

Report to Parliament on Public Library Matters

November 2004

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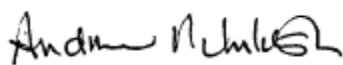
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Section 1: Introduction by Rt. Hon. Lord McIntosh of Haringey, Minister for Media and Heritage

- 1 I am pleased to have this opportunity to report to Parliament recent developments in the field of Public Libraries in England.
- 2 People use our public libraries for many purposes. For every new service or activity offered by libraries, there is a ready audience ranging from mothers and baby play sessions to older people learning about the wonders to be found on the worldwide web.
- 3 Libraries don't often hit the headlines. Yet, consistently, they feature among the local services most valued by people. Even those who do not use libraries would hate to see them lost. Indisputably, our libraries are part of our public consciousness and their value is greater than the sum of their parts.
- 4 Libraries are important to us as individuals and as members of communities. Whichever community we belong to, our local library should be able to provide for our recreational, learning, information, and social needs. Without for a moment neglecting the core purpose of libraries, which is books, a major theme of last year's first-ever national library strategy, Framework for the Future was the need to realise the potential of our libraries in a community context and much work has been done already towards this end.
- 5 I hope all those with an interest in our libraries will find here a flavour of the way work at a national level is developing towards helping public libraries meet the needs of 21st century users at both the community and individual levels. The work to achieve libraries' full potential continues.



Andrew McIntosh

November 2004

Section 2: Setting the Scene

"Medicine for the soul" – Inscription over the door of the library at Thebes.

- 6 There are some 3,600 public library service points in England representing possibly the greatest range and volume of services available to the public in this country. And the vast majority of them are free at the point of issue.
- 7 There were over 274m visits to English public libraries in 2002-03 and nearly 13 million of us (or over 1 in 4 of the English population) borrowed at least one library item in that year making up over 341m stock issues overall.
- 8 Libraries are becoming ever more adept at providing information on an ever-increasing range of subjects as evidenced by the nearly 49 million public enquiries fielded by library staff in 2002-03.
- 9 Some of our most vulnerable people are served by libraries. For example, there are over 95,000 housebound users of library services. The 149 English Library Authorities also service over 15 million institutions such as hospitals, prisons and senior citizens groups.
- 10 Public libraries cater for all ages. 90% of English library services operate the Bookstart scheme giving children from three months old their own library ticket and a start on the reading path. 95% of our libraries offer the Summer Reading Challenge or other holiday reading activities to maintain children's reading and learning momentum in those weeks spent away from a formal education environment. During term-time, 62% of our library services offer after-school study support.
- 11 Very nearly half of all parents use our libraries every week not only giving their children additional stimuli with their studies and enhancing the family bond, but also giving those parents their own lifelong learning opportunities.
- 12 The latest figures indicate that just over 30% of library users are aged 65 and over. In addition to their patronage of traditional services, senior users can both **use** targeted services such as information taster sessions and **contribute** their experiences through initiatives like oral history projects.
- 13 Public libraries are communities in microcosm, serving all ages, all classes and all peoples for the common good.
- 14 Other key public library facts are at Appendix 2.

Section 3: Providing “Comprehensive and Efficient” Public Library Services

Requirements of the Public Libraries and Museums Act 1964:

- 14 The Public Libraries and Museums Act 1964 is the legislation underpinning the statutory provision of public library services in England and Wales although the Department for Culture, Media and Sport’s locus is for libraries in England solely.
- 15 The Act requires library authorities – there are 149 in England - to provide services that are “comprehensive and efficient”. It is the Secretary of State’s statutory duty under the same act to superintend and to promote the improvement of those services generally.
- 16 Although the Act specifies some of the services that libraries must provide, for example, the free loan of books to people who live, work or study in an authority’s area – there is no precise definition of what constitutes a comprehensive and efficient service overall. However, the Secretary of State may require such information as she may see fit to satisfy herself that an authority is fulfilling its statutory obligations. DCMS, on the Secretary of State’s behalf may also intervene in an authority where it has concerns that an authority is in breach of the Act.
- 17 Grounds for concern might include a significant number of library closures within an authority where this did not appear to be part of a genuine strategic re-positioning of the service and where the library service appeared to be bearing a disproportionate share of necessary budget reductions across an authority.
- 18 The following framework has evolved to facilitate the discharge of DCMS statutory duty.

Annual Library Plans, Position Statements and the Public Library Standards:

Annual Library Plans:

- 19 Against the backdrop of the decline of some of England’s public library services, Annual Library Plans (ALPs) were introduced in 1998 to encourage improvement by the better planning of those services. All 149 English library authorities submitted ALPs that included information about their library service, along with reviews of past performance and forward strategies and targets.

- 20 The quality of the plans submitted by authorities improved markedly over the 4 year life of ALPs, reflecting the improvement in the planning of library services generally. It was also clear that ALPs had helped to raise the profile of library services within parent authorities. Eventually, ALPs were discontinued, their job done, towards the end of 2002 as part of the "freedoms and flexibilities" exercise primed by the Local Government White Paper.

