



CABINET

TUESDAY, 6 MARCH 2018

10.00 AM COUNCIL CHAMBER - COUNTY HALL, LEWES

MEMBERSHIP - Councillor Keith Glazier (Chair)
Councillors Nick Bennett, Bill Bentley, David Elkin (Vice Chair), Carl Maynard,
Rupert Simmons, Bob Standley and Sylvia Tidy

A G E N D A

- 1 Minutes of the meeting held on 23 January 2018 (*Pages 3 - 6*)
- 2 Apologies for absence
- 3 Disclosures of interests
Disclosures by all members present of personal interests in matters on the agenda, the nature of any interest and whether the member regards the interest as prejudicial under the terms of the Code of Conduct.
- 4 Urgent items
Notification of items which the Chair considers to be urgent and proposes to take at the appropriate part of the agenda. Any members who wish to raise urgent items are asked, wherever possible, to notify the Chair before the start of the meeting. In so doing, they must state the special circumstances which they consider justify the matter being considered urgent.
- 5 Libraries Transformation Programme - revised Libraries Strategic Commissioning Strategy (*Pages 7 - 606*)
Report by Director of Communities, Economy and Transport
- 6 Council Monitoring: Quarter 3 2017/18 (*Pages 607 - 642*)
Report by Chief Executive
- 7 Fair Funding Review: review of relative needs and resources consultation (*Pages 643 - 658*)
Report by Chief Operating Officer
- 8 Proposals for the creation of a Major Road Network - consultation response (*Pages 659 - 768*)
Report by Director of Communities, Economy and Transport
- 9 Any other items considered urgent by the Chair
- 10 To agree which items are to be reported to the County Council

PHILIP BAKER
Assistant Chief Executive
County Hall, St Anne's Crescent
LEWES BN7 1UE

26 February 2018

Contact Andy Cottell, 01273 481955,
Email: andy.cottell@eastsussex.gov.uk

NOTE: As part of the County Council's drive to increase accessibility to its public meetings, this meeting will be broadcast live on its website and the record archived for future viewing. The broadcast/record is accessible at

www.eastsussex.gov.uk/yourcouncil/webcasts/default.htm

CABINET

MINUTES of a meeting of the Cabinet held on 23 January 2018 at Council Chamber - County Hall, Lewes

PRESENT Councillors Keith Glazier (Chair)
Councillors Nick Bennett, Bill Bentley, David Elkin (Vice Chair),
Carl Maynard, Rupert Simmons, Bob Standley and Sylvia Tidy

Members spoke on the items indicated

Councillor Barnes	- items 5 and 6 (minutes 44 and 45)
Councillor Bennett	- item 6 (minute 45)
Councillor Godfrey Daniel	- item 6 (minute 45)
Councillor Philip Daniel	- item 5 (minute 44)
Councillor Elkin	- items 5 and 6 (minutes 44 and 45)
Councillor Galley	- item 6 (minute 45)
Councillor Osborne	- item 6 (minute 45)
Councillor Scott	- item 6 (minute 45)
Councillor Shuttleworth	- item 6 (minute 45)
Councillor Stephen Shing	- item 6 (minute 45)
Councillor Tidy	- item 6 (minute 45)
Councillor Tutt	- item 6 (minute 45)
Councillor Ungar	- item 6 (minute 45)
Councillor Webb	- item 6 (minute 45)
Councillor Whetstone	- item 6 (minute 45)

42 MINUTES OF THE MEETING HELD ON 12 DECEMBER 2017

42.1 The minutes of the Cabinet meeting held on 12 December 2017 were agreed as a correct record.

43 REPORTS

43.1 Copies of the reports referred to below are included in the minute book.

44 TREASURY MANAGEMENT POLICY AND STRATEGY 2018/19

44.1 The Cabinet considered a report by the Chief Operating Officer

44.2 It was RESOLVED to recommend the County Council to:

- 1) approve the Treasury Management Policy and Strategy Statement for 2018/19;
- 2) approve the Prudential and Treasury Indicators 2018/19 to 2020/2021; and
- 3) approve the Minimum Reserve Provision Policy Statement 2018/19

Reason

44.3 This policy sets out the acceptable limits on ratings, investment periods, amounts to be invested and the borrowing strategy. The financial position is kept under constant review and if at any time it is felt that any of these limits represent an unacceptable risk appropriate and immediate action will be taken accordingly.

45 RECONCILING POLICY, PERFORMANCE AND RESOURCES

45.1 The Cabinet considered a report by the Chief Executive, together with further information received following the publication of the Cabinet agenda including a summary of the consultation meeting held with Trade Unions, comments from Sussex Police, additional comments from the Economy, Transport and Environment Scrutiny Committee Waste Review Board and representations from the Stoke Association and Care for the Carers.

45.2 The following amendment moved by Councillor Elkin and seconded was CARRIED

To amend Appendix 2 to reduce the Net Budget for Highways Contract Costs (page 78 of the agenda) by £400,000, (in respect of grass cutting), and to increase the Adult Social Care Assessment and Care Management (page 70 of the agenda) budget by £400,000.

45.3 It was RESOLVED to:

1. Recommend County Council to:
 - i. Approve in principle the draft Council Plan at Appendix 3 and authorise the Chief Executive to finalise the Plan in consultation with the relevant Lead Members;
 - ii. Increase the Council Tax by 2.99%;
 - iii. Increase the Adult Social Care precept by 3%;
 - iv. Issue precepts accordingly to be paid by Borough and District Councils in accordance with the agreed schedule of instalments at Appendix 6;
 - v. Approve the net Revenue Budget estimate totalling of £371.3m for 2018/19 as set out in Appendices 1 (Medium Term Financial Plan [MTFP]) and 2 (Budget Summary) and authorise the Chief Operating Officer, in consultation with the Chief Finance Officer, Leader and Deputy Leader, to make adjustments to the presentation of the Budget Summary to reflect the final settlement and final budget decisions; subject to the amendments set out below:

Appendix 2 being amended to reduce the Net Budget for Highways Contract Costs by £400,000, (in respect of grass cutting), and to increase the Adult Social Care Assessment and Care Management budget by £400,000,

- vi. Approve the fees and charges set out in Appendix 5;
 - vii. Approve the Capital Programme for 2017 – 2023 as set out in Appendix 7;
 - viii. Note the MTFP forecast for the period 2018/19 to 2020/21, as set out in Appendix 1;
 - ix. Note the comments of the Chief Finance Officer on budget risks and robustness, as set out in Appendix 8;
 - x. Note the comments from engagement exercises set out in Appendix 9; and
 - xi. Delegate authority to the Chief Finance Officer to set fees and charges for 2019/20 onwards and to report to Cabinet and County Council on those set at a level above inflation as part of quarterly monitoring.
2. Agree that Chief Officers consult, where appropriate, on the savings proposals set out in the report.
3. Approve the fees and charges set out in Appendix 5 relating to executive functions and to delegate authority to the Chief Finance Officer to set all fees and charges for 2019/20 onwards and to report on those set at a level above inflation as part of the quarterly monitoring;
4. Continue to lobby Government through all means to provide transitional funding while the Fair Funding Review is being undertaken.

Reason

45.4 The financial challenge the Council faces is considerable and the choices between saving and spending areas are difficult. In making recommendations to the County Council, Cabinet have tried to be as transparent as possible about their thinking and how they have tried to balance the needs of all residents and businesses in the County for services and the affordability of those services to Council Tax payers.

46 CONSERVATORS OF ASHDOWN FOREST BUDGET 2018/19

46.1 The Cabinet considered a report by the Chief Operating Officer.

46.2 It was RESOLVED to:

- 1) approve the Conservators' budget for 2018/19;
- 2) recommend to the County Council the annual contribution of £61,398 for 2018/19 from the Communities, Economy and Transport budget; and
- 3) approve the annual grant for 2018/19 from the Trust Fund of £65,100

Reason

46.3 The County Council has a statutory obligation to meet the shortfall between approved expenditure and income of the Conservators and it has responsibility for approving the level of expenditure.

47 ITEMS TO BE REPORTED TO THE COUNTY COUNCIL

47.1 The Cabinet agreed that items 5, 6 and 7 be reported to the County Council.

(Note: The items being reported refer to minute numbers 44, 45 and 46)

This page is intentionally left blank

Agenda Item 5

Report to:	Cabinet
Date of meeting:	6 March 2018
By:	Director of Communities, Economy and Transport
Title:	Update on the Libraries Transformation Programme – revised Libraries Strategic Commissioning Strategy, 2018/19 to 2022/23
Purpose:	To provide Cabinet with the results of the public consultation on the draft Libraries Strategic Commissioning Strategy and for Cabinet to consider the resulting changes made to the draft Strategy

RECOMMENDATIONS: Cabinet is recommended to:

- (1) note the findings of the public consultation on the draft Libraries Strategic Commissioning Strategy, which took place between 21 September and 14 December 2017, and the resulting changes made to the Strategy which are described in this report (at 2.12).**
- (2) agree the new library services that, in response to the consultation, the revised Strategy would implement, including an enhanced, modern eLibrary with greater investment, a new children and young people's offer to support literacy and numeracy, increased outreach work in our most disadvantaged communities, and new Community Library Membership and Teachers Library Membership.**
- (3) agree the revised Libraries Strategic Commissioning Strategy and its implementation, which will create a modern, sustainable library service that reflects the changing ways people access the service and which prioritises resources, including allocation of the Stock Fund, more closely towards specific groups and communities where we have identified highest need.**
- (4) agree that, as part of the overall Strategy, Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon libraries and the Mobile Library close on 5 May 2018, and support to Northiam Village Library also ceases from this date.**
- (5) agree to give delegated authority to the Director of Communities, Economy and Transport, in consultation with the Assistant Chief Executive, to consider any viable community proposals to take over the running of the seven libraries or the Mobile Library, and to enter into appropriate agreements on behalf of ESCC.**

1 Background Information

1.1 The East Sussex library service remains popular, with over 230,000 registered members and 1.48 million visits to County Council libraries in 2016/17. However, patterns of library usage are changing locally and nationally. There has been a major decline in visits to libraries and loans (visits are down by around 40% in East Sussex in the past 10 years with no evidence of a likely reversal of this trend), and an increase in take up of use of the eLibrary. This reflects the fact that people increasingly access information and reading materials, as well as wider public and commercial services, online.

1.2 In December 2015, Cabinet approved the Libraries Transformation Programme (LTP), including an Internal Review of the Library and Information Service (LIS) and the development of the Libraries Strategic Commissioning Strategy (LSCS). The LTP was designed to deliver a modern and sustainable Library and Information Service for East Sussex, based on current and future needs for the county, and to deliver overall savings of up to £2m. In September 2017 Cabinet agreed the recommendation to publicly consult on the draft LSCS between 21 September and 14 December 2017.

1.3 Under section 7 of the *Public Libraries and Museums Act 1964* it is: 'the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof'. The draft Needs Assessment and all other Technical Appendices (Appendices 8 to 13) considered

carefully whether the draft LSCS would enable the Council to continue to provide a comprehensive and efficient service. The conclusion drawn in the draft LSCS was that it would.

1.4 Drawing on the Needs Assessment (Appendix 8), the draft LSCS proposed a Vision for the service which recognised the importance of the LIS to support residents and communities by promoting reading and knowledge as a route to leading fulfilling lives. Four draft Strategic Outcomes proposed the future focus for delivery of the service. These were: improving child and adult literacy, supporting the economy, better health and wellbeing and increasing digital inclusion. Each of the proposed Strategic Outcomes would be delivered through a range of enhanced and new services which were described in the draft LSCS.

1.5 The Accessibility Analysis (Appendix 11) undertaken for the draft LSCS drew on national research to establish that a journey time of 20-25 minutes by car or public transport is reasonable to get to a library. Considering also the evidence from the Needs Assessment of where needs are greatest across East Sussex, the draft LSCS proposed a smaller network of 17 library buildings: Battle, Bexhill, Crowborough, Eastbourne, Forest Row, Hailsham, Hampden Park, Hastings, Heathfield, Hollington, Lewes, Newhaven, Peacehaven, Rye, Seaford, Uckfield and Wadhurst. It proposed the closure of Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon libraries and the cessation of the Mobile Library Service. It also proposed that ESCC funding and the supply of books for the Northiam Village Library would cease. Overall, the draft LSCS identified that the proposals would still ensure that there remained a very high level of accessibility to a library by public transport or by car across the county within a reasonable journey time, including in rural communities, and would also ensure that libraries were geographically well-placed to meet the identified needs.

2 Results of the public consultation

2.1 In total 3,633 consultation questionnaires were returned, although not all respondents answered all questions. 1,902 of these were paper copies and 1,731 were completed online. Overwhelmingly the respondents to the consultation questionnaire on the draft LSCS were current library users (92% had accessed the library service in some form in the past 12 months) and the majority of respondents (68%) were users of one or more of the seven libraries we proposed to close, the Mobile Library or Northiam Village Library. A further 1,102 representations made by email, letter and poster were received and we received one series of video submissions relating to journey times to libraries. There were also 12 petitions, totalling 8,878 signatures.

2.2 41% of respondents either strongly agreed or agreed that our proposals focussed our limited resources in the right areas, as described by the draft Vision and Strategic Outcomes. 12% neither agreed nor disagreed. 44% either disagreed or strongly disagreed. When asked whether our proposals provided a reasonable range of different ways for people to use the Library and Information Service according to their needs, a lower percentage strongly agreed or agreed (28% of respondents in total). 9% neither agreed nor disagreed. 61% either disagreed or strongly disagreed. There was a significantly higher level of support (58% compared to 28%) for the proposals from respondents who were not users of the seven libraries, the Mobile Library or the Northiam Village Library. These responses and the submissions received in email and written comments, as well as the strength of feeling in local campaigns, reflect the fact that libraries are highly valued locally by their users. 1,103 (32%) respondents had not used any of these libraries.

2.3 Overall, 66% of respondents who stated they had used one of the seven libraries, the Mobile Library or Northiam Village Library, said that they would be able to access the library service in another way if the proposals were implemented. The most suitable alternative way to access the service was Eastbourne Library (686), followed by the eLibrary (463) and Hailsham Library (300). 907 respondents (34%) said they would not be able to use any alternative. The most common reason cited for not being able to use an alternative was 'other' (1,886), followed by 'unable to travel' (710), 'not knowing how to use the eLibrary' (493) and finally 'not having access to a computer/mobile device' (467). Most people choosing 'other' stated it was due to not wanting to travel to an alternative library or that travelling to an alternative would be too difficult. It should be noted that the Home Library Service, one of the alternatives available, provides access to people who cannot access a library because of disability, frailty or full-time caring responsibilities.

2.4 All comments about the proposals received, either through the consultation questionnaire or made directly to the Council, have been read and grouped according to the frequency of common themes. Comments largely related to people's objections to proposals not to retain libraries and the reasons they did not agree with the statements in the consultation questionnaire, rather than having any particular objection to other aspects of the draft LSCS, such as the Vision and Strategic Outcomes. The three most frequently

raised themes were that the elderly and disabled and vulnerable/less well-off people would be disadvantaged; children, young parents and families would be disadvantaged; and the proposals would have a negative impact on education, schools and literacy. However we did also receive comments that supported the proposals. The Public Consultation Analysis report (Appendix 4) provides more detail of all the comments and the Council's consideration of and response to the issues raised. Copies of all the responses received as part of the consultation, together with a report of all the verbatim responses received, have been placed in the Members' Room and Cabinet Room.

2.5 During the consultation period we held conversations with Town and Parish Councils and community groups. We have discussed in detail the rationale behind the proposals and the impacts and costs related to individual libraries. We have also continued our engagement with stakeholders including Action in Rural Sussex, Sussex Downs College and Sussex Coast College Hastings, Sussex Association of Local Councils and National Numeracy (a national charity). We met again with the East Sussex Seniors Association and the Youth Cabinet, both of whom understood the financial challenges for the council and felt that the proposals represented a reasonable response in the circumstances. They felt that the new elements of service delivery and an opportunity to promote different offers, particularly the eLibrary and free online reference materials, were positive steps. Staff and volunteers provided their views and have enabled us to fully formulate some of the offers and mitigations that were outlined in the draft LSCS, as well as providing helpful guidance on ways positively to promote the service to meet the new Vision and Strategic Outcomes.

Review of the evidence base for the LSCS

2.6 In light of the comments received during the consultation, we have reviewed the entire evidence base presented in the Technical Appendices from which the proposals in the draft LSCS were formed. We have carefully considered whether any new evidence has been put forward through the consultation, by individuals or organisations, which is contrary to the detailed evidence which supported the draft LSCS, with particular regard to the Needs Assessment and the Accessibility Analysis (Appendices 8 and 11 respectively), which are the key Technical Appendices providing evidence for a smaller network of 17 libraries, without the Mobile Library Service.

2.7 Many respondents described the potential negative impacts of the proposals on them or on people in their communities, as is summarised in paragraph 2.4 above. Some respondents also felt that individual indicators of lower levels of need within the Needs Assessment were important to their communities, and should justify the retention of a library. We recognise that in every community across the county there are individuals and families with needs and that in those communities where it is proposed no longer to retain a library or the Mobile Library Service, there are individuals who would be affected by the loss of the service. The purpose of the Needs Assessment (Appendix 8) is to identify which communities have greater levels of needs than others, so that the resources of the council can be prioritised towards those communities, achieving the best outcomes for the population of the county as a whole, whilst ensuring that all communities still have a high level of accessibility to library services overall. The evidence base shows that, of the libraries proposed for closure, only Langney and Ore libraries are in communities with higher levels of need, but in both cases these communities would be served by nearby central libraries (Eastbourne and Hastings) and one other library (Hampden Park and Hollington) and targeted outreach activities.

2.8 Representations were made that the journey times cited within the draft LSCS and supporting documents were not realistic, particularly with regard to car journeys. The Accessibility Analysis was undertaken in conjunction with consultants with expertise in travel analysis, who developed the methodologies and undertook the analysis. Car accessibility is based on a robust methodology using satellite navigation data from billions of vehicle journeys on the actual routes between libraries, and is therefore 'real world' not modelled or estimated data. It was also tested by routes to alternative libraries being driven at least ten times to verify the journey times. We are confident that the Accessibility Analysis is a suitable and robust basis upon which to determine reasonable journey times for travel to libraries and that it represents a proper assessment of the accessibility of the library service to the population of the county.

2.9 Some respondents commented that we did not recognise the different levels of use and varying rates of decreasing use between libraries, compared to the county-wide figure of a reduction of around 40% in usage over ten years. It is important to reiterate that, whilst we need to recognise decreasing use of the library service overall in developing the LSCS, the proposals were based on relative levels of need in different areas and county-wide accessibility rather than the level of use for any individual library or the Mobile Library.

2.10 As previously announced, Peacehaven Library will move to a smaller site within the Meridian Centre when the current lease expires in October 2018. This move will save the Library and Information Service in excess of £45,000 per year and contribute towards the overall level of savings of £653,000. The proposed library relocation will not affect accessibility for the public or opening hours.

2.11 Having analysed all of the responses and revisited the evidence base again, we do not consider that new information has been presented in the consultation responses and other forms of stakeholder engagement which means that the evidence base for the draft LSCS was incorrect or had been wrongly interpreted. In view of this, and taking into account the draft Vision and Strategic Outcomes for the East Sussex Library and Information Service and the context in which it needs to operate, which includes the financial position of the council, we believe that the original proposals for a smaller network of 17 libraries are correct. This would result in the closure of Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon libraries and the Mobile Library Service, and the end to support for Northiam Village Library.

Revisions to the LSCS following public consultation

2.12 Based on feedback and support for new service offers received during the public consultation, we have made a number of revisions to the LSCS, which are summarised in Appendix 1. These provide a fuller picture of how we will create a modern, sustainable needs-based library service, with resources, including allocation of the Stock Fund, targeted more closely towards specific groups and communities where we have identified highest need. Key new services are summarised as follows:

- Greater emphasis on the role of libraries to promote numeracy, as well as literacy, to support the life chances of both children and adults is now highlighted in the first Strategic Outcome, better reflecting the range of materials and services already provided and proposed in the revised LSCS.
- Closer alignment of spending on the library service to meet identified needs, ensuring we can deliver the Vision and Strategic Outcomes. This primarily involves:
 - re-assigning the work of librarians so that engagement with communities is focussed on work that will promote and deliver against each of the Strategic Outcomes.
 - increasing our outreach offer to serve communities with higher need, including Ore and Langney, with activities taking place at the East Hastings and Shinewater Children's Centres.
 - seeking additional external funding and sponsorship to enhance delivery of the Strategic Outcomes, building on our successful £130k Advantage East Sussex project.
 - profiling spending on stock and resources to prioritise investment to meet needs, including materials and support for children and young people.
- Prioritised investment in a modern eLibrary service to meet the needs of a growing online customer base, countering to some degree the decline in visits to libraries, and also by providing round the clock access to manage loans of items from the library and download new items. This will include additional Computer Buddy support, particularly for people who may benefit from practical support to overcome an initial lack of skills or confidence to use the eLibrary, and advice on the potential devices that can be used to access the eLibrary.
- A new Community Library Membership, following significant support for the idea, aimed at supporting more rural communities, to enable them to make library materials available at times and in a location of their choosing, compared to the limited availability, duration and frequency of the Mobile Library Service.
- New pilots of Homework and Study Clubs in libraries, based on feedback from young people about how the service can meet their needs better at significant points in the academic year, and the continuation of our popular new Code Clubs for children and young people.
- Replacement of the Schools Library and Museum Service (SLAMS), following very useful feedback from schools, with a more flexible and affordable offer. This would comprise:
 - launching a new Teachers Library Membership for East Sussex schools, which allows them to borrow items on a long loan from libraries for use in the classroom.
 - a pay-as-you-go service, which will include the more affordable and popular of our current charged services and be available to all schools in East Sussex and Brighton & Hove at cost.

- free support for schools in more deprived communities in East Sussex, including rural communities, prioritised according to need, within the overall level of resources available to us.

Community run libraries

2.13 The draft LSCS invited communities to submit proposals for community-run or community-funded libraries if Cabinet decided, following public consultation, to implement the proposals. We heard from communities during the consultation that the initial costs of stocking a community-run library would be high, and that the costs of renting or buying at their market value the buildings in which the libraries are currently based would be a significant barrier, considering all of the other challenges that there would be in setting up a community library.

2.14 We have taken on board this feedback and whilst evidence for the revised LSCS does not support an ongoing financial contribution from the Council for community libraries, if Cabinet endorse the recommendation to close the seven libraries listed above, we propose changes to the support that ESCC could offer local communities who wish to develop a viable proposal. This includes potentially the offer of a lease on a peppercorn rent to a community group that has such a proposal to take on one of these libraries in a building that we own (Ore, Polegate and Willingdon libraries). We may also lend, again on a peppercorn basis, a selection of core starter stock and the current fixtures and fittings of the library, to help overcome these initial barriers. We will also do our best to assist in the transfer of the library lease or licence, where possible, if we do not own the building in question (Langney, Mayfield, Pevensey Bay and Ringmer libraries).

2.15 We have received a number of community led proposals to potentially provide alternative provision should Cabinet agree to the closure of the 7 libraries. Depending on the Cabinet decision we anticipate that further communities may come forward with other proposals. We are committed to providing information and advice to anyone who may seek to develop a viable proposal for alternative library provision and all such proposals would be given careful consideration. It is therefore recommended that authority to consider such proposals and to enter into appropriate agreements on behalf of ESCC in that regard is delegated to the Director of Communities, Economy and Transport, in consultation with the Assistant Chief Executive.

Key impacts and mitigations (including EqIA)

2.16 The benefits of implementing the revised LSCS would be the achievement of the Vision and revised Strategic Outcomes. Our analysis shows that 100% of the members of the seven libraries which would close under the revised LSCS live within a 20 minute journey time by car to one of the proposed 17 remaining libraries, and over 96% are within a 30 minute journey time by public transport. 92% of members of the current 24 libraries are registered to one of the 17 libraries we would retain and would therefore be unaffected. 82 of the 88 Mobile Library stop locations are served by public transport to an alternative library building, on a day when the closest alternative library is open, of which 76 have a journey time of 30 minutes or under. All 88 Mobile Library stops are within a 20 minute drive of an alternative library.

2.17 As set out in the revised LSCS and in this report, there would, however, be impacts as a result of the proposals, and in making a final decision about whether to agree the revised LSCS, Members are required to give careful consideration to these impacts, and in particular, must have 'due regard' to the duties set out in Section 149 of the *Equality Act 2010* (the Public Sector Equality Duty or PSED). The EqIA is carried out to identify any adverse impacts that may arise as a result of the proposals for those with protected characteristics. The results of the public consultation have allowed us to address gaps in our knowledge during the draft EqIA process related to the likely impact of the proposals. The results have been used to complete the final EqIA including a detailed assessment of potential mitigations that can be undertaken to minimise any negative impacts of the revised proposals. The EqIA is appended as Appendix 5. Members must read the final EqIA and take its findings into consideration when determining these proposals.

2.18 Three main groups are identified who it is considered are likely to be more affected by the proposals. These are people aged 75 and over, people with certain disabilities, and people in rural communities. Those aged 75 and over, and those with certain disabilities, have primarily been identified for a common reason, in that they are less likely to be able to travel to an alternative library and in some cases may be lacking the digital skills or technology to access services via the eLibrary. For people living in rural communities the likely impact is that they would have further to travel to an alternative library. Rurality is not a protected characteristic under the *Equality Act 2010* but is an additional factor that ESCC takes into account.

2.19 The revised LSCS provides detail about the services we will provide to mitigate for the known impacts of the proposals. These include mitigations for groups with protected characteristics who are likely to be more affected by the changes than other groups, but also more general ways that we consider we can extend the reach of the library service by encouraging communities and other professionals to share our resources beyond library buildings. The mitigations include the Community Library Membership, the Support for Schools offer (described in 2.12) and the Home Library Service, for those who cannot get to a library (due to disability, frailty or full-time caring responsibilities). The revised LSCS and the EqIA provide more detail about all mitigations.

Implementation

2.20 The revised LSCS covers a period of five years from 2018/19 to 2022/23. Subject to agreement by Cabinet, implementation would start from 1 April 2018. If the revised LSCS is agreed, a full implementation plan would be developed as part of the business planning process for the Library and Information Service. The seven identified libraries and the Mobile Library Service would close at the end of business on Saturday 5 May 2018. This will provide time for customers to be informed of the changes and to be provided with information on alternative library services that are available to them.

3. Financial Analysis

3.1 The LTP has an agreed savings target of £2m by the end of the current Medium Term Financial Plan (MTFP) period in 2018/19. The net revenue budget of the LIS in 2017/18 is £5.4m (including depreciation costs of £853k), consisting of £3m of staffing costs (94.5 full-time equivalents) and £2.4m of non-staffing costs. The LTP is on target to deliver in full the identified savings of £1.25m from the Internal Review of the service by 2018/19. The Internal Review included a reduction in front line and back office staff (£500k), the implementation of new opening hours (£500k) and a reduction in the libraries stock fund (£250k)

3.2 The proposals within the revised draft LSCS would deliver a further saving of £653k as a result of the implementation of a needs-based library service and through a combination of income generation and shared efficiencies by co-locating LIS services with other ESCC services. This is £97k less than the £750k savings target for the LSCS in the MTFP. The shortfall would be met from increased income generated by the Registration Service (£46K) and savings achieved through a planned staff restructure of the DET support team (51K). Overall, this would equate to £1.903m of total savings for the LTP. If the revised LSCS is agreed, the net revenue budget for the LIS will have been reduced by 46% since 2014/15.

4 Libraries Scrutiny Review Board (SRB)

4.1 The Libraries SRB was established to provide critical challenge to the development of the draft LSCS. The SRB was formed of Members from the Audit, Best Value and Community Services Scrutiny Committee. The SRB will have met a further three times between the September 2017 Cabinet meeting and the presentation of the revised LSCS to Cabinet in March 2018. It is expected that a report in response to proposals in the revised LSCS and supplementary documents will be produced by the SRB prior to the Cabinet meeting.

5 Conclusion and Reasons for Recommendations

5.1 The revised LSCS would enable the Council to create a modern, sustainable library service for East Sussex, which prioritises the needs of the county and is able to adapt to future needs, and which would enable the Council to meet its statutory duty to provide a 'comprehensive and efficient' library service that can be accessed using reasonable means. The revised LSCS would secure £653k of savings, comprising the final part of a Libraries Transformation Programme which would deliver a total saving of £1.9m.

5.2 In addition to providing a core library offer that would retain a very high level of accessibility to all those who live, work and study in East Sussex, by re-prioritising and developing new, more targeted services the revised LSCS presents a key opportunity for us to support and empower those with the greatest needs to make potentially transformational changes to their life chances. The implementation of a needs-based library service would enable resources to be targeted to communities where we have identified the highest needs.

5.3 Having carefully considered all of the consultation feedback, we do not consider that new information has been presented which means that the evidence base for the draft LSCS was incorrect or had been wrongly interpreted. In light of this, and taking into account the Vision and Strategic Outcomes for the East Sussex Library and Information Service and the financial and wider context in which it needs to operate, it is

recommended that the revised LSCS is agreed. This would result in a smaller network of library buildings, with 17 libraries in appropriate locations across the county according to need. 92% of members of the current 24 libraries would be unaffected. Over 86% of East Sussex residents would be within a 20 minute journey time to a library by public transport and over 99% within a 20 minute journey by car.

RUPERT CLUBB

Director of Communities, Economy and Transport

Contact Officers: Stephen Potter

Tel. No. 01273 336520

Email: stephen.potter@eastsussex.gov.uk

LOCAL MEMBERS

All

BACKGROUND DOCUMENTS

None

This page is intentionally left blank



Cabinet
6 March 2018
Appendix 1

Libraries Strategic Commissioning Strategy
Key Changes

Following the public consultation on the draft Libraries Strategic Commissioning Strategy, all of the feedback we received has been analysed and considered, and following this the Strategy and the Rationale and Impact Assessment have been revised, for consideration by Cabinet in March 2018. This document outlines the key changes that have been made to these documents. Key changes to the wording from the draft to the revised Libraries Strategic Commissioning Strategy are shown in red.

Libraries Strategic Commissioning Strategy Document

Foreword by Councillor Bill Bentley – pages 2-3

Updated to reflect the results of the public consultation on the draft Strategy and to summarise the key changes made to the Strategy.

Executive Summary – pages 4-7

Updated to include a complete summary of the revised Libraries Strategic Commissioning Strategy.

Introduction – page 8

Includes a summary of the public consultation exercise and the engagement with members of the public and different organisations.

What does the library service look like now? – page 11

In response to feedback about the low level of awareness of the services and resources of the eLibrary, we have added a box summarising what the eLibrary is and what people can use it for, which is as follows:

The eLibrary

The eLibrary provides a wide range of online services and resources, with the majority available 24 hours a day. All of the content in the eLibrary is FREE of charge.

In the eLibrary you can:

- Download eBooks and eAudiobooks to your own device (computer, phone or tablet) FOR FREE without having to go to a library. This includes both fiction and non-fiction for adults and children, and just like regular books, you can download these items for a three week period.
- Download a wide range of eMagazines, both current and backdated copies, free of charge to your own personal device.

- Search all the stock across East Sussex County Council libraries using our online catalogue.
- Access your library account, renew your loans and place reservations on items you would like to borrow, using your library card number and PIN.
- Access ESCIS, our online database of local and community information and events across East Sussex and Brighton and Hove. ESCIS is a free resource for everyone. It is free to be listed and free to use. Over 8,000 organisations use ESCIS – visit www.escis.org.uk

**Visit www.eastsussex.gov.uk/libraries/
to find out more and explore the eLibrary**

Strategic Outcomes – page 12

We have given more prominence to the importance of numeracy as well as literacy to people's life chances in the revised Libraries Strategic Commissioning Strategy. The Needs Assessment identifies deprivation in numeracy as part of the overall indicators of education deprivation. Including numeracy within our Strategic Outcomes better reflects the range of materials and services already provided by the Library and Information Service, and those proposed in the revised Libraries Strategic Commissioning Strategy. This Strategic Outcome now reads:

Improving child and adult literacy and numeracy. We will provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure of reading as well as the better life chances that literacy and numeracy unlock for people.

Our offer for improving child and adult literacy and numeracy – page 16

We have revised our offer for improving child and adult literacy to include numeracy, in line with the revised Strategic Outcome. In addition, following the feedback received during the consultation on our proposals, we have included the piloting of Homework Clubs and Study Clubs as services we will take forward. Our offer now includes the following:

- **Homework clubs in libraries.** We will pilot homework clubs aimed at 9 - 13 year olds in selected libraries. These will run during term-time at the end of the school day on one or two days per week during library opening hours. These will either be staff or volunteer led, and will provide a quiet space for children to do their homework, with some supervision and support, although children can, of course, use the library at any other time to do their homework.

- Study Clubs in libraries. For older children and young people aged 14-18, we will pilot Study Clubs in selected libraries. These will operate in the run-up to exam periods and provide a quiet study space for revision or self-directed study on one or two days per week when the library is closed, including one evening. We would not provide any academic support during these sessions, but the library will be supervised by a member of staff, with the support of volunteers. Children and young people can, of course, use the library at any other time for study or revision.

Code Clubs for children – page 18

Following the feedback received during the consultation on our proposals, we have included the provision of Code Clubs in selected libraries as a separate strand of our offer for supporting the economy. This section of the offer now reads:

We will provide Code Clubs in selected libraries. Our Code Clubs are part of a nationwide network of after-school coding clubs for children aged 8–12 years old. Using specially created Code Club materials, the sessions are designed to build confidence and encourage creativity in 3 different coding languages, helping children learn computing skills that could unlock a wide range of future career opportunities.

Culture Offer – page 18

The revised Strategy describes on page 18 the new Culture Offer that will be launched in 2018/19. This is in response to the Society of Chief Librarian’s Culture Offer launched in autumn 2017 and builds on the proposal included in the draft Strategy to offer more events. This section of the offer now reads:

We will work closely with other cultural and heritage institutions in East Sussex to provide an expanded programme of free or paid events in libraries to support personal development and the wider cultural economy, with particular emphasis on local literature and the creative industries in the county. Wherever possible, we will seek external funding to deliver free events and activities. We will also promote libraries as spaces that can be used for the arts, covering activities such as creative writing workshops, book and poetry readings, exhibition areas, and venues for outreach by other cultural organisations.

Outreach for isolated or vulnerable residents – page 19

The revised Strategy provides more details of enhancements to our Home Library Service, including joint working to deliver the service more effectively. During the public consultation, initial discussions have taken place with the East Sussex Fire and Rescue Service to explore opportunities for joint working to deliver the Home Library Service, which provides reading materials for isolated or vulnerable residents. Our offer for better health and wellbeing now reads as follows:

We will continue to offer our Home Library Service to provide reading materials for isolated or vulnerable residents, and we will enhance it by offering Make Every Contact Count training for Home Library Service volunteers, to enable them to support vulnerable individuals in their physical and mental health through signposting and early intervention.

At present our Home Library Service has enough volunteers to serve all of our isolated and vulnerable customers, but we will work with partners to develop additional volunteering capacity and opportunities within the service, to ensure that we retain the capacity to continue to serve an increasingly elderly population with more complex needs.

Initial discussions have taken place with the East Sussex Fire and Rescue Service to explore opportunities for joint working. We will also continue to advertise volunteering opportunities via our ESCC website, in libraries, and through our existing voluntary and community sector networks, for county-wide volunteering opportunities.

Promotion of the eLibrary – page 20

The feedback received through the public consultation has highlighted that we need to do more to actively promote the range of services available in the eLibrary, as well as to promote better the free I.T. help and advice available both online and in libraries, so that more customers can benefit from our online services. Our commitment to doing this has been included as a new section of the revised Libraries Strategic Commissioning Strategy, and reads as follows:

We will continue to expand the range of online services and materials that are offered through the eLibrary, our online library service. We will actively promote the benefits of the eLibrary to different groups according to their needs in the following ways:

- New step by step video guides on our website, which will show users all of the different things that they can do with the eLibrary, from downloading eBooks and eMagazines, to searching the catalogue and reserving or renewing an item.
- We will continue to include regular articles on the eLibrary and the resources it has available to users in our monthly e-newsletter to all library members whose email addresses we hold.
- Our computer buddies and staff will be on hand within libraries to provide any customers who would like a demonstration or help in accessing the eLibrary.

Library stock focussed on needs – page 21

We have included a new section in the revised Libraries Strategic Commissioning Strategy to explain how we will ensure the money we spend on stock is more closely aligned to the Strategic Outcomes and focussed on meeting needs. This section reads:

We have historically spent more on library stock than comparable library authorities. As part of the Libraries Transformation Programme we have been reducing the amount we spend on stock to bring our spending down into line with our comparator authorities. The LSCS proposed a final reduction, and this will be implemented in 2018/19 reducing our spend on stock by a further £100,000.

In future, we will ensure that a greater proportion of the total amount we spend on stock is more closely aligned to the Strategic Outcomes for this Strategy. We will increase the proportion of our stock spending on children's fiction and non-fiction, to support child literacy and ensure we provide resources to support adults with literacy problems. We will also spend proportionally more of our stock fund on resources and information to enable people to take greater ownership of their own health and wellbeing, to be more resilient, increasingly independent, self-sufficient and resourceful, and thus better able to help themselves. This includes resources like our Books on Prescription selection.

A focus on outreach – page 21

We received feedback from a number of consultees that our proposals for the community outreach we proposed in Ore and Langney were not sufficiently detailed. We have therefore provided further details of what form this outreach service will take and included it in the revised Libraries Strategic Commissioning Strategy as follows:

We will work closely with other County Council services and partners to make sure that we reach communities and individuals with the greatest needs. We will promote and deliver our offer more closely with other services in different settings including the East Hastings and Shinewater Children's Centres, schools and community venues.

For example, at the East Hastings and Shinewater Children's Centres our librarians will work alongside Children's Centre staff to support pre-school learning and children's speech and language development. We will train volunteers to deliver rhymetimes and storytimes at the centres, and we will provide collections of children's stock. Librarians will also run outreach sessions to raise awareness of the library offer and its benefits e.g. our eLibrary, encouraging parents and carers to join the library if they are not already members, and promoting the benefits of reading to children. We will also signpost parents and carers to the opportunities for adult learning that are available from the Library and Information Service.

Although this was not raised with any great frequency in the consultation responses or engagement during the consultation, our analysis of the consultation questionnaire responses leads us to believe that there may be a low level of awareness of the Home Library Service among respondents as a means of accessing the library service for people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left. We have therefore

included in the revised Libraries Strategic Commissioning Strategy our plans to promote the Home Library Service better. A new section in the Strategy reads:

We will continue to develop our Home Library Service where volunteers deliver library services through outreach to people in their homes, according to their needs. We will ensure that those who could most benefit will be aware of the service and will promote it better by:

- Including regular articles about the benefits of the Home Library Service for both customers and those volunteering to deliver it, in our monthly e-newsletter to all library members whose email addresses we hold
- Writing to all parish and town councils with an article about the Home Library Service and ask them to include it in parish magazines
- Contacting all relevant community organisations, including East Sussex Seniors' Association, to provide information about the Home Library Service and ask them to promote it through their channels
- Including information about the Home Library service when promoting library services through outreach activities

We are keen to hear from anyone who wishes to volunteer to deliver the Home Library Service, please see further information on our website <https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/>, ask at a library or ring 0345 6080196.

Support for schools – page 23

In response to the feedback we received and discussions with schools, we will proceed to implement the Teacher's Library Membership and have provided more detail regarding how this would operate:

We will provide teachers in East Sussex schools with a membership which allows them to borrow items on a long loan from libraries for use in the classroom. Teachers will be able to apply for a Teachers Library Membership on behalf of their school, enabling them to reserve items online from a special Schools Catalogue, which will include books from our former SLAMS stock, both fiction and non-fiction, to support the curriculum and promote reading for pleasure. The Teachers Library Membership will allow 30-40 items to be borrowed at a time. Teachers will be able to pick up and return books to an East Sussex library of their choice.

Northiam Village library – page 29

An update on our ongoing discussions with Northiam Parish Council and the volunteers who run Northiam village library is given on page 29 of the Strategy, setting out that Northiam Parish Council and Beckley Parish Council will take over the financial responsibility for the Village Library.

We have held discussions with Northiam Parish Council and the volunteers who run the library. The Parish Council has agreed to fund the running costs of the Village Library with Beckley Parish Council and to submit a proposal to

the Local Planning Authority seeking the release of up to £5,000 of funding which has been provided under a section 106 agreement in relation to housing development in the area for enhanced library provision. This could include works to enable additional services or space to be provided as well as internal re-organisation to increase capacity such as upgrading ICT equipment and self-service facilities and/or new, improved counters and shelving. Additional supplies of books could also potentially be provided.

If the community also wished to do so, it could use the new Community Library Membership (see below) to ensure there is a continued supply of books for Northiam Village Library. This would provide a selection of more up-to-date stock from the wider ESCC library catalogue than is currently available from the Village Library, and would potentially be an improvement to the service offered to residents.

Community Library Membership – page 30

The proposals for a Community Library Membership were well-received during the consultation and a new box on page 30 of the revised Strategy document explains how this will work:

Community Library Membership

We will introduce a new Community Library Membership in 2018/19. This will allow communities to borrow a range of items which can be made available locally to the community.

The Community Library Membership will require someone in the community to apply for the Community Library Membership and to take a lead role to organise the collection and make it available. For example, it could be co-ordinated by a member of a Town or Parish Council, a member of a community organisation or a local volunteer. The collection could be made available within a village hall, community café or a similar setting, but it would need to be somewhere that the public have access to, and where the collection can be properly looked after.

We will provide a core collection (the number of items will depend on the size of the community) and then it will be possible for the Community Library Member to change the stock by making a selection online from our Community Library Catalogue and exchanging stock at a library of their choice. The Community Library Member would do this on a voluntary basis.

Volunteering opportunities – page 36

We have updated this section of the revised Libraries Strategic Commissioning Strategy to provide details of the number of people who came forward during the consultation, expressing an interest in volunteering with the Library and Information Service, or with a community organisation that may be interested in setting up a community library.

Community library provision - page 37

In our draft Strategy, we proposed two potential options for keeping the seven libraries within the East Sussex Library and Information Service, these were:

- If they can be funded wholly by communities or other organisations
- If communities or other groups or organisations were able to take over the leases of buildings or purchase them and operate them as completely independent libraries or use them for other purposes.

In response to the feedback we received from community representatives and discussions we have had with them, we have included a revised section in the revised Libraries Strategic Commissioning Strategy which sets out our approach to the option of community libraries:

During the public consultation on the draft Strategy we have met with many of the communities affected by the changes we proposed and listened carefully to all of their ideas and suggestions. We have supplied a large amount of information about the costs and practicalities of running these libraries, so that communities could develop proposals to take them over or fund them, if they were able and wished to do so.

Many of the communities we talked to understandably did not wish to lose well-regarded local services and argued strongly for the County Council to retain and fully fund all of the seven libraries. We did not receive any formal proposals for communities to take over the running or funding of any of the seven libraries as a preferred option to the County Council continuing to operate and fund them.

As we have explained earlier in this strategy, having carefully considered all of the representations and feedback received during the consultation we remain of the view that the seven libraries and the Mobile Library Service are not required for us to provide a needs-based library service that meets our statutory duty, and there would not, therefore, be a case for continuing to provide ongoing funding for them.

During the public consultation, communities also told us that the two options we proposed were rather 'all or nothing' options. They felt that community-funded models would be expensive for local Council Tax payers if the costs were raised through a local Council Tax precept.

Community-run libraries could help reduce costs by using volunteers and potentially making savings on business rates and at the same time provide a more tailored library service that was better suited to the community, e.g. potentially longer opening hours and combining the library with other community services and activities. However, communities felt that one of the key benefits that would be lost under this kind of model would be the access to up-to-date county-wide library stock and the free People's Network computers, with all of the resources they bring. They therefore felt that any future community-run library would need to retain these features.

Communities also told us that the initial costs of stocking a community-run library would be high, and that the costs of renting or buying at their market value the buildings in which the libraries are currently based would be a significant barrier, considering all of the other challenges that there would be in setting up a community library.

We recognise these challenges and the desirability of a different model. If Cabinet endorse the recommendation to close the 7 libraries, we propose that any community group that comes forward with a viable 3 year proposal to take on one of these libraries in a building that the County Council owns could be provided with a lease on a peppercorn rent, for an agreed duration (Ore, Polegate, Willingdon libraries). This would be subject to approval of the proposal by the Director for Communities, Economy and Transport in consultation with the Assistant Chief Executive. In addition, we could lend, again on a peppercorn basis, a selection of core starter stock and the current fixtures and fittings of the library. Where we do not own the building, we will do our best to assist in assigning or sub-letting leases, where this is permitted under the lease and subject to any other restrictions such as planning permissions (Langney, Mayfield, Pevensey Bay, and Ringmer libraries). However, if communities wished to continue to provide county-wide stock on an ongoing basis, which would require access to the Library Management System (LMS – the computer system that holds our catalogue and manages issues, renewals and reservations) and to offer the People’s Network computers, the cost of this would need to be reimbursed to the County Council. We also believe that, in these cases, we would need to provide ESCC staff time to act as a point of contact between the community library and the County Council, to resolve any issues.

We have not received any proposals that would meet the above criteria, which do not require an ongoing cash contribution from the County Council, and as set out earlier in the Strategy, the seven libraries will therefore close as County Council operated libraries. However, we are happy to continue to explore any new options or work with communities to revise any existing proposals that would enable a viable community library model to be implemented, whether this enabled a seamless transition from ESCC to community library after the library closes, or whether it would mean that the library might re-open at a later date as a community library.

Appendix 1. Rationale and Impact Assessment for a Needs-Based Library Service. - Page 13

This document now provides a fuller description of some of the mitigations that we will put in place to support those that may be impacted by the Strategy, including the Community Library card (page 13) and better promotion of the eLibrary (page 14).

A number of technical appendices were developed to support the development of the draft Libraries Strategic Commissioning Strategy and Members had due regard to these in September 2017 when a decision was made to consult on the draft Strategy.

In light of the comments received during the consultation, we have reviewed the entire evidence base presented in the technical appendices and have carefully considered whether any new evidence has been put forward through the consultation, by individuals or organisations, which is contrary to the detailed evidence which supported the draft Strategy.

Having analysed all of the responses and revisited the evidence base again, we do not consider that new information has been presented in the consultation responses and other forms of stakeholder engagement which means that the evidence base for the draft Strategy was incorrect or had been wrongly interpreted and therefore no changes have been made to the technical appendices.

Members must therefore have regard again to the evidence presented to them on 19 September 2017, including the technical appendices, when making their decision on whether or not to agree the revised Libraries Strategic Commissioning Strategy. The technical appendices are re-presented alongside the revised Strategy so that Members can review these documents when making their decision.

This page is intentionally left blank



Cabinet

6 March 2018

Appendix 2

East Sussex Libraries The Way Forward

**Strategic Commissioning Strategy
2018/19 to 2022/23**



March 2018

Contents

Foreword by Cllr Bill Bentley	2
Executive Summary	4
Introduction	8
What is strategic commissioning?	9
What does the library service look like now?	9
Our Vision and Strategic Outcomes	12
A needs-based library service	13
Our offer for improving child and adult literacy and numeracy	16
Our offer for supporting the economy	18
Our offer for better health and wellbeing	18
Our offer for increasing digital inclusion	19
Transformation principles	20
Accessing the new offers	20
What will be the impact of the Strategy?	31
Library opening hours	36
Community and partner involvement	36
Alternative delivery models	40
Identified savings	43
Implementing and monitoring the Libraries Strategic Commissioning Strategy	43
Supporting information	44

Foreword by Councillor Bill Bentley

Lead Member for Communities and Safety

Libraries are a popular and highly valued service across East Sussex. In 2016/17 there were nearly one and a half million visits to our libraries. Libraries offer an affordable way for people to enjoy the pleasure of reading and access to culture for all, but they also support people in so many other ways, like getting online, finding employment or new training opportunities, information about health and other services in the local community, studying, pursuing hobbies and interests, and much more. Put simply, libraries and libraries staff can provide the knowledge, information and inspiration to support and empower people to make transformational changes to their lives.

We have continued to invest in improving and modernising our library buildings and have introduced and developed our eLibrary, offering an increasing number of eBooks, eAudiobooks, eMagazines and other eServices for residents online.

In the context of significant reductions in public spending, most residents are aware that the Council has to save money by finding ways to provide all of our services more affordably. Residents may be less aware that the number of people visiting our libraries and the overall number of items borrowed have both reduced by about 40% over the last 10 years, despite an increase in the loans of digital items like eBooks and eAudiobooks.

We are clear that libraries are and will remain a highly accessible service for everyone. But we have to recognise the change in demand and the necessity and responsibility to respond to it. We must recognise the fact that the way people live their lives has changed, and this has an impact on libraries. Due, among other things, to the widespread availability of information and entertainment online and the relatively low cost and ease with which people can now buy many books, fewer people are dependent on libraries for reading, for information and for leisure in the way they once were.

However, our work to produce this Libraries Strategic Commissioning Strategy shows that there are still significant needs across the county, and especially within certain communities, around literacy, attainment, employment and ultimately health and wellbeing. These are needs which the Library and Information Service is ideally placed to help tackle. We still have the ability to make a difference, particularly for those who could benefit the most from the services we offer.

We are very grateful to the more than 3,500 people who took the time to complete a consultation questionnaire and the several hundred people who have written to or emailed us separately with their views, or taken the time to meet with councillors and officers. Every response, comment and representation has been read and carefully considered, and we have used the ideas and suggestions to shape this revised Strategic Commissioning Strategy for the East Sussex Library and Information Service.

We received broad support for our proposal for a Community Library Membership and we will proceed to implement this scheme. We will also go ahead with a number of other schemes for children and young people that we proposed in the draft Strategy, including piloting Homework and Study Clubs (based on feedback from the Youth Cabinet among others) and Code Clubs. We have also received very useful feedback from schools, which confirms our view that replacing the Schools Library and Museum Service with a more flexible and affordable offer for schools is the right thing to do.

I recognise, however, that people understandably do not wish to lose well-regarded local services, and the strength of feeling about the proposals we put forward to no longer provide certain libraries and the Mobile Library reflects this. Consulting on closing libraries was not a step we took lightly. We have reviewed the evidence that we put forward for the draft Strategy in the light of the feedback received. Having carefully considered all of the representations and feedback received during the consultation we remain of the view that the evidence base supports our original proposals for a needs-based library service for the county, with a high level of accessibility for the majority of people. This will be provided by 17 library buildings within a reasonable journey time of 20-25 minutes, our eLibrary and a range of other services including the Home Library Service and Community Library Membership.

I also recognise that there are individuals and families with needs in every community in the county. The fact that our resources are limited and decreasing means I believe that it is right that we focus our resources in such a way that we would have the maximum impact in achieving our Strategic Outcomes in communities where needs are highest, to provide a modern, sustainable library service for the future.

At the very core of our Strategy is a commitment to work alongside partners within and outside the Council, to make the most of the limited resources and ensure that the Library and Information Service operates at the heart of a collective effort to improve outcomes for residents and communities in East Sussex.

I believe that, in addressing the challenges of reducing numbers of people using libraries and less money to spend on them, we have identified the benefits that will come from a different but enhanced range of library services that enable us to get the best possible outcomes we can achieve. Ultimately, we hope that this will allow us to reinvigorate and grow new audiences for the Library and Information Service for the future.

A handwritten signature in black ink that reads "Cllr Bill Bentley". The signature is written in a cursive style with a large, stylized 'B'.

Councillor Bill Bentley

Executive Summary

The Libraries Strategic Commissioning Strategy is a complete review of the East Sussex Library and Information Service. It is the final part of a wider Libraries Transformation Programme designed to deliver a modern and sustainable Library and Information Service for East Sussex, based on current and future needs for the county. It is designed to address the challenges the service faces, both in terms of less money to deliver the service but also reducing demand for libraries.

Our Vision and Strategic Outcomes provide a clear direction for the delivery of the future Library and Information Service. Our Vision is to provide **a Library and Information Service that promotes reading and knowledge as a route to leading fulfilling lives, prioritising our resources and expertise to support the needs of residents and communities in East Sussex to achieve four key outcomes:**

- **improving child and adult literacy and numeracy**
- **supporting the economy**
- **better health and wellbeing**
- **increasing digital inclusion**

They have been developed based on the evidence within the Technical Appendices that libraries can and already do support a wide range of needs, directly and indirectly. Each Strategic Outcome will be delivered through a range of different offers, or services, provided according to evidence of need. Three underlying transformation principles have also been developed for the Libraries Strategic Commissioning Strategy to ensure that the library service is able successfully to respond to the challenges described. These are working together, promoting use of libraries and increasing our capacity to add value to what we do.

The Library and Information Service will continue to provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure and benefits of reading as well as the better life chances that literacy and numeracy unlock. We will provide reliable information and services to promote good health, and support people to manage their own health and the health of those they care for. In future we will target our spending on stock and resources to ensure that it supports the delivery of Strategic Outcomes. We will also continue to provide, both in libraries and online, training and guidance for people of all abilities seeking to learn and to work, so they are able to build skills and confidence in a supportive environment.

We will provide access to library services through an enhanced eLibrary, continuing to expand the range of online services and materials that are offered. We will promote the eLibrary more widely, ensuring that our customers have a much better understanding of the resources it offers and confidence to use it, and we will actively promote the benefits of the eLibrary to different groups according to their needs. Recognising that digital exclusion remains an issue for some people due to the cost of home broadband or mobile internet and because some people have never had the opportunity to learn digital skills, we will continue to provide free access to computers

and Wi-Fi in libraries. We will provide free training for people to use technology and the internet, so they are able to independently access vital information and services and participate in the benefits of the digital world, including our growing eLibrary.

We will also have a greater focus on outreach provision, working closely with other County Council services and partners to make sure that we reach directly the communities and individuals with the greatest needs. We will promote and deliver our offer more closely with other services in different settings (for example other service locations, community venues and people's homes)

We will provide a range of new services through our Children and Young People's Literacy offer, and this will include literacy support and outreach work for pre-school and school age children and their families. We will pilot Homework and Study Clubs so that children and young people have quiet spaces with access to resources that can help them study and revise, and we will run Code Clubs in selected libraries, helping children learn computing skills that could unlock a wide range of future career opportunities. In addition we will support schools in areas with highest needs free of charge and continue to provide some charged services to all schools which they tell us they would use. We will also provide teachers in East Sussex schools with a membership which allows them to borrow items on a long loan from libraries for use in the classroom. The Strategy sets out the details of our new offer.

We will seek to enhance the role of libraries as cultural spaces within their communities, launching a new Culture Offer with an expanded programme of free or paid events in libraries to support the wider cultural economy of the county. Working more closely with other cultural and heritage institutions in East Sussex we will promote libraries as spaces that can be used for the arts, covering activities such as creative writing workshops, book and poetry readings, exhibition areas, and venues for outreach by other cultural organisations.

We will provide a smaller network of 17 library buildings in appropriate locations across the county according to need, ensuring that there remains a very high level of accessibility to a library within a reasonable journey time of 20-25 minutes by car or public transport. These 17 libraries are Battle, Bexhill, Crowborough, Eastbourne, Forest Row, Hailsham, Hampden Park, Hastings, Heathfield, Hollington, Lewes, Newhaven, Peacehaven, Rye, Seaford, Uckfield and Wadhurst. We will work with partners to make the best use of space within these buildings, which will result in some new services being offered in libraries. The Strategy provides more information about this.

Seven of the current 24 libraries will, therefore, not be retained. These are Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon. Based on registered home addresses, our analysis shows that 100% of the members of these seven libraries live within a 20 minute journey time by car to one of the 17 remaining libraries, and over 96% are within a 30 minute journey time by public transport.

In the case of Mayfield, Pevensey Bay, Polegate, Ringmer and Willingdon, the libraries are in lower areas of need relative to other parts of East Sussex and closing these libraries would enable us to direct resources to where they are needed most. Langney and Ore libraries are in areas of higher need. However, the needs in these

communities can be met effectively and efficiently from alternative libraries, supported by targeted local outreach work.

We will make changes to provision for rural communities, no longer providing the Mobile Library Service, and we will no longer provide stock or financial assistance to Northiam Village Library, a community book swap, which is not part of the statutory library provision of the county. Rural communities will still be able to use one of the 17 library buildings, which our analysis shows will provide a high level of accessibility across the county. Rural communities will also be able to access the eLibrary, and use the new Community Library Membership which we will introduce in 2018/19. This will allow communities to borrow a range of items which can be made available locally to the community, for example, within a village hall, community café or a similar setting.

We will also provide additional support through the Home Library Service for those who are unable to travel to libraries or use the eLibrary, ensuring the Home Library Service retains the capacity to serve the small but important and potentially increasing group of our customers who rely on it.

92% of members of the current 24 libraries are registered to one of the 17 libraries we will retain and will therefore be unaffected by the implementation of the Strategy. 82 of the 88 Mobile Library stop locations are served by public transport to an alternative library building, on a day when the closest alternative library is open, of which 76 have a journey time of 30 minutes or under. All 88 Mobile Library stops are within a 20 minute drive of an alternative library.

Overall, the Strategy will enable the Library and Information Service to continue to provide very high levels of accessibility to a library building within a reasonable journey time of 20 to 25 minutes and by using the eLibrary and the other services we will provide. Over 86% of the population will still be within a 20 minute journey time by public transport and over 99% within a 20 minute journey by car of a library.

A full Equalities Impact Assessment (EqIA) has been undertaken to identify those groups who it is considered might be more affected than others by the closure of seven libraries and removal of the Mobile Library Service and reduction in support for Northiam Village Library. The EqIA has identified three main groups who it is considered might be more affected by the proposals; those aged 75 and over; those with certain disabilities; and those in rural communities. These groups are primarily identified for a common reason, in that they are likely to be less able to travel further to an alternative library and in some cases may be lacking the digital skills or technology to access the services via the eLibrary. The Strategy identifies the appropriate mitigations that will be in place for each group.

The results of the consultation have also highlighted that for some residents, particularly those aged 75 and over, a visit to the library is a source of social interaction and it is acknowledged that the closure of libraries, and the Mobile Library, may contribute to their feeling of social isolation alongside the closure of other rural services, if they are unable to travel further to an alternative library. The Community Library Membership category would enable individuals in communities to continue to

run a book exchange in their area and support social interaction, if they wish to do so.

During the public consultation on the draft Strategy we have met with and heard from representatives of the seven communities, the closure of whose libraries we consulted upon. We supplied a large amount of information about the costs and practicalities of running these libraries, so that communities could develop proposals to take them over or fund them, if they were able and wished to do so.

We have not received any proposals for communities to take over or fully fund any of these seven libraries as a preferred option to the County Council continuing to operate and fund them.

We did, however, hear from communities who told us that the initial costs of stocking a community-run library would be high, and that the costs of renting or buying at their market value the buildings in which the libraries are currently based would be a significant barrier, considering all of the other challenges that there would be in setting up a community library. There was also a desire to be able to continue to offer up-to-date county-wide stock and the free People's Network computers in community libraries.

We recognise these challenges and the desirability of a different model. We would therefore consider offering a lease on a peppercorn rent to a community group that has a viable proposal in the order of 3 to 5 years to take on a library in a building that the County Council owns. We would also consider lending, again on a peppercorn basis, a selection of core starter stock and the current fixtures and fittings of the library. Where we do not own the building, we would do our best to assist in assigning or sub-letting leases, where possible. If communities wished to continue to provide county-wide stock on an ongoing basis and to offer the People's Network computers, we would provide this if the cost was reimbursed to the County Council.

We are happy to continue to explore any options that would enable a viable community library model to be implemented. However, having carefully considered all of the representations and feedback received during the consultation we remain of the view that the seven libraries and the Mobile Library Service are not required for us to provide a needs-based library service that meets our statutory duty, and there would not, therefore, be a case for providing an ongoing financial contribution from the Council for community libraries

The Libraries Strategic Commissioning Strategy will deliver a saving of £653,000 through a combination of shared efficiencies by co-locating library services with other County Council services, income generation, and the reduced provision of library buildings, the Mobile Library and other services. Overall, this will equate to £1.903 million of total savings from the Libraries Transformation Programme. This is considered to be the most appropriate strategy to prioritise resources in order to meet identified needs at this time.

Introduction

The Libraries Strategic Commissioning Strategy 2018/19 to 2022/23 is a complete review of the East Sussex Library and Information Service. It is the final part of a wider Libraries Transformation Programme designed to deliver a modern and sustainable Library and Information Service for the next five years, which is based on the needs of the people of East Sussex.



In the context of significant reductions in public spending at Government level, the Council cannot afford to spend as much on its library service as it has in the past. The Libraries Strategic Commissioning Strategy identifies further savings of £653,000 from the library service. This means that the transformation programme as a whole will deliver total savings of £1.9 million.

In this strategy document we set out the range of services that the East Sussex Library and Information Service will provide in future for those who live, work and study in the county. In developing the plan, we have looked at our statutory obligations and the contribution that the Library and Information Service makes to Council priorities. We have also explored whether it would be better if someone other than the County Council provided the Library and Information Service in future.

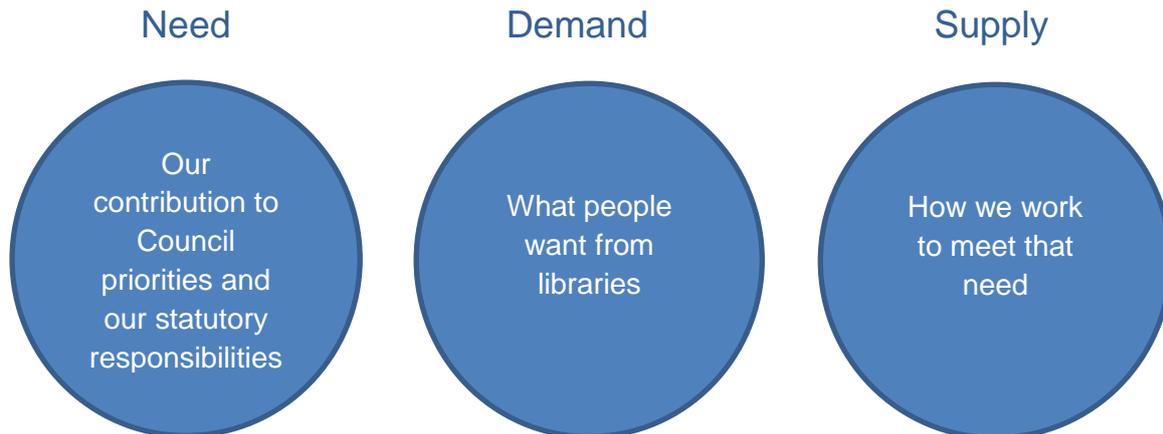
Our staff in the Library and Information Service provided their views on the evidence base for the Strategy as it has emerged, drawing on their knowledge and experience to help us develop a sustainable programme for the future that would meet the greatest needs of the communities we serve. We have done the same with colleagues from across Council services, seeking to ensure that we make the best use of our resources by working effectively together as One Council.

We have undertaken an extensive public consultation on our initial proposals, in which over 3,500 people gave us their views. We have met with and listened to community groups, parish, town, borough and district councils, the voluntary sector and the many organisations who work hard on behalf of vulnerable and disadvantaged people in East Sussex, as well as the large number of our own volunteers within the Library and Information Service, without whom we could not provide the library service that we do. We have met with and heard from groups who represent older people and children and young people, and those who specifically represent rural interests. All of the ideas, suggestions and comments have been considered in detail, and have been enormously helpful in shaping this Strategic Commissioning Strategy for the East Sussex Library and Information Service.

What is Strategic Commissioning?

We want to make sure our Strategy is designed properly and provides a long term focus on what is important for East Sussex residents. To develop our Strategy, we are using the 'strategic commissioning framework'. This ensures a clear understanding of 'need', before identifying the best way to meet it. It also sets out a clear rationale for the review and decision making process.

Adopting the commissioning approach enables us to understand three key areas:



Our Libraries Strategic Commissioning Strategy is, therefore, based on clear evidence of need, which will enable the Council to prioritise the resources available for the Library and Information Service to deliver the best outcomes for residents.

The Libraries Strategic Commissioning Strategy presents just a summary of all of the evidence gathered as part of the strategic commissioning process. There is a more detailed rationale for our proposals and assessment of their impacts in Appendix 1 to this Strategy. This is a document called the Rationale and Impact Assessment for a Needs-Based Library Service. You can read or download it from the following webpage: eastsussex.gov.uk/librarystrategy. On this webpage you can also read or download the full evidence base which is presented in the Technical Appendices, or a summary of all of the evidence contained in all of the Technical Appendices.

What does the library service look like now?

The Library and Information Service lends books and other materials, in hard copy and digital formats, provides information, and delivers formal and informal learning opportunities as well as volunteering opportunities. Computers and Wi-Fi are available in all library buildings to enable people to use the internet.

Access to the library service is currently provided by 24 library buildings across the county, the online eLibrary, a Mobile Library Service, a Home Library Service, a Prison Library Service, a community information service (ESCIS) and a Schools Library and Museum Service.

We deliver a range of initiatives, both local and national, often with partners and sometimes externally funded, to support literacy and numeracy, and to help people into employment by developing their IT skills. Many of these services are delivered with the support of over 400 volunteers.

Membership of the Library and Information Service is free to everyone who lives, works and studies in East Sussex. At the start of 2017/18 there were approximately 230,000 registered members of the Library and Information Service, or about 44% of the East Sussex population. However, only about 62,000 people (27% of the population) have borrowed an item in the past year, and visits and loans of items have fallen by around 40% in the past ten years.

Our statutory duty

East Sussex County Council is one of 151 local councils in the UK with a statutory responsibility (a legal duty) to provide a local library service in accordance with the *Public Libraries and Museums Act 1964*. The Act requires each local authority to provide a library service that is 'comprehensive and efficient'. It is for local decision how the library service best meets this requirement practically, including how many libraries there are, where they are, when they are open, and what each one offers.



Surveys we have undertaken in our libraries show that nearly half (45%) of adult visitors to libraries in East Sussex are aged 65 and over and half (50%) are retired. However, in terms of registered members of the library service, children and young people aged below 16 represent 26 per cent of all members, more than any other age group.

Most people we surveyed consider their library visits to be related to leisure and enjoyment. Almost three quarters of adult library users (74%) visited a library to borrow, return, renew or reserve a book. The next most common reason for visiting (19%) was to access the public computers or Wi-Fi.

Surveys tell us that there is a lack of awareness among non-users of the library service about the range of different services on offer, particularly online services, such as eBooks.

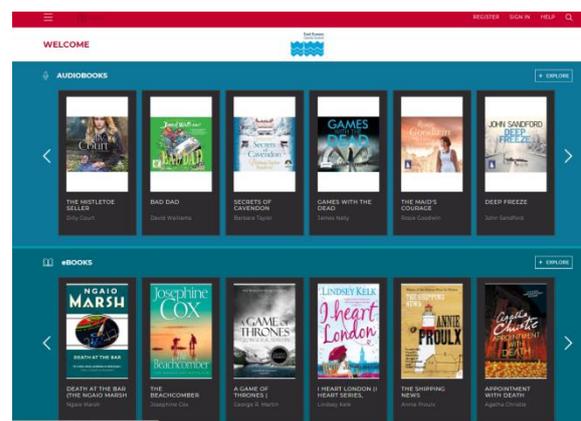
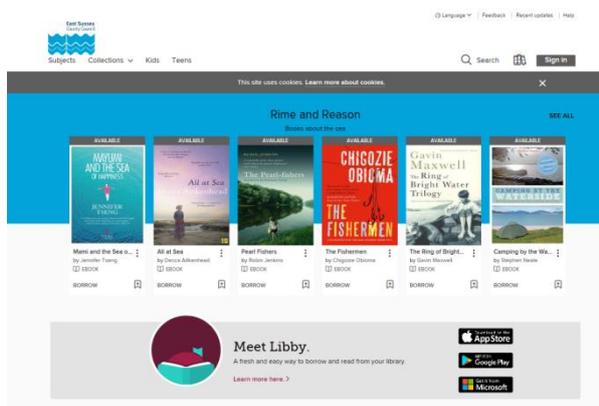
The eLibrary

The eLibrary provides a wide range of online services and resources, with the majority available 24 hours a day. All of the content in the eLibrary is FREE of charge.

In the eLibrary you can:

- Download eBooks and eAudiobooks to your own device (computer, phone or tablet) FOR FREE without having to go to a library. This includes both fiction and non-fiction for adults and children, and just like regular books, you can download these items for a three week period.
- Download a wide range of eMagazines, both current and backdated copies, free of charge to your own personal device.
- Access our online reference library, which includes lots of information resources such as newspapers, encyclopaedias and dictionaries, and family history sites which customers can use free of charge. Some of our online resources are only available in libraries due to licensing restrictions.
- Search all the stock across East Sussex County Council libraries using our online catalogue.
- Access your library account, renew your loans and place reservations on items you'd like to borrow, using your library card number and PIN.
- Access ESCIS, our online database of local and community information and events across East Sussex and Brighton and Hove. ESCIS is a free resource for everyone. It is free to be listed and free to use. Over 8,000 organisations use ESCIS – visit www.escis.org.uk

Visit www.eastsussex.gov.uk/libraries/ to find out more and explore the eLibrary



Our Vision and Strategic Outcomes

Our Vision and Strategic Outcomes provide a clear direction for the future delivery of the Library and Information Service over the next five years.

This will help us to support the Council's four overarching priority outcomes of driving sustainable economic growth, keeping vulnerable people safe, helping people help themselves, and making best use of resources.

Our Vision and Strategic Outcomes

We will provide a Library and Information Service that promotes reading and knowledge as a route to leading fulfilling lives. We will prioritise our resources and expertise to support the needs of residents and communities in East Sussex to achieve four key outcomes:

Improving child and adult literacy and numeracy. We will provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure of reading as well as the better life chances that literacy and numeracy unlock for people.

Supporting the economy. We will provide training and guidance for people of all abilities seeking to learn and to work, so they are able to build skills and confidence in a supportive environment.

Better health and wellbeing. We will promote reading as a source of wellbeing, provide reliable information and services to promote good health, and support people to manage their own health and the health of those they care for.

Increasing digital inclusion. We will provide free access to computers and Wi-Fi, and paid access to printers and scanners, training for people to use technology and the internet, so they are able to independently access vital information and services and participate in the benefits of the digital world.

We will ensure that in working to deliver our Strategic Outcomes we will meet our statutory duty to provide a comprehensive and efficient library service for everyone who lives, works and studies in East Sussex.

Each Strategic Outcome will be delivered through a range of different services, provided by the Library and Information Service according to evidence of need across the county as a whole and within specific communities.

A needs-based library service

In order to develop the Libraries Strategic Commissioning Strategy we undertook and commissioned a wide range of research to establish a robust evidence base from which to determine how best to deliver a needs-based library service.

A needs-based library service means a library service where we prioritise our resources towards the achievement of outcomes that will best meet the needs of those who live, work and study in East Sussex. In order to do that, we had to find out what those needs are and in which communities (of both people and place) they are greatest. We recognise that there are individuals and families with needs in every community in the county. The fact that our resources are limited and decreasing means that we have to focus our resources in such a way that we will have the maximum impact in achieving our Strategic Outcomes where needs are highest. We also needed to understand how people are using the Library and Information Service, how that is changing, and what impact it might have on what we do in future.

Understanding need enabled us to identify the outcomes which the Library and Information Service is well-placed to help achieve, either in its own right, or by working with others. We could then identify how well our current library service is able to achieve those outcomes, and what things we should continue to do or do differently. We could also identify whether there were completely new services and activities we should provide because they would help achieve the outcomes, and whether we should stop doing some things completely. We also needed to consider if there were better ways of providing this needs-based library service that would make it more likely to achieve its goals. This is the basis of the Libraries Strategic Commissioning Strategy.

Some of the key things we found were:

Reading, literacy and numeracy

Children who are disadvantaged do worse at school than those from non-disadvantaged backgrounds.

At the end of primary school (Key Stage 2) only 51% of disadvantaged pupils reached the expected standard for reading, 60% for writing, and 52% for grammar, punctuation and spelling, compared with 72%, 79%, and 74% respectively for non-disadvantaged pupils.

At GCSE (Key Stage 4) 39% of disadvantaged pupils achieve A*-C in both English and maths, compared with 71% of non-disadvantaged pupils.

In 2016, about 29% of East Sussex state school pupils were disadvantaged at Key Stage 2 and 25% at Key Stage 4.

There are areas of East Sussex among the top 10% most deprived areas in England for working age adults with no or low qualifications or who cannot speak English well or at all.

Reading, literacy and numeracy (continued)

Parts of the county have an adult population with skills below a level which means they could not compare products and services for the best buy, or work out a household budget.

Literacy and numeracy skills underpin success in all walks of life, and libraries have a key role to play in ensuring children in particular have the building-blocks for future academic and employment success, thereby improving people's prosperity, their health and their wellbeing. Young children's early communication and vocabulary skills are particularly important. In addition, the health and wellbeing benefits of reading for pleasure are evident for adults as well as children and young people.

The Library and Information Service has the potential to support the literacy needs of every child, although some children are likely to have higher needs than others, such as those living in households with low incomes, those with Special Educational Needs and those without English as a first language. Where there are low adult literacy rates it is expected that this will create a need that can be positively met through access to library services.

Economic Development

In 2016/17 4.5% of the working age population (16-64 year olds) were unemployed in the county compared to 4.8% in England and 3.8% in the South East. Hastings has the highest percentage at 6.3% of unemployment and Lewes has the lowest percentage at 3.8%.

There are 23 areas of East Sussex ranked within the 10% most deprived areas of England in terms of levels of employment, including 16 in Hastings, 5 in Eastbourne and 2 in Rother.

The Library and Information Service can provide access to online information about job vacancies and training and skills development opportunities, and support individuals directly to develop skills such as applying for jobs and learning new literacy, numeracy and ICT skills. This can also boost self-confidence and preparedness for a job interview, increasing the chances of getting into or back into work.

Disability and long-term ill health are factors which can prevent people from obtaining a job when they want to work, and being out of the workplace for long periods of time can have a further impact on people's skills, levels of confidence and mental health.

Health and Wellbeing

14 areas of East Sussex are ranked within the 10% most deprived areas of England in terms of health deprivation and disability, including 10 in Hastings, 3 in Eastbourne and 1 in Rother.

The county has a higher percentage (24.9%) of residents aged 65 and over compared to England (17.7%). The highest percentage of residents aged 65 and over is in Rother and the lowest percentage in Hastings.

There is a 13 year difference in life expectancy for those born in different parts of the county. The lowest life expectancy (75.6 years) is in Gensing ward in Hastings and the highest (89 years) in Mayfield ward in Wealden.

There are health and wellbeing needs which the Library and Information Service can meet by supporting community and individual resilience, health improvement and reducing health inequalities. These needs can be met through the provision of safe and inclusive spaces, quality assured self-help information and resource materials tailored for residents of all ages, as well as direct signposting to other services.

In particular, the Library and Information Service can provide resources and information to enable people to take greater ownership of their own health and wellbeing, to be more resilient, increasingly independent, self-sufficient and resourceful, and thus better able to help themselves.

Research has identified the positive benefits of reading for mental health, as well as the positive correlation between literacy and a person's ability to access health information. Those in greatest need are people in poor mental or physical health or at risk of developing health problems, particularly people with a long-term health problem or disability.

The highest health deprivation levels and disability measures are concentrated in the coastal towns, either in central residential areas or large estates on the edge that often have other income, employment and social exclusion issues. There are some pockets of health deprivation in each of the three more rural districts, but usually associated with the mid-sized towns. One area with a relatively high percentage of residents with long term illness is east Bexhill. Other high levels are found in Eastbourne, Hastings, St. Leonards and Newhaven.

Digital Exclusion

Information is increasingly moving to digital platforms and there continues to be a social divide between those who have easy access to the internet and those who are offline. On digital inclusion, the needs which have been identified are the ability to access and use the internet to get information about skills and employment opportunities, health and wellbeing information, and accessing the more competitive online market place for goods and services, which can help households on low incomes.

Digital Exclusion (continued)

Behind these needs are the affordability of home or mobile internet provision, the lack of basic digital skills (which is linked to low levels of educational attainment and also to age) and, to a lesser extent, the availability of broadband technology.

There are 18 areas in the county that are ranked within the 10% most deprived areas of England in terms of household income. This includes 12 areas in Hastings, 3 in Eastbourne and 3 in Rother.

In order to serve the needs of the county as a whole, we will provide a core library offer for all residents. In addition to the core offer, by re-prioritising and developing new, more targeted services we have a key opportunity through the Libraries Strategic Commissioning Strategy to support and empower those people and communities with the greatest needs to make potentially transformational changes to their life chances. While many of the services we provide will remain the same, the way we promote and engage people will be targeted towards those individuals and communities who stand to benefit more.

Our offers as part of a needs-based library service are as follows, for each Strategic Outcome:

Our offer for improving child and adult literacy and numeracy

Fiction and non-fiction reading materials for all ages and needs. We will provide a wider range of quality materials and tailored support for people's different needs, so they can enjoy the pleasure of reading and the better life chances that literacy and numeracy unlock for people. The choice of titles and websites available to download from the eLibrary, the online library service, will be increased and prioritised according to countywide needs.



A new Children and Young People's Literacy and Numeracy offer. We will work closely with other services for children and young people of all ages (including pre-school) and in all settings, to encourage children and their families to use the library service. The new offer comprises:

- **Literacy and numeracy support for pre-school children and their families.** We will aim to provide rhyming and storytelling activities in all libraries or community settings, prioritised according to local needs. This supports pre-school learning and development of speech and language.

Our offer for improving child and adult literacy and numeracy (continued)

- **Literacy and numeracy support for school age children and young people.** We will work with schools and other providers to improve children and young people's literacy, numeracy and personal development by promoting the library service, its resources and targeted activities, such as the Summer Reading Challenge.
- **Outreach services for pre-school children and their families.** We will work with Early Years services to support family learning and development in areas of higher need, delivering services in Children's Centres and through health workers.
- **Support for schools.** We will offer more targeted, free services in areas of identified need and provide resources to support literacy and numeracy to all schools on a pay-as-you-go basis. We will no longer provide the Schools Library and Museum Service (SLAMS). Further details of our proposed support to schools offer is set out on p22.
- **Homework clubs in libraries.** We will pilot homework clubs aimed at 9 -13 year olds in selected libraries. These will run during term-time at the end of the school day on one or two days per week during library opening hours. These will either be staff or volunteer led, and will provide a quiet space for children to do their homework, with some supervision and support, although children can, of course, use the library at any other time to do their homework.
- **Study Clubs in libraries.** For older children and young people aged 14-18, we will pilot Study Clubs in selected libraries. These will operate in the run-up to exam periods and provide a quiet study space for revision or self-directed study on one or two days per week when the library is closed, including one evening. We would not provide any academic support during these sessions, but the library will be supervised by a member of staff, with the support of volunteers. Children and young people can, of course, use the library at any other time for study or revision.

Literacy and numeracy support for children and adults with disabilities. We will support children and adults with disabilities and long term health conditions, such as visual impairments, to be confident using adapted reading materials and technology.

Literacy and numeracy support for adults with low literacy and numeracy. Building on the success of our Advantage East Sussex project and Learndirect schemes, we will seek external funding to provide courses to improve basic literacy and numeracy in libraries in areas with higher needs, working with other adult education providers to signpost people to the right offer for them.

Home Library Service for isolated or vulnerable residents. We will provide a free Home Library Service supported by volunteers to deliver books and other resources from the local library to people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left.

Our offer for supporting the economy

Support to improve IT skills for work. We will provide free online training resources to help people look for and secure jobs as well as improving their ICT skills. Resources include access to job sites, video guides on how to produce an excellent CV, as well as support to use the most popular computer software, including Microsoft, Apple and Google products.

Space to work and study. We will provide free space in all libraries for children and adults to study or work, with free access to computers, the internet and other library resources.

Code Clubs for children. We will provide Code Clubs in selected libraries. Our Code Clubs are part of a nationwide network of after-school coding clubs for children aged 8–12 years old. Using specially created Code Club materials, the sessions are designed to build confidence and encourage creativity in 3 different coding languages, helping children learn computing skills that could unlock a wide range of future career opportunities.

A new Culture Offer. We will work closely with other cultural and heritage institutions in East Sussex to provide an expanded programme of free or paid events in libraries to support personal development and the wider cultural economy, with particular emphasis on local literature and the creative industries in the county. Wherever possible, we will seek external funding to deliver free events and activities. We will also promote libraries as spaces that can be used for the arts, covering activities such as creative writing workshops, book and poetry readings, exhibition areas, and venues for outreach by other cultural organisations.

Our offer for better health and wellbeing

Fiction and non-fiction reading materials for all ages and needs. We will provide these in all libraries to support the health and wellbeing benefits of reading for pleasure. Different formats and a choice of titles will be provided in each library, prioritised according to local needs.

Self-help materials and support for all ages and needs. We will provide self-help materials online and in all libraries, as well as signposting to other services, prioritised according to local needs.

Health and wellbeing information for all ages and needs. We will provide reliable sources of health information online and in all libraries with guidance to other services. We will work with Adult Social Care and Health to develop ESCIS as the main website for health and wellbeing information for East Sussex.

Our offer for better health and wellbeing (continued)

Physical and mental health support. We will work with other services, such as Public Health, to increase the range of health initiatives offered within libraries. These will be prioritised according to local needs and by the services providing them. We will work with partners, including Adult Social Care and Health, to provide resources to support positive mental health.

Outreach for isolated or vulnerable residents. We will continue to offer our Home Library Service to provide reading materials for isolated or vulnerable residents, and we will enhance it by offering Make Every Contact Count training for Home Library Service volunteers, to enable them to support vulnerable individuals in their physical and mental health through signposting and early intervention.

At present our Home Library Service has enough volunteers to serve all of our isolated and vulnerable customers, but we will work with partners to develop additional volunteering capacity and opportunities within the service, to ensure that we retain the capacity to continue to serve an increasingly elderly population with more complex needs.

Initial discussions have taken place with the East Sussex Fire and Rescue Service to explore opportunities for joint working. We will also continue to advertise volunteering opportunities via our ESCC website, in libraries, and through our existing voluntary and community sector networks, for county-wide volunteering opportunities.

Our offer for increasing digital inclusion

Access and support to use computers and Wi-Fi. We will continue to provide free access to People's Network computers and Wi-Fi in all libraries. We will review usage of computers to ensure we have good access in all libraries and promote this offer more effectively.

Support to use technology and the internet. Computer Buddies volunteers will provide personalised support in libraries, prioritised according to local need. This will be expanded to offer support to people to use the eLibrary confidently.



Transformation principles

In addition to the Vision and Strategic Outcomes we will work according to three underlying principles which will enable the Library and Information Service to successfully adapt and respond to the challenges described.

- **Working together**
We will work together with other council services as 'One Council' and with partners outside of the Council, making the most of limited public resources to deliver shared goals and the County Council's priority outcomes.
- **Promoting use of libraries**
We will stimulate use of library services where there is need, so that as many people as possible who are able to benefit from the Library and Information Service know what is on offer and how to access it.
- **Increasing our capacity to add value to what we do**
We will build closer relationships with communities and other partners, developing new volunteering opportunities to deliver additional services that will support a wider range of needs and seek new external funding opportunities.

Accessing the new offers

Currently there are a number of different ways to access the Library and Information Service. These include library buildings, the eLibrary, the Mobile Library, one 'village library' in Northiam, and the Home Library Service.

Based on the evidence of need, we will continue to provide a range of different ways to access our services, but with an increasing focus on online provision and library services delivered in other settings (for example other service locations, community venues and people's homes). This will enable us to meet a wider range of needs.

There are three key ways in which people will be able to access the new offers in future:

An enhanced eLibrary service

We will continue to expand the range of online services and materials that are offered through the eLibrary, our online library service. We will actively promote the benefits of the eLibrary to different groups according to their needs in the following ways:

- New step by step video guides on our website, which will show users all of the different things that they can do with the eLibrary, from downloading eBooks and eMagazines, to searching the catalogue and reserving or renewing an item.

- We will continue to include regular articles on the eLibrary and the resources it has available to users in our monthly e-newsletter to all library members whose email addresses we hold
- Our computer buddies and staff will be on hand within libraries to provide any customers who would like a demonstration or help in accessing the eLibrary.

Library stock focussed on needs

We have historically spent more on library stock than comparable library authorities. As part of the Libraries Transformation Programme we have been reducing the amount we spend on stock to bring our spending down into line with our comparator authorities. The draft strategy proposed a final reduction, and this will be implemented in 2018/19 reducing our spend on stock by a further £100,000.

In future, we will ensure that a greater proportion of the total amount we spend on stock is more closely aligned to the Strategic Outcomes for this Strategy. We will increase the proportion of our stock spending on children's fiction and non-fiction, to support child literacy and ensure we provide resources to support adults with literacy problems. We will also spend proportionally more of our stock fund on resources and information to enable people to take greater ownership of their own health and wellbeing, to be more resilient, increasingly independent, self-sufficient and resourceful, and thus better able to help themselves. This includes resources like our Books on Prescription selection.

A focus on outreach

We will work closely with other County Council services and partners to make sure that we reach communities and individuals with the greatest needs. We will promote and deliver our offer more closely with other services in different settings including the East Hastings and Shinewater Children's Centres, schools and community venues.

For example, at the East Hastings and Shinewater Children's Centres our librarians will work alongside Children's Centre staff to support pre-school learning and children's speech and language development. We will train volunteers to deliver rhymetimes and storytimes at the centres, and we will provide collections of children's stock. Librarians will also run outreach sessions to raise awareness of the library offer and its benefits e.g. our eLibrary, encouraging parents and carers to join the library if they are not already members, and promoting the benefits of reading to children. We will also signpost parents and carers to the opportunities for adult learning that are available from the Library and Information Service.

We will continue to develop our Home Library Service where volunteers deliver library services through outreach to people in their homes, according to their needs. We will ensure that those who could most benefit will be aware of the service and will promote it better by:

- Including regular articles about the benefits of the Home Library Service for both customers and those volunteering to deliver it, in our monthly e-newsletter to all library members whose email addresses we hold
- Writing to all parish and town councils with an article about the Home Library Service and ask them to include it in parish magazines

- Contacting all relevant community organisations, including East Sussex Seniors' Association, to provide information about the Home Library Service and ask them to promote it through their channels
- Including information about the Home Library service when promoting library services through outreach activities

We are keen to hear from anyone who wishes to volunteer to deliver the Home Library Service, please see further information on our website <https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/>, ask at a library or ring 0345 6080196.

Support for schools – part of a new Children and Young People's Offer

Currently we provide a Schools Library and Museum Service (SLAMS) which is funded by schools paying for our service. Income is declining each year and SLAMS, as a distinct service, is no longer financially sustainable. SLAMS will therefore cease to operate at the end of the summer term in 2018. The SLAMS mobile library service, the topic loan service and the schools museums service will no longer run after this date. We will offer our museum stock to The Keep and to local museums and collections.

We will continue to offer the more affordable and popular of our current charged services to all schools. We will also introduce a free library membership specifically for teachers. In addition, schools in areas of need will be offered free targeted support with literacy and reading through outreach activities. This will form part of the new offer for Children and Young People and will allow teachers and children to benefit from the expertise of our librarians.

Support for Schools

Free services (for all schools)

- We will provide teachers in East Sussex schools with a membership which allows them to borrow items on a long loan from libraries for use in the classroom. Teachers will be able to apply for a Teachers Library Membership on behalf of their school, enabling them to reserve items online from a special Schools Catalogue, which will include books from our former SLAMS stock, both fiction and non-fiction, to support the curriculum and promote reading for pleasure. The Teachers Library Membership will allow 30-40 items to be borrowed at a time. Teachers will be able to pick up and return books to an East Sussex library of their choice.

Support for Schools (continued)

Charged services (for all schools)

- Participation in the Children's Book Award
- Stock selection and purchase on behalf of the school – our librarians will help schools to make the best of their budget by selecting a range of titles (non-fiction or fiction) for them; schools can benefit from their expertise and our discounts on stock purchase
- Advice on management of a school library - training for teachers/volunteers on running a school library
- Any other relevant training for teachers we can provide (bespoke services)

Free services (for primary and special schools in areas of need)

- Our librarians will work with families, children and teachers in schools through an outreach programme to contribute to literacy and numeracy, targeting need and working in partnership with Children's Services. Activities could include introducing children to a range of books to encourage reading, and involvement with family learning, depending on the specific needs of the school.
- Our librarians will work more closely with schools to ensure children, families and teachers can maximise use of public library resources, both in hard copy and online.
- Our free services will be targeted to areas of need and prioritised according to the needs of the school community and our capacity to support the requests we receive.
- This service would also be available to schools in all areas on a chargeable basis

A smaller network of library buildings

Currently we provide a network of 24 libraries across East Sussex. In future we will provide 17 libraries in appropriate locations across the county according to need and in order to maintain a high level of accessibility. The research we undertook for the Libraries Strategic Commissioning Strategy of the types and duration of journey people make shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. We will also work with partners to make the best use of space within these buildings.

Our network of library buildings:

Battle	Hollington
Bexhill	Lewes
Crowborough	Newhaven
Eastbourne	Peacehaven
Forest Row	Rye
Hailsham	Seaford
Hampden Park	Uckfield
Hastings	Wadhurst
Heathfield	

We will not retain seven of our current libraries, based on evidence of need in those areas. These libraries are Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon. We will publicise the dates of library closures widely, and ensure all customers are aware of the alternatives to them and their next nearest library.

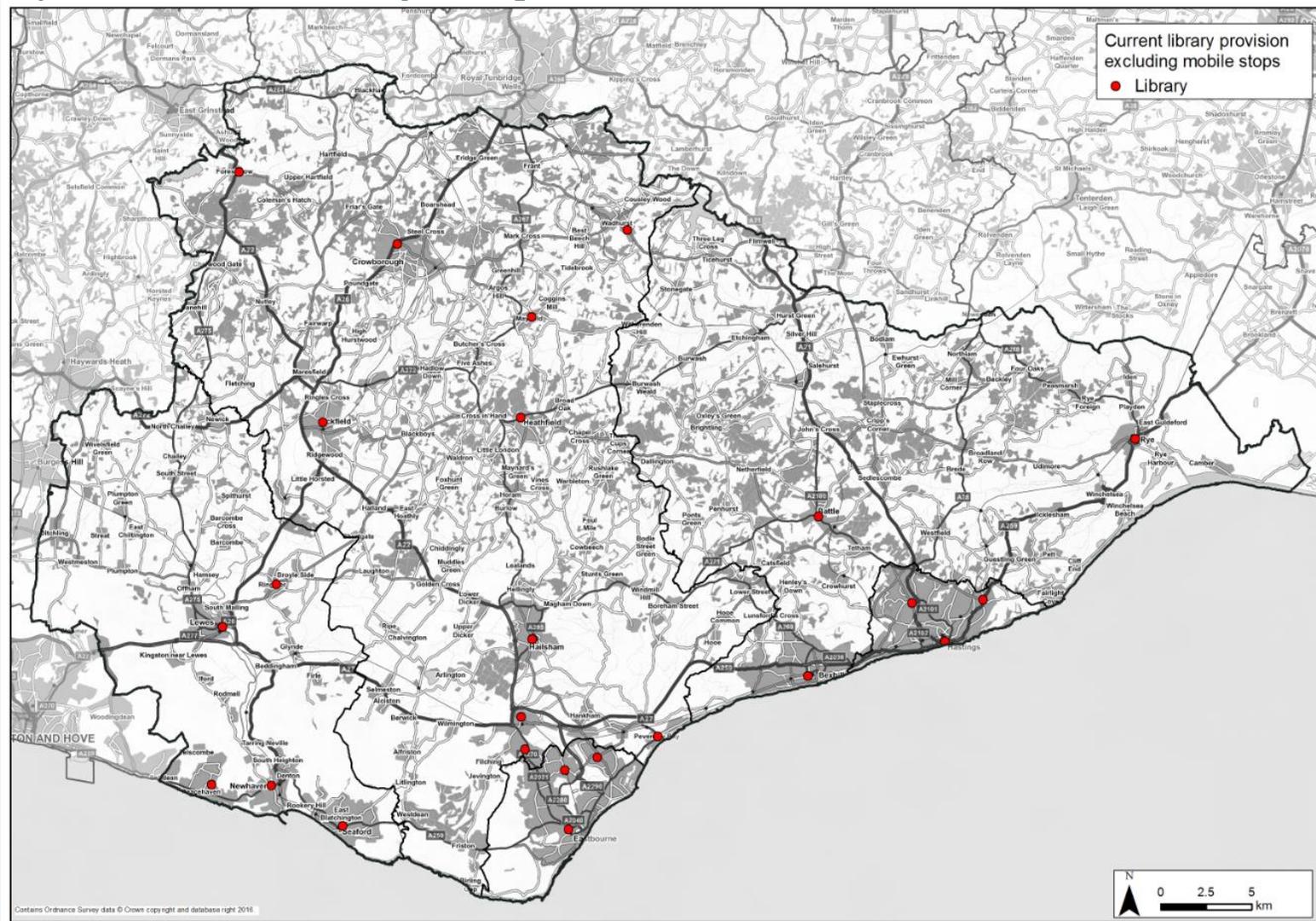
Based on registered home addresses, our analysis showed that all of the members of these seven libraries live within a 20 minute journey time by car to one of the 17 remaining libraries, and over 96% are within a 30 minute journey time by public transport.

In Mayfield, Pevensey Bay, Polegate, Ringmer and Willingdon the evidence shows that there are lower levels of need across the wide range of indicators that we examined. In and around Langney and Ore there are high levels of need. However, each of these communities is also served by a large town centre library (Eastbourne and Hastings) as well as another smaller library (Hampden Park and Hollington). The proximity of both libraries to alternative provision means that it is possible to meet needs in Langney and Ore through other libraries nearby.

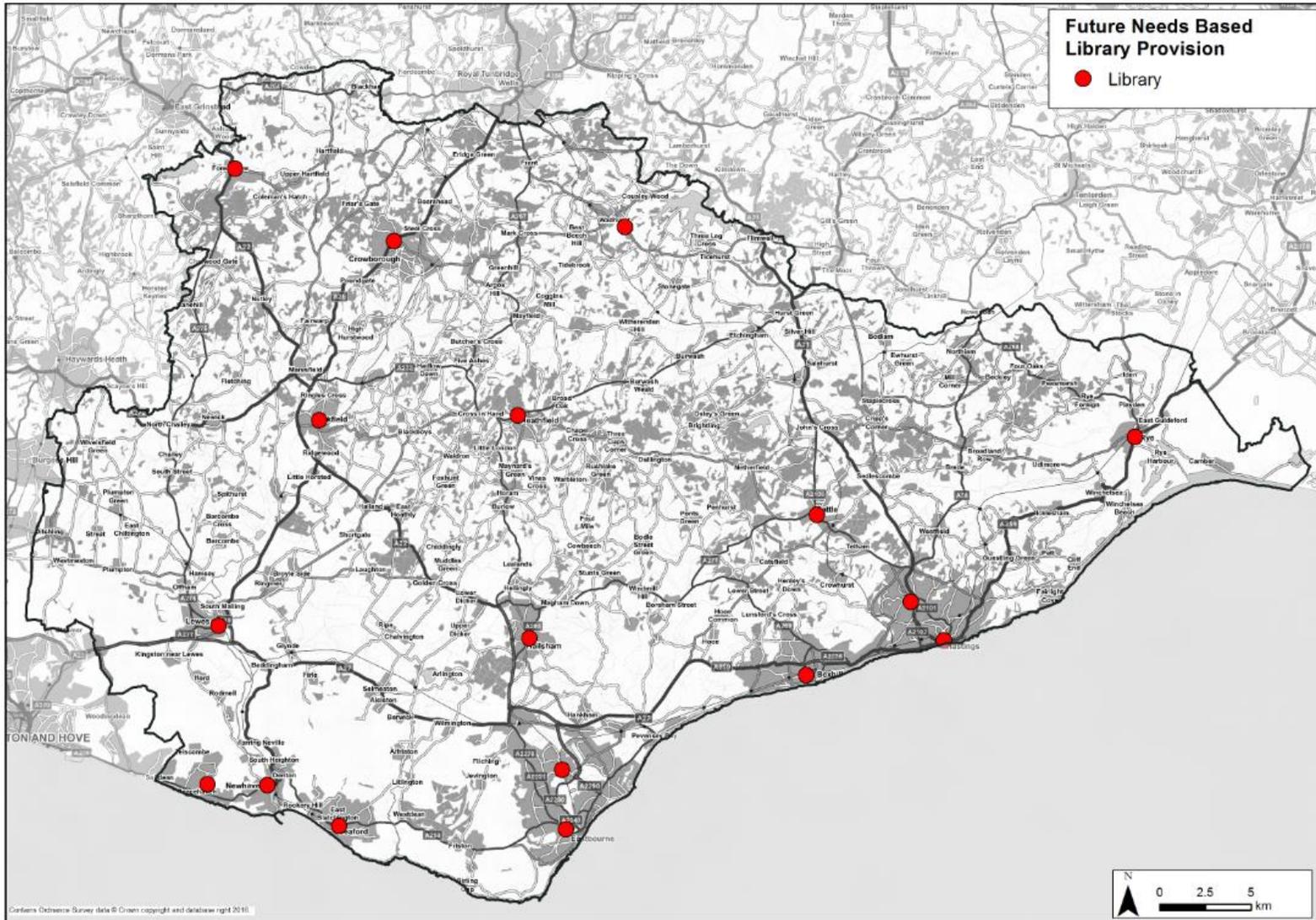
In addition, however, we will deliver part of our outreach programme described on p21 of the Strategy for children and families in Langney from Shinewater Children's Centre and for children and families in Ore from the East Hastings children's centre. The needs assessment identifies these children and families as groups the Library and Information Service is well placed to support.

Maps 1 and 2 below show the current library buildings and those that we will retain.

Map 1 Current network of library buildings for East Sussex



Map 2 Future Needs-based Library service - network of library buildings in East Sussex



We have set out below the evidence we have gathered for the Libraries Strategic Commissioning Strategy, which explains in more detail why these library buildings are no longer required for an effective needs-based library service for East Sussex.

Langney

The needs assessment shows high levels of need around both Langney and Hampden Park libraries. The proximity of both libraries to each other and to Eastbourne Library will enable us to meet needs in Hampden Park and Langney by retaining Hampden Park Library and through the wider range of services provided in Eastbourne Library. Off-peak journey times from Langney Library to Hampden Park Library are 16 minutes by bus (or between 20 and 30 minutes to Eastbourne Library) and 4 minutes by car.

The costs for Langney Library are relatively high because it is in a commercial retail unit within a shopping centre, which we pay rent for, whereas Hampden Park Library is owned by the Council, so it has lower running costs.

However, in addition to the provision of libraries in Hampden Park and Eastbourne, we will deliver an outreach service for children and families in Shinewater Children's Centre, who are identified by the needs assessment as one of the groups the Library and Information Service is well placed to support. This outreach service is described in more detail on p21.

Mayfield

The needs assessment shows that Mayfield is in a very low area of need. In order to direct resources to where they are needed most it is proposed that Mayfield Library is not retained. Off-peak journey times from Mayfield Library to Heathfield Library are 12 minutes by bus and 9 minutes by car.

Ore

The needs assessment shows high levels of need around Ore, Hollington and the Hastings main library. The proximity of all three libraries enables us to meet needs in these communities by retaining the completely refurbished Hastings Library (which will re-open on 2 March 2018) and Hollington Library. Off-peak journey times from Ore Library to Hastings Library are 18 minutes by bus and 6 minutes by car.

The proximity of the East Hastings Children's Centre to Ore Library means that it is more effective to meet needs in Ore by delivering an outreach service at the East Hastings Children's Centre for children and families who are identified by the needs assessment as one of the groups the Library and Information Service is well placed to support. This outreach service is described in more detail on p21. Hastings Library and Hollington Library are well placed to meet the remaining needs within the community.

Pevensey Bay

The needs assessment shows that Pevensey Bay is not in a priority area of need. In order to direct resources to where they are needed Pevensey Bay Library will not be

retained. Off-peak journey times from Pevensey Bay Library to Eastbourne Library are 20 minutes by bus and 11 minutes by car to Hampden Park Library.

Polegate

The needs assessment shows that Polegate Library is not in a priority area of need. In order to direct resources to where they are needed most Polegate Library will not be retained. Frequent public transport links connect Polegate with Hampden Park, Eastbourne and Hailsham libraries. Off-peak journey times from Polegate Library to Hailsham Library are 12 minutes by bus or 7 minutes by car, and 7-10 minutes by train to Eastbourne.

Ringmer

The needs assessment shows that Ringmer Library is not in a priority area of need. In order to direct resources to where they are needed most Ringmer Library will not be retained. Off-peak journey times from Ringmer Library to Lewes Library are 10 minutes by bus and 9 minutes by car.

Willingdon

The needs assessment shows that Willingdon Library is not in a priority area of need. In order to direct resources to where they are needed most Willingdon Library will not be retained. Off-peak journey times from Willingdon Library to Eastbourne Library are 18 minutes by bus and 6 minutes by car to Hampden Park Library.

The full evidence base for the identified needs in each of these seven areas is presented within the Needs Assessment (Technical Appendix 2).

The Mobile Library and Northiam Village library

74% of the population of East Sussex live in urban areas and 26% in rural areas. The needs of communities in more rural areas have been considered, where access to a library may be more limited than in urban areas, for example due to greater distances and fewer public transport options.

The Mobile Library Service has traditionally provided an alternative to travelling to a library building for more rural communities. It offers a three weekly service to 88 stops across the county. Each stop lasts between 15 minutes and 2 hours and 10 minutes, although most stops are for 20-30 minutes.

In the past year 1,112 residents have used the Mobile Library. For the majority of the 88 mobile library stops, the number of customers that access the mobile service is extremely low. Of the 88 stops, 72 (82%) had on average fewer than 10 customers per visit in 2016.

We will cease provision of the Mobile Library Service, offering instead the eLibrary and the network of 17 library buildings that support rural communities within reasonable journey times. We will provide additional support, including the Home Library Service, for those who are unable to travel to libraries or use the eLibrary.

The Library and Information Service also supports Northiam Village Library, a volunteer-led community book swap which offers a limited selection of books to the local community from 2pm to 4pm on Thursday and Saturday each week. This support takes the form of a regular supply of library books and a financial contribution towards the rent, rates and electricity costs of the village library, amounting to almost £1,300 per year. However, Northiam Village Library is not part of the East Sussex Library and Information Service and we do not provide this kind of support to any other community-run book swap.

In the past year, there were just under 1,000 visits to the village library, around 83 visits on average each month. There are 348 residents of Northiam who are members of the ESCC library service, the majority of whom (241) are registered to Rye Library. Off-peak journey times from Northiam Village Library to Rye Library are 28 minutes by bus and 17 minutes by car. Bexhill Library is also well used by residents of Northiam.

The needs assessment shows that Northiam Village Library is not in a priority area of need. In order to direct resources to where they are needed we will no longer provide support to it.

We have held discussions with Northiam Parish Council and the volunteers who run the library. The Parish Council has agreed to fund the running costs of the Village Library with Beckley Parish Council and to submit a proposal to the Local Planning Authority seeking the release of up to £5,000 of funding which has been provided under a section 106 agreement in relation to housing development in the area for enhanced library provision. This could include works to enable additional services or space to be provided as well as internal re-organisation to increase capacity such as upgrading ICT equipment and self-service facilities and/or new, improved counters and shelving. Additional supplies of books could also potentially be provided.

If the community also wished to do so, it could use the new Community Library Membership (see below) to ensure there is a continued supply of books for Northiam Village Library. This would provide a selection of more up-to date stock from the wider ESCC library catalogue than is currently available from the Village Library, and would potentially be an improvement to the service offered to residents.

Community Library Membership

We will introduce a new Community Library Membership in 2018/19. This will allow communities to borrow a range of items which can be made available locally to the community.

The Community Library Membership will require someone in the community to apply for the Community Library Membership and to take a lead role to organise the collection and make it available. For example, it could be co-ordinated by a member of a Town or Parish Council, a member of a community organisation or a local volunteer. The collection could be made available within a village hall, community café or a similar setting, but it would need to be somewhere that the public have access to, and where the collection can be properly looked after.

We will provide a core collection (the number of items will depend on the size of the community) and then it will be possible for the Community Library Member to change the stock by making a selection online from our Community Library Catalogue and exchanging stock at a library of their choice. The Community Library Member would do this on a voluntary basis.

What will be the impact of the Strategy?

Our Libraries Strategic Commissioning Strategy will ensure that there remains a very high level of accessibility to a library by public transport or by car across the county, within a reasonable journey time of 20 to 25 minutes, including for rural communities. It will also ensure that libraries are well-placed to serve areas with greater needs.

The key impacts of the Strategy are:

- **92% of members of the current 24 libraries will be unaffected by the changes. For the 8% of users who will be affected by the revised strategy, all live within a 20 minute journey time by car to one of the proposed 17 remaining libraries, and over 96% are within a 30 minute journey time by public transport**
- **Of the 88 Mobile Library stops, 82 have an alternative library that can be accessed by public transport, and of these 76 are within a 30 minute journey from their existing Mobile Library stop**
- **All 88 Mobile Library stops are within a 20 minute drive of an alternative library**
- **Over 99% of residents will still be able to travel to a library within a reasonable journey of 20 minutes by car, compared with 100% for the current library network or a Mobile Library stop.**
- **Over 86% of residents will still be able to travel to a library within a reasonable journey time of 20 minutes by public transport. This compares to 89% for the current network of libraries.**

As we have summarised above, the Libraries Strategic Commissioning Strategy will mean that over 86% of the population of East Sussex will be within a 20 minute journey time of a library by public transport and over 99% of the population will be within a 20 minute journey by car. This compares with over 89% of the population who can get to one of the current 24 libraries by public transport and over 99% of whom can currently do so by car. In terms of current access to our existing 24 libraries and the 88 Mobile Library stops, 97% of the population of East Sussex have access within 20 minutes by public transport and 100% by car.

Looking at accessibility within half an hour, over 95% of East Sussex residents will be able to get to a library within a 30 minute journey time by public transport (bus or train) and 100% by car. This compares with over 96% of the population who can currently reach a library within 30 minutes by public transport and the same 100% who can currently do so by car. If current Mobile Library stops are included over 99% of residents are currently able to get to a library within half an hour by public transport and 100% by car.

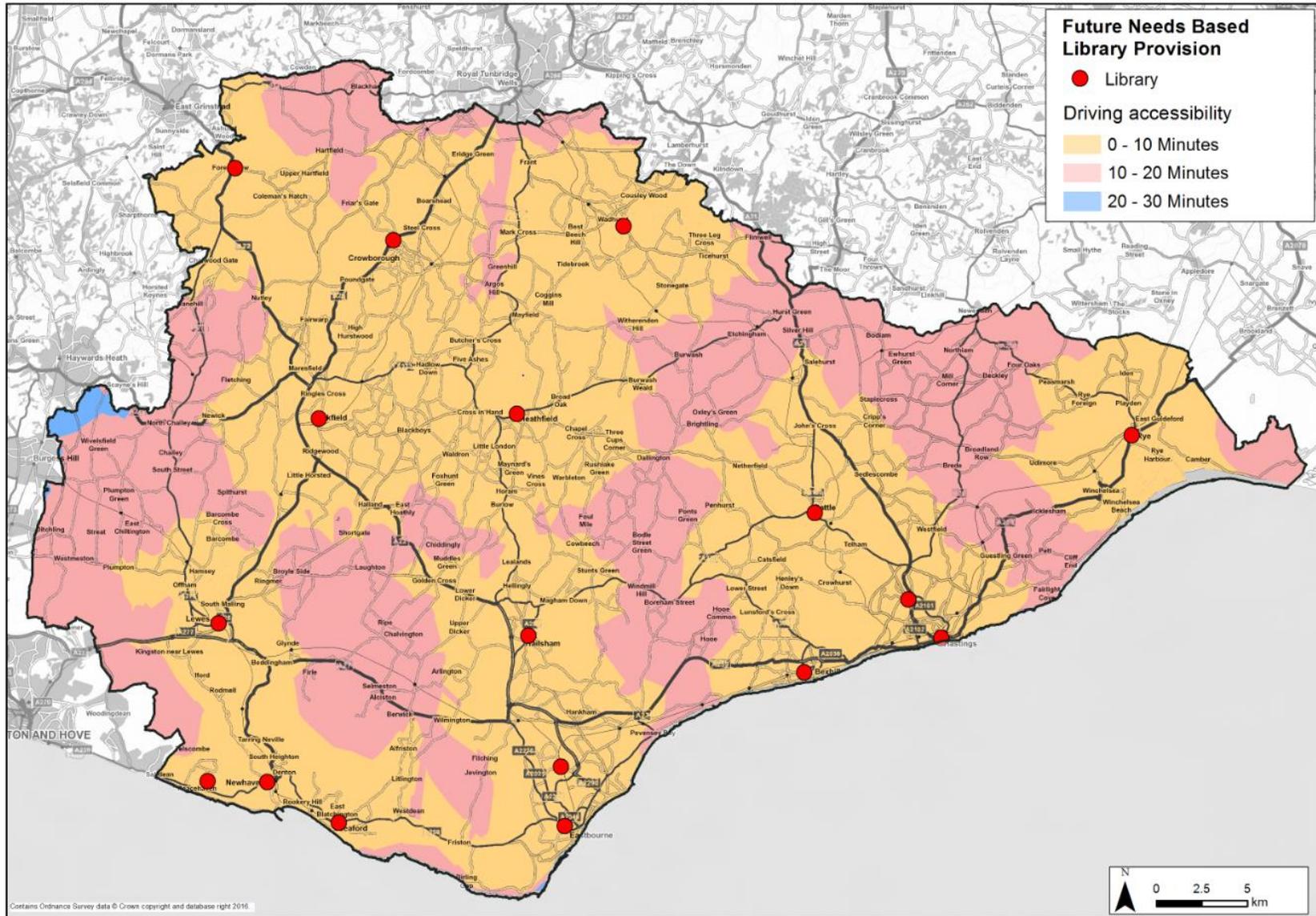
Table 1 provides a detailed breakdown of access to a library within 10, 20 and 30 minute journey times for the population of East Sussex for the future network of 17 libraries compared to the current network of 24 library buildings and the current network of 24 library buildings plus mobile library stops.

Table 1 Journey times to East Sussex libraries – current and future library network

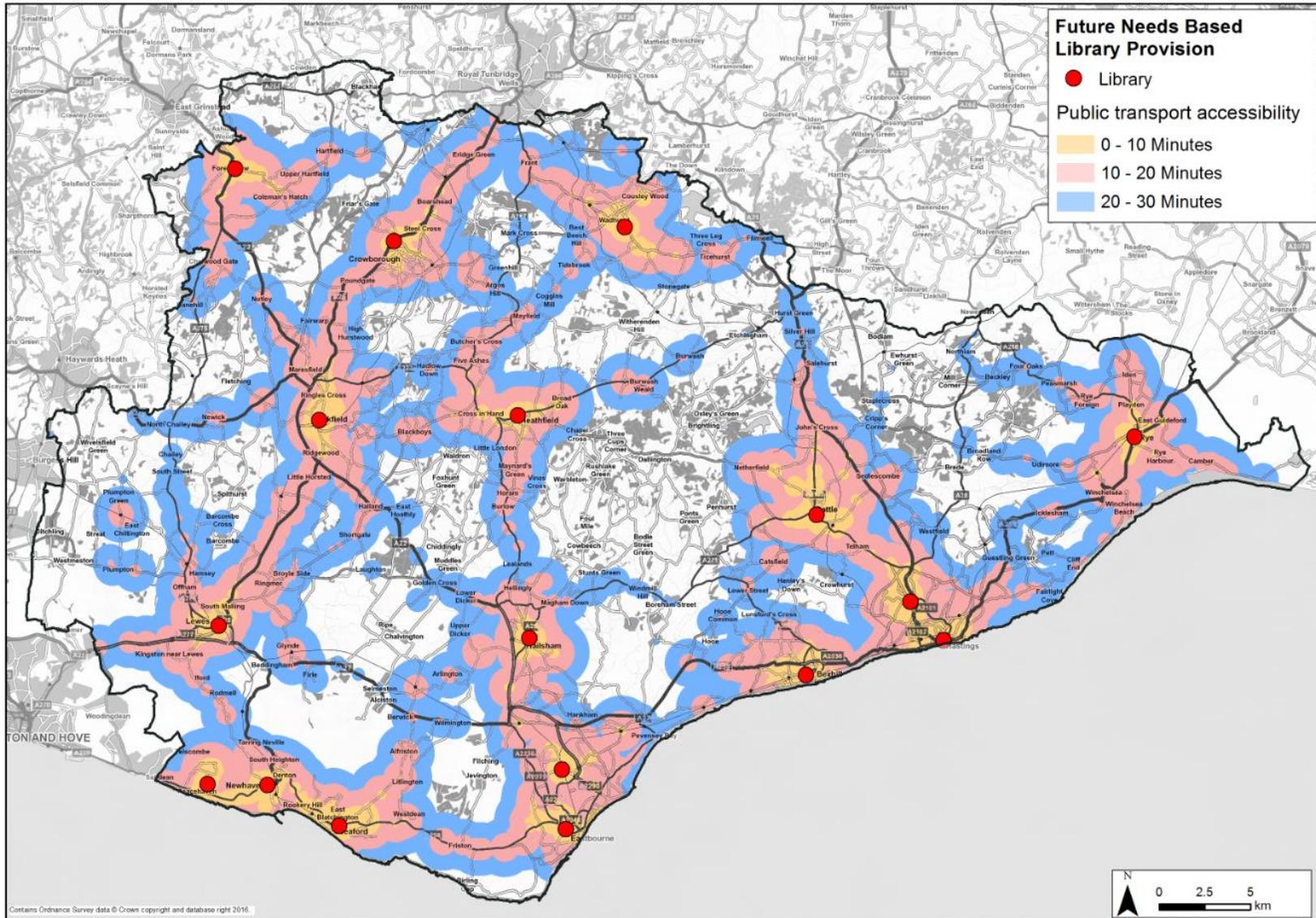
Cumulative totals		Journey time in minutes								
		Public Transport			Driving			Walking		
		0-10	0-20	0-30	0-10	0-20	0-30	0-10	0-20	0-30
No. of residents within journey time	Current 24 libraries & Mobile Library stops	380,428	511,894	524,342	527,108	527,521	527,521	119,851	300,467	460,805
	Current 24 libraries only	307,975	469,758	507,219	496,817	526,799	527,521	86,113	256,226	397,193
	Future network of 17 libraries	241,980	454,364	504,851	482,621	526,799	527,521	65,532	203,991	309,387
% of residents within journey time	Current 24 libraries & Mobile Library stops	72.1%	97.0%	99.4%	99.9%	100.0%	100.0%	22.7%	57.0%	87.4%
	Current 24 libraries only	58.4%	89.1%	96.2%	94.2%	99.9%	100.0%	16.3%	48.6%	75.3%
	Future network of 17 libraries	45.9%	86.1%	95.7%	91.5%	99.9%	100.0%	12.4%	38.7%	58.6%

Map 3 shows journey times to the future network of 17 libraries by car and **Map 4** shows the journey times by public transport.

Map 3 Journey times to the future network of 17 libraries by car



Map 4 Journey times to the future network of 17 libraries by public transport



53 of the 88 Mobile Library stops (60%) are within a 10 minute drive of one of the 17 libraries that we will retain. On average seven customers use the Mobile Library at each of these stops. 35 stops (40%) are within a 20 minute drive. On average five customers use the Mobile Library at each of these stops. 82 of the 88 Mobile Library stop locations are served by public transport to an alternative library building, on a day when the closest alternative library is open, of which 76 have a journey time of 30 minutes or under.

The changes do have a greater impact for people who currently walk to libraries. Over 58% of residents will be able to walk to a library within half an hour compared to over 75% for the current network of libraries and over 87% when mobile library stops are included.

It is also important to bear in mind that a wide range of factors influence whether people make particular journeys by car or public transport and that people commonly travel to libraries as part of combined trips to do other things, such as shopping or when they are at work. 55% of library users use more than one library.

A draft Equality Impact Assessment was produced to identify those groups of people who it is considered will be more affected by the proposals than others. The Equality Impact Assessment has been revised following the analysis of the public consultation on the draft Strategy, which has helped us better understand the impacts of the changes that the Libraries Strategic Commissioning Strategy will bring about. Three main groups are identified; those aged 75 and over, those with certain disabilities and those in rural communities.

Those aged 75 and over and those with certain disabilities were primarily identified for a common reason, in that they are likely to be less able to travel further to an alternative library and in some cases may be lacking the digital skills or technology to access the services via the eLibrary. For those individuals unable to access a library themselves due to mobility issues, illness or their caring responsibilities, the Home Library Service is considered to be a suitable alternative way to access the service.

For individuals living in rural communities, it is likely that they will have further to travel to the library if they currently use the Mobile Library Service, the Northiam village library or one of the rural libraries that we will not retain (Mayfield, Ringmer and Pevensey Bay). For those who have access to a car or are able to travel by public transport to an alternative library, the majority of people in the county will still be able to access a library in reasonable travel times. In addition, the eLibrary provides a suitable alternative way of accessing the service.

The results of the consultation have also highlighted that for some residents, particularly those aged 75 and over, a visit to the library is a source of social interaction and it is acknowledged that the closure of libraries, and the Mobile Library, may contribute to their feeling of social isolation alongside the closure of other rural services, if they are unable to travel further to an alternative library. The Community Library Membership category will enable individuals in communities to to run a book exchange in their area and support social interaction, if they wish to do so.

Library opening hours

Library opening hours were changed in November 2016, following a public consultation. The rationale was to decrease library running costs by reducing opening hours at times when libraries were less busy, ensuring that people can access services across the county when they are most used. Given the necessary savings, some hours were reduced at other times.

We have looked again at the evidence we considered prior to reducing library opening hours in 2016 and we do not think that increasing current library opening hours is required in order to provide a needs-based library service.

We have, however, looked at different ways to open libraries for longer, including technology which allows people to use libraries when they are unstaffed. These systems are not cheap, and at present, there is not a case for investing in them in East Sussex, especially considering the evidence we found that libraries were not well used outside of our 'core hours' of 10am to 5pm.

Community and partner involvement

Volunteering opportunities

Our Library and Information Service is supported by over 400 volunteers who play a vital role in enabling us to deliver the full range of services we provide. Volunteering with the Library and Information Service is a way to meet new people, learn new skills and give something back to your community. You could help with our home library service, our bookshop, children's activities, or give advice on using computers and more. We will train you and meet regularly to make sure all is going smoothly.

We have identified the potential to develop new volunteering opportunities to deliver the additional services that we have set out in the Strategy, which will support a wider range of needs, such as Study and Homework Clubs and Code Clubs.

During the consultation on the draft Libraries Strategic Commissioning Strategy we invited anyone who would be interested in volunteering with the Library and Information Service to get in touch with us, and we are hugely grateful that an enormous number of people expressed an interest. 637 people responded to say they were interested in volunteering with us in one of our available roles and we have contacted all those people who gave us their contact details. 460 people said they were interested in supporting volunteer led opening hours or supporting friends or other forms of community involvement in library provision. We will put them in touch with the various community and other groups exploring these options. We are always keen to hear from anyone who is interested in volunteering with us.

You can find out more about what is involved in all of the volunteering roles we offer and apply online at www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/

We will contact you within 5 working days to talk about our volunteering opportunities and whether your preferred role is available near you. If roles are full, we will add you

to the waiting list. You will need to provide 2 references for all our volunteering roles. We may also need to arrange a Disclosure and Barring Service check (DBS) check.

We pay expenses like mileage costs for using your own car for our Home Library Service. We will need confirmation from your insurance company that your car is insured for voluntary work.

Following the changes to library opening hours in 2016, we are piloting a project with Forest Row Parish Council, where volunteers in Forest Row open the library without paid staff on one afternoon per week when the library would normally be closed. So far this pilot is working well. Although we do not plan to increase library opening hours we would welcome any approach by communities who wish to work with us to set up volunteer-run library sessions as a way of increasing library opening hours if there is a desire within their communities to do so. As with the pilot in Forest Row Library, volunteers would need to be managed and coordinated by the community, but we would provide full training and protocols for volunteer-led opening hours.

Similarly, if communities wanted to set up Friends Groups as a way of supporting the Library and Information Service through fund-raising or volunteering, we would be very interested in hearing your ideas.

You can get in touch through the Contact Us page of our website at www.eastsussex.gov.uk/libraries/library-cards/contact-the-library-and-information-service/

Options for community library provision

Our draft Libraries Strategic Commissioning Strategy invited comment on potential options for the seven libraries that we proposed not to retain to be community-run or community-funded if there was a desire within communities for the libraries to continue to operate.

The principle behind these options was that the seven libraries could be kept within the East Sussex Library and Information Service if they could be funded wholly by communities or other organisations. Alternatively, we suggested that communities or other groups or organisations may wish to take over the leases of buildings or purchase them, and run them as completely independent libraries or use them for other purposes.

During the public consultation on the draft Strategy we have met with many of the communities affected by the changes we proposed and listened carefully to all of their ideas and suggestions. We have supplied a large amount of information about the costs and practicalities of running these libraries, so that communities could develop proposals to take them over or fund them, if they were able and wished to do so.

Many of the communities we talked to understandably did not wish to lose well-regarded local services and argued strongly for the County Council to retain and fully fund all of the seven libraries. We did not receive any formal proposals for communities to take over the running or funding of any of the seven libraries as a preferred option to the County Council continuing to operate and fund them.

As we have explained earlier in this strategy, having carefully considered all of the representations and feedback received during the consultation we remain of the view that the seven libraries and the Mobile Library Service are not required for us to provide a needs-based library service that meets our statutory duty, and there would not, therefore, be a case for continuing to provide ongoing funding for them.

During the public consultation, communities also told us that the two options we proposed were rather ‘all or nothing’ options. They felt that community-funded models would be expensive for local Council Tax payers if the costs were raised through a local Council Tax precept.

Community-run libraries could help reduce costs by using volunteers and potentially making savings on business rates and at the same time provide a more tailored library service that was better suited to the community, e.g. potentially longer opening hours and combining the library with other community services and activities. However, communities felt that one of the key benefits that would be lost under this kind of model would be the access to up-to-date county-wide library stock and the free People’s Network computers, with all of the resources they bring. They therefore felt that any future community-run library would need to retain these features.

Communities also told us that the initial costs of stocking a community-run library would be high, and that the costs of renting or buying at their market value the buildings in which the libraries are currently based would be a significant barrier, considering all of the other challenges that there would be in setting up a community library.

We recognise these challenges and the desirability of a different model. If Cabinet endorse the recommendation to close the 7 libraries, we propose that any community group that comes forward with a viable 3 year proposal to take on one of these libraries in a building that the County Council owns could be provided with a lease on a peppercorn rent, for an agreed duration (Ore, Polegate, Willingdon libraries). This would be subject to approval of the proposal by the Director for Communities, Economy and Transport in consultation with the Assistant Chief Executive. In addition, we could lend, again on a peppercorn basis, a selection of core starter stock and the current fixtures and fittings of the library. Where we do not own the building, we will do our best to assist in assigning or sub-letting leases, where this is permitted under the lease and subject to any other restrictions such as planning permissions (Langney, Mayfield, Pevensey Bay, and Ringmer libraries). However, if communities wished to continue to provide county-wide stock on an ongoing basis, which would require access to the Library Management System (LMS – the computer system that holds our catalogue and manages issues, renewals and reservations) and to offer the People’s Network computers, the cost of this would need to be reimbursed to the County Council. We also believe that, in these cases, we would need to provide ESCC staff time to act as a point of contact between the community library and the County Council, to resolve any issues.

We have not received any proposals that would meet the above criteria, which do not require an ongoing cash contribution from the County Council, and as set out

earlier in the Strategy, the seven libraries will therefore close as County Council operated libraries. However, we are happy to continue to explore any new options or work with communities to revise any existing proposals that would enable a viable community library model to be implemented, whether this enabled a seamless transition from ESCC to community library after the library closes, or whether it would mean that the library might re-open at a later date as a community library.

Space in library buildings

We have undertaken a Property Assessment for all of our library buildings. This includes consideration of how effectively the space within each library is used. We have been able to secure partnerships within the Council to locate or deliver other services in some libraries as part of the Libraries Strategic Commissioning Strategy. This will allow us to support a wider range of needs, draw in new audiences and generate additional income to offset required savings for the Library and Information Service.

Operational bases for parking enforcement staff will be provided in Hastings, Eastbourne and Lewes libraries from July 2018. The Library and Information Service will deliver some of the functions of the three Parking Shops from these libraries. This joint venture will enable the parking services to be delivered at a lower cost due to the sharing of overheads and other operational costs.

The Seaford Integrated Locality Team, part of our East Sussex Better Together health partnership, has moved into accommodation within Seaford Library. This team brings together a number of social care and health services for adults, from the County Council and the NHS, within the community. Their services are not delivered in the library.

There are further opportunities for partners to use space within other library buildings to provide services or for office accommodation. This would increase the potential of the library service to offer an increased range of services, delivering shared outcomes with partners and creating further savings. We would welcome approaches from organisations or groups interested in using space within any of our libraries to provide services or for office accommodation. An expression of interest only is necessary at this stage, and any arrangement would be negotiated on a case by case basis.

HMP Lewes

The library in Lewes Prison is provided by the Library and Information Service as a traded service, which means that it is self-financing. We will continue to provide this service subject to any future negotiations with the prison authorities. It is recognised that the prison community do have specific needs which the library supports, but these are not assessed as part of the Libraries Strategic Commissioning Strategy.

Alternative delivery models

We have spoken to or visited a number of other local authorities to understand how they run their library services and see what lessons we could learn from them. They include West Sussex, Kent, Brighton and Hove, Surrey, Buckinghamshire, Devon and Suffolk.

We have explored whether it would be better if someone other than the County Council provided the Library and Information Service in future and have undertaken an initial options appraisal to explore the advantages, disadvantages and risks of different delivery models that would most effectively enable the Library and Information Service to implement the draft Libraries Strategic Commissioning Strategy.

This options appraisal included:

- Keeping the Library and Information Service in-house, delivered by the County Council, but assuming that the Libraries Strategic Commissioning Strategy is implemented, as proposed;
- Establishing a Local Authority Trading Company;
- Establishing a Public Service Mutual;
- Outsourcing the service (to a 'for profit' or third sector provider); and
- Establishing as a joint venture between the Council and a library service staff group.

A summary of these different delivery models is provided in the table below.

The options appraisal identified a Local Authority Trading Company and continuing to provide the Library and Information Service in-house as the two highest scoring options for East Sussex, with the Local Authority Trading Company scoring slightly higher. The main advantage of a Local Authority Trading Company over the in-house model would be the ability to trade for profit. At present the opportunities for us to do that are limited as most councils are not outsourcing their library services.

Both Suffolk and Devon County Councils have created Public Service Mutuals for their library services. Both of these Public Service Mutuals have savings programmes that include many of the options we have either already delivered through the Libraries Transformation Plan or that we propose to deliver through the Libraries Strategic Commissioning Strategy.

The options appraisal therefore concluded that there is currently no convincing argument for changing from the current in-house model in order to implement the Libraries Strategic Commissioning Strategy. Discussions have taken place with the District and Borough Councils to explore opportunities for the potential of a Service Level Agreement to operate libraries on our behalf. It does not currently appear that there are efficiency gains from a Service Level Agreement approach, and there is the potential for the loss of current economies of scale for both the County Council and any other organisation that might wish to operate a part of the library service under a Service Level Agreement, meaning that costs of delivering the service would

probably increase rather than decrease under this model. However, we remain open-minded about the possibility of such an approach in the future.

Summary of alternative delivery models for the Library and Information Service

Local Authority Trading Companies (LATCs)

LATCs are bodies that are free to operate as commercial companies but remain wholly owned and controlled by the 'parent' council(s). As trading bodies, LATCs are in a position to provide their services to a wider market than a council department. LATCs are contracted by the parent council (or councils) to provide services back to the council(s) via a service contract.

Public Sector Mutual (PSM)

The Department for Culture Media and Sport defines a PSM as an organisation that has left the public sector (also known as 'spinning out'), which continues to deliver public services, and which has a significant degree of employee control, influence or ownership. Typically a PSM would involve an element of employee-ownership (or at the very least a significant level of employee control). The model also allows for the involvement of a range of other stakeholders, possibly including community groups and the Council.

Depending on the intended ownership and governance arrangements, stakeholders (e.g. staff, community groups, Friends Groups and the Council) may own part of the PSM and sit on the board of directors. Several advisory groups could be established to ensure that a diverse range of stakeholders are effectively represented and able to influence the PSM's strategic direction.

Outsourcing

The process of outsourcing a council's library service involves the procurement of a third party to deliver the library service on behalf of the council via a contract. The outsourcing of library services may take several forms, including:

- Procuring an existing social enterprise or charity to deliver the service on behalf of the council;
- Procuring local community groups to deliver library services on behalf of the council (with funding, professional library services and back-office support and systems);
- Procuring another council to deliver part or all of the service; and
- Procuring a for-profit provider to deliver the service on behalf of the council.

Joint venture

The term 'joint venture' can describe a range of different commercial arrangements between two or more separate entities. Each party contributes resources to the venture and a new business is created in which the parties collaborate together and share the risks and benefits associated with the venture.

A party may provide land, capital, intellectual property, experienced staff, equipment or any other form of asset. Each party generally has an expertise or need which is central to the development and success of the new business which they decide to create together. It is also vital that the parties have a 'shared vision' about the objectives for the joint venture.

**Summary of alternative delivery models for the Library and Information Service
(continued)**

In the case of libraries, a joint venture may involve the Council and one or more third party (possibly including the staff group) establishing a new entity.

Ownership of the joint venture would conventionally be split across each of the parties involved. Typically this would be determined by the appetite of the Council to share ownership, and the level of investment and risk taken on by each party.

Identified savings

The Libraries Strategic Commissioning Strategy will enable us to deliver an estimated saving of £653,000 through a combination of shared efficiencies by co-locating library services with other County Council services, income generation, and the reduced provision of library buildings, the Mobile Library and other services.

This is £97,000 less than the £750,000 savings target for the Libraries Strategic Commissioning Strategy set out in the Council's Medium Term Financial Plan.

Overall, this will equate to £1.903 million toward the total £2 million savings target for the Libraries Transformation Programme. This is considered to be the most appropriate strategy to prioritise resources in order to meet identified needs at this time. The remaining £97,000 of savings will be met from elsewhere within the Communities, Economy and Transport Department.

Identified saving	Value of saving
Closure of buildings, including frontline staff	£172,000
Management savings associated with closures	£137,000
Income generation from buildings and building efficiencies	£171,000
Additional reduction in stock fund	£100,000
Cease Mobile Library provision, including staff costs	£73,000
Total	£653,000

Implementing and monitoring the Libraries Strategic Commissioning Strategy

The Libraries Strategic Commissioning Strategy sets out a programme through which we can deliver the identified savings within the agreed timeframe, to the end of the current Medium Term Financial Plan in 2018/19.

Key performance indicators for the implementation of the Strategy will be developed as part of the business planning process for the Library and Information Service and through the Council's public reporting on the Council Plan and Portfolio Plans. These will enable the Council and members of the public to monitor the implementation of the Strategy and its delivery of the Vision and Strategic Outcomes.

Supporting information

The Libraries Strategic Commissioning Strategy is supported by a number of other documents.

There are three appendices to the Libraries Strategic Commissioning Strategy.

- **Appendix 1. Rationale and Impact Assessment for a Needs-Based Library Service.** This provides a more detailed rationale for the proposals contained within this Libraries Strategic Commissioning Strategy
- **Appendix 2. Equality Impact Assessment.** This document determines the impact of the Libraries Strategic Commissioning Strategy on equalities.
- **Appendix 3. Summary of the Technical Appendices.** This provides a summary of all of the evidence developed in the supporting Technical Appendices (see below)

A number of Technical Appendices (TA) have also been developed, providing the detailed evidence base which has informed the commissioning process. Together these documents also fulfil the legal duty of the Council to produce an assessment of needs for the changes we are making, which demonstrates that, by implementing them, we will continue to meet our statutory duty to provide a comprehensive and efficient library service.

TA	Title	Purpose of the Technical Appendix
1	National and local context	Explains the context in which the library service operates at a local and national level, including the legal duty to provide a library service
2	Needs Assessment	Explains the different needs across the county and within different communities, which are relevant to the library service
3	Service Description and Analysis	Explains how the current library service is provided, including comparison with other library services and findings from consultations with service users
4	Property Assessment	Explains the current buildings used to provide the library service and opportunities that exist to use them better in future
5	Accessibility Analysis	Explains current access to the library service, including library buildings, the e-library and the mobile library, and determines reasonable travel times for journeys to libraries
6	Gap Analysis	Explains gaps between the way that the library service is currently provided and the way that it should be provided to meet needs and identifies the proposed Vision and Strategic Outcomes
7	Delivery model options appraisal	Explains the different models that are available to provide the library service and proposes the preferred model for future delivery



Produced by the Library and Information Service

East Sussex County Council
County Hall
St Anne's Crescent
Lewes BN7 1UE

Website: eastsussex.gov.uk/libraries

E-mail: library.consultation@eastsussex.gov.uk

Phone: 01273 335165 / 01273 335397

March 2018



Cabinet

6 March 2018

Appendix 3

**Libraries Strategic Commissioning Strategy
Rationale and Impact Assessment for a
Needs Based Library Service**

Contents

1. Purpose of this document	2
2. Rationale for a needs-based library service	4
3. Impacts of a needs-based library service	15
Annex 1 – Alternative travel routes and times	23

1 Purpose of this document

Purpose of this document

- 1.1 This document provides further assessment of the rationale and impact for the changes to the library service contained within the Libraries Strategic Commissioning Strategy. It is one of a series of documents produced to support the Strategy, which are as follows:

Figure 1 Schematic of Libraries Strategic Commissioning Strategy and supporting documents

Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for a Needs-Based Library Service						
Appendix 2 Equality Impact Assessment						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1	Technical Appendix 2	Technical Appendix 3	Technical Appendix 4	Technical Appendix 5	Technical Appendix 6	Technical Appendix 7
National and Local Context	Needs Assessment	Service Description and Analysis	Property Assessment	Accessibility Analysis	Strategic Outcomes and Gap Analysis	Delivery Model Options Appraisal

- 1.2 Based on the findings of the Technical Appendices and the draft Equalities Impact Assessment this document provides further detail on:

- The ways in which people will be able to access the Library and Information Service and those parts of the service which we will stop providing
- The likely impact of the changes on library users, the population as a whole and also those with protected characteristics, and the mitigations to address those impacts

- 1.3 The Libraries Strategic Commissioning Strategy aims to create a modern, affordable Library and Information Service for East Sussex, which prioritises the needs of the county and is able to adapt to future needs.

- 1.4 The term ‘needs’, in this context includes the general requirement that adults and children have a reasonable ability to access reading materials, information and the range of other resources that meet their general and special requirements, for the various benefits that these can provide. It also

takes account of the particular needs of different communities (both of people and place) who face greater disadvantage than others.

- 1.5 For many people the obvious focus would be around reading and literacy when considering the needs that a library service can meet. However, in developing the Libraries Strategic Commissioning Strategy, we have set out to identify the wider needs that the Library and Information Service may be well-placed to help meet, either on its own or in partnership with others, within the resources that are available.
- 1.6 The development of the Libraries Strategic Commissioning Strategy also took into account our legal responsibilities for providing a library service. This approach, and the detailed process of review that has been undertaken, are described in this and in the other Technical Appendices.
- 1.7 An affordable and adaptable Library and Information Service means that it will be able to respond to a number of common challenges facing library services across the UK, including:
 - the significant budget pressures facing councils, both in terms of a reduction in grant allocated to councils at the same time as an increase in demand for key services, such as social care
 - a decrease in library use related to a shift in consumer behaviour, with increasing access to reading materials, information and public and paid services online
 - the changing needs brought about by a growing and ageing population and the move increasingly toward a knowledge based economy and the effects of a long period of financial uncertainty
- 1.8 The Strategy has been produced using the Strategic Commissioning Framework, our business planning process for all East Sussex County Council service redesign.

2 Rationale for a needs-based library service

Access to library services

- 2.1. Currently there are a number of different ways to access the Library and Information Service. These include library buildings, the eLibrary and the Mobile Library. A free Home Library Service is offered to people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left. The Council also provides support to the Northiam Village a community book swap, which is not part of the statutory library provision of the county.
- 2.2. Based on the evidence of need, a mix of different access to services will still be delivered, but more appropriately reflecting changes in use. This will include access to services in libraries but increasingly online and in other settings; other service locations, community venues and people's homes.
- 2.3. The remainder of this section describes, in detail, access to library services under the Libraries Strategic Commissioning Strategy.

eLibrary

- 2.4. The eLibrary has changed the way in which people are able to access library services, at any time, no matter where they are. By using the eLibrary, people can download reading materials, access information resources (including some resources that the Library and Information Service provides for free, but which people would have to pay for outside of the eLibrary), watch training videos or look up community information on ESCIS.
- 2.5. ESCIS, the East Sussex Community Information Service, is a website hosted by the Library and Information Service, providing up to date details of community organisations and events across East Sussex and Brighton & Hove. ESCIS can be accessed by anyone who can get online. Anyone wishing to access ESCIS within a library can do so, either by using the People's Network computers to visit the website or by asking a member of library staff to look up information for them.
- 2.6. The eLibrary also offers the ability to manage library loans more conveniently online between library visits. It provides the opportunity to 'click and collect', as with retailers, allowing people to search the library catalogue online and reserve items to collect from a library knowing they will be available, or to renew items for longer, reducing the need to visit a library as often.
- 2.7. Despite the potential benefits, however, the evidence suggests that awareness of the range of eLibrary services among the general population of East Sussex is still very low. There has been a lack of targeted promotion of

the eLibrary and support offered to help people with the skills to use it effectively, although this has been addressed to a much greater extent in recent years.

2.8 Although the eLibrary has the potential to serve a much wider cross-section of the local population than it does at present and use is increasing, we recognise that the shift toward online information, books and services is unlikely to replace the need either for library buildings or for printed reading materials altogether.

2.9 The eLibrary, therefore, will continue to be enhanced, with an expanded range of materials and services and more targeted promotion, as an integral part of a modern library service for East Sussex. This will enable us to meet needs by responding increasingly to changes in consumer behaviour and in a way that is more cost effective for the service. We will promote the eLibrary through:

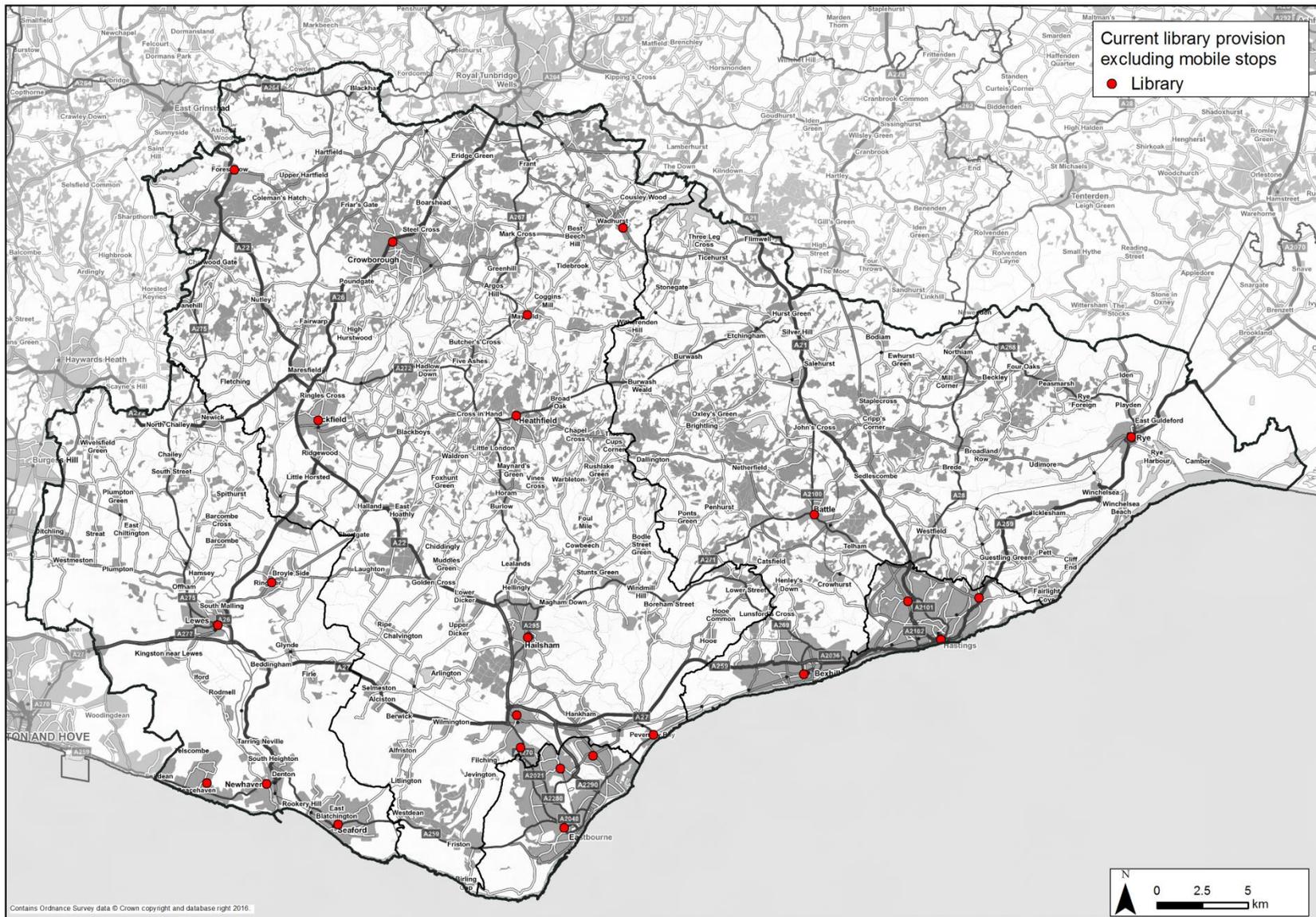
- A new step by step video guides on our website, which will show users all of the different things that they can do with the eLibrary, from downloading eBooks and eMagazines, to searching the catalogue and reserving or renewing an item
- Continuing to include regular articles on the eLibrary and the resources it has available to users in our monthly e-newsletter to all library members whose email addresses we hold
- Ensuring our computer buddies and staff are on hand within libraries to provide any customers who would like a demonstration or help in accessing the eLibrary.

Library buildings

2.10 By visiting a library, people are able to read or borrow books and access reliable sources of information, use computers, work or study and take part in literacy and training sessions. Although these remain the way that most people use the library service, fewer people are visiting libraries year on year.

2.11 Currently there is a network of 24 library buildings across East Sussex, as shown in **Map 1**, below.

Map 1 Current East Sussex library network



2.12 The Libraries Strategic Commissioning Strategy has determined that a smaller network of library buildings is required in order to provide a needs-based library service, based upon the following considerations:

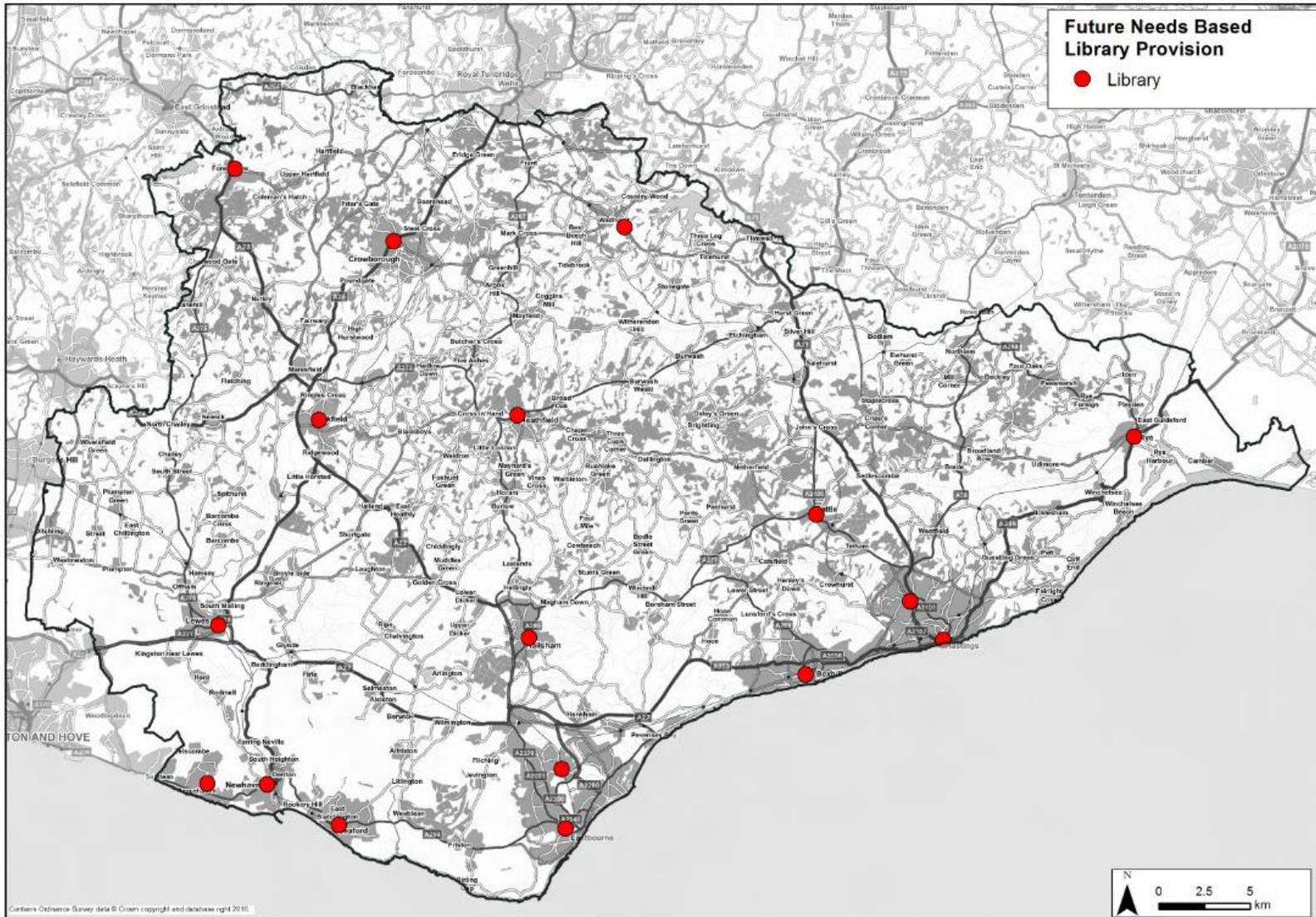
- National research of the types and duration of journey people make, which shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable (see Technical Appendix 5, Accessibility Analysis, section 3).
- The availability of the eLibrary, as a modern and cost effective part of the library service, to support the services available in library buildings (see Technical Appendix 5, Accessibility Analysis, section 6)
- The different levels of need in communities across East Sussex and the potential for the Library and Information Service to deliver greater benefits where needs are greatest (see Technical Appendix 2, Needs Assessment).
- The overall resources available to provide the library service, along with the cost effectiveness of individual library buildings

2.13 In the two larger urban areas of the county, Eastbourne and Hastings, where there are currently more libraries within a smaller geographic area, we have considered whether it is necessary to retain all of the libraries currently provided in order to meet the identified needs, or whether needs could still be met locally with fewer libraries. Where it is the case that needs could be met without all of the current libraries, we have considered which libraries would be best placed to deliver the service. In these cases, other factors have also been taken into account, such as the relative cost and condition of different buildings and opportunities to use the space within them more effectively. It is important to note, however, that the primary consideration of whether to retain a library or not is based on meeting identified needs.

2.14 Based on these considerations, 17 libraries will be retained from the current network of 24 libraries to provide a needs-based library service, as shown in **Map 2**. These are, in alphabetical order:

- | | |
|----------------|--------------|
| ▪ Battle | ▪ Hollington |
| ▪ Bexhill | ▪ Lewes |
| ▪ Crowborough | ▪ Newhaven |
| ▪ Eastbourne | ▪ Peacehaven |
| ▪ Forest Row | ▪ Rye |
| ▪ Hailsham | ▪ Seaford |
| ▪ Hampden Park | ▪ Uckfield |
| ▪ Hastings | ▪ Wadhurst |
| ▪ Heathfield | |

Map 2 Map of needs-based network of libraries



2.15 Seven of our current 24 libraries will not be retained. The following table summarises the rationale for each library.

Table 1 Rationale for each of the seven libraries which will not be retained

Library	Rationale
Langney	<p>The needs assessment shows high levels of need around both Langney and Hampden Park Libraries. The proximity of both libraries to each other and to Eastbourne Library means that it is possible to meet needs in Hampden Park and Langney by retaining one library and through the wider range of services provided in Eastbourne Library. Off-peak journey times from Langney Library to Hampden Park Library are 16 minutes by bus, or between 20 and 30 minutes to Eastbourne Library, and four minutes by car.</p> <p>Langney has a lower percentage (32%) of registered members aged under 16 compared to Hampden Park (37%) and the needs assessment identifies child literacy and numeracy as key needs which the Libraries Strategic Commissioning Strategy is well-placed to address.</p> <p>The costs for Langney Library are relatively high because it is in a commercial retail unit within a shopping centre and the County Council pays rent for it, whereas Hampden Park Library is owned by the Council, so it has lower running costs.</p> <p>We will introduce Rhymetime, Storytime and Computer Buddy sessions at Hampden Park library to replace those which will cease to be provided at Langney Library.</p> <p>In addition to the provision of libraries in Hampden Park and Eastbourne, we will deliver an outreach service in Langney. A new children and family library offer will be provided in Shinewater Children's Centre, including free Rhymetime and Storytime sessions, free children's books swap and access to training for parents/carers.</p> <p>This targeted outreach service for children and families is identified by the needs assessment as being one of the groups which the Library and Information Service is well-placed to support and will help to achieve the Strategic Outcomes.</p>
Mayfield	<p>The needs assessment shows that, overall, Mayfield is in a very low area of need. The library is, therefore, not required in order to provide a library service which prioritises resources based on need. Off-peak journey times from Mayfield Library to Heathfield Library are 12 minutes by bus and 9 minutes by car.</p>
Ore	<p>There are currently four libraries in Hastings, the main Hastings Library and Hastings Children's Library in the town centre, and two libraries in Ore and Hollington. Hastings main library is currently being refurbished and will reopen in the spring of 2018. In the meantime, a temporary library is being provided from Hastings Children's Library. When the main library reopens Hastings Children's Library will merge with it and will no longer be separate. It will provide state of the art library facilities, more public space, a new learning suite and other facilities.</p>

Library	Rationale
Ore (continued)	<p>The needs assessment shows very high levels of need around Ore, Hollington and the Hastings main library. The proximity of all three libraries means that it is possible to meet needs in these communities by retaining the completely refurbished Hastings Library plus either Hollington or Ore libraries. Off-peak journey times from Ore Library to Hastings Library are 18 minutes by bus and six minutes by car.</p> <p>In addition to the provision of libraries in Hollington and Hastings, we will provide a new children and family library offer at East Hastings Children's Centre (situated in Ore), including free Rhymetime and Storytime sessions, free children's books swap and access to training for parents/carers.</p> <p>This targeted outreach service for children and families is identified by the needs assessment as being one of the groups which the Library and Information Service is well-placed to support and will help to achieve the Strategic Outcomes.</p>
Pevensey Bay	<p>The needs assessment shows that Pevensey Bay is not in a priority area of need. The library is, therefore, not required in order to provide a library service which prioritises resources based on need.</p> <p>A new children and family library offer will be provided in Shinewater Children's Centre including free Rhymetime and Storytime sessions, free children's books swap and access to training for parents/carers.</p> <p>Off-peak journey times from Pevensey Bay Library to Eastbourne Library are 20 minutes by bus and 11 minutes by car to Hampden Park Library. Off-peak journey times by car from Pevensey Bay to Shinewater are 9 minutes by car and from 23 to 39 minutes by bus, subject to connections.</p>
Polegate	<p>The needs assessment shows that Polegate Library is not in a priority area of need. The library is, therefore, not required in order to provide a library service which prioritises resources on need.</p> <p>We propose to introduce Rhymetime, Storytime and Computer Buddy sessions at Hampden Park library to replace those which will cease to be provided at Polegate Library.</p> <p>Frequent public transport links connect Polegate with Hampden Park, Eastbourne and Hailsham libraries. Off-peak journey times from Polegate Library to Eastbourne Library are 30 minutes by bus, or seven to 10 minutes by train, and seven minutes by car to Hailsham Library.</p>
Ringmer	<p>The needs assessment shows that Ringmer Library is in a very low area of need. The library is, therefore, not required in order to provide a library service which prioritises resources based on need. Off-peak journey times from Ringmer Library to Lewes Library are 10 minutes by bus and nine minutes by car.</p>
Willingdon	<p>The needs assessment shows that Willingdon Library is not in a priority area of need. The library is, therefore, not required in order to provide a library service which prioritises resources based on need.</p> <p>We proposed to introduce Rhymetime sessions at Hampden Park library</p>

Library	Rationale
Willingdon (continued)	to replace those which would cease to be provided at Willingdon Library. Storytime sessions and Computer Buddies will also be available at Hampden Park Library. Off-peak journey times from Willingdon Library to Eastbourne Library are 18 minutes by bus and six minutes by car to Hampden Park Library.

2.16 In May 2017 there were 18,381 registered members for these seven libraries, representing a relatively small proportion, only 8%, of total registered members for the library service. **Table 4**, in Annex 1, provides a breakdown of the number of registered members for each of these seven libraries. Based on registered home addresses, our analysis shows that 100% of the members of these seven libraries live within a 20 minute journey time by car to one of the 17 remaining libraries, and over 96% are within a 30 minute journey time by public transport.

Rural access (including Mobile Library Service and village library)

2.17 74% of the population of East Sussex live in urban areas and 26% in rural areas, according to the 2011 Census. In developing the Libraries Strategic Commissioning Strategy, the needs of communities in more rural areas have been considered, where access to a library may be more limited than in urban areas, for example due to greater distances and fewer public transport options.

2.18 The Mobile Library Service has traditionally provided an alternative to travelling to a library building for more rural communities. The Mobile Library is a wheelchair accessible vehicle which offers a three weekly service to 88 stops across the county. Each stop lasts between 15 minutes and 2 hours and 10 minutes. The most frequent length of a stop is 30 minutes. The Mobile Library carries a stock of approximately 2,000 items.

2.19 There are 2,928 registered members of the Mobile Library Service, representing only 1% of total registered library users. If the rural libraries of Mayfield, Pevensey Bay and Ringmer, are added this equates to 5,757 registered members or 2.5% of total registered members.

2.20 At the majority of stops, the number of customers that access the mobile service is extremely low with 72 (81.8%) of the 88 stops having on average fewer than 10 customers per visit in 2016. Of these 72 stops, 34 stops had between 0 and 5 customers on average per visit. Twelve stops (13.6%) had between 10 to 15 customers on average per visit, whereas four stops (4.5%) had more than 20 customers on average per visit. These four stops were Westfield, Geary Place (21 customers), Groombridge, Village Hall (32 customers), Fairlight Cove, Shepherd's Way (35) and Ticehurst, Car Park (52 customers).

- 2.21 The Mobile Library Service will not be retained as part of a needs based library service, given the limitations, the relative low use of Mobile Library stops and the fact that it overwhelmingly serves communities of low levels of need. The network of 17 libraries has been determined to ensure reasonable journey times to libraries, by both public transport and car, across the whole county, for rural and urban areas alike. Increasingly, access to services using the eLibrary allows people to supplement visits to a library without the limitations of the frequency and duration of Mobile Library stops.
- 2.22 53 of the 88 Mobile Library stops (60.2%) are within a 10 minute drive of one of the proposed 17 libraries. On average seven customers use the Mobile Library at each of these stops. 35 stops (39.7%) are within a 20 minute drive. On average five customers use the Mobile Library at each of these stops. By public transport, 82 of the 88 Mobile Library stop locations are served by public transport to an alternative library building, on a day when the closest alternative library is open, of which 76 have a journey time of 30 minutes or under.
- 2.23 Six locations have journey times of more than 30 minutes by public transport, including Bodiam, Brede, Ditchling, Ewhurst Green, Hurst Green, and Wivelsfield. On average seven customers use the Mobile Library at each of these stops. From each of these locations it takes between 33 and 42 minutes by public transport to access a library within the proposed network of 17. **Table 5**, in Annex 1, provides a full breakdown of journey times to an alternative library from each of the 88 Mobile Library stops.
- 2.24 In four locations currently served by the Mobile Library (Bodle Street Green, Chiddingly, Crowhurst Blacksmith's Field and Fairwarp) there is no public bus service, due to lack of demand, within a short walk of the Mobile Library stop. On average five customers use the Mobile Library in each of these locations. In two locations currently served by the Mobile library (Arlington and Ripe) the public bus runs on days of the week when the closest alternative library, Hailsham, is closed. On average, five customers use the Mobile Library each visit in Arlington and two in Ripe.
- 2.25 67% of those library customers registered to the Mobile Library currently use only the Mobile Library, and no other library building, to borrow items. There are a higher proportion of older library users, aged over 75, of the Mobile Library than other libraries. For the Mobile Library user group as a whole, therefore, we recognise that the ability to travel to another library or the likelihood that this group will be able to use the eLibrary is more limited.
- 2.26 The Library and Information Service also supports Northiam Village Library, a volunteer-led community book swap which offers a limited selection of books to the local community from 2pm to 4pm on Thursday and Saturday each week. This support takes the form of a regular supply of library books and a financial contribution towards the rent, rates and electricity costs of the village library, amounting to almost £1,300 per year. However, Northiam Village Library is not part of the East Sussex Library and Information Service and we do not provide this kind of support to any other community-run book swap.

- 2.27 In the past year, there were a total of just under 1,000 visits to the village library, around 83 visits on average each month. There are 348 residents of Northiam who are members of the ESCC library service, the majority of whom (241) are registered to Rye Library. Off-peak journey times from Northiam Village Library to Rye Library are 28 minutes by bus and 17 minutes by car. Bexhill Library is also well used by residents of Northiam.
- 2.28 The needs assessment shows that Northiam Village Library is not in a priority area of need. In order to direct resources to where they are needed we will no longer provide support to it.
- 2.29 As we implement the Libraries Strategic Commissioning Strategy, we will look to help mitigate for the impact of the proposals by supporting community led solutions, so long as we are able to provide them within available resources.
- 2.30 In addition, we will introduce a new Community Library Membership in 2018/19. This will allow communities to borrow a range of items which can be made available locally to the community.
- 2.31 The Community Library Membership will require someone in the community to apply for the Community Library Membership and to take a lead role to organise the collection and make it available. For example, it could be co-ordinated by a member of a Town or Parish Council, a member of a community organisation or a local volunteer. The collection could be made available within a village hall, community café or a similar setting, but it would need to be somewhere that the public have access to, and where the collection can be properly looked after.
- 2.32 We will provide a core collection (the number of items will depend on the size of the community) and then it will be possible for the Community Library Member to change the stock by making a selection online from our Community Library Catalogue and exchanging stock at a library of their choice. The Community Library Member would do this on a voluntary basis.
- 2.33 Further provisions, to mitigate for the impact on library users who will have to travel further in order to visit the nearest library as a result of the withdrawal of the Mobile Library and funding and stock to Northiam Village Library, have also been identified, as described below.
- 2.34 We will continue to expand the range of online services and materials that are offered through the eLibrary, our online library service. We will actively promote the benefits of the eLibrary to different groups according to their needs in the following ways:
- New step by step video guides on our website, which will show users all of the different things that they can do with the eLibrary, from downloading eBooks and eMagazines, to searching the catalogue and reserving or renewing an item.

- We will continue to include regular articles on the eLibrary and the resources it has available to users in our monthly e-newsletter to all library members whose email addresses we hold
 - Our computer buddies and staff will be on hand within libraries to provide any customers who would like a demonstration or help in accessing the eLibrary.
- 2.35 We will aim to provide a book drop facility at each of the 17 libraries, so that loaned items can be returned even if the library is closed, meaning that people will not be fined for late returns.
- 2.36 We will continue to offer our Home Library Service to provide reading materials for isolated or vulnerable residents, and we will enhance it by offering Make Every Contact Count training for Home Library Service volunteers, to enable them to support vulnerable individuals in their physical and mental health through signposting and early intervention.
- 2.37 At present our Home Library Service has enough volunteers to serve all of our isolated and vulnerable customers, but we will work with partners to develop additional volunteering capacity and opportunities within the service, to ensure that we retain the capacity to continue to serve an increasingly elderly population with more complex needs.
- 2.38 Initial discussions have taken place with the East Sussex Fire and Rescue Service to explore opportunities for joint working. We will also continue to advertise volunteering opportunities via our ESCC website, in libraries, and through our existing voluntary and community sector networks, for county-wide volunteering opportunities.

