable case studies from authorities undergoing similar reviews and provides examples of best practice and ideas for Nottingham to explore and apply to our own setting and services.

## 5. Libraries Connected Universal Offer

Nottingham City Library Services are provided under the banner of the Universal Offer (UO) framework which is used to guide the service offer in libraries. The Universal Library Offers library services were first developed in 2013 by the Society of Chief Librarians, now Libraries Connected, and revised in 2019, to demonstrate the power of public libraries to enrich the lives of individuals and their communities. The aim of the universal offer is to connect communities, improve wellbeing and promote equality through learning, literacy and cultural activity. Two of the offers (Reading, and Health and Wellbeing) are delivered in partnership with The Reading Agency.



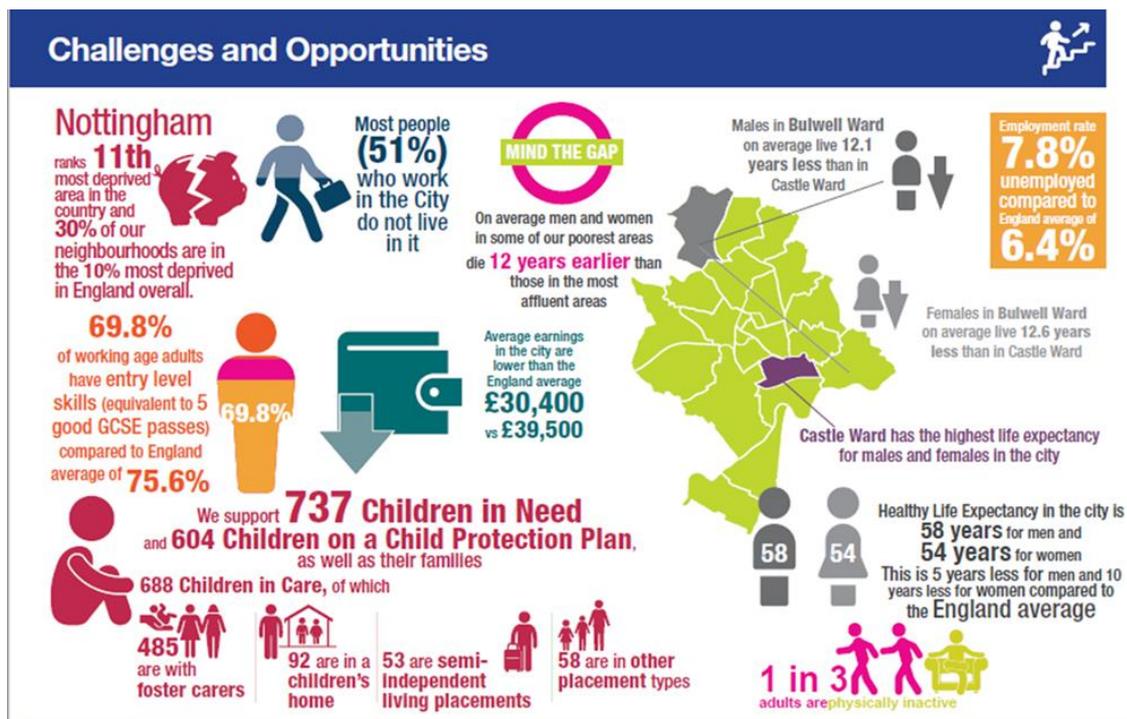
Keeping in line with the focus for the service, the report sets out the findings from the needs analysis under the universal offer themes of Reading, Information and Digital, Culture and Creativity and Health and Wellbeing. For the purpose of this review we have added a fifth theme to the four key offers to more effectively cover the contribution of libraries to Employment and Skills.

## 6. Phase 1 Findings

The report presents a picture of Nottingham, its needs and the position of Nottingham City Library Service and other providers in helping to support those needs. The findings are informed by a combination of primary and secondary research methods that have been used to develop future delivery options for the service that will be taken forward in to Phase 2 of this review.

### 6.1 About Nottingham

The infographic presented in the Council's revised Strategic Council Plan 2020-2023 provides an overview of the challenges and opportunities for the City:



## Challenges and Opportunities

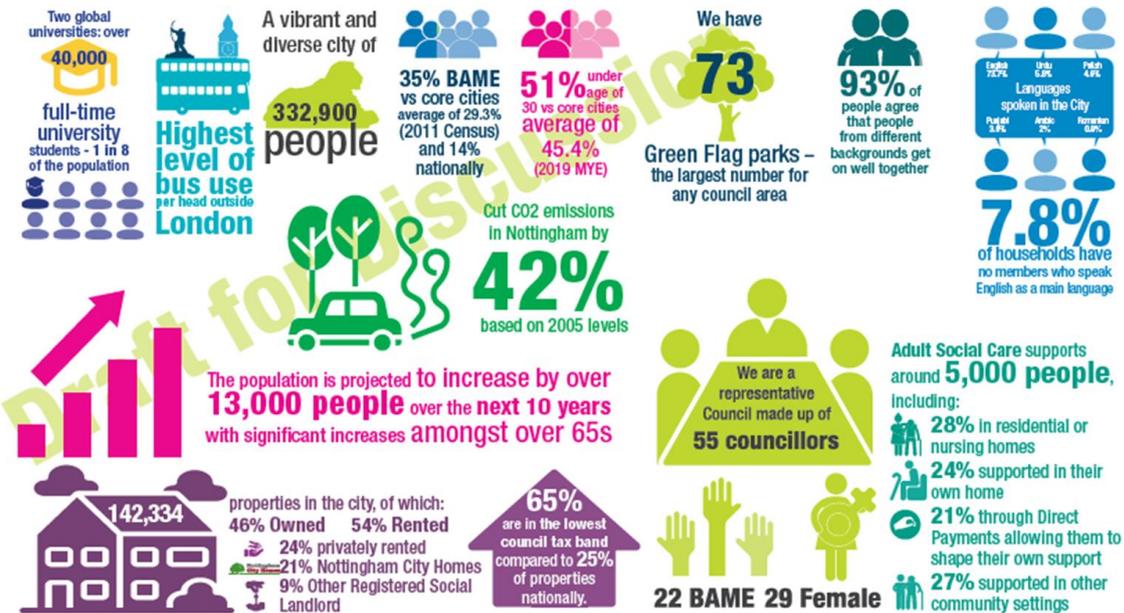


Figure 2 – NCC Strategic Council Plan – challenges and opportunities

### 6.2 Nottingham City Libraries

During 2019/20, users made over 880,711 physical visits to libraries and borrowed over 602,800 books, audio books and multi-media items. As well as borrowing books, people accessed public computers with Internet and free WiFi (over 203,700 computer hours and 462,900 WiFi hours) and 89,863 attendances were recorded from people accessing a variety of activities and events such as homework clubs, job clubs, business advice and reading challenges. Many people also accessed online library services such as borrowing e-books and accessing subscription websites with 40,785 eBooks, eAudio, eMagazines and eNewspapers borrowed.

The library service offers a wide range of services that are planned within the libraries universal offer framework aimed at helping to support people and improve the places where people live.

Library profiles have been created for all individual libraries with details of performance, usage, activities and running costs. Some of the information from the profiles is set out below showing the changes in usage patterns over the past 5 years (Figure 3). Whilst 2020-21 has been included it is recognised that this does not form part of the overall trend relating to physical visits and issues however, it is important to illustrate the dramatic change in new ways of accessing resources during the pandemic. The overall trend shows a decline in physical visits and issues of 15% over the past 4 years in Nottingham prior to the pandemic which mirrors the national picture.

The overall trend of decline in use of libraries across the country suggest this may be down to a number of reasons including budget cuts, the digital shift, and the failure to modernise. No one factors is regarded as dominant, and in Nottingham other local factors may also apply



Fig 3: Nottingham City Library Trends 2015/16 – 2020/21

The CIPFA Public Library Users Survey is the leading tool for understanding user attitudes to libraries across the UK. It has a database of hundreds of libraries to draw from, and allows library services to review their own situation and to measure it against local, regional and national comparators. NCC submits figures annually against a number of indicators to help benchmark the service against other authorities, view trends over time and obtain evidence to guide the future development of libraries.

National figures provided by CIPFA from 2006/7-2016/17 confirmed a continued trend of declining library use, reporting how total issues (including books, audio-visual and other) and total visits had declined by 38% and 28% respectively over the last 10 years.

Key indicators from 2019/20 CIPFA data comparing Nottingham with 12 other library authorities highlight the following:

- The average number of library service points in Nottingham City's 'nearest neighbours' comparator group is 18, whereas the city has 15 libraries
- Nottingham's provision is around average, at 5 library 'service points' per 100,000 population
- Nottingham is in the top quartile nationally for number of active borrowers per 1000 population suggesting that the service engages well with the population when compared to other authorities
- Nottingham had 3.8% of 'worked hours' provided by volunteers in 2019-20 compared to an average of 4.0%.
- Usage of electronic workstations / Public Computers in Nottingham City is in the top quartile nationally, with 612 hours used per 1,000 population compared to an average 333 hours.