Position Statements:

- 21 Annual Library Plans were succeeded for two years only by Position Statements. First submitted to DCMS in September 2003, Position Statements were streamlined documents with a narrower focus. In the new statements, authorities were asked to show how they were engaging with the Framework for the Future agenda (F4F - see paragraphs 15 to 21) in the first two years after that strategy's publication.
- 22 Those of the authorities who were "scored" as "excellent" overall, or "excellent" in leisure and libraries terms and "good" overall, in their Comprehensive Performance Assessment, were exempted from the position statement process under the "freedoms and flexibilities" arrangements. Similarly, those authorities that submitted a 2003 position statement assessed as "excellent" were exempted in 2004.
- 23 By the end of their life in September 2004, 6% of authorities had achieved an "excellent" assessment for their approach to meeting the F4F agenda and a further 81% were assessed as good.

Public Library Standards:

- 24 The Original Public Library Standards were introduced in April 2001 to add a performance element to the improvements in planning encouraged through the inception of Annual Library Plans and to help define what is meant by "comprehensive and efficient" under the Act. The standards are effectively a suite of targets against core library activities. They were set at the 1999-00 level of the library sector's upper quartile and all authorities were asked to reach at least that level by April 2004.
- 25 In accordance with a commitment given in the Framework for the Future document, the Public Library Standards were reviewed in 2003-04 to ensure that they do not impose an unreasonable administrative burden on local authorities to deliver quality services to meet local needs. Accordingly, the existing suite of 26 standards was cut down to a core of 10 with some added enhancements. The new standards, now known as the Public Library Service Standards, were introduced on 1 October 2004. A proposed public libraries Best Value Performance Indicator around compliance with the new Service Standards is being piloted currently. The service standards will continue to be developed. There has been criticism from some librarians that the revised standards should be stronger, for example on free access to the Internet. While having sympathy with that aim, we do not want to impose additional burdens on local authorities. Other standards will be amended as the quality

of data is improved.

- 26 DCMS, the Museums, Libraries and Archives Council, the Audit Commission, the Advisory Council on Libraries, the Society of Chief Librarians and other libraries sector colleagues are currently working on the development of impact measures. These are intended to further raise the profile of library services by highlighting the contribution that they make to corporate and national agendas in the context of the shared priorities of local and central government. Relevance to local needs will be ensured by the linking of measures drawn up by authorities to a community profile.

Section 4: Encouraging Improvement in Public Libraries:

Framework for the Future:

- 27 The early results from the Public Library Standards, together with the Audit Commission Report Building Better Library Services, confirmed what the Department had long suspected that, although there were many good library services across England, there were probably at least an equal number that were not fulfilling their full potential to be community hubs. There was also a widespread call from the library world for a vision statement from the centre.
- 28 Published in February 2003, the Framework for the Future strategic vision document was instigated by DCMS Ministers, but drawn up in conjunction with library sector colleagues and other key stakeholders. This was the first national public library strategy. The strategy examined obstacles to libraries reaching their full potential; identified activity areas in which they could play a particularly full role; identified examples of good practice and innovation and suggested ways in which libraries could change beneficially to provide better and more efficient services.
- 29 One of the major conclusions of "Framework" was that the fragmented nature of the libraries sector – 149 library services each being delivered by a different local authority – made it difficult for key messages from the national level to filter down to local services and for examples of good practice to be spread across authorities. There were also seen to be issues around leadership within the libraries sector and workforce development.
- 30 If issues like these could be addressed properly, libraries as a whole (instead of just the current good practitioners) were seen as having particular potential in the following three areas:
- The promotion of reading and informal learning;
 - giving access to digital skills and services including e-government; and
 - contributing measures to tackle social exclusion, build community identity and develop citizenship.
- 31 As illustrated by the good practice examples within the "Framework" document, some library services have already adopted some or all of these activities as part of their modern day mission. Other authorities who have not yet recognised the power of libraries to contribute positively to their communities or whose library services are not sufficiently geared to perform this role.
- 32 Following its publication, the Framework for the Future document aroused great interest and positive comment amongst library authorities and other interested parties. If brought to full fruition, the "Framework" could result in the delivery of an ambitious 11 point vision by 2013.

- 33 In September 2003, the Museums, Libraries, and Archives Council (MLA) was commissioned by DCMS to develop an Action Plan to help library services on the road to achieving the Framework vision.
- 34 MLA was launched in April 2000 as the strategic body working with and for museums, archives and libraries, tapping the potential for collaboration between them. The Council replaced the Museums and Galleries Commission (MGC) and the Library and Information Commission (LIC), and now includes archives within its portfolio.
- 35 The Action Plan was originally funded by DCMS with £3m over three years. In June 2004 DCMS announced that this would be supplemented by a libraries improvement programme with an additional £2m of DCMS funding over 2004-05 and 2005-06.
- 36 The strategic objectives within each Action Plan element are:

Building capacity to deliver transformation -

- Develop and promote the role and contribution of public libraries through a clear vision supported by effective advocacy and communication;
- build libraries capacity to improve through better quality of leadership and workforce skills;
- implement innovative solutions to achieve maximum impact from available resources; and
- achieve excellent planning and quality assurance systems to ensure sustained improvement.