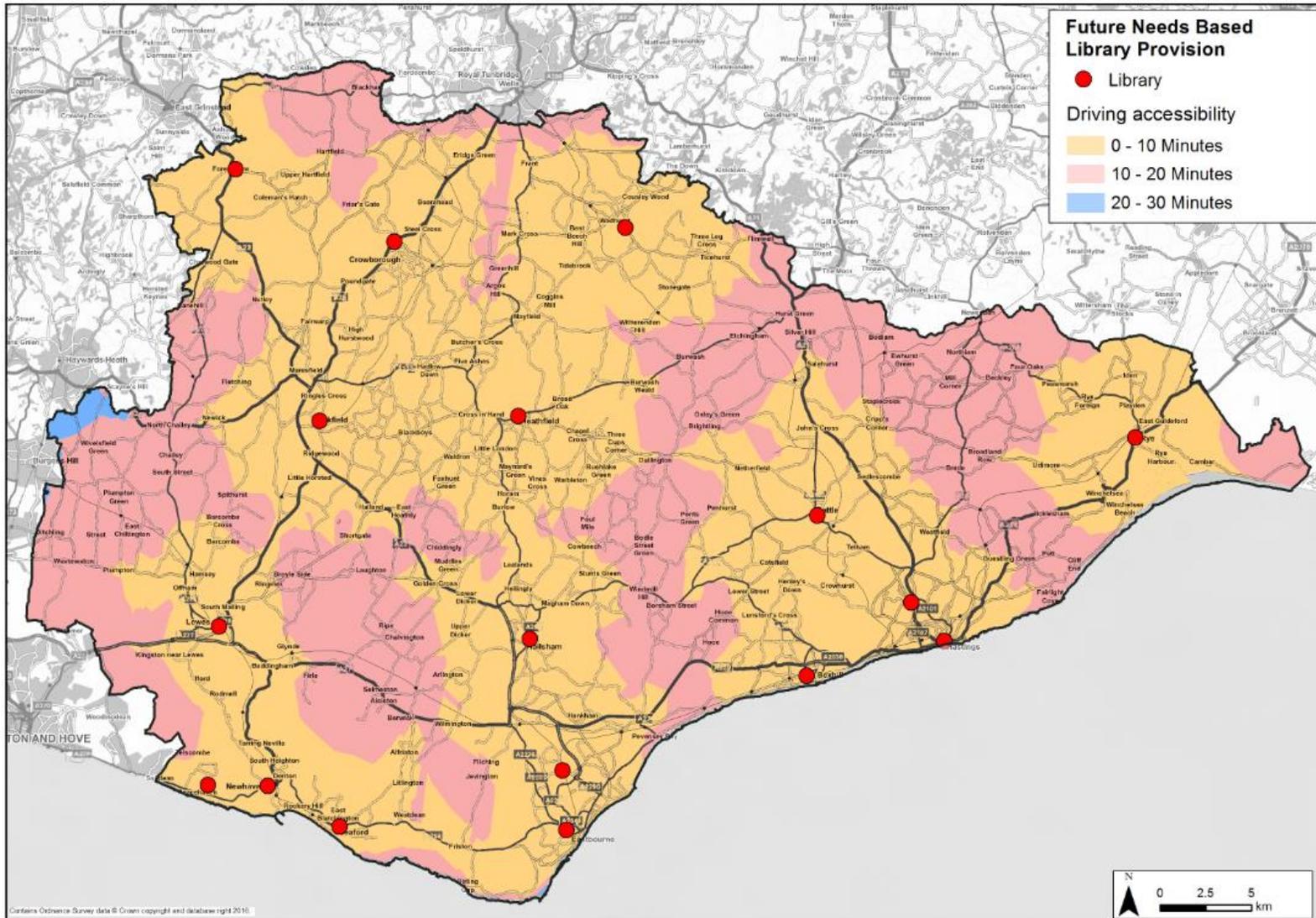
3 Impacts of a needs-based library service

Impacts of the needs-based library service and further mitigations

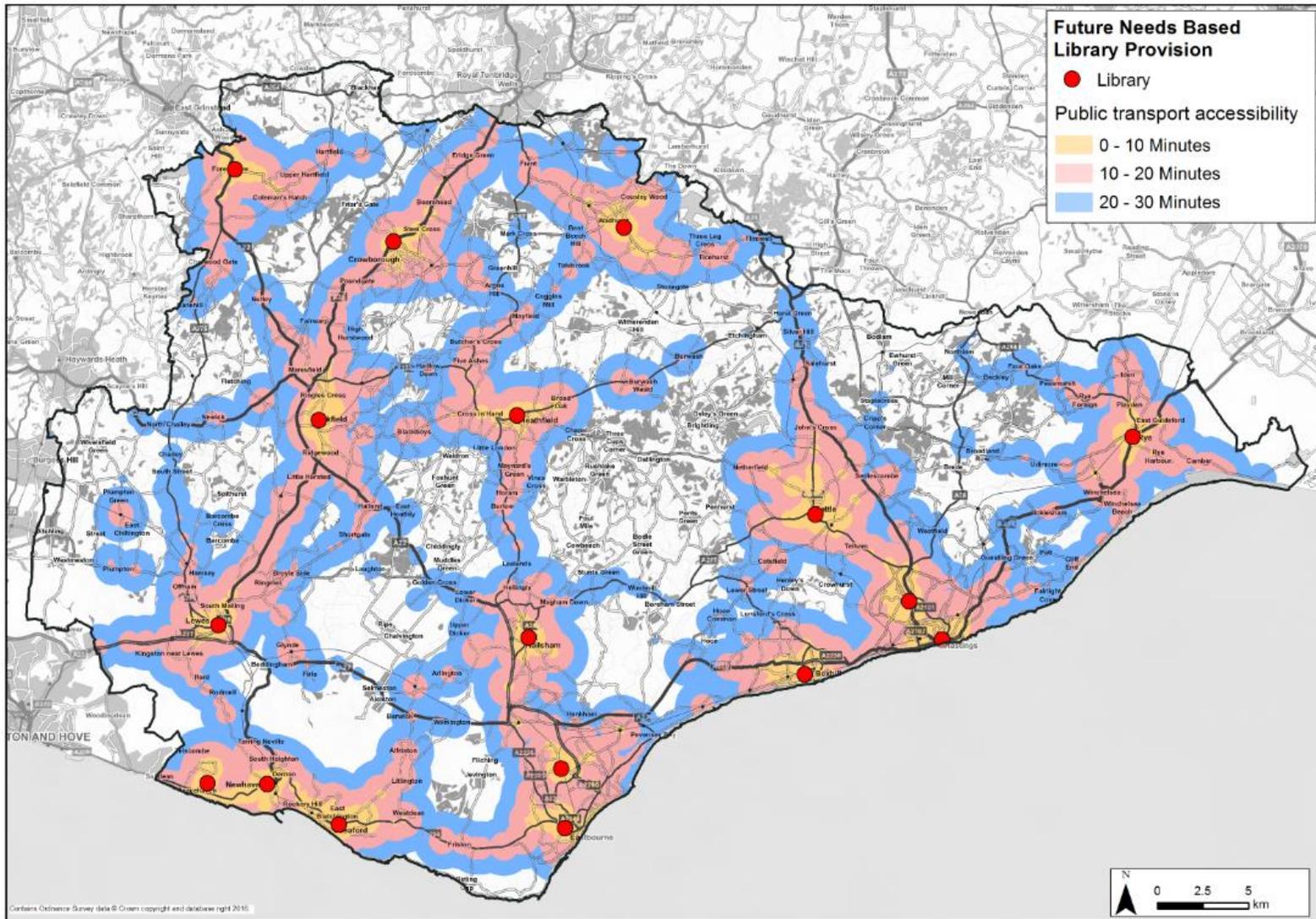
- 3.1 Journey times for the population of East Sussex to the network of 17 libraries by public transport, driving and walking have been analysed and the results are shown in **Maps 3 to 5**, below. For each map journey times are broken down into intervals of 0-10, 10-20 and 20-30 minutes¹.

¹ 0-10 minutes is 0 to 9 minutes and 59 seconds; 10-20 minutes is 10 minutes to 19 minutes and 59 seconds, 20-30 minutes is 20 Minutes to 29 minutes and 59 seconds.

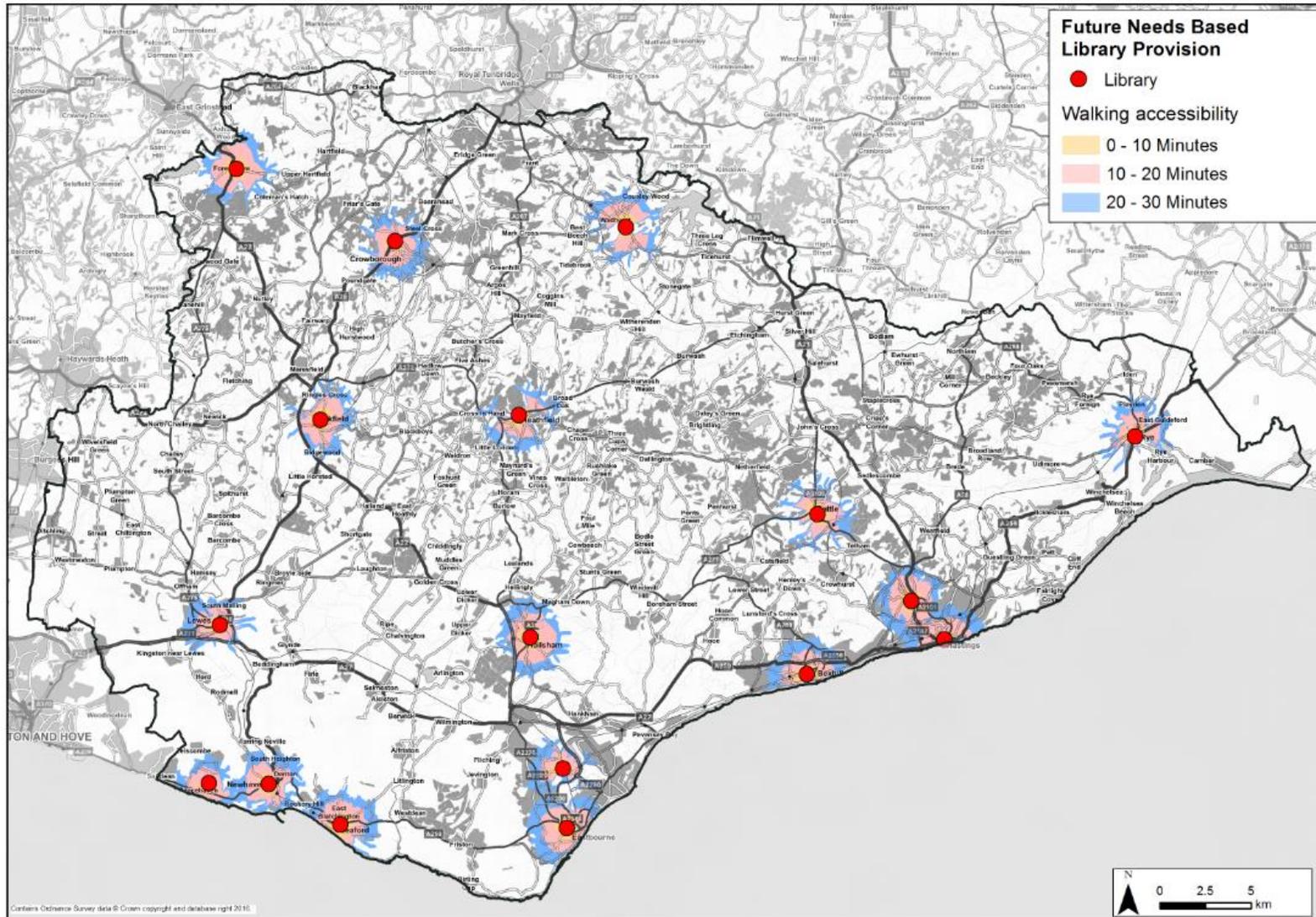
Map 3 Future Needs based library provision, driving accessibility within 30 minutes



Map 4 Future Needs based library provision, public transport accessibility within 30 minutes



Map 5 Future Needs based library provision, walking accessibility within 30 minutes



3.2 The overall impact of the network of 17 libraries on library users will be that 8% of registered members will no longer be able to access the library that they are currently registered to. This means that 92% of all library users are largely unaffected by the proposals.

3.3 **Table 2** shows the percentage of the total population and **Table 3** the cumulative population totals for East Sussex within a 10, 20 and 30 minute journey time of a library by car, public transport, and walking. The percentage calculations are based on a total population of 527,521, in the 2011 Census.

Table 2 Population totals within half an hour journey time to libraries (current and new)

		Journey time in minutes								
		Public Transport			Driving			Walking		
		0-10	10-20	20-30	0-10	10-20	20-30	0-10	10-20	20-30
No. of residents within journey time	Current library network & Mobile Library	380,428	131,466	12,448	527,108	413	0	119,851	180,616	160,338
	Current library network only	307,975	161,783	37,461	496,817	29,982	722	86,113	170,113	140,967
	New library network	241,980	212,384	50,487	482,621	44,178	722	65,532	138,459	105,396
% of residents within journey time	Current library network & Mobile Library	72.1%	24.9%	2.4%	99.9%	0.1%	0.0%	22.7%	34.2%	30.4%
	Current library network only	58.4%	30.7%	7.1%	94.2%	5.7%	0.1%	16.3%	32.2%	26.7%
	New library network	45.9%	40.3%	9.6%	91.5%	8.4%	0.1%	12.4%	26.2%	20.0%

Table 3 Cumulative population totals within half an hour journey time to libraries (current and new)

		Journey time in minutes								
		Public Transport			Driving			Walking		
		0-10	0-20	0-30	0-10	0-20	0-30	0-10	0-20	0-30
No. of residents within journey time	Current library network & Mobile Library	380,428	511,894	524,342	527,108	527,521	527,521	119,851	300,467	460,805
	Current library network only	307,975	469,758	507,219	496,817	526,799	527,521	86,113	256,226	397,193
	New library network	241,980	454,364	504,851	482,621	526,799	527,521	65,532	203,991	309,387
% of residents within journey time	Current library network & Mobile Library	72.1%	97.0%	99.4%	99.9%	100.0%	100.0%	22.7%	57.0%	87.4%
	Current library network only	58.4%	89.1%	96.2%	94.2%	99.9%	100.0%	16.3%	48.6%	75.3%
	New library network	45.9%	86.1%	95.7%	91.5%	99.9%	100.0%	12.4%	38.7%	58.6%

3.4 Overall, the Libraries Strategic Commissioning Strategy enables 95.7% of East Sussex residents to get to a library within half an hour by public transport (bus or train) and 100% by car. The current network of 24 libraries enables 96.2% of the population to get to a library within half an hour by public transport and 100% by car. If current Mobile Library stops are included, 99.4% are currently able to get to a library within half an hour by public transport and 100% by car.

3.5 This means that 86.1% of the population will be within a 20 minute journey time by public transport and 99.9% within a 20 minute journey by car. There will, therefore, continue to be a very high level of accessibility to a library within a reasonable travel time of 20 to 25 minutes by either mode. This compares with 89.1% by public transport and 99.9% by car for the current network of 24 libraries or 97% by public transport and 100% by car if current Mobile Library stops are included.

3.6 The largest impact will be on those walking to libraries. The current network of 24 libraries and Mobile Library stops enables 87.4% of the population to walk to a library within half an hour. Without Mobile Library stops, currently 75.3% of the population are able to walk to a library within 30 minutes. 58.6%

of the population will still be able to walk to a library within 30 minutes with the network of 17 libraries and without the Mobile Library.

- 3.7 The current network of 24 libraries and Mobile Library stops enables 57.0% of the population to walk to a library within 20 minutes and 22.7% within 10 minutes. Without Mobile Library stops, currently 48.6% of the population are able to walk to a library within 20 minutes and 16.3% within 10 minutes. 38.7% will still be able to walk to a library within 20 minutes and 12.4% within 10 minutes, with the network of 17 libraries and without the Mobile Library.
- 3.8 The analysis presents journey times to a library of the whole population of East Sussex, not only library users, to travel to a library. This is necessary in order to assess the ability of the service to meet the terms of the statutory duty to provide a comprehensive and efficient library service. It also based on an assumption that people will travel to the nearest library to their home. We know, from data on library users' home postcodes and where they have borrowed materials from, that this is not necessarily the case.
- 3.9 There are a number of other relevant considerations about journeys to libraries:
- People will commonly travel to libraries as part of combined trips to do other things, such as shopping or when they are at work
 - 66% of East Sussex library users visit a library between once or twice a week and once a fortnight, compared to 5% who visit daily
 - 55% of library users who were visiting a particular library also visit another library, including the Mobile Library
 - The most popular 'other' library visited was Eastbourne, which was visited as an additional library by 16% of library users
 - Only 23% of library users also used the eLibrary
 - Only 35% of library users only used one library and no other service
- 3.10 A final Equalities Impact Assessment (EqIA) has been undertaken to identify those groups with protected characteristics who it is considered might be more affected than others by not retaining the seven libraries and no longer providing the Mobile Library Service and Northiam village library. The draft EqIA identified three main groups who it is considered might be more affected, as follows:
- Those aged 75 and over
 - Those with certain disabilities
 - Those in rural communities

- 3.11 Those aged 75 and over and those with certain disabilities are primarily identified for a common reason, in that they are likely to be less able to travel further to an alternative library and in some cases may be lacking the digital skills or technology to access the services via the eLibrary.
- 3.12 People aged 75 and over who, due to their age, are likely to be more affected by the proposals due to reduced mobility and therefore may find it harder to travel further to an alternative library. This age group are least likely to access the eLibrary due to a lack of digital skills and therefore may be unable to access the service in this way, without additional support. For those customers in this age group who are unable to visit an alternative library, due to frailty or mobility issues, the Home Library Service will be a suitable alternative way to access the service.
- 3.13 People with certain disabilities are likely to be more affected by the implementation of the Libraries Strategic Commissioning Strategy due to the likelihood of being unable to travel further to an alternative library building, either on foot, by public transport or car. The changes also have the potential to impact those people with certain disabilities who, as a result of those disabilities, have to rely on a personal helper who may not be able to travel one of the alternative libraries. For those individuals unable to access a library themselves due to mobility issues, illness or their caring responsibilities, the Home Library Service is available. Current Home Library Service volunteers and customers that may be impacted by the proposals will be contacted during the consultation period to ensure that existing volunteers are able to access an alternative library to collect books, or alternatively, customers will be matched with a different volunteer. Some existing volunteers are waiting to be matched with a customer. Our eLibrary is also available 24 hours a day and advice and training on how to use the eLibrary will continue to be offered to customers of those libraries not included in the proposed future network prior to closure.
- 3.14 People in rural communities are likely to be more affected by the proposals if they use the Mobile Library Service, Northiam village library or Mayfield, Ringmer and Pevensey Bay libraries. However for those that have access to a car or are able to travel by public transport to an alternative library, the majority of the county will still be able to access the library in reasonable travel times. In addition, the eLibrary is available 24 hours a day which can enable customers to visit libraries less frequently as well as access a range of online materials. For those individuals in rural locations that are unable to travel to an alternative library themselves due to mobility issues, illness or their caring responsibilities, the Home Library Service is available.

Annex 1

Table 4, below, shows the nearest alternative library, by journey time rather than distance, from each of the seven libraries which will not be retained.

Table 4 Nearest alternative library from each of the seven libraries, based on journey time

Library	Registered members	Active users	Nearest alternative library (by public transport)	Public transport journey time	Route	Nearest alternative library (by car)	Car journey time
Langney	6,145	1,609	Eastbourne Hampden Park	20 or 30 minutes to Eastbourne 16 minutes to Hampden Park	1,1A,1X, twice an hour, and The Loop, up to 12 times per hour, to Eastbourne. The Loop, up to 3 journeys per hour, to Hampden Park	Hampden Park	4 minutes
Mayfield	680	219	Heathfield	12 minutes	251/252, up to 2 journeys per hour	Heathfield	9 minutes
Ore	3,174	747	Hastings	18 minutes	2, 22A, 28, 100, 101, 7 journeys per hour in total	Hastings	6 minutes
Pevensey Bay	1,683	473	Eastbourne	20 minutes	99, up to 3 journeys per hour	Hampden Park	11 minutes

Library	Registered members	Active users	Nearest alternative library (by public transport)	Public transport journey time	Route	Nearest alternative library (by car)	Car journey time
Polegate	3,880	1,434	Eastbourne Hailsham	33 minutes to Eastbourne 12 minutes to Hailsham 7 to 10 minutes by train to Eastbourne	51, 54, 98, up to 4 journeys per hour, to Eastbourne or Hailsham Train, up to four journeys per hour, to Eastbourne	Hailsham	7 minutes
Ringmer	466	228	Lewes	10 minutes	28, up to 2 journeys per hour	Lewes	9 minutes
Willingdon	2,353	810	Eastbourne	18 minutes	51, 54, 98, up to 4 journeys per hour	Hampden Park	6 minutes

Table 5, below, shows the nearest alternative library, by journey time rather than distance, from each of the 88 libraries mobile library stops. We will cease the Mobile Library Service.

Table 5 Nearest alternative library from each of the 88 Mobile Library stops, based on journey time

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Alfriston, Deans Road	8	Seaford	10 minutes	Service 126	Seaford	7 minutes
Arlington, Village Hall	5	Hailsham	14 minutes	Service 42 (Wednesday only, when library is closed)	Hailsham	9 minutes
Ashburnham, Church Road	4	Battle	15 minutes	Service B79	Battle	10 minutes
Barcombe, Weald View	8	Lewes	20 minutes	Service 122	Lewes	10 minutes
Beckley, Village Hall	9	Rye	20 minutes	Service 313	Rye	13 minutes
Bells Yew Green, Rushlye Close	2	Wadhurst	19 minutes	Service 256	Wadhurst	9 minutes
Berwick, Village Hall	0	Seaford (Eastbourne and Lewes)	32 minutes (9 to 14 minutes by train)	Service 40 (or train to Eastbourne or Lewes)	Seaford	12 minutes
Bexhill, Cowdray Park	12	Bexhill	20 minutes	Service 94 or 96	Bexhill	7 minutes
Blackboys, Mount Pleasant	9	Uckfield	15 minutes	Service 231	Heathfield	8 minutes
Bodiam, Levetts Lane	1	Hastings	42 minutes	Service 349	Battle	15 minutes
Bodle Street Green, Village Hall	6	Uckfield	15 minutes, Community Transport	No public bus due to lack of demand. Community transport available, upon request	Hailsham	13 minutes
Brede, Village Hall	7	Hastings	33 minutes	Service 2	Hollington	13 minutes
Brightling, Village Hall	6	Battle	12 minutes	Service 225	Battle	11 minutes
Broad Oak, Brede, Reedswood Road	9	Rye	20 minutes	Service 326	Rye	13 minutes
Burwash Weald, Scout Hall	8	Heathfield	14 minutes	Service 231	Heathfield	8 minutes
Burwash, Christ the King	6	Heathfield	19 minutes	Service 231	Heathfield	12 minutes

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Burwash, Rother View	6	Heathfield	22 minutes	Service 231	Wadhurst	12 minutes
Buxted, Buxted Court, Gordon Road	5	Uckfield	24 minutes	Service 248	Uckfield	7 minutes
Camber, Castle Public House	3	Rye	26 minutes	Service 100 or 101	Rye	9 minutes
Catsfield, Village Hall	5	Battle	15 minutes	Service 95	Battle	5 minutes
Chailey, Markstakes Corner	7	Lewes	26 minutes	Service 121	Lewes	13 minutes
Chelwood Gate, Village Hall	9	Forest Row	8 minutes	Service 270	Forest Row	8 minutes
Chiddingly, School	6	Uckfield	15 minutes, Community Transport	No public bus due to lack of demand. Community transport available upon request	Hailsham	10 minutes
Cooksbridge, Little Mead	5	Lewes	12 minutes	Service 121 or 122	Lewes	7 minutes
Cripps Corner, Northside Yard	3	Hastings	30 minutes	Service 349	Battle	9 minutes
Crowhurst, Blacksmith's Field	1	Hastings	25 minutes, Community Transport	No public bus due to lack of demand and train station is not within walking distance. Community Transport available upon request	Hollington	8 minutes
Crowhurst, Station Car Park	0	Hastings	13 minutes	Train No public bus due to lack of demand. Community Transport available upon request	Hollington	10 minutes
Dallington, Village Hall	11	Uckfield	27 minutes	Service 249	Heathfield	11 minutes
Danehill, Oak Tree Cottages	1	Forest Row	20 minutes	Service 270	Forest Row	10 minutes
Deanland, Mobile Home Park	13	Hailsham	20 minutes	Service 143	Hailsham	11 minutes
Ditchling, Dumbrell's Court	9	Lewes	42 minutes	Service 167	Lewes	16 minutes
East Dean, Village Hall	13	Eastbourne	12 minutes	Service 12/12X	Eastbourne	8 minutes

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
East Hoathly, Church	8	Uckfield	15 minutes	Service 54	Uckfield	11 minutes
Etchingham, Village Hall	15	Heathfield	21 minutes	Service 231	Battle	15 minutes
Ewhurst, Village Street	4	Hastings	36 minutes	Service 349	Battle	14 minutes
Fairlight Cove, Shepherd's Way	35	Rye (or Hastings)	15 minutes (or 20 minutes)	Service 101	Hastings	12 minutes
Fairwarp, Foresters Arms	6	Uckfield	15 minutes, Community Transport	No public bus due to lack of demand. Community transport available upon request	Crowborough	8 minutes
Firle, opposite Post Office	8	Lewes	16 minutes	Service 125	Lewes	9 minutes
Flimwell, opposite Longbranch	3	Wadhurst	19 minutes	Service 254	Wadhurst	10 minutes
Framfield, Beckett's Way	5	Uckfield	9 minutes	Service 231	Uckfield	5 minutes
Framfield, Framelle Mount	1	Uckfield	10 minutes	Service 231	Uckfield	5 minutes
Frant, Village Hall	8	Wadhurst	13 minutes	Service 254	Wadhurst	9 minutes
Groombridge, The Ridge	6	Forest Row	22 minutes	Service 291	Crowborough	10 minutes
Groombridge, Village Hall	32	Forest Row	23 minutes	Service 291	Crowborough	10 minutes
Hailsham East, Community Centre	3	Hailsham	12 minutes	Service H1	Hailsham	4 minutes
Hartfield, Castle Fields	6	Forest Row	12 minutes	Service 291	Forest Row	10 minutes
Herstmonceux, Ridgeway	6	Hailsham	18 minutes	Service 98	Hailsham	10 minutes
Hooe, opposite Denbigh Court	9	Bexhill	20 minutes	Service 97	Bexhill	11 minutes
Horam, Horebeech Lane	12	Heathfield	18 minutes	Service 51	Heathfield	7 minutes
Hurst Green, Village Hall	6	Wadhurst	35 minutes	Service 254	Battle	12 minutes
Icklesham, Old Post Office	6	Rye	14 minutes	Service 100	Rye	10 minutes
Iden, Village Hall	3	Rye	8 minutes	Service 312	Rye	6 minutes
Laughton, School	2	Lewes	21 minutes	Service 143	Hailsham	12 minutes
Maresfield, Village Hall	2	Uckfield	9 minutes	Service 31	Uckfield	6 minutes
Mark Cross, Mark Cross Inn	4	Heathfield	19 minutes	Service 251	Wadhurst	7 minutes

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Mountfield, Hoath Hill	4	Battle	9 minutes	Services B71-B75	Battle	5 minutes
Netherfield, Netherfield Stores	4	Battle	9 minutes	Service 225/B72/B74/B75	Battle	7 minutes
Newick, South Rough	8	Uckfield	18 minutes	Service 31	Uckfield	10 minutes
Ninfield, Downsview	10	Bexhill	19 minutes	Service 98	Battle	8 minutes
Normans Bay, Caravan Park	12	Bexhill	9 minutes	Train No public bus due to lack of demand	Bexhill	10 minutes
Northiam, Station Road, opposite The Paddock	5	Rye	22 minutes	Service 313	Rye	17 minutes
Nutley, Fords Green layby	6	Uckfield	14 minutes	Service 261	Uckfield	11 minutes
Peasmarsh, Memorial Hall	6	Rye	9 minutes	Service 313	Rye	8 minutes
Pett, Church of England	14	Hastings	25 minutes	Service 347	Hastings	11 minutes
Playden, Poppyfields	1	Rye	7 minutes	Service 312 or 313	Rye	5 minutes
Plumpton, Village Hall	6	Heathfield	8 minutes	Service 225	Lewes	14 minutes
Punnetts Town, opposite the School	2	Heathfield	8 minutes	Service 225	Heathfield	5 minutes
Ripe, opposite Lamb Inn	2	Hailsham	19 minutes	Service 42 (Wednesdays only, when library is closed)	Hailsham	13 minutes
Robertsbridge, near George Inn	7	Battle	16 minutes	Service 304 or 305	Battle	8 minutes
Rotherfield, The School	6	Crowborough	12 minutes	Service 224/225/226	Crowborough	8 minutes
Rye, Tilling Green	2	Rye	5 minutes	Service 326	Rye	3 minutes
Sedlescombe, Park Shaw	15	Hastings	25 minutes	Service 349	Battle	7 minutes
Selmeston, Village Hall	6	Lewes	19 minutes	Service 125	Polegate	11 minutes
St Leonards, Bulverhythe Road	4	Hastings	15 minutes	Service 98 or 99	Hollington	7 minutes
Staplecross, Cricketers Field	2	Hollington	25 minutes	Service 349	Battle	11 minutes

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Stonegate, Village Hall	10	Battle	16 minutes	Train No public bus due to lack of demand.	Wadhurst	6 minutes
Three Oaks, Village Hall	7	Rye	10 minutes	Train No public bus due to lack of demand.	Hollington	10 minutes
Ticehurst, Car Park	52	Wadhurst	16 minutes	Service 254	Wadhurst	6 minutes
Udimore, Village Hall	8	Rye	15 minutes	Service 326	Rye	9 minutes
Wadhurst, Durgates	2	Wadhurst	6 minutes	No public bus due to lack of demand. Service 254 is a 5 minute walk and then a 6 minute journey to Wadhurst	Wadhurst	2 minutes
Wannock, Village Hall	7	Eastbourne	23 minutes	Service 125 or 143	Hampden Park	8 minutes
Westfield, Geary Place	21	Hastings	28 minutes	Service 2	Hollington	8 minutes
Wilmington, Ades Field	2	Eastbourne	30 minutes	Service 125	Polegate	5 minutes
Winchelsea Beach, opposite Windmill Way	7	Rye	11 minutes	Service 101	Rye	7 minutes
Winchelsea, Castle Street	6	Rye	9 minutes	Service 100	Rye	5 minutes
Windmill Hill, Hurst Lane	7	Hailsham	21 minutes	Service 98	Hailsham	11 minutes
Withyham, Dorset Arms	4	Forest Row	16 minutes	Service 291	Crowborough	10 minutes
Wivelsfield Green, Village Hall	15	Lewes	33 minutes	Service 166	Uckfield	19 minutes



Cabinet
6 March 2018
Appendix 4

Libraries Strategic Commissioning Strategy
Public Consultation Analysis

Prepared in conjunction with



Contents

1.	Executive Summary	3
2.	Introduction	6
3.	Results and the County Council's response to feedback	8
	A needs-based Library and Information Service	8
	Ways people would be able to use our proposed range of library services	9
	Getting Involved	14
	Additional Comments	16
	About You - Classification of Respondents	28
	Summary of comments received in relation to libraries proposed to be closed	38
	Other issues raised	47
	Other engagement activities during the consultation	47
	Petitions received	48
4.	Conclusions	49
	Appendix 1: Summary of correspondence	52
	Appendix 2: Public Consultation Questionnaire	

1. Executive Summary

- 1.1 Between 21 September and 14 December 2017 the County Council undertook a public consultation exercise on its draft Libraries Strategic Commissioning Strategy. The purpose of the Libraries Strategic Commissioning Strategy is to provide a relevant, modern and effective library and information service to local people - a library service where we prioritise our resources to achieve outcomes that will best meet the needs of those who live, work and study in East Sussex - whilst delivering necessary savings.
- 1.2 The draft Libraries Strategic Commissioning Strategy proposed a Vision for the library service which recognised the importance of the Library and Information Service to support residents and communities by promoting reading and knowledge as a route to leading fulfilling lives. Four Strategic Outcomes proposed the future focus for delivery of the service. They were: improving child and adult literacy, supporting the economy, better health and wellbeing, and increasing digital inclusion.
- 1.3 The draft Libraries Strategic Commissioning Strategy proposed that the way in which library services would be delivered would change, with resources in future targeted more towards communities where we had identified the highest needs. Key elements of the draft Libraries Strategic Commissioning Strategy included (i) An enhanced eLibrary service, (ii) A new Children and Young People's Offer to improve literacy, and (iii) A focus on outreach work to support those individuals and communities with the greatest needs.
- 1.4 An Accessibility Analysis undertaken for the draft Libraries Strategic Commissioning Strategy established that a journey time of 20-25 minutes by car or public transport is reasonable to get to a library, and based on evidence from a comprehensive Needs Assessment of where needs are greatest across East Sussex, the draft Libraries Strategic Commissioning Strategy proposed a smaller network of 17 library buildings. It proposed the closure of seven libraries and the cessation of the Mobile Library Service. It also proposed that Council funding and the supply of books for the Northiam Village Library would cease. Overall, the draft Libraries Strategic Commissioning Strategy identified that the proposals would still ensure that there remained a very high level of accessibility to a library by public transport or by car across the county within a reasonable journey time, including in rural communities, and would also ensure that libraries were geographically well-placed to meet the identified needs.
- 1.5 This report provides a complete analysis of all of the consultation questionnaires completed, a summary of the issues raised in questionnaire responses and other forms of representations (e.g. in emails, letters and in face to face meetings) and provides the Council's consideration of and response to the feedback which has been provided.
- 1.6 In total 3,633 consultation questionnaires were returned. Overwhelmingly the respondents to the consultation questionnaire were current library users (92% had accessed the library service in some form in the past 12 months) and the majority of respondents (68%) were users of one or more of the seven libraries that it was proposed to close, the Mobile Library or Northiam Village Library. A further 1,102 further representations (mainly by e-mail and letter) were received. There were also 12 petitions, totalling 8,878 signatures.
- 1.7 41% of respondents either strongly agreed or agreed that our proposals focussed our limited resources in the right areas, as described by the draft Vision and Strategic Outcomes. 44% either disagreed or strongly disagreed. A lower percentage strongly

agreed or agreed that the proposals provided a reasonable range of different ways for people to use the Library and Information Service according to their needs (28% of respondents in total). 61% either disagreed or strongly disagreed. There was a much higher level of support (68%) for the proposals from respondents who were not users of the seven libraries, the Mobile Library or the Northiam Village Library than there was from regular users of those services (20%).

- 1.8 The responses and the submissions received in email and written comments, as well as the strength of feeling in local campaigns reflect the fact that libraries are highly valued locally by their users. Many people have stated that they were responding to the consultation not only with their comments about their own needs, but also with their views of the needs of others, for example their families or other more vulnerable members of their communities.
- 1.9 Of the libraries which were proposed not to be retained, including the Mobile Library and support to Northiam Village Library, Polegate Library had been used by the highest number of people in the last 12 months, followed by Langney Library and Willingdon Library. 32% of respondents had not used any of the libraries it was proposed to close.
- 1.10 Overall, two thirds of respondents who stated they had used one of the seven libraries, the Mobile Library or Northiam Village Library said that they would be able to access the library service in another way if the proposals were implemented. This supports the view in the Rationale and Impact Assessment that there are reasonable alternative ways of accessing the library service. The most common reason cited for not being able to use an alternative was 'other', followed by 'unable to travel', 'not knowing how to use the eLibrary' and finally 'not having access to a computer/mobile device'. Most people choosing 'other' stated it was due to not wanting to travel to an alternative library or that travelling to an alternative would be too difficult. It should be noted that the Home Library Service, one of the alternatives available, provides access to people who cannot access a library because of disability, frailty or full-time caring responsibilities and is likely to be an alternative means of accessing the library service for many people who stated that there was no alternative means of access available to them.
- 1.11 All comments about the proposals have been read and considered in detail. Comments largely relate to people's objections to proposals not to retain libraries and the reasons they did not agree with the statements in the consultation questionnaire, rather than having any particular objection to other aspects of the draft Libraries Strategic Commissioning Strategy, such as the Vision and Strategic Outcomes. The three most frequently raised themes were that the elderly and disabled and vulnerable/less well-off people will be disadvantaged; children, young parents and families will be disadvantaged; and there will be a negative impact on the community. However we did also receive comments that supported the proposals.
- 1.12 While the themes are generally consistent across each of the different libraries, we recognise that each community is different and the report summarises and provides a response to the local factors and concerns as they were voiced in relation to individual libraries, the Mobile Library and Northiam Village Library.
- 1.13 The consultation has been informed through further conversations with Town and Parish Councils, community groups and other stakeholders, and our staff and volunteers. All of the feedback has enabled us to fully formulate some of the offers and mitigations that were outlined in the draft Libraries Strategic Commissioning Strategy, make other revisions to the Strategy, and has provided helpful guidance on ways to promote the service better, to meet the new Vision and Strategic Outcomes. All of the key changes made to the revised

Libraries Strategic Commissioning Strategy and the supporting documents as a result of the consultation are set out in Appendix 1 (Key Changes Document).

- 1.14 Throughout the feedback we have received detailed and considered views from a large number of people and organisations who have described the circumstances for themselves or other people in their communities under which some of the proposals set out in the draft Libraries Strategic Commissioning Strategy would have a negative impact. Some respondents also felt that individual indicators of lower levels of need within the Needs Assessment were important to their communities, and should justify the retention of a library.
- 1.15 We recognise that in every community across the county there are individuals and families with needs and that in those communities where it is proposed no longer to retain a library or the Mobile Library Service, there are individuals who would be affected by the loss of the service. The purpose of the comprehensive Needs Assessment we undertook was to identify which communities have greater levels of needs than others, so that County Council resources can be prioritised towards those communities, achieving the best outcomes for the population of the county as a whole, whilst ensuring that all communities still have a high level of accessibility to library services overall.
- 1.16 The evidence base shows that only Langney and Ore libraries are in communities with higher levels of need, but in both cases these communities would be served by nearby central libraries (Eastbourne and Hastings), one other library (Hampden Park and Hollington) and targeted outreach activities.
- 1.17 Whilst we fully appreciate the unpopularity of proposals to close libraries, withdraw the Mobile Library Service and cease support to Northiam Village Library, having analysed all of the responses and revisited the evidence base again, we do not consider that new information has been presented in the consultation responses and other forms of stakeholder engagement which means that the evidence base for the draft Libraries Strategic Commissioning Strategy was incorrect or had been wrongly interpreted. In the light of this, and taking into account the Vision and Strategic Outcomes for the East Sussex Library and Information Service and the financial and wider context in which it needs to operate, we believe that the original proposals for a smaller network of 17 libraries, are correct. This would result in the closure of Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon libraries and the Mobile Library Service, and the end to support for Northiam Village Library.

2. Introduction

- 2.1 Between 21 September and 14 December 2017 the County Council undertook a public consultation exercise on its draft Libraries Strategic Commissioning Strategy. The purpose of the Strategy is to provide a relevant, modern and effective library and information service to local people - a library service where we prioritise our resources to achieve outcomes that would best meet the needs of those who live, work and study in East Sussex - whilst delivering necessary savings.
- 2.2 The draft Libraries Strategic Commissioning Strategy proposed a Vision for the library service which recognised the importance of the Library and Information Service to support residents and communities by promoting reading and knowledge as a route to leading fulfilling lives. Four Strategic Outcomes proposed the future focus for delivery of the service. They were: improving child and adult literacy, supporting the economy, better health and wellbeing, and increasing digital inclusion. Each of the proposed Strategic Outcomes would be delivered through a range of enhanced and new services which were described in the draft Libraries Strategic Commissioning Strategy. These four draft Strategic Outcomes were also closely aligned to, and would enable the LIS to support, the Council's four overarching priority outcomes of driving sustainable economic growth, keeping vulnerable people safe, helping people help themselves and making best use of resources.
- 2.3 The draft Libraries Strategic Commissioning Strategy therefore proposed that the way in which library services would be delivered would change, with resources in future targeted more towards communities where we had identified the highest needs. Key elements of the draft Libraries Strategic Commissioning Strategy included (i) An enhanced eLibrary service, (ii) A new Children and Young People's Offer to improve literacy, and (iii) A focus on outreach work to support those individuals and communities with the greatest needs.
- 2.4 An Accessibility Analysis undertaken for the draft Libraries Strategic Commissioning Strategy drew on national research to establish that a journey time of 20-25 minutes by car or public transport is reasonable to get to a library. Considering also the evidence from the Needs Assessment of where needs are greatest across East Sussex, the draft Libraries Strategic Commissioning Strategy proposed a smaller network of 17 library buildings: Battle, Bexhill, Crowborough, Eastbourne, Forest Row, Hailsham, Hampden Park, Hastings, Heathfield, Hollington, Lewes, Newhaven, Peacehaven, Rye, Seaford, Uckfield and Wadhurst. It proposed the closure of seven libraries (Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon) and the cessation of the Mobile Library Service. It also proposed that Council funding and the supply of books for the Northiam Village Library would cease. Overall, the draft Libraries Strategic Commissioning Strategy identified that the proposals would still ensure that there remained a very high level of accessibility to a library by public transport or by car across the county within a reasonable journey time, including in rural communities, and would also ensure that libraries were geographically well-placed to meet the identified needs.
- 2.5 The key way that people were invited to have their say was to complete a consultation questionnaire. People could also email the Council using a designated email address or write in with their comments. In addition officers and members have attended meetings with parish and town councils, community groups, staff and volunteer groups and members of the public to listen to feedback.

- 2.6 MCL, a locally based transport and research consultancy, were appointed to provide data processing and analysis services of the responses to the consultation, having also been responsible for survey programmes in 2015 and 2016 that preceded and informed the development of the strategy. This report is produced by the County Council in conjunction with MCL.
- 2.7 This report provides a summary of the results of the consultation. The next section sets out the overall results to the key questions that were asked. We have then provided separately some analysis of the views of respondents.
- 2.8 A range of methods and media were used to publish and advertise the consultation, to try to ensure that as many people as possible were able and encouraged to give their views. These included press releases, posters and banners in libraries, adverts on local buses, adverts on social media (Twitter and Facebook) and promotion to schools. The intention has been to ensure participation from library users, but also from other interested members of the local population, and representative groups. The questionnaire was made available in different formats upon request.
- 2.9 Information was provided in the consultation questionnaire to explain in brief the purpose and proposals within the Strategy. Links to the Strategy itself, and various supporting documents, were provided. The questionnaire was structured in five sections as follows:
1. A needs-based Library and Information Service
 2. Ways people would be able to use our proposed range of library services – four questions,
 3. Getting Involved – three main questions with some supplementary information asked for,
 4. Additional Comments – invitation to provide views in respondents' own words
 5. "About you" – questions designed to allow us to help make informed decisions that, as far as possible, ensure everyone is treated fairly and the views of different groups represented
- 2.10 The questionnaire is reproduced in full in Appendix 2 to this report.
- 2.11 A total of 3,633 people responded to the questionnaire:
- 47.6% of respondents (1,731) completed the questionnaire online;
 - 52.4% (1,902) completed a paper questionnaire

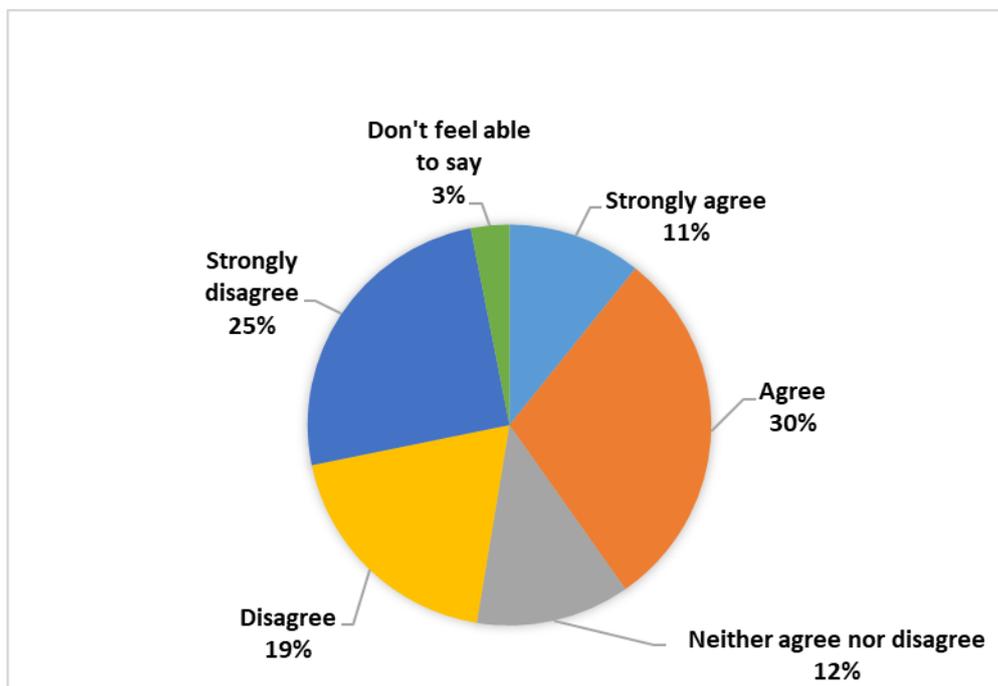
3. Results and the County Council’s response to feedback

3.1 The overall responses to each of the consultation questions are summarised below – questions 1 to 5 relating to the respondent’s use of facilities and the anticipated effects of the proposed strategy on them, questions 6 to 9 on the possibilities for involvement in supporting local facilities and services, and further questions (10 to 21) providing demographic and other personal information to assist in analysis and interpretation of the results, and in particular to inform the Equalities Impact Assessment.

A Needs-based Library and Information Service

Q1. To what extent do you agree or disagree that we are focussing our limited resources on the right areas, as listed above in our Vision and Strategic Outcomes?

Response	Respondents
Strongly agree	376
Agree	1034
Neither agree nor disagree	432
Disagree	672
Strongly disagree	880
Don't feel able to say	108
Total Respondents	3,502

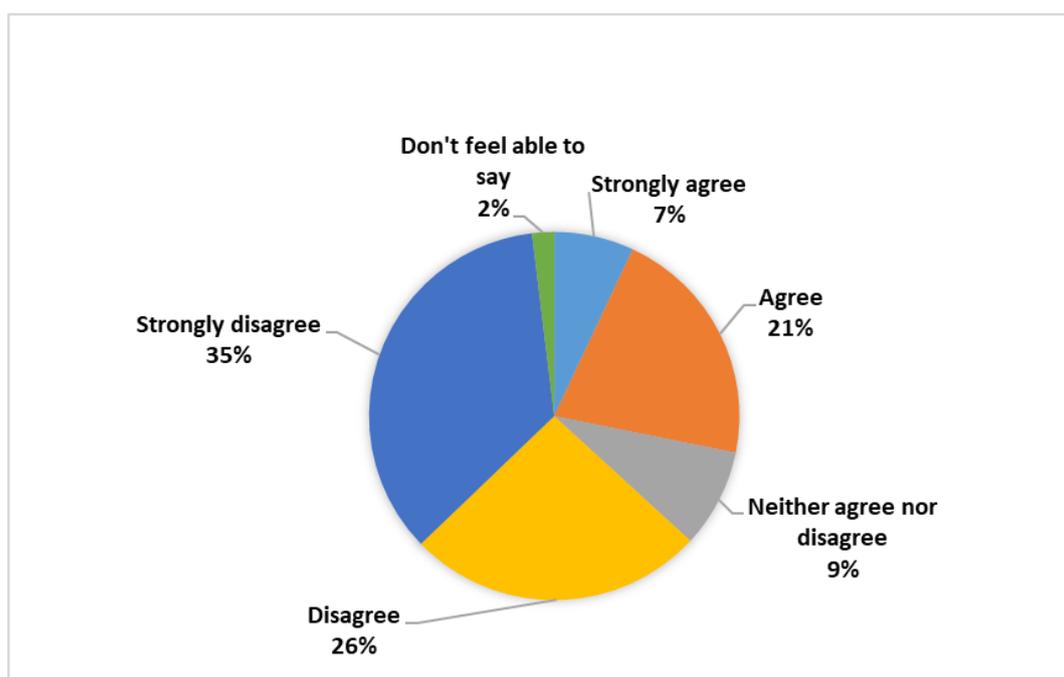


3.2 Opinion is divided, but in these overall terms, 53% of those giving a response are broadly supportive or neutral regarding the overall focus of the strategy.

Ways people would be able to use our proposed range of library services

Q2. To what extent do you agree that our proposals provide a reasonable range of different ways for people to use the Library and Information Service according to their needs?

Response	Respondents
Strongly agree	246
Agree	750
Neither agree nor disagree	306
Disagree	916
Strongly disagree	1247
Don't feel able to say	68
Total Respondents	3533

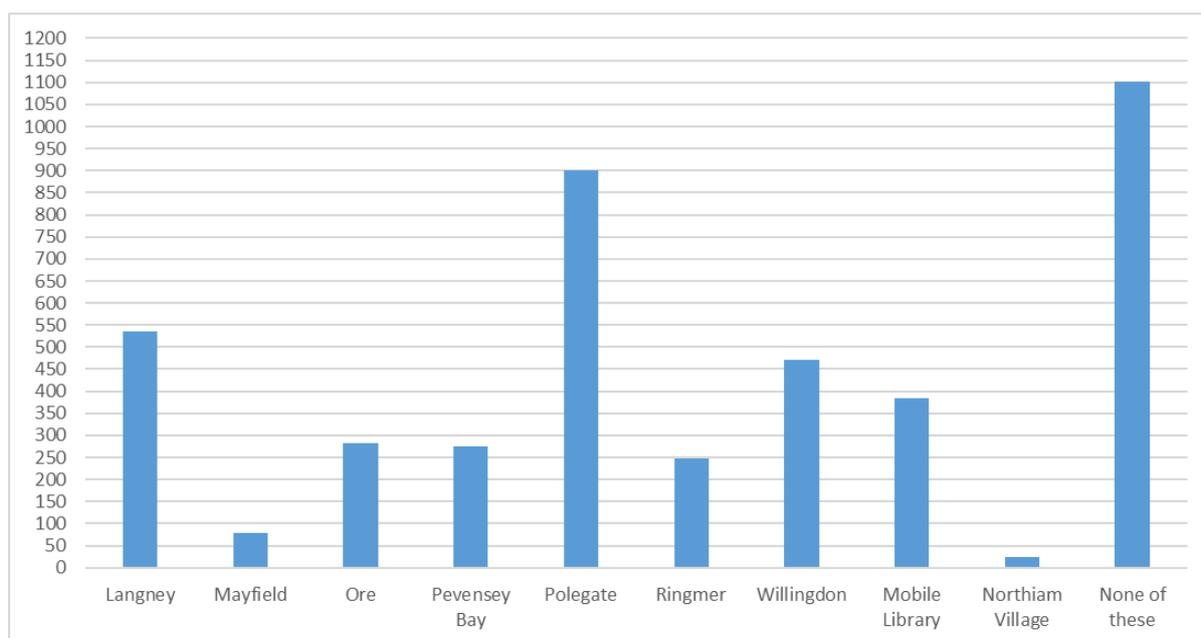


- 3.3 In relation to the specific provisions being set out, and the way in which respondents believe they will affect them, 37% of respondents remain either supportive or neutral, but a majority did not agree. We will see in the next response that around 75% of respondents have recently used one or more of the facilities that it is proposed will not be retained. This is clearly an important area for respondents, therefore, and we should not be surprised that concerns are raised.
- 3.4 Here, and in other cases where respondents can select more than one option, we show in the tables the total number of responses, and also the total number of *people (respondents)* who chose to answer the question.

Q3. Have you used any of the following libraries in the last 12 months, or has someone used any of them on your behalf?

Library	Responses
Langney	536
Mayfield	79
Ore	282
Pevensey Bay	275
Polegate	900
Ringmer	248
Willingdon	471
Mobile Library	385
Northiam Village	24
None of these	1,103
Total Responses	4,303
Total Respondents	3,441

Libraries currently used by respondents (breakdown of all responses by library)

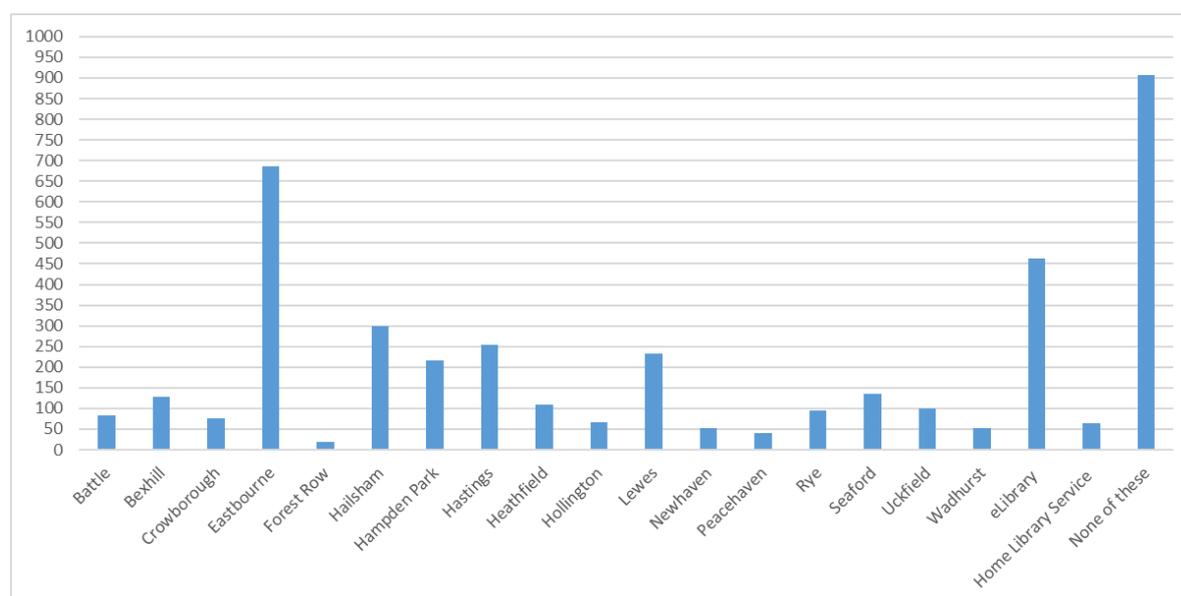


3.5 The highest number of responses come from users of the libraries in the Eastbourne area – Langney, Polegate and Willingdon. 32% of respondents have not used any of the libraries proposed for closure during the last year.

Q4. If we no longer retain the libraries listed above, will you be able to use one of the following alternative services instead?

Library	Responses
Battle	84
Bexhill	129
Crowborough	77
Eastbourne	686
Forest Row	19
Hailsham	300
Hampden Park	215
Hastings	253
Heathfield	109
Hollington	66
Lewes	232
Newhaven	52
Peacehaven	41
Rye	95
Seaford	136
Uckfield	100
Wadhurst	53
eLibrary	463
Home Library Service	64
None of these	907
Total Responses	4,081
Total Respondents	2,696

Alternative ways that respondents would be able to access the library service (breakdown of all responses by library)

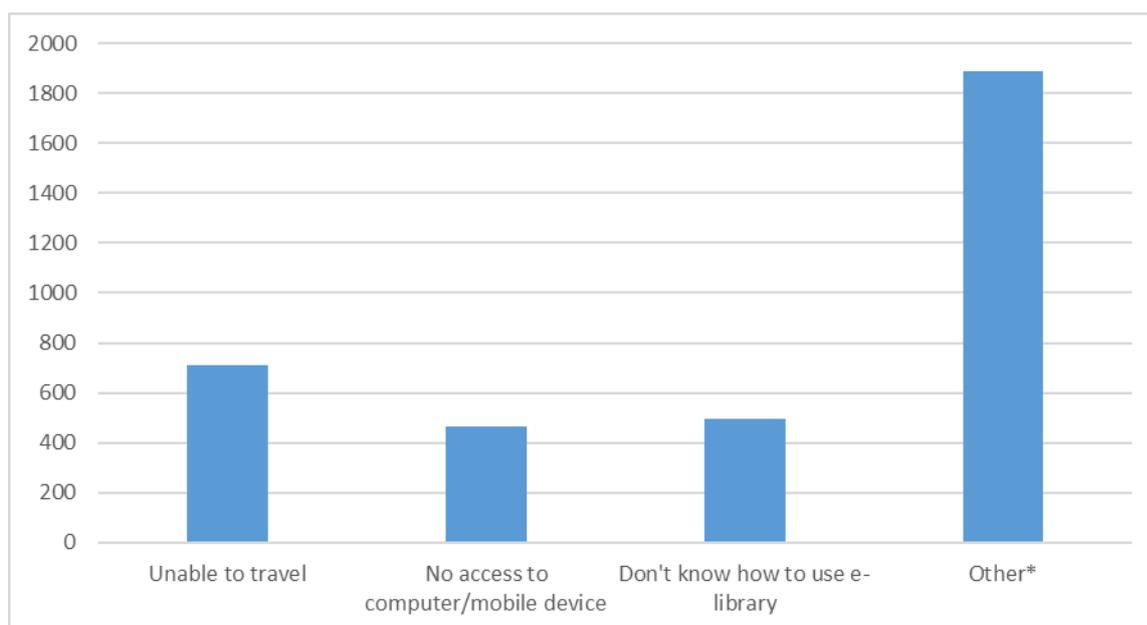


3.6 34% of respondents have indicated here that they do not see a viable alternative (for them) to using one of the libraries listed at Q3. The central Eastbourne library is the clear option for the largest number of respondents, although the eLibrary is recognised as the next most popular viable option.

Q5. If you answered "None of these" in question 4, which of the following best explain why you would not be able to use one of our other services?

Reason	Responses
Unable to travel	710
No access to computer/mobile device	467
Don't know how to use e-library	493
Other	1,886
Total Responses	3,556
Total Respondents	1,447

Reason for not being able to access the library service using an alternative means (breakdown of all responses)



3.7 Here, the “other” responses most commonly centred on the cost/inconvenience of travelling to other sites, particularly for families with children, support for the mobile library, and lack of computer/internet facilities at home. An analysis of the responses shows that, for the first time, there is a significant difference in response for those using paper and internet to provide their response. The differences are what would be expected – those using the e-questionnaire are significantly less concerned about accessing internet and internet-based services as an alternative. In total 770 people made comments.

3.8 The table below lists the main themes most commonly raised, in order of the frequency they arose. The issues listed below are addressed in section 3.11.

No.	Comment themes (matters directly related to Q5)	Quantity
1	Don't want to travel to other libraries, or consider it too difficult (for reasons not covered by codes 16-19)	181
2	Poor, expensive parking at the other libraries	119
3	People who are disabled or elderly will find it hard to use other libraries	113
4	Unable/difficult to travel to other libraries due to financial issues	101
5	Unable/difficult to travel to other libraries due to transport issues	87
5	People don't like e-books/the e-library and the choice of books it has	86
7	Unable/difficult to travel to other libraries due to mobility/disability issues	75
8	Children will be disadvantaged by shutting the libraries	65
9	People struggle to carry books on public transport to/from their homes	53
10	People don't have a computer/internet	44
11	People require help with technology	18
12	The other libraries don't offer the same services/books	12
No.	Comment themes (other issues raised at this point)	Quantity
1	The proposals will have a negative impact on education, schools and literacy	48
2	Keep the Mobile Library	45
3	People make use of/want to start up clubs, groups and committees	26
4	Only financial effects have been considered, there are other ways to save/raise money, councillors get paid a lot/a pay rise and we pay council taxes	22
5	The current librarians/staff are friendly and helpful	11

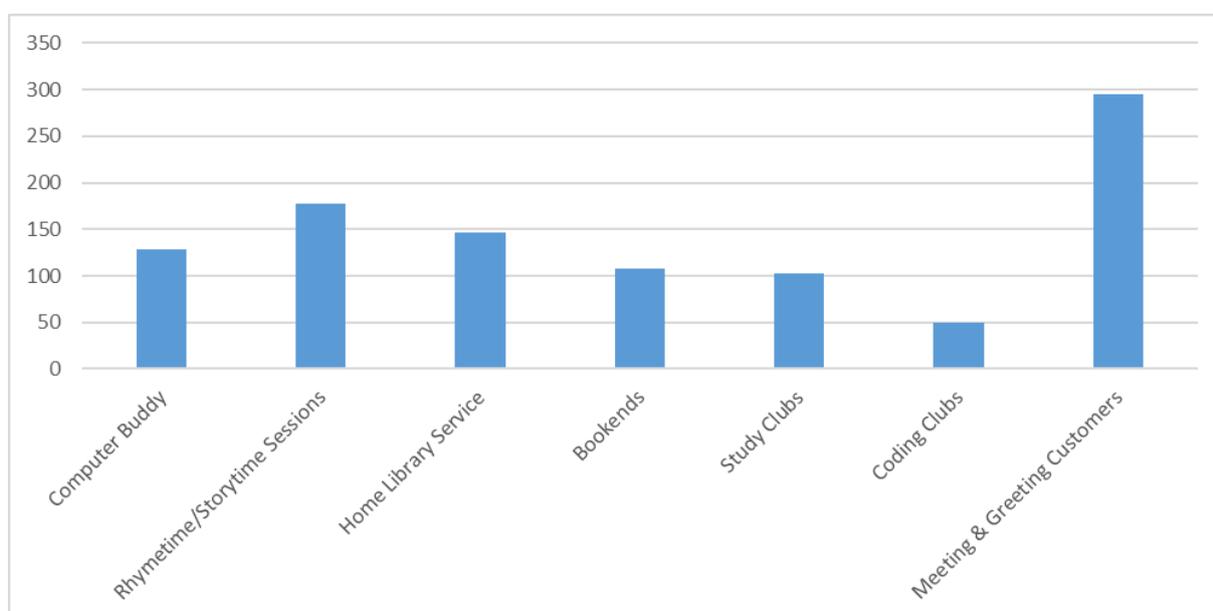
3.9 The main themes identified relate to the types of impact in terms of the ability to travel to an alternative library. A range of more general comments were made, including positive statements of support for libraries. There were also a number of themes that were only identified by very low numbers of people.

Getting Involved

Q6. Would you be interested in finding out more about any of the following volunteering roles, either on an occasional or regular basis?

Volunteering Role	Total interested
Computer Buddy	128
Rhymetime/Storytime Sessions	177
Home Library Service	146
Bookends	108
Study Clubs	102
Coding Clubs	50
Meeting & Greeting Customers	295
Total Responses	1006
Total Respondents	637

Interest in volunteering roles within the Library and Information Service



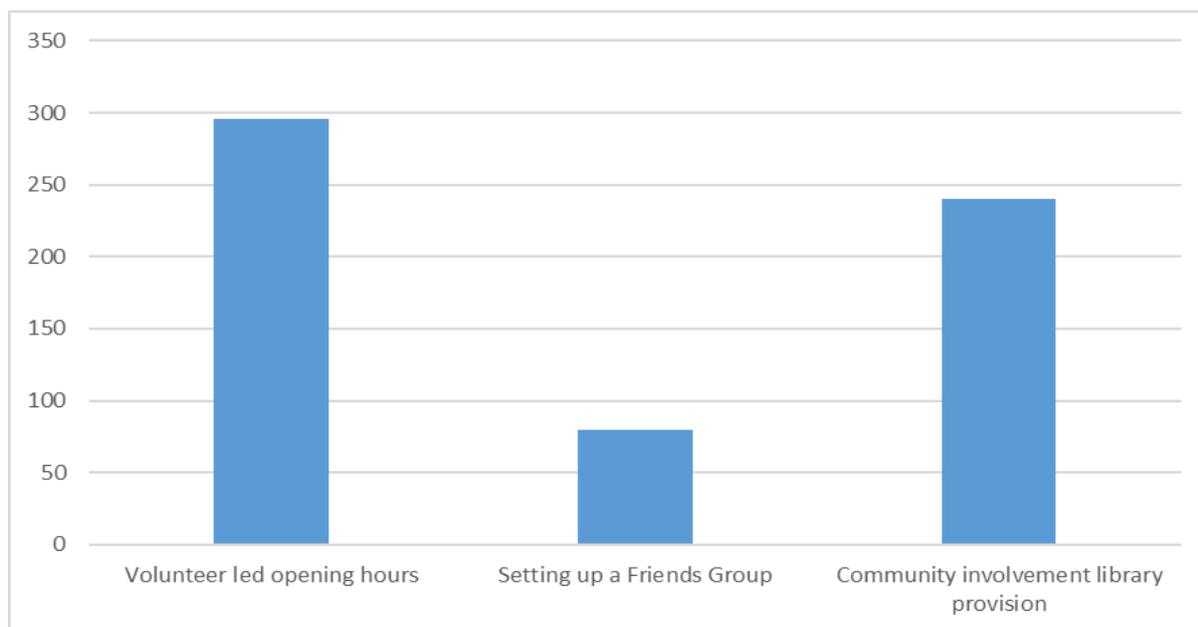
Q7. Please tick how often you might be interested in volunteering?

Frequency of volunteering	Total Interested
Weekly	209
Monthly	270
One-off events	240
Total Responses	719
Total Respondents	644

Q8. Please tick any of the following opportunities you might be interested in.

Opportunity	Total interested
Volunteer led opening hours	296
Setting up a Friends Group	80
Community involvement library provision	240
Total Responses	616
Total Respondents	460

Interest in volunteering roles within community and other groups/roles



3.10 There has been an encouraging level of interest shown in helping to support some of these additional services that enhance the overall libraries service for particular individuals and groups. Those expressing interest were asked to indicate the level of input they may be prepared to provide and the areas/libraries they may be willing to support, and have been contacted by Council officers where details have been provided.

Additional Comments

3.11 Following these questions, respondents were given the opportunity to provide additional information related to any of their answers up to this point in the questionnaire, or make any additional comments. We have also analysed the separate correspondence received in addition to the questionnaires and included these in our analysis. In total 3,343 people made comments. The table below lists the main themes most commonly raised, in descending order of the frequency they arose.

No.	Comment themes	Quantity
1	Vulnerable people, including older people, people with disabilities and people on low incomes, will be disadvantaged	1,004
2	Children, young parents and families will be disadvantaged	666
3	The proposals will have a negative impact on education, schools and literacy	639
4	There will be a negative impact on the community	582
5	People don't have a computer/internet, rely on libraries to get online	457
6	Don't want to travel to other libraries, or consider it too difficult (for reasons not covered by comment themes 9, 11 and 14)	356
7	Keep the Mobile Library	332
8	Mentioning ways to make the cuts have less impact/other solutions/alternative proposal	331
9	Unable/difficult to travel to other libraries due to financial issues	266
10	The current librarians/staff are friendly, helpful, knowledgeable, don't want increased use of volunteers instead	265
11	Unable/difficult to travel to other libraries due to transport issues	257
12	People make use of/want to start up clubs, groups and committees	216
13	The alternatives to the library service will cost too much for those affected	212
14	Unable/difficult to travel to other libraries due to mobility/disability issues	200
15	People don't like e-books/the e-library, as a principle and/or the choice of books it has	179
16	There is poor parking at the other libraries	173
17	Only financial effects have been considered, there must be other ways to save/raise money, councillors/officers get paid a lot/a pay rise and we pay council taxes	167
18	There is a high/growing population in the area which the library can serve	162
19	Opening hours should be extended/disagree with the 2016 reduction of opening hours	103
20	People struggle to carry books on public transport to/from their homes	95
21	People require help with technology	90
22	Use volunteers to retain the libraries	62

3.12 The main themes identified relate to the types of impact that people consider the proposals would have. A range of more general comments were made, including positive statements of support for libraries. There were also a number of themes that were only identified by very low numbers of people.

Response to comments

3.13 In the table below we provide our response to each of the top 25 themes listed above, in descending order of the frequency they arose. We have noted where, following the feedback, amendments have been made to produce a revised Libraries Strategic Commissioning Strategy.

No.	Comment theme
1.	<p data-bbox="174 156 1951 188">Vulnerable people, including older people, people with disabilities and people on low incomes, will be disadvantaged</p> <p data-bbox="174 209 2107 352">From the results of the consultation, 70% of people aged 65 and over who have used one of the seven libraries, the Mobile Library or Northiam Village Library in the last 12 months, would be able to access the library service in an alternative way. 376 people said that they would not be able to use one of the alternative means of accessing the library service that we set out in the consultation questionnaire, including visiting another library, using the eLibrary or using the Home Library Service.</p> <p data-bbox="174 373 2107 587">We know from the Rationale and Impact Assessment for the Strategy that all seven libraries which would close under the revised Libraries Strategic Commissioning Strategy have a public transport connection to another library and that all seven libraries and all 88 Mobile Library stops are within a 20 minute drive time of one of the remaining 17 libraries. 82 of the 88 Mobile Library stop locations are also served by public transport to an alternative library building, on a day when the closest alternative library is open, of which 76 have a journey time of 30 minutes or under. Off-peak journey times from Northiam Village Library to Rye Library are 28 minutes by public bus and 17 minutes by car.</p> <p data-bbox="174 608 2107 676">For context, 376 users would represent around 0.16% of registered members of the library service and 1.3% of registered members aged 65 and over.</p> <p data-bbox="174 697 2107 804">54% of people with a disability who have used one of the seven libraries, the Mobile Library or Northiam Village Library in the last 12 months, said they would be able to access the service in an alternative way. 358 respondents with a disability said they would not be able to use one of the alternative means of accessing the service.</p> <p data-bbox="174 825 2107 968">Anyone who is frail, in ill health or with a disability or a caring responsibility, meaning that they cannot get to a library, would be eligible for the Home Library Service. This would include people who cannot drive or use public transport for these reasons. We believe, therefore, that no-one would be unable to access the library service for reasons of frailty, ill-health, disability or caring responsibilities, even if they have indicated they would not be able to use one of the alternative services.</p> <p data-bbox="174 989 2107 1281">We know that older people, particularly those aged 75 and over, are less likely to use or be able to use the eLibrary and therefore this currently does not serve as an effective mitigation for them. Although this may be the case, our discussion with the East Sussex Seniors Association demonstrated an interest in using the eLibrary, but lack of awareness of the range of services available through the eLibrary was a barrier to this. We acknowledge that we need to do more to promote the benefits of the eLibrary for specific groups, particularly older people, for whom the barriers to use it may be greater. As a result of this feedback and analysis of the consultation responses, the Libraries Strategic Commissioning Strategy has been revised to include more prominent information on the eLibrary and an explanation of how we would promote it better in future, ensuring that people have a much better understanding of what the eLibrary is, what they can do with it, and that they are comfortable using it.</p> <p data-bbox="174 1302 2107 1409">The responses to the consultation questionnaire about the ability to use one of the alternative services available indicate that there is a low-level of awareness of the Home Library Service. As a result, we have amended the revised Libraries Strategic Commissioning Strategy to set out how we would better promote the Home Library Service.</p> <p data-bbox="174 1430 2107 1461">Some respondents commented specifically on the inability or difficulty of travelling to another library for people with mobility/disability</p>

	<p>issues and we have responded to those concerns under theme 15.</p> <p>Income is one of the key indicators that have been used in the needs assessment to identify those communities with greatest needs and the revised Libraries Strategic Commissioning Strategy retains library provision in areas of highest need with regard to income deprivation. Five of the seven libraries affected by the proposals are in areas of lower need. In Langney and Ore we assessed that there are higher levels of need. However, there would be alternative access to a wider range of services and facilities in central libraries (Eastbourne and Hastings) and also in one smaller library (Hampden Park and Hollington). We would provide free outreach activities (as described in more detail in the revised Libraries Strategic Commissioning Strategy) in Langney and Ore to better support needs in those communities, as well as other communities with higher levels of needs.</p> <p>2% of respondents to the questionnaire were unemployed. There are likely to be two main areas of impact of the proposals on people with low income levels - the cost of travel to an alternative library that might be further away or no longer within walking distance and the cost of broadband or a computer to access the eLibrary. The highest number of responses to the consultation questionnaire came from those aged 65-74 and those aged 65 and over also represent nearly half (45%) of regular adult visitors to libraries in East Sussex. The cost of public transport by bus is not likely to be a barrier for those aged over 65 who are eligible to travel for free using an older person's bus pass. Affordability may be a consideration for those travelling by train. Issues regarding the cost of transport are addressed under theme 9 and issues regarding access to computers and the internet under comment theme 5.</p>
2.	<p>Children, young parents and families will be disadvantaged</p> <p>From the results of the consultation, only 46 people under the age of 16 say they would not be able to access the service, but we are conscious that the number of responses from people of this age group is lower than for most other age groups. Parents and carers have also responded on behalf their children and families as a whole. We recognise that fewer libraries and not providing a Mobile Library Service mean that some people may have longer and further to travel to a library, and that this may involve a car journey or trip on public transport when the library was previously within walking distance. We also understand that this impacts on people with busy lives, particularly those with parental responsibilities who are already juggling a number of daily activities. The Accessibility Analysis shows that the library services as a whole would still be highly accessible within reasonable journey times, taking into account all of the range of ways people access the service.</p> <p>We do not believe that the proposals have any significantly greater impact on working age people with families than other age groups. Those aged 16 to 64 are most likely to have their own transport, be able to access public transport, be able to walk further and have the digital skills and broadband technology required to access the eLibrary independently. With generally higher levels of digital skills and internet access, working age adults are more likely to be able to use the eLibrary, and their ability to access the eLibrary using a mobile device, at home or in an internet café would not be impacted upon by the proposals.</p> <p>The revised Libraries Strategic Commissioning Strategy makes specific provision for children and young people through a new offer and a new Support for Schools programme. It sets out how we would prioritise resources to improve our offer for children and young people across the service, reflecting the findings of our engagement with the Youth Cabinet. We would provide more activities for pre-school children and their families in all libraries, such as Rhymetime and Storytime, to ensure that in future there is provision where there are</p>

	<p>higher needs.</p> <p>We would implement a new schools offer, changing our model from a subscription based service which schools opt-in to, to a service where we focus our resources on providing free advice and support to schools in areas of higher need. More services would be offered for children and families through outreach work beyond libraries themselves. We would pilot new sessions in libraries to support homework and study for different age groups. We would increase the proportion of money we spend on stock on new online materials for children and young people.</p>
3.	<p>The proposals will have a negative impact on education, schools and literacy</p> <p>A number of the indicators that have been used in the Needs Assessment (Technical Appendix 2 to the Strategy) to identify those communities with greatest needs relate to educational attainment of children and the strategy has at its heart the aim of supporting the most deprived communities. Five of the seven libraries affected by the proposals are in areas of lower need. In Langney and Ore we assessed that there are higher levels of need. However, there would be alternative access to a wider range of services and facilities in central libraries (Eastbourne and Hastings) and also in one smaller library (Hampden Park and Hollington). We would provide free outreach activities in Langney and Ore to better support needs in those communities, as well as other communities with higher levels of needs.</p> <p>We recognise there are schools within the affected communities who have benefitted from the advantages of close proximity to a library. Our current model for library services to schools is a subscription service which individual schools choose to pay for. Increasingly we are finding that schools are unable to prioritise spending for the service, even though they rate it well. We have mapped attainment levels across the county, as part of our wider needs assessment. Our new offer to schools would provide free support from our librarians to primary and special schools in areas of higher need. We would offer a free Teachers Library Membership to all schools, allowing them to borrow items on long term loan for use in the classroom. We would offer charged services for all schools, including the Children's Book Award, stock buying on their behalf and advice and training on school library management or other areas of literacy. There has been a positive response to these proposals from schools.</p>
4.	<p>There will be a negative impact on the community</p> <p>We appreciate that libraries remain a popular and highly valued service and for any community the potential closure of a local library presents a loss. However, library use in East Sussex has been declining, as it has nationally, demonstrating that fewer people rely on them now than in the past. The Council provides a countywide library service and is unable to continue to fund as many libraries as we have, and we have demonstrated that we can still provide high levels of access to the service and meet our statutory duty.</p> <p>The results of the consultation highlighted that for some residents, particularly those aged 75 and over, a visit to the library is a source of social interaction. We acknowledge that for some people the closure of libraries, and the Mobile Library, may contribute to a feeling of social isolation, alongside the closure of other rural services, if they are unable to travel further to an alternative library. The Community Library Membership category would enable individuals in communities to run a book exchange in their area and support social interaction, if they wish to do so. There has been a positive response to the Community Library Membership through the public consultation.</p>

	<p>We appreciate that communities may wish to retain and take on the existing library resources for the benefit of the community. We have been in discussions with parish and town councils and local community groups to discuss if there is a viable way for them to retain a library presence, either by wholly funding the Council to provide it on their behalf or by taking over the running of it themselves.</p>
5.	<p>People don't have a computer/the internet, rely on libraries to get online</p> <p>Levels of home and personal internet connection are now very high among the population. A 2017 survey of East Sussex residents showed that 90% of them use the internet. The Accessibility Analysis for the revised Libraries Strategic Commissioning Strategy examined access to the internet and identified that infrastructure has improved and the main barriers that remain to internet access are affordability and skills. Of the 86% of respondents who said they had access to the internet, those who could do so other than via the library or an internet café accounted for 84% of responses, and therefore have the ability to access the eLibrary. We also know that a proportion of people who use the People's Network have access to a computer at home, but do so for access to affordable printing.</p> <p>For older residents, particularly those aged 75 and over, we recognise that they are less likely to have the skills and confidence to be able to use library services online and for those customers who lack the skills to use the eLibrary, we would continue to offer training in libraries led by staff and volunteers, as well as self-help training courses online. We would actively promote this to support those who could most benefit from these free services.</p> <p>We have retained library provision in those areas that the Needs Assessment identified as areas of high need due to income deprivation. Overall, affordability of internet access should not be a barrier to accessing the service. There may be smaller rural areas, served by the seven libraries, where individuals and families would no longer have the same level of accessibility to our People's Network computers, however we believe the level of accessibility through the remaining 17 libraries provides reasonable access.</p>
6.	<p>Don't want to travel to other libraries, or consider it too difficult (for reasons not covered by comment themes 9,11 and 14)</p> <p>We acknowledge that many people do not want to make a longer journey to an alternative library to use the service, even if they are able to do so. Unfortunately, the financial situation for the Council is such that difficult decisions have to be made about valued services, such as libraries. The purpose of our commissioning process has been to produce a model for a modern and sustainable service in a fair and transparent way. We have assessed relevant needs across the county, carefully making the distinction between need and demand, in the context of a significant decline in library use. While we accept that people will not want to travel further or longer to reach a library, we have had to make a distinction between a willingness and an ability to use an alternative means of accessing the library service. Our research shows that people make journeys to use other amenities and services, such as shops, and therefore trips to the library can be combined with other purposes. We have made sure that, within our limited resources, we would maintain high levels of access to libraries countywide, complemented by a growing range of online services using the eLibrary, and that this provides a library service which everyone can access using reasonable means.</p> <p>We know from the Rationale and Impact Assessment for the Strategy that all seven libraries which would close under the revised Libraries Strategic Commissioning Strategy have a public transport connection to another library and that all seven libraries and all 88 Mobile Library stops are within a 20 minute drive time of one of the remaining 17 libraries. 82 of the 88 Mobile Library stop locations are also served by public transport to an alternative library building, on a day when the closest alternative library is open, of which 76 have a</p>

	journey time of 30 minutes or under.
7.	<p>Keep the Mobile Library</p> <p>The Mobile Library is an expensive and, in terms of the range of services on offer, limited way to serve a small number of library users. The Mobile Library overwhelmingly serves areas of lower need. We recognise that it serves a higher proportion of library users who are older or less mobile than other libraries and in more isolated rural areas.</p> <p>The reduced network would still provide high levels of access to other libraries with a greater range of services than the Mobile Library and close to other amenities and services, with which trips to the library could be combined. We would provide additional Computer Buddy sessions in libraries to help groups who may lack confidence and skills to use the eLibrary, showing them how to reserve items to collect from the library as well as how to access and download online materials.</p> <p>The Community Library Membership category would enable individuals in communities to run a book exchange in their area and support social interaction, if they wish to do so. There has been a positive response to the Community Library Membership through the public consultation.</p> <p>The results of the consultation suggest that a high proportion of Mobile Library users would be able to access the service in another way.</p>
8.	<p>Mentioning ways to make the cuts have less impact/other solutions/alternative proposal</p> <p>Given that the evidence base for the revised Libraries Strategic Commissioning Strategy does not demonstrate a requirement for us to retain more than 17 libraries on the basis of need and accessibility, if we were to retain all 24 libraries there would have to be a viable alternative to deliver the same level of savings. We looked at different ways to try to reduce costs and generate new income. We have examined different models to deliver the library service to reduce our costs and improve outcomes, such as Trusts and Mutuals, visiting a number of other authorities to understand the way they run their service. From what we have learned, we consider we have already delivered or exceeded equivalent levels of savings that would be delivered through such models elsewhere. Furthermore, from our work with consultants who specialise in delivery models, we consider that to establish a new model would be likely to have significant start-up costs and new costs for support services. We have identified significant new income for the service, most notably by sharing office space with our Parking Services teams in Eastbourne, Hastings and Lewes libraries and by delivering some of the functions of the parking shops in these libraries. Total savings of £653,000 have been identified for the Strategy, rather than the full £750,000 target originally proposed. This recognises the fact that we believe the revised Libraries Strategic Commissioning Strategy is the most appropriate strategy for the county's library service at the present time. The remaining £97,000 would be found instead through savings from other services within the Communities, Economy and Transport Department, rather than from the library service.</p>
9.	<p>Unable/difficult to travel to other libraries due to financial issues</p> <p>We have sought to retain library provision in areas of higher needs, including areas that have higher levels of deprivation. Five of the seven libraries affected by the proposals are in areas of lower need. In Langney and Ore we assessed that there are higher levels of need. However, there would be alternative access to a wider range of services and facilities in central libraries (Eastbourne and Hastings) and also in one smaller library (Hampden Park and Hollington). We would provide free outreach activities in Langney and Ore to better support needs in those communities, as well as other communities with higher levels of needs. 2% of respondents were</p>

	<p>unemployed.</p> <p>Travel to work data shows that in the most deprived areas of East Sussex a higher percentage of people travel to work by public transport. Residents who are of a pensionable age and those with a disability are entitled to an English National Concessionary Travel Scheme (ENCTS) travel pass. This provides free travel by bus after 9.30am on weekdays and at any time on weekends. It is estimated that just over 70% of eligible residents are registered for an ENCTS travel pass. Discounted travel options are also available for children and young people.</p>
10.	<p>The current librarians/staff are friendly, helpful, knowledgeable, don't want increased use of volunteers instead</p> <p>We will continue to invest in a trained workforce to provide our frontline library services. We are not proposing to replace paid staff with volunteers, something which has been done elsewhere, because we value our paid workforce and consider this may have a detrimental effect on our ability to consistently deliver a service that meets our Strategic Outcomes. Volunteers are, however, hugely important to the work that we do. They add enormous value and increase our capacity to support customers and we know that volunteers also get a great deal out of their roles with us. We will continue to encourage people to volunteer with the library service and ensure that they are well-supported in their roles.</p>
11.	<p>Unable to travel to other libraries due to transport issues</p> <p>Some respondents are concerned by the provision of public transport in their area. Our analysis shows that 95.7% of the population would be able to get to a library within half an hour by public transport (bus or train) and 100% by car.</p> <p>It is acknowledged that for some people who currently access the Mobile Library or one of the seven libraries due for closure, the reduced network of 17 libraries may mean that they have to walk further carrying books to an alternative library. This would only apply to those people that currently live in close proximity to one of these libraries or are currently able to park directly outside. Carrying heavy books further, particularly if combined with a shopping trip, may be difficult for some people with certain disabilities, or those aged over 75. The Community Library Member card may support those unable to access an alternative library, if communities choose to take up this new membership option. In addition the click and collect service available through the eLibrary and the telephone renewal service mean that customers can visit libraries less frequently.</p> <p>Our research shows that people make journeys to use other amenities and services such as shops, and therefore trips to the library are often combined with other purposes. We have used a reliable methodology for measuring the impacts in terms of increased journey times, based on actual journey time data from satellite navigation devices, compared to journeys that people are able to make at present. For both car and public transport, the journey times across the new network of libraries would still provide high levels of access compared to the current network.</p>
12.	<p>People make use of/want to start up clubs, groups and committees</p> <p>Previously, to generate income for the service, we have charged for groups who wished to use space in libraries. However, the income secured was low. We will no longer charge room hire for charities and community groups, during library opening hours, to encourage community groups to make use of the space we have in libraries, particularly where it would support our Strategic Outcomes. Commercial organisations would still be charged a fee to generate a minimal amount of income, recognising that they would pay to use</p>

	<p>similar facilities elsewhere and that there are costs involved from heating, electricity, cleaning etc. If groups wish to use libraries outside of opening hours we would need to cover the additional costs associated with opening when staff would not otherwise be present. However, we would explore the idea of 'community key-holders' for libraries. These would be nominated individuals from the local community, a member or representative of a Town or Parish Council for example, who would be authorised to open the library out of hours for community events.</p> <p>We have also set out in the revised Libraries Strategic Commissioning Strategy that we would launch a new Culture Offer for libraries, encouraging more use of spaces for the arts. This could also be of interest and benefit to clubs, groups and others.</p>
13.	<p>The alternatives to the library service will cost too much for those affected</p> <p>The revised Libraries Strategic Commissioning Strategy would still maintain high levels of access to libraries countywide, complemented by a growing range of online services using the eLibrary, which provides a library service which everyone can access using reasonable means.</p>
14.	<p>Unable/difficult to travel to other libraries due to mobility/disability issues</p> <p>We have identified that older people, who are more likely to have mobility issues, are likely to find it harder to travel to an alternative library. We know, however, from the results of the consultation that 70% of people aged 65 and over who have used one of the seven libraries, the Mobile Library or Northiam Village Library in the last 12 months would be able to access the service in an alternative way. This figure is lower (46%) for those people with a disability. Anyone with a disability is entitled to use the Home Library Service, yet only a small proportion (53 out of 777 who have used one of the seven libraries, the Mobile Library or the Northiam Village Library in the last 12 months) identified this as an alternative way that they could use the service. This suggests a considerable lack of awareness of the offer and who it is primarily intended for. We have assessed that we have the capacity to meet increased demand on the Home Library Service arising from the Strategy and would be sure to promote it effectively to those affected.</p>
15.	<p>People don't like e-books/the e-library, as a principle and/or the choice of books it has</p> <p>Use of the eLibrary is on the increase, while visits to libraries are decreasing. There is strong evidence that the eLibrary allows us to offer greater flexibility and round the clock access to services in ways that people would expect from paid and public services alike. The eLibrary allows people to reserve items from across our countywide stock and collect them from a library of their choosing. It also allows them to renew items without the need to visit the library, recognising that people who work or are in full-time education have more limited opportunities to get to a library. We have expanded the range of digital materials available, including eBooks, eMagazines, online training and free access to some online reference websites. We have recently upgraded the software which powers our eLibrary, meaning a better user experience. Our eLibrary has been rated one of only two local authorities in the UK the highest 4 stars in relation to signposting and information by SOCITM (the Society for IT Practitioners in the Public Sector).</p> <p>We recognise that familiarity and confidence with the eLibrary is a barrier for some people, particularly older users. As a result of this feedback and analysis of the consultation responses, the Libraries Strategic Commissioning Strategy has been revised to include more prominent information on the eLibrary and an explanation of how we would promote it better in future, ensuring that people have a much better understanding of what the eLibrary is, what they can do with it, and that they are comfortable using it. We would provide</p>

	<p>additional Computer Buddy sessions in libraries to help groups who may lack confidence and skills to use the eLibrary, showing them how to reserve items to collect from the library as well as how to access and download online materials.</p>
16.	<p>There is poor parking at the other libraries</p> <p>We acknowledge that at Polegate, Langney and Ringmer libraries there is easy, free parking next to the library. For others, parking in roads or car parks nearby is relatively easy. Parking at central libraries in Eastbourne, Hastings and Lewes would not be so convenient, although there are paid car parks within a few hundred metres of all three. Other alternative libraries do have opportunities to park nearby, for example, there is on-street parking and large car parks very close to Battle, Heathfield, Seaford, Uckfield and Wadhurst Libraries, car parking adjacent to Bexhill, Crowborough, Forest Row, Hampden Park, Newhaven and Peacehaven Libraries and on-street parking adjacent to Hailsham, Hollington and Rye Libraries.</p> <p>Our research shows that trips to the library can be combined with other trips into town centres and to local amenities, meaning that parking would not be to use the library alone. To help Home Library Service volunteers who collect books from Eastbourne Library we would make a parking space available to the rear of the library, for the purpose of loading materials. These volunteers can sometimes have larger numbers of books and support more than one person.</p> <p>Our research shows that there are other factors apart from travel time that influence decisions on which library to visit. There may be a range of reasons behind this, including where people work, or combining a visit to the library with a trip for another purpose, such as shopping, a leisure activity or visiting friends and family.</p>
17.	<p>Only financial effects have been considered, there must be other ways to save/raise money, councillors/officers get paid a lot/a pay raise and we pay council taxes</p> <p>We have set out to identify how to deliver a modern library service for the county that uses the reducing amount of money we have to best meet the needs of the communities in East Sussex. We have lobbied hard with central Government to give East Sussex a fairer deal in terms of local government finances, but like everyone else, we need to live within our means and make best use of our resources. Total savings of £653,000 have been identified for the Strategy, rather than the full £750,000 target originally allocated. This recognises the fact that we believe the revised Libraries Strategic Commissioning Strategy is the most appropriate strategy for the county's library service at the present time.</p> <p>The Independent Remuneration Panel is required, by the Local Authorities (Members' Allowances) (England) Regulations 2003, to make recommendations to the Council on allowances paid to Councillors. In 2013, the Council agreed that the Panel be asked to review the Scheme every 4 years in accordance with the Regulations.</p> <p>The Independent Remuneration Panel was appointed by the Governance Committee in April 2014. In their most recent review the panel made a number of recommendations on Members' allowances which were agreed by the meeting of Full Council on 17 October. The panel was of the view that increasing members' allowances would encourage a greater cross section of the community to stand for election, particularly more women and younger people, who for financial reasons may not otherwise be able to.</p> <p>The cost of this increase is offset by savings made as a result of Councillors being excluded from the local government pension scheme. The County Council has also removed the provision of printers and phone and broadband lines, the cost of which will now be met by</p>

	<p>Members. As a result of the reduction in central government grant to the County Council, council tax has to fund more of the services we provide. This is one of the key reasons why the County Council has faced such significant financial challenges, with the resulting impacts on the services it can afford to deliver and why we have lobbied the government for a fairer deal for the people of East Sussex, as described above.</p>
18.	<p>There is a high/growing population in the area which the library can serve</p> <p>Our data shows that even in areas of the county where there has been a significant level of new development this has not necessarily resulted in an overall increase in use of the library, even though it is likely to have brought new members to the service. It is reasonable to predict, therefore, that growth in communities is unlikely to cause an increase in library visits. We must also be cautious that although an increase in population may result in more demand for the service it does not necessarily follow that there is an increase in the types of needs we have sought to assess and prioritise our limited resources to meet. It has been suggested that reductions in library use are a direct result of a lack of investment in the service, particularly the reduction in opening hours. However, the decline in use was evident well before we reduced library opening hours in 2016, and also in the context of significant investment in our library buildings. Over the past 10 years we have spent around £20 million refurbishing and rebuilding libraries. We know that when we have invested significant amounts in our libraries this has often resulted in an immediate increase in library use but which, over time, has declined again.</p>
19.	<p>Opening hours should be extended/disagree with the 2016 reduction of opening hours</p> <p>The changes to library opening hours, implemented in November 2016, were part of the wider Libraries Transformation Programme, of which the Strategy is the final part. In total the programme has been designed to reduce the annual library service budget by up to £2 million, roughly one third of the total budget. The changes to opening hours themselves delivered £500,000k savings. The changes were developed based on evidence that libraries were not well used at all times of the day. In order to lessen the impact, the changes focused on reducing opening hours at quieter times, before 10am and after 5pm, ensuring that people have access to services across the county when they are most used. However, closing libraries at quieter times alone would not have achieved the level of savings required and reductions at some other times were required.</p> <p>To produce our draft Strategy we reviewed different ways that other local authorities have changed their services to maintain or extend library opening hours, including volunteers and technology which allows people to access the library when it is unstaffed. Ultimately, there is a lack of evidence of need or that would lead us to recommend prioritising resources to extend hours to open libraries. However, at the request of Forest Row Parish Council, new volunteer-led sessions have been operating to extend the library opening hours. As part of the public consultation on the Strategy we asked local communities to let us know if they wish to do this in any of the 17 libraries would be retained, but no approaches have been made. We would, however, remain open to the possibility of this in future.</p>
20.	<p>People struggle to carry books on public transport to/from their homes</p> <p>Carrying heavy books further, particularly if combined with shopping trips, may be difficult for some people, particularly elderly residents or parents with young children. The Community Library Member card may support those unable to access an alternative library, if communities choose to take up this new membership option. In addition, the click and collect service available through the eLibrary and the telephone renewal service mean that customers can visit libraries less frequently.</p>

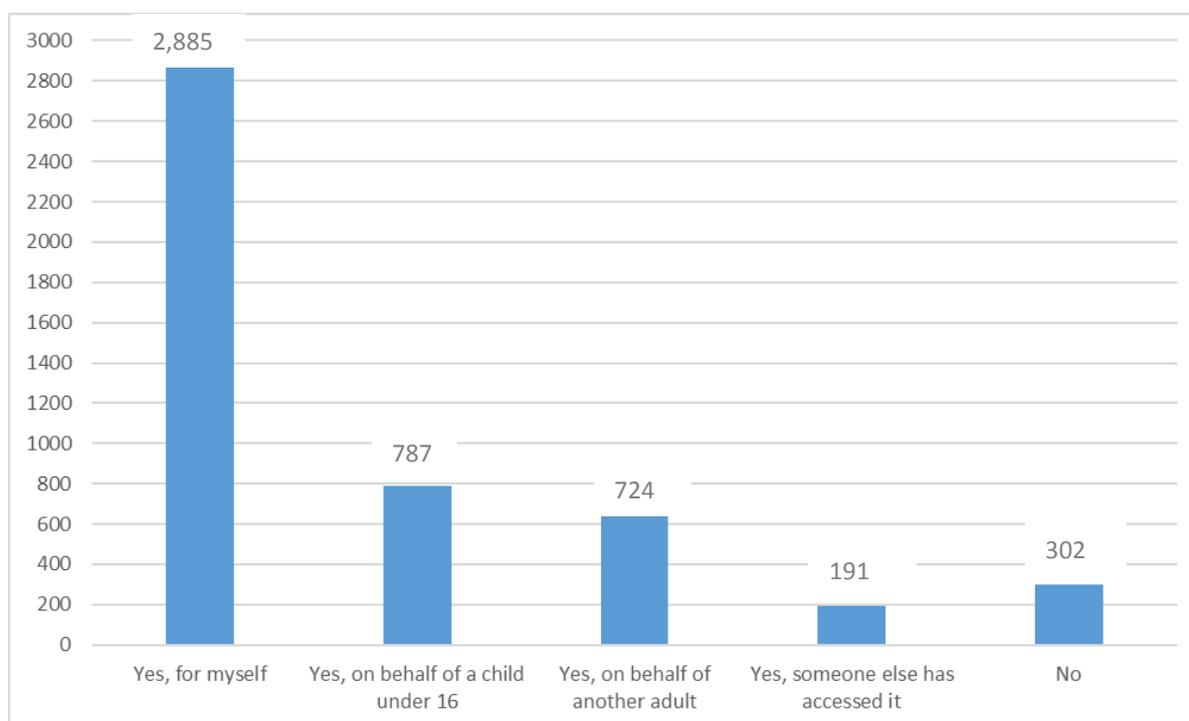
21.	<p>People require help with technology</p> <p>We know that people who could benefit from using the eLibrary may not have the skills or confidence to do so. This includes older people, who are less likely to use the internet, and those with low levels of literacy. We would provide additional Computer Buddy sessions in libraries to help groups who may lack the skills or confidence to do so.</p> <p>We recognise that familiarity and confidence with the eLibrary is a barrier for some people, particularly older users. As a result of this feedback and analysis of the consultation responses, the Libraries Strategic Commissioning Strategy has been revised to include more prominent information on the eLibrary and an explanation of how we would promote it better in future, ensuring that people have a much better understanding of what the eLibrary is, what they can do with it, and that they are comfortable using it. We would provide additional Computer Buddy sessions in libraries to help groups who may lack confidence and skills to use the eLibrary, showing them how to reserve items to collect from the library as well as how to access and download online materials.</p>
22.	<p>Use volunteers to retain the libraries</p> <p>We explored the pros and cons of different models for providing library services, including community-run libraries. Although there are obvious savings in terms of salaries there are also additional resource implications in terms of service knowledge and continuity. We concluded that it is important to have a professional staff base to run a consistent and high quality service, something which is reflected in the comments to the public consultation in 11, above. Furthermore, our assessments of need and accessibility concluded that these libraries are not required in order to provide a library service that prioritises its resources on meeting the highest needs. We would use volunteers to provide literacy and other sessions in libraries for different groups, to maximise our potential to deliver the Strategic Outcomes. If local communities wish to continue to provide a library service themselves volunteers would be one option available to them. We have received contact details from people who would be willing to volunteer to retain libraries, and we will put them in touch with local community groups exploring these options.</p>

About You - Classification of Respondents

Q10. Have you used the East Sussex Library and Information Service in the last 12 months, either for yourself or on behalf of someone else, or someone else accessed for you?

Response	Total Responses
Yes, for myself	2,885
Yes, on behalf of a child under 16	787
Yes, on behalf of another adult	724
Yes, someone else has accessed it	191
No	302
Total Responses	4,889
Total Respondents	3,431

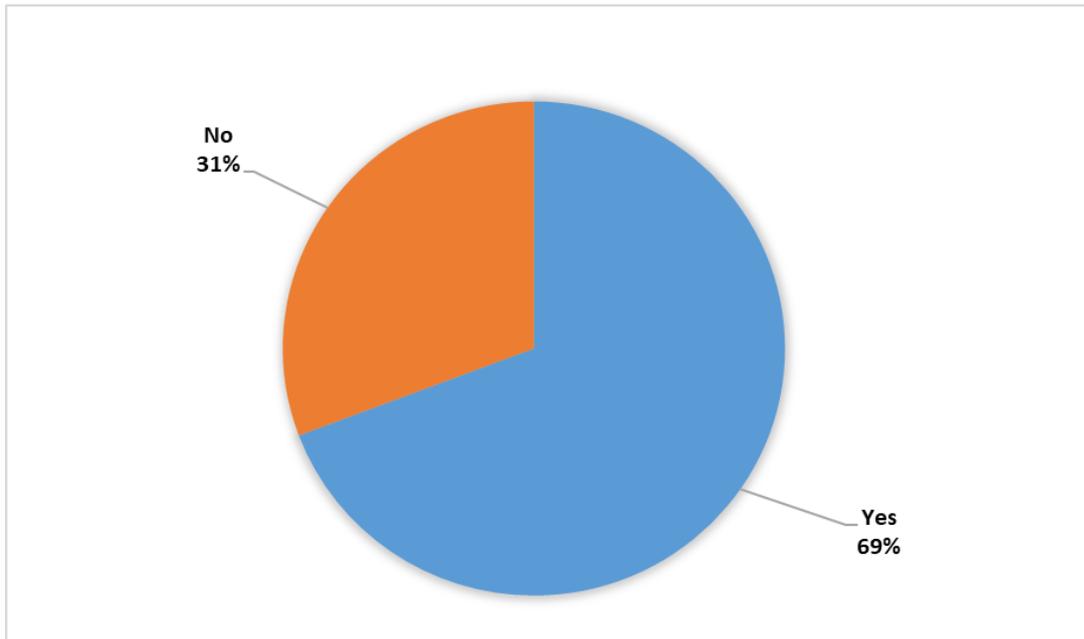
Usage of the library service in the past 12 months (breakdown of all responses)



- 3.14 The consultation was intentionally promoted to users and non-users of library services alike, more than 91% of respondents report having used a library locally in the last year.
- 3.15 This is in line with what would be expected. By way of comparison, the Libraries Taskforce set up by DCMS, in conjunction with research undertaken by the Carnegie UK Trust, suggests that 46% of people across the wider UK population had used a library in the last 12 months. Here, we are dealing with the response to a consultation that is of particular and specific interest to users of libraries, hence the much higher reported use.

Q11. Do you have access to a car?

Respondents' access to a car

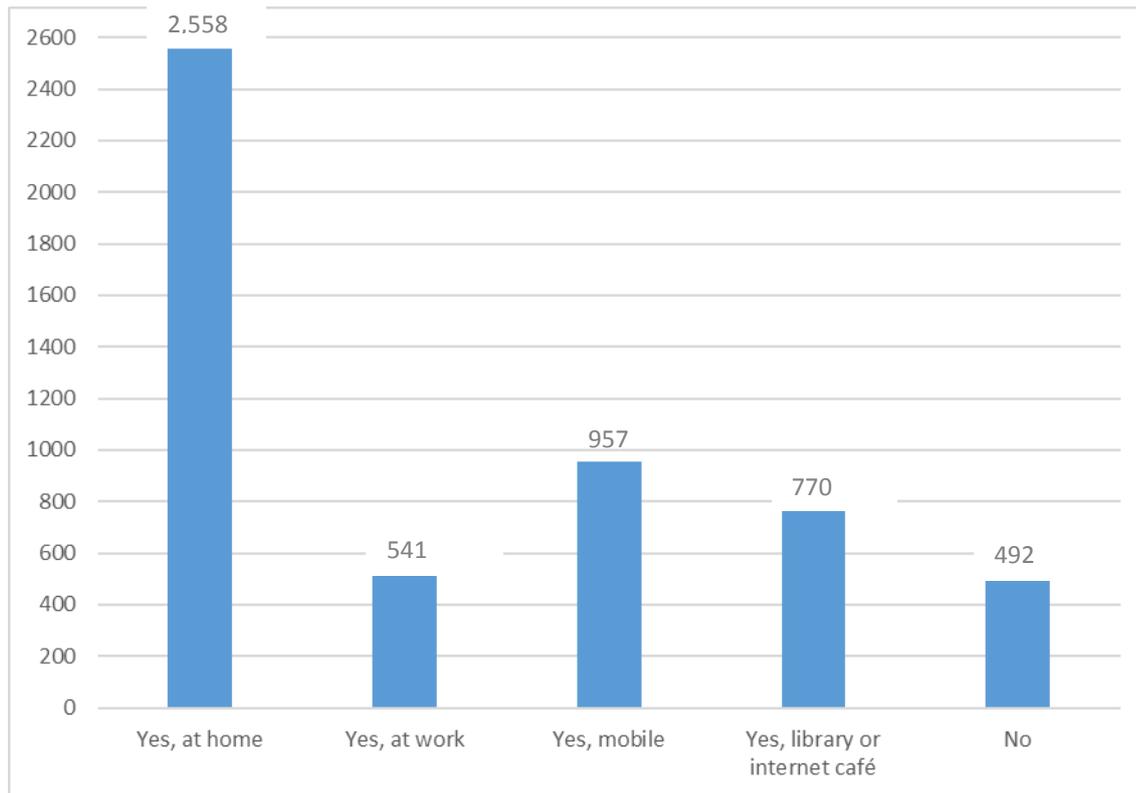


- 3.16 Further analysis of the responses to this question shows that a lower proportion of those that used a paper questionnaire have regular access to a car. The same pattern will be seen with some of the other distributions below. In overall terms, there is a slightly younger bias to the e-response, and as we might logically suspect, this group are on average more comfortable with the internet, more mobile and more likely to be economically active.
- 3.17 Over two-thirds of all respondents do have access to a car. Although cost and parking issues have been raised by some of these as difficulties in accessing services less local than those they use now, this suggests these individuals will have reasonable opportunity to access a range of services if current proposals are implemented.

Q12. Do you have access to the internet?

Response	Total Responses
Yes, at home	2,558
Yes, at work	541
Yes, mobile	957
Yes, library or internet café	770
No	492
Total Responses	5,318
Total Respondents	3,422

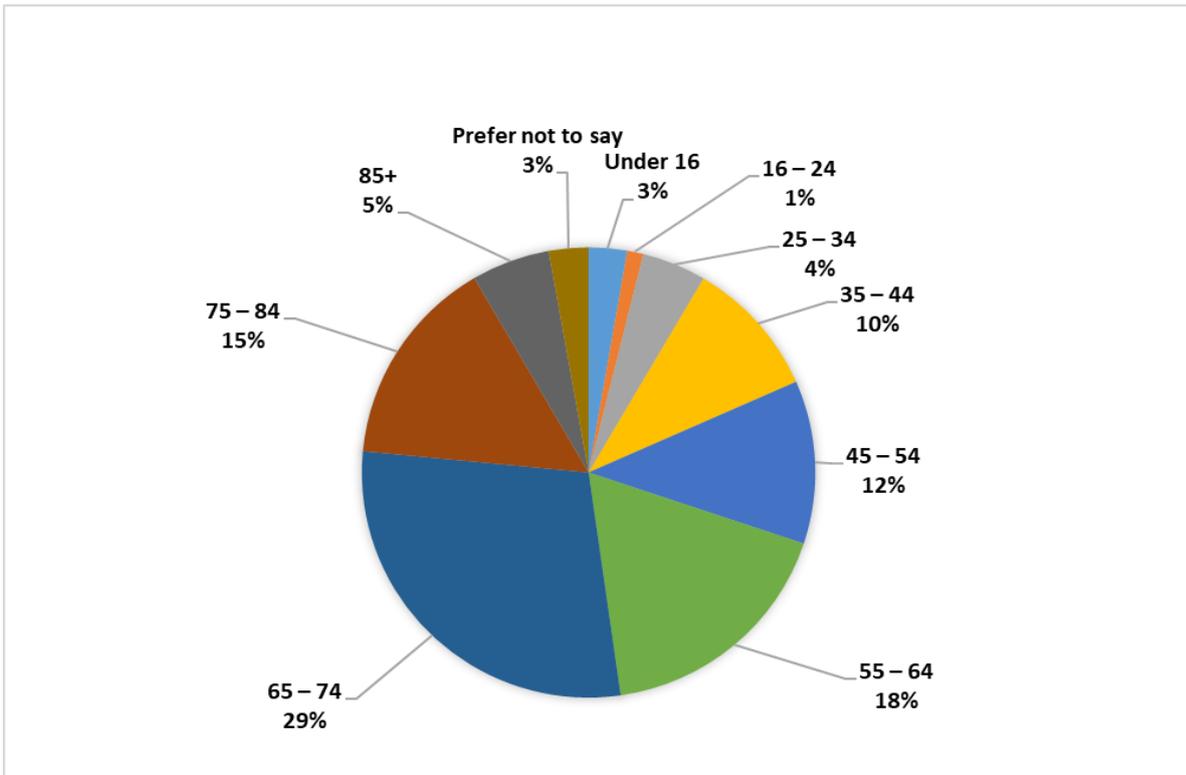
Respondents' access to the internet (breakdown of all responses)



3.18 This indicates that 86% of respondents do now have access to the internet, either at home or work or via mobile devices, or through the existing network of libraries and internet cafes. Of those who said they had access to the internet, those who could do so other than via the library or an internet café accounted for 84% of responses. For those library services which can be conveniently and usefully provided via the internet, a very high proportion of local residents are in a position to access them. The Office for National Statistics has published in its latest bulletin that 90% of households in Great Britain have access to internet in 2017, up from 89% in 2016 and 57% in 2006. The same bulletin suggests that 73% of adults now access the internet “on the go” using a smartphone or other portable device, more than double the 2011 rate of 36%.

Q14. What is your age?

Respondents' age profile



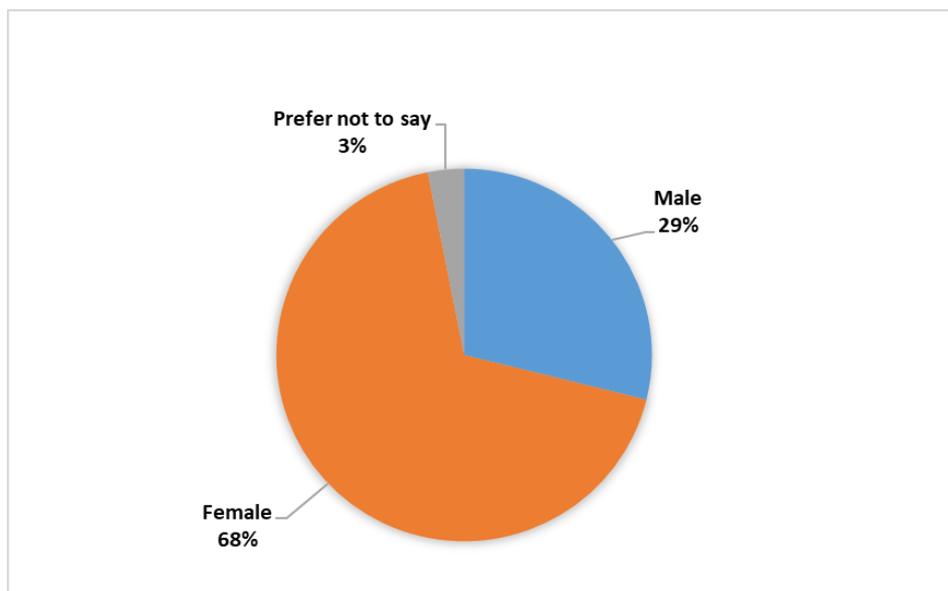
Age range	Total Respondents	Percentage
Under 16	95	3%
16 – 24	40	1%
25 – 34	159	4%
35 – 44	345	10%
45 – 54	407	12%
55 – 64	612	18%
65 – 74	999	29%
75 – 84	524	15%
85+	194	5%
Prefer not to say	98	3%
Total Respondents	3,473	100%

3.19 We can see here that a very wide range of age groups have responded. Further analysis of the responses shows that a much greater response in what might be viewed as the middle age ranges (35 - 64) has been submitted using the e-questionnaire – 53% of all respondents to the e-questionnaire are in this age range, versus 24% for paper-based responses and 40% overall.

3.20 Almost half of respondents who provided the information were aged 65 or older, to an extent mirroring the overall age profile of library users. Students and young people are under-represented in the response by comparison with their overall level of library use, but the potential impacts on children, young people and families are well represented in the comments in section 5.

Q15. Are you? (Gender)

Gender of respondents

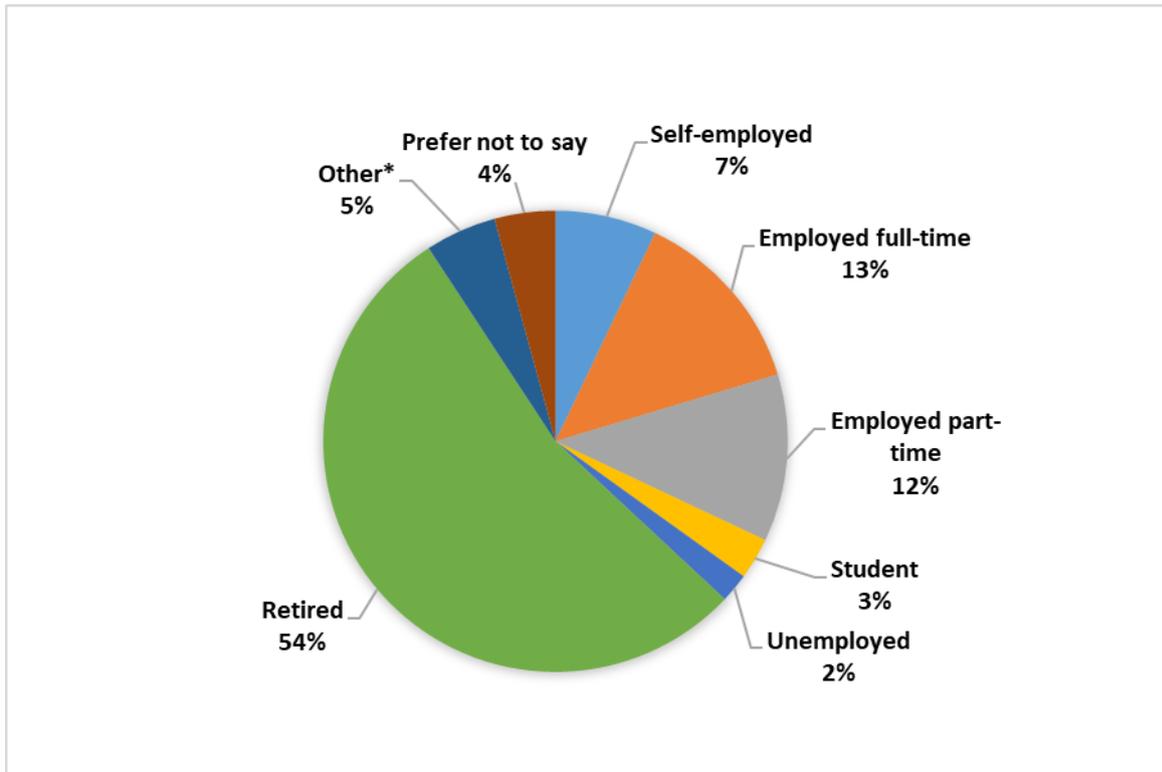


Gender	Total Respondents	Percentage
Male	1,001	29%
Female	2,359	68%
Prefer not to say	108	3%
Total Respondents	3,468	100%

3.21 More than twice as many respondents are women than men, broadly speaking, reflecting reasonably the differential level of library use in the County.

Q16. Which of the following best describes you?

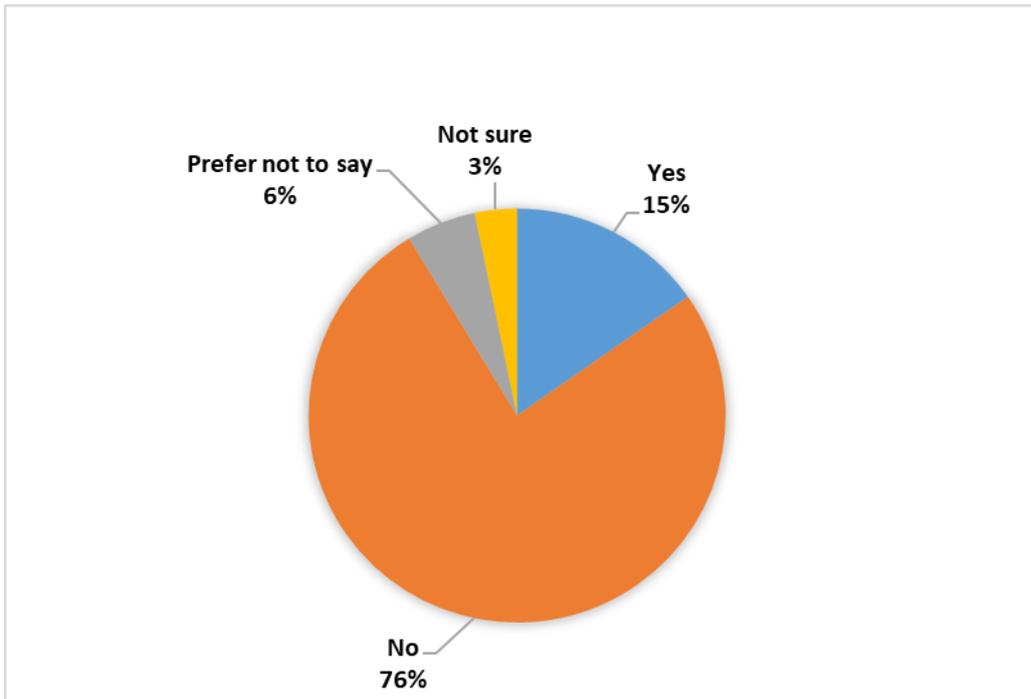
Employment status of respondents



Response	Total Respondents	Percentage
Self-employed	245	7%
Employed full-time	460	13%
Employed part-time	407	12%
Student	101	3%
Unemployed	71	2%
Retired	1,867	54%
Other*	172	5%
Prefer not to say	147	4%
Total Respondents	3,470	100%

Q17. Do you consider yourself disabled as set out in the Equality Act 2010?

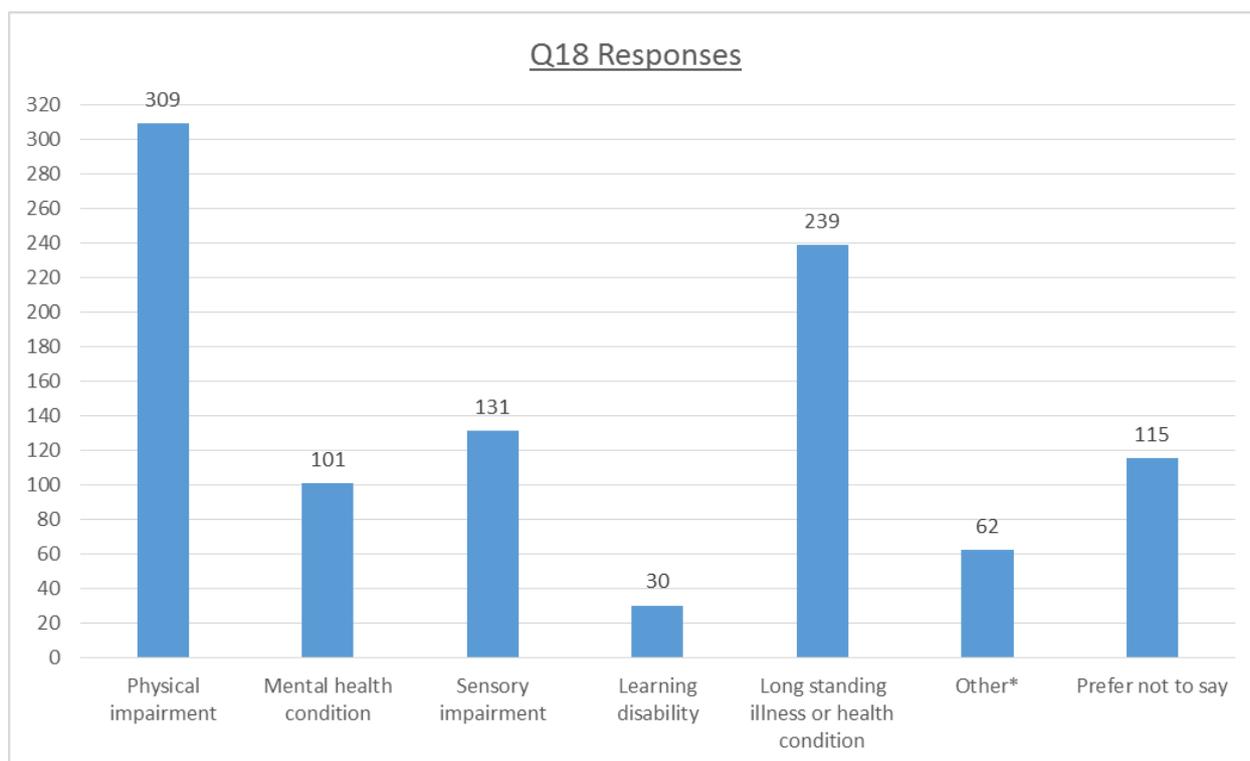
Disability among respondents



Response	Total Respondents	Percentage
Yes	518	15%
No	2581	76%
Prefer not to say	183	6%
Not sure	111	3%
Total Respondents	3393	100%

Q18. If you answered yes to Q17, please tell us the type of impairment that applies to you.

Type of impairment of respondents with a disability



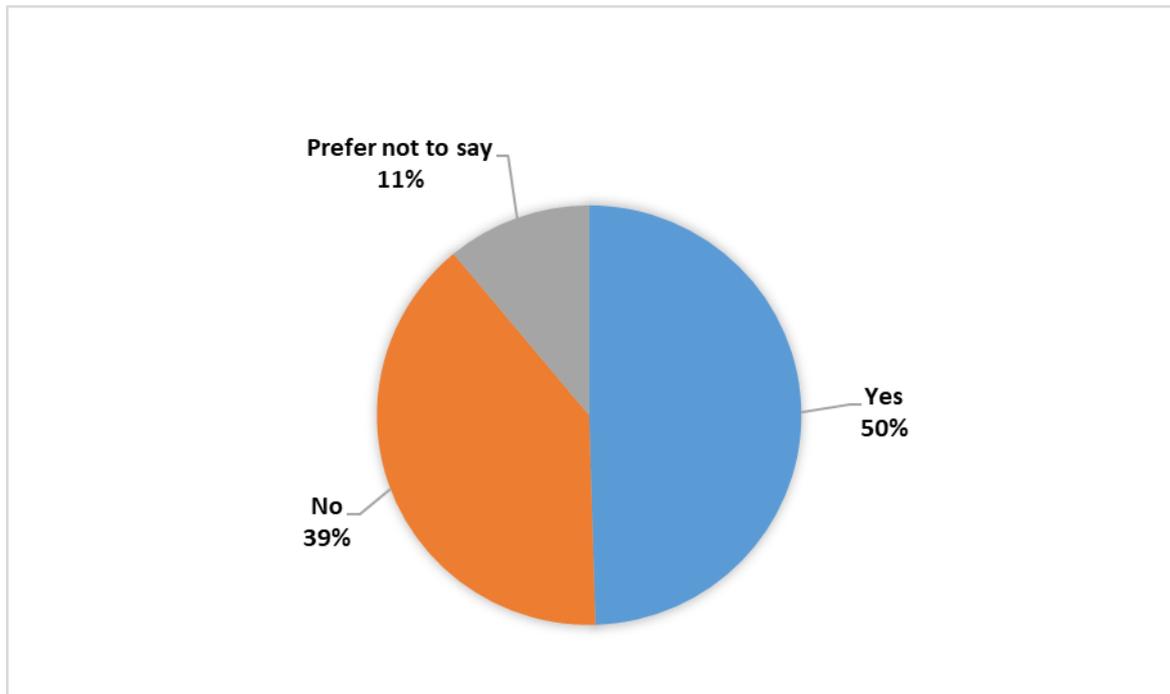
- 3.22 It is estimated that around 18% of the total UK population is disabled under the terms of the 2010 Act, very closely mirrored here with 15% identifying themselves as such, and a further 3% not sure (of a total 94% providing a definite answer).
- 3.23 Over 20% went on to specify an impairment/condition in question 18, so this includes some people who do not consider their reported health issue to constitute a disability in the terms of the Act. Those completing a paper questionnaire reported significantly more sensory impairment than those using the e-questionnaire.
- 3.24 Respondents were asked to identify some further characteristics to assist in interpreting some aspects of the response.

The ethnic group with which the respondents most closely identified (3,370 respondents)

Ethnic group	Total Respondents	Percentage
White British	2951	88%
White Irish	27	1%
White Gypsy/Roma	5	0%
White Irish Traveller	1	0%
White Other*	90	3%
Mixed White and Black Caribbean	4	0%
Mixed White and Black African	3	0%
Mixed Other*	5	0%
Mixed White and Asian	8	0%
Asian or Asian British Indian	4	0%
Asian or Asian British Pakistani	21	1%
Asian or Asian British Bangladeshi	2	0%
Asian Other*	2	0%
Black or Black British Caribbean	6	0%
Black or Black British African	8	0%
Black or Black British Other*	1	0%
Arab	1	0%
Chinese	4	0%
Prefer not to say	198	6%
Other ethnic group*	29	1%
Total Respondents	3370	100%

3.25 Where a clear response was given, 94% identified as “White British”, with the only other significant group being “White Other”. Just under 6% of respondents indicated they preferred not to answer this question.

Respondents identifying with a religion or belief (3418 respondents)



Religion or belief to which respondents identified themselves as belonging (1,881 respondents)

Religion/belief	Total Respondents	Percentage
Christian	1599	85%
Buddhist	25	1%
Hindu	2	0%
Jewish	14	1%
Muslim	8	0%
Sikh	2	0%
Other*	49	3%
Prefer not to say	182	10%
Total Respondents	1881	100%

3.26 Of those that said they did belong to a religion or belief, 94% identified as Christian.

Summary of comments received in relation to libraries proposed to be closed

- 3.27 Whilst the earlier sections of this report provide details of the responses to the consultation questionnaire and summarise the comments received, grouped around specific themes, which we have provided our response to, a number of comments received were specific to individual libraries which the consultation proposed would close if the proposals set out in the draft Libraries Strategic Commissioning Strategy were implemented. This section of the report summarises these comments on a library by library basis, along with our response.

Langney Library

- 3.28 The comments we received from the community in Langney strongly indicated that the library was well placed in Langney Shopping Centre, with local shops and free parking. Concern was expressed about the ease and cost of parking at alternative libraries in Hampden Park and Eastbourne, compared to the current location. People were also concerned about the impact on more vulnerable members of the community, older people and people with disabilities, who they felt would find it difficult to travel to alternative libraries in Hampden Park and Eastbourne, due to the cost of public transport and limited mobility. The impact on children's literacy and education was also raised, with a large number of letters received from Shinewater Primary School.
- 3.29 Our needs assessment shows high levels of need around both Langney and Hampden Park Libraries. The proximity of both libraries to each other and to Eastbourne Library means that it is possible to meet needs in Hampden Park and Langney by retaining one library and through the wider range of services provided in Eastbourne Library. On balance, need overall is higher in Hampden Park than in Langney. The costs for Langney Library are relatively high because it is in a commercial retail unit within a shopping centre and we pay rent for it, whereas Hampden Park Library is owned by the Council, so it has lower running costs.
- 3.30 We would introduce Rhymetime, Storytime and Computer Buddy sessions at Hampden Park Library to replace the Rhymetime and Computer Buddy sessions which would cease to be provided at Langney Library. Rhymetime, Storytime and Computer Buddy sessions are also available in Eastbourne Library. In addition to the provision of libraries in Hampden Park and Eastbourne, we would deliver an outreach service in Langney. A new children and family library offer would be provided in Shinewater Children's Centre, including free Rhymetime and Storytime sessions, free children's books swap and access to training for parents/carers.
- 3.31 The research we undertook for the draft Libraries Strategic Commissioning Strategy of the types and duration of journey people make for a range of different types of personal business shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. Off-peak journey times from Langney Library to Hampden Park Library are 16 minutes by bus, or between 20 and 30 minutes to Eastbourne Library, and four minutes by car. Both are centres with good transport links and a range of shops and amenities.
- 3.32 Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We would promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.

- 3.33 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.

Summary of Langney Library correspondence	No.
Letters from the public	3
Letters from pupils of Shinewater Primary School	182
Letters from Councillors	1
Letters from MPs	1
Petition	927 signatures
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	536

Mayfield Library

- 3.34 There was concern in Mayfield about the impact on more isolated, vulnerable members of the community, older people and people with disabilities, who it was felt would struggle to get to another library due to cost of and infrequency of public transport and limited mobility. People were also concerned about the impact on children's literacy and education, particularly given that the library is located within Mayfield CE Primary School. Computer Buddy sessions run by Mayfield & Five Ashes Community Services (MAYFACS) in the library would be affected and free access to public computers, particularly for people on low incomes, would be lost. There was concern about the future of local shops if the library were to close. The reduction in library opening on a Monday morning was felt to have had a particularly negative effect on use. There was a feeling that the saving to the Council is negligible compared to the impact on the local community.
- 3.35 Our Needs Assessment shows that, overall, Mayfield is in a very low area of need. The research we undertook for the draft Libraries Strategic Commissioning Strategy of the types and duration of journey people make for a range of different types of personal business shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. Off-peak journey times from Mayfield Library to Heathfield Library are 12 minutes by bus and 9 minutes by car.
- 3.36 Trips to libraries can be made easier by using the eLibrary to reserve or renew books online. The eLibrary also gives access to a wide range of free online reading materials, eBooks and eMagazines, but also free online reference materials and training packages. Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We would promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.
- 3.37 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.

Summary of Mayfield Library correspondence	No.
Letters from the public	1
Letters from Town/Parish Councils	1
Letters from District/Borough Councils	1
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	79

Ore Library

- 3.38 The comments we received from the community concerned the impact on vulnerable members of the community, older people and people with disabilities, who would struggle to get to alternative libraries in Hastings or Hollington due to the cost of public transport, distance and limited mobility. There was a particular concern about people who live in certain communities within Ore which are the most deprived in East Sussex (and among the most deprived in the UK) who would not be able to afford to get to Hastings by public transport.
- 3.39 Our needs assessment shows very high levels of need around Ore, Hollington and the Hastings main library. The proximity of all three libraries means that it is possible to meet needs in these communities by retaining the completely refurbished Hastings Library plus Hollington Library. We would provide a new children and family library offer at East Hastings Children's Centre (situated in Ore), including free Rhymetime and Storytime sessions, free children's books swap and access to training for parents/carers. This targeted outreach service for children and families is identified by the Needs Assessment as being one of the groups which the Library and Information Service is well-placed to support and will help to achieve the Strategic Outcomes. Rhymetime sessions are also available at Hastings Library and Computer Buddy sessions are available at Hastings and Hollington libraries.
- 3.40 The research we undertook for the draft Libraries Strategic Commissioning Strategy of the types and duration of journey people make for a range of different types of personal business shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. Off-peak journey times from Ore Library to Hastings Library are 18 minutes by bus and six minutes by car.
- 3.41 Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We will promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.
- 3.42 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.

Summary of Ore Library correspondence	No.
Letters from the public	9
Letters from other community groups	3
Letters from District/Borough Councils	1
Letters from Councillors	2
Petition	1,530
e-petition	168
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	282

Pevensey Bay Library

- 3.43 There was a concern that needs within Pevensey Bay has not been accounted for in the Council's assessment. Pevensey Bay library had been closed for over a year and a half, due to flooding, leading to a sense of insecurity within the community about its future once it reopened in August 2016. There was concern about the impact on children's literacy and education. A working group was set up in Pevensey Bay, chaired by Huw Merriman MP, with the aim of encouraging people to take part in the consultation, and to consider what alternative proposals there might be for retaining the library if, despite the local campaign, the Council decided not to continue to provide it.
- 3.44 Our Needs Assessment shows that Pevensey Bay is not in a priority area of need. We propose to introduce a new children and family library offer in Shinewater Children's Centre, including free Rhymetime and Storytime sessions, free children's books swap and access to training for parents/carers, to mitigate for some of the services which would cease to be provided at Langney Library. These services would be available to families in Pevensey Bay. We also propose to introduce Rhymetime, Storytime and Computer Buddy sessions at Hampden Park library, in addition to the wide range of services that are available at Eastbourne Library.
- 3.45 The research we undertook for the draft Libraries Strategic Commissioning Strategy of the types and duration of journey people make for a range of different types of personal business shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. Off-peak journey times from Pevensey Bay Library to Eastbourne Library are 20 minutes by bus and 11 minutes by car to Hampden Park Library.
- 3.46 Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We would promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.
- 3.47 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.

Summary of Pevensey Bay Library correspondence	No.
Letters from the public	10
Letters from Town/Parish Councils	1
Letters from other community groups	6
Letters from District/Borough Councils	1
Letters from Councillors	1
Letters from MPs	1
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	275

Polegate Library

- 3.48 The comments we received from the community in Polegate were concerned about the impact on more vulnerable members of the community, older people and people with disabilities, who would struggle to get to alternative libraries in Hampden Park, Hailsham and Eastbourne due to the cost of public transport and mobility issues. There was concern about the impact on children's literacy and education, particularly given the very close proximity to and close relationship with Polegate School. People felt that new residential development in Polegate and the surrounding area would increase the need for a library and counter the decline in use. There was a feeling that closing both Willingdon and Polegate libraries was unacceptable and at least one should be retained.
- 3.49 The Needs Assessment shows that Polegate Library is not in a priority area of need. We propose to introduce Rhymetime, Storytime and Computer Buddy sessions at Hampden Park library to replace those which would cease to be provided at Polegate and Langney libraries. These services would be available to customers who currently use Polegate Library. Rhymetime, Storytime and Computer Buddy sessions are also available in Hailsham and Eastbourne libraries.
- 3.50 The research we undertook for the draft Libraries Strategic Commissioning Strategy of the types and duration of journey people make for a range of different types of personal business shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. Frequent public transport links connect Polegate with Hampden Park, Eastbourne and Hailsham libraries. Off-peak journey times from Polegate Library to Eastbourne Library are 30 minutes by bus, or seven to 10 minutes by train, and seven minutes by car to Hailsham Library.
- 3.51 Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We would promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.
- 3.52 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.

Summary of Polegate Library correspondence	No.
Letters from the public	63
Letters from schools/school pupils	30
Letters from Town/Parish Councils	3
Letters from District/Borough Councils	1
Letters from Councillors	4
Letters from MPs	1
Petition	1,589
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	900

Ringmer Library

- 3.53 Ringmer Library moved into a new extension in Ringmer Village Hall in April 2016. The extension was funded by the community. This is seen to have led to a renewed interest in the library within the community. There was a strong feeling that the proposal to close the library was unreasonable based on the efforts to open the new library and the fact that more people are benefitting from it. People were concerned about the impact on more vulnerable members of the community, older people and people with disabilities, who would struggle to get to the alternative library in Lewes due to the cost of public transport and mobility issues. It was felt that it takes a long time to travel to Lewes and back, and parking in Lewes is very difficult. There was concern about the impact on children's literacy and education, given the proximity to Ringmer Primary School and Ringmer Academy and also schools nearby, reflected by letters from nearby Laughton Primary School.
- 3.54 The usage of each individual library has not been the primary factor for the recommendation whether or not to retain libraries. The proposed network of library buildings is based primarily on needs and access to services county-wide. The needs assessment shows that Ringmer Library is in a very low area of need.
- 3.55 The Council entered into discussions about moving the library into the new extension in good faith as far as the future of Ringmer Library was concerned. It was only during the summer of 2017, some two years after those discussions commenced, and over a year following the completion of the extension and the move of the library, that the draft Libraries Strategic Commissioning Strategy, including our assessment of local needs and accessibility analysis, was completed, which led to the proposal not to retain Ringmer Library within the County Council's library network.
- 3.56 Rhymetime, Storytime and Computer Buddy sessions are provided at Lewes Library. These services would be available to customers who currently use sessions at Ringmer Library.
- 3.57 Off-peak journey times from Ringmer Library to Lewes Library are 10 minutes by bus and nine minutes by car.
- 3.58 Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We would promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.

- 3.59 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.

Summary of Ringmer Library correspondence	No.
Letters from the public	49
Letters from schools/school pupils	33
Letters from Town/Parish Councils	2
Letters from other community groups	3
Letters from Councillors	3
Letters from MPs	1
Petition (Save Ringmer Library campaign)	1,152
Petition (Ringmer Library and Mobile Library)	283
e-petition	157
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	248

Willingdon Library

- 3.60 The comments we received from the community in Willingdon expressed the view that the library is ideally placed in the local community, near to local amenities and with easy parking for use by the whole community. People were concerned about the impact on more vulnerable members of the community, older people especially (given a more elderly population) and people with disabilities, who would struggle to get to alternative libraries in Hampden Park and Eastbourne due to the cost of public transport and mobility issues. There was concern about the impact on children's literacy and education, given the proximity to Willingdon Primary School and Willingdon Community School. It was felt the library is important to prevent social exclusion and that this was not reflected in the draft Strategy. It was considered that new residential development in Willingdon and the surrounding area would increase the need for a library. People felt that closing both Willingdon and Polegate libraries was unacceptable and at least one should be retained
- 3.61 Our Needs Assessment shows that Willingdon Library is in an area of low need. We propose to introduce Rhymetime, Storytime and Computer Buddy sessions at Hampden Park library to replace the loss of a Rhymetime session at Willingdon Library and those sessions which would cease to be provided at Polegate and Langney libraries. These services would be available to customers who currently use Willingdon Library. Rhymetime, Storytime and Computer Buddy sessions are also available in Eastbourne Library.
- 3.62 The research we undertook for the draft Libraries Strategic Commissioning Strategy of the types and duration of journey people make for a range of different types of personal business shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. Off-peak journey times from Willingdon Library to Eastbourne Library are 18 minutes by bus and six minutes by car to Hampden Park Library.
- 3.63 Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We would promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.

- 3.64 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.

Summary of Willingdon Library correspondence	No.
Letters from the public	84
Letters from schools/school pupils	498
Letters from Town/Parish Councils	3
Letters from other community groups	1
Letters from District/Borough Councils	1
Letters from Councillors	3
Letters from MPs	1
Petition (Willingdon and Langney libraries)	438
Petition (Willingdon Library)	401
Petition (Willingdon Library) via Stephen Lloyd MP	963
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	471

Mobile Library

- 3.65 The Mobile Library offers a three weekly service to 88 stops across the county, with most stops lasting for 20 to 30 minutes. A number of rural communities served by the Mobile Library have expressed concern about the impact on more isolated and vulnerable people. It was felt that there would be a loss of social interaction, of which there are a decreasing number of opportunities in small rural communities. There was concern older people and people with disabilities in particular or people on low incomes would find it difficult to travel to another library due to cost, frequency of public transport and limited mobility. People have also commented on gradual loss of services and amenities generally within rural communities.
- 3.66 The Mobile Library is an expensive and, in terms of the range of services on offer, limited way to serve a small number of library users. The Mobile Library overwhelmingly serves areas of lower need. We recognise that it serves a higher proportion of library users who are older or less mobile than other libraries and in more isolated rural areas. The proposed reduced library network would still provide high levels of access to other libraries with a greater range of services than the Mobile Library and close to other amenities and services, with which trips to the library could be combined.
- 3.67 We would provide additional Computer Buddy sessions in libraries to help groups who may lack confidence and skills to use the eLibrary, showing them how to reserve items to collect from the library as well as how to access and download online materials.
- 3.68 The Community Library Membership category would enable individuals in communities to run a book exchange in their area and support social interaction, if they wish to do so. There has been a positive response to the Community Library Membership through the public consultation.
- 3.69 The results of the consultation suggest that a high proportion of Mobile Library users would be able to access the service in another way.

Summary of Mobile Library correspondence	No.
Letters from the public	11
Letters from Town/Parish Councils	9
Letters from District/Borough Councils	1
Letters from Councillors	2
Letters from MPs	1
Petition (Ringmer Library and Mobile Library)	283
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	385

Northiam Village Library

- 3.70 Northiam Village Library is a community run library, situated in the Northiam Village Club. The comments we received from the community in Northiam stated that the Council should continue to pay the rent, rates and electricity for the Village Library and provide a supply of stock, given the provision of time by volunteers to provide the service and benefit to the community. Respondents were concerned about the impact on vulnerable members of the community, older people and people with disabilities, who would struggle to get to alternative libraries in Rye and Battle due to the cost of public transport and mobility. There was also a feeling that a developer contribution toward library services for Northiam Village should be used to retain the Village Library.
- 3.71 Northiam Village Library is not an East Sussex library, but rather a community run library. Our Needs Assessment shows that Northiam is an area of low need.
- 3.72 The research we undertook for the draft Libraries Strategic Commissioning Strategy of the types and duration of journey people make for a range of different types of personal business shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. Off-peak journey times from Northiam Village Library to Rye Library are 28 minutes by public bus and 17 minutes by car.
- 3.73 Trips to libraries can be made easier by using the eLibrary to reserve books for collection or renew books online. The eLibrary gives access to a growing range of free digital reading materials, eBooks and eMagazines, but also free online reference materials and training packages. We will promote the benefits of the eLibrary better for all ages, including new Computer Buddy sessions to help older residents with the skills and confidence to use it.
- 3.74 Anyone who cannot get to a library due to frailty, disability or full-time caring responsibilities is eligible for the Home Library Service, where volunteers for the library service deliver books to people's homes.
- 3.75 We have held discussions with Northiam Parish Council and the volunteers who run the library. The Parish Council has agreed to fund the running costs of the Village Library with Beckley Parish Council and to submit a proposal to the Local Planning Authority seeking the release of up to £5,000 of funding which has been provided under a section 106 agreement in relation to housing development in the area for enhanced library provision. This could include works to enable additional services or space to be provided as well as internal re-organisation to increase capacity such as upgrading ICT equipment and self-service facilities and/or new, improved counters and shelving. Additional supplies of books could also potentially be provided.

- 3.76 If the community also wished to do so, it could use the new Community Library Membership to ensure there is a continued supply of books for Northiam Village Library. This would provide a selection of more up-to date stock from the wider library catalogue than is currently available from the Village Library, and would potentially be an improvement to the service offered to residents.

Summary of Northiam Village Library correspondence	No.
Letters from the public	11
Letters from Town/Parish Councils	1
Letters from Councillors	4
Consultation questionnaire (number of people who identified they had used this library in the last 12 months)	24

Other issues raised

- 3.77 Representations were made that the journey times cited within the draft Libraries Strategic Commissioning Strategy and supporting documents were not realistic, particularly with regard to car journeys. The Accessibility Analysis was undertaken in conjunction with consultants with expertise in travel analysis, who developed the methodologies and undertook the analysis. Car accessibility is based on a robust methodology using satellite navigation data from thousands of vehicle journeys on the actual routes between libraries, and is therefore 'real world' not modelled or estimated data. It was also tested by each route being driven at least ten times to verify the journey times. We are confident that the Accessibility Analysis is a suitable and robust basis upon which to determine reasonable journey times for travel to libraries and that it represents a proper assessment of the accessibility of the library service to the population of the county.
- 3.78 Some respondents commented that we did not recognise the different levels of use and varying rates of decreasing use between libraries, compared to the county-wide figure of a reduction of around 40% in usage over ten years. It is important to reiterate that, whilst we need to recognise decreasing use of the library service overall in developing the Libraries Strategic Commissioning Strategy, the proposals were based on relative levels of need in different areas and county-wide accessibility rather than the level of use for any individual library or the Mobile Library.

Other engagement activities during the consultation

- 3.79 During the consultation period we have continued our conversations with Town and Parish Councils and community groups. We have discussed in detail the rationale behind the proposals and the impacts and costs related to individual libraries.
- 3.80 We have also continued our engagement with stakeholders including Action in Rural Sussex, the Further Education colleges, Sussex Association of Local Councils and National Numeracy (a national charity). We met again with the East Sussex Seniors Association and the Youth Cabinet, both of whom understood the financial challenges for the Council and felt that the proposals represented a reasonable response in the circumstances. They felt that the new elements of service delivery and an opportunity to promote different facilities, particularly the eLibrary and free online reference materials, were positive steps.

3.81 Staff and volunteers provided their views and have enabled us to fully formulate some of the offers and mitigations that were outlined in the draft Libraries Strategic Commissioning Strategy, as well as providing helpful guidance on ways positively to promote the service to meet the new Vision and Strategic Outcomes.

Petitions received

3.82 The table below provides details of the petitions received.

Name of petition	Number of signatures	Presented by
Hollington petition	1,265	Keep Hollington Library Open - resident
<u>Help KEEP Hollington Library OPEN</u>	5	ePetition – Resident
Langney petition via Stephen Lloyd MP	927	Cllr Shuttleworth – supported by Stephen Lloyd MP
<u>Save Ore library</u>	168	ePetition – Resident
Save Ore library	1,530	Save Ore Library Campaign (Cllr Richard Street)
Polegate petition	1,589	Cllrs Daniel and Stephen Shing
Ringmer and Mobile Petition	283	Cllr Philip Daniel
Ringmer petition	1,152	Save Ringmer Library campaign
<u>Keep Ringmer Library open</u>	157	ePetition – Resident
Willingdon and Langney petition via Stephen Lloyd MP	438	Cllr Swansborough – supported by Stephen Lloyd MP
Willingdon petition	401	Cllrs Daniel and Stephen Shing
Willingdon petition via Stephen Lloyd MP	963	Cllr Swansborough – supported by Stephen Lloyd MP
Total signatures	8,878	-

4. Conclusions

- 4.1 In total 3,633 consultation questionnaires were received in response to the Libraries Strategic Commissioning Strategy consultation. Overwhelmingly the respondents to the consultation questionnaire were current library users, with over 90% of responses from people who had accessed the library service in some form in the past 12 months. Over two thirds of respondents were users of one or more of the seven libraries, the Mobile Library or Northiam Village Library which the draft Libraries Strategic Commissioning Strategy proposed not to retain. A further 1,102 representations made by e-mail, letter and poster were received along with one series of video submissions relating to journey times to libraries. There were also 12 petitions, totalling 8,878 signatures.
- 4.2 Over 40% of respondents either strongly agreed or agreed that our proposals focussed our limited resources in the right areas, as described by the draft Vision and Strategic Outcomes. 12% neither agreed nor disagreed. 44% either disagreed or strongly disagreed. When asked whether our proposals provided a reasonable range of different ways for people to use the Library and Information Service according to their needs, a lower percentage strongly agreed or agreed (28% of respondents in total). 9% neither agreed nor disagreed and 61% either disagreed or strongly disagreed.
- 4.3 There was a much higher level of support (68%) for the proposals from respondents who were not users of the seven libraries, the Mobile Library or the Northiam Village Library than there was from regular users of those services (20%).
- 4.4 Overall, these responses and the submissions received in email and written comments, as well as the strength of feeling in local campaigns reflect the fact that libraries are highly valued locally by their users.
- 4.5 Two thirds of respondents who stated they had used one of the seven libraries, the Mobile Library or Northiam Village said that they would be able to access the library service in another way if the proposals were implemented. This supports the view in the Rationale and Impact Assessment that there are reasonable alternative ways of accessing the library service. One third of respondents said they would not be able to use any alternative. The most common reasons cited for not being able to use an alternative were not wanting to travel to an alternative library or that travelling to an alternative would be too difficult. Other frequently cited reasons were not knowing how to use the eLibrary or not having access to a computer or mobile device. It should be noted that the Home Library Service, one of the alternatives available, provides access to people who cannot access a library because of disability, frailty or full-time caring responsibilities and is likely to be an alternative means of accessing the library service for many people who stated that there was no alternative means of access available to them.
- 4.6 Where people provided additional comments about the draft Strategy they largely related to people's objections to the proposals not to retain libraries and the reasons they did not agree with the statements in the consultation questionnaire, rather than having any particular objection to other aspects of the draft Strategy, such as the Vision and Strategic Outcomes. The three most frequently raised themes were that the elderly and disabled and vulnerable/less well-off people will be disadvantaged; children, young parents and families will be disadvantaged; and there will be a negative impact on the community. However we did also receive comments that supported the proposals.

- 4.7 While the themes are generally consistent across each of the different libraries, we recognise that each community is different and this report summarises and provides a response to the local factors and concerns as they were voiced in relation to individual libraries, the Mobile Library and Northiam Village Library.
- 4.8 Comments in relation to Langney Library, for example, focussed on concerns about the higher levels of need within the community, the impacts on younger less well-off families, and the ease of parking at Langney Library compared with Hampden Park. In Mayfield concerns tended to centre more around the impact on more isolated, vulnerable members of the community, older people and people with disabilities, who it was felt would struggle to get to another library due to cost of and infrequency of public transport and limited mobility. There was concern about the future of local shops if the library were to close.
- 4.9 There was a particular concern about people who live in certain communities within Ore which are among the most deprived in East Sussex who would not be able to afford to get to Hastings by public transport. In Pevensey Bay, the impact on children's literacy and education was cited as an additional consideration in representations we received. This was also a frequently mentioned issue about Polegate Library, particularly given the very close proximity to and close relationship of the library with Polegate School. People also felt that new residential development in Polegate and the surrounding area would increase the need for a library and counter the decline in use. There was a feeling that closing both Willingdon and Polegate libraries was unacceptable and at least one should be retained.
- 4.10 Ringmer Library moved into a new extension in the Village Hall in April 2016, funded by the community, and a strong feeling was voiced that the proposal to close the library was unreasonable based on the efforts to open the new library and the time and difficulty people felt was involved in travelling to Lewes. Views expressed about the proposal to close Willingdon Library echoed many of these concerns. It was felt the library is important to prevent social exclusion and that new residential development in Willingdon and the surrounding area would increase the need for a library.
- 4.11 A number of rural communities served by the Mobile Library also expressed concern about the impact on more isolated and vulnerable people and a loss of social interaction, with a gradual loss of services and amenities generally within rural communities. Similar views were expressed concerning the Northiam Village Library.
- 4.12 During the consultation period we have continued our conversations with Town and Parish Councils, community groups and other stakeholders, and our staff and volunteers. All of the feedback has enabled us to fully formulate some of the offers and mitigations that were outlined in the draft Libraries Strategic Commissioning Strategy, make other revisions to the Strategy, and has provided helpful guidance on ways positively to promote the service to meet the new Vision and Strategic Outcomes. All of the key changes made to the revised Libraries Strategic Commissioning Strategy and the supporting documents as a result of the consultation are set out in Appendix 1 (Key Changes Document).
- 4.13 Throughout the feedback we have received detailed and considered views from a large number of people and organisation who have described the circumstances for themselves or other people in their communities under which some of the proposals set out in the draft Libraries Strategic Commissioning Strategy would have a negative impact. Some respondents also felt that individual indicators of lower levels of need within the Needs Assessment were important to their communities, and should justify the retention of a library.
- 4.14 We recognise that in every community across the county there are individuals and families with needs and that in those communities where it is proposed no longer to retain a library or

the Mobile Library Service, there are individuals who will be affected by the loss of the service. The purpose of the comprehensive Needs Assessment we undertook is to identify which communities have greater levels of needs than others, so that the resources of the Council can be prioritised towards those communities, achieving the best outcomes for the population of the county as a whole, whilst ensuring that all communities still have a high level of accessibility to library services overall.

- 4.15 The evidence base shows that only Langney and Ore libraries are in communities with higher levels of need, but in both cases these communities would be served by nearby central libraries (Eastbourne and Hastings), one other library (Hampden Park and Hollington) and targeted outreach activities, including provision of some library services in Shinewater and East Hastings children's centres..
- 4.16 Whilst we fully appreciate the unpopularity of proposals to close libraries, withdraw the Mobile Library Service and cease support to Northiam Village Library, having analysed all of the responses and revisited the evidence base again, we do not consider that new information has been presented in the consultation responses and other forms of stakeholder engagement which means that the evidence base for the draft Libraries Strategic Commissioning Strategy was incorrect or had been wrongly interpreted. In the light of this, and taking into account the Vision and Strategic Outcomes for the East Sussex Library and Information Service and the financial and wider context in which it needs to operate, we believe that the original proposals for a smaller network of 17 libraries, are correct. This would result in the closure of Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon libraries and the Mobile Library Service, and the end to support for Northiam Village Library.

Appendix 1 Summary of correspondence

A total of 1,102 representations were made by email, letter and poster and we received one series of video submissions relating to journey times to libraries. These are summarised in the table below and were considered along with the results of questionnaire.

281 members of the public
8 Schools
Laughton Community Primary School Ringmer Academy Ringmer Primary and Nursery School Willingdon Primary School Willingdon Community School Shinewater Primary School Laughton Primary School Polegate Primary School
14 Community groups
Action in Rural Sussex Bexhill Caring Community Big Local North-East Hastings project Department for Digital, Culture, Media and Sport Friends of Pevensey Bay Library MSL Projects, Consultancy & Digital Ore Community Association Pevensey and Westham Historical Society Ringmer Parochial Church Council Ringmer Village Hall Committee Save Ore Library Campaign Save Ringmer Library Campaign Wealden Citizens Advice Bureau Willingdon Residents' Association
17 Parish and Town Councils
Barcombe Parish Council Berwick Parish Council Chiddingly Parish Council East Hoathly with Halland Parish Council Hooe Parish Council Hurst Green Parish Council Mayfield and Five Ashes Parish Council Northiam Parish Council Peasmarsch Parish Council Polegate Town Council Ringmer Parish Council Rotherfield Parish Council Ticehurst Parish Council Westfield Parish Council Westham Parish Council Willingdon and Jevington Parish Council

2 Borough and District Councils

Hastings Borough Council (Response from Leader, Councillor Peter Chowney)
Wealden District Council (Response from Portfolio Holder, Councillor Collinson)

18 individual Councillors

3 Parish and Town Councillors

Cllr Andrew Brown Hurst Green Parish Council
Councillors John and Frances Pritchett, Willingdon and Jevington Parish Council

5 Borough and District Councillors

Councillor Johnny Denis, Lewes District Council
Councillor Lin Clark Wealden District Council
Councillor Peter Gardiner, (on behalf of Ouse Valley and Ringmer District Councillors)
Councillor Richard Burrows, Lewes District Council
Councillor Richard Street, Hastings Borough Council

10 County Councillors

Councillor Alan Shuttleworth
Councillor Angharad Davies
Councillor Bob Bowdler
Councillor Daniel Shing
Councillor Gerard Fox
Councillor Laurie Loe
Councillor Michael Ensor
Councillor Phil Boorman
Councillor Philip Daniel
Councillor Stephen Shing

3 Members of Parliament

Huw Merriman
Maria Caulfield
Stephen Lloyd

Libraries Consultation

East Sussex Libraries The Way Forward

Our proposals

Libraries Strategic Commissioning Strategy 2018/19 to 2022/23

eastsussex.gov.uk/haveyoursay



Ends 14 December 2017

Why are we consulting?

We are asking for your views on our draft Strategy for East Sussex libraries over the next five years.

The draft Strategy sets out our proposed approach to provide a modern, sustainable Library and Information Service for the future, recognising the financial constraints which East Sussex County Council faces and also the changes in the way that people are using libraries.

Our draft Strategy presents proposals for a needs-based library service. This means a library service where we prioritise our resources to achieve outcomes that will best meet the needs of those who live, work and study in East Sussex.

Our work to produce our draft Strategy shows that there are significant needs across the county, and especially within certain communities, around literacy, attainment, employment and ultimately health and wellbeing, which the Library and Information Service is ideally placed to help tackle.

You can read our draft Strategy and all of the evidence on which our proposals are based in full on our website at eastsussex.gov.uk/librarystrategy. Alternatively, you can request a paper copy by contacting us using the details below.

How to take part in this consultation

The consultation runs for 12 weeks, from 21 September to 14 December 2017. We would like to hear from you whether or not you currently use the Library and Information Service. We will do all we can to make it as easy as possible for everyone to have their say.

There are a number of ways you can give your views:

- By completing the questionnaire online at eastsussex.gov.uk/haveyoursay
- By picking up a copy of the questionnaire in a library
- By printing a copy of the questionnaire from eastsussex.gov.uk/haveyoursay and returning it to us
- By contacting us to request a paper copy of the questionnaire using the details below.

Completed surveys can be returned to the drop off points in East Sussex libraries or posted back to us at: Library Consultation, West D Floor, County Hall, St Anne's Crescent, Lewes, BN7 1UE.

If you have a question about this consultation, need help to take part or need a copy of the information in a different format or another language, please contact us by e-mail at library.consultation@eastsussex.gov.uk or by phone on 01273 335165 and 01273 335397.

What changes are proposed?

Libraries in East Sussex are a popular service with almost 1.5 million visits during 2016/17. However, the number of visits and the number of items issued in libraries have both reduced by around 40% over the past ten years. By comparison, the number of items borrowed online has risen, although these still represent a relatively small amount of our overall loans.

Our proposals would enable us to modernise the East Sussex Library and Information Service in order to respond to the increasing demand from customers to access library services online and the reducing number of people visiting libraries. They would enable us to cut our costs by having fewer libraries and to prioritise our resources to provide better support to people in East Sussex.

We propose to help improve literacy for adults and children and provide learning opportunities for people so that they can get on in life by having better skills and finding employment. By providing independent, reliable information and resources, we believe we have a key role to play in supporting the health and wellbeing of people in East Sussex. We also believe that libraries should continue to provide a way for people to get online if they cannot do so at home, or need help accessing the internet.

The majority of our customers use our libraries for the pleasure of reading and the benefits this brings. Although we propose a more modern library service with fewer libraries, we will continue to provide a highly accessible network of libraries containing all of the things people love about going to the library. Over 90% of our customers would still be able to use their current library in exactly the same way they do today.

The key **changes** we are proposing are:

- an **enhanced eLibrary**, continuing to expand the growing range of online services and materials we offer. As well as accessing materials online, the eLibrary allows people to manage their library loans anywhere, anytime, using the familiar 'click and collect' approach.
- a **greater focus on outreach provision**, by working more closely with other County Council services and partners. This will enable us to use limited resources more effectively to achieve better outcomes for those people who stand to benefit most from the service, but may be less able or inclined to visit a library.
- a **smaller network of 17 library buildings**, in appropriate locations across the county according to identified needs, which will continue to provide a comprehensive range of materials to borrow and resources to use. Our proposals ensure there remains a very high level of accessibility to a library by public transport or by car within a reasonable journey time of 20-25 minutes.
- to **no longer provide the Mobile Library Service**, or provide a supply of books for the Northiam Village Library. This proposal takes into account the fact that the 17 library buildings and the eLibrary provide a high level of accessibility to library services for rural communities, and are a more efficient way to meet needs for library services in these areas.

We fully recognise that, although our proposals will offer a more modern service overall, there is likely to be a greater impact for certain groups, particularly older people, people with a disability and some people in rural areas. We are proposing measures to reduce the impact by supporting

their particular needs. These include a Community Library Card, allowing community representatives to borrow a larger number of items for a long period to make available to their local community, e.g. in a village hall or community centre. Anyone who cannot easily use a library due to disability or frailty or caring responsibilities is able to use the Home Library Service.

Further detail on the proposals themselves and our rationale for them can be found in the Strategy on our website at eastsussex.gov.uk/librarystrategy

How much will this save?

The proposals within the draft Libraries Strategic Commissioning Strategy would enable us to make a saving of £653,000 per year by co-locating library services with other County Council services, income generation, and the reduced provision of library buildings, the Mobile Library and other services.

This would mean that the Library and Information Service has been able to identify total savings for the Libraries Transformation Programme of over £1.9 million toward an original savings target of £2 million. The Programme has included other changes to the Library and Information Service, including administrative and management savings and the reduction in library opening hours.

What happens next?

Our proposals have not yet been decided. East Sussex County Council's Cabinet have approved our draft Strategy so that you can have your say. Once the consultation is complete and the results have been analysed, the draft Strategy and all the supporting documents will be amended and updated proposals presented to Cabinet in March 2018. We aim to start implementing our new Strategy from April 2018.

Section 1 A needs based Library and Information Service

Our proposed Vision and Strategic Outcomes provide a clear direction for the delivery of the future Library and Information Service. They have been developed based on the evidence that libraries can and already do support a wide range of needs, directly and indirectly. Each Strategic Outcome would be met through a range of different offers, or services provided according to evidence of need.

Our Vision and Strategic Outcomes

We will provide a Library and Information Service that promotes reading and knowledge as a route to leading fulfilling lives. We will prioritise our resources and expertise to support the needs of residents and communities in East Sussex to achieve four key outcomes:

Improving child and adult literacy. We will provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure of reading and the better life chances that literacy unlocks for people.

Supporting the economy. We will provide training and guidance for people of all abilities seeking to learn and to work, so they are able to build skills and confidence in a supportive environment.

Better health and wellbeing. We will promote reading as a source of wellbeing and provide reliable information and services to promote good health and support people to manage their own health and the health of those they care for.

Increasing digital inclusion. We will provide free access to computers and Wi-Fi, and paid access to printers, with training for people to use technology and the internet, so they are able to independently access vital information and services, and participate in the benefits of the digital world.

We will ensure that in working to deliver our Strategic Outcomes we will meet our statutory duty to provide a comprehensive and efficient library service for everyone who lives, works and studies in East Sussex.

Q1. To what extent do you agree or disagree that we are focussing our limited resources on the right areas, as listed above in our Vision and Strategic Outcomes?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- Don't feel able to say

Space is available in Section 4 on page 9 to make comments or suggestions on any question

Section 2 Ways people would be able to use our proposed range of library services

Our proposals include an enhanced eLibrary, by continuing to expand the range of online services and materials that are offered in order to increasingly serve needs online. We also propose a greater focus on outreach provision, working closely with other County Council services and partners to make sure that we reach communities and individuals with the greatest needs.

We propose a network of 17 library buildings, in appropriate locations across the county according to identified needs.

The 17 libraries are Battle, Bexhill, Crowborough, Eastbourne, Forest Row, Hailsham, Hampden Park, Hastings, Heathfield, Hollington, Lewes, Newhaven, Peacehaven, Rye, Seaford, Uckfield and Wadhurst.

Over 90% of customers currently use one or more of these 17 libraries and are unaffected by the proposals. These 17 libraries are within a 20 minute journey by public transport for over 86% of all East Sussex residents and within a 20 minute car journey for over 99% of residents.

Q2. To what extent do you agree that our proposals provide a reasonable range of different ways for people to use the Library and Information Service according to their needs?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- Don't feel able to say

Space is available in Section 4 on page 9 to make comments or suggestions on any question

We propose not to retain seven of our current libraries, based on the evidence of need in those areas, the fact that there are higher needs in other parts of the county, and the proximity and transport availability to other libraries. These libraries are Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon.

We also propose to no longer provide the Mobile Library Service, or provide a supply of books for the Northiam Village Library.

Q3. Have you used any of the following libraries in the last 12 months, or has someone used any of them on your behalf? (Please tick all that apply)

- | | |
|---|---|
| <input type="checkbox"/> Langney Library | <input type="checkbox"/> Ringmer Library |
| <input type="checkbox"/> Mayfield Library | <input type="checkbox"/> Willingdon Library |
| <input type="checkbox"/> Ore Library | <input type="checkbox"/> Mobile Library |
| <input type="checkbox"/> Pevensey Bay Library | <input type="checkbox"/> Northiam Village Library |
| <input type="checkbox"/> Polegate Library | <input type="checkbox"/> None of these (please go to Section 3 on page 8) |

Q4. If we no longer retain the libraries listed above, will you be able to use one of the following alternative services instead? (Please tick all that apply)

- Battle Library
- Bexhill Library
- Crowborough Library
- Eastbourne Library
- Forest Row Library
- Hailsham Library
- Hampden Park Library
- Hastings Library
- Heathfield Library
- Hollington Library
- Lewes Library
- Newhaven Library
- Peacehaven Library
- Rye Library
- Seaford Library
- Uckfield Library
- Wadhurst Library
- eLibrary (includes reserving and renewing books online, downloading eBooks and/or eAudiobooks, using online reference and training materials)
- Home Library Service (for people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left)
- None of these (please go to Q5)

Q5. If you answered “None of these” in question 4, which of the following best explain why you would not be able to use one of our other services instead? (Please tick all that apply)

- I am unable to travel to any of the remaining 17 libraries
- I do not have access to a computer or mobile device to use the eLibrary (online library)
- I do not know how to use the eLibrary (online library)
- Other (Please specify):

Section 3 Getting involved

We are proposing a number of ways in which people can get more involved to support the library service to increase our capacity and resources, so that we can support a wider range of needs in different communities. This includes more volunteering opportunities in existing and new roles within the service.

We would also welcome the opportunity to work with communities if they are interested in extending their local library opening hours on a volunteer basis, and working with communities to explore options for the seven libraries which we do not propose to retain.

Q6. Would you be interested in finding out more about any of the following volunteering roles, either on an occasional or regular basis?

- Computer Buddy (countywide)
- Rhymetime/Storytime sessions (countywide)
- Home Library Service (countywide, must have own vehicle)
- Bookends second-hand bookshop (Eastbourne Only)
- Study Clubs
- Coding Clubs
- Meeting and greeting customers and helping them find what they are looking for

Q7. Please tick how often you might be interested in volunteering.

- Weekly
- Monthly
- One-off events

Please tell us your name and provide us with your contact details so we can get in touch and find out a bit more about what you would like to do.

Name:

Telephone number/email address:

Volunteer led opening hours and Friends Groups

We invite communities to come forward who wish to work with us to set up volunteer-run library sessions as a way of increasing library opening hours, if there is a desire within their communities to do so. Volunteers would need to be managed and coordinated by the community, with full training and support from the Library and Information Service. Similarly, if communities wanted to set up Friends Groups as a way of supporting the library service through fund-raising or volunteering, we would be very interested in hearing your ideas.

Options for community library provision

We invite communities to come forward to discuss potential options for keeping open the seven libraries that we are not proposing to retain within the East Sussex Library and Information Service, if they can be funded wholly by communities or other organisations. Alternatively, communities or other groups or organisations may wish to take over the leases of buildings or purchase them, and run them as completely independent libraries or use them for other purposes. Additional information, including indicative annual running costs, are provided in the draft Strategy.

Q8. Please tick any of the following opportunities you might be interested in and supply your contact details so that we can get in touch. You are not committing yourself at this stage.

- Volunteer led opening hours
- Setting up a Friends Group
- Options for community involvement library provision

Q9. Please tell us which library you are interested in supporting?