- Total Book Issues is significantly below the national picture with 1,638 per 1,000 populations, compared to 2,482.
- Total revenue expenditure per 1,000 populations is a key cost indicator. Nottingham comes out as being at the higher end of the comparison, which suggests that it should compare its costs to other authorities to see if there are any ways it could learn from their approaches.

### 6.2.1 Cost Indicators

A value for money exercise has taken place as part of the review looking at the cost efficiency of the service. This has been in comparison at local level across the network and against national comparator indicators of similar library authorities.

Cost Indicators	Nottingham	Average (nearest neighbours)
Cost per visit	£6	£5
Revenue expenditure...	£16,606	£11,894
Net expenditure per 1000 population	£15,262	£11,430
Total staff / 100,000 population	30	21

*Table 2: CIPFA cost comparator indicators with 'nearest neighbour' library authorities*

CIPFA data shows that expenditure for the service is higher than comparators across a number of indicators. Recent changes to the staffing structure for the service has seen in a reduction in total staff down from 29.6 to 26 / 1000 population. Employee expenditure accounts for 54% of the budget compared to 55% average amongst 'nearest neighbour' library authorities.

Cost per visitor has been selected as this includes all people using the service, not those just borrowing books. Cost per visitor is also above average placing Nottingham second highest amongst its 12 comparators. At local level, Radford Lenton is significantly above average cost per visit at £7.50 compared to £6.00 average locally.

The net expenditure per 1000 population sees Nottingham above average and second highest in its comparator group. In addition to day to day running costs, there is further investment needed across the network to maintain the library buildings. Information from the Council's buildings condition surveys report that an estimated £320,000 needs to be spent to improve library buildings to a safe and modern standard.

### 6.2.2 What people have told us about using our library service:

As well as the performance data collected, the feedback from the Phase 1 public consultation has been considered in developing future plans for the service. Patterns of use and behaviours were highlighted from the survey:

- **Around two thirds of participants (68%) had visited a library at least once a month** pre-pandemic - 30% said they visited once a month. 28% said they visited a few times a year
- The most popular reason amongst participants for not visiting a library or using library services was because they were able to use other facilities instead (44%)

- **Central Library (60%) was the library that had been visited or used by most participants**, with the next 4 most visited or used libraries by participants being Wollaton (19%); Sherwood (18%); Bulwell (14%), and Hyson Green (13%)
- **Central Library (40%) was also the most preferred library amongst participants**, with the next 4 most preferred libraries being Sherwood (12%); Wollaton (11%); Bulwell (7%), and Basford, Dales Centre and Hyson Green (all 4% each).
- Participants' top reason for preferring a particular library was it being close to their home (62%)
- Almost half of question respondents made a special trip when visiting the library (48%), with over a third combining a visit with doing shopping (41%)
- **The most popular method of travel to a library was by foot (59%)**, with the next 4 most popular reasons being bus (33%); car (27%); tram (9%), and cycle (8%)

As part of the public survey, respondents were asked their views on possible options for the delivery of the library services based on examples adopted by other local authorities. Respondents were asked whether they liked or disliked a number of options. The feedback is set out in Table 3 below:

Suggested delivery models asked about in the survey	Like a lot/little	Neither	Dislike a lot/little
Have fewer but better quality libraries	24%	20%	55%
Provide greater use of online services	46%	38%	17%
Have libraries which are managed and run by local community organisations and volunteers	27%	29%	45%
Share the library with other community buildings in your local areas or with other public services	55%	26%	19%
Charge for some of the services offered in libraries	20%	32%	49%
Have unstaffed access to library buildings at any time of day using an access card	27%	18%	56%
Keep the current number of libraries open but with reduced opening hours	21%	21%	25%
Reduce the current number of libraries but increase their opening hours	18%	19%	64%
Have a library service managed by a charitable trust or another local authority	20%	38%	44%

*Table 3: Survey responses to delivery models*

Some of the key responses that stood out included a dislike of fewer, better quality libraries but a more positive response to greater use of online services and the shared use of community buildings. This question was asked to gauge opinion and not designed to arrive at a definitive answer. All the information from the primary and secondary research has been used in the assessment to help develop the future outcomes for the service. Assessment of need based on the theme of the Libraries Universal Offer is summarised in the next section.

## 7. Assessment of Need – Universal Offer Themes

The summary findings have been set out under the research headings of the Universal Offer themes. It includes information gathered in the desk based research to understand need in the city, feedback from survey respondents and organisations have told us. Key themes and findings from each theme have been drawn from the information collected

## 7.1 Reading

---

*'To build a literate and confident society by developing, delivering and promoting creative reading activities in libraries'*

---

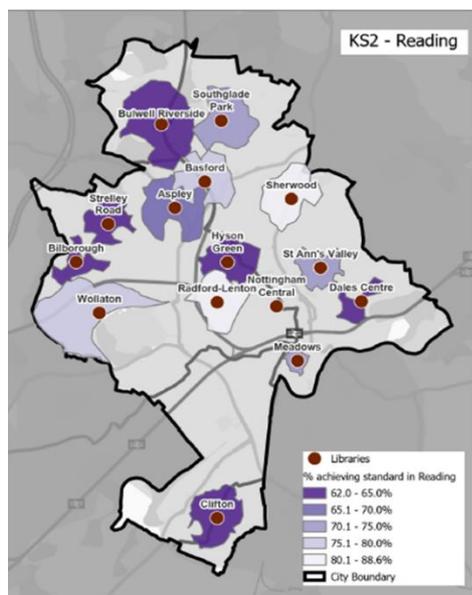


Fig 4: Key Stage 2 reading standards in Nottingham City

### 7.1.1 Need in the City

- Within the Reading offer the library service has lending resources events and activities to engage citizens with reading for pleasure and the associated benefits.
- In addition, the library service works in partnership with organisations across the city and wider to support, improve and deliver reading and literacy outcomes
- But the data shows that the socio-economic position of the residents is the greater issue in reading and literacy levels
- **Pupils reading standard being below average** in comparison to writing and maths at KS2 with significant variations across the city between the least and more affluent areas.
- Events and activities don't make a significant impact to book issues
- The highest demographic of active borrowers are within the 18- 64 age group mirrored with adult non- fiction being the biggest lending area of stock

### 7.1.2 What people have told us

- Participants' **top reason for visiting a library was to borrow books** for themselves or someone else (83%) and the most popular activity when using NCC libraries was to borrow books or audiobooks (92%).
- Just over a quarter of participants plan to enjoy more good books as part of any post-pandemic lifestyle changes (28%)

### 7.1.3 What organisations have told us

- There are clear lifelong literacy challenges across Nottingham
- There are also lifelong education and basic skills challenges affecting the Nottingham workforce
- The library service is viewed positively, but there is the potential and willingness to do more and to work even closer with partners
- It is perceived that the library service's activities and events programme helps draw more people into the libraries.
- There is a clear, strong need for quiet study and reading space for Nottingham residents of all ages

### 7.1.4 Key issues and themes relevant to future library service provision

- Providing a diverse selection of books, ebooks and other reading materials continues to be a core function of the library service offer and is highly valued by Nottingham residents.
- However, there may be a benefit to reducing the levels of physical stock (fewer books, but better focused) in order to explore the potential for different uses of space in library buildings. Reductions in physical stock could be offset by more investment in online materials and ebook stock.
- There is an opportunity for the library service to work even more closely with other Council services and external partner organisations on targeted projects that deliver shared outcomes and improvements for Nottingham residents.

## 7.2 Health and Wellbeing

---

*'To support the health and wellbeing of local people and communities through services that inform, engage and connect'*

---

### 7.2.1 Need in the city

- The Health Profile for the city shows many indicators of health are significantly worse for Nottingham than the England average
- Nottingham has **high levels of many of the risk factors that can contribute to poor mental wellbeing** which, for adults, includes deprivation, unemployment, long term illness and financial vulnerability and for children it includes education attainment, those not in education, employment or training and children in poverty
- **Deprivation and poor health at every age are linked.** With the exception of the student dominated 16-24 age group, health in Nottingham is worse than the national average in each age group. **The health and well-being of children (0-5 years) in Nottingham is also generally worse than the England average.**
- With more than a third of Nottingham's children aged 0-4 years living in low income families they are particularly susceptible to economic and social deprivation
- **Health inequalities in Nottingham are stark**, with life expectancy varying by up to ten years between neighbourhoods, reflecting the different life experiences of Nottingham's communities
- Poverty and inequality have a devastating impact on people's health.

- The pandemic has had a damaging impact on people's sense of isolation and their mental health.
- Libraries provide highly valued social glue: they are important free social spaces providing links within the community.
- Libraries can collaborate with public health to deliver early intervention.