Books, reading and learning –

- Promote literacy skills and an appetite for reading and learning.

Digital citizenship –

- Provide access to the services people need through effective use of ICT; and
- Contribute to achievement of e-government (UK online) targets for service take-up and audience engagement.

Community and civic values –

- Deliver an inclusive service that reflects and helps build cohesive communities; and
- provide library premises that meet the needs of 21st century communities.

- 37 The first year of the Action Plan largely centred around placing building blocks for further action both nationally and locally incorporating:
- Stronger partnerships between DCMS/MLA with key players like the Department for Education and Skills, the Improvement and Development Agency and the Local Government Association;
 - The commissioning of sectoral and other partners to produce elements of the Action Plan; and
 - the use of Framework for the Future material generally by library chiefs as the basis of their own future planning.
- 38 The following actions are about to start or are in their early stages:
- A library efficiency and procurement study is about to get underway. This will be a major piece of research looking at how the supply of books from author to customer could be better organised. It will cover procurement issues and look at ICT and other solutions. The study will also investigate wider possibilities for improvement in efficient running of library services – where does funding come from, how is it spent and it is spent as effectively as it could be. Are there efficiency measures which could take a realistic account of what libraries achieve.
 - A leadership skills and development programme to assist staff in all 149 English library authorities will be rolled out in 2005 and 2006;
 - The first part of a three stage public libraries strategic marketing project has been completed. It has developed a “heart of the community” theme which will be used for communication and advocacy in 2005; and will be complemented by market research about why younger people use or do not use libraries, and what their needs are.
 - With the successful completion of three successful pilot reviews, the first of twelve library peer reviews will commence shortly. The peer review programme, devised by the Museums, Libraries and Archives Council and the Improvement and Development Agency, will be supplemented by a DCMS funded improvement programme enabling improvement masterclasses on discrete library issues to be held for a greater number of authorities than it would be possible to review. These combined efforts will be focussed primarily on those authorities who, evidence suggests, are the ones most wanting or in need of help.

Working with Partners:

- 39 On its own, DCMS could not facilitate the kinds of improvements envisaged by “Framework for the Future” It must be for library authorities to make improvements towards delivering high quality services to achieve the vision and beyond. DCMS therefore works with a large number of bodies either connected directly with, or who are interested in, our public library services. The following is not an exhaustive list, but some of the Department’s major partners are:
- **The MLA;**

- **the Advisory Council on Libraries (ACL)** (see paragraph 28 and Appendix 1);
- **the Society of Chief Librarians** plays an important role in providing the DCMS with both the views and expertise of senior sectoral figures across a wide range of library issues, of senior figures. The Society is key to the “Framework” Action Plan process.
- **the Local Government Association** offers valuable advice on the wider concerns of local authority Members and an insight into the views of Members on issues such as the “Framework” strategy and the public library standards as well as improvement and efficiency matters generally;
- the formulation of the “Framework” strategy, has seen increasing dealings between the DCMS and the **Department for Education and Skills**. This has led to mutually beneficial results in initiatives areas such as the Bookstart and Surestart schemes and in encouraging public libraries’ in the areas of basic skills and informal learning generally;
- public Libraries are principally funded through the local government settlement administered by the **Office of the Deputy Prime Minister (ODPM)**. DCMS has had recent and fruitful dealings with ODPM colleagues on various issues around community buildings and improvement;
- **the Chartered Institute of Library and Information Professionals (CILIP)**. As a professional body, CILIP has been a key partner, particularly with workforce issues;
- DCMS has forged a good relationship with **The Reading Agency** on literacy and learning issues in the context of initiatives like “Framework”. The Agency has also facilitated valuable partnerships between libraries and other organisations such as publishers, the BBC and Arts & Business.
- DCMS has been glad for the expertise of the **Audit Commission** on general efficiency and value for money issues and on specific initiatives like the formulation of new public library standards and impact measures.
- for some time, DCMS has been working with the **Improvement and Development Agency (IDeA)** on generic local government cultural service improvement activities. The Department has therefore been pleased to see the growing involvement of the Agency on measures to improve library services such as the peer review element of the Framework for the Future Action Plan.

The Advisory Council on Libraries:

- 40 The ACL’s role under the Public Libraries and Museums Act 1964 is to advise the Secretary of State upon matters connected with the provision and use of library facilities as they think fit, and upon any questions referred to them by her. Appointments of Members to the Council are made by the Secretary of State. Fuller details of the ACL’s role and activities appear in its report to the Secretary of State (Appendix 1 to this report).