Name of Library:

Name:

Telephone number / email address:

Section 4: Additional comments

Please use the following box to provide information related to any of your answers to the questions above or any other comments that you wish to make.

Section 5: About you

We wish to make sure that everyone is treated fairly and equally and that no one gets left out. That is why we ask you these questions.

We will not share the information you give us with anyone else. We will only use it to help us make informed decisions about our services and their likely impacts.

If you would rather not answer any of these questions, you do not have to.

Q10. Have you used the East Sussex Library and Information Service in the last 12 months, either for yourself or on behalf of someone else, or has someone else accessed for you? (Please tick all that apply)

- Yes for myself
- Yes on behalf of a child aged under 16
- Yes on behalf of another adult
- Yes, someone else accessed the library service for me
- No

Q11. Do you have access to a car?

- Yes
- No

Q12. Do you have access to the internet? (Please tick all that apply)

- Yes at home
- Yes at work
- Yes on my mobile
- Yes in the library or in an public internet café
- No

Q13. What is your home postcode? (Please provide in the box below)

Q14. What is your age? (Please tick one box only)

- | | |
|-----------------------------------|--|
| <input type="checkbox"/> Under 16 | <input type="checkbox"/> 55 – 64 |
| <input type="checkbox"/> 16 – 24 | <input type="checkbox"/> 65 – 74 |
| <input type="checkbox"/> 25 – 34 | <input type="checkbox"/> 75 – 84 |
| <input type="checkbox"/> 35 – 44 | <input type="checkbox"/> 85 + |
| <input type="checkbox"/> 45 – 54 | <input type="checkbox"/> Prefer not to say |

Q15. Are you?

- Male
- Female
- Prefer not to say

Q16. Which of the following best describes you? (Please tick one box only)

- Self-employed
- Employed full-time
- Employed part-time
- Student
- Unemployed
- Retired
- Other* (Please Specify)
- Prefer not to say

*

The Equality Act 2010 describes a person as disabled if they have a longstanding physical or mental condition that has lasted or is likely to last at least 12 months; and this condition has a substantial adverse effect on their ability to carry out normal day to day activities. People with some conditions (cancer, multiple sclerosis and HIV/AIDS, for example) are considered disabled from the point that they are diagnosed.

Q17. Do you consider yourself to be disabled as set out in the Equality Act 2010 (Please tick one box only)

- Yes
- No
- Prefer not to say
- Not sure

Q18. If you answered yes to Q17, please tell us the type of impairment that applies to you. (Please tick all that apply)

- Physical impairment
- Mental health condition
- Sensory impairment (hearing and sight)
- Learning disability
- Long standing illness or health condition, such as cancer, HIV, heart disease, diabetes or epilepsy
- Other* (Please Specify)
- Prefer not to say

*

Q19. To which of these ethnic groups do you feel you belong? (Please tick one box only)

- | | |
|--|---|
| <input type="checkbox"/> White British | <input type="checkbox"/> Asian or Asian British Pakistani |
| <input type="checkbox"/> White Irish | <input type="checkbox"/> Asian or Asian British Bangladeshi |
| <input type="checkbox"/> White Gypsy/Roma | <input type="checkbox"/> Asian other* (Please Specify) |
| <input type="checkbox"/> White Irish Traveller | <input type="checkbox"/> Black or Black British Caribbean |
| <input type="checkbox"/> White other* (Please specify) | <input type="checkbox"/> Black or Black British African |
| <input type="checkbox"/> Mixed White and Black Caribbean | <input type="checkbox"/> Black other* (Please specify) |
| <input type="checkbox"/> Mixed White and Black African | <input type="checkbox"/> Arab |
| <input type="checkbox"/> Mixed other* (Please Specify) | <input type="checkbox"/> Chinese |
| <input type="checkbox"/> Mixed White and Asian | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Asian or Asian British Indian | <input type="checkbox"/> Other ethnic group* (Please specify) |

*If your ethnic group was not specified in the list please describe your ethnic group:

Q20. Do you regard yourself as belonging to any particular religion or belief? (Please tick one box only)

- Yes
 No
 Prefer not to say

Q21. If you answered yes to Q20, please tell us the religion or belief that applies to you. (Please tick one box only)

- Christian
 Buddhist
 Hindu
 Jewish
 Muslim
 Sikh
 Other (Please Specify):
 Prefer not to say

Thank you for taking the time to complete this questionnaire. Your responses will be analysed along with all other responses and the results used to inform our amended Strategy, which will be presented to Cabinet in March 2018.



Produced by the Library and Information Service, in conjunction with MCL
All data and graphs in this document © MCL.

East Sussex County Council
County Hall
St Anne's Crescent
Lewes BN7 1UE

Website: eastsussex.gov.uk/libraries
E-mail: library.consultation@eastsussex.gov.uk
Phone: 01273 335165 / 01273 335397

March 2018

Cabinet

6 March 2018

Appendix 5

Equality Impact Assessment

Strategy or Policy Template

Name of the strategy or policy
Libraries Strategic Commissioning Strategy, March 2018

File ref:		Issue No:	
Date of Issue:		Review date:	

Contents

Part 1	The Public Sector Equality Duty and Equality Impact Assessments (EIA)	3
Part 2	– Aims and implementation of the proposal, strategy or policy	6
Part 3	– Methodology, consultation, data and research used to determine impact on protected characteristics.....	13
Part 4	– Assessment of impact	17
Part 5	– Conclusions and recommendations for decision makers	63
Part 6	– Equality impact assessment action plan.....	65
(a)	6.1 Accepted Risk.....	66

Part 1 The Public Sector Equality Duty and Equality Impact Assessments (EIA)

1.1 The Council must have due regard to its Public Sector Equality Duty when making all decisions at member and officer level. An EIA is the best method by which the Council can determine the impact of a proposal on equalities, particularly for major decisions. However, the level of analysis should be proportionate to the relevance of the duty to the service or decision.

1.2 This is one of two forms that the County Council uses for Equality Impact Assessments, both of which are available on the intranet. This form is designed for any proposal, strategy or policy. The other form looks at services or projects.

1.3 The Public Sector Equality Duty (PSED)

The public sector duty is set out at Section 149 of the Equality Act 2010. It requires the Council, when exercising its functions, to have “due regard” to the need to

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it. (see below for “protected characteristics”)

These are sometimes called equality aims.

1.4 A “protected characteristic” is defined in the Act as:

- age;
- disability;
- gender reassignment;
- pregnancy and maternity;
- race (including ethnic or national origins, colour or nationality)
- religion or belief;
- sex;
- sexual orientation.

Marriage and civil partnership are also a protected characteristic for the purposes of the duty to eliminate discrimination.

The previous public sector equalities duties only covered race, disability and gender.

1.5 East Sussex County Council also considers the following additional groups/factors when carry out analysis:

- Carers – A carer spends a significant proportion of their life providing unpaid support to family or potentially friends. This could be caring for a relative, partner or friend who is ill,

frail, disabled or has mental health or substance misuse problems. [Carers at the Heart of 21st Century Families and Communities, 2008]

- Literacy/Numeracy Skills
- Part time workers
- Rurality

1.6 Advancing equality (the second of the equality aims) involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristic
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people including steps to take account of disabled people's disabilities
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low

NB Please note that, for disabled persons, the Council must have regard to the possible need for steps that amount to positive discrimination, to "level the playing field" with non-disabled persons, e.g. in accessing services through dedicated car parking spaces.

1.6 Guidance on Compliance with The Public Sector Equality Duty (PSED) for officers and decision makers:

1.6.1 To comply with the duty, the Council must have "due regard" to the three equality aims set out above. This means the PSED must be considered as a factor to consider alongside other relevant factors such as budgetary, economic and practical factors.

1.6.2 What regard is "due" in any given case will depend on the circumstances. A proposal which, if implemented, would have particularly negative or widespread effects on (say) women, or the elderly, or people of a particular ethnic group would require officers and members to give considerable regard to the equalities aims. A proposal which had limited differential or discriminatory effect will probably require less regard.

1.6.3 *Some key points to note :*

- The duty is regarded by the Courts as being very important.
- Officers and members must be aware of the duty and give it conscious consideration: e.g. by considering open-mindedly the EIA and its findings when making a decision. When members are taking a decision, this duty can't be delegated by the members, e.g. to an officer.
- EIAs must be evidence based.
- There must be an assessment of the practical impact of decisions on equalities, measures to avoid or mitigate negative impact and their effectiveness.
- There must be compliance with the duty when proposals are being formulated by officers and by members in taking decisions: the Council can't rely on an EIA produced after the decision is made.

- The duty is ongoing: EIA's should be developed over time and there should be evidence of monitoring impact after the decision.
- The duty is not, however, to achieve the three equality aims but to consider them – the duty does not stop tough decisions sometimes being made.
- The decision maker may take into account other countervailing (i.e. opposing) factors that may objectively justify taking a decision which has negative impact on equalities (for instance, cost factors)

1.6.4 In addition to the Act, the Council is required to comply with any statutory Code of Practice issued by the Equality and Human Rights Commission. New Codes of Practice under the new Act have yet to be published. However, Codes of Practice issued under the previous legislation remain relevant and the Equality and Human Rights Commission has also published guidance on the new public sector equality duty.

Part 2 – Aims and implementation of the proposal, strategy or policy

2.1 What is being assessed?

a) Proposal or name of the strategy or policy.

The Libraries Strategic Commissioning Strategy

b) What is the main purpose or aims of proposal, strategy or policy?

The Libraries Strategic Commissioning Strategy 2018/19 to 2022/23 is a complete review of the East Sussex Library and Information Service. It is the final part of a wider Libraries Transformation Programme designed to deliver a modern and sustainable Library and Information Service for the next five years, which is based on the needs of the people of East Sussex.

In the context of significant reductions in public spending at Government level, the Council cannot afford to spend as much on its library service as it has in the past. The Libraries Strategic Commissioning Strategy has sought to identify further savings of up to £750,000 from the library service, as part of a total savings target for the whole transformation programme of up to £2 million.

The Strategy has been developed using the 'strategic commissioning framework'. This ensures a clear understanding of 'need', before identifying the best way to meet it. It also sets out a clear rationale for the review and decision making process. The assessment of local needs must demonstrate that the proposals meet the requirements of section 7 Public Libraries and Museums Act 1964 to provide a comprehensive and efficient Library Service. A number of Technical Appendices have been prepared which collectively and comprehensively assess needs within East Sussex and establish the type of service offer that is required to deliver the Strategic Outcomes and to provide a comprehensive and efficient Library Service. The Libraries Strategic Commissioning Strategy draws on the conclusions of each of these documents.

The Strategy presents proposals for a needs based library service, which means a library service where we prioritise our resources towards the achievement of outcomes that will best meet the needs of those who live, work and study in East Sussex. In order to do that, we had to find out what those needs are and in which communities (of both people and place) they are greatest. We needed to understand how people are using the Library and Information Service, how that is changing, and what impact it might have on what we do in future. For further information on the analysis undertaken please refer to Technical Appendix 2 of the Strategy– Needs Assessment which can be viewed on our website www.eastsussex.gov.uk/librarystrategy. This document provides a clear evidence-based review of needs, both met and unmet, that it is considered impact on the current and future provision of the Library and Information Service.

Understanding need enables us to identify the outcomes which the Library and Information Service is well-placed to help achieve, either in its own right, or by working with others. We could then identify how well our current library service is able to achieve those outcomes, what things we should continue to do or do differently, whether there are completely new services and activities we should provide because they would help achieve the outcomes, and whether we should stop doing some things completely. We also needed to consider if there were better ways of providing

this needs based library service that would make it more likely to achieve its goals. This is the basis of the Libraries Strategic Commissioning Strategy.

Our Vision and Strategic Outcomes

We will provide a Library and Information Service that promotes reading and knowledge as a route to leading fulfilling lives. We will prioritise our resources and expertise to support the needs of residents and communities in East Sussex to achieve four key outcomes:

Improving child and adult literacy and numeracy. We will provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure of reading as well as the better life chances that literacy and numeracy unlock for people.

Supporting the economy. We will provide training and guidance for people of all abilities seeking to learn and to work, so they are able to build skills and confidence in a supportive environment.

Better health and wellbeing. We will promote reading as a source of wellbeing and provide reliable information and services to promote good health and support people to manage their own health and the health of those they care for.

Increasing digital inclusion. We will provide free access to computers and Wi-Fi, and paid access to printers, and scanners, training for people to use technology and the internet, so they are able to independently access vital information and services and participate in the benefits of the digital world.

We will ensure that in working to deliver our Strategic Outcomes we will meet our statutory duty to provide a comprehensive and efficient library service for everyone who lives, works and studies in East Sussex.

Current Access to Library Services

This section should be read in conjunction with the Strategic Commissioning Strategy and Technical Appendix 3 to the Strategy – 'Service Description and Analysis' which describes all aspects of the current service in detail. They can be viewed here: www.eastsussex.gov.uk/librarystrategy

Access to the library service is currently provided by:

- **24 library buildings across the County,**
- **the online eLibrary which includes our community information service (ESCIS),**

The eLibrary (online library) has changed the way that people are able to access library services and can be accessed at home via a broadband connection, or 'on the go' via a mobile device, as well as in library buildings using the People's Network computers.

The eLibrary consists of:

- The library catalogue where customers can search all the stock across East Sussex County Council libraries, access their library account, renew their loans (extend the loan period) and place reservations on items they would like to borrow.
- eBooks and eAudiobooks, both fiction and non fiction, which can be borrowed by adults and children. eBooks and eAudiobooks form 18% of all ESCC library stock. Items can be downloaded to personal devices for a three week period.
- A wide range of eMagazines for adults and some for children, including both current and backdated copies, are available for download to personal devices
- Our online reference library which includes a number of information websites for adults and children such as papers, encyclopedia, dictionaries and family history sites which customers can use free of charge, many from home and others in library. Access to the community information service – East Sussex Community Information Service (ESCIS).

The East Sussex County Council eLibrary is recognised nationally by SOCITM (The Society for IT Practitioners in the Public Sector) for its ease of use by customers. An upgrade to the library management system has further improved the usability of the eLibrary, including an easier search function for browsing the catalogue and reserving items.

- **a Mobile Library Service and ‘village library’**

The Mobile Library has traditionally provided an alternative to travelling to a library building for more rural communities. The Mobile Library is a wheelchair accessible vehicle which offers a three weekly service to 88 stops across the county. Each stop lasts between 15 minutes and 2 hours and 10 minutes. The most frequent length of stop is 30 minutes. The Mobile Library carries a stock of approximately 2,000 items for customers to borrow, but it does not provide internet access or training. In 2016/17 the Mobile Library had 2,692 registered members and 1,116 active members. 67% of customers registered to the Mobile Library only use the Mobile Library. The Library and Information Service also supports Northiam Village Library, a volunteer led community book swap which offers a limited selection of books to the local community from 2pm to 4pm on Thursday and Saturday each week. In the past year, a total of just under 1,000 people used the village library, around 83 visitors on average each month.

- **a Home Library Service,**

The Home Library Service is a service for customers who are unable to visit libraries themselves due to mobility issues, illness or their caring responsibilities. Volunteers select and deliver books and other items to customers' homes. 159 customers use the Home Library Service (as at March 2017) and there is a pool of 186 volunteers, some of whom are waiting to be matched with a customer.

- **a Schools Library and Museum Service (SLAMS)**

All schools in East Sussex, Brighton and Hove have the opportunity to buy SLAMS. SLAMS is a package of services including loans of fiction books to promote reading for pleasure, topic loans of non fiction books to support the curriculum and advice on the management of school libraries. Schools can also borrow museum artefacts.

- **a Prison Library Service**

East Sussex County Council runs a library at HMP Lewes which is fully funded by the Home Office.

Future Access to Library Services

Based on the evidence of need, it is considered that a mix of different access to services should still be delivered, but more appropriately reflecting changes in use. This will include access to services in libraries but increasingly online and in other settings; other service locations, community venues and people’s homes. Full details of the future access to library services are provided in the *Rationale and Impact Assessment for the Needs Based Library Service*, which must be read in conjunction with this EqIA and can be viewed here: www.eastsussex.gov.uk/librarystrategy.

There are three key ways in which people will be able to access the new offers in future:

An enhanced eLibrary service

We will continue to expand the range of online services and materials that are offered through the eLibrary, our online library service. We will actively promote the benefits of the eLibrary to different groups according to their needs.

A focus on outreach

We will work closely with other County Council services and partners to make sure that we reach communities and individuals with the greatest needs. We will promote and deliver our offer more closely with other services in different settings such as Children’s Centres, schools and community venues.

A smaller network of library buildings

We propose to provide 17 libraries in appropriate locations across the county according to need and in order to maintain a high level of accessibility. The research we undertook for the Libraries Strategic Commissioning Strategy of the types and duration of journey people make shows that a journey time of 20 to 25 minutes to a library by public transport and car is reasonable. We will also work with partners to make the best use of space within these buildings.

Future network of library buildings:	
Battle	Hollington
Bexhill	Lewes
Crowborough	Newhaven
Eastbourne	Peacehaven
Forest Row	Rye
Hailsham	Seaford
Hampden Park	Uckfield
Hastings	Wadhurst
Heathfield	

We propose not to retain seven of our current libraries, based on evidence of need in those areas. These libraries are Langney, Mayfield, Ore, Pevensey Bay, Polegate, Ringmer and Willingdon.

In Mayfield, Pevensey Bay, Polegate, Ringmer and Willingdon the evidence shows that there are lower levels of need across the wide range of indicators that we examined and in each case there will still be a nearby library that could be reached within 20 minutes by car or public transport.

In and around Langney and Ore there are high levels of need. However, each of these communities is also served by a large town centre library (Eastbourne and Hastings) as well as another smaller library (Hampden Park and Hollington). The proximity of both libraries to alternative provision means that it is possible to meet needs in Langney and Ore through other libraries nearby.

In addition, however, we propose to deliver an outreach service for children and families in Langney from Shinewater Children's Centre and for children and families in Ore from the East Hastings Children's Centre, who are identified by the needs assessment as one of the groups the Library and Information Service is well placed to support. This outreach activity will include, for example, librarians working with children's centre staff to support pre-school learning and children's speech and language development by training volunteers to deliver rhymetimes and storytimes, and we will provide collections of children's stock. Librarians will also run outreach sessions to raise awareness of the library offer and its benefits e.g. our eLibrary.

We propose to cease provision of the Mobile Library Service, offering instead the eLibrary and the network of 17 library buildings that support rural communities within reasonable journey times. The Home Library Service will also provide additional support for those customers that due to ill-health, disability or caring responsibilities are unable to travel to libraries and cannot use the eLibrary. In addition, we will facilitate community led solutions by offering a new library membership category, a Community Library Member, so that recognised members from the local community, for example a member of a Town or Parish Council or someone assigned on their behalf, will be issued with a library card that will allow them to borrow a large number of items from the library to make available within a community setting for a prolonged period of time.

We also propose to no longer deliver a supply of books to Northiam Village Library. Off-peak journey times from Northiam Village Library to Rye Library are 17 minutes by bus and 28 minutes by car. The new Community membership card, as described above, could enable a book exchange to continue in Northiam village, and the possibility of setting up this scheme for Northiam has been discussed with Northiam Parish Council and Northiam Village Library volunteers.

This Equalities Impact Assessment will assess the impact of the changes to access and the future offer that will be implemented through the Libraries Strategic Commissioning Strategy. The rationale for the changes are explained in more detail in the *Rationale and Impact Assessment for the Needs Based Library Service* and the full evidence base for the Strategic Commissioning Strategy is presented in the Technical Appendices and these documents, along with the Strategy, should be read in conjunction with this EIA. They can be viewed here: www.eastsussex.gov.uk/librarystrategy.

c) Manager(s) and section or service responsible for completing the assessment

Katherine Emery – Project Manager, Strategic Commissioning

2.2 Who is affected by the proposal, strategy or policy? Who is it intended to benefit and how?

The Libraries Strategic Commissioning Strategy has been developed in line with the Public Libraries and Museums Act 1964 duty to provide a 'comprehensive and efficient' library service that is accessible to everyone who lives, works, or studies in East Sussex, using reasonable means, including the internet.

The Strategy has the potential to affect all current library customers and future users of the Library and Information Service.

2.3 How is, or will, the proposal, strategy or policy be put into practice and who is, or will be, responsible for it?

The Libraries Strategic Commissioning Strategy will set the direction of the Library and Information Service for the next five years. The Vision and Strategic Outcomes will be used for future service planning, to allocate spending and to monitor and review service performance.

The Libraries Strategic Commissioning Strategy has been revised for consideration by Cabinet in March 2018. Implementation and delivery of the Libraries Strategic Commissioning Strategy will be overseen by the Assistant Director, Communities, the Head of Customer and Library Service and the Libraries Senior Management Team. Relevant updates will be provided on progress to Audit Best Value and Community Services Scrutiny Committee/Cabinet as required.

The Libraries Strategic Commissioning Strategy will be delivered by all staff within the Library and Information Service.

2.4 Are there any partners involved? E.g. NHS Trust, voluntary/community organisations, the private sector? If yes, how are partners involved?

The Library and Information Service works with a range of internal and external partners. Partnership work will continue and be strengthened through the Libraries Strategic Commissioning Strategy including joint delivery of targeted outreach with the Children's Services Department, closer working with Adult Social Care and Health around community information, community resilience and the Home Library Service, as well as improved signposting to services provided by voluntary and community sector partners, for example Citizens Advice Bureau.

Internal stakeholders have been engaged during the development of the Strategic Commissioning Strategy as well as a range of external stakeholders including representatives from user groups, voluntary and community sector partners and Borough, District, Town and Parish Councils. This engagement has informed the understanding of need and how the Library and Information Service could work better together in future with stakeholders to meet need.

It is acknowledged that in most cases the Library and Information Service is not the primary provider of services to meet identified needs. The role of the Service is largely indirect in support of service providers such as the education and health sectors. Partnership working with internal and external partners is therefore considered an important element of the

Libraries Strategic Commissioning Strategy in order to best meet or support identified needs across East Sussex.

2.5 Is this project or procedure affected by legislation, legislative change, service review or strategic planning activity?

The Library and Information Service has adopted a strategic commissioning approach to develop the Strategy for future service delivery. East Sussex County Council has identified Strategic Commissioning as the approach and discipline which will underpin all the Council's business planning activity. It is about securing the best outcomes for East Sussex residents, by understanding need, matching supply with need and making the most effective use of all available resources.

The development of the Libraries Strategic Commissioning Strategy has been undertaken in the context of addressing the Council's statutory duty under section 7 Public Libraries and Museums Act 1964, to provide a "*comprehensive and efficient library service for all persons desiring to make use thereof*"

In addition, it has been developed in a way which enables the Library and Information Service to contribute towards the delivery of the Council's four overarching priority outcomes: driving economic growth; keeping vulnerable people safe; helping people help themselves; and making best use of resources¹.

¹ <https://www.eastsussex.gov.uk/yourcouncil/about/keydocuments/councilplan/priorities/>

Part 3 – Methodology, consultation, data and research used to determine impact on protected characteristics.

3.1 List all examples of quantitative and qualitative data or any consultation information available that will enable the impact assessment to be undertaken.

Types of evidence identified as relevant have X marked against them			
	Employee Monitoring Data	X	Staff Surveys
X	Service User Data		Contract/Supplier Monitoring Data
X	Recent Local Consultations	X	Data from other agencies, e.g. Police, Health, Fire and Rescue Services, third sector
X	Complaints		Risk Assessments
X	Service User Surveys	X	Research Findings
X	Census Data	X	East Sussex Demographics
X	Previous Equality Impact Assessments	X	National Reports
X	Other organisations Equality Impact Assessments	X	Any other evidence? Assessment of need in accordance with section 7 Public Libraries and Museums Act 1964?

3.2 Evidence of complaints against the strategy or policy on grounds of discrimination.

Is there any evidence of complaints either from service users or staff (grievance) as to the implementation of the proposal strategy or policy and its delivery on the protected characteristics?

The development of the Libraries Strategic Commissioning Strategy forms part of the wider Libraries Transformation Programme which includes an internal review of the service, a reduction in library opening hours and the Libraries Strategic Commissioning Strategy.

Prior to the reduction in opening hours in November 2016, a public consultation was held from January to April 2016 on the proposed changes. During this consultation, no complaints were received on the grounds of discrimination.

This final EqlA is undertaken on the revised Libraries Strategic Commissioning Strategy which was subject to public consultation from September to December 2017. During the consultation no complaints were received on the grounds of discrimination. A number of comments were received from members of the public raising concerns about the impact of our proposals on those with protected characteristics. The responses to the public consultation on our draft Strategy, including these comments, have been analysed according to protected characteristics and the findings, including any impact on those with protected characteristic, have been taken into consideration when revising the Libraries Strategic Commissioning Strategy. This final EqlA has considered the impact of the revised Strategy, including any factors that mitigate such impact. Complaints about the Library and Information Service have been reviewed as part of the process

of producing the Libraries Strategic Commissioning Strategy and no formal complaints have been identified which have been made or upheld on grounds of discrimination.

3.3 If you carried out any consultation or research on the strategy or policy explain what consultation has been carried out.

A public consultation on the Libraries Strategic Commissioning Strategy was held between September and December 2017, 3,633 responses were received to the consultation questionnaire. A further 1,102 representations were made by email, letter and poster and one series of video submissions relating to journey times to libraries. The Public consultation analysis report – Appendix 4 to the 6 March 2018 Cabinet report - provides a detailed analysis of the findings of the consultation.

Efforts were made to promote the consultation questionnaire directly to young people aged under 16 including through Facebook (those aged 12 – 16) and to primary and secondary school teachers via the virtual school bag.

In particular efforts were made in terms of those with protected characteristics by making the consultation questionnaire available, upon request, in different formats and different languages. It was also promoted to those with visual impairment via local support groups and charities.

Efforts were also made to promote the questionnaire to non users, as well as users, of the service, including through the media (radio interviews and press releases), social media (Twitter and Facebook) as well as through bus advertising, the county council website and banners and posters in libraries. Nevertheless, 94% of respondents to the consultation questionnaire were library customers.

The consultation questionnaire included “About You” questions so that we could understand more about who is using our services and where there may be gaps and so that we could consider any negative impact of our proposals and how this impact might be addressed and how to better advance equality.

The Libraries Strategic Commissioning Strategy has been developed based on an extensive assessment of local need, in line with the requirements of the Council’s own strategic commissioning process and the duty under section 7 Public Libraries and Museums Act 1964. Any Local Authority proposing significant changes to the local arrangements for the Library Service is legally required to undertake and publish a robust assessment of local needs.

The assessment of local needs must demonstrate that the proposals meet the requirements of section 7 Public Libraries and Museums Act 1964 to provide a comprehensive and efficient Library Service. A number of Technical Appendices have been prepared which collectively and comprehensively assess needs within East Sussex and establish the type of service offer that is required to deliver the Strategic Outcomes and to provide a comprehensive and efficient Library Service. The Libraries Strategic Commissioning Strategy draws on the conclusions of each of these documents.

Examples of the types of consultation and research carried out to produce the Technical Appendices include:

- Analysing the findings of national research about the impact of library services

- Analysing the findings of national and local surveys about use of library services, among users and non-users
- Analysing relative levels of need for library services within East Sussex
- Analysing data from the library management system about use of different library services within East Sussex
- Analysing benchmarking data between East Sussex and other, comparator local authorities and neighbouring authorities
- Consulting internal and external stakeholders on the needs of different groups within East Sussex, relevant to the Libraries Strategic Commissioning Strategy

3.4 What does the consultation, research and/or data indicate about the positive or negative impact of the strategy or policy?

Through the consultation questionnaire, 1,842 people (53% of respondents) were broadly supportive or neutral regarding the overall focus of our Strategy, in response to question 1. Furthermore, 37% of respondents were either supportive or neutral to our proposed range of library services, in response to question 2.

The majority of respondents (68%) had used one of the libraries proposed for closure in the last 12 months and their responses to the consultation reflect the negative impact that the proposed closure of libraries may have on some people within these communities. Only 20% of responses from people that had used one of the libraries proposed for closure in the last 12 months were broadly in agreement that the proposals would provide a reasonable range of different ways for people to use the Library and information service according to their needs, compared to 68% of responses from those respondents that have not used one of the libraries that will close, in the past 12 months.

We undertook and commissioned a wide range of research in order to establish a robust evidence base from which to determine how best to deliver a future needs based library service. Based on the findings of this research, surveys of users and non-users as well as data from our library management system about how current customer use and access our services, a range of library services are proposed that will respond effectively to different needs across East Sussex.

The number of people visiting our libraries and the overall number of items borrowed have both reduced by about 40% over the last 10 years, despite an increase more recently in the loans of electronic items like eBooks (61% increase) and eAudiobooks (143% increase) since 2014/15. We are clear that libraries are and will remain a highly accessible service for everyone. But we will respond to this change in demand and recognise the fact that the way people live their lives has changed, and that this has an impact on libraries. Due, among other things, to the widespread availability of information and entertainment online and the relatively low cost and ease with which people can now buy some books, fewer people are dependent on libraries for reading, for information and for leisure in the way they once were.

However, our work to produce this Strategy shows that there are still significant needs across the county, and especially within certain communities, around literacy and numeracy, attainment,

employment and, ultimately, health and wellbeing. These are needs which the Library and Information Service is ideally placed to help tackle. We still have the ability to make a difference, particularly for those who could benefit the most from the services we offer.

Our proposals, therefore, represent a change in the way we invest in and deliver the service, focussing more acutely on need than before, reaching people more effectively and affordably. This Libraries Strategic Commissioning Strategy represents a pivotal moment for the service, setting out our approach to provide a modern, affordable and sustainable library service for the future.

Part 4 – Assessment of impact

4.1 Age: Testing of disproportionate, negative, neutral or positive impact.

a) How is this protected characteristic reflected in the County /District/Borough?

Table 1: Population estimates, 2016 – (super output areas) East Sussex

Age group	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
Under 16	17.1	17.2	18.7	17.4	15.1	17.2
16-24	9.2	10.1	10.5	8.8	8.2	8.6
25-34	9.8	11.2	12.3	9.6	7.8	8.9
35-44	10.8	11.5	11.8	11.1	9	10.6
45-54	14.7	13.4	14.9	14.9	14.1	15.4
55-64	13.2	11.9	12.4	13.2	14.3	13.8
65-74	13.4	12.3	11	13.1	16.7	14
75-84	7.9	7.8	5.6	8	9.8	7.9
85+	4	4.5	2.8	4	5	3.6
Total	100.1	99.9	100	100.1	100	100

Source: East Sussex in Figures

b) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 2: Age of residents in communities directly affected by the closure of a library (by ward) compared to the county average

Library	Langney	Mayfield		Ore		Pevensey Bay	Polegate		Ringmer		Willingdon	
Ward	Langney	Heathfield North and Central	Mayfield	Baird	Ore	Pevensey and Westham	Polegate North	Polegate South	Ouse Valley and Ringmer	Lewes Bridge	Willingdon	East Sussex
Under 16	20%	17%	17%	23%	21%	16%	18%	15%	17%	18%	13%	17.1
16-24	11%	10%	9%	10%	10%	9%	7%	6%	7%	9%	7%	9.2
25-34	13%	11%	5%	12%	14%	8%	12%	8%	8%	12%	6%	9.8
35-44	11%	11%	9%	10%	10%	10%	12%	9%	12%	14%	9%	10.8
45-54	14%	16%	16%	13%	14%	15%	13%	14%	14%	16%	15%	14.7
55-64	12%	12%	15%	10%	12%	14%	12%	14%	14%	13%	14%	13.2
65-74	10%	13%	15%	11%	11%	15%	13%	16%	15%	10%	19%	13.4
75-84	6%	8%	10%	8%	5%	9%	9%	11%	9%	6%	12%	7.9
85+	3%	3%	4%	3%	2%	4%	4%	7%	4%	3%	5%	4%

Source: Population estimates ONS mid-year estimates 2016, ESIF

Table 3: Registered members by age of all 24 ESCC libraries, and of the seven libraries not included in the needs based library service (May 2017)

Age Range	0 - 4	5 - 8	9 - 12	13 – 15	16 - 24	25 - 44	45 - 64	65 - 74	75 or over	No DOB*	Total
All ESCC Libraries											
Total registered members (all ESCC libraries)	9,513	17,440	19,367	15,070	18,688	37,323	31,611	17,266	11,387	53,894	231,559
% of total registered members	4%	8%	8%	7%	8%	16%	14%	7%	5%	23%	100%
Langney											
Registered Members	270	631	638	514	486	898	743	477	397	1091	6,145
% of total registered members (this library)	4%	10%	10%	8%	8%	15%	12%	8%	6%	18%	100%
% of total registered members (all ESCC libraries)	0.12%	0.27%	0.28%	0.22%	0.21%	0.39%	0.32%	0.21%	0.17%	0.47%	2.65%
Mayfield											
Registered Members	50	69	91	55	42	82	88	53	36	114	680
% of total registered members (this library)	7%	10%	13%	8%	6%	12%	13%	8%	5%	17%	100%
% of total registered members (all ESCC libraries)	0.02%	0.03%	0.04%	0.02%	0.02%	0.04%	0.04%	0.02%	0.02%	0.05%	0.29%
Mobile											
Registered Members	122	165	220	152	144	141	186	352	354	1092	2,928
% of total registered members (this library)	4%	6%	8%	5%	5%	5%	6%	12%	12%	37%	100%
% of total registered members (all ESCC libraries)	0.05%	0.07%	0.10%	0.07%	0.06%	0.06%	0.08%	0.15%	0.15%	0.47%	1.26%
Ore											
Registered Members	145	375	433	312	283	440	345	154	117	570	3,174
% of total registered members (this library)	5%	12%	14%	10%	9%	14%	11%	5%	4%	18%	100%

% of total registered members (all ESCC libraries)	0.06%	0.16%	0.19%	0.13%	0.12%	0.19%	0.15%	0.07%	0.05%	0.25%	1.37%
Pevensey Bay											
Registered Members	80	77	156	131	103	102	155	132	84	663	1,683
% of total registered members (this library)	5%	5%	9%	8%	6%	6%	9%	8%	5%	39%	100%
% of total registered members (all ESCC libraries)	0.03%	0.03%	0.07%	0.06%	0.04%	0.04%	0.07%	0.06%	0.04%	0.29%	0.73%
Polegate											
Registered Members	185	394	437	218	187	453	373	305	246	1082	3,880
% of total registered members (this library)	5%	10%	11%	6%	5%	12%	10%	8%	6%	28%	100%
% of total registered members (all ESCC libraries)	0.08%	0.17%	0.19%	0.09%	0.08%	0.20%	0.16%	0.13%	0.11%	0.47%	1.68%
Ringmer											
Registered Members	30	41	37	19	9	40	50	64	81	95	466
% of total registered members (this library)	6%	9%	8%	4%	2%	9%	11%	14%	17%	20%	100%
% of total registered members (all ESCC libraries)	0.01%	0.02%	0.02%	0.01%	0.00%	0.02%	0.02%	0.03%	0.03%	0.04%	0.20%
Willingdon											
Registered Members	110	183	215	191	183	224	227	223	150	647	2,353
% of total registered members (this library)	5%	8%	9%	8%	8%	10%	10%	9%	6%	27%	100%
% of total registered members (all ESCC libraries)	0.05%	0.08%	0.09%	0.08%	0.08%	0.10%	0.10%	0.10%	0.06%	0.28%	1.02%

Source: ESCC Library Management System, 30 May 2017

*Dates of Birth (DOB) are not available for 23% of our registered members. DOB were not collected prior to 2013 prior to the introduction of the new Library Management System.

Please refer to Appendix 2 (table 1) for a breakdown of registered members at each of the current 24 libraries and the Mobile Library.

Table 4 Age of respondents to the Libraries Strategic Commissioning Strategy consultation compared to the percentage registered Library Members of that age group and the population of East Sussex (Percentage)

Breakdown of respondents by age	Number of respondents	% of total respondents	Total Registered Library members	East Sussex Population
Under 16	95	3%	27%	17.10%
16 – 24	40	1%	8%	9.20%
25 – 34	159	4%	16%	9.80%
35 – 44	345	9%		10.80%
45 – 54	407	11%	14%	14.70%
55 – 64	612	17%		13.20%
65 – 74	999	27%	7%	13.40%
75 – 84	524	14%		7.90%
85+	194	5%	5%	4%
Prefer not to say	98	3%		
Age not given	160	4%	23%	
Total	3,633	100%	100%	100%

c) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic?

The highest number of responses to the consultation questionnaire came from those aged 65-74 (27%). This is to be expected as, according to results from earlier surveys of library customers, nearly half (45%) of regular adult visitors to libraries in East Sussex are aged 65 and over and half (50%) are retired. Given that almost half of frequent users of libraries are aged 65 and over, those in this age category have the potential to be disproportionately affected by the changes to the service.

However older people (aged 75+), that represent 19% of respondents, are likely to be most affected by the changes due to the increased likelihood of reduced mobility and therefore these people may find it harder to travel further to an alternative library either on foot, public transport or by car. Those aged 75+ are also known to be less likely to use the internet, and therefore the eLibrary, due to a lack of skills. Age is a key factor in people’s level of digital skills and therefore use of the internet. Whilst 74% of people nationally aged 65-74 had used the internet in the past three months in a 2016 survey, this figure was only 39% for people aged 75 and over. Rates of internet use among the age category 75 and above are not available locally, however data from the East Sussex Residents’ Survey 2017 shows that in East Sussex, the number of adults aged 60 and over that are digitally excluded is in decline. In January 2017 82% of residents aged 60 and above were online, compared to only 59% in June 2013. This suggests that age may be starting to become less of a barrier to digital inclusion for some older residents.

Table 2 shows the age breakdown for the seven communities (covering 11 wards) that will be directly affected by the closure of libraries, compared to the population of East Sussex as a whole. 11.9% of the East Sussex population are aged 75 and over and as shown in Table 2, two of the wards in the locality of a library not included in the future network have a significantly higher than average percentage of residents in this age category (Polegate South 18% and Willingdon 17%). In these two communities, a greater number of people aged 75 and over have the potential to be impacted by the closure of a library than other communities where closures are proposed. The other wards do not have a significantly high number of older residents and therefore do not have the potential to be impacted in a significantly greater way.

Regarding the Mobile Library Service, PLUS survey results for 2015, indicate that almost half (46%) of Mobile Library respondents were aged 75 and over, which represents 511 individuals. Given the high number of regular users of the Mobile Library aged 75 and over, the withdrawal of this service could have a disproportionate affect on users in this age group.

However, according to the results of the consultation questionnaire, of the 385 respondents that use the Mobile Library service, only 40 people aged 75 and over stated they would be unable to access the service in an alternative way. These results suggest that age alone is not a reason why users would be unable to access the service in an alternative way. Older people, who are likely to be retired, are more likely to have greater flexibility over the timing of their visits and more available time to make, potentially, longer journeys to an alternative library.

43% of respondents to the consultation on our draft Strategy were working aged adults, aged 16 to 64. Our data on registered users shows that those aged 16-64 are under-represented as users of the service, compared to their proportion of the population of East Sussex and therefore are less likely to be impacted by the changes to service provision. In addition those aged 16 to 64 are most likely to have their own transport, be able to access public transport, be able to walk further and have the digital skills and broadband technology required to access the eLibrary independently. Nevertheless, the results of the consultation indicate that among those people in this age category who responded to the questionnaire and currently use one of the libraries not included in the future network, or the Mobile Library service, they would choose to no longer use the library service due to the additional time required to travel to an alternative, the cost of public transport and parking to access an alternative library, and the lack of convenience of using a library closer to their home, although their ability to access the eLibrary using a mobile device, at home or in an internet café will not be impacted upon by the proposals.

Only 3% of respondents to the consultation on our draft Strategy (95 people) were aged under 16, although 787 respondents (22%) stated that they access the service on behalf of a child under 16 or on behalf of a child and an adult and therefore are likely to have considered the views of those children in their response. Young people aged under 16 represent 27% of registered members of the service and therefore those in this age group also have the potential to be disproportionately affected by the changes to the service.

The data in table 2 also shows that three wards have a significantly high percentage of residents aged under 16 compared to the figure for East Sussex (17.1%) These are Baird ward 23%, Ore ward 21% and Langney ward 20%. These three wards will be directly impacted by the closure of Ore Library and Langney Library and therefore those in this age category may be disproportionately affected. Table 3 shows that Langney and Ore libraries also have a high proportion of registered members that are aged 0-16 years and therefore the new Children and Young People's Literacy and Numeracy offer that will be delivered via outreach in Ore and

Shinewater will support these younger residents. This is described in detail below in the next section.

d) What is the proposal, strategy or policy's impact on different ages/age groups?

Service Offer

In order to serve the needs of the County as a whole, a core library offer will be provided for all residents. In addition to the core offer, by re-prioritising and developing new, more targeted services we have a key opportunity through the Libraries Strategic Commissioning Strategy to support and empower communities and those people of any age with the greatest needs.

The four Strategic Outcomes (listed in 2.1 above) identify key areas that we will focus on, including specific proposals for children and adults. The Library and Information Service will continue to provide services for all ages that can be accessed without assistance, for example borrowing fiction and non-fiction reading materials and self-help materials available online and in libraries; but in addition the Service will also offer more targeted support.

A new Children and Young People's Literacy and Numeracy offer is proposed that will be delivered through close working with other services for children and young people of all ages (including pre-school) and in all settings, to encourage children and their families to use the library service. The new offer includes literacy and numeracy support for pre-school children and their families, eg rhyming and storytelling activities in all libraries or community settings, prioritised according to local needs. This supports pre-school learning and development of speech and language. In addition, literacy and numeracy support for school age children and young people will be provided through our work with schools and other providers to improve children and young people's literacy, numeracy and personal development by promoting the library service, its resources and targeted activities, such as the Summer Reading Challenge. Outreach services for pre-school children and their families will be delivered in partnership with Early Years services to support family learning and development in areas of higher need, delivering services in Children's Centres and through health workers. Support for schools will be offered through targeted services in areas of identified need and resources offered on a pay-as-you-go basis that support literacy and numeracy in schools instead of the Schools Library and Museum Service (SLAMS). The future support for schools is described in detail in the revised Strategy which must be read in conjunction with this EqIA (www.eastsussex.gov.uk/librarystrategy).

Specific proposals for adults include continued support to improve IT skills for work, including free online training resources, using the eLibrary and Computer Buddy support in libraries. We aim to secure external funding to provide personalised training and courses in libraries to help people gain literacy, numeracy and IT skills for work. We will continue to work with adult education providers and Jobcentre Plus to signpost people to the right offer for them.

The consultation has provided a platform to promote the range of existing activities for adults that will remain available through the needs based library service. We will continue to promote our service, including through Your County magazine, via the ESCC website to encourage use of the service and to targeted groups through outreach activities.

Space will continue to be provided in libraries for children and adults to study or work, with free access to computers, the internet and other library resources. We will pilot volunteer led homework clubs in libraries for children aged 9-12 years and we will review whether there is a need for

volunteer led Study Clubs for children and young people at exam time in libraries and new after school CodeClubs in libraries, to teach computer programming to children aged 8 – 12 years old.

We will enhance our Home Library Service which provides reading materials for more isolated or vulnerable residents. Enhancements will include providing Making Every Contact Count training for volunteers to enable them to support vulnerable individuals in their physical and mental health through signposting and early intervention. We will also aim to work with partners to develop additional volunteering capacity and opportunities within the service. Initial discussions have taken place with the East Sussex Fire and Rescue Service to explore opportunities for joint working. We will also continue to advertise volunteering opportunities via the ESCC website, in libraries and through our existing voluntary and community sector networks.

Access

Our proposals ensure that there remains a very high level of accessibility to a library by public transport or by car across the county, within a reasonable journey time of 20 to 25 minutes, including for rural communities. They also ensure that libraries are well-placed to serve areas with greater needs.

The closure of library buildings, withdrawal of the Mobile Library Service and Northiam village library will negatively impact those customers (and potential customers) of all ages of these libraries if they are unable to access alternative service provision, either physical or digital. Table 3 provides an age breakdown of registered members of the services not included in the needs based library service.

The results of the consultation on our draft Strategy show that 33.6% of respondents (907 individuals) that had used one of the services proposed for closure in the last 12 months, would be unable to access the service under our proposals. See Appendix 6: Table 1 for a breakdown of respondents by age that would be unable to access the service in an alternative way.

Some people who currently walk to a library building or Mobile Library stop, may be unable to walk further to an alternative library, or to a bus stop or train station, or the bus stop or train station is not within walking distance. In a minority of cases, the journey time by public transport may be prohibitive due to the length of journey, although only 4% of the population of the county will have a journey time of more than 30 minutes by public transport, compared to 1% currently. This includes the time walking from the bus stop or train station to the library and is calculated based on a presumed walking speed of 5km per hour. It is acknowledged that some people walk at a slower speed and therefore would need to allow more time.

Through the consultation, some people have raised the potential impact of the proposals on people of all ages due to an increase in journey times to access libraries. However, an analysis of where East Sussex library users live and which libraries they use shows that users do not necessarily visit their nearest library. Further details are in the Accessibility Analysis – Technical Appendix 5 to the Strategy which can also be viewed on our website www.eastsussex.gov.uk/librarystrategy. This analysis shows that there are other factors apart from travel time that influence decisions on which library to visit, and there may be a range of reasons behind this, including where people work, or combining a visit to the library with a trip for another purpose, such as shopping, a leisure activity or visiting friends and family. We also know from the combined results of three statistically significant surveys carried out in libraries in 2015 that 55% of library users use more than one library, including the Mobile Library. In addition, 23% of customers said they also used the eLibrary as well as a library building.

The results of the consultation questionnaire indicate that travel is more of a barrier for children and young people aged under 16, and working aged adults compared to those over 65. It may be that older people, who are likely to be retired, are more likely to have greater flexibility over the timing of their visits and available time to make, potentially, longer journeys to an alternative library. In addition, the cost of public transport by bus is not likely to be a barrier for those aged over 65 who are eligible to travel for free using an older person's bus pass. Affordability may be a consideration for those travelling by train. Being unable to travel to one of the remaining 17 libraries is the main reason given by respondents aged under 16 years (45% of responses) for being unable to access the service in an alternative way. It is also an important factor for those aged 16 to 64 years (33% of responses). Unable to access the service due to "Other" reasons was the main reason given by working aged adults, of which most people stated was due to not wanting to travel to other libraries, or travelling to an alternative was considered too difficult. See list of analysed comment topics presented in Appendix 6.

For young children aged under eight, they may be impacted by the proposals due to the requirement to be accompanied by an adult in an East Sussex library and needing parental support to make the journeys to any library. Children over the age of eight are permitted to visit East Sussex libraries unaccompanied and slightly older children may be able to travel independently either on foot or using public transport and therefore be less impacted by the proposals, although there may be an increased cost due to the requirement to travel further. Children and young people under the age of 16 can access a range of age appropriate fiction eBooks and other online reference materials via the eLibrary, including newspapers and magazines, encyclopedias and dictionaries to help with study and homework .

The comments received through the consultation have indicated that the impact for some young children and their parents and carers, and adults of working age will be that they will visit a library building less frequently due to affordability of public transport and lack of parking at alternative library buildings and that the additional time required to travel to an alternative library will be prohibitive. The eLibrary and telephone loans renewal service will enable these customers to continue to use the service whilst travelling less often to library buildings, and the results of the consultation show that 77% of responses from those aged under 65, that were unable to access the service in an alternative way, have access to the internet either at home, work or via a mobile device. The proposals will impact pre-school childrens' parents' and carers' access to some targeted literacy and numeracy sessions in the form of rhymetime or storytime sessions as some people will have further to travel to these groups at an alternative library or community setting. One of the seven libraries not included in the future network (Polegate) has a storytime session. Three of them (Polegate, Langney, Willingdon) offer a rhymetime session. Of the remaining 17 libraries, rhymetime is currently offered in 12 libraries and storytime in six. These targeted literacy and numeracy sessions will continue to be provided and extended to all 17 libraries in the needs based network. In addition, and to support communities in Langney and Ore, librarians will work with children's centre staff at the Shinewater Children's Centre and East Hastings Children's Centre to support pre-school learning and children's speech and language development by training volunteers to deliver rhymetimes and storytimes, and we will provide collections of children's stock. Librarians will also run outreach sessions to raise awareness of the library offer and its benefits e.g. our eLibrary.

Children and families in these areas are identified by the needs assessment as being one of the groups which the Library and Information Service is well-placed to support due to the low levels of literacy and numeracy skills identified. These outreach activities will help to achieve our Strategic

Outcome to improve child and adult literacy and numeracy. There are currently no plans to further extend the provision of rhymetime and storytime sessions to other community settings.

For respondents aged 65-74 years, 175 people (25%) stated that they would be unable to access the service in an alternative way. Not knowing how to use the eLibrary and no access to a computer or mobile device accounted for 45% of responses in this age category.

Similarly, among the 201 respondents (37%) aged 75 and over unable to access the service in an alternative way, not knowing how to use the eLibrary and having no access to a computer or mobile device accounted for 54% of responses. Being unable to travel to an alternative library building was also a factor for some older respondents due to mobility issues.

It is acknowledged that for some people who currently access the Mobile Library or one of the seven libraries due for closure, the reduced network of 17 libraries may mean that they have to walk further carrying books to and/or from an alternative library. This would only apply to those people that currently live in close proximity to one of these libraries or are currently able to park directly outside. Carrying heavy books further, particularly if combined with a shopping trip may be difficult for some people, particularly elderly residents or parents with young children. The results of the consultation have also highlighted that for some residents, particularly those aged 75 and over, a visit to the library is a source of social interaction and it is acknowledged that the closure of libraries, and the Mobile Library, may contribute to their feeling of social isolation alongside the closure of other rural services, if they are unable to travel further to an alternative library.

The Community Library Membership category will enable individuals in communities to continue to run a book exchange in their area and closer to home and will also support social interaction. In addition, the eLibrary means that in terms of carrying books customers can still visit libraries, but can use the eLibrary to avoid carrying heavier items. Some Home Library Service customers may be indirectly impacted by the proposals if volunteers are unable to travel to an alternative library building to collect materials. 23 Home Library Service volunteers that deliver books and other materials to 30 housebound customers currently access one of the seven libraries not included in the future network. All library volunteers have been contacted regarding our proposals and were invited to a meeting during the consultation to discuss the proposals and any concerns about their role. Home library service volunteers in the Eastbourne area have raised concerns about the lack of free parking at Eastbourne library and a parking space will be made available for these volunteers to enable them to collect books from this library and continue to volunteer with us.

No volunteers are registered to the Mobile Library, however some Mobile Library customers collect books on behalf of other housebound customers. If any of these customers are unable to continue to collect books on behalf of housebound customers due to the longer journey times to an alternative library, these housebound customers would be eligible for the Home Library Service and details of this service will be provided to them before the withdrawal of the Mobile Library service.

e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

Consideration has been given when developing the Libraries Strategic Commissioning Strategy to ensuring that the service offer will continue to cater for residents of all ages, including through the delivery of our future service offer aligned to our four Strategic Outcomes as detailed above. Stakeholder engagement during the development of the Libraries Strategic Commissioning Strategy was undertaken to ensure that the needs of stakeholders of all ages were considered and

incorporated into the proposals. Engagement with representative groups has continued during the public consultation, including with the East Sussex Seniors Association and the Youth Cabinet. This engagement as well as feedback from members of the public during the public consultation has further informed the proposals.

A detailed Needs Assessment has been undertaken which has identified areas of greatest needs in the county and a Gap Analysis has identified how the service could be enhanced or changed to best address these needs. For example, targeted outreach services for children and families in areas of need where this is currently not provided. This includes areas where libraries would not be retained (Ore and Langney) and these outreach services will be provided in partnership with Children's Services in Children's Centres. In terms of access to library buildings, a detailed assessment has been undertaken of current journey times for personal business, including travelling to libraries, and based on this assessment, it is considered that the needs based library service will continue to offer access to libraries across the county in reasonable travel times for the majority of the population of the county. A summary of the findings of this detailed assessment are provided in Appendix 5.

In order to minimise any negative impact of the library closures and withdrawal of the Mobile Library service, the range of alternative provision available will be promoted at libraries and on the Mobile Library prior to the closures. Access to the Library and Information Service is not restricted to library buildings and the range of services offered through the library service will continue to be advertised via the County Council's website <https://www.eastsussex.gov.uk/libraries/>. We will also promote the service and what it can offer to specific groups via our outreach activities.

Development of the eLibrary has improved access to the Service, as explained in section 2.1 b) above. The eLibrary enables customers who have access to the internet to engage with the Library and Information Service without visiting a library building. Customers can manage loans 24 hours a day between visits or access materials online without the need to visit a library.

The results of the survey indicate that 86% of respondents have access to the internet either at home, work, via a mobile device or through the existing network of library buildings or an internet café. Free internet access in libraries will continue in our network of 17 libraries and for those customers that lack the skills to use the eLibrary, we will continue to offer training in libraries led by staff and volunteers, as well as self-help training courses online. In addition, we will improve our promotion of the eLibrary and better promote how easy it is to use, including online videos on the Libraries website homepage, also advertised on our Facebook page and via posters in libraries, and via People's Network screens. Free bookmarks will also be available in libraries for customers to take away that give a step by step guide to using the eLibrary, with a link to the online video. We will also introduce online computer buddy support, whereby customers can remotely chat via the web with a volunteer to get advice on how to use the eLibrary.

The results of the consultation have shown that people aged 75 and over are more likely to be digitally excluded so are less likely to engage with the service in this way. The training described above may help some people in this age category to access this service.

770 people (14% of responses) that completed the questionnaire access the internet in libraries or internet cafés and for some people that do not have access to the internet at home or via a mobile device, this is their only way to access the internet. We will continue to offer free internet access in our network of 17 libraries and 95.7% of East Sussex residents will be able to get to a library within a half an hour by public transport (bus or train) and 100% by car.

The Home Library Service is a service whereby volunteers collect books and other materials from library buildings and drive them to the homes of eligible customers. The service currently has 186 volunteers who collect and distribute books and other lending materials to 159 library customers. All library customers who cannot get to a library due to ill-health, disability or caring responsibilities are eligible for the scheme and this will continue to be offered. To ensure current recipients of this scheme can continue to access the service, we will continue to work with our existing volunteers to put in place reasonable measures to support them to continue to volunteer with us. If our existing volunteers are unable to continue to work with us, customers will be matched with other volunteers. It is anticipated that if the proposals are implemented, there may be an increase in requests for the Home Library Service among older customers that due to very limited mobility may be unable to travel further to an alternative library. Extension of the Home Library Service is reliant on volunteer capacity and we will continue to advertise with leaflets in libraries, on the East Sussex website (<https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/roles/homelibraryservice/>), on the Do-It.org website (<https://do-it.org/>) and in Volunteer Centres around the county, including in Eastbourne and Uckfield to encourage more volunteers to come forward to support this service. In addition some current volunteers are waiting to be matched with customers. The proposals outlined in the Libraries Strategic Commissioning Strategy include improvements to the Home Library Service, by working more closely with Adult Social Care and Health as well as Community and Voluntary Sector Partners, including Making Every Contact Count training for volunteers, as described above. In addition, through the consultation questionnaire, a 146 respondents expressed an interest in volunteering to support this service.

The Home Library Service is a self-referral service and therefore an individual or representative must request this scheme in order for a suitable volunteer to be found. If customers that currently access one of the libraries not included in the future network are eligible for the Home Library Service, there may be a gap in their access to the service if their referral is not made in advance of the library closure. Wherever possible, eligible customers will be made aware of the scheme in advance of the proposals taking effect to allow time for a suitable volunteer to be found.

f) Provide details of the mitigation.

Based on the results of the public consultation and engagement with representative groups, the following is considered suitable mitigation for the protected characteristic of age.

The needs based library provision will include a network of 17 library buildings that it is considered will continue to offer reasonable access to libraries across the county for the majority of residents of all ages, as detailed in Appendix 5.

To enable people to return books outside of opening hours, a drop box facility will be made available at each of the remaining 17 libraries.

In addition to visiting library buildings, the eLibrary is available 24hrs per day, for those customers who have access to broadband technology. All areas of the county now have access to broadband of at least 2mbps. Free computer training and advice is provided in libraries by staff and volunteers who are able to explain to visitors how to access the eLibrary using the People's Network computers in the library and using their own devices remotely. Advice and training on how to use the eLibrary will continue to be offered to customers of those libraries not included in the future network prior to closure. In addition advice will be offered on the Mobile library regarding how to access the eLibrary as well as promotion of free training sessions available at library buildings.

We will improve our promotion of the eLibrary and better promote how easy it is to use, including online videos on the Libraries website homepage, also advertised on our Facebook page and via posters in libraries, and via People's Network screens. Free bookmarks will also be available in libraries for customers to take away that give a step by step guide to using the eLibrary, with a link to the online video. We will also introduce online computer buddy support, whereby customers can remotely chat via the web with a volunteer to get advice on how to use the eLibrary.

There are 584 housebound customers currently registered to the Library and Information Service (as at March 2017). Of these customers, only 159 (27%) have chosen to take up the Home Library Service. This data suggests that a number of housebound customers may use other means to access the Library and Information Service, including the eLibrary or a relative or friend informally accesses a library building or the Mobile Library on their behalf. In addition to these housebound customers who already use alternative means to access the service, for those customers who will be unable to access one of the remaining library buildings due to frailty or disability, it will continue to be acceptable for a relative or friend to access the service on their behalf. The Home Library Service would also be a reasonable alternative way of accessing the Library and Information Service and we currently have volunteers waiting to be matched with customers; additional volunteers will also be encouraged to come forward to support the anticipated additional demand through our promotion of the service via leaflets in libraries, on the East Sussex website (<https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/roles/homelibraryservice/>), on the Do-It.org website (<https://do-it.org/>) and in Volunteer Centres around the county, including in Eastbourne and Uckfield.

In addition, a new membership category, the Community Library Member will be introduced, so that recognised members of a community, for example a member of a Town or Parish Council or someone assigned on their behalf would be issued with a library card that would enable them to borrow a large number of items from the library to make available within a community setting for a prolonged period of time. This scheme will particularly support customers 75 and over, as well as families with young children in communities that were previously served by the Mobile Library service, Northiam Village Library or one of the seven library buildings that are unable to travel to an alternative library building, or independently access the eLibrary. We will write to all parish councils in East Sussex to make them aware of this new membership category. It will also be advertised to our existing customers via our e-newsletter.

g) How will any mitigation measures be monitored?

Visitor numbers to library buildings and the eLibrary will continue to be monitored before and after any changes are implemented to track changes in usage patterns. We will also continue to monitor participation rates in the Summer Reading Challenge.

Take up of training courses in how to use the eLibrary will also be monitored as well as feedback from customers. The number of customers using the Home Library Service will continue to be monitored, as well as housebound customers choosing not to use this service. We will also monitor the uptake of our new Community Library Member card.

4.2 Disability: Testing of disproportionate, negative, neutral or positive impact.

a) How is this protected characteristic reflected in the County/District/Borough?

Table 5: Residents with limiting long-term illness, East Sussex and District (Percentage)

Disability	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
People with long-term health problem or disability	20.3	21	22.1	19.5	23.4	17.5
Day-to-day activities limited a little	11.2	11.3	11.5	10.9	12.8	10.2
Day-to-day activities limited a lot	9.2	9.7	10.6	8.7	10.7	7.3
People without long-term health problem or disability	79.7	79	77.9	80.5	76.6	82.5
Total	100	100	100	100	100	100

Source: Census, 2011, East Sussex in Figures

Note that the totals (100%) are the sum of people with and without a long-term health problem or disability, i.e. the sum of the figures in black.

b) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 6: Percentage of adult library customers with disabilities or other conditions, 2015

	Average (all ESCC libraries)	Libraries not included in the future needs based library provision							
		Langney	Mayfield	Mobile	Pevensey Bay*	Polegate	Ore	Ringmer	Willingdon
None / not applicable	70%	63%	83%	59%	76%	67%	64%	69%	76%
Mobility	12%	18%	4%	23%	11%	14%	19%	8%	9%
Hearing	9%	13%	9%	17%	10%	11%	7%	16%	11%
Eyesight	3%	6%	4%	7%	1%	4%	6%	3%	3%
Dexterity	4%	7%	9%	9%	2%	7%	8%	3%	5%
Learning disability	2%	2%	4%	2%	1%	0%	2%	2%	1%
Mental health problem	6%	7%	4%	3%	2%	4%	12%	3%	3%
Other	3%	4%	9%	5%	5%	2%	7%	3%	6%

Source: PLUS survey 2015. Statistically significant survey repeated every three years

*Pevensey Bay library was closed during the 2015 PLUS survey. Table shows 2012 PLUS survey results for this library.

Appendix 2 (table 3) shows data for all 24 libraries and the Mobile Library

Table 7 Respondents to the Libraries Strategic Commissioning Strategy Consultation with a disability compared to the population of East Sussex (percentage)

Disability	LSCS consultation	East Sussex Population	Library users
No	76%	79.7%	70%
Yes	15%	20.3%	30%
Prefer not to say/not sure	9%		
Total	100%	100%	100%

Source: Libraries Strategic Commissioning Strategy Consultation, ESCC September to December 2017, Census, 2011 and PLUS survey 2015

The results of the Libraries Strategic Commissioning Strategy consultation show that 15% of respondents identified themselves as having a disability, compared to 20.3% of residents of East Sussex who have a long-term health condition or disability. The number of respondents with a disability is comparable to the response rate to the consultation on changes to opening hours conducted in 2016 (13.6%). Of library users in East Sussex, those with a disability use the library in greater proportion than their actual numbers in the East Sussex population.

c) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic?

The closure of libraries, withdrawal of the Mobile Library service and Northiam Village Library has the potential to have a greater impact on those people with certain disabilities that as a result of those disabilities are unable to travel to an alternative library building either on foot, by public transport or car.

46% of respondents with a disability (358 people) stated that they would be unable to access the service in an alternative way, see Appendix 6: Table 2. Of these 32% of responses were due to the inability to travel to an alternative library building.

The 2015 PLUS survey data shown in the table 6 above is taken from a statistically significant survey of 5,066 customers. It indicates that 23% of Mobile Library customers (256 individuals) have mobility issues, compared to the percentage across all East Sussex libraries of 12%. This group of current Mobile Library customers may be particularly affected by the withdrawal of this service. According to the results of the consultation questionnaire, of the 385 respondents that use the Mobile Library service, 59 people with a disability (12%) stated they would be unable to access the service in an alternative way.

People with severely restricted mobility issues are unlikely to be able to access either the current provision of library buildings and Mobile Library service or the reduced network directly on their own. Some customers access the Mobile Library and library buildings on behalf of friends and family members who are unable to access a library due to mobility issues or ill health. The closure of seven libraries and withdrawal of the Mobile Library and Northiam village library may negatively impact the people they support, if these informal carers cannot access an alternative library. 20% of respondents to the consultation questionnaire (724 people) stated that they access the service either on behalf of another adult, or on behalf of an adult and a child.

Similarly, customers who access the Home Library Service due to ill-health, disability or caring responsibilities may be more affected by the closures if the volunteers who support them are unable to collect books and other materials from an alternative library building. Currently 23 Home Library Service volunteers access one of the seven libraries not included in the future network. No volunteers are registered to the Mobile Library. Some people with this protected characteristic may be more affected by the proposals if, due to their disability, they are unable to access the eLibrary which provides alternative access to the Library and Information Service. For 46% of responses given for reasons being unable to access the service in an alternative way by respondents with a disability was due to not knowing how to use the eLibrary or having no access to a computer/mobile device.

Most of the respondents to the consultation questionnaire with a disability who would be affected identified themselves as having a physical impairment, however mental health, sensory impairment, long standing illness and other disabilities are all represented (See Appendix 6: Table 2).

d) What is the proposal, strategy or policy's impact on people who have a disability?

Service Offer

The needs assessment has identified that there are health and wellbeing needs which the Library and Information Service can meet by supporting community and individual resilience, health improvement and reducing health inequalities through the provision of safe and inclusive spaces, quality assured self-help information and resource materials tailored for residents of all ages, as well as direct signposting to other services.

More specifically for people with disabilities, our strategy builds on our existing services provided in libraries for those with disabilities and includes services for those with visual impairment, hearing impairment and learning disabilities. For example, we will support children and adults with disabilities and long term health conditions, such as visual impairments, to be confident using adapted reading materials and technology. External funding awarded in 2017 has funded specialist equipment that is now available in Eastbourne, Bexhill and Hastings libraries to support those with visual impairment and dyslexia. The service is working closely with local support groups to promote these facilities as well as better understand how best to support visually impaired customers. We have also installed Supernova software, to help those with visual impairment to access the eLibrary, across all People's Network computers.

We will also work with other internal services, such as Public Health, to increase the range of health initiatives offered within libraries and via the eLibrary. These will be prioritised according to local needs and by the services providing them. We will work with partners, including adult social care and health, to provide resources to support positive mental health. In addition, we will continue to offer Books on Prescription whereby doctors can prescribe self-help books to patients, and we will continue to improve our health and wellbeing stock of books and other resources.

We will continue to offer our Home Library Service to provide reading materials for isolated or vulnerable residents, and will work with Adult Social Care and Health and partners to develop our Home Library Service, so that our most isolated or vulnerable users are supported and safeguarded.

Access

The closure of the seven libraries and withdrawal of the Mobile Library and Northiam village library may negatively impact people with disabilities who currently travel a short distance to their closest library building or Mobile Library stop, but are unable to travel further, either on foot, by public transport or car, to an alternative library. 36% of responses from those with disabilities that would be unable to access the service in an alternative way were related to being unable to travel to an alternative library.

Similarly, disabled customers may be negatively impacted by the closures if they rely on a personal helper who is unable to access one of the remaining 17 library buildings. 20% of respondents to the consultation questionnaire (724 people) stated that they access the service either on behalf of another adult, or on behalf of an adult and a child. Of these respondents, 180 people stated that they would be impacted by the proposals

For some individuals with this protected characteristic who currently access a library that will not be retained, or the Mobile Library or village library, affordability may be a barrier to accessing one of the remaining 17 library buildings as frequently, due to the cost of transport. For those with a qualifying disability, the disabled person's pass is for people of fare paying age (5 and over) who live in England. However some disabilities are excluded from the scheme, for example mental health conditions in most instances.

Through the Home Library Service, volunteers deliver books in standard and large print as well as audio books on CD to people who are unable to visit libraries due to mobility issues, illness or their caring responsibilities. The Libraries Strategic Commissioning Strategy outlines planned improvements to the Home Library Service, by working more closely with Adult Social Care and Health as well as Community and Voluntary Sector Partners. Improvements include "Making Every Contact Count" (MECC) training for volunteers to enable them to support vulnerable individuals encouraging and delivering key messages to help improve customers' physical and emotional wellbeing. The Home Library Service will also be better promoted for customers with mental health problems. The improvements that will be made to this scheme will enable recipients to benefit from the advice of trained volunteers and extend the reach of this service. Extension of this service is reliant on volunteer capacity; some of our existing volunteers are waiting to be matched with suitable customers and additional volunteers will also be encouraged to come forward to support the anticipated additional demand through our promotion of the service via leaflets in libraries, on the East Sussex website (<https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/roles/homelibraryservice/>), on the Do-It.org website (<https://do-it.org/>) and in Volunteer Centres around the county, including in Eastbourne and Uckfield. 146 respondents to the consultation have expressed an interest in volunteering for this service.

It is acknowledged that for some people who currently access the Mobile Library or one of the seven libraries due for closure, the reduced network of 17 libraries may mean that they have to walk further carrying books to or from an alternative library. This would only apply to those people that currently live in close proximity to one of these libraries or are currently able to park directly outside. Carrying heavy books further, particularly if combined with a shopping trip, may be difficult for some people with certain disabilities. For some residents with this protected characteristic, a visit to the library is a source of social interaction and it is acknowledged that the closure of libraries, and the Mobile Library, may contribute to their feeling of social isolation alongside the closure of other rural services, if they are unable to travel further to an alternative library.

The Community Library Membership category will enable individuals in communities to continue to run a book exchange in their area and support social interaction, if they wish to do so. In addition, the eLibrary means that in terms of carrying books customers can still visit libraries, but can use the eLibrary to avoid carrying heavier items.

e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

As outlined in section d) above, our future offer includes targeted services to meet the needs of this protected group. In addition, the Library and information Service will continue to offer services for people who have problems with sight or hearing, learning disabilities, or difficulty getting to the library. The Library and Information Service will also continue to provide books to borrow in libraries and via the eLibrary for reading for pleasure, which it is recognised can reduce symptoms of depression and improve mental health.

In addition, through a current Art's Council funded project (Advantage East Sussex) that will run throughout 17/18, improved support is being made available for people with visual impairment including new software, equipment and supported sessions in Eastbourne, Bexhill and Hastings libraries. This support will continue beyond the initial pilot project. All library buildings included in the future proposals are Disability Discrimination Act (DDA) compliant.

Through the Home Library Service, volunteers deliver books in standard and large print as well as audio books on CD to people who are unable to visit libraries due to mobility issues, illness or their caring responsibilities. The Libraries Strategic Commissioning Strategy outlines planned improvements to the Home Library Service, by working more closely with Adult Social Care and Health as well as Community and Voluntary Sector Partners. Improvements include providing "Making Every Contact Count" (MECC) training for volunteers to enable them to support vulnerable individuals encouraging and delivering key messages to help improve customers' physical and emotional wellbeing. The Home Library Service will also be better promoted for customers with mental health problems. The improvements that will be made to this scheme will enable recipients to benefit from the advice of trained volunteers and extend the reach of this service. Extension of this service is reliant on volunteer capacity; some of our existing volunteers are waiting to be matched with suitable customers and additional volunteers will also be encouraged to come forward to support the anticipated additional demand through our promotion of the service via leaflets in libraries, on the East Sussex website (<https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/roles/homelibraryservice/>), on the Do-It.org website (<https://do-it.org/>) and in Volunteer Centres around the county, including in Eastbourne and Uckfield. Some respondents to the consultation have expressed an interest in volunteering for the service.

All library customers who cannot get to a library due to ill-health, disability or caring responsibilities are eligible for the Home Library Service and this will continue to be offered if the changes are implemented. To ensure current recipients of this scheme can continue to access the service, we will continue to work with our existing volunteers to put in place reasonable measures to support them to continue to volunteer with us. If our existing volunteers are unable to continue to work with us, customers will be matched with other volunteers. It is anticipated that, if the proposals are implemented, there may be an increase in requests for the Home Library Service among those customers that due to very limited mobility may be unable to travel further to an alternative library. Extension of this service is reliant on volunteer capacity and a recruitment drive is planned to encourage more volunteers to come forward to support this service.

The Home Library Service is a self-referral service and therefore an individual or representative must request this scheme in order for a suitable volunteer to be found. If customers that currently access one of the libraries not included in the future network are eligible for the Home Library Service, there may be a gap in their access to the service if their referral is not made in advance of the library closure. Wherever possible, eligible customers will be made aware of the scheme in advance of the proposals taking effect to allow time for a suitable volunteer to be found.

In order to minimise any negative impact of the library closures and withdrawal of the Mobile Library service and village library, alternative provision will be promoted prior to the closures.

f) Provide details of any mitigation.

For those customers who will be unable to access one of the remaining library buildings due to mobility issues, illness or their caring responsibilities, the Home Library Service would be considered a reasonable alternative way of accessing the Library Service. 73% (425 individuals) of

housebound customers do not currently choose to use the Home Library Service and access the library service in other ways, including friends and family members accessing the service on their behalf. Libraries will continue to allow friends and family members to borrow books on behalf of others, to support those customers that are unable to visit a library themselves, but choose not to take up the Home Library Service.

In addition to visiting library buildings, the eLibrary is available 24hrs per day, for those customers who have access to broadband technology. Advice and training on how to use the eLibrary will continue to be offered to customers of those libraries not included in the future network prior to closure. In addition advice will be offered on the Mobile library regarding how to access the eLibrary as well as promotion of free training sessions available at library buildings. We will also improve our promotion of the eLibrary and better promote how easy it is to use, including online videos on the Libraries website homepage, also advertised on our Facebook page and via posters in libraries, and via People's Network screens. Free bookmarks will also be available in libraries for customers to take away that give a step by step guide to using the eLibrary, with a link to the online video. We will also introduce online computer buddy support, whereby customers can remotely chat via the web with a volunteer to get advice on how to use the eLibrary.

It is acknowledged, however, that for some customers with disabilities the eLibrary is not a viable alternative to accessing a library building. Through the Libraries Strategy, we will introduce a new membership category, the Community Library Member. This will mean that recognised members of a community, for example a member of a Town or Parish Council or someone assigned on their behalf would be issued with a library card that would enable them to borrow a large number of items from the library to make available within a community setting for a prolonged period of time. This scheme could support residents with a disability, or their carer, that are unable to travel further to an alternative library in communities that were previously served by the Mobile Library service, Northiam Village Library or one of the seven libraries not included in the future network. We will write to all parish councils in East Sussex to make them aware of this new membership category. It will also be advertised to our existing customers via our e-newsletter.

In order to support those customers that are able to travel to an alternative library building, an analysis has been undertaken of the journey times by public transport and car from each library not included in the future network to the closest alternative library. This analysis has also been repeated for the 88 Mobile Library stops. This information will be displayed in the seven libraries and on the Mobile Library vehicle to inform customers of the alternative access to library buildings that is available and the estimated journey times. See Appendix 3.

As described above, based on the detailed analysis of how far people travel for personal business including travelling to libraries, it is considered that the network of 17 libraries and the eLibrary will continue to offer reasonable access for the majority of the population of East Sussex to library services across the county. See appendix 5.

How will any mitigation measures be monitored?

Visitor numbers to library buildings and the eLibrary, as well as take up of the Home Library Service will continue to be monitored, before and after any changes are implemented to track changes in usage patterns. We will continue to monitor the number of housebound customers that choose not to register for the Home Library Service, to monitor this informal community support. We will also monitor the uptake of the Community Library Card.

4.3 Ethnicity: Testing of disproportionate, negative, neutral or positive impact.

- Nationality e.g. being a British, Australian or Swiss citizen
- Ethnic or national origins e.g. being from a Roma background or of Chinese Heritage

a) How is this protected characteristic reflected in the County/District/Borough?

Table 8: Ethnic Group, East Sussex and District (Percentage)

Ethnicity	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
All White	96	94.1	93.8	96.6	97.1	97.5
All Mixed	1.4	1.8	2.2	1.3	1.1	1
All Asian or Asian British	1.7	2.8	2.4	1.4	1.2	1.2
All Black or Black British	0.6	0.8	1.2	0.4	0.3	0.2
Other ethnic group	0.3	0.5	0.5	0.3	0.2	0.2
Total	100	100	100.1	100	99.9	100.1

Source: Census, 2011, East Sussex in Figures

Note that totals in this table do not add up to 100% due to rounding

b) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 9: Ethnicity of library customers, 2015

	Average (all ESCC libraries)	Libraries not included in the future needs based library provision							
		Langney	Mayfield	Mobile	Pevensey Bay*	Polegate	Ore	Ringmer	Willingdon
White	96%	98%	100%	99%	100%	98%	99%	97%	98%
Mixed	2%	0%	0%	0%	0%	1%	0%	1%	1%
Asian	2%	1%	0%	1%	0%	1%	0%	1%	0%
Black	1%	1%	0%	0%	0%	0%	0%	0%	0%
Other	0%	0%	0%	0%	0%	0%	1%	0%	1%

Source: PLUS survey 2015

*Pevensey Bay library was closed during the 2015 PLUS survey. Table shows 2012 PLUS survey results for this library.

Table 10 Ethnicity of respondents to the Libraries Strategic Commissioning Strategy consultation compared to the population of East Sussex (Percentage)

	LSCS consultation	East Sussex Population	Registered library members
All White	91%	96%	96%
All Mixed	1%	1.40%	2%
All Asian or Asian British	1%	1.70%	2%
All Black or Black British	0%	0.60%	1%
Other ethnic group	1%	0.30%	0%
Prefer not to say	6%		
Total	100%	100%	

c) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic?

The statistics for current library users match the most recent census data for East Sussex (96% all white). There was a slightly lower response rate from all white respondents to the consultation questionnaire (91%). Nonetheless these figures demonstrate that other ethnic groups are much less affected than those in the All White category. This greater impact is considered to be a reflection of the general population of library users rather than any indication of disproportionate impact related to ethnicity.

d) What is the proposal, strategy or policy’s impact on those who are from different ethnic backgrounds?

Overall, the proposals are not expected to have any specific impact on individuals from different ethnic backgrounds as it is considered that the service will continue to meet or support the needs of all current and future library customers, regardless of ethnicity. Appendix 6: Table 3 shows the number of respondents to the questionnaire that would be impacted, by ethnicity.

During the development of the Libraries Strategic Commissioning Strategy a need was identified to support reading and literacy among refugee families in some communities. It is therefore proposed that new dual-language rhyming/storytelling sessions for refugee families be included in the future offer at specific locations, starting in Hastings where a need has been identified. This will be in addition to English only sessions provided across the libraries network.

e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

The Libraries Strategic Commissioning Strategy is not considered to have an impact for library users from different ethnic backgrounds.

During the development of the Libraries Strategic Commissioning Strategy, the project team engaged with SCDA (Sussex Community Development Association) to discuss the needs of ethnic minority groups in East Sussex, to incorporate these into the proposals. SCDA was contacted during the public consultation to offer them an opportunity to give their views on the proposals, as well as to promote the public consultation to ethnic minority groups.

f) Provide details of any mitigation.

No specific actions are proposed.

g) How will any mitigation measures be monitored?

N/A

4.4 Gender/Transgender: Testing of disproportionate, negative, neutral or positive impact

a) How is this protected characteristic target group reflected in the County/District/Borough?

Table 11: Gender, East Sussex and District (Percentage)

Gender	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
Male (%)	48.3	48.2	48.8	48.6	47.7	48.2
Female (%)	51.7	51.8	51.2	51.4	52.3	51.8
Total	100	100	100	100	100	100

Source: 2014, ONS mid-year estimates, East Sussex in Figures

Statistics about the number of transgender people are not available from the Census.

b) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 12: Gender of library customers, 2015

		Libraries not included in the future needs based library provision							
Gender	Average (all ESCC libraries)	Langney	Mayfield	Mobile	Ore	Pevensey Bay*	Polegate	Ringmer	Willingdon
Female	62%	75%	64%	76%	63%	63%	70%	76%	72%
Male	38%	25%	36%	24%	37%	37%	30%	24%	28%

Source: PLUS survey 2015

*Pevensey Bay library was closed during the 2015 PLUS survey. Table shows 2012 PLUS survey results for this library.

Appendix 2 (table 2) shows the gender of customers at all 24 libraries and the Mobile Library.

Table 13 Gender of respondents to the Libraries Strategic Commissioning Strategy consultation compared to the population of East Sussex (Percentage)

Gender	LSCS consultation	East Sussex Population	Registered library members
Male	29%	48.3%	38%
Female	68%	51.7%	62%
Prefer not to say	3%		
All Respondents	100%	100%	100%

c) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic?

The results of the consultation on our draft Strategy show that 68% of respondents were female. Similarly, data from the PLUS survey 2015 indicates that on average 62% of library users are female. Women therefore have the potential to be disproportionately affected by the changes to the service as they represent a higher number of our customers. It is also the case that, of library users in East Sussex, women use libraries in greater proportion to their actual numbers in the East Sussex population.

d) What is the proposal, strategy or policy’s impact on different genders?

Any changes to the service will affect both genders. However, as more women use the service, more women than men are likely to be affected. Our analysis shows that only 8% of current registered members of our 24 libraries (male and female) will be affected by the closure of libraries. Through the consultation questionnaire we also sought the views of non members who may wish to use the service in the future, however 94% of respondents were current library users.

Women may be more likely to care for pre-school age children with whom they attend libraries and will benefit from the new children and young people's literacy and numeracy offer, as described in detail in 4.1, d). We aim to introduce rhymetime or storytime sessions at all 17 libraries in the future network. In addition librarians will train volunteers to run rhymetime or storytime sessions at Children's Centres in Ore and near Langney in partnership with Children's Services to support these areas of higher need.

The results of the consultation on the Strategy show that 566 female respondents (24%) would be affected by the proposals, See Appendix 6: Table 4. The main reasons were related to travelling to an alternative library. Women caring for pre-school age children that currently use one of the services not included in the needs based library service may be impacted by the changes to access, as for those female customers with young children who will have further to travel to one of the remaining 17 libraries, but do not have access to a car, their young children may be unable to walk the longer distance to an alternative library or the cost of travel may be prohibitive. This may mean that they are not able to visit a library as often and would rely more on the eLibrary.

Nevertheless, an analysis of where East Sussex library users live and which libraries they use shows that users do not necessarily visit their nearest library. This shows that there are other factors apart from travel time that influence decisions on which library to visit, and there may be a range of reasons behind this, including where people work, or combining a visit to the library with a trip for another purpose, such as shopping, a leisure activity or visiting friends and family.

40% of responses given for why women would be unable to access the service was related to lack of access or skills to use the eLibrary, however the results of the questionnaire also show that only 195 people that would be unable to use the service in an alternative way do not have access to the internet.

For those people that lack the digital skills to use the eLibrary, the library service can support these individuals by promoting the free training and advice available in how to use the eLibrary and better promote how easy it is to use, including online videos on the Libraries website homepage, also advertised on our Facebook page and via posters in libraries, and via People's Network screens. Free bookmarks will also be available in libraries for customers to take a way that give a step by step guide to using the eLibrary, with a link to the online video. We will also introduce online computer buddy support, whereby customers can remotely chat via the web with a volunteer to get advice on how to use the eLibrary.

e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

To avoid any negative impact consideration has been given when developing the Libraries Strategic Commissioning Strategy to ensuring that the service offer will continue to cater for both genders. Details of proposed mitigation are detailed below.

f) Provide details of any mitigation.

The Accessibility Analysis determined reasonable travel time parameters for the majority of residents to access library services and analysed the proportion of the population within the county who have access to the current Library Service within these parameters. Based on these reasonable travel time parameters, it is considered that the needs based library provision will continue to offer reasonable access to library buildings across the county. See Appendix 5.

In addition to the network of 17 libraries, the Library and Information Service provides an eLibrary, which can be accessed at home via a broadband connection, or ‘on the go’ via a mobile device. We will improve promotion of the eLibrary to make residents more aware of this easy to use method of accessing the Library and Information service. The development of the eLibrary is changing the way that people interact with libraries, enabling them to manage loans 24 hours a day between visits or access materials online without the need to visit a library.

For those customers who will be unable to access one of the remaining library buildings due to mobility issues, illness or their caring responsibilities, the Home Library Service would be considered a reasonable alternative way of accessing the Library Service. Extension of this service is reliant on volunteer capacity; some of our existing volunteers are waiting to be matched with suitable customers and additional volunteers will also be encouraged to come forward to support the anticipated additional demand through our promotion of the service via leaflets in libraries, on the East Sussex website (<https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/roles/homelibraryservice/>), on the Do-It.org website (<https://do-it.org/>) and in Volunteer Centres around the county, including in Eastbourne and Uckfield. 146 respondents to the consultation have expressed an interest in becoming a volunteer.

We will also introduce a new membership category the Community Library Member. This will mean that recognised members of a community, for example a member of a Town or Parish Council or someone assigned on their behalf would be issued with a library card that would enable them to borrow a large number of items from the library to make available within a community setting for a prolonged period of time. This scheme may support women (and men) caring for young children who are unable to travel further to an alternative library in communities that were previously served by the Mobile Library service, Northiam Village Library or one of the seven libraries not included in the future network.

g) How will any mitigation measures be monitored?

Gender of users will continue to be monitored via the Library Management System and PLUS surveys as well as ongoing customer surveys.

4.5 Marital Status/Civil Partnership: Testing of disproportionate, negative, neutral or positive impact.

a) How is this protected characteristic target group reflected in the County/District/Borough?

Table 14: Marital Status/Civil Partnership, East Sussex and District (Percentage)

Marital Status/Civil Partnership	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
Single	29.1	33.3	36.5	28.7	24.7	24.9
Married	48.4	42.8	39.2	49.6	51.3	55.1
In a registered same-sex civil partnership	0.3	0.4	0.3	0.5	0.3	0.2
Separated	2.7	3	3.7	2.5	2.6	2.3
Divorced	10.7	11.5	12.8	10.2	10.3	9.4
Widowed	8.7	9.1	7.4	8.4	10.8	8.2
Total	99.9	100.1	99.9	99.9	100	100.1

Source: Census, 2011, East Sussex in Figures
 Note that totals in this table do not add up to 100% due to rounding

b) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 15: Marital status/Civil Partnership library customers, 2015

		Libraries not included in the future needs based library provision							
	Average (all ESCC libraries)	Langney	Mayfield	Mobile	Ore	Pevensey Bay*	Polegate	Ringmer	Willingdon
Single	22%	9%	10%	6%	15%		13%	9%	11%
Married	50%	56%	71%	65%	49%		63%	61%	57%
Civil-partnered	1%	2%	0%	1%	2%		1%	1%	7%
Separated	2%	2%	3%	1%	2%		1%	0%	1%
Divorced	8%	9%	3%	3%	12%		7%	4%	5%
Widowed	10%	18%	3%	23%	9%		11%	17%	10%
Cohabiting	7%	5%	10%	2%	9%		3%	7%	9%

Source: PLUS survey 2015

*Pevensey Bay library was closed during the 2015 PLUS survey and 2012 PLUS survey results are not available for this library.

c) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic?

The statistics for current library users match the most recent census data for East Sussex. It is not therefore anticipated that the changes will affect those with the protected characteristic more than others.

d) What is the proposal, strategy or policy’s impact on people who are married or same sex couples who have celebrated a civil partnership?

There will be no disproportionate impact for those with this protected characteristic.

e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality? N/A

f) Provide details of any mitigation. N/A

g) How will any mitigation measures be monitored? N/A

4.6 Pregnancy and maternity: Testing of disproportionate, negative, neutral or positive impact.

a) How is this protected characteristic target group reflected in the County/District/Borough?

Table 16: Pregnancy and maternity, East Sussex and District (Rate per 1,000 women)

Pregnancy and maternity	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
All live births	59.5	62.2	64.3	56.9	57.1	57.1
Under 20	13.1	21.6	20.7	7.7	10.4	7.3
20-24	71.2	73.8	87.4	65.5	84.3	51.5
25-29	106.9	105.5	109.1	99.1	104.7	113.1
30-34	112.6	108	100.3	117.6	99.6	129.5
35-39	59.6	59.9	53.1	58.2	62.1	63.5
40 and over	14.4	10.1	15.5	16.6	14.4	15

Source: 2014, ONS Vital Statistics, East Sussex in Figures

b) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 10 provides data on rates of pregnancy and maternity across the county, in addition, the results of the June 2015 library user surveys show that 3% (47 people) of library users in East Sussex were either pregnant or had been pregnant in the last year. A monitoring question about pregnancy or maternity was not included in the 2017 consultation on the Libraries Strategy as it is not considered to be relevant to library access.

c) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic?

Those with this protected characteristic may be more affected by the proposal if due to pregnancy or caring for young children they are unable to travel further to an alternative library building on foot and do not have access to a car. Those on maternity leave may also be unable to travel to an alternative library building using public transport or car due to mobility and/or affordability.

d) What is the proposal, strategy or policy’s impact on pregnant women and women within the first 26 weeks of maternity leave?

Service Offer

Those on maternity leave caring for very young children may benefit from our new children and young people’s literacy and numeracy offer through which we will aim to provide rhyming and

storytelling activities in all of the remaining 17 libraries and in addition in two community settings, prioritised according to local needs.

Access

If due to the proposals women with this protected characteristic have further to travel to a library building the impact may mean that they cannot visit a library as frequently as before. The impact may be that they rely more heavily on the eLibrary to renew and reserve books between visits as well as download eBooks and eAudiobooks as an alternative to borrowing hard copies.

What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

In addition to visiting library buildings, the eLibrary is available 24hrs per day, for those customers that have access to broadband technology. Free computer training and advice is provided in libraries by staff and volunteers who are able to explain to visitors how to access the eLibrary using the People's Network computers in the library and using their own devices remotely. Advice and training on how to use the eLibrary will continue to be offered to customers of those libraries not included in the future network prior to closure. In addition advice will be offered on the Mobile library regarding how to access the eLibrary as well as promotion of free training sessions available at library buildings.

As described above, based on the detailed analysis of how far people travel for personal business including travelling to libraries, it is considered that the network of 17 libraries and the eLibrary will continue to offer reasonable access for the majority of the population of East Sussex to library services across the county. See appendix 5.

f) Provide details of the mitigation

In order to support those customers that are able to travel to an alternative library building, an analysis has been undertaken of the journey times by public transport and car from each library not included in the future network, to the closest alternative library. This analysis has also been repeated for the 88 Mobile Library stops. This information will be displayed in the seven libraries and on the Mobile Library vehicle to inform customers of the alternative access to library buildings that is available and the estimated journey times. See appendix 3.

In addition to the future network of library buildings, the eLibrary offers another way of accessing the Library and Information Service without visiting library buildings, or enabling customers to visit less frequently by reserving and renewing issues online. The free advice and training provided in libraries and via the eLibrary is available to help individuals to learn how to use the eLibrary independently using a computer, laptop or tablet at home, or on the go via their mobile phone. See further details of this service in 2.1 (b).

We will also introduce a new membership category, the Community Library Member. This will enable recognised members of a community, for example a member of a Town or Parish Council or someone assigned on their behalf would be issued with a library card that would enable them to borrow a large number of items from the library to make available within a community setting for a prolonged period of time. This scheme may support women with this protected characteristic that are unable to travel further to an alternative library in communities that were previously served by the Mobile Library service, Northiam Village Library or one of the seven libraries not included in the

future network. We will write to all parish councils in East Sussex to make them aware of this new membership category. It will also be advertised to our existing customers via our e-newsletter.

g) How will any mitigation measures be monitored?

We will continue to monitor visitor numbers to our library buildings and the eLibrary as well as uptake of computer training. We will also monitor the uptake of the new Community Library card.

4.7 Religion, Belief: Testing of disproportionate, negative, neutral or positive impact.

How is this protected characteristic reflected in the County/District/Borough?

Table 17: Religion, Belief, East Sussex and District (Percentage)

Religion, Belief	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
Christian	59.9	59.6	51.9	57	64.8	64
Buddhist	0.4	0.5	0.5	0.5	0.3	0.3
Hindu	0.3	0.4	0.5	0.3	0.2	0.1
Jewish	0.2	0.2	0.2	0.3	0.2	0.2
Muslim	0.8	1.5	1.3	0.6	0.5	0.4
Sikh	0	0.1	0	0	0	0
Other religions	0.7	0.6	0.7	0.6	0.6	0.8
No religion	29.6	29.2	36.6	32.5	25.2	26.3
Religion not stated	8.1	8	8.3	8.2	8.2	7.9
Total	100	100.1	100	100	100	100

Source: 2011, Census, East Sussex in Figures Note that totals in this table do not add up to 100% due to rounding

a) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 18: Religion of library customers, 2015

		Libraries not included in the future needs based library provision							
	Average (all ESCC libraries)	Langney	Mayfield	Mobile	Ore	Pevensey Bay*	Polegate	Ringmer	Willingdon
Christian	59%	70%	77%	85%	53%	67%	68%	67%	66%
Buddhist	1%	0%	0%	0%	0%	0%	1%	0%	1%
Hindu	1%	0%	0%	0%	0%	0%	0%	0%	1%
Jewish	1%	0%	0%	0%	1%	0%	0%	0%	0%
Muslim	0%	0%	0%	0%	0%	1%	0%	1%	0%
Sikh	0%	0%	0%	0%	0%	0%	0%	0%	0%
Other	4%	4%	0%	2%	4%	2%	3%	1%	2%
No religion	34%	25%	23%	13%	42%	29%	27%	30%	30%

Source: PLUS survey 2015*Pevensey Bay library was closed during the 2015 PLUS survey. Table shows 2012 PLUS survey results for this library.

Table 19 Religion of respondents to the Libraries Strategic Commissioning Strategy consultation compared to the population of East Sussex (Percentage)

Religion	LSCS consultation	East Sussex Population	Registered library members
Christian	46.8%	59.9%	59%
Buddhist	0.7%	0.4%	1%
Hindu	0.1%	0.3%	1%
Jewish	0.4%	0.2%	1%
Muslim	0.2%	0.8%	0%
Sikh	0.1%	0%	0%
Other	1.4%	0.7%	4%
Prefer not to say	11%	-	-
No religion	39%	29.6%	34%

- b) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic.**

It is not expected that the changes will disproportionately impact people with the protected characteristic of religion and beliefs. The statistics for current library users match the most recent census data for East Sussex. It is not anticipated that the changes will affect those with the protected characteristic more than others.

- c) What is the proposal, strategy or policy's impact on the people with different religions and beliefs?**

As above, it is not anticipated that the changes will have a disproportionate impact on any religion or belief. Appendix 6: Table 5 shows the number of respondents, by religion that would be impacted by the proposals.

- d) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?**

It is not anticipated that the changes will have a disproportionate impact on any religion or belief and we will continue to monitor feedback from customers and complaints regarding this protected characteristic to better advance equality.

- e) Provide details of any mitigation. N/A**

- f) How will any mitigation measures be monitored? N/A**

4.8 Sexual Orientation - Gay, Lesbian, Bisexual and Heterosexual: Testing of disproportionate, negative, neutral or positive impact.

a) How is this protected characteristic reflected in the County/District/Borough?

No local data is available on sexual orientation. National and regional estimates from 2015 are as follows:

Table 20: Sexual identity in the UK (Percentage)

	South East	UK
Heterosexual or straight	93.8	93.7
Gay or lesbian	1.1	1.1
Bisexual	0.7	0.6
Other	0.4	0.4
Don't know or refuse	4.0	4.1

Source: Annual Population Survey. ONS

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2015>

b) How is this protected characteristic reflected in the population of those impacted by the proposal, strategy or policy?

Table 21: Sexual identity of library customers, 2015

	Average (all ESCC libraries)	Libraries not included in the future needs based library provision							
		Langney	Mayfield	Mobile	Ore	Pevensey Bay*	Polegate	Ringmer	Willingdon
Heterosexual / straight	96%	97%	100%	98%	96%	99%	99%	97%	99%
Gay / lesbian	2%	0%	0%	1%	1%	0%	1%	2%	1%
Bisexual	1%	1%	0%	1%	2%	0%	0%	2%	0%
Other	1%	2%	0%	1%	0%	1%	0%	0%	0%

Source: PLUS survey 2015

*Pevensey Bay library was closed during the 2015 PLUS survey. Table shows 2012 PLUS survey results for this library.

- c) Will people with the protected characteristic be more affected by the proposal, policy or strategy than those in the general population who do not share that protected characteristic?**

It is not expected that there will be a disproportionate impact related to sexual orientation. The statistics for current library users match the most recent census data for East Sussex.

It is not anticipated that the changes will affect those with the protected characteristic more than others.

- d) What is the proposal, strategy or policy's impact on people with differing sexual orientation?**

See above

- e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?**

It is not anticipated that the changes will have a disproportionate impact on people with differing sexual orientation and we will continue to monitor feedback from customers and complaints regarding this protected characteristic to better advance equality.

- f) Provide details of the mitigation**

N/A

- g) How will any mitigation measures be monitored?**

N/A

4.9 Other: Additional groups/factors that may experience impacts - testing of disproportionate, negative, neutral or positive impact.

4.9.1 Additional Factor 1: Carers

a) How are these groups/factors reflected in the County/District/ Borough?

Table 22: Provision of unpaid care, East Sussex and District (Percentage)

Unpaid care	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
People provide no unpaid care	88.7	89.4	89.5	88.2	87.6	88.8
People provide unpaid care	11.3	10.6	10.5	11.8	12.4	11.2
Provides 1 to 19 hours unpaid care a week	7.5	6.7	6.3	8.2	8	8
Provides 20 to 49 hours unpaid care a week	1.3	1.3	1.5	1.2	1.4	1.2
Provides 50 or more hours unpaid care a week	2.5	2.6	2.7	2.4	3	2.1
Total	100	100	100	100	100	100

Source: 2011, Census, East Sussex in Figures

Note that the totals (100%) are the sum of people providing no unpaid care and providing unpaid care, i.e. the sum of the figures in black.

b) How is this group/factor reflected in the population of those impacted by the proposal, strategy or policy?

Results from the consultation on the Strategy show that 1,299 people (36% of total respondents) access the library service on behalf of somebody else, although these are not necessarily formal carers. 44% of these on behalf of a child under 16, 39% of these on behalf of an adult and 16% on behalf of an adult and a child. The results of three statistically representative library user surveys,

carried out in 2015, show that a fifth of current library users in East Sussex accessed the library on behalf of a child and 8% for another adult. Equivalent data is not available for the Mobile Library.

In the 2016 Library Opening Hours public consultation only 24 people identified that someone else had accessed the library on their behalf. There is limited data on formal carers using the library. In 2015/16 there were only 30 members of the library service who were registered as carers, of a total of 224,300 registered members. Numbers of formal carers using the service are therefore considered to be relatively low. In March 2017, there were 584 library customers registered as housebound, of whom only 27% (159) use the Home Library Service. This data suggests that some housebound users may be supported by informal carers who access the library service on their behalf.

c) Will people within these groups or affected by these factors be more affected by the proposal, policy or strategy than those in the general population who are not in those groups or affected by these factors?

The closure of libraries and the withdrawal of the Mobile Library Service may impact carers if they are unable to leave the person they care for, for longer periods of time to access an alternative library building. Similarly, the person they are caring for may be unable to travel the further distance with their carer to access the alternative provision.

The results of the consultation on the Strategy show that 29% of those respondents (379 people) that access the service on behalf of someone else would be impacted by the proposals. See Appendix 6: Table 6. The main reason being that they would be unable to travel to an alternative library. This would indirectly affect people that are cared for if their carer can no longer access a library to collect books and other resources on their behalf. Some respondents also indicated that they would be affected due to a lack of digital skills to use the eLibrary or access to a computer or mobile device.

d) What is the proposal, strategy or policy's impact on the factor or identified group?

The closure of libraries and the withdrawal of the Mobile Library service and village library may mean longer journey times, or more expensive travel, for some carers which may prevent them from visiting a library building so frequently or at all. However our analysis has shown that there are other factors apart from travel time that influence decisions on which library to visit, and there may be a range of reasons behind this, including where people work, or combining a visit to the library with a trip for another purpose, such as shopping, a leisure activity, or visiting friends and family. Appendix 6: Table 6 shows the number of respondents who were carers that would be impacted.

What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

The Home Library Service is an alternative way of accessing the Library and Information Service for those customers that cannot get to a library, including due to caring responsibilities. This service will be promoted in libraries and the Mobile Library Service to ensure carers that may be impacted by the proposals are aware of the service.

It is considered that the network of 17 libraries and the eLibrary will continue to offer reasonable access for the majority of the population of East Sussex to library services across the county.

e) Provide details of the mitigation

As described above, it is considered that the network of 17 libraries and the eLibrary will continue to offer reasonable access for the majority of the population of East Sussex to library services across the county.

The Home Library Service is available for those with caring responsibilities who are unable to access a library building, and this service will be promoted in libraries and via the Mobile Library Service prior to any changes taking effect. This service is reliant on volunteers who choose and deliver library materials to one or more library customers at home. Additional volunteers will be recruited in order to meet the anticipated increased demand for this service and current volunteers are waiting to be matched with customers. 146 respondents to the consultation questionnaire expressed an interest in volunteering for the Home Library Service.

In addition to the future network of library buildings, the eLibrary offers another way of accessing the Library and Information Service without visiting library buildings, or enabling customers to visit less frequently by reserving and renewing issues online. The free advice and training provided in libraries and via the eLibrary is available to help individuals to learn how to use the eLibrary independently using a computer, laptop or tablet at home, or on the go via their mobile phone. See further details of this service in 2.1 (b).

We will also introduce a new membership category the Community Library Member. This will enable recognised members of a community, for example a member of a Town or Parish Council or someone assigned on their behalf to register for this library card in order to borrow a large number of items from the library to make available within a community setting for a prolonged period of time. This scheme may support carers, and those they care for, if carers are unable to travel further to an alternative library in communities that were previously served by the Mobile Library service, Northiam Village Library or one of the seven libraries not included in the future network. We will write to all parish councils in East Sussex to make them aware of this new membership category. It will also be advertised to our existing customers via our e-newsletter.

f) How will any mitigation measures be monitored?

Customer usage data will continue to be monitored and alternative services will be promoted, including the network of 17 libraries, the eLibrary the Home Library Service and the Community Library Member membership category.

4.9.2 Additional Factor 2: Literacy/ Numeracy Skills

a) How are these groups/factors reflected in the County/District/ Borough?

Almost a quarter of children in East Sussex in 2015/16 did not achieve a Good Level of Development in Early Years Foundation Stage. This compares with over 30% in England. 37% of children in East Sussex leave school without a GCSE grade A* to C in English and Maths.

There are areas of East Sussex among the top 10 most deprived wards in England for working age adults with no or low qualifications or who cannot speak English well or at all. Parts of the county have an adult population with skills below a level which means they could compare products and services for the best buy, or work out a household budget. The percentage of working age residents with no qualifications in East Sussex is 6.5%, compared to 7.8% nationally. There is variance across the county with Hastings having the highest percentage of working age residents with no qualifications at 11.7% (6,700 residents), compared to Lewes with the lowest percentage at 4.9% (2,800 residents).

b) How is this group/factor reflected in the population of those impacted by the proposal, strategy or policy?

In the development of the Strategy, a detailed needs assessment has been undertaken which assessed the different levels of need in communities across East Sussex and the potential for the Library and Information Service to deliver greater benefits. In terms of literacy and numeracy skills the greatest needs were identified in North Hastings, Camber, North East Newhaven, South East Hailsham and South East Crowborough. The Needs Assessment can be read in full on our website www.eastsussex.gov.uk/librarystrategy

c) Will people within these groups or affected by these factors be more affected by the proposal, policy or strategy than those in the general population who are not in those groups or affected by these factors?

Ensuring access to library services in areas of greatest needs has been one of the main considerations when developing the Strategy, improved Child and Adult Literacy and Numeracy is one of our four Strategic Outcomes that underpin the Strategy. The Library and Information Service is a universal service that will continue to provide a service to all those that work, study or live in East Sussex and choose to use the service. In addition, through the delivery of more targeted services, we aim to support those with greatest needs, including literacy and numeracy.

In the two larger urban areas of the county, Eastbourne and Hastings, where there are currently more libraries within a smaller geographic area, we have considered whether it is necessary to retain all of the libraries currently provided in order to meet the identified needs, or whether needs could still be met locally with fewer libraries. Where it is the case that needs could be met without all of the current libraries, we have considered which libraries would be best placed to deliver the service. In these cases, other factors have also been taken into account, such as the relative cost and condition of different buildings and opportunities to use the space within them more effectively. It is important to note, however, that the primary consideration of whether to retain a library or not is based on meeting identified needs.

d) What is the proposal, strategy or policy's impact on the factor or identified group?

The needs based library service includes a core library service for all residents in order to service the needs of the county as a whole, as well as services targeted towards those individuals and communities who stand to benefit more from the service, in particular our offer to improve child and adult literacy and numeracy. This includes literacy and numeracy support for children and adults with disabilities support for adults with low literacy and numeracy skills and support for pre-school and school aged children to improve literacy and numeracy skills. In addition we will enhance our Home Library Service to provide reading materials for more isolated or vulnerable residents working with partners to develop additional volunteering capacity and opportunities within the service. We will also seek external funding to provide courses to improve basic literacy and numeracy in libraries in areas with higher needs working with other adult education providers to signpost people to the right offer for them.

In two areas identified as being of high need; Langney and Ore, it is not proposed to retain a library due to the proximity of other libraries and outreach services will be delivered which it is considered will better address the particular needs of each community. Langney, is in close proximity to Hampden Park and Eastbourne libraries where a wide range of services are available.

The needs assessment shows high levels of need around Ore, Hollington and the Hastings main library. The proximity of all three libraries means that it is considered possible to meet needs in these communities by retaining the completely refurbished Hastings Library and Hollington, and not retaining Ore library. Off-peak journey times from Ore Library to Hastings Library are 18 minutes by bus and six minutes by car.

In addition to the provision of libraries in Hampden Park and Eastbourne, and Hollington and Hastings, Langney and Ore communities will both be supported by new targeted outreach sessions. For example, librarians will work with children's centre staff to support pre-school learning and children's speech and language development by training volunteers to deliver rhymetimes and storytimes, and we will provide collections of children's stock. Librarians will also run outreach sessions to raise awareness of the library offer and its benefits e.g. our eLibrary.

e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

While many of the services which we provide will remain the same, the way we promote and engage people will be targeted towards those individuals and communities in most need. The areas of greatest needs in terms of literacy and numeracy have been identified through the Needs Assessment that has been undertaken in the development of the Strategy.

Ensuring access to library services in areas identified as having the greatest child and adult literacy and numeracy needs has been one of the main considerations when developing the proposals and our service offer includes proposals to support these individuals.

f) Provide details of the mitigation.

The proposals for a needs based library service will prioritise the literacy and numeracy needs of adults and children that have been identified through the development of the Strategy.

The future network of 17 libraries and the eLibrary will continue to offer reasonable access for the majority of the population of East Sussex to library services across the county. In libraries customers will have access to our new Children and Young People's Literacy and Numeracy offer, as well as personalised training and courses in libraries to help people gain literacy, numeracy and IT skills for work.

Targeted outreach activities are proposed that will provide additional support to the literacy and numeracy needs of adults and children in specific communities, working closely with other County Council services and partners to make sure that the service reaches those communities and individuals with the greatest needs. We will promote and deliver services more closely with other services in different settings such as Children's Centres and community centres.

In addition to services available in library buildings and via outreach, free online training resources will be available using the eLibrary to help support IT skills for work.

In and around Langney and Ore there are high levels of need. However, each of these communities is also served by a large town centre library (Eastbourne and Hastings) as well as another smaller library (Hampden Park and Hollington). The proximity of both libraries to alternative provision means that it is possible to meet needs in Langney and Ore through other libraries nearby.

In addition, however, we propose to deliver an outreach service for children and families in Langney from Shinewater Children's Centre and for children and families in Ore from the East Hastings Children's Centre, who are identified by the needs assessment as one of the groups the Library and Information Service is well placed to support.

How will any mitigation measures be monitored?

The number of customers attending targeted literacy and numeracy sessions in libraries will be monitored, as well as those delivered with other services in different settings such as Children's Centres and community centres.

4.9.3 Additional Factor 3: Rurality

a) How are these groups/factors reflected in the County/District/ Borough?

Table 23: Rurality, East Sussex and District (Percentage)

Rurality	East Sussex		Eastbourne		Hastings		Lewes		Rother		Wealden	
	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural
All people	74	26	100	0	100	0	77.1	22.9	47.7	52.3	55	45
0-15	74.2	25.8	100	0	100	0	76.5	23.5	44.1	55.9	56.4	43.6
16-64	74.5	25.5	100	0	100	0	77.5	22.5	45.4	54.6	54.9	45.1
65+	72.7	27.3	100	0	100	0	76.5	23.5	54.1	45.9	54.1	45.9

Source: 2011, Census, East Sussex in Figures

b) How is this group/factor reflected in the population of those impacted by the proposal, strategy or policy?

Table 24: Rurality, respondents to the Libraries Strategic Commissioning Strategy consultation compared to the population of East Sussex (Percentage)

Postcode analysis	LSCS consultation	East Sussex Population
Urban	53%	74%
Rural	27%	26%
Incomplete postcode/outside of East Sussex	5%	
No postcode given	15%	

27% of respondents to the consultation on our draft Strategy live in rural locations, comparable to the rurality of the county as a whole.

East Sussex libraries are located across rural and urban areas of the county. The closure of seven libraries includes libraries in both rural and urban areas alike and therefore it is likely that both urban and rural communities will be impacted. The closure of Mayfield, Ringmer and Pevensey Bay libraries, and the Northiam village library may have a disproportionate impact on rural communities as they are situated in rural areas. The location of the 88 Mobile Library stops are mainly in rural locations too and therefore the removal of the three weekly Mobile Library Service will affect mainly rural communities. In Appendix 4, Map a) shows the location of the current network of 24 libraries and 88 Mobile Library stops. Map b) shows the location of the 17 libraries included in the needs based library service.

In total, 5,757 customers are registered to Ringmer, Mayfield, Pevensey Bay and the Mobile Library, which represents 2.4% of total registered members (May 2017). A full breakdown of registered members is shown in table 2, in section 4.1 b).

c) Will people within these groups or affected by these factors be more affected by the proposal, policy or strategy than those in the general population who are not in those groups or affected by these factors?

The results of the consultation on our draft Strategy show that 22% of respondents (218 people) that live in rural locations would be affected by the proposals, compared to 24% of respondents (469 people) living in urban areas, see Appendix 6: Table 7. For both groups, not wanting to travel and being unable to travel to an alternative library were the main reasons given.

Some people in rural locations that currently walk to their nearest library or Mobile stop will be more affected than others if they do not have access to a car or public transport. However our research shows that car ownership in rural areas of the county is very high and due to the limited services available in some rural locations, it is likely that most residents regularly travel to other locations, for example for work or shopping and will therefore be able to choose to access an alternative library.

An analysis of where East Sussex library users live and which libraries they use shows that users do not necessarily visit their nearest library. This shows that there are other factors apart from travel time that influence decisions on which library to visit, and there may be a range of reasons behind this, including where people work, or combining a visit to the library with a trip for another purpose, such as shopping, a leisure activity or visiting friends and family. It may therefore be that someone living in a rural location travels to a library in an urban setting and vice versa dependent on their patterns of travel.

385 people that completed the consultation questionnaire (10% of respondents) used the Mobile Library Service. The removal of this service will affect mainly rural communities, particularly those people who currently walk to the Mobile Library and cannot access the service in any other way, for example via the eLibrary, due to lack of digital skills or technology, or a library building, due to mobility issues. 67% of the library customers registered to the Mobile Library (1,962 customers) only use the Mobile Library, although results from the consultation questionnaire show that only 29% of Mobile Library customers that completed the questionnaire would be unable to use the service in an alternative way.

The Mobile Library offers a three weekly service to 88 stops across the county. Each stop lasts between 15 minutes and 2 hours and 10 minutes, although mosts stops are for 20-30minutes. Four mobile stops (4.5%) had more than 20 customers on average per visit in 2016. These four stops were Westfield, Geary Place (21 customers), Groombridge, Village Hall (32 customers), Fairlight Cove, Shepherd's Way (35) and Ticehurst, Car Park (52 customers). Twelve stops (13.6%) had between 10 to 15 customers on average per visit, however at the majority of stops, the number of customers that access the mobile service is extremely low with 72 (81.8%) of the 88 stops having on average less than 10 customers per visit, in 2016. Of these 72 stops, 34 stops had between 0 and 5 customers on average per visit.

For those Mobile Library customers who are able to travel further to an alternative library building, 53 of the 88 Mobile Library stops (60.2%) are within a 10 minute drive of one of the 17 libraries. On average seven customers use the Mobile Library at each of these stops. 35 stops (39.7%) are within a 20 minute drive. On average five customers use the Mobile Library at each of these stops. By public transport, 82 of the 88 Mobile Library stop locations are served by public transport to an alternative library building, on a day when the closest alternative library is open, of which 76 have a journey time of 30 minutes or under. Six locations have journey times of more than 30 minutes by public transport, including Bodiam, Brede, Ditchling, Ewhurst Green, Hurst Green, and

Wivesfield. On average seven customers use the Mobile Library at each of these stops. From each of these locations it takes between 33 and 42 minutes by public transport to access a library within the network of 17.

In four locations currently served by the Mobile Library (Bodle Street Green, Chiddingly, Crowhust Blacksmith's Field and Fairwarp) there is no public bus service, due to lack of demand, within a short walk of the Mobile Library stop. On average five customers use the Mobile Library in each of these locations. In two locations currently served by the Mobile library (Arlington and Ripe) the public bus runs on days of the week when the closest alternative library, Hailsham, is closed. On average, five customers use the Mobile Library each visit in Arlington and 2 in Ripe. See Appendix 3.

The closure of Mayfield, Ringmer and Pevensy Bay libraries may disproportionately affect those in these rural areas if they currently only access one of these libraries and are not able to travel to other locations where there will continue to be a library or cannot access the eLibrary. Total registered members at these three libraries represents 1.22% of total registered members of the library service, see table 3 above. Users of these three libraries represent 14% of responses to the consultation questionnaire. 187 people (31%) of these respondents stated that they would be unable to access the service in an alternative way.

For those customers that can travel further to an alternative library, all three libraries are within a reasonable travel time of an alternative library by car or public transport, as shown in Appendix 3.

The Library and Information Service also supports Northiam Village Library, a volunteer led community book swap which offers a limited selection of books to the local community from 2pm to 4pm on Thursday and Saturday each week. 24 people who responded to the consultation questionnaire were users of this service. In the past year, a total of just under 1,000 people used the village library, around 83 visitors on average each month. We will not continue to deliver a supply of books to Northiam Village Library as part of the needs based library service. Off-peak journey times from Northiam Village Library to Rye Library are 28 minutes by public bus and 17 minutes by car.

d) What is the proposal, strategy or policy's impact on the factor or identified group?

For respondents to the consultation from rural areas, the main reason for being unable to continue to use the service was being unable to travel, or not wanting to travel, to an alternative library.

The impact of the withdrawal of the Mobile Library Service for some rural communities will be longer journey times, in order to access an alternative library building, for those customers that are able to do so. This will also be the case for customers that currently visit library buildings in the three rural locations that are not included in the future network, or use the village library in Northiam. This may mean that customers that use one of the rural libraries are likely to travel less frequently to an alternative library building that is further away, however for those customers that currently use the Mobile Library, this service works on a three-weekly cycle to each of the 88 Mobile Library stops.

A further potential impact for those in rural areas that will have to travel further to an alternative library may be the affordability of travel. Those that are not eligible for a concessionary bus or rail ticket may incur additional costs by travelling to a library further away. However the impact will be less for those who link their visit to a library with a trip for another purpose such as work or shopping, as mentioned above.

In addition to the cost of travel, for those customers who currently access services that will be discontinued, the reduced network of 17 libraries may mean that they have to walk further carrying books to an alternative library. This will only apply to those people that currently live in close proximity to one of these libraries or are currently able to park directly outside. Carrying heavy books further, particularly if combined with a shopping trip may be difficult for some people, particularly elderly residents. The Community Library Member card may support those unable to access an alternative library, if communities choose to take up this new membership option. In addition the click and collect service available through the eLibrary and the telephone renewal service mean that customers can visit libraries less frequently.

The results of the consultation have also highlighted that for some residents, particularly those aged 75 and over, a visit to the library is a source of social interaction and it is acknowledged that the closure of libraries, and the Mobile Library, may contribute to their feeling of social isolation alongside the closure of other rural services, if they are unable to travel further to an alternative library. The Community Library Membership category will enable individuals in communities to continue to run a book exchange in their area and support social interaction, if they wish to do so. The Home Library Service may also be a suitable alternative for some residents, or the support of friends and family that are able to access an alternative library building on their behalf.

For those people in rural locations that currently walk to the Mobile stop, or a rural library, that are unable to walk further to an alternative library, or travel by public transport or car, the impact may be that they would be unable to access library buildings in person and would be reliant on the eLibrary. 218 respondents from rural areas stated that they would be unable to access the future service and a lack of the digital skills required to access the eLibrary accounted for 22% of responses. These respondents would benefit from the Computer Buddy support available in libraries, which will be promoted in libraries prior to closure.

e) What actions are to/ or will be taken to avoid any negative impact or to better advance equality?

To consider the direct potential impact of those customers in rural locations that access the Mobile Library Service, or one of the seven libraries not included in the future network, an analysis has been undertaken of the drive times and public transport journey times from each location to the closest alternative library building that is included in the needs based library provision. Each of the seven libraries are within a 20 minute journey either by bus or train to an alternative library building, and within a 10 minute drive. 82 of the 88 Mobile Library stop locations are served by public transport to an alternative library building, on a day when the library is open, of which 76 have a journey time of under 30 minutes. This is detailed in Appendix 3. Northiam village library is a 28 minute journey by public bus to Rye library and a 17 minute drive from both Rye and Battle libraries.

In order to minimise any negative impact of the library closures and withdrawal of the Mobile Library service, the range of alternative provision available will be promoted at libraries and on the Mobile Library prior to the closures. Access to the Library and Information Service is not restricted to library buildings and the range of services offered through the library service will continue to be advertised via the County Council's website <https://www.eastsussex.gov.uk/libraries/>. We will also promote the service and what it can offer to specific groups via our outreach activities.

Development of the eLibrary has improved access to the Service, as explained in section 2.1 b) above. The eLibrary enables customers who have access to the internet to engage with the Library

and Information Service without visiting a library building. Customers can manage loans 24 hours a day between visits or access materials online without the need to visit a library.

Lack of digital skills and lack of access to a computer or mobile device was an important factor (41% of responses) highlighted in the consultation questionnaire by the 218 rural respondents unable to access the future service. Free internet access in libraries will continue in our network of 17 libraries and for those customers that lack the skills to use the eLibrary, we will continue to offer training in libraries led by staff and volunteers, as well as self-help training courses online. In addition, we will improve our promotion of the eLibrary and better promote how easy it is to use, including online videos on the Libraries website homepage, also advertised on our Facebook page and via posters in libraries, and via People's Network screens. Free bookmarks will also be available in libraries for customers to take away that give a step by step guide to using the eLibrary, with a link to the online video. We will also introduce online computer buddy support, whereby customers can remotely chat via the web with a volunteer to get advice on how to use the eLibrary.

The Home Library Service is a service whereby volunteers collect books and other materials from library buildings and drive them to the homes of eligible customers. The service currently has 186 volunteers who collect and distribute books and other lending materials to 159 library customers. All library customers who cannot get to a library due to ill-health, disability or caring responsibilities are eligible for the scheme and this will continue to be offered. To ensure current recipients of this scheme can continue to access the service, we will continue to work with our existing volunteers to put in place reasonable measures to support them to continue to volunteer with us. If our existing volunteers are unable to continue to work with us, customers will be matched with other volunteers. It is anticipated that if the proposals are implemented, there may be an increase in requests for the Home Library Service among older customers that due to very limited mobility may be unable to travel further to an alternative library. Extension of the Home Library Service is reliant on volunteer capacity and we will continue to advertise with leaflets in libraries, on the East Sussex website (<https://www.eastsussex.gov.uk/libraries/activities-and-events/library-volunteers/roles/homelibraryservice/>), on the Do-It.org website (<https://do-it.org/>) and in Volunteer Centres around the county, including in Eastbourne and Uckfield to encourage more volunteers to come forward to support this service. In addition some current volunteers are waiting to be matched with customers. The proposals outlined in the Libraries Strategic Commissioning Strategy include improvements to the Home Library Service, by working more closely with Adult Social Care and Health as well as Community and Voluntary Sector Partners, including Making Every Contact Count training for volunteers, as described above. Through the consultation questionnaire, a number of members of the public have expressed an interest in volunteering to support this service.

The Home Library Service is a self-referral service and therefore an individual or representative must request this scheme in order for a suitable volunteer to be found. If customers that currently access one of the libraries not included in the future network are eligible for the Home Library Service, there may be a gap in their access to the service if their referral is not made in advance of the library closure. Wherever possible, eligible customers will be made aware of the scheme in advance of the proposals taking effect to allow time for a suitable volunteer to be found.

Rural communities may benefit from the new membership category, the Community Library Member, that will be introduced. This will mean that recognised members of a community, for example a member of a Town or Parish Council or someone assigned on their behalf would be issued with a library card that would enable them to borrow a large number of items from the

library to make available within a community setting for a prolonged period of time. This will scheme will particularly support communities that were previously served by the Mobile Library service, Northiam Village Library or one of the seven library buildings that are unable to travel to an alternative library building, or independently access the eLibrary. We will write to all parish councils in East Sussex to make them aware of this new membership category. It will also be advertised to our existing customers via our e-newsletter. We are in contact with three rural communities that are interested in taking up this new membership scheme.

f) Provide details of the mitigation.

It is considered that the network of 17 libraries provides the majority of the county with access to library buildings within reasonable travel times by either public transport or car, as detailed in 2.1 (b) above.

In addition to the network of library buildings, the eLibrary is another way in which customers can access the Library and Information Service, and can enable customers to travel less often to a library building. Customers can manage loans 24 hours a day between visits or access materials online without the need to visit a library. Advice and training on how to use the eLibrary will continue to be offered to customers of those libraries not included in the future network prior to closure. In addition advice will be offered on the Mobile Library regarding how to access the eLibrary as well as promotion of free training sessions available at library buildings.

A book drop facility will be provided at each of the 17 libraries, so that loaned items can be returned even if the library is closed, meaning that people will not be fined for later returns if they are unable to visit the library so frequently due to having further to travel.

For those customers who will be unable to access one of the remaining library buildings due to mobility issues, illness or their caring responsibilities the Home Library Service would be considered a reasonable alternative way of accessing the Library Service. 146 respondents to the consultation questionnaire have expressed an interest in becoming a volunteer and some of our existing volunteers are waiting to be matched with suitable customers. 73% (425 individuals) of housebound customers do not currently choose to use the Home Library Service and access the library service in other ways, including friends and family members accessing the service on their behalf. Libraries will continue to allow friends and family members to borrow books on behalf of others, to support those customers that are unable to visit a library themselves, but choose not to take up the Home Library Service.

The new Community Library Membership category, as described above will also support rural communities who choose to take up this scheme and we will write to all parish councils in East Sussex to make them aware of this new membership category. It will also be advertised to our existing customers via our e-newsletter. We are in contact with three rural communities that are interested in taking up this new membership scheme.

g) How will any mitigation measures be monitored?

Visitor numbers to library buildings and the eLibrary will continue to be monitored, before and after changes are implemented to track changes in usage patterns for those from rural communities. In addition, take up of the Home Library Service will be monitored, as well as the number of housebound customers that choose not to register for the Home Library Service to monitor levels of informal community support. We will also monitor take up of IT training and support in libraries, as well as the new Community Library membership category.

4.10 Human rights- Human rights place all public authorities – under an obligation to treat you with fairness, equality, dignity, respect and autonomy. **Please look at the table below to consider if your proposal, policy or strategy may potentially interfere with a human right.**

Articles	
A2	Right to life (e.g. pain relief, suicide prevention)
A3	Prohibition of torture, inhuman or degrading treatment (service users unable to consent, dignity of living circumstances)
A4	Prohibition of slavery and forced labour (e.g. safeguarding vulnerable adults)
A5	Right to liberty and security (financial abuse)
A6 &7	Rights to a fair trial; and no punishment without law (e.g. staff tribunals)
A8	Right to respect for private and family life, home and correspondence (e.g. confidentiality, access to family)
A9	Freedom of thought, conscience and religion (e.g. sacred space, culturally appropriate approaches)
A10	Freedom of expression (whistle-blowing policies)
A11	Freedom of assembly and association (e.g. recognition of trade unions)
A12	Right to marry and found a family (e.g. fertility, pregnancy)
Protocols	
P1.A1	Protection of property (service users property/belongings)
P1.A2	Right to education (e.g. access to learning, accessible information)
P1.A3	Right to free elections (Elected Members)

Part 5 – Conclusions and recommendations for decision makers

5.1 Summarise how this proposal/policy/strategy will show due regard for the three aims of the general duty across all the protected characteristics and ESCC additional groups.

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010;
- Advance equality of opportunity between people from different groups
- Foster good relations between people from different groups

5.2 Impact assessment outcome Based on the analysis of the impact in part four please mark below ('X') with a summary of your recommendation.

X	Outcome of impact assessment	Please explain your answer fully.
X	A No major change – Your analysis demonstrates that the policy/strategy is robust and the evidence shows no potential for discrimination and that you have taken all appropriate opportunities to advance equality and foster good relations between groups.	<p>Our proposals are based on a detailed assessment of needs in East Sussex which has outlined where and how the library service can best meet identified needs in the County, whilst continuing to meet the statutory duty to provide a comprehensive and efficient Library Service.</p> <p>A 12-week consultation has been undertaken and all comments and feedback received have been considered prior to revising our proposals</p> <p>We are confident that reasonable steps have been taken to ensure the demographics of protected groups have been considered among existing library customers and among those that completed the recent consultation questionnaire on our draft Strategy, as well as the views of those that wrote to us during the period of public consultation.</p> <p>This final EqIA has identified the groups most likely to be disadvantaged as a result of the proposals and has helped to identify a number of measures that could be put in place to reduce the negative impact of the proposals on these</p>
	B Adjust the policy/strategy – This involves taking steps to remove barriers or to better advance equality. It can mean introducing measures to mitigate the potential effect.	
	C Continue the policy/strategy - This means adopting your proposals, despite any adverse effect or missed opportunities to advance equality, provided you have satisfied yourself that it does not unlawfully discriminate	
	D Stop and remove the policy/strategy – If there are adverse effects that are not justified and cannot be mitigated, you will want to consider stopping the policy/strategy altogether. If a policy/strategy shows unlawful discrimination it <i>must</i> be removed or changed.	

		<p>groups.</p> <p>Identified mitigation will need to be part of any changes taken forward</p> <p>The public consultation has had a positive impact on all groups as in itself it has promoted the range of ways that individuals can engage with the Library and Information Service, that extend beyond library buildings.</p>
--	--	---

5.3 What equality monitoring, evaluation, review systems have been set up to carry out regular checks on the effects of the proposal, strategy or policy?

The Library and Information Service will undertake equality monitoring of the changes proposed through the Libraries Strategic Commissioning Strategy by monitoring visitor data related to each aspect of the service, including visitor numbers to the needs based library network, take up of training and targeted outreach services for adults and children, as well as use of the eLibrary.

In addition, library service complaints arising from the proposed changes will be kept under review at 3 monthly intervals for a period of 12 months. The results of library user surveys will be used to monitor whether there is any evidence of adverse impact of the changes on service users, including the three yearly PLUS survey.

5.6 When will the amended proposal, strategy or policy be reviewed?

The Libraries Strategic Commissioning Strategy covers a period of five years from 2018/19 to 2022/23. Subject to agreement by Cabinet, implementation would start from 1 April 2018 and a full implementation plan would be developed as part of the business planning process for the Library and Information Service. The seven identified libraries and the Mobile Library Service would close at the end of business on Saturday 5 May 2018, to provide time for customers to be informed of the changes and to be provided with information on alternative library services that are available to them.

Date completed:	January 2018	Signed by (person completing)	Katherine Emery
		Role of person completing	Project Manager – Strategic Commissioning, Library and Information Service
Date:	January 2018	Signed by (Manager)	Stephen Potter

Part 6 – Equality impact assessment action plan

If this will be filled in at a later date when proposals have been decided please tick here and fill in the summary report.

The table below should be completed using the information from the equality impact assessment to produce an action plan for the implementation of the proposals to:

1. Lower the negative impact, and/or
2. Ensure that the negative impact is legal under anti-discriminatory law, and/or
3. Provide an opportunity to promote equality, equal opportunity and improve relations within equality target groups, i.e. increase the positive impact
4. **If no actions fill in separate summary sheet.**

Please ensure that you update your service/business plan within the equality objectives/targets and actions identified below:

Area for improvement	Changes proposed	Lead Manager	Timescale	Resource implications	Where incorporated/flagged? (e.g. business plan/strategic plan/steering group/DMT)

(a) 6.1 Accepted Risk

From your analysis please identify any risks not addressed giving reasons and how this has been highlighted within your Directorate:

Area of Risk	Type of Risk? (Legal, Moral, Financial)	Can this be addressed at a later date? (e.g. next financial year/through a business case)	Where flagged? (e.g. business plan/strategic plan/steering group/DMT)	Lead Manager	Date resolved (if applicable)

List of Appendices

Appendix 1 – Maps showing access to the future network of 17 libraries (public transport, car, walking)

Appendix 2 – Age of registered members at all libraries

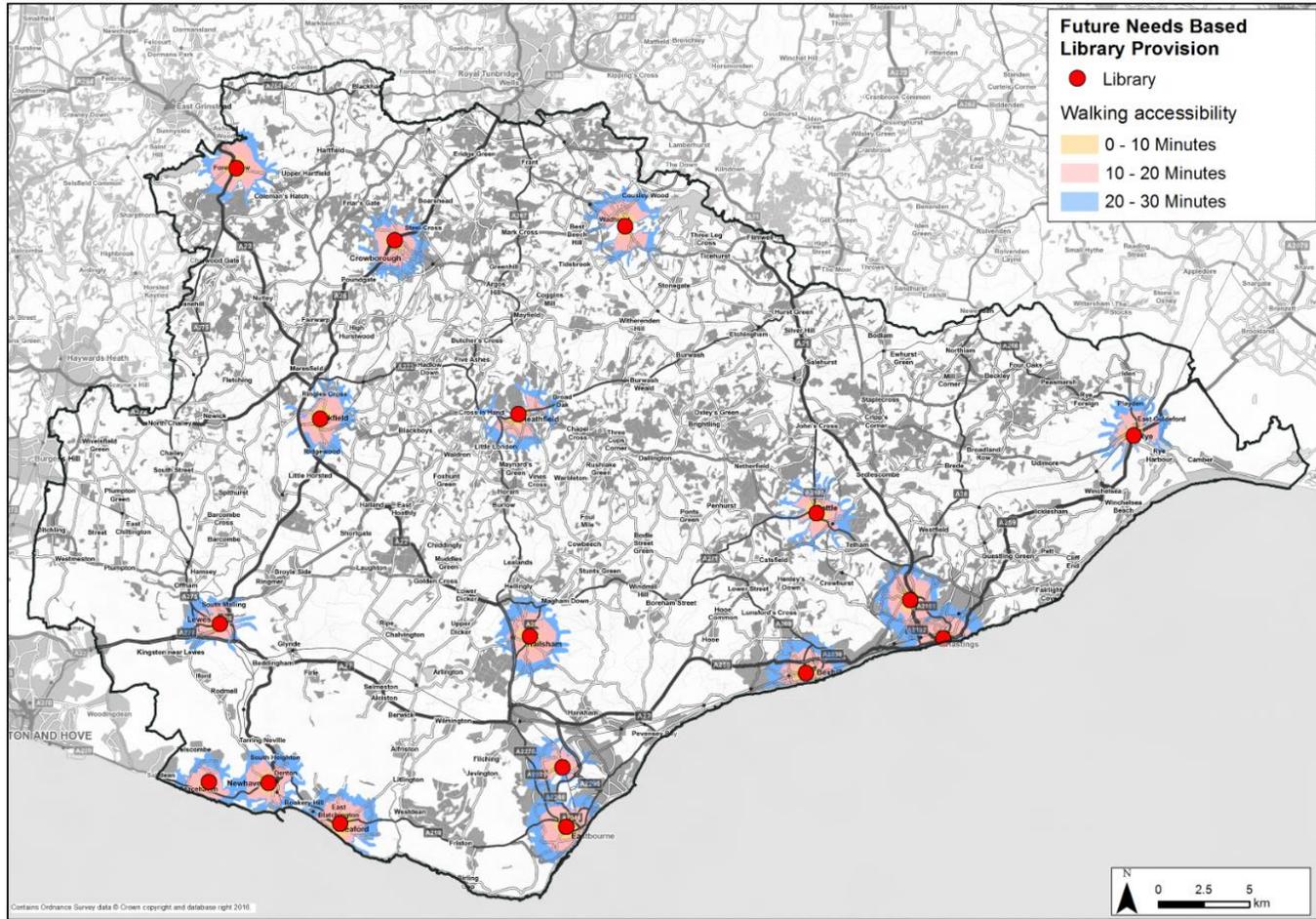
Appendix 3 – Journey times to alternative libraries (table includes registered and active members at each of the seven libraries, plus average number of visitors per Mobile Library stop)

Appendix 4 – Maps showing a) the current network of libraries including Mobile Librarys, b) future network of 17 libraries

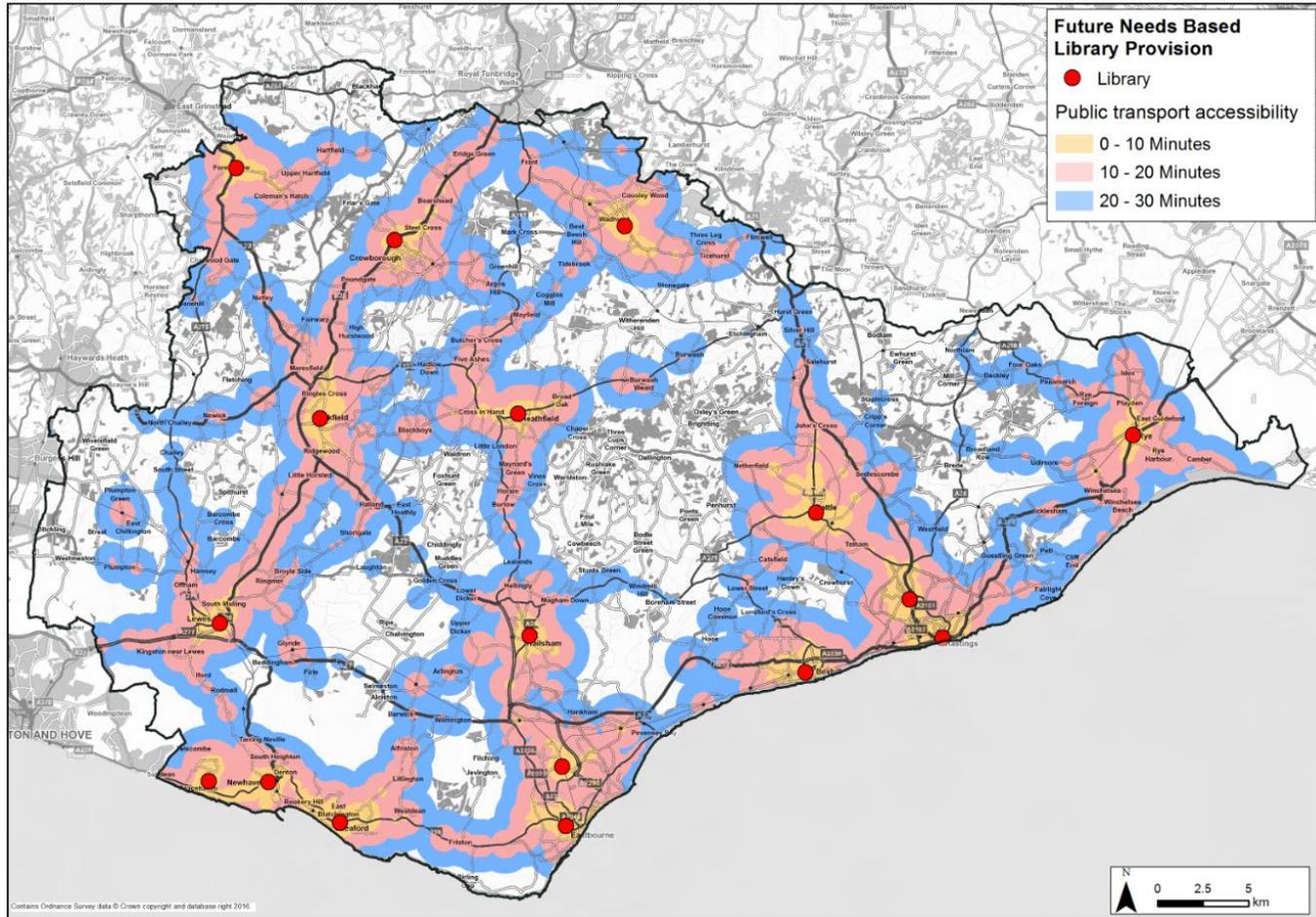
Appendix 5 – Population accessibility for the future network of 17 libraries

Appendix 6 – Breakdown per protected characteristic of those respondents that would be unable to use the service in an alternative way

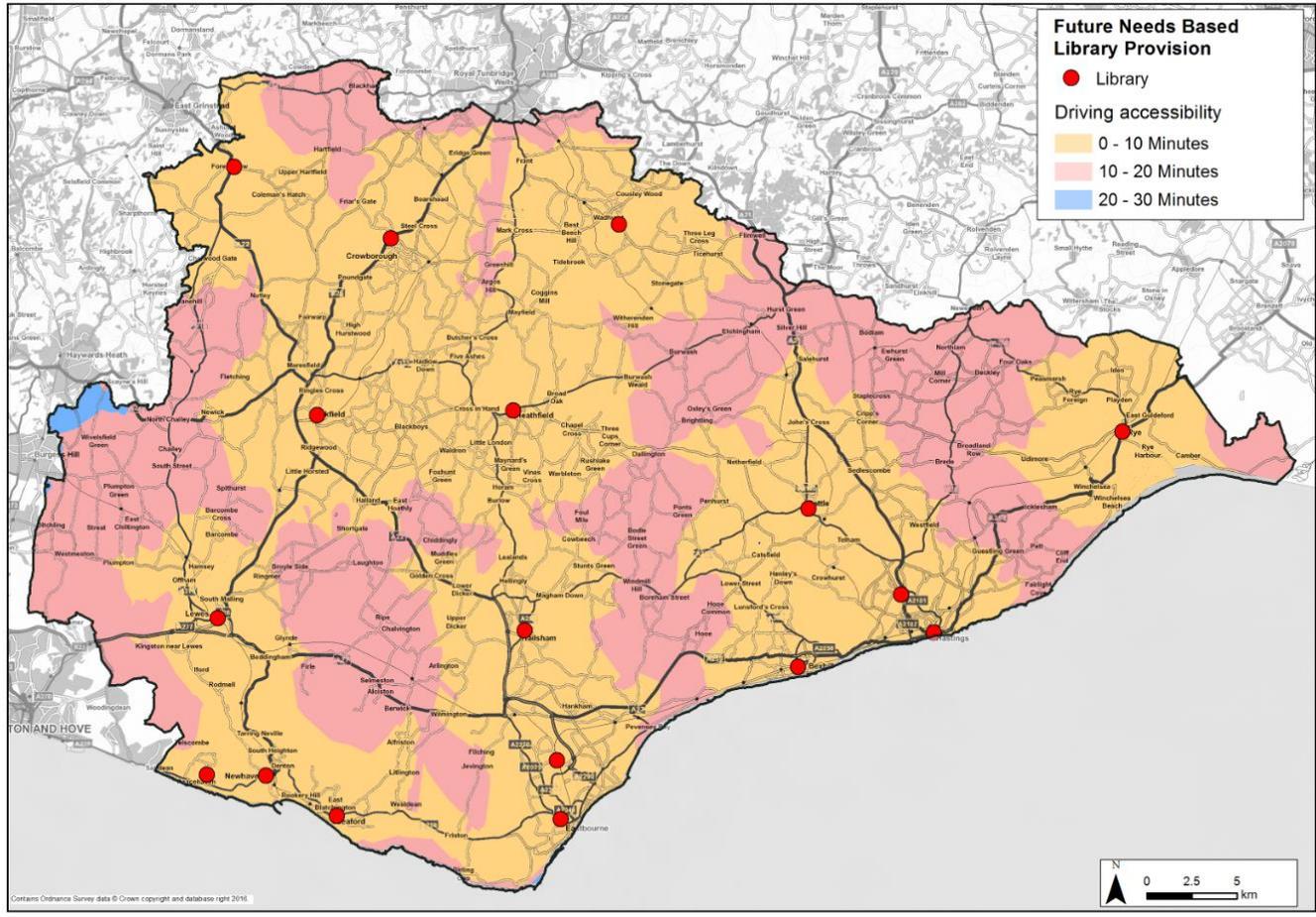
Appendix 1. Map a) Walking accessibility –future network



Appendix 1. Map b) Public transport accessibility - future network



Appendix 1 Map c) Driving accessibility - future network



Equality Impact Assessment

Appendix 2 – Table 1 - Age of registered members at all libraries

Age Range	0 - 4	5 - 8	9 - 12	13 - 15	16 - 24	25 - 44	45 – 64	65 - 74	75 or over	No DOB	Total :
Total registered members (all ESCC libraries)	9,513	17,440	19,367	15,070	18,688	37,323	31,611	17,266	11,387	53,894	231,559
BAT	294	547	714	531	604	1090	1189	686	425	761	6,841
BEX	682	1326	1335	1105	1381	2242	2245	1548	1124	6882	19,870
CRO	472	1049	1182	866	1002	1738	1594	924	551	2527	11,905
EAS	1507	2303	2376	1888	4160	8229	5323	2451	1575	12781	42,593
FOR	57	176	249	192	82	329	358	192	114	180	1,929
HAI	485	940	1020	794	875	1794	1330	731	499	1846	10,314
HAM	281	538	597	593	482	727	552	285	215	1011	5,281
HAS	1243	1925	2069	1454	1979	4174	3132	1282	603	7770	25,631
HEA	358	635	760	615	612	1281	1447	844	585	975	8,112
HOL	242	584	734	503	485	1062	652	272	182	588	5,304
LAN	270	631	638	514	486	898	743	477	397	1091	6,145
LEW	577	1189	1391	1159	1644	3315	3231	1317	703	3253	17,779
MAY	50	69	91	55	42	82	88	53	36	114	680
MOBILE	122	165	220	152	144	141	186	352	354	1092	2,928
NEW	307	615	620	446	556	1475	1163	518	368	499	6,567
ORE	145	375	433	312	283	440	345	154	117	570	3,174
PEA	430	838	877	700	748	2028	1702	950	734	1375	10,382
PEV	80	77	156	131	103	102	155	132	84	663	1,683
POL	185	394	437	218	187	453	373	305	246	1082	3,880
RIN	30	41	37	19	9	40	50	64	81	95	466
RYE	284	537	648	482	468	716	929	640	289	2864	7,857
SEA	633	914	947	765	1077	2397	2481	1811	1316	2259	14,600
UCK	567	1136	1316	1099	953	2045	1728	866	505	2634	12,849
WAD	102	253	305	286	143	301	388	189	134	335	2,436
WIL	110	183	215	191	183	224	227	223	150	647	2,353

Table 2 - Gender of library customers

	Female	Male
Battle	71%	29%
Bexhill	65%	35%
Crowborough	65%	35%
Eastbourne	58%	42%
Forest Row	79%	21%
Hailsham	72%	28%
Hampden Park	67%	33%
Hastings	50%	50%
Hollington	68%	32%
Langney	75%	25%
Lewes	63%	37%
Mayfield	64%	36%
Mobile Library	76%	24%
N.haven	63%	37%
Ore	63%	37%
Peacehaven	66%	34%
Pevensey Bay*	63%	37%
Polegate	70%	30%
Ringmer	76%	24%
Rye	60%	40%
Seaford	66%	34%
Uckfield	67%	33%
Wadhurst	81%	19%
Willingdon	72%	28%

*Pevensey Bay library was closed during the 2015 PLUS survey. Table shows 2012 PLUS survey results for this library.

Table 3 - Percentage of adult library customers with disabilities or other conditions

	None / not applicable	Mobility	Hearing	Eyesight	Dexterity	Learning disability	Mental health problem	Other
Battle	78%	7%	10%	2%	3%	2%	1%	2%
Bexhill	67%	15%	13%	4%	5%	2%	3%	3%
Crowborough	78%	11%	5%	2%	4%	1%	4%	2%
Eastbourne	69%	11%	8%	3%	4%	2%	9%	5%
Forest Row	68%	9%	5%	5%	7%	2%	4%	2%
Hailsham	71%	12%	10%	3%	5%	1%	5%	3%
Hampden Park	66%	15%	9%	3%	7%	1%	5%	2%
Hastings	66%	12%	8%	3%	5%	5%	10%	4%
Hollington	67%	16%	10%	2%	8%	4%	7%	4%
Langney	63%	18%	13%	6%	7%	2%	7%	4%
Lewes	80%	5%	5%	2%	3%	3%	3%	3%
Mayfield	83%	4%	9%	4%	9%	4%	4%	9%
Mobile Library	59%	23%	17%	7%	9%	2%	3%	5%
Newhaven	70%	12%	4%	3%	4%	3%	7%	3%
Ore	64%	19%	7%	6%	8%	2%	12%	7%
Peacehaven	67%	16%	9%	3%	5%	1%	6%	0%
Pevensey Bay*	76%	11%	10%	1%	2%	1%	2%	5%
Polegate	67%	14%	11%	4%	7%	0%	4%	2%
Ringmer	69%	8%	16%	3%	3%	2%	3%	3%
Rye	75%	7%	9%	4%	3%	2%	2%	3%
Seaford	69%	13%	10%	3%	6%	2%	6%	3%
Uckfield	78%	7%	9%	3%	3%	2%	3%	2%
Wadhurst	83%	4%	5%	1%	0%	3%	1%	1%
Willingdon	76%	9%	11%	3%	5%	1%	3%	6%

*Pevensey Bay library was closed during the 2015 PLUS survey. Table shows 2012 PLUS survey results for this library.

Appendix 3 – Journey times to alternative libraries (table includes registered and active members at each of the seven libraries, plus average number of visitors per Mobile Library stop)

Library	Registered members	Active users	Nearest alternative library (by public transport)	Public transport journey time	Route	Nearest alternative library (by car)	Car journey time
Langney	6,201	1,609	Eastbourne Hampden Park	20 or 30 minutes to Eastbourne 16 minutes to Hampden Park	1,1A,1X, twice an hour, and The Loop, up to 12 times per hour, to Eastbourne The Loop, up to 3 journeys per hour, to Hampden Park	Hampden Park	4 minutes
Mayfield	686	219	Heathfield	12 minutes	251/252, up to 2 journeys per hour	Heathfield	9 minutes
Ore	3,223	747	Hastings	18 minutes	2, 22A, 28, 100, 101, 7 journeys per hour in total	Hastings	6 minutes
Pevensey Bay	1,712	473	Eastbourne	20 minutes	99, up to 3 journeys per hour	Hampden Park	11 minutes
Polegate	3,916	1,434	Eastbourne Hailsham	33 minutes to Eastbourne 12 minutes to Hailsham 7 to 10 minutes	51, 54, 98, up to 4 journeys per hour, to Eastbourne or Hailsham	Hailsham	7 minutes

Equality Impact Assessment

Library	Registered members	Active users	Nearest alternative library (by public transport)	Public transport journey time	Route	Nearest alternative library (by car)	Car journey time
				by train to Eastbourne	Train, up to four journeys per hour, to Eastbourne		
Ringmer	474	228	Lewes	10 minutes	28, up to 2 journeys per hour	Lewes	9 minutes
Willingdon	2,384	810	Eastbourne	18 minutes	51, 54, 98, up to 4 journeys per hour	Hampden Park	6 minutes

Page 242

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Alfriston, Deans Road	8	Seaford	10 minutes	Service 126	Seaford	8 minutes
Arlington, Village Hall	5	Hailsham	14 minutes	Service 42 (Wednesday only, when library is closed)	Hailsham	9 minutes
Ashburnham, Church Road	4	Battle	15 minutes	Service B79	Battle	10 minutes
Barcombe, Weald View	8	Lewes	20 minutes	Service 122	Lewes	10 minutes
Beckley, Village Hall	9	Rye	20 minutes	Service 313	Rye	13 minutes
Bells Yew Green,	2	Wadhurst	19 minutes	Service 256	Wadhurst	9 minutes

Equality Impact Assessment

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Rushlye Close						
Berwick, Village Hall	0	Seaford (Eastbourne and Lewes)	32 minutes (9 to 14 minutes by train)	Service 40 (or train to Eastbourne or Lewes)	Seaford	12 minutes
Bexhill, Cowdray Park	12	Bexhill	20 minutes	Service 94 or 96	Bexhill	7 minutes
Blackboys, Mount Pleasant	9	Uckfield	15 minutes	Service 231	Heathfield	8 minutes
Bodiam, Levetts Lane	1	Hastings	42 minutes	Service 349	Battle	15 minutes
Bodle Street Green, Village Hall	6	Uckfield	15 minutes, Community Transport	No public bus due to lack of demand. Community transport available, upon request	Hailsham	13 minutes
Brede, Village Hall	7	Hastings	33 minutes	Service 2	Hollington	13 minutes
Brightling, Village Hall	6	Battle	12 minutes	Service 225	Battle	11 minutes
Broad Oak, Brede, Reedswood Road	9	Rye	20 minutes	Service 326	Rye	13 minutes
Burwash Weald, Scout Hall	8	Heathfield	14 minutes	Service 231	Heathfield	8 minutes
Burwash, Christ the King	6	Heathfield	19 minutes	Service 231	Heathfield	12 minutes
Burwash, Rother View	6	Heathfield	22 minutes	Service 231	Wadhurst	12 minutes
Buxted, Buxted Court,	5	Uckfield	24 minutes	Service 248	Uckfield	7 minutes

Equality Impact Assessment

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Gordon Road						
Camber, Castle Public House	3	Rye	26 minutes	Service 100 or 101	Rye	9 minutes
Catsfield, Village Hall	5	Battle	15 minutes	Service 95	Battle	5 minutes
Chailey, Markstakes Corner	7	Lewes	26 minutes	Service 121	Lewes	13 minutes
Chelwood Gate, Village Hall	9	Forest Row	8 minutes	Service 270	Forest Row	8 minutes
Chiddingly, School	6	Uckfield	15 minutes, Community Transport	No public bus due to lack of demand. Community transport available upon request	Hailsham	10 minutes
Cooksbridge, Little Mead	5	Lewes	12 minutes	Service 121 or 122	Lewes	7 minutes
Cripps Corner, Northside Yard	3	Hastings	30 minutes	Service 349	Battle	9 minutes
Crowhurst, Blacksmith's Field	1	Hastings	25 minutes, Community Transport	No public bus due to lack of demand and train station is not within walking distance. Community Transport available upon request	Hollington	8 minutes
Crowhurst, Station Car Park	0	Hastings	13 minutes	Train No public bus due to lack of demand. Community Transport	Hollington	10 minutes

Equality Impact Assessment

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
				available upon request		
Dallington, Village Hall	11	Uckfield	27 minutes	Service 249	Heathfield	11 minutes
Danehill, Oak Tree Cottages	1	Forest Row	20 minutes	Service 270	Forest Row	10 minutes
Deanland, Mobile Home Park	13	Hailsham	20 minutes	Service 143	Hailsham	11 minutes
Ditchling, Dumbrell's Court	9	Lewes	42 minutes	Service 167	Lewes	16 minutes
East Dean, Village Hall	13	Eastbourne	12 minutes	Service 12/12X	Eastbourne	8 minutes
East Hoathly, Church	8	Uckfield	15 minutes	Service 54	Uckfield	11 minutes
Etchingham, Village Hall	15	Heathfield	21 minutes	Service 231	Battle	15 minutes
Ewhurst, Village Street	4	Hastings	36 minutes	Service 349	Battle	14 minutes
Fairlight Cove, Shepherd's Way	35	Rye (or Hastings)	15 minutes (or 20 minutes)	Service 101	Hastings	12 minutes
Fairwarp, Foresters Arms	6	Uckfield	15 minutes, Community Transport	No public bus due to lack of demand. Community transport available upon request	Crowborough	8 minutes
Firle, opposite Post Office	8	Lewes	16 minutes	Service 125	Lewes	9 minutes
Flimwell, opposite Longbranch	3	Wadhurst	19 minutes	Service 254	Wadhurst	10 minutes
Framfield, Beckett's Way	5	Uckfield	9 minutes	Service 231	Uckfield	5 minutes

Equality Impact Assessment

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Framfield, Framelle Mount	1	Uckfield	10 minutes	Service 231	Uckfield	5 minutes
Frant, Village Hall	8	Wadhurst	13 minutes	Service 254	Wadhurst	9 minutes
Groombridge, The Ridge	6	Forest Row	22 minutes	Service 291	Crowborough	10 minutes
Groombridge, Village Hall	32	Forest Row	23 minutes	Service 291	Crowborough	10 minutes
Hailsham East, Community Centre	3	Hailsham	12 minutes	Service H1	Hailsham	4 minutes
Hartfield, Castle Fields	6	Forest Row	12 minutes	Service 291	Forest Row	10 minutes
Herstmonceux, Ridgeway	6	Hailsham	18 minutes	Service 98	Hailsham	10 minutes
Hooe, opposite Denbigh Court	9	Bexhill	20 minutes	Service 97	Bexhill	11 minutes
Horam, Horebeech Lane	12	Heathfield	18 minutes	Service 51	Heathfield	7 minutes
Hurst Green, Village Hall	6	Wadhurst	35 minutes	Service 254	Battle	12 minutes
Icklesham, Old Post Office	6	Rye	14 minutes	Service 100	Rye	10 minutes
Iden, Village Hall	3	Rye	8 minutes	Service 312	Rye	6 minutes
Laughton, School	2	Lewes	21 minutes	Service 143	Hailsham	12 minutes
Maresfield, Village Hall	2	Uckfield	9 minutes	Service 31	Uckfield	6 minutes
Mark Cross, Mark Cross Inn	4	Heathfield	19 minutes	Service 251	Wadhurst	7 minutes

Equality Impact Assessment

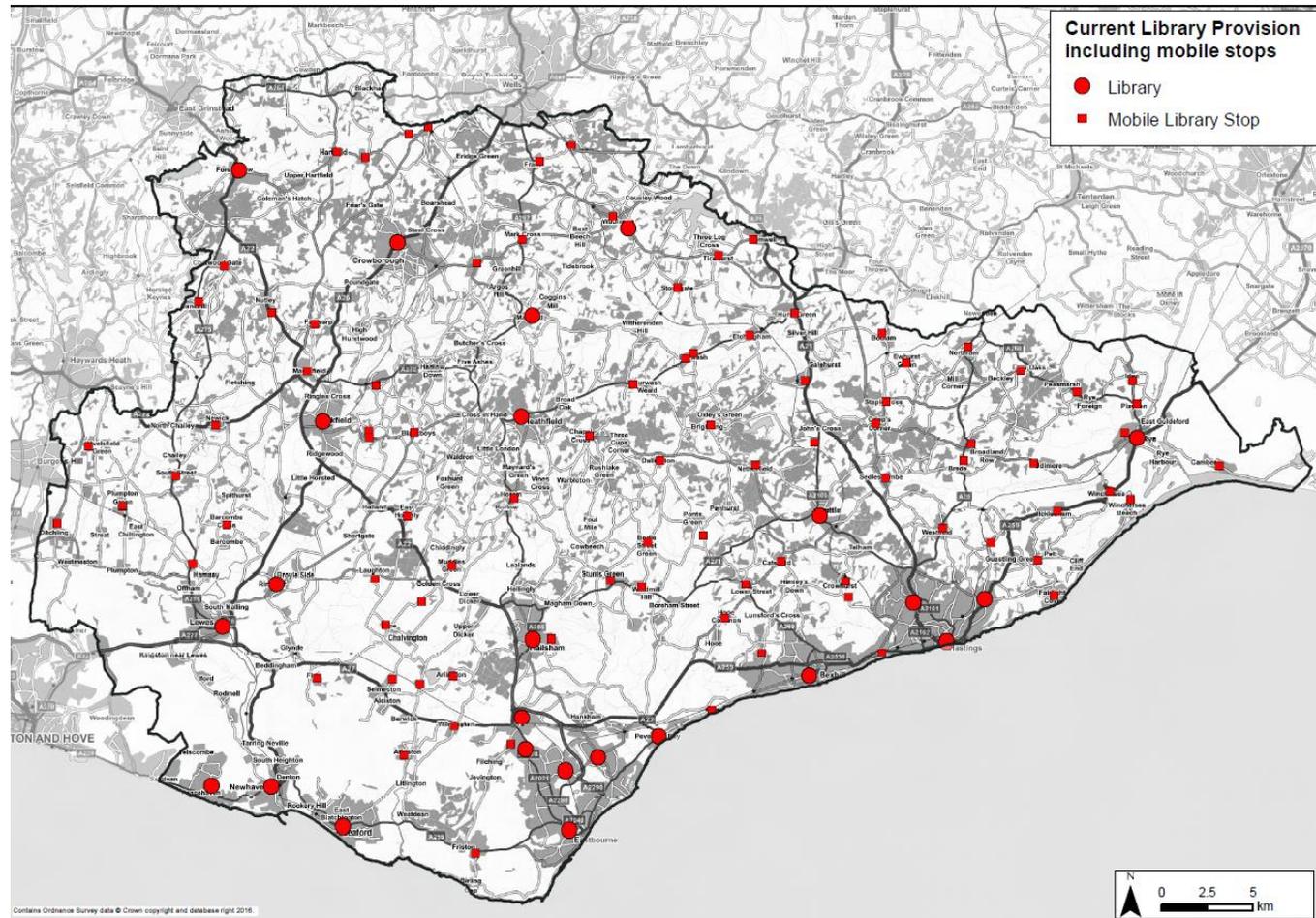
Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Mountfield, Hoath Hill	4	Battle	9 minutes	Services B71-B75	Battle	5 minutes
Netherfield, Netherfield Stores	4	Battle	9 minutes	Service 225/B72/B74/B75	Battle	7 minutes
Newick, South Rough	8	Uckfield	18 minutes	Service 31	Uckfield	10 minutes
Ninfield, Downsview	10	Bexhill	19 minutes	Service 98	Battle	8 minutes
Normans Bay, Caravan Park	12	Bexhill	9 minutes	Train No public bus due to lack of demand	Bexhill	10 minutes
Northiam, Station Road, opposite The Paddock	5	Rye	22 minutes	Service 313	Rye	17 minutes
Nutley, Fords Green layby	6	Uckfield	14 minutes	Service 261	Uckfield	11 minutes
Peasmarsh, Memorial Hall	6	Rye	9 minutes	Service 313	Rye	8 minutes
Pett, Church of England	14	Hastings	25 minutes	Service 347	Hastings	11 minutes
Playden, Poppyfields	1	Rye	7 minutes	Service 312 or 313	Rye	5 minutes
Plumpton, Village Hall	6	Heathfield	8 minutes	Service 225	Lewes	14 minutes
Punnetts Town, opposite the School	2	Heathfield	8 minutes	Service 225	Heathfield	5 minutes
Ripe, opposite Lamb Inn	2	Hailsham	19 minutes	Service 42 (Wednesdays only, when library is closed)	Hailsham	13 minutes

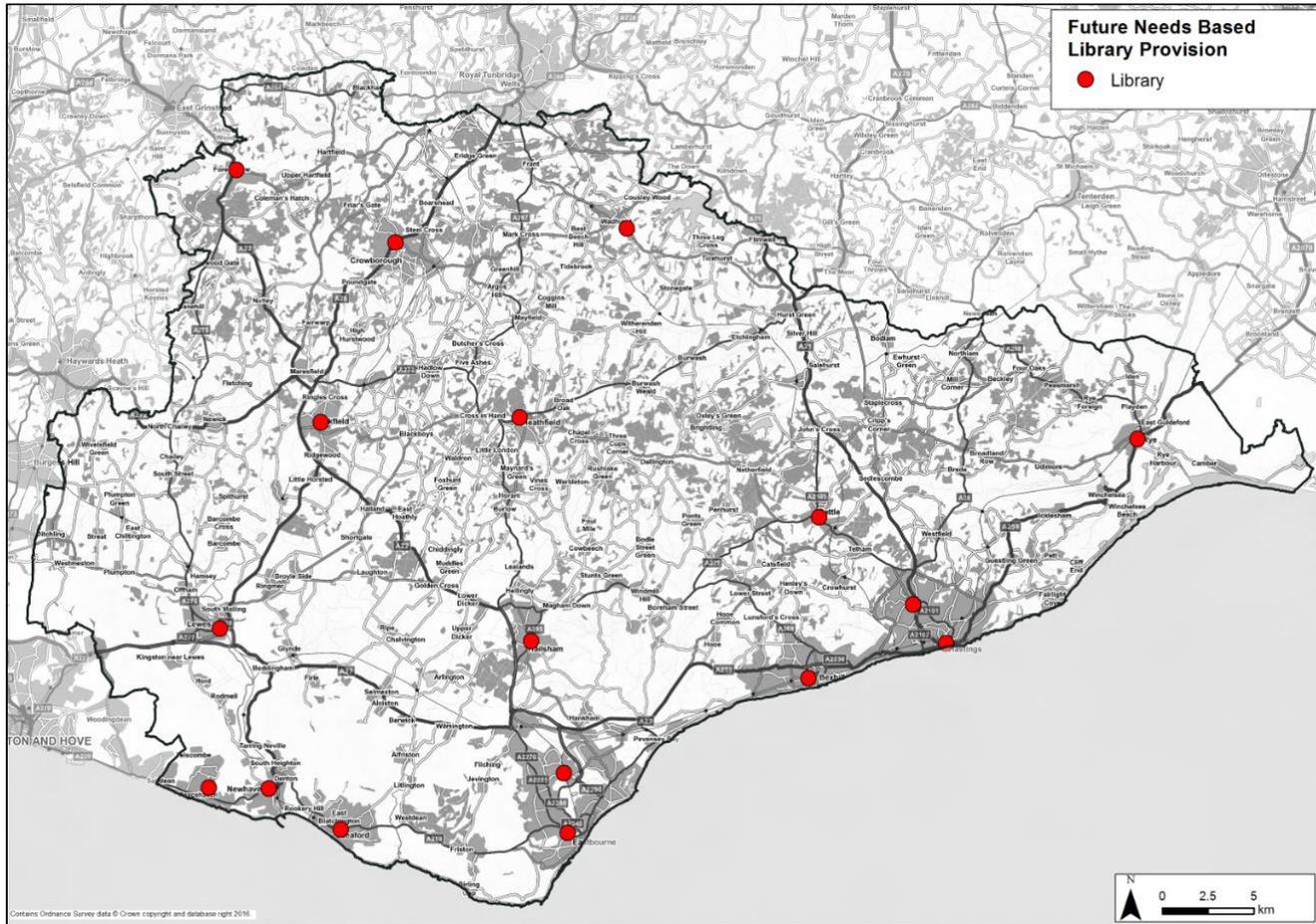
Equality Impact Assessment

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Robertsbridge, near George Inn	7	Battle	16 minutes	Service 304 or 305	Battle	8 minutes
Rotherfield, The School	6	Crowborough	12 minutes	Service 224/225/226	Crowborough	8 minutes
Rye, Tilling Green	2	Rye	5 minutes	Service 326	Rye	3 minutes
Sedlescombe, Park Shaw	15	Hastings	25 minutes	Service 349	Battle	7 minutes
Selmeston, Village Hall	6	Lewes	19 minutes	Service 125	Polegate	11 minutes
St Leonards, Bulverhythe Road	4	Hastings	15 minutes	Service 98 or 99	Hollington	7 minutes
Staplecross, Cricketers Field	2	Hollington	25 minutes	Service 349	Battle	11 minutes
Stonegate, Village Hall	10	Battle	16 minutes	Train No public bus due to lack of demand.	Wadhurst	6 minutes
Three Oaks, Village Hall	7	Rye	10 minutes	Train No public bus due to lack of demand.	Hollington	10 minutes
Ticehurst, Car Park	52	Wadhurst	16 minutes	Service 254	Wadhurst	6 minutes
Udimore, Village Hall	8	Rye	15 minutes	Service 326	Rye	9 minutes
Wadhurst, Durgates	2	Wadhurst	6 minutes	No public bus due to lack of demand. Service 254 is a 5 minute walk and then a 6 minute journey to Wadhurst	Wadhurst	2 minutes
Wannock, Village Hall	7	Eastbourne	23 minutes	Service 125 or 143	Hampden Park	8 minutes

Equality Impact Assessment

Mobile Library stop	Average number of visitors per stop	Next nearest library (by public transport)	Public transport journey time	Route	Next nearest library (by car)	Car journey time
Westfield, Geary Place	21	Hastings	28 minutes	Service 2	Hollington	8 minutes
Wilmington, Ades Field	2	Eastbourne	30 minutes	Service 125	Polegate	5 minutes
Winchelsea Beach, opposite Windmill Way	6	Rye	11 minutes	Service 101	Rye	7 minutes
Winchelsea, Castle Street	7	Rye	9 minutes	Service 100	Rye	5 minutes
Windmill Hill, Hurst Lane	7	Hailsham	21 minutes	Service 98	Hailsham	11 minutes
Withyham, Dorset Arms	4	Forest Row	16 minutes	Service 291	Crowborough	10 minutes
Wivelsfield Green, Village Hall	15	Lewes	33 minutes	Service 166	Uckfield	19 minutes





Equality Impact Assessment

Appendix 5 – Population accessibility for the future network of 17 libraries

Future network	Public Transport			Driving			Walking		
	0-10	10-20	20-30	0-10	10-20	20-30	0-10	10-20	20-30
Journey time in minutes	0-10	10-20	20-30	0-10	10-20	20-30	0-10	10-20	20-30
No. of residents within journey time	241,980	212,384	50,487	482,621	44,178	722	65,532	138,459	105,396
% of residents within journey time	45.9%	40.3%	9.6%	91.5%	8.4%	0.1%	12.4%	26.2%	20.0%
Cumulative totals									
Cumulative number	241,980	454,364	504,851	482,621	526,799	527,521	65,532	203,991	309,387
Cumulative %	45.9%	86.1%	95.7%	91.5%	99.9%	100.0%	12.4%	38.7%	58.6%
Compared to current network (incl. Mobile Library)									
% of the total population for the current network	72.1%	24.9%	2.4%	99.9%	0.1%	0.0%	22.7%	34.2%	30.4%
Cumulative % for the current network	72.1%	97.0%	99.4%	99.9%	100.0%	100.0%	22.7%	57.0%	87.4%

Page 252

Overall, the proposals mean that 95.7% of East Sussex residents will be able to get to a library within half an hour by public transport (bus or train) and 100.0% by car. The current network of 24 libraries enables 96.2% of the population to get to a library within half an hour by public transport and 100% by car. If current Mobile Library stops are included, 99.4% are currently able to get to a library within half an hour by public transport and 100% by car.