### 7.2.2 What People have told us

- During the pandemic, participants generally perceive that their ability to get help from their community has stayed the same (63%), with 20% saying this has got better and 17% saying this has got worse.
- Participants generally perceive that their physical health has stayed the same (46%) or got worse (42%) during the pandemic.
- **Participants generally perceive that their mental health has got worse (59%)** during the pandemic, possibly linked to their feelings of being in out of touch with family and friends
- Participants plan to spend more time socialising (40%), getting fitter or healthier (40%) and spending more time outdoors (34%) as part of any post-pandemic lifestyle changes
- **Almost three quarters of participants are satisfied with the local area they live in (72%),** compared with those who are dissatisfied (14%),
- Participants consider **the top issue affecting their area to be a lack of things for young people to do (34%),** with the next 4 top issues being clean air, pollution or carbon reduction (28%); crime and/or personal safety issues (27%); lack of community facilities (26%), and a poor choice of shops (26%).

### 7.2.3 What organisations have told us

- There is the potential for the library service to work more closely with Public Health
- There are clear lifelong public health challenges across Nottingham.
- **The library service, and library buildings, play a significant role in supporting people with health challenges,** such as social isolation, or supporting those with dementia. The library service's role as a communal meeting space is highly valued by Nottingham residents, where they are viewed as 'non-threatening', 'trusted', 'safe spaces'.
- **Library service staff are trusted** and 'seen as someone you can talk to if you have a problem'.
- **The library service plays a key role in signposting** residents with questions to other services or sources of information.
- There is evidence of passion and energy amongst some library service staff to do something non-traditional in terms of a service offer that could help local residents.
- There is an opportunity for the Council, and its services (including the library service), **to be more creative in its engagement with non-traditional users.**
- Library staff possess specialist skills that weren't fully utilised to their full potential during the Council's Covid response.
- The Council is occasionally perceived as being overly 'paternalistic' in its relationship with Nottingham residents. Its future role could be explored, including the opportunity for it to be more 'enabling', setting residents up to 'do it more for themselves'.

### 7.2.4 Key issues and themes relevant to future library service provision

- **There is a clear opportunity to work more closely with Public Health** to address the lifelong public health challenges affecting Nottingham residents.



### 7.3.2 What People have told us

- The majority of participants have experienced no changes in their ability to find information due to the pandemic (60%), although it should be of concern that for a significant minority (20%) this has worsened and it would be worth exploring further why this is the case and how the library service might help address this.
- Respondents generally plan to complete the following activities **more often or always online in the future: finding out information** (95%); asking for advice or help (69%); accessing public services (70%), and banking (79%).
- Respondents generally plan to **complete the following activities in person** (i.e. rarely online or never online) in the future: shop for food (68%); shop for clothes (53%); read books & other materials (71%); attend an event, education or training course (65%), and meeting family or friends (82%).
- 30% of respondents do plan to access books & materials online in the future.
- Just under half of participants have accessed library services online during the pandemic (47%), compared with 53% who haven't.
- **Just over half of participants are likely to access library services online in future (51%).** This suggests an increased need for putting more resources on line.

### 7.3.3 What organisations have told us

- **Digital, or 'tech', poverty is a significant issue in pockets across the City.** Whilst it is recognised (and commendable) that some thousands of devices were distributed by the Council during lockdown giving many more people IT access, there is still significant work to be done in order to alleviate this substantial problem that is affecting many Nottingham residents.
- There is a perception that a purely online service offer can exclude, or 'alienate' people. **There is a need for a hybrid 'phygital' (physical meets digital) offer.**
- The 'click and collect' service is considered popular and seems to be working well. Nottingham residents would like to see this continued.
- There is a clear need for physical spaces in the community to freely access IT
- Linked to the tech poverty theme, whilst many residents may have access to smart phones, they may not have access to other devices, limiting their ability to access certain public services.
- **Some residents require IT training and support** in order to access tech and online resources (such as learning how to use ebooks). It has been suggested that the library service's current approach to offering IT support and online service could be reviewed and enhanced.
- **There is an opportunity to do more to maximise the potential of self-service technology in libraries** and aspire to much higher usage rates. This, in turn, would free up library staff time currently spent on transactional tasks to provide more personal support to local residents.
- The impact of the pandemic high-street is not yet fully known. How society will respond, high-street consumer footfall, residents' appetite for accessing public buildings, and the future demand and use of physical communal spaces.

### 7.3.4 Key Issues and Themes relevant to future library service provision

- **There is a clear role for the library service in helping to address 'tech poverty' and digital exclusion in Nottingham,** providing free access to PCs, Wi-Fi and IT training. This could be improved by working more closely with other Council services and partners on targeted projects that deliver shared outcomes and improvements for Nottingham residents.

- **Libraries, and library staff, play a key role in signposting Nottingham residents to information and providing advice.** They offer a first ‘port of call’ for residents who are unsure about how to access public services and employment support, such as browsing online vacancies or completing a job application process
- Opportunity to explore making more use of technology e.g. Technology Enabled Opening (TEO) and increasing take-up of self-service checkout.

## 7.4 Culture and Creativity

---

*‘To enable local communities to access and participate in a variety of quality and diverse arts and cultural experiences through local libraries’*

---

### 7.4.1 Need in the City

- Nottingham City is within the top 10% of creative Cities across cities in the UK.
- Nottingham’s strategic framework evidences culture as an essential part of the city’s arsenal to improve quality of life for all our citizens and attract new investment which will help shape everyone’s future
- Data around cultural activity and engagement in the city is fragmented. National data reflects creative, economic and talent pathway growth within the cultural sector. Local data has limited availability to reflect accessibility, diversity and retention.
- National data reflects the primary and secondary impact of culture but identifies some implications for Nottingham City’s demographics.
- There are more than 2,300 registered creative and digital businesses in Nottinghamshire, mainly concentrated in the city
- Key culture organisations are predominantly in the city centre requiring travel to locations or outreach work
- Outreach work focuses on engagement with school settings rather than community or service related engagement
- Apart from the NAE based in Hyson Green arts organisations are under-represented by the diverse Nottingham population
- The citizen survey identified that Radford, castle, hyson green and arboretum citizens are happy with the range of events. These wards have Primary, NAE, Nottingham Castle, The Arboretum and forest ground events. Linked to the data above they reach a diverse audience. Aspley, Bilborough, Bulwell, Basford all have **higher levels of dissatisfaction with the range of events in their areas – these areas are also linked to high level of disadvantage.**

### 7.4.2 What People have told us

- **95%** (1,348 people) of question respondents said they **visited the city centre to access culture and the arts pre-pandemic**, with 26% (370 people) saying they stayed within their local area to access these amenities.
- While the most popular activity encouraging participants to use a library was to borrow books or audio books (75%), the next 4 most popular reasons were attending a learning activity for adults (49%); a social activity for adults (40%); a community group meeting in a

library meeting room (38%), and to view printed, manuscript or microfilm reference sources, including local history material (36%).

- Participants' top reason for visiting a library was to borrow books for themselves or someone else (83%), with the next 4 most popular reasons being for pleasure/relaxation, or in connection with personal interests (50%); to attend an activity or event (32%); to get information that I/we need in my/our day-to-day life (25%), and to explore local/family history (13%).

#### 7.4.3 Key issues and findings relevant to future library service provision

- There is widespread appetite among culture, education and community partners for a central library which offers an 'experiential' programme focused on children and young people's creativity but the library service needs to work with partners to clarify and agree a vision for the library.
- Cultural participation across the city is variable and libraries should do more to engage new/under-represented audiences, working with cultural, education and community partners.
- Cultural partners value libraries for programmable spaces and libraries should position themselves as the key community resource for events and activities.

## 7.5 Employment and Learning

---

*To enable people to realise their potential by accessing advice and learning that aids their employment prospects and job skills'*

---

### 7.5.1 Need in the city

- Educational attainment across the city, at both Key Stage 2 & Key Stage 4, is significantly different between the more deprived and the more affluent areas
- In relation, to Library catchment areas, there are significant variations across wards with Bilborough, and Strelley both having over 40% of the working age population without any qualifications
- The patterns of income and employment deprivation are similar, with 31% of LSOAs are in the worst 10% nationally, and just over half are in the worst 20%.
- **40,700 Nottingham City children live in families where no adults work** or where those who are in work earn an income low enough to receive tax credits. **This is equivalent to 58.5% of children compared to rates of 43.8% in Greater Nottingham and 37.4% in England.**
- Just under a third of City LSOAs rank within the worst 10% of the country for Education, Skills and Training Deprivation
- Employment for residents in the city is at risk due to impact of COVID and on working patterns of the employed.
- In the most deprived quartile of neighbourhoods just 28% of residents can work from home compared to 44% of residents in the least deprived quartile of neighbourhoods.
- A university city which nevertheless has comparatively low levels of educational attainment in city, concentrated in poorest wards.
- Libraries provide a range of learning and employment support as part of wide range of provision across the City.

- Provision across the city is disjointed, poorly understood and partners believe that libraries could play an important role in communicating and signposting on what's on offer and are keen to work with the library service to reach communities.
- Indications that there is a lack of awareness of learning and classes on offer in libraries (even among users). 50% 'Didn't Know' in survey.