The Private Finance Initiative/Local Public Service Agreements:

Private Finance Initiative:

- 41 The Private Finance Initiative (PFI) is a form of Public Private Partnership. PFI projects are long-term contracts for services that include the provision of associated facilities or properties. Under the contract, the private sector will have responsibility for designing and constructing the building or facility and servicing it throughout the contract term. The public sector partner retains accountability for the main public services.
- 42 DCMS took over the responsibility for allocating PFI credits to cultural projects in 2000-01. To date, the Department has allocated £204m in credits for such projects. Within this sum the following authorities have received a credit allocation for projects that are wholly or partly public library based:
- Bournemouth Borough Council*
 - London Borough of Croydon
 - Borough of Telford & Wrekin
 - Liverpool City Council
 - Newcastle-Upon-Tyne City Council
 - Oldham Metropolitan District Council
 - Rochdale Metropolitan Borough Council
 - London Borough of Lewisham

* Bournemouth's credits were allocated by the (then) Department for the Environment and the Regions before the PFI cultural projects handover to DCMS.

Local Public Service Agreements:

- 43 Local Public Service Agreements (LPSAs) are "contracts" between Central Government and local authorities offering reward grants from Whitehall in exchange for improved performance, across a 3 year span, encouraging even better outcomes for local people than they might otherwise expect to achieve. Authorities also have the opportunity to request "freedoms and flexibilities" in the context of an LPSA.
- 44 A typical first generation LPSA had 12 targets across various a local authority's services. Many authorities included a libraries target within their LPSA usually around improvements leading to increased usage of the service. Since the introduction of LPSAs in 2000, authorities have earned the right to a figure of just over £10m for library targets, subject to their attainment, and enabling funding in excess of £1.5m.
- 45 A second generation of LPSAs was introduced earlier this year, which builds upon round one. Library services will be able to contribute to the agreements as part of cross-cutting themes reflecting outcomes in relation to an authority's corporate priorities.

Library Beacon Councils

46 In 2002-03 a theme within the Beacon authorities scheme was "libraries as a community resource". Eight library authorities were accorded Beacon status under this theme in recognition of their efforts to position their library services at the centre of community life. The library authorities were:

- London Borough of Barnet;
- Blackburn with Darwen Borough Council
- Leeds City Council
- Liverpool City Council
- Suffolk County Council
- Stockton-on-Tees Borough Council
- City of Sunderland Metropolitan District Council
- London Borough of Sutton

The People's Network

47 In May 1998 the Government published its response to the Library and Information Commission's report, *New Library: The People's Network*, which proposed the creation of a public libraries ICT network. The commitment was made that where practicable, all public libraries would be linked to the Internet. A significant step was made towards the realisation of this objective in 1999, when the New Opportunities Fund (now amalgamated with the Communities Fund to form the Big Lottery Fund) set aside funding for this.

48 The People's Network, the £120 million NOF (now Big Lottery Fund) funded programme was delivered on time and within budget by the MLA and NOF in partnership. £100 million funded the connection of all 4,200 public libraries in the UK to the Internet (90% with a fast broadband connection), providing over 24,000 additional terminals, £20 million funded ICT training for library staff to enable them to facilitate access for members of the public, and £50 million funded a digitisation of learning materials programme. The Big Lottery Fund has also provided an extra £500,000 in this financial year to upgrade the services provided through the People's Network. The People's Network has made a major contribution to the Government's target of universal Internet access for UK citizens by 2005.

49 Early research, in England, suggested the positive benefits of the People's Network included:

- The People's Network in England made 44m internet hours available last year, and 11.7m user sessions were recorded.
- 26% of people who used the People's Network last year in authorities where it is not a requirement to be a member of the library to use the PN, went on to join their library.

- 23,600 people say they have started a formal education course.
 - 62,400 people report gaining a new skill.
 - 105,600 IT training sessions were run in public libraries in the last year.
 - 8,000 users have found new jobs.
 - 20,000 people have been able to keep in touch with their families.
 - 20,500 have made new friends.
 - 52,500 people have used the People's Network for activities supporting their local community.
 - 13,500 people have started a new hobby.
- 50 People's Network development in England over the next eighteen months will focus on the implementation of a new People's Network Service that will provide access to:
- A 24 hour, 365 days a year online enquiry service
 - E-Government services
 - Learning resources created for the People's Network
 - Online reader services

Libraries Education Projects

- 51 The Books, Reading and Learning section of the *Framework for the Future* action plan outlines a series of plans to develop partnerships with the education sector and to improve the delivery of educational services in general and also to specific target groups. When the Framework action plan started some funding was given to existing projects that required additional support either for their core activities or to add an extra dimension to their work. For example, funding went into developing a website for the Summer Reading Challenge. Also, funding was given to Creative Partnerships to establish libraries as key partners in the programme.
- 52 Libraries have an important role in the wider cultural sector. Demos were funded to research "creativity, libraries and reading". Their report illustrated how libraries, by providing free access to reading a unique and important role in the development of a creative nation.
- 53 Working with partners, DCMS is working to maximise the full potential of reading through a series of national offers that are being developed around five key markets. The national offer for each of these markets will be the

minimum level of service provision that every single library in the country can provide. Alongside the national offer will be a framework which demonstrates how libraries can build on their existing service levels. Many libraries are already operating at the higher levels of provision, this framework will help bring others up to their optimum level.