The proposals mean that 86.1% of the population will be within a 20 minute journey time by public transport and 99.9% within a 20 minute journey by car. There will, therefore, continue to be a very high level of accessibility to a library within a reasonable travel time of 20 to 25 minutes by either mode. This compares with 89.1% by public transport and 99.9% by car for the current network of 24 libraries or 97% by public transport and 100% by car if current Mobile Library stops are included.

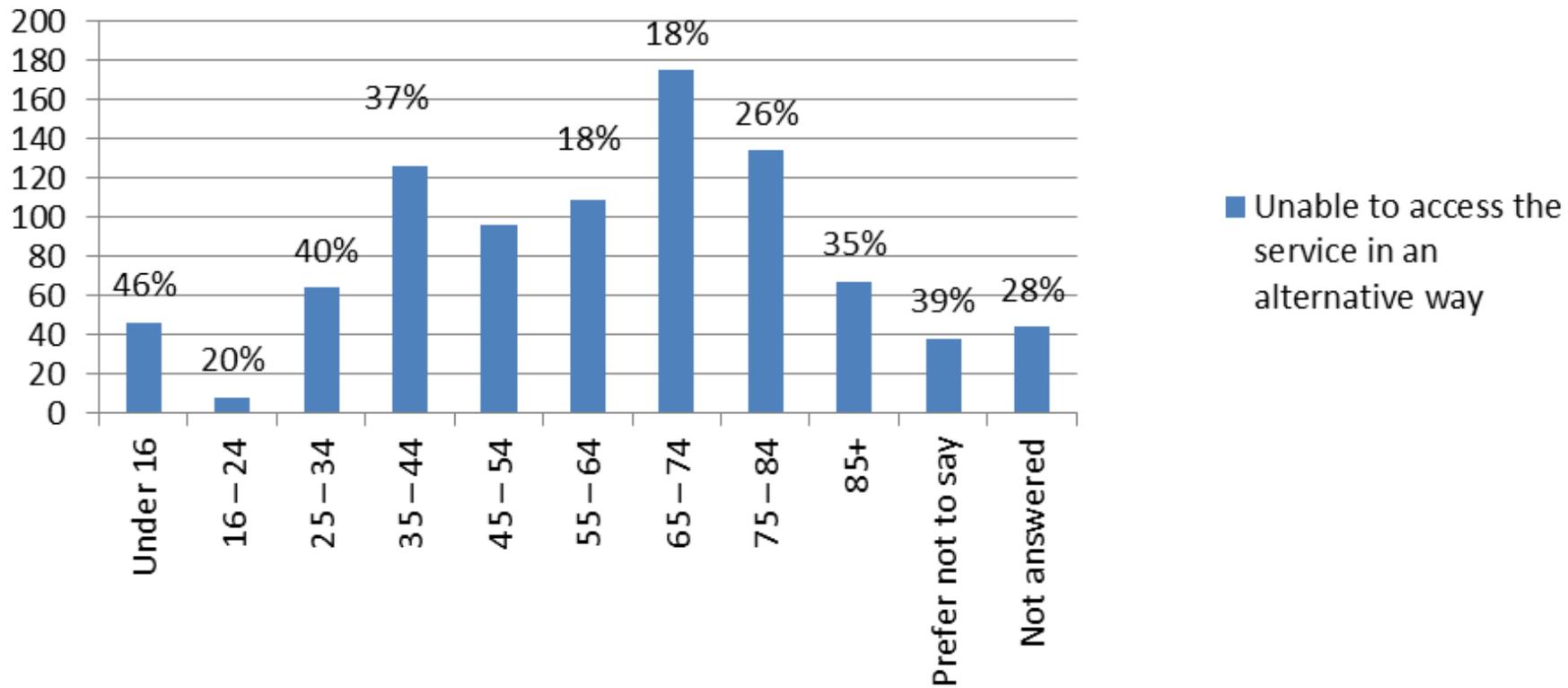
Equality Impact Assessment

The largest impact will be on those walking to libraries. The current network of 24 libraries and Mobile Library stops enables 87.4% of the population to walk to a library within half an hour. Without Mobile Library stops, currently 75.3% of the population are able to walk to a library within half an hour. 58.6% of the population will still be able to walk to a library within half an hour with the network of 17 libraries and without the Mobile Library.

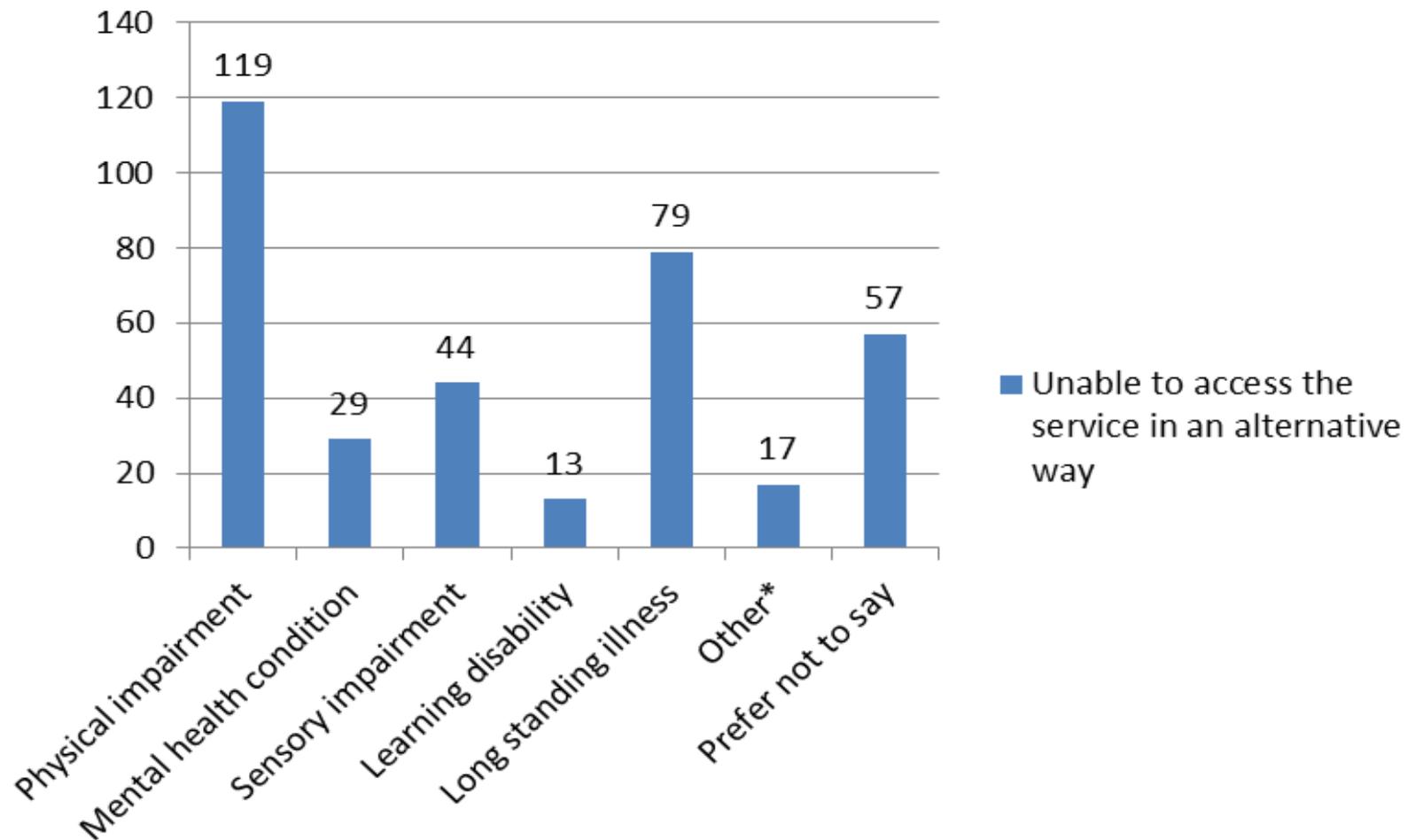
The current network of 24 libraries and Mobile Library stops enables 57.0% of the population to walk to a library within 20 minutes and 22.7% within 10 minutes. Without Mobile Library stops, currently 48.6% of the population are able to walk to a library within 20 minutes and 16.3% within 10 minutes. 38.7% will still be able to walk to a library within 20 minutes and 12.4% within 10 minutes, with the network of 17 libraries and without the Mobile Library.

The analysis presents journey times to a library of the whole population of East Sussex, not only library users, to travel to a library. This is necessary in order to assess the ability of the service to meet the terms of the statutory duty to provide a comprehensive and efficient library service. It also based on an assumption that people will travel to the nearest library to their home. We know, from data on library users' home postcodes and where they have borrowed materials from, that this is not necessarily the case.

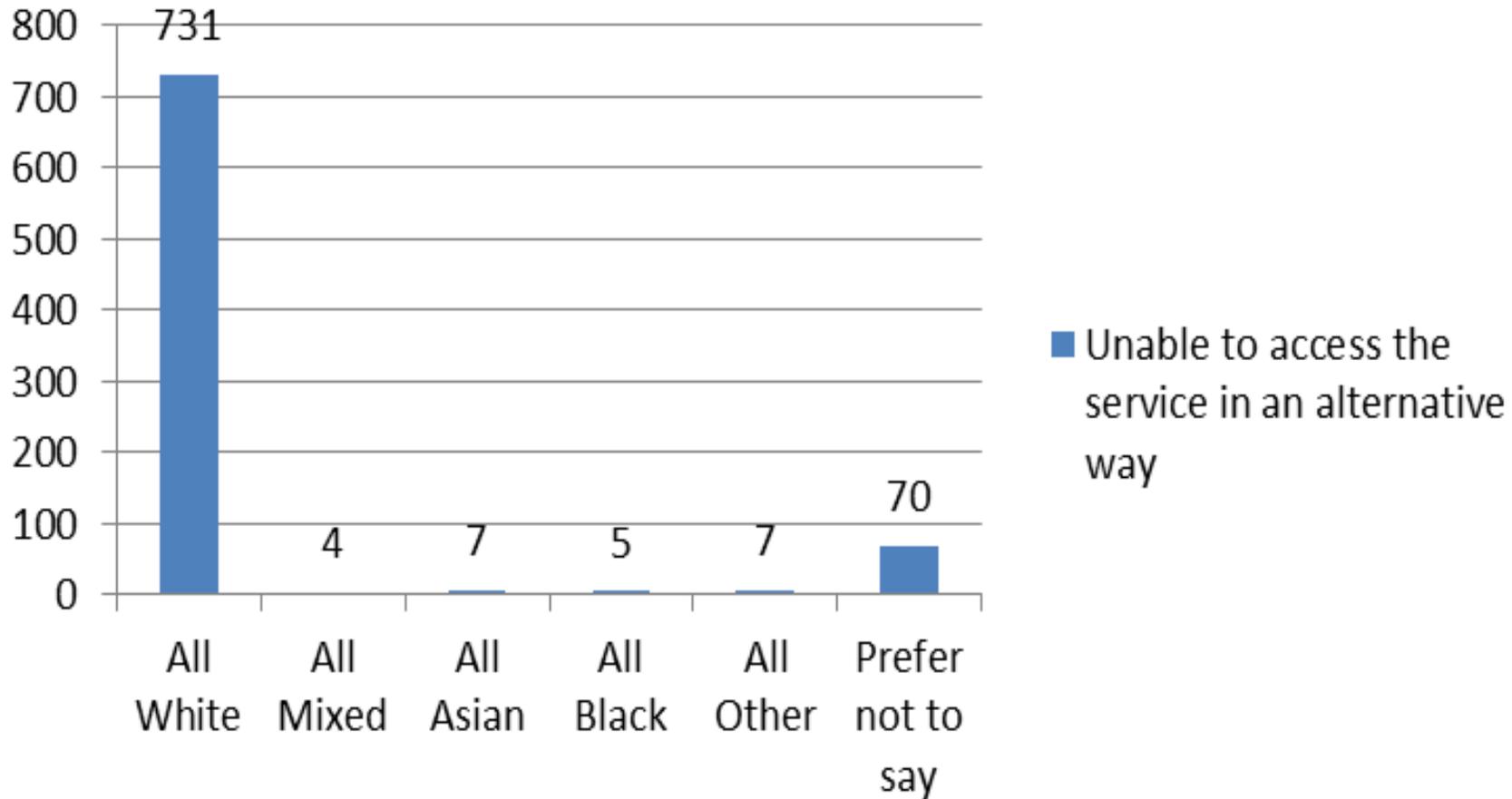
Respondents stating they would be unable to access the service in an alternative way, by age



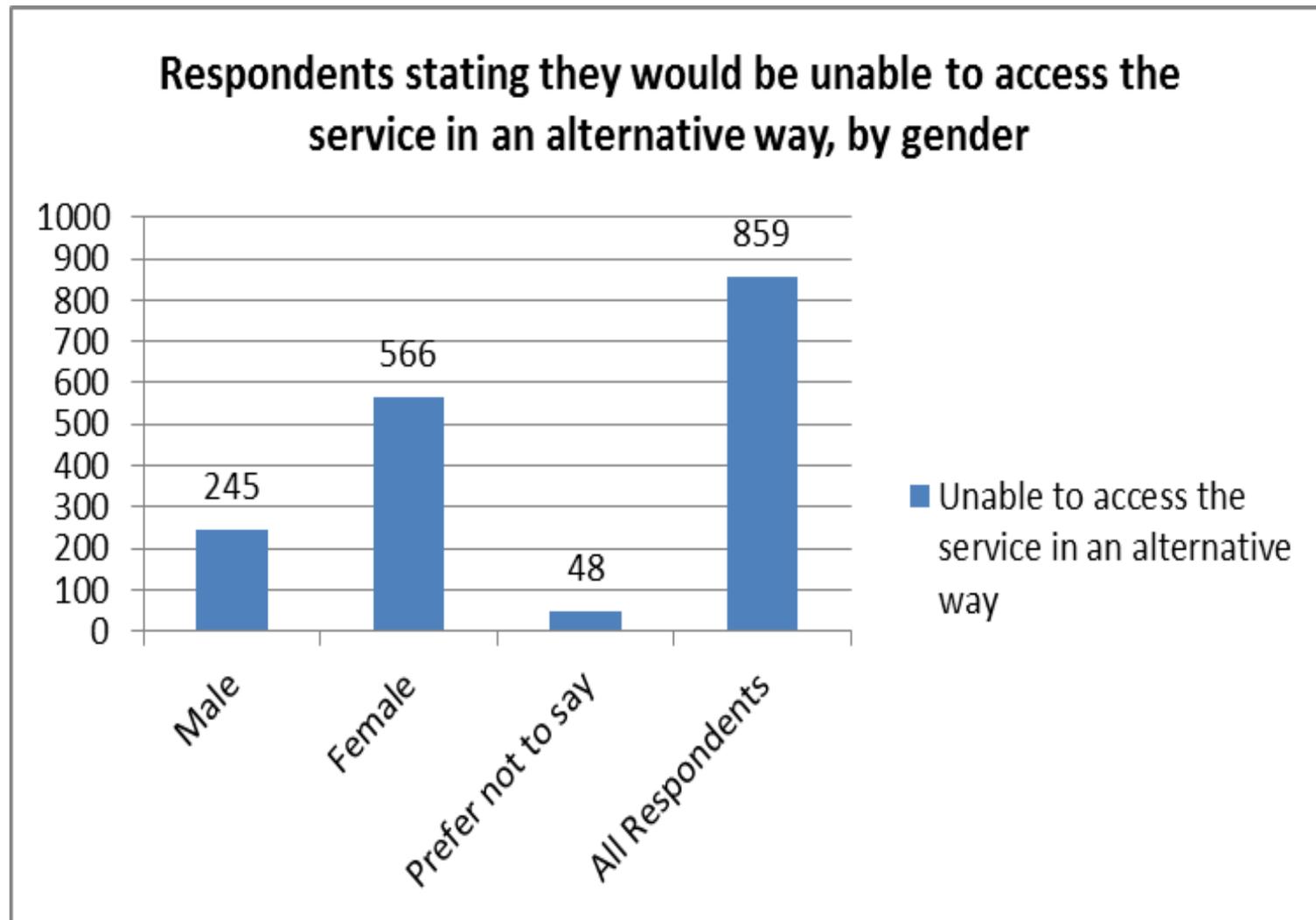
Respondents stating they would be unable to access the service in an alternative way, by disability



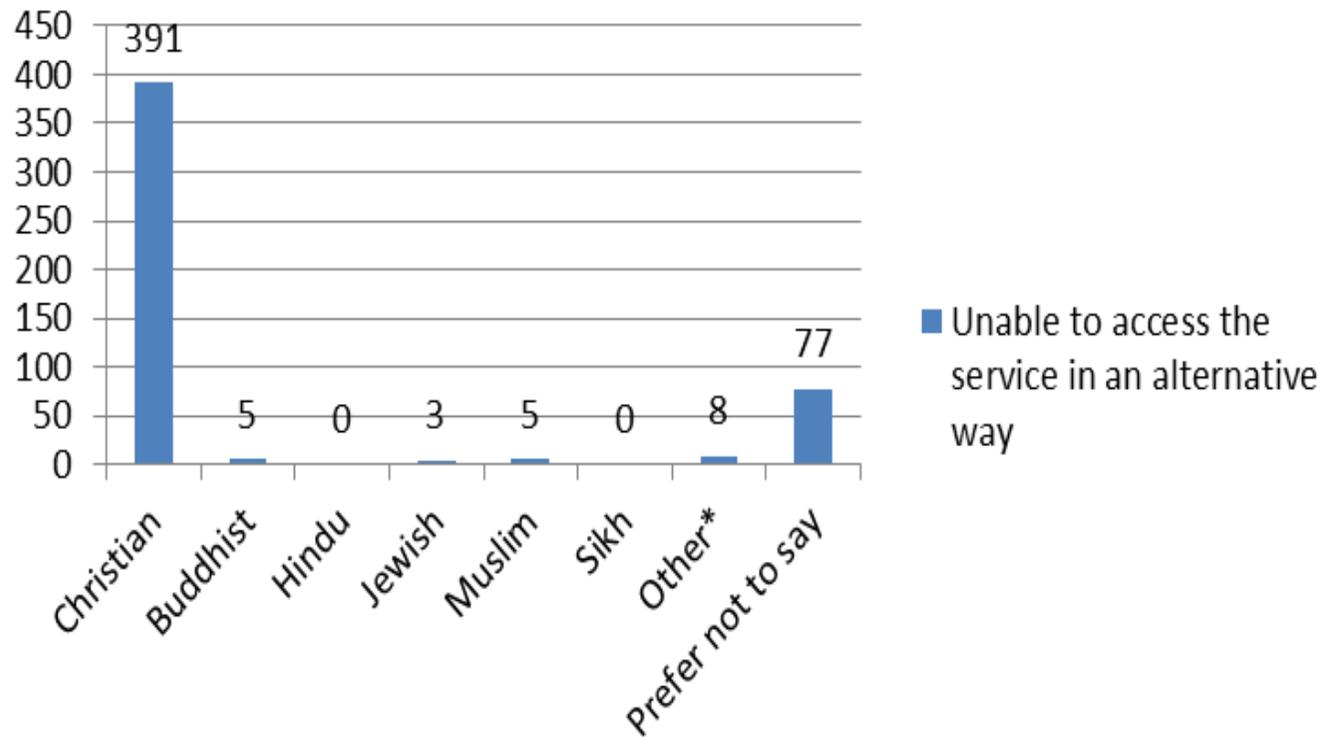
Respondents stating they would be unable to access the service in an alternative way, by ethnicity



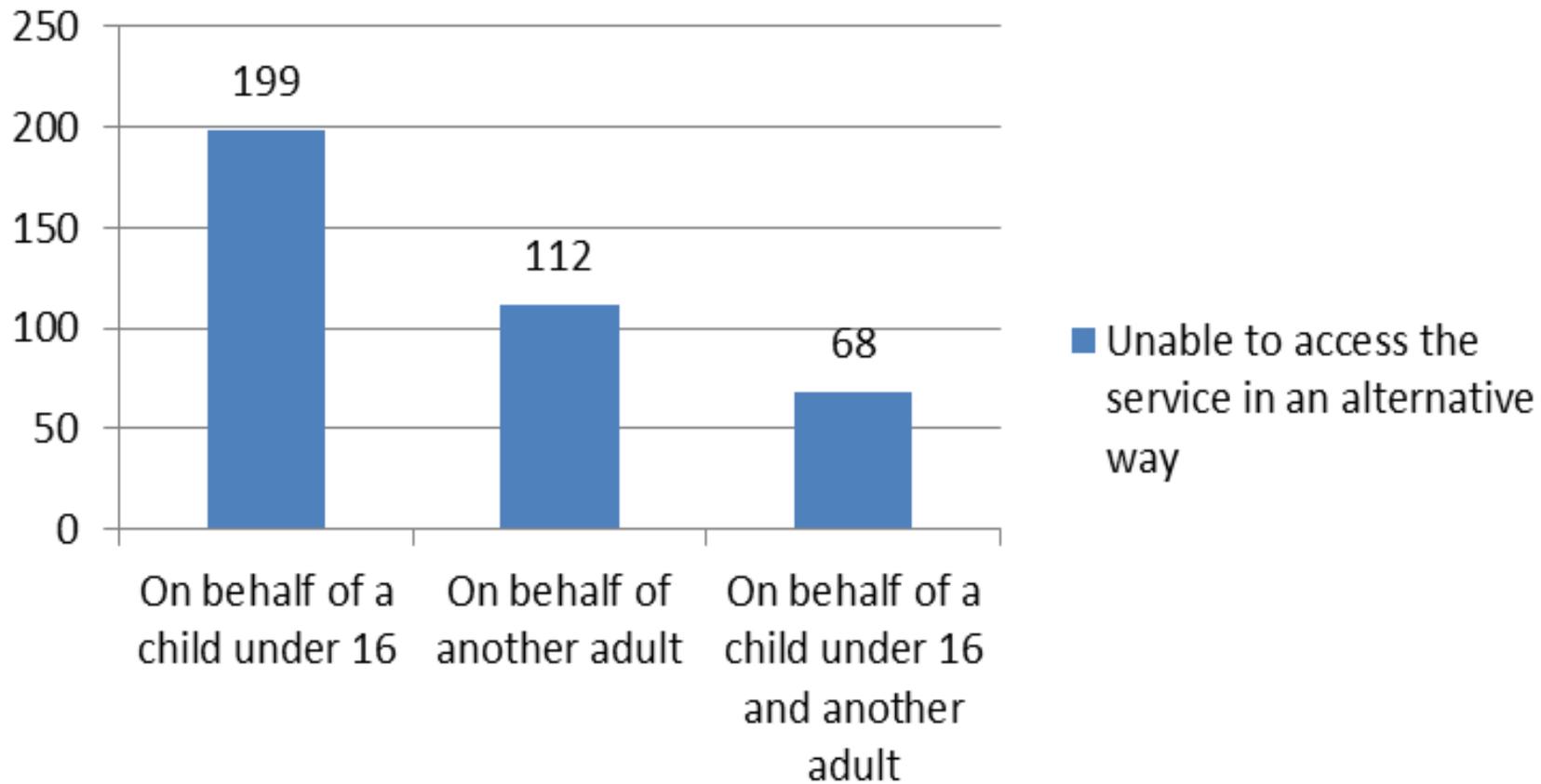
Appendix 6: Table 4



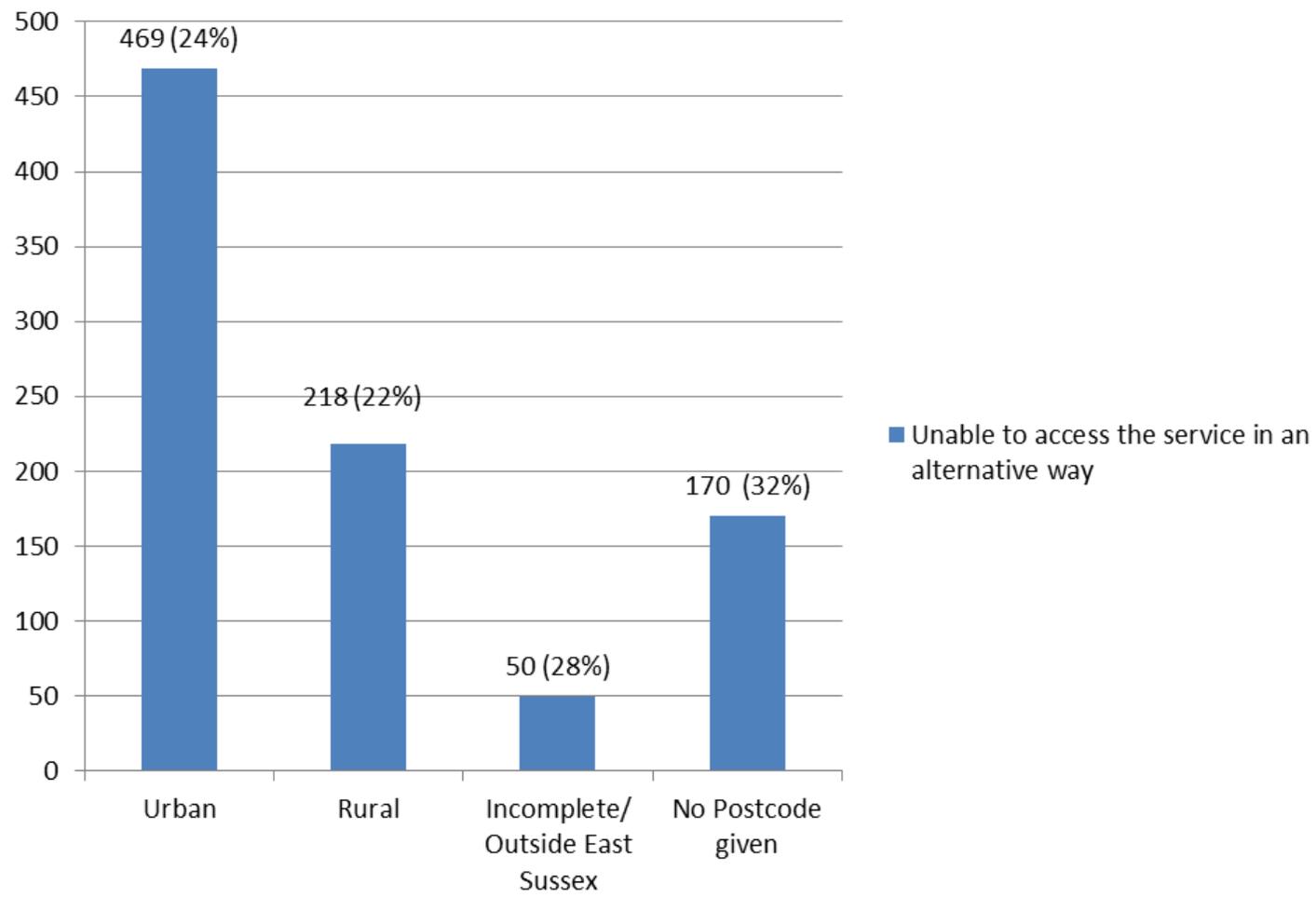
Respondents stating they would be unable to access the service in an alternative way, by religion



Respondents stating they would be unable to access the service in an alternative way, carers



Respondents stating they would be unable to access the service in an alternative way, by area type



Analysis of "Other" responses to Question 5 of the consultation questionnaire: "

Written Responses and Codes

Code Reference

No.	Comment themes (matters directly related to Q5)	Quantity
1	Don't want to travel to other libraries, or consider it too difficult (for reasons not covered by codes 16-19)	181
2	Poor, expensive parking at the other libraries	119
3	People who are disabled or elderly will find it hard to use other libraries	113
4	Unable/difficult to travel to other libraries due to financial issues	101
5	Unable/difficult to travel to other libraries due to transport issues	87
5	People don't like e-books/the e-library and the choice of books it has	86
7	Unable/difficult to travel to other libraries due to mobility/disability issues	75
8	Children will be disadvantaged by shutting the libraries	65
9	People struggle to carry books on public transport to/from their homes	53
10	People don't have a computer/internet	44
11	People require help with technology	18
12	The other libraries don't offer the same services/books	12

Equality Impact Assessment

No.	Comment themes (other issues raised at this point)	Quantity
1	The proposals will have a negative impact on education, schools and literacy	48
2	Keep the Mobile Library	45
3	People make use of/want to start up clubs, groups and committees	26
4	Only financial effects have been considered, there are other ways to save/raise money, councillors get paid a lot/a pay rise and we pay council taxes	22
5	The current librarians/staff are friendly and helpful	11



Cabinet
6 March 2018
Appendix 6

Libraries Strategic Commissioning Strategy
Summary of Technical Appendices

Contents

1.	About the Technical Appendices	2
2.	National and Local Context	3
3.	Needs Assessment	6
4.	Service description and analysis	11
5.	Property Assessment	15
6.	Accessibility Analysis	17
7.	Gap analysis	21
8.	Delivery model initial options appraisal	23

1 About the Technical Appendices

- 1.1 In order to develop the draft Libraries Strategic Commissioning Strategy East Sussex County Council undertook and commissioned a wide range of research in order to establish a robust evidence base from which it can determine how best to deliver a proposed future needs based library service.
- 1.2 A needs based library service means a library service where we prioritise our resources towards the achievement of outcomes that will best meet the needs of those who live, work and study in East Sussex. In order to do that, we need to know what those needs are and in which communities (of both people and place) they are greatest. We need to understand how people are using the Library and Information Service, how that is changing, and what impact it might have on what we do in future.
- 1.3 Understanding need enables us to identify the outcomes which the Library and Information Service is well-placed to help achieve, either in its own right, or by working with others. We can then identify how well our current library service is able to achieve those outcomes, what things we should continue to do or do differently, whether there are completely new services and activities we should provide because they would help achieve the outcomes, and whether we should stop doing some things completely. We also need to consider if there are better ways of providing this needs based library service that would make it more likely to achieve its goals. This is the basis of the draft Libraries Strategic Commissioning Strategy.
- 1.4 All of the evidence that we used to develop the draft Libraries Strategic Commissioning Strategy is contained in seven Technical Appendices. This document provides a summary of the complete evidence base. The detail is contained in each Technical Appendix. The diagram below shows the seven Technical Appendices and their relationship to the draft Libraries Strategic Commissioning Strategy.

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2 Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1	Technical Appendix 2	Technical Appendix 3	Technical Appendix 4	Technical Appendix 5	Technical Appendix 6	Technical Appendix 7
National and Local Context	Needs Assessment	Service Description and Analysis	Property Assessment	Accessibility Analysis	Strategic Outcomes and Gap Analysis	Delivery Model Options Appraisal

2 National and Local Context

- 2.1 The draft Libraries Strategic Commissioning Strategy is the final part of a wider Libraries Transformation Programme that has been designed to deliver a modern and sustainable library service which prioritises the needs of those who live, work and study in East Sussex, and which is able to adapt to future needs. The Libraries Transformation Programme has a savings target of £2 million by the end of our current Medium Term Financial Plan period in 2018/19, part of East Sussex County Council's overall savings plans of between £70 and £90 million.
- 2.2 By the end of 2017/18 the Libraries Transformation Programme will have secured measures to deliver £1.25 million of the £2 million savings target, through reductions in management posts and cutting back office costs, spending on books and other materials to reflect changing demand and to bring East Sussex into line with other local authorities, and library opening hours which were cut by around 25% in 2016.
- 2.3 In developing the draft Libraries Strategic Commissioning Strategy we set out to identify up to £750,000 of further savings and income, by prioritising resources where the need for library services is greatest, whilst ensuring that we continue to deliver a comprehensive and efficient library service for the county. The draft Libraries Strategic Commissioning Strategy has identified savings of £653,000. This is approximately £100,000 less than the £750,000 savings target proposed, and overall, would equate to £1.903 million toward the total £2 million savings target. The draft Libraries Strategic Commissioning Strategy is considered to be the most appropriate strategy to prioritise resources in order to meet the needs which have been identified at the current time.
- 2.4 We have set out to identify the range of needs that the Library and Information Service may be well-placed to help meet, either on its own or in partnership with others, within the resources that are available. This includes the particular needs of different communities who face greater disadvantage than others, whether this is directly or indirectly. The draft Libraries Strategic Commissioning Strategy also takes into account our legal responsibilities for providing a library service that is 'comprehensive and efficient'. All library services must provide, by law, free reading materials available to borrow by anyone who lives, works or studies (full-time) in the local area. Apart from this requirement, it is for local decision how the library service best meets the duty to provide a 'comprehensive and efficient' service in practical terms, including how many libraries there are, where they are and when they are open and what each one offers.
- 2.5 The requirement to provide a 'comprehensive' library service does not mean that the Council has a duty to guarantee every individual resident access to any or all of the library services it provides at any cost. Rather, all residents

should have a reasonable ability to access library services using reasonable means, including access to services via the internet, taking into account constraints such as available resources.

- 2.6 The East Sussex Library and Information Service supports the County Council's four overarching priority outcomes of:
- sustainable economic growth
 - keeping vulnerable people safe
 - helping people help themselves
 - making best use of resources
- 2.7 Our Library and Information Services aim to support reading for pleasure and personal development, recognising also that literacy supports the local economy and people's ability to lead independent lives. We offer resources and personal support to help job seekers find work, increasingly via online searching and applications, and can help people identify and develop new skills and qualifications.
- 2.8 In our information age, where many materials and information resources have moved online, and as more commercial and public services have become digital, libraries provide free access to computers and to the internet to enable people to get online. Free internet access to computers and to the internet remains important. Some people are still excluded from the online world because of the cost of a broadband connection or mobile data package, or because they do not have the digital skills to use the internet.
- 2.9 The context to the development of the draft Libraries Strategic Commissioning Strategy is one in which fewer people are visiting libraries and borrowing books both nationwide and within East Sussex. Libraries remain a popular service, with 1.48 million visits to East Sussex libraries and 1.84 million items issued in 2016/17. However, both visits and issues have decreased by around 40% in the past ten years.
- 2.10 Widespread availability of affordable or free information and reading materials via the internet means a visit to the local library is no longer the only means of accessing information that it once was. The market for new and second hand books has become more competitive in the past fifteen to twenty years, and the development of the internet has also enabled a huge online marketplace to develop. At the same time, eBooks, eMagazines and eAudiobooks have developed which means people can access library services remotely.
- 2.11 Some people have argued that the usage of libraries has decreased because libraries have been closed or had their opening hours reduced. However, we know that, locally at least, that is not the case. In the period 2006/7 to 2015/16, when the number of East Sussex libraries open to the public remained the same, and before we made changes to library opening hours, there was a 29% decline in library visitors. In this same period we invested approximately £22m in new libraries and refurbished existing ones.

- 2.12 The Carnegie Trust found in a recent survey that 72% of people think that public libraries are important for communities whilst only 40% of people said that libraries were important to them personally. This raises the question of whether people's needs are increasingly being met elsewhere or whether people are unaware of the services that are available through library services that could be of benefit to them. When people in the same survey were asked what would encourage them to make more use of library services, the most frequent suggestion was to provide better information on what services are on offer. Among non-users the most popular improvement was 'providing other council services in library buildings'.
- 2.13 A key opportunity within the Libraries Strategic Commissioning Strategy, therefore, is to seek to ensure that the Library and Information Service provides clear information about what library services are on offer, how people can make the most of what is available to them and to help people choose to use libraries because they see clear benefits and positive outcomes from doing so. There is also an opportunity to explore whether providing other services in libraries would help meet people's needs better through a more 'joined-up' offer.

3 Needs Assessment

- 3.1 The Needs Assessment is a key element of the Libraries Strategic Commissioning Strategy. Its prime purpose is to provide a clear evidence-based review of needs, both met and unmet, that impact on the current and future provision of the Library and Information Service. If our understanding of residents' needs is incomplete then the design and delivery of services is unlikely to fully meet their needs or achieve the required outcomes.
- 3.2 There is a clear distinction between the need and the demand for services. Need is what people could benefit from (that is an effective intervention or service); demand is what people ask for. Strategic Commissioning is about prioritising need over demand and supply. This Needs Assessment, together with the other Technical Appendices, provides an evidence base which enables us, through the Libraries Strategic Commissioning Strategy, to prioritise our resources for library services towards the achievement of outcomes that will best meet the needs of those who live, work and study in East Sussex.
- 3.3 The Needs Assessment is framed around four Commissioning Themes, which reflect the Council's four overarching priority outcomes: driving economic growth; keeping vulnerable people safe; helping people help themselves; and making best use of resources. The Commissioning Themes are considered to represent the key areas of community need that the Library and Information Service may be best placed to meet or contribute towards, in support of the Council's priority outcomes. These Themes are:
- Reading and literacy
 - Economic development
 - Health and wellbeing
 - Digital exclusion
- 3.4 The process of undertaking a needs assessment is not an exact science. The Council has a duty under the Public Libraries and Museums Act 1964 to provide a "comprehensive and efficient" library service. If a library authority wishes to make changes to its library service, it must carry out an assessment of need which is informed by consultation, Equalities Impact Assessment and an assessment of relevant library service data, to ensure that the duty is met. The Act does not set out a statutory measure of need and there are no national guidelines that spell out what is or is not a need in terms of library services. It is also important to highlight that, in most cases, the Library and Information Service is not the primary provider of services to meet identified needs. The role of the Library and Information Service is largely indirect in support of other more targeted service providers.
- 3.5 The Needs Assessment has considered a wide range of potential indicators of needs, clustered around each Commissioning Theme that may be addressed by the Library and Information Service. These have been refined to select the indicators which best illustrate need and which are based on robust, publicly available data at a sufficiently detailed scale that meaningful evidence can be

gathered at a local level across the county. The Needs Assessment has considered how the identified needs vary across the county, and whether there are specific groups of people whose needs are currently not met. Invariably it is the relative differences, not the absolute values, between the level of needs identified that are of most use in identifying areas to target resources where needs are greatest.

- 3.6 East Sussex generally compares favourably with many other local authority areas on a number of measures of need. In the analysis undertaken for the Needs Assessment there was, for most indicators, little variation across the whole county. However, for some indicators there were stark variations, and these are noted below. The Needs Assessment has sought to identify when the variation in needs is significant in scale and scope, compared to where the variations are minimal across the county. Where there are significant variations between parts of the county (in particular for indicators related to deprivation, ageing and health) the variations can reflect very localised pockets of need, even within each of the main urban areas.
- 3.7 The over-arching indicator of need is the Indices of Multiple Deprivation, however the full Needs Assessment document (Technical Appendix 2) contains detailed indicators and mapping of all of the needs used in the Needs Assessment. The highest deprivation levels are seen in parts of Hastings and the super output area covering Iden and Camber. There are also relatively high levels of deprivation in pockets of Bexhill, Eastbourne, Newhaven, and in and around Hailsham. However, it is important to recognise that not every person in a highly deprived area will themselves be deprived. Likewise, there will be some deprived people living in the least deprived areas. In terms of the findings of the Needs Assessment under each Commissioning Theme, deprivation, skills and educational attainment and income play a key role.
- 3.8 Literacy skills underpin success in all walks of life, and libraries have a key role to play in ensuring children in particular have the building-blocks for future academic and employment success, thereby improving people's prosperity, their health and their wellbeing. Young children's early communication and vocabulary skills are particularly important. In addition, the health and wellbeing benefits of reading for pleasure are evident for adults as well as children and young people.
- 3.9 On reading and literacy, the Library and Information Service has the potential to support the literacy needs of every child, although some children are likely to have higher needs than others, such as those living in households with low incomes, those with Special Educational Needs and those without English as a first language. Where there are low adult literacy rates (often linked with other indicators of deprivation) it is expected that this will create a need that can be positively met through access to library services. The areas of the county where literacy needs are greatest are areas to the north of Hastings, Camber, the north-east of Newhaven, south-east of Hailsham and south-east of Crowborough.

Key findings - reading and Literacy

Children who are disadvantaged do worse at school than those from non-disadvantaged backgrounds.

At the end of primary school (Key Stage 2) only 51% of disadvantaged pupils reached the expected standard for reading, 60% for writing, and 52% for grammar, punctuation and spelling, compared with 72%, 79%, and 74% respectively for non-disadvantaged pupils.

At GCSE (Key Stage 4) 39% of disadvantaged pupils achieve A*-C in both English and maths, compared with 71% of non-disadvantaged pupils.

In 2016 about 29% of East Sussex state school pupils were disadvantaged at Key Stage 2 and 25% at Key Stage 4.

There are areas of East Sussex amongst the top 10% most deprived areas in England for working age adults with no or low qualifications or who cannot speak English well or at all. Parts of the county have an adult population with skills below a level which means they could compare products and services for the best buy, or work out a household budget.

- 3.10 The modern library service can provide information and support to individuals and businesses to help develop the economy. Economic performance in East Sussex is below the regional and national average, with a skills deficit being a contributory factor. For economic development, the need is primarily for people seeking work but struggling to find it because of, for instance, low levels of qualifications, poor literacy and numeracy skills, poor CV writing and interview techniques, and a lack information about availability of suitable jobs. Disability and long-term ill health are factors which can prevent people from obtaining a job when they want to work, and being out of the workplace for long periods of time can have a further impact on people's skills, levels of confidence and mental health.
- 3.11 The Library and Information Service can provide access to online information about job vacancies and training and skills development opportunities, and support individuals directly to develop skills such as applying for jobs and learning new literacy, numeracy and ICT skills. This can also boost self-confidence and preparedness for a job interview, increasing the chances of getting into or back into work. Indicators of deprivation and adult skills levels suggest that the greatest needs are in the north of Bexhill, Eastbourne, the north of Hastings, the north-east of Newhaven and east of St. Leonard's.

Key findings - economic development

In 2016/17 4.5% of the working age population (16-64 year olds) were unemployed in the county compared to 4.8% in England and 3.8% in the South East. Hastings has the highest percentage at 6.3% of unemployment and Lewes has the lowest percentage at 3.8%.

There are 23 areas of East Sussex ranked within the 10% most deprived areas of England in terms of levels of employment, including 16 in Hastings, 5 in Eastbourne and 2 in Rother.

- 3.12 There are health and wellbeing needs which the Library and Information Service can meet by supporting community and individual resilience, health improvement and reducing health inequalities through the provision of safe and inclusive spaces, quality assured self-help information and resource materials tailored for residents of all ages, as well as direct signposting to other services. In particular, the Library and Information Service can provide resources and information to enable people to take greater ownership of their own health and wellbeing, to be more resilient, increasingly independent, self-sufficient and resourceful, and thus better able to help themselves.
- 3.13 Research has identified the positive benefits of reading for mental health, as well as the positive correlation between literacy and a person's ability to access health information. Those in greatest need are people in poor mental or physical health or at risk of developing health problems, particularly people with a long-term health problem or disability. The highest health deprivation levels and disability measures are concentrated in the coastal towns, either in central residential areas or large estates on the edge that often have other income, employment and social exclusion issues. There are some pockets of health deprivation in each of the three more rural districts, but usually associated with the mid-sized towns. One area with a relatively high percentage of residents with long term illness is east Bexhill. Other high levels are found in Eastbourne, Hastings, St. Leonards and Newhaven.

Key findings – health and wellbeing

14 areas of East Sussex are ranked within the 10% most deprived areas of England in terms of health deprivation and disability, including 10 in Hastings, 3 in Eastbourne and 1 in Rother.

The county has a higher percentage (24.9%) of residents aged 65 and over compared to England (17.7%). The highest percentage of residents aged 65 and over is in Rother and the lowest percentage in Hastings.

There is a 13 year difference in life expectancy for those born in different parts of the county. The lowest life expectancy (75.6 years) is in Gensing ward in Hastings and the highest (89 years) in Mayfield ward in Wealden.

- 3.14 Information is increasingly moving to digital platforms and there continues to be a social divide between those who have easy access to the internet and those who are still offline. On digital inclusion, the needs which have been identified are the ability to access and use the internet to access information about skills and employment opportunities, health and wellbeing information, and accessing the more competitive online market place for goods and services, which can help households on low incomes.
- 3.15 Behind these needs are the affordability of home or mobile internet provision, the lack of basic digital skills (which is linked to low levels of educational attainment and also to age), and to a lesser extent, the availability of broadband technology. The data show that adults with the lowest skills levels are located mainly in the coastal towns of Newhaven, Eastbourne, Bexhill and

Hastings, as well as Hailsham and the far east of the county in Rye and surrounding areas.

Key findings – digital inclusion

Affordability and basic digital skills are key drivers for digital inclusion. There are 18 areas in the county that are ranked within the 10% most deprived areas of England in terms of household income. This includes 12 areas in Hastings, 3 in Eastbourne and 3 in Rother.

- 3.16 The indicators of need identified in this Needs Assessment provide a baseline upon which to develop the Libraries Strategic Commissioning Strategy, which will set the direction of the Library and Information Service for the next five years. The Needs Assessment considers these changes and has concluded that, for the duration of the Libraries Strategic Commissioning Strategy, changes in population, employment and economic activity, health and digital technology are unlikely to have a significant impact on its findings and overall conclusions.

4 Service description and analysis

- 4.1 The Library and Information Service lends books and other materials, in hard copy and digital formats, provides information, and delivers formal and informal learning opportunities as well as volunteering opportunities. Computers and Wi-Fi are available in all library buildings to enable people to use the internet.
- 4.2 Access to the Library and Information Service is provided by 24 library buildings across the county, the online eLibrary, a Mobile Library Service, a Home Library Service, a Prison Library Service, a community information service (ESCIS) and a Schools Library and Museum Service.
- 4.3 We deliver a range of initiatives, both local and national, often with partners and sometimes externally funded. These include Bookstart to help parents/carers share books with pre-school children and IT for You to support people into employment by developing their IT skills.
- 4.4 Membership of the Library and Information Service is free to everyone who lives, works and studies in East Sussex. There are also customers who visit the library to use the resources and facilities, but do not have a membership. At the start of 2017/18 there were approximately 230,000 registered members of the Library and Information Service, or about 44 per cent of the East Sussex population. However, as mentioned earlier, the number of people visiting libraries and borrowing items from them is declining.

Figure 1 Visitors to East Sussex libraries 2006/7 – 2016/17

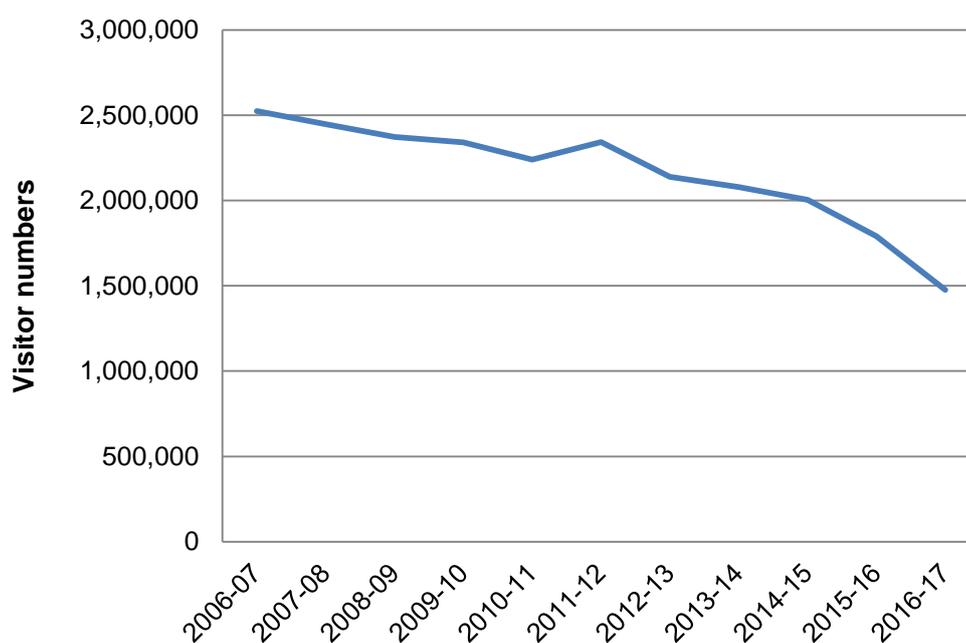
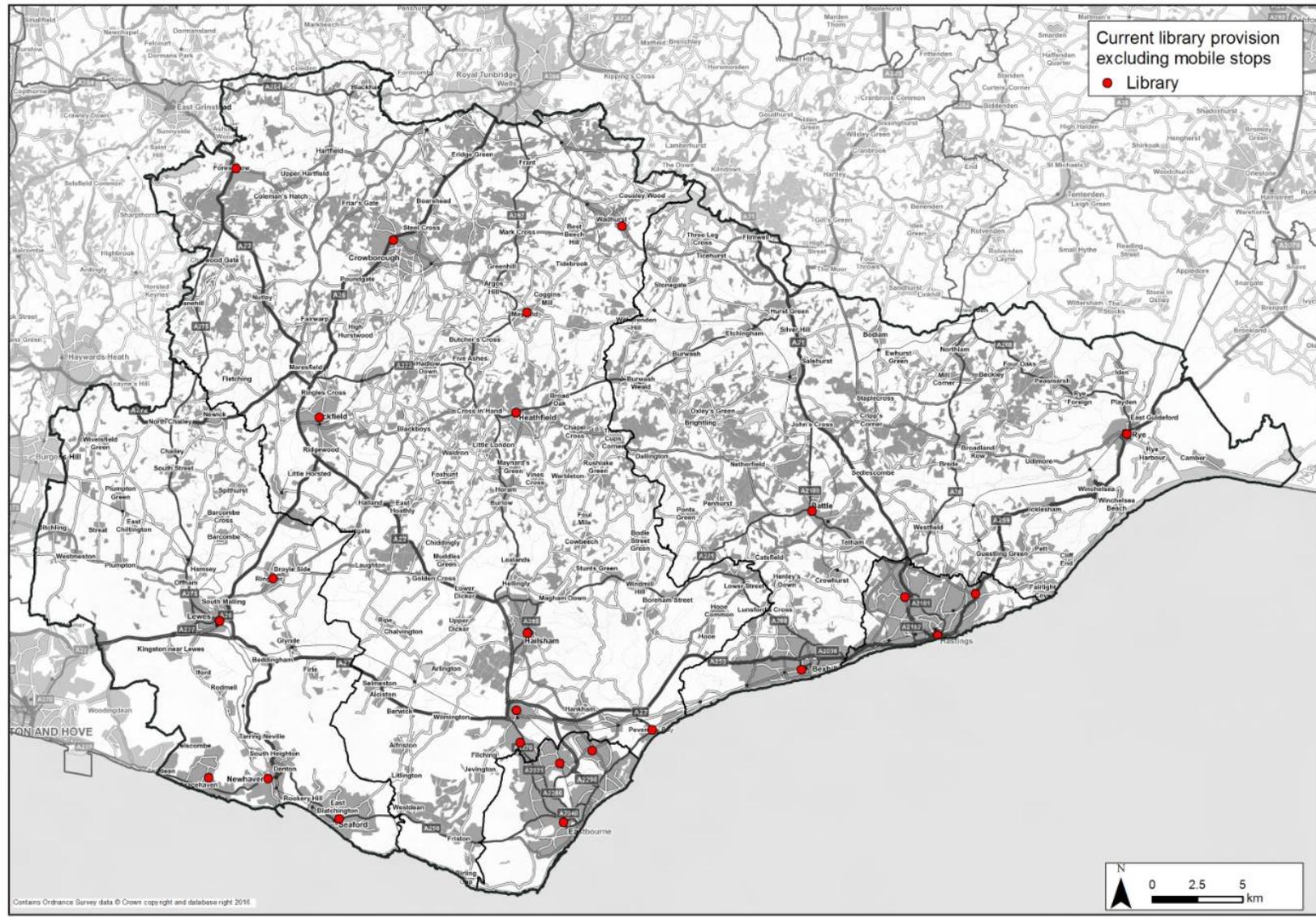


Figure 2 Current network of library buildings



- 4.5 At 31st March 2017, there were 62,027 active members of the Library and Information Service (people who borrowed an item in the previous twelve months). This is a reduction of 16% since March 31st 2015, when there were 74,176 active members.
- 4.6 Library stock, the materials available to borrow, is made up of a range of different formats, including books, DVDs, newspapers, and online resources such as eBooks, online encyclopaedias and training resources. Loans in all categories are decreasing year on year, with the exception of eBooks and eAudiobooks. Loans of eBooks have increased from 19,173 in 2014/15 to 30,843 in 2016/17.
- 4.7 Expenditure on materials (books and other resources) per 1,000 population was second highest in our comparator local authority group in 2015/16, and satisfaction with the condition and choice of stock has remained high despite the decline in library use.
- 4.8 Income for the Library and Information Service is generated through fees and charges (such as fines and reservation fees) as well as by delivering traded services such as the Schools Library and Museum Service and a Learndirect contract to deliver learning programmes. Despite recent efforts to generate more income, for example, by hiring out meeting rooms, income is decreasing for a number of reasons. In particular, income for the Schools Library and Museum Service is not sufficient to continue delivery of services to schools in the same way.
- 4.9 There are 237 computer terminals (referred to as the People's Network) and Wi-Fi available to use for free across the 24 library buildings. In 2016/17, there were 281,704 computer sessions in total, 49,125 (17%), of which were Wi-Fi sessions using the customer's own device. Wi-Fi has been available in all libraries since March 2016 and usage is growing.
- 4.10 In January 2015, there were 150 full time equivalent (FTE) members of staff within the East Sussex Library and Information Service. Following the implementation of two restructures associated with the Libraries Transformation Programme this has reduced to 96.5 FTE. The service had 0.23 staff per 1,000 population in 2015/16. At March 2017, this had reduced to 0.19, one of the lowest in our comparator local authority group. Over 400 volunteers provide additional library services, such as Rhymetime and Storytime and IT for You sessions. Comparison with our comparator local authority group shows that there is scope to increase the number of volunteers involved in providing the Library and Information Service.
- 4.11 Surveys show that nearly half (45%) of adult visitors to libraries in East Sussex are aged 65 and over and half (50%) are retired. However, in terms of registered members of the Library and Information Service, children and young people aged below 16 represent 26 per cent of all members, more than any other age group.

4.12 Most people who were asked consider their library visits to be related to leisure and enjoyment. Almost three quarters of adult library users (74%) visited a library to borrow, return, renew or reserve a book. The next most common reason for visiting (18.5%) was to access the public computers or Wi-Fi. Most adult library users visited at least once a fortnight, with the highest number visiting once or twice a week. There is a lack of awareness among non-users of the Library and Information Service about the range of different services on offer, particularly online services, such as eBooks.

5 Property Assessment

- 5.1 We own 16 of the 24 library properties, and the remainder are leased from public, private or voluntary and community sector landlords. We also lease Unit D, Ropemaker Park in Hailsham, which is the central storage and distribution point for library stock and base for the Mobile Library and some staff.
- 5.2 The total running cost of our buildings is approximately £850,000 per year, including £359,000 of business rates, £209,000 of maintenance costs and £177,000 of rents and service charges. Utility costs are around £105,000 per year.
- 5.3 In the past decade we have spent approximately £16.5 million on improvements and major refurbishment of East Sussex library buildings, including works to ensure libraries remain safe and in a good state of repair, so that they are fit to provide the services they need to deliver. Once the refurbishment of Hastings library is complete in the spring of 2018, this sum will have risen to £20.4 million.
- 5.4 In the current financial climate future investment on this scale is unlikely for the foreseeable future. However, it is estimated that it would cost around £2.6 million over the next five years to maintain the 24 library buildings the service currently operates in their current condition and stop them from deteriorating.
- 5.5 Many of our libraries also offer services delivered by, or in partnership with, other organisations. However, there is considerable scope for community groups, voluntary sector organisations, the private sector and other parts of the public sector (including other parts of the County Council) to make more use of libraries in East Sussex outside of normal opening hours. This could provide a source of income to help reduce financial pressures on the service, or enable income to be reinvested into delivering new services to meet local needs.
- 5.6 Four libraries have dedicated meeting rooms which are available for public hire by individuals, small businesses, charities, local organisations, service providers, partners and private enterprises. However, despite marketing of the meeting room spaces, they are under-utilised and are not realising their income generation potential. Further consideration could be given to more targeted marketing of the meeting rooms for ad hoc or longer term rentals, or entering into longer-term agreements with potential partners to rent the rooms as workspaces or places from which services to the community could be provided.
- 5.7 With decreasing visits and issues of items, there are also opportunities to release space within libraries for other organisations to use, so that costs can be shared and a rental income generated for the Library and Information

Service. The identified space could also enable the Library and Information Service to generate income by providing new or better services. This would help the service achieve its strategic outcomes if external funding is sourced, or by being paid to deliver services on behalf of others when they are commissioning services. There are nine libraries within East Sussex where this potential exists. The opportunities range from small shop-style operations or delivery of front-line services to the public, to spaces for meetings and training, to office space.

- 5.8 As a result of this review, operational bases for parking enforcement staff will be provided in Hastings, Eastbourne and Lewes libraries from July 2018. The Library and Information Service will deliver the functions of the three Parking Shops from these libraries. This joint venture will enable the new parking contract to be delivered at a lower cost due to the sharing of overheads and other operational costs.
- 5.9 In addition, the Seaford Integrated Locality Team, part of our East Sussex Better Together health partnership, will move into accommodation within Seaford Library. This team will bring together a number of social care and health services for adults, from the County Council and the NHS, within the community. Their services will not be delivered in the library.
- 5.10 As a result of these two proposals and other efficiency programmes which we have identified as part of the development of the draft Libraries Strategic Commissioning Strategy, the Library and Information Service will save approximately £171,000 per year through a combination of efficiencies and the rental of library space.
- 5.11 The Library and Information Service will also need to continue to identify whether library services could be delivered in the same locality in a more cost-effective way and consider the potential for library services to share accommodation with other organisations, in order to reduce costs or to deliver a better service in conjunction with other services, or both. The consultation on the draft Libraries Strategic Commissioning Strategy provides a key opportunity for the Library and Information Service to enter into a dialogue with potential partners over possible co-location of library services.

6 Accessibility Analysis

- 6.1 The Library and Information Service comprises both the physical infrastructure that people can use (e.g. library buildings and the services available within them) and the digital services that people can access online without having to visit the library, such as reserving and renewing items, downloading eBooks and eMagazines, and accessing online reference materials and information resources.
- 6.2 Published national research shows that the average journey time for trips people make by all modes of transport is 24 minutes. Trips for 'personal business' specifically include visits to libraries and the average trip duration for personal business is 20 minutes. This research suggests that reasonable travel time parameters for the majority of residents to access library services is in the order of 20 to 25 minutes by car or public transport.
- 6.3 Accessibility mapping software shows that, despite the fact that East Sussex is a rural county, the Library and Information Service has very high levels of physical accessibility to libraries. Everyone in East Sussex lives within a 20 minute drive of either one of the 24 libraries or the 88 Mobile Library stops.
- 6.4 Car ownership is generally very high across the county, with a county average of 78% of households owning one or more cars. It is recognised however that car ownership varies considerably across the county, with high car ownership in rural areas and lower levels of car ownership in coastal areas. However, in terms of access to libraries, the identified areas of low car ownership are compensated by having regular bus or train services and/or being in central locations where walking distances to local libraries are relatively short.
- 6.5 Overall across the county 97% of the population lives within a 20 minute journey time by public transport of an East Sussex library or a Mobile Library stop. This figure rises to 99.4% of the population for journey times of up to 30 minutes. In terms of journey time on foot, 22.7% of the population of the county lives within a 10 minute walk of an East Sussex library or a Mobile Library stop. This figure rises to 57% for walking times up to 20 minutes and 87.4% within a 30 minutes' walk of a library or a Mobile Library stop. Table 1 provides a more detailed breakdown.
- 6.6 Recognising that the majority of Library and Information Service customers use a library building rather than visiting the Mobile Library, the analysis has in addition considered physical accessibility just in terms of the 24 library buildings, and this also shows that the library buildings have very high levels of accessibility. 99.9% of the population of the county are within a 20 minute car drive time of one of the 24 East Sussex libraries. Nobody has a journey time by car in excess of 30 minutes. For public transport, 89.1% of the population of the county lives within a 20 minute journey time of an East Sussex library and 96.2% are within a 30 minute journey time. In terms of

journey time on foot, 16.3% of the population of the county lives within a 10 minute walk of an East Sussex library. This figure rises to 48.6% for walking times up to 20 minutes and 75.3% within a 30 minutes' walk of a library. Table 2 provides a more detailed breakdown.

- 6.7 An analysis of where East Sussex library users live and which libraries they use shows that users do not necessarily visit their nearest library. This shows that there are other factors apart from travel time that influence decisions on which library to visit, and there may be a range of reasons behind this, including where people work, or combining a visit to the library with a trip for another purpose, such as shopping or a leisure activity.
- 6.8 Accessibility to the Library and Information Service's digital services is also very high. This provides another means of accessing library services away from our library buildings via the internet, 24 hours per day. Household internet access has grown rapidly in recent years and a 2017 survey of East Sussex residents showed that 90% of them use the internet.
- 6.9 However, barriers do still exist for some residents. The Accessibility Analysis shows that residents in a small number of areas of East Sussex, in proximity to the main towns of Rye, Hastings, Bexhill, Eastbourne, Newhaven, Peacehaven, Lewes and Hailsham may be less able to access the Library and Information Service's digital services due to the affordability of broadband and mobile data packages and the costs of devices. Small geographical areas around Rye, Hastings and Eastbourne are also where residents are more likely not to have the digital skills required to access the eLibrary services independently.
- 6.10 Age is a key factor in people's level of digital skills and therefore use of the internet. Whilst 74% of people nationally aged 65-74 had used the internet in the past three months in a 2016 survey, this figure was only 39% for people aged 75 and over. The areas of the county where people's age is likely to be a factor which creates a barrier to eLibrary accessibility (because they are less likely to use the internet) is geographically slightly wider, and is around the coastal towns of Hastings, Bexhill, Eastbourne, Seaford and Peacehaven. Areas around the towns of Crowborough, Heathfield, Uckfield, Hailsham and Lewes are also included.
- 6.11 In these areas people are more likely to rely on access to a library building to use the resources available. Staff in libraries can help people access the resources they need, and both staff and computer buddies in libraries can help people who lack digital skills to get online and help narrow the digital divide.

Table 1 Percentage of East Sussex population within different journey times of an East Sussex library or a Mobile Library stop

	Car			Public Transport			Walking		
Journey time (minutes)	0 – 10	10 – 20	20 – 30	10 – 20	20 – 30	20 – 30	0 – 10	10 – 20	20 – 30
East Sussex population within journey time	527,108	413	0	380,428	131,466	12,448	119,851	180,616	160,338
Percentage	99.9%	0.1%	0%	72.1%	24.9%	2.4%	22.7%	34.2%	30.4%
Cumulative East Sussex population within journey time	527,108	527,521	527,521	380,428	511,894	524,342	119,851	300,467	460,805
Cumulative percentage	99.9%	100%	100%	72.1%	97%	99.4%	22.7%	57%	87.4%

Table 2 Percentage of East Sussex population within different journey times of an East Sussex library

Journey time (minutes)	Car			Public Transport			Walking		
	0 – 10	10 – 20	20 – 30	0 – 10	10 – 20	20 – 30	0 – 10	10 – 20	20 – 30
East Sussex population within journey time	496,817	29,982	722	307,975	161,783	37,461	86,113	170,113	140,967
Percentage	94.2%	5.7%	0.1%	58.4%	30.7%	7.1%	16.3%	32.2%	26.7%
Cumulative East Sussex population within journey time	496,817	526,799	527,521	307,975	469,758	507,219	86,113	256,226	397,193
Cumulative percentage	94.2%	99.9%	100%	58.4%	89.1%	96.2%	16.3%	48.6%	75.3%

7 Gap analysis

- 7.1 The Gap Analysis identifies which services should be provided by the Library and Information Service in order to meet the needs identified within the Needs Assessment (Technical Appendix 2). This includes a detailed consideration of individual services which could support each of the four Commissioning Themes identified by the Needs Assessment.
- 7.2 Library services commonly provide a wide range of offers to support different outcomes, tailored according to local needs and circumstances. These are reflected by the Universal Offers which East Sussex, like many other library services, subscribes to. There are, in theory, no limitations, to the range of services that can be delivered by a library service. The Commissioning Themes, therefore, are considered to represent the key areas of community need that the Library and Information Service may be best placed to meet or contribute towards, in support of the Council's priority outcomes.
- 7.3 The scope of the offer is also, in practice, limited by available resources. Primarily, the service offer must be in line with the provisions laid out by the statutory duty which requires the Council to provide books and other materials to borrow for everyone who lives, works and studies in East Sussex. The precise nature of the materials, and any others services that are provided by the Library and Information Service, is for the local authority to decide.
- 7.4 Overall, the Gap Analysis finds that the current offer provided by the Library and Information Service meet the needs which have been identified by the Needs Assessment to a high degree. A number of gaps have been identified, including more joined up working with other parts of the County Council to promote library services to specific groups and a greater focus on providing services through outreach work, recognising that some people who stand to benefit from the Library and Information Service require more targeted engagement. There are also some services which can be enhanced, such as the eLibrary, and new services, such as study sessions for school aged children, which would support the specific needs of different groups.
- 7.5 A number of services which are already provided by the Library and Information Service, which add value to the core service offer, are provided by drawing in external funding from partners such as the Department for Work and Pensions and Arts Council England. A number of our value added services are provided through the commitment of volunteers, including those within libraries, such as Computer Buddies, and those who provide the Home Library Service to customers who cannot get to a library easily. A number of the opportunities identified by the Gap Analysis to extend and provide new services through the Strategy would similarly rely on extending our volunteering roles and securing partnership funding.
- 7.6 By analysing each of the Commissioning Themes in turn, the Gap Analysis concludes by identifying four Strategic Outcomes which would underpin the

draft Libraries Strategic Commissioning Strategy and enable the Library and Information Service to prioritise available resources and service delivery according to need. Each of the proposed Strategic Outcomes is accompanied by a short summary of the overall service offer which would be required to meet it, as follows:

Improving child and adult literacy. We will provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure of reading and the better life chances that literacy unlocks for people.

Supporting the economy. We will provide training and guidance for people of all abilities seeking to learn and to work, so they are able to build skills and confidence in a supportive environment.

Better health and wellbeing. We will promote reading as a source of wellbeing and provide reliable information and services to promote good health and support people to manage their own health and the health of those they care for.

Increasing digital inclusion. We will provide free access to computers and Wi-Fi, and paid access to printers, with training for people to use technology and the internet, so they are able to independently access vital information and services and participate in the benefits of the digital world.

- 7.7 It is recommended that the draft Libraries Strategic Commissioning Strategy should set out a comprehensive service offer for each of the four Strategic Outcomes, based on the findings of this Gap Analysis. Some specific gaps are identified which it is not yet clear that the Library and Information Service would be able to meet. Further efforts should be made to identify whether there are appropriate offers to resolve these within available resources, potentially by working with other services. Given that the offers provided by a library service naturally change and develop, as new opportunities are identified, it is not considered that the offers described by the Strategy should be considered exhaustive or necessarily provide for each individual gap that is identified.
- 7.8 The services which are identified by the Gap Analysis to deliver the draft Libraries Strategic Commissioning Strategy also ensure that the Library and Information Service would meet the provisions of the statutory duty to provide a comprehensive and efficient library service for everyone who lives, works and studies full-time in East Sussex.
- 7.9 A new vision is recommended for the Library and Information Service which would effectively draw the four Strategic Outcomes together. The evidence provided by the Needs Assessment and Gap Analysis demonstrates that this vision should have its foundations in the role of the library service to promote reading and knowledge to enable people to lead fulfilling lives. Collectively, the Vision and Strategic Outcomes would provide a clear direction for the delivery of the Libraries Strategic Commissioning Strategy.

8 Delivery model initial options appraisal

- 8.1 The Initial Options Appraisal aims to identify the different possible ways or 'delivery models' in which the draft Libraries Strategic Commissioning Strategy could be implemented. It consists of an appraisal of the ability of five possible delivery models against a set of criteria to determine their suitability to deliver the draft Libraries Strategic Commissioning Strategy. Following this a financial differences model was created to identify which of the delivery models would generate a surplus over the five year duration of the Strategy, and to estimate the size of the surplus. Finally, an overall assessment of the combined appraisal and financial differences modelling was undertaken, taking into account the limitations of the options appraisal process and other factors which are relevant to the context in which the Library and Information Service operates. The assessment of the delivery models against the suitability criteria and the financial differences model were undertaken by an independent consultant, Mutual Ventures.
- 8.2 The five delivery models considered were:
- Remain in-house with re-engineering;
 - Establishing a Local Authority Trading Company (LATC);
 - Establishing a Public Service Mutual (PSM);
 - Outsourcing the service (to a 'for profit' or third sector provider); and
 - Establishing as a joint venture (JV) between the Council and the library service staff group.
- 8.3 The Initial Options Appraisal did not aim to identify a single preferred option, rather its goal was to assess the sustainability of several potential delivery models and identify their relative strengths and weaknesses from a variety of perspectives.
- 8.4 The process was undertaken during the development of the draft Libraries Strategic Commissioning Strategy at which stage the draft Vision, Strategic Outcomes and draft Gap Analysis had been identified. By definition, therefore, it was not possible to base the Initial Options Appraisal on a complete draft Strategy. However, it should be borne in mind that this appraisal process is a snapshot at this point in time. The range of delivery models, their benefits and advantages may change over time. We may, following consultation on the draft Libraries Strategic Commissioning Strategy, or at some other point in the future, seek to deliver a different vision and outcomes for the Library and Information Service, which might give a different conclusion to the options appraisal process contained in this Technical Appendix.

- 8.5 The first option considered, keeping the service in-house with 're-engineering' through the draft Libraries Strategic Commissioning Strategy, scored second highest at 67% against the assessment criteria, mainly because it maximises council control over the service, and does not incur any implementation costs or procurement costs. The changes could be implemented quickly and one-off savings and efficiencies achieved in the short-term. Its limitations are that it does not provide the Library and Information Service with full commercial freedom and has a limited ability to grow revenue streams and realise an ongoing surplus. It also limits the ability of stakeholders to influence the service in a formal capacity, such as a board of directors would do in a Public Service Mutual (PSM) would do. There may be opportunities to extend further the Council's partnership working with other library authorities, but the potential for savings is considered to be low as the Council has already implemented a major cost reduction and efficiency programme through the Libraries Transformation Programme to reduce the costs of management and back office services. Further opportunities for joint working would need to be considered on a case by case basis.
- 8.6 The Local Authority Trading Company (LATC) option achieved the highest mark (74%) against the assessment criteria and would generate the highest surplus, estimated at around £267,000 over five years. LATCs are companies set up by councils specifically to trade at a profit, and this is their key advantage over an in-house service, which is also fully controlled by the local authority. LATCs possess greater freedom than in-house library services to develop and trade services, including the development and delivery of new non-statutory services which can generate a surplus for the organisation. However, only up to 20% of the revenue of the LATC can come from outside of the 'parent' council.
- 8.7 Although the LATC option comes out well overall, for an LATC to become financially viable, there would need to be a developed market in which our Library and Information service could trade at a profit. At present the opportunities for us to do that are limited as most councils are not outsourcing their library services. Taking this into account, and also the likely set-up costs, which have not been estimated at this Initial Options Appraisal stage, and which would in all likelihood erode a significant proportion of the estimated surplus, it is not recommended that an LATC is considered at present.
- 8.8 The PSM option scored third highest (56%) against the assessment criteria, reflecting its ability to gain buy-in from staff and other stakeholders while also exploiting commercial opportunities. A PSM is an organisation that has left the public sector and is either wholly or partly owned by its employees. There is usually a board of directors, which may include community representatives. Some PSMs, such as Libraries Unlimited in Devon and Suffolk Libraries have charitable status, which means they have trustees. PSMs can increase the level of freedom and autonomy experienced by staff and managers, enabling them to be more creative within their roles, within a new organisational culture, and this can make the PSM less bureaucratic.

- 8.9 PSMs can have a high degree of commercial freedom to explore new areas of service growth. However, as with the LATC option, these opportunities need to exist within the market place. The estimated surplus for the PSM option in this Initial Options Appraisal was low, with a surplus of just over £56,000 over five years, excluding set-up costs. Discussions which we have had with other councils who have established PSMs for their library service show that this surplus would certainly be wiped out by the set-up costs, and there is likely to be a net deficit at the end of the five year period of the draft Libraries Strategic Commissioning Strategy.
- 8.10 Many PSMs have business models which include the kinds of measures that we have already implemented or propose as part of the Libraries Transformation Programme during the three-year period from 2016/17 to 2018/19. Over and above this, potential savings associated with a PSM are often reliant upon achieving charitable status, which can reduce the PSM's liability for business rates. Local authorities currently retain a proportion of the business rates they collect and there are proposals for councils in future to be reliant solely on business rates and council tax for their funding. A business rates saving for a PSM for the East Sussex Library and Information Service would therefore mean that we were diverting resources away from one or more local authorities to the PSM. For all of the reasons above it is not recommended that a PSM is the right delivery model for the East Sussex Library and Information Service.
- 8.11 The outsourcing option scored 49% against the assessment criteria. Outsourcing involves the procurement of a third party to deliver the library service on behalf of the Council via a contract, including potentially through a social enterprise or charity, a 'for-profit' provider or another local authority. Outsourcing offers a high degree of council influence and control, as the Council would specify in the contract what it wanted to be provided. The other key benefits are the ability to tap into expertise to deliver an improved service from an external provider and the potential for savings and efficiencies to be realised as a result of the library service being part of a wider organisation.
- 8.12 Outsourcing would certainly require a procurement process, with the financial and time implications that carries with it unless outsourced to another local authority under legislation which avoids this requirement. Specific risks to the Council associated with this option include the unknown likelihood of the provider re-investing any surpluses back into the Library and Information Service and the risks around service delivery if the provider does not meet the required level of performance. It is not possible to forecast the potential viability of the service should it be outsourced. Interested providers will have their own business models and will structure their service proposal in different ways. It is impossible therefore to assess the viability of a provider's proposal until it has been received as part of the procurement process. The low score against the assessment criteria and the inability to undertake a financial differences model for this option mean that there is no clear evidence to recommend it as a preferable delivery model for the draft Libraries Strategic Commissioning Strategy.

- 8.13 Finally, the joint venture option scored 50%. The term joint venture can describe a range of different commercial arrangements between two or more separate entities. Each party contributes resources to the venture and a new business is created in which the parties collaborate together and share the risks and benefits associated with the venture. Each party generally has an expertise or need which is central to the development and success of the new business which they decide to create together. It is also vital that the parties have a 'shared vision' about the objectives for the joint venture.
- 8.14 While a joint venture will bring several advantages (mainly relating to accessing commercial expertise and the benefits associated with a range of stakeholders assuming ownership and decision making roles), the complexity of establishing the model and the associated timescales represent a risk to the Council. The surplus for the joint venture is estimated to be the same as the PSM option at just over £56,000 over five years, excluding set-up costs. This surplus would certainly be eradicated by the set-up costs, and there is likely to be a net deficit at the end of the five year period of the draft Libraries Strategic Commissioning Strategy.
- 8.15 The Initial Options Appraisal does not identify an evidence base for recommending an alternative delivery model as the most suitable means of implementing the draft Libraries Strategic Commissioning Strategy. It is therefore recommended that the current in-house service, with re-engineering through the Libraries Strategic Commissioning Strategy is retained.

This page is intentionally left blank



Cabinet

6 March 2018

Appendix 7

Libraries Strategic Commissioning Strategy

Technical Appendix 1

**National and Local Context (including the
Statutory Duty)**

Contents

1.	Purpose of the Technical Appendix	2
2.	Impact of library services	4
3.	Statutory responsibilities	7
4.	Changing demand	8
5.	Ambition for libraries	12
6.	Our contribution to local strategic priorities	14
7.	Conclusions	17

1 Purpose of the Technical Appendix

Introduction

- 1.1 This Technical Appendix sets out the national and local context in which the East Sussex Library and Information Service is provided. It includes information about the statutory duty under which we provide the service, latest Government policy direction and the relationship between the services that the Library and Information Service provides and local priorities.
- 1.2 This is one of a number of documents, Technical Appendices (TA), which form the evidence base that supports the draft Libraries Strategic Commissioning Strategy. These documents are as follows:

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2 Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1	Technical Appendix 2	Technical Appendix 3	Technical Appendix 4	Technical Appendix 5	Technical Appendix 6	Technical Appendix 7
National and Local Context	Needs Assessment	Service Description and Analysis	Property Assessment	Accessibility Analysis	Strategic Outcomes and Gap Analysis	Delivery Model Options Appraisal

- 1.3 The draft Libraries Strategic Commissioning Strategy aims to create a modern, affordable Library and Information Service for East Sussex, which prioritises the needs of the county and is able to adapt to future needs. The term 'needs', in this context includes the general requirement that people have to access reading materials, information and the range of other resources that the Library and Information Service offers, for the various benefits that this can provide. It also takes account of the particular needs of different communities (both of people and place) who face greater disadvantage than others whether directly or indirectly.
- 1.4 For many people the obvious focus would be around reading and literacy when considering the needs that a library service can meet, however, in developing these Technical Appendices and the draft Strategic Commissioning Strategy, we have set out to identify the wider needs that the Library and Information Service may be well-placed to help meet, either on its own or in partnership with others, within the resources that are available. The development of the draft Strategic Commissioning Strategy also takes into account our legal responsibilities for providing a library service. This

approach, and the detailed process of review that has been undertaken, are described in this and in the other Technical Appendices.

- 1.5 An affordable and adaptable Library and Information Service means that it will be able to respond to a number of common challenges facing library services across the UK, including:
- the significant financial challenges facing councils
 - shifts in consumer behaviour (both for paid and public services)
 - a decline in demand for traditional library services
 - the changing needs of a growing and ageing local population
- 1.6 The Strategy has been produced according to the Strategic Commissioning Framework, our business planning process for all East Sussex County Council service redesign.

2 Impact of library services

Background

- 2.1 Libraries are part of the common landscape of public service provision, with each upper tier and unitary council area having a statutory duty to provide the service. All library services provide, by law, free reading materials available to borrow by anyone who lives, works or studies (full-time) in the local area. However, there has been a common desire, within local authorities and government, to maintain a broader universal offer than books alone.
- 2.2 Public libraries in the UK were established by the *Public Libraries Act 1850*, as part of wider social reform. They were conceived as places where people could go to pursue their own personal improvement, for free. Libraries experienced widespread growth across the UK with the aid of philanthropic giving, notably by the industrialist Andrew Carnegie. The universal provision of libraries that we experience today was established with the *Public Libraries and Museums Act 1964*.
- 2.3 Since then, various reviews of public library provision have been commissioned by government. The latest of these is the Independent Library Report for England commissioned by the Department of Culture, Media and Sport and presented to the Government by William Sieghart and an expert panel on 18 December 2014. Sieghart made three major recommendations:
 - a. The provision of a national digital resource for libraries, to be delivered in partnership with local authorities
 - b. The setting up of a task force, led by local government, in partnership with other bodies involved in the library sector, to provide a strategic framework for England, and to help in implementing the following:
 - c. The task force, to work with local authorities, to help them improve, revitalise and if necessary, change their local library service, while encouraging, appropriate to each library, increased community involvement.
- 2.4 According to the Libraries Taskforce¹, nearly 60% of the English population holds a current library card, although it is important to add that a lower decreasing number of people are using library services (further detail on which is provided in section 4). The Libraries Taskforce also states that in the financial year 2014 to 2015, libraries in England received 224.6 million physical visits, more than visits to Premier League football games, the cinema,

¹ <https://www.gov.uk/government/publications/libraries-deliver-ambition-for-public-libraries-in-england-2016-to-2021>

and the top 10 UK tourist attractions combined. Libraries also received 96 million website visits in 2014 to 2015, more than three every second.

- 2.5 Libraries offer a wide range of services, either universal or targeted, for a range of different needs. It is common for people to use library services for different purposes at different stages in their lives, through infancy and early childhood with parents, entering into independent study, finding work and progressing careers, and into retirement. Many people use libraries completely independently, on a self-help/self-service basis, identifying and accessing the resources they need on their own. Other people have a need for support from the library, whether this is help from a member of staff to locate an item, or a much more structured programme of help like a course to help people improve their reading, numeracy and ICT skills.

Universal Offers

- 2.6 The Universal Offers² are a set of core services that around 90% of library services nationally have signed up to, working through the Society of Chief Librarians (SCL). They aim to provide people with a clear idea of what is on offer within their local library service. The Universal Offers are:

- Reading
- Information
- Digital
- Health
- Learning
- Culture

Reading

- 2.7 Libraries provide free access to reading materials for pleasure and to support personal development. Their support for literacy, beyond formal educational settings, supports the local economy and people's ability to lead independent lives. Libraries support young children and their families to enjoy reading and wider cultural participation.

Information

- 2.8 Libraries provide free access to reference materials and general information. This includes local history and personal interests, but also general information. Where reference materials and information have moved online by default, libraries provide free access to computers and to the internet, including access to resources like online dictionaries, encyclopaedias, and newspapers and magazines that library users would otherwise have to pay for if they accessed

² http://goscl.com/wp-content/uploads/sj11_07-SCL-Universal-Offer-poster-2016_v-3.pdf

them at home. Libraries signpost people to other public services and also to other community resources.

Digital

- 2.9 As with Information, libraries provide free access to computers and to the internet. This is increasingly important as more commercial and public services move online by default. Although many people are able to access the internet at home and on mobile devices there is a need for public access, either due to affordability or, to a lesser extent, poorer quality digital infrastructure. Libraries also, increasingly, offer free support to help people use and get the most out of digital technology and the internet.

Health

- 2.10 Libraries provide free access to reading materials, and other cultural activity, which is known to support personal health and wellbeing. Libraries increasingly support individuals and health practitioners to manage health conditions, for example by offering 'books on prescription'. Libraries are free, community spaces that some people use to fulfil basic social needs. Many libraries offer a home library service, visiting and taking materials to those who cannot get to libraries for a variety of reasons, such as physical or mental health and caring responsibilities.

Learning

- 2.11 Libraries provide free access to reading materials and other resources that support personal development and self-led learning. Libraries offer personal support to help job seekers find work, increasingly via online searching and applications. Libraries also offer opportunities to gain informal and formal skills and qualifications.

Culture

- 2.12 The new Culture Offer was announced in October 2017 Libraries provide the space for culture and enable creative enrichment, to inspire imagination. Library staff are catalysts for activity, empowerment and exploration.
- 2.13 The Library and Information Service works to support and deliver the Universal Offers, as well as the Six Steps Promise for people with visual impairment and the Children's Promise. A programme of activity is coordinated each year to promote them within East Sussex, aligned to the national SCL Universal Offers calendar³.

³ <http://goscl.com/wp-content/uploads/SCL-Universal-Offers-Calendar-2017-V6-1.pdf>

3 Statutory responsibilities

The legal requirement for library services

- 3.1 East Sussex County Council is one of 151 local councils in the UK with a statutory responsibility (a legal duty) to provide a local library service in accordance with the *Public Libraries and Museums Act 1964*. The Act requires each local authority to provide a library service that is 'comprehensive and efficient'. It is for local decision how the library service best meets this requirement practically, including how many libraries there are, where they are, when they are open and what each one offers.
- 3.2 Local authorities who are proposing to alter their library provisions are required to produce a needs assessment to demonstrate that they will continue to comply with the terms of the statutory duty. The requirement to provide a 'comprehensive' library service does not mean that the County Council has a duty to guarantee every resident access to any or all of the library services it provides at any cost, in the same way that people have a right to a postal service or electricity supply under 'universal service obligations'. Recent case law where local authorities have been challenged over their proposed changes has clarified that library services should be accessible to everyone using reasonable means, which includes access to services via the internet, and they take into account constraints such as available budgets, which the authority is facing. This is the 'efficient' part of the 'duty to provide a 'comprehensive and efficient' service.
- 3.3 Local authorities are also required to demonstrate that they have considered, and mitigated where necessary, for the impact of service changes on any groups with protected personal characteristics (e.g. age, gender, disability), in accordance with the *Equality Act 2010*. Local authorities are also required to consult fairly on any proposals that they put forward.
- 3.4 More information about libraries as a statutory service is available on the Government's website⁴.

⁴ <https://www.gov.uk/government/publications/guidance-on-libraries-as-a-statutory-service/libraries-as-a-statutory-service>

4 Changing demand

National context

- 4.1 Libraries remain a popular service. However, in the past decade or more, there have been changes in the way that people use their library service and in the overall numbers doing so. This change has been seen locally, nationally and internationally. Overall, fewer people are visiting libraries and borrowing books.
- 4.2 Analysis of results from the Taking Part survey⁵ in 2016, showed that over ten years, between 2005/06 and 2015/16, use of library services had reduced from roughly one half to one third of all UK adults. A survey and associated report published by the Carnegie Trust in 2017⁶ reported higher levels of use, with 46% of people surveyed saying they had used a library service in the past 12 months, down from 50% in 2011.
- 4.3 Against this backdrop of an overall reduction in people using library services, of those adults who had still used a library service, the proportion using a library service website rose from 8.9% to 14.2% between 2005/06 and 2015/16. There was an increase in those people using the library website to complete a transaction, such as reserving or renewing an item or paying a fine for an overdue loan (up from 28.1% in 2006/07 to 39.7% in 2015/16). However, the proportion of those using a library website to search and view online information or to make an enquiry fell (from 75.5% in 2006/07 to 67.4% in 2015/16)⁷.

Local context

- 4.4 Data on usage of East Sussex libraries are taken from our visitor counters and our library management system rather than surveys. This data is not directly comparable, therefore, to national surveys which interview individuals, as data on visits to libraries will include multiple visits by the same customers. In 2006/7 there were 2.52 million visits to East Sussex libraries. In 2016/17 this number had fallen to 1.48 million, a decrease of 41.5%.
- 4.5 We do not have details of the make-up of this reduction, but it is likely to comprise both a reduction in the number of people visiting East Sussex libraries, and a reduction in the frequency with which some customers visit. This change can be seen in Figure 4.2, which shows that the rate of reduction in visits to East Sussex libraries has accelerated since 2014/15. There has been a 35% reduction in visits since then. Technical Appendix 3, Service

⁵ <https://www.gov.uk/guidance/taking-part-survey>

⁶ <https://www.carnegieuktrust.org.uk/shining-a-light/>

⁷ <https://www.gov.uk/guidance/taking-part-survey>

Description and Analysis, provides further analysis of the trends in visits to East Sussex libraries.

Figure 4.2 Visitors to East Sussex libraries 2006/7 – 2016/17

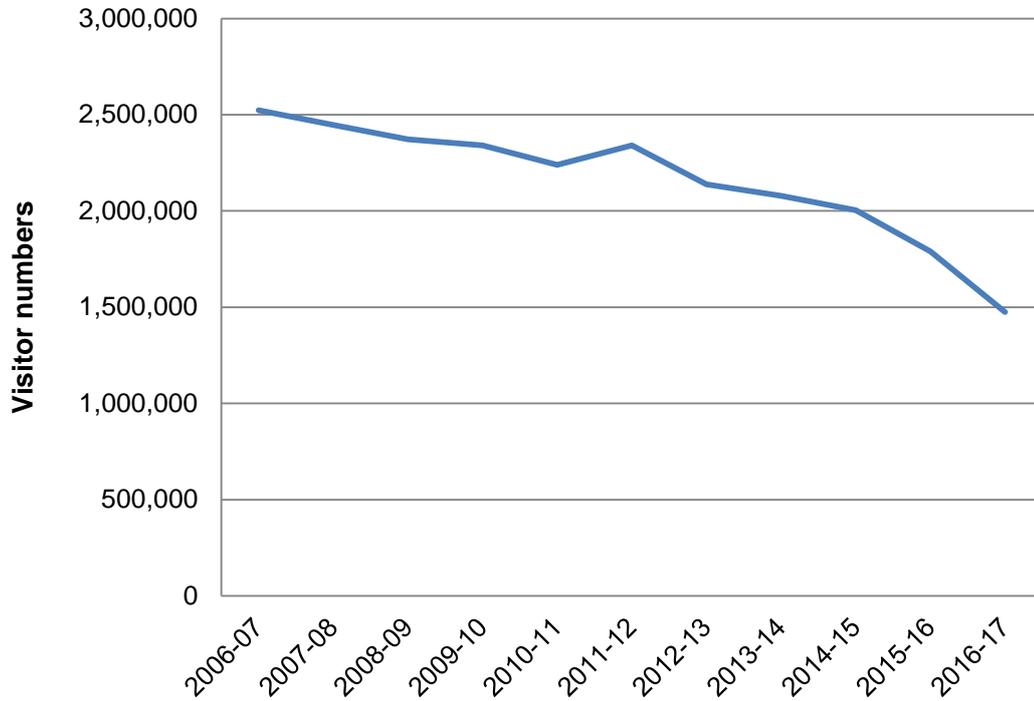
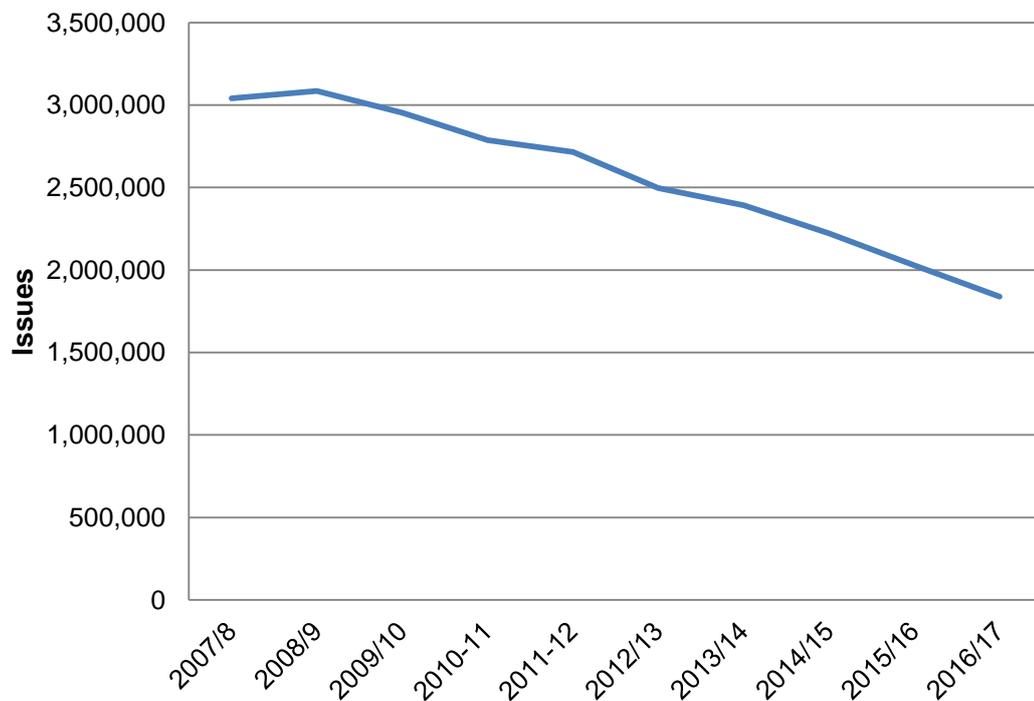
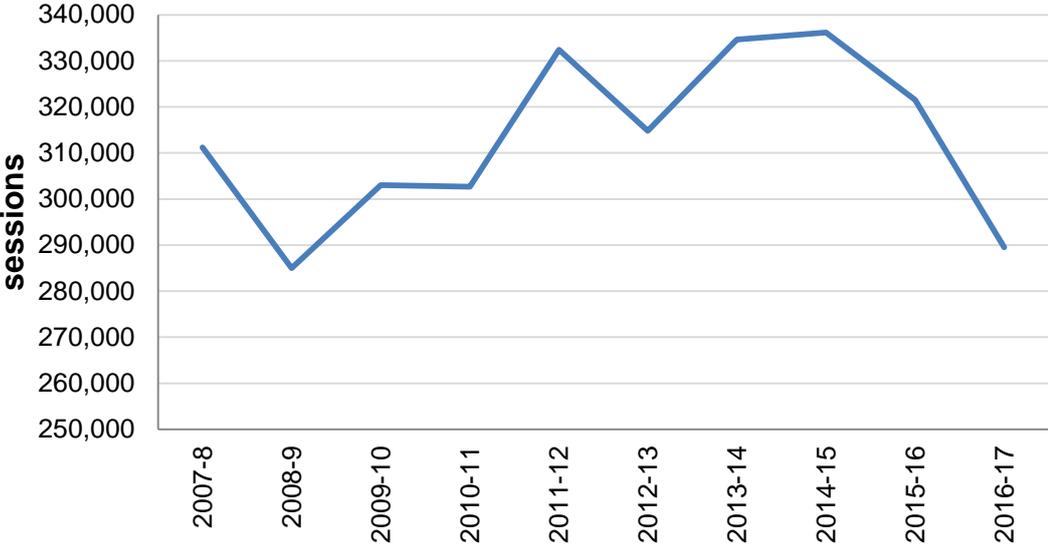


Figure 4.3 Items issued from East Sussex libraries 2007/8 – 2016/17



- 4.6 Figure 4.3 shows that the number of items issued or renewed from East Sussex libraries has followed a similar pattern of decrease to that of visitor numbers. In 2007/8 there were 3.04 million items issued or renewed. In 2016/17 this number had fallen to 1.84 million, a decrease of 39.5%. Electronic items such as eBooks, eMagazines and eAudiobooks were issued for the first time in 2011/12, and are included in the data from that period.
- 4.7 Use of the free People’s Network computers and Wi-Fi in East Sussex libraries, on the other hand, showed an overall increasing trend since 2007/8, with over 311,000 sessions in 2007/8, rising to a peak of just over 336,000 sessions in 2014/15. There was a 3.4% decrease in the number of sessions in 2015/16 compared with the previous year and a further 10% decrease from 2015/16 to 2016/17.

Figure 4.4 Use of East Sussex library computers and Wi-Fi 2010/11 – 2016/17



Why are libraries being used less?

- 4.8 There is a lack of published evidence as to what is behind these changing use patterns, however some of the factors behind the decline in library usage are probably self-evident. For example, widespread availability of affordable or free information and reading materials via the internet means people can now get easy access to something they would previously have had to make a visit to the local library’s reference section to look up.
- 4.9 The ending of the Net Book Agreement in 1995, whereby publishers and retailers set agreed prices for new books, and the development of the internet have also made the market for new books highly competitive, making books more affordable overall. The internet has also enabled a huge online marketplace to develop for cheap second hand books. Equally, the ability to provide more library services, particularly reading materials, online without the

need for a hard copy, challenges the traditional notion of a library service being identifiable only with the library building or mobile library.

- 4.10 As we have pointed out earlier in this Technical Appendix, although there has been a decline in the usage of libraries, they remain a very popular service. Interestingly, the Carnegie Trust found that 72% of people think that public libraries are important for communities whilst only 40% of people said that libraries were important to them personally. This raises the question of whether people's needs are increasingly being met elsewhere or whether people are unaware of the services that are available through library services that could be of benefit to them.
- 4.11 The Carnegie Trust report asked those surveyed whether or not a number of potential changes would encourage them to make more use of library services. The most frequent suggestion to this question was to provide better information on what services are on offer, and one of the report's conclusions was that there was an 'urgent need to improve communications and branding: many people are unaware of what public libraries offer'⁸. Among non-users the most popular improvement was 'providing other council services in library buildings'.
- 4.12 Some have argued that the usage of libraries has decreased because libraries have been closed or had their opening hours reduced. However, we know that, locally at least, that is not the case. In the period 2006/7 to 2015/16, when the number of East Sussex libraries open to the public remained the same, and before the County Council made changes to library opening hours, there was a 29% decline in library visitors. In this same period the County Council invested approximately £22m in new libraries and refurbished existing ones. With some of the library refurbishments or new libraries, we have seen an increase in visitor numbers and issues. However, it is often the case that this is a temporary reversal, and visitor numbers decline again after a couple of years.
- 4.13 A key opportunity within the Strategic Commissioning Strategy, therefore, is to seek to ensure that the Library and Information Service provides clear information about what library services are on offer, how people can make the most of what is available to them, and to help people choose to use libraries because they see clear benefits and positive outcomes from doing so. There is also an opportunity to explore whether providing other services in libraries would help meet people's needs better through a more 'joined-up' offer.

⁸ <https://www.carnegieuktrust.org.uk/shining-a-light/>

5 Ambition for libraries

The Libraries Taskforce

- 5.1 Government responsibility for libraries is held by the Department for Culture, Media and Sport (DMCS) and the Minister for Civil Society.
- 5.2 A Libraries Taskforce was created following the Independent Library Report for England⁹. It reports to Ministers via DCMS and the Local Government Association (LGA).
- 5.3 The priorities for the Libraries Taskforce are:
- making the case for investment for libraries: advocacy
 - raising public awareness of what libraries have to offer
 - identifying and showcasing good practice and supporting innovation
 - supporting workforce development
 - supporting development of the digital offer of libraries
 - monitoring and reporting on progress

Libraries Deliver

- 5.4 On 1 December 2016 the Libraries Taskforce launched *Libraries Deliver: Ambition for Public Libraries in England*¹⁰, endorsed jointly by Rob Wilson MP and Cllr Ian Stephens (Chair, Culture, Tourism and Sport Board, Local Government Association). Libraries Deliver identifies 7 Outcomes that library services contribute toward, that it considers are critical to the individuals and communities in their areas, as follows:
- 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

⁹ <https://www.gov.uk/government/publications/independent-library-report-for-england>

¹⁰ <https://www.gov.uk/government/publications/libraries-deliver-ambition-for-public-libraries-in-england-2016-to-2021>

Libraries Opportunities for Everyone Innovation Fund

- 5.5 As part of the launch of Libraries Deliver, a £4 million innovation fund was announced to pilot library service projects that provide people with opportunities that they might not otherwise have. On 22 March 2017 it was announced that 30 local authorities had been awarded grants, including just under £130,000 to East Sussex County Council toward a programme with a total value of £150,000.
- 5.6 Our successful bid, Advantage East Sussex, is a coordinated programme of transformational new initiatives delivered through our Library and Information Service to support some of our most disadvantaged residents and groups, with a focus on our most deprived places, specifically:
- those with visual impairments
 - those who are more vulnerable to mental health deterioration
 - those who are digitally excluded from employment
 - refugee families
 - children and young people
- 5.7 Advantage East Sussex activity includes:
- new hardware, software and training to help people with visual impairment to use library services
 - wellbeing boxes to provide stimulus and discussion
 - support to help people into employment
 - support for small businesses
 - social inclusion for people who do not speak English
 - literacy activities for children and young people
- 5.8 *Advantage East Sussex* will be delivered between April 2017 and March 2018. The programme will be evaluated and the results used to inform development of library services at both the national and local level.

6 Our contribution to local strategic priorities

ESCC Council Plan

6.1 The library service in East Sussex operates within the Council's four overarching priority outcomes:

- Driving economic growth
- Keeping vulnerable people safe
- Helping people help themselves
- Making best use of resources

Examples of how the service supports these include:

Driving economic growth

- Helping people to get the qualifications and skills they need to get into employment, by providing online learning (in partnership with Learndirect and others). Learning can be informal or may lead to qualifications
- Providing jobs hubs in libraries where people can find information to aid job seeking
- Providing MyWorkSearch apps and software in all libraries which help people to write CVs, search for work and link to the Universal Jobmatch site
- Providing materials and resources to help improve adult literacy
- Delivery of our *IT for You* project, funded by the Department for Work and Pensions and the Arts Council England, and supported by volunteers to support people into employment, with tailored learning packages

Keeping vulnerable people safe

- Providing services which contribute to health and wellbeing e.g. Books on Prescription, health literature and promotions, Older Peoples Day
- Our Home Library Service, which takes books and information to people who are housebound

Helping people help themselves

- Helping people to get online and reduce digital exclusion with help from our volunteer computer buddies
- Providing free access to computers and the internet, enabling people to access information and services which can support self-reliance

Making best use of resources

- Taking part in national initiatives to achieve economies of scale e.g. the Summer Reading Challenge for primary-age children to encourage them to keep reading over the summer holidays and reduce learning loss
- Being part of the Central Buying Consortium to purchase stock, achieving best value through a larger purchasing budget.

Medium Term Financial Plan (MTFP) and Libraries Transformation Programme

6.2 The Libraries Strategic Commissioning Strategy is the final part of a wider Libraries Transformation Programme that has been designed to deliver a modern and sustainable library service. The Libraries Transformation Programme has a target to seek to identify £2 million of savings by the end of the current Medium Term Financial Plan period in 2018/19. This is additional to the £1.1 million of savings delivered in the financial year 2014/15 and is part of overall savings plans by East Sussex County Council of between £70 and £90 million,

6.3 The Libraries Transformation Programme consists of:

- A reduction in management and 'back office' costs which has already saved £500,000 per year
- A reduction in spending on books and other materials, to reflect changing demand, and to bring East Sussex into line with other local authorities, which will save £250,000 per year
- A reduction in library opening hours, by around 25% from 28 November 2016, which has saved £500,000 annually
- The draft Libraries Strategic Commissioning Strategy which, subject to public consultation and approval by the County Council's Cabinet, aims to identify £750,000 of further savings and income, by prioritising resources where the need for library services is greatest, whilst ensuring that we continue to deliver a comprehensive and efficient service for the county.

Savings delivered from 2014/15 to present

6.4 By the end of the 2016/17 financial year, savings of £2.1 million have been achieved by the Library and Information Service. A further £250,000 of savings will be achieved in the financial year 2017/18. If the full £750,000 savings target for the Strategic Commissioning Strategy is delivered as proposed, a total of just over £3 million of cost will have been cut from the Library and Information Service's budget between 14/15 and 18/19.

Targets and Performance measures

- 6.5 The Library and Information Service contributes key service targets towards the Council Plan and, additionally, the Communities, Economy and Transport Portfolio Plan and other key local strategies. This is summarised in the table below.

Council Plan
<p>Target: In partnership with Learndirect and other funding organisations provide online learning (including skills for life and ICT courses) in libraries (subject to contract) (CP)</p> <p>Measure: Number of courses completed</p>
Communities, Environment and Transport Portfolio Plan
<p>Target: In partnership with Learndirect and other funding organisations provide online learning (including skills for life and ICT courses) in libraries (subject to contract)</p> <p>Measure: Number of courses completed Measure: Number of sessions on library computers (the People's Network)</p>
ESCC Corporate Employability and Skills Action Plan 2016-18
<p>Target: Support a network of providers to deliver CEIAG in Libraries across the county. Provide a variety of support services to improve the skills and confidence of job seekers, such as face to face and online services. (Target 2 in Community Services Portfolio Plan)</p> <p>Measure: Job Hub network sustained to provide CEIAG in specified Library locations, supported by partner organisations and trained staff. Measure: Number of internal referrals to the offer. Measure: Number of Learndirect courses completed Measure: Number of learners</p>
Safety, Prevention, Access, Choice & Early Intervention (SPACE Action Plan
<p>Target: Improve learning for older people about dementia prescription drugs</p> <p>Measure: Maintain and/or improve on the take up of the dementia strand of the Books on Prescription Scheme offered in East Sussex libraries from baseline to specified number of items issued</p>

7 Conclusions

Key findings

- 7.1 The draft Libraries Strategic Commissioning Strategy is the final part of a wider Libraries Transformation Programme that has been designed to deliver a modern and sustainable library service which prioritises the needs of those who live, work and study in East Sussex, and which is able to adapt to future needs. The Libraries Transformation Programme has a target to seek to identify £2 million of savings by the end of the County Council's current Medium Term Financial Plan period in 2018/19, part of overall savings plans by the County Council of between £70 and £90 million.
- 7.2 By the end of 2017/18 the Libraries Transformation Programme will have delivered £1.25 million of the £2 million savings target, through a reduction in management posts and cutting back office costs, a reduction in spending on books and other materials to reflect changing demand, and to bring East Sussex into line with other local authorities, and a reduction in library opening hours by around 25%, which took effect in 2016.
- 7.3 The draft Libraries Strategic Commissioning Strategy which, subject to public consultation and approval by the County Council's Cabinet, aims to identify £750,000 of further savings and income, by prioritising resources where the need for library services is greatest, whilst ensuring that we continue to deliver comprehensive and efficient library services for the county.
- 7.4 In developing the Technical Appendices and the draft Strategic Commissioning Strategy, the County Council has set out to identify the range of needs that the Library and Information Service may be well-placed to help meet, either on its own or in partnership with others, within the resources that are available. This includes the particular needs of different communities (both of people and place) who face greater disadvantage than others.
- 7.5 The development of the draft Strategic Commissioning Strategy also takes into account our legal responsibilities for providing a library service and has been developed according to the Strategic Commissioning Framework, our business planning process for all East Sussex County Council service redesign.
- 7.6 The current regulatory framework for public libraries is set out in the *Public Libraries and Museums Act 1964*. East Sussex County Council is one of 151 local councils in the UK with a duty under this Act to provide a local library service that is 'comprehensive and efficient'. All library services must provide, by law, free reading materials available to borrow by anyone who lives, works or studies (full-time) in the local area. Apart from this requirement, it is for local decision how the library service best meets the duty to provide a

'comprehensive and efficient' service in practical terms, including how many libraries there are, where they are, when they are open and what each one offers.

- 7.7 Under case law, it has been made clear by the courts that the requirement to provide a 'comprehensive' library service does not mean that the authority has a duty to guarantee every resident access to any or all of the library services it provides at any cost. Rather, library services must be accessible to everyone using reasonable means, including access to services via the internet, taking into account constraints such as available resources.
- 7.8 Local authorities who are proposing to alter their library provisions are required to produce a needs assessment to demonstrate that they will continue to comply with the terms of the statutory duty. In addition, the impact of service changes on any groups with protected personal characteristics (e.g. age, gender, disability) must be considered in accordance with the *Equality Act 2010*, and any impacts must be mitigated where necessary.
- 7.9 Libraries today offer a much wider range of services than those envisaged under the 1964 Act, most obviously through the provision of access to the internet and IT resources in library buildings and through a wider range of electronic services such as online library catalogues and information resources, eBooks and eMagazines. A series of core services, called Universal Offers, has been established, that around 90% of library services nationally have signed up to. They aim to provide people with a clear idea of what is on offer within their local library service.
- 7.10 The Universal Offers are Reading, Information, Digital, Health, Learning and Culture. Through the Universal Offers and other library services, the East Sussex Library and Information Service, supports the County Council's four overarching priority outcomes of driving economic growth, keeping vulnerable people safe, helping people help themselves and making best use of resources.
- 7.11 The Universal Offers aim to support reading for pleasure and personal development, recognising also that literacy supports the local economy and people's ability to lead independent lives. Libraries offer resources and personal support to help job seekers find work, increasingly via online searching and applications, and can help people identify and develop new skills and qualifications.
- 7.12 In our information age, where many materials and information resources have moved online, and as more commercial and public services have become digital, libraries provide free access to computers and to the internet to enable people to get online. Free internet access to computers and to the internet remains important. Some people are still excluded from the online world because of the cost of a broadband connection or mobile data package, or because they do not have the digital skills to use the internet.

- 7.13 Many people use libraries completely independently, on a self-help/self-service basis, identifying and accessing the resources they need on their own. Other people have a need for support from the library, whether this is help from a member of staff to locate an item, or a much more structured programme of help like a course to help people improve their reading, numeracy and ICT skills.
- 7.14 Libraries remain a popular service. Nearly 60% of the English population holds a current library card and in 2014/15 libraries in England received almost 225 million physical visits, more than visits to Premier League football games, the cinema, and the top 10 UK tourist attractions combined. However, in the past decade or more, there have been changes in the way that people use their library service and in the overall numbers doing so. This change has been seen locally, nationally and internationally. Overall, fewer people are visiting libraries and borrowing books.
- 7.15 The Taking Part survey in 2016, showed that in the ten year period from 2005/06 to 2015/16, use of library services reduced from roughly one half to one third of all UK adults. A survey and associated report published by the Carnegie Trust in 2017 reported higher levels of use, with 46% of people surveyed saying they had used a library service in the past 12 months, down from 50% in 2011. Against this backdrop of an overall reduction in people using library services, of those adults who had still used a library service, the proportion using a library service website rose from 8.9% to 14.2% between 2005/06 and 2015/16 and the use of a library website to complete a transaction, such as reserving or renewing an item or paying a fine for an overdue loan was up from 28.1% in 2006/07 to 39.7% in 2015/16).
- 7.16 In East Sussex there has also been a decline in usage of libraries. In 2006/7 there were 2.52 million visits to East Sussex libraries. In 2016/17 this number had fallen to 1.48 million, a decrease of 41.5%.
- 7.17 There is a lack of published evidence as to what is behind these changing use patterns, however some of the factors behind the decline in library usage are probably self-evident. Widespread availability of affordable or free information and reading materials via the internet means people can now get easy access to something they would previously have had to make a visit to the local library's reference section to look up. The market for new and second hand books has become more competitive in the past fifteen to twenty years, and the development of the internet has also enabled a huge online marketplace to develop. The ability to provide more library services, particularly reading materials, online without the need for a hard copy, challenges the traditional notion of a library service being identifiable only with the library building or mobile library.
- 7.18 The Carnegie Trust found in a recent survey that 72% of people think that public libraries are important for communities whilst only 40% of people said that libraries were important to them personally. This raises the question of whether people's needs are increasingly being met elsewhere or whether people are unaware of the services that are available through library services

that could be of benefit to them. When people in the survey were asked what would encourage them to make more use of library services, the most frequent suggestion was to provide better information on what services are on offer. Among non-users the most popular improvement was 'providing other council services in library buildings'.

- 7.19 Some have argued that the usage of libraries has decreased because libraries have been closed or had their opening hours reduced. However, we know that, locally at least, that is not the case. In the period 2006/7 to 2015/16, when the number of East Sussex libraries open to the public remained the same, and before the County Council made changes to library opening hours, there was a 29% decline in library visitors. In this same period the County Council invested approximately £22m in new libraries and refurbished existing ones.
- 7.20 A key opportunity within the Strategic Commissioning Strategy, therefore, is to seek to ensure that the Library and Information Service provides clear information about what library services are on offer, how people can make the most of what is available to them, and to help people choose to use libraries because they see clear benefits and positive outcomes from doing so. There is also an opportunity to explore whether providing other services in libraries would help meet people's needs better through a more 'joined-up' offer.

This page is intentionally left blank

Cabinet
6 March 2018
Appendix 8

Libraries Strategic Commissioning Strategy
Technical Appendix 2
Needs Assessment

Contents

- 1. The Purpose of the Technical Appendix 2
- 2. Definitions and Measurement 6
- 3. The Needs Assessment 12
- 4. Results 56
- 5. Conclusion 59
- Appendix A Benchmarking 63

1 The Purpose of the Technical Appendix

Introduction

- 1.1 The Needs Assessment is a key element of the Strategic Commissioning Strategy. It is essential to formally identify what contribution libraries can make to meeting the needs of East Sussex residents, and the extent to which they are currently meeting those needs, as well as to inform future strategies.
- 1.2 This is one of a number of documents, Technical Appendices (TA), which form the evidence base that supports the draft Libraries Strategic Commissioning Strategy. These documents are as follows:

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2 Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1 National and Local Context	Technical Appendix 2 Needs Assessment	Technical Appendix 3 Service Description and Analysis	Technical Appendix 4 Property Assessment	Technical Appendix 5 Accessibility Analysis	Technical Appendix 6 Strategic Outcomes and Gap Analysis	Technical Appendix 7 Delivery Model Options Appraisal

- 1.3 The prime purpose of the Needs Assessment is therefore to provide a clear evidence-based review of needs, both met and unmet, that impact on the current and future provision of the Library and Information Service. It is developed in line with the Council's Strategic Commissioning Framework and reflects best practice in public sector service analysis. See section 2 for further details on the Strategic Commissioning approach.
- 1.4 The County Council commissioned Peter Brett Associates to develop the methodology and undertake the analysis which forms this Needs Assessment. This Technical Appendix has therefore been produced in conjunction with Peter Brett Associates.

The Commissioning Themes

- 1.5 The work in this, and the other reports, that inform the evidence base for the Strategic Commissioning Strategy is undertaken in the context of four Commissioning Themes:
 - Reading and literacy

- Economic development
- Health and wellbeing
- Digital exclusion

- 1.6 These four Commissioning Themes have been developed to provide a framework for the assessment of needs that has been undertaken. Libraries support people in many different ways and a structure was needed that enabled us to effectively gather and group the range of services libraries provide beyond reading and literacy, in line with the broad view of libraries described in Technical Appendix 1 – National and Local Context. The four Commissioning Themes are considered to represent the key areas of community need that the Library and Information Service may be best placed to meet or support.
- 1.7 The development of the four Commissioning Themes, and the assessment of needs, has been undertaken in the context of addressing the Council's statutory duty under the Public Libraries and Museums Act 1964, to provide a "comprehensive and efficient public Library Services for all persons desirous to make use thereof". The Council's statutory duty is also explained in detail in Technical Appendix 1.
- 1.8 In addition, the focus of the Commissioning Themes, and the development of all aspects of the Strategic Commissioning Strategy, is in line with the Council's four overarching priority outcomes: driving economic growth; keeping vulnerable people safe; helping people help themselves; and making best use of resources¹.
- 1.9 The four Commissioning Themes represent the important role that libraries play in society as a gateway for individuals of all ages to access information, support, knowledge and culture.
- 1.10 Literacy skills, whether traditional or digital, underpin success in all walks of life, and libraries have a key role to play in ensuring children in particular have the building-blocks for future academic and employment success. A 2011 research report by the Department for Education² acknowledged the important role that libraries play in young children's early communication and vocabulary skills. The study found that school entry performance was highest among children who owned more books and made more frequent visits to a library.
- 1.11 In addition, the health and wellbeing benefits of reading for pleasure are evident for adults as well as children and young people. Research shows that those individuals that choose to read for pleasure benefit from improved social capital, reduced symptoms of depression and dementia among adults and better parent-child communication³.

¹ <https://www.eastsussex.gov.uk/yourcouncil/about/keydocuments/councilplan/priorities/>

² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/181549/DFE-RR134.pdf

³ <https://readingagency.org.uk/news/The%20Impact%20of%20Reading%20for%20Pleasure%20and%20Empowerment.pdf>

- 1.12 Beyond the traditional role of libraries to facilitate reading and literacy, the modern library service can provide information and support to individuals and businesses to help develop the economy, in line with the aims of the East Sussex Growth Strategy 2014-2020⁴. The Growth Strategy recognises the need to support individuals to improve their skills levels to meet the skills needs of business and support residents to reach their full potential. Libraries provide access to online information about job vacancies, training and skills development opportunities, and support individuals directly to develop skills such as writing CVs and job applications, and learning new literacy, numeracy and ICT skills, in both formal and informal ways. Libraries provide facilities for people running small businesses or those considering setting one up. A range of online and hard copy information is available through the library, and they can be used as informal drop-in centres with free Wi-Fi and, in some cases, bookable meeting rooms.
- 1.13 Public libraries are neutral and safe spaces that can promote health and wellbeing, not only through reading for pleasure, but also through cultural events, as well as targeted self-help support for community and individual resilience. Research has identified the positive benefits of reading for mental health, as well as the positive correlation between literacy and a person's ability to access health information⁵.
- 1.14 Information is increasingly moving to digital platforms and there continues to be a social divide between those that have easy access to the internet and those that are offline, due to issues around affordability and digital skills. Libraries can help those that are digitally excluded gain access to information and acquire digital skills leading to increased employability.
- 1.15 Each Commissioning Theme, and the associated indicators of need, are described in more detail in section 3.

The Report

- 1.16 In the following sections of this report the methodology is developed in the following stages:
- Definition - the key terms used in the assessment, such as need, want, demand and supply, are defined;
 - Data - the data that are available to assess individual and community needs are considered;

⁴ <https://www.eastsussex.gov.uk/environment/planning/regeneration/growthstrategy>

⁵ http://www.artscouncil.org.uk/sites/default/files/download-file/Evidence_review_economic_contribution_libraries_2014.pdf

- Context and best practice - a review of what has been done elsewhere in assessing the impact of library services in meeting needs, as well as the use of needs assessment more generally in public service reviews;
- Approach to analysis - a review of how needs can be analysed against each of the four Commissioning Themes that the Library and Information Service aims to address in East Sussex;
- Identify key indicators – compile and consider the relevance of key indicators of need, and the likely impact of the Library and Information Service in meeting each need; and
- Commentary - what do these indicators show across East Sussex, in terms of revealing areas of relatively high need and how might that influence the development of the strategic commissioning of libraries in East Sussex?

2 Definitions and Measurement

Strategic Commissioning and Needs

- 2.1 East Sussex County Council has identified Strategic Commissioning as the approach and discipline which will underpin all the Council's business planning activity. It is about securing the best outcomes for East Sussex residents, by understanding need, matching supply with need and making the most effective use of all available resources.
- 2.2 Building a strong evidence base to assess local needs is essential during the initial phase of the Strategic Commissioning process, in order to understand the evolving needs of customers. The strategic commissioning approach recognises the requirement to meet needs at a strategic level for whole groups of customers, service users and populations. This assessment has therefore sought to understand both individual and community needs using the most appropriate ways of measuring these needs.

Level of Need

- 2.3 To fully understand needs and their variability across the county it is necessary to identify at what level the evidence is gathered, whether from individuals, wards or parishes, or super output areas (these are the small geographical areas that census data are often presented in), and whether this is district or county wide. Invariably it is the relative differences, not the absolute values, between the level of needs identified that will help to inform decisions about allocating resources and making strategic choices in communities. Through the clear measurement of the levels of needs, it is possible to determine 'intervention levels' (which may be set nationally or locally) that can be used to target resources in areas where needs are greatest.
- 2.4 In the analysis undertaken for this Needs Assessment there was often very little variation across the whole county (and as a baseline it should be recognised that East Sussex compares favourably with many other local authority areas on a number of measures of need). However, for some indicators there were stark variations.
- 2.5 Therefore, in this assessment we have sought to identify when the variation in needs *is* significant in scale and scope, compared to where the variations are minimal across the county and therefore perhaps should be given less weight in prioritising resources to meet needs.
- 2.6 In assessing whether a level of need and the degree of variation across the county are relevant it is necessary to consider national guidance and policy, experience in East Sussex and elsewhere in setting intervention levels, and to an extent using common sense and reasonableness in determining points or

levels where a need should be addressed. There are generally no national or locally agreed formulae or tests that suggest that a specific percentage of need, for example, should be the cut off point for support or intervention in the Library and Information Service. This therefore places further dependence on the interpretation of the *Public Libraries and Museums Act 1964* requirement for the Council to provide a “comprehensive and efficient” library service and the 1964 Act does not set out a statutory measure of need.

- 2.7 This can be seen in the example of the Index of Multiple Deprivation (IMD) and specifically the adult education, skills and training domain. As the IMD is ranking super output areas (SOA) across the whole of England, a low number indicates the highest level of deprivation and vice versa. Therefore it might be appropriate that the Library and Information Service’s resources should be focussed on the most deprived areas to have an impact on adult literacy and skills. In East Sussex the difference between the lowest 10% and the highest 10% is significant on this domain – the most deprived SOA in East Sussex is in Hastings, ranked 634th out of 32,844 small areas (called Lower-layer Super Output Areas and each with an average of 1,500 residents each). The least deprived in East Sussex is an SOA in Lewes ranked 31,621st. Therefore there is a considerable disparity between the two parts of the county on this measure.
- 2.8 In seeking to understand at what level is a need of sufficient “importance” that it must be met, we have therefore sought to identify what is variously termed as minimum levels, cut-offs or floor standards. In most cases there are not uniformly agreed levels of need – where government, councils or professional advisors considered a need to be “significant” and requires an intervention.
- 2.9 The key issue with using any measure of need is where the cut off between most deprived and the average occurs – for example, should resources be allocated to the 10% or 25% most deprived areas? The assessment of needs utilised for this review has therefore developed figures which generally show the highest decile or quartile for each indicator to highlight where the concentration of need is potentially greatest.

Defining Needs

- 2.10 It is important from the outset to be very clear on the definition of ‘needs’, as there can be confusion as to exactly what a ‘need’ is. Utilising the Council’s Strategic Commissioning Framework (May 2012) to understand need is central to this assessment. The framework identifies the key terms as follows:

“There is a clear distinction between need, demand and supply. Need is what people could benefit from (that is an effective intervention or service), demand is what people ask for, supply is what is provided. Strategic Commissioning is about prioritising need over demand and supply”.

2.11 In common usage and particularly where applied to consumer goods and services ‘needs’, ‘wants’ and ‘demands’ can sometimes be used interchangeably. The differences between the terms are as follows:

Need
<ul style="list-style-type: none"> ■ A need is ‘inherent’ and something which is required in order for a certain condition to be maintained or a desired state to be achieved ■ In this review, beyond very basic human needs (clothing, food, safety, shelter), are the needs for health and wellbeing, income, information and literacy that typically identify as needs in developed societies ■ Social needs, such as belonging and affection, as well as individual needs such as respect, knowledge, and self-expression also can be considered, even if not easily measured
Want
<ul style="list-style-type: none"> ■ A want is typically a desire for a specific satisfier of need ■ Wants can be influenced by advertising, fashion, peer pressure
Demand
<ul style="list-style-type: none"> ■ A demand is a want that has a component of both willingness and ability to pay ■ Demands can be influenced by price, and the price of competitors ■ Demand is most easily measured
Supply
<ul style="list-style-type: none"> ■ The provision of a product or services that can satisfy the demand ■ While efficient and effective suppliers should respond to needs and demand, the availability of a service also shapes demand, if not the underlying needs

2.12 In this review we have used the definitions of need in the Council’s own Strategic Commissioning Framework and other public sector assessment models to ensure that our selection of indicators is specifically relevant to addressing the need for public services.

2.13 There are many public sector examples of needs led assessments influencing policy, funding and delivery of public services. Councils, government departments and the NHS are embracing the rigorous evidence led approach that places a full understanding of need before demand and supply, particularly in health care and public health.

- 2.14 East Sussex County Council believes that assessing individual and community needs is a crucial step in the commissioning process. If the Council's understanding of residents' needs is incomplete then the design and delivery of services is unlikely to fully meet their needs or achieve the required outcomes.
- 2.15 Therefore, in assessing the needs of individuals and communities in East Sussex, and how the Library and Information Service meets those needs, it is important not to focus on the demand (who is currently using the service) or the want (those who express a desire for a library) but on those specific needs that can be satisfied best through access to the Library and Information Service (the supply).

Measuring Needs

- 2.16 This needs assessment focusses on using the best possible measurement of need and therefore it has to ensure that the indicators and measures utilised are credible and relevant. In so far as there is a requirement to measure needs, the focus will be on quantitative measures, but at the same time recognising that qualitative factors also have to be understood, even if there is not a simple measure for them that can be used to compare individual or community needs.
- 2.17 For this review the main sources of data are:
- Trustworthy - from recognised sources – government or council bodies, data agencies, representative organisations
 - Available - publicly available to all, either online or by request to agencies and organisations
 - Longitudinal - established measures with the ability to describe and review trends over time
 - Disaggregated – to assess variation in need between different geographical areas, at a sufficiently detailed local level
- 2.18 East Sussex County Council has a well-established and widely respected countywide database called East Sussex in Figures (ESIF)⁶. This online resource collates information and data from a wide range of sources, regularly updating and expanding the availability of information about the county and its communities. Data is collected under 12 key themes, such as access to services, economy, deprivation, health and transport. While not all themes and data sets are relevant to this review it provides a core information source from which to build this needs assessment.

⁶ <http://www.eastsussexinfigures.org.uk/webview/welcome.html>

- 2.19 The ESIF search function and the ability to select data by area has also proved invaluable in cross checking the data collected and the indicators of need being assessed for inclusion.
- 2.20 The prime source of demographic information is the Office of National Statistics (ONS) 2011 Census⁷ and subsequent population counts. With the significantly different levels of population density and composition between the rural and urban areas of the county this will be a key factor in assessing need in context. In particular, the Neighbourhood Statistics⁸ section of the online ONS resource has been used to test the appropriateness of needs indicators that are considered for application in this review.
- 2.21 The Index of Multiple Deprivation⁹ (IMD), which is a combined indicator of the relative level of deprivation at a Lower-layer Super Output Area (LSOA) level, is useful in giving a view of the pockets of relative deprivation in the county. However, it combines indicators across seven domains, which are weighted to produce the prime IMD and not all are directly relevant to assessing need for the Library and Information Service – for example the level of crime or living environment deprivation. The most recent IMD is from 2015 and it has been used in this review as a sense check on the relative levels of deprivation identified within individual domains.
- 2.22 Both the ONS 2011 census and the Council's own economic data in ESIF give a good indication of levels of unemployment, incomes and job availability, as well as a range of business growth, training and skills statistics. Other economic data are available, but care is needed to ensure that any business, skills or training needs identified are properly collected and analysed to ensure no selection bias influences the overall needs assessment.
- 2.23 There are also market segmentation tools and commercial data sets that seek to identify the social profile of an area or community, with for example Experian's Mosaic¹⁰ often being used to understand consumer behaviour. It utilises a much wider set of quantitative and qualitative data (not just key population demographics) to understand the likes, attitudes and behaviours of the UK adult population. Each individual and household is assigned to one of 15 groups and 66 detailed types.
- 2.24 Where necessary, specialist data sets have been used – for example information on internet use and broadband availability, which is a fast moving market indicator and therefore it is important to ensure that the most recent trends in use and availability are utilised.
- 2.25 In the review and selection of needs indicators the links to the Council's Equality Impact Assessment (EqIA) process were considered and specifically the assessment of the needs of protected characteristics. The selected

⁷ <http://www.ons.gov.uk/census/2011census>

⁸ <http://www.neighbourhood.statistics.gov.uk>

⁹ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

¹⁰ <https://www.experian.co.uk>

information and data sets included in this needs assessment cover all individuals and communities in the county and in addition, a full draft EqIA has been undertaken to ensure the potential impact of those with protected characteristics are considered in all aspects of the strategic commissioning process.

- 2.26 To aid the understanding of the differences in needs between areas of the county it was useful to make use of a range of spatial analysis tools, such as Geographical Information Systems (GIS). This enables the visualisation of different levels of need on detailed maps, helping to illustrate sometimes complex data relationships. It is then possible to populate single or multiple 'layers' with data, showing all of the different variables of a community, to assist decision makers in understanding the balance between different data sets. It is particularly useful in understanding the physical access to services, education, employment and health, with its accurate distance measuring tools more reliable than plotting contours on maps.
- 2.27 In the review of the indicators of need specific measures have been identified which can be demonstrated over a reasonable time period. This is important as it enables us to accommodate and consider trends and changes over time. In the review of the potential needs indicators it was important to look back (to the 2011 or 2001 census, or annual surveys, for example) to determine whether values are properly representative, relative to both the trend over time and in relation to each discrete area in the county.
- 2.28 The strength and value of the assessment of need will be determined by the selection of the appropriate indicators of needs. There are, of course, considerable challenges which have to be addressed in testing each indicator before adopting it for the full assessment of relative needs across the county and then how that need can be met by the Library and Information Service. The key challenges include:
- scale – ensuring the scale and measurement is appropriate for the causal links we are seeking to identify
 - scope – ensuring the right focus, so for example not seeking to demonstrate the need for library services just through general indicators of deprivation
 - accuracy – having measures from trusted sources, that are statistically significant and can withstand external scrutiny
 - externalities - separating out external factors or influences that confuse the impact of the service on meeting specific types of need

3 The Needs Assessment

Introduction – Measuring Need

- 3.1 The assessment of needs to be met in the county, their relative values and their spatial distribution, have been developed and will now be used as a foundation for the strategic commissioning of library services in East Sussex. Key indicators, grouped under the four Commissioning Themes, have been selected as the most appropriate to estimate the relative need for the Library and Information Service in East Sussex by neighbourhood, community and area.
- 3.2 Over 100 individual needs indicators were considered in detail for inclusion in the Needs Assessment (and many more on the ESIF database were considered but deemed not relevant to this review). The rationale and process for the reduction from a long list to a short list of indicators was based on the overall objectives, key factors and criteria identified in section 2. Throughout it was important to ensure that indicators selected are either already or potentially linked to the Library and Information Service, and that there is sufficient variation across the county to allow appropriate levels of intervention to be set. While the selection has to be in part subjective, based on current information and experience of similar needs assessments, it is considered that the range of key indicators selected offer the best view of the needs that the Library and Information Service should aim to be meeting in East Sussex.
- 3.3 It is important to highlight that in most cases, the Library and Information Service is not the primary provider of services to meet identified needs. The role of the Library and Information Service is largely indirect in support of other more targeted service providers. This assessment has considered how the identified needs vary across the county, and whether there are specific groups of people whose needs are currently not met.

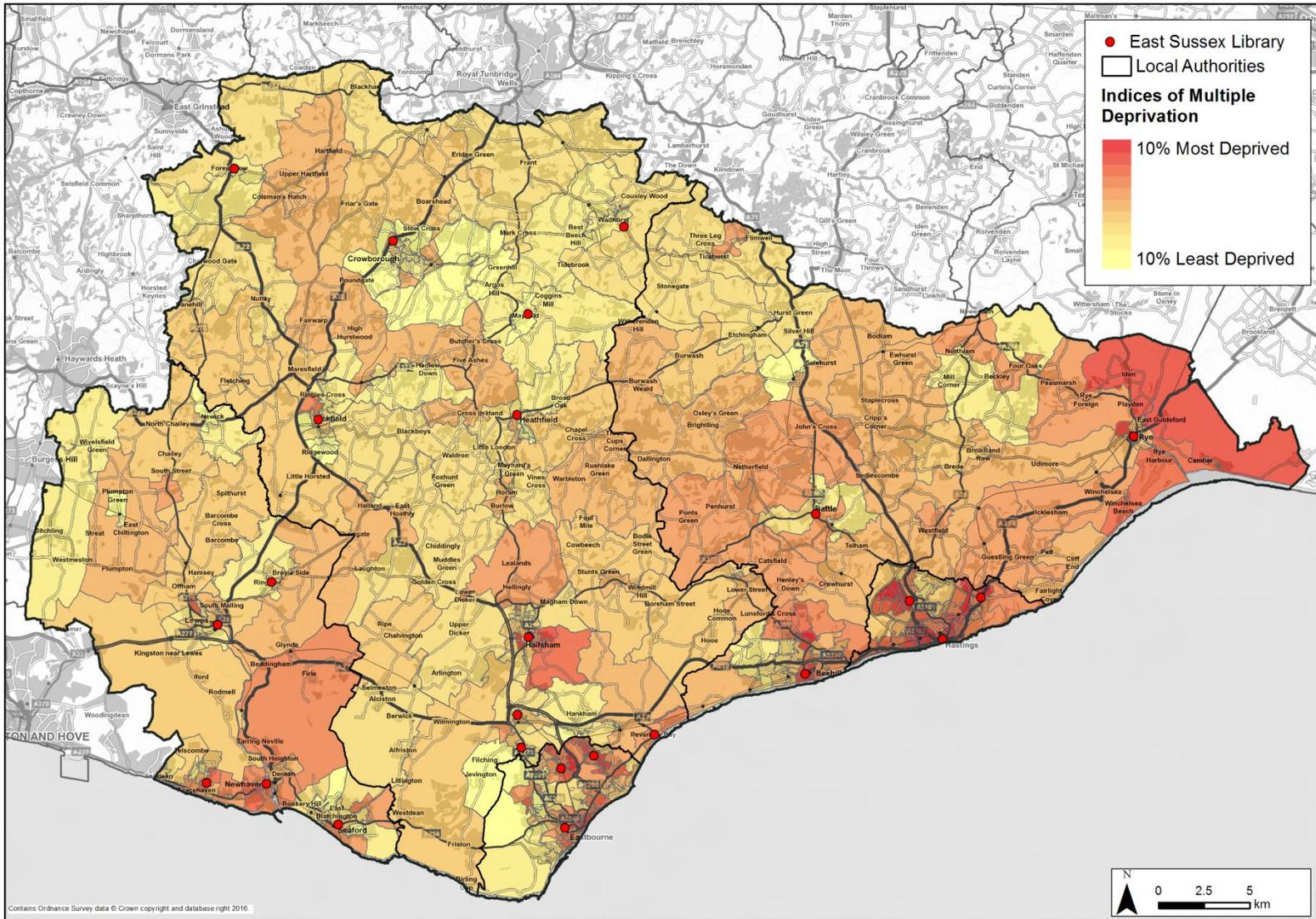
Assessment of Needs

- 3.4 This section considers the key needs indicators identified under each of the four Commissioning Themes. The indicators per Commissioning Theme are set out in the tables below and for each indicator a definition is provided, considering the scale and scope of the measure. Each indicator has been mapped to assess the relative balance of need across the county and each set of data is considered in detail in the tables. The spatial relationship with each library is considered in more detail in the Technical Appendix 5, Accessibility Analysis.
- 3.5 Table 1 below shows the distribution of the population by age across the county. This shows that there is slight variation in the spread of different age groups across the county but not significant variation. There is not a clear picture that urban or rural areas have younger or older populations compared to each other.

- 3.6 The over-arching indicator of need is the Indices of Multiple Deprivation (IMD). The English Indices of Deprivation are based on 37 separate indicators, organised across seven distinct domains of deprivation which are combined, using appropriate weights, to calculate the IMD. This is an overall measure of multiple deprivation experienced by people living in an area and is calculated for every Lower-layer Super Output Area (LSOA), or neighbourhood, in England. Every such neighbourhood is ranked according to its level of deprivation relative to that of other areas. It is important to recognise that not every person in a highly deprived area will themselves be deprived. Likewise, there will be some deprived people living in the least deprived areas.
- 3.7 The IMD results for East Sussex provide an overview of the relative deprivation within the county and are shown in map 1 below. 19 out of 329 LSOAs are amongst the most deprived 10% of LSOAs in England, 6% of all LSOAs in the county. 16 of these are in Hastings, two are in Eastbourne and one in Rother. The LSOA covering Iden and Camber to the far east of Rother stands out on the map due to its geographical size however it ranks 49th in the county and therefore there are 48 smaller LSOAs in East Sussex which are more deprived.

Table 1: Population estimates, 2015

Age group	East Sussex	Eastbourne	Hastings	Lewes	Rother	Wealden
All ages	544,064	102,465	91,497	100,693	92,908	156,501
% of population	100%	100%	100%	100%	100%	100%
0-15	93,096	17,541	17,047	17,454	14,096	26,958
% of population	17%	17%	19%	17%	15%	17%
16-29	77,556	16,403	15,440	13,732	11,503	20,478
% of population	14%	16%	17%	14%	12%	13%
30-44	87,033	18,069	16,601	16,252	12,053	24,058
% of population	16%	18%	18%	16%	13%	15%
45-64	150,747	25,614	24,979	28,308	26,340	45,506
% of population	28%	25%	27%	28%	28%	29%
65 and over	135,632	24,838	17,430	24,947	28,916	39,501
% of population	25%	24%	19%	25%	31%	25%



1. Deprivation – overall

Indicator
IMD 2015

Data source
2015

Description/Definition
The IMD is based on 37 separate indicators, organised across seven distinct domains of deprivation which are combined, using appropriate weights, to calculate the IMD. This is an overall measure of multiple deprivation experienced by people living in an area.

Format
Shows information by decile.

Reading and Literacy

- 3.8 At the core of the Library and Information Service has been its traditional role in enabling and encouraging literacy for the whole population, and in doing so, supporting the education sector which has the prime responsibility for literacy. While other roles have developed, for much of the population the levels of literacy will be seen as a key indicator of need for an effective library service. If literacy is low, for any age group, then it is expected that maintaining or improving access to a library service will have a positive impact in enabling and delivering improved literacy rates. It is also the case that basic literacy skills are required in order to access and benefit from those other offers around information and skills.
- 3.9 For young people the assumption with this theme is that the Library and Information Service has the potential to support the literacy needs of every child, hence the requirement to base the analysis on all children living in East Sussex. However, some children are likely to have higher needs than others, such as those living in poverty, those with Special Educational Needs and those without English as a first language. Throughout this analysis the Library and information Service's impact on literacy is seen as complementary and in addition to the education sector, whether provided through school, colleges or universities.
- 3.10 The Library and Information Service can potentially help raise adult literacy levels in a similar way as the formal adult education sector. Therefore, where there are low adult literacy rates (often linked with other indicators of deprivation) it is expected that this will create a need that can be positively met through access to library services. The indicators selected are:

Needs to be addressed	Indicator	Fig.	Comments
Children and young people living in poverty are likely to have a need for support to improve their literacy	East Sussex Schools Census. School pupils entitled to free school meals	2	Overall numbers of pupils entitled to free school meals are low. Of those with such entitlement, the highest concentrations are in pockets of Hastings and there are also moderate numbers in parts of Newhaven and Battle, the Dickers area and east of Hailsham.
Children and young people with low educational attainment have greatest need for support to improve their literacy	Index of Deprivation 2015, Education, skills and training domain – Children and young people sub-domain	3a to 3c	Although there is a concentration in the main urban areas, high levels of education deprivation (the 10% most deprived) are also located in specific areas in mid-sized towns such as Hailsham and Newhaven and in communities in otherwise rural areas in all districts – for example to the east of Rye in Camber. Access to both main libraries in the towns and to smaller branch libraries serving some of the rural areas therefore may have a role to play in meeting this identified need.

	Children achieving Good Levels of Development (GLD) at the end of the Early Years Foundation Stage	4	The data shows that across the county a high percentage of children are achieving GLD at the end of the Early Years Foundation Stage (Age 5). In most areas between 70-100% of children are shown to be achieving GLD, with slightly lower levels in some rural areas.
	Pupils under-achieving at Key Stage 2	5	For KS2 (Ages 7-11) there is a pattern of rural communities reporting less than 10% underachievement, with urban areas reporting between 30% and 50% underachievement.
	Pupils under-achieving at Key Stage 4	6	Data for KS4 (Ages 14-16) represents pupils not getting 5 A-C grades including English and Maths. The map shows a more consistent pattern across the rural districts and urban boroughs. The range across the county is broadly between 20% and 60%. Hastings is identified as an area with the highest underachievement at 51.6% of pupils, compared to Wealden with the lowest underachievement at 33.9%. The impact of the Library and Information Service may be marginal, albeit possibly very localised and linked to the performance of particular secondary schools.
	Key Stage 5 – Average Points per Entry for A Level results	7	Data for attainment at KS5 (Ages 16-18) shows little variation across the county, with most areas ranging between 150 and 250 points. There are some exceptions including areas that have attainment levels lower than 150 points, for example areas of Eastbourne and wards in Rother and Wealden. Conversely some areas have attainment above 250 points including wards in Hastings, Lewes, Rother and Eastbourne Points awarded at A-Level range from 150 (grade E) up to 300 (grade A*)
Children without English as a first language are likely to have particular literacy challenges	East Sussex Schools Census. School pupils without English as a first language	8	The absolute number data demonstrate that there are in fact very few pupils in the county that do not have English as their first language and those that do are in communities in the main inner urban centres, and currently have access to the facilities of the larger main libraries in each town – Bexhill, Crowborough, Eastbourne and Hastings. As these are shown as percentages to demonstrate the variation across the county (and they are very low absolute numbers) the impact of this need in determining library service provision should be recognised, but not be overstated, and the variation

			between areas should not be a determinant in resource allocation.
Adults with low literacy skills, including some adults whose first language is not English, need targeted support	Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels in literacy and numeracy	9a to 9e	<p>On the plot for percentage of population at Level 1 Skill Level (equivalent to GCSE grades D-G) there is very little variation across the county, as the total range is between 25% and 35%. The rural east of Rother, parts of Wealden and some of the urban areas score higher than the rest of the county.</p> <p>The percentage of population at Level 2 (equivalent to GCSE grades A*-C) or above shows more variation across the county, with rural Wealden, Lewes and Rother having higher percentages than parts of the larger urban areas.</p> <p>The highest prevalence of adults at lower Entry Levels (EL1 to EL3) are located mainly in the coastal towns of Newhaven, Eastbourne, Bexhill and Hastings, as well as Hailsham and the far east of the county in Rye and surrounding areas.</p> <p>Entry Level 1 is the national school curriculum equivalent for attainment at age 5-7, Entry level 2 is the equivalent for attainment at age 7-9 and Entry level 3 is the equivalent for attainment at age 9-11.</p>
	Index of Deprivation 2015, Education, skills and training domain – by super output area. Adult skills sub-domain	10a to 10c	<p>This measure, a proxy for adult literacy, is consistently focussed on delineating an urban/rural split, with high levels of adult skills deprivation reported in the largest urban areas and very low levels elsewhere in the rural parts of Lewes, Rother and Wealden.</p>
Children and adults with disabilities may face additional barriers to accessing reading and literacy and may require targeted support	Residents with a limiting long-term illness or disability	15	<p>The highest prevalence is shown in Rother (23%) and lowest in Wealden (18%).</p> <p>Levels of long term illness and disability are higher in East Sussex than elsewhere in the South East, but this data set includes illnesses and disabilities that are related to old age which may account for this.</p>

Economic Development

- 3.11 This theme supports the delivery of the East Sussex Growth Strategy by helping to tackle unemployment and exclusion. The focus here is primarily on disadvantaged groups – particularly on adults with a skills deficit. In addition the library has a role to play to support young people by providing access to resources and study space to support higher educational attainment and skills development.
- 3.12 In this theme it is suggested that the library service, through its function as a provider of information and training, potentially has a direct impact on adults of working age, and an additional impact on adults with poor literacy, numeracy and IT skills, on those claiming out of work benefits, and those who live in areas with high deprivation.
- 3.13 The target group for libraries is therefore more likely to be those seeking work but struggling to find it because of, for instance, poor literacy and numeracy skills, poor CV writing and interview techniques and because they lack information about availability of suitable jobs.
- 3.14 Under this theme, the Library and Information Service can also support the cultural offer of the county, in line with the East Sussex Cultural Strategy 2013-2023, including support to the creative and digital sector, which is one of the five priority growth sectors identified by Skills East Sussex, the Employment and Skills Partnership Board.
- 3.15 Libraries offer informal workspace and Wi-Fi which can be used for a number of purposes, including business start-ups including the creative and digital sector. There is a potential existing and future role of the Library and Information Service to support new businesses, however there are not strong indicators of this need. Potential need for this provision may be reflected, for example, by business registration and survival rates across the county. The role of the library service to directly support business start-ups through the provision of reference materials has reduced over time as most information is now available online, rather than in paper format. However, the Library and Information Service provides online access to these resources for those who do not have internet access. The indicators selected are:

Needs to be addressed	Indicator	Fig.	Comments
<p>Adults with low qualifications or low levels of skills may need support to learn new skills that will help them in job seeking and access to information</p>	<p>Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels in ICT and numeracy</p>	<p>9a to 9e</p>	<p>Entry Level 1 is the national school curriculum equivalent for attainment at age 5-7, Entry level 2 is the equivalent for attainment at age 7-9 and Entry level 3 is the equivalent for attainment at age 9-11.</p> <p>The highest prevalence of adults at these low Entry Levels (EL1 to EL3) are located mainly in the coastal towns of Newhaven, Eastbourne, Bexhill and Hastings, as well as Hailsham and the far east of the county in Rye and surrounding areas.</p> <p>On the plot for percentage of population at Level 1 Skill Level (equivalent to GCSE grades D-G) there is very little variation across the county, as the total range is between 25% and 35%. The rural east of Rother, parts of Wealden and some of the urban areas score higher than the rest of the county.</p> <p>The percentage of population at L2 (equivalent to GCSE grades A*-C) or above Skill Level shows more variation across the county, with rural Wealden, Lewes and Rother having higher percentages than parts of the larger urban areas.</p>
	<p>ID 2015, Education, skills and training domain – adult skills (proxy for adult literacy)</p>	<p>10a to 10c</p>	<p>This measure, a proxy for adult literacy, is consistently focussed on delineating an urban/rural split, with high levels of adult skills deprivation reported in the largest urban areas and very low levels elsewhere in the rural parts of Lewes, Rother and Wealden.</p>
<p>Those people who are not working , including those who are unemployed sick or disabled, or have caring responsibilities, may need support applying for out of work benefits or gaining new skills</p>	<p>ID 2015, Employment domains</p>	<p>11a to 11c</p>	<p>The ID measure for the most deprived areas for income and employment includes both urban and rural areas. Some largely rural LSOAs – for example around Rye (including Camber) and Newhaven (including the eastern and northern edge of town estates) - are scoring similar levels as their nearby town centres as they are mixed rural and urban communities. The north of the county is generally less deprived, both in towns and in rural areas. The highest income and employment deprivation is found in the large seaside towns.</p>

Needs to be addressed	Indicator	Fig.	Comments
Entrepreneurs and business start-ups may need access to information and informal work space to develop their business	New business registration rate, by district	12	In East Sussex the absolute numbers of new business registrations are highest in Wealden, Lewes and Rother. Hastings has the lowest level of new company start-ups at just over one third of those seen in Wealden in 2013, but over the whole county variation is not particularly wide.
	New business survival rate, by district	13	One year survival rates can demonstrate not just the innate entrepreneurial skills of those setting up businesses but also the availability or otherwise of business support and information. Again this indicator is based on district level data, and the range is only between 93% and 97%. The data shows that Rother businesses survive better than Wealden businesses.

Health and Wellbeing

- 3.16 Libraries have a direct role to play in supporting community and individual resilience, health improvement and wellbeing and reducing health inequalities through the provision of safe and inclusive spaces, quality assured self-help information and resource materials tailored for residents of all ages. Libraries also play an important role in boosting health literacy in that a person's skills, knowledge and understanding about how to find and use information can enable them act to support and improve their own health and wellbeing.
- 3.17 Nine libraries in East Sussex also offer specific self-help schemes such as Books on Prescription, Shelf Health and Reminiscence Boxes, as well as signposting to more targeted health and wellbeing services provided by the Council through Adult Social Care and Health and Children's Services departments, and those provided by external partners including the NHS and Voluntary and Community Sector organisations.
- 3.18 Libraries can help to build on the resources and strengths in individuals and communities, supporting and encouraging people to develop new skills and confidence and encouraging people to take greater ownership of their own health and wellbeing, to be more resilient, increasingly independent, self-sufficient and resourceful, and thus better able to help themselves.
- 3.19 This theme covers both the role of the Library and Information Service in supporting people who are in poor health (either physically or mentally), as well as those at risk of health inequalities or becoming unwell. In addition to the services provided in static libraries, the Library and Information Service also provides support for vulnerable people by providing books and other resources through the Home Library Service for those who are homebound due to frailty, or disability.

3.20 This theme also recognises the wider impact that libraries can have on supporting the general wellbeing of communities by providing fiction and non-fiction materials for reading for pleasure and access to cultural experiences. The indicators selected are:

Needs to be addressed	Indicator	Fig.	Comments
Those in poor mental or physical health or at risk of developing health problems may need signposting and targeted support	Index of Deprivation 2015, Index of Multiple Deprivation – Health Deprivation and Disability domain	14a to 14c	The highest health deprivation outcomes and disability measures are concentrated in the coastal towns, either in central residential areas or large estates on the edge that often have other income, employment and social exclusion issues. There are some pockets of health deprivation in each of the three more rural districts, but usually associated with the mid-sized towns.
Those with a long-term health problem or disability may need support to access library services and signposting to other services.	Residents with a limiting long-term illness (one that limits day to day activities and has lasted or is expected to last at least 12 months)	15	One area with a relatively high percentage of residents with long term illness is east Bexhill, with between 36% and 40% identified - other high levels are found in Eastbourne, Hastings/St. Leonards and Newhaven. The lowest percentages are found in the rural north of the county and parts of the South Downs, maybe in part reflecting the need of people with illness or disability to select more accessible communities to settle in.
	GP reported prevalence of smoking, percentage of persons aged 15 years and over.	16	The prevalence of smoking is recognised to be a strong indicator of future health needs. The highest prevalence of smoking for people over 15 years old is in central and suburban Hastings and east Hailsham, with most rural areas having very low or lower than average smoking levels. In public health terms smokers hoping to give up may seek information at libraries, as well as surgeries and hospitals, but it is also an indicator of potential limiting health concerns later in life.
Different areas in the county experience different levels of life expectancy based largely on health inequality and therefore there is a greater role for libraries to support people in those communities	Life Expectancy	17	There is no clear pattern in life expectancy across the county, other than notably east Bexhill and St Leonards having the lowest life expectancy of under 78yrs, compared to some rural areas of the county having a life expectancy of over 86yrs.

Digital Exclusion

- 3.21 Increasingly, residents require access to the internet to access government services and information, as well as to carry out transactions as part of their everyday life, such as banking. However it is recognised that not all households in East Sussex have access to the internet due to a number of factors including, affordability and lack of basic digital skills.
- 3.22 This theme is mainly about improving access to information online and supporting those who are digitally excluded to carry out online transactions through fixed and mobile broadband technology. The benefits of being able to access and use the internet include the ability to access information about skills and employment opportunities, and access to health and wellbeing information, as described earlier in the Needs Assessment.
- 3.23 There are also financial benefits arising from the ability to ‘shop around’ for cheaper utility packages such as gas, electricity and telephone, as well as other services like car insurance online. There is an opportunity, therefore to address income and other areas of inequality. For example, in its final report¹¹ into the investigation of energy markets the Competition and Markets Authority (CMA) noted in 2016 that those who have low incomes, have low qualifications, are living in rented accommodation or who are above 65 are less likely to shop around for better energy deals. 35% of those whose household incomes were above £36,000 had switched supplier in the previous three years, compared with 20% of those whose household incomes were below £18,000. Similarly, 32% of those with degree level qualifications had switched in the previous three years compared with 18% of those with no qualifications. The CMA also concluded that those households who are in rented accommodation, have incomes below £18,000 or are in receipt of a Warm Home Discount rebate were likely to be the households who would gain most from switching energy supplier.
- 3.24 There will be residents who cannot access the internet at home because they choose not to, cannot afford to or for some other reason such as being in temporary accommodation. There will also be those who can benefit from training, support and advice in libraries on how to get the most from their computers and other devices. The assumption here is that libraries can provide support for those without facilities of their own, or with a skills deficit; the focus is therefore likely to be on disadvantaged groups and the elderly.
- 3.25 In addition, there may be residents that are digitally excluded due to lack of infrastructure, although to a much lesser extent. The Government’s subsidised better broadband scheme, launched in December 2015, has ensured residents and businesses have access to at least 2mbps. Furthermore, government proposals for a broadband Universal Service Obligation will mean that, potentially, by 2020 households will have the right to request speeds of up to 10mbps. This, together with continuing private sector investment in both

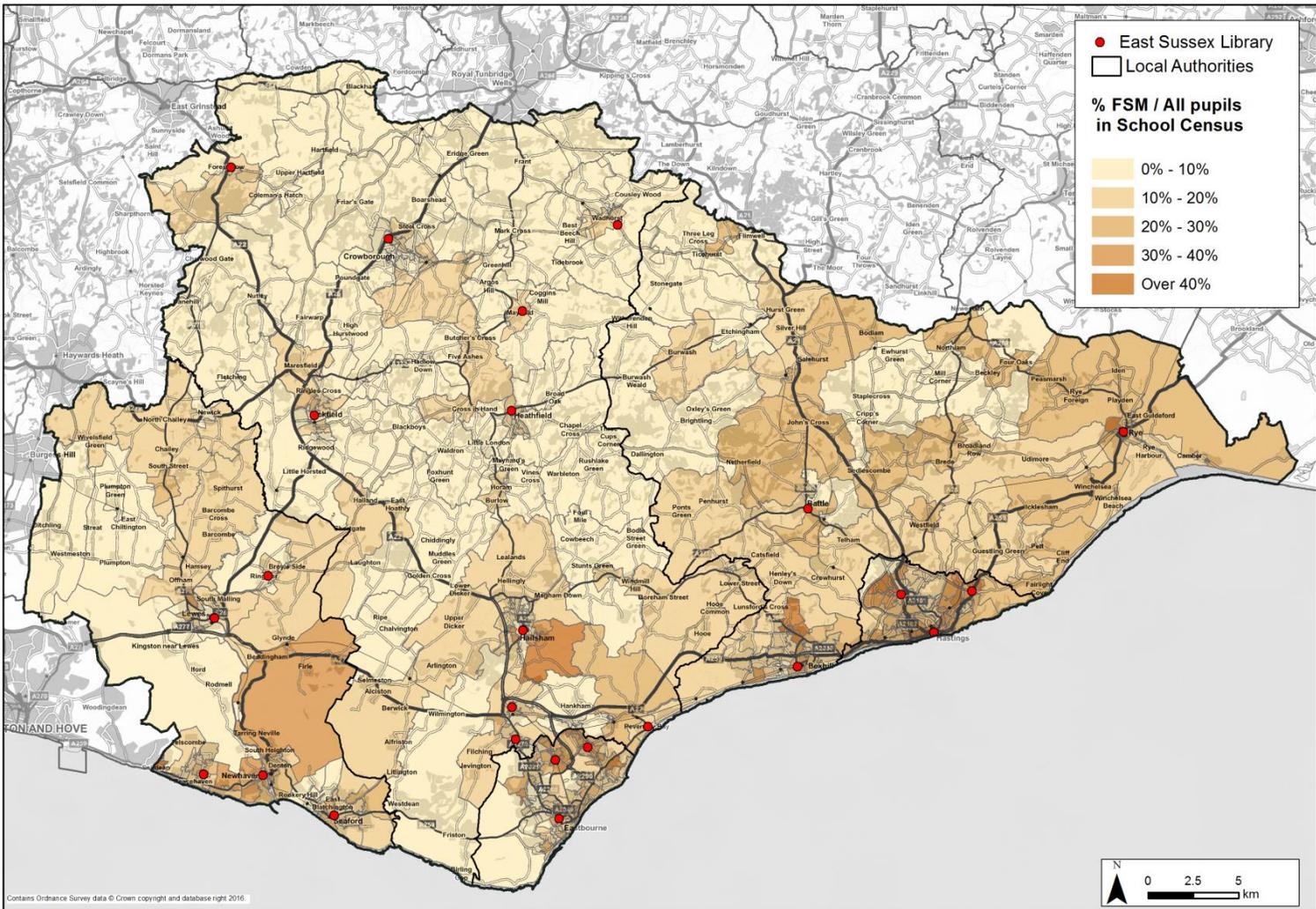
¹¹ <https://assets.publishing.service.gov.uk/media/5773de34e5274a0da3000113/final-report-energy-market-investigation.pdf>

fixed and mobile broadband, suggests that digital exclusion due to lack of infrastructure will continue to decrease in the coming years.

- 3.26 The majority of digital transactions do not need high speeds and can be carried out via “first generation” broadband, however the Council’s ‘eSussex’ project is currently funding the rollout of superfast broadband to improve connectivity to those who choose to use it in areas where it would not otherwise be commercially provided. The indicators selected are:

Needs to be addressed	Indicator	Fig.	Comments
Those with no or low qualification and skills are likely to need training to gain basic IT skills (using the internet, emailing, word processing, spreadsheet use) and support accessing information online	Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels in ICT	9a to 9e	<p>There is a link between low levels of education and low digital skills.</p> <p>The data shows that adults with the lowest skills levels (Entry Levels 1-3) are located mainly in the coastal towns of Newhaven, Eastbourne, Bexhill and Hastings, as well as Hailsham and the far east of the county in Rye and surrounding areas.</p> <p>Entry Level 1 is the national school curriculum equivalent for attainment at age 5-7, Entry level 2 is the equivalent for attainment at age 7-9 and Entry level 3 is the equivalent for attainment at age 9-11.</p>
	ID 2015, Education, skills and training domain – adult skills (proxy for adult IT skills)	10a to 10c	This measure, a proxy for adult IT skills, is consistently focussed on delineating an urban/rural split, with high levels of adult skills deprivation reported in the largest urban areas and very low levels of deprivation elsewhere in rural parts of Lewes, Rother and Wealden.
People who do not have access to the internet due to affordability are likely to need access to online services	Digital exclusion heat map	18	As this data set is district and borough based it shows very little variation across the county, and masks areas of deprivation where digital exclusion due to affordability is likely, for example in areas of Hastings.
	ID 2015, Employment domains	11a to 11c	<p>Despite technology and broadband becoming more affordable, cost is still a barrier for some residents on low incomes who remain digitally excluded. In a recent residents survey, only 62% of those on low or no income were online, compared to 99% of the highest earners (East Sussex Residents’ Survey: 2017)</p> <p>The ID measure for the most deprived areas for employment includes both urban and rural areas. However, some largely rural LSOAs – for example around Rye (including Camber) and Newhaven</p>

			(including the eastern and northern edge of town estates) - are scoring similar levels as their nearby town centres as they are mixed rural and urban communities. The north of the county is generally less deprived, both in towns and in rural areas. The highest income and employment deprivation is found in the large seaside towns.
	Households in fuel poverty, 2008-2014 - super output areas	19	<p>This dataset shows that the areas of the county with highest levels of fuel poverty are in areas of central Hastings and Eastbourne as well as some rural areas of Lewes and Wealden</p> <p>The dataset uses the Low Income High Cost (LIHC) indicator. Under this definition a household is considered to be fuel poor where:</p> <ul style="list-style-type: none"> - They have required fuel costs that are above average (the national median level) - Were they to spend that amount, they would be left with a residual income below the official poverty line.
Those aged over 65 years may lack basic IT skills	Population estimates by age (65 and Over)	20	<p>The likelihood of digital exclusion increases significantly among those aged 65 and over.</p> <p>The map illustrates the percentage population numbers aged 65 and over. The highest concentrations of adults aged 65 and over are in the main urban areas and some mid-sized towns.</p>



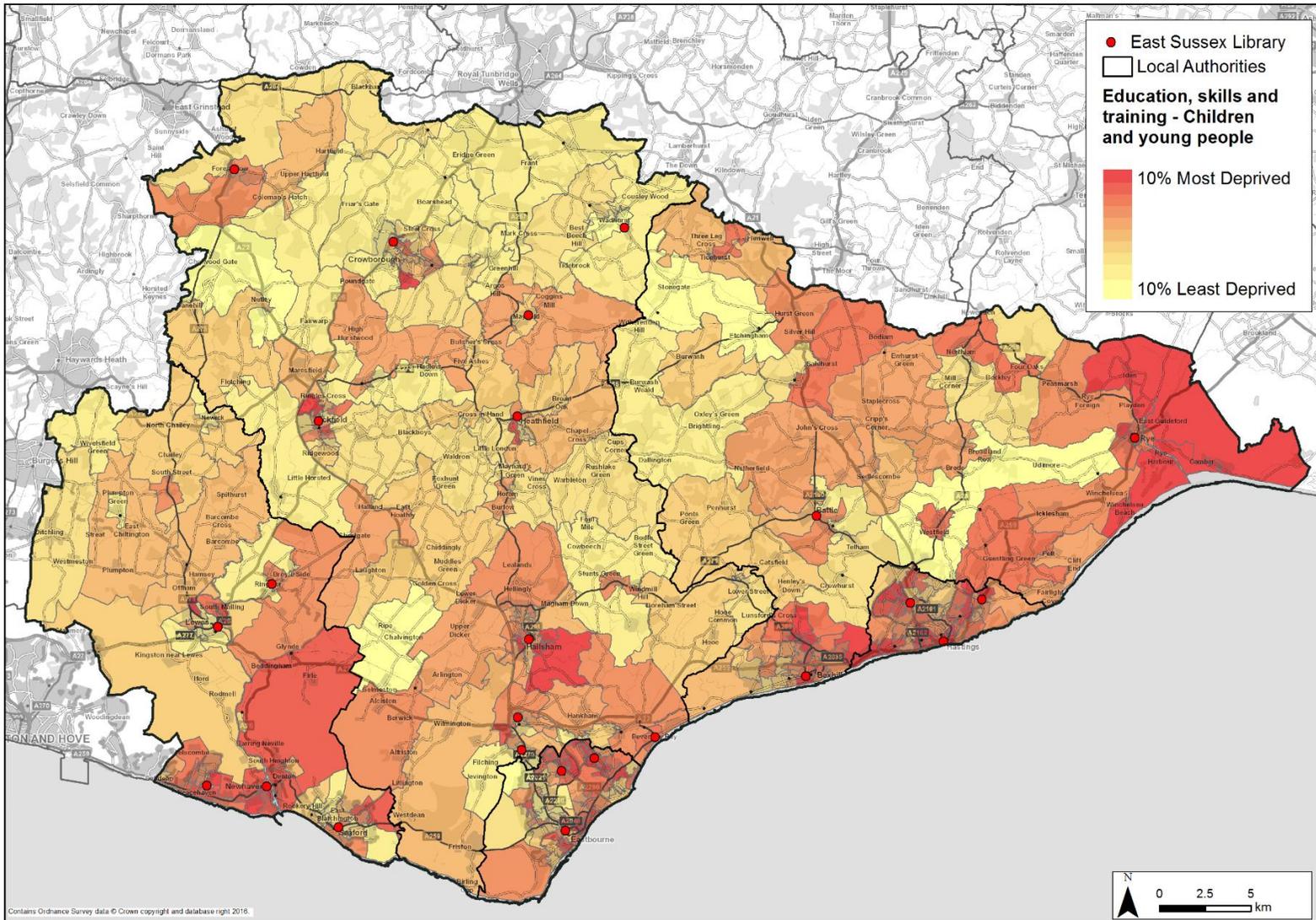
2. Deprivation - Children and Young People

Indicator
 East Sussex Schools Census.
 School pupils entitled to free school meals – by super output areas.