#### 7.5.2 What People have told us

- Participants generally perceive that their employment situation has stayed the same (62%) or got worse (26%) during the pandemic, with just 13% reporting an improvement in their circumstances.
- Participants generally perceive that their education situation has stayed the same (70%) or got worse (23%) during the pandemic, with just 8% reporting an improvement in their circumstances
- These responses reflect the wider concerns and uncertainties across the country about the longer-term impact of the pandemic on job prospects and learning. **A quarter of respondents to each question reported that their employment or education situation had worsened**

#### 7.5.3 What organisations have told us

- **There is rising unemployment in pockets around Nottingham.** Post-pandemic, there is an emerging retraining and/or upskilling need for Nottingham's workforce, considering the impact on hospitality and industry jobs, as well as those working in industries that are unable to work from home.
- **There is also a clear need for residents to access lifelong learning, education opportunities and training courses** within Nottingham, with the potential for the library service to work more closely with other Council services and partners to deliver targeted projects that deliver shared outcomes and improvements for Nottingham residents.
- There is the potential, and willingness for the library service to work more closely with the two Nottingham Universities and academic partners to deliver shared outcomes.
- As previously mentioned in Section 5, the format for learning and training courses offered by the library service could be reviewed, given the experience of home-bound service users and those less inclined or able to travel to a branch library setting.
- The library service plays a key role in helping job seekers requiring IT support, or lacking basic IT skills, with access to free IT. Library staff also play a key role in signposting residents to information sources elsewhere, such as Jobseekers support; the Business & IP Centre, and Nottingham university services.
- Whilst library staff themselves are seen as helpful, the information they have available to offer is not always in the best format for residents. Particularly for those residents who first language isn't English, **so there is a need to develop resources for Nottingham's diverse communities.**

#### 7.5.4 Key issues and findings relevant to future library service provision

- There is perception that there is rising unemployment in pockets across Nottingham. The existing need for access to lifelong training and upskilling opportunities across the city has been exacerbated by the impact of Covid on employment and education circumstances.
- Based on feedback we received, there appears to be an opportunity for new learning and training course formats to be explored and there are partners keen to work with the library service to help extend learning opportunities.

- **Library staff are a trusted signpost for information and support**, playing a key role in helping those requiring **free IT access to employment and education information**. They support residents with navigating various processes, such as job applications, applying for support or exploring information online, all of which are needs that have been exacerbated by Covid and the necessary closure of public buildings.
- There is reportedly a clear ongoing need for access to English language skills and information in non-English languages to fully reflect the first languages of many in Nottingham's diverse communities.

## 8. Assessment of Need – Library Performance & Socio Economic Data

This section presents findings using the data from the Library Management System and population data about Nottingham residents

### 8.1 Library Catchment Areas

For the purposes of the needs assessment, library catchment areas have been defined based on the registered site of active library users, those users who have returned or borrowed books or used a public computer within the last 12 months (during the period April 2019 – March 2020) using data captured from Nottingham City's Library Management System.

The analysis has taken into account that that a new central library still remains a strategic priority for the council and is will continue to play a key role for library provision overall for the city

The maps in Figure 6 shows library catchments based on 50% and 80% of active users.

**Library Catchments based on 50% and 80% of active Library users | 2019-20**

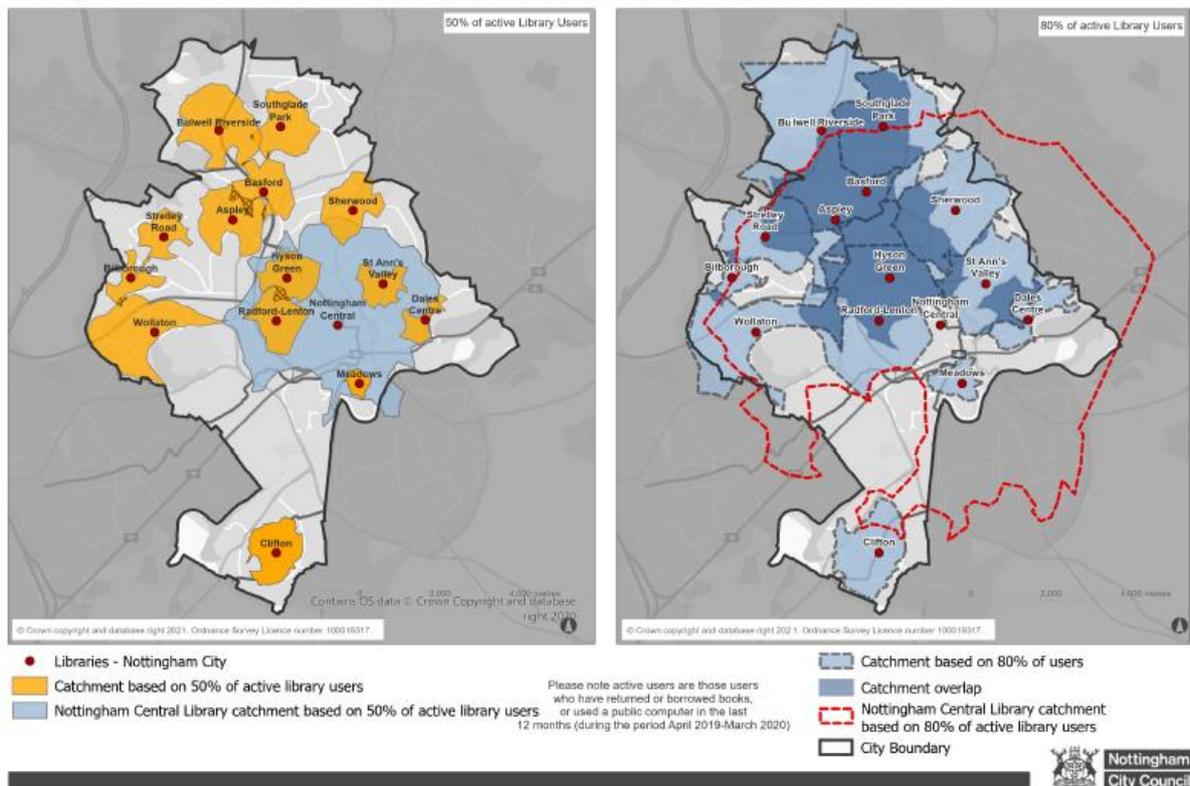


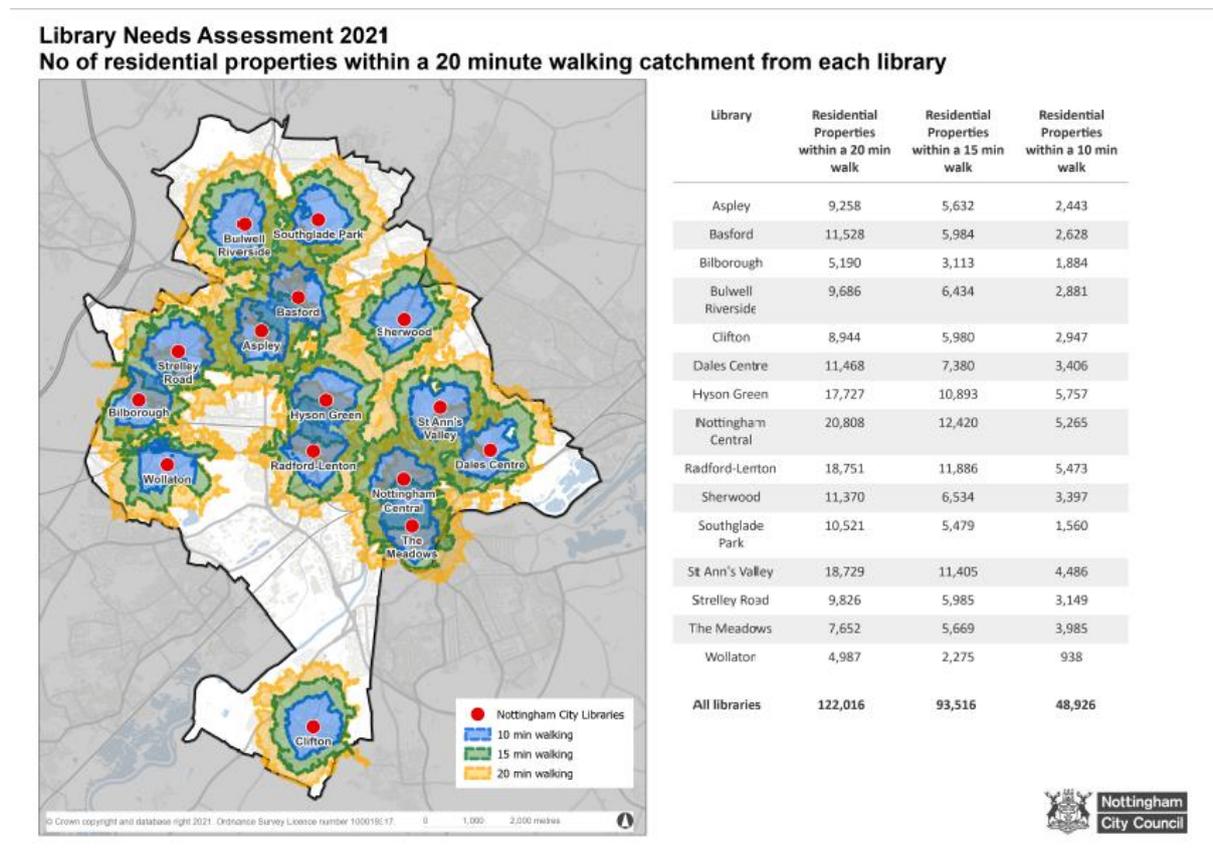
Figure 6 Library Catchments

The largest catchment area is for Central Library. Central Library’s catchment, based on 80% of active users, includes most of the city, for 50% of active users Central Library catchment overlaps with Meadows, Dales, St Ann’s Valley, Radford-Lenton and Hyson Green.