- 54 For **early years children**, the Bookstart programme is already provided in 90% of library services, after being set up by Sainsbury's in 1992, DCMS took on the funding under *Framework for the Future* and recently has negotiated with the Sure Start Unit to continue the funding. Continued funding has been recently announced allowing the programme to expand to provide free books for every child when they are 9 months, 18 months and 3 years old. This is achieved through the work of the public library service and is supported through additional services such as access to books and specific sessions for under 5's. Currently 96% of library services offer story and rhyme times for under fives (LISU). Closer links between libraries and children's centres are a vital part of library development
- 55 For **school age children**, public libraries offer significant resources to support both their formal education but also to support a love of reading. Homework clubs are an excellent service run by 62% of library services (LISU). The Summer Reading Challenge aims to encourage children to read books and learn throughout the long summer holidays. In 2003, 600,000 children took part, and provisional figures suggest 700,000 participants in 2004.
- 56 Staff in public libraries can play an important role in building children's love of reading and DfES is working with The Reading Agency to ensure we make sure librarians' skills and resources feed into the work of schools. We are working to support public libraries' reading for enjoyment work and encouraging greater collaboration between schools and public libraries.
- 57 DfES have supported The Reading Agency's Chatterbooks and summer reading challenge programmes. Chatterbooks is a reading group scheme for children in public libraries for 4-12 year olds. DfES funding will: extend the scheme to further library authorities; provide support packs for library staff; and provide training for the library staff running the groups. The Reading Rollercoaster summer reading challenge aims to inspire 4-11 year old children and encourage them to read books throughout the school summer holidays. Our funding has enabled a free starter pack of invitation bookmarks for children to be produced and supports the creation of an 'Enjoying Reading' kit. This support kit will support library staff to develop more effective partnerships with schools.
- 58 For **young people**, work has been done on a report entitled Fulfilling their potential which will shape the national offer. Currently, 53% of library services run events and activities for young people (aged from 13) (LISU). This work aims to provide the following services to young people:
- The library as *the space* in the community for young people
 - Inspiring relevant reading including creative reading activities

- The chance to get involved and shape the library service
 - The library as the place to participate in the wider community and in democracy
 - The library as the independent place for information and study support
- 59 For **adult learners**, public libraries are a logical first choice for information, they also offer a welcoming environment without obvious ties to the formal education sector for people who have been put off learning through previous experiences. There are national initiatives to encourage informal learning in libraries and to increase partnerships with the education sector. Adults with literacy needs are particularly important to support, the Vital Link is a national project aiming to increase the supply of books for adults with literacy needs and to develop a partnership approach to supporting learners. Some research is currently underway to map the whole picture of adult learning through libraries and help shape the national offer.
- 60 For **adult readers**, the library offers the perfect place in the community to support their reading. Not only are there free books, but wider activities around reader development and reading for pleasure mean that the experience of reading is enriched. Partnership working is key to this agenda, work is being carried out with the main publishers and also organisations such as the BBC. This partnership will enable libraries to get involved in major BBC campaigns, both around learning (next year there will be a literacy campaign) and in general, such as 'people's history' and 'gardening'. This will raise the profile of libraries as information providers and will allow the BBC to reach communities with their projects.
- 61 DCMS works closely with DfES on the development of UK online centres as half of the 6,000 centres are based in libraries using the People's Network facility. As well as these centres offering introductory ICT user skills support and training they also offer free or very low cost access to the internet.
- 62 The two departments are also working with other Government Departments to explore the possibilities of UK online centres offering supported access to online Government services, particularly to those people who do not have access to the internet at home. DCMS and DfES are looking at the options for libraries to support the learndirect learning offer more widely.

Social Policy work with libraries

- 63 Libraries have a very important role in their communities, the MLA are working on a number of projects looking into ways of engaging and meeting the needs of local communities. A project jointly financed by the Home Office and run by Community Service Volunteers (CSV) was completed in April. This looked into ways of engaging volunteers to enhance the services offered by the library service. A new project about community engagement in general, encompassing volunteering is about to begin, again led by CSV.
- 64 A great deal of work is being carried out to increase access to disabled people. A particular area of work has targeted people with visual impairments. The National Library for the Blind (NLB) was funded to run

regional seminars to raise awareness amongst library staff to the needs of visually impaired people. Another project about to start will look at the feasibility of making electronic documents of new publications available to libraries or specific institutions such as the NLB to turn into alternate formats. This would enable more publications to be accessible.