Data source
 2016

Description/Definition
 This dataset provides details about the number of pupils who attend schools maintained by East Sussex county Council. Data for children attending academies in the county are included in geographical datasets (district, ward, SOA) and with the exception of Ringmer Community College, included for all school level data. The information is presented according to where pupils live. Pupils may not live in the same area as where they go to school and some pupils attending East Sussex schools live outside the county

Format
 Shows pupils entitled to free school meals who are resident in each super output area as a percentage of all school pupils in East Sussex.



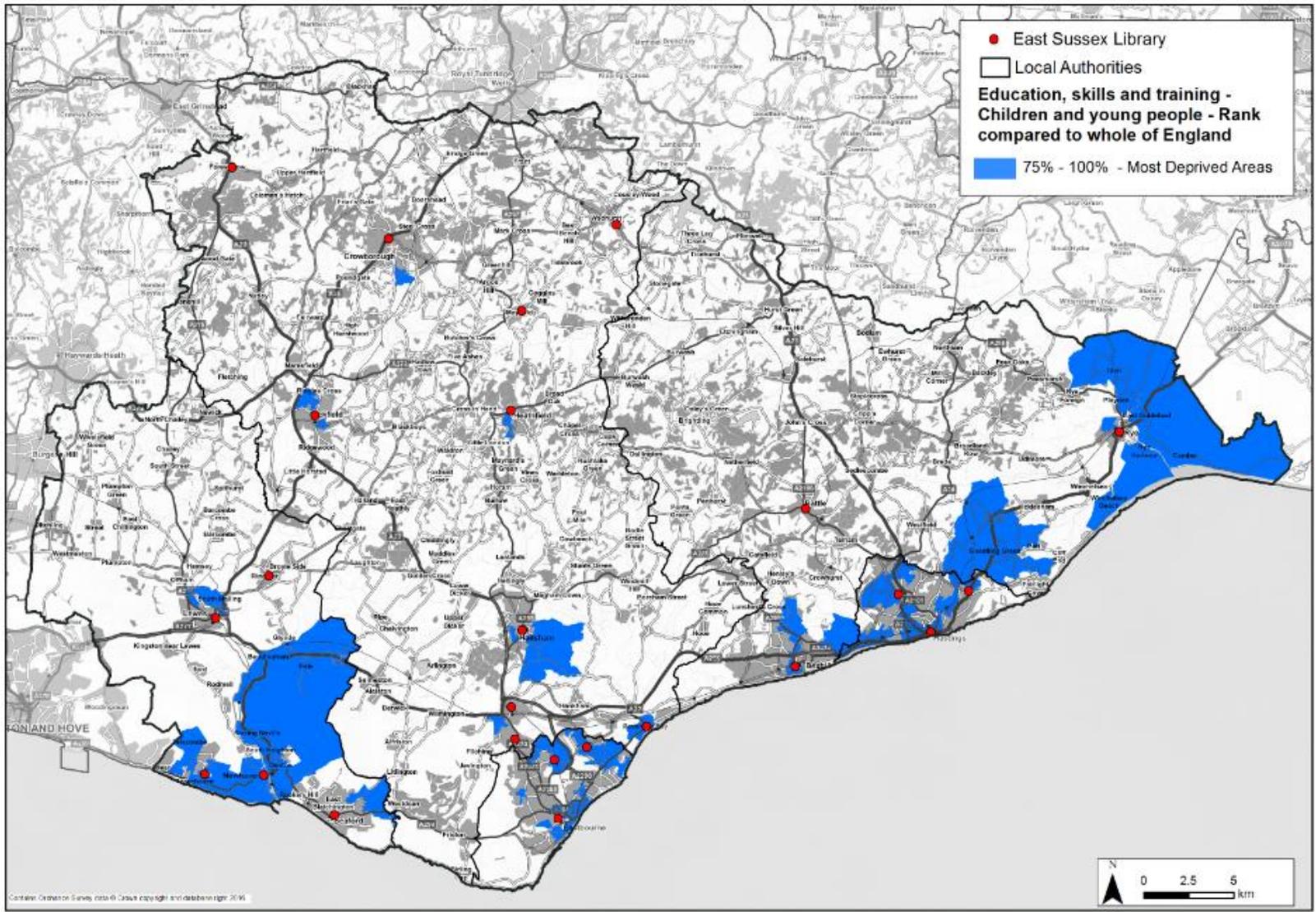
3a. Deprivation - Children and Young People

Indicator
 ID 2015, Education, skills and training domain – by super output area. Children and young people sub-domain.

Data source
 2015

Description/Definition
 The 'Children and young people' sub-domain is made up of five indicators relating to education attainment (at Key Stages 2 and 4), secondary school absence and the proportions not staying in education (above the age 16) and those not entering higher education

Format
 Shows information by decile – most deprived areas score 1, least deprived score 10 based on national ranking out of 32,844 observations.



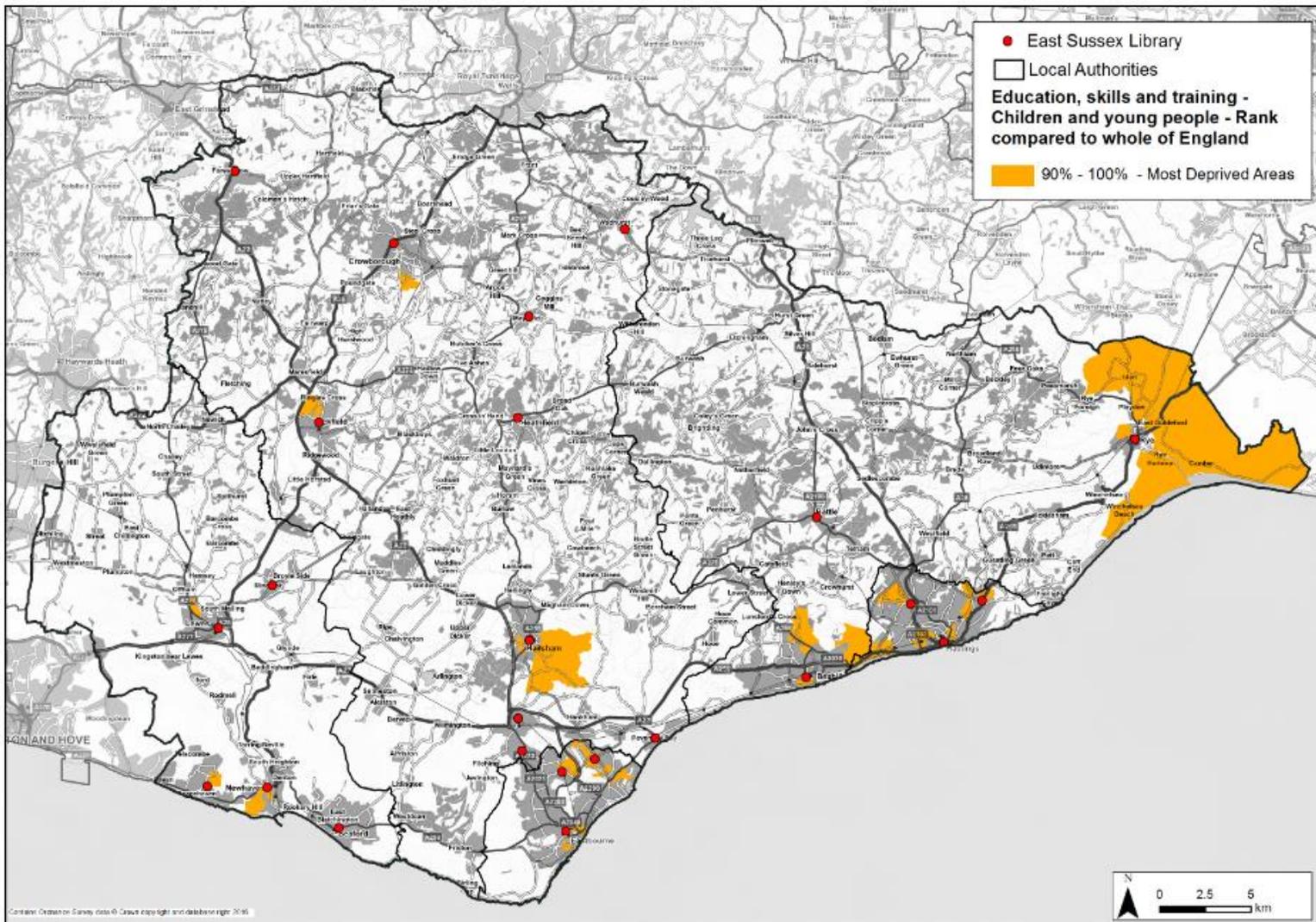
3b. Deprivation - Children and Young People

Indicator
 ID 2015, Education, skills and training domain – by super output area. Children and young people sub-domain.

Data source
 2015

Description/Definition
 The 'Children and young people' sub-domain is made up of five indicators relating to education attainment (at Key Stages 2 and 4), secondary school absence and the proportions not staying in education (above the age 16) and those not entering higher education

Format
 Shows information for the most deprived quartile, compared to the whole of England.



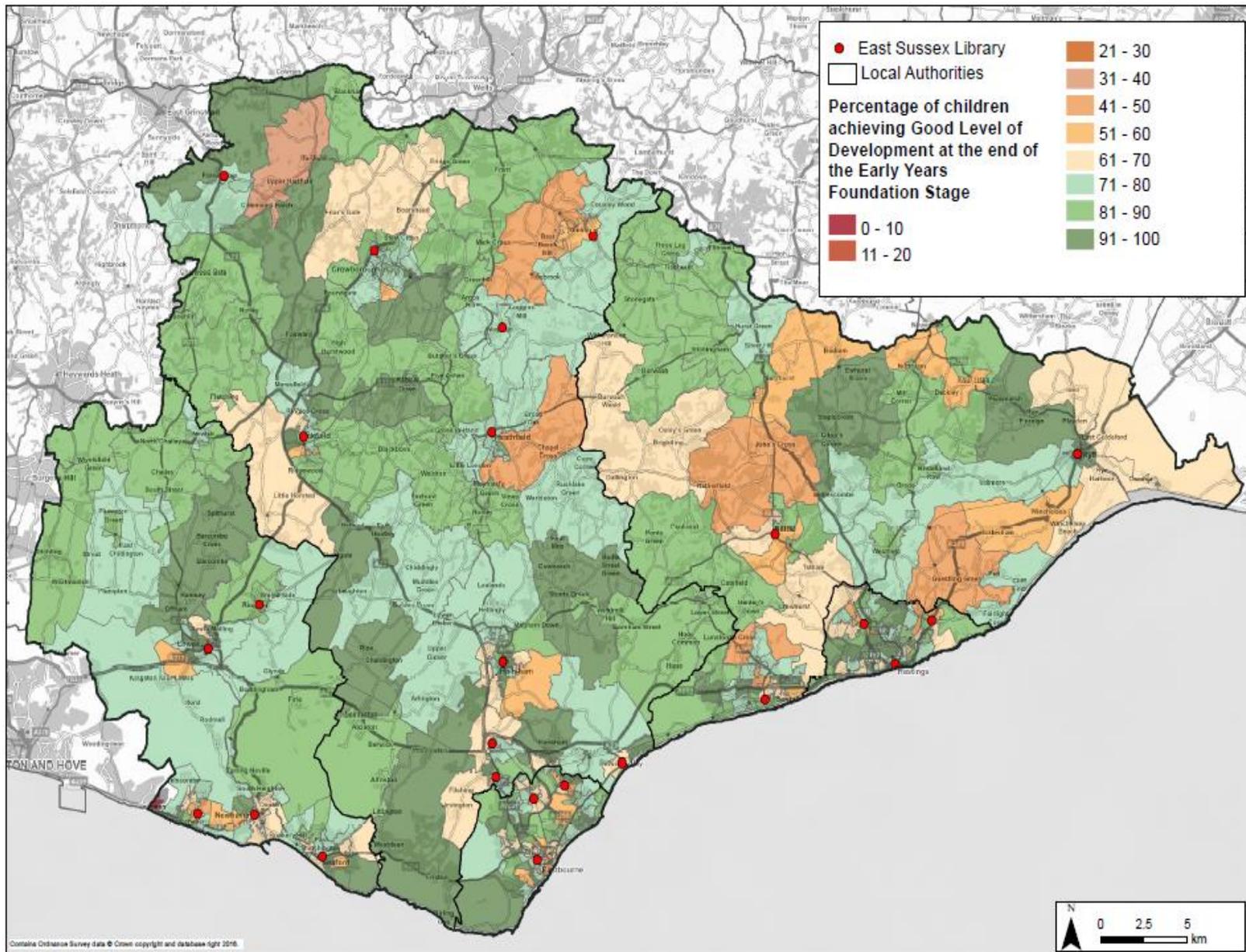
3c. Deprivation - Children and Young People

Indicator
 ID 2015, Education, skills and training domain – by super output area. Children and young people sub-domain.

Data source
 2015

Description/Definition
 The 'Children and young people' sub-domain is made up of five indicators relating to education attainment (at Key Stages 2 and 4), secondary school absence and the proportions not staying in education (above the age 16) and those not entering higher education

Format
 Shows information for the most deprived decile, compared to the whole of England.



4. Good Level of Development

Indicator

Early Years Foundation Stage – achievement of Good Level of Development

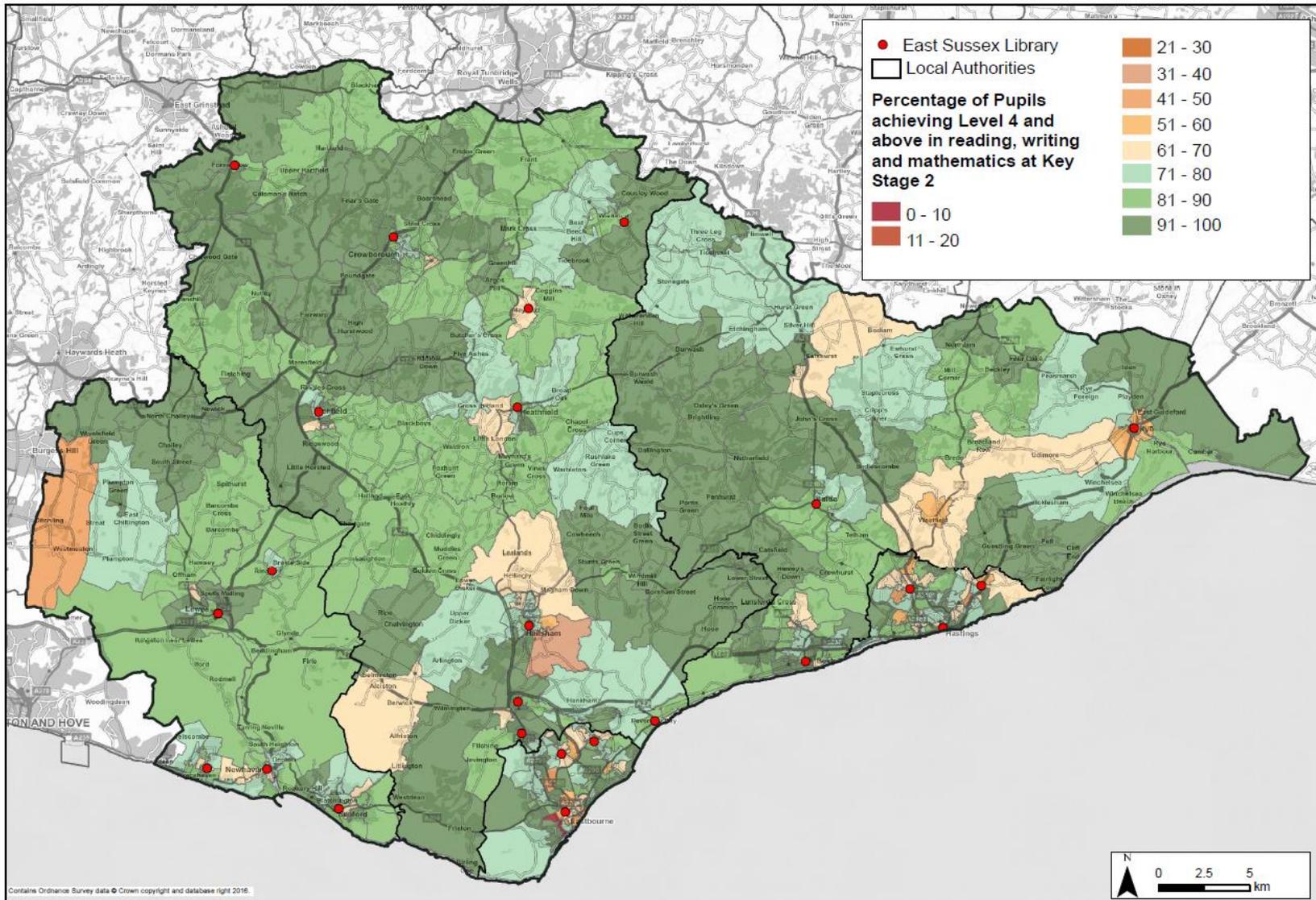
Data Source

2015

Description/Definition

Early Years Foundation Stage – Ages 0-5

This dataset provides details of the percentage of children achieving Good Level of Development at the end of the Early Years Foundation Stage (Age 5).



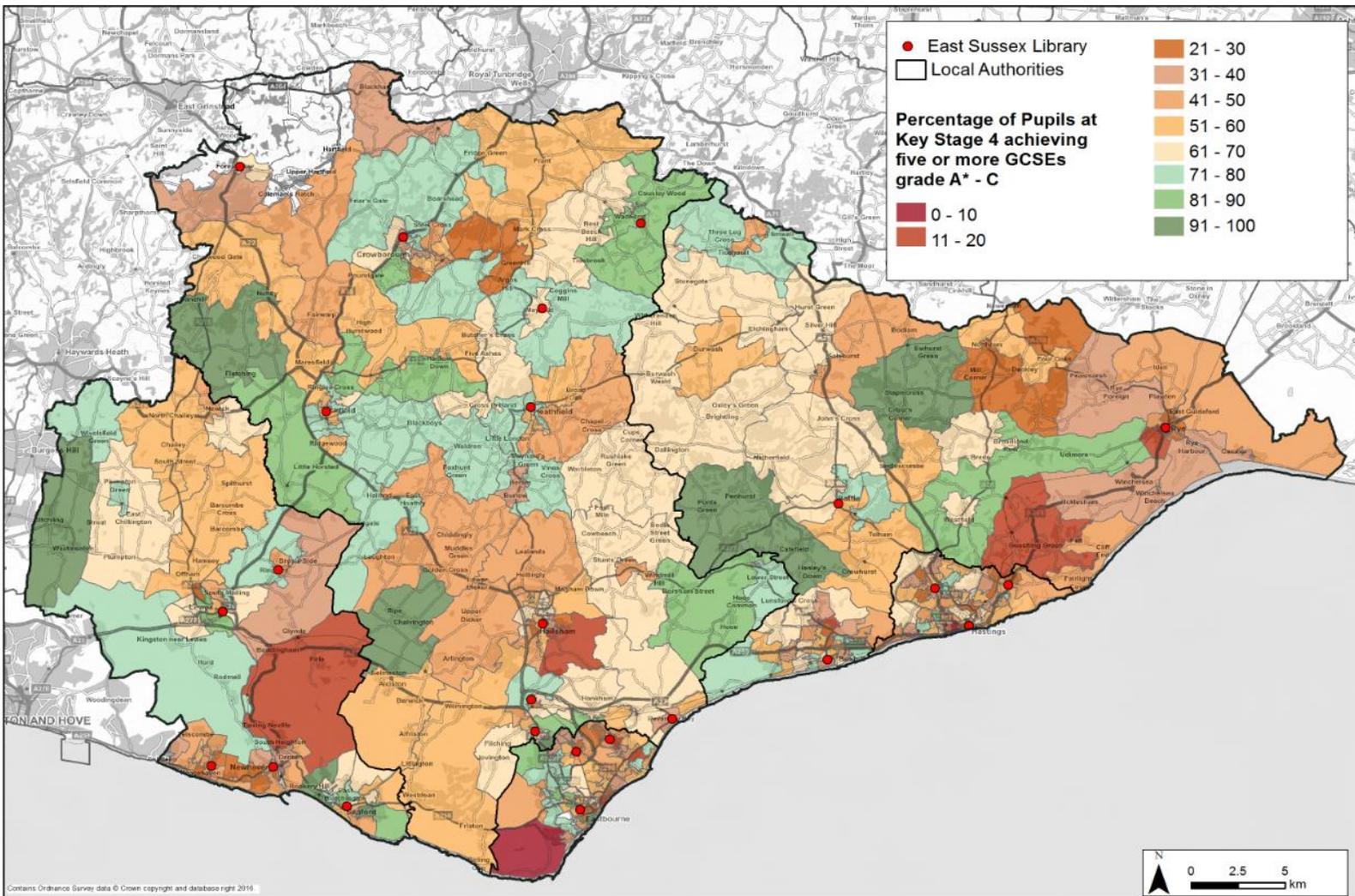
5. Education, Learning and Skills – Key stage 2

Indicator
Pupils under-achieving at Key Stage 2 – by super output area

Data source
2015

Description/Definition
The National Curriculum covers learning for all children aged 5-16 in state schools and it is divided into four Key Stages that children are taken through during their school life. Targets defined in the National Curriculum are assessed at the end of each Key Stage. Key Stage 2 - Ages 7-11 (Years 3, 4, 5 and 6)

At the age of 11, when children leave primary school, they are expected to have achieved at least a Level 4 in English, maths and science



6. Education, Learning and Skills – Key stage 4

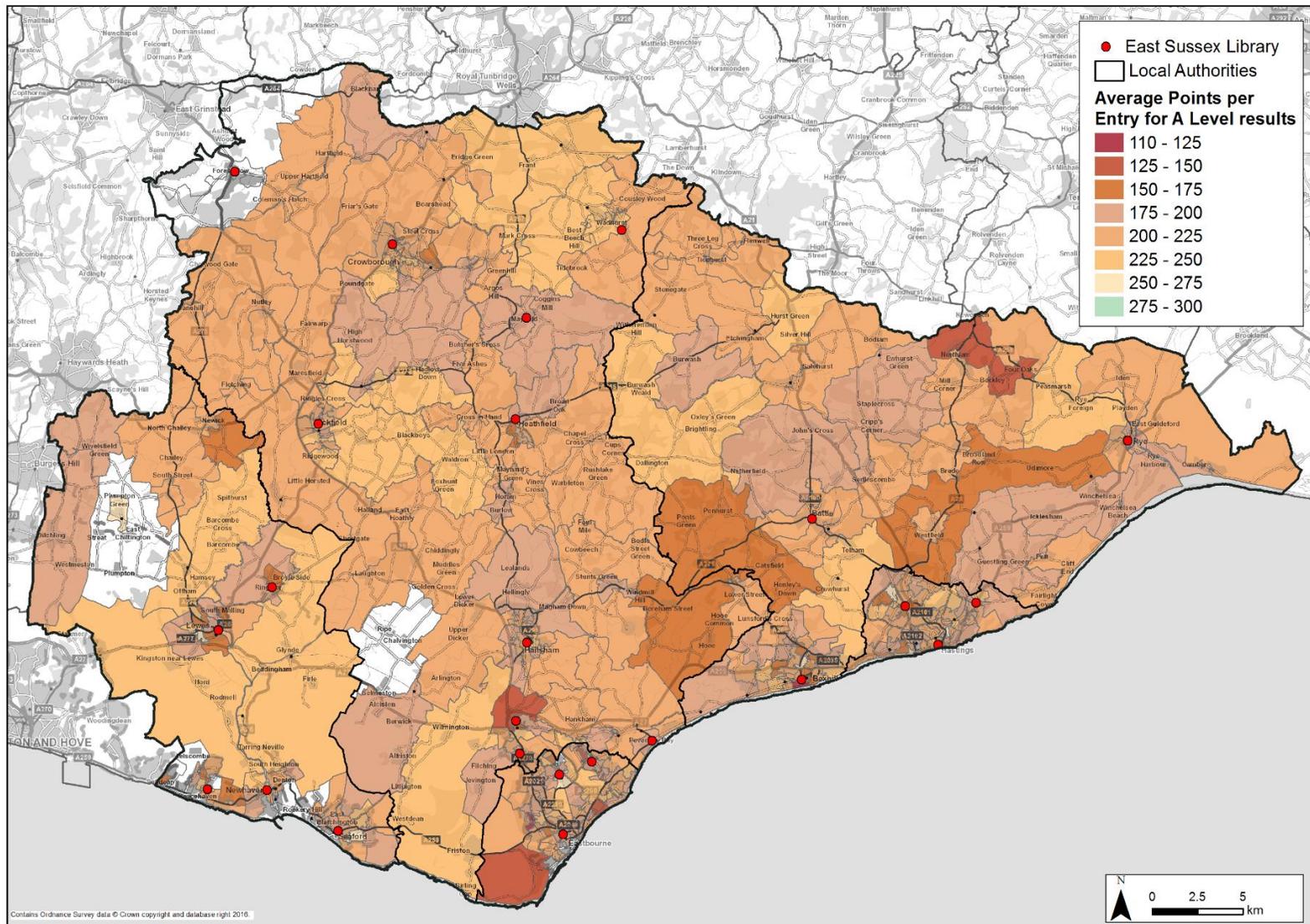
Indicator
Pupils under-achieving at Key Stage 4 – by super output area.

Data source
2015

Description/Definition
The National Curriculum covers learning for all children aged 5-16 in state schools and it is divided into four Key Stages that children are taken through during their school life. Targets defined in the National Curriculum are assessed at the end of each Key Stage.

Key Stage 4 - Ages 14-16 (Years 10 and 11)

This dataset shows the achievement of pupils at GCSE



7. Education, Learning and Skills – Key stage 5

Indicator
 Key Stage 5 – Average Points per Entry for A Level results

Data source
 2015

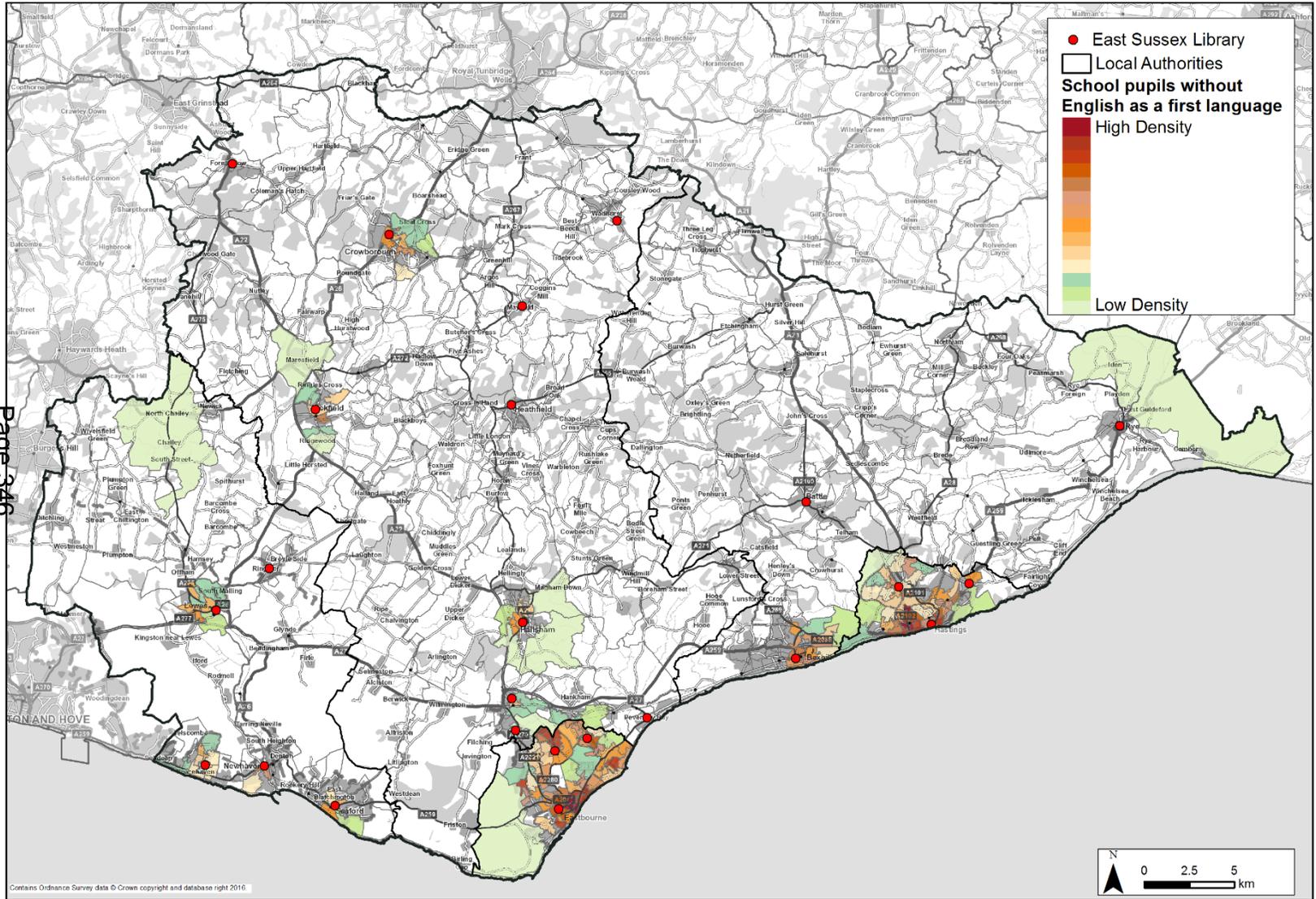
Description/Definition

Key Stage 5 – Ages 16-18
 This dataset provides details of the average points per student at A-Level, using the Qualification and Curriculum Authority's (QCA) point scoring system.

The average point score per student provides a measure of the average number of A level equivalent studied and the grades achieved. The more qualifications undertaken by a student and the higher the grades achieved, the higher the average point score per student. However, the average point score per examination gives an indication of the average A level grade achieved by students at an institution.

270 points is the equivalent to A-Level grade A and 150 points is the equivalent to A-Level grade E.

(Source: www.education.gov.uk)



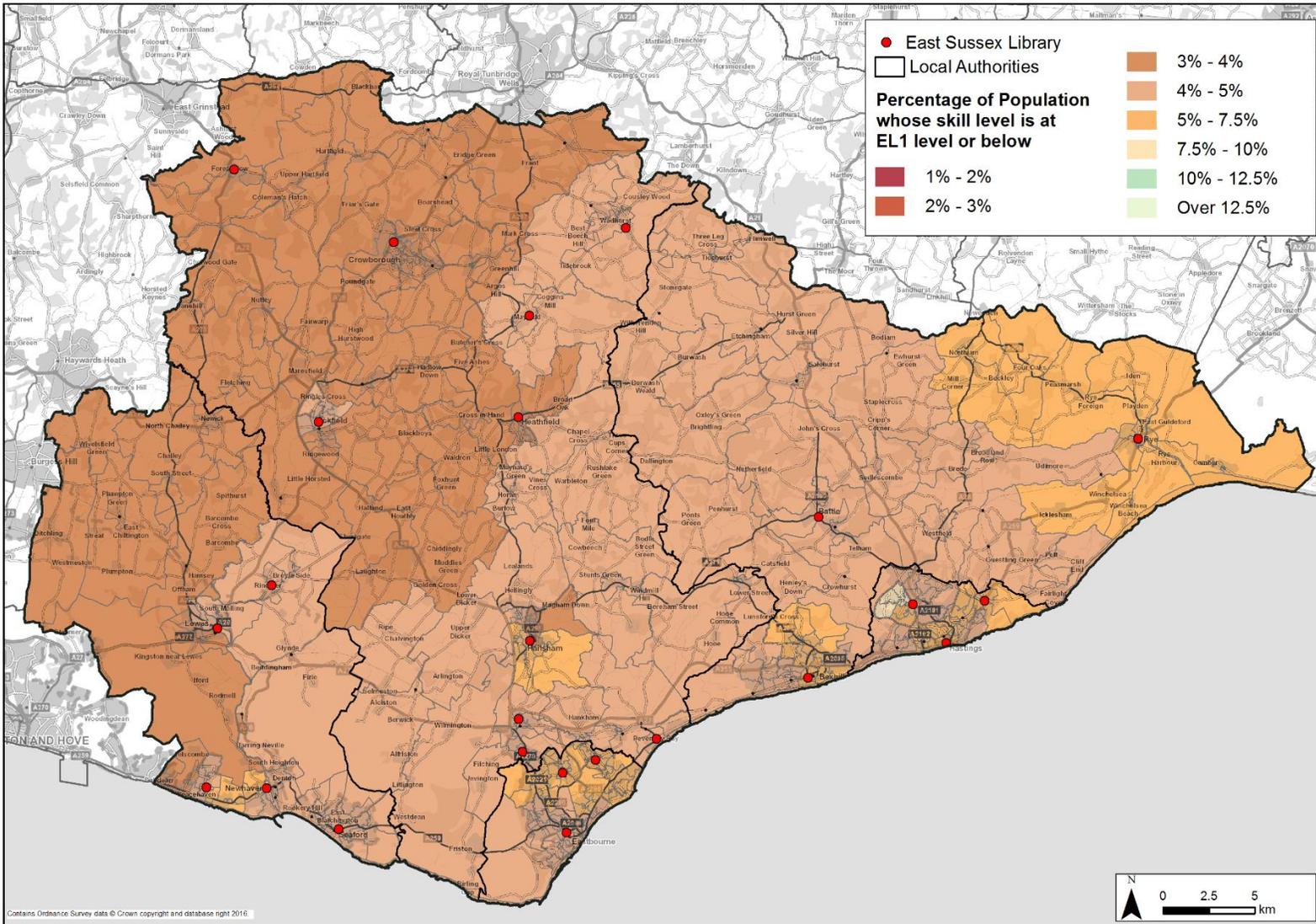
8. Education, Learning and Skills – English First Language

Indicator
East Sussex Schools Census. School pupils without English as a first language in 2013/14 – by super output areas.

Data source
2013-2014

Description/Definition
This dataset provides details about the number of pupils who attend schools maintained by East Sussex County Council. Data for children attending academies in the county are included in geographical datasets (district, ward, SOA) and with the exception of Ringmer Community College, included for all school level data. The information is presented according to where pupils live. Pupils may not live in the same area as where they go to school and some pupils attending East Sussex schools live outside the county

Format
Data available by numbers of children. Around 5% of children living in East Sussex do not have English as a first language – it is as high as 10% in Eastbourne but falls to 3% in Wealden



9a. Skill Level – Entry Level 1

Indicator

Adult literacy and numeracy levels

Data source

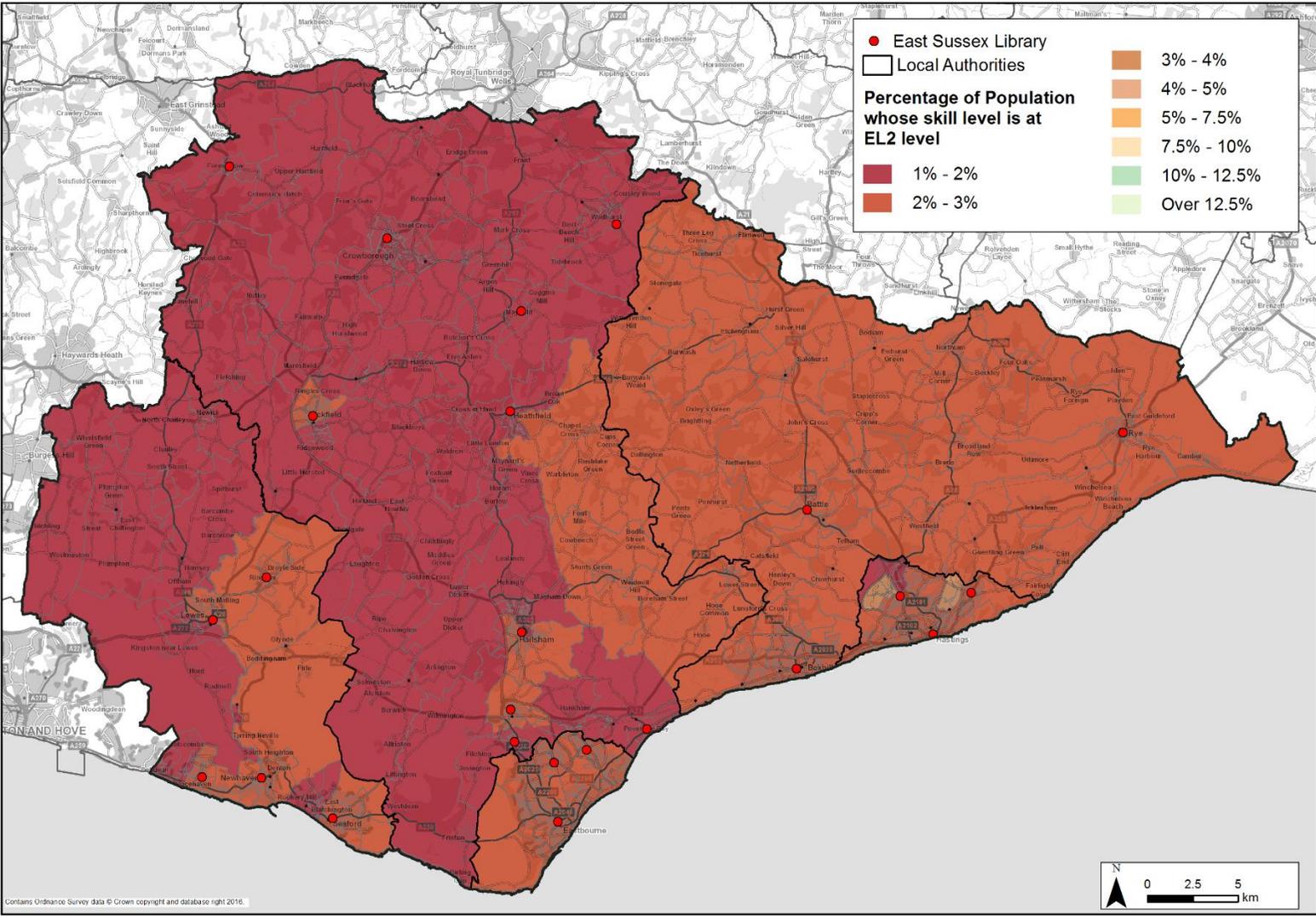
Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels, 2011

Description/Definition

Indicator estimates the number and proportion of adults (aged 16-64 years old) living in households with defined skill levels in literacy and numeracy. Small area estimation modelling methods have been applied to the 2011 Skills for Life survey data in order to generate local level area estimates. Entry Level 1 is the national school curriculum equivalent for attainment at age 5-7. Adults below Entry Level 1 may not be able to write short messages to family or select floor numbers in lifts. Adults with ICT Entry Level 1 skills are able to get information from an ICT-based source and follow recommended safe practices.

Format

Shows estimates of literacy and numeracy levels by ward.



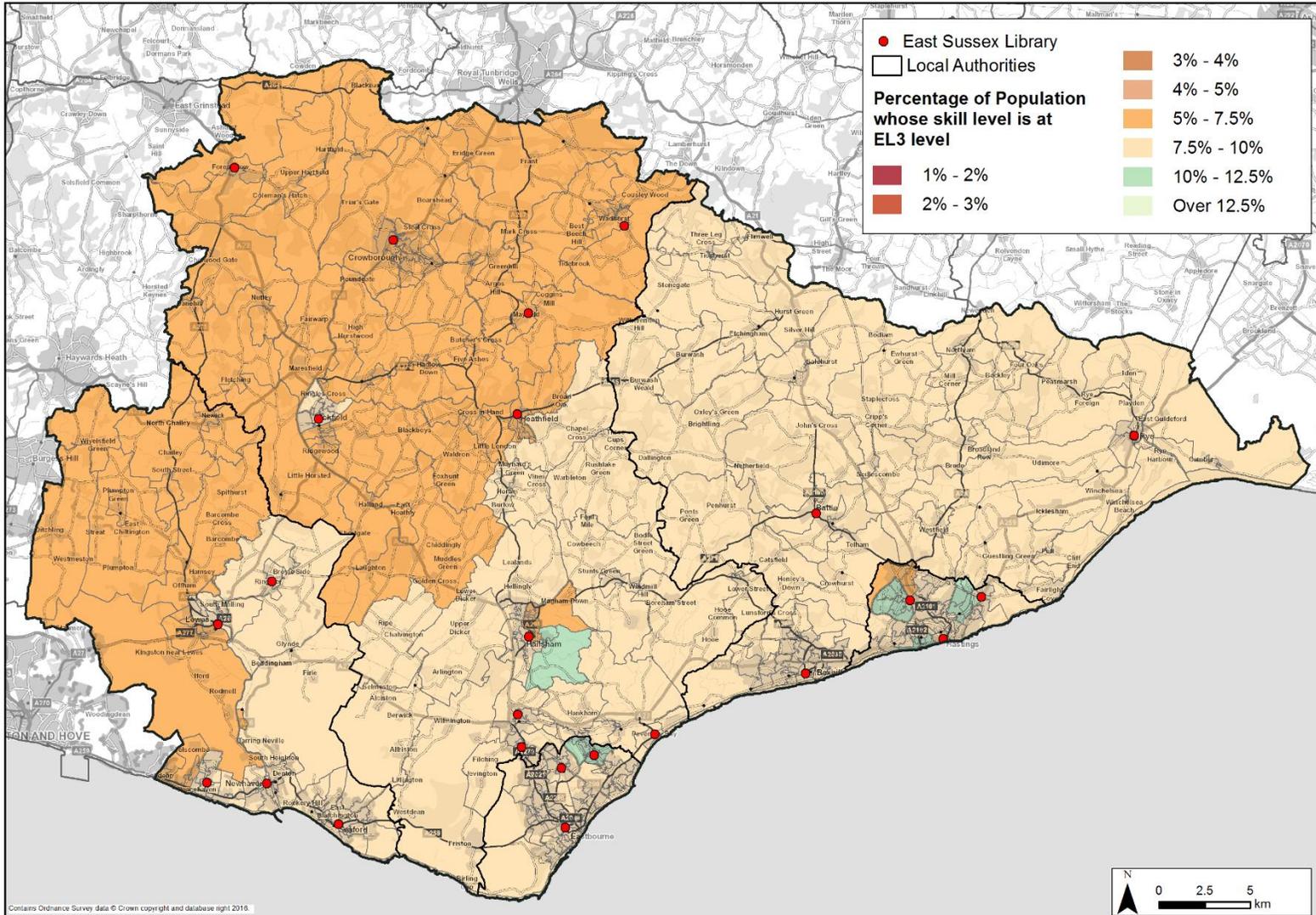
9b. Skill Level – Entry Level 2

Indicator
 Adult literacy and numeracy levels

Data source
 Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels, 2011

Description/Definition
 Indicator estimates the number and proportion of adults (aged 16-64 years old) living in households with defined skill levels in literacy and numeracy. Small area estimation modelling methods have been applied to the 2011 Skills for Life survey data in order to generate local level area estimates. Entry Level 2 is the national school curriculum equivalent for attainment at age 7-9. Adults with below Entry Level 2 may not be able to describe a child's symptoms to a doctor or use a cash point to withdraw cash. Adults with ICT Entry Level 2 skills are able to use ICT to communicate, as well as enter and edit small amounts of information in ways that are fit for purpose and audience.

Format
 Shows estimates of literacy and numeracy levels by ward.



9c. Skill Level – Entry Level 3

Indicator

Adult literacy and numeracy levels

Data source

Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels, 2011

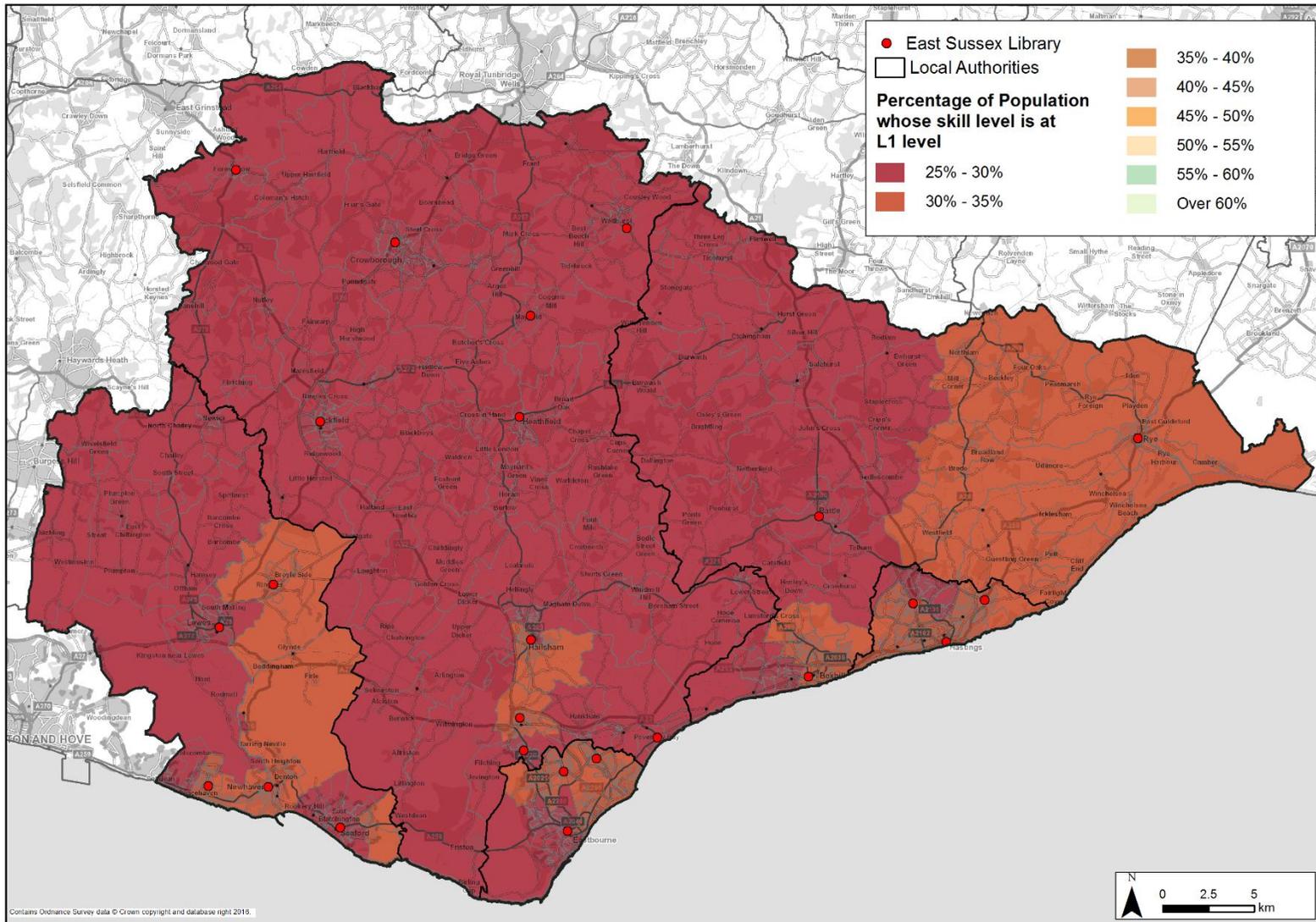
Description/Definition

Indicator estimates the number and proportion of adults (aged 16-64 years old) living in households with defined skill levels in literacy and numeracy. Small area estimation modelling methods have been applied to the 2011 Skills for Life survey data in order to generate local level area estimates.

Entry Level 3 is the national school curriculum equivalent for attainment at age 9-11. Adults with skills below Entry Level 3 may not be able to understand price labels on pre-packaged food or pay household bills. Adults with ICT Entry Level 3 skills are able to interact with and use an ICT system to meet needs, as well as present information in ways that are fit for purpose and audience.

Format

Shows estimates of literacy and numeracy levels by ward.



9d. Skill Level – Level 1

Indicator

Adult literacy and numeracy levels

Data source

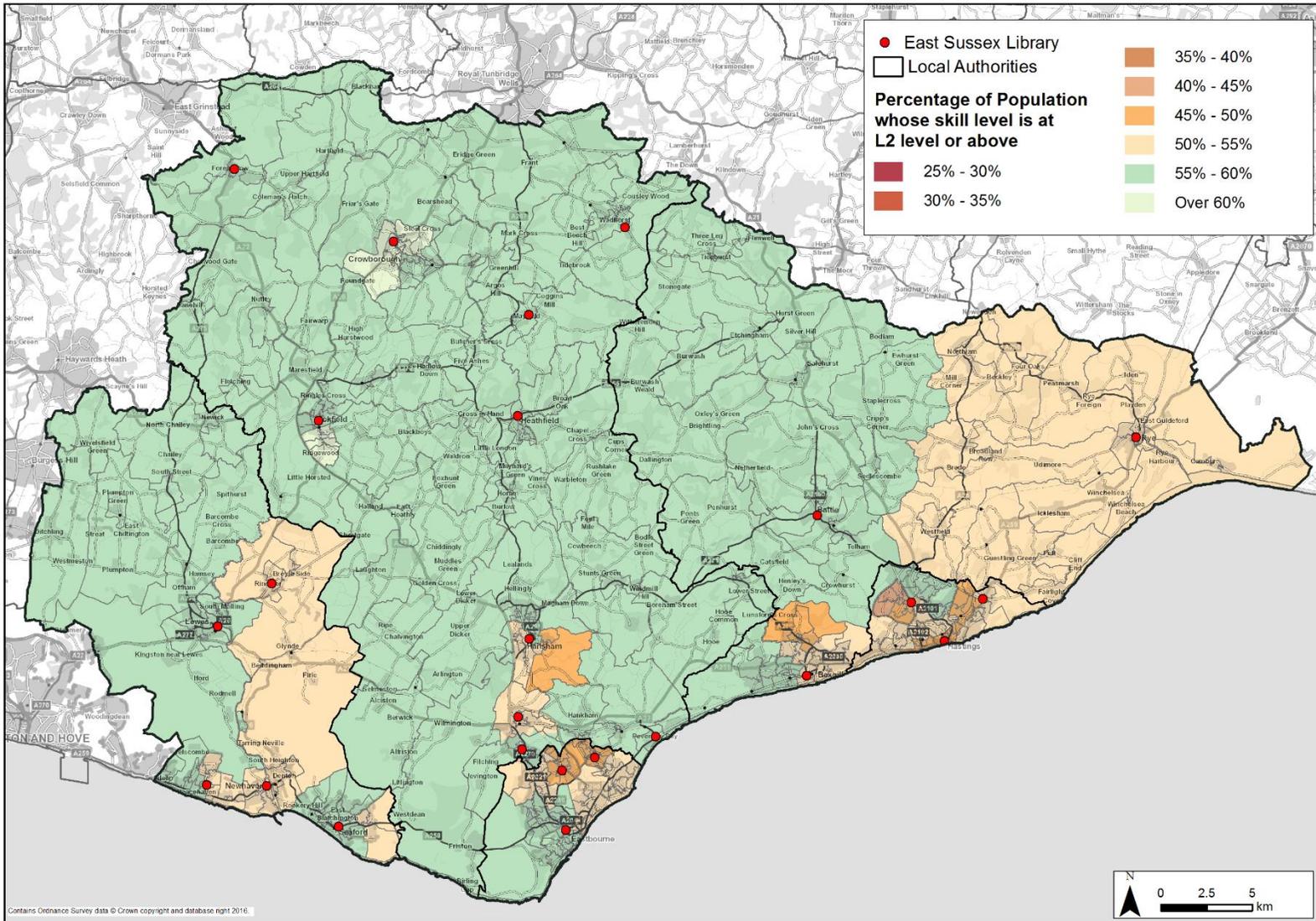
Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels, 2011

Description/Definition

Indicator estimates the number and proportion of adults (aged 16-64 years old) living in households with defined skill levels in literacy and numeracy. Small area estimation modelling methods have been applied to the 2011 Skills for Life survey data in order to generate local level area estimates. Level 1 is equivalent to GCSE grades D-G. Adults with skills below Level 1 may not be able to read bus or train timetables or check the pay and deductions on a wage slip. Adults with ICT Level 1 skills are able to select and use a variety of appropriate sources of information, as well as enter, organise, develop format and bring together information to suit content and purpose.

Format

Shows estimates of literacy and numeracy levels by ward.



9e. Skill Level 2

Indicator

Adult literacy and numeracy levels

Data source

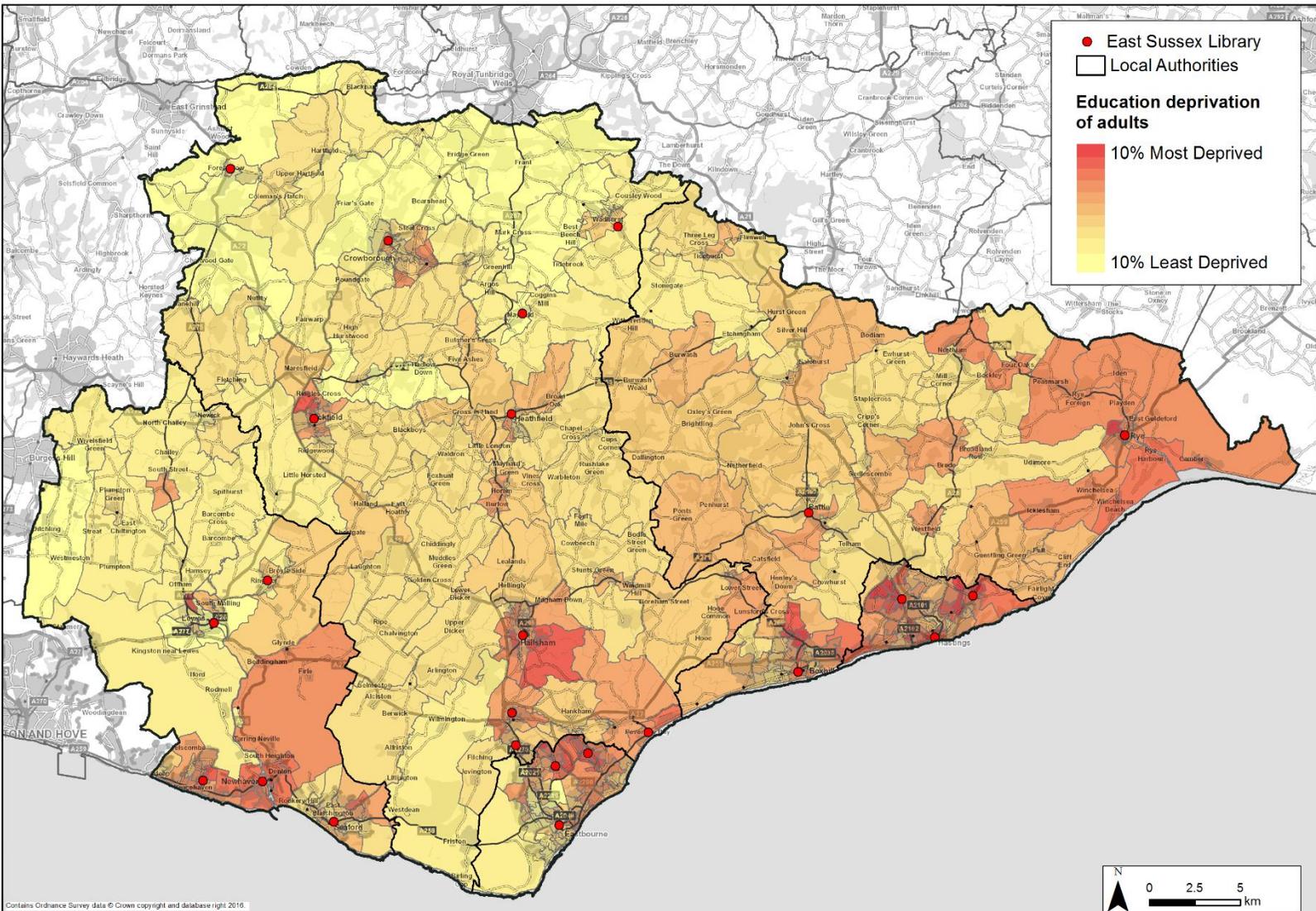
Skills for Life survey data. Estimates of the number and proportion of adults (aged 16-64 years old) in England living in households with defined skill levels, 2011

Description/Definition

Indicator estimates the number and proportion of adults (aged 16-64 years old) living in households with defined skill levels in literacy and numeracy. Small area estimation modelling methods have been applied to the 2011 Skills for Life survey data in order to generate local level area estimates. Level 2 is equivalent to GCSE grades A*-C. Adults with skills below Level 2 may not be able to compare products and services for the best buy, or work out a household budget. Adults with ICT Level 2 skills are able to use a variety of appropriate sources of information and evaluate its fitness for purpose, as well as evaluate and use different methods of organising and presenting information, taking into account fitness for purpose and audience.

Format

Shows estimates of literacy and numeracy levels by ward.



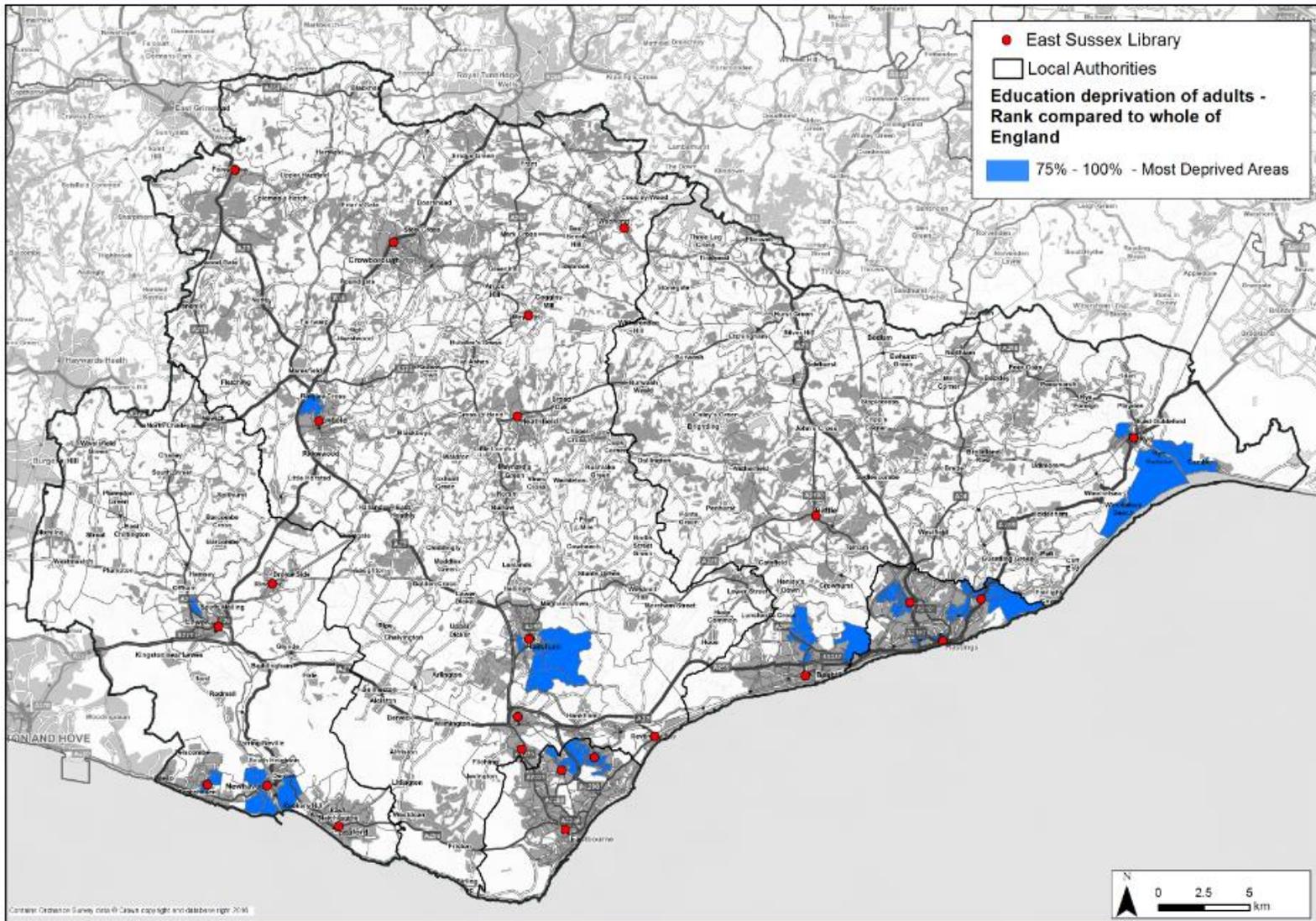
10a. Education deprivation of adults

Indicator
ID 2015, Education, skills and training domain – by super output area. Adult skills sub-domain

Data source
2015

Description/Definition
This dataset shows the results from the Indices of Deprivation 2015 (ID 2015) for the Education, skills and training domain. It is one of the seven separate domains that are brought together to form the Index of Multiple Deprivation 2015 (IMD 2015). The 'Adult skills' sub-domain is based on two indicators:

- the proportion of women aged 25-59 and men aged 25-64 with no or low qualifications; and
- The proportions of these who cannot speak English well or at all.



10b. Education deprivation of adults

Indicator

ID 2015, Education, skills and training domain – by super output area. Adult skills sub-domain

Data source

2015

Description/Definition

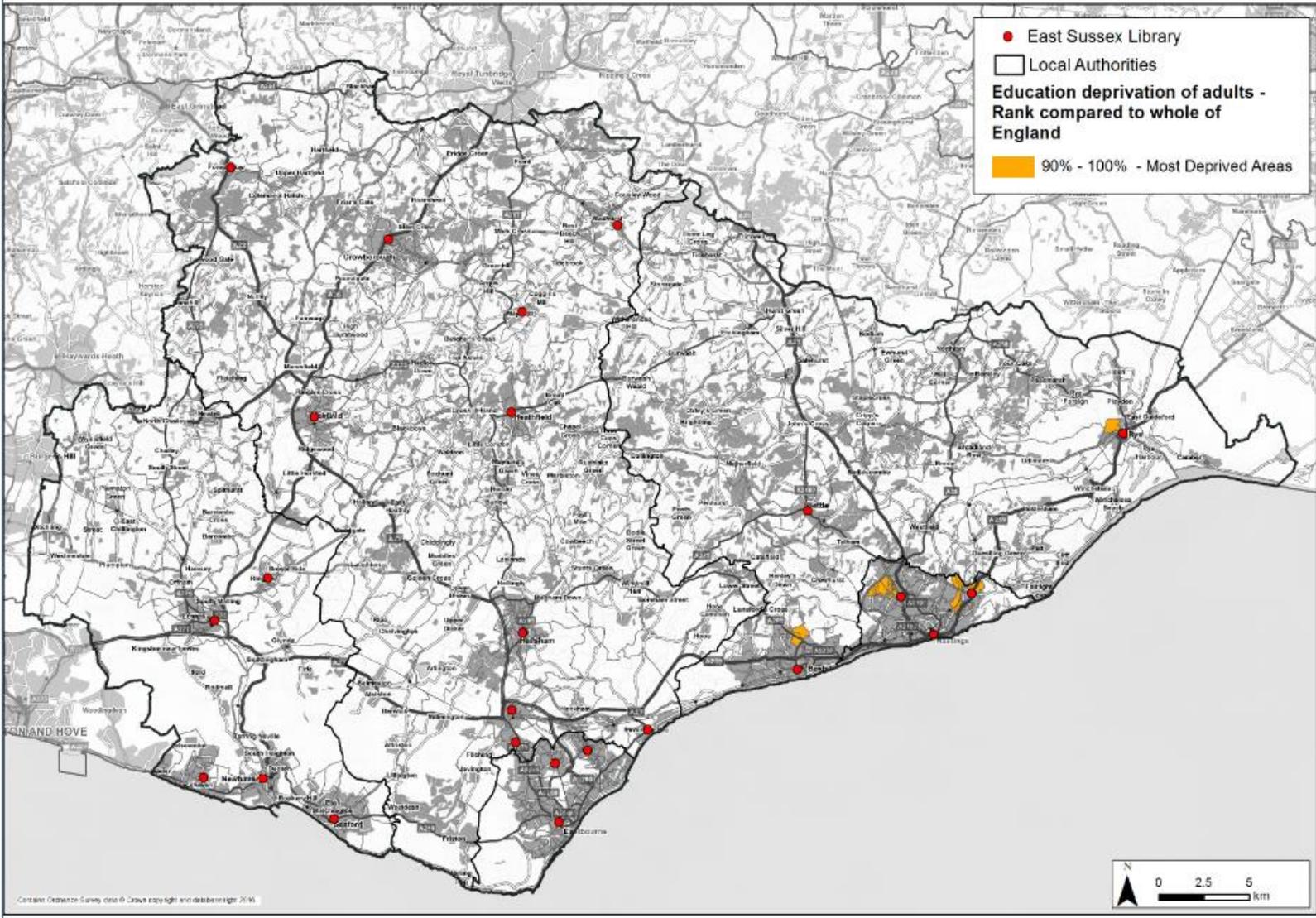
This dataset shows the results from the Indices of Deprivation 2015 (ID 2015) for the Education, skills and training domain. It is one of the seven separate domains that are brought together to form the Index of Multiple Deprivation 2015 (IMD 2015).

The 'Adult skills' sub-domain is based on two indicators:

- the proportion of women aged 25-59 and men aged 25-64 with no or low qualifications; and
- The proportions of these who cannot speak English well or at all.

Format

Shows information for the most deprived quartile, compared to the whole of England.



10c. Education deprivation of adults

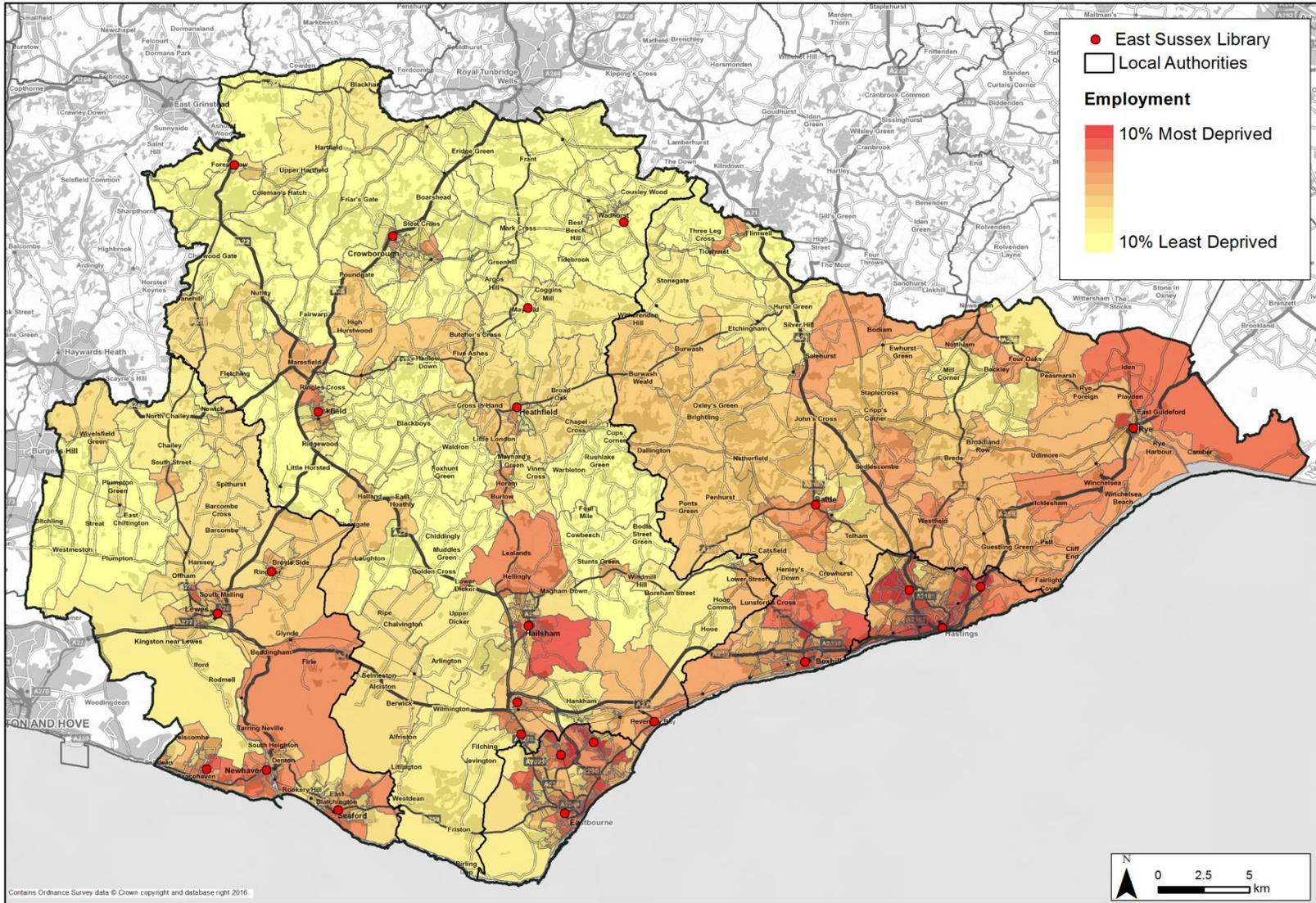
Indicator
ID 2015, Education, skills and training domain – by super output area. Adult skills sub-domain

Data source
2015

Description/Definition
This dataset shows the results from the Indices of Deprivation 2015 (ID 2015) for the Education, skills and training domain. It is one of the seven separate domains that are brought together to form the Index of Multiple Deprivation 2015 (IMD 2015). The 'Adult skills' sub-domain is based on two indicators:

- the proportion of women aged 25-59 and men aged 25-64 with no or low qualifications; and
- The proportions of these who cannot speak English well or at all.

Format
Shows information for the most deprived decile, compared to the whole of England.



11a. Deprivation – Employment

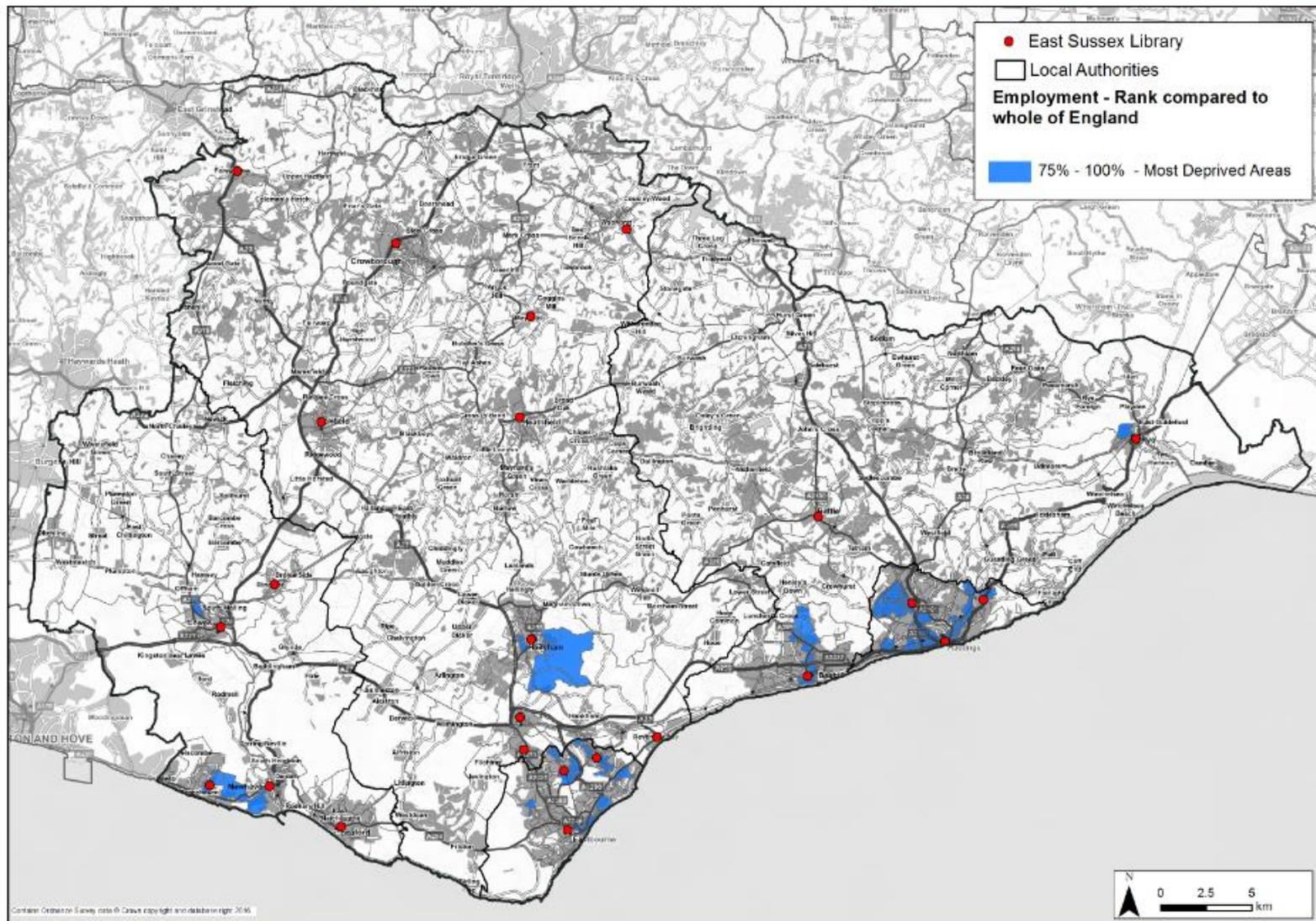
Indicator
ID 2015, Employment domain – by super output area.

Data source
2015

Description/Definition
 The Employment Deprivation Domain measures the proportion of the working-age population in an area involuntarily excluded from the labour market. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities. The indicators used are:

- Claimants of Jobseeker's Allowance (both contribution-based and income-based), women aged 18 to 59 and men aged 18 to 64
- Claimants of Employment and Support Allowance (both contribution-based and income-based), women aged 18 to 59 and men aged 18 to 64
- Claimants of Incapacity Benefit, women aged 18 to 59 and men aged 18 to 64
- Claimants of Severe Disablement Allowance, women aged 18 to 59 and men aged 18 to 64
- Claimants of Carer's Allowance, women aged 18 to 59 and men aged 18 to 64.

Format
Data is presented by super-output area. The total number listed as excluded from the labour market in East Sussex is 35,500. The rate is highest in Hastings (19%) and lowest in Wealden (7%).



11b. Deprivation – Employment

Indicator

ID 2015, Employment domain – by super output area.

Data source

2015

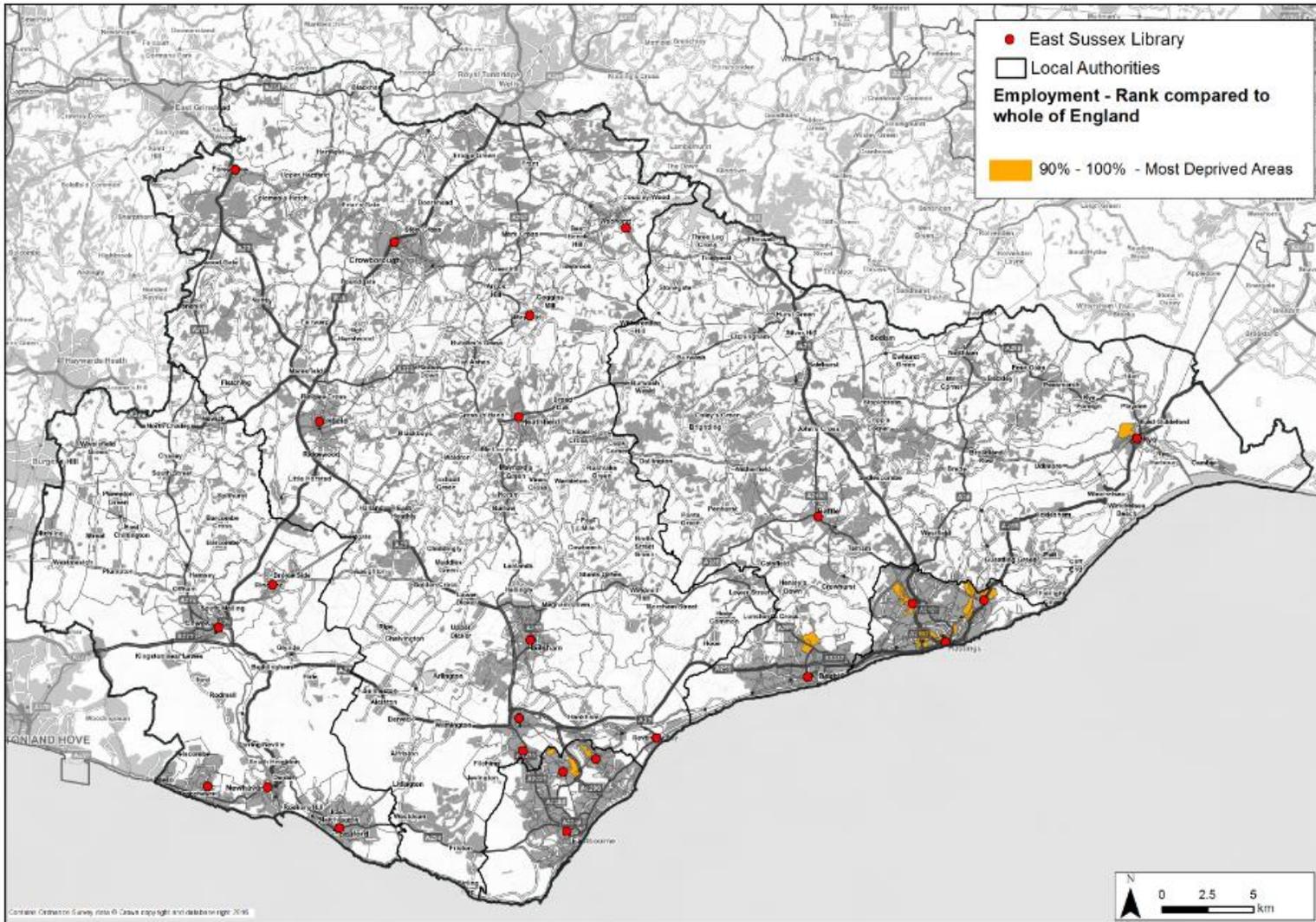
Description/Definition

The Employment Deprivation Domain measures the proportion of the working-age population in an area involuntarily excluded from the labour market. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities. The indicators used are:

- Claimants of Jobseeker's Allowance (both contribution-based and income-based), women aged 18 to 59 and men aged 18 to 64
- Claimants of Employment and Support Allowance (both contribution-based and income-based) , women aged 18 to 59 and men aged 18 to 64
- Claimants of Incapacity Benefit, women aged 18 to 59 and men aged 18 to 64
- Claimants of Severe Disablement Allowance, women aged 18 to 59 and men aged 18 to 64
- Claimants of Carer's Allowance, women aged 18 to 59 and men aged 18 to 64.

Format

Data shows most deprived quartile.



11c. Deprivation –Employment

Indicator

ID 2015, Employment domain – by super output area. Most deprived decile.

Data source

2015

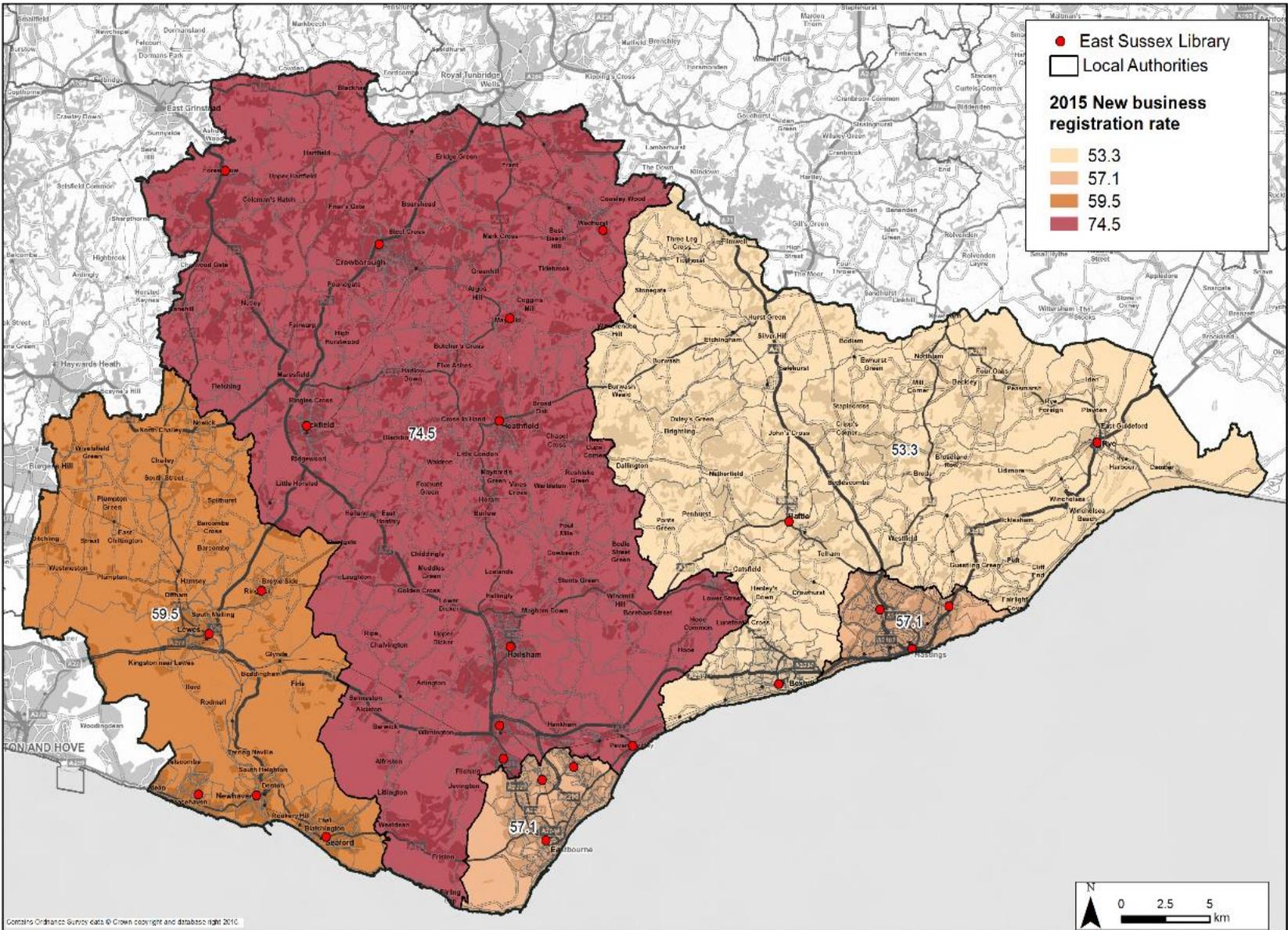
Description/Definition

The Employment Deprivation Domain measures the proportion of the working-age population in an area involuntarily excluded from the labour market. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities. The indicators used are:

- Claimants of Jobseeker's Allowance (both contribution-based and income-based), women aged 18 to 59 and men aged 18 to 64
- Claimants of Employment and Support Allowance (both contribution-based and income-based) , women aged 18 to 59 and men aged 18 to 64
- Claimants of Incapacity Benefit, women aged 18 to 59 and men aged 18 to 64
- Claimants of Severe Disablement Allowance, women aged 18 to 59 and men aged 18 to 64
- Claimants of Carer's Allowance, women aged 18 to 59 and men aged 18 to 64.

Format

Data shows most deprived decile.



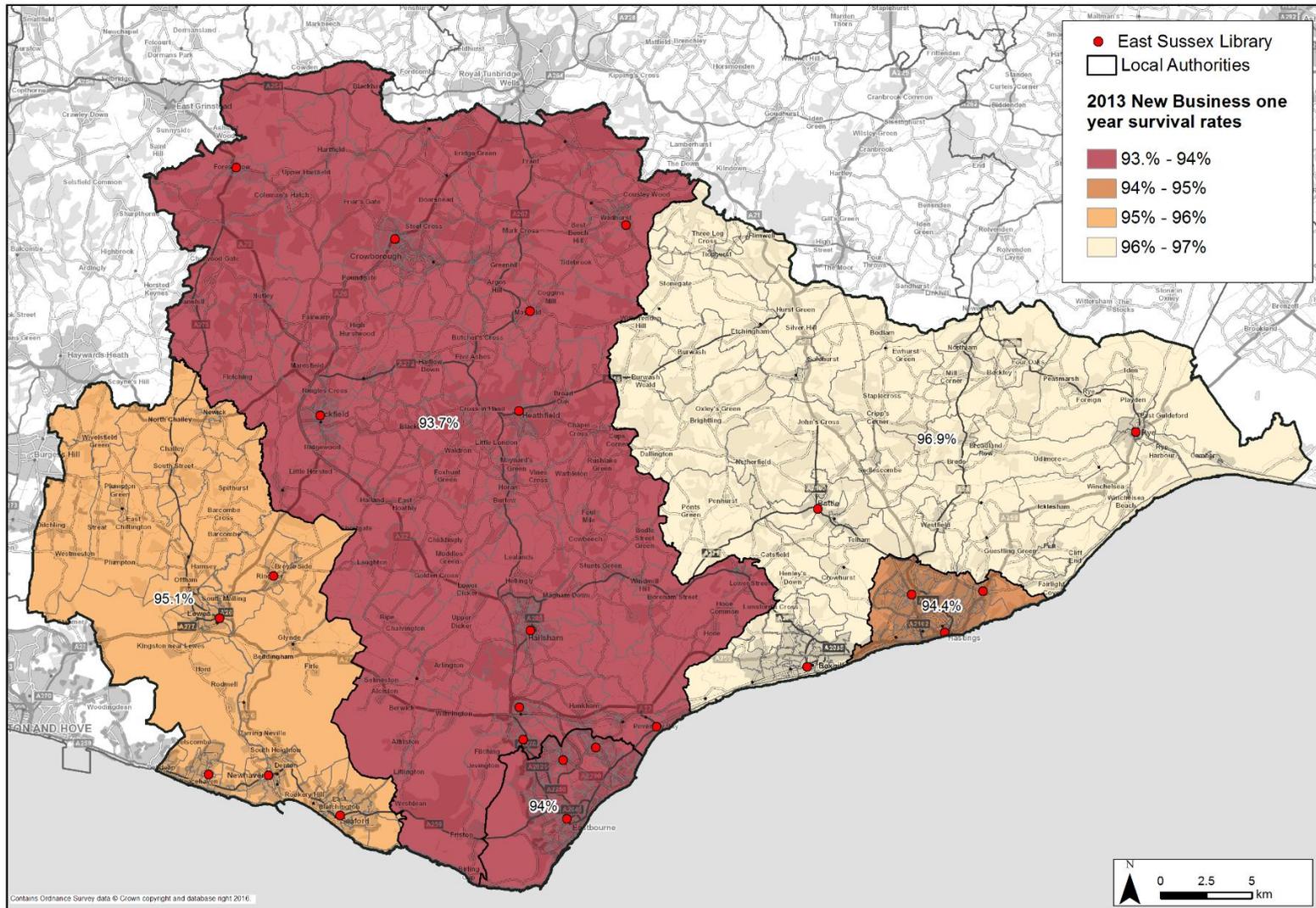
12. Economy, jobs and prosperity - New Business Registration Rate

Indicator
 Economy, jobs and prosperity

Data source
 New business registration rate, by district, 2015

Description/Definition
 New business registration rate which is the rate of new business registrations per 10,000 people aged 16 and over.

Format
 Data is presented at District level



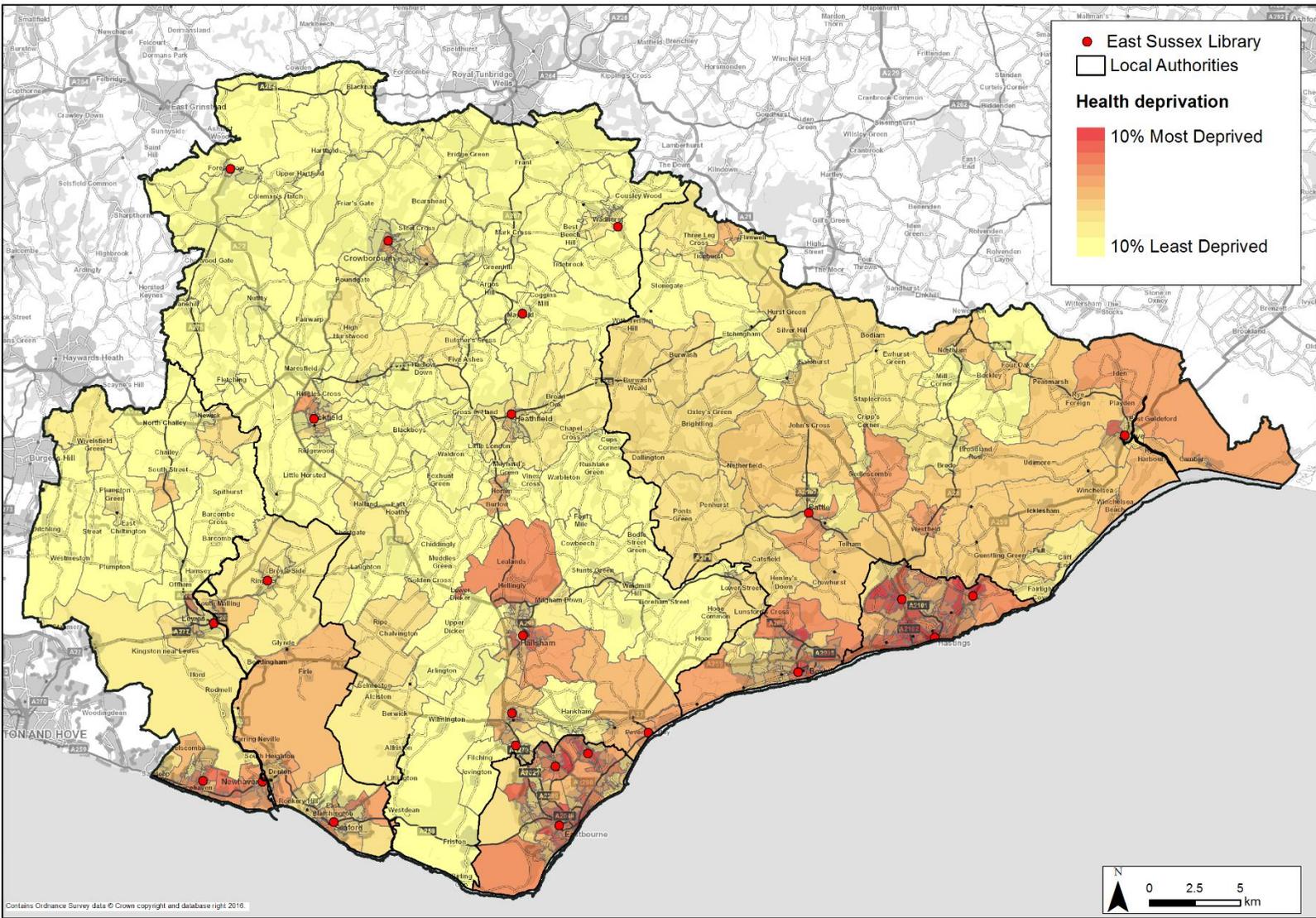
13. Economy, jobs and prosperity – New Business Survival Rate

Indicator
 Business survival rates

Data source
 New business survival rate, by district, 2009-2013

Description/Definition
 Shows enterprise births, deaths and survival rates for a five-year period, up to 2013.

Format
 Data is presented at District level



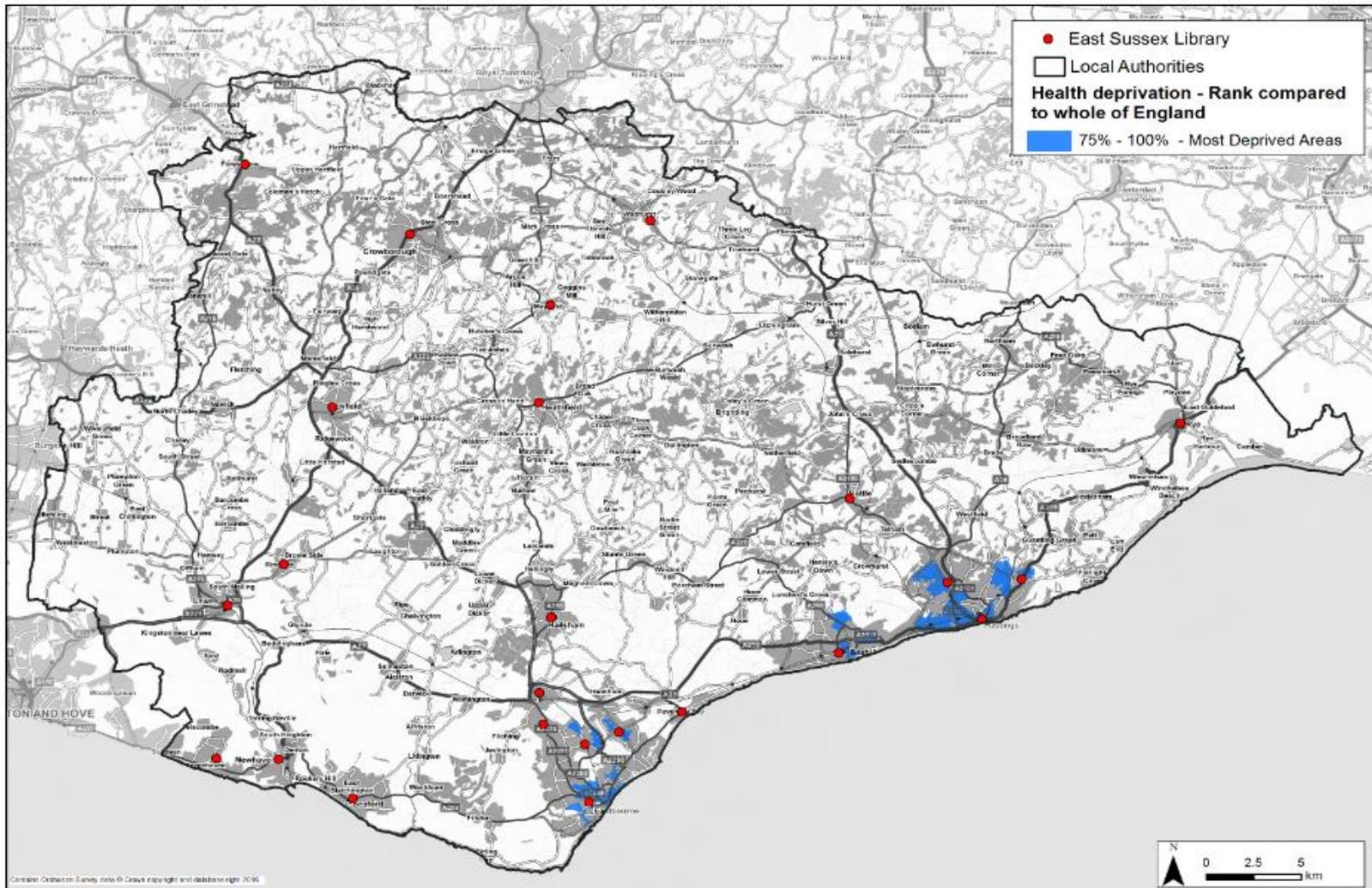
14a. Deprivation – Health Deprivation

Indicator
ID 2015, Index of Multiple Deprivation – by super output area. Health Deprivation and Disability domain

Data source
2015

Description/Definition
The Health Deprivation and Disability Domain measure the risk of premature death and the impairment of quality of life through poor physical or mental health. The domain measures morbidity, disability and premature mortality but not aspects of behaviour or environment that may be predictive of future health deprivation.

Format
Ranks each super output area according to health deprivation – deprived areas score low; least deprived areas score high



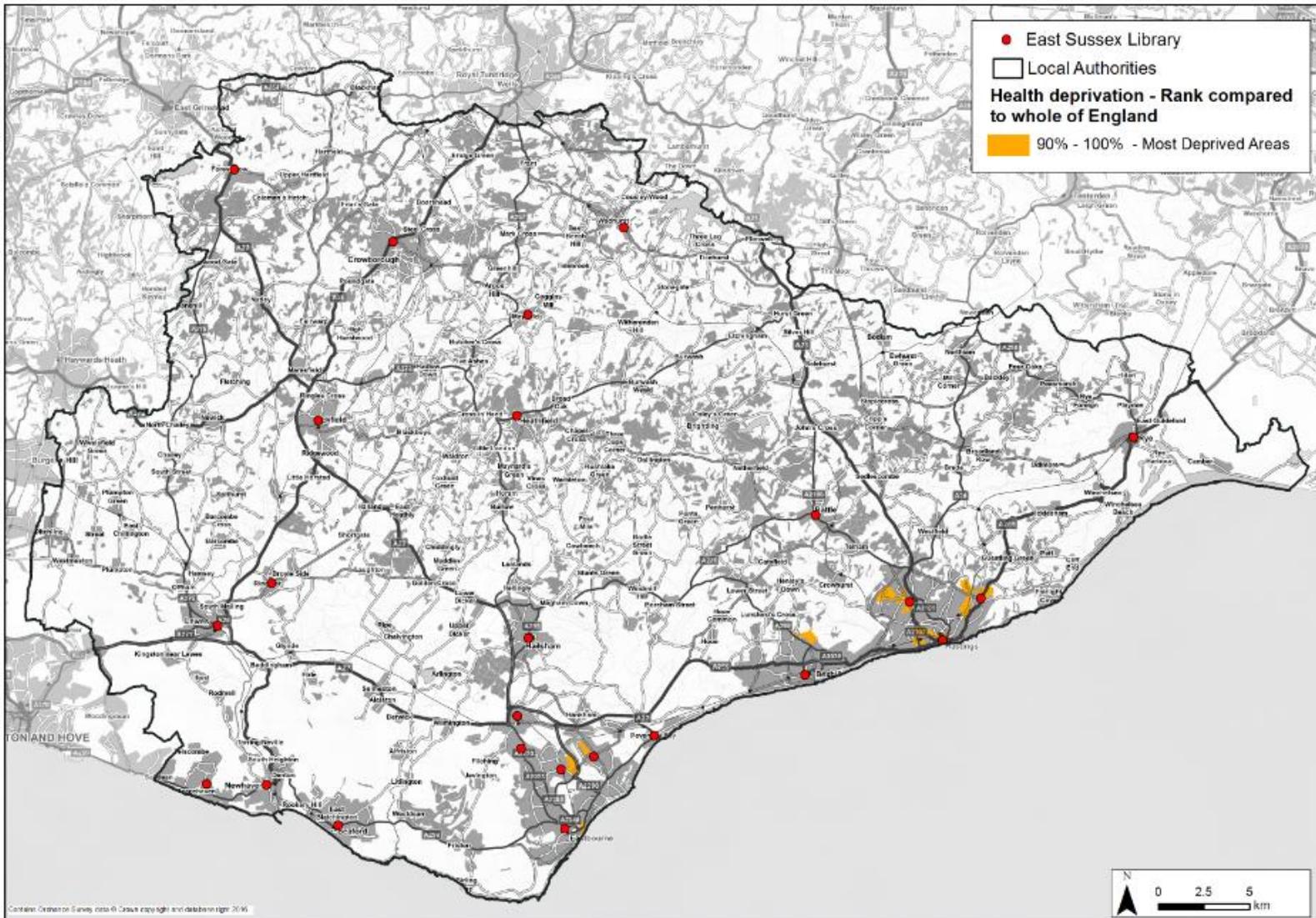
14b. Deprivation – Health Deprivation

Indicator
 ID 2015, Index of Multiple Deprivation – by super output area. Health Deprivation and Disability domain

Data source
 2015

Description/Definition
 The Health Deprivation and Disability Domain measure the risk of premature death and the impairment of quality of life through poor physical or mental health. The domain measures morbidity, disability and premature mortality but not aspects of behaviour or environment that may be predictive of future health deprivation.

Format
 Ranks each super output area according to health deprivation – shows most deprived quartile.



14c. Deprivation – Health Deprivation

Indicator

ID 2015, Index of Multiple Deprivation – by super output area. Health Deprivation and Disability domain

Data source

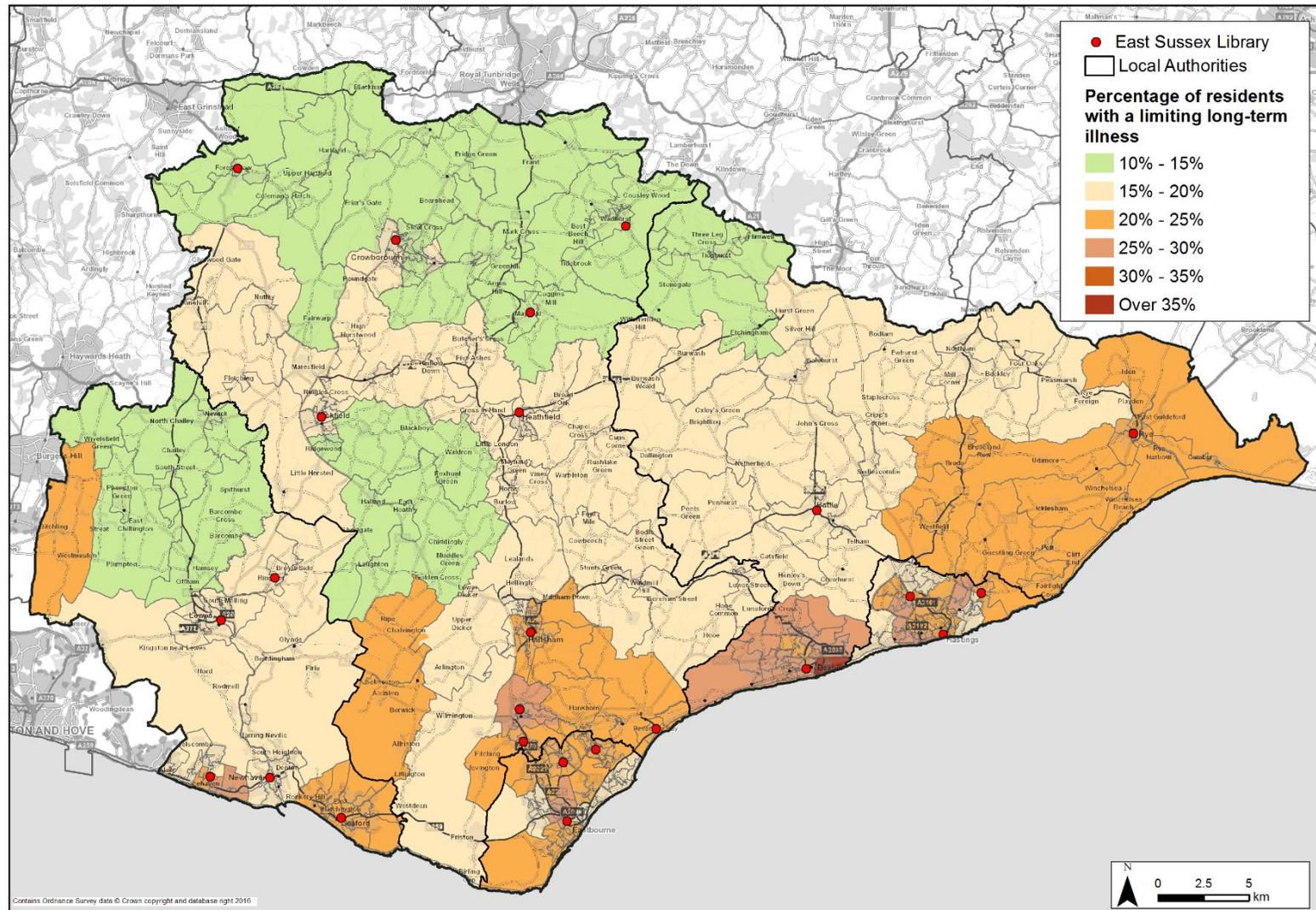
2015

Description/Definition

The Health Deprivation and Disability Domain measure the risk of premature death and the impairment of quality of life through poor physical or mental health. The domain measures morbidity, disability and premature mortality but not aspects of behaviour or environment that may be predictive of future health deprivation.

Format

Ranks each super output area according to health deprivation – shows most deprived decile



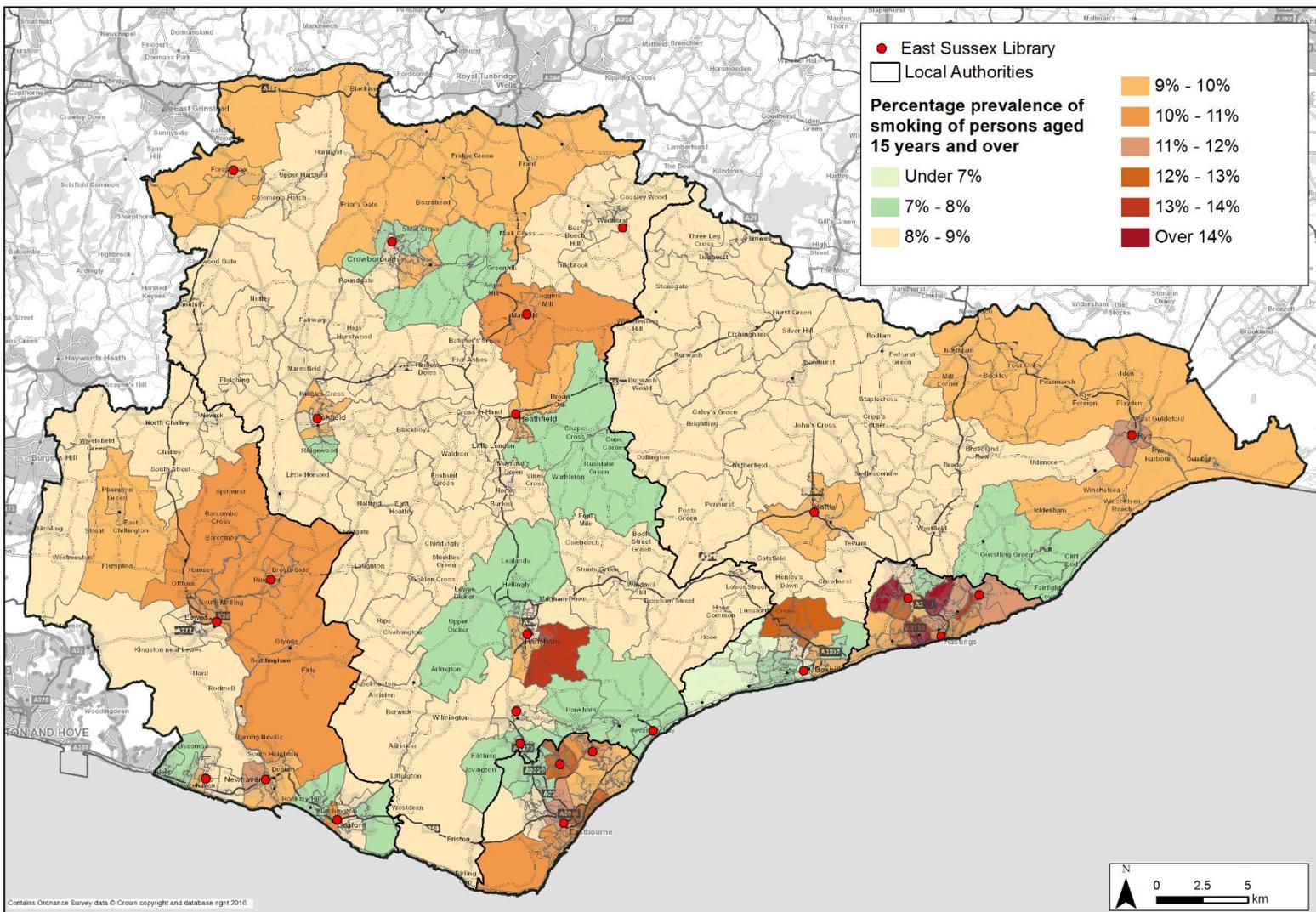
15. Health and wellbeing – Long Term Illness

Indicator
 Residents with a limiting long-term illness in 2011 – by super output area

Data source
 2011 census

Description/Definition
 A long-term health problem or disability is one that limits a person's day-to-day activities, and has lasted, or is expected to last, at least 12 months. It includes problems that are related to old age.

Format
 Proportions are available by super output area. The proportion of residents living in East Sussex with a long-term health problem or disability is higher than the regional average (20% compared to 16% - probably because of the link to old age). It is highest in Rother (23%) and lowest in Wealden (18%).



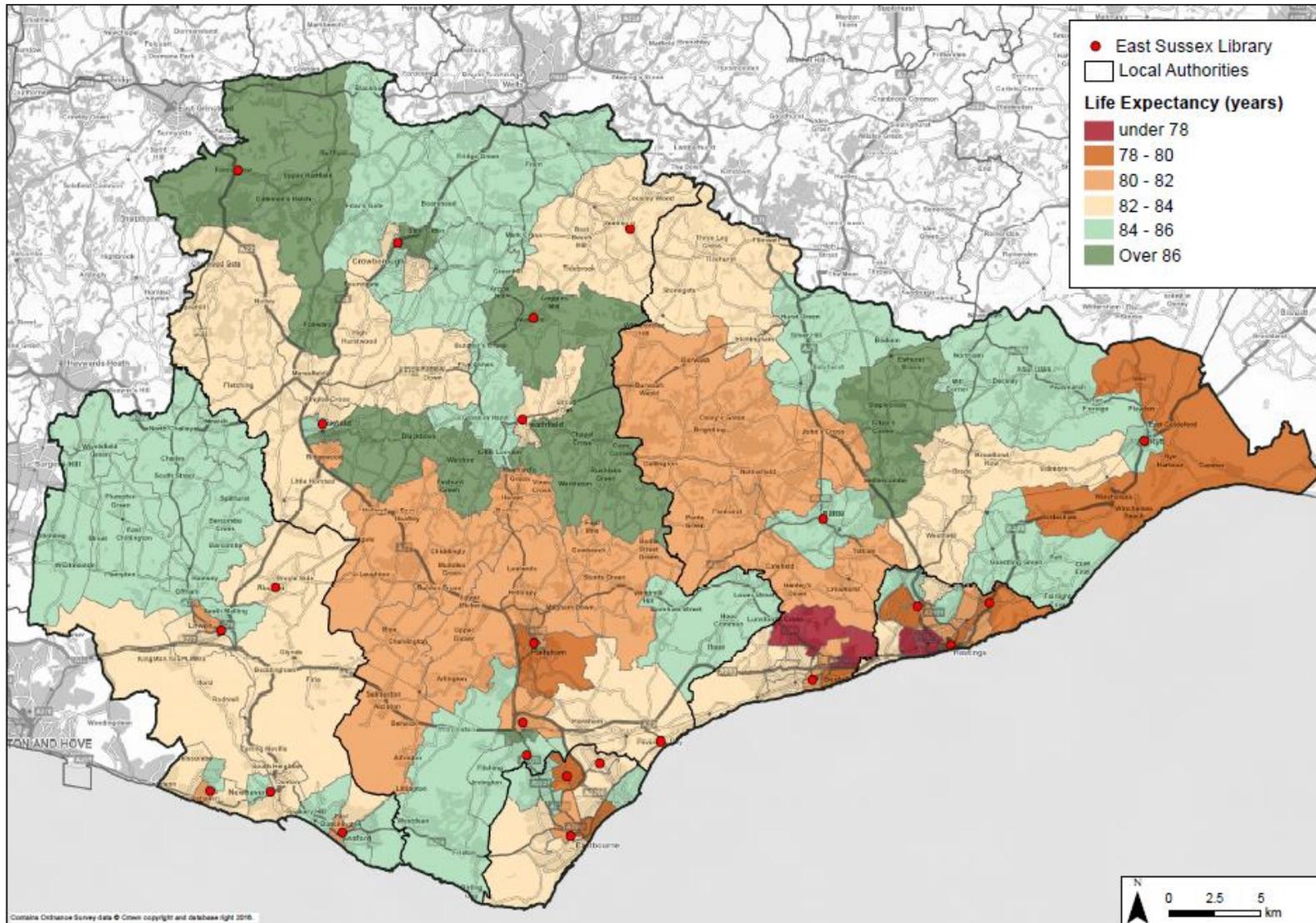
16. Health and wellbeing - Smokers

Indicator
 GP reported prevalence of smoking, percentage of persons aged 15 years and over at 31st March 2015 – by ward.

Data source
 2015
 Public Health Data Scorecard no. 3.09

Description/Definition
 The number of people aged 15 or over reported by GPs to be smokers. This is an indicator of future problems relating to current behaviour and lifestyles.

Format
 Data is available at ward level. There are 82,500 smokers in East Sussex – 18% of the population 15+. The highest rate of smoking is in Hastings (26%, in some wards it is as high as 30%) the lowest rate is in Wealden (15%).



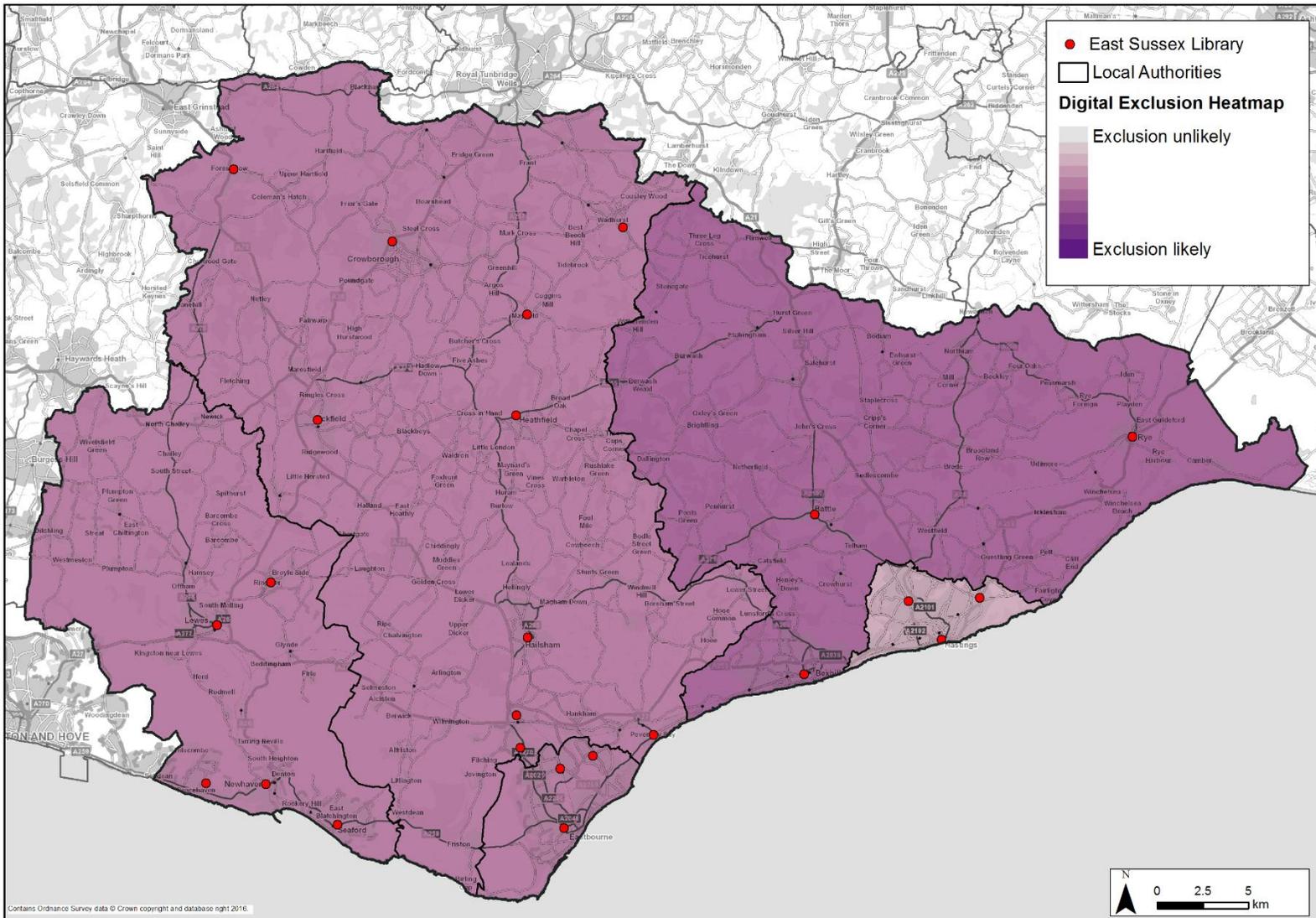
17. Health and wellbeing – Life Expectancy

Indicator
 JSNAA, Mortality, Life-expectancy at birth - by ward

Data source
 2013-2015

Description/Definition
 Life expectancy at birth is an estimate of the average number of years a new-born baby would survive if he or she experienced the age-specific mortality rates for a particular area in the given time period throughout his or her life. The figure reflects mortality among those living in an area in each time period, rather than mortality among those born in that area. It is not, therefore, the number of years a baby born in the area at a particular time might be expected to live, both because the death rates of the area are likely to change in the future and because many of those born in the area will live elsewhere for at least some part of their lives.

Format
 Life expectancy data is available at ward level. Across East Sussex the average life expectancy at birth is 82. It varies by ward within districts but is lowest in Hastings (79.6), and is highest in Lewes (83.4). Within East Sussex it varies from a low of 75.6 in one ward to a high of 89 in another.



18. Doteveryone – Digital Exclusion

Indicator
The Digital Exclusion Heatmap

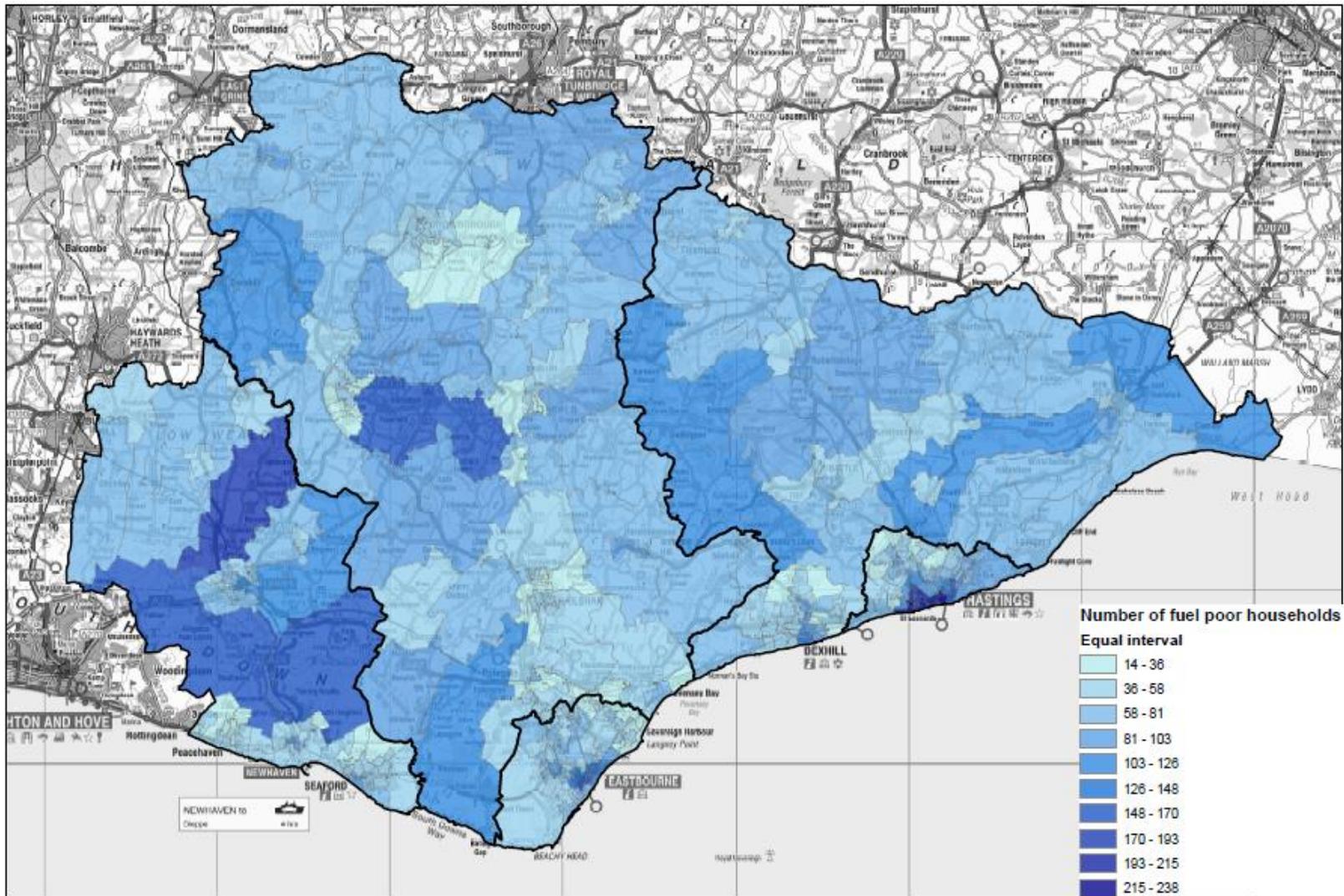
Data source
2015

Description/Definition
IMD type multiple indicator for digital exclusion. Eight different metrics have been used to calculate the overall likelihood of exclusion. Four of these are digital metrics (combined infrastructure, access, Basic Digital Skills and Basic Digital Skills used), which have been aggregated to provide a combined digital indicator. Four are social metrics (age, education, income and health), which have been aggregated to create a combined social indicator.

These combined indicators have been further aggregated using a formula designed by the London School of Economics and Political Science to provide a single measure of predicted overall exclusion from a digital United Kingdom.

Source:
<https://doteveryone.org.uk/resources/heatmap/>

Format
District



19. Households in fuel poverty,

Indicator

Number of fuel poor households

Data source

2014

Description/Definition

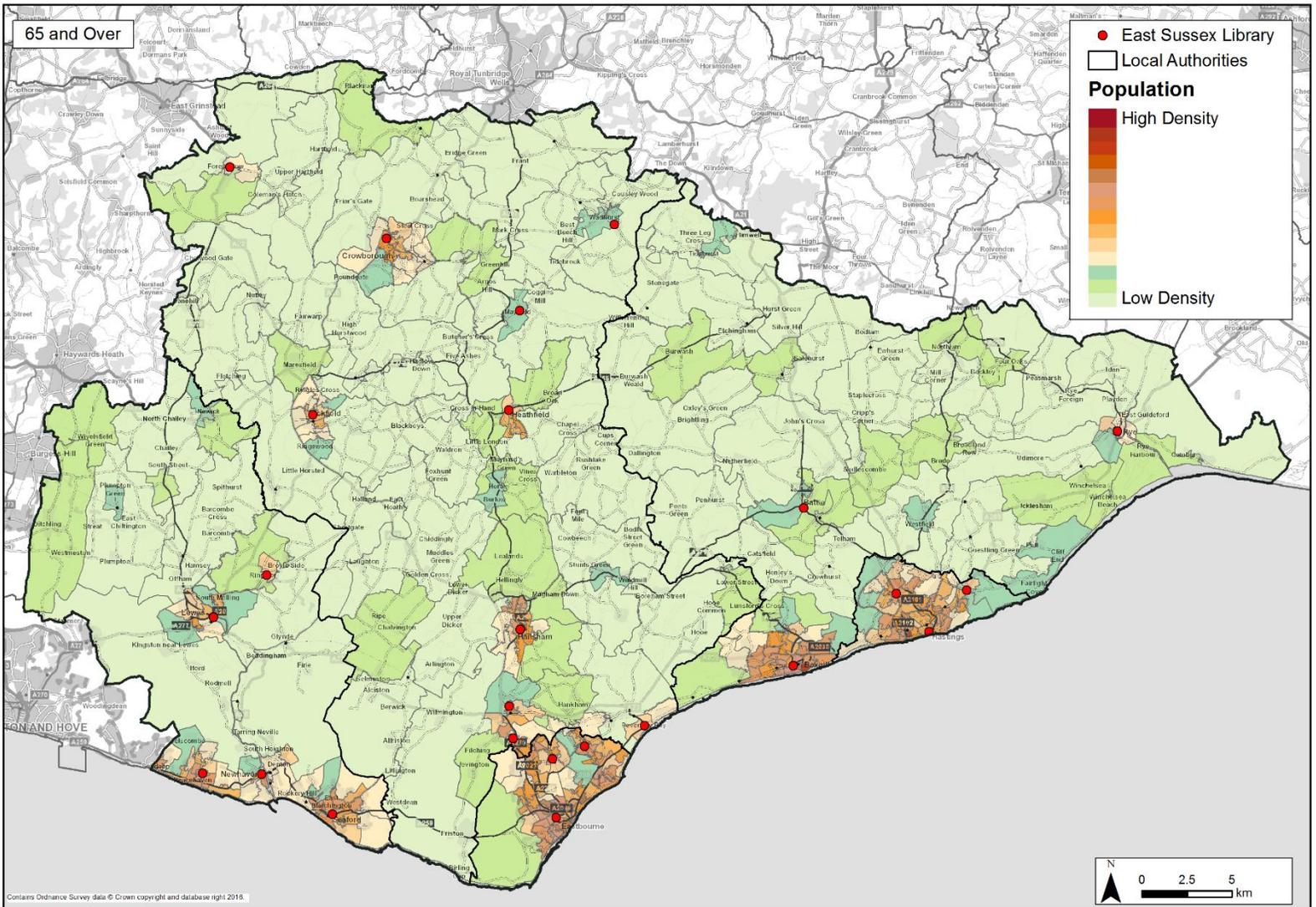
This dataset shows the estimated number and percentage of households living in fuel poverty, meaning that they find it difficult to afford sufficient fuel to maintain a satisfactory heating regime (usually 21°C for the main living area, and 18°C for other occupied rooms).

This dataset uses the Low Income High Cost (LIHC) indicator. Under this definition a household is considered to be fuel poor where:

- They have required fuel costs that are above average (the national median level)
- Were they to spend that amount, they would be left with a residual income below the official poverty line.

Format

Super output areas



20. Population - 65 and Over

Indicator
Population estimates by age and gender by super-output area

Data source
ONS 2015

Description/Definition
Data are available by broad and detailed (mostly 5-year) age groups and single year of age for all geographies from 2012 onwards. The mid-year population estimates are produced by the Office for National Statistics (ONS) by ageing on the population of the previous year and by adjustments to reflect actual counts of births, deaths and migration during the year.

Format
Shows numerical information by super-output area.

4 Results

Results

4.1 Having selected the key indicators, in the four key Commissioning Themes, overall the review has identified that the highest needs are in the following geographical areas:

- Parts of central and suburban Hastings
- Parts of central and suburban Eastbourne
- Areas within some mid-sized towns, such as east Hailsham and Uckfield
- Some rural locations, such as Camber in the rural area east of Rye

Reading and Literacy

Rural and urban

North Hastings
Camber
NE Newhaven
SE Hailsham
SE Crowborough

Economic Development

Primarily urban

North Bexhill
Eastbourne
North Hastings
NE Newhaven
East St Leonards

Health and Wellbeing

Rural and urban

Bexhill/St Leonards/Hastings
Eastbourne
Newhaven/Seaford
Uckfield
Rural areas of Rother, less
Wealden or Lewes

Digital exclusion

Primarily urban

Hastings
Newhaven
Eastbourne
Bexhill
Hailsham
Rye and Camber

4.2 The initial analysis may indicate that, in identifying need, especially when linked with indicators of deprivation, a clear urban versus rural split develops. However, when considered at a more granular level, at ONS Lower Super Output Areas rather than at parish, ward or district level, relative differences in need can be identified at a neighbourhood level. This is important, as assuming a rural district has lower needs under, for example, the literacy measures can mask pockets of significant need in rural areas. In some towns areas of high deprivation can be adjacent to areas of significant wealth and lower needs, as seen in both Eastbourne and Hastings.

4.3 It is worth pointing out that there are some limitations to the data presented in this report. The indicators are fixed in time, often based on 5-year-old census

data and therefore patterns of need may have changed in subsequent years – our review suggests this is not a major risk but is to be noted. Secondly, even within LSOAs and very local data sets there could be considerable differences between individual needs and the benefits that access to the library service may bring to a community as a whole – therefore when making any decisions about future provision it has to be accepted there will be ‘exceptions to the rule’ where individuals will feel that their specific needs cannot be met locally.

- 4.4 The results of this Needs Assessment will be used in the next stage of the Strategic Commissioning process to analyse existing gaps in current service provision in order to deliver a relevant libraries service offer that will enable the county Council to prioritise needs with the resources it has available. The results of this analysis are presented in the Gap Analysis (Appendix 6).

Benchmarking

- 4.5 It was noted in section 2.22 that “it should be recognised that East Sussex compares favourably with many other local authority areas on a number of measures of need”. This view has been developed through an independent benchmarking of East Sussex districts and the county against South East England and national comparators on the needs indicators selected.
- 4.6 In Appendix A the relative values of needs indicators are considered against benchmarks, with commentary on the relative East Sussex performance against the averages.

Future Trends

- 4.7 The indicators of need identified are providing a baseline for the current library service, but it is important also to assess the trends and changes that will impact on the needs of individuals and areas in East Sussex. These include the national and local changes driven by government spending decisions, improved physical and digital accessibility through technology change, and the social changes brought about by changing attitudes and values.
- 4.8 The Libraries Strategic Commissioning Strategy will set the direction of the Library and Information Service for the next five years. The following factors may influence needs and the shape of the Library and Information Service during this period:
- Demographics – Similar to the 8.1% growth in the rest of the south east England in the period from 2014 up to 2027, East Sussex’s population will continue to grow¹². Hastings will see the lowest net growth, predicted at 5.09%, Lewes the highest at 10.26%. The level of net international migration varies between -0.34% (Hastings) and 1.16% (Wealden), although these forecasts were made before the 2016 referendum decision.

12

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/bulletins/sunationalpopulationprojectionsforengland/2014basedprojections>

Hastings will see the highest level of natural change, reflecting a younger population and higher levels of childbirth than the rest of the county. The population aged 65 and over is projected to grow at the fastest rate compared with other age groups in every region of England, and in East Sussex particularly. Eastbourne will see a 19% increase in over 65s, Hastings 20%, Lewes 21%, Rother 19% and Wealden 24%.

- Employment – The number of jobs in the county is anticipated to increase from 229,400 in 2015, to 235,800 in 2020 and to 242,700 in 2025¹³. The GVA of businesses in East Sussex is similarly anticipated to grow from £8,621m in 2015 to £9,639m in 2020 and to £10,711m in 2025¹⁴.
- Health and wellbeing - It is difficult to predict how people's attitudes to their health and behaviour will change over time and therefore the impact on public services generally considered to be operating outside the healthcare sector. Current trends suggest a growing socio-economic divide as those who are better off take on board health messages and adopt healthier lifestyles and those from more disadvantaged backgrounds do not.
- Digital - The landscape for the UK media consumer is substantially different to what it was just 5 years ago. In 2016, over 89% of households had internet access in the UK¹⁵. Data for Great Britain shows that the internet was used daily or almost daily by 82% of adults (41.8 million) in 2016, compared with 78% (39.3 million) in 2015 and 35% (16.2 million) in 2006¹⁶. In 2016, 70% of adults accessed the internet 'on the go' using a mobile phone or smartphone, up from 66% in 2015 and nearly double the 2011 estimate of 36%. The advancement of smartphones, 4G coverage and social media, to name but a few examples have all proliferated and changed the way we consume media. As smartphones become ever more embedded in our lives, there will be new opportunities and challenges for the public sector, including the East Sussex Library and Information Service. This trend of increased digital access and use for a wider range of activities is expected to continue.

¹³

<http://www.eastsussexinfigures.org.uk/webview/index.jsp?catalog=http%3A%2F%2Fwww.eastsussexinfigures.org.uk%3A80%2Fobj%2FCatalog%2FCatalog54&submode=catalog&mode=documentation&top=yes>

¹⁴

<http://www.eastsussexinfigures.org.uk/webview/index.jsp?catalog=http%3A%2F%2Fwww.eastsussexinfigures.org.uk%3A80%2Fobj%2FCatalog%2FCatalog54&submode=catalog&mode=documentation&top=yes>

¹⁵ https://www.ofcom.org.uk/_data/assets/pdf_file/0026/26648/uk_telecoms.pdf

¹⁶

<https://www.ons.gov.uk/peoplepopulationandcommunity/householdcharacteristics/homeinternetandsocialmedia/age/bulletins/internetaccesshouseholdsandindividuals/2016>

5 Conclusions

Key findings

- 5.1 The Needs Assessment is a key element of the Strategic Commissioning Strategy. Its prime purpose is to provide a clear evidence-based review of needs, both met and unmet, that impact on the current and future provision of the Library and Information Service. If the Council's understanding of residents' needs is incomplete then the design and delivery of services is unlikely to fully meet their needs or achieve the required outcomes.
- 5.2 There is a clear distinction between the need and the demand for services. Need is what people could benefit from (that is an effective intervention or service); demand is what people ask for. Strategic Commissioning is about prioritising need over demand and supply. This Needs Assessment, together with the other Technical Appendices, provides an evidence base which enables the Council, through the Libraries Strategic Commissioning Strategy, to prioritise its resources for library services towards the achievement of outcomes that will best meet the needs of those who live, work and study in East Sussex.
- 5.3 The Needs Assessment is framed around four Commissioning Themes, which reflect the Council's four overarching priority outcomes: driving economic growth; keeping vulnerable people safe; helping people help themselves; and making best use of resources. The Commissioning Themes are considered to represent the key areas of community need that the Library and Information Service may be best placed to meet or contribute towards, in support of the Council's priority outcomes. These are:
- Reading and literacy
 - Economic development
 - Health and wellbeing
 - Digital exclusion
- 5.4 The process of undertaking a needs assessment is not an exact science. The Council has a duty under the *Public Libraries and Museums Act 1964* to provide a "comprehensive and efficient" library service, but the Act does not set out a statutory measure of need and there are no national guidelines that spell out what is or is not a need in terms of library services. It is also important to highlight that, in most cases, the Library and Information Service is not the primary provider of services to meet identified needs. The role of the Library and Information Service is largely indirect in support of other more targeted service providers.
- 5.5 The Needs Assessment has considered a wide range of potential indicators of needs, clustered around each Commissioning Theme that may be addressed by the Library and Information Service. These have been refined to select the indicators which best illustrate need and which are based on robust, publicly available data at a sufficiently detailed scale that meaningful evidence can be gathered at a local level across the county. The Needs Assessment has

considered how the identified needs vary across the county, and whether there are specific groups of people whose needs are currently not met. Invariably it is the relative differences, not the absolute values, between the level of needs identified that are of most use in identifying areas to target resources where needs are greatest.

- 5.6 East Sussex generally compares favourably with many other local authority areas on a number of measures of need. In the analysis undertaken for the Needs Assessment there was, for most indicators, little variation across the whole county. However, for some indicators there were stark variations. The Needs Assessment has sought to identify when the variation in needs is significant in scale and scope, compared to where the variations are minimal across the county. Where there are significant variations between parts of the county (in particular for indicators related to deprivation, ageing and health) the variations can reflect very localised pockets of need, even within each of the main urban areas.
- 5.7 The over-arching indicator of need is the Indices of Multiple Deprivation. The highest deprivation levels are seen in parts of Hastings and the super output area covering Iden and Camber. There are also relatively high levels of deprivation in pockets of Bexhill, Eastbourne, Newhaven, and in and around Hailsham. However, it is important to recognise that not every person in a highly deprived area will themselves be deprived. Likewise, there will be some deprived people living in the least deprived areas.
- 5.8 In terms of the findings of the Needs Assessment under each Commissioning Theme, deprivation, skills and educational attainment and income play a key role.
- 5.9 Literacy skills underpin success in all walks of life, and libraries have a key role to play in ensuring children in particular have the building-blocks for future academic and employment success, thereby improving people's prosperity, their health and their wellbeing. Young children's early communication and vocabulary skills are particularly important. In addition, the health and wellbeing benefits of reading for pleasure are evident for adults as well as children and young people.
- 5.10 On reading and literacy, the Library and Information Service has the potential to support the literacy needs of every child, although some children are likely to have higher needs than others, such as those living in households with low incomes, those with Special Educational Needs and those without English as a first language. Where there are low adult literacy rates (often linked with other indicators of deprivation) it is expected that this will create a need that can be positively met through access to library services. The areas of the county where literacy needs are greatest are areas to the north of Hastings, Camber, the north-east of Newhaven, south-east of Hailsham and south-east of Crowborough.
- 5.11 The modern library service can provide information and support to individuals and businesses to help develop the economy. Economic performance in East Sussex has lagged behind the regional and national average, with a skills deficit being a contributory factor. For economic development, the need is

primarily for people seeking work but struggling to find it because of, for instance, low levels of qualifications, poor literacy and numeracy skills, poor CV writing and interview techniques, and a lack information about availability of suitable jobs. Disability and long-term ill health are factors which can prevent people from obtaining a job when they want to work, and being out of the workplace for long periods of time can have a further impact on people's skills, levels of confidence and mental health.

- 5.12 The Library and Information Service can provide access to online information about job vacancies and training and skills development opportunities, and support individuals directly to develop skills such as applying for jobs and learning new literacy, numeracy and ICT skills. This can also boost self-confidence and preparedness for a job interview, increasing the chances of getting into or back into work. Indicators of deprivation and adult skills levels suggest that the greatest needs are in the north of Bexhill, Eastbourne, the north of Hastings, the north-east of Newhaven and east of St. Leonard's.
- 5.13 There are health and wellbeing needs which the Library and Information Service can meet by supporting community and individual resilience, health improvement and reducing health inequalities through the provision of safe and inclusive spaces, quality assured self-help information and resource materials tailored for residents of all ages, as well as direct signposting to other services. In particular, the Library and Information Service can provide resources and information to enable people to take greater ownership of their own health and wellbeing, to be more resilient, increasingly independent, self-sufficient and resourceful, and thus better able to help themselves.
- 5.14 Research has identified the positive benefits of reading for mental health, as well as the positive correlation between literacy and a person's ability to access health information. Those in greatest need are people in poor mental or physical health or at risk of developing health problems, particularly people with a long-term health problem or disability. The highest health deprivation levels and disability measures are concentrated in the coastal towns, either in central residential areas or large estates on the edge that often have other income, employment and social exclusion issues. There are some pockets of health deprivation in each of the three more rural districts, but usually associated with the mid-sized towns. One area with a relatively high percentage of residents with long term illness is east Bexhill. Other high levels are found in Eastbourne, Hastings, St. Leonards and Newhaven.
- 5.15 Information is increasingly moving to digital platforms and there continues to be a social divide between those who have easy access to the internet and those who are still offline. On digital inclusion, the needs which have been identified are the ability to access and use the internet to access information about skills and employment opportunities, health and wellbeing information, and accessing the more competitive online market place for goods and services, which can help households on low incomes.
- 5.16 Behind these needs are the affordability of home or mobile internet provision, the lack of basic digital skills (which is linked to low levels of educational attainment and also to age), and to a lesser extent, the availability of broadband technology. The data show that adults with the lowest skills levels

are located mainly in the coastal towns of Newhaven, Eastbourne, Bexhill and Hastings, as well as Hailsham and the far east of the county in Rye and surrounding areas.

- 5.17 The indicators of need identified in this Needs Assessment provide a baseline upon which to develop the Libraries Strategic Commissioning Strategy, which will set the direction of the Library and Information Service for the next five years. The Needs Assessment considers these changes and has concluded that, for the duration of the Strategic Commissioning Strategy, changes in population, employment and economic activity, health and digital technology are unlikely to have a significant impact on its findings and overall conclusions.

Appendix A Benchmarking

District level analyses by indicator

Fig 1 index of multiple deprivation

Data is presented only at super output area level and is not available at a district level

Fig 2 population estimates by age

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	South East	England	Notes
% Population 0-15	17.1	18.6	17.3	15.2	17.2	17.1	19.0	19.0	In all districts the percentage of children 0-15 is below the south east and England average.
% Population 65+	24.2	19.0	24.8	31.1	25.2	24.9	18.8	17.7	In all districts the percentage of people 65 or older is higher than the south east and England average. The highest percentage is in Rother, which has one of the highest percentages of 65+ residents in England
% estimated 2024 Population 65+	26.6	21.6	26.8	34.3	28.2		22.5	20.5	
	Q1	Q2	Q1	Q1	Q1				It is predicted that by 2024 Rother district will have the third highest % of older people of any district in England (only the % in West Somerset and North Norfolk will be higher). The proportion of those aged 65+ will also be upper quartile for Wealden, Lewes and Eastbourne districts. Hastings will remain above the England average as well, but below the average in the south east.

Fig 3a to 3c index of deprivation – education skills and training domain - children and young people sub-domain

Figures on this sub-domain are not readily available by district, but are available for the full education, skills and training domain. The five East Sussex districts have been ranked across the 326 districts in England – these include district councils, metropolitan districts, London boroughs and unitary councils.

The quartiles are therefore:

- Q1 authorities numbers 1-81;
- Q2 authorities numbers 82-163;
- Q3 authorities numbers 164-245; and
- Q4 authorities numbers 246-326.

East Sussex County Council has been ranked within the 152 upper tier authorities in England – these include County Councils, metropolitan districts, London boroughs and unitary councils. In this case the quartiles are Q1 authorities 1-37, Q2 authorities 38-76, Q3 authorities 77-114 and Q4 authorities 115-152. In this analysis, those authorities with the lowest numbers are the authorities deemed to have the greatest need (shaded red). Those with the highest numbers are the authorities with the least need (shaded green).

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
Education, skills and training	108	22	165	128	233	66	
Ranking of 326 for each district, ranking of 152 for East Sussex							
	Q2	Q1	Q3	Q2	Q3	Q2	Hastings is in the most deprived quartile and also in the most deprived decile in England on this measure.

Fig 4 Pupils entitled to free school meals

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
Pupils entitled to free school meals as % of East Sussex school population	2.9%	4.5%	1.9%	2.2%	2.1%	13.7%	The highest percentage of children in school who are entitled to free school meals is in Hastings and the lowest percentages are in Lewes and Wealden.

Fig 5 Pupils without English as their first language

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	England	Notes
% without English as a first language	11.6	6.5	3.9	4.6	3.2	5.7	1 in 6 primary 1 in 8 secondary	The highest percentage of children in school without English as a first language is in Eastbourne, where about 1 in 10 children do not have English as a first language. But this is not normally a significant issue in East Sussex

Fig 6 Pupils under-achieving at KS2

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
% under-achieving at KS2	18.9	19.9	14.6	16.2	12.8	16.2	

Fig 7 Pupils under-achieving at KS4

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
% under-achieving at KS4 – not getting 5+ GCSEs	41.2	51.6	42.7	44.2	33.9	42.2	

Fig 9a to 9e Skills for life survey data - literacy

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
% estimate of adults below Entry Level 1 for reading	5.1	5.6	4.4	4.9	4.0		

Fig 9a to 9e Skills for life survey data – numeracy and ICT

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
% estimate of adults not at Entry Level 1 for numeracy	6.5	7.3	5.4	5.9	4.9		
% estimate of adults not at basic levels for ICT /email competence	36.6	39.4	34.5	37.4	33.4		These figures may be out of date, as the data used is from 2011. Might now be reasonably expected that these percentages will have fallen.

Fig 10a to 10c index of deprivation – Education skills and training domain, adult skills sub-domain

Figures are not readily available by district, but have been presented at figure 3 for the full education skills and training domain.

Fig 11a to 11c index of deprivation – employment deprivation domain

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
Employment deprivation	72	8	172	114	278	86	
Ranking of 326 for each district, ranking of 152 for East Sussex							
	Q1	Q1	Q3	Q2	Q4	Q3	On the employment deprivation indicator, Hastings is in the bottom quartile and also in the most deprived decile (there are only seven more deprived districts in the country than Hastings on this measure). Eastbourne also features in the most deprived quartile of authorities.

Figures 12 and 13 (new business registrations and business survival rates)

This data has been presented by district in the main report.

Figure 14a to 14c Index of Multiple Deprivation – Health Deprivation and Disability domain

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	Notes
Health deprivation	102	51	202	176	287	98	
Ranking of 326 for each district, rank of 152 for East Sussex							
	Q2	Q1	Q3	Q3	Q4	Q3	On this indicator although Hastings is in the quartile of highest need, it is not in the most deprived decile. Wealden (which is in the quartile of lowest need) is approaching being in the least deprived decile of authorities on this measure.

Figure 15 – residents with a long-term limiting illness

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	South East	England	Notes
% Population with a long-term limiting illness	21.0	22.1	19.5	23.4	17.5	20.3	15.7	17.9	These figures suggest high levels of long term illness and disability compared with the rest of the South East, but these could be largely age-related

Figure 16 – GP reported incidence of smoking

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	South East	England	Notes
% Population 15 or over who are smoking	22	26	16	13	16	18		18	
	Q1	Q1	Q3	Q4	Q3				Smoking rates are highest in Hastings and Eastbourne, and lowest in Rother

Figure 17 – Life expectancy at birth

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	South East	England	Notes
Life expectancy at birth - years	81.7	79.8	83.5	82.1	83.2	82.2			
males	79.9	77.2	80.6	80.0	81.3	80.0		79.4	
females	83.3	81.6	85.1	83.9	84.7	83.9		83.1	
	Q3	Q1	Q4	Q3	Q4				Life expectancy is in the lowest quartile for Hastings. Elsewhere it is similar to or better than the national average.

Figure 18 – Household composition - single one person households aged 65+

	Eastbourne	Hastings	Lewes	Rother	Wealden	East Sussex	South East	England	Notes
% households with a single occupier aged 65+	17.2	13.1	16.2	19.8	15.3	16.2	12.7	12.4	This shows the high proportion of single (65+) person households in every district compared with England – particularly in Rother.

This page is intentionally left blank

Cabinet

6 March 2018

Appendix 9

Libraries Strategic Commissioning Strategy

Technical Appendix 3

Service Description and Analysis

Contents

1. Purpose of the Technical Appendix	2
2. Library and Information Service summary	3
3. Membership	4
4. Libraries (including Mobile Library Service and Home Library Service)	6
5. Computer and internet access	15
6. Other services:	18
▪ East Sussex Community Information Service (ESCIS)	
▪ HMP Lewes	
▪ Learndirect	
▪ Schools Library and Museum Service (SLAMS)	
7. Stock	22
8. Budget	33
9. Staff and volunteers	40
10. Library users and non-users	46
11. Conclusion	58

Purpose of the Technical Appendix

Introduction

- 1.1. This Technical Appendix describes all aspects of the current East Sussex Library and Information Service. It analyses provision across the county and reviews the performance of the service against other local authorities.
- 1.2 This is one of a number of documents, Technical Appendices (TA), which form the evidence base that supports the draft Libraries Strategic Commissioning Strategy. These documents are as follows:

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2. Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1 National and Local Context	Technical Appendix 2 Needs Assessment	Technical Appendix 3 Service Description and Analysis	Technical Appendix 4 Property Assessment	Technical Appendix 5 Accessibility Analysis	Technical Appendix 6 Strategic Outcomes and Gap Analysis	Technical Appendix 7 Delivery Model Options Appraisal

- 1.3 This Technical Appendix compares East Sussex’s performance with its nearest statistical neighbouring authorities, using data from Public Library Statistics, published on an annual basis by the Chartered Institute of Public Finance and Accountancy (CIPFA). The latest published data available is for 2015/16. The comparator group of local authorities for East Sussex consists of:

- West Sussex
- Gloucestershire
- Kent
- Dorset
- Suffolk
- North Yorkshire
- Hampshire
- Cumbria
- Devon
- Worcestershire
- Warwickshire
- Somerset
- Essex
- Norfolk
- Lincolnshire

- 1.4 The results for these other local authorities have been anonymised in this Technical Appendix, according to CIPFA guidance.

2 Library and Information Service summary

Summary of current services provided

2.1. The current services provided by the Library and Information Service are summarised as follows:

- 24 library buildings, the eLibrary, (online library service) and a Mobile Library Service (serves rural locations)
- Materials to borrow, including books, newspapers and magazines, in both hard copy and digital formats, for anyone who lives, works or studies in East Sussex
- Free access to computers, internet and Wi-Fi in all libraries
- Information, both in hard copy and online, including encyclopedias, dictionaries and other reference materials, a community information service, training courses , and a monthly eNewsletter,
- An online catalogue, with facilities to reserve items and extend loan periods
- Services for people with specific requirements, such as reminiscence resources to support people with dementia and talking books for people with visual impairment
- A Home Library Service, delivered by volunteers to people who are not able to visit a library
- Library services for Her Majesty's Prison (HMP) Lewes
- Opportunities for volunteering in a range of roles including computer buddies
- A service for schools, known as the Schools Library and Museum Service (SLAMS), which delivers resources to support the curriculum and fiction to promote reading for pleasure, as well as advice on the management of school libraries
- Learning opportunities, both formal and informal, helping people to get online, improve their skills and providing support with job seeking
- Events and activities to support literacy, learning and wellbeing including a Summer Reading Challenge for children over the summer holiday period
- Meeting room hire

3 Membership

Types of membership

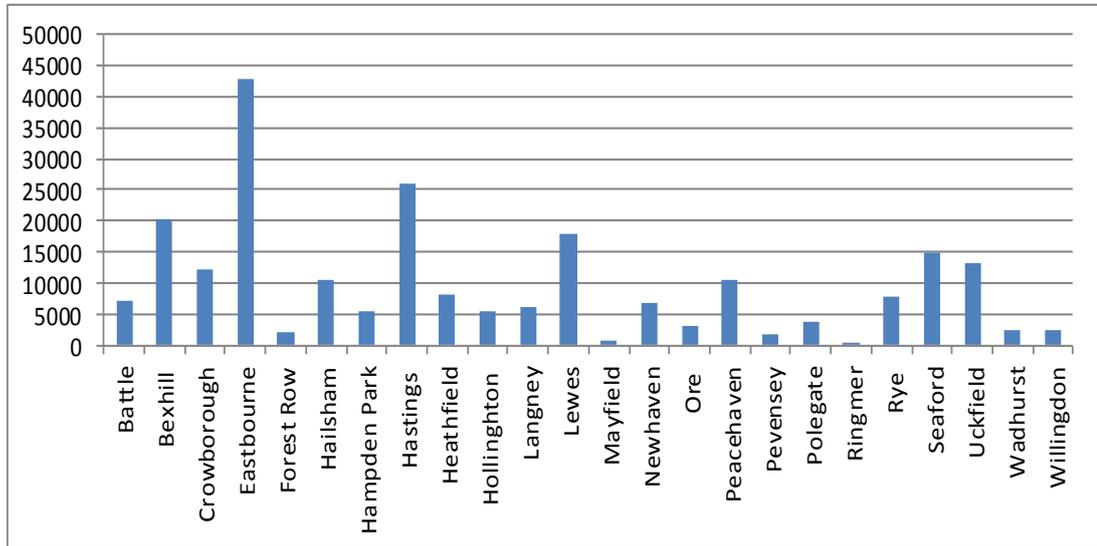
- 3.1 Membership of the Library and Information Service is free and open to all who live, work and study in East Sussex, with proof of name and address.
- 3.2 Members can borrow a range of items, including a maximum of 20 books, 6 CDs, 6 audio books and 6 DVDs, as follows:
 - Books – 3 week loan
 - Spoken word CDs – 3 week loan (fee applies)
 - CDs – 1 week loan (fee applies)
 - DVDs – 1 week loan (fee applies)
 - Language courses – 2 at a time
- 3.3 Members can also use the free library computers and Wi-Fi.
- 3.4 There are additional membership categories, to allow for people's different needs and circumstances. For example, categories are provided for people with disabilities, childminders, carers, health practitioners and care centres.
- 3.5 There are also customers who visit the library, to use the resources and facilities, but do not have a membership.

Active and registered members

- 3.6 At 31 March 2017, there were 62,027 active members of the East Sussex Library and Information Service. The number of active members is decreasing, shown by comparison with 31st March 2015 when there were 74,176 active members. For purposes of comparison between local authorities, active members are defined by CIPFA as the number of people who have borrowed an item in the previous twelve months. Although useful as a general indicator, it does not include people who use library services for other purposes, such as using library computers, borrowing eBooks only or visiting a library to consult resources without borrowing them.
- 3.7 In April 2017 there were 239,636 registered members of the East Sussex Library and Information Service. This is approximately 44% of the population of the county. Registered members are people with a current library membership. Customers have to re-register every two years to ensure their details are current. Their membership expires if they do not update their details, but can be reactivated if contact is made. Registered membership is approximately 75% adult members and 25% children and young people (aged 0-15). The population of the county is made up of 17%, 0-15 year olds and 83% 16 years and over.

Number of registered members

Figure 1 Distribution of registered members by East Sussex library, at April 2017

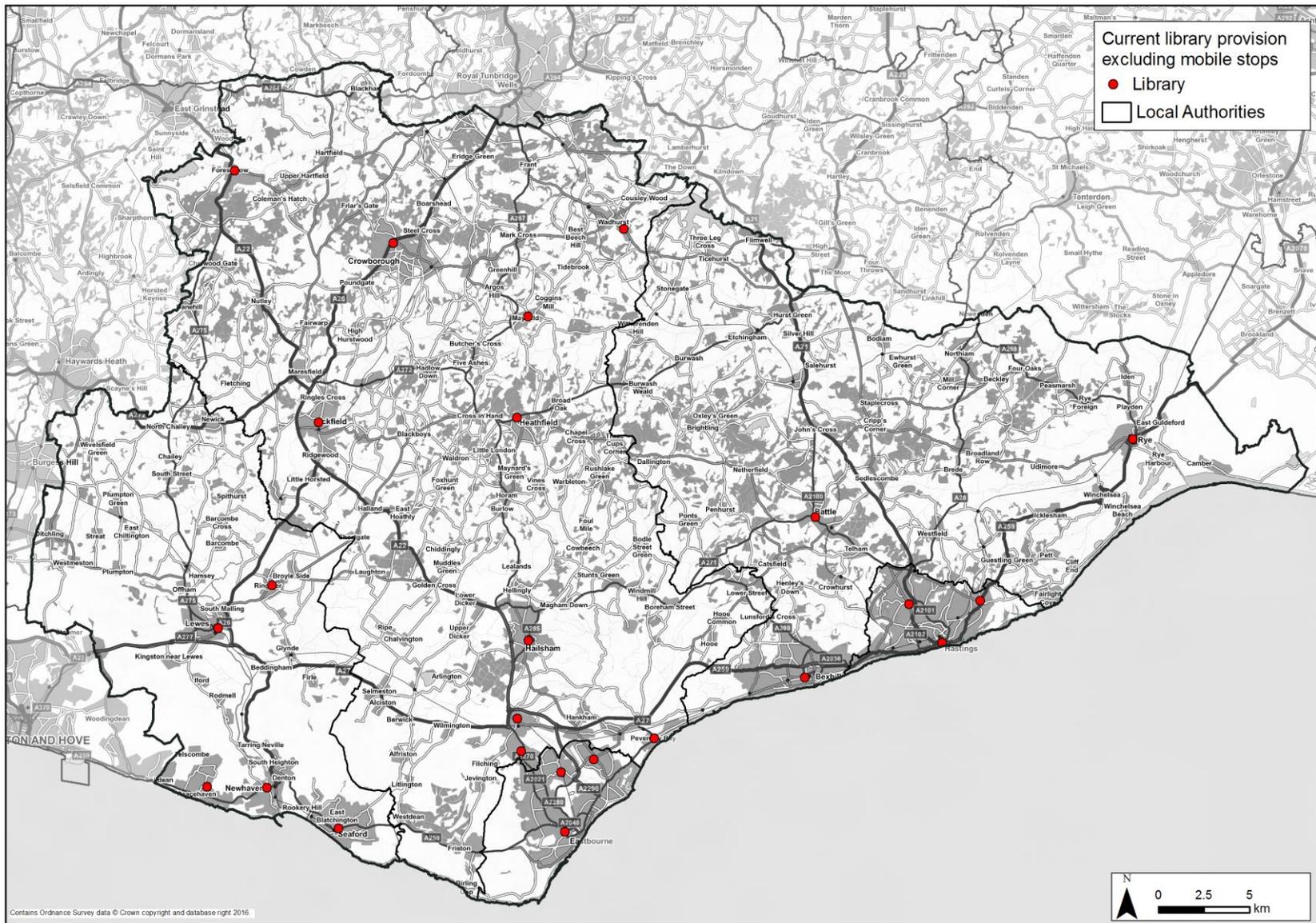


4 Libraries

Introduction

- 4.1 There are 24 library buildings providing access in person to the Library and Information Service across the county, as shown in Figure 2 (below). In addition, the Library and Information Service supports a village book swap in Northiam.
- 4.2 Library opening hours have recently been reviewed following public consultation. The rationale behind the changes, implemented in November 2016, was to decrease library running costs by reducing opening hours at quieter times, whilst ensuring that people can access services across the county when they are most used.
- 4.3 The review resulted in an overall reduction of around 25% of opening hours. It was recognised that a uniform reduction of 25% for every library would have a disproportionate impact on smaller libraries in particular and for their users. Therefore, the actual change for each library varied, with a reduction of between 8% and 27%.
- 4.4 Libraries now open between the hours of 10am and 5pm, apart from those libraries which were previously open later than 5.30pm on one or more days, which now also open until 6pm on a Thursday. All libraries also now open on a Saturday.
- 4.5 In addition to the library services provided by East Sussex County Council, there are two community-run libraries in East Sussex, as well as a number of informal book swaps.

Figure 2 Location of East Sussex libraries



Visits

- 4.6 In 2016/17 there were 1,475,203 visits to the 24 fixed libraries in East Sussex. Table 1 shows the breakdown by library of the total number of visits in 2016/17, including the average number of visits per hour before and after the review of opening hours was implemented on 28 November 2016.

Table 1 Total visits and average number of visits per hour, 2016/17

Library	Visits 2016/17	Average visits per hour	Average visits per hour
		(01 April to 27 November 2016)	(28 November 2016 to 31 March 2017)
Battle	50,604	26	27
Bexhill	149,706	70	76
Crowborough	57,233	24	27
Eastbourne	287,239	113	134
Forest Row	13,962	19	21
Hailsham	51,537	26	26
Hampden Park	27,338	18	17
Hastings	148,089	67	68
Heathfield	40,772	28	29
Hollington	25,637	18	18
Langney	47,256	38	36
Lewes	109,242	52	57
Mayfield	3,303	6	5
Newhaven	65,324	40	40
Ore	11,178	9	9
Peacehaven	55,776	32	31
Pevensey Bay	7,947	6	14
Polegate	31,958	22	24
Ringmer	7,297	17	16
Rye	43,611	19	20
Seaford	134,329	59	78
Uckfield	70,021	33	34
Wadhurst	14,056	25	19
Willingdon	21,788	20	14
Total	1,475,203	32.8	35

Notes: Pevensey Bay Library was closed for part of 2016/17 due to flood damage. Hastings Library is operating from the former Hastings Children's Library whilst the main library is refurbished

Analysis of visits

- 4.7 Each library records the number of visits made on a daily basis. Visits are counted by clickers, beam counters and thermal imaging devices. The information collected is useful for showing trends in visitor figures, but should not be treated as 100% accurate, given the nature of the technology.
- 4.8 The cost per library visit is an indicator which can be used to benchmark library services but its accuracy depends on comparing costs on a like for like basis and accurate recording of number of visits. It is a fairly crude indicator and should not be taken as the actual cost to the Library and Information Service for each visit, as it does not take into account the number of visits to our online resources or the cost of other services provided.
- 4.9 Including the mobile library, but excluding HMP Lewes, there were 1,486,199 visits to the East Sussex libraries in 2016/17. Based on the annual net budget of £5,960,200, minus depreciation costs of £654,000 the cost per visit in 2016/17 was £3.57.
- 4.10 In 2006/7 there were 2.52 million visits to East Sussex libraries. Visitor numbers have decreased by over 40% since then. Table 2 shows visitor numbers from 2014/15 to 2016/17. The decrease in visits since 2014/15 is 25%.