For community libraries, based on 50% of active users overlap can be seen in the crosshatch areas between Radford-Lenton and Hyson Green and between Basford and Aspley libraries.

Based on 80% of users, there is a greater degree of catchment overlap around the centre and north of the city where there are several libraries within close proximity of each other.

There are 146,426 residential properties in the city. Current provision shows that 83% of the city’s residential household are within a 1 mile (approx. 20 min) walking catchment of a library. Outlined below shows the number of households that fall within each library catchment and highlights the more densely populated areas within the catchments.



## 8.2 Active Users

There are 49,277 active users using the city’s libraries. Table 3 below shows total number of active users registered at each library ranked in order of the least to most number of active members.

Library	Total Active Users 2019-2020 (order least to most)
Basford	896
Radford-Lenton	898
Bilborough	1,386
Southglade Park	1,517
Meadows	1,648

Strelley Road	2,259
Dales	2,494
Aspley	2,498
Clifton	2,529
St Ann's Valley	2,565
Sherwood	2,575
Wollaton	2,942
Hyson Green	3,434
Bulwell Riverside	4,719
Nottingham Central	16,917
<b>TOTAL</b>	<b>49,277</b>

Table 3 Number of active library users registered at each library

When looking at catchments and active users we need to understand the relationship between the where library users registered the libraries they use. Table 4 below shows the distribution of use across the network and which libraries our users are borrowing from.

		CHECKOUT LIBRARY FOR BORROWING ITEMS																
Which library are users borrowing from (rows)		ASPLEY	BASFORD	BILBOROUGH	BULWELL	CLIFTON	DALES	HYSON GREEN	MEADOWS	CENTRAL	RADFORD-LENTON	SHERWOOD	SOUTHGLADE	ST ANNS	STRELLEY RD	WOLLATON	COUNTY	TOTAL
USERS REGISTERED LIBRARY	Aspley	54%	2%	2%	4%	1%	1%	4%	0%	8%	0%	1%	1%	1%	14%	1%	7%	1588
	Basford	4%	50%	0%	9%	0%	0%	5%	0%	9%	1%	5%	3%	2%	2%	1%	8%	682
	Bilborough	2%	0%	55%	3%	1%	0%	1%	0%	8%	1%	1%	1%	1%	12%	6%	9%	930
	Bulwell Riverside	2%	3%	1%	64%	1%	0%	1%	1%	9%	0%	1%	3%	1%	3%	1%	10%	2511
	Clifton	1%	0%	0%	0%	76%	0%	0%	0%	6%	0%	0%	0%	0%	0%	0%	14%	1524
	Dales	0%	0%	0%	1%	0%	64%	1%	1%	10%	1%	1%	0%	5%	0%	0%	14%	1656
	Hyson Green	2%	1%	1%	2%	1%	1%	63%	1%	13%	3%	3%	1%	2%	3%	2%	4%	1705
	Meadows	0%	0%	0%	1%	3%	1%	0%	70%	10%	1%	0%	0%	2%	1%	0%	9%	875
	Central	1%	1%	1%	2%	2%	2%	3%	1%	47%	1%	5%	1%	3%	1%	3%	28%	8845
	Radford Lenton	2%	0%	1%	1%	1%	1%	10%	2%	17%	48%	2%	1%	2%	3%	4%	8%	600
	Sherwood	1%	1%	0%	1%	0%	1%	2%	0%	12%	0%	59%	1%	1%	1%	1%	19%	2164
	Southglade	1%	2%	0%	5%	1%	0%	1%	0%	4%	0%	2%	65%	1%	2%	1%	15%	980
	St Anns Valley	1%	1%	1%	2%	1%	3%	2%	0%	13%	0%	1%	1%	66%	1%	0%	8%	1103
	Strelley Road	3%	0%	4%	3%	0%	0%	1%	0%	4%	0%	0%	0%	1%	78%	1%	3%	1342
	Wollaton	1%	0%	1%	0%	1%	0%	1%	0%	7%	1%	1%	0%	0%	1%	69%	16%	2682

KEY: Registered site use      Second most used      Third most used

Table 4: Which libraries are our users borrowing from?

The proportion of active library users, who use their registered site library exclusively, is an indicator of the relative need of that particular library for its local population. This indicator varies across libraries and reveals patterns of local customer behaviours that may be attributable to a range of factors including geographical isolation, ease of access to transport as well as the quality of local library service provision.

For more isolated sites, such as Clifton in the south of the city, where the next nearest library falls outside the 20 min walking catchment, we can see that a high proportion of its use is from users who registered at that library (76%). For areas where there is more overlap or where newer libraries exist we can see the distribution is more spread out. At Bilborough Library for example, 55% of its registered users use Bilborough, with 12% using the new Strelley Library. In comparison, only 4% of users registered at Strelley Library use Bilborough.

Central Library is popular as an alternative choice and there is also high use for County libraries outside of the city boundary shown by the blue and green highlighted cells.

### 8.3 Library Profiling

Data collected from library users is limited in terms of demographic information that we could use to understand the representation of active users in comparison to our city's population. The age breakdown of users is shown in figure 7

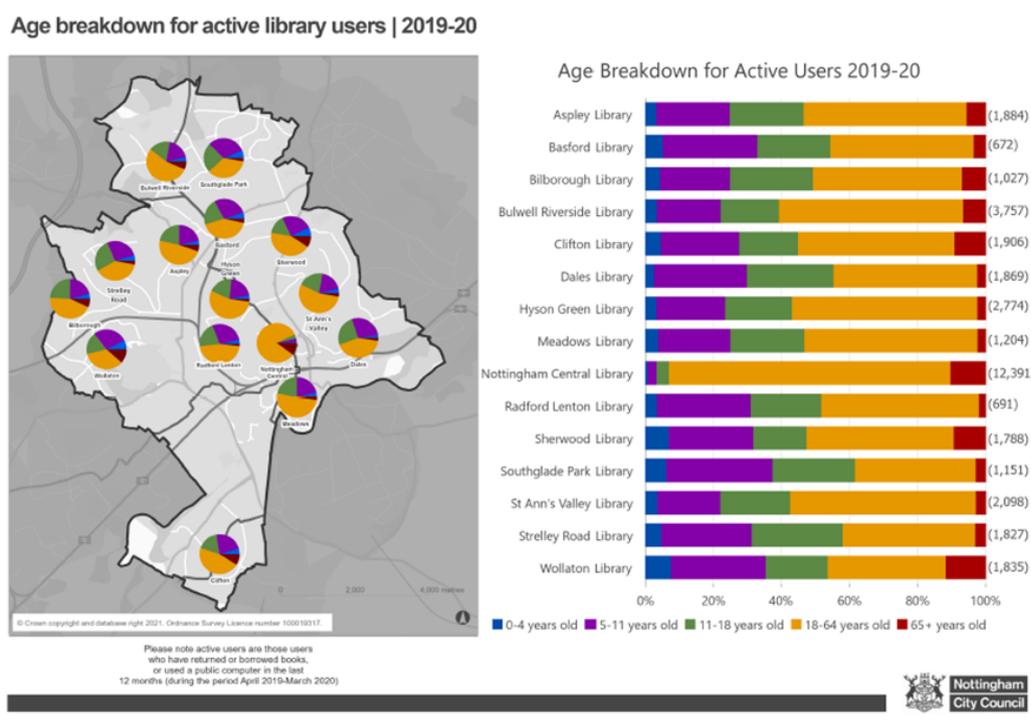


Figure 7 Library Use by age group

## 9. Library service need rankings

As highlighted in the introduction, in the absence of a methodology that measures absolute level of need for a library in the context of statutory duty, an authority must make a value judgement with regard to assessing need for its library services.

This assessment identifies four characteristics of library use and demographic make-up that indicate different aspects of local community need for libraries and which, in combination with cost factors, build a picture of the overall relative need for each of the 14 community libraries across the Nottingham City libraries network. The 4 characteristics used are:

- Use of the library (visits, issues, PC take up and use by registered users)
- Need (Vulnerability Index)
- Access to a library (access time by foot, by car and car ownership)
- Value for money (Net Expenditure, Cost/visit/hours open/active user)

Each library has been ranked against the four characteristic. These ranking have then been brought together to produce an overall ranking of library need across the network.

The rankings within each characteristic have not been weighted.

## 9.1 Use

Library activity levels indicate the relative need of each library in terms of the extent to which a range of library services are used by the population. They provide a measure of the reach of each library.