British Library

- 65 The British Library was established under the British Library Act 1972 and is the national library of the United Kingdom. Its main duty under the Act is to manage the Library as a national centre for reference, study and bibliographical and other information services, in relation both to scientific and technological matters and to the humanities. It also has a duty to ensure that its services are available in particular to institutions of education and learning, other libraries and industry.
- 66 The Library's collections consist of items acquired by: legal deposit, whereby UK publishers have a statutory duty to deposit in the Library a copy of every printed publication; acquisition using grant-in-aid funds or self-generated income; and donations. The Legal Deposit Libraries Act 2003 will ensure that non-print(digital) publications will also be deposited in the Library in future. In the current financial year (2004/05) the British Library will receive £90.8 million in grant-in-aid from DCMS and it expects to receive £24.9 million in self-generated income.
- 67 The Library's strategic priorities are based on meeting the needs of five target audiences – researchers, the business community, education, the general public and the library and information network. These strategies are reflected in the Library's funding agreement with DCMS. For the UK library and information network, the Library aims to provide a source of reliable guidance, expertise and leadership, and national services which complement and underpin local provision. The Library works co-operatively with the public library network, and with strategic and other intermediary bodies such as the Museums, Libraries and Archives Council and the Society of Chief Librarians, to meet its aims.
- 68 The Library's key services for public libraries are document supply and inter-library loans, catalogue and bibliographic services, and online resources. The Library's remote document supply service is a crucial source of support for public libraries, with over 95,000 requests for items from libraries in 2003/04. The service has recently undergone major modernisation, supported by £2 million from the Invest to Save Budget. The first phase of this programme has been completed, resulting in secure, high-speed electronic delivery of documents, along with efficiency savings and increased customer satisfaction. The British Library also supplies around 45% of loans through the UK inter-library network.
- 69 In line with the Department's strategic priorities, the Library has made significant strides in increasing access beyond its reading rooms, particularly through a number of innovative digitisation projects and the development of

online resources on its website. Of particular note is the Library's work with the People's Network team in MLA to deliver Collect Britain, a NOF-funded project (£3.2 million) providing over 90,000 images and sound clips reflecting Britain's history and culture. This is part of a wider programme of support for libraries, including sharing its expertise with the public library service on marketing, working with the business community and on national content delivery, such as Collect Britain.

- 70 The Library is also increasing its regional presence and impact through a number of initiatives, for example in Yorkshire, in collaboration with Leeds Library and Information Services, an annual exhibition programme was established this year based on the Library's collections.

Public Lending Right

- 71 The Public Lending Right (PLR) Scheme confers on British authors a legal right to receive payment for the free lending of their books by public libraries. The Scheme is restricted to printed books which have an ISBN Number. It excludes other printed material such as magazines, printed music, maps etc. It also excludes materials in other formats such as audio-books, videos, CDs and DVDs which are lent out by public libraries.
- 72 The PLR was established by the Public Lending Right Act 1979. Under this Act funding is provided by Central Government and payments are made to eligible authors in accordance with how often their books are lent out from a selected sample of UK public libraries. In the Spending Review 2002, PLR funding increased to £7.2 million in April 2003, to £7.38 million in April 2004 and to £7.4 million in April 2005.
- 73 £77 million has been distributed to authors over the Public Lending Right's first 20 years of operation.

Appendix 1: The Advisory Council on Libraries Report to the Secretary of State:

The Advisory Council on Libraries Report to the Secretary of State for Culture, Media and Sport:

Chairman's Introduction

I am pleased to submit this report of the Advisory Council on Libraries.(ACL) which I have been very pleased to chair since the Council's reconstitution in February 2003.

The ACL is a DCMS advisory non-departmental public body. The Council's duty under the 1964 Public Libraries and Museums Act is to:

"advise the Secretary of State upon matters connected with the provision and use of library facilities as they think fit, and upon any questions referred to them by her".

Outside its statutory obligations, the ACL has agreed to advise the Museums and Archives Council (MLA) on library matters.

In discharging its statutory obligation, the Council also agreed with DCMS terms of reference (included in this report) covering a wide range of library issues on which the Department would find it helpful to have the Council's advice and expertise. Since its reconstitution, the ACL has given its advice on most, if not all, of these issues, as well as exploring matters that the Council itself felt to be important. In particular, I would like to highlight four areas of activity.

The Council has played a key role in devising and taking forward the "Framework for the Future" agenda both as a corporate body and by supplying members to a Strategic Implementation Group (now incorporated fully into the Council). The work of the Council and the Group facilitated significantly the drawing up by the MLA of the Framework for the Future Action Plan, which is now in its second year

and is making good progress towards improving our library services generally. The Council will be pleased to continue their guidance for the remainder of the life of the Plan.

With the increased focus on community involvement in public services generally, it was right that the Council should take a particular interest in volunteering in public libraries. This culminated in a day workshop at which Council members met representatives of volunteering organisations and senior librarians to discuss the benefits that volunteers can bring to public libraries in terms of the additional services they can deliver and how best libraries can involve volunteers.