Table 2 Visits by library, 2014/15 to 2016/17

Library	2014/15	2015/16	2016/17
Battle	58,855	55,161	50,604
Bexhill	190,483	172,622	149,706
Crowborough	83,551	62,967	57,233
Eastbourne	352,300	328,272	287,239
Forest Row	15,631	15,224	13,962
Hailsham	71,406	66,301	51,537
Hampden park	29,996	28,618	27,338
Hastings (main and children's libraries)	335,321	243,221	148,089
Heathfield	45,866	41,682	40,772
Hollington	27,342	27,450	25,637
Langney	59,776	55,248	47,256
Lewes	143,102	131,956	109,242
Mayfield	3,715	3,372	3,303
Newhaven	46,707	59,586	65,324
Ore	19,578	12,306	11,178
Peacehaven	101,004	74,967	55,776

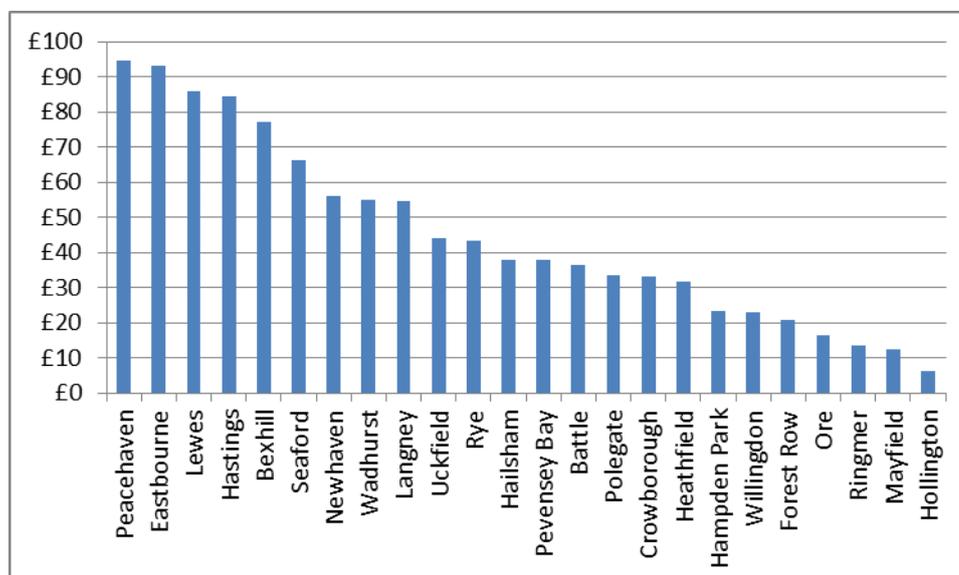
Library	2014/15	2015/16	2016/17
Pevensey Bay	12,262	196	7,947
Polegate	41,372	35,271	31,958
Ringmer	6,928	6,950	7,297
Rye	71,465	52,451	43,611
Seaford	116,709	160,112	134,329
Uckfield	83,260	78,929	70,021
Wadhurst	17,212	17,729	14,056
Willingdon	33,601	30,704	21,788
Total	1,967,442	1,761,295	1,475,203
% Decrease		10.47% from 14/15	16.24% from 15/16
Cumulative % Decrease			26.71% from 14/15

Notes: Hastings main library has been closed for major refurbishment since February 2016. Pevensey Bay was closed due to flooding for parts of 2015/16 and 2016/17. Newhaven moved to new, improved larger premises in 2015. Seaford was in a temporary location prior to the opening of the new library in August 2014.

Cost per open hour

- 4.11 Figure 3 provides cost per open hour for each individual library in 2016/17. The cost per library comprises the costs of the staff who work in the building, the costs of the building (rent, rates and utilities, if applicable) and includes income received in that building. It does not include all costs, some of which are paid centrally.
- 4.12 The cost per open hour is the total annual cost of these elements in 2016/17 divided by the number of hours that the library is currently open each year, divided by 52 weeks. It gives an indication of the cost per library and is a means of comparing libraries using the same criteria.

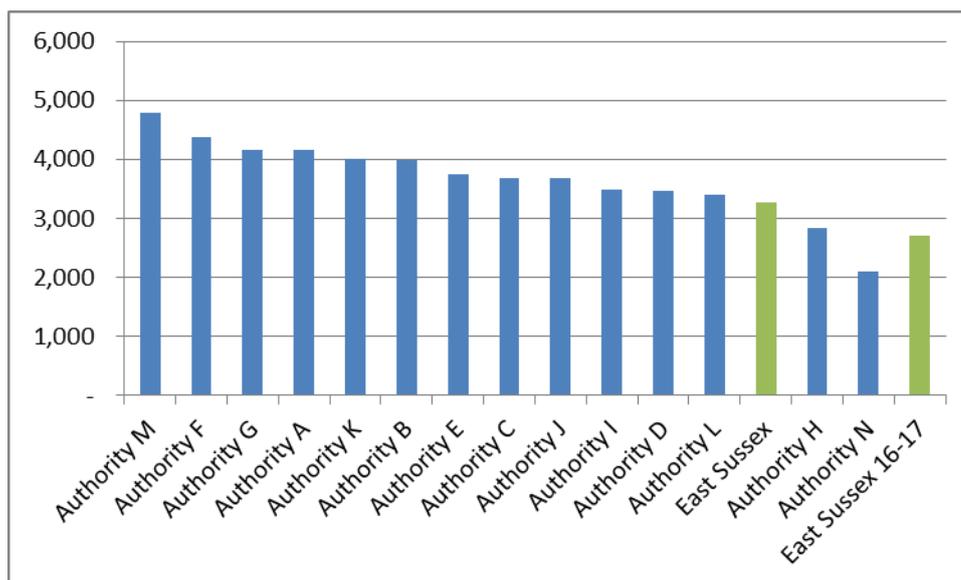
Figure 3 Library cost per open hour, 2016/17



Benchmarking of library visits

- 4.13 Visits to East Sussex libraries are low when compared to the group of statistical neighbours, identified by CIPFA. Figure 4 shows that East Sussex had 3,260 visits per 1,000 population, compared with 4,787 in Worcestershire, which had the highest number of visits, and an average across the comparator group of 3,676 visits per 1,000 population. It shows an estimate for East Sussex for 2016/17.

Figure 4 Library visits per 1,000 population, 2015/16



Source: CIPFA, East Sussex County Council

- 4.14 Technical Appendix 1, National and Local Context, (Figures 4.2 and 4.3) summarised the overall picture of declining usage of libraries. Table 3 provides a further breakdown of changes in visits, active borrowers and issues from 2011/12 to 2015/16.

Table 3 Trends in library usage nationally, CIPFA

'000s	2011/12	2012/13	2013/14	2014/15	2015/16	% change since 2011/12
Active borrowers	11,412	10,321	9,883	8,991	8,421	-26.2
Visits to library premises	306,591	288,044	282,332	265,280	250,772	-18.2
Issues per user	287,505	262,762	247,245	220,606	205,509	-28.5

4.15 There is a similar pattern of declining usage in East Sussex between 2011/12 and 2015/16, although the reduction in both active borrowers and issues is less than the national reduction.

- Active borrowers reduced from 85,656 to 68,231, a reduction of 20.3%
- Visits to libraries reduced from 2,314,958 to 1,773,654, a reduction of 23.4%
- Issues reduced from 2,715,180 to 2,027,640, a reduction of 25.3%

Services in libraries

4.16 The services available in each library vary dependent on their size and location. Self-service machines are available in 12 of the 24 libraries, allowing customers to issue, renew and return their own loans. Services provided by libraries include:

- Books, audiobooks and DVDs
- Free computer, internet and Wi-Fi access
- Reference and local history materials
- Photocopier and printing
- Bus pass applications verified and forwarded
- Choice ID and 3i-D (discounts and ID for young people)
- iGo (access to leisure activities for young people with disabilities or special needs)
- Disabled access
- Display facilities
- Regular library events: such as Rhymetimes for babies and toddlers
- Computer help from volunteers
- Some libraries have microfiche readers.

Mobile Library Service

4.17 The Library and Information Service provides a mobile library service, with one wheelchair-accessible vehicle offering a three weekly service to 88 stops across the county, predominantly in rural locations. It carries stock of approximately 2,000 Items.

4.18 The vehicle is owned by the County Council. The service costs between £65,000 to £70,000 per annum to operate, this figure fluctuates due to vehicle running costs and requirement for agency staff. The vehicle is driven and managed by a full-time Library Manager, with additional support from agency staff. An HGV licence is required to drive the mobile library.

4.19 Some of the key statistics for the mobile library are:

- 32,152 items were issued, approximately 90% of which were to adults in 2016/17

- There were 10,996 visits by customers in 2016/17
- There were 2,928 registered members and 1,116 active members in May 2017
- 68% of registered members are female, 32% male
- 67% of mobile library customers use only the mobile library to borrow items

Home Library Service

- 4.20 Volunteers select and deliver books and other items to meet the individual requests of people who are unable to visit libraries themselves due to mobility issues, illness or their caring responsibilities. 173 customers use the Home Library Service (as at April 2017) and there is a pool of 186 volunteers, some of whom are waiting to be matched with a customer.

Activities and partnerships

- 4.21 The following are examples of significant activities and partnerships that are delivered through the East Sussex Library and Information Service. Some of these are activities that would be common in other UK library services and some are more locally developed services.

IT for you

- 4.22 This project is funded by the Department for Work and Pensions (DWP) and is currently running in five Libraries, predominantly in Wealden. The aim is to help customers who need to improve their IT skills to seek employment by providing resources and support. Trained volunteers help them to get online, develop their IT skills and access online training packages. DWP provide referrals to the service and Possibility People provide additional support, specific to individual disability needs to help people get into sustainable employment.

Bookstart

- 4.23 Bookstart is a national programme that provides free packs of books to every child in the UK at 0-12 months and then again between 3 and 4 years. All the packs are designed to give children the very best start in life with reading, books and literacy, and encourage parents and carers to enjoy books with their children from as early an age as possible. The Library and Information Service works in partnership with colleagues in health and early years settings to distribute packs to children, including children with special needs and for whom English is not their first language.

- 4.24 In East Sussex, over 3,480 Bookstart Baby Packs were gifted when parents registered the birth of their child and 6,600 Bookstart Treasure Packs were gifted to three year olds from January to December 2016.
- 4.25 There was a marked increase in dual language packs gifted to families. Polish was the language most in demand and there was also an increase in requests for additional special needs packs.

Rhymetime and Storytime

- 4.26 Rhymetimes and Storytimes are free sessions provided in libraries for pre-school children with their parents and carers. The sessions promote and support Bookstart and contribute to the development of children's speech and language.
- 4.27 Rhymetime is currently offered in 15 libraries and Storytime in eight libraries. In 2016/17 Rhymetimes were attended by 10,980 children and parents/carers and Storytimes by 2,165 people.

Summer Reading Challenge

- 4.28 The Summer Reading Challenge is a national initiative, managed by The Reading Agency to encourage children aged 4 to 11 to read six books during the long summer holiday. There is a different theme each year and children can read whatever type of books they choose (fact books, joke books, picture books, audio books) just as long as they are borrowed from the library. Children receive special rewards each time they finish a book and there is a certificate for every child who completes the Challenge.
- 4.29 The Summer Reading Challenge is open to all primary school aged children and is designed for all reading abilities. Schools work with libraries and give out information to encourage children to take part. In 2016, 8,563 children took part in East Sussex, an increase of over 500 on the previous year.

Macmillan information points

- 4.30 In 2017, the Library and Information Service began a pilot with Macmillan to become part of a network of information provision for cancer support. An information point in Newhaven Library will provide access to information for people living and working in the area and will be easily accessible to people affected by cancer, including patients, carers, friends and family members.

5 Computers and internet access

Introduction

- 5.1 There are 237 computer terminals for public use across the 24 East Sussex libraries, referred to as the People's Network. In addition, there are 11 computers at Eastbourne Library and 16 at Hastings Library (currently in a temporary location) used for learning initiatives, as well as 9 laptops which can be taken to events. Following a recent investment of £270,000, all library computers were replaced and upgraded to Windows 7 and Microsoft Office 10 software.
- 5.2 Every library also provides access to printing and scanning machines and has an accessible PC with a large key keyboard and mouse. A new initiative in 2017 will introduce software and equipment to support people with visual impairment. Use of the computers and internet is free and customers can book for an hour per day with the potential for further time if available.
- 5.3 In 2016/17, there were 281,704 computer sessions by customers on the People's Network, 232,579 (83%) were on desktop computers, 49,125 (17%), of these were Wi-Fi sessions using the customer's own device. Free Wi-Fi has been available in all libraries since March 2016 and usage is growing.
- 5.4 Details of the number of sessions at each individual library and the percentage change over three years follow in Table 4 below. It should be noted that opening hours were reduced in November 2016, resulting in fewer available hours for customers to use the computers. The table also does not include Wi-Fi sessions which are increasing year on year.

Table 4 Sessions in libraries on PN computers, 2014/15 to 2016/17

Library	2014/15	2015/16	2016/17
Battle	5,739	4,596	4,515
Bexhill	26,163	23,792	22,397
Crowborough	11,215	9,546	9,033
Eastbourne	97,457	87,477	75,147
Forest Row	1,972	1,857	1,617
Hailsham	10,677	9,838	8,653
Hampden Park	4,673	3,912	3,676
Hastings	43,271	36,460	21,574
Heathfield	4,040	3,560	3,765
Hollington	3,762	3,433	3,364
Langney	4,895	4,903	4,543

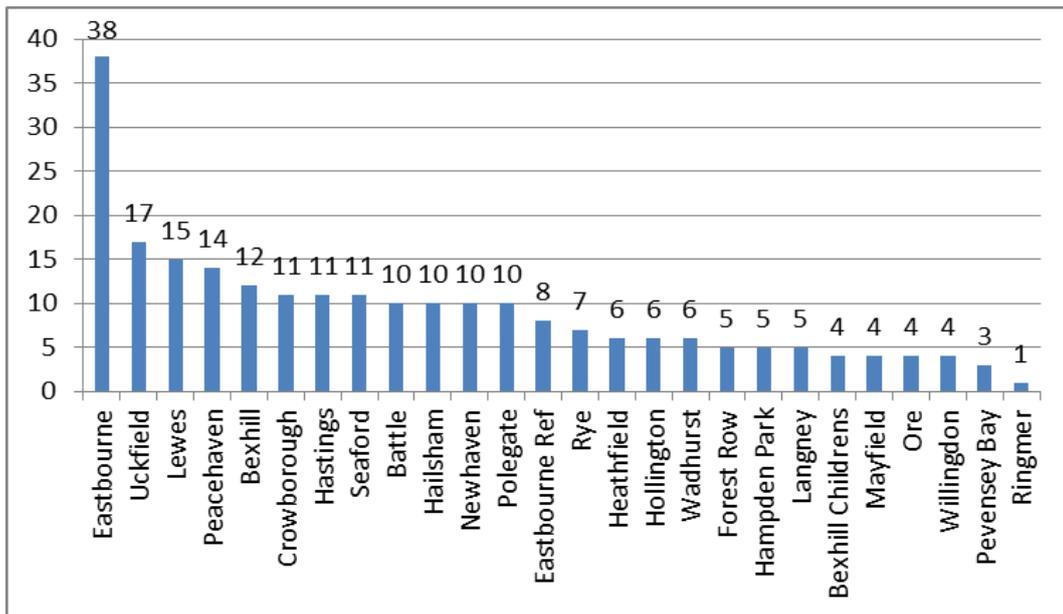
Library	2014/15	2015/16	2016/17
Lewes	19,130	17,754	15,719
Mayfield	434	341	246
Newhaven	4,007	8,180	8,852
Ore	2,231	1,866	1,763
Peacehaven	15,726	13,390	10,731
Pevensey Bay	1020	0	540
Polegate	4,876	4,159	3,752
Ringmer	58	64	106
Rye	9,009	8,049	7,459
Seaford	11,906	15,470	13,871
Uckfield	12,525	10,662	8,907
Wadhurst	1,466	967	732
Willingdon	1,915	1,502	1,617
Total	298,167	271,778	232,579

Notes: Hastings Library has been closed for major refurbishment since February 2016 with an alternative library provided in Hastings Children's Library. Pevensey Bay Library was closed due to flooding for parts of 2015/16 and 2016/17. Newhaven Library moved to new, improved larger premises in 2015. Seaford Library was in a temporary location prior to the opening of the new library in August 2014.

Wi-Fi usage

- 5.5 Wi-Fi has been installed in all East Sussex libraries over the three years 2014/15 to 2016/17. 2016/17 is the first full year that all libraries have benefitted from Wi-Fi facilities. In 2014/15, there were 36,594 Wi-Fi sessions in eight libraries. This rose to 43,650 sessions in nine libraries in 2015/2016. In 2016/17, there have been 49,125 sessions in 22 of the 24 libraries. These figures do not include Uckfield and Langney libraries (data for these libraries is not available at time of writing as the Wi-Fi was installed via a separate initiative and performance data is not available.) Figure 5 shows the number of computers available in each library. It should be noted that the number of computers in Hastings Library will increase when the refurbished building is reopened.

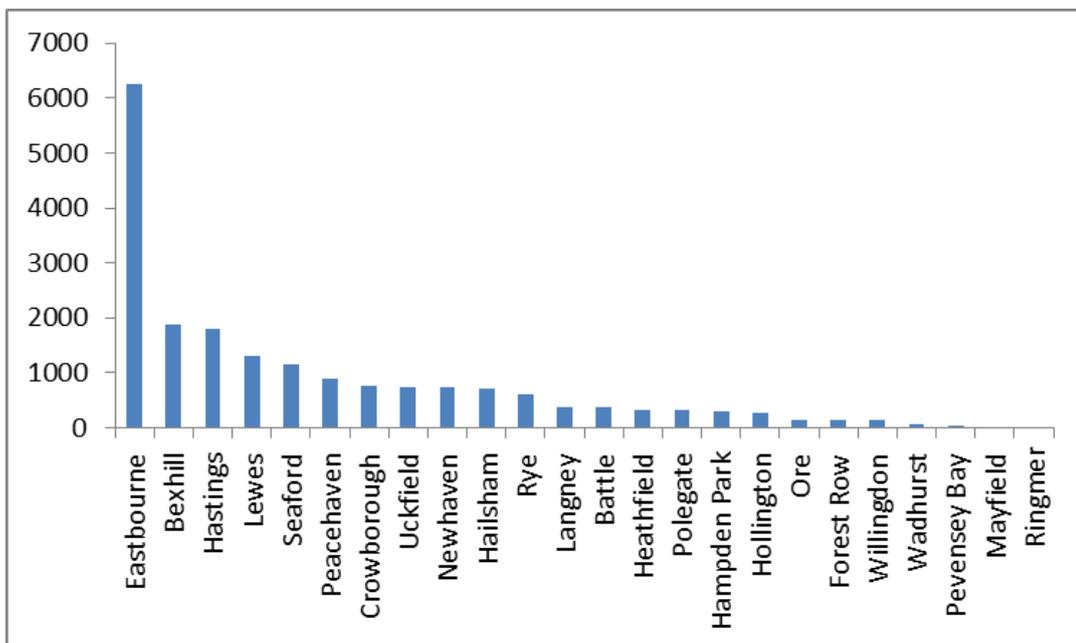
Figure 5 Number of People's Network computers



Notes: Hastings Library has been closed for major refurbishment since February 2016 with a reduced number of computers available in the alternative library provided in Hastings Children's Library. More computers will be provided when the main library reopens.

5.6 Figure 6 gives an overview of usage for 2016/17. This demonstrates that, on the whole in areas with higher populations, usage is greater, and this is reflected in the number of terminals provided to meet that demand.

Figure 6 Average number of computer sessions per month, 2016/17



6 Other services

Introduction

- 6.1 A number of services delivered by the Library and Information Service are part funded or entirely funded by income generation or external funding.

East Sussex Community Information Service (ESCIS)

- 6.2 The Library and Information Service develops and manages the ECSIS website, a news and information portal for East Sussex and Brighton & Hove residents and funded by both authorities <https://www.escis.org.uk/>. Over 7,500 organisations are listed and the information is easily navigable. It is a signposting service and is constantly updated, with reminders regularly sent to organisations to update their records. There is also an events listing facility.

- 6.3 ESCIS includes information on:

- Advice (ESCIS has been adopted as the site of choice by Wealden Area Citizens Advice Bureau)
- Halls / venues to hire
- i-go partners
- Belief and faith organisations
- Leisure clubs and hobbies
- Parish Councils
- Childminders – Family Information
- Alternative health therapies

- 6.4 The inclusion criteria for listing groups, organisations and information on ESCIS are based on:

- local relevance
- likelihood of enquiry
- difficulty of finding the information elsewhere
- geographically based in East Sussex and Brighton & Hove

- 6.5 Brighton & Hove Libraries purchase their community information service from the East Sussex Library and Information Service through ESCIS. They contribute a third of the running costs for the service, including staffing costs and website charges, bringing not only economies of scale, but also a much more comprehensive service to all residents.

- 6.6 In 2015/16, there were 458,865 visits to the ESCIS website and in 2016/17, 456,993. New functionality allowed the promotion of 529 events on ESCIS (the peak was 77 events advertised in October 2016).

- 6.7 In 2016/17, 44% of customers accessed ESCIS via a desktop, 41% on mobile devices and 15% from tablets.

HMP Lewes

- 6.8 The library at HMP Lewes is fully funded by the Home Office. Lewes is a local prison, holding convicted and remand adult males mainly from the East Sussex and West Sussex courts. The staff are Library and Information Service staff employed by East Sussex County Council. Stock is purchased on behalf of the prison and managed via the Library Management System. Library staff at the prison deliver a number of initiatives to support literacy.
- 6.9 In 2016/17, there were 6,002 visits to the prison library and 9,543 items were borrowed. There are 4,721 registered members and 1,136 active members (this includes prison staff).

Learndirect

- 6.10 As part of the Library and Information Service's learning offer, Learndirect courses are offered at Eastbourne and Hastings libraries¹. Eastbourne Library has 11 computers available to learners, Hastings has 16. Online courses leading to qualifications are available and learners are supported by tutors.
- 6.11 The service is funded by an annual contract with Learndirect. Delivery of the Learndirect contract began in Hastings Library in 2003 as a result of a joint initiative between the South East England Development Agency (SEEDA), the University for Industry (UFI) and East Sussex County Council. Delivery provides residents with courses and qualifications in a variety of subjects including IT, English and Maths.
- 6.12 The main objective of the Library and Information Service's learning offer is to support the Council's key priorities, particularly Driving Economic Growth and Helping People Help Themselves. The aim is to help people into employment, and many learners are referred to our Learndirect provision by Jobcentre Plus and other agencies. Some learners prefer the library environment which is welcoming and neutral.
- 6.13 Approximately 250 courses are completed per annum with learners gaining accreditation in ICT, English and Maths, split approximately 60% ICT, 20% Maths and 20% English. Learners are supported by tutors and volunteer computer buddies. They may also complete Learn My Way, a course which helps people to get online.

¹ In Hastings Learndirect is currently provided at Muriel Matters House, whilst the central library undergoes refurbishment.

- 6.14 The Learndirect contract is awarded on an annual basis which means that planning and development of the service is undertaken over the short term.

Schools Library and Museum Service (SLAMS)

- 6.15 All schools in East Sussex and in Brighton & Hove have the opportunity to buy library and museum services from East Sussex County Council. Schools may purchase a subscription to SLAMS, with a package of services including loans of fiction books to promote reading for pleasure, topic loans of non-fiction books to support the curriculum and advice on the management of school libraries. Loans are delivered to schools either by van delivery or via a mobile library. Schools may also borrow museum artefacts.

Table 5 SLAMS borrowing, 2014/15 to 2016/17

Academic Year	2014/15	2015/16	2016/17 (to May 2017)
Topic loan items borrowed	58,123	50,577	34,249
Fiction borrowed from mobile library	10,752	12,374	7,699
Museum artefacts borrowed	984	793	663
Total	69,859	63,744	42,611

- 6.16 In the 2016/17 academic year, 2,293 children and 307 adults visited the SLAMS mobile between September and May. 71 schools subscribed to the service and 46 took part in the annual Book Award scheme.
- 6.17 SLAMS is funded by charging for services it sells to schools. The budget is set on an annual basis to match expenditure to income. SLAMS has historically also received an annual allocation of central funding from the two local authorities which it serves, East Sussex County Council (£39,200) and Brighton & Hove City Council (£46,200). Brighton and Hove City Council no longer provide this funding, so the service has additional financial challenges. Income from schools is also declining year on year as schools face budget pressures.

Table 6 Comparison of SLAMS income, 2014/15 to 2016/17

2014/15	2015/16	2016/17
-£347,999	-£342,063	-£240,058

- 6.18 The current delivery model is no longer financially viable as the economy of scale is diminishing and the income is reducing, however the service has stock and expertise which is valuable. There is an opportunity to develop a better way of providing library services for children and young people in East

Sussex schools through the Strategic Commissioning Strategy, which is financially viable.

7 Stock

Introduction

- 7.1 Library stock is made up of a range of formats, including books, DVDs, newspapers, and online resources such as eBooks, online encyclopaedias and training resources. Stock is purchased on a countywide basis and dynamic stock management is used to ensure it circulates around the county to achieve best value for money and provide customers with wider choice.
- 7.2 The Library and Information Service is part of the Central Buying Consortium (CBC), a non-profit making federation of local authorities based broadly across the southern half of England, who jointly procure their stock to achieve bigger discounts and better customer service from suppliers.
- 7.3 A Principal Officer has responsibility for stock policy, management, procurement and development across all East Sussex libraries. We currently have 6 full-time equivalent (FTE) Librarians who review and select stock and set up the profiles for supplier selections (profiles against which suppliers can choose some stock on behalf of the Library and Information Service). They organise materials and report on the effectiveness of the stock. They share their professional knowledge with staff in libraries who feed in customer comments and requests. All staff are responsible for ensuring that the materials we offer our customers are appropriate to the activity, of suitable quality and managed to ensure we make best use of our resources.

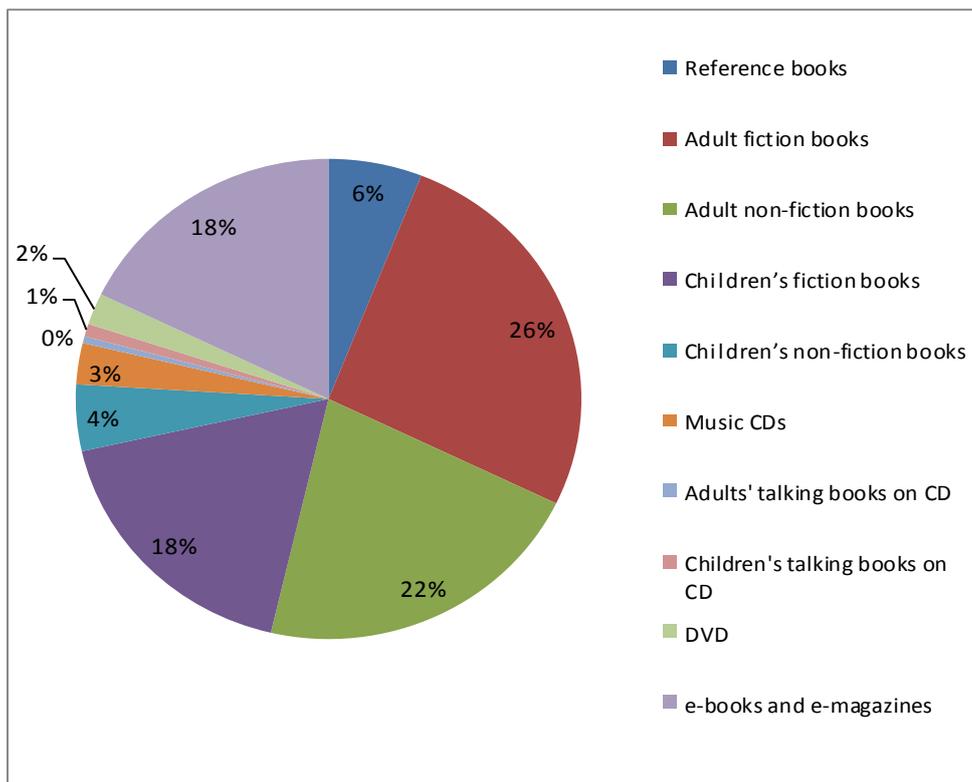
Stock catalogue and management

- 7.4 Stock is ordered, catalogued and circulated via the library management system, Spydus, provided by Civica. As well as stock and circulation management modules for staff, the system provides customers in libraries and at home with access to the catalogue and electronic resources. This service allows people to search the library catalogue and reserve and renew books. It also provides access to the library eBook loan service (which is managed by Overdrive), to eMagazines and to online information such as encyclopaedias and training material.
- 7.5 There are plans to upgrade the system in autumn 2017 to provide better functionality for customers and staff, including easier access to eBooks and better access via tablet and mobile devices.

Current stock

- 7.6 The stock consists of hard copy items as well as audio visual (AV) and online resources. It is important to note that quality of stock is very important and quantity is not the most effective measure.
- 7.7 There were 693,011 items in stock in total at the end of the 2016/17 financial year.
- 7.8 The service is buying less hardcopy reference books and providing this information online, enabling it to be accessed from home, e.g. Encyclopedia Britannica is no longer published in hard copy, but is accessible from home via our webpages.
- 7.9 Just over 50% of stock is adult fiction, adult non-fiction and adult talking books. There is a higher percentage of fiction than non-fiction for children which represents children's choices and titles published for children.

Figure 7 Breakdown of stock categories



Source: East Sussex Library Management System

Items loaned by stock category

Table 7 Items loaned by stock category

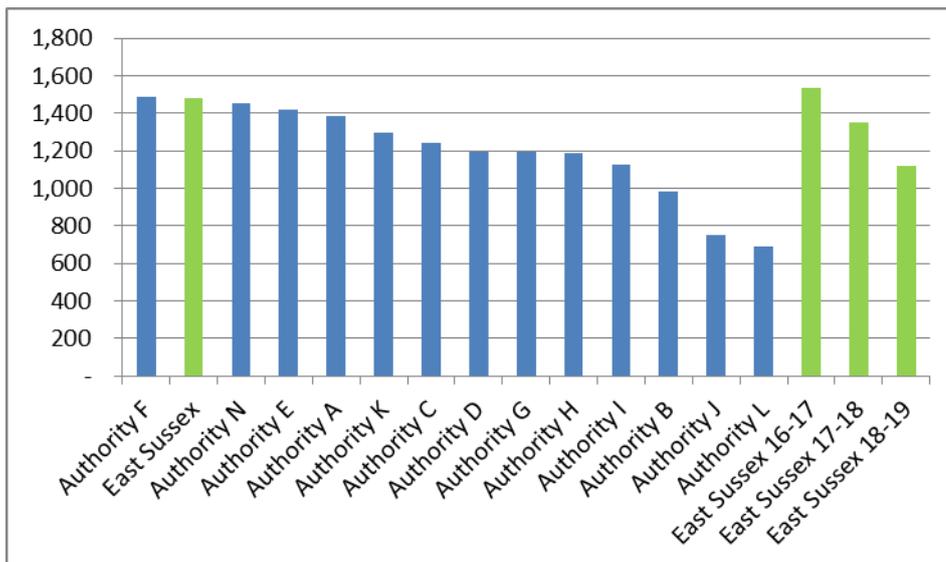
Stock category	2014/15	2015/16	2016/17
Adult fiction	976,002	897,967	813,675
Adult non fiction	319,372	285,403	238,092
Children's fiction	681,605	630,380	563,662
Children's non fiction	96,829	82,402	70,755
Music (CDs)	11,081	5,992	2,317
Adults' talking books on CD	55,626	51,690	38,679
Children's talking books on CD	12,780	10,886	8,424
DVD	41,156	33,000	25,914
e-books	19,173	22,286	30,843
e-audio	4,595	7,634	11,169
Total	2,218,219	2,027,640	1,803,530

7.10 Loans are in line with national trends, but there are a decreasing number of loans in all categories except eBooks and eAudiobooks. DVD loans are reducing at a significant rate. As this is an income generating service, it is important to review the financial viability of continuing to provide this service. Music loans (CD) are also decreasing at a rapid pace due to availability of streaming services.

Benchmarking expenditure on materials

7.11 Figure 8 shows how the Library and Information Service compared for expenditure on materials per 1,000 population to other comparator local authorities in 2015/16. It can be seen that our expenditure on materials per 1,000 population was second highest of this group. The average for the group was £1,207, East Sussex spent £1,481. Figure 8 also includes expenditure per 1,000 population on materials for East Sussex in 2106/17, based on the same population figure used in 2015/16, and estimated expenditure for 2017/18, 2018/19 and 2019/20 in line with current savings plan. It should be noted that the figure for 2016/17 includes budget for new stock for Hastings Library which is currently undergoing refurbishment.

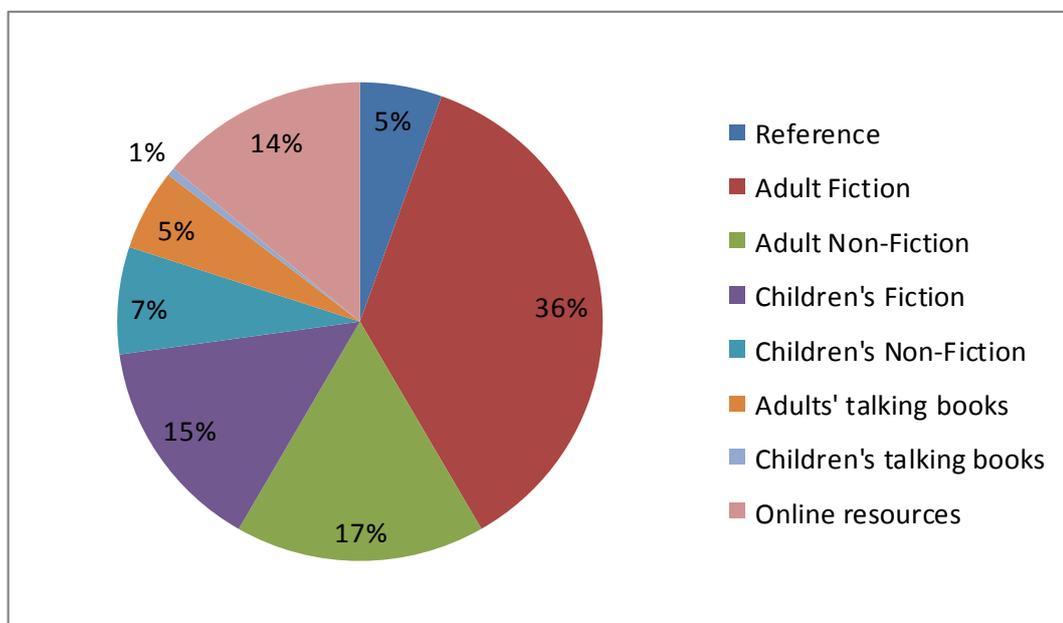
Figure 8 Expenditure on materials per 1000 population, 2015/16



Source: CIPFA, East Sussex County Council
 Note: Two comparator local authorities did not provide data

7.12 Figure 9 shows the planned percentages of spend on each stock category this year.

Figure 9 Breakdown of planned expenditure on stock by category, 2016/17



Renewals and reservations (in-library and online)

- 7.13 Customers can renew or extend the loan period for an item if it is not required by another customer, as well as being able to reserve an item in stock or request an item not currently held in stock. East Sussex performs well in terms of meeting customer reservations. 67% of customers reservations are met within 7 days and 88% are met within 30 days. The average for English counties is 62.9% and 87.8% respectively.
- 7.14 The number of items being reserved and renewed on an annual basis is reducing, in line with the decrease in items being borrowed by customers. The number of online reservations and renewals, however, is increasing or maintaining a similar level, as shown in Figures 10 and 11.

Figure 10 Items reserved/requested in 2016/17

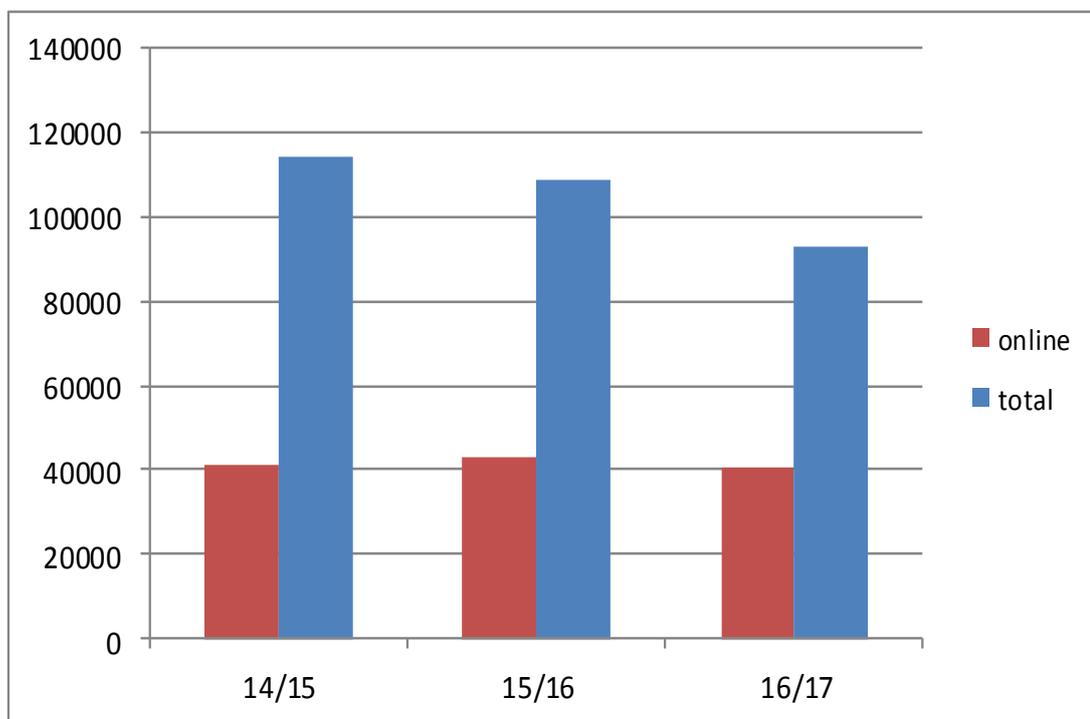
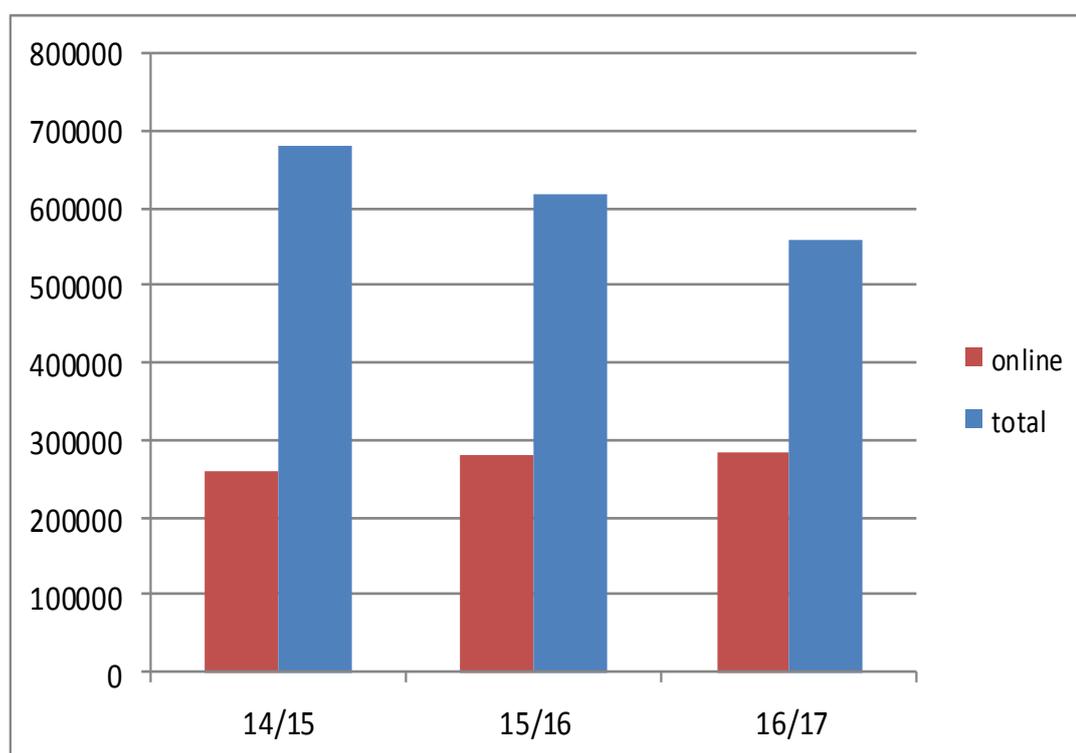


Figure 11 Items renewed (loan extended) in 2016/17



Specialist resources

- 7.15 The following are examples of different specialist resources held by the Library Service, for universal and targeted audiences.

Books on Prescription

- 7.16 An initiative endorsed by health professionals, the library service provides self-help books for people who are finding it difficult to cope or need advice on a specific emotional or mental health problem. Topics for adults include panic attacks, depression, phobias and anxiety. There are also books to help people with dementia and their carers.
- 7.17 This service also supports young people and families who are finding it difficult to cope or need advice on a specific emotional or mental health problem with a range of books specifically to support them. Topics include behaviour, bullying, divorce and sibling rivalry. Wellbeing boxes are also being provided as part of a new initiative - these include a range of resources to boost mood and promote wellbeing.
- 7.18 7,041 Books on Prescription items were issued in 2016/17.

Health resources

- 7.19 The service works with colleagues in Public Health to provide a lending service of Health Promotion Resources to practitioners. These are available to be ordered online through the library catalogue for collection from any of the 24 library branches across East Sussex.

Reminiscence resources

- 7.20 These are activity books and training guides, films, music, pictures, jigsaws and objects which help to re-awaken people's memories of their experiences and lives. They are used for working with older people including those with dementia, and adults or children with disabilities, either in a group setting or one-to-one. They are ideal for care homes, carers and family members. Other reminiscence material is available online.
- 7.21 The Library and Information Service issued 307 of these resources in 2016/17.

Resources for people with a visual impairment

- 7.22 For people with sight problems, the offer includes:
- Large Print books.
 - Audiobooks (on CD and e-audiobooks).
 - Bookstart packs containing touch and feel books for young children.
 - Audio described films on DVD or CD
 - Specialist equipment to support people to read

Resources for people with a hearing impairment

- 7.23 For people with hearing problems, the offer includes:
- DVDs with subtitles.
 - Hearing loop system at some libraries.
 - Bookstart packs containing baby sign books and touch and feel books.

Resources for people with learning disabilities

- 7.24 For people with learning disabilities, the offer includes:
- Bag Books; storytelling kits for families, carers and respite centres to use with severely disabled children, young people and adults.
 - Books Beyond Words picture books; stories in pictures to help people with learning and communication difficulties understand and cope with their

own experiences. Subjects include love and relationships, health, death and crime. We run groups for sharing these books at Seaford and Uckfield libraries.

Training resources

7.25 Online training is part of the online offer, including:

- Learn my Way; free courses on using a computer, browsing the web, sending an email and finding work online
- Atomic Training; a video-based how-to training resource which provides access to thousands of short videos covering more than 500 software applications, in both PC and Mac formats.

Online information subscriptions

7.26 The service also subscribes to a range of online information resources. Table 8 provides details of the number of customer sessions in 2015/16 and 2016/17 for some of our subscription sites to give an indication of levels of usage.

Table 8 **Number of online information subscription sessions, 2015/16 and 2016/17**

Online Resource	Number of sessions 2015/16	Number of sessions 2017/18
Ancestry	11,122	8,835
Atomic Training	n/a	1,247
Encyclopaedia Britannica	1,398	1,223
Illustrated London News	928	788
My worksearch	n/a	3305
Newsbank (all)	2,126	3,359
Oxford Who's Who	657	269
Sunday Times Digital	761	709
Times Digital	5,271	5,757
InfoTrac Full Text Newspaper database	420	241
Total	22,683	25,733

Notes: the figures for Atomic Training and My worksearch represent hits on these sites, other figures represent sessions

7.27 Table 9 shows hard copy items loaned by each library, from 2014/15 to 2016/17, and the percentage change. These figures represent issues only. To give a more accurate picture of activity in each library, they do not include

renewals of items as customers can renew (extend the loan) their items online or by telephone, although many still choose to renew in the library.

Table 9 Loans of hard copy items by library, 2014/15 to 2016/17

Library	2014/15	2015/16	2016/17	% change since 14/15
Battle	54,045	49,238	44,696	-17
Bexhill	140,566	127,830	120,241	-14
Crowborough	91,969	84,071	75,012	-18
Eastbourne	179,791	159,771	139,873	-22
Forest Row	13,643	14,634	10,549	-23
Hailsham	77,585	71,011	64,948	-16
Hampden Park	40,416	37,433	35,046	-13
Hastings	121,457	97,830	60,856	-50
Heathfield	55,199	50,329	45,835	-17
Hollington	30,337	27,250	25,359	-16
Langney	47,390	49,215	42,693	-10
Lewes	120,371	109,034	96,315	-20
Mayfield	4,958	5,198	4,504	-9
Mobile library	21,030	25,469	26,633	27
Newhaven	28,475	41,728	33,109	16
Ore	25,949	23,949	21,425	-17
Peacehaven	59,970	52,796	43,936	-27
Pevensey Bay	10,497	296	5,884	-44
Polegate	45,604	41,057	36,123	-21
Ringmer	8,816	7,577	8,644	-2
Rye	52,879	45,099	40,854	-23
Seaford	122,497	124,715	104,249	-15
Uckfield	81,049	73,094	67,016	-17
Wadhurst	15,420	15,291	13,391	-13
Willingdon	26,143	23,000	19,497	-25
Total	1,504,847	1,371,864	1,186,688	-21

7.28 There is an overall decrease of 21% from 2014/15 to 2016/17 in loans of hard copy items. Where there are new libraries or major refurbishments, loans have increased or the percentage decrease is less, for example, new libraries in Newhaven, Seaford and the relocation of Ringmer Library.

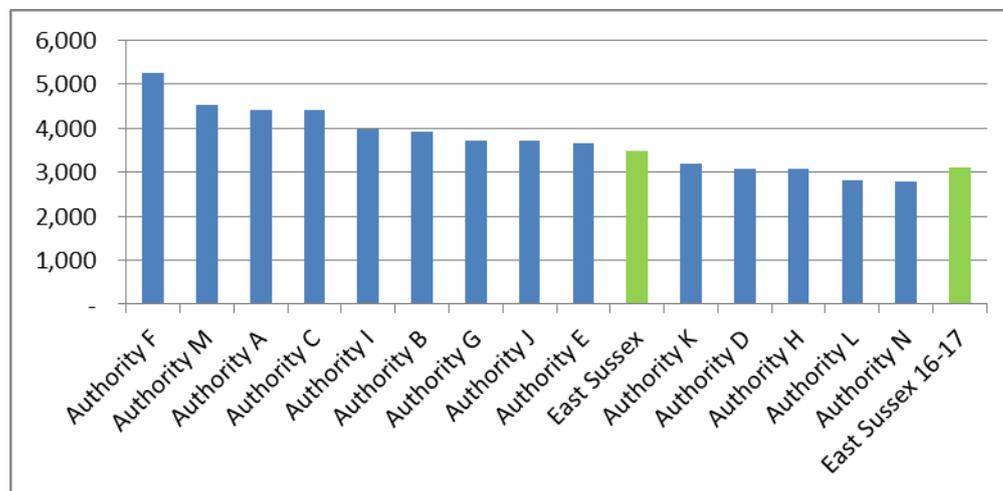
7.29 Mobile Library loans show an increase as a result of reducing to one vehicle from two during 2014/15. This increase has been sustained in subsequent years.

Benchmarking number of book issues

7.30 The number of book issues (including renewals) per 1,000 population for 2016/17 was 3,273, based on issues of 1,780,612 and a population of 544,100 (population figure used by CIPFA). This is a reduction of 212 issues per 1,000 population from 3,485 in 2015/16. However, neither figure includes issues of eBooks, eAudiobooks and eMagazines, which are increasing year on year.

7.31 Figure 12 shows how the Library Service compared for issues to other comparator local authorities, in 2015/16, as well as an estimate of the East Sussex figure for 2016/17. The average for the group is 3,732 issues per 1000 population. East Sussex is slightly below average, but higher than neighbouring Kent which has four times as many libraries. As can be seen from Figure 8, expenditure on materials per 1,000 population was second highest of this group. 89% of customers rated quality of stock as very good or good, and 77% rated choice of stock as very good or good during the Public Library User Survey in 2015.

Figure 12 Book issues per 1,000 population, 2015/16



Source: CIPFA, East Sussex County Council
 Note: One comparator local authority did not provide data

Self-service facilities

- 7.32 Customers can choose to use self-service kiosks in 12 libraries to borrow or return items, as well as extend their loan period. In 2016/17, 78% (1,465,689) of all transactions (1,893,235) in those 12 libraries were carried out on self-service kiosks and 22% (427,546) were carried out by staff.

8 Budget

Introduction

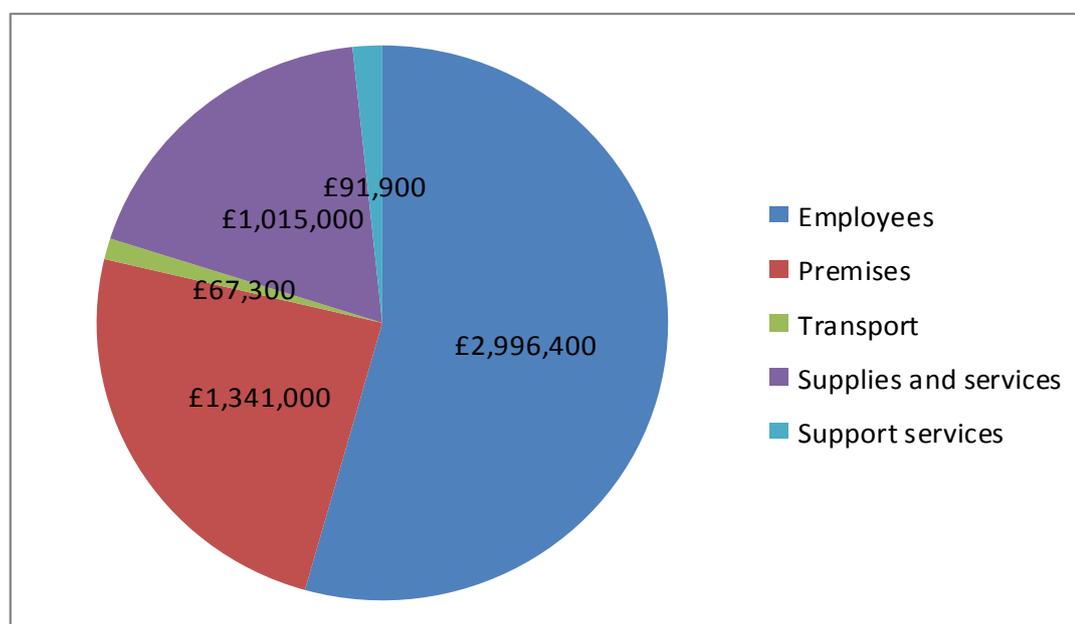
- 8.1 This section provides details of the costs of running the Library and Information Service and income generated.
- 8.2 Between 2016/17 and 2018/19 East Sussex County Council has to find savings of up to £90 million and is reviewing the way all services are delivered. The County Council's Cabinet have approved a Libraries' Transformation Programme (LTP) to respond to the changing demand for library services, in order to develop a modern and sustainable library service that meets the needs of East Sussex.
- 8.3 The LTP has a savings target of £2 million during the current Medium Term Financial Plan period (2015/16 to 2018/19). The reduction has been planned through the Council's Reconciling Policy, Performance and Resources (RPPR) business planning process. This ensures that available resources are used to the best effect to deliver Council priorities and that clear targets are set to ensure those priorities are being delivered.
- 8.4 The net revenue budget of the service in 2015/16 was approximately £5.4 million, consisting of £3.6 million of staffing costs (150 full-time equivalents) and £1.8 million of non-staffing costs. A £2 million reduction in running costs would therefore reduce the budget to approximately £3.4 million by 2018/19.
- 8.5 The LTP is on target to deliver the identified savings of £1.25 million from an Internal Review of the service. By the end of 2017/18 the Library and Information Service will have achieved £1 million of the £2 million target from a restructure of staff, the review of library opening hours and a reduction of £125,000 in the stock fund. A further £125,000 reduction will be made in 2018/19. The final £750,000 of the overall £2 million savings target for the LTP is to be identified through the Libraries Strategic Commissioning Strategy.

Revenue budget

- 8.6 The revenue budget is the annual budget allocated for the Library and Information Service. It includes all of the day-to-day expenditure that the service incurs, including the budget for staff, stock and for the running costs of the buildings, including rents, rates and utility costs. An amount of income, to be generated by the Library and Information Service, is built into the budget.

8.7 The net revenue budget (expenditure minus income) for 2017/18 is £4,580,700. Figure 13 provides details of expenditure, £5,511,600. Income is planned at £930,900.

Figure 13 Income and revenue expenditure for the Library and Information Service, 2017/18



8.8 As part of the £1 million reduction in running costs in 2016/17 and 2017/18, there has been a reduction of 22% of staffing costs between 2015/16 and 2017/18. Income for the same period has reduced by 15%, mainly due to decreasing rentals of DVDs and a decreasing number of fines issued (e-mail notifications are now sent out to inform customers when items are about to become overdue and incur fines).

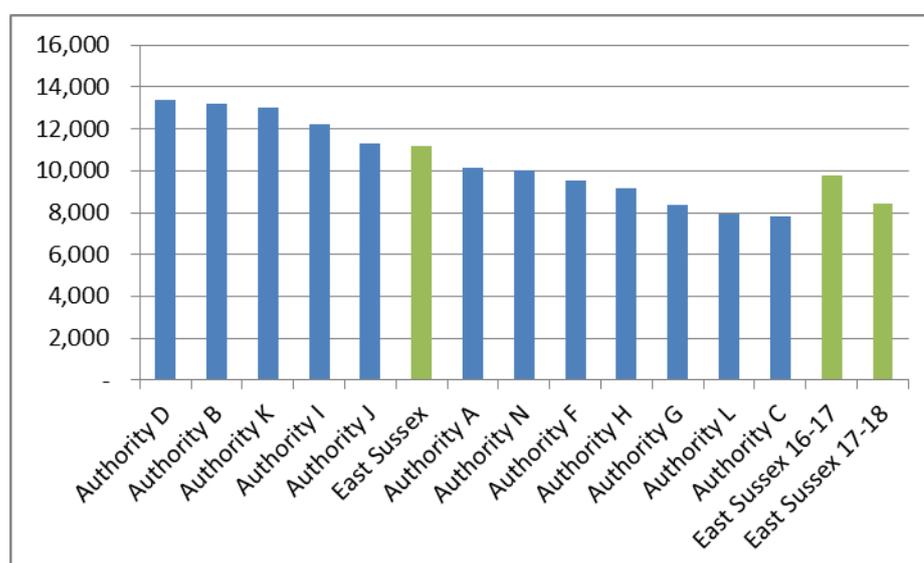
8.9 Non-employee costs, including premises costs and materials have increased by 3% between 2015/16 and 2017/18.

8.10 It should be noted that, in addition to budget reductions, the service is also absorbing pressures, such as decreasing income from DVD hire charges and book fines. The section on income, below, provides further details.

Benchmarking revenue budgets

8.11 Figure 14 shows how the Library and Information Service compared for revenue budget to other comparator local authorities, in 2015/16.

Figure 14 Net revenue expenditure per 1000 population, excluding capital charges, 2015/16



Source: CIPFA, East Sussex County Council

Note: Three comparator local authorities did not provide data

8.12 The revenue expenditure per 1,000 population excluding capital charges for East Sussex Library and Information Service was £11,151 in 2015/16, slightly higher than average, the average of our comparator group was £10,549. However, this decreases to an estimated £9,752 in 2016/17 and £8,424 in 2017/18, assuming no increase in the population figure (544,100), which is comparable with the spend of counties like Suffolk and Warwickshire in 2015/16. We do not yet have the CIPFA data to compare East Sussex with these authorities for 2016/17 or 2017/18, but have included an estimate of the East Sussex position.

8.13 One of the factors which needs to be considered when comparing revenue expenditure against the population is that some authorities own all of their library buildings so do not incur costs for rent. East Sussex pays rent or a licence charge for 9 out of 24 libraries.

Capital funding

8.14 In addition to the revenue budget for the annual running costs for the Library and Information Service, the service has also received funding to pay for specific costs which are over and above day-to-day spending to keep the service running. This includes building new libraries and refurbishing existing buildings, replacing worn out or damaged furniture and fittings, replacing ICT hardware and upgrading software. Capital spend is usually 'one off' money and is not able to be spent on day-to-day revenue costs.

Capital spend on buildings

- 8.15 Around £16.5 million of capital funding has been spent on refurbishment of existing library buildings and new buildings (including work to date on the refurbishment of Hastings Library) since 2006. £1.3 million was spent on DDA works (improvements made to buildings and facilities to make them more accessible to everyone, including people with disabilities). Further detail is available in Technical Appendix 4, Property Assessment.

Capital spend on ICT

- 8.16 In December 2013, the Library Management System, which handles all transactions, borrower information and stock information, was replaced. The cost of implementing the new system was £60,000. In 2016/17, approximately £270,000 was spent on replacing all the People's Network computers and software in libraries.
- 8.17 Self-service kiosks have been purchased for individual libraries on an ongoing basis at a total cost of approximately £400,000 (including associated hardware) over the past 10 years.

Income generation

- 8.18 Under the terms of the Public Libraries and Museums Act 1964, local authorities must provide a library service which lends books and other printed material free of charge for those who live, work or study in the area. Membership of the library service is free. It is permissible to charge fees and charges for other services.
- 8.19 The following are some of the main income streams for the Library Service.

Fees and charges

- 8.20 Fees and charges includes paid elements of the service, for example, fines for late items, reservation charges, printing, photocopying and DVD hire. Table 10 shows income for fees and charges from 2014/15 to 2016/17.

Table 10 Fees and charges, 2014/15 to 2016/17

Fees/charges	2014/15	2015/16	2016/17 (as at 03 April 2017)
Reservation Fees to request items	£25,654	£26,621	£21,517
DVD Hire Charge	£93,300	£68,108	£56,781
Fines (books)	£55,560	£51,895	£42,774
Music Charges	£4,088	£4,316	£1,598
Spoken Word Charges	£17,048	£18,392	£14,715
Hire of Scores/Playsets	£3,920	£2,534	£2,278
Lost/Damaged Books	£3,619	£3,172	£3,740
Internet/CD ROM Printouts	£56,275	£67,316	£59,279
Reading Groups	£2,455	£2,269	£9,497
Total	£261,919	£244,623	£212,179

Traded services

8.21 Traded services include the delivery of contracts and service level agreements from both external sources and internal partners on a cost recovery basis; a profit is not made on these services but neither are they subsidised. Traded services include:

- Schools Library and Museum Service
- Delivery of the Learndirect contract
- Library services at HMP Lewes
- Delivery of Public Health Resources
- Grant funded projects e.g. IT for You, a project to help people into work, funded by Department for Work and Pensions (DWP)
- Provision of ESCIS, a community information service on behalf of Brighton & Hove

Other income for other services

8.22 In addition to income from fees and charges and traded services, the Library and Information service generates income from the following:

- Meeting room hire
- Space in buildings such as Ropemaker Park
- Licence to run a café in Seaford Library
- Bookends, sale of withdrawn material run by volunteers, based at Eastbourne Library
- Sale of greetings cards
- External funding from grants

Analysis of income

- 8.23 Overall there is a trend of reducing income for fees and charges (down by 19% in the three years from 2014/15 to 2016/17) for a number of reasons. It has become easier to renew loans online, so fewer people incur fines for overdue items. This is much better for customers, of course, but does mean that income levels for the library service decrease. Reducing DVD hire income seems largely due to the increase and availability of streaming services, and is reflected in the few high street DVD hire outlets remaining.
- 8.24 Consideration has been given to charging for access to computers and the internet in libraries to generate income. The idea has been rejected as it would impact on people with greatest needs who risk being digitally excluded e.g. job seekers who need to access the Universal Jobmatch website.
- 8.25 There is a continuing trend of reducing income achieved through traded services, for example, schools being unable to subscribe to the Schools Library and Museum Service despite good satisfaction ratings for the services provided.
- 8.26 The Library and Information Service proactively seeks opportunities for external funding to deliver value added services, for example, the service recently achieved funding of over £125,000 from DCMS to deliver a project to support disadvantaged people within the county, Advantage East Sussex.
- 8.27 There is potential to examine further letting of space in libraries. Technical Appendix 4, Property Assessment, provides further details of opportunities regarding space in buildings owned and operated by the Library and Information Service.
- 8.28 Café space and facilities are provided at Seaford Library, through a licence arrangement. Although the idea of cafes in libraries is known to be popular, the amount of income generated is not significant and there is also an increase in management costs, so it is considered that there is very limited viability for cafés in East Sussex libraries, once issues such as footfall and set up costs are factored in. People are, however, welcome to bring drinks and snacks into libraries, which is also a way for the service to support rather than detract from local small businesses.

Benchmarking fees and charges

- 8.29 Fees and charges have been benchmarked against other UK local authorities². Adult fines and spoken word charges are the two largest areas of income from fees and charges. Of the 173 library authorities in England and Wales, 73 charge less than East Sussex for adult fines per day, 41 charge the same and 58 charge more. For spoken word charges (audio

² Fines and Charges in Public Libraries, 29th edition, 2016, LISU, Loughborough University

books), 46 authorities do not charge, 55 authorities charge less and the rest charge more than East Sussex. Customer charges for inter-library loans have not risen in line with the increased cost for East Sussex to provide the service.

9 Staff and volunteers

Introduction

- 9.1 In January 2015, there were 150 full time equivalent (FTE) members of staff working within the Library and Information Service. Following the implementation of two restructures associated with the Libraries Transformation Programme (LTP) this has reduced to 96 FTE.
- 9.2 Restructures have achieved streamlining of the management structure and rationalisation of operational management, Librarian roles and Bibliographic Services functions, as well as further efficiencies through a review of staffing levels across all libraries associated with a review of library opening hours in November 2016.
- 9.3 During 2015/16 and 2016/17, in order to minimise the potential for redundancies, staff vacancies were mainly been filled by existing staff working additional hours on a fixed-term basis or by recruiting temporary staff. In total, 19 team members have taken Voluntary Severance and there have been 10 compulsory redundancies. In addition some team members have been redeployed, some have reduced hours and a small number of staff have resigned.
- 9.4 The service is split between Library Operations and Library Strategy and Performance, each managed by two Team Managers. The service overall is the responsibility of the Head of Service, who also has responsibility for the County Council's records management and archives services and customer services functions.

Operations

- 9.5 This team is made up of Premises Officers, Library Assistants, Assistant Library Managers, Library Managers and Principal Officers. They are responsible for delivery of the service in libraries, the mobile library and HMP Lewes, including:
- Day to day operation of libraries
 - Delivery of high quality customer services
 - Ensuring stock is well displayed and managed
 - Promoting online resources
 - Health and safety in library buildings
 - Management of volunteers
 - Cash handling and banking

Strategy and Performance

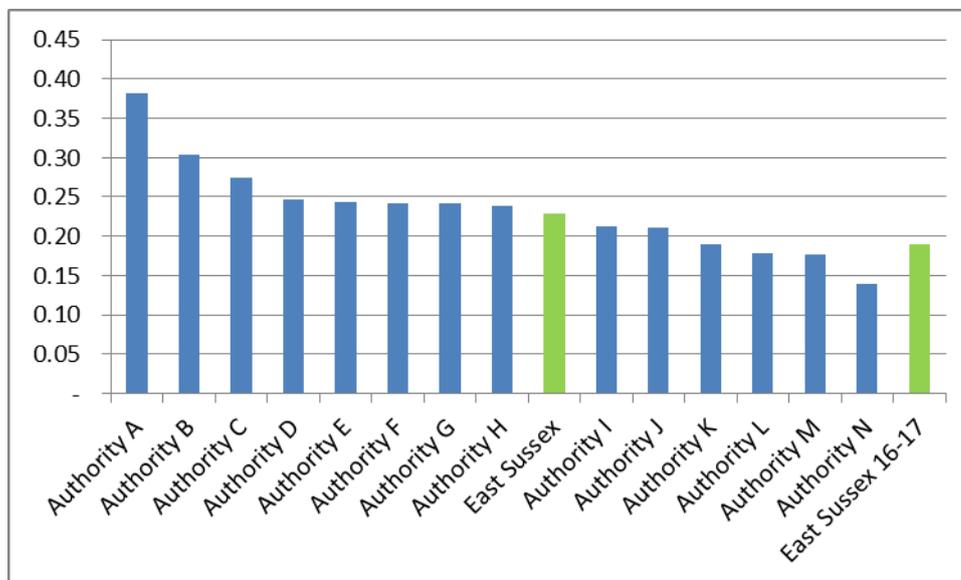
9.6 This team is made up of Librarians, a Volunteer Coordinator, tutors, Administration Assistants, Administration Officers, Office Manager, Technical Officer, Management Information Assistant, Library Systems Development Officer and Principal Officers. They are responsible for:

- Selection, acquisition, circulation, management and promotion of library stock, both in libraries and online
- The administrative function across the service, including purchasing and recruitment
- Recruitment and training of volunteers
- Delivery of formal and informal learning opportunities
- Audience development
- Business planning and development
- Budget management

Benchmarking employees

9.7 The East Sussex Library and Information Service had 0.23 FTE staff per 1,000 population in 2015/16 which matches the average for our comparator group. At March 2017, this had reduced to an estimated 0.19, which is equivalent to the position of Essex, as shown in Figure 15.

Figure 15 Number of staff per 1,000 population, 2015/16

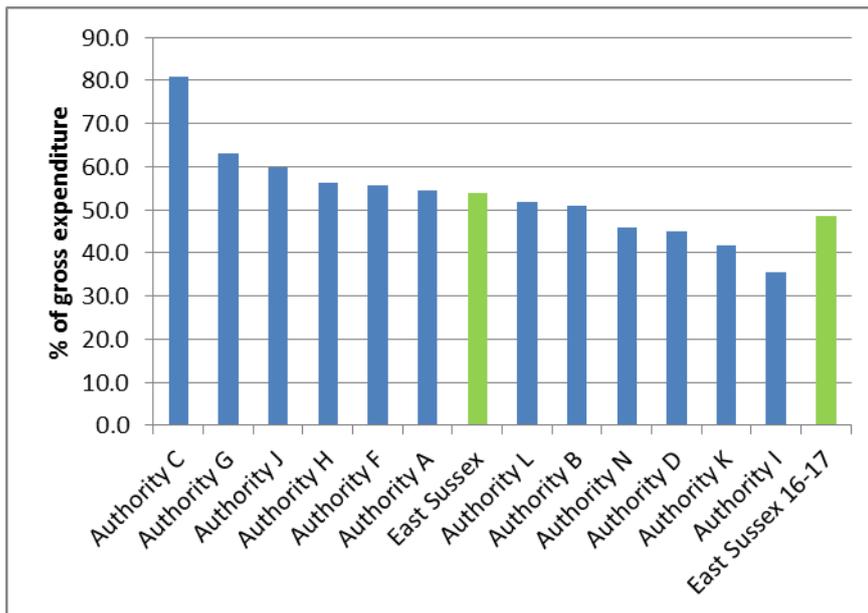


Source: CIPFA, East Sussex County Council

Note: One comparator local authority did not provide data

9.8 The East Sussex Library and Information Service’s employee costs were 53.9% of gross expenditure in 2015/16. Figure 16 shows that East Sussex was in the middle of the range for this measure (the average is 53.5%), compared to its statistical neighbours. Based on actual gross expenditure of £7,158,535 and employee costs of £3,482,927 in 2016/17, employee costs reduced to 48.6%. It is estimated that employee costs will be 47% of gross expenditure in 2017/18, £2,996,400 against gross expenditure of £6,367,600.

Figure 16 Employee costs as a percentage of gross expenditure, 2015/16



Source: CIPFA, East Sussex County Council
 Note: Three comparator local authorities did not provide data

Joint working

9.9 The service is linked in to professional networks such as the Society of Chief Librarians (SCL), and the Association of Children’s and Education Librarians (ASCEL). SCL have identified, with partners, five key areas of service which they regard as integral to public libraries, known as the Universal Offers, as follows:

- Reading
- Information
- Digital
- Health
- Learning

Culture

- 9.10 The Culture Offer was recently launched by the Society of Chief Librarians in August 2017.
- 9.11 The Library and Information Service of the County Council already works to support and deliver these Universal Offers, with activities to promote them included in the annual business planning cycle. They include:
- Participating in delivery of the universal offers advocated by SCL brings economies of scale for specific initiatives, for example, the Summer Reading Challenge, and sharing good practice to deliver high quality services
 - Advocacy and a coherent message for library services nationally in terms of what people can expect from them
 - Working with professional networks supports staff development and training
- 9.12 More detail on the Universal Offers and how the Library and Information Service supports them is provided in Technical Appendices 1 and 6.
- 9.13 There have been a series of meetings and initiatives with colleagues from Surrey County Council and West Sussex County Council where best practice and knowledge have been shared in the following areas:
- income generation
 - training and e learning
 - procurement of library management systems (LMS)
 - procurement of stock
 - initiatives that could be shared
- 9.14 In addition, useful contacts have been made between staff working in the same areas of library services.

Volunteers

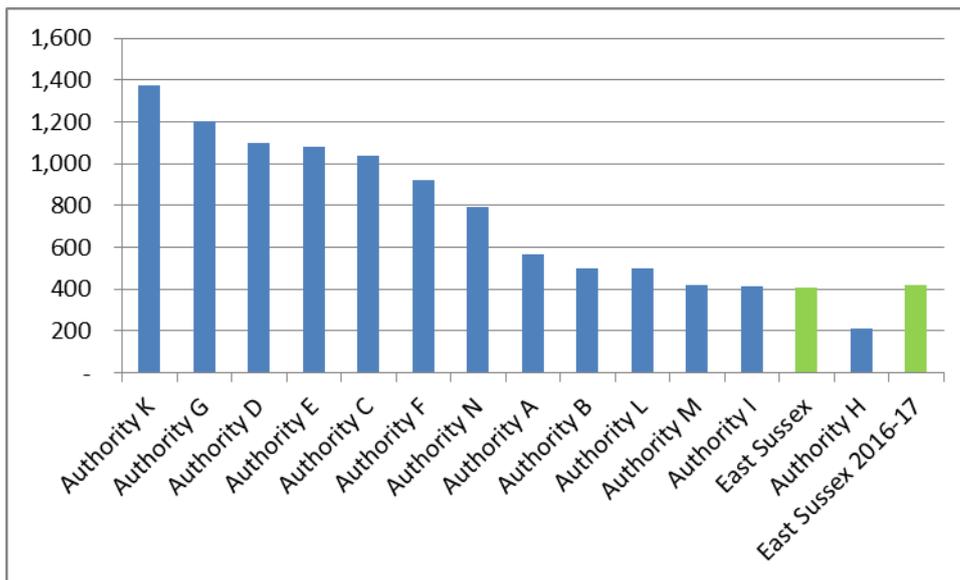
- 9.15 Over 400 people have volunteer roles for the Library and Information Service, providing additional services for customers and supporting libraries staff. Volunteers do not replace paid staff.
- 9.16 There is a detailed policy on how the service recruits, trains, manages and supports volunteers. Volunteers deliver a diverse range of activity, including working with children at Rhymetimes and during the Summer Reading Challenge, running the library service bookshop, supporting customers in their use of ICT and acting as 'meeters and greeters' at events and activities. Other volunteers support customers wishing to research their family history or to help retrieve information from archival collections.

- 9.17 The Home Library Service in Bexhill is managed and delivered by an external organisation, Bexhill Caring Community. In other libraries, the Home Library Service volunteers are managed by the library staff. 173 customers are served across the county.
- 9.18 Northiam Village Library is a small service point, open for just one hour per week, run entirely with volunteer staffing with stock provided by the Library and Information Service. It is not part of the main libraries' network in East Sussex.
- 9.19 Volunteers provide additional support for the service and many gain confidence and transferable skills in return. There are examples of volunteers moving on to employment.
- 9.20 The way in which volunteers are managed is set out in the Volunteer Policy and Guidance. The policy covers the recruitment, induction and training, support and review of volunteers and also explains how any complaints or problems should be dealt with. There is a paid post of Volunteer Coordinator whose role it is to manage the scheme and to encourage take-up of volunteering opportunities.
- 9.21 The recruitment process is designed to establish the suitability of those wishing to volunteer and to provide appropriate checks and balances to protect both the Council and the individual. The process includes an informal meeting with applicants, following up of references and a Disclosure Barring Service (DBS) check if appropriate.
- 9.22 Volunteers are given guidance on their responsibilities regarding availability for work, what to do if they wish to cease volunteering, confidentiality and data protection and equalities and diversity. There is a formal Volunteer Agreement which includes a confidentiality agreement.
- 9.23 Volunteers are supported in a number of ways including role specific training, a trial period and a named supervisor with whom to discuss any problems or issues. There is also an annual review and support meeting to which all volunteers are invited and at which they are able to share experience and skills, hear speakers and undergo refresher training. There are clear policies and procedures for managing any disciplinary issues that may arise.

Benchmarking of volunteer numbers

- 9.24 In 2015/16 the Library and Service had 405 volunteers compared with 322 volunteers in 2011/12. In 2016/17 there were 422.
- 9.25 Comparison with other authorities demonstrates that there is potential to increase the number of volunteers and to deliver more services in libraries, for example, computer buddies, Rhymetime and Storytime volunteers. The average number of volunteers per authority is 751.

Figure 17 Number of volunteers, 2015/16



Source: CIPFA, East Sussex County Council

Note: Two comparator local authorities did not provide data

10 Library users and non-users

Views of library users and non-users

- 10.1 This section provides information about library users and non-users, the profile of these groups compared to the local population of East Sussex and the reasons why they do, or do not, use the library service.
- 10.2 Library users (aged 16 and over) in East Sussex are surveyed once every three years as part of the UK wide Public Library Users Survey (PLUS survey), most recently in 2015. A number of additional library user surveys have been undertaken recently in East Sussex as part of the Libraries Transformation Programme.
- 10.3 The East Sussex County Council Reputation Tracker survey (a household survey of approximately 1,000 local residents which currently takes place once a year) asked a number of questions about libraries in June 2015. This provided responses from 865 people who had not used the Library Service in the past 12 months.

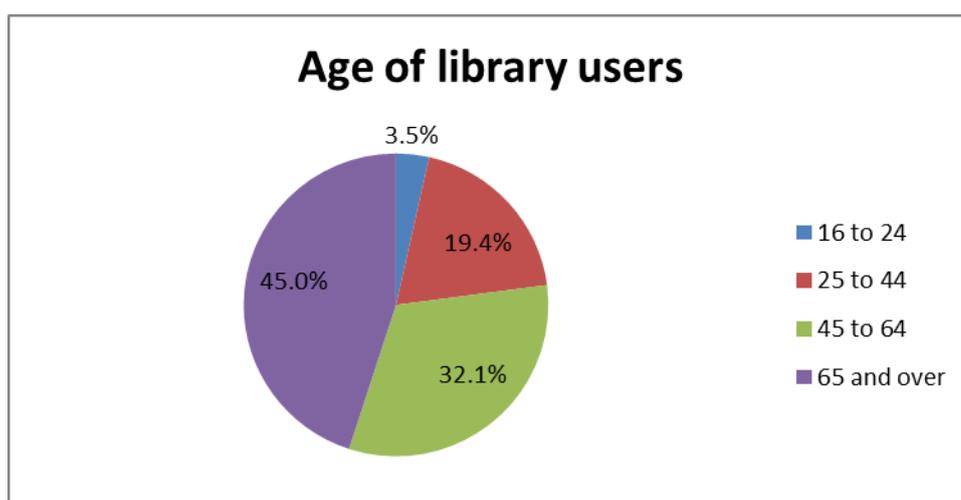
Profile of library users and non-users

- 10.4 The following section provides a comparison of the different characteristics of library users. It also provides a comparison of library users with a sample of non-users and with the local population of East Sussex as a whole.

10.5 Age of adult library users

- Most adult library users are older, with only 23% aged between 16 and 44 compared to 77% aged 45 and over.
- As a group, library users are older compared with non-users and the local population, where just over 60% are aged 45 and over for both.
- 26% of all registered library members are aged 15 and under, who are not reflected in surveys.

Figure 18 Age of adult library users



Source: PLUS Survey, 2015

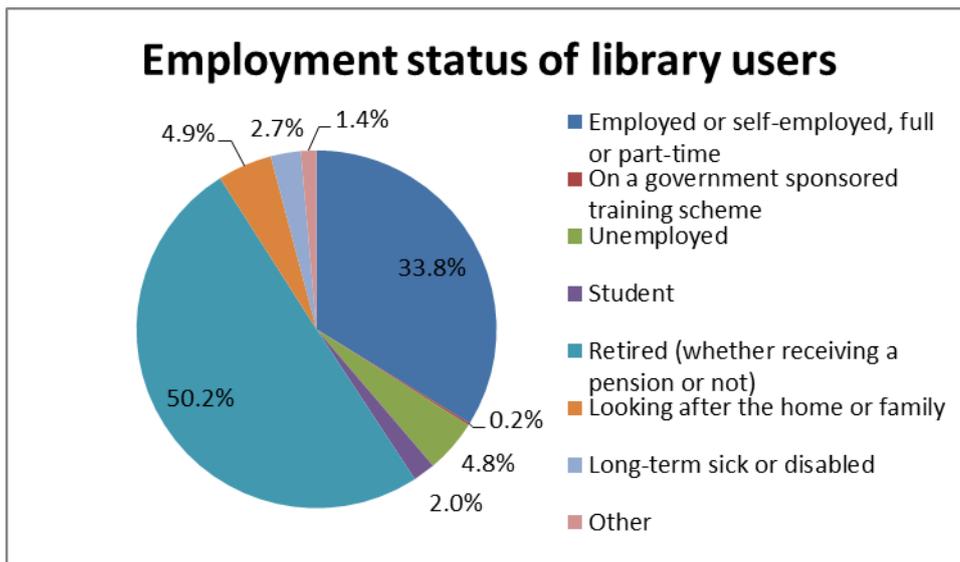
Table 11 Breakdown of ages for adult library users, non-users and the local population:

Age	Library users (Source: Plus Survey, 2015)	Non-users (Source: Reputation Tracker, 2015)	Local population (Source: East Sussex in Figures, 2015)
16 to 24	3.5%	9.8%	11.4%
25 to 44	19.4%	27.7%	25.1%
45 to 64	32.1%	25.3%	33.4%
65 and over	45.0%	37.0%	30.0%
<i>Total</i>	<i>100.0%</i>	<i>100.0%</i>	<i>99.9%</i>

10.6 Employment status of library users

- Half of all library users are retired, compared to all other employment categories, which is reflective of the older user base.
- 34% of all library users are in employment (self-employed, full or part-time) compared to 63% of non-users and 74% of the local population.

Figure 19 Employment status of library users

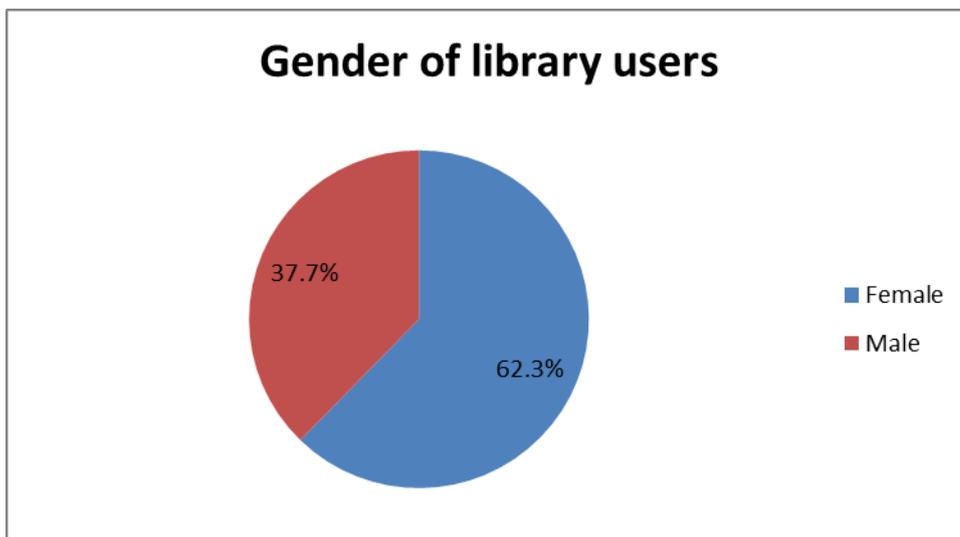


Source: PLUS Survey, 2015

10.7 Gender of library users

- Most library users are female, with 62% female compared to 38% male.
- As a group, more library users are female compared with non-users and the local population, where just over 50% are female.

Figure 20 Gender of library users



Source: PLUS Survey, 2015

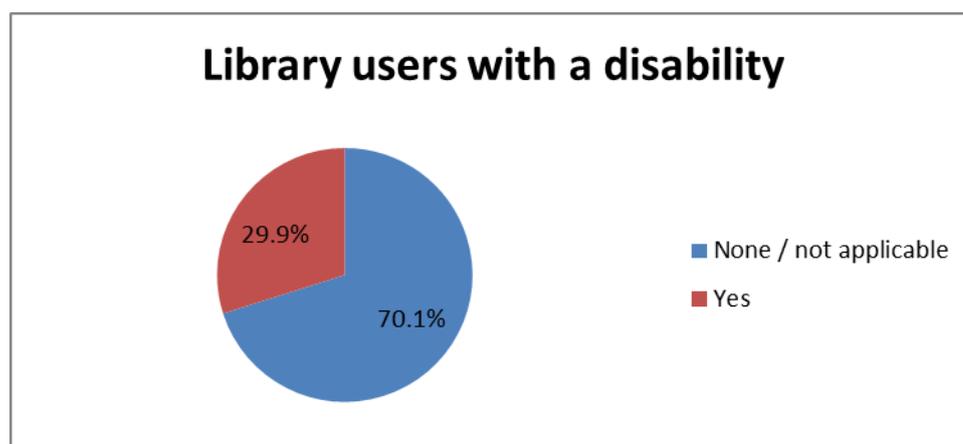
Table 12 Breakdown of gender for library users, non-users and the local population

Gender	Library users (Source: Plus Survey, 2015)	Non-users (Source: Reputation Tracker, 2015)	Local population (Source: East Sussex in Figures, 2015)
Female	62.3%	51.3%	51.7%
Male	37.7%	48.7%	48.3%
<i>Total</i>	<i>100.0%</i>	<i>100.0%</i>	<i>100.0%</i>

10.8 Library users with disabilities and long term health conditions

- 30% of library users have a disability or long term health condition.
- As a group, more library users have a disability, where 20% of the local population have a disability.

Figure 21 Library users with a disability



Source: PLUS Survey, 2015

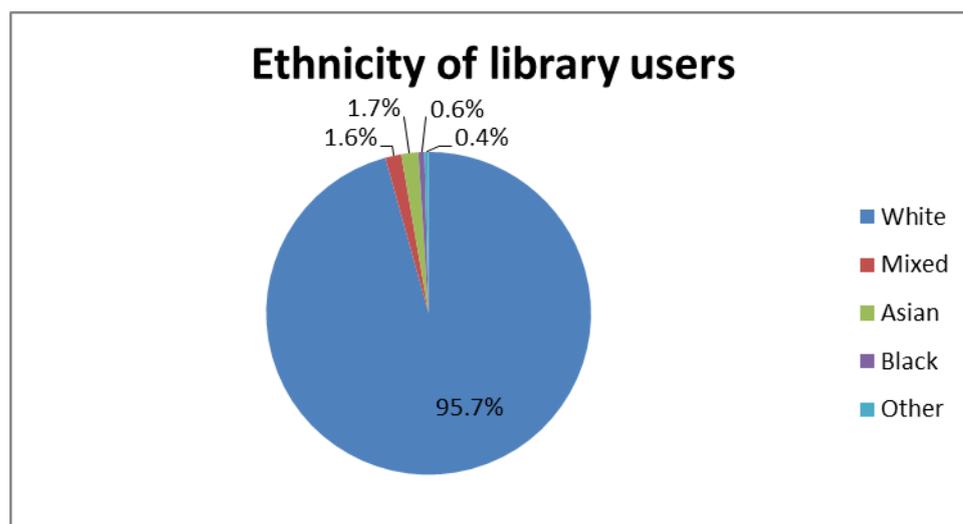
Table 13 Breakdown of library users, non-users and the local population with a disability

Disability	Library users (Source: Plus Survey, 2015)	Non-users (Source: Reputation Tracker, 2015)	Local population (Source: East Sussex in Figures, 2011)
None	70.1%	-	79.7%
Yes	29.9%	-	20.3%
<i>Total</i>	<i>100.0%</i>	-	<i>100.0%</i>

10.9 Ethnicity of library users

- Most library users are White (96%), the same proportion as in the local population.

Figure 22 Ethnicity of library users



Source: PLUS Survey, 2015

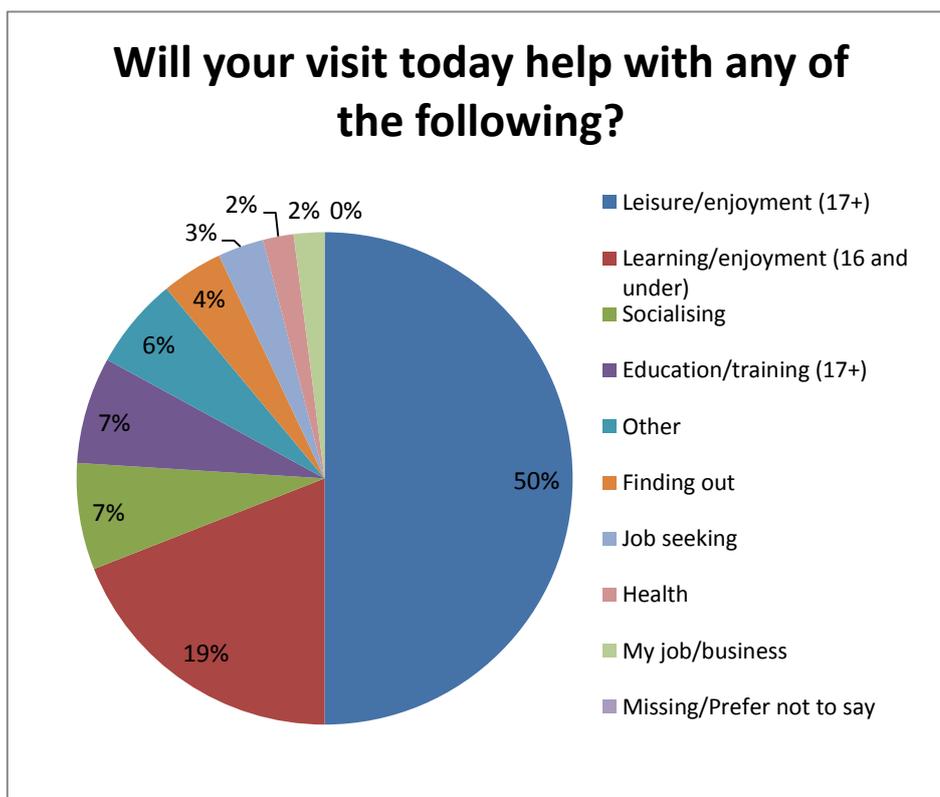
Table 14 Breakdown of ethnicity for library users, non-users and the local population:

Disability	Library users (Source: Plus Survey, 2015)	Non-users (Source: Reputation Tracker, 2015)	Local population (Source: East Sussex in Figures, 2011)
White	95.7	-	96.0
Mixed	1.6	-	1.4
Asian	1.7	-	1.7
Black	0.6	-	0.6
Other	0.4	-	0.3
<i>Total</i>	<i>100.0</i>	-	<i>100.0</i>

10.10 Why do people use libraries?

- Half of library users visited for leisure and enjoyment, rising to 69% if learning and enjoyment for children and young people is included.
- 10% visited for job seeking or for adult education or training and 7% visited the library for socialising.

Figure 23 Will your visit today help with any of the following?

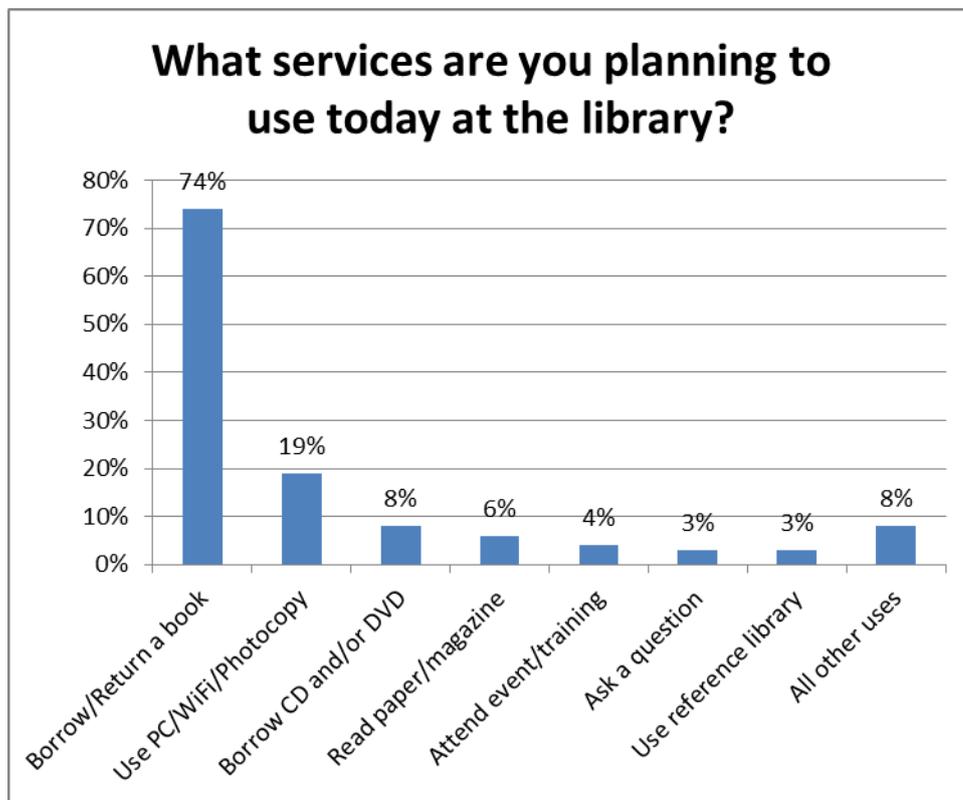


Source: East Sussex Library Survey, 2015

10.11 What services do people use when they visit?

- Almost three quarters of library users (74%) visited to borrow, return, renew or reserve a book.
- The next most common reason for visiting a library (18.5%) was to access the public computers or Wi-Fi.
- A smaller percentage of users (8% or less) visited to either borrow, return, renew or reserve a DVD or CD, to read a newspaper or magazine or to use reference materials.

Figure 24 What services are you planning to use at the library?

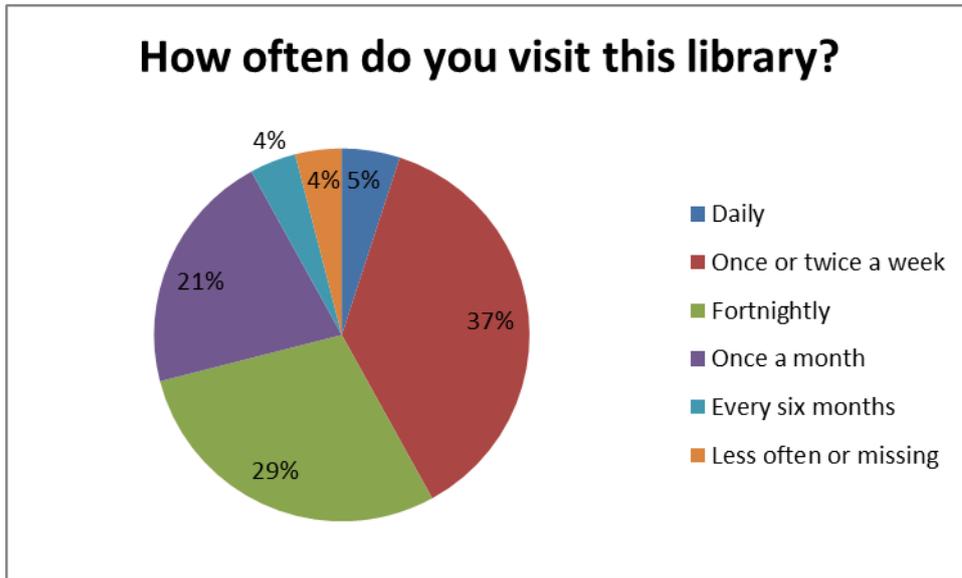


Source: East Sussex Library Survey, 2015

10.12 How often do people visit our libraries?

- Most library users visited at least once a fortnight, with the highest number visiting once or twice a week.
- Just over a fifth (21%) visited once a month.
- Only 5% visited on a daily basis.

Figure 25 **How often do you visit this library?**



Source: East Sussex Library Survey, 2015

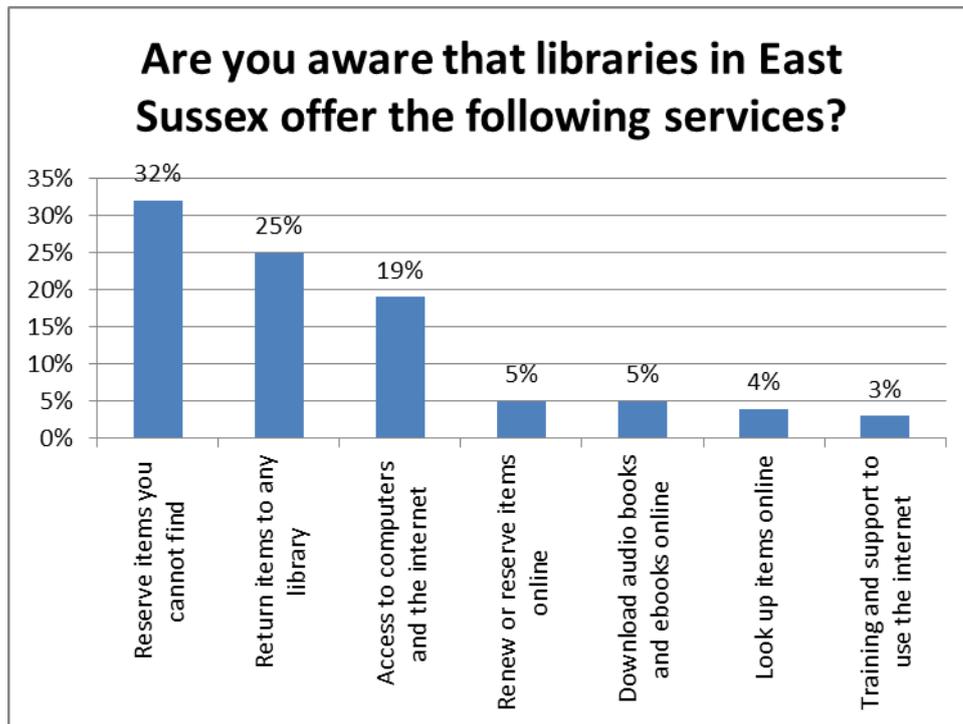
10.13 Why people do not use libraries

The following provides further information from non-users responding to the Reputation Tracker about why they do not use the library service, their awareness of the current service offer and what would encourage them to use the service in future.

10.14 Awareness of the service offer among non-users

- The level of awareness of different services that are offered is low among non-users.
- This is particularly the case for online services, available through the eLibrary, where the level of awareness among non-users is only 5% or less for each.

Figure 26 Are you aware that libraries in East Sussex offer the following services?



Source: East Sussex County Council Reputation Tracker, 2015
 Figures represent the % of 863 non-users responding to the survey who identified each of the categories

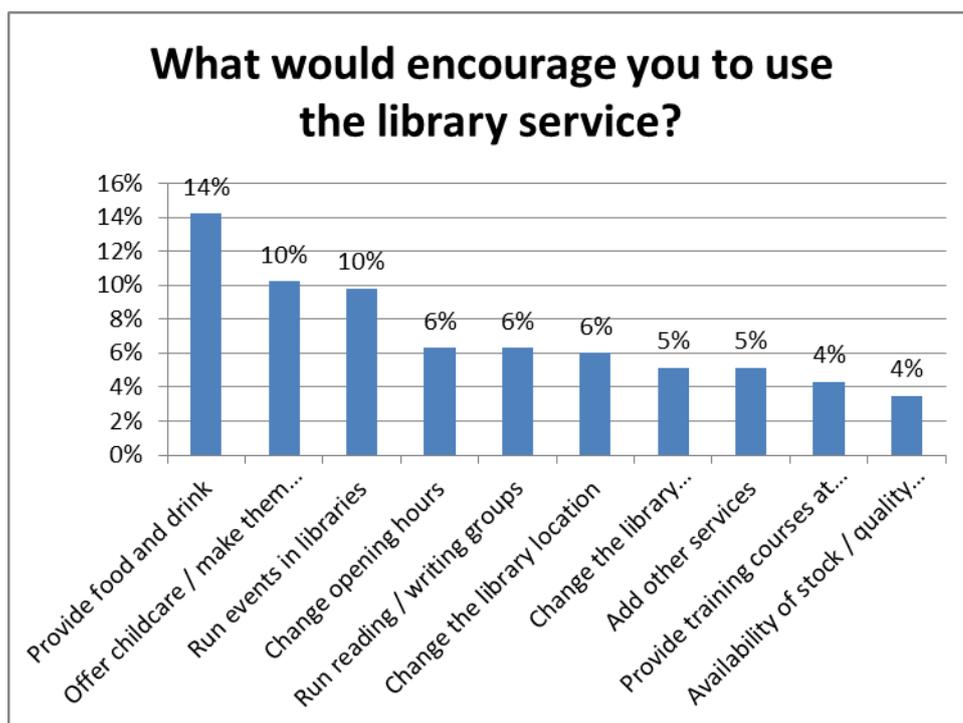
What would encourage people to use the service?

10.15 The top three things that non-users said would encourage them to use the libraries are:

- Provide food and drink in libraries
- Make libraries more child friendly
- Run events in libraries

10.16 A number of the suggestions raised are already provided, which seems to further demonstrate that the level of awareness of different services that are offered is low among non-users.

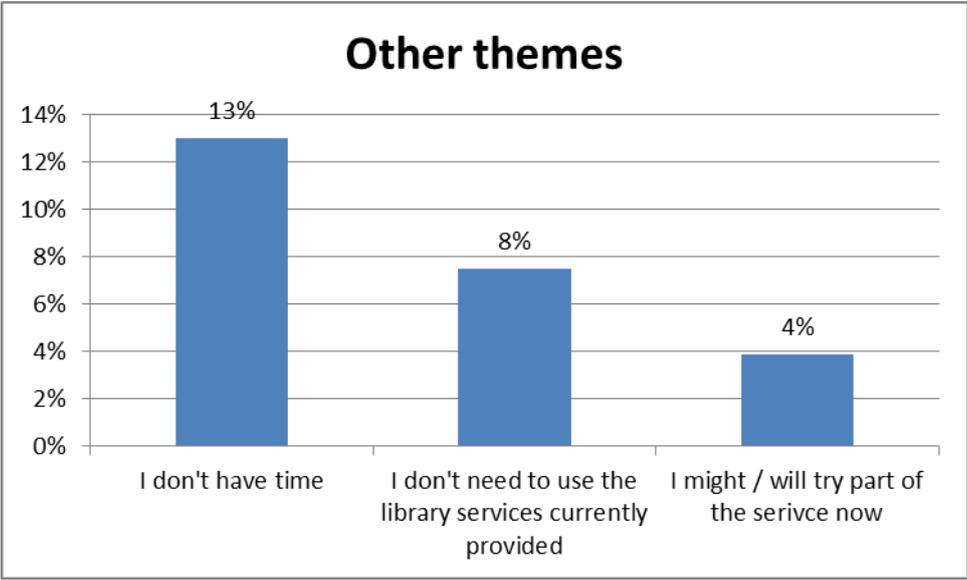
Figure 27 What would encourage you to use the library service?



Source: East Sussex County Council Reputation Tracker, 2015
Figures represent the % of 254 comments from respondents that identified each of the categories

10.17 In response to the same question, respondents offered a number of other comments which help to identify why they do not use the service. A small number of respondents commented that they would now try the library service, having learned from the survey about the different services offered.

Figure 28 What would encourage you to use the library service (other themes)?



Source: East Sussex County Council Reputation Tracker, 2015
Figures represent the % of 254 comments from respondents that identified each of the categories

11 Conclusion

- 11.1 The Library and Information Service lends books and other materials, in hard copy and digital formats, provides information, delivers formal and informal learning opportunities as well as volunteering opportunities. Computers and Wi-Fi are available in all library buildings to enable people to use the internet.
- 11.2 Access to the library service is provided by 24 library buildings across the county, the online eLibrary, a Mobile Library Service, a Home Library Service, a Prison Library Service, a community information service (ESCIS) and a Schools Library and Museum Service (SLAMS).
- 11.3 The library service delivers a range of initiatives, both local and national, often with partners and sometimes externally funded. These include Bookstart to help parents/carers share books with pre-school children and IT for You to support people into employment by developing their IT skills.
- 11.4 Membership of the Library and Information Service is free to everyone who lives, works and studies in East Sussex. There are also customers who visit the library to use the resources and facilities, but do not have a membership.
- 11.5 At the start of 2017/18 there were approximately 230,000 registered members of the Library and Information Service, or about 44 per cent of the East Sussex population. However, the number of people visiting libraries and borrowing items from them is declining.
- 11.6 In 2016/17 there were 1,475,203 visits to the 24 library buildings in East Sussex, a reduction of 25 per cent since 2014/15 when there were 1,967,442 visits. This is lower than for other comparator local authorities, representing 3,260 visits per 1,000 population compared with an average across the comparator group of 3,676.
- 11.7 At 31 March 2017, there were 62,027 active members of the library service (people who borrowed an item in the previous twelve months). This is a reduction of 16% since March 31st 2015, when there were 74,176 active members.
- 11.8 Library stock, the materials available to borrow, is made up of a range of different formats, including books, DVDs, newspapers, and online resources such as eBooks, online encyclopaedias and training resources. Loans in all categories are decreasing year on year, with the exception of eBooks and eAudiobooks. Loans of eBooks have increased from 19,173 in 2014/15 to 30,843 in 2016/17.
- 11.9 Expenditure on materials (books and other resources) per 1,000 population was second highest in our comparator local authority group in 2015/16, and

satisfaction with the condition and choice of stock has remained high despite the decline in library use.

- 11.10 Income for the library service is generated through fees and charges (such as fines and reservation fees) as well as by delivering traded services such as the Schools Library and Museum Service and a Learndirect contract to deliver learning programmes. Despite recent efforts to generate more income, for example, by hiring meeting rooms, income is decreasing for a number of reasons. In particular, income for the Schools Library and Museum Service is not sufficient to continue delivery of services to schools in the same way.
- 11.11 There are 237 computer terminals (referred to as the People's Network) and Wi-Fi available to use for free across the 24 library buildings. In 2016/17, there were 281,704 computer sessions in total, 49,125 (17%), of which were Wi-Fi sessions using the customer's own device. Wi-Fi has been available in all libraries since March 2016 and usage is growing.
- 11.12 In January 2015, there were 150 full time equivalent (FTE) members of staff within the East Sussex Library and Information Service. Following the implementation of two restructures associated with the Libraries Transformation Programme (LTP) this has reduced to 96.5 FTE. The service had 0.23 staff per 1,000 population in 2015/16. At March 2017, this had reduced to 0.19, one of the lowest in our comparator local authority group. Over 400 volunteers provide additional library services, such as Rhymetime and Storytime and IT for You sessions. Comparison with our comparator local authority group shows that there is scope to increase the number of volunteers involved in providing the library service.
- 11.13 Surveys show that nearly half (45%) of adult visitors to libraries in East Sussex are aged 65 and over and half (50%) are retired. However, in terms of registered members of the library service, children and young people aged below 16 represent 26 per cent of all members, more than any other age group.
- 11.14 Most people, who were asked, consider their library visits to be related to leisure and enjoyment. Almost three quarters of adult library users (74%) visited a library to borrow, return, renew or reserve a book. The next most common reason for visiting (18.5%) was to access the public computers or Wi-Fi. Most adult library users visited at least once a fortnight, with the highest number visiting once or twice a week. There is a lack of awareness among non-users of the library service about the range of different services on offer, particularly online services, such as e-Books.

Cabinet

6 March 2018

Appendix 10

Libraries Strategic Commissioning Strategy
Technical Appendix 4
Property Assessment

Contents

1. Purpose of the Technical Appendix	2
2. Building Information	3
3. Review of library properties	8
4. Conclusions	13

1 Purpose of the Technical Appendix

Introduction

- 1.1 This Technical Appendix sets out the current properties from which the East Sussex Library and Information Service delivers its functions and reviews the effectiveness of existing library buildings, in order to ascertain how the current buildings should be used to support delivery of the draft Libraries Strategic Commissioning Strategy and how these assets can best be used by the wider community.
- 1.2 This is one of a number of documents, Technical Appendices (TA), which form the evidence base that supports the draft Libraries Strategic Commissioning Strategy. These documents are as follows:

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2. Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1 National and Local Context	Technical Appendix 2 Needs Assessment	Technical Appendix 3 Service Description and Analysis	Technical Appendix 4 Property Assessment	Technical Appendix 5 Accessibility Analysis	Technical Appendix 6 Strategic Outcomes and Gap Analysis	Technical Appendix 7 Delivery Model Options Appraisal

1.3 The purpose is to:

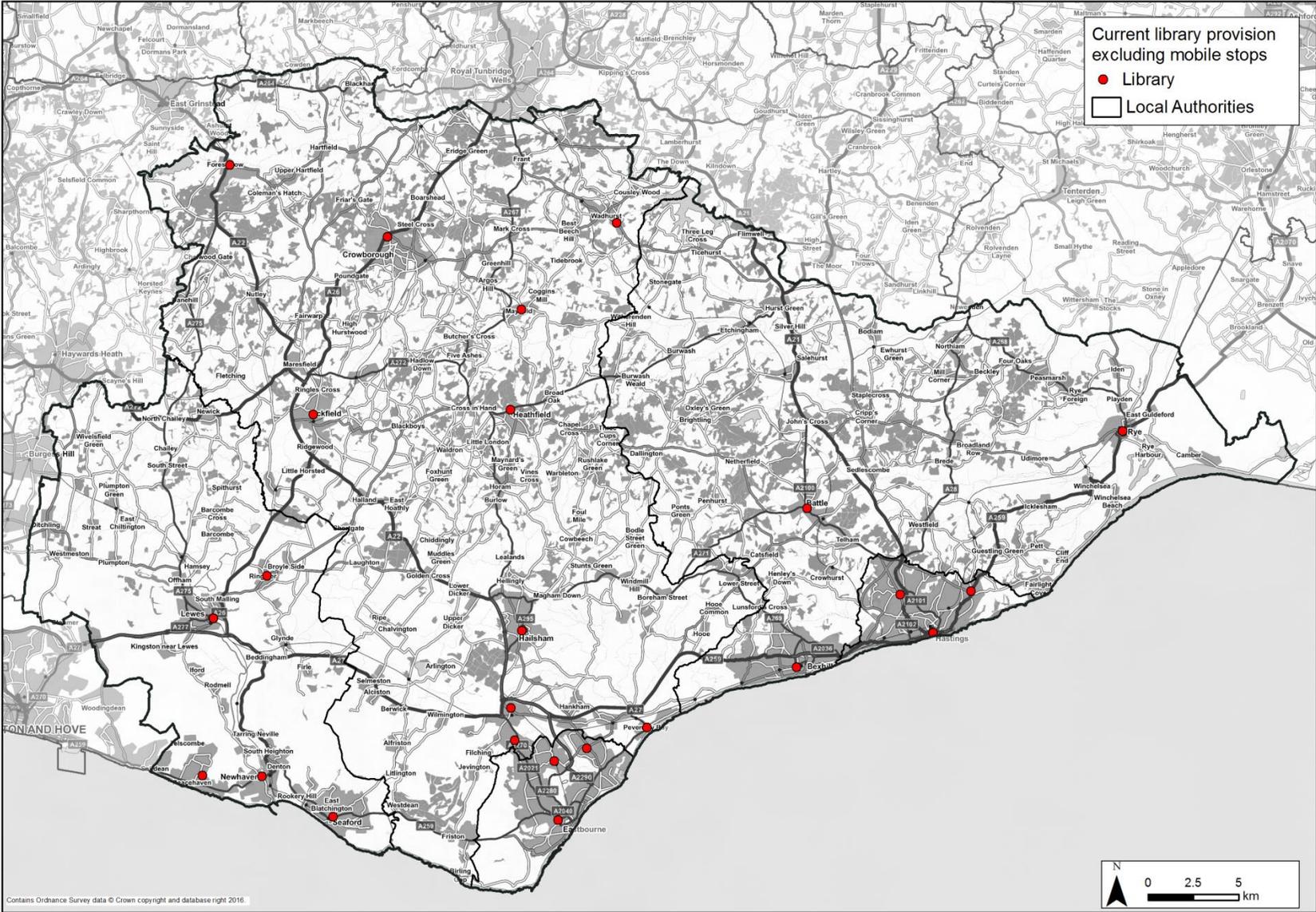
- provide an overview of the buildings from which the Library and Information Service operates
- set out the running and upkeep costs of these buildings
- review the efficiency of the current library estate and identify where there are opportunities to deliver the service in a more cost-effective way and/or deliver a better service in conjunction with other services.
- identify whether there is scope to release space for joint working or for activities that could generate income for the Library and Information Service or to deliver services on behalf of someone else as a source of income generation.

2 Building information

Introduction

- 2.1 The East Sussex Library and Information Service currently has a network of 24 public library buildings. Each year around 1.48 million visits take place in these buildings. In addition to the services provided by the Library and Information Service some of our libraries offer services delivered by, or in partnership with, other organisations. The location of the 24 libraries can be seen in Figure 1.
- 2.2 The County Council owns 15 of the 24 libraries freehold. The remaining 9 libraries are leased, either from public, private or voluntary and community sector landlords. A list of the East Sussex libraries, with their freehold/leasehold status is provided in Annex 1 to this Technical Appendix.
- 2.3 The Library and Information Service also leases Ropemaker Park, a modern warehouse unit located in Hailsham, which is the central storage and distribution point for library stock and base for the Mobile Library, as well as being the base for some library service staff, including librarians, Bibliographic Services and the Schools Library and Museum Service. Ropemaker Park is also the County Council's records centre and provides office space to some other County Council services.
- 2.4 The Mobile Library is not covered in this Technical Appendix, which provides an appraisal of library service buildings only. An assessment of the Mobile Library service is included in Technical Appendix 3, Service Description and Analysis.

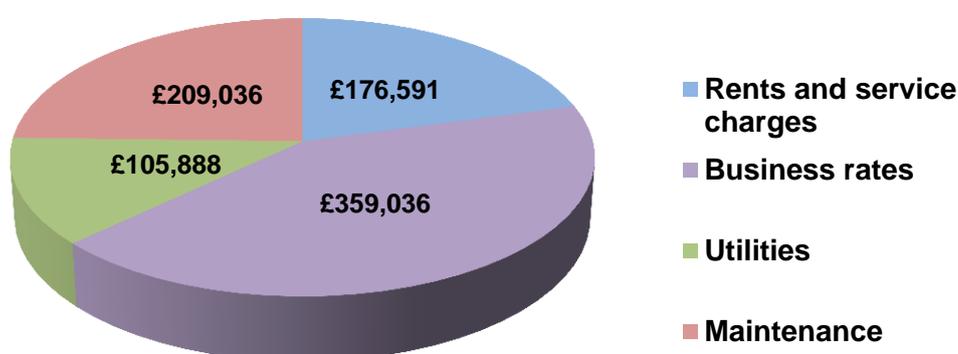
Figure 1: Map of East Sussex library service buildings



Running costs of Library and Information Services buildings

- 2.5 The total running cost of our buildings, including Ropemaker Park, is approximately £850,000 per year. This excludes staffing costs, any income which each library generates from fees and fines, and the costs of refurbishment, new furniture etc., which is detailed separately in the next section. A breakdown of the buildings costs for the Library and Information Service as a whole can be seen in Figure 2.

Figure 2: Annual running costs of East Sussex Libraries buildings



Capital expenditure on libraries

- 2.6 With 1.48 million visitors annually, wear and tear on library buildings, furniture and fittings is inevitable, and can cost a considerable amount of money over a number of years. Worn and damaged items can quickly pose a risk to the health and safety of customers and staff or become damaged beyond economic repair.
- 2.7 Of the £850,000 annual running costs of the Library and Information Service's buildings, around £210,000 is spent on maintenance. This covers both small repairs such as fixing leaks to much larger scale repairs such as re-roofing or replacing old windows.
- 2.8 On top of this annual maintenance expenditure, the County Council has spent approximately £16.5 million over the last decade on improvements to and major refurbishment of East Sussex library buildings. Once the refurbishment of Hastings library is complete in the spring of 2018, this sum will have risen to £20.4 million. This investment in library buildings, as opposed to the paying for the annual running costs, is known as 'capital expenditure'.

- 2.9 The reduction in funding for local councils from Central Government and increasing demand for some local council services mean that it is unlikely the County Council will be able to afford an investment programme for library buildings on this scale for the foreseeable future. However, we will still need to keep our buildings, furniture and fittings safe and in a good state of repair, so that they are fit to provide the services they need to deliver. It is estimated that for the 24 library buildings the service currently operates from will cost around £2.6 million over the next five years or approximately £523,000 per year. This is in addition to the annual maintenance costs of around £210,000.
- 2.10 Table 1 provides a breakdown of the estimated funding needed for each library over the next five years. The estimates are based on items associated with general building maintenance and items frequently replaced during a building's lifetime. This includes:
- Repair and replacement of CCTV, security and personal safety items as they fail or become obsolete and beyond economic repair.
 - Replacement of worn and damaged floor coverings and furniture including desks, trolleys, map cabinets etc.
 - Changes to signage, both internal and external to reflect changes in service delivery and opening times.
 - Dilapidations and lease responsibilities arising from the 9 library buildings currently leased or rented.
 - Repair and replacement of equipment specific to the library service such as self-service kiosks and security gates
 - Repair and replacement of furniture needed to respond to statutory requirements for public and staff, such as Disability Discrimination Act (DDA) compliant desks, chairs and adapted technology.

Table 1: Estimated upkeep costs for East Sussex libraries, 2017 to 2022

Library	Estimated cost
Battle	£184,924
Bexhill	£463,543
Crowborough	£269,535
Eastbourne	£339,460
Forest Row	£22,035
Hailsham	£92,561
Hampden Park	£90,957
Hastings	£96,425
Heathfield	£109,839
Hollington	£28,323
Langney	£66,289
Lewes	£96,711
Mayfield	£37,868
Newhaven	£51,393
Ore	£27,073
Peacehaven	£152,411
Pevensey Bay	£8,322
Polegate	£132,976
Ringmer	£11,445
Rye	£50,766
Seaford	£65,665
Uckfield	£99,949
Wadhurst	£29,572
Willingdon	£32,740
Total	£2,560,781
Annual average	£512,156

Note: Ropemaker Park is not included

3 Review of library properties

Opportunities for partnership working or delivering commissioned services

- 3.1 Library buildings are spaces from which a range of different services are provided to the public, in addition to the core Library and Information Service functions. The range of ways in which the Library and Information Service currently works with partners is described in more detail in Technical Appendix 3, Service Description and Analysis. This section of the Technical Appendix looks at the different ways in which better use could be made of library properties in order to meet local needs, looking particularly at the cost effectiveness of the current buildings and opportunities to increase income or share the costs of running them.

Making better use of libraries when they are closed

- 3.2 All of the libraries in East Sussex are closed for periods of time, for example on one or more mornings, afternoons or whole days per week. Many libraries now have movable shelving and furniture which enable the layout to be changed for a few hours to accommodate a wide range of different potential uses.
- 3.3 There is considerable scope for community groups, voluntary sector organisations, the private sector and other parts of the public sector (including other parts of the County Council) to make more use of these assets when the Library and Information Service is not using a building to deliver its services. This would be subject to any applicable planning permissions or lease conditions of each building. This could provide a source of income for the Library and Information Service, helping to reduce financial pressures on the service, or enabling income to be reinvested into delivering new services to meet local needs.

Library meeting rooms

- 3.4 The existing network of library buildings offers a number of meeting, function and office spaces. These facilities are available for public hire by individuals, small businesses, charities, local organisations, service providers, partners and private enterprises.
- 3.5 Meeting rooms are available in four libraries across the county. They are primarily hired on an hourly or session basis (morning, afternoon or full day) although there is the potential to hire the space on a weekly, monthly or other agreed duration period. Meeting rooms can be hired when the library is closed, by prior arrangement. The meeting rooms have a variety of facilities and are located as shown in Table 2.

Table 2: Current meeting room provision in library buildings

Library	Meeting Room detail	Facilities
Peacehaven	Meeting Room 1 @ 50m ²	Wi-Fi, toilets, parking, power, DDA compliant, interactive screen
	Meeting Room 2 @ 30m ²	
Newhaven	Meeting Room 1 @ 6m ²	Wi-Fi, toilets, power, DDA compliant, hearing loop
	Meeting Room 2 @ 6 m ²	
	Meeting Rooms 1 and 2 can be joined together	
Eastbourne	The Grove room @ 30m ²	Wi-Fi, toilets, power, DDA compliant, interactive screen, hearing loop
	The Ivy room @ 8m ²	
	The Grove and Ivy rooms can be joined together	
Uckfield	Meeting Room 1 @ 63 m ²	Kitchen facilities, toilets, DDA compliant

- 3.6 During 2016/2017 the meeting rooms across all four venues generated £8,500 of income. The rooms were booked for a wide range of uses including business meetings, health programmes, language courses, training, and individual use.
- 3.7 Despite marketing of the meeting room spaces at these four libraries, they are under-utilised and are not realising their income generation potential. Further consideration should be given to more targeted marketing of the meeting rooms for ad hoc or longer term rentals, or entering into longer-term agreements with potential partners to rent the rooms as workspaces or places from which services to the community could be provided.
- 3.8 Where meeting rooms are not being used, and where they can be adequately supervised by staff, consideration will also be given to opening them up to library customers, for example for use as study spaces or areas where customers can access library Wi-Fi using their own devices.

Opportunities to release library space for alternative use

- 3.9 Technical Appendix 1, National and Local Context, shows that the number of visits to East Sussex libraries and the number of items borrowed by customers has decreased significantly. There is an opportunity, therefore, to consider whether the amount of space within each library building is still

required to deliver the Library and Information Service. This section of the Technical Appendix provides a detailed assessment of opportunities within individual libraries to allocate space for use by partners, delivery of commissioned services, or both.

3.10 The release of space within libraries is also an opportunity for the Library and Information Service to review overheads and generate a rental income either as a saving or to be reinvested within the service. Partners could help offset running costs of libraries, reducing property revenue expenditure for themselves as well as the library service. Identifying space within a building that could be used for other purposes could also enable the Library and Information Service to generate income by bidding for external funding to provide new or better services that help the service achieve its strategic outcomes or by being paid to deliver services on behalf of others when they are commissioning services.

3.11 A review of space within all of the libraries in East Sussex has identified:

- the available space (description and m²)
- what kind of potential use the space is best suited for (considering the layout and use of the rest of the building and the facilities available) e.g. office space, training rooms, operational base, delivery of a public facing service like a shop/service point
- any works that would be required to enable this
- any planning issues that need to be addressed

3.12 This review identified that nine libraries have the potential for space to be freed up for use by partners or to deliver commissioned services on behalf of others, so that income could be generated. These are:

- Battle
- Bexhill
- Hailsham
- Newhaven
- Peacehaven
- Rye
- Seaford
- Uckfield
- Wadhurst

3.13 As a result of this review, operational bases for parking enforcement staff will be provided in Hastings, Eastbourne and Lewes libraries from the start of the new parking contract from June 2018. The Library and Information Service will deliver the functions of the three separate Parking Shops from these libraries, and members of the public will be able to access Parking Services' online services from the free People's Network computers in the libraries. This joint venture will enable the new parking contract to be delivered at a

lower cost due to the sharing of overheads and other operational costs with the Library and Information Service.

- 3.14 In addition, the Seaford Integrated Locality Team, part of our East Sussex Better Together health partnership, will move into accommodation within Seaford Library. This team will bring together a number of social care and health services for adults, from the County Council and the NHS, within the community. Their services will not be delivered in the library.
- 3.15 As a result of these two proposals and other efficiency programmes which we have identified as part of the development of the draft Libraries Strategic Commissioning Strategy, the Library and Information Service will save approximately £171,000 per year through a combination of efficiencies and the rental of library space.
- 3.16 Relocation of library space for other purposes (including the provision of parking services) will, in most cases, be subject to planning restrictions. It is therefore recommended that an application for change of use is submitted for the relevant library when required to enable the property portfolio to respond to changing needs for space across the county.

Further efficiencies

- 3.17 As identified above, the reduced footfall in libraries and the decline in the number of issues means that libraries need less space than previously required. There is no current evidence to suggest that this trend will stop or reverse in future. With rising rents and business rates, the Library and Information Service will need to continue to identify whether library services could be delivered in the same locality in a more cost-effective way.
- 3.18 In addition to considering the release of space within library buildings as an opportunity for the Library and Information Service to share costs or generate a rental income, there may also, in future, be the potential for library services to be delivered from different locations, in order to reduce costs or to deliver a better service in conjunction with other services, or both. This could involve sharing space with a district, town or parish council or a private, voluntary or community sector organisation, to the benefit of both organisations and their users. The consultation on the draft Libraries Strategic Commissioning Strategy provides a key opportunity for the Library and Information Service to enter into a dialogue with potential partners over possible co-location of library services.
- 3.19 The County Council has considered what opportunities there might be to share library facilities with other organisations as part of the work on this Technical Appendix. This included a 'search' against the buildings requirements of the SPACES partners. SPACES (Strategic Property Asset Collaboration in East Sussex) aims to identify and realise opportunities for co-location and collaboration between community and voluntary sector partners. Partners include East Sussex County Council, the borough and district

councils in the county, the emergency services, representatives from the voluntary and community sector, the NHS and some central government services such as the Department for Work and Pensions. At the time of this review, there were no clear matches, but the consultation on the draft Strategic Commissioning Strategy provides a key opportunity for the Library and Information Service to enter into a dialogue with potential partners over possible co-location of library services.

4 Conclusions

- 4.1 The East Sussex Library and Information Service has a network of 24 public library buildings, which host around 1.48 million visits annually. Many libraries also offer services delivered by, or in partnership with, other organisations. The County Council owns 16 of the 24 libraries, and the remainder are leased from public, private or voluntary and community sector landlords. The Library and Information Service also leases Ropemaker Park in Hailsham, which is the central storage and distribution point for library stock and base for the Mobile Library and some staff. Ropemaker Park is also the County Council's records centre.
- 4.2 The total running cost of our buildings, including Ropemaker Park, is approximately £850,000 per year, excluding staffing costs, refurbishment costs and income. Around £359,000 is spent on business rates, £209,000 on maintenance and £177,000 on rents and service charges. Utility costs make up the remainder of around £105,000 per year.
- 4.3 With 1.48 million visitors annually, wear and tear on library buildings, furniture and fittings is inevitable. Worn and damaged items can quickly pose a risk to the health and safety of customers and staff or become damaged beyond economic repair. In the past decade the County Council has spent approximately £16.5 million on improvements to and major refurbishment of East Sussex library buildings. Once the refurbishment of Hastings library is complete in the spring of 2018, this sum will have risen to £20.4 million.
- 4.4 The current financial climate means that it is unlikely the County Council will be able to afford an investment programme for library buildings on this scale for the foreseeable future. However, we will still need to keep our buildings, furniture and fittings safe and in a good state of repair, so that they are fit to provide the services they need to deliver. It is estimated that for the 24 library buildings the service currently operates from, this would cost around £2.6 million over the next five years, or approximately £523,000 per year.
- 4.5 All of the libraries in East Sussex are closed for periods of time, for example on one or more mornings, afternoons or whole days per week and many have movable shelving and furniture which enable the layout to be changed for a few hours to accommodate a wide range of different potential uses.
- 4.6 There is considerable scope for community groups, voluntary sector organisations, the private sector and other parts of the public sector (including other parts of the County Council) to make more use of these assets when the Library and Information Service is not using a building to deliver its services, subject to any applicable planning permissions or lease conditions of each building. This could provide a source of income to help reduce financial pressures on the service, or enable income to be reinvested into delivering new services to meet local needs.

- 4.7 Library meeting rooms are available for public hire by individuals, small businesses, charities, local organisations, service providers, partners and private enterprises in four libraries across the county. During 2016/2017 the meeting rooms were booked for a wide range of uses including business meetings, health programmes, language courses, training, and individual use.
- 4.8 Despite marketing of the meeting room spaces at these four libraries, they are under-utilised and are not realising their income generation potential. Further consideration could be given to more targeted marketing of the meeting rooms for ad hoc or longer term rentals, or entering into longer-term agreements with potential partners to rent the rooms as workspaces or places from which services to the community could be provided.
- 4.9 With decreasing visits and issues of items, there are also opportunities to release space within libraries for other organisations to use, so that costs can be shared and a rental income generated for the Library and Information Service. There are nine libraries within East Sussex where this potential exists. The opportunities range from small shop-style operations or delivery of front-line services to the public, to spaces for meetings and training, to office space.
- 4.10 As a result of this review, operational bases for parking enforcement staff will be provided in Hastings, Eastbourne and Lewes libraries from June 2018. The Library and Information Service will deliver the functions of the three Parking Shops from these libraries. This joint venture will enable the new parking contract to be delivered at a lower cost due to the sharing of overheads and other operational costs.
- 4.11 In addition, the Seaford Integrated Locality Team, part of our East Sussex Better Together health partnership, will move into accommodation within Seaford Library. This team will bring together a number of social care and health services for adults, from the County Council and the NHS, within the community. Their services will not be delivered in the library.
- 4.12 As a result of these two proposals and other efficiency programmes which we have identified as part of the development of the draft Libraries Strategic Commissioning Strategy, the Library and Information Service will save approximately £171,000 per year through a combination of efficiencies and the rental of library space.
- 4.13 The Library and Information Service will also need to continue to identify whether library services could be delivered in the same locality in a more cost-effective way and consider the potential for library services to share accommodation with other organisations, in order to reduce costs or to deliver a better service in conjunction with other services, or both. The consultation on the draft Libraries Strategic Commissioning Strategy provides a key opportunity for the Library and Information Service to enter into a dialogue with potential partners over possible co-location of library services.

Annex 1 Freehold/Leasehold status of East Sussex libraries

Library	Ownership
Battle	Freehold
Bexhill	Freehold
Crowborough	Leased
Eastbourne	Freehold
Forest Row	Leased
Hailsham	Freehold
Hampden Park	Freehold
Hastings	Freehold
Heathfield	Freehold
Hollington	Freehold
Langney	Leased
Lewes	Freehold
Mayfield	Licence
Newhaven	Freehold
Ore	Freehold
Peacehaven	Leased
Pevensey Bay	Leased
Polegate	Freehold
Ringmer	Leased
Rye	Leased
Seaford	Freehold
Uckfield	Freehold
Wadhurst	Leased
Willingdon	Freehold



Cabinet
6 March 2018
Appendix 11

Libraries Strategic Commissioning Strategy
Technical Appendix 5
Accessibility Analysis



Prepared in conjunction with Peter Brett Associates LLP

Contents

1.	Purpose of the Technical Appendix	2
2.	Current Transport Accessibility	4
3.	Travel Time Research	15
4.	Travel Time Parameters in East Sussex	17
5.	Current Travel to the Library Service	35
6.	eLibrary Service Accessibility	37
7.	Conclusions	43
	Appendix A – Home Distribution of Registered Users	46
	Appendix B – Home Distribution of Active Users	71

1 Purpose of the Technical Appendix

Background

- 1.1 This Accessibility Analysis is a key element of the Strategic Commissioning Strategy. The Library and Information Service comprises both the physical infrastructure that people can use (e.g. library buildings and the services available within them) and the digital services that people can access online without having to visit the library (e.g. eBooks and eMagazines, and online reference material). The prime purpose of the analysis is three-fold:
- a. To determine reasonable travel time parameters for the majority of residents to access library services and analyse the proportion of the population within the county who have access to a library within these parameters
 - b. To understand how residents currently travel to/access the Library and Information Service.
 - c. To determine the accessibility of the East Sussex Library and Information Service in terms of the ability of residents to access its digital services.
- 1.2 This is one of a number of documents, Technical Appendices (TA), which form the evidence base that supports the draft Libraries Strategic Commissioning Strategy. These documents are as follows:

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2. Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1 National and Local Context	Technical Appendix 2 Needs Assessment	Technical Appendix 3 Service Description and Analysis	Technical Appendix 4 Property Assessment	Technical Appendix 5 Accessibility Analysis	Technical Appendix 6 Strategic Outcomes and Gap Analysis	Technical Appendix 7 Delivery Model Options Appraisal

- 1.3 The Accessibility Analysis is part of a body of evidence that has been developed to enable the Council to draft and implement its Strategic Commissioning Strategy for the Library and Information Service.

Methodology

- 1.4 The County Council commissioned Peter Brett Associates to develop the methodology and undertake the analysis which forms this Accessibility Study. This Technical Appendix has therefore been produced in conjunction with Peter Brett Associates.
- 1.5 The methodology adopted for the analysis has been first to calculate current travel times to access library services in East Sussex by car, public transport and walking. These have been calculated using accessibility and GIS software, and the results are shown in chapter 2. This provides a picture of the current accessibility of libraries in the county. Chapter 2 also examines car ownership across East Sussex.
- 1.6 Research has also been undertaken using published national data to establish how far people are willing to travel to access library services and other comparable types of service. The results are set out in chapter 3.
- 1.7 In chapter 4, the travel times identified in chapter 3 have been applied to the libraries within East Sussex and then accessibility and GIS mapping software have been used to map accessibility according to these travel times to all libraries within the county as well as the mobile library stops. As the opening hours of East Sussex libraries and the mobile library are generally within the daytime period of 10am to 5pm (apart from those libraries which open until 6pm on a Thursday), the travel times presented show average car journey times during off-peak hours, calculated using accessibility and GIS software. To validate the accuracy of these calculated journey times by car, a sample of routes have been driven. Thirty mapped routes between libraries and varied locations across the county were driven to verify the mapped journey time for the route. Each of these 30 routes was tested at least 3 times in each direction, at varying times throughout the off-peak period of the day.
- 1.8 For public transport the mapped journey times are derived from published bus and rail timetables as at April 2016 and are based on travel between 10:00 and 14:00 on a weekday.
- 1.9 Chapter 5 presents data held by the Council on the home locations of both registered and active users of the Library and Information Service and the libraries that they visit. This information shows the geographical spread of the libraries that people in the county use in relation to their home postcode.
- 1.10 Chapter 6 provides an analysis of a range of data which has been used to assess the accessibility of the Library and Information Service's digital services. This analysis has included the examination of a number of indicators of accessibility and affordability of broadband, including income, poverty levels, skills and access to infrastructure.
- 1.11 Finally, conclusions are presented in chapter 6.

2 Current Transport Accessibility

Introduction

- 2.1 In this chapter, the current accessibility of the East Sussex Library and Information Service by car, public transport and walking is presented. Accessibility software has been used to identify the areas within a 10, 20 and 30 minute travel time of each library by each mode¹.
- 2.2 The start point for journeys by public transport is a bus stop or railway station, and journey times include walking from the bus stop or railway station at the end of the journey to the library. The average journey times by car end at the library building.
- 2.3 Figures 2.1 to 2.3 show the travel time catchments for the 24 library buildings in East Sussex. The figures show, in turn, car, public transport and walking.
- 2.4 Figures 2.4 to 2.6 repeat this analysis to include the mobile library service. Again, the figures show, in turn, car, public transport and walking. The analysis demonstrates that the mobile service adds a greater level of accessibility although with less choice of visiting time, as the mobile library only visits each stop once every three weeks for a short period of time.
- 2.5 The figures for car travel times (Figures 2.1 and 2.4) include unshaded white areas in, for example, Birling Gap/Beachy Head, between Hastings and Fairlight and Rye Harbour. These are areas where either there is no road network or only single no-through roads. In the former case, no travel time can be calculated without a road network; in the latter case, travel times have been calculated along the individual roads, but the scale of the plans means that the shadings are not visible when presented at A4 or A3 pagination.
- 2.6 When reviewing car travel times to the Library and Information Service, it is important to acknowledge that this is of relevance only to residents who have access to a car. Figure 2.7 shows the levels of car ownership across the county, although it should be recognised that household car ownership is not the same as having access to a car. For example, the car may not be available to other householders if one person is using it for work commuting.

¹ For simplicity travel times are shown as 0-10, 10-20, 20-30. However the three catchments are non-overlapping, as follows: 0-10, 10.01-20, 20.01-30 minutes

2.7 Travel Time Catchments

Figure 2.1 Car Travel Times to Libraries in East Sussex

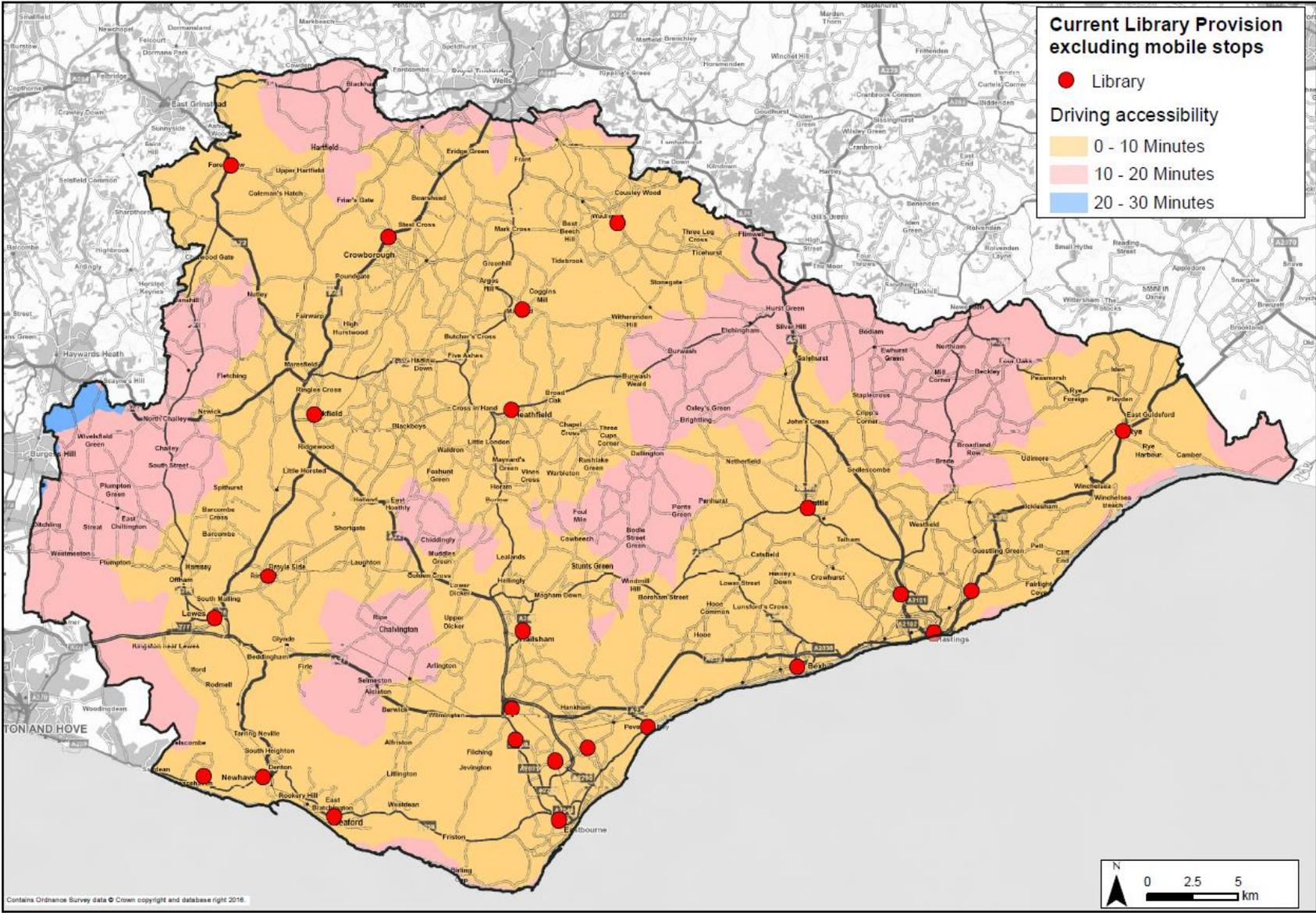


Figure 2.2 Public Transport Travel Times to Libraries in East Sussex

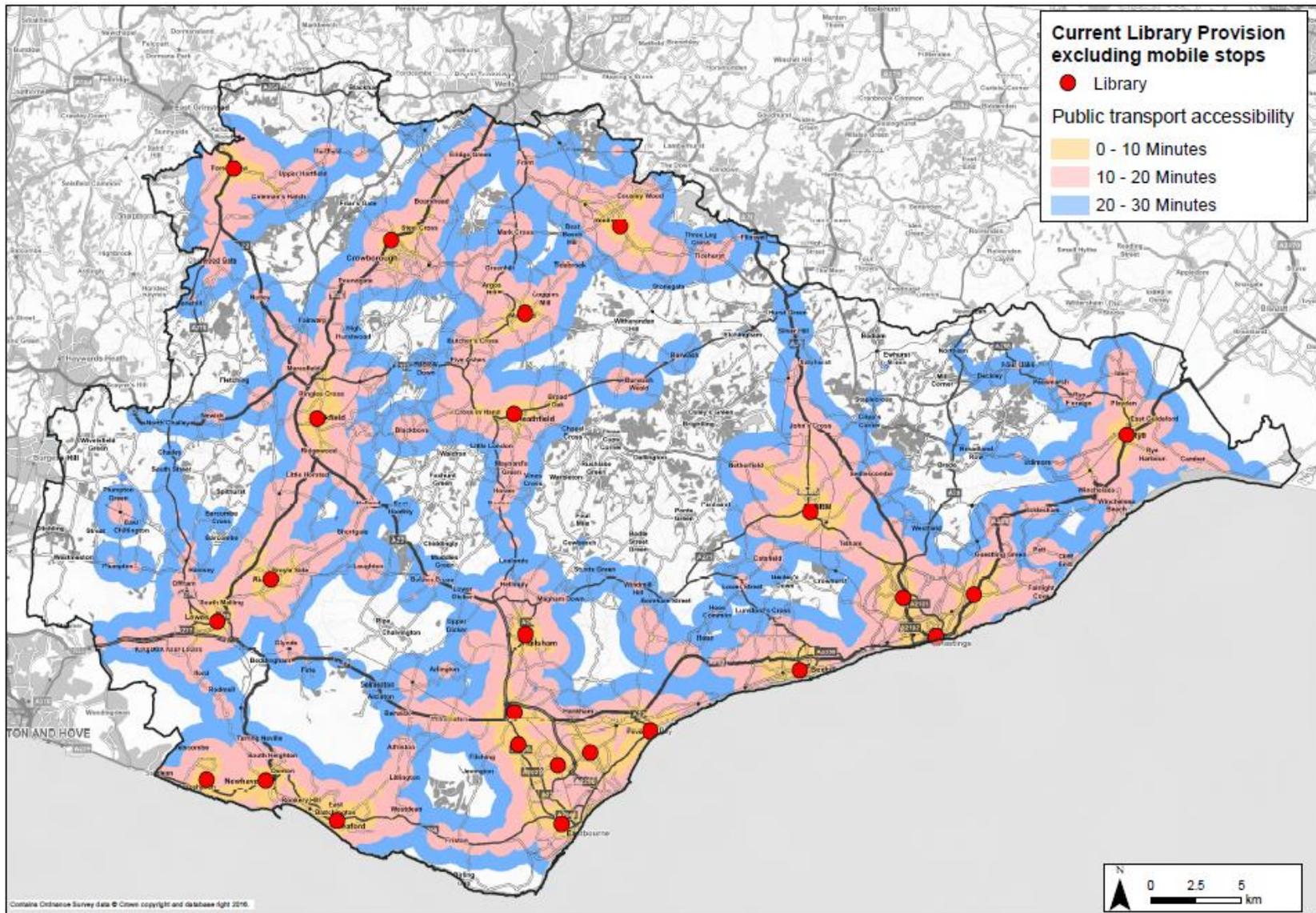


Figure 2.3 Walking Travel Times to Libraries in East Sussex

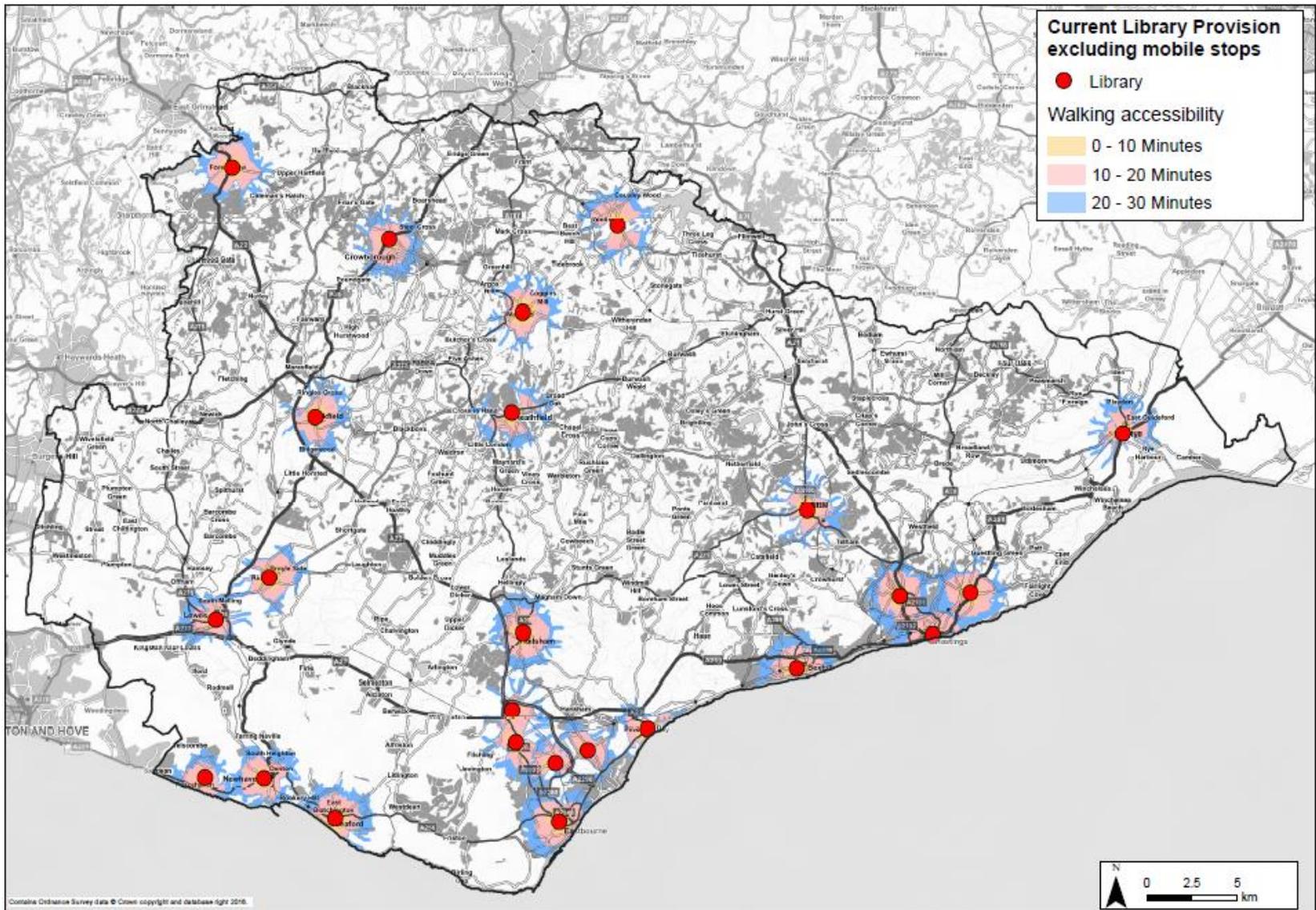


Figure 2.4 Car Travel Times to Libraries in East Sussex including Mobile Library Service

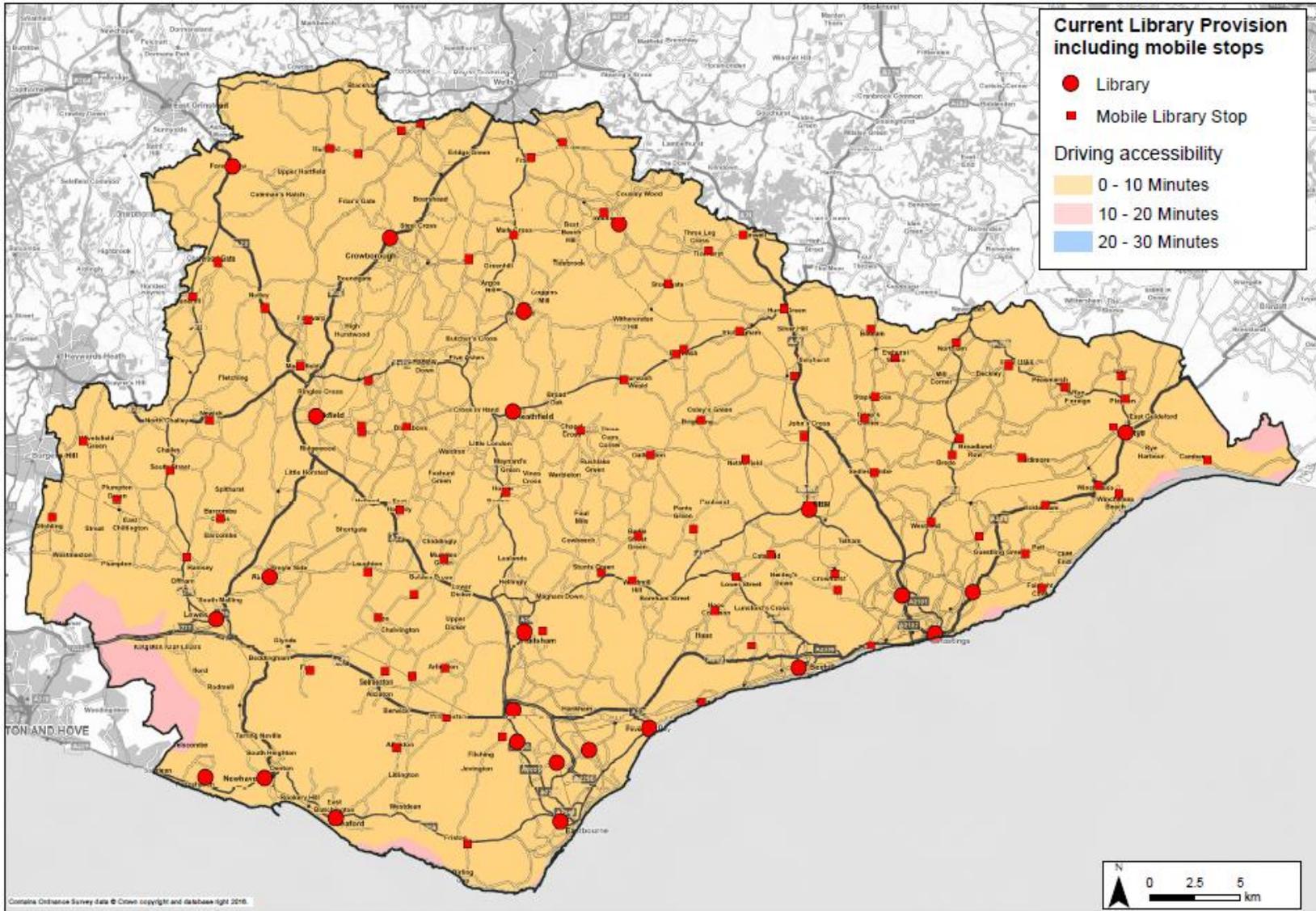


Figure 2.5 Public Transport Travel Times to Libraries in East Sussex inc Mobile Library Service

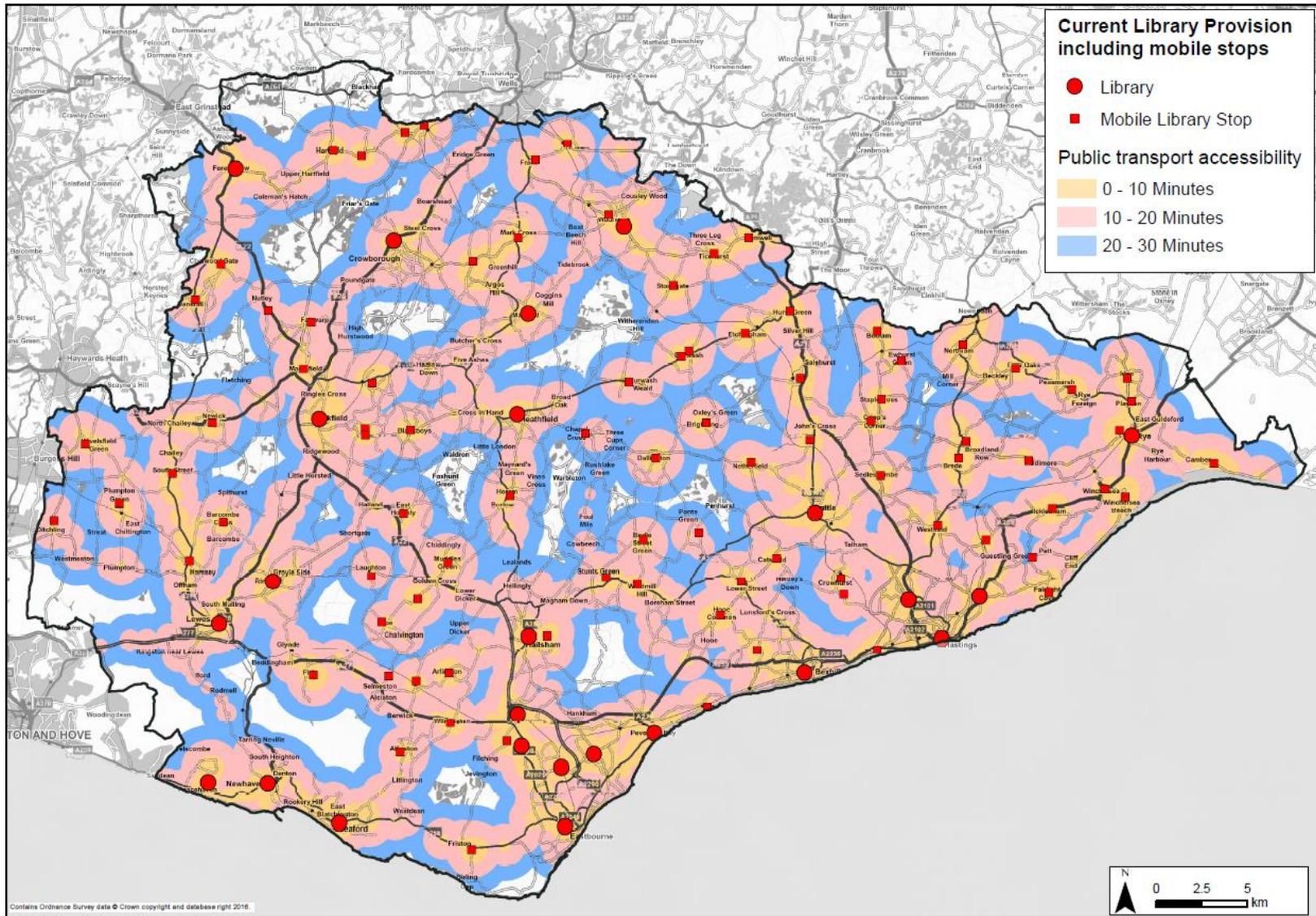
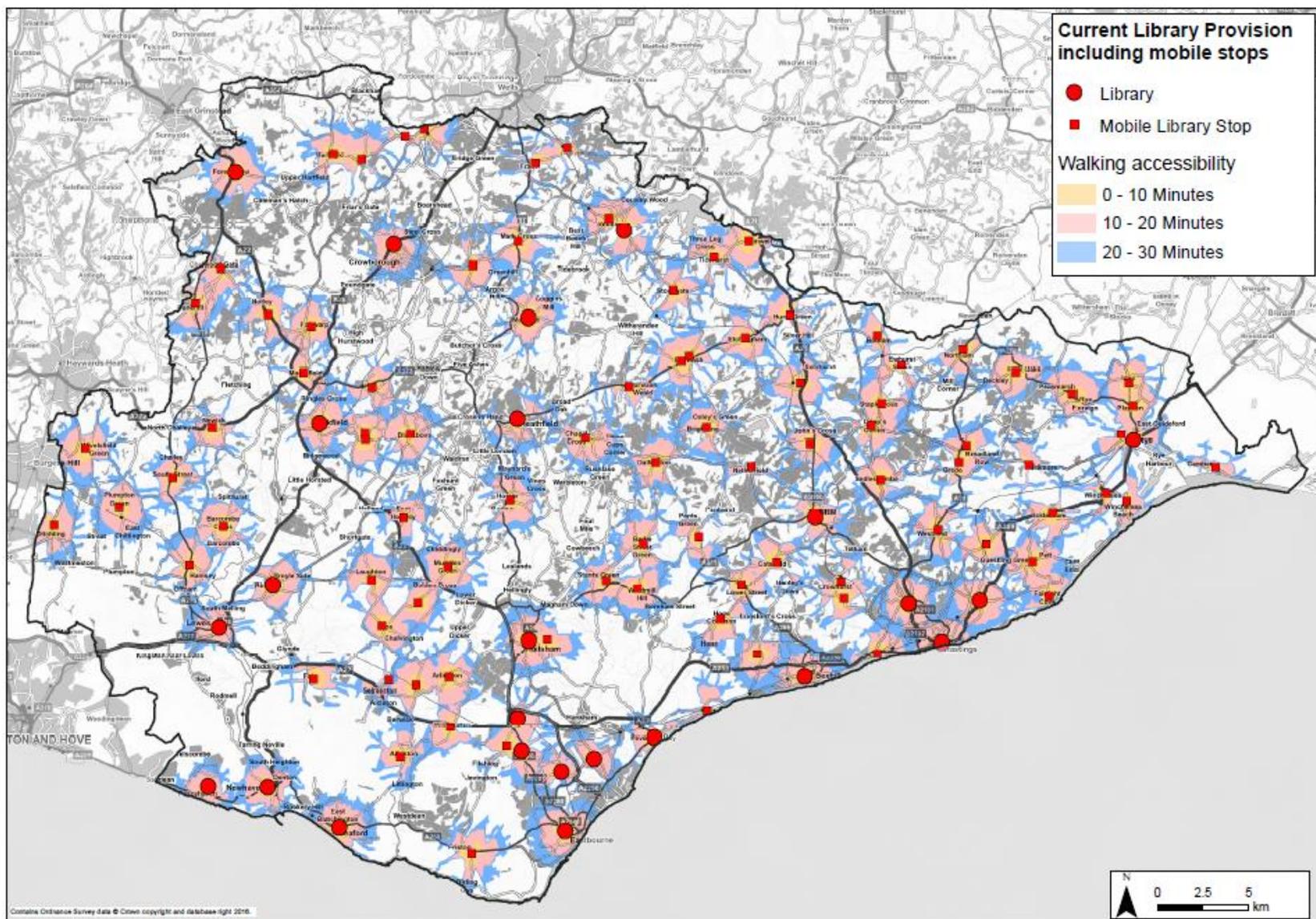
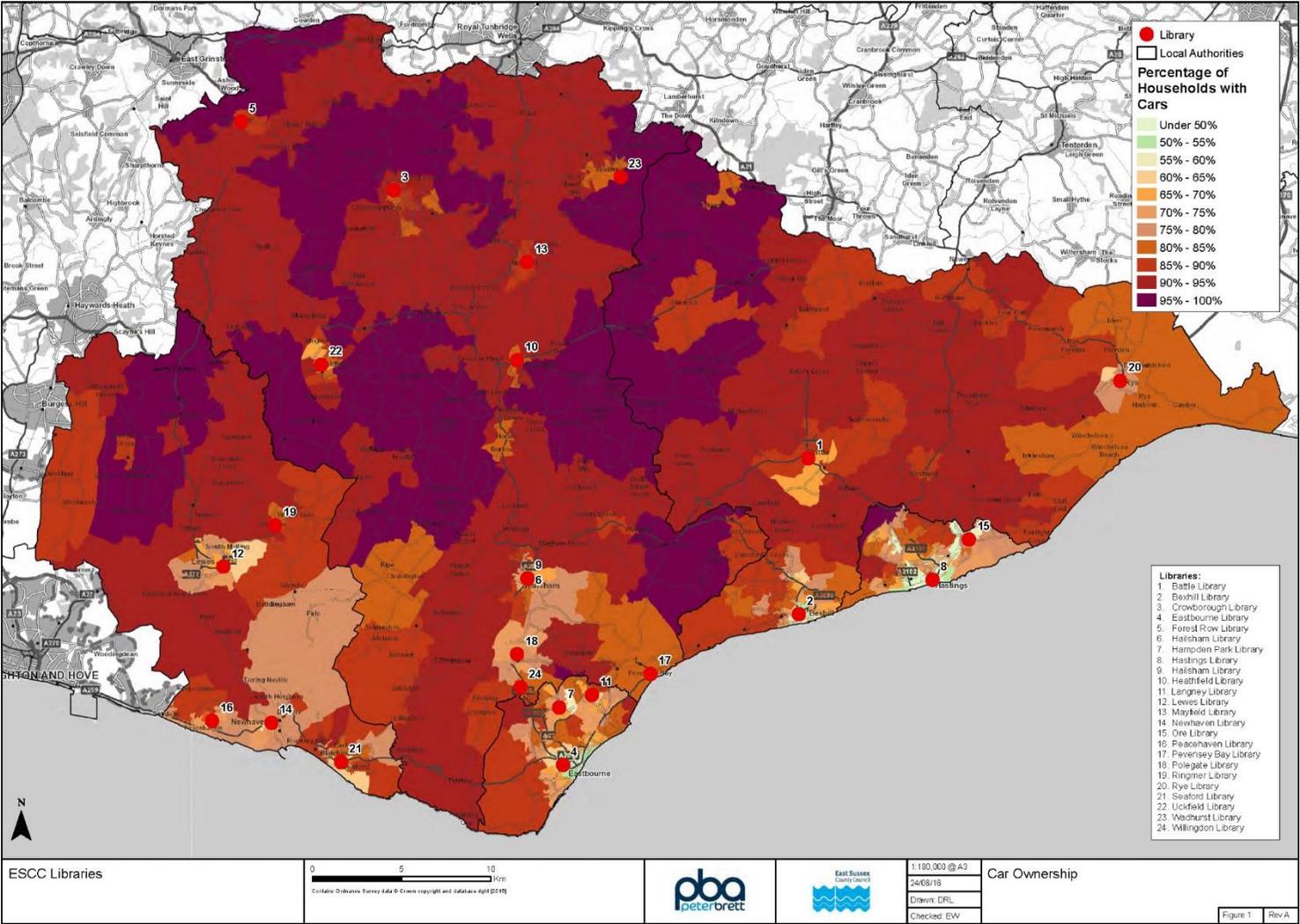


Figure 2.6 Walking Travel Times to Libraries in East Sussex including Mobile Library Service



2.8 Car Ownership

Figure 2.7 Car Ownership in East Sussex



- 2.9 As Figure 2.7 shows, car ownership is generally very high across East Sussex, with a county average of 78.1% of households owning one or more cars. This compares to 74.4% on average in England and Wales. There are considerable variations within the county, however, with high car ownership in rural areas; 87.6% of households own one or more cars in Wealden for example, as do 81.0% of households in Rother.
- 2.10 In contrast, car ownership is lower in coastal areas, at 71.3% in Eastbourne and 66.7% in Hastings. There are pockets in Hastings where fewer than half of households own a car (Castle ward, 47.6% and Central St Leonards, 44.1%). While Lewes district as a whole has above average car ownership (79.9%), this figure falls substantially in some of the housing estates of Lewes, Newhaven and Peacehaven, and in central Seaford.
- 2.11 In terms of access to libraries, the identified areas of low car ownership are compensated by having regular bus services and/or being in central locations where walking distances to local libraries are relatively short. Table 2.1 gives details of alternatives to the private car for all wards below the county average level of car ownership.

Table 2.1: Alternatives to Private Car in Areas with Relatively Low Car Ownership

Town	Ward	Car ownership	Comments
Eastbourne	Devonshire	57.2%	Frequent bus services on Seaside and Royal Parade while the west of the ward is within walking distance of the town centre and library
Eastbourne	Hampden Park	68.9%	Good bus service provision throughout the ward to/from the town centre and rail access to town centre
Eastbourne	Langney	75.8%	Good level of bus services to the town centre
Eastbourne	Meads	63.7%	Frequent bus services within the Meads Estate while the north of the ward is within walking distance of the town centre and library
Eastbourne	St Anthony's	74.7%	Good level of bus services to the town centre
Eastbourne	Upperton	62.6%	Frequent bus services on the Kings Drive and Willingdon Road corridors while the south of the ward is within walking distance of the town centre and library
Hastings	Baird	69.1%	Good level of bus service provision covering the ward.
Hastings	Braybrooke	64.5%	Parts of ward within walking distance of town centre and library, daytime bus service on Linton Road & Priory Avenue and good level of service on St Helens Road
Hastings	Castle	46.7%	Town centre ward within walking distance of library

Town	Ward	Car ownership	Comments
Hastings	Central St Leonards	44.1%	Good level of bus service provision on Grand Parade and rail access via Warrior Square station
Hastings	Gensing	59.7%	Very high bus service frequency on London Road and good service provision on Bohemia Road
Hastings	Hollington	69.0%	Very high bus service frequency throughout
Hastings	Old Hastings	69%	Good level of bus service in East Hill area and Old Town within walking distance of town centre and library
Hastings	Ore	69.8%	High bus service frequency throughout
Hastings	Silverhill	72.8%	Very high bus service frequency on London Road
Hastings	Tressell	62.8%	Good level of service on Mount Pleasant Road and Priory Road
Hastings	Wishing Tree	65.2%	Very high bus frequencies on Blackman Avenue and Battle Road
Lewes	Lewes Bridge	69.9%	Good daytime bus service in South Malling while the south of the ward is within walking distance of the library
Lewes	Lewes Castle	70.1%	Daytime bus service in Landport while the south of the ward is within walking distance of the library
Lewes	Lewes Priory	76.4%	Frequent bus service on Brighton Road/Western Road while eastern part of the ward is within walking distance of town centre and library
Newhaven	Denton & Meeching	77.2%	Much of ward is within walking distance of the library; outer areas served by two-hourly daytime bus service
Newhaven	Newhaven Valley	69.8%	Much of ward is within walking distance of the library; outer areas have access to frequent services on Brighton Road and two-hourly daytime bus service on Lewes Road
Peacehaven	Peacehaven West	72.8%	Good level of service on Brighton Road and Sutton Avenue
Seaford	Seaford Central	68.8%	Most of ward is within walking distance of the library
Seaford	Seaford South	75.8%	Daytime bus service on Sutton Avenue while western part of ward is within walking distance of the library
Bexhill	Central	56.6%	Most of ward is within walking distance of the library
Bexhill	Bexhill Old Town	76.7%	Good level of bus services to Bexhill town centre

Town	Ward	Car ownership	Comments
Bexhill	Sackville	64.9%	Western part of ward is within walking distance of the library; daytime bus services on key corridors
Bexhill	Sidley	71.8%	Daytime bus service on Ninfield Road
Rye	Rye	72.1%	Much of ward is within walking distance of the library; daytime bus services serve Tilling Green and Rye Road (Playden)
Hailsham	Hailsham East	71.7%	Most of ward is within walking distance of the library
Polegate	Polegate North	76.1%	Western part of ward is within walking distance of the library; good bus services on Pevensey Road/Dittons Road Rail access to Eastbourne
Polegate	Polegate South	74.9%	Most of ward is within walking distance of the library; frequent bus services to Hailsham and Eastbourne Rail access to Eastbourne

2.12 As Table 2.1 shows, the only wards in East Sussex where car ownership is below the county average are in urban areas where walking distances to local libraries are generally low and where alternative bus and train service provision exists, often at a high frequency.