The following library performance indicators have been used to provide a measure of participation at each library including:

1. Number of library visits
2. Number of active users (borrowers and computer users)
3. Number of library issues
4. PC take up of available hours
5. % borrowing at registered site

An overall ranking of libraries by library activity has been produced by combining the ranking scores for each area of library service provision. The ranking of library by use is shown in Table 5, with 1 being the least well used compared to other libraries across the network.

<b>Overall ranking</b>	<b>Total Use Ranking score (1-7)</b>	<b>Rank (1-14) with 1 being least well used</b>
Radford-Lenton	17	1
Bilborough	29	2
Basford	31	3
Southglade Park	38	4
Meadows	55	5
Aspley	48	6
Strelley Road	60	7
Clifton	61	8
Dales	62	9
St Ann's Valley	63	10
Hyson Green	65	11
Sherwood	68	12
Wollaton	76	13
Bulwell Riverside	77	14

*Table 5 Ranking of Community Libraries by use*

## 9.2 Need

The level of deprivation within each library's catchment population is an indicator of the local need to access services which improve health & wellbeing, literacy, learning, digital skills and employability.

Based on Indices of Multiple Deprivation (IMD) shown in Figure 8, Bulwell Riverside is located within the most deprived catchment with 9 out of the catchments 16 SOA's in the worst 10% nationally, this is followed by Strelley Road and St Ann's Valley being the next most deprived catchments.

Library catchments - Index of Multiple Deprivation 2019

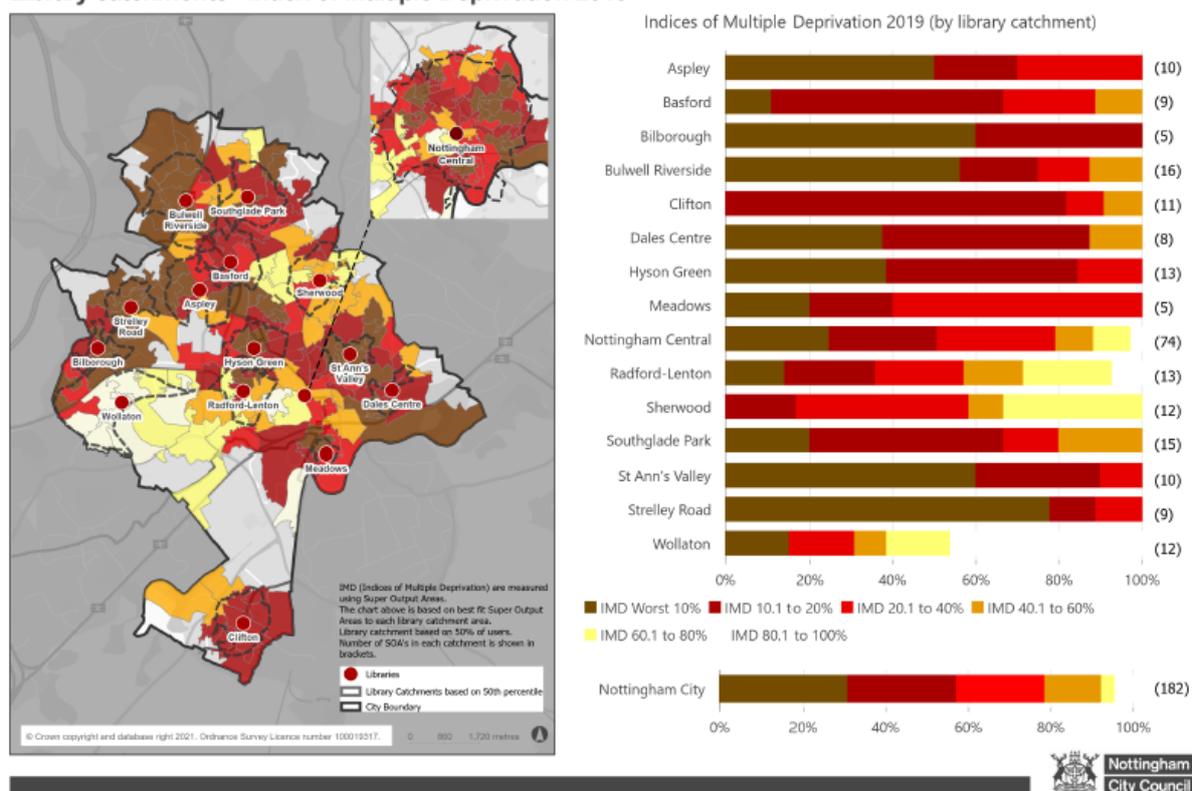


Figure 8 Library Catchments – Index of multiple deprivation

In order to rank the libraries by need we developed a Localities Vulnerability Index (VI), Table 6, based on the IMD domains that aligned with the libraries universal offer. The score across the chosen domains were ranked to give an overall rank of ranks. No weighting was applied to the domains chosen.

### Libraries - Vulnerabilities Locality Index

Library	Rank of Ranks	IMD Score	IDACI Score	IDOPI Score	% with no Qualifications Rank	% unemployed March 2020 Rank	% of Pupils obtaining Grades 9 to 4	% achieving standard Reading Rank	% of population aged 16-64 with a long term health problem Rank
St Ann's Valley	3.3	3	1	2	8	1	1	9	1
Bilborough	3.6	1	2	5	1	6	6	5	3
Strelley Road	4.0	2	3	7	2	3	9	4	2
Dales Centre	4.8	6	9	6	7	2	2	2	4
Bulwell Riverside	5.5	5	4	10	3	4	7	3	8
Hyson Green	6.6	4	10	1	12	5	10	6	5
Southglade Park	7.3	8	5	11	5	7	5	10	7
Aspley	7.6	7	7	8	6	9	8	7	9
Clifton	7.8	10	12	12	4	10	3	1	10
Meadows	7.8	9	6	4	9	8	12	8	6
Basford	9.5	11	8	9	10	11	4	12	11
Radford-Lenton	11.3	12	11	3	14	13	11	13	13
Sherwood	12.9	13	13	13	13	12	13	14	12
Wollaton	13.3	14	14	14	11	14	14	11	14

IMD Score, IDACI Score, IDOPI Score, % with no Qualifications, % Unemployed, % with a long term health problem

1=More deprived or a higher percentage of population with no Qualifications, unemployed or with a long term health problem

14=Less deprived or a lower percentage of population with no Qualifications, unemployed or with a long term health problem

(IDACI = deprivation affecting children, IDOPI = deprivation affecting old people)

Table 6 Vulnerabilities Locality Index

As shown by the IMD map, there are high levels of deprivation across the city and the VI ranking and assessment of need should be considered in this relative context.

### 9.3 Access (proximity to other libraries)

The proximity of each library to other libraries, both in distance and travel time, and the accessibility of alternative library service provision for its customers is an indicator of its relative isolation.

Table 7 below ranks libraries access by time to the nearest service point by foot, by car and includes a % of car ownership.

Access		
Library	Total Ranking Score	14 = poorest access
Bulwell Riverside	13	14
Clifton	13	13
Basford	19	12
Dales	19	11
Hyson Green	19	10
Southglade Park	20	9
St Ann's Valley	20	8
Bilborough	21	7
Radford-Lenton	22	6
Aspley	27	5
Sherwood	27	4
Meadows	29	3
Strelley Road	31	2
Wollaton	35	1

Table 7 Access to alternative library

## 9.4 Value for money

To meet its statutory duty the Council must deliver an efficient library service and will consider the cost efficiency of each library when designing its approach to transformation. In Table 8 libraries are ranked against a number of cost criteria including net expenditure, cost per visit, cost per opening hour and cost of improvements required. A library is seen to be performing well when it has a greater share of all libraries activity than its share of all libraries net expenditure.

VFM Assessment		
Library	Score	Is the library cost efficient? (1 being least cost efficient)
Hyson Green	16	1
Radford-Lenton	19	2
Basford	26	3
Aspley	28	4
Southglade Park	28	5
St Ann's Valley	31	6
Bilborough	38	7
Meadows	38	8
Wollaton	38	9
Bulwell Riverside	40	10
Clifton	40	11
Sherwood	57	12
Dales	60	13
Strelley Road	66	14

Table 8 Cost analysis ranking

## 9.5 Overall ranking of need

When all the 4 characteristics (use, need, access and VFM) are combined and weighted it gives an overall picture of relative need across the city, defined by each library catchment area. Table 9. The higher the ranking (14th) suggests that that library is not performing as well and is less needed compared to other libraries in the network.