The ACL has been active in relation to a number of different libraries education and learning activities from early age reading to basic skills and through to e-learning. The Council is very keen that the hard-fought for progress that libraries have made in making their contribution to learning recognised is more fully developed particularly in taking forward the "Every Child Matters" agenda. Indeed, we are not convinced that this contribution is properly acknowledged yet in all areas of central and local government and we will continue to look for future opportunities to advocate for public libraries in this regard. Research evidence highlights the input libraries make in early years. The Council has urged Ministers to ensure that work by the Sure Start Unit involves libraries fully and the Council welcomes the positive response from the Unit. The Council particularly welcomes the increased funding for Bookstart and has emphasised the essential role that libraries play in it, although libraries need sufficient funding to play a full role in implementing the enlarged scheme.

At a time when libraries are doing an increasing amount to contribute to the shared priorities of central and local government, it is a matter of concern that the regulatory framework that underpins DCMS's and library authorities linked statutory obligations has been watered down with the demise of, first, Annual Library Plans and, now, Position Statements. The Council was pleased to be asked to steer the public library standards revision process. The hard work of Council members involved in this work and co-opted colleagues has resulted in a streamlined set of standards that we hope will continue to guarantee at least a

minimum level of service for users across the 149 English library authorities. We have some concerns about the revision so far but recognise that library standards will continue to develop and that we need better data in some areas. We are pleased that the standards have been accepted as one of the Best Value Performance Indicators for Local Government. We are pleased to be leading work in developing library impact measures.

In my view, the challenge facing DCMS is in making a robust case to larger government departments particularly ODPM (and, to a lesser extent, the DfES with whom good work is being done on libraries, but this could be grown). Whether these Departments acknowledge it or not, they have a stake in the English public library network. For example, it is a matter of real concern to the Council that DCMS did not take our advice to set a standard for public libraries providing free access to the Internet through the People's Network. At a time when an increasing amount of information and reference material is now available on-line (and sometimes only on-line) this was a missed opportunity to ensure the maximum possible public access to these emerging resources. Other concerns include the shortfall of capital funding to libraries and the under-weighting in CPA of the crucial services provided by libraries (at very low cost).

Much good work has been done in affiliation by DCMS, MLA, the libraries sector and other stakeholders since the publication of "Framework for the Future" and it is important that the momentum that we have built up should not be allowed to slow. The ACL will continue to play a full part in helping to promote, improve and act as advocates for our public libraries and I should like to pay tribute to Council members and observers and to those who have worked with us for their efforts thus far.



Bill Macnaught
Chairman of the Advisory Council on Libraries
November 2004

The Advisory Council on Libraries Aims and Objectives:

The following terms of Reference were agreed between the Advisory Council and DCMS and were adopted:

Aims of the Council:

To fulfil its statutory duty, the Council adopted working terms reference. These include advice to the Secretary of State (and, now, the MLA) on:

- her responsibilities for English public libraries or matters which, though the direct responsibility of other Government Departments, have a significant impact on those responsibilities
- taking forward "Framework for the Future" and the Action Plan
- an effective performance management framework for public libraries
- the longer term future of public libraries
- the securing of effective links between public libraries and other library sectors and stakeholders;
- aspects of public library services in England requiring detailed investigation and how such aspects might be examined and debated
- how to draw resources into the provision of public library services and how to secure value for money for their provision
- the criteria and means for allocating direct grants and awards to English public libraries or to other bodies or persons, so as to benefit and improve the provision of library facilities to members of the public
- issues affecting providers and users of English public library services, and how consultation and cooperation between users and providers may be effectively promoted
- advocating the cause of public libraries, especially through the use of friends and champions

Both to comply with the terms of the Public Libraries and Museums Act 1964 and to enable it to function as an effective advisory body, Council members will be expected to have the following skills and expertise collectively:

Specific skills/ experience of members:

- The members of the ACL will be required to give expert advice to the Secretary of State, through the DCMS Chief Library Adviser, on a range of issues within the Committee's aims as expressed above.
- The members will have a good knowledge of public libraries issues and a commitment to the aims and aspirations of the sector as a whole
- Members will have first hand experience of working at a senior level within an English Library Authority .
- There will be at least one member with first hand experience of working at a senior level within a library outside of public library network .

The following time commitment was agreed with ACL members and observers. In practice, the Council has met every two months.

Time Commitment:

- 3-4 ACL meetings annually usually of 3-4 hours in length. Additional time to study papers. Ad-hoc working parties may be established as necessary.

Remuneration:

- The posts are not remunerated but reasonable travel and, where strictly necessary, accommodation expenses will be paid.

Currently the ACL Chairman is appointed for four years, members for two years.

Appointments:

- For members, other than the Chairman, appointments will be for a period of 2 years with (by mutual agreement) the possibility of a single re-appointment for a further year. These appointments shall be made by the Secretary of State through the DCMS Libraries Minister. Observers from specific bodies may also be invited at the Minister's discretion. The ACL is assisted currently by representatives of Chartered Institute of Library and Information Professionals and the Local Government Association in this way.

Location of Meetings:

- Subject to the members' agreement, at DCMS or at a library authority. A list of meeting dates and venues since May 2003 is below.

The current membership was appointed in the period up to February 2003 in accordance with the "Nolan" guidelines.