3 Travel Time Research

Introduction

- 3.1 In this chapter, published research is reviewed to establish how long people typically spend travelling to access library services. There is limited data available that is specifically related to travel patterns associated with library visiting. However, the National Travel Survey (NTS) provides data on travel time by journey purpose.

Travel Time by Journey Purpose

- 3.2 Data from the National Travel Survey (NTS)² has been used to identify average journey times by different trip purposes and this data is summarised in Table 3.1. It should be noted that the data relates to average travel times, which means that a proportion of respondents will have trip durations in excess of the average.

Table 3.1: Average Travel Times (Minutes) by Journey Purpose in Great Britain

Purpose	Average Trip Duration (minutes)
Commuting	29
Business	42
Education	22
School run	14
Shopping	18
Other escorted trips	17
Personal business	20
Visiting friends at private home	27
Visiting friends at private elsewhere	23
Entertainment/public activity	24
Sport: participate	20
Day trip	33
Other, including just walk	24
All purposes	24
Unweighted sample size:	
Individuals	16,491
Trips (000s)	280

² National Travel Survey 2014, Table 0406, Average trip time by trip purpose: England, 1995/97 to 2014

3.3 Table 3.1 shows that average trip durations range from 14 minutes for school run to 42 minutes for business travel. The majority of trip purposes have travel times in the range 17 to 24 minutes and the overall all-purpose average is 24 minutes.

3.4 The category of personal business is of particular relevance as it specifically includes visits to libraries. Personal business is defined as³:

“visits to services, e.g. hairdressers, launderettes, dry-cleaners, betting shops, solicitors, banks, estate agents, libraries, churches; or for medical consultations or treatment; or for eating and drinking, unless the main purpose was entertainment or social.”

3.5 The average trip duration for personal business is 20 minutes. Recognising that this is an average value and not a maximum, and that the all-purpose average is slightly higher at 24 minutes, this research suggests that it would appear reasonable to use a target of 20 to 25 minutes for the majority of people to access a library.

³ National Travel Survey 2014: Notes and Definitions- Page 10

4 Travel Time Parameters in East Sussex

Introduction

- 4.1 In this chapter, the travel time parameters identified in the previous chapter are applied to the East Sussex library network, to build a picture of the catchment areas within a reasonable travel time of each library.
- 4.2 The results of the analysis for car travel time catchments for the current library network are shown in Figures 4.1a to 4.1f. Figures 4.2a to 4.2f show the equivalent public transport travel time catchments.
- 4.3 The methodology used to determine these plots is set out in the next section.

Methodology

Car

- 4.4 The car travel times shown in the figures are based on actual observed average car journey times between 10:00 and 16:00 on a weekday. The data source is “HERE” data, previously known as Navteq.
- 4.5 “HERE” travel times are based on billions of multiple-year vehicle speed observations, gathered using GPS and Bluetooth signals from in-vehicle sat-nav devices and mobile phones. Data is gathered for the time taken to travel across each link in the highway network and to pass through each junction; a link is a section of road between two junctions. Each analysis is based only on roads that are traversable by car and includes information on restricted junctions, overpasses and underpasses so that connections between roads are only made at viable junctions.
- 4.6 The data is then averaged for 15-minute time intervals throughout the day and a combined off-peak average, known as the “core road speed timing” is also produced. This is based on all observations between 10:00 and 16:00 on all weekdays over a five-year period and thus includes, for example, school days and school holidays, good weather and bad, light and heavy traffic conditions, and all other situations that can affect driving speeds. The core road speed timing has been used to prepare the plots in this chapter.
- 4.7 To calculate travel time between two points, HERE adds up the average times for each link and junction that would be involved in making the journey and then presents the total.
- 4.8 To derive the 10, 20 and 30-minute travel time contours shown in the figures the HERE data have been analysed using TRACC accessibility software to plot the distances that can be traversed. As stated above, this is based on the average of actual observed trips made between 10:00 and 16:00 on a weekday.

- 4.9 We believe that HERE data is the best and most appropriate analysis to derive average off-peak car travel times as it is based on a massive dataset of actual observations. HERE is owned by Audi, BMW and Daimler and is supported by Microsoft and Nokia who are both former owners of the company. The data is the standard used across the transport industry and is used within all ESRI, Citilab and Mapinfo inhouse isochronal analysis tools.
- 4.10 To validate the accuracy of these calculated journey times by car, a sample of routes have been driven. Thirty routes between libraries and varied locations across the county were tested of which 27 (90%) were within the mapped average journey times. Each of these 30 routes was tested at least 3 times in each direction, at varying times throughout the day. 86% of these individual trips were completed within the mapped average journey times.

Public Transport

- 4.11 The public transport travel times shown in the figures are derived from published bus and rail timetables as at April 2016 and are based on travel on a Wednesday between 10:00 and 14:00. Wednesday has been chosen to represent a typical weekday and the analysis gives a conservative picture of access via public transport on any weekday. Most services that run between these times will also be available at other times of the day and on other weekdays. A small number of less frequent services only run outside of these hours or on days other than Wednesdays. These services therefore will not be shown in the figures, and as a result the accessibility of libraries by public transport will be slightly greater than is shown in the analysis, although not significantly so.
- 4.12 Where a public transport journey involves changing buses or trains, or changing between bus and train, an interchange allowance of 5 minutes has been included.
- 4.13 To complete the total journey time, a walk speed of 5 km per hour has been applied away from each bus stop or rail station. The total distance that can be travelled by public transport and walking in a 30-minute time frame has then been plotted.

4.14 Library Catchment Areas

Figure 4.1a Actual Observed Average Off-Peak (1000-1600) Car Travel Time Catchment (Crowborough Area & NW)

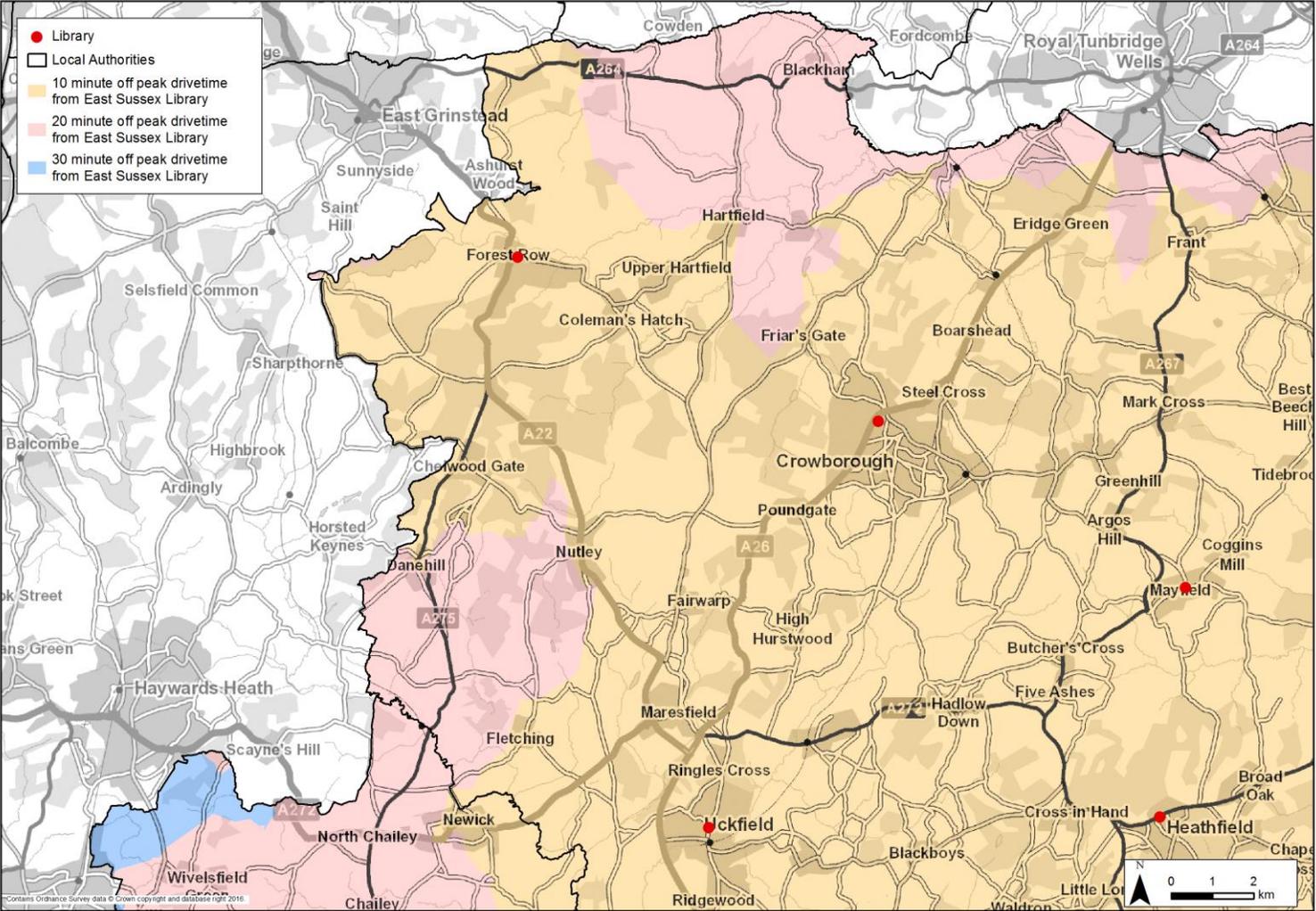


Figure 4.1b Actual Observed Average Off-Peak (1000-1600) Car Travel Time Catchment (Wadhurst Area & NE)

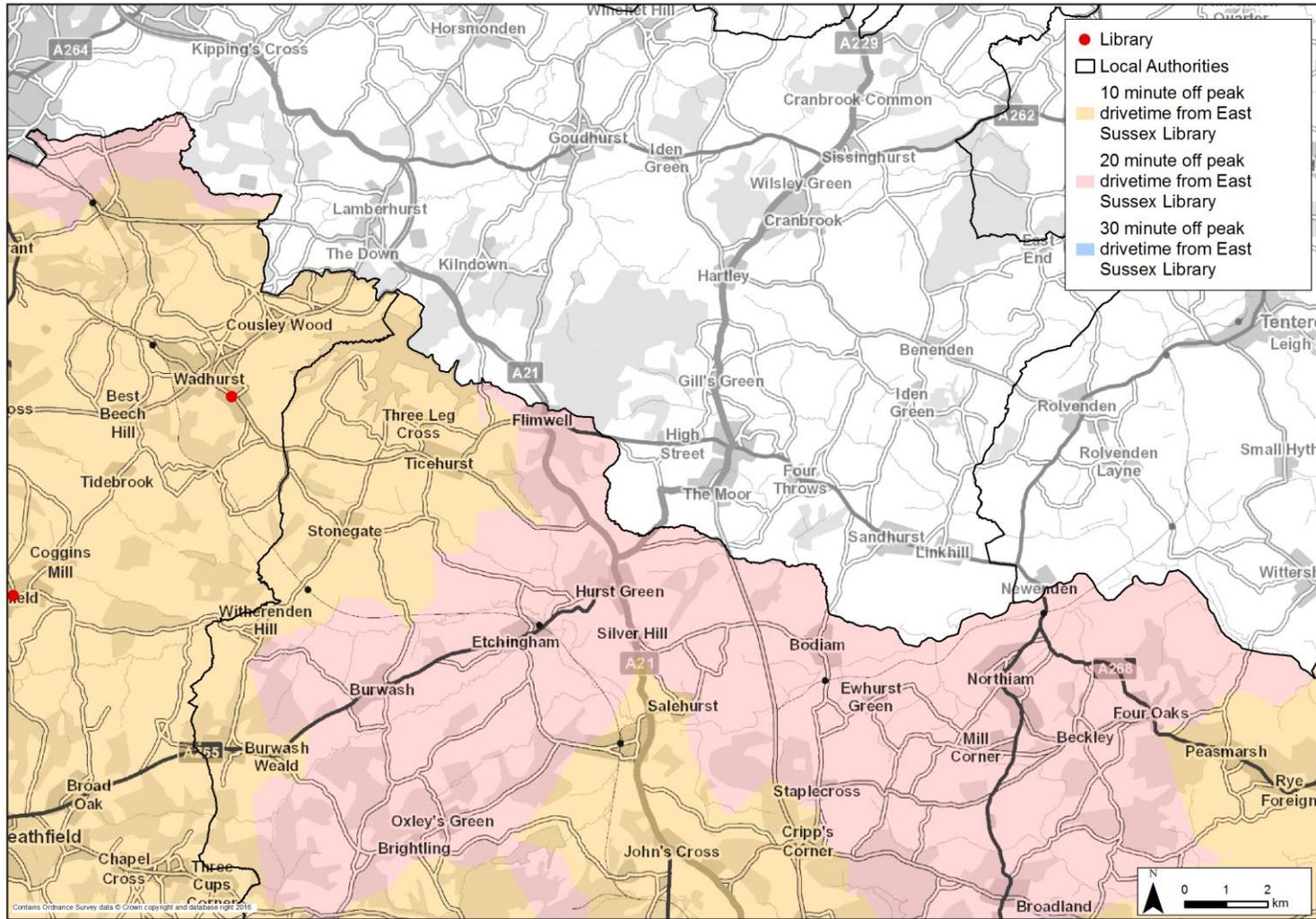


Figure 4.1c Actual Observed Average Off-Peak (1000-1600) Car Travel Time Catchment (Lewes Area & SW)

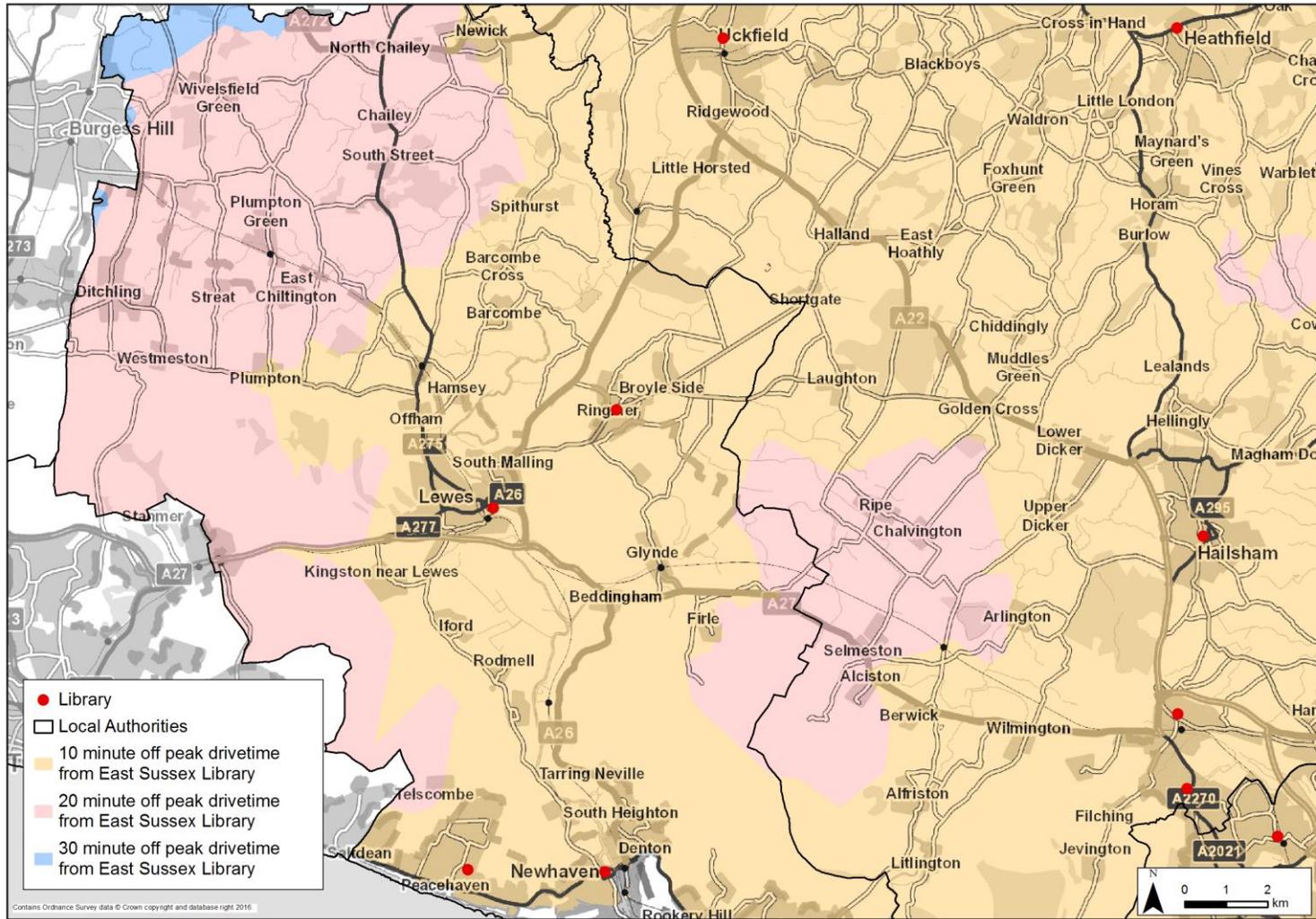


Figure 4.1d Actual Observed Average Off-Peak (1000-1600) Car Travel Time Catchment (Eastbourne Area & South)

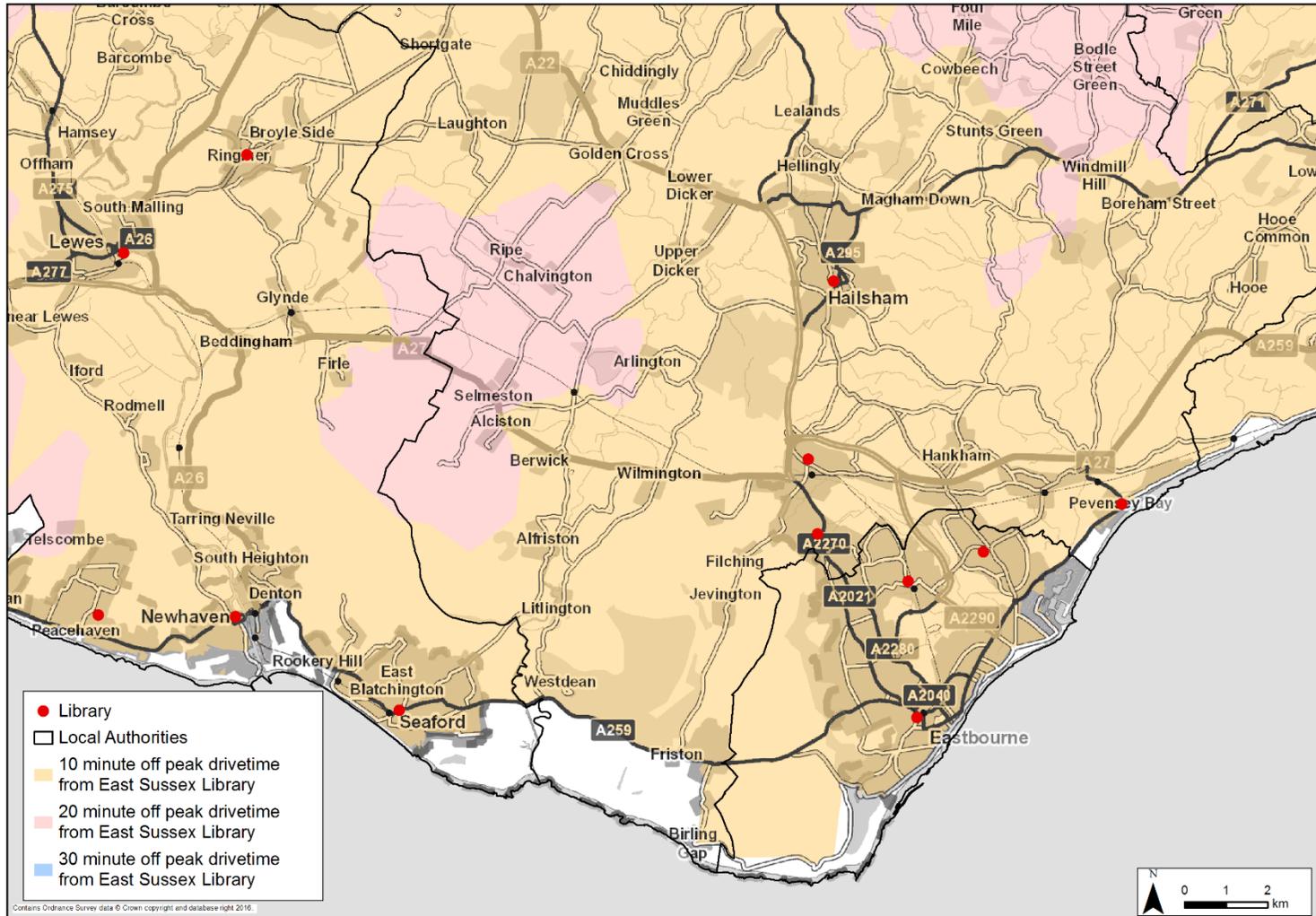


Figure 4.1e Actual Observed Average Off-Peak (1000-1600) Car Travel Time Catchment (Hastings, Bexhill Area & SE)

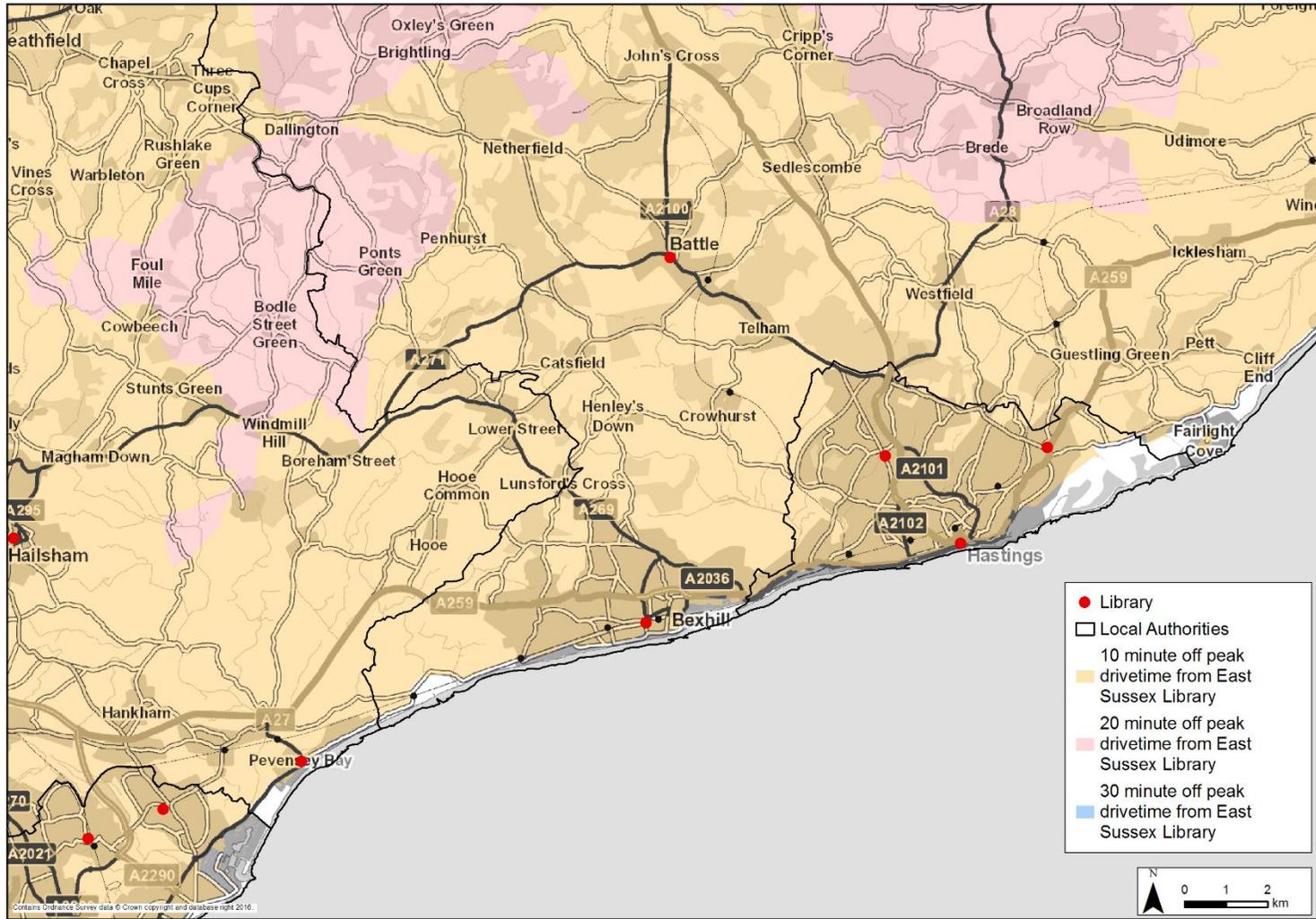


Figure 4.1f Actual Observed Average Off-Peak (1000-1600) Car Travel Time Catchment (Hastings, Rye & East)

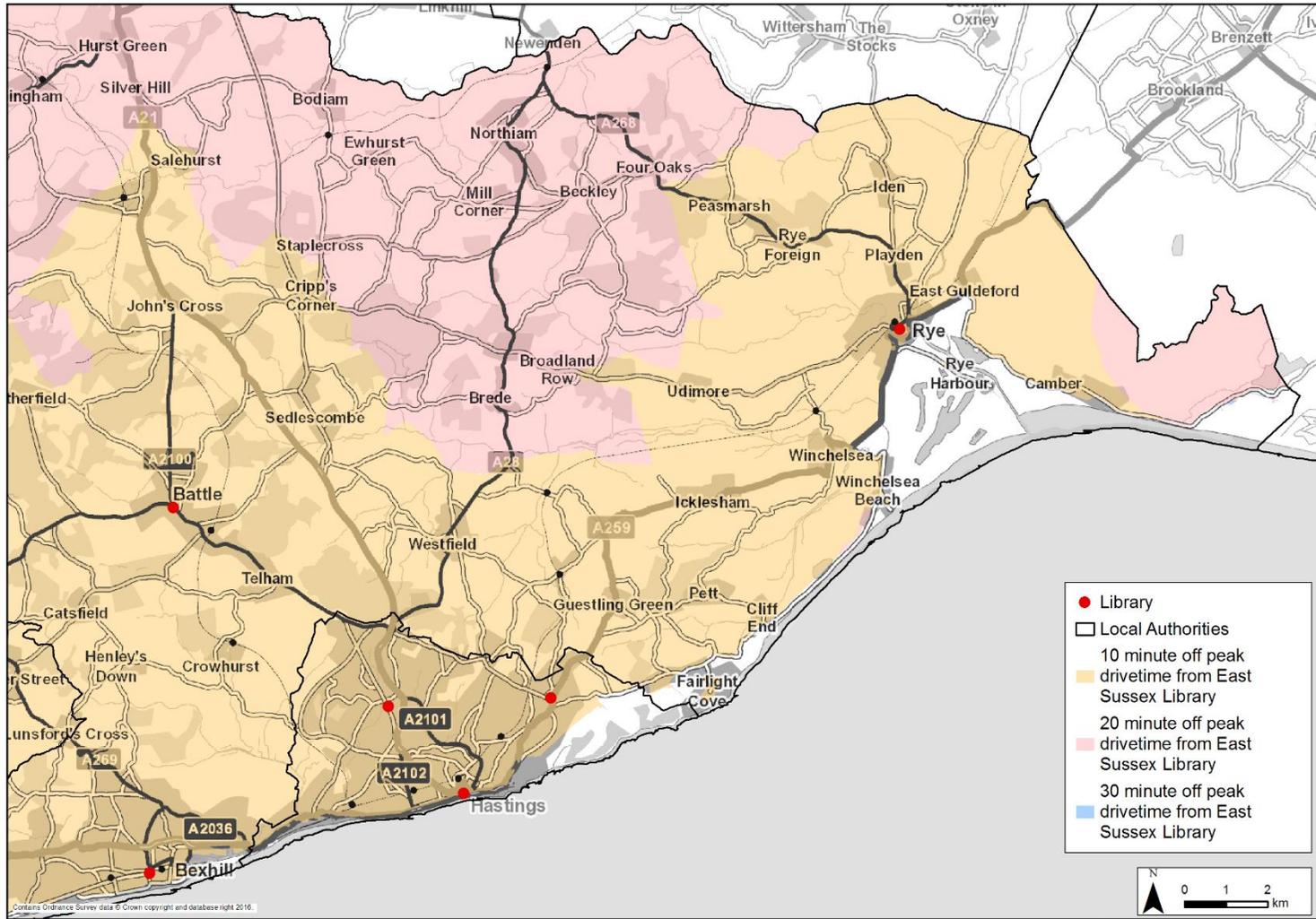


Figure 4.2b Off-Peak (1000-1600) Public Transport Travel Time Catchment (Wadhurst Area & NE)

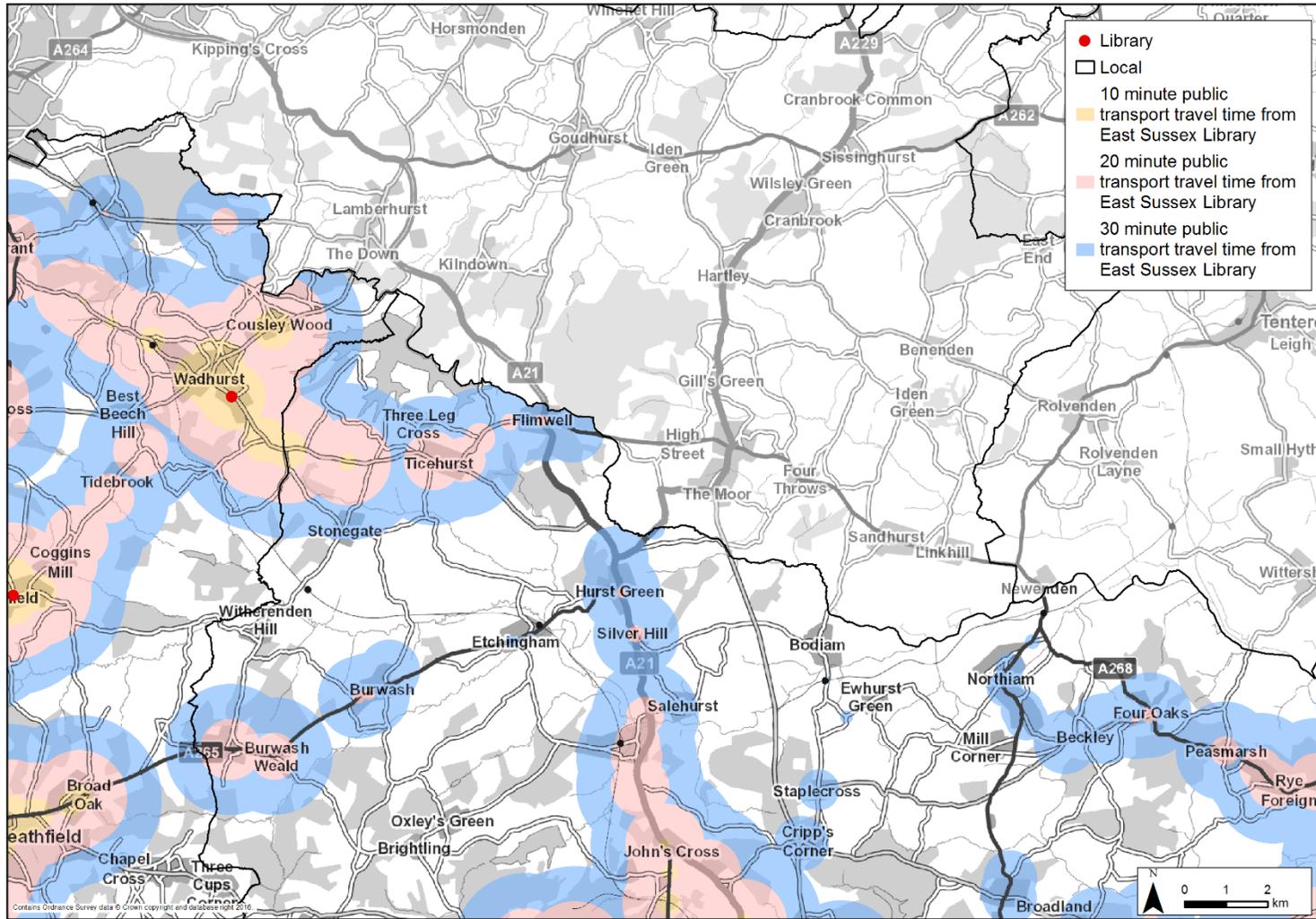


Figure 4.2d Off-Peak (1000-1600) Public Transport Travel Time Catchment (Eastbourne Area & South)

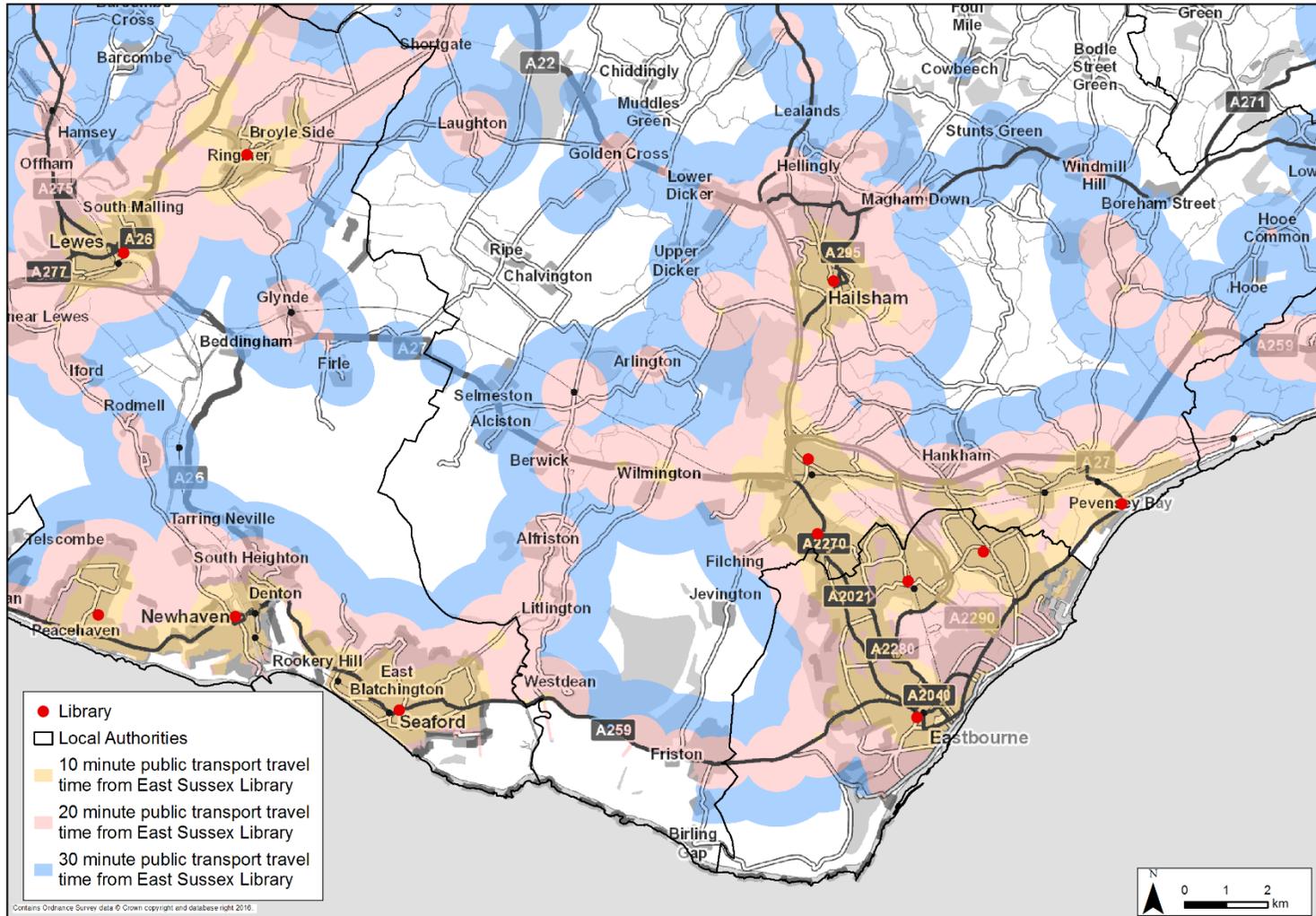


Figure 4.2e Off-Peak (1000-1600) Public Transport Travel Time Catchment (Hastings, Bexhill Area & SE)

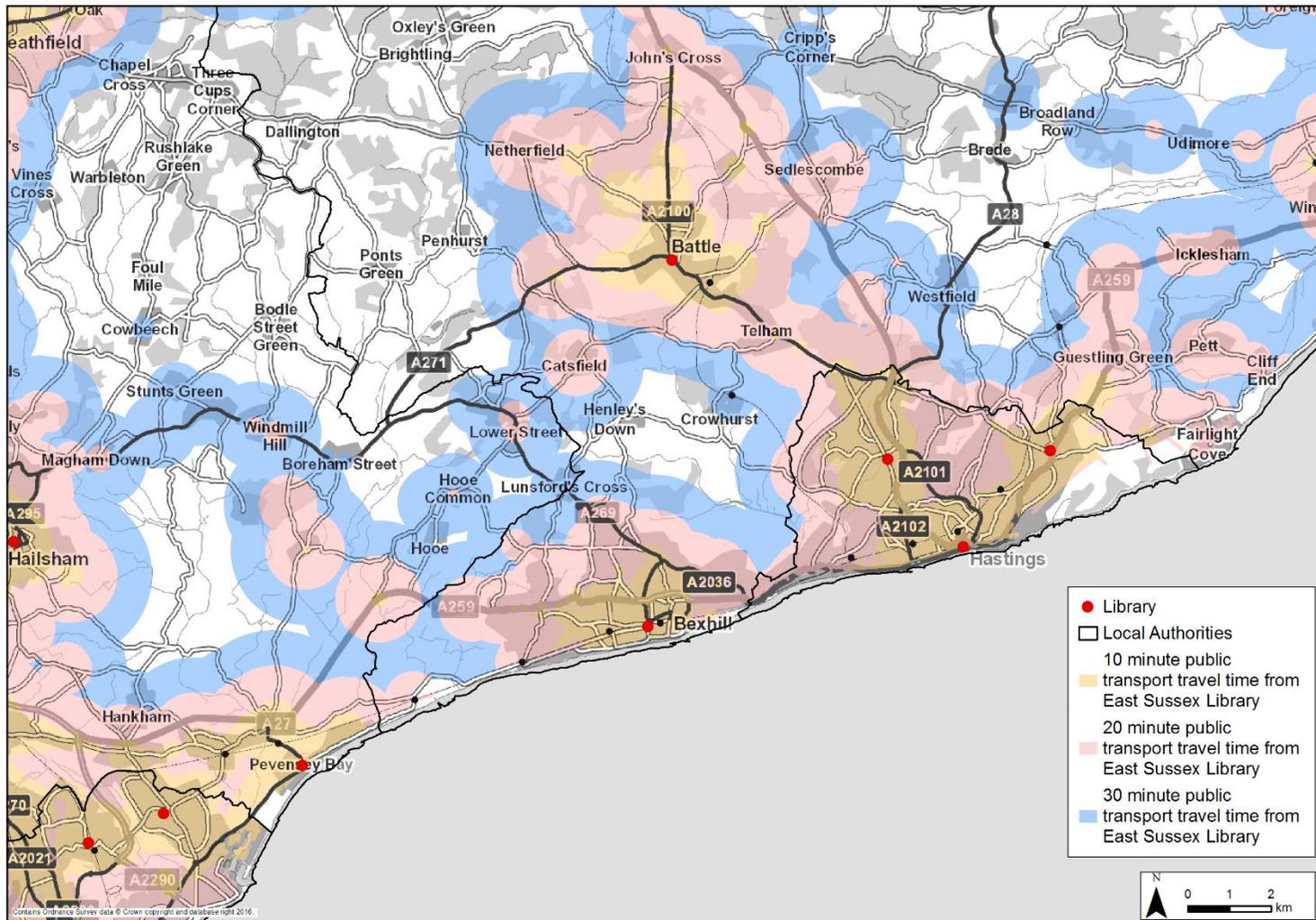
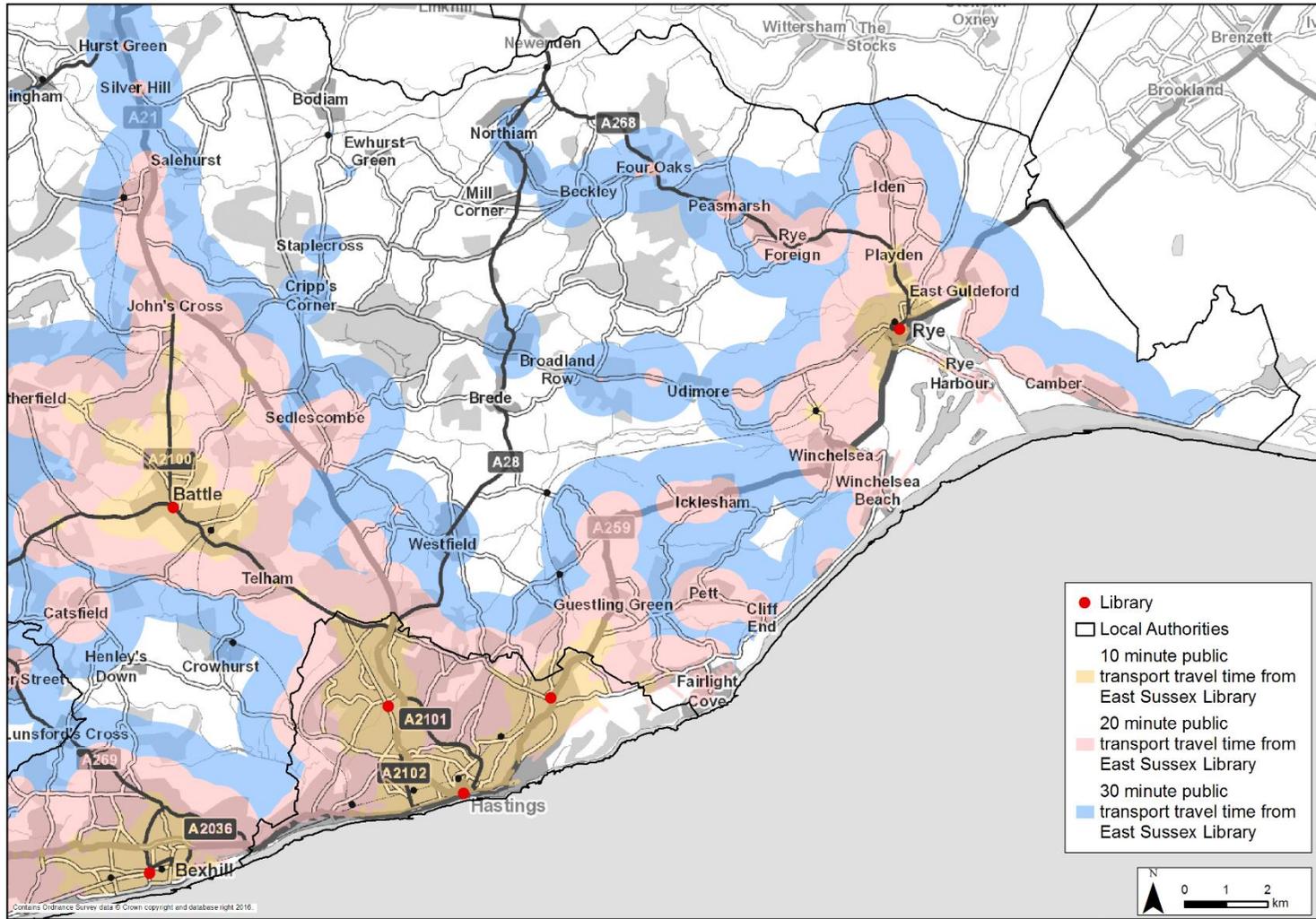


Figure 4.2f Off-Peak (1000-1600) Public Transport Travel Time Catchment (Hastings, Rye & East)



Population accessibility to East Sussex libraries

- 4.15 Using the accessibility data which have been mapped above, the percentage of the population of East Sussex within a 10, 20 and 30 minute drive of one of the 24 East Sussex libraries, and the percentage of the population within the same journey times of either an East Sussex library or a mobile library stop have been calculated. The same calculations have been undertaken for public transport journey time. The results are shown in Tables 4.1 and 4.2.
- 4.16 Table 4.1 shows that 94.2% of the population of East Sussex currently live within a 10 minute car journey time of one of the 24 East Sussex libraries. This increases to 99.9% of the population for car journey times up to 20 minutes. No-one in East Sussex, according to our calculations, currently has a journey time by car in excess of 30 minutes to get to one of the 24 East Sussex libraries.
- 4.17 For public transport, 58.4% of the population of the county lives within a 10 minute journey time of an East Sussex library. This figure rises to 89.1% for journey times up to 20 minutes, and just over 96% of the population of the county lives within a journey time of 30 minutes by public transport to one of the 24 East Sussex libraries.
- 4.18 Table 4.1 shows that 16.3% of the population of the county lives within a 10 minute walk of an East Sussex library. This figure rises to 48.6% for walking times up to 20 minutes and 75.3% within a 30 minutes' walk of a library. According to our calculations, 24.7% of the population of East Sussex has a journey time by foot of in excess of 30 minutes. Our calculations are based on a presumed walking speed of 5km per hour. It is acknowledged that speeds vary, especially for some older people and people with limited mobility.

Table 4.1 Percentage of East Sussex population within different journey times of an East Sussex library

	Car			Public Transport			Walking		
Journey time (minutes)	0 – 10	10 – 20	20 – 30	0 – 10	10 – 20	20 – 30	0 – 10	10 – 20	20 – 30
East Sussex population within journey time ⁴	496,817	29,982	722	307,975	161,783	37,461	86,113	170,113	140,967
Percentage	94.2%	5.7%	0.1%	58.4%	30.7%	7.1%	16.3%	32.2%	26.7%
Cumulative East Sussex population within journey time	496,817	526,799	527,521	307,975	469,758	507,219	86,113	256,226	397,193
Cumulative percentage	94.2%	99.9%	100%	58.4%	89.1%	96.2%	16.3%	48.6%	75.3%

⁴ 2011backcast from Micromarketer

Table 4.2 Percentage of East Sussex population within different journey times of an East Sussex library or a mobile library stop

Journey time (minutes)	Car			Public Transport			Walking		
	0 – 10	10 – 20	20 – 30	0 – 10	10 - 20	20 – 30	0 – 10	10 – 20	20 – 30
East Sussex population within journey time ⁵	527,108	413	0	380,428	131,466	12,448	119,851	180,616	160,338
Percentage	99.9%	0.1%	0%	72.1%	24.9%	2.4%	22.7%	34.2%	30.4%
Cumulative East Sussex population within journey time	527,108	527,521	527,521	380,428	511,894	524,342	119,851	300,467	460,805
Cumulative percentage	99.9%	100%	100%	72.1%	97%	99.4%	22.7%	57%	87.4%

⁵ 2011backcast from Micromarketer

- 4.19 Table 4.2 shows that 99.9% of the population of East Sussex currently live within a 10 minute car journey time of either an East Sussex library or a mobile library stop. This increases to 100% of the population for car journey times up to 20 minutes. No-one in East Sussex, according to our calculations, currently has a car journey time in excess of 20 minutes to get either to one of the 24 East Sussex libraries or a mobile library stop.
- 4.20 For public transport, 72.1% of the population of the county lives within a 10 minute journey time of an East Sussex library or a mobile library stop. This percentage rises to 97% for public transport journey times of up to 20 minutes, and rises again to 99.4% of the population who live within a 30 minute journey time of an East Sussex library or a mobile library stop.
- 4.21 Table 4.2 shows that 22.7% of the county is within a 10 minute walk of an East Sussex Library or a mobile library stop. This increases to 57% of the population for walking times up to 20 minutes and 87.4% within a 30 minutes' walk of a library. According to our calculations, 12.6% of the population of East Sussex has a journey time by foot of in excess of 30 minutes to an East Sussex library or a mobile library stop.

5 Current Travel to the Library Service

Introduction

- 5.1 The figures in the previous chapter show the theoretical catchment areas for the Library and Information Service, based on observed and actual journey times. It is interesting to note, however, that people's actual behaviour is more varied and that some users travel greater distances and access libraries that are not the nearest to their home address. This chapter therefore considers current actual use of the Library Service.
- 5.2 The analysis considers both "registered" and "active" users of the service. Registered users are those residents who either joined the Library and Information Service in the last two years or existing users who have re-registered with the Council to gain access to the service – currently library memberships expire after two years, but the County Council is in the process of changing this to make them permanent. Active users are a sub-set of registered users, consisting of those people who have borrowed an item at least once in the past twelve months.
- 5.3 The analysis is based on anonymised data.

Geographic Distribution of Users

- 5.4 Maps showing the home address distribution of registered users of each library are contained in Appendix A and of active users in Appendix B. Some of the notable results are:
- Main libraries have a not unexpectedly wide distribution of both registered and active users. Both Eastbourne and Hastings have active users resident in each other's towns, and Lewes has a catchment extending to the border with West Sussex as well as into Eastbourne and Hailsham.
 - Suburban libraries in Eastbourne and Hastings attract active users from the other major coastal town, e.g. Hampden Park with users resident in Bexhill and Hastings, and Hollington with users in Eastbourne
 - Considerable overlap in catchment of users in Newhaven, Peacehaven and Seaford including active users resident in Bexhill and Hailsham
 - Hailsham and Heathfield libraries have a wide spread of users throughout much of the county and both have active users in the other town
 - A number of other libraries have instances of users based some distance from the library, e.g. Battle library with registered users in Ticehurst and Wadhurst, Bexhill library with registered and active users in Hailsham and Seaford, and Uckfield library with active users in Lewes, Hailsham, Wadhurst.

5.5 This analysis shows that it is not simply distance and travel time that is the sole determinant of users' choice of library and clearly there are also other factors in play. While there is no definitive research that quantifies the impact of these other factors, some likely influences are:

- Work location – it may be more convenient for some people to visit a library near their place of work, rather than near their home
- Trip linking – some people may combine a visit to the library with a trip for another purpose, such as shopping or leisure activity
- The availability of a public transport route may make a library which is further away more accessible than a geographically closer one
- Family location – some people may spend time at a family member's home, visiting, child minding or caring and may prefer to visit a nearby library
- Personal preference – more modern, better appointed or larger libraries with more facilities may appeal to some people.

6 eLibrary Service Accessibility

Introduction

- 6.1 In addition to the physical libraries provided by the Council, including the mobile library service, the eLibrary service provides another means of accessing library services via the internet, 24 hours per day. The eLibrary offer includes the ability to access to the library catalogue, reserve items and renew loans, and download eBooks, eAudiobooks and an extensive range of eMagazines, as well as accessing online reference materials.
- 6.2 Part of the Library and Information Service's information offer is the ECSIS website, which is a news and information portal for East Sussex and Brighton and Hove residents, funded by both authorities. Over 7,500 organisations are listed and the information is easily navigable. It is a signposting service and is constantly updated, and also includes an events listing facility. The eLibrary and ESCIS can be accessed at home via a broadband connection, or 'on the go' via a mobile device.
- 6.3 Use of the internet has grown rapidly in recent years. Paragraph 4.3.2 of the Needs Assessment describes the increase in household internet access in Great Britain. In 2016, the internet was used daily or almost daily by 82% of adults (41.8 million), compared with 78% (39.3 million) in 2015 and 35% (16.2 million) in 2006⁶. In a statistically significant survey of East Sussex residents carried out in 2017, 90% of residents use the internet⁷.
- 6.4 Despite the high proportion of residents who are now online, it is recognised that barriers do still exist for some residents, including a combination of the affordability of devices and broadband or mobile data packages to access these digital services, as well as a lack of skills or confidence to use devices and navigate around the internet, doing things like downloading apps and electronic content. To a limited extent, access to broadband infrastructure also plays a part, though this is much less of an issue now that all of the county has broadband coverage. This analysis has considered these three factors and builds on the findings of the Needs Assessment.
- 6.5 Information on internet access at a household or individual level is not publicly available. For the purposes of this assessment of understanding how accessible the eLibrary's digital services are to residents of East Sussex, we have selected a number of indicators that are likely to most closely represent people's ability to afford a home broadband connection or a mobile data package and the necessary device to connect to the internet. We have also selected indicators of adult skills levels and the age of the population, as both of these are likely to be factors which have a bearing on whether people know how to use the internet and the technology to access it.

⁶

<https://www.ons.gov.uk/peoplepopulationandcommunity/householdcharacteristics/homeinternetandsocialmediausage/bulletins/internetaccesshouseholdsandindividuals/2016>

⁷ East Sussex Annual Resident's Survey, East Sussex County Council, 2017

Affordability

- 6.6 Figure 6.1 shows the most deprived areas of East Sussex, based on a measure of the proportion of the working-age population in an area involuntarily excluded from the labour market. Those areas highlighted on the map are ranked within the 25% most deprived areas of England and Wales.
- 6.7 The areas of highest deprivation highlighted in Figure 6.1 suggest where residents may be less able to access our digital services due to affordability. They are located in proximity to the main towns of Rye, Hastings, Bexhill, Eastbourne, Newhaven, Peacehaven, Lewes and Hailsham, where residents have access to library buildings and People's Network computers.

Digital skills

- 6.8 This analysis has assessed those who may be less able to access our digital services due to a skills deficit, for example due to low levels of literacy. The data presented in Figure 6.2 show those areas of the county where education deprivation among adults is ranked within the 25% most deprived areas of England and Wales.
- 6.9 Many of these areas coincide with the areas of income and employment deprivation shown in Figure 6.1, namely areas around Rye, Hastings and Eastbourne. Some residents in these areas may lack the basic digital skills required to access our eLibrary services independently and may require access to a library building to use the resources available. Staff in libraries can help people access the resources they need, and both staff and computer buddies volunteers in libraries can help people who lack digital skills to get online.
- 6.10 Age is a factor in people's level of digital skills and therefore of use of the internet. According to the Office for National Statistics survey *Internet users in the UK: 2016*⁸ 74% of people aged 65-74 had used the internet in the past three months. This figure was only 39% for people aged 75 and over. Two thirds of women over 75 have still never used the internet.
- 6.11 However, the percentage of recent internet users (i.e. used in the previous three months) among 65-74 year olds increased by 69% since 2011. Among those aged 75 and over it has nearly doubled since 2011. Women aged 75 and over had seen the largest rise in recent internet use, up 169% from 2011, although this still accounts for only one third of all women over 75. The proportion of adults aged 75 years and over who had never used the internet decreased from 76% in 2011 to 57% in 2016.
- 6.12 Figure 6.3 shows the distribution of the population of East Sussex aged over 65. This indicates areas of the county where people may be less able to

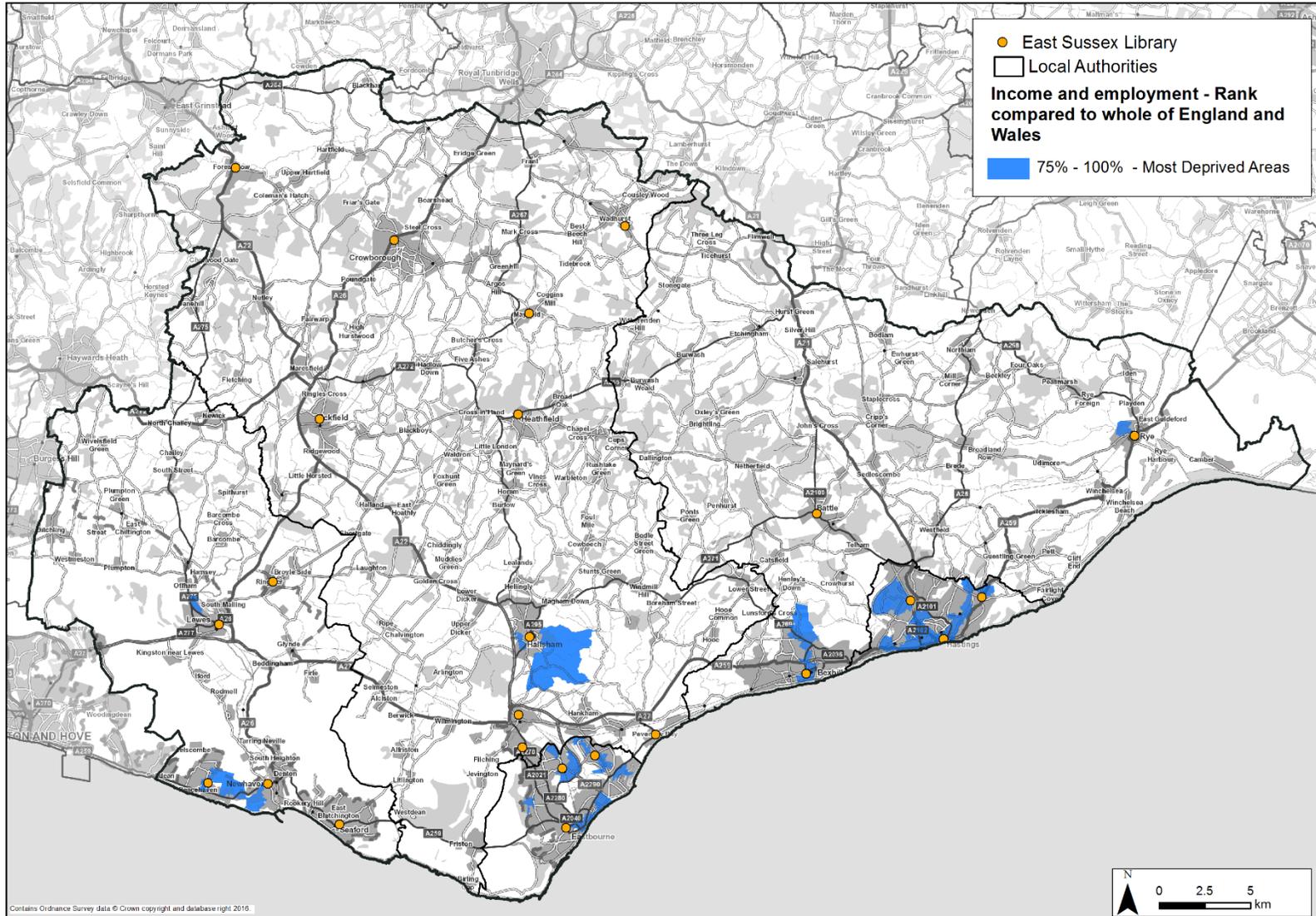
⁸ <https://www.ons.gov.uk/businessindustryandtrade/itandinternetindustry/bulletins/internetusers/2016#recent-internet-use-is-on-the-increase-for-those-aged-65-and-over>

access our digital services because they do not use the internet. It can be seen that the highest density of population aged 65 and over is around the coastal towns of Hastings, Bexhill, Eastbourne, Seaford and Peacehaven. There are also higher concentrations of residents aged 65 and over in and around the towns of Crowborough, Heathfield, Uckfield, Hailsham and Lewes.

Digital infrastructure

- 6.13 The Government's subsidised better broadband scheme, launched in December 2015, has ensured residents and businesses nationally have access to at least 2mbps. Furthermore, government proposals for a broadband Universal Service Obligation will mean that, potentially, by 2020 households will have the right to request speeds of up to 10mbps. This, together with continuing private sector investment in both fixed and mobile broadband, suggests that digital exclusion due to lack of infrastructure will continue to decrease in the coming years.
- 6.14 The majority of digital transactions do not need high speeds and can be carried out via "first generation" broadband, however the Council's 'eSussex' project is currently funding the rollout of superfast broadband to improve connectivity to those who choose to use it in areas where it would not otherwise be commercially provided.
- 6.15 In a recent survey of East Sussex residents carried out between January and February 2017, 82% of internet users were reported to use mobile devices to get online, compared to 72% using tablets and 66% using desktops or laptops. The increased use of mobile devices has improved access to our digital services on the go.

Figure 6.1 Deprivation – Income and Employment



6.1 Deprivation – Income and Employment

Indicator
 ID 2015, Income and employment domains – by super output area.

Data source
 2015

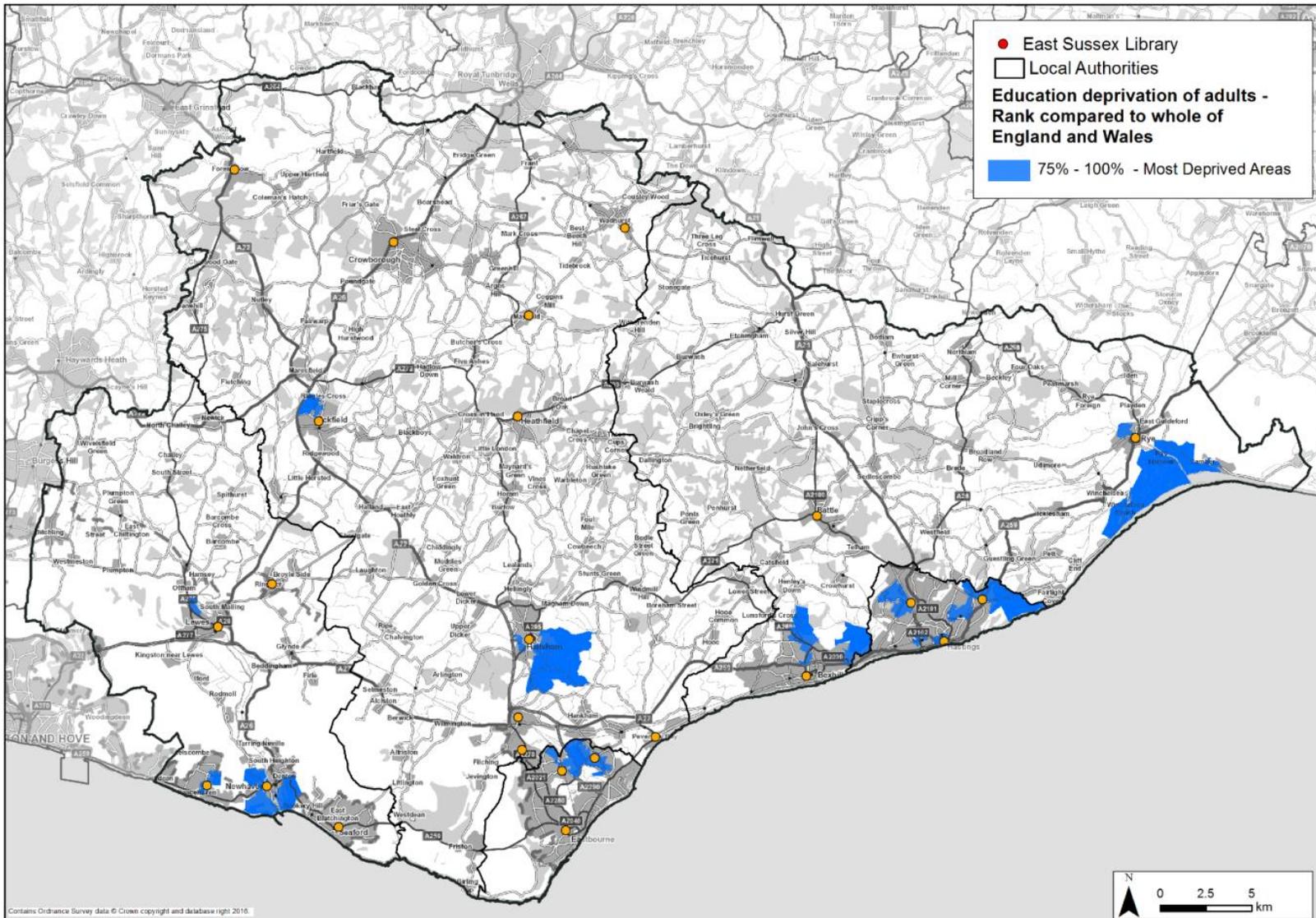
Description/Definition

The Employment Deprivation Domain measures the proportion of the working-age population in an area involuntarily excluded from the labour market. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities. The indicators used are:

- Claimants of Jobseeker's Allowance (both contribution-based and income-based), women aged 18 to 59 and men aged 18 to 64
- Claimants of Employment and Support Allowance (both contribution-based and income-based), women aged 18 to 59 and men aged 18 to 64
- Claimants of Incapacity Benefit, women aged 18 to 59 and men aged 18 to 64
- Claimants of Severe Disablement Allowance, women aged 18 to 59 and men aged 18 to 64
- Claimants of Carer's Allowance, women aged 18 to 59 and men aged 18 to 64.

Format
 Data shows most deprived quartile.

Fig 6.2 Education deprivation of adults



6.2 Education deprivation of adults

Indicator
 ID 2015, Education, skills and training domain – by super output area. Adult skills sub-domain

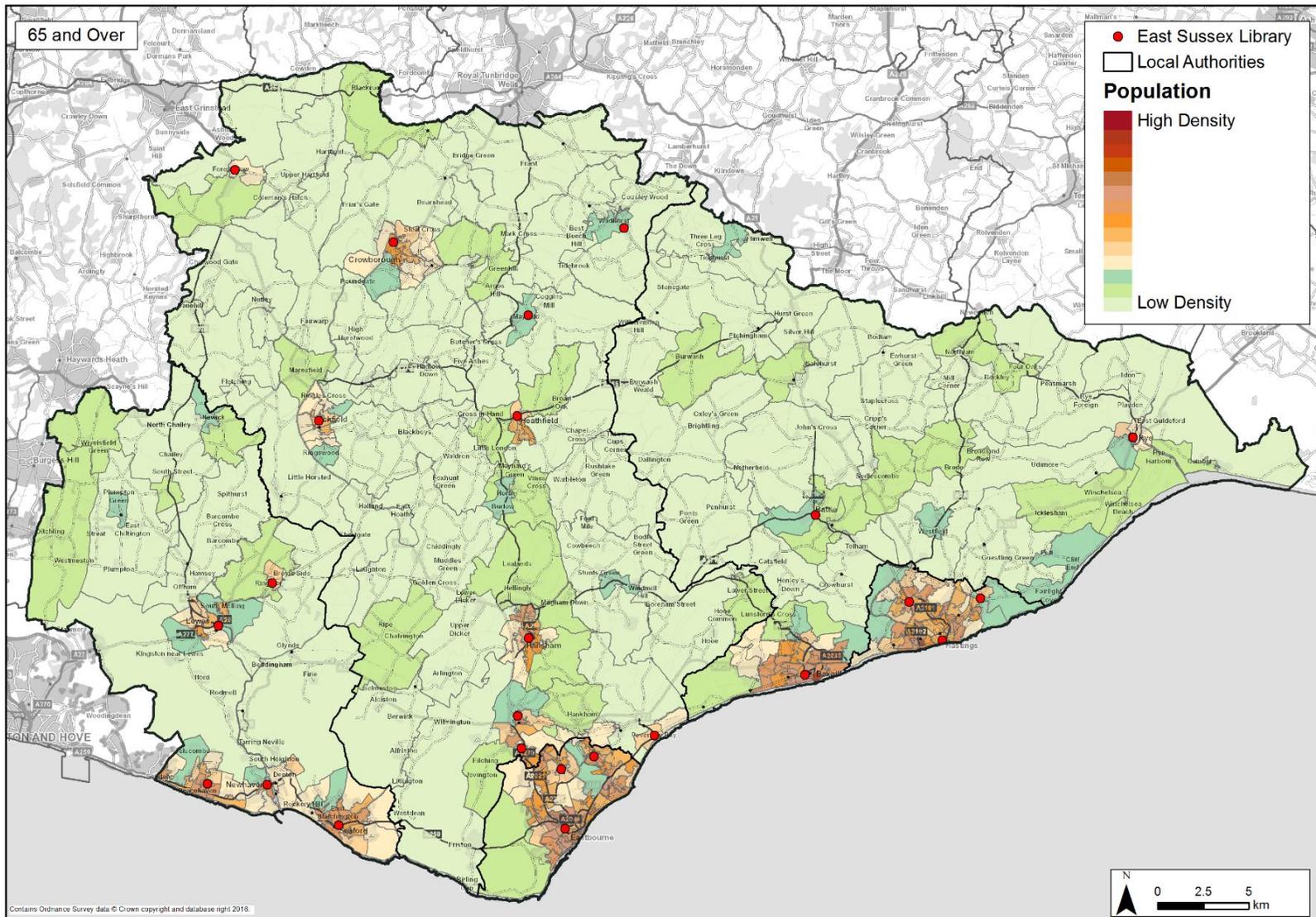
Data source
 2015

Description/Definition
 This dataset shows the results from the Indices of Deprivation 2015 (ID 2015) for the Education, skills and training domain. It is one of the seven separate domains that are brought together to form the Index of Multiple Deprivation 2015 (IMD 2015). The 'Adult skills' sub-domain is based on two indicators:

- the proportion of women aged 25-59 and men aged 25-64 with no or low qualifications; and
- The proportions of these who cannot speak English well or at all.

Format
 Shows information for the most deprived quartile, compared to the whole of England and Wales.

Fig 6.3 Distribution of population aged 65 and over



Population - 65 and Over

Indicator

Population estimates by age and gender by super-output area

Data source

ONS 2015

Description/Definition

Data are available by broad and detailed (mostly 5-year) age groups and single year of age for all geographies from 2012 onwards. The mid-year population estimates are produced by the Office for National Statistics (ONS) by ageing on the population of the previous year and by adjustments to reflect actual counts of births, deaths and migration during the year.

The population estimates for mid-2002 to mid-2010 have been revised by ONS to bring them into line with the official mid-2011 estimates, which are based on the 2011 Census estimates of the usually resident population, plus population change between Census Day (27 March) and 30 June 2011.

Format

Shows numerical information by super-output area.

7 Conclusions

- 7.1 The Library and Information Service comprises both the physical infrastructure that people can use (e.g. library buildings and the services available within them) and the digital services that people can access online without having to visit the library, such as reserving and renewing items, downloading eBooks and eMagazines, and accessing online reference materials and information resources).
- 7.2 The prime purpose of the Accessibility Analysis is three-fold:
- a. To determine reasonable travel time parameters for the majority of residents to access library services and analyse the proportion of the population within the county who have access to a library within these parameters
 - b. To understand how residents currently travel to/access the Library and Information Service.
 - c. To determine the accessibility of the East Sussex Library and Information Service in terms of the ability of residents to access its digital services.
- 7.3 The findings of the Accessibility Analysis, combined with the findings of the Needs Assessment and Gap Analysis will enable the County Council to identify the needs-based library provision (both physical and digital) required to deliver the identified Strategic Outcomes and meet the Council's statutory duty to provide a "comprehensive and efficient" service.

Transport Access

- 7.4 For the current library service provision, accessibility software has been used to identify the areas within a 10, 20 and 30 minute travel time of each library by car, public transport and walking.
- 7.5 Published research has also been reviewed to establish how long people typically spend travelling to access library services. There is limited data available that is specifically related to travel patterns associated with library visiting. However, the National Travel Survey shows that the majority of trip purposes have travel times in the range 17 to 24 minutes and the overall all-purpose average is 24 minutes. The category of "personal business" specifically includes visits to libraries. The average trip duration for personal business is 20 minutes. This research suggests that reasonable travel time parameters for the majority of residents to access library services is 20 to 25 minutes by car or public transport.
- 7.6 Accessibility mapping software shows that, despite the fact that East Sussex is a rural county, the Library and Information Service has very high levels of

physical accessibility to libraries. Everyone in East Sussex lives within a 20 minute drive of either one of the 24 libraries or the 88 mobile library stops.

- 7.7 Car ownership is generally very high across the county, with a county average of 78% of households owning one or more cars. It is recognised however that car ownership varies considerably across the county, with high car ownership in rural areas (88% of households own one or more cars in Wealden for example, as do 81% of households in Rother) and lower levels of car ownership in coastal areas (71% in Eastbourne and 67% in Hastings). There are pockets in Hastings where fewer than half of households own a car (Castle ward, 47.6% and Central St Leonards, 44.1%).
- 7.8 In terms of access to libraries, the identified areas of low car ownership are compensated by having regular bus or train services and/or being in central locations where walking distances to local libraries are relatively short. Overall across the county 97% of the population lives within a 20 minute journey time by public transport of an East Sussex library or a mobile library stop. This figure rises to 99.4% of the population for journey times of up to 30 minutes.
- 7.9 Recognising that the majority of Library and Information Service customers use a library building rather than visiting the mobile library, the analysis has in addition considered physical accessibility just in terms of the 24 library buildings, and this also shows that the library buildings have very high levels of accessibility. 99.9% of the population of the county are within a 20 minute car drive time of one of the 24 East Sussex libraries. Nobody has a journey time by car in excess of 30 minutes. For public transport, 89% of the population of the county lives within a 20 minute journey time of an East Sussex library and 96% are within a 30 minute journey time.
- 7.10 An analysis of where East Sussex library users live and which libraries they use shows that users do not necessarily visit their nearest library. For example, the main libraries in both Eastbourne and Hastings have active users resident in the other town and the suburban libraries in the two towns attract active users from the other one such as Hampden Park with users resident in Bexhill and Hastings and Hollington with users in Eastbourne.
- 7.11 This shows that there are other factors apart from travel time that influence decisions on which library to visit, and there may be a range of reasons behind this. It may be more convenient for some people to visit a library near their place of work, rather than near their home, and some people may combine a visit to the library with a trip for another purpose, such as shopping or leisure activity. Other reasons may include personal preference – more modern, better appointed or larger libraries with more facilities may appeal to some people, and the availability of a public transport route may make a library which is further away more accessible than a geographically closer one.
- 7.12 Accessibility to the Library and Information Service's digital services is also very high. This provides another means of accessing library services away from our library buildings via the internet, 24 hours per day. Household internet access has grown rapidly in recent years, from 35% in 2006 to 89% in

2016. A 2017 survey of East Sussex residents showed that 90% of them use the internet. This is consistent with the national picture.

- 7.13 There is little evidence that digital infrastructure remains a barrier for getting online in East Sussex, as all of the county now has broadband access. However, barriers do still exist for some residents, including a combination of the affordability of devices and broadband or mobile data packages to access the digital services provided, as well as a lack of skills or confidence to use devices and navigate around the internet. Age is a key factor in people's level of digital skills and therefore use of the internet. Whilst 74% of people nationally aged 65-74 had used the internet in the past three months in a 2016 survey, this figure was only 39% for people aged 75 and over.
- 7.14 Based on income levels, the Accessibility Analysis shows that residents in a small number of areas of East Sussex, in proximity to the main towns of Rye, Hastings, Bexhill, Eastbourne, Newhaven, Peacehaven, Lewes and Hailsham, may be less able to access the Library and Information Service's digital services due to the affordability of broadband and mobile data packages and the costs of devices. Small geographical areas around Rye, Hastings and Eastbourne are also where residents are more likely not have the digital skills required to access the eLibrary services independently.
- 7.15 The areas of the county where people's age is likely to be a factor which creates a barrier to eLibrary accessibility because they are less likely to use the internet is geographically slightly wider, and is around the coastal towns of Hastings, Bexhill, Eastbourne, Seaford and Peacehaven. Areas around the towns of Crowborough, Heathfield, Uckfield, Hailsham and Lewes are also included.
- 7.16 In these areas people are more likely to rely on access to a library building to use the resources available. Staff in libraries can help people access the resources they needs, and both staff and computer buddies volunteers in libraries can help people who lack digital skills to get online and help narrow the digital divide.

Appendix A Home distribution of Registered Users

Figure A1: Home Distribution of Registered Users at Battle Library

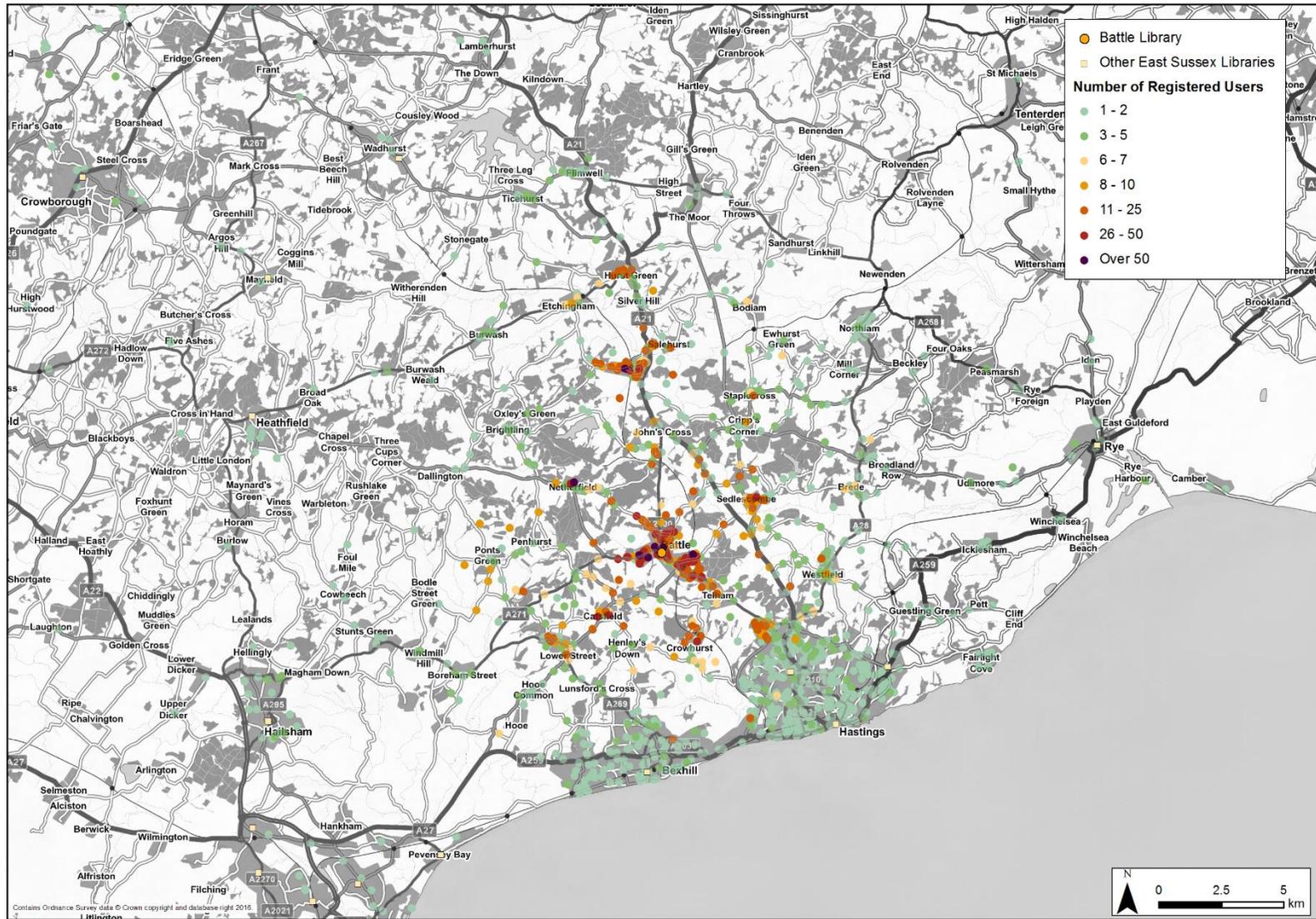


Figure A2: Home Distribution of Registered Users at Bexhill Library

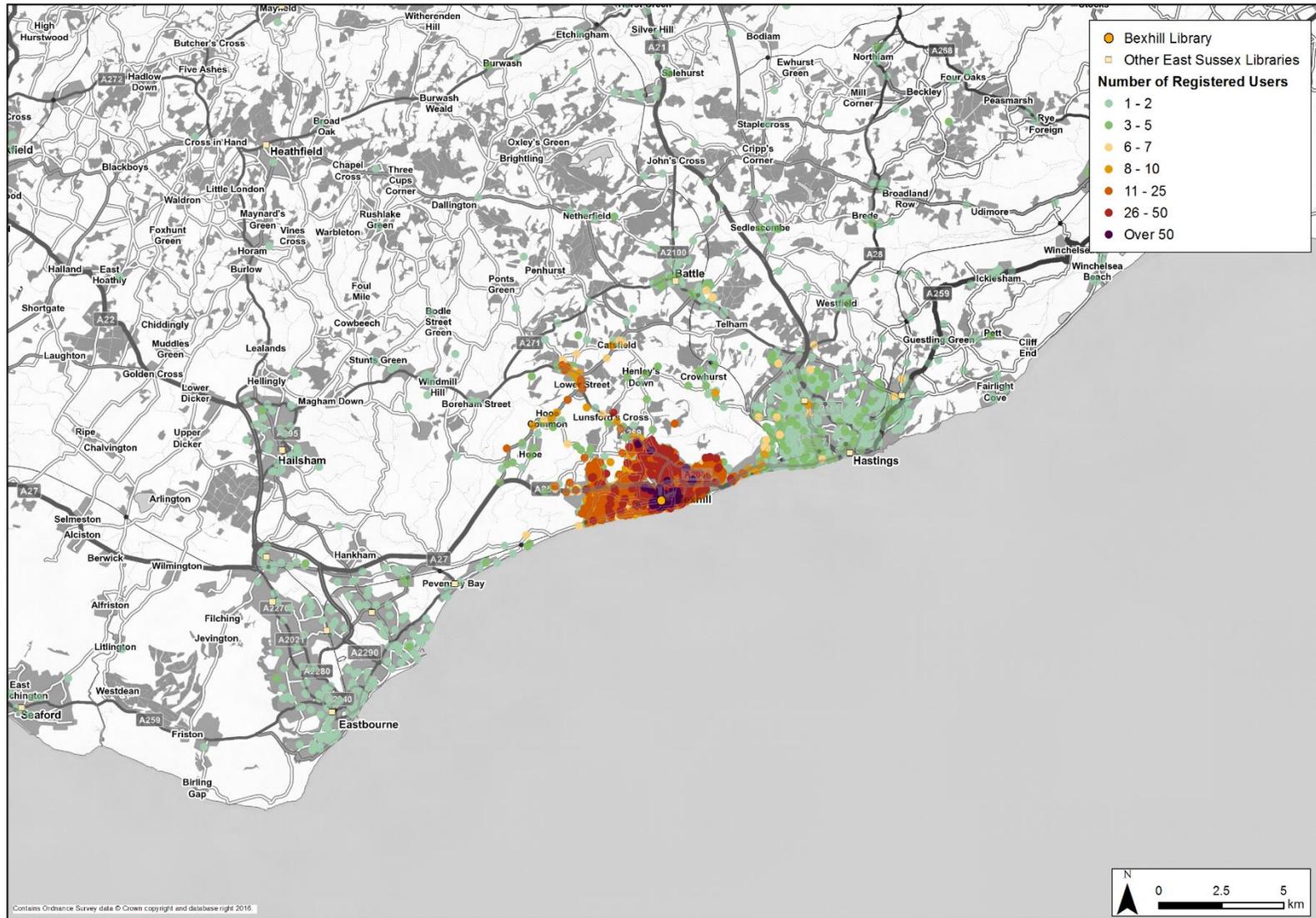


Figure A3: Home Distribution of Registered Users at Crowborough Library

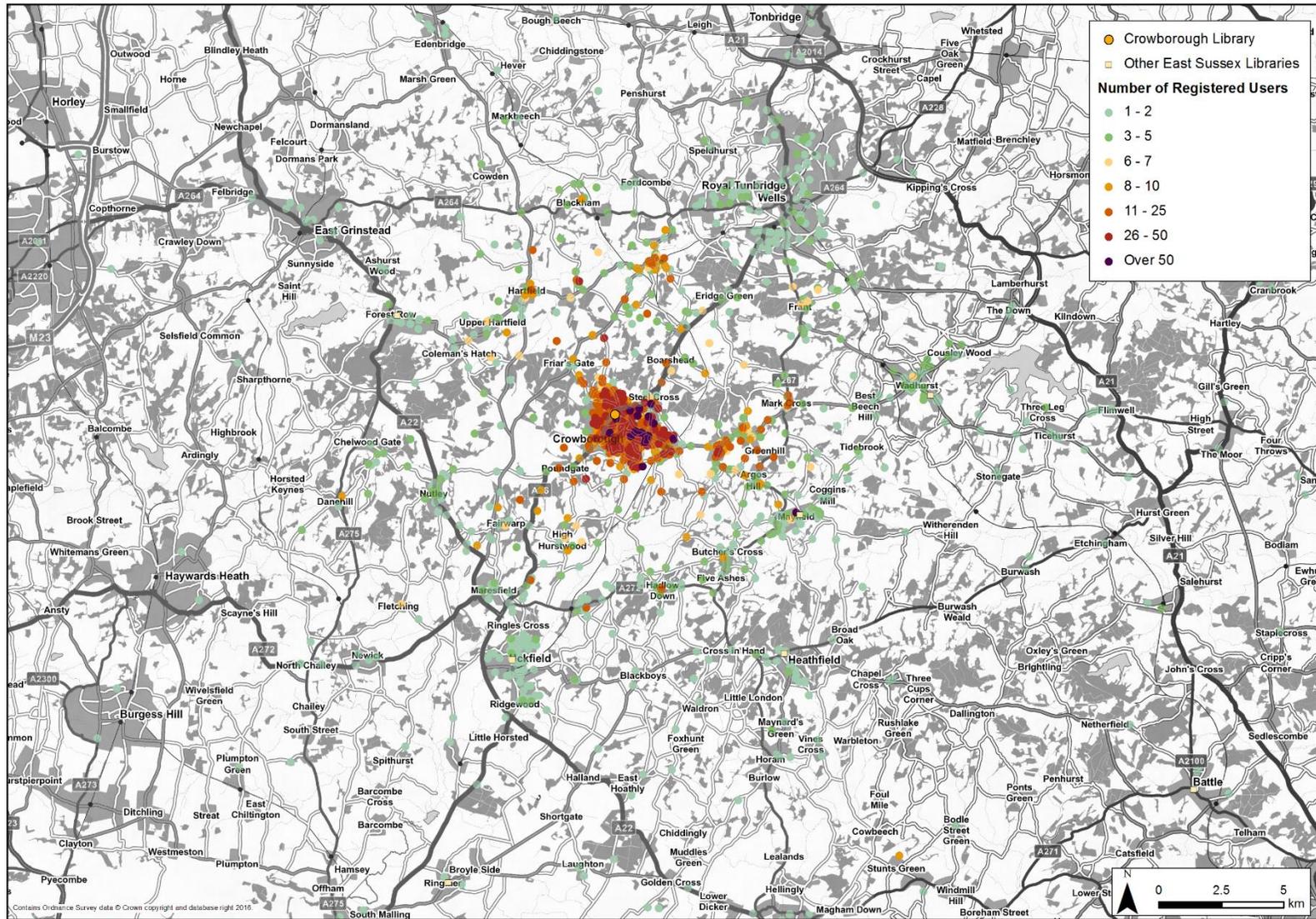


Figure A4: Home Distribution of Registered Users at Eastbourne Library

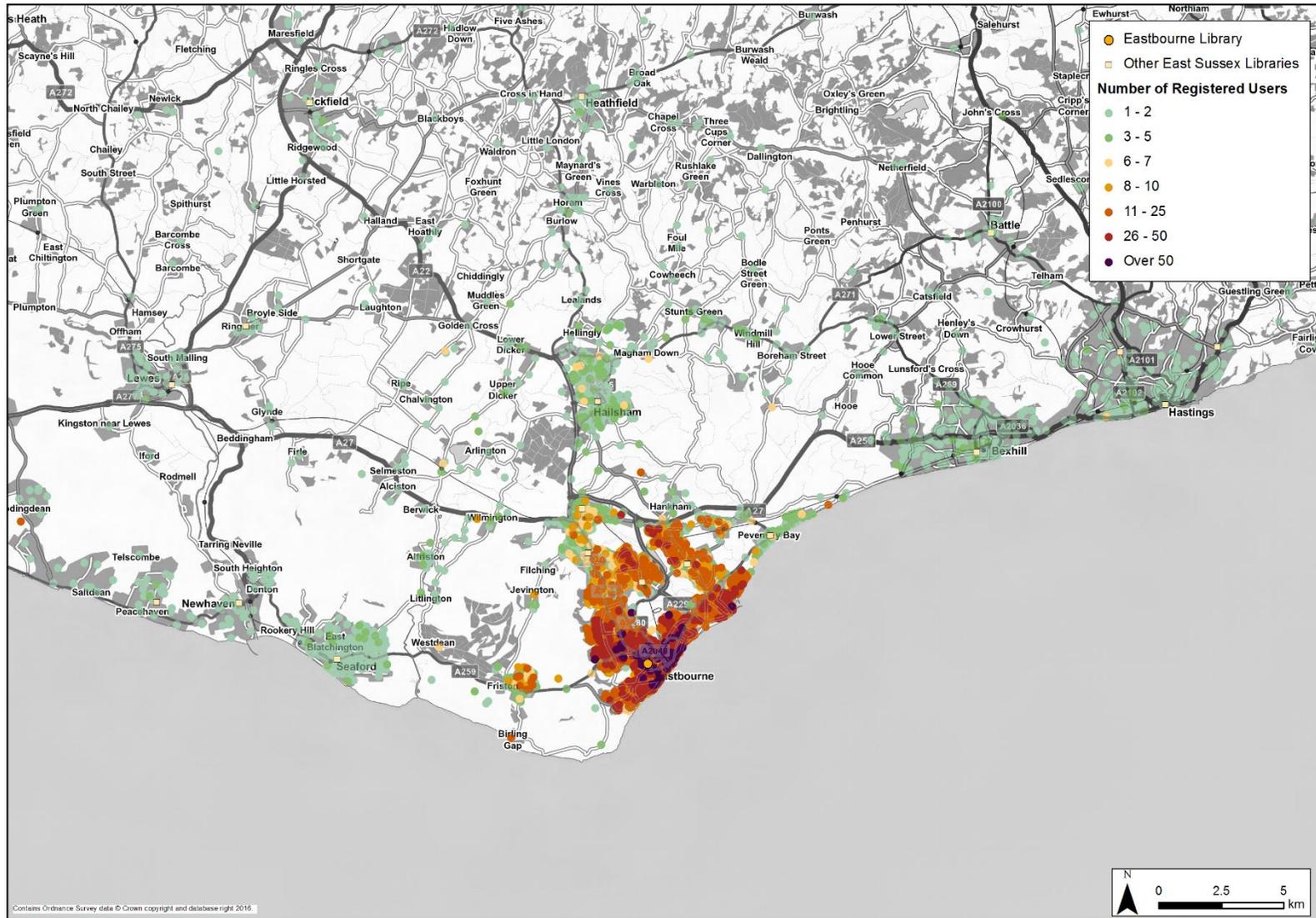


Figure A5: Home Distribution of Registered Users at Forest Row Library



Figure A6: Home Distribution of Registered Users at Hailsham Library

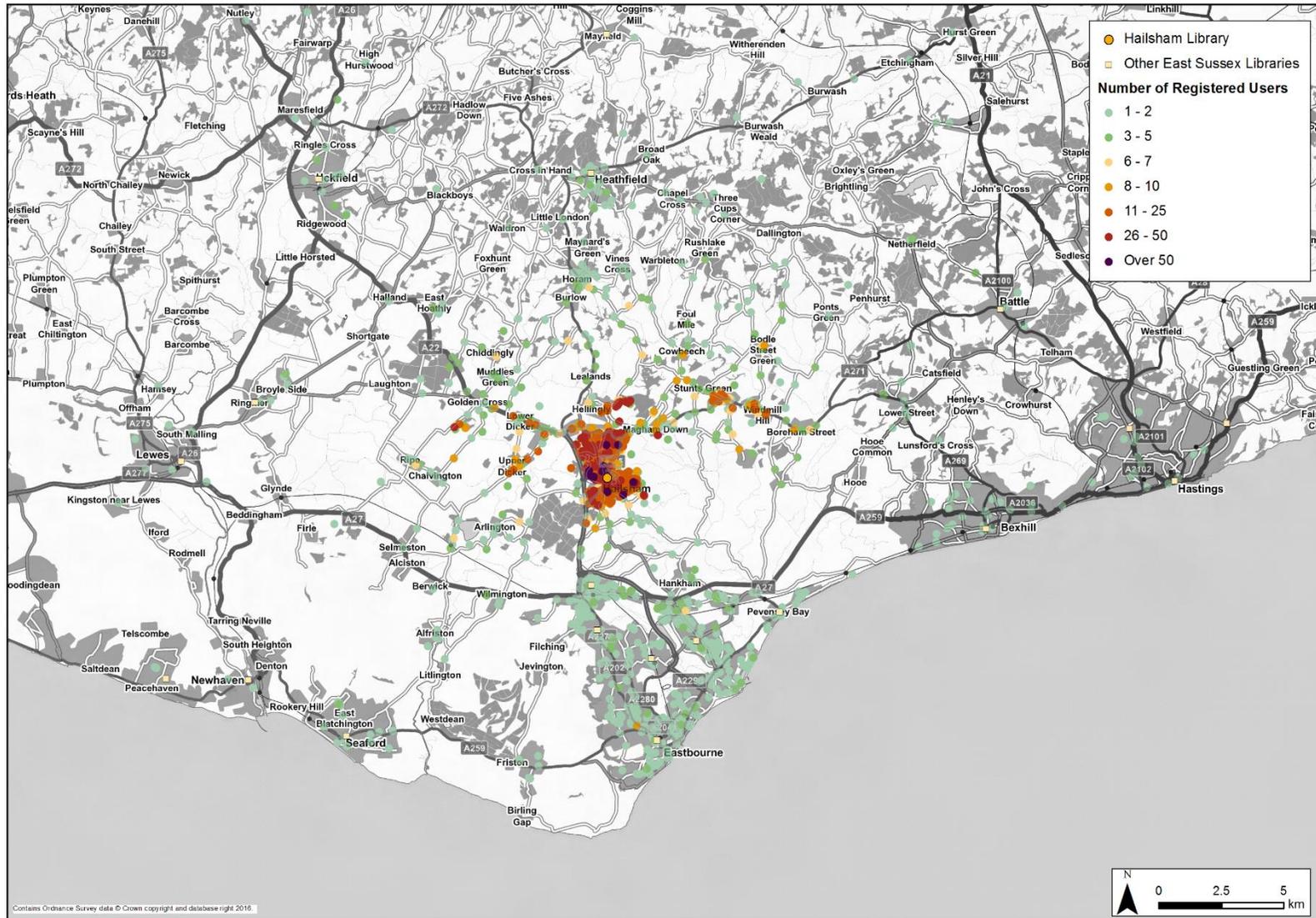


Figure A7: Home Distribution of Registered Users at Hampden Park Library

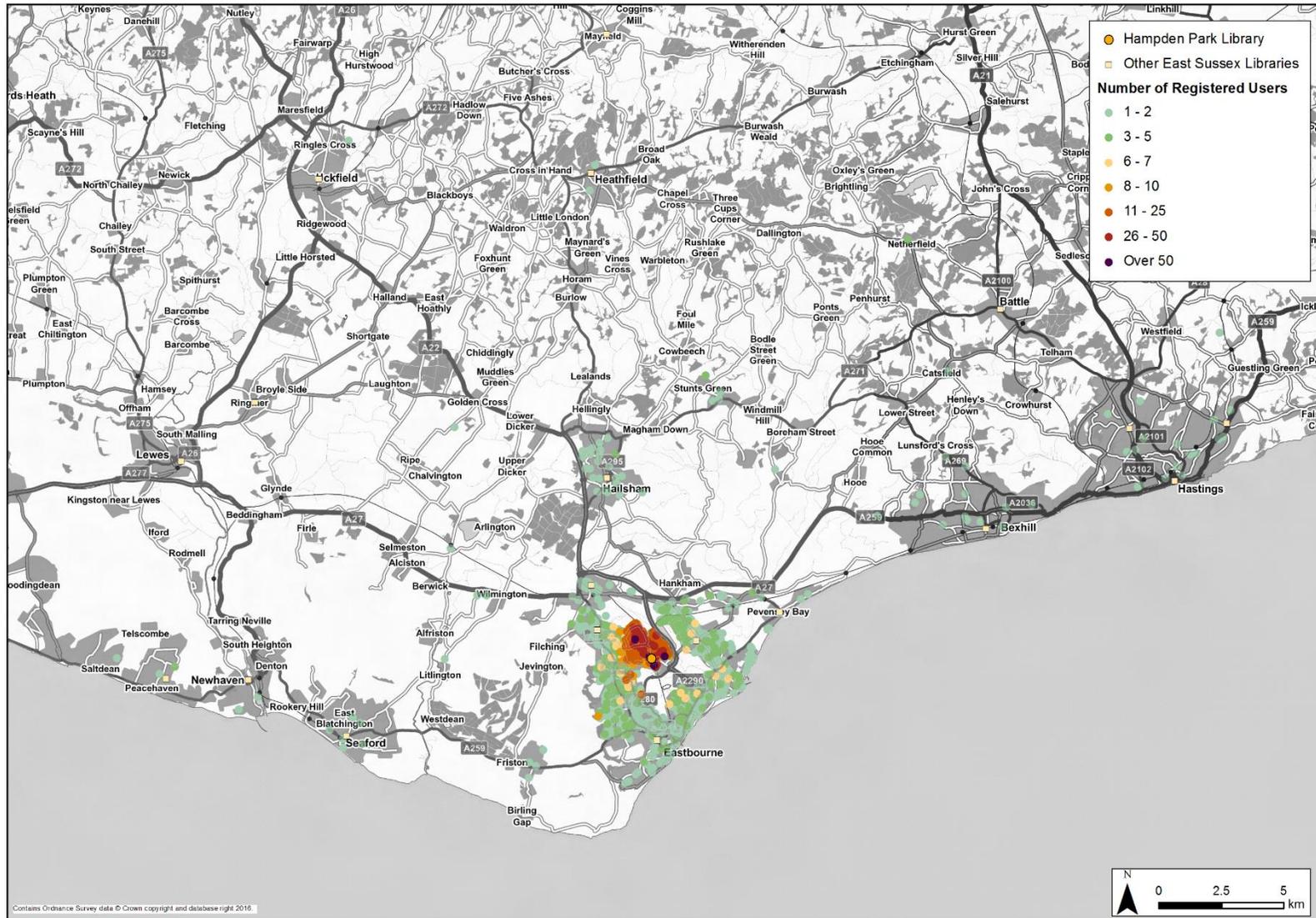


Figure A8: Home Distribution of Registered Users at Hastings Library

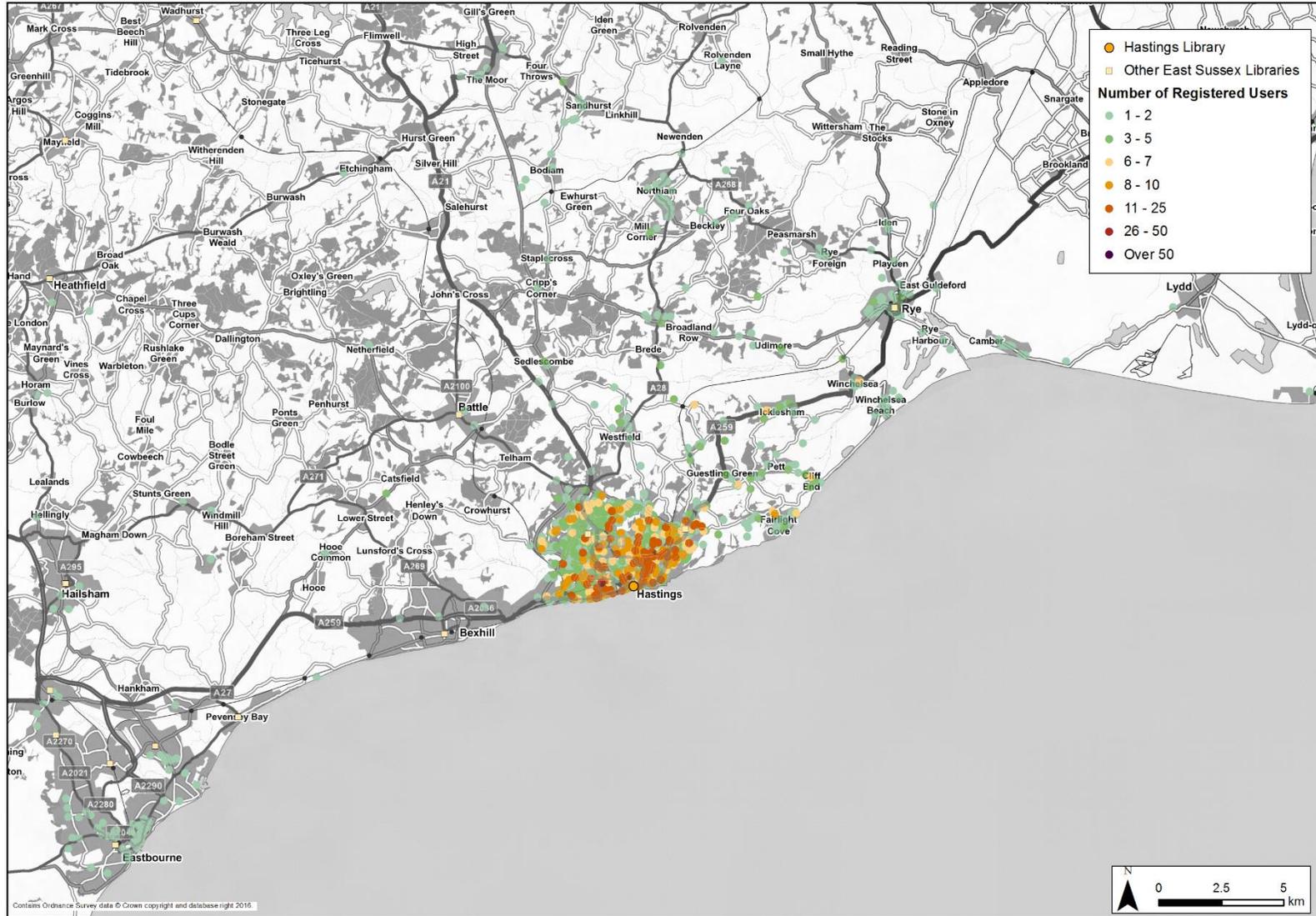


Figure A10: Home Distribution of Registered Users at Hollington Library

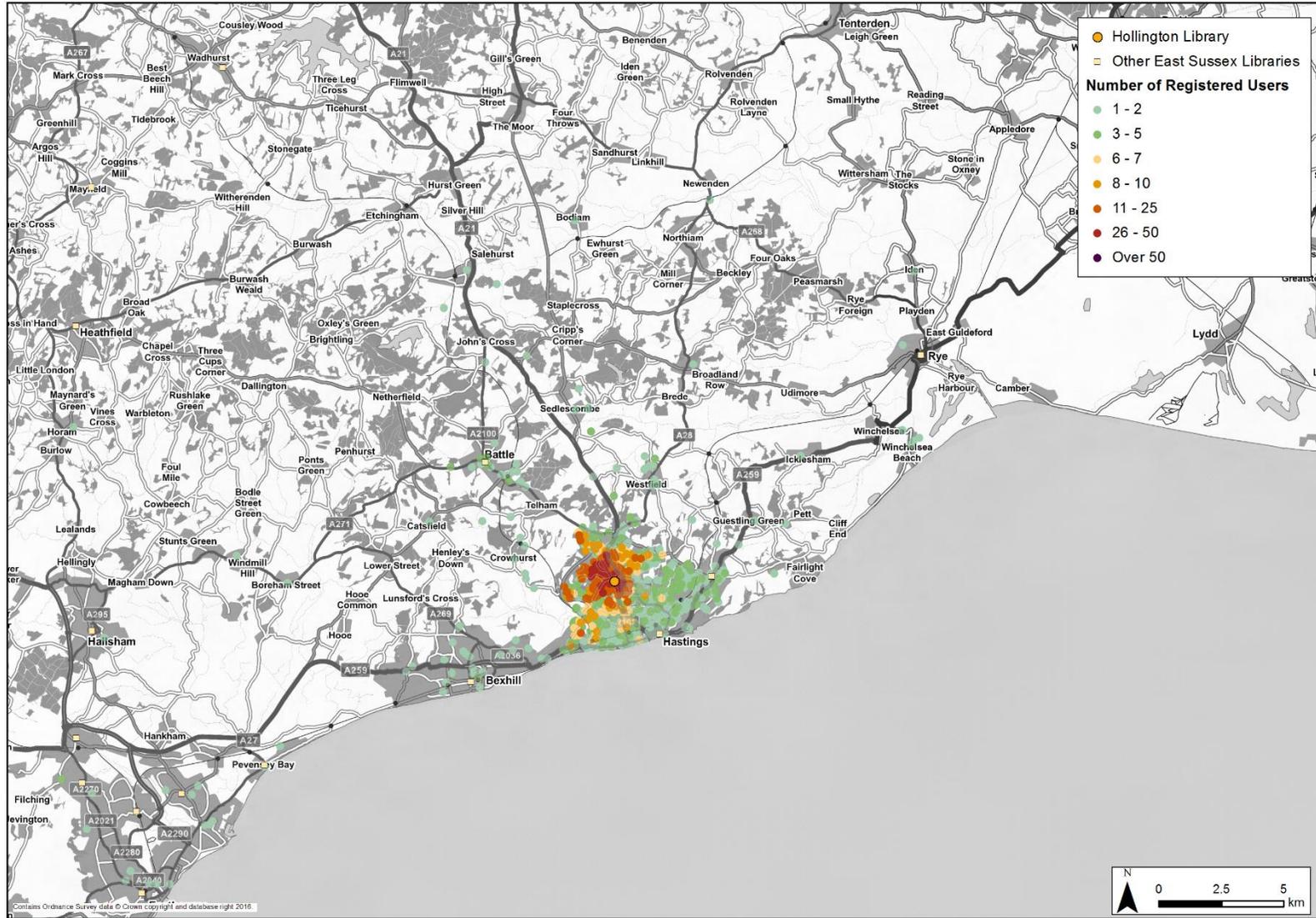


Figure A11: Home Distribution of Registered Users at Langney Library

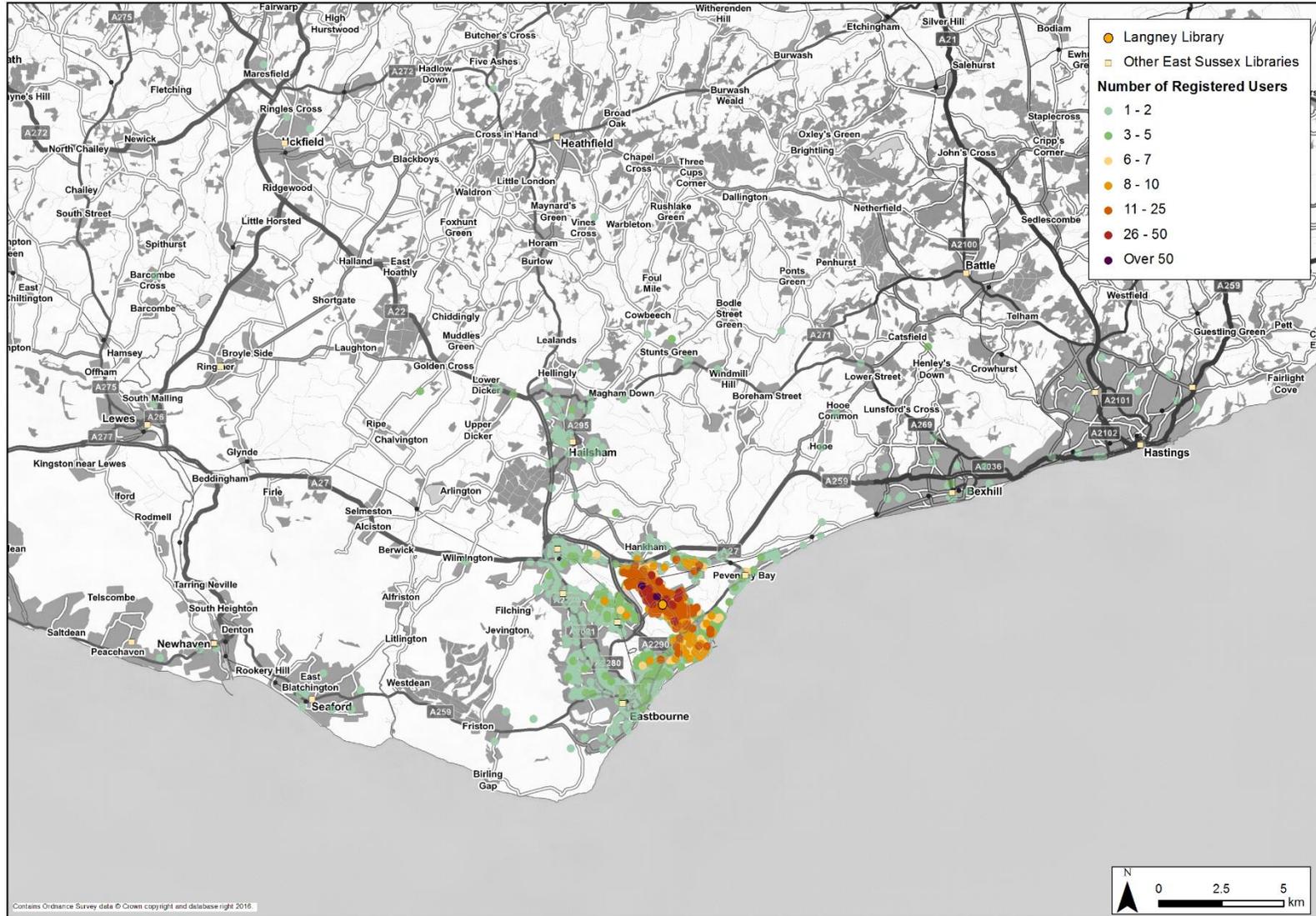


Figure A12: Home Distribution of Registered Users at Lewes Library

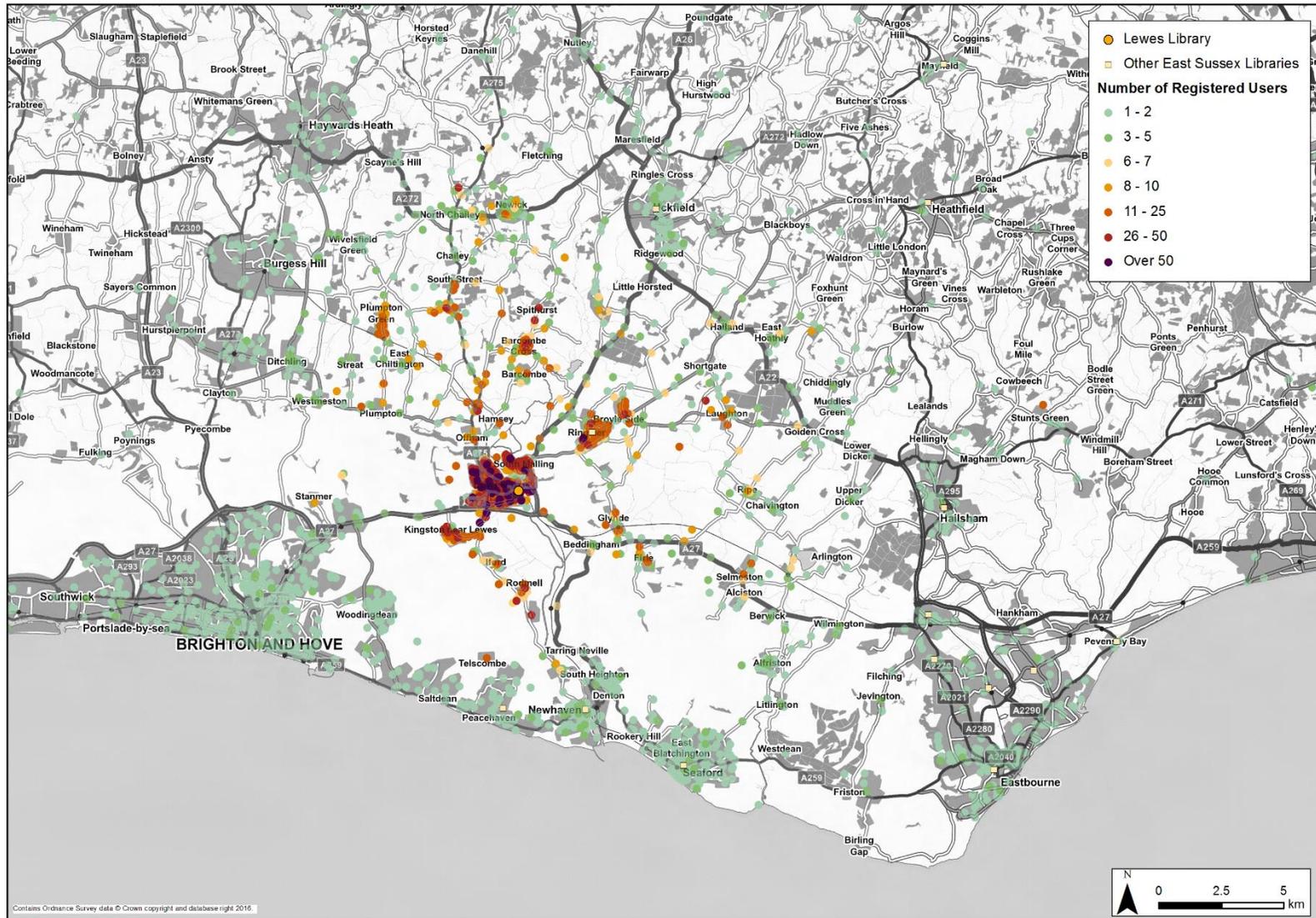


Figure A13: Home Distribution of Registered Users at Mayfield Library

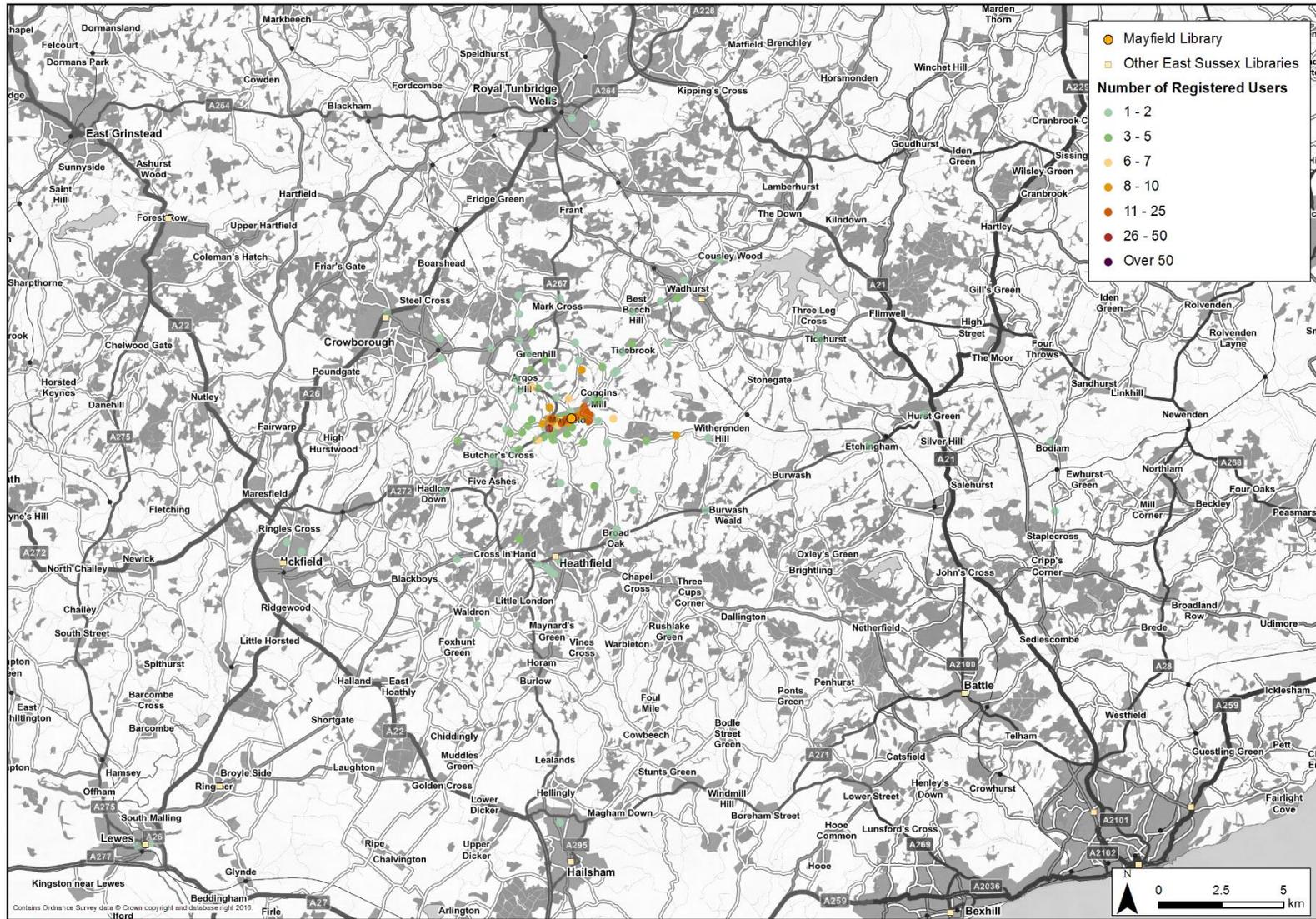


Figure A14: Home Distribution of Registered Users at Newhaven Library

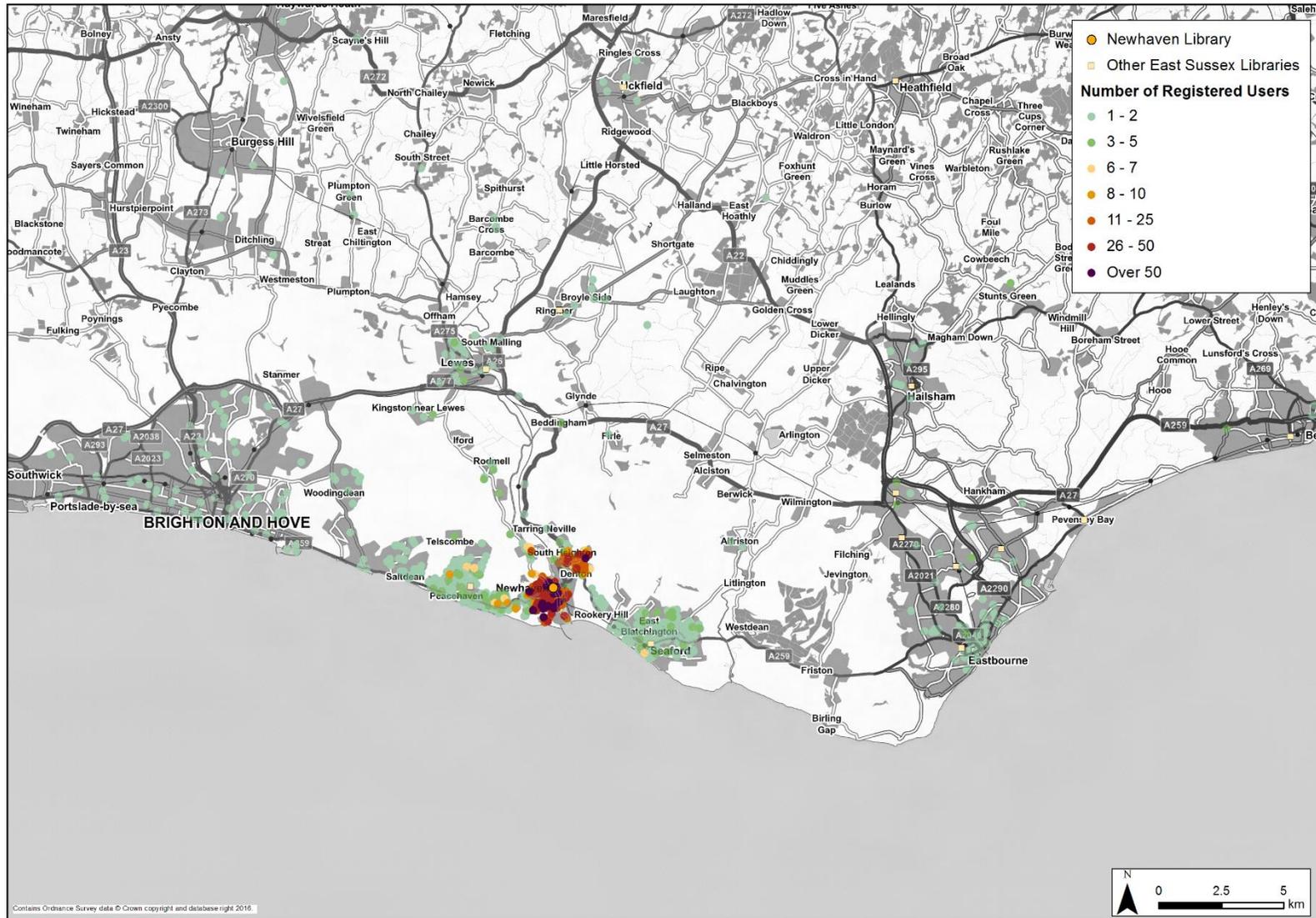


Figure A16: Home Distribution of Registered Users at Peacehaven Library

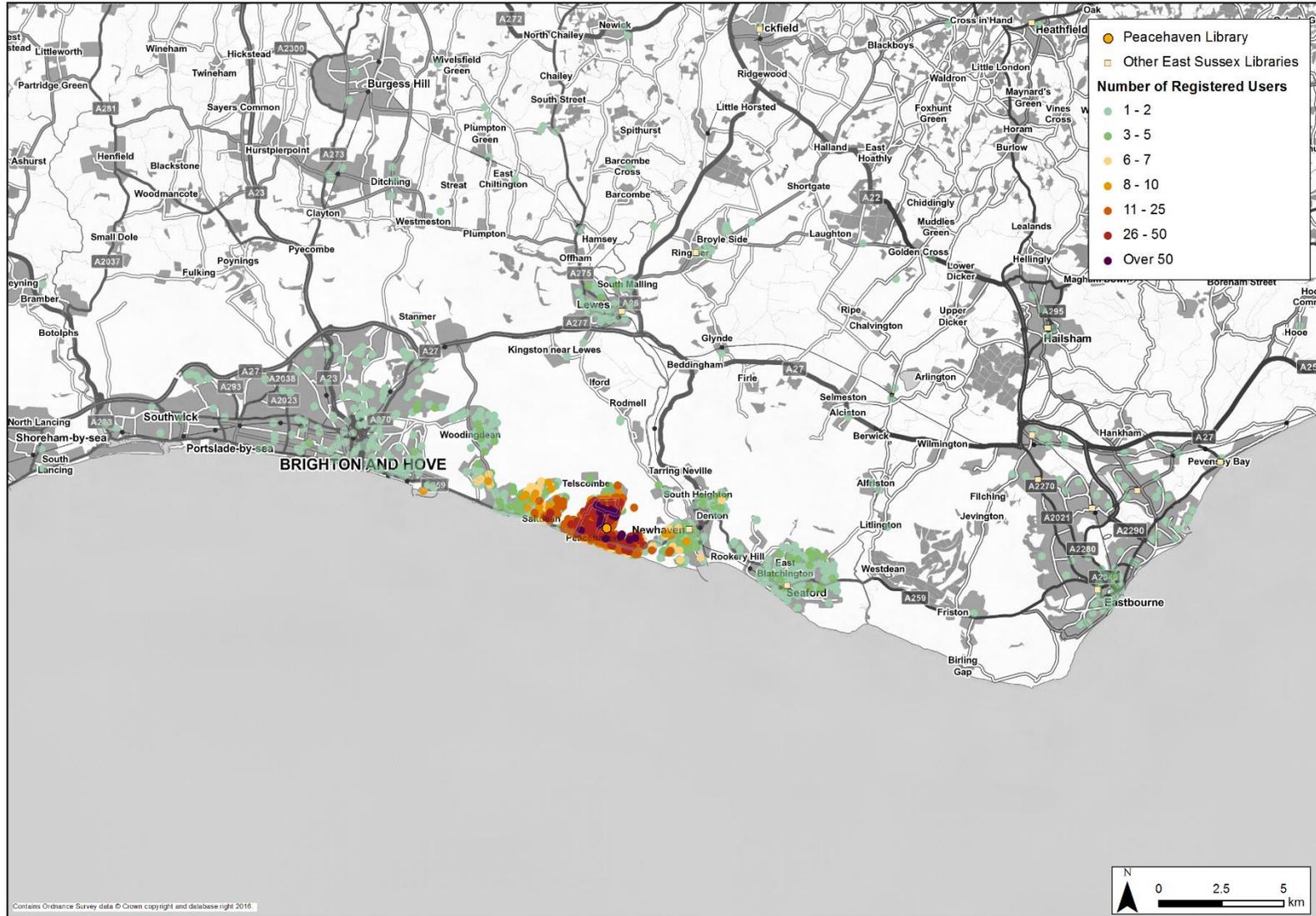


Figure A17: Home Distribution of Registered Users at Pevensey Bay Library

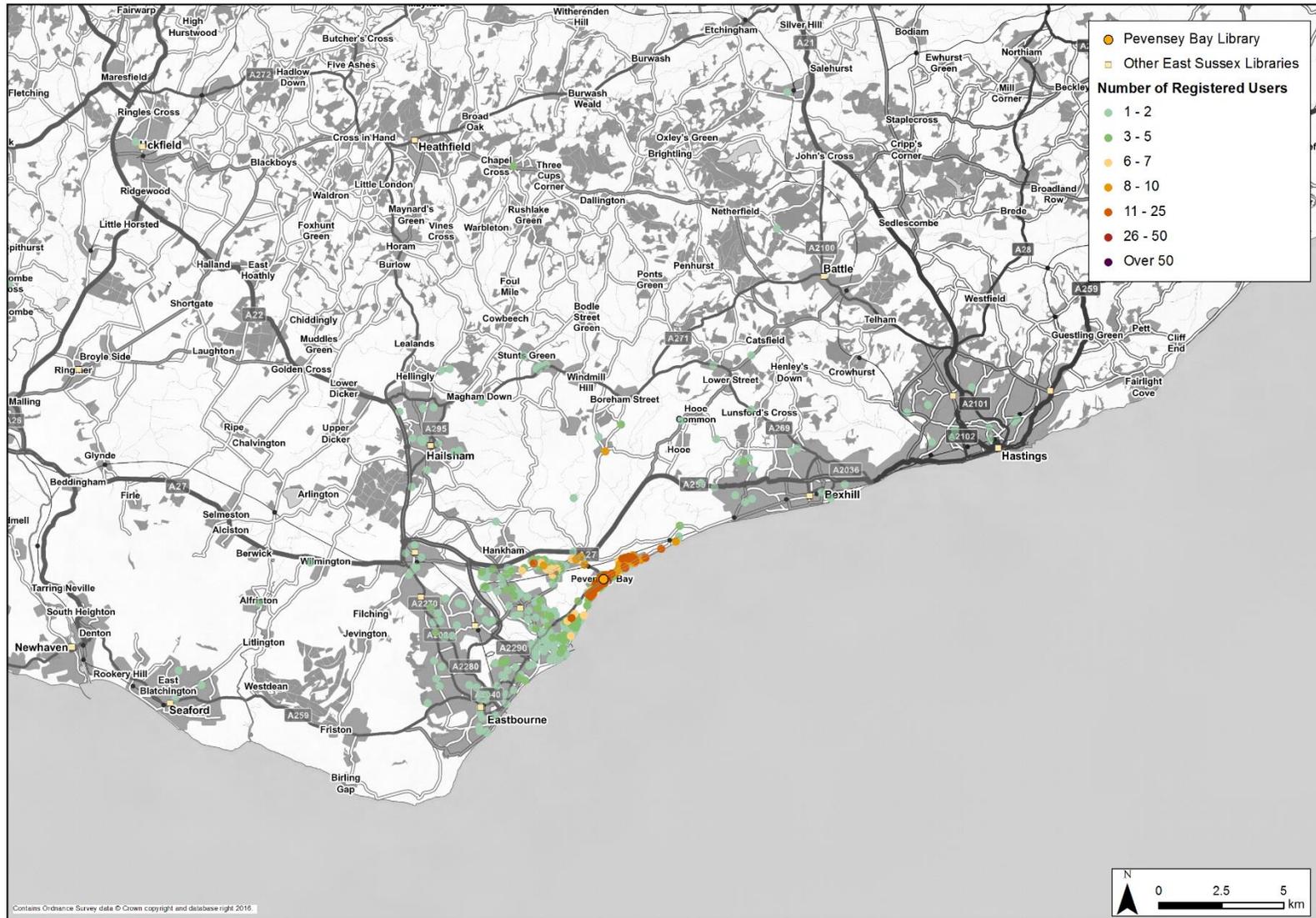


Figure A18: Home Distribution of Registered Users at Polegate Library



Figure A19: Home Distribution of Registered Users at Ringmer Library



Figure A20: Home Distribution of Registered Users at Rye Library



Figure A21: Home Distribution of Registered Users at Seaford Library

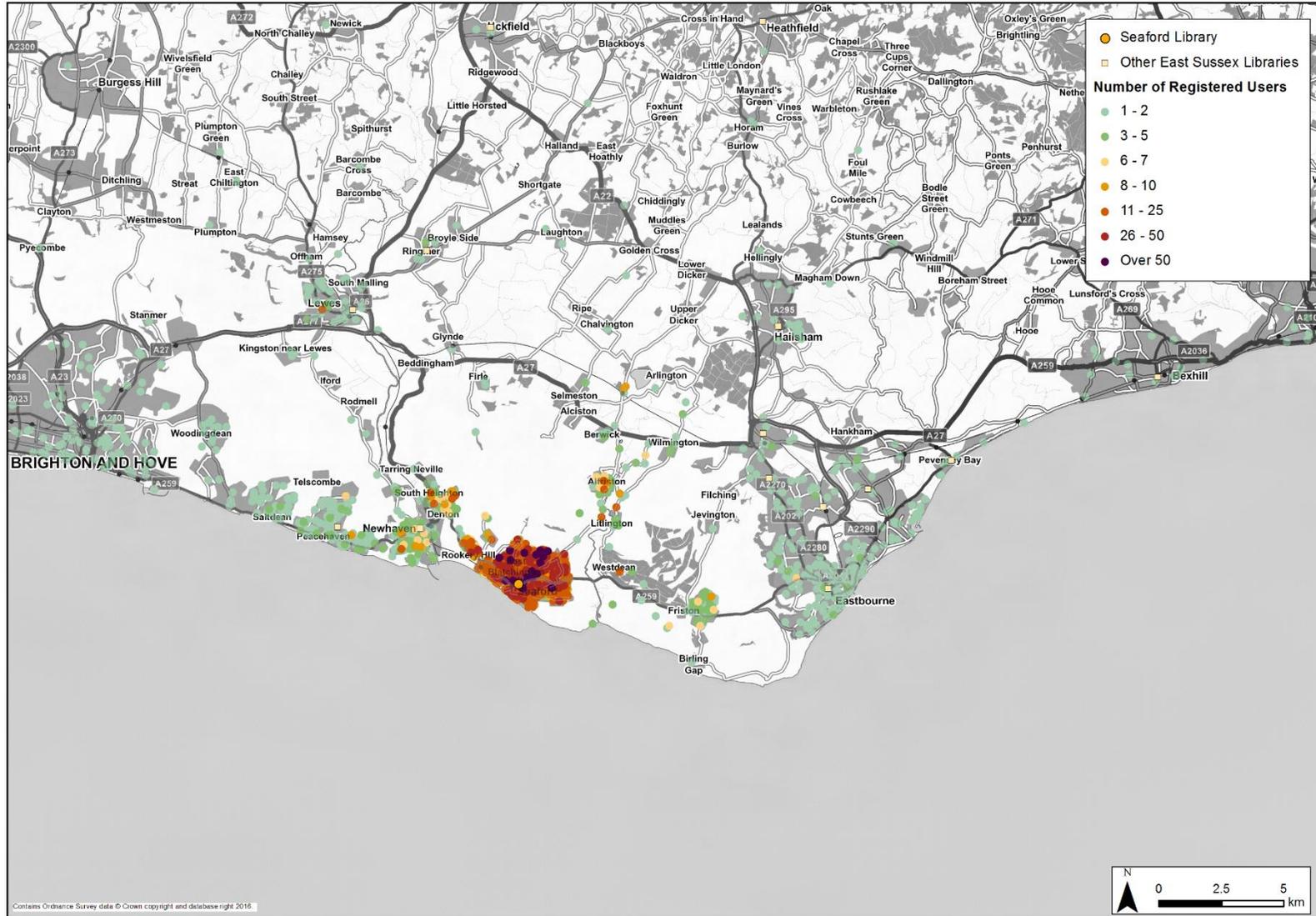


Figure A22: Home Distribution of Registered Users at Uckfield Library



Figure A23: Home Distribution of Registered Users at Wadhurst Library

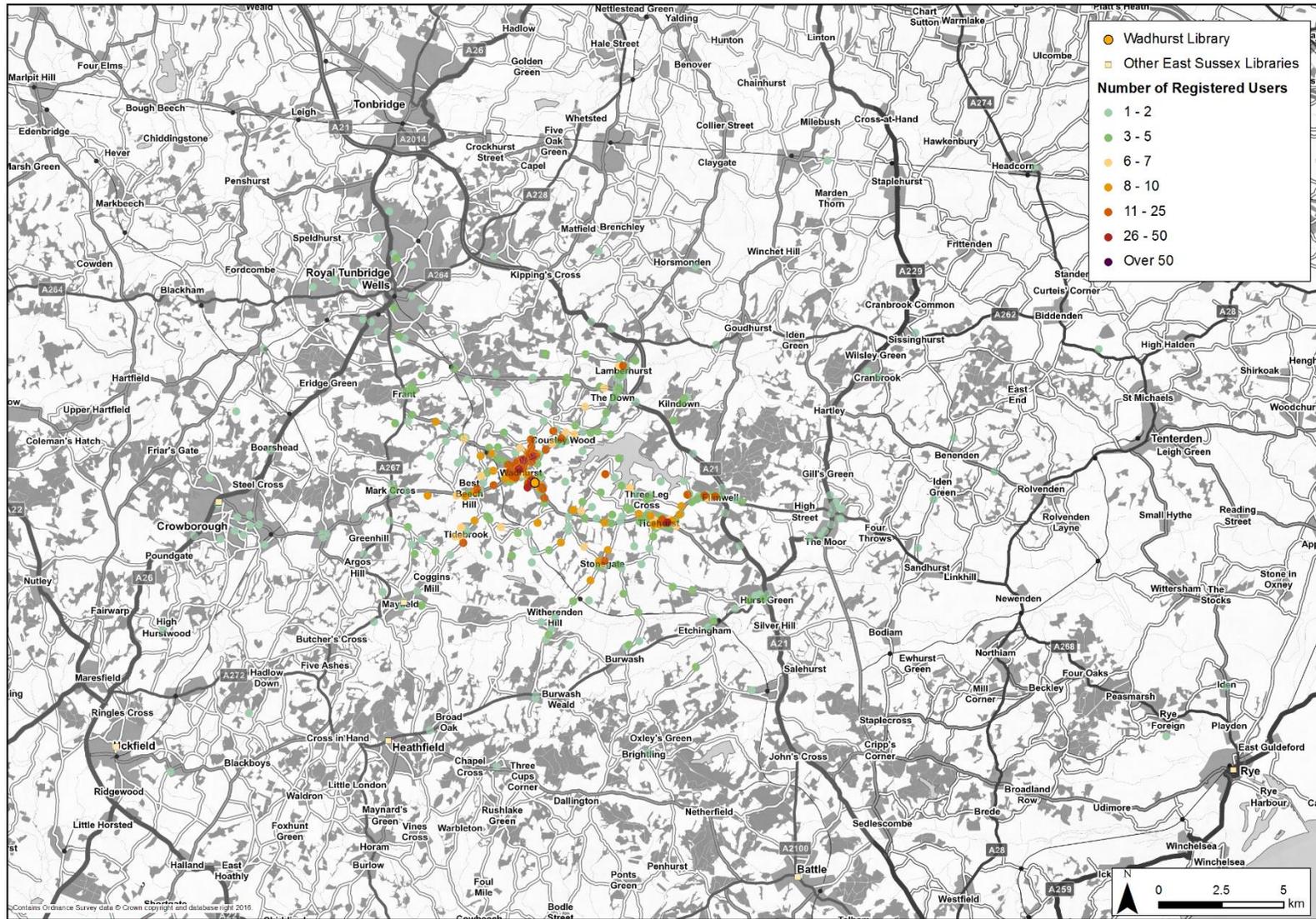
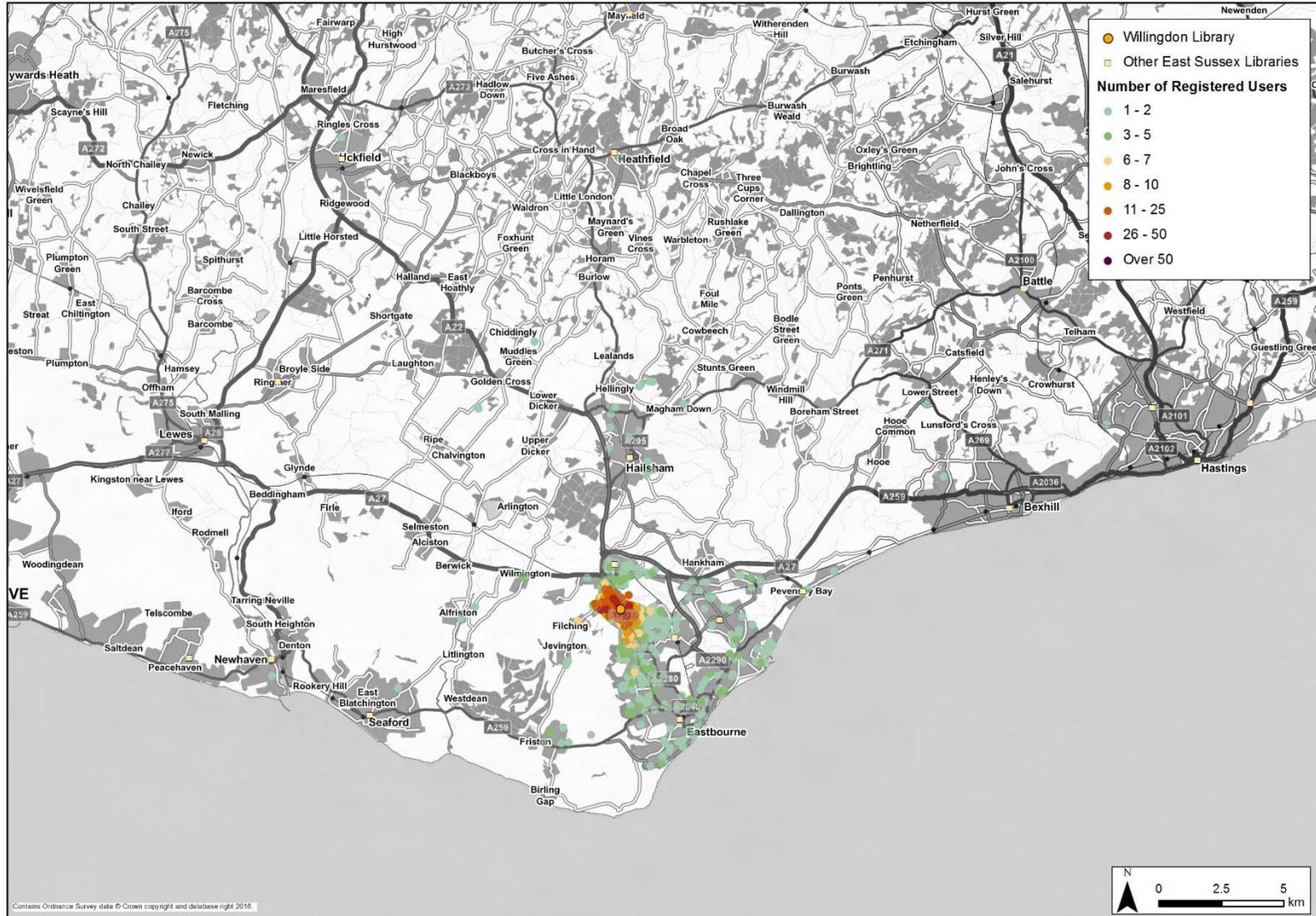