	Use	Need	Access	VFM	Weighted
Library	Rank	Rank	Rank	Rank	Overall Rank (14 = least use/need)
Radford-Lenton	1	3	6	2	14
Basford	3	4	12	3	12
Aspley	6	7	5	4	11
Meadows	5	5	3	8	11
Sherwood	12	2	4	12	7

<b>Bilborough</b>	2	13	7	7	7
<b>Wollaton</b>	13	1	1	9	7
<b>Southglade Park</b>	4	8	9	5	7
<b>Hyson Green</b>	11	9	10	1	5
<b>Strelley Road</b>	7	12	2	14	4
<b>Clifton</b>	8	6	13	11	3
<b>Dales</b>	9	11	11	13	2
<b>St Ann's Valley</b>	10	14	8	6	2
<b>Bulwell Riverside</b>	14	10	14	10	1

*Weighting Applied: 35% on Use, 35% on Need, 20% on VFM and 10% on Access*

*Table 9 Overall ranking of libraries – need and cost*

## 10. Outcomes

### 10.1 Meeting nationally determined outcomes

In 2016 the national Libraries Taskforce published *Libraries Deliver: Ambition for Public Libraries in England 2016-2021* in which it sets out the strategic vision and commitment to public libraries in England. It recognises the challenging times that councils are facing in running Library Services and calls in radical thinking to protect frontline library services, acknowledging the need for councils to work in 'new and different ways' to 'thrive and not just survive'.

The Libraries Taskforce recognises that local libraries provide a unique 'cradle-to-grave service'. They offer significant reach into local communities and a cost-effective way of ensuring that people are connected to services they need when they need them – through library buildings, outreach services and online services.

To achieve these ambitions the Libraries Taskforce identifies seven outcomes that are critical to local individuals and communities and that library services should contribute to at a local level:

- cultural and creative enrichment
- increased reading and literacy
- improved digital access and literacy
- helping everyone achieve their full potential
- healthier and happier lives
- greater prosperity
- stronger, more resilient communities

Libraries Taskforce outcomes, aligned to the universal offer needs assessment have been used to help focus the transformation of Nottingham Library Service through its outcomes framework.

### 10.2 Meeting Nottingham's outcomes

As part of the needs assessment process, the library service has developed an outcomes framework for the transformation of the service over the next 3 years.

The outcomes have been identified from the needs of the city’s population and to support the delivery of council key priorities and transformation principles. These have helped to provide the focus for the transformation of the service and set the vision for a modern and sustainable library offer for the city.

Through this transformation process we will realise a vision which:

- **Connects** communities both physically and online
- **Provides** inclusive opportunities for citizens to realise their potential
- **Inspires** lifelong learning and new skills

The success of the transformation programme will be determined if, in 3-years’ time, the library service can say it has achieved the outcomes set out in Table 10:

No	Primary outcome	Secondary outcomes
1	Our library service is <b>plays a key role in bringing our communities together</b>	<ul style="list-style-type: none"> <li>• Our libraries is valued as a destination for communities to spend time, discover information and learn.</li> <li>• Our libraries are where people take part in a wide range of activities together and reduce social isolation.</li> <li>• Our libraries bring people together from across our communities to strengthen cohesion and celebrate diversity.</li> </ul>
2	Our library service is <b>championing literacy and learning</b> in the City	<ul style="list-style-type: none"> <li>• People are inspired to read more and share their love of reading.</li> <li>• The library service plays an active part in helping young people to read, write and learn.</li> <li>• People use the library service to improve their literacy and learn new skills to make the most of life.</li> </ul>
3	Our library service is <b>helping the City's economy to thrive</b>	<ul style="list-style-type: none"> <li>• Our libraries enhance our local shopping areas and public realm and the City Centre.</li> <li>• People are using the library service to fully engage with the digital world.</li> <li>• Libraries support businesses to thrive and help people into work and improve their skills for employment.</li> </ul>
4	Our library service is <b>efficient and cost-effective</b>	<ul style="list-style-type: none"> <li>• Our library resources are well located and sustainable.</li> <li>• The service is integrated and demonstrates measurable impact across shared outcomes with other services and partners.</li> <li>• The service has reduced its costs and the unit costs and impact of our library service compare well with other library services’.</li> <li>• We make use of technology to be efficient and focus our resources on supporting people.</li> <li>• We maximise the use of our workforce skills and resources.</li> </ul>

*Table 10 Outcomes Framework for Nottingham Library Service Transformation*

### 10.3 Gap Analysis

Having identified primary and secondary outcomes for the library service we have used a basic logic model to identify the activities and inputs that will be needed to move the service towards those outcomes.

Figure 9 illustrates the methodology we have followed:



Figure 9 Logic Model

We evaluated the current position of the service against each of the outcomes, identifying the gaps. The key points that emerged from the analysis can be summarised as:

#### Primary Outcome 1: Bringing communities together

- Reaching non-users: need to reach non-users and particular sections of the community.
- Planning events and activities: need more data on what people want; longer-term planning of higher quality events.
- Reducing barriers: need for fewer barriers to joining and using library services

#### Primary Outcome 2: Championing literacy and learning

- Improving participation in literacy and learning activities: need to address take up which is currently variable across geographical areas and with among partners.
- Increasing partnership working: need to develop and increase partnership working with education, health and other sectors to deliver shared outcomes for literacy and learning.

#### Primary Outcome 3: Helping the city's economy to thrive

- Revitalising library spaces: need to refurbish and adapt library interiors, creating more welcoming reception areas with less barriers and greater use of new technology; reviewing space available for shelving and activities.
- Engaging with partners: need to work more closely with council and other partners to review library locations and co-location.
- Improving the digital offer: need for a more flexible digital offer to reflect current and future needs: extend work with partners and volunteers to improve delivery of digital support.
- Increasing collaboration: need to collaborate more with partners to support the development of skills and employment, utilising library spaces and resources.

#### Primary Outcome 4: Efficiency and cost-effectiveness

- Rationalising the library network: need to review building location and how library services are delivered to better reflect current and anticipated patterns of use.
- Increasing partnership working: need for more collaborative and partnership working to make the best use of resources.

- Reviewing comparative costs: need for ongoing benchmarking of the service with comparable library services to identify areas where greater efficiency or reduced costs may be possible.
- Investing to deliver a transformed service: need to invest in new and updated technology; need to invest in workforce skills to enable staff to deliver a refocused service.

Continuing with the process, we produced a ‘long list’ of interventions that could help address each of the identified gaps which was then refined down into a ‘short list’

## 10.4 Transformation Work streams

The list interventions have been regrouped into work streams which together make up the transformation programme for the library service.

- Workstream 1: Bringing communities and individuals together to strengthen and celebrate diversity
- Workstream 2: Championing literacy and learning in the City
- Workstream 3: Contributing to the economic prosperity of the City’s communities and individuals
- Workstream 4: Delivering a service that is efficient cost-effective and sustainable: *Modernising and rationalising the library network*
- Workstream 5: Delivering a service that is efficient cost-effective and sustainable: *Making the most of technology*
- Workstream 6: Delivering a service that is efficient cost-effective and sustainable: *Building partnerships and collaboration*
- Workstream 7: Delivering a service that is efficient cost-effective and sustainable: *Making the most of people’s talents*

It is proposed that the first interventions to be actioned focus on Primary Outcome 4: Efficiency and Cost Effectiveness. This is detailed in section 11. However, the full transformation programme can be seen in Appendix 1

## 11. Proposals

The transformation plan for the library service sets out a programme of actions and interventions aimed at creating a modernised library service to meet the needs of Nottingham City residents as determined through the needs assessment.

The analysis of library management data, financial information and socio economic picture have highlighted where the service should focus its resources to help deliver a “comprehensive and efficient” service. As such, a set of proposals have been identified.

- **Modernising and rationalising the library network:** This looks at the buildings that have low usage and high costs with newer, more modern libraries located nearby. It also recognises that old traditional buildings will require significant investment to bring them up to a modern day standard and may not be fit for purpose to meet this future standard and need from the service.

- **Building partnerships and collaboration:** A collaborative community model which seeks to use shared spaces by services and partners with natural synergies. A council wide programme bringing this together with a strategic assessment will be essential.
- **Flexible and adaptable approach to working.** This will involve effective use of resources to better match libraries usage patterns and linking training and development alongside use of volunteers. This will also involve an outward focus for the service around marketing, advocacy and partnership development
- **Making the most of technology:** This explores the introduction of Technology Enabled Opening (TEO) to allow libraries to remain open at off peak times. This could also enable wider community use from partners looking for community venues. This will also include the shift in digital focus with development and growth of the website and on-line offer.

Based on the evidence provided, coupled with the financial pressures being experienced by Nottingham City Council, proposals are being put forward for consultation on changes to the Library network based on modernisation and rationalisation of the library network.

These are:

- Closure of Basford Library and Radford Lenton Library
- Closure of Aspley Library to the public to re-purpose as a distribution point for Home Library Service, Bookstart, NPALS and other outreach services

## 12. Phase 2 consultation on the Transformation & Proposals

Public consultation, as part of Phase 2, on the transformation and proposal is in the planning to take place over a 12-week period from January-May 2022. A full report on the needs assessment, giving further detail on this executive summary, will be available at the start of the consultation period.

The feedback from the phase 2 consultation will be used to inform the final decision that the Council will take regarding what the future library service will look like for Nottingham.