Current Membership:

Members:

Bill Macnaught, Head of Cultural Development, Gateshead Metropolitan Borough Council (Chair)

Catherine Blanshard, Chief Libraries, Arts and Heritage Officer, Leeds City Council

Jane Hall, Asst Head of Culture and Tourism, City of Sunderland Metropolitan District Council

Patsy Heap, Head of Children, Youth & Education Services, City of Birmingham Libraries

Peter Marchant, Head of Libraries, Knowsley Metropolitan Borough Council

Martin Molloy, Director of Cultural and Community Services, Derbyshire County Council

Pam Usher, Head of Cultural Services, Barnet Borough Council

Keith Webster, Formerly Director of Information Services and Strategy, School of Oriental and African Studies

Observers:

Bob McKee, Chief Executive, Chartered Institute of Library and Information Professionals (CILIP)
Councillor Lyn Brown, (Local Government Association).

DCMS officials act as a secretariat to the Council. The current Secretary is Dempster Marples.

David Lightfoot of Lancashire County Council was commissioned to work alongside Council members on revising the Public Library Standards and in devising impact measures.

Meetings Since May 2003

1st May 2003, DCMS

8th July 2003, Derbyshire County Council

8th September, DCMS

3rd November 2003, Knowsley Metropolitan Borough Council

12th January 2004, DCMS

2nd March 2004, DCMS

11th May 2004, DCMS

16th July 2004, Gateshead Metropolitan Borough Council

17th September 2004, DCMS

16th November 2004, Leeds City Council

Since May 2003 the ACL has considered and advised DCMS/MLA on a variety of issues including:

- The Framework for the Future Action Plan (incorporating, inter-alia, issues around leadership, procurement, marketing and general improvement).
- Peer Reviews.
- Revising the Public Library Standards and developing impact measures.
- The development of public library Best Value Performance Indicators.
- Public libraries workforce development.
- Libraries involvement in e-government.
- Public library disability issues.
- The role of public libraries in e-learning.
- Public Libraries part in a cultural services performance framework.
- Early years reading.
- The Surestart Programme and targets.
- School libraries and standards.
- Developing partnerships between library authorities and stakeholders.
- Volunteering in public libraries.
- Public libraries interaction with young people.
- Cultural entitlement

Appendix 2: English Public Library Key Facts:

NB - All figures taken from CIPFA Annual Public Library Statistics unless otherwise indicated.

	1999/2000	2000/2001	2001/2002	2002/2003
Total expenditure on libraries (£)	705,131,266	730,893,965	773,515,519	845,197,400
Expenditure on employees (£)	382,853,823	400,585,743	417,120,177	441,499,670
Staff establishment	21,925	21,940	21,976	22,618
<i>Professional posts</i>	5,520	5,413	5,470	5,520
<i>Other posts</i>	16,405	16,527	16,506	17,091
Number of libraries per capita ¹	1 per 14,211	1 per 14,296	1 per 14,023	1 per 14,112
Number of service points open more than 10 hours per week ²	3,031	3,032	3,031	3,048
Number of related outlets (mobile libraries)	470	465	473	462
Total service point opening hours per week *	106,547	106,811	108,614	N/A
Total book stock				
<i>Adult fiction</i>	25,185,000	24,648,000	23,602,000	22,841,000
<i>Adult non-fiction</i>	26,053,000	25,753,000	25,163,000	24,380,000
<i>Children's</i>	19,147,000	19,064,000	19,062,000	19,185,000
<i>Reference</i>	14,158,000	13,461,000	13,359,000	13,272,000
Total other stock ³	6,622,000	6,659,000	6,732,000	7,246,000
Annual additions				
<i>Books</i>	8,936,896	9,184,597	9,193,571	9,943,280
<i>Audio visual</i>	1,248,161	1,302,363	1,277,501	1,407,515

Spending on:				
<i>Books</i>	71,445,822	75,443,856	72,965,126	77,006,684
<i>Journals</i>	5,884,792	5,833,001	5,959,103	5,965,443
<i>Music</i>	3,575,695	3,771,237	3,820,923	3,824,944
<i>Video</i>	4,652,536	4,905,519	5,149,986	5,860,273
<i>IT</i>	2,696,545	2,721,158	3,132,976	3,073,051
Total number of book issues	362,817,000	342,914,000	318,335,000	305,112,000
Number of inter-library loans				
<i>Issued</i>	227,251	236,765	239,507	252,046
<i>Received</i>	373,805	354,499	349,601	331,560
Annual public enquiries	51,249,078	50,050,839	50,476,319	48,771,893
Number of active borrowers	15,410,686	14,172,342	13,553,637	12,988,212
Number of housebound readers	100,513	107,378	103,616	95,633
Number of visits to library premises	279,984,620	275,660,063	270,775,309	274,052,872

¹ Includes mobile libraries.

² Excludes mobile libraries.

³ Audio Visual (Multi-media, CD-ROM, and online resources)

* Source: LISU Annual Library Statistics 2003.