## Appendix 1 - Proposed Transformation Plan and associated work streams

Gap	Interventions With those considered a <b>priority</b> to pursue <b>highlighted bold</b>
<b>Primary Outcome 1: Bringing communities and individuals together to strengthen and celebrate diversity.</b>	
Reaching non-users: need to reach non-users and particular sections of the community	<ul style="list-style-type: none"> <li>• <b>Remodel the space and interiors in all libraries to create 'community lounges'</b></li> <li>• <b>Reconfigure space reducing book range and moving to 'click and collect' for more specialist books.</b></li> <li>• A charter for what people can expect in every library; upskilling staff accordingly</li> <li>• <b>Shared buildings in the right location</b></li> </ul>
Planning events and activities: need more data on what people want; longer-term planning of higher quality events.	<ul style="list-style-type: none"> <li>• <b>Expand and curate the programme of events and activities underway in each library to reflect need and demographics of their local area</b></li> <li>• <b>Collaborate with public health and other partners to increase well-being support and social prescribing.</b></li> <li>• <b>Embed early library use through a children &amp; young people offer at Central and across the network</b></li> <li>• Update children's activity programme across library network to align with new Central Library offer</li> <li>• Resourcing for staff to upskill</li> </ul>
Reducing barriers: need for fewer barriers to joining and using library services	<ul style="list-style-type: none"> <li>• <b>Launch recruitment programme to ensure volunteers reflect their local communities</b></li> <li>• Develop programming in each library to reflect need and demographics of their local area</li> <li>• Enhanced programme of cross-cultural activities to raise awareness and celebration of other cultures</li> <li>• <b>Launch rebranding and new communication strategy to engage under-represented groups</b></li> <li>• <b>Removal of fines and user charges</b></li> <li>• <b>Extend partnerships with community organisations to improve collaboration, sign-posting, cross-marketing (<i>both across network and locally-tailored</i>)</b></li> <li>• Identify gaps with non-users (part of marketing)</li> <li>• Targeting and promoted marketing</li> <li>• Ensuring partnership links into communities we don't currently reach; recognition of partners</li> </ul>

<b>Primary Outcome 2: Championing literacy and learning in the City</b>	
<p>Improving participation in literacy and learning activities: need to address take up which is currently variable across geographical areas and with among partners.</p>	<ul style="list-style-type: none"> <li>• Encourage the growth of book clubs and other literary events in libraries</li> <li>• <b>Develop major campaign to promote reading (bookshops, online, other partners e.g. UNESCO City of Literature)</b></li> <li>• Develop creative writing workshops and groups, e.g. through a Writer in Residence approach</li> <li>• <b>Refresh our offer make it relevant so people want to join book clubs and literary events in libraries e.g. Reading Friends, offer to ESOL groups, learners of English</b></li> <li>• <b>Attractive library spaces; we are stock heavy; streamline our stock; smaller but higher quality collections based on our research into what library users in that location want</b></li> <li>• <b>Improving click and collect offer; robust click and collect system to meet demand and requirements of it</b></li> <li>• Remove reservation charges for stock to improve choice for users</li> </ul>
<p>Increasing partnership working: need to develop and increase partnership working with education, health and other sectors to deliver shared outcomes for literacy and learning</p>	<ul style="list-style-type: none"> <li>• <b>Collaborate with partners to extend adult learning programmes, including in libraries in order to extend literacy and language skills development programmes</b></li> <li>• Extend literacy and language skills development programmes in libraries and other venues.</li> <li>• Review need and availability of ESOL training in communities across city.</li> <li>• <b>Need to revisit partnering with basic skills education sector</b></li> <li>• More partnerships e.g. Nottingham College, health partnerships to deliver life skills type courses</li> </ul>
<b>Primary Outcome 3: Contributing to the economic prosperity of the City's communities and individuals</b>	
<p>Revitalising library spaces: need to refurbish and adapt library interiors, creating more welcoming reception areas with less barriers and greater use of new technology; reviewing space available for shelving and activities.</p>	<ul style="list-style-type: none"> <li>• <b>Interior design and refurbishment of the library portfolio where not already done recently</b></li> <li>• Investigate and secure external funding to revitalise library space and improve the network</li> <li>• <b>Collaborate with property services to ensure future library locations are central to the future planning for communities (part of rationalising other services' facilities)</b></li> <li>• Use other facilities to promote library provision and access.</li> <li>• <b>Promote the central library as a core part of the city's offer and Broadmarsh development</b></li> <li>• Participate actively in business improvement district and promotion programmes to encourage local shopping.</li> <li>• <b>Design and marketing of libraries, visibility from the street</b></li> </ul>

<p>Engaging with partners: need to work more closely with council and other partners to review library locations and co-location.</p>	<ul style="list-style-type: none"> <li>• <b>Extended partnership - beyond delivery as well; diversity; ideas for what we can do beyond what we're already doing; extending our resourcing</b></li> <li>• Measurement of impact that feeds into the economic strategy</li> <li>• <b>Explore opportunities for further collaboration and integration with other services, e.g. employment advice and learning.</b></li> <li>• Marketing - through partners; posters; online - overcome limitations; more outreach</li> <li>• <b>How visible is the employment and business skills support package?</b></li> </ul>
<p>Improving the digital offer: need for a more flexible digital offer to reflect current and future needs: extend work with partners and volunteers to improve delivery of digital support.</p>	<ul style="list-style-type: none"> <li>• Grow the use of staff, volunteers and partner organisations to support the digital offer</li> <li>• <b>Expand the digital support and learning offer to library users of all ages including promoting the new children's digital offer in new central library and targeting those who are digitally excluded</b></li> <li>• Expand the availability of free access PCs and extend time allowed for each reservation.</li> <li>• Access funding to deliver projects to increase accessibility to devices and work with partners e.g. D2N2 and creative quarter to develop a more comprehensive digital model</li> <li>• <b>Review peoples' needs e.g. skills needed; possibly outdated already. Flexible approach. Future needs? Are we offering the right things for 1:1s - are we meeting future digital needs?</b></li> <li>• Intro of Wi-Fi printing [already underway]; increase our public PC estate - or develop tech offer - e.g. Wi-Fi printing, print your own from devices? Flexibility for user needs that have changed.</li> <li>• Whether we can provide access to digital storage.</li> <li>• <b>Entice people who don't see digital as relevant to them.</b></li> </ul>
<p>Increasing collaboration: need to collaborate more with partners to support the development of skills and employment, utilising library spaces and resources</p>	<ul style="list-style-type: none"> <li>• Collaboration across partners</li> <li>• Early engagement</li> <li>• <b>Facilitate partners to work in libraries offering support with job applications and interviews</b></li> <li>• Collaborate with partners to develop responsive support to new skills needs.</li> </ul>
<p><b>Primary Outcome 4: Efficiency and cost-effectiveness</b></p>	

<p>Rationalising the library network: need to review building location and how library services are delivered to better reflect current and anticipated patterns of use.</p>	<ul style="list-style-type: none"> <li>• Identify opportunities for co-location (in target areas) with other services and other partners</li> <li>• <b>Review the need for library sites that high operational costs and low performance and/or the potential for co-location or re-location</b></li> </ul>
<p>Increasing partnership working: need for more collaborative and partnership working to make the best use of resources.</p>	<ul style="list-style-type: none"> <li>• Sharing premises with other services;</li> <li>• <b>Partnership collaborations to provide efficiencies.</b></li> <li>• <b>Consideration needed for wider council agenda and role physical library space, resources and staff play in delivering quantitative and qualitative outcomes</b></li> <li>• Looking at areas in a wider cross-service way</li> </ul>
<p>Reviewing comparative costs: need for ongoing benchmarking of the service with comparable library services to identify areas where greater efficiency or reduced costs may be possible</p>	<ul style="list-style-type: none"> <li>• <b>Develop a sustained programme of comprehensive benchmarking of core library service inputs and outputs and revised practices and/or adjust budgets where this shows results are out of line with 'norm'</b></li> <li>• Introduce new outcome-based performance measures for newly focused library service.</li> <li>• <b>Explore opportunities for further collaboration with other library services e.g. similar to that in place for stock ordering/processing</b></li> <li>• Explore external grant funding</li> <li>• Donations and private fundraising e.g. 'Friends of library' group</li> <li>• Income generation, Room hire, Fees and charges, ticketing, commercial contracts for assets such as Local studies material, R&amp;D through audience reach</li> </ul>
<p>Investing to deliver a transformed service: need to invest in new and updated technology; need to invest in workforce skills to enable staff to deliver a refocused service.</p>	<ul style="list-style-type: none"> <li>• <b>Relaunch self-service (and improve RFID) to make it the norm, removing all service 'counters'</b></li> <li>• <b>Refocus staff time and skills away from transactional towards increased interaction with users</b></li> <li>• Increase, enhance, better package online presence and offer</li> <li>• <b>Pilot the introduction of technology enabled opening,</b></li> <li>• <b>Reduce/refocus the stock budget and invest more in on-line.</b></li> <li>• Review device loaning opportunities including internet access outside of libraries</li> <li>• <b>Invest in volunteer support programme to improve our service and range of activities</b></li> <li>• <b>Need to ensure continued skills development and upskilling especially when service offer changes</b></li> </ul>