Figure A24: Home Distribution of Registered Users at Willingdon Library



Appendix B Home distribution of Active Users

Figure B1: Home Distribution of Active Users at Battle Library

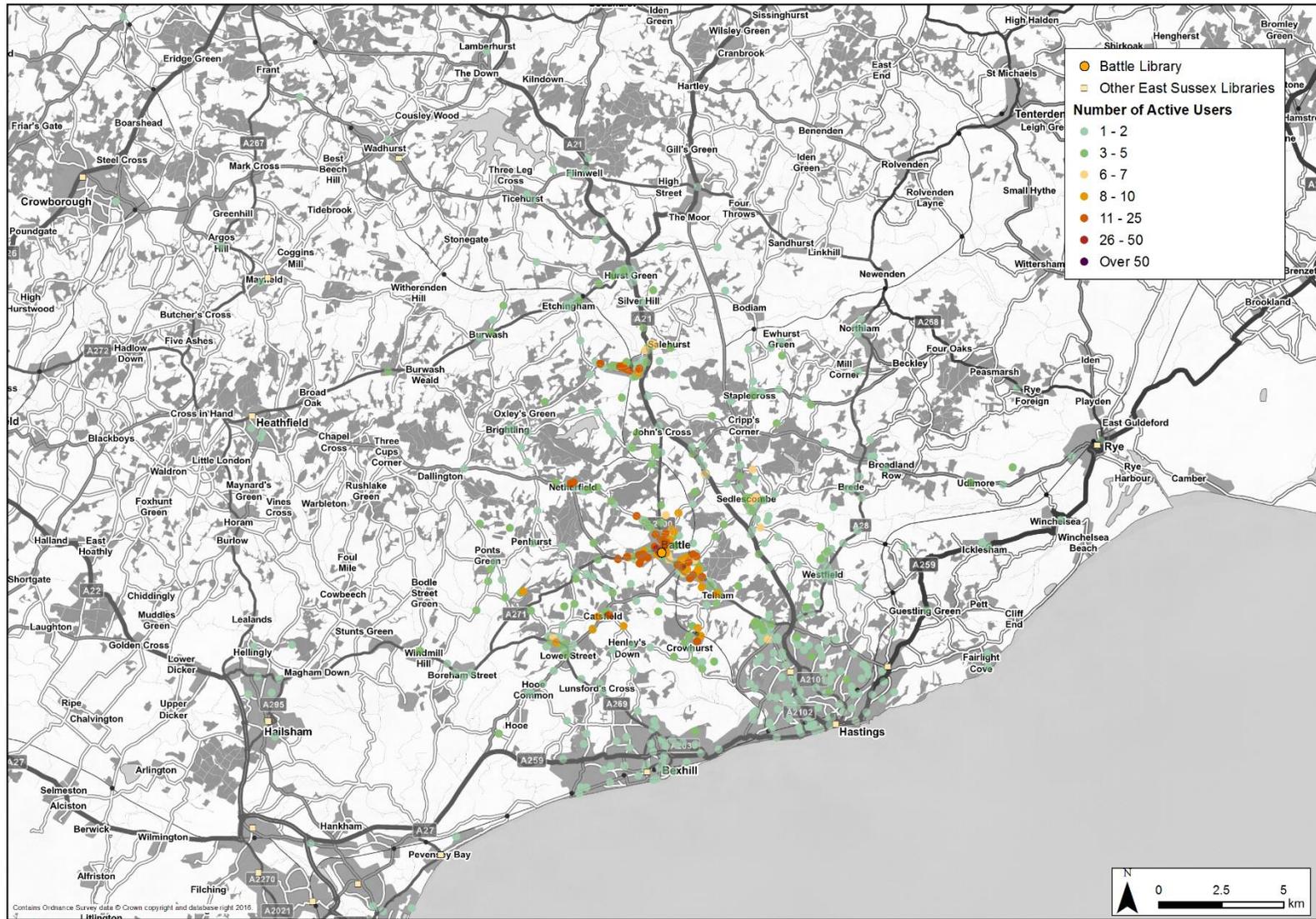


Figure B2: Home Distribution of Active Users at Bexhill Library

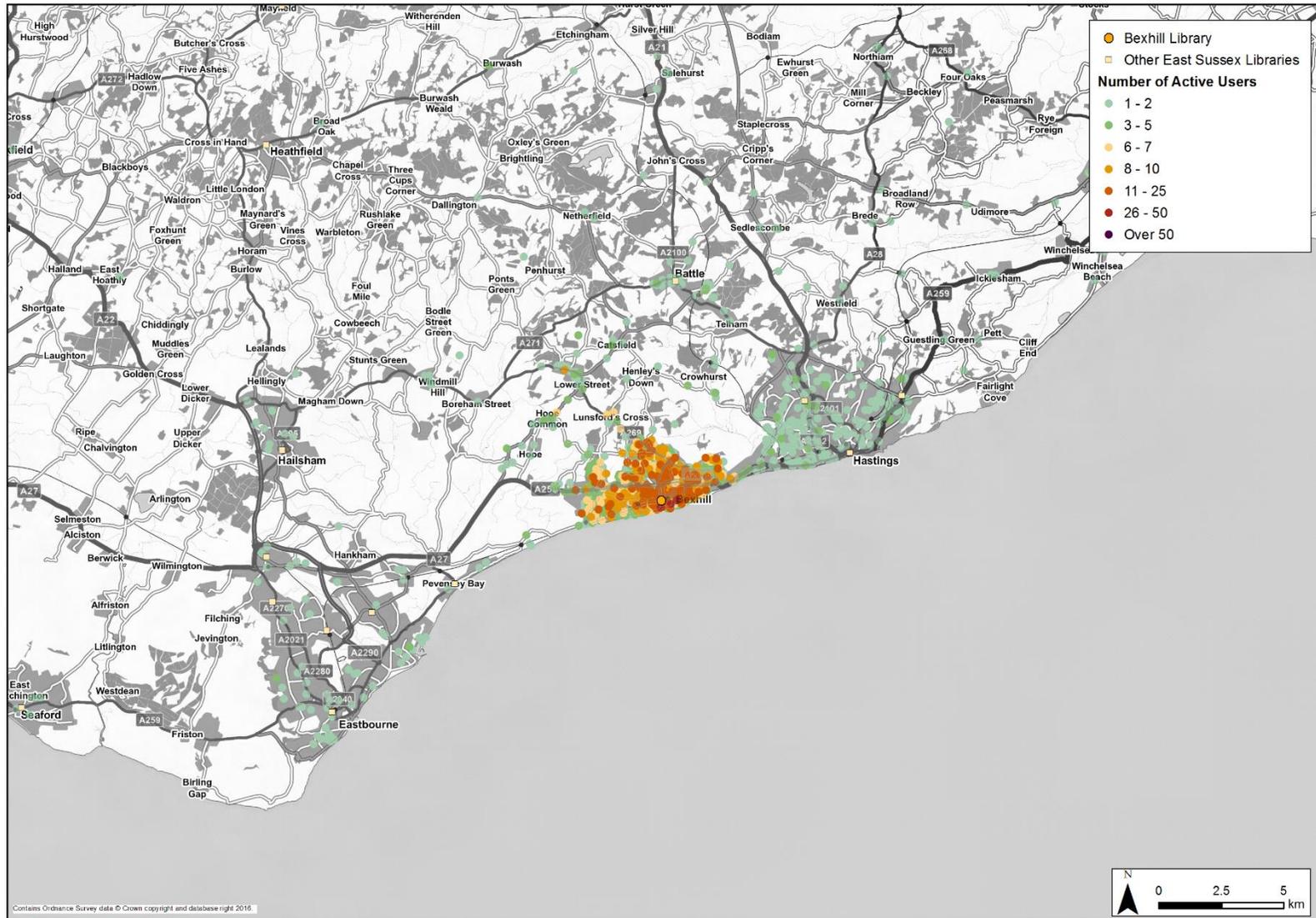


Figure B3: Home Distribution of Active Users at Crowborough Library

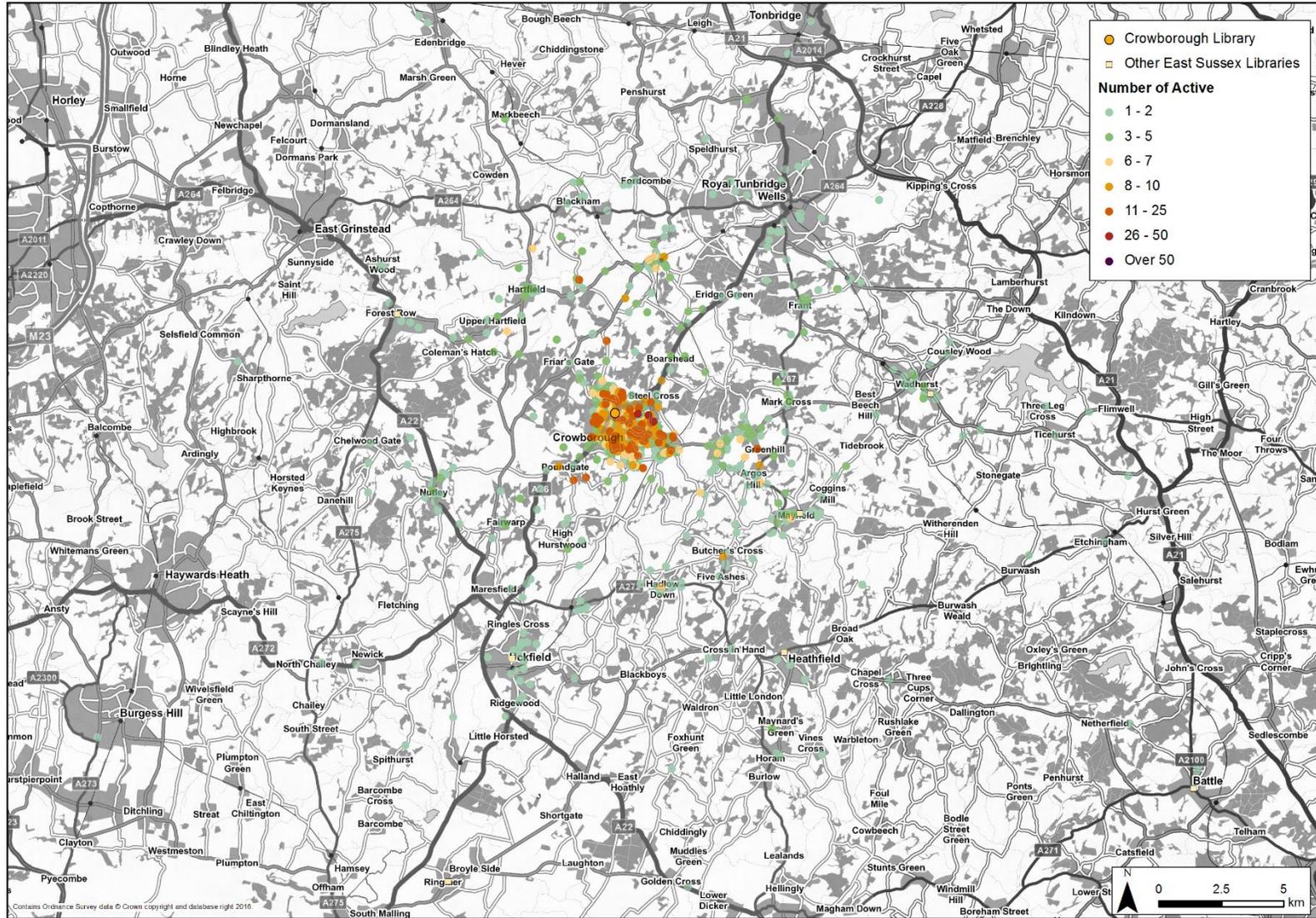


Figure B4: Home Distribution of Active Users at Eastbourne Library

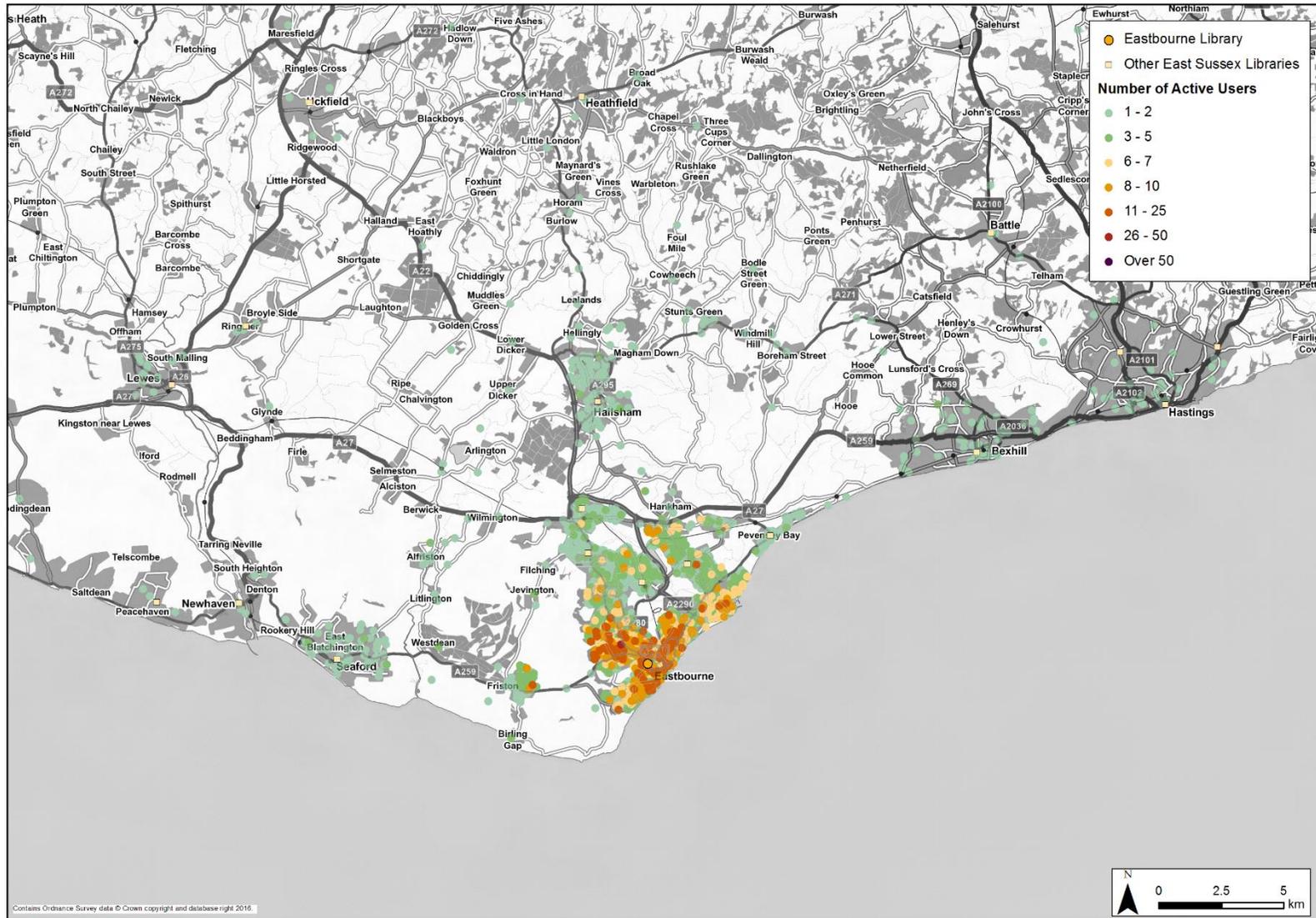


Figure B5: Home Distribution of Active Users at Forest Row Library

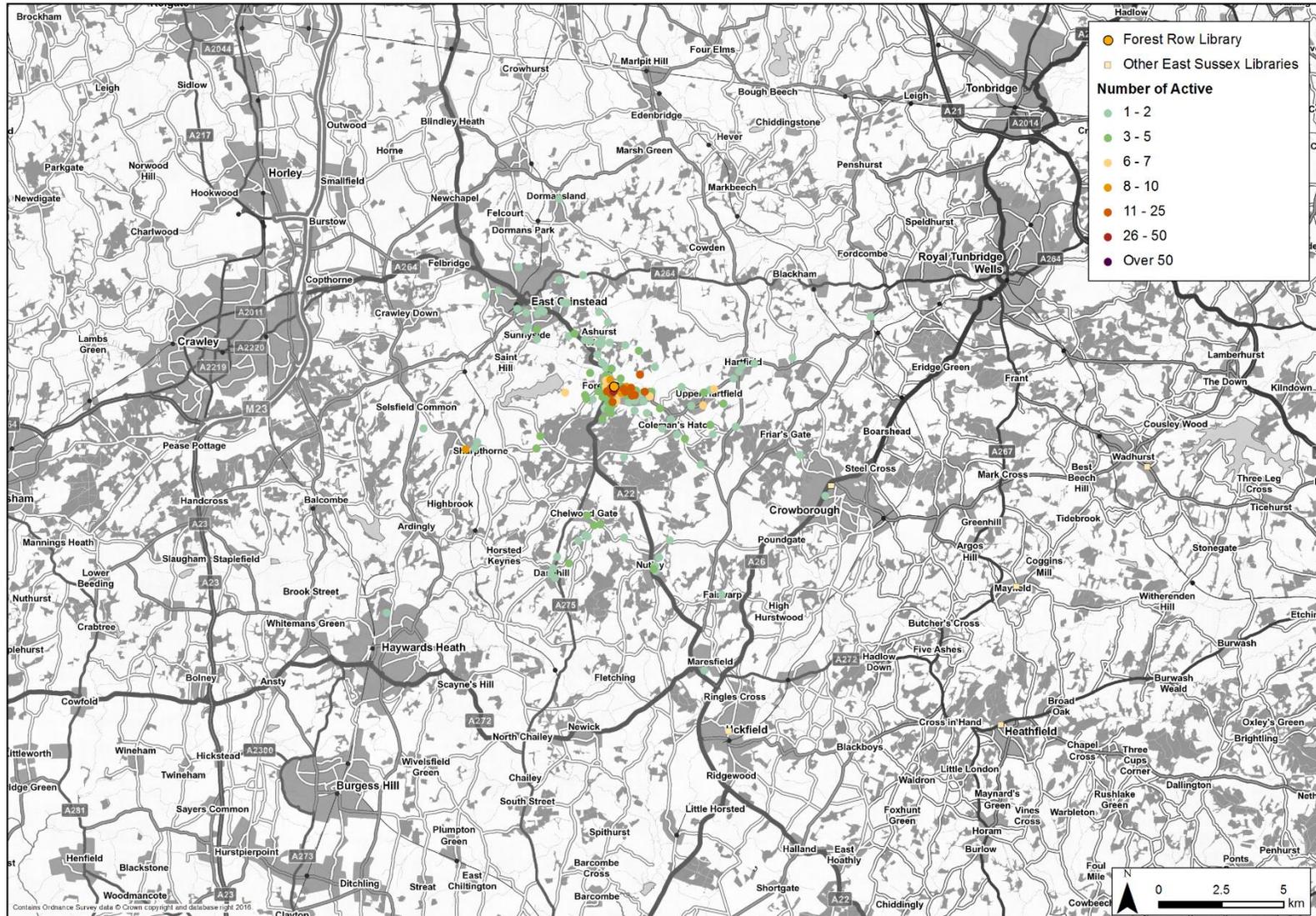


Figure B6: Home Distribution of Active Users at Hailsham Library

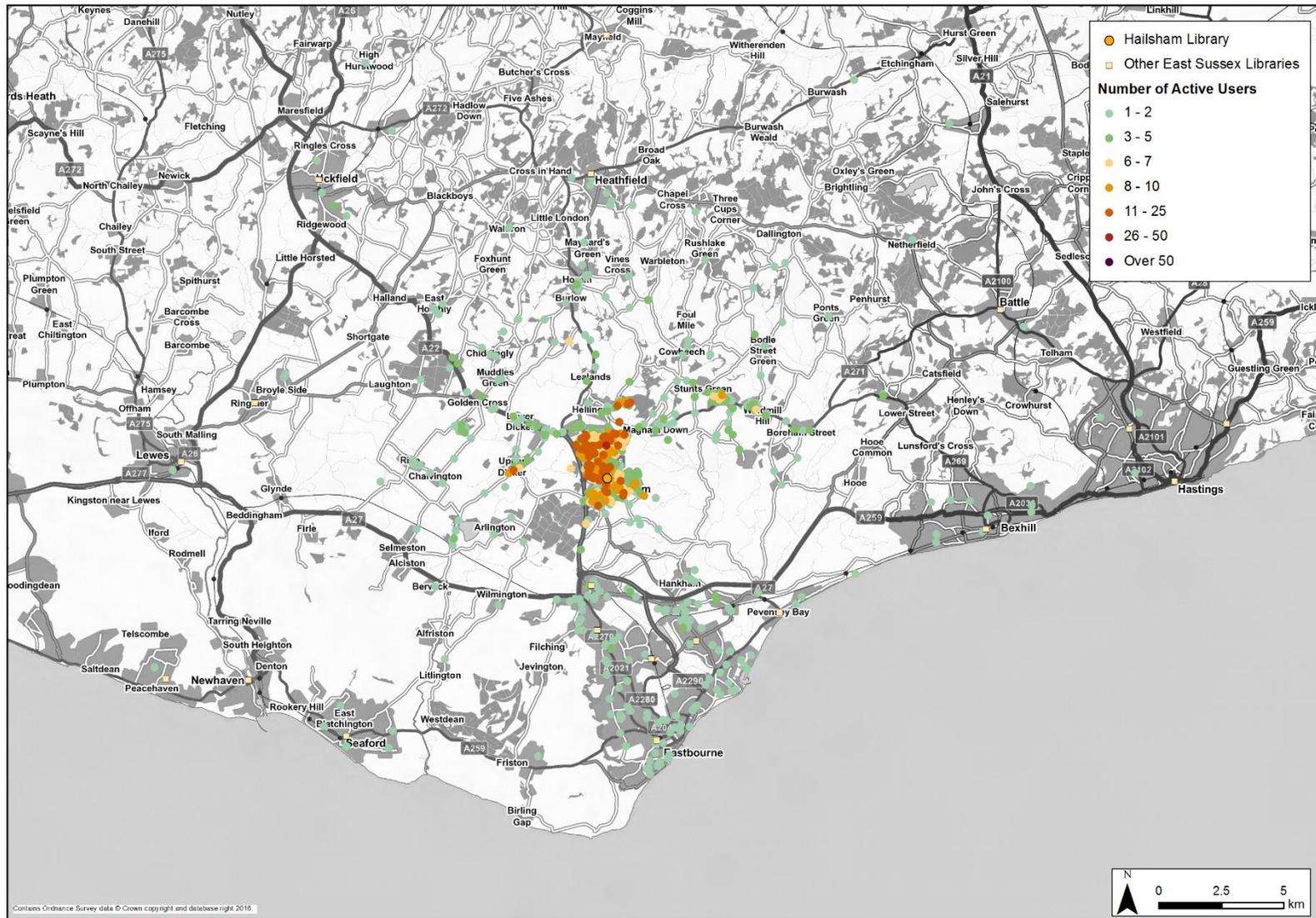


Figure B7: Home Distribution of Active Users at Hampden Park Library

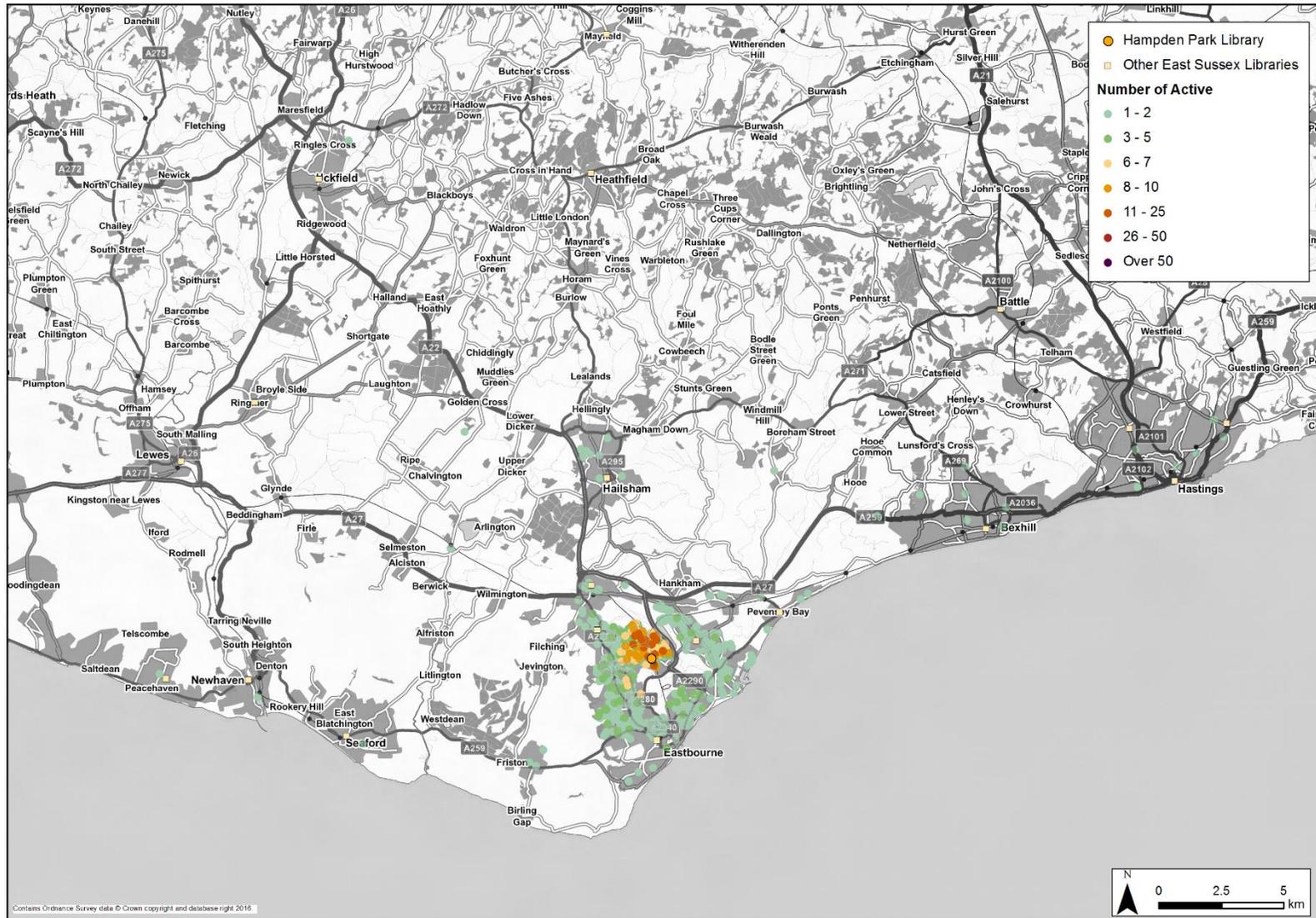


Figure B8: Home Distribution of Active Users at Hastings Library

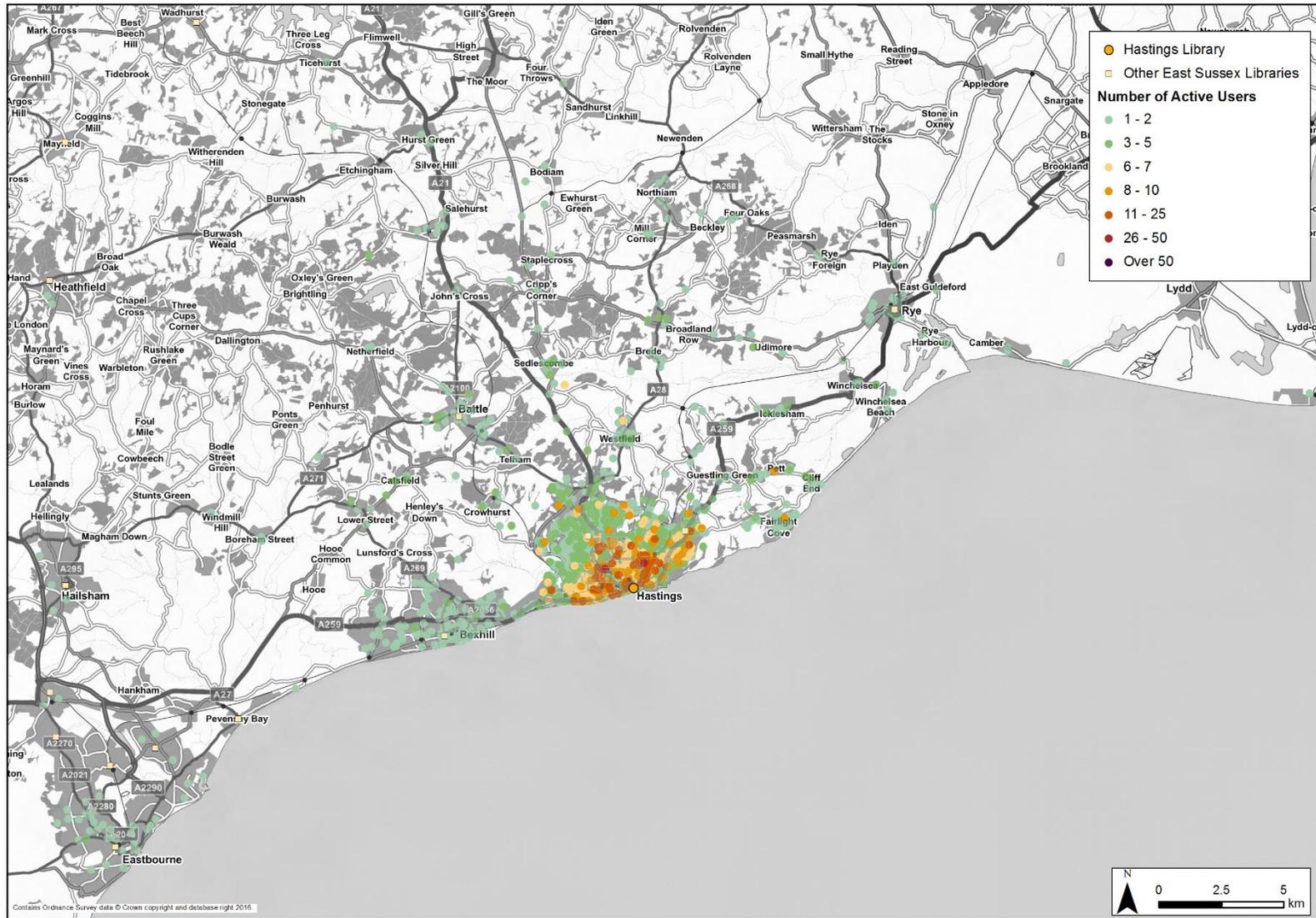


Figure B10: Home Distribution of Active Users at Hollington Library



Figure B11: Home Distribution of Active Users at Langney Library



Figure B12: Home Distribution of Active Users at Lewes Library

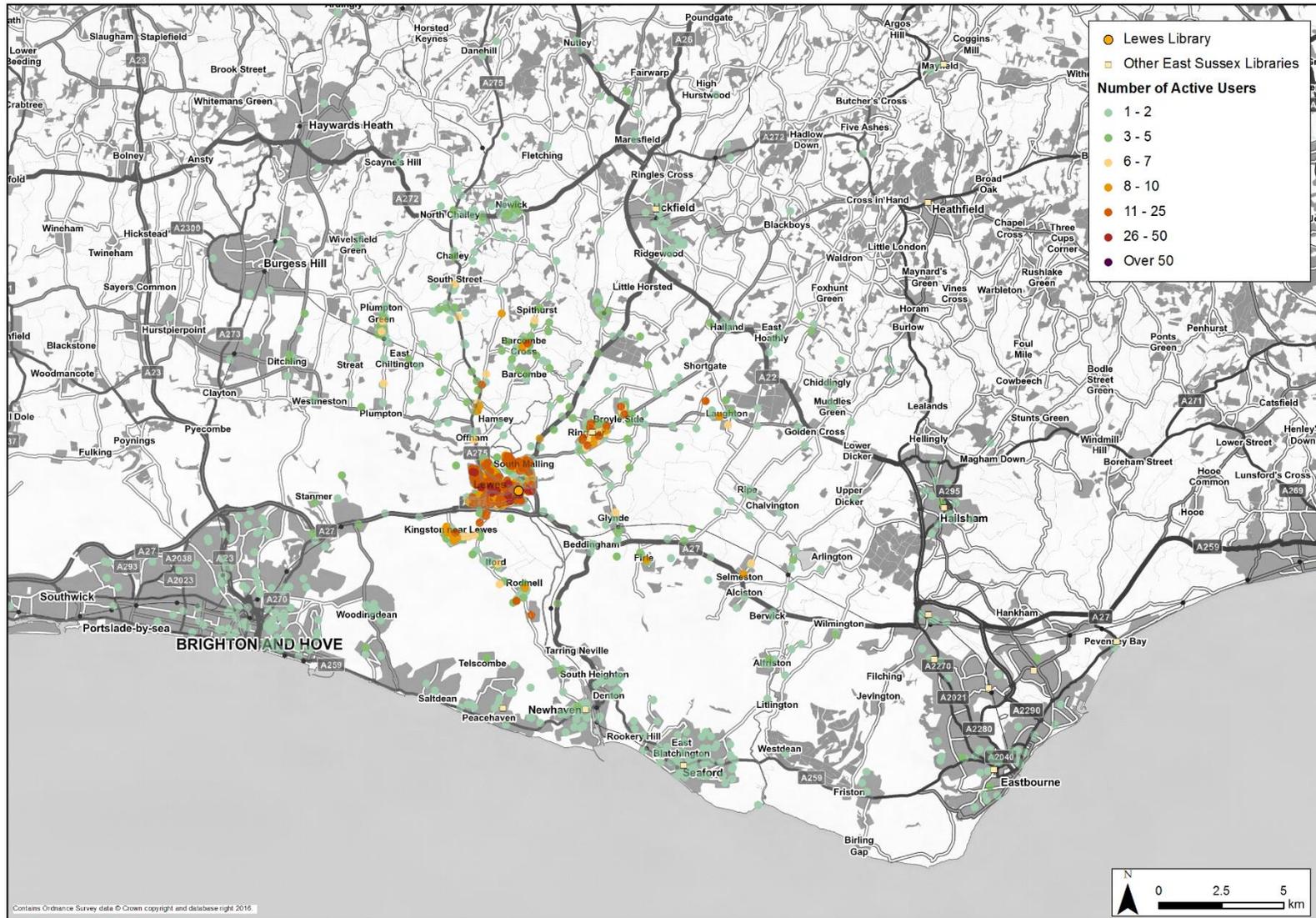


Figure B15: Home Distribution of Active Users at Ore Library



Figure B16: Home Distribution of Active Users at Peacehaven Library

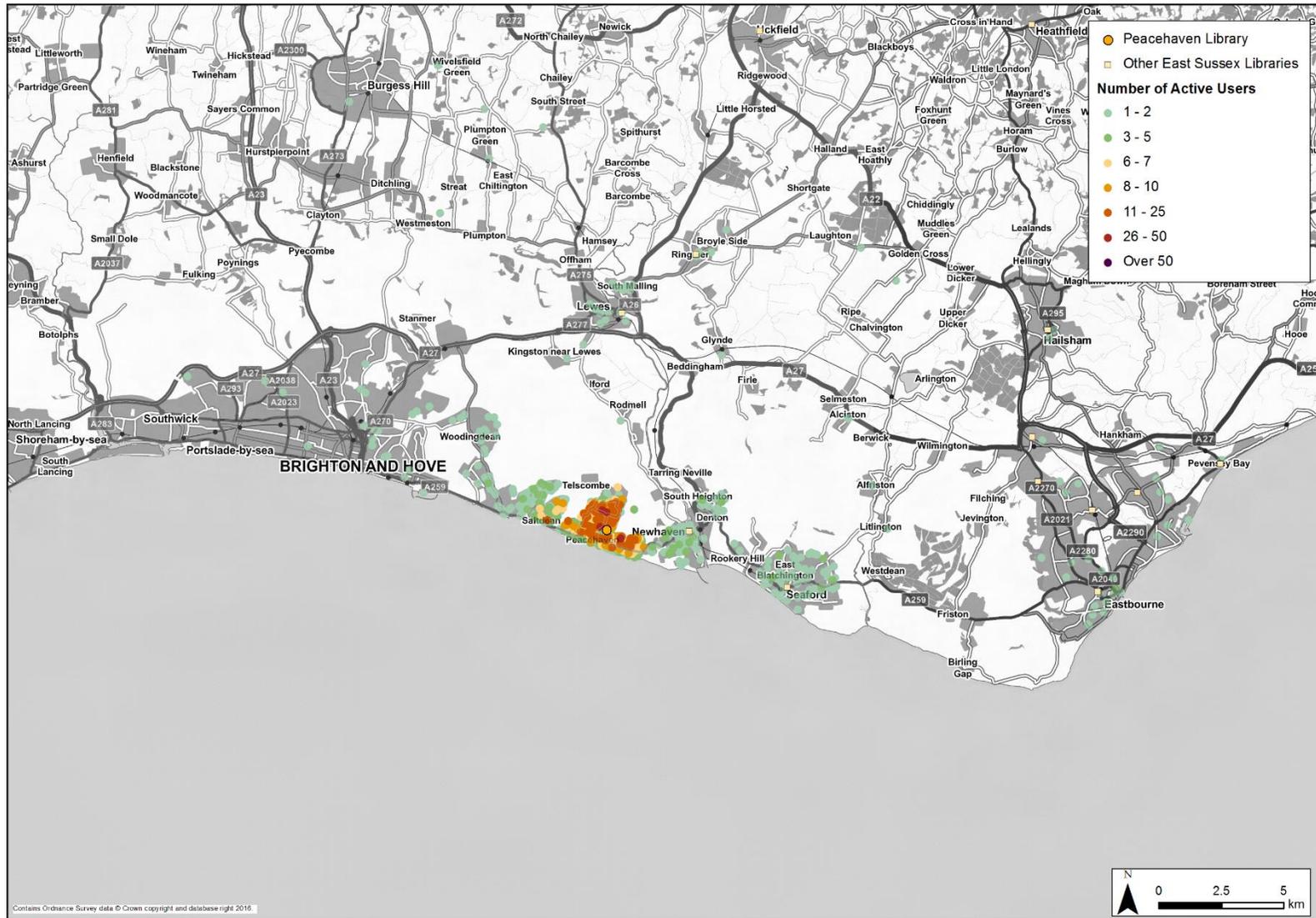


Figure B17: Home Distribution of Active Users at Pevensey Bay Library

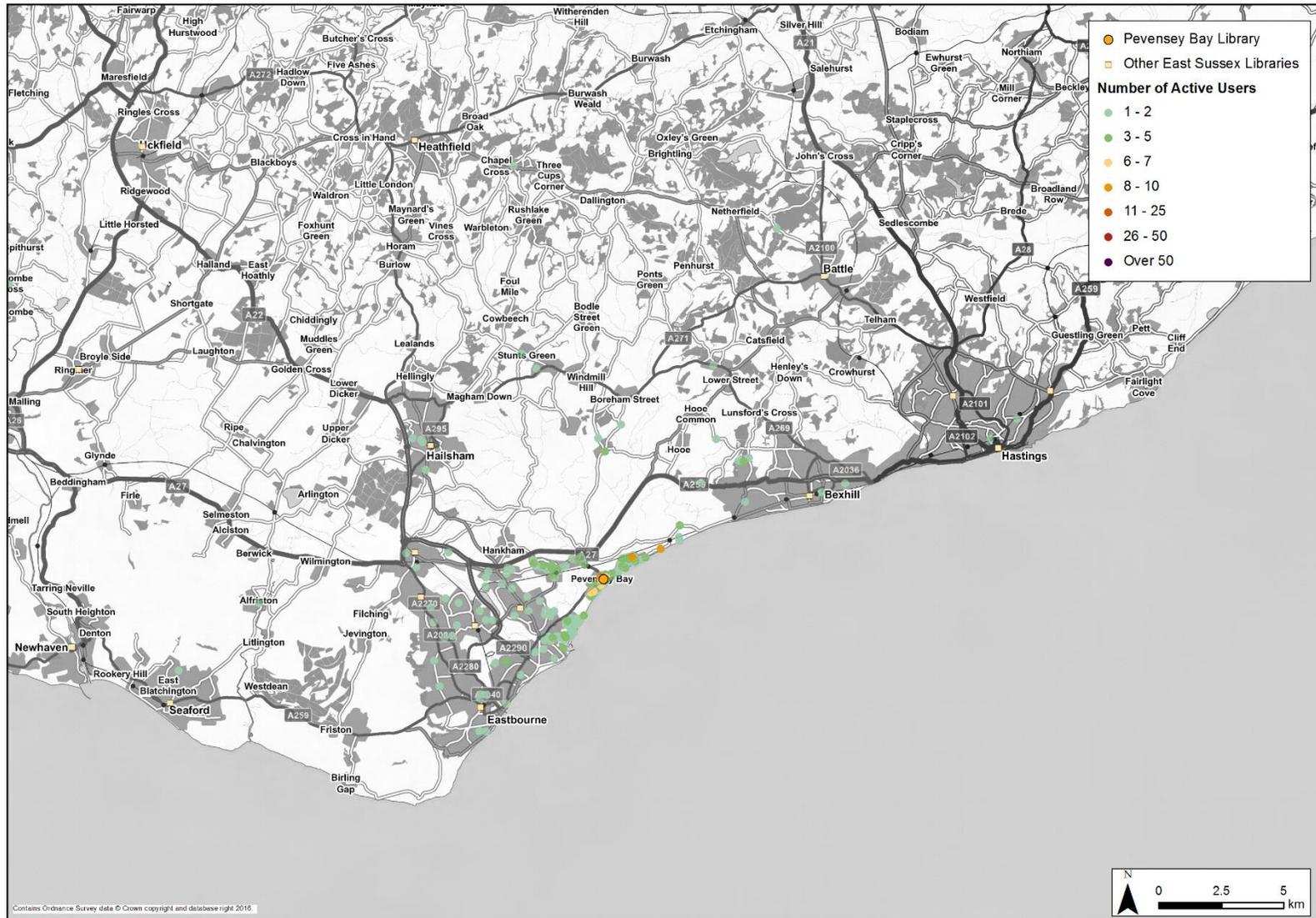


Figure B18: Home Distribution of Active Users at Polegate Library

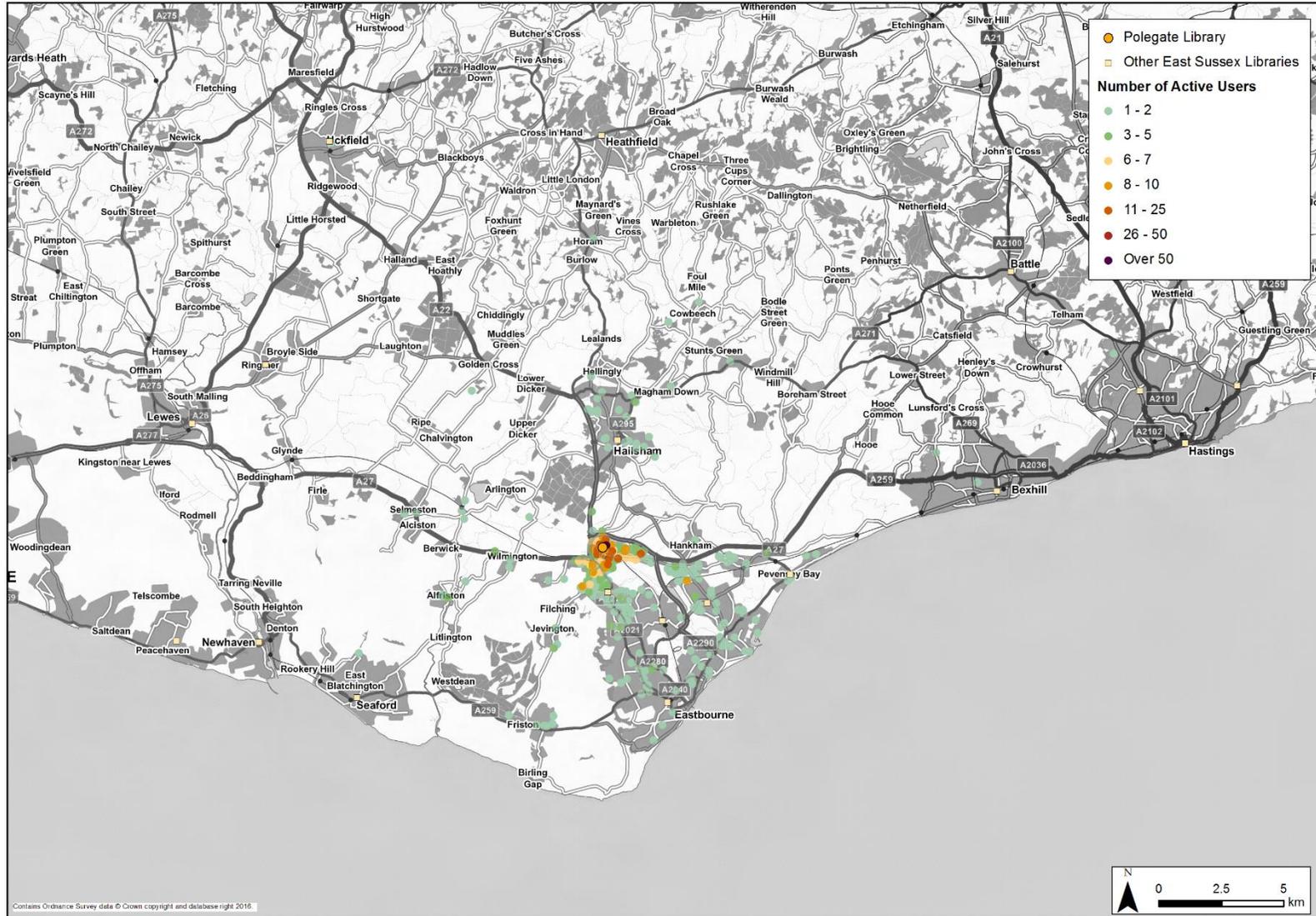


Figure B19: Home Distribution of Active Users at Ringmer Library



Figure B20: Home Distribution of Active Users at Rye Library



Figure B21: Home Distribution of Active Users at Seaford Library

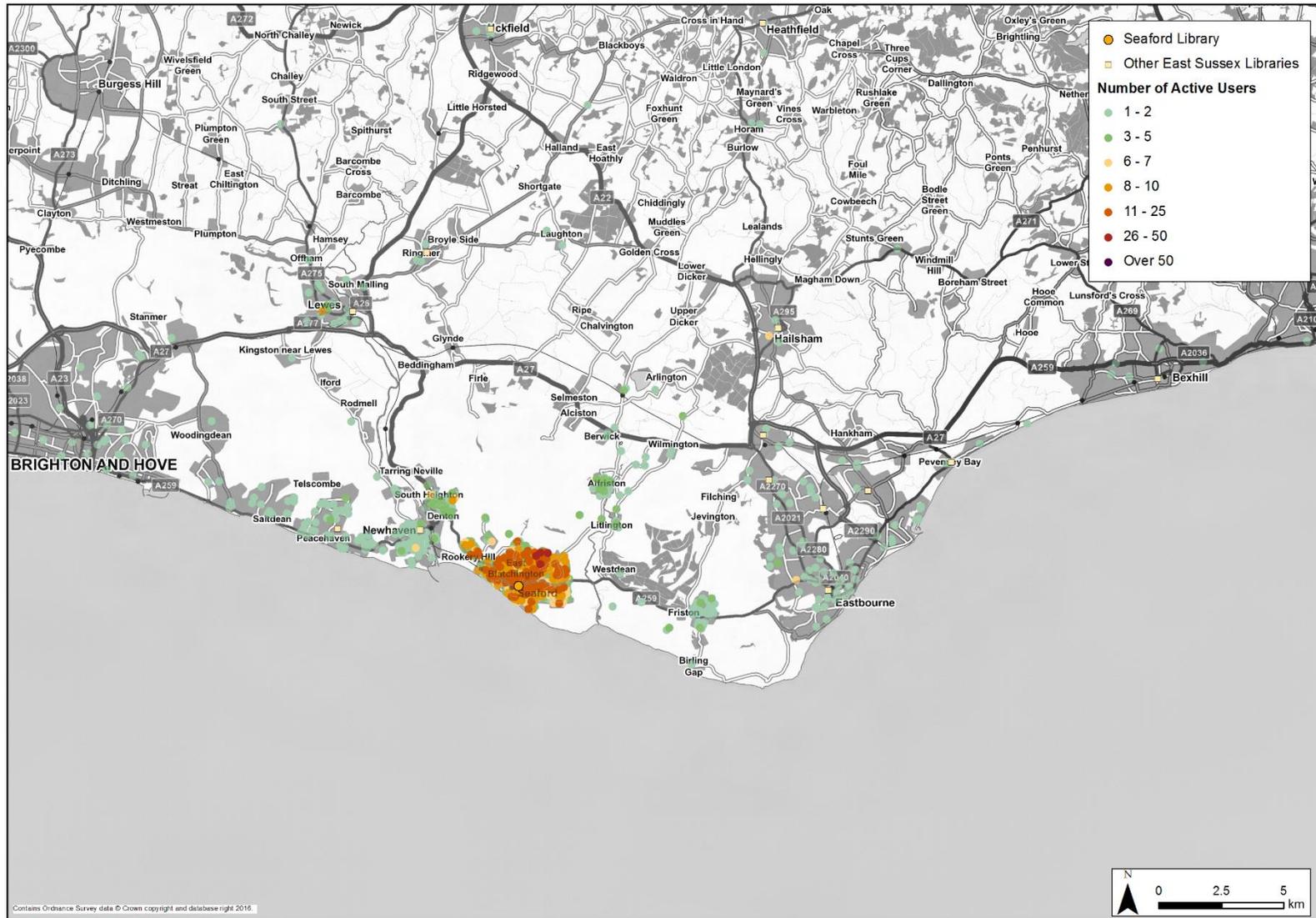


Figure B22: Home Distribution of Active Users at Uckfield Library



Figure B23: Home Distribution of Active Users at Wadhurst Library

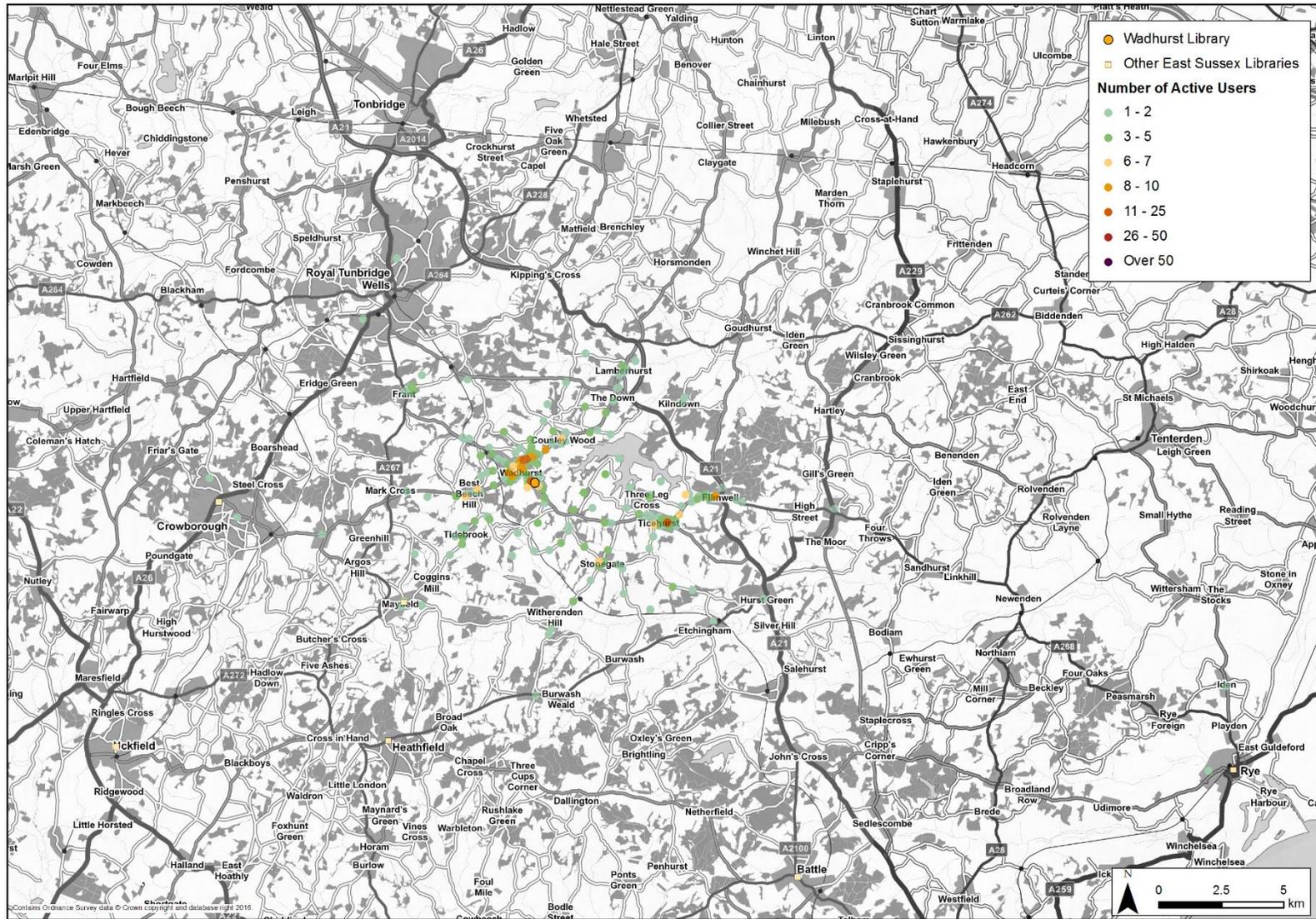
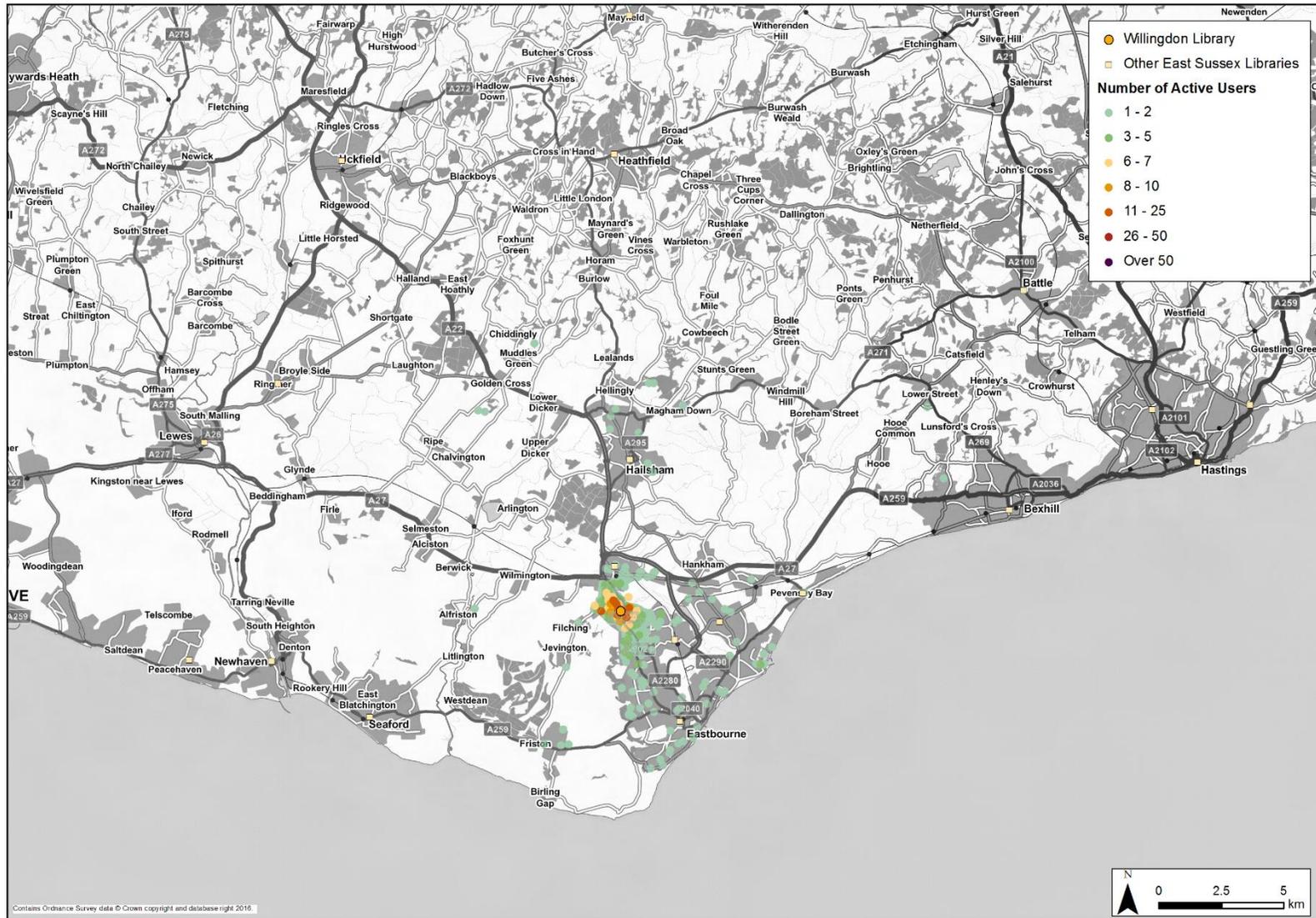


Figure B24: Home Distribution of Active Users at Willingdon Library





Cabinet

6 March 2018

Appendix 12

**Libraries Strategic Commissioning Strategy
Technical Appendix 6
Gap Analysis and Strategic Outcomes**

Contents

1.	Purpose of the Technical Appendix	2
2.	Commissioning Themes	3
3.	Reading and literacy	4
4.	Economic Development	9
5.	Health and Wellbeing	11
6.	Digital exclusion	14
7.	Strategic Outcomes	16
8.	Conclusion	18

1 Purpose of the technical appendix

- 1.1 The Gap Analysis identifies which services should be provided by the Library and Information Service in order to meet the needs identified within the Needs Assessment (Technical Appendix 2). This includes a detailed consideration of individual services which could support each of the four Commissioning Themes identified by the Needs Assessment.
- 1.2 This is one of a number of documents, Technical Appendices (TA), which form the evidence base that supports the draft Libraries Strategic Commissioning Strategy. These documents are as follows:

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2. Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1 National and Local Context	Technical Appendix 2 Needs Assessment	Technical Appendix 3 Service Description and Analysis	Technical Appendix 4 Property Assessment	Technical Appendix 5 Accessibility Analysis	Technical Appendix 6 Strategic Outcomes and Gap Analysis	Technical Appendix 7 Delivery Model Options Appraisal

- 1.3 For each of the Commissioning Themes identified by the Needs Assessment the process of identifying and addressing gaps is as follows:
- state each of the identified needs and in which geographic areas of the county the relative level of need is greatest
 - summarise briefly the current service offer and its effectiveness in meeting the identified need
 - conclude whether the current service offer should continue in the same way, or whether it should be enhanced or a new service provided
- 1.4 Based on the analysis of each of the Commissioning Themes and the future service offer, the gap analysis concludes by identifying the Strategic Outcomes which would underpin the draft Libraries Strategic Commissioning Strategy to prioritise available resources and service delivery according to need.

2 Commissioning Themes

- 2.1 The Needs Assessment identifies four separate Commissioning Themes which provide a framework for the identification of different needs in relation to the Library and Information Service. These are as follows:
- Reading and literacy
 - Economic development
 - Health and wellbeing
 - Digital exclusion
- 2.2 Library services commonly provide a wide range of offers to support different outcomes, tailored according to local needs and circumstances. These are reflected by the Universal Offers which East Sussex, like many other library services, subscribes to. There are, in theory, no limitations, to the range of services that can be delivered by a library service. The Commissioning Themes, therefore, are considered to represent the key areas of community need that the Library and Information Service may be best placed to meet or contribute towards, in support of the Council's priority outcomes.
- 2.3 There is also no fixed model for how different services may be funded and delivered. In different instances services could be directly funded and delivered by the Library and Information Service, funded by another service and delivered by the Library and Information Service on their behalf, or delivered by another service using libraries as venues.
- 2.4 It is important to highlight that in most cases, the Library and Information Service is not the primary provider of services to meet identified needs. The role of the Library and Information Service is largely indirect in support of other service providers. For example, the Service supports good literacy, but literacy itself is primarily delivered by the education system.
- 2.5 The scope of the offer is also, in practice, limited by available resources. Primarily, the service offer must be in line with the provisions laid out by the statutory duty which requires the Council to provide books and other materials to borrow for everyone who lives, works and studies in East Sussex. The precise nature of the materials, and any other services that are provided by the Library and Information Service, is for the local authority to decide.
- 2.6 Opportunities are continuously sought by the Library and Information Service to secure external funding to deliver shared outcomes. An example of this is the *IT for You* service, which is coordinated by the Library and Information Service and delivered by volunteers, and is funded by the Department for Work and Pensions. A programme of new services, *Advantage East Sussex*, has recently been launched to support some of the most disadvantaged individuals and communities within East Sussex with funding from Arts Council England.

3 Reading and literacy

3.1 Table 1, below, describes for each of the identified needs under this Commissioning Theme the areas of higher need, the current service offer and any gaps in the service offer.

Table 1 Reading and literacy gap analysis

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
Children and young people living in poverty are likely to have a need for support to improve their literacy	Parts of Bexhill Eastbourne, including Langney and Hampden Park Parts of Hailsham Hastings, including Hollington and Ore Newhaven	Free reading materials for children and young people are provided in all libraries and online. Free supported literacy events for pre-school children and their families, such as Rhymetime and Storytime, are provided in a number of libraries, but not necessarily in those places with greatest needs. Free literacy activities, such as the Summer Reading Challenge, are provided in all libraries and promoted to schools across the county. Some children and young people have access to materials from the School Library and Museum Service (SLAMS), but only where their school subscribes to the service.	A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Children’s Centres and community settings. Increase volunteering to extend literacy events and activities for pre-school aged children and families in areas with higher needs, either within libraries or as outreach services in other venues.

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
<p>Children and young people with low educational attainment have greatest need for support to improve their literacy</p>	<p>Parts of Bexhill, Parts of Crowborough, Eastbourne, including Hampden Park, Langney, Pevensey Bay and Polegate Parts of Hailsham Hastings, including Hollington and Ore Parts of Heathfield Parts of Lewes Newhaven Parts of Peacehaven, Parts of Seaford Parts of Rye and the surrounding rural area Parts of Uckfield Children and young people's attainment at different stages of education show a varied picture across the county.</p>	<p>Free reading materials for children and young people are provided in all libraries and online.</p> <p>Free supported literacy events for pre-school children and their families, such as Rhymetime and Storytime, are provided in a number of libraries, but not necessarily in those places with greatest needs.</p> <p>Free literacy activities, such as the Summer Reading Challenge, are provided in all libraries and promoted to schools across the county.</p> <p>Some children and young people have access to materials from the School Library and Museum Service (SLAMS), but only where their school subscribes to the service.</p>	<p>A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Children's Centres and community settings.</p> <p>Increase volunteering to extend pre-school literacy events and activities for children and families in areas with higher needs, either within libraries or as outreach services in other venues.</p> <p>Increasing volunteering to provide new Study Clubs and Coding Clubs at key points in the academic year and extend Coding Clubs to these areas with highest needs.</p>

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
<p>Children without English as a first language are likely to have particular literacy challenges</p>	<p>Eastbourne, including Hampden Park and Langney Hastings</p>	<p>Free reading materials for children and young people are provided in all libraries and online, including reading materials in different languages in libraries in areas of higher need.</p> <p>Free literacy activities, such as the Summer Reading Challenge, are provided in all libraries and promoted to schools across the county.</p> <p>Free dual-language literacy sessions for pre-school children and their families for whom English is not their first language are provided in Hastings.</p> <p>Some children and young people have access to materials from the School Library and Museum Service (SLAMS), but only where their school subscribes to the service.</p>	<p>A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Children's Centres and community settings.</p> <p>Extend dual-language literacy sessions for pre-school aged children and their families in areas with higher needs.</p>

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
<p>Adults with low literacy skills, including some adults whose first language is not English, need targeted support</p>	<p>Parts of Bexhill Eastbourne, including Langney and Hampden Park Parts of Lewes Parts of Hailsham Hastings, including Hollington and Ore Newhaven Parts of Peacehaven Parts of Rye and the surrounding rural area Uckfield</p>	<p>Free reading materials for adults are provided in all libraries and online, including Quick Reads for those with lower literacy levels.</p> <p>Free basic English and Maths courses are offered through Learndirect in Eastbourne and Hastings libraries. People can refer themselves or be referred by other agencies such as Jobcentre Plus.</p> <p>Free dual-language literacy sessions for pre-school children and their families for whom English is not their first language are provided in Hastings.</p>	<p>A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Jobcentre Plus, adult education settings and to parents in Children's Centres and through Health Visitors.</p> <p>Extend dual-language literacy sessions for pre-school aged children and their families in areas with higher needs.</p> <p>Provide reading sessions or outreach sessions for adults with low literacy in areas with higher needs.</p>

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
<p>Children and adults with disabilities may face additional barriers to accessing reading and literacy and may require targeted support</p>	<p>Parts of Bexhill Eastbourne Hastings Newhaven</p>	<p>Free resources for children and adults with disabilities and long term health conditions, including visual impairment, hearing impairment and learning disabilities, are provided in all libraries.</p> <p>New reading equipment and support for people with visual impairments and dyslexia has been introduced in Bexhill and Eastbourne libraries.</p> <p>The Home Library Service delivers reading materials for people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left.</p> <p>Free literacy activities for adults with learning disabilities take place in Seaford and Uckfield libraries.</p>	<p>A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Children's Centres, Health Visitors and services for individuals with disabilities and their families/carers.</p> <p>Seek opportunities with partners to extend literacy activities for adults with disabilities in areas with higher needs.</p> <p>Work with Adult Social Care and Health and partners to train and support volunteers who deliver the Home Library Service and seek to build its capacity to support our most vulnerable and isolated customers.</p>

4 Economic development

4.1 Table 2, below, describes for each of the identified needs in this commission theme the areas of higher need, the current service offer and any gaps in the service offer.

Table 2 Economic development gap analysis

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
Adults with low qualifications or low levels of skills may need support to learn new skills that will help them in job seeking and access to information	<p>Parts of Bexhill</p> <p>Langney and Hampden Park</p> <p>Parts of Lewes</p> <p>Parts of Hailsham</p> <p>Hastings, including Hollington and Ore</p> <p>Newhaven</p> <p>Parts of Peacehaven</p> <p>Parts of Rye and the surrounding rural area</p> <p>Parts of Uckfield</p>	<p>Free reading materials for adults are provided in all libraries and online, including Quick Reads for those with lower literacy levels.</p> <p>Free online job seeking training and CV resources are provided via the eLibrary including Atomic Training, My Work Search, Learn My Way</p> <p>Free IT for You sessions are provided in Crowborough, Eastbourne, Hailsham, Heathfield and Uckfield libraries to help people improve their IT skills and confidence to use the internet to find work.</p> <p>Free basic English and Maths courses are offered through Learndirect in Eastbourne and Hastings libraries. People can refer themselves or be referred by other agencies such as Jobcentre Plus.</p>	<p>A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Jobcentre Plus, adult education settings and to parents in Children's Centres and through Health Visitors.</p> <p>Increase volunteering to extend or promote IT for You in areas with higher needs.</p>

		Free dual-language literacy sessions for pre-school children and their families for whom English is not their first language are provided in Hastings.	
Those people who are not working , including those who are unemployed sick or disabled, or have caring responsibilities, may need support applying for out of work benefits or gaining new skills	Parts of Bexhill Eastbourne, including Hampden Park and Langney Parts of Hailsham Hastings, including Hollington and Ore Parts of Lewes Newhaven Parts of Peacehaven Parts of Rye and the surrounding rural area	Free reading materials for adults are provided in all libraries and online, including Quick Reads for those with lower literacy levels. Free literacy activities for adults with learning disabilities take place in Seaford and Uckfield libraries. Free basic English and Maths courses are offered through Learndirect in Eastbourne and Hastings libraries. People can refer themselves or be referred by other agencies such as Jobcentre Plus. Free IT for You sessions are provided in Crowborough, Eastbourne, Hailsham, Heathfield and Uckfield libraries to help people improve their IT skills and confidence to use the internet to find work.	A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Jobcentre Plus, adult education settings and to parents in Children's Centres and through Health Visitors. Seek opportunities with partners to extend literacy activities for adults with disabilities in areas with higher needs. Increasing volunteering to offer Computer Buddies in areas with higher needs to support people applying for Universal Credit or other benefits online.
Entrepreneurs and business start-ups may need access to information and informal work space to develop their business	Most new businesses are registered in Wealden District and fewest in Rother District. Survival of new businesses is lowest in Wealden, but only slightly lower than the other Boroughs and Districts.	Libraries provide a range of free support which can be used by people for their own purposes, including by entrepreneurs and business start-ups, including space, People's Network and Wi-Fi access.	Promote services to support and advise business start-ups on the eLibrary webpage and ESCIS. Work with economic partners to promote library resources, such as free computers, Wi-Fi and space to entrepreneurs and business start-ups.

5 Health and wellbeing

5.1 Table 3, below, describes for each of the identified needs in this commission theme the areas of higher need, the current service offer and any gaps in the service offer.

Table 3 Health and wellbeing gap analysis

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
Those in poor mental or physical health or at risk of developing health problems may need signposting to other services and targeted support	Parts of Bexhill Eastbourne, including Hamdpen Park and Langney Hastings, including Hollington and Ore	Free reading materials for children and young people and adults are provided in all libraries and online, including self-help materials and Books on Prescription Free resources for people with disabilities and long term health conditions, including visual impairment, hearing impairment and learning disabilities, are provided in all libraries. The Home Library Service delivers reading materials for people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left. Free literacy activities for adults with learning disabilities take place in Seaford and Uckfield libraries.	A greater focus on outreach work with other Council services and partners to reach communities and individuals with the greatest needs and promote and deliver our offer more closely with other services in different settings, such as Adult Social Care and Health and NHS health providers and partners. Expand Books on Prescription as new lists are developed, for example the new 'Critical Illness' list Seek opportunities with partners to extend literacy activities for adults with disabilities in areas with higher needs. Actively develop more partnerships with Public Health and voluntary and community sector organisations for health promotions in libraries.

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
<p>Those with a long-term health problem or disability may need support to access library services and signposting to other services.</p>	<p>Eastbourne Parts of Bexhill Hastings Parts of Hailsham Newhaven</p>	<p>Free reading materials for children and young people and adults are provided in all libraries and online, including self-help materials and Books on Prescription</p> <p>Free resources for people with disabilities and long term health conditions, including visual impairment, hearing impairment and learning disabilities, are provided in all libraries.</p> <p>The Home Library Service delivers reading materials for people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left.</p> <p>Free literacy activities for adults with learning disabilities take place in Seaford and Uckfield libraries.</p>	<p>Work more closely with other services and community organisations to promote library resources and activities to support people with physical and mental health needs in all areas and with a focus on those areas with the highest needs.</p> <p>Expand Books on Prescription as new lists are developed, for example the new 'Critical Illness' list</p> <p>Extend literacy activities for adults with disabilities in areas with higher needs.</p> <p>Actively develop more partnerships with Public Health and voluntary and community sector organisations for health promotions in libraries.</p>

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
<p>Different areas in the county experience different levels of life expectancy based largely on health inequality and therefore there is a greater role for libraries to support people in those communities</p>	<p>Parts of Bexhill Eastbourne, including Hampden Park Parts of Hailsham Hastings Surrounding rural area of Rye</p>	<p>Free reading materials for children and young people and adults are provided in all libraries and online, including self-help materials and Books on Prescription</p> <p>Free resources for people with disabilities and long term health conditions, including visual impairment, hearing impairment and learning disabilities, are provided in all libraries.</p> <p>The Home Library Service delivers reading materials for people who cannot easily use a library due to disability or frailty, or are caring for someone who cannot be left.</p> <p>Free literacy activities for adults with learning disabilities take place in Seaford and Uckfield libraries.</p>	<p>Work more closely with other services and community organisations to promote library resources and activities to support people with physical and mental health needs in all areas and with a focus on those areas with the highest needs.</p> <p>Expand Books on Prescription as new lists are developed, for example the new 'Critical Illness' list</p> <p>Extend literacy activities for adults with disabilities in areas with higher needs.</p> <p>Actively develop more partnerships with Public Health and voluntary and community sector organisations for health promotions in libraries.</p>

6 Digital exclusion

6.1 Table 4, below, describes for each of the identified needs in this commission theme the areas of higher need, the current service offer and any gaps in the service offer.

Table 4 Digital exclusion gap analysis

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
Those with no or low qualifications and skills are likely to need training to gain basic IT skills (using the internet, emailing, word processing, spreadsheet use) and support accessing information online	<p>Parts of Bexhill</p> <p>Eastbourne, including Hampden Park and Langney</p> <p>Parts of Lewes</p> <p>Parts of Hailsham</p> <p>Hastings, including Hollington and Ore</p> <p>Newhaven</p> <p>Parts of Peacehaven</p> <p>Parts of Rye and the surrounding rural area</p> <p>Parts of Uckfield</p>	<p>Free online IT training and resources are provided via the eLibrary, including Atomic Training, Learn My Way)</p> <p>Free Computer Buddy sessions providing one to one computer and internet support (in 15 libraries)</p> <p>Free IT for You sessions are provided in Crowborough, Eastbourne, Hailsham, Heathfield and Uckfield libraries to help people improve their IT skills and confidence to use the internet to find work.</p> <p>IT courses are offered through Learndirect in Eastbourne and Hastings libraries to people on benefits.</p>	<p>Work more closely with other services and community organisations to promote library resources and activities to adults in areas where there are lower literacy levels. For example Jobcentre Plus, adult education settings, Children's Centres, Health Visitors.</p> <p>Increase volunteering to extend or promote IT for You and Computer Buddies to these areas with higher needs.</p>

Identified need	Areas of higher need	How does the current service offer support this need	Identified gap in the current service offer
<p>People who do not have access to the internet due to affordability are likely to need access to online services</p>	<p>Parts of Bexhill Eastbourne, including Hampden Park and Langney Parts of Hailsham Hastings, including Hollington and Ore Parts of Lewes Newhaven Parts of Peacehaven Rye Some rural parts of Lewes and Wealden Districts</p>	<p>Free online IT training and resources are provided via the eLibrary, including Atomic Training, Learn My Way)</p> <p>Free Computer Buddy sessions providing one to one computer and internet support (in 15 libraries)</p> <p>Free IT for You sessions are provided in Crowborough, Eastbourne, Hailsham, Heathfield and Uckfield libraries to help people improve their IT skills and confidence to use the internet to find work.</p> <p>Free IT courses are offered through Learndirect in Eastbourne and Hastings libraries.</p>	<p>Work more closely with other services and community organisations to promote library resources and activities to adults in areas where there are lower literacy levels. For example Jobcentre Plus, adult education settings, Children's Centres, Health Visitors.</p> <p>Increase volunteering to extend or promote IT for You and Computer Buddies to these areas with higher needs.</p>
<p>Those aged over 65 years may lack basic IT skills</p>	<p>Parts of Bexhill Eastbourne Parts of Hailsham Hastings Parts of Heathfield Parts of Lewes</p>	<p>Free online IT training and resources are provided via the eLibrary, including Atomic Training, Learn My Way)</p> <p>Free Computer Buddy sessions providing one to one computer and internet support (in 15 libraries)</p>	<p>New, targeted promotion of the PN and Wi-Fi offer in these areas, including skills support, specifically targeting those aged 65 and over.</p> <p>Increase volunteering to extend or promote Computer Buddies to these areas with higher needs, including new Computer Buddy sessions to develop skills to use the eLibrary.</p>

7 Strategic Outcomes

- 7.1 By analysing each of the Commissioning Themes in turn, the Gap Analysis concludes by identifying four Strategic Outcomes which would underpin the draft Libraries Strategic Commissioning Strategy and enable the Library and Information Service to prioritise available resources and service delivery according to need.
- 7.2 Table 5, below, compares each of the Commissioning Themes, identified within the Needs Assessment, to the four proposed Strategic Outcomes.

Table 5 Comparison of Commissioning Themes with Strategic Outcomes

Commissioning Theme (Needs Assessment)	Proposed Strategic Outcome (draft Libraries Strategic Commissioning Strategy)
Reading and literacy	Improving child and adult literacy
Economic development	Supporting the economy
Health and wellbeing	Better health and wellbeing
Digital exclusion	Increasing digital inclusion

- 7.3 Each of the Strategic Outcomes would be delivered by providing a range of appropriate service offers according to need, as identified in this Gap Analysis for each of the corresponding Commissioning Themes. A short summary of the overall service offer which would be required to meet each Strategic Outcome is described below.
- 7.4 **Improving child and adult literacy.** We will provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure of reading and the better life chances that literacy unlocks for people.
- 7.5 **Supporting the economy.** We will provide training and guidance for people of all abilities seeking to learn and to work, so they are able to build skills and confidence in a supportive environment.
- 7.6 **Better health and wellbeing.** We will promote reading as a source of wellbeing and provide reliable information and services to promote good health and support people to manage their own health and the health of those they care for.

- 7.7 **Increasing digital inclusion.** We will provide free access to computers and Wi-Fi, and paid access to printers, with training for people to use technology and the internet, so they are able to independently access vital information and services, and participate in the benefits of the digital world.
- 7.8 The services which are identified by the Gap Analysis to deliver the draft Libraries Strategic Commission Strategy also ensure that the Library and Information Service would meet the provisions of the statutory duty to provide a comprehensive and efficient library service for everyone who lives, works and studies full-time in East Sussex.

Vision

- 7.9 A new vision is recommended for the Library and Information Service which would effectively draw the four Strategic Outcomes together. The evidence provided by the Needs Assessment and Gap Analysis demonstrates that this vision should have its foundations in the role of the Library and Information Service to promote reading and knowledge to enable people to lead fulfilling lives. Collectively, the Vision and Strategic Outcomes would provide a clear direction for the delivery of the Libraries Strategic Commissioning Strategy.

8 Conclusion

- 8.1 The Gap Analysis identifies which services should be provided by the Library and Information Service in order to meet the needs identified within the Needs Assessment (Technical Appendix 2). This includes a detailed consideration of individual services which could support each of the four Commissioning Themes identified by the Needs Assessment.
- 8.2 Library services commonly provide a wide range of offers to support different outcomes, tailored according to local needs and circumstances. These are reflected by the Universal Offers which East Sussex, like many other library services, subscribes to. There are, in theory, no limitations, to the range of services that can be delivered by a library service. The Commissioning Themes, therefore, are considered to represent the key areas of community need that the Library and Information Service may be best placed to meet or contribute towards, in support of the Council's priority outcomes.
- 8.3 The scope of the offer is also, in practice, limited by available resources. Primarily, the service offer must be in line with the provisions laid out by the statutory duty which requires the Council to provide books and other materials to borrow for everyone who lives, works and studies in East Sussex. The precise nature of the materials, and any others services that are provided by the Library and Information Service, is for the local authority to decide.
- 8.4 Overall, the Gap Analysis finds that the current offer provided by the Library and Information Service meet the needs which have been identified by the Needs Assessment to a high degree. A number of gaps have been identified, including more joined up working with other parts of the County Council to promote library services to specific groups and a greater focus on providing services through outreach work, recognising that some people who stand to benefit from the Library and Information Service require more targeted engagement. There are also some services which can be enhanced, such as the eLibrary, and new services, such as study sessions for school aged children, which would support the specific needs of different groups.
- 8.5 A number of services which are already provided by the Library and Information Service, which add value to the core service offer, are provided by drawing in external funding from partners such as the Department for Work and Pensions and Arts Council England. A number of our value added services are provided through the commitment of volunteers, including those within libraries, such as Computer Buddies, and those who provide the Home Library Service to customers who cannot get to a library easily. A number of the opportunities identified by the Gap Analysis to extend and provide new services through the Strategy would similarly rely on extending our volunteering roles and securing partnership funding.

- 8.6 By analysing each of the Commissioning Themes in turn, the Gap Analysis concludes by identifying four Strategic Outcomes which would underpin the draft Libraries Strategic Commissioning Strategy and enable the Library and Information Service to prioritise available resources and service delivery according to need. Each of the proposed Strategic Outcomes is accompanied by a short summary of the overall service offer which would be required to meet it, as follows:

Improving child and adult literacy. We will provide a range of quality materials and personalised support for people's different needs, so they can enjoy the pleasure of reading and the better life chances that literacy unlocks for people.

Supporting the economy. We will provide training and guidance for people of all abilities seeking to learn and to work, so they are able to build skills and confidence in a supportive environment.

Better health and wellbeing. We will promote reading as a source of wellbeing and provide reliable information and services to promote good health and support people to manage their own health and the health of those they care for.

Increasing digital inclusion. We will provide free access to computers and Wi-Fi, and paid access to printers, with training for people to use technology and the internet, so they are able to independently access vital information and services and participate in the benefits of the digital world.

- 8.7 It is recommended that the draft Libraries Strategic Commissioning Strategy should set out a comprehensive service offer for each of the four Strategic Outcomes, based on the findings of this Gap Analysis. Some specific gaps are identified which it is not yet clear that the Library and Information Service would be able to meet. Further efforts should be made to identify whether there are appropriate offers to resolve these within available resources, potentially by working with other services. Given that the offers provided by a library service naturally change and develop, as new opportunities are identified, it is not considered that the offers described by the Strategy should be considered exhaustive or necessarily provide for each individual gap that is identified.
- 8.8 The services which are identified by the Gap Analysis to deliver the draft Libraries Strategic Commissioning Strategy also ensure that the Library and Information Service would meet the provisions of the statutory duty to provide a comprehensive and efficient library service for everyone who lives, works and studies full-time in East Sussex.
- 8.9 A new vision is recommended for the Library and Information Service which would effectively draw the four Strategic Outcomes together. The evidence provided by the Needs Assessment and Gap Analysis demonstrates that this vision should have its foundations in the role of the library service to promote reading and knowledge to enable people to lead fulfilling lives. Collectively,

the Vision and Strategic Outcomes would provide a clear direction for the delivery of the Libraries Strategic Commissioning Strategy.

This page is intentionally left blank



Cabinet

6 March 2018

Appendix 13

**Libraries Strategic Commissioning Strategy
Technical Appendix 7
Delivery Model Initial Options Appraisal**

Contents

1.	Purpose of the Technical Appendix	2
2.	National context	4
3.	Option 1: Remain in-house with re-engineering	5
4.	Option 2 : Establishing as a Local Authority Trading Company (LATC)	8
5.	Option 3: Establishing as a Public Service Mutual (PSM)	10
6.	Option 4: Outsourcing	13
7.	Option 5: Joint Venture	15
8.	Analysis of longlisted options	16
9.	Financial differences modelling	20
10.	Conclusions	24

1 Purpose of the Technical Appendix

- 1.1 The purpose of this Technical Appendix is to identify the different possible ways (known as ‘delivery models’) in which the Libraries Strategic Commissioning Strategy could be implemented. It assesses the relative advantages, disadvantages and risks of different delivery model options and the ability to effectively deliver the Strategy, including a financial assessment and a consideration of other relevant factors. This Technical Appendix presents the findings of an Initial Options Appraisal of delivery models. It is based on work that was undertaken by an independent consultant, Mutual ventures, as well as our additional considerations based on discussions with other local authorities that have adopted alternative delivery models, and an assessment of the local context in East Sussex.
- 1.2 This is one of a number of documents, Technical Appendices (TA), which form the evidence base that supports the draft Libraries Strategic Commissioning Strategy. These documents are as follows:

Draft Libraries Strategic Commissioning Strategy						
Appendix 1 Rationale and Impact Assessment for the Proposed Needs Based Library Service						
Appendix 2. Equality Impact Assessment.						
Appendix 3 Summary of Technical Appendices						
Technical Appendix 1 National and Local Context	Technical Appendix 2 Needs Assessment	Technical Appendix 3 Service Description and Analysis	Technical Appendix 4 Property Assessment	Technical Appendix 5 Accessibility Analysis	Technical Appendix 6 Strategic Outcomes and Gap Analysis	Technical Appendix 7 Delivery Model Options Appraisal

- 1.3 The Initial Options Appraisal did not aim to identify a single preferred option, rather its goal was to assess the sustainability of several potential delivery models and identify their relative strengths and weaknesses from a variety of perspectives.
- 1.4 The following possible delivery models were considered during the Initial Options Appraisal:
- Remain in-house with re-engineering;
 - Establishing a Local Authority Trading Company (LATC);
 - Establishing a Public Service Mutual (PSM);
 - Outsourcing the service (to a ‘for profit’ or third sector provider); and

- Establishing as a joint venture (JV) between the Council and the library service staff group.

1.5 The Initial Options Appraisal is formed of four key stages:

- Review of the key characteristics of the five possible delivery models and their main benefits and disadvantages;
- An appraisal of the ability of each of these models against a set of criteria to determine their suitability to deliver the draft Libraries Strategic Commissioning Strategy;
- A financial differences model to identify which of the delivery models would generate a surplus over the five year duration of the Strategy, and to estimate the size of the surplus;
- An overall assessment of the combined appraisal and financial differences modelling, taking into account the limitations of the options appraisal process and other factors which are relevant to the context in which the Library and Information Service operates.

2 National context

- 2.1 These are challenging times for councils as they manage ongoing, and in many cases increasing, demands for services like adult social care with significantly reduced budgets and changing expectations from local communities. Many local authorities are considering different approaches and solutions to these challenges, including steps to investigate new models of service delivery
- 2.2 Investigating new delivery models provides a range of stakeholders with an opportunity to consider the services currently offered by a library service. In partnership with communities and public bodies, a number of library service delivery models are developing innovative, needs led and sustainable services across a range of agendas.
- 2.3 New delivery models can, in the right circumstances, be an effective way of promoting sustainability, resilience and innovation across the library sector and beyond. Chapters 3 to 7 of this Technical Appendix describe the characteristics of a selection of different delivery models that are potentially suitable for library services, and examine the pros and cons of each. It should be noted that the advantages and disadvantages described in these chapters are generic to any library service, and indeed in many cases any public service that may move to a different delivery model. They are not specific to the East Sussex Library and Information Service.
- 2.4 Chapter 8 evaluates the five delivery models against a selected range of assessment criteria and presents the overall findings of the assessment and chapter 9 presents a 'financial differences' model, which considers the additional financial surpluses that different delivery models could potentially generate.
- 2.5 Finally, chapter 10 presents the conclusions of the Initial Options Appraisal.

3 Option 1: Remain in-house with re-engineering

3.1 Should the Council intend to retain delivery responsibility for the library service, two main alternative delivery model options may be considered:

a) Remaining within the 'host council'

3.2 Where 'doing nothing is no longer an option', this option is considered to be the 'do the minimum' alternative to establishing the service as an external delivery model. In the context of the East Sussex Library and Information Service, 're-engineering' is effectively the implementation of the draft Libraries Strategic Commissioning Strategy. Service re-design would be undertaken to improve systems, realise efficiencies, transform existing services or develop new services to meet the evolving needs of local communities. This could potentially be in conjunction with increased community involvement. Examples of local authorities that have taken this approach include the Warwickshire Library Service – Globe House, Alcester¹ and the Hampshire Library Service².

Potential advantages

- The 'do the minimum' option is likely to require lower levels of resource (when compared to the establishment of other delivery model options) and will not require a procurement process;
- Depending on the scale of the re-engineering, the required level of change may be achieved relatively quickly and at (potentially) lower cost than other options; and
- One-off savings and efficiencies could be realised in the short term.

Potential disadvantages

- Remaining in-house leaves the Service under the complete control, including budgetary control, of the local authority. With this delivery model there is the theoretical potential for a library service's budget to be reduced to an unsustainable level, to the extent that it finds it difficult to meet the needs of the population. However, this is unlikely in a situation where the authority adopts a needs-based approach, as East Sussex is doing;

¹ <https://www.gov.uk/government/case-studies/warwickshire-library-service-globe-house-alcester>

² <https://www.gov.uk/government/case-studies/hampshire-county-council-strategic-library-plan>

- The decision to remain in-house may result in the Library and Information Service not being able to benefit from increased freedom to trade etc. that would help to improve the service's sustainability and flexibility to innovate, potentially threatening the long term sustainability of the service.

b) Partnership across two or more councils

- 3.3 Two or more councils may be in a position to work together to deliver public library services. There are varying degrees of partnerships, from local authorities working together in areas where there is mutual benefit (which East Sussex currently does) to a fully shared service. Where there is a contract in place for one council to deliver the service for the other, this tends to fall more within the definition of an outsourcing arrangement rather than a partnership, although there are no hard and fast rules. Partnership working between the councils could potentially involve the sharing of staff and other resources. It could also potentially involve the joint procurement of back office services and support systems, in addition to the sharing of best practice.
- 3.4 The option would not necessarily involve the establishment of a new delivery model, but would instead be based on a partnership agreement between councils. One of the councils could act as the host for the 'shared service' with staff and service delivery responsibility transferred. Examples of local authorities that have taken this approach include Libraries West³ and London Libraries Consortium⁴.
- 3.5 The East Sussex Library and Information Service currently operates a number of shared services with other local authorities. The community information service ESCIS is a joint service for Brighton and Hove and East Sussex and is funded by both councils working together.
- 3.6 East Sussex is part of a central book buying consortium (CBC), one of the largest local government procurement organisations in the UK. The CBC started in 1991 and is a non-profit making federation of 18 local authorities based broadly across the southern half of England. Members' collective procurement spend is currently in excess of £5 billion with the authorities involved representing over 20% of the population in England. West Sussex is the lead authority for the parts of the consortium which we buy into. The benefits to East Sussex are the discounts and spending power of the consortium and the reduced costs and combined skills of the members to shape specifications, as well as more standard servicing of books that reduce costs and the sharing of best practice and networking with colleagues. We pay 1% of turnover to the West Sussex procurement team to participate in the contract and to pay for contract management and administration. In return, they provide a dedicated officer who manages the relationship with suppliers and deals with any customer issues, provide monitoring reports for the contract, and manage the procurement and tender processes.

³ <https://www.gov.uk/government/case-studies/librarieswest>

⁴ <https://arena.yourlondonlibrary.net/web/home/>

- 3.7 We also currently provide the Schools Library and Museum Service (SLAMS) to schools in both East Sussex and Brighton and Hove, although as discussed elsewhere in the Technical Appendices and draft Libraries Strategic Commissioning Strategy, the current funding model for SLAMS has become unsustainable.

Potential advantages

- The ability to tap into expertise and intellectual property held across a number of councils;
- The potential for reduced duplication and the development of efficient shared services across a number of councils;
- Potential for savings depending on the degree of sharing across councils;
- The ability to realise increased purchasing power across a number of councils; and
- In-house services are not required to pay VAT or corporation tax.

Potential disadvantages

- The potential inability of councils to agree on the scope and scale of the partnership;
- The potential differences in operating systems and organisation cultures across the councils involved in the partnership; and
- The need to agree the terms of the partnership, particularly in relation to the level of investment and the sharing of risks and rewards.

4 Option 2: Establishing as a Local Authority Trading Company (LATC)

- 4.1 Local Authority Trading Companies (LATCs) are bodies that are free to operate as commercial companies, but remain wholly owned and controlled by the 'parent' council(s). As trading bodies, LATCs are in a position to provide their services to a wider market than a council department.
- 4.2 LATCs are contracted by the parent council (or councils) to provide services back to the council(s) via a service contract. The council may decide to apply the 'Teckal' or 'in-house' exemption which allows the authority to establish a LATC without the requirement for a procurement exercise. It is based on case law, but has recently been codified in the *Public Contracts Regulations 2015*⁵. In general, the terms of exemption requires:
- The Council to control the vehicle as if it were an internal department, with there being no direct private share or ownership participation in the company (this is known as the control test); and
 - More than 80% of the vehicles activities to be with its 'parent' council (this is known as the function test).
- 4.3 If the council decides to undertake an open procurement, the 'Teckal' requirements would not need to be in place.

Potential advantages

- A clear commissioner/provider split exists, meaning that the Council can incentivise the LATC to realise efficiencies, develop service offerings etc. (as it does for the Public Sector Mutual, outsourcing and joint venture options);
- Two or more councils can work together to establish a library service LATC, potentially offering opportunities to realise efficiencies;
- The Council can retain a high degree of control over the organisation, which may be a more politically palatable option than for example the PSM or outsourcing options;
- An LATC can transition into alternative forms of delivery (for example a PSM) in the future;
- Despite certain restrictions on the type and level of commercial activities, LATCs possess greater freedom than in-house library services to develop

⁵ <http://www.legislation.gov.uk/ukxi/2015/102/contents/made>

and trade services, including the development and delivery of new non-statutory services which can generate a surplus for the organisation. Depending on how the LATC has been set-up, the Council may be in a position to 'claw back' surpluses from the service; and

- An LATC may be able to achieve social enterprise status.

Potential disadvantages

- The process of establishing an LATC can be complicated, resource intensive and time consuming. The process would be undertaken 'on top of the day job' by library service staff, while it requires close working with a number of council departments (i.e. legal, finance, HR, property/premises etc.) and support from external experts;
- As a 'Teckal' LATC needs to be owned and controlled by one or more council, there is limited potential for other stakeholders (such as staff, community groups, Friends Groups etc.) to influence the strategic direction of the company. A 'non-Teckal' LATC would not experience these limitations;
- Should a 'Teckal' LATC wish to develop new service lines, the income from these services is limited to 20% of the LATC's total turnover. An in-house library service may be generating this level of income already, meaning that there is limited potential for an LATC to generate further levels of revenue outside of the core contract held with the council;
- Due to its close association with the Council, a 'Teckal' LATC is unlikely to achieve charitable status;
- The ability of a 'Teckal' LATC to access external funding is limited because it is owned by a public body;
- As it is owned and controlled by the Council, there is the risk that the creation of a LATC result in 'more of the same' being delivered;
- The LATC may be required to transfer surpluses back to the Council, limiting the LATC's ability to develop new services. Should the LATC be able to retain a proportion of the surpluses it has generated, these would be subject to corporation tax; and
- Like any company, LATCs are required to pay VAT.

5 Option 3: Establishing as a Public Service Mutual (PSM)

- 5.1 The Department for Culture Media and Sport defines a PSM as an organisation:
- That has left the public sector (also known as ‘spinning out’);
 - Which continues to deliver public services; and
 - Which has a significant degree of employee control, influence or ownership.
- 5.2 Typically a PSM would involve an element of employee-ownership (or at the very least a significant level of employee control). The model also allows for the involvement of a range of other stakeholders, possibly including community groups and the Council.
- 5.3 Depending on the intended ownership and governance arrangements, stakeholders (e.g. staff, community groups, Friends Groups and the Council) may own part of the PSM and sit on the board of directors. Several advisory groups could be established to ensure that a diverse range of stakeholders are effectively represented and able to influence the PSM’s strategic direction.
- 5.4 PSMs have significant commercial freedoms and flexibility to deliver differently. As staff will play an important role within the new entity, they (along with community stakeholders if included within the PSM’s governance structure) are well placed to influence the PSM’s strategic direction and the type of services delivered. Staff and communities can play an important role in shaping services to reflect local needs, piloting innovative services through the re-investment of surpluses generated by the PSM, where these exist.
- 5.5 PSMs are typically established by a staff group ‘spinning out’ of the Council. This requires the support of councillors and council commissioners, as well as broad support from library staff.
- 5.6 Councils can make use of a number of procurement routes, from the Council directly awarding the contract to the PSM, through to undertaking a public procurement exercise. Examples of local authorities that have taken this approach include York⁶, Nottinghamshire⁷, Devon⁸ and Suffolk⁹.

⁶ <https://www.gov.uk/government/case-studies/explore-york-libraries-and-archives>

⁷ <https://www.inspireculture.org.uk/>

⁸ <https://librariesunlimited.org.uk/>

⁹ <https://www.suffolklibraries.co.uk/>

Potential advantages

- Establishing as an independent PSM can provide the library service with the opportunity to break from the past and establish an organisation with a single focus on libraries. The business plan would demonstrate how the strengths of the organisation can be maximised, while at the same time developing plans to address areas of weakness;
- Establishing as a PSM may increase the level of freedom and autonomy experienced by staff and managers, enabling them to be more creative within their roles. A new organisational culture can be established, leading to staff playing an increasing role in making decisions at an operational level, which in turn can increase levels of staff engagement and motivation;
- Depending on the ownership and governance model assumed by the PSM, staff, community groups and Friends Groups (as well as other relevant stakeholders) can be in a strong position to influence the strategic direction of the organisation. In this situation, stakeholders would be involved in the decision making process, providing them with the power to address issues;
- Decision making processes may involve fewer layers of bureaucracy, resulting in more timely decisions being made which benefit staff and communities, while at the same time increasing the sustainability of the library service;
- As PSMs experience a high degree of commercial freedom, they are able to explore new areas of service growth. The PSM may be incentivised to generate income from new sources to offset reductions in the level of funding received from the council;
- By empowering employees and communities to design and improve their services, PSMs are well placed to encourage innovation. In particular, PSMs may be in a position to pilot new services (designed by staff and communities) on a small scale. Should these prove successful, and show significant social impact and value, they can be scaled up and potentially procured by public bodies;
- As an independent entity, the PSM will be in a position to reinvest profits back into the organisation, fuelling innovation and a needs-led approach to service delivery;
- Some PSMs appear to demonstrate greater levels of efficiency, particularly in terms of lower levels of absenteeism and staff turnover. They may also be in a position to procure services in a more cost effective way (for example back-office support services); and
- Depending on the chosen legal form and constitution, a library service PSM may qualify as a social enterprise or charity, meaning that it may be

eligible for grant funding opportunities not available to in-house council services.

Potential disadvantages

- The process of establishing a PSM can be complicated, resource intensive and time consuming. The process is often undertaken 'on top of the day job' by library service staff. It requires close working with a number of council departments (i.e. legal, finance, HR, property/premises etc.) and support from external experts;
- The costs of change need to be understood by all parties. It should also be accepted that changes to the way services are delivered may take time. The immediate challenges for PSMs once established usually involve ensuring business continuity and stabilising the service after significant reductions in funding and the move to a new organisational entity;
- While PSMs may realise significant efficiencies, the decision to establish a PSM should not be primarily motivated by making efficiencies. Councils investigating the PSM model from a cost cutting perspective risk 'setting the organisation up to fail'. Equal (if not more) attention needs to be paid to ensuring the sustainability of the service through delivering differently, modernising the library offer and diversifying income streams;
- Initially at least, most PSMs are reliant on their core contract held with the council. This over reliance is a significant business risk. The challenge for PSMs is to diversify their income streams and reduce their dependence on the core contract;
- Ensuring the involvement of staff, community groups and Friends Groups in the process can be a challenge. While it may be widely accepted that 'doing nothing is not an option', there is often resistance to change. The challenge of engaging with a wide range of stakeholders is significant, although it also presents the opportunity of meaningfully involving these groups in designing the service's future function and strategic direction;
- The staff group transferring to the PSM often does not possess all of the skills and capabilities needed to operate a commercially disciplined business. While training and development can help, PSMs may be required to employ new staff at a management level or recruit non-executive directors to the board to make sure the organisation has the necessary skills, experience and expertise to be sustainable; and
- Like any independent company, PSMs are required to pay VAT and corporation tax.

6 Option 4: Outsourcing

- 6.1 The process of outsourcing a council's library service involves the procurement of a third party to deliver the library service on behalf of the council via a contract. The outsourcing of library services may take several forms, including:
- Procuring an existing social enterprise or charity to deliver the service on behalf of the council;
 - Procuring local community groups to deliver library services on behalf of the council (with funding, professional library services and back-office support and systems);
 - Procuring another council to deliver part or all of the service; and
 - Procuring a for-profit provider to deliver the service on behalf of the council.
- 6.2 Examples of local authorities that have taken this approach include Hounslow¹⁰ Lincolnshire¹¹ and Libraries West¹² – a partnership of 7 public library authorities in the south west of England.

Potential advantages and disadvantages

- 6.3 Due to the large number of outsourcing options available to a council, it is difficult to be specific in terms of the potential advantages and disadvantages that could be realised.

Potential benefits associated with outsourcing include:

- The ability to tap into expertise (e.g. digital) to deliver an improved service;
- The potential for increased purchasing power, shared systems and intellectual property;
- The potential for savings and efficiencies to be realised, as a result of the library service being part of a wider organisation; and
- Savings can be underwritten in the contract.

¹⁰ <http://www.ccslibraries.com/libraries/hounslow-libraries>

¹¹ <https://www.lincolnshire.gov.uk/news/recommendation-given-to-outsource-library-services-to-gll/127998.article>

¹² <https://www.gov.uk/government/case-studies/librarieswest>

Potential disadvantages associated with outsourcing include:

- The potential for opposition to the move from staff, councillors, friends groups, library users and communities;
- The risk of the council realising 'stranded costs' if the outsourced provider accesses their back office support from an alternative provider (i.e. other than the council);
- Risks associated with the provider not fulfilling the requirements of the contract (e.g. poor performance against contractual requirements); and
- The risk that the procured provider may not reinvest operating profits back into the library service.

7 Option 5: Joint venture

- 7.1 The term joint venture can describe a range of different commercial arrangements between two or more separate entities. Each party contributes resources to the venture and a new business is created in which the parties collaborate together and share the risks and benefits associated with the venture.
- 7.2 A party may provide land, capital, intellectual property, experienced staff, equipment or any other form of asset. Each party generally has an expertise or need which is central to the development and success of the new business which they decide to create together. It is also vital that the parties have a 'shared vision' about the objectives for the joint venture.
- 7.3 In the case of libraries, a joint venture may involve the Council and one or more third party (possibly including the staff group) establishing a new entity. Ownership of the joint venture would conventionally be split across each of the parties involved. Typically this would be determined by the appetite of the Council to share ownership, and the level of investment and risk taken on by each party.

Potential advantages and disadvantages

- 7.4 Due to the large number of joint venture options available, it is difficult to be specific with regard to the potential advantages and disadvantages that may be realised. HM Treasury has provided a guidance note¹³ on joint ventures and provides an overview of the advantages and disadvantages associated with each legal form for a joint venture.

Status – social enterprise or charity

- 7.5 A further consideration relates to whether the new delivery model is suited to either social enterprise or charitable status.
- 7.6 A social enterprise is defined as a 'business with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the community, rather than being driven by the need to maximise profit for shareholders and owners'. A charity is 'an institution which is established for charitable purposes only, where charitable purpose is a purpose which is for the public benefit.' Both statuses may restrict the commercial flexibility of the delivery model, although both provide a recognisable and trusted 'brand' that could potentially benefit the new delivery model.

13

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/225321/06_joint_venture_guidance.pdf

8 Analysis of longlisted options

- 8.1 Informed by the longlist of delivery models outlined in chapters 3–7 an Initial Options Appraisal was undertaken.
- 8.2 This process was undertaken during the development of the draft Libraries Strategic Commissioning Strategy at which stage the draft Vision, Strategic Outcomes and draft Gap Analysis had been identified. By definition, therefore, it was not possible to base the Initial Options Appraisal on a complete draft Strategy. However, it should be borne in mind that this appraisal process is a snapshot at this point in time. The range of delivery models, their benefits and advantages may change over time. We may, following consultation on the draft Libraries Strategic Commissioning Strategy, or at some other point in the future, seek to deliver a different vision and outcomes for the Library and Information Service, which might give a different conclusion to the options appraisal process contained in this Technical Appendix.
- 8.3 For this stage, each longlisted option was developed into a tangible proposition (rather than a general concept) to allow for an objective analysis to take place for the East Sussex Library and Information Service using the application of assessment criteria. The assessment criteria used to inform this Initial Options Appraisal were developed to inform each of the following tiers of investigation:
- Desirability - To what extent does each option provide the council and service with the ability to achieve a range of strategic priorities?
 - Viability - To what extent does each option provide the service with the ability to reduce dependence on council income (e.g. the core contract) and promote the sustainability and resilience of the model?
 - Feasibility - Can each option be established within the preferred timescales and within acceptable levels of cost?
- 8.4 Specific criteria were then developed and a scoring mechanism and weighting for each criterion was developed. The criteria can be seen in Annex 1.

Overall findings

- 8.5 The results of the scoring of the Initial Options Appraisal can be seen in Table 1.

Table 1 Final Scoring Initial Options Appraisal

Final scoring	Score	Points available	% Score	Position
Remain in-house with re-engineering	651	970	67%	2nd
Local Authority Trading Company (LATC)	720	970	74%	1st
Public Service Mutual (PSM)	547	970	56%	3rd
Outsource (to a 'for profit' or third sector provider)	472	970	49%	5th
Joint venture	482	970	50%	4th

- 8.6 The LATC option scored well (74%); the in-house and PSM options scored moderately (67% and 56% respectively); and the Joint Venture and outsourcing options scored less well (50% and 49%).
- 8.7 The LATC option achieved the highest mark (74%). This option avoids the need for competitive tender and increases the opportunity to generate income, while allowing the Council to retain control over the service. The assumption here is that the LATC would be directly awarded the contract via the Teckal exemption, which eliminates the risk of competition but places restrictions on the service in terms of external stakeholder influence and the level of revenue that can be generated outside of the core contract to the Council. The LATC would be highly unlikely to achieve charitable status due to the Teckal 'control' test, however, which states that the local authority must have the power to exert control, and which stands in opposition to the Charity Commission's requirement to be 'independent from outside control'.
- 8.8 The option to retain the service in-house with re-engineering scored 67%. This option scores well as it maximises council control over the service, and does not incur any implementation costs or procurement costs. However, it does not provide the Library and Information Service with full commercial freedom and has a limited ability to grow revenue streams and realise an ongoing surplus. The option also limits the ability of stakeholders to influence the service in a formal capacity. Charitable and direct award options do not apply to this option.
- 8.9 The PSM option achieved 56%. This option scored highly among the desirability factors, reflecting its ability to gain buy-in from staff and other stakeholders while also exploiting commercial opportunities. The PSM scored relatively less well in the viability criteria. This may in part be due to the assumption that the PSM option could not be established until Year 2 due to the period of time required post adoption of the Libraries Strategic Commissioning Strategy by Cabinet in March 2018 for such an alternative delivery model to be established. If the model was implemented in 18/19 the

cumulative surplus may be greater, and the option would therefore in turn achieve higher scores in the viability and feasibility groups of criteria.

- 8.10 The joint venture option scored 50%. While a joint venture will bring several advantages (mainly relating to accessing commercial expertise and the benefits associated with a range of stakeholders assuming ownership and decision making roles), the complexity of establishing the model and the associated timescales represent a risk to the Council. As with the PSM option, if the model could be implemented in 18/19 the cumulative surplus may be much greater, and the option would therefore in turn achieve higher scores in the viability and feasibility groups of criteria.
- 8.11 The outsourcing option scored 49%, 10% points lower than the joint venture model. Outsourcing scored highly within the feasibility group of criteria as it offers the same degree of council influence and control as the PSM and joint venture options, although would certainly require a procurement process, with the financial and time implications that carries with it. Specific risks to the Council associated with this option include the likelihood of the provider re-investing surpluses back into the Library and Information Service and the ability of stakeholders to influence the strategic direction of the service (both currently unknown). The provider is also likely to request that the Library and Information Service sources its back-office support from the provider (rather than the Council).

Limitations of the Initial Options Appraisal

- 8.12 The Initial Options Appraisal did not aim to identify a definitive single preferred option as many of the steps that are required to do so in a robust and evidence-based way are lacking. These include:
- Shortlisting - The use of gateway criteria to rule out options based on high priority strategic considerations provides an additional level of confidence that the detailed assessment criteria are being used to compare options that are all strategically appropriate for the Council.
 - Stakeholder mapping and engagement - This ensures that all relevant stakeholders' views and priorities are reflected in the assessment criteria, and that there would be buy-in from key stakeholders;
 - Portfolio analysis - In many cases there are other services with similar business requirements and objectives that can be grouped together with the target service, resulting in additional financial and service benefits;
 - Growth model and strategy - A robust and evidence based strategy for the growth of the service, taking into consideration plans for income generation as well as cost reductions, strategic commercial opportunities, and research to assess the market conditions; and

- Financial model - A detailed financial model for each of the shortlisted delivery model options that represents a full picture of all costs and income, and which enables a clear view of the relative financial strengths and weaknesses of each approach.

9 Financial differences modelling

- 9.1 A high level financial forecast has been developed for each option, apart from the outsourced option. It is not possible to forecast the potential viability of the service should it be outsourced. Interested providers will have their own business models and will structure their service proposal in different ways. It is impossible therefore to assess the viability of a provider's proposal until it has been received as part of the procurement process. For the other options the financial forecast is informed by a range of assumptions. Some of these assumptions are common to all options, while others relate specifically to a single option. Table 2 provides, for each option, the financial difference from the option of an in-house service with re-engineering through the draft Libraries Strategic Commissioning Strategy.

General assumptions

- 9.2 There are some important assumptions to note in terms of the financial forecasts for each option:
- **Achievement of savings targets** – The Council is currently committed to realising MTFP savings of £1.25 million between 2016/17 and 2018/19, and there is a further savings target of £750,000 for the Libraries Strategic Commissioning Strategy. The financial differences model assumes that the £750,000 of savings from the Strategy can be delivered irrespective of which delivery model option is identified or established. As such, the financial analysis and scoring of each option via the assessment criteria focusses on the sustainability of each option and its ability to generate a surplus, rather than its ability to realise the intended level of savings.
 - **Timescales** – If a PSM or joint venture option was identified as the preferred alternative delivery model, the Council would not be able to implement either of these models until 2019/20 due to the fact that adoption of the amended Libraries Strategic Commissioning Strategy by Cabinet is not expected until March 2018. Other options (LATC and outsourcing) would require shorter timescales and could be implemented within 2018/19.
 - **Set-up costs** – It is accepted that each option will require a different level of set-up costs. To ensure that the financial forecasting undertaken within this section (and the relevant assessment criteria relating to sustainability) focus solely on testing the perceived sustainability of each option, the anticipated set-up costs for each option have not been included within the financial calculations. It is often difficult to establish the true set-up costs from other local authorities who have changed their delivery models. This can be due to a number of factors including confidentiality, and also the way in which set-up costs are calculated, for example if they include costs which the authority was planning to incur anyway as part of a savings programme, irrespective of the delivery model chosen. The process of

establishing any new delivery model can be complicated, resource intensive and time consuming. The process would be undertaken 'on top of the day job' by library service staff, and requires close working with a number of council departments (i.e. legal, finance, HR, property/premises etc.) and support from external experts.

Table 2: Summary of high level financial forecast

Financial modelling – Option 1: Remain in-house with re-engineering through the draft Libraries Strategic Commissioning Strategy

As stated above, the financial analysis of this option assumes that the in-house service, through delivery of the draft Libraries Strategic Commissioning Strategy, would achieve the full £2 million of savings identified in the Council's Medium Term Financial Plan. On this basis there would be no surplus.

A more in-depth analysis of the Service's growth strategy would be required to assess whether further revenue generation can be realised and the robustness of the assumptions relating to increasing income through improved partnership working.

Financial modelling – Option 2: Local Authority Trading Company (LATC)

This option has been calculated based on the following assumptions:

- the LATC would be established on 1st April 2018; in reality this is unlikely to be achievable as the LATC would need to be set up, and therefore the surplus below is likely to be slightly lower. The impact of a later start date on the first year of surplus is not significant, as the LATC is expected to generate around £50,000 per year of surplus after tax. Therefore an implementation date half way through the year would result in a net surplus over five years some £25,000 lower than that stated below.
- the LATC would be directly awarded the contract via the Teckal exemption;
- traded income would increase by 5% per annum, ensuring that this does not breach the Teckal 'function' limit of 20% of income being generated outside of services delivered to the council;
- a profit margin of 5% on all new traded income generated in Year 1, increasing by 1% per annum as the LATC realises delivery efficiencies;
- an irrecoverable VAT liability is assumed (£5k in Yr1, increasing by £1k each year to reflect increase in traded income activity);
- no increase in employer pension contribution assumed, as actuarial assessment not yet undertaken. This would also require an indication as to whether the pension scheme would be 'open' or 'closed';
- no reduction in costs associated with back-office services, as it is assumed that the LATC will be required to continue to access the Council's back-office support services; and
- 25% of the LATC's surpluses are returned to the Council (in the form of dividends or service charges).

Based on these assumptions, the financial analysis has indicated that the LATC represents a viable option. Surpluses are forecasted to be generated each year post-establishment.

Net surplus after tax, five year period 18/19 – 22/23 : £267,157

Financial modelling – Option 3: Public Service Mutual (PSM)

This option has been calculated based on the following assumptions:

- The PSM would be established on 1st April 2019 (Year 2);
- 15% increase in traded income per annum;
- A profit margin of 10% has been assumed on all new traded income generated, increasing by 1% per annum as the PSM realises delivery efficiencies;
- A £25k annual increase in the level of external grant funding is assumed, although no profit is forecasted to be realised from this funding;
- An irrecoverable VAT liability is assumed (£7.5k in Yr1, increasing by £1k each year to reflect increase in traded income activity);
- No increase in employer pension contribution assumed, as actuarial assessment not yet undertaken. This would also require an indication as to whether the pension scheme would be 'open' or 'closed'; and
- Assumes an immediate 10% reduction in costs associated with back-office services. The level of income received (from the Council) is assumed to remain the same as 17/18.

Based on these assumptions, the financial analysis has indicated that the PSM established in Year 2 represents a potentially viable option. Surplus levels are at a low but grow over the 4 year period.

Net surplus after tax, four year period 19/20 – 22/23 : £56,427

Financial modelling – Option 4: Outsource the service to a 'for profit' or third sector provider

It is not possible to forecast the potential viability of the service should it be outsourced. Interested providers will have their own business models and will structure their service proposal in different ways. It is impossible, therefore, to assess the viability of a provider's proposal until it has been received as part of the procurement process.

Financial modelling – Option 5: Joint Venture

The assumptions used to inform the joint venture financial forecast are the same as for the PSM option above.

Based on these assumptions the financial analysis has indicated that the joint venture established in Year 2 represents a potentially viable option. The financial forecast is identical to the PSM forecast, with surplus levels starting at a low level but growing over the 4 year period.

Net surplus after tax, four year period 19/20 – 22/23 : £56,427

9.3 The financial modelling shows that surpluses over and above the £2 million savings assumed to be delivered through the Libraries Transformation Programme range from £56,427 over five years for both the Public Sector Mutual and joint venture options to £267,157 over five years for the LATC. This is before any set up costs.

10 Conclusions

- 10.1 The Initial Options Appraisal aims to identify the different possible ways or 'delivery models' in which the draft Libraries Strategic Commissioning Strategy could be implemented. It consists of an appraisal of the ability of five possible delivery models against a set of criteria to determine their suitability to deliver the draft Libraries Strategic Commissioning Strategy. Following this a financial differences model was created to identify which of the delivery models would generate a surplus over the five year duration of the Strategy, and to estimate the size of the surplus. Finally, an overall assessment of the combined appraisal and financial differences modelling was undertaken, taking into account the limitations of the options appraisal process and other factors which are relevant to the context in which the Library and Information Service operates. The assessment of the delivery models against the suitability criteria and the financial differences model were undertaken by an independent consultant, Mutual Ventures.
- 10.2 The five delivery models considered were:
- Remain in-house with re-engineering;
 - Establishing a Local Authority Trading Company (LATC);
 - Establishing a Public Service Mutual (PSM);
 - Outsourcing the service (to a 'for profit' or third sector provider); and
 - Establishing as a joint venture (JV) between the Council and the library service staff group.
- 10.3 The Initial Options Appraisal did not aim to identify a single preferred option, rather its goal was to assess the sustainability of several potential delivery models and identify their relative strengths and weaknesses from a variety of perspectives.
- 10.4 The process was undertaken during the development of the draft Libraries Strategic Commissioning Strategy at which stage the draft Vision, Strategic Outcomes and draft Gap Analysis had been identified. By definition, therefore, it was not possible to base the Initial Options Appraisal on a complete draft Strategy. However, it should be borne in mind that this appraisal process is a snapshot at this point in time. The range of delivery models, their benefits and advantages may change over time. We may, following consultation on the draft Libraries Strategic Commissioning Strategy, or at some other point in the future, seek to deliver a different vision and outcomes for the Library and Information Service, which might give a different conclusion to the options appraisal process contained in this Technical Appendix.
- 10.5 The first option considered, keeping the service in-house with 're-engineering' through the draft Libraries Strategic Commissioning Strategy, scored second highest at 67% against the assessment criteria, mainly because it maximises council control over the service, and does not incur any implementation costs

or procurement costs. The changes could be implemented quickly and one-off savings and efficiencies achieved in the short-term. Its limitations are that it does not provide the Library and Information Service with full commercial freedom and has a limited ability to grow revenue streams and realise an ongoing surplus. It also limits the ability of stakeholders to influence the service in a formal capacity, such as a board of directors would do in a Public Service Mutual (PSM). There may be opportunities to extend further the Council's partnership working with other library authorities, but the potential for savings is considered to be low as the Council has already implemented a major cost reduction and efficiency programme through the Libraries Transformation Programme to reduce the costs of management and back office services. Further opportunities for joint working would need to be considered on a case by case basis.

- 10.6 The Local Authority Trading Company (LATC) option achieved the highest mark (74%) against the assessment criteria and would generate the highest surplus, estimated at around £267,000 over five years. LATCs are companies set up by councils specifically to trade at a profit, and this is their key advantage over an in-house service, which is also fully controlled by the local authority. LATCs possess greater freedom than in-house library services to develop and trade services, including the development and delivery of new non-statutory services which can generate a surplus for the organisation. However, only up to 20% of the revenue of the LATC can come from outside of the 'parent' council.
- 10.7 Although the LATC option comes out well overall, for an LATC to become financially viable, there would need to be a developed market in which our Library and Information service could trade at a profit. At present the opportunities for us to do that are limited as most councils are not outsourcing their library services. Taking this into account, and also the likely set-up costs, which have not been estimated at this Initial Options Appraisal stage, and which would in all likelihood erode a significant proportion of the estimated surplus, it is not recommended that an LATC is considered at present.
- 10.8 The PSM option scored third highest (56%) against the assessment criteria, reflecting its ability to gain buy-in from staff and other stakeholders while also exploiting commercial opportunities. A PSM is an organisation that has left the public sector and is either wholly or partly owned by its employees. There is usually a board of directors, which may include community representatives. Some PSMs, such as Libraries Unlimited in Devon and Suffolk Libraries have charitable status, which means they have trustees. PSMs can increase the level of freedom and autonomy experienced by staff and managers, enabling them to be more creative within their roles, within a new organisational culture, and this can make the PSM less bureaucratic.
- 10.9 PSMs can have a high degree of commercial freedom to explore new areas of service growth. However, as with the LATC option, these opportunities need to exist within the market place. The estimated surplus for the PSM option in this Initial Options Appraisal was low, with a surplus of just over £56,000 over five

years, excluding set-up costs. Discussions which we have had with other councils who have established PSMs for their library service show that this surplus would certainly be wiped out by the set-up costs, and there is likely to be a net deficit at the end of the five year period of the draft Libraries Strategic Commissioning Strategy.

- 10.10 Many PSMs have business models which include the kinds of measures that we have already implemented or propose as part of the Libraries Transformation Programme during the three-year period from 2016/17 to 2018/19. Over and above this, potential savings associated with a PSM are often predicated on achieving charitable status, which can reduce the PSM's liability for business rates. Local authorities currently retain a proportion of the business rates they collect and there are proposals for councils in future to be reliant solely on business rates and council tax for their funding. A business rates saving for a PSM for the East Sussex Library and Information Service would therefore mean that we were diverting resources away from one or more local authorities to the PSM. For all of the reasons above it is not recommended that a PSM is the right delivery model for the East Sussex Library and Information Service.
- 10.11 The outsourcing option scored 49% against the assessment criteria. Outsourcing involves the procurement of a third party to deliver the library service on behalf of the Council via a contract, including potentially through a social enterprise or charity, a 'for-profit' provider or another local authority. Outsourcing offers a high degree of council influence and control, as the Council would specify in the contract what it wanted to be provided. The other key benefits are the ability to tap into expertise to deliver an improved service from an external provider and the potential for savings and efficiencies to be realised as a result of the library service being part of a wider organisation.
- 10.12 Outsourcing would certainly require a procurement process, with the financial and time implications that is carried with it unless outsourced to another local authority under legislation which avoids this requirement. Specific risks to the Council associated with this option include the unknown likelihood of the provider re-investing any surpluses back into the Library and Information Service and the risks around service delivery if the provider does not meet the required level of performance. It is not possible to forecast the potential viability of the service should it be outsourced. Interested providers will have their own business models and will structure their service proposal in different ways. It is impossible therefore to assess the viability of a provider's proposal until it has been received as part of the procurement process. The low score against the assessment criteria and the inability to undertake a financial differences model for this option mean that there is no clear evidence to recommend it as a preferable delivery model for the draft Libraries Strategic Commissioning Strategy.
- 10.13 Finally, the joint venture option scored 50%. The term joint venture can describe a range of different commercial arrangements between two or more separate entities. Each party contributes resources to the venture and a new business is created in which the parties collaborate together and share the risks and benefits associated with the venture. Each party generally has an expertise or

need which is central to the development and success of the new business which they decide to create together. It is also vital that the parties have a 'shared vision' about the objectives for the joint venture.

- 10.14 While a joint venture will bring several advantages (mainly relating to accessing commercial expertise and the benefits associated with a range of stakeholders assuming ownership and decision making roles), the complexity of establishing the model and the associated timescales represent a risk to the Council. The surplus for the joint venture is estimated to be the same as the PSM option at just over £56,000 over five years, excluding set-up costs. This surplus would certainly be eradicated by the set-up costs, and there is likely to be a net deficit at the end of the five year period of the draft Libraries Strategic Commissioning Strategy.
- 10.15 The Initial Options Appraisal does not identify an evidence base for recommending an alternative delivery model as the most suitable means of implementing the draft Libraries Strategic Commissioning Strategy. It is therefore recommended that the current in-house service, with re-engineering through the Libraries Strategic Commissioning Strategy is retained.

Annex 1 Assessment Criteria

1. Desirability:

- Ability for ESCC to have on-going strategic control over the service and to implement the Council's library strategy and commissioning themes:
 1. Reading and literacy
 2. Digital inclusion
 3. Economic development
 4. Health and well-being
- Ability of the model to offer staff ownership/control, to achieve buy in and retain staff, and ability to incentivise staff.
- Ability of the model to offer control/influence to users and the community, to achieve buy in and involvement with users and the community
- Ability to achieve joint working with external partners
- Ability to operate in a commercially focussed and flexible way
- Reversibility of the model

2. Viability:

- Cumulative net surplus generated over the 5 year period from 18/19 onwards
- Ability of option to establish within the required cost envelope identified (<£100k)
- Level of ongoing contract management costs to ESCC
- Ability to bid for external contract and access external funding
- Ability of model to realise surpluses and reinvest them wholly or in part

3. Feasibility:

- Ability for model to be implemented within required timeframe
- Requirement for a procurement process to be undertaken
- Ability of ESCC to influence the decision on purchasing business support services
- Ability of ESCC to manage reputational risks

This page is intentionally left blank

Report to: Cabinet
Date: 6 March 2018
Report by: Chief Executive
Title: Council Monitoring Report – Q3 2017/18
Purpose: To report Council Plan and Finance monitoring for quarter 3 2017/18

RECOMMENDATIONS

Cabinet is recommended to:

- 1) note the latest monitoring position for the Council; and
 - 2) approve the proposed amendments to the performance measures and targets set out in paragraph 2.1.
-

1. Introduction

1.1 This report sets out the Council's position and year-end projections for the Council Plan targets, Revenue Budget, Capital Programme, Savings Plan, together with Risks for quarter 3 (October – December) 2017.

1.2 Broad progress against the Council's four strategic priority outcomes is summarised in paragraph 3 and an overview of finance and performance data is provided in the Corporate Summary at Appendix 1. Strategic risks are reported at Appendix 7.

2. Council Plan 2017/18 amendments and variations

2.1 One performance measure is proposed for amendment to reflect the latest position:

- Appendix 2 (see ref v) – 'Health and Social Care Connect – % of referrals triaged and progressed to required services within required timescales', target to be amended from 95% to 90% – increased demand means the current target is unachievable.

2.2 At quarter 3 the projected year-end overspend within service departments is £1.1m, this compares to the £2.4m projected overspend at quarter 2. This is the result of strategies and actions to reduce or mitigate the previously reported overspend. The main areas of overspend are:

- £0.5m, (previously £1.1m) Adult Social Care. The independent sector budget is still facing continued pressure on services which have been further mitigated in quarter 3 as a consequence of greater access to alternative funding such as Continuing Health Care, other local authorities accepting responsibility for meeting care needs and the collection of fees and charges exceeding previous prudent forecasts. Directly Provided Services and Assessment and Care Management continue to overspend due to slippage of savings and demand for the Integrated Community Equipment Service (ICES).
- £1.5m (previously £1.9m) in Children's Services. Mainly due to continued Looked after Children cost pressures combined with changes to the expected profile of Troubled Families Payment by Results claims. These pressures are partly offset by underspends in Education and ISEND due to the continuing impact of the strategies in place to reduce the cost and the number of placements in Independent Non-Maintained Schools; and cost reductions in Communication, Planning & Performance achieved through post 16 transport policy changes.

2.3 There is underspend of £0.8m (previously £0.6m) being reported across Communities, Economy and Transport; Business Services; and Governance. This primarily reflects underspends of £0.4m in Waste due to lower tonnage collected and £0.4m within Business Services due to early achievement of savings.

2.4 There is a reported underspend in Treasury Management of £1.1m at quarter 3 (on line at quarter 2, although a likely underspend was reported at that time). This is mainly as a result of delayed capital expenditure in the previous year producing a lower Minimum Revenue Provision (MRP) charge and no additional borrowing required. Normal practice is to use this to reduce the borrowing requirement for the capital programme, but wider risks have been considered as part of the RPPR process. The Treasury Management underspend is being used to offset service overspend, and (should the position remain unchanged) this leaves the general contingency provision of £3.4m available to be transferred to reserves for use in future years, in line with the Reserves Policy.

2.5 Forecast Capital Programme spend for the year is projected to be £81.4m against a budget of £86.2m, a variation of £4.8m. This comprises slippage of £5.0m offset by spend in advance of £0.2m.

2.6 The movements are:

- Slippage of £2.8m on East Sussex Strategic Growth package. This is due to ongoing management of the wider LEP programme in order to maximise resources and complete delivery on other high strategic priority schemes.
- Slippage of £2.2m on Schools Basic Need – Hailsham primary. This amount is set aside to complete the land purchase for a new site to provide primary places in Hailsham through the expansion of Hailsham Community College which will become an all through school (for children aged 4-18). The site is provided as part of a housing development under a S106 agreement. There have been a number of planning issues relating to the land and the Council cannot proceed with the purchase of the land until all planning matters have been resolved, more information will be available in quarter 4.
- Spend in advance of £0.2m on LD Service Opportunities due to unforeseen building costs. A further review will therefore take place of LD opportunities that will look at managing programme options and costs.

2.7 The Strategic Risk Register, Appendix 7, has been reviewed and updated to reflect the Council's risk profile.

3. Progress against Council Priorities

Driving sustainable economic growth

3.1 As part of the new South East Business Boost Contract, £300,000 of grants have been awarded which will bring in over £850,000 in match funding. A programme of non-financial support will be provided to complement the grants, including workshops and 1:1s targeted at key sectors (Appendix 5).

3.2 56 road improvement schemes have been delivered in quarter 3 investing around £3.5m to maintain and improve the condition of the county's roads (Appendix 5).

3.3 There were 59 online training courses completed in our libraries in quarter 2, offering people help with topics such as IT, maths, English, and help to get online and use the internet (Appendix 5).

3.4 A £500,000 grant was secured for the South East Creative, Cultural and Digital Sector, which will allow grants and loans to be given to businesses in the creative industry over the next three years (Appendix 5).

3.5 The percentage point gap for attainment of disadvantaged children for 2016/17, at Key Stage 2, is 23. This is wider than the national gap of 20. The gap for Attainment 8 is 14.7; this is smaller than the outturn for Academic Year 15/16 of 15, although direct comparison cannot be made with data from the previous year. The gap is wider than the national average which has increased 0.5 percentage points to 12.8. Lack of progress for disadvantaged pupils is a particular problem in coastal areas due to: difficulties in recruiting good teachers; schools may have higher proportions of children whose families are unemployed and can have low aspirations for their children; and a higher concentration of disadvantaged white working-class pupils, who are often the lowest achievers in exams. The Department for Education's Hastings

Opportunity Area is designed to address these problems and will be complemented by work across the county addressing the specific underperformance issues. (Appendix 4).

Keeping vulnerable people safe

3.6 61 organisations have joined the East Sussex Against Scams Partnership Charter and over 687 residents have participated in Friends Against Scams awareness sessions which should reduce the likelihood of them, or people they know or care for, becoming victims of fraud and scams (Appendix 2).

3.7 Over £600,000 has been secured in grants from National Energy Action and National Grid plc to enable eligible vulnerable people to benefit from significant home improvements to help them keep warm (Appendix 2).

3.8 The Annual Takeover Day took place on 24 November. Young people discussed personal and community resilience; giving their views on how they can contribute to a vibrant and resilient community. The event was attended by children from a diverse range of backgrounds: the Children in Care Council, children with disabilities, school councils and the Youth Cabinet. The young people identified projects for small grants for activities to improve health and social care; and gave their feedback on the Local Safeguarding Children's Board (LSCB) safeguarding strategy (Appendix 4).

Helping people help themselves

3.9 The Care Quality Commission (CQC) Local Area Review of Health and Social Care was undertaken in October/November 2017. The review findings were shared at a summit meeting with system leaders from across health and social care on 30 January 2018, just prior to publication of the final report. The report acknowledges the strength of our shared vision and purpose, and our focus on prevention and support for people to maintain their wellbeing. Ten areas for improvement are identified in the report, including further work to implement the High Impact Change Model, enhancing market capacity around nursing care and domiciliary care, and improved discharge processes. An action plan to address the areas for improvement identified within the report is being produced in partnership with health colleagues. The East Sussex Health and Wellbeing Board will sign off and oversee delivery of the action plan (Appendix 2).

3.10 There have been improvements in the measures outlined in the Improved Better Care Fund for Delayed Transfers of Care, permanent admissions to residential/nursing care, and older people still at home 91 days after discharge from hospital into reablement (Appendix 2).

3.11 One You East Sussex was officially launched in quarter 3, offering those who are struggling to make healthy lifestyle changes a bespoke support programme to help people lose weight, stop smoking, get active, drink less and eat a healthy diet (Appendix 2).

3.12 New Health and Wellbeing Community Hubs are due to be established in Hastings and Bexhill, helping local people and communities to improve and manage their health and wellbeing by giving them access to information, sign-posting and support in one convenient place (Appendix 2).

3.13 The East Sussex Better Together Alliance won the 'Improved Partnerships between Health and Local Government' award at the 2017 Health Service Journal Awards. The award recognises the hard work and commitment that has gone in to integrating health and care services in East Sussex (Appendix 2).

3.14 Beat the Street East Sussex, Public Health's evidence based mass participation physical activity initiative was shortlisted for the community impact award at the 2017 Sussex Sports Awards and for community event of the year in the Community Stars Awards (Appendix 2).

Making best use of resources

3.15 The Council's Stand Up For East Sussex campaign, which made the case for East Sussex's particular needs to be recognised, gathered almost 6,000 signatures and was delivered to the Prime Minister in December (Appendix 6).

3.16 Councillor Glazier (as Chair of the SE7) and Councillor Roy Perry, Leader of Hampshire County Council (as Vice Chair) met with Sajid Javid, Secretary of State for Housing, Communities and Local Government in quarter 3. They discussed how the SE7 and Government can work together to tackle the challenges facing Local Government and communities in the South East, and to get a clearer understanding of Government's approach to Local Government funding. Following the meeting, and publication of the Autumn Budget, Councillor Glazier wrote to the Minister, on behalf of the SE7, reaffirming the actions required to secure economic growth and the financial sustainability of Local Government in the South East (Appendix 6).

3.17 Changes were made to the Family Information Services telephone system to allow people to connect to the right team using button presses rather than speaking to a member of staff, these changes have seen call rates reduce by 88% in quarter 3, when compared to the same quarter in 2016/17, as people are automatically connecting to the team they need to speak to (Appendix 4).

3.18 We have continued to make savings to the cost of occupancy of corporate buildings against a number of categories, including waste and energy management. However, due to the pressures on the costs of facilities management and a high level of exceptional maintenance expenditure, compared to 2016/17 and unlikely to reoccur during 2018/19, the estimated spend per square metre at the end of 2017/18 is currently projected to be £175 against a target of £143 (Appendix 3).

Becky Shaw, Chief Executive

How to read this report

This report integrates monitoring for finance, performance and risk. Contents are as follows:

- Cover report
- Appendix 1 Corporate Summary
- Appendix 2 Adult Social Care and Health
- Appendix 3 Business Services
- Appendix 4 Children's Services
- Appendix 5 Communities, Economy and Transport
- Appendix 6 Governance
- Appendix 7 Strategic Risk Register

Cover report, Appendix 1

The cover report and Appendix 1 provide a concise corporate summary of progress against our Council Plan Targets, Revenue Budget, Savings Targets, and Capital Programme.

The cover report highlights a selection of key topics from the departmental appendices, for the four Council priorities:

- driving sustainable economic growth;
- keeping vulnerable people safe;
- helping people help themselves; and
- making best use of resources.

More information on each of these topics is provided in the relevant departmental appendix referenced in brackets, e.g. (Appendix 2). More detailed performance and finance data is also available in the departmental appendices.

Departmental Appendices 2 - 6

The departmental appendices provide a single commentary covering issues and progress against key topics for the department (including all those mentioned in the cover report). This is followed by data tables showing progress against Council Plan Targets, Savings Targets, Revenue Budget, and Capital Programme for the department.

For each topic, the commentary references supporting data in the tables at the end of the appendix, e.g. (ref i). The tables include this reference in the 'note ref' column on the right hand side. Where the commentary refers to the Revenue Budget or Capital Programme, it may refer to all or part of the amount that is referenced in the table, or it may refer to several amounts added together. Performance exceptions follow these rules:

Quarter 1	All targets not expected to be achieved at year end i.e. not RAG rated Green, and any proposed amendments or deletions. Changes to targets early in Q1 should be made under delegated authority for the Council Plan refresh in June.
Quarter 2	Targets that have changed RAG rating since Q1 including changes to Green (except where target was amended at Q1), plus proposed amendments or deletions.
Quarter 3	Targets that have changed RAG rating since Q2 including changes to Green (except where target was amended at Q2), plus proposed amendments or deletions.
Quarter 4	Targets that have changed RAG rating since Q3 to Red or Green (except where target was amended at Q3). Outturns that are not available are reported as Carry Overs. All target outturns are reported in the year end summary at Appendix 1.

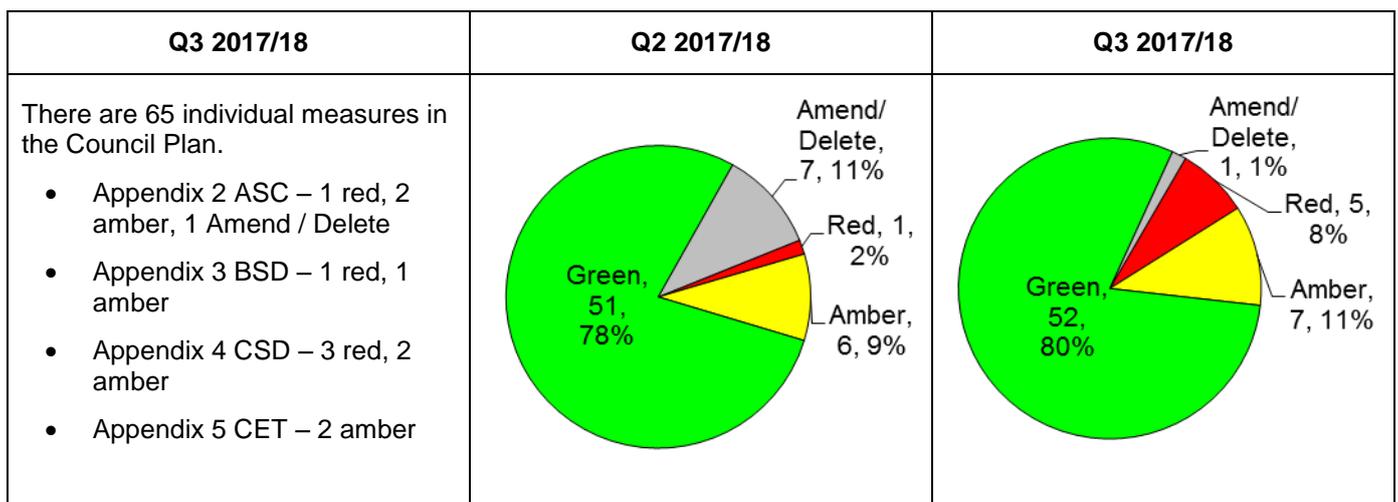
Strategic Risk Register Appendix 7

Appendix 7 contains commentary explaining mitigating actions for all Strategic Risks.

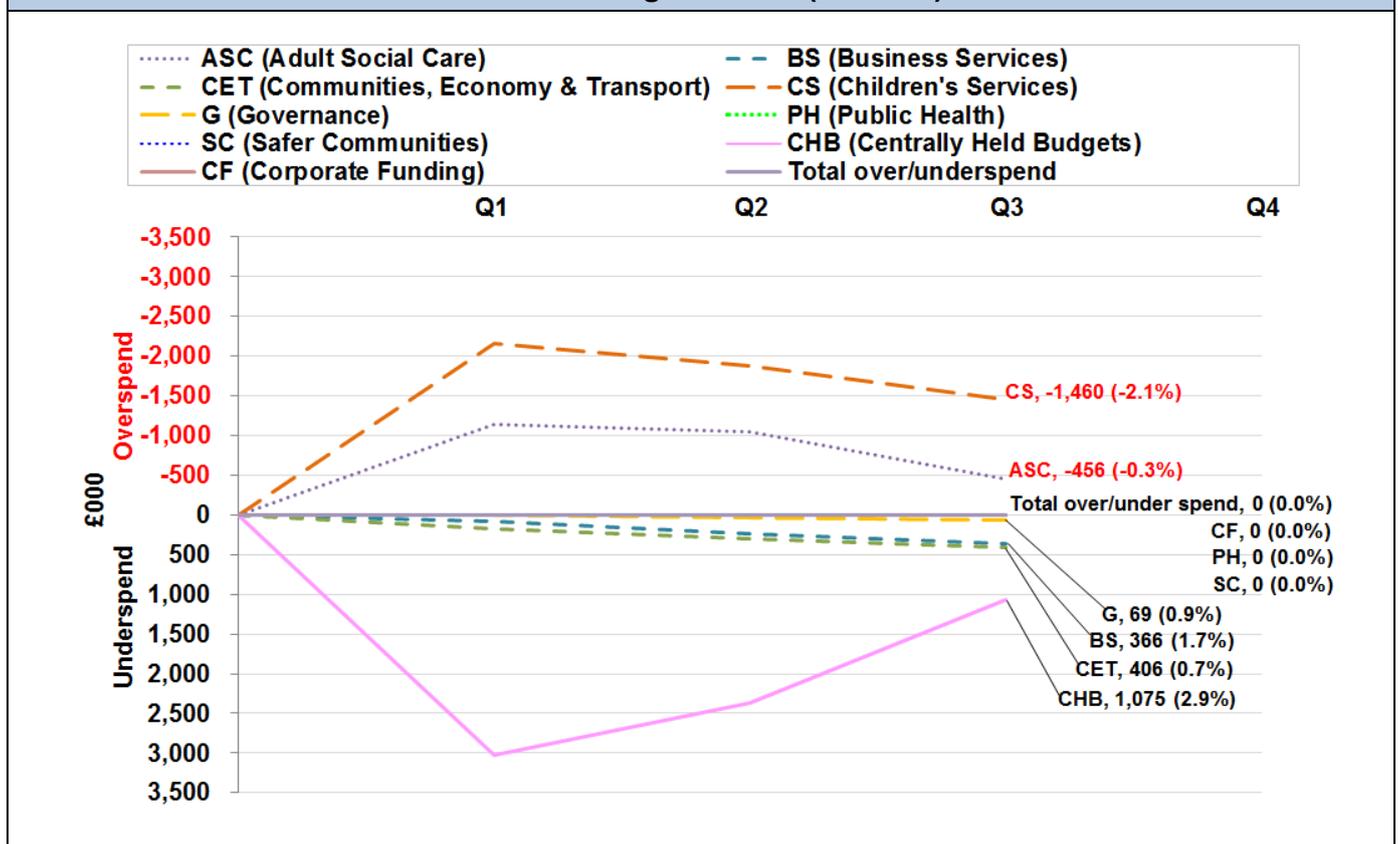
Council Monitoring Corporate Summary – Q3 2017/18

Council Plan performance targets

Priority	Red	Amber	Green	Amend / Delete (AD)
Driving sustainable economic growth	2	4	23	0
Keeping vulnerable people safe	1	2	7	1
Helping people help themselves	1	0	21	0
Making best use of resources	1	1	1	0
Total	5	7	52	1



Revenue budget outturn (net £000)

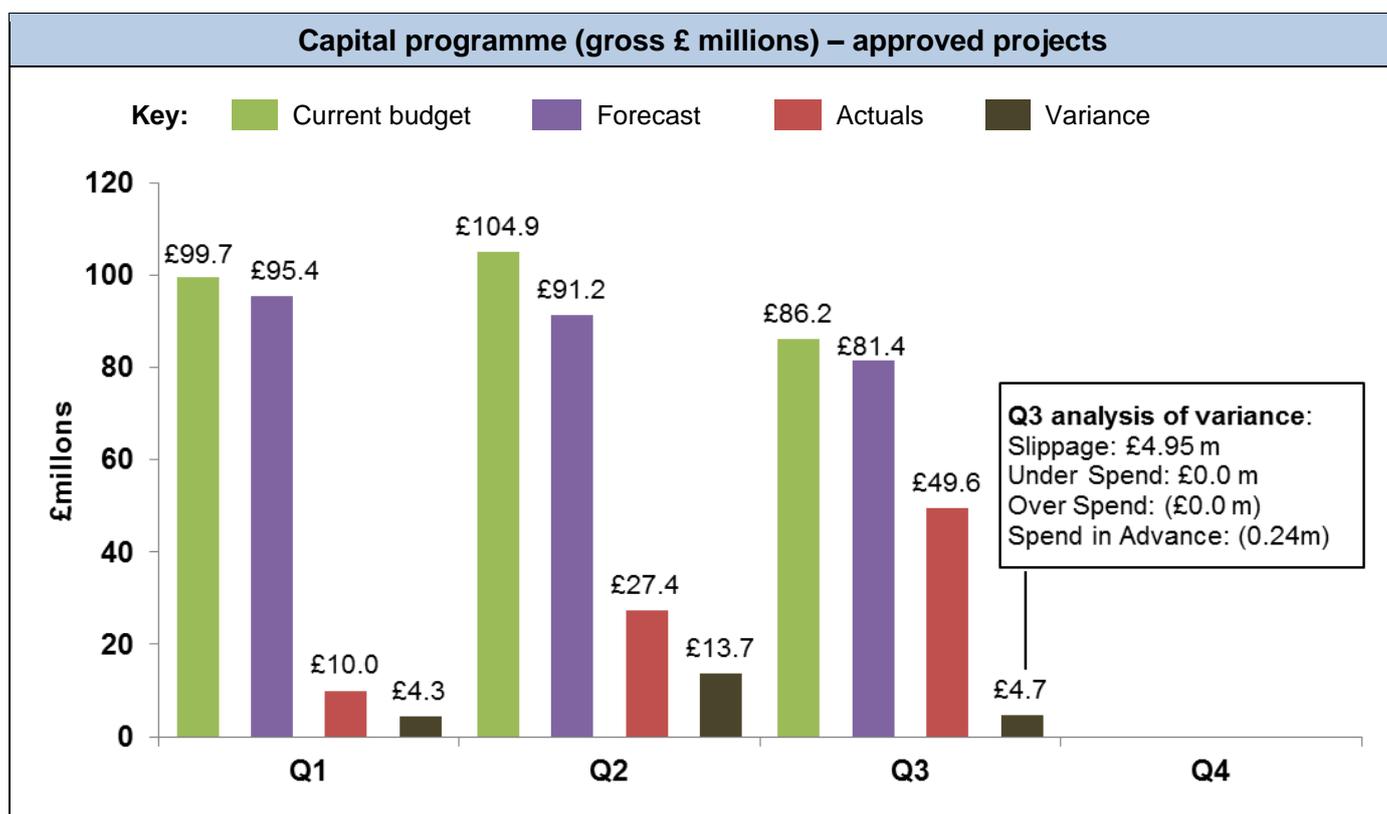


Revenue budget summary (£000)									
	Planned (£000)			Q3 2017/18 (£000)					
				Projected outturn			(Over) / under spend		
	Gross	Income	Net	Gross	Income	Net	Gross	Income	Net
Service Expenditure									
Adult Social Care	252,027	(83,833)	168,194	252,859	(84,209)	168,650	(832)	376	(456)
Safer Communities	801	(416)	385	823	(438)	385	(22)	22	-
Public Health	33,587	(33,587)	-	34,943	(34,943)	-	(1,356)	1,356	-
Business Services	47,689	(26,337)	21,352	48,236	(27,250)	20,986	(547)	913	366
Children's Services	320,539	(251,980)	68,559	323,393	(253,374)	70,019	(2,854)	1,394	(1,460)
Communities, Economy & Transport	114,176	(52,280)	61,896	115,043	(53,553)	61,490	(867)	1,273	406
Governance Services	8,679	(1,399)	7,280	8,562	(1,351)	7,211	117	(48)	69
Total Service Spend	777,498	(449,832)	327,666	783,859	(455,118)	328,741	(6,361)	5,286	(1,075)
Centrally Held Budgets									
Treasury Management	22,436	(1,500)	20,936	21,280	(1,450)	19,830	1,156	(50)	1,106
Funding Cap. Prog.	7,700	-	7,700	7,700	-	7,700	-	-	-
General Contingency ¹	3,440	-	3,440	-	-	-	3,440	-	3,440
Contrib to Reserves ¹	781	(3,882)	(3,101)	4,238	(3,882)	356	(3,457)	-	(3,457)
Pensions	6,456	-	6,456	6,537	-	6,537	(81)	-	(81)
Apprenticeship Levy	600	-	600	558	-	558	42	-	42
Levies	574	-	574	573	-	573	1	-	1
Corporate Grants	-	(58)	(58)	-	(71)	(71)	-	13	13
Other	305	-	305	311	(17)	294	(6)	17	11
Total Centrally Held	42,292	(5,440)	36,852	41,197	(5,420)	35,777	1,095	(20)	1,075
Corporate Funding									
Business Rates	-	(71,401)	(71,401)	-	(71,401)	(71,401)	-	-	-
Revenue Support Grant	-	(26,727)	(26,727)	-	(26,727)	(26,727)	-	-	-
Council Tax	-	(261,448)	(261,448)	-	(261,448)	(261,448)	-	-	-
Transition Grant	-	(2,696)	(2,696)	-	(2,696)	(2,696)	-	-	-
New Homes Bonus	-	(2,246)	(2,246)	-	(2,246)	(2,246)	-	-	-
Total Corporate Funding	0	(364,518)	(364,518)	0	(364,518)	(364,518)	0	0	0
Total	819,790	(819,790)	0	825,106	(825,106)	0	(5,316)	5,316	0

¹ Net underspend including general contingency is being transferred to reserves per paragraph 2.4 of the Cover Report.

Revenue Savings Summary 2017/18					
Service description	2017/18 (£'000) – Q3 Forecast				
	Original Target	Target including items c/f from previous year(s)	Achieved	Slipped	Unachieved
Savings					
ASC	771	4,895	3,778	1,117	0
ESBT	36	36	36	0	0
BSD / Orbis	1,472	1,472	1,472	0	0
CS	3,440	3,700	2,819	93	788
CET	1,136	1,136	1,136	0	0
GS	270	270	245	25	0
Centrally Held	2,000	2,000	2,000	0	0
Total Savings	9,125	13,509	11,486	1,235	788
Variations to Planned Savings					
Permanent Variations	0	0	0	0	0
Total Permanent Savings & Variations	9,125	13,509	11,486	1,235	788
Temporary Variations	0	0	686	(686)	0
Total Savings with Variations	9,125	13,509	12,172	549	788

Savings RAGs	
Achieved / Green	on track to deliver in the year
Slipped / Amber	on track to deliver but not in the year, and there may be an offset variation
Unachieved / Red	will not be delivered but there may be an offset variation



*This includes current budget for all finite current projects plus 5 years of rolling programmes.

Capital programme summary (£000)									
Approved project	Total project – all years*		2017/18 (£000)						
			In year monitor Q3				Analysis of variation		
	Budget	Projected	Budget	Actual to date	Projected 2017/18	Variation (over) / under budget	(Over) / under spend	Slippage to future year	Spend in advance
ASC	13,070	13,070	1,308	1,495	1,550	(242)	-	-	(242)
BSD	297,020	297,020	21,260	10,859	19,060	2,200	-	2,200	-
CS	14,924	14,924	1,257	1,188	1,257	-	-	-	-
CET	617,466	617,466	62,326	36,042	59,571	2,755	-	2,755	-
GS	-	-	-	-	-	-	-	-	-
Total	942,480	942,480	86,151	49,584	81,438	4,713	0	4,955	(242)
Scheme Specific Income			32,085	15,356	32,085	-			
Capital Reserves			-	-	-	-			
Non Specific Grants			31,891	26,348	31,891	-			
Capital Receipts			2,000	-	2,000	-			
Revenue Contributions			7,880	7,880	7,880	-			
Borrowing			12,295	-	7,582	4,713			
Total			86,151	49,584	81,438	4,713			

Centrally held budgets

The Treasury Management (TM) Strategy provides the framework for managing the Council's borrowing requirement and securing realistic investment income on the Council's cash balances with an effective control of the associated risks. Investment rates available in the market have marginally improved as a result of the increase in the Bank Rate to 0.50% from the 2 November 2017. The average level of Council funds available for investment purposes during the quarter was £259m. The level of funds available is dependent on the timing of cash flows in and out such as precepts and grant receipts and expenditure on the Capital Programme. The total amount received in short term interest for the quarter to 31 December 2017 was £0.348m at an average rate of 0.53%. At 31 December 2017, the majority of the Council's external debt (£267.5m) was held as long term loans and no new borrowing was undertaken in the quarter. No cost effective opportunities have arisen to restructure the debt portfolio.

The TM budget is currently forecast to underspend by £1.1m, mainly as a result of delayed capital expenditure in the previous year producing a lower Minimum Revenue Provision (MRP) charge and no additional borrowing required.

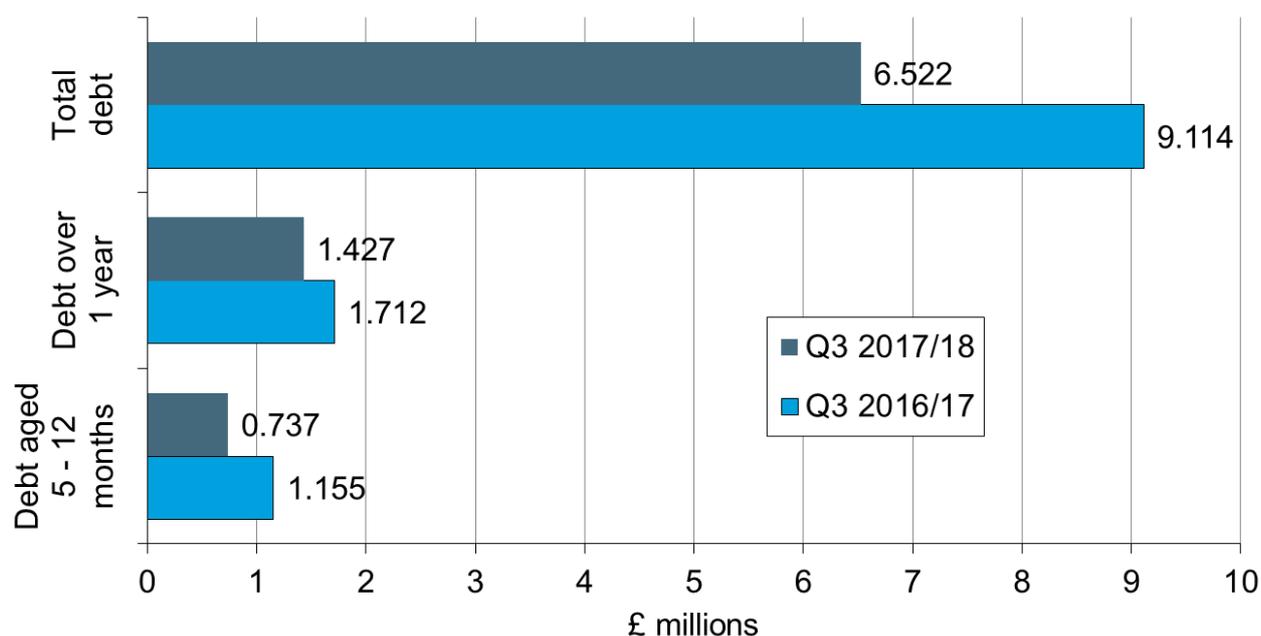
Centrally Held budgets include a general contingency provision of £3.4m; current forecasts indicate that the entire provision will be available to be transferred to reserves for use in future years, in line with the Reserves Policy.

General balances

The General Fund balance was £10.0m as at 31 March 2017. General balances allow the Council to manage unforeseen financial circumstances without the need to make immediate savings.

The Schools balances as at 31 March 2017 were £10.5m.

Outstanding debt analysis (£ millions)



The value of debt over 5 months at Quarter 3 has fallen slightly to £2.164m when compared to the 2016/17 outturn of £2.276m. Total debt at £6.522m is 28% lower than the same period a year ago. Aged Debt continues to be a high priority focus area with a continuous improvement approach to continually re-engineer systems and processes. Regular ASC debt case review meetings ensure that the most appropriate steps are taken to recover debt promptly in consideration of the residents' circumstances and in accordance with the Care Act.

Adult Social Care and Health – Q3 2017/18

Summary of progress on Council Priorities, issues arising, and achievements

Adult Social Care

The Care Quality Commission (CQC) Local Area Review of Health and Social Care – The review was undertaken in October/November 2017. The review findings were shared at a summit meeting with system leaders from across health and social care on 30 January 2018, just prior to publication of the final report. The report acknowledges the strength of our shared vision and purpose, and our focus on prevention and support for people to maintain their wellbeing. Ten areas for improvement are identified in the report, including further work to implement the High Impact Change Model, enhancing market capacity around nursing care and domiciliary care, and improved discharge processes. An action plan to address the areas for improvement identified within the report is being produced in partnership with health colleagues. The East Sussex Health and Wellbeing Board will sign off and oversee delivery of the action plan.

Health and Social Care Integration – Our shared ambition is that by 2018 there will be a fully integrated health and social care system in East Sussex that will ensure every patient or service user enjoys proactive, joined up care that supports them to live as healthily and independently as possible and achieve the best possible outcomes. Alongside this, our vision is to create a sustainable system that promotes health and wellbeing whilst addressing quality and safety issues, to prevent ill health and deliver an improved experience and outcomes for our population.

One You East Sussex officially launched in October offering those who are struggling to make healthy lifestyle changes a bespoke support programme for help with weight loss, stopping smoking, getting active, drinking less and eating a healthy diet.

Hastings and Bexhill are set to benefit from the establishment of new Health and Wellbeing Community Hubs thanks to funding from NHS Hastings and Rother Clinical Commissioning Group (CCG). The hubs will help local people and communities to improve and manage their health and wellbeing by giving them access to information, sign-posting and support in one convenient place. Hubs will also take an active role in the design and sustainability of local health and wellbeing services. They are the result of extensive partnership work between the CCG, the local voluntary and community sector, Hastings Borough Council, Rother District Council and East Sussex County Council. The development of the hubs is part of 'Healthy Hastings and Rother', a scheme that was set up to tackle health inequalities in the area. In turn, this is part of the wider East Sussex Better Together (ESBT) programme.

In recognition of the hard work and commitment to integrating health and care services in East Sussex, the ESBT Alliance won the 'Improved Partnerships between Health and Local Government' award at the 2017 Health Service Journal (HSJ) Awards. The judges said the following of the ESBT programme: *"This winning programme impressed the judges with its great breadth and scope as well as an extremely ambitious partnership between the local government and the NHS. The judges were extremely impressed by what the partnership has achieved so far and what they are aiming to achieve in the future."*

Better Care Fund (BCF) – To support this vision the Improved Better Care Fund (iBCF) for 2017/18 has been allocated along with Adult Social Care (ASC) core budgets to ensure that there is funding for social care for all the placements required; with £3.239m made available to support pathway and service investments to ensure systems sustainability.

Q3 has seen an improvement against the key metrics as outlined in the iBCF:

- Delayed transfers of Care (delayed days) from hospital per 100,000 population (aged 18+) has improved from 24.4 in April 2017 to 12.7 in November 2017
- Performance in relation to permanent admissions to residential/nursing care for April to December is 377.5 per 100,000 population (aged 65+). Current forecasted performance for 2017/18 is 507.7, an improvement from 513.5 in Q2.
- Performance in relation to proportion of older people (aged 65+) who are still at home 91 days after discharge from hospital into reablement / rehabilitation services for April to September is 91.7%. This has improved from 90.5% in 2016/17 (October to December as per the national outcome measure definition).

Key challenges continue to be the capacity of the social care market and wider workforce risks.

Delayed Transfers of Care (DToC) – Across Health and Social Care there are a range of monitoring, management and action planning arrangements in place aimed at reducing DToC. These include the ESBT DToC action plan; A&E Delivery Board; and ESBT Alliance Executive. Action plans are targeted at tackling the reasons for the delays, with patient or family choice and those awaiting a care package in their own homes being the most common reasons for delay. For the first three quarters of the year, DToC levels have been reducing – in December 2017 there was an average 44 delayed transfers from hospital care per day, this has improved from 108 in April (a 59% reduction). This can be broken down as follows:

- an average 31 delayed transfers from hospital care per day due to local NHS, this has improved from 72 in April (a 57% reduction);
- an average 10 delayed transfers from hospital care per day due to Council social services, this has improved from 34 in April (a 71% reduction); and
- a further two delayed transfers were attributable jointly to ASC and NHS in November (compared to two in April).

The three targets set out in the Better Care Fund (BCF) have been achieved in December.

Care Home Plus to support hospital discharge – Ongoing work with independent sector representatives and with the Residential Care Association Board, has begun to address the service requirements to build capacity to 90 beds. The scope for building to that capacity will now be addressed in the context of the review of banded care and support and fee levels to be agreed with the sector. This will take account of a planned response to provider's analysis of cost pressures, in terms of budget resources allocated to this service area in 2018/19. This will be governed through the Project Board and will align with the Bedded Care Strategy which is now agreed. The intention remains to provide the care and support environment for those people whose needs can be best met in a developed residential care service rather than in nursing care (**ref i**).

The number of contacts received by Health and Social Care Connect (HSCC) has increased by approximately 1,600 per month compared to 2016/17. This is subsequently having an impact on the ability to process referrals in the given timescales. It is therefore proposed that the target is revised to 90%. (**ref ii**).

Due to staff turnover, there has been a slight reduction in the number of Integrated Support Workers in post from 47 in Q2 to 44 in Q3. Recruitment continues for the remaining 24 posts and a recruitment drive is planned for Q4.

Technology Enabled Care Services (TECS) to Proactive Care pathway is due to be mobilised subject to tasks due to be completed by Proactive Care. TECS to the Crisis Response (CR) service pathway has been agreed by East Sussex Healthcare NHS Trust (ESHT), South East Coast ambulance service (SECAMB) and the Council and is awaiting CR to arrange shadowing of SECAMB by CR staff to ensure 'bedding-in' of eligibility criteria.

Demand for Telecare equipment is exceeding provider capacity to deliver, leading to a backlog and significant issues. Options are being explored to assist the provider to meet current demand.

The telescreen pilot has finished and an evaluation has been carried out which, while positive, shows the service would be much wider in scope than originally intended. Further development on telescreen will take place within the context of the Integrated Support Solutions business case, which is currently in the early scoping phase.

Safer Communities

The refresh of the Strategic Assessment of Community Safety 2017 is now complete and the priorities for the forthcoming year have been agreed by the Safer Communities Board. Work has commenced on the refresh of the East Sussex Safer Communities Partnership Business Plan 2017/20. This plan will not only describe the chosen priorities, but will reflect on achievements over the course of the year, and focus on what needs to happen next. Following the production of the plan, more detailed action plans will be developed, setting out how these work streams will be delivered with associated outcomes.

Domestic, Sexual Violence & Abuse and Violence Against Women and Girls – 16 Days of Action for the Elimination of Violence Against Women ran from 25 November 2017 (the UN International Day of Elimination of Violence Against Women) to 10 December 2017 (Human Rights Day). Over the 16 days, a range of agencies, groups and individuals came together to work to end all forms of violence against women. The 16 Days of Action also included other significant dates like World's Aids Day (1 December), as well as the White Ribbon Campaign, which calls on men to make a pledge to never commit, condone or remain silent about violence and abuse.

Vulnerable Victims of Fraud & Scams – By the end of Q3, 61 organisations had joined the East Sussex Against Scams Partnership (ESASP) Charter and, with the assistance of other East Sussex SCAM champions, over 687 residents have participated in Friends Against Scams awareness sessions which will hopefully reduce the likelihood of them – or people they know or care for – from becoming vulnerable victims of fraud and scams.

Cyber Crime, Cyber bullying and online safety – The East Sussex Stay Safe Programme was distributed to Schools in December and so far feedback from partners and schools has been very positive and since publication the NSPCC / Wise and Wealden Safety in Action have joined the programme.

On the 17 January 2018, the Safer East Sussex Team co-delivered the 'Building Digitally Resilient Children' event in partnership with Priority 1-54. The event was an invaluable opportunity for delegates to understand the current climate of cyberbullying and how best to educate children and prevent cyberbullying incidents, examine the links between young people's use of social media and youth violence, explore a range of ideas and resources to support Safer Internet Day 2018 and engage parents positively about children's use of digital technologies.

% of those affected by domestic violence and abuse who feel safe upon leaving the service – This measure is reported a quarter in arrears. 1,030 referrals were made to the specialist domestic violence service in Q2. Of those clients exiting the service where an Outcome on Exit Form could be completed, 110 of 169 (65%) reported feeling

safe upon leaving the service in Q2. Since April, Q1 + Q2, 74% of clients reported feeling safe upon leaving the service (**ref iii**). An improvement plan has been agreed with the service in relation to this and actions are being taken forward.

% affected by rape, sexual violence and abuse who report, after at least 12 weeks of engagement with the service, that they are more in control of their lives and/or more optimistic about the future – This measure is reported a quarter in arrears. A total of 75 referrals were made to the specialist sexual violence service in Q2. Of those clients exiting the service where an outcome form was completed, 14 of 21 (67%) reported feeling more in control of their lives and/or more optimistic about the future. Since April, Q1 + Q2, 60% of clients reported feeling more in control of their lives and/or more optimistic about the future (**ref iv**).

There are a number of reasons why people may not feel more confident at exit despite feeling supported. The most significant is likely to relate to their experience through the criminal justice system. There is likely to be a significant amount of time elapsed between charge and final prosecution outcome and this will therefore impact on victim confidence. The provider offers a number of interventions throughout a victim's contact with the court process to provide support based on need.

Public Health

External funding success to help tackle fuel poverty in East Sussex – Success at securing a £174,000 Warm and Healthy Homes Fund grant from National Energy Action and £440,000 from the Warm Homes Fund established by National Grid plc will enable eligible vulnerable individuals to benefit from significant home improvements to help keep them warm in cold weather. This means over £1m in external fuel poverty funding has been secured during the past two years.

Beat the Street East Sussex nominated for awards – Beat the Street East Sussex, Public Health's evidence based mass participation physical activity initiative which more than 42,000 people participated in, was shortlisted for the community impact award at the 2017 Sussex Sports Awards and for community event of the year in the Community Stars Awards run by the Argus Newspaper.

Infection Control in Care Homes – As part of the infection control in care homes champion programme, 60% of care homes now have an identified infection control champion who will continue to embed a culture of good infection control practice. Many unplanned hospital admissions from care homes are due to infections and this will help to lower risks of infection. Phase 2 also addresses best practice in oral health and hydration as these are important factors that can also lead to a range of infections.

Healthy Living Pharmacy (HLP) – The HLP is a tiered framework aimed at achieving consistent delivery of a broad range of health improvement interventions through community pharmacies to improve the health and wellbeing of the local population and help to reduce health inequalities. In East Sussex 96 of the 108 (89%) community pharmacies have successfully accredited as HLP Level 1 – one of the highest rates in the South East.

Revenue Budget Summary

ASC – The forecast outturn is a £0.456 million overspend (**ref vii**), comprising a £0.031 million overspend in the Independent Sector (**ref v**) and a £0.425 million overspend within Directly Provided Services and Assessment and Care Management (**ref vi**).

The net budget of £168.194 million includes savings of £4.895 million, including £4.124 million slippage from 2016/17. £3.778 million is forecast to be permanently achieved in 2017/18, with £1.117 million slipping to 2018/19 as a consequence of delays in delivering service changes. In year cost reductions of £0.660 million increase the achieved savings in 2017/18 only.

Independent Sector: there is continued pressure on services in 2017/18. The number of client approvals and the cost of packages, linked to the complexity of care needs, have continued to increase by approximately 8% compared to last year, on a like for like basis. In year mitigation of these pressures has partly come from the new iBCF and the effective use of other grant funding, alongside further reductions in expenditure during Q3 as a consequence of greater access to alternative funding, such as Continuing Health Care, other local authorities accepting responsibility for meeting care needs whilst the collection of fees and charges has exceeded previous prudent forecasts. The Council has been allocated £11.313 million iBCF funding for 2017/18, which is being pooled into the BCF.

Directly Provided Services and Assessment and Care Management: Pressures reflect the slippage of £1.117 million of service savings to 2018/19, made up of £0.771 million within Management and Support and £0.346 million of additional savings. There is also pressure from increasing demand for equipment for clients, resulting in a £0.465 million overspend forecast on the Integrated Community Equipment Service (ICES) pooled budget.

Public Health – Public Health are forecasting £29.002 million expenditure on core services. One-off projects worth £5.145 million will be funded from reserves in 2017/18.

PH Reserves: PH reserves are projected at year end to be £5.988 million. This includes £1.992 million reserves, £3.825 million project reserves and £0.171 million health protection reserve.

Capital Programme Summary – Forecast expenditure is £1.550 million against the £1.308 million budget. LD Service Opportunities (ref viii) is forecast to spend £0.242 million in advance due to unforeseen building costs. A further review will therefore take place of LD opportunities that will look at managing programme options and costs.

Performance exceptions (See How to read this report for definition)								
Performance measure	Outturn 16/17	Target 17/18	17/18 RAG				Q3 17/18 outturn	Note ref
			Q1	Q2	Q3	Q4		
Priority - Helping people help themselves								
East Sussex Better Together: Develop and implement Care Home Plus to support hospital discharge	N/a	90 beds	G	G	R			i
Health and Social Care Connect - % of referrals triaged and progressed to required services within required timescales	90.4%	Amendment requested from: 95% To: 90%	G	G	AD		91%	ii
Priority – Keeping vulnerable people safe								
The % of those affected by domestic violence and abuse who feel safe upon leaving the service	77%	80%		AD	A		74% (Q1+Q2)	iii
The % affected by rape, sexual violence and abuse who report, after at least 12 weeks of engagement with the service, that they are more in control of their lives and/or more optimistic about the future	78%	80%		AD	A		60% (Q1+Q2)	iv

Savings exceptions (Projected - Red = will not be delivered but may be mitigated; Amber = on track to deliver but not in the year (& may be mitigated); Green = on track to deliver in the year)					
Service description	2017/18 (£'000) – Q3 Forecast				Note ref
	Target	Achieved	Slipped	Unachieved	
Savings					
Community Based Services: Review and focus on services to meet personal care needs, in line with personal budgets	3,000	3,000	-	-	
Commissioning Grants Prospectus	160	160	-	-	
Supporting People	509	163	346	-	
All Other Savings	1,226	455	771	-	
Total Savings	4,895	3,778	1,117	0	
Variations to Planned Savings					
Permanent Variations	0	0	0	0	
Total Permanent Savings & Variations	4,895	3,778	1,117	0	
In year mitigation from temporary spend reductions		661	(661)		
Temporary Variations	0	661	(661)	0	
Total Savings with Variations	4,895	4,439	456	0	

Revenue budget

Divisions	Planned (£000)			Q3 2017/18 (£000)						Note ref	
	Gross	Income	Net	Projected outturn			(Over) / under spend				
				Gross	Income	Net	Gross	Income	Net		
Adult Social Care:											
Physical Support, Sensory Support and Support for Memory & Cognition	100,101	(40,285)	59,816	99,417	(40,594)	58,823	684	309	993		
Learning Disability Support	48,728	(4,081)	44,647	50,180	(4,266)	45,914	(1,452)	185	(1,267)		
Mental Health Support	7,576	(1,285)	6,291	7,144	(1,096)	6,048	432	(189)	243		
Subtotal Independent Sector	156,405	(45,651)	110,754	156,741	(45,956)	110,785	(336)	305	(31)	v	
Physical Support, Sensory Support and Support for Memory & Cognition	17,755	(5,235)	12,520	17,269	(5,067)	12,202	486	(168)	318		
Learning Disability Support	8,783	(1,226)	7,557	8,872	(1,315)	7,557	(89)	89	-		
Mental Health Support	2,271	(2,257)	14	2,633	(2,619)	14	(362)	362	-		
Substance Misuse Support	609	(153)	456	584	(153)	431	25	-	25		
Equipment & Assistive Technology	6,320	(3,409)	2,911	6,425	(3,244)	3,181	(105)	(165)	(270)		
Other	4,059	(1,858)	2,201	3,982	(1,565)	2,417	77	(293)	(216)		
Supporting People	9,118	(1,051)	8,067	9,369	(1,051)	8,318	(251)	-	(251)		
Assessment and Care Management	26,455	(2,151)	24,304	27,968	(3,664)	24,304	(1,513)	1,513	-		
Management and Support	19,726	(20,842)	(1,116)	18,194	(19,311)	(1,117)	1,532	(1,531)	1		
Service Strategy	526	-	526	822	(264)	558	(296)	264	(32)		
Subtotal Directly Provided Services and Assessment and Care Management	95,622	(38,182)	57,440	96,118	(38,253)	57,865	(496)	71	(425)	vi	
Total Adult Social Care	252,027	(83,833)	168,194	252,859	(84,209)	168,651	(832)	376	(456)	vii	
Safer Communities	801	(416)	385	823	(438)	385	(22)	22	-		
Public Health:											
Health Improvement services	5,337	-	5,337	5,119	-	5,119	218	-	218		
Drug and alcohol services	6,101	-	6,101	6,101	-	6,101	-	-	-		
Sexual health services	4,160	-	4,160	3,951	-	3,951	209	-	209		
Health Visiting & School Nursing	8,769	-	8,769	8,769	-	8,769	-	-	-		
NHS Health Checks	816	-	816	816	-	816	-	-	-		
Management support and Public Health programmes	3,259	-	3,259	3,050	-	3,050	209	-	209		
Core budget savings transferred to reserves	-	-	-	1,196	-	1,196	(1,196)	-	(1,196)		
Public Health Grant income	-	(27,990)	(27,990)	-	(27,990)	(27,990)	-	-	-		
Public Health CCG and Reimbursement income	-	(452)	(452)	-	(452)	(452)	-	-	-		
Draw from General Reserves	-	-	-	-	(560)	(560)	-	560	560		
Sub Total for Core Services	28,442	(28,442)	-	29,002	(29,002)	-	(560)	560	0		
One Off Projects Funded from Project Reserve	5,145	(5,145)	-	5,145	(5,145)	-	-	-	-		
Savings from reserves	-	-	-	796	(796)	-	(796)	796	-		
Total Public Health	33,587	(33,587)	-	34,943	(34,943)	-	(1,356)	1,356	0		

Capital programme										
Approved project	Total project – all years (£000)		2017/18 (£000)							Note ref
			In year monitor Q3 (£000)				Analysis of variation (£000)			
	Budget	Projected	Budget	Actual to date	Projected 2017/18	Variation (over) / under budget	(Over) / under spend	Slippage to future year	Spend in advance	
OP Service Improvements	536	536	-	-	-	-	-	-	-	-
LD Service Opportunities	5,092	5,092	1,279	1,482	1,521	(242)			(242)	viii
Greenacres	2,350	2,350	-	-	-	-	-	-	-	-
House Adaptations for People with Disabilities	2,719	2,719	13	13	13	-	-	-	-	-
Refurbishment – Registration standards	2,373	2,373	16	-	16	-	-	-	-	-
Total ASC Gross	13,070	13,070	1,308	1,495	1,550	(242)	-	-	(242)	

Business Services – Q3 2017/18

Summary of progress on Council Priorities, issues arising, and achievements

Summary of successes and achievements – A new three year Orbis Business Plan has been drafted and will be part of a focused communications and engagement plan with staff during Q4. The Business Plan was reviewed by the Audit, Best Value and Community Services Scrutiny Committee in November 2017 and will go live from April 2018.

The Orbis shared services partnership with Surrey County Council and Brighton & Hove City Councils has been growing from strength to strength. After surpassing its initial financial targets by achieving £4.5m savings in 2016/17 against a target of £1.1m, Orbis is currently on target to deliver £3.9m efficiencies in 2017/18 plus a further £0.9m of early 2018/19 savings with East Sussex County Council (ESCC) having a 30% share.

Teams from across the three councils have been working together to improve the way Orbis delivers services to its customers. Successful initiatives include: launching an online pensions' portal; procuring a new e-recruitment system; transferring our data to Surrey's Data Centre to enable cross-sharing council information in a secure environment; and continuing with the development of the contract management framework, which is scheduled to be fully deployed by Q1 2018/19.

The partnership has also demonstrated commercial success with nine schools from the London Borough of Redbridge transferring to Orbis payroll services.

In Q3 Orbis achieved industry recognition: winning a SOCITM (Society of IT Managers) award for Innovation in Collaboration and being shortlisted for an LGC (Local Government Chronicle) award for Efficiency.

Property operations – Strategic Property Asset Collaboration in East Sussex (SPACES): the feasibility studies have commenced for phase 5 of One Public Estate (OPE), using the £175,000 grant funding received. A report recommending a direction of travel for the four priority projects is expected to be produced by Spring 2018. This will identify the benefits that could be achieved from these projects, which focus on co-location of emergency services.

A phase 6 OPE bid was submitted for £60,000 of grant funding and was successful.

Additional users and locations are being considered as part of the first phase of the Collaborative Workspace programme to provide Shared Spaces, which could host hot desks, meeting spaces, or both. Our application for Data Analytic Innovation Vouchers was successful and a researcher will now assist in producing a business case for a wider roll out of shared hot desks.

Cost of occupancy of corporate buildings – There continues to be a reduced level of spend for a number of categories, including waste and energy management. However, there are pressures on the costs of facilities management as we transition from the current contract to the new joint contract arrangements being put in place across East Sussex and Surrey that will be established during 2018/19. There has also been a high level of exceptional maintenance expenditure, around £600,000 more than in 2016/17, mainly due to the window replacement programme. This is however, unlikely to reoccur during 2018/19. Due to these increased costs the estimated spend per m2 at the end of 2017/18 will be £175 (ref i).

Asset Investment Strategy – A strategy that aligns to the strategic priority outcomes of East Sussex will be reported to Cabinet in Q4. An assessment of the opportunities and market in East Sussex has been undertaken and the Audit Best Value and Community Services Scrutiny Committee has been engaged.

Apprenticeships – The first rounds of procurement and commissioning for training in schools and for corporate apprenticeships on topics such as Project Management, Accountancy and for Lab Technicians have been completed through the Digital Purchasing System. The East Sussex Qualification & Assessment Centre is running groups for management apprenticeships that are available to all Council staff, and the apprenticeship team are planning to commission degree level apprenticeships, again in management. A Post Graduate Teaching Apprenticeship is due to start in September 2018, and we are currently communicating this to schools and meeting with providers to maximise take up. The apprenticeship team are currently visiting all Council maintained schools (not including academies) to highlight how they can use the levy. There has been a sharp drop in the numbers of entry level apprenticeships since the introduction of the levy and to tackle this we are working with the MY Trust, who deliver youth employment services on behalf of the Council, to develop a pre-employment programme for 16 – 25 year olds to get them prepared and able to apply for apprenticeships with the Council.

Social Value – There were two contracts awarded in Q3 which were within the scope of the Social Value Measurement Charter. The social value of the projects will be calculated based on the tender submissions post contract, and will be reported in Q4.

Our Orbis Professional & Technical Services Framework used by the property team is now delivering a social value commitment. Since the framework went live in September 2017 there have been nine commissions valued at £244,006, with £25,000 (10%) being committed to social value in East Sussex.

Our Contract & Supply Team has designed a suite of questions to capture performance information throughout the life

of a contract, including social value delivery. The questions are due to be loaded onto our contract management system shortly, and a pilot to test the effectiveness of the questions will follow in Q4.

IT & Digital infrastructure – 99.9% of key services were available during core hours (08:00 to 17:00 Monday to Friday except Local Area Network, where availability has been extended to be 24/7). Weekend and planned unavailability is excluded.

Wellbeing – The estimated 2017/18 year end sickness absence figure for non-schools is 9.33 days/FTE, which is above the 2017/18 non-schools target of 9.24 days/FTE. For Q1 – Q3, the sickness absence outturn for the whole authority (excluding schools) is 6.81 days lost per FTE employee, an increase of 6.9% since the previous year.

The increase in absence is largely due to an 18.3% increase in Adult Social Care, with stress related absence being the primary driver. A number of measures have been put in place to try and reduce this type of absence. These have included the provision of additional training and coaching sessions for managers of teams with high absence rates, including from our absence management provider 'Firstcare' and Occupational Health.

In considering mental health related absence more broadly, targeted activities have included the development of resources to support 'Time to Talk' day on 1 February, a Mental Health Awareness workshop on 10 October 2017 and the continuation of free 'drop in' mindfulness sessions in Eastbourne and Lewes.

In Q3 'flu like' symptoms increased as a reason for absence. The Council pays for flu vaccines and this has been promoted to staff.

Revenue Budget Summary – The 2017/18 Business Services net revenue budget is £21.4m and includes the contribution to Orbis budget of £15.3m. Services are on target to deliver £1.5m planned efficiency savings, the majority of this is from the Council's contribution to Orbis (£1.2m).

The full year forecast underspend is £0.4m, a further improvement of £0.2m compared to Q2. This underspend is made up of some overspends in the ESCC budgets managed by Orbis, offset by underspends in Orbis.

Orbis is in year two of a three year programme to deliver £9.3m of efficiencies for East Sussex and Surrey. Services have delivered £3.9m of savings this year and have started to implement changes to achieve a further £4.6m next year. This has led to additional part year savings in 2017/18 in order to achieve full year savings in 2018/19. As a result there is a forecast saving of £0.6m from the ESCC contribution to Orbis budget, this is an increase of £0.3m since Q2 (**ref iii**).

There are pressures in the ESCC budgets managed by Orbis and services forecast a full year overspend of £0.2m, which is an increase of £0.1m since Q2. The main variance is in IT&D and relates to the data centre upgrade required to ensure adequate resilience for the Council and unplanned cost of re-instating SAP maintenance (**ref ii**). The ongoing pressures are being addressed as part of budget planning.

Capital Programme Summary – The 2017/18 capital budget is £21.3m and includes the Schools Basic Need Programme (£7.1m). Following a budget re-profile exercise the budget has reduced by £3.8m since Q2. As reported in Q2 there have been some delays to Property schemes due to planning issues and service requirement changes, leading to budget re-profiles into future years. The main budget changes are Schools Basic Need (-£1.9m), Building Improvements (-£1.2m), Property Agile Works (-£0.3m) and Early Years (-£0.3m).

Since the budget re-profile exercise a further delay to the Schools Basic Need programme is forecast, £2.2m (**ref iv**). This is for the land purchase of a new site to provide primary places in Hailsham, through the expansion of Hailsham Community College which will become an all through school (for children aged 4-18). This slippage is due to a change to the housing developer timescales, which include the school site. The Council is constrained by this timescale in order to obtain a serviced school site from the developer under the S106 agreement and cannot acquire it until all options are explored with ESCC having a 30% share.

Performance Exceptions (See How to read this report for definition)								
Performance measure	Outturn 16/17	Target 17/18	17/18 RAG				Q3 17/18 outturn	Note Ref
			Q1	Q2	Q3	Q4		
Priority – Making best use of resources								
Cost of occupancy of corporate buildings per sq. metre	£146 / sq. metre	143 / sq. metre	A	A	R		End of year forecast: £175 per m2	i

Savings exceptions (Projected - Red = will not be delivered but may be mitigated; Amber = on track to deliver but not in the year (& may be mitigated); Green = on track to deliver in the year)					
Service description	2017/18 (£'000) – Q3 Forecast				Note ref
	Target	Achieved	Slipped	Unachieved	
Savings					
All savings	1,472	1,472	-	-	
	-	-	-	-	
	-	-	-	-	
Total Savings	1,472	1,472	0	0	
Variations to Planned Savings					
	-	-	-	-	
	-	-	-	-	
Permanent Variations	0	0	0	0	
Total Permanent Savings & Variations	1,472	1,472	0	0	
	-	-	-	-	
	-	-	-	-	
Temporary Variations	0	0	0	0	
Total Savings with Variations	1,472	1,472	0	0	

The table below represents the East Sussex 2017/18 Revenue Budget, and includes a line which is the contribution to Orbis Partnership. The second table shows the total Orbis Partnership 2017/18 Revenue Budget; of which East Sussex make a contribution to shared costs of 30%.

Revenue Budget										
Divisions	Planned (£000)			Q3 2017/18 (£000)						Note ref
	Gross	Income	Net	Projected outturn			(Over) / under spend			
				Gross	Income	Net	Gross	Income	Net	
Business Operations	138	-	138	188	-	188	(50)	-	(50)	
Finance	2,710	(2,102)	608	2,784	(2,151)	633	(74)	49	(25)	
HR & OD	340	(419)	(79)	359	(478)	(119)	(20)	60	40	
IT & Digital	5,734	(4,891)	843	5,777	(4,743)	1,034	(42)	(148)	(190)	ii
Procurement	4	(36)	(33)	11	(4)	7	(7)	(32)	(40)	
Property	23,494	(18,889)	4,605	24,423	(19,873)	4,550	(930)	984	55	
Contribution to Orbis Partnership	15,269	-	15,269	14,694	-	14,694	576	-	576	iii
Total BSD	47,689	(26,337)	21,352	48,236	(27,250)	20,986	(547)	913	366	

Orbis Partnership Revenue Budget										
Divisions	Planned (£000)			Q3 2017/18 (£000)						Note ref
	Gross	Income	Net	Projected outturn			(Over) / under spend			
				Gross	Income	Net	Gross	Income	Net	
Business Operations	10,857	(5,590)	5,267	10,857	(5,590)	5,267	-	-	-	
Finance	10,552	(1,484)	9,068	10,220	(1,702)	8,518	332	218	550	
HR	5,257	(582)	4,675	5,043	(558)	4,485	214	(24)	190	
IT	18,563	(1,608)	16,955	17,923	(1,608)	16,315	640	-	640	
Management	2,034	-	2,034	1,624	-	1,624	410	-	410	
Procurement	3,372	(156)	3,216	3,252	(156)	3,096	120	-	120	
Property	11,101	(1,660)	9,441	10,820	(1,379)	9,441	281	(281)	-	
Total Orbis	61,735	(11,080)	50,655	59,738	(10,993)	48,745	1,997	(87)	1,910	
ESCC Contribution			15,269			14,694			576	

Capital programme										
Approved project	Total project – all years (£000)		2017/18							Note ref
			In year monitor Q3 (£000)				Analysis of variation (£000)			
	Budget	Projected	Budget	Actual to date	Projected 2017/18	Variation (over) / under budget	(Over) / under spend	Slippage to future year	Spend in advance	
Core Systems Development	1,268	1,268	-	-	-	-	-	-	-	-
The Link	2,718	2,718	-	-	-	-	-	-	-	-
SALIX Contract	4,235	4,235	538	394	538	-	-	-	-	-
Property Agile Works	9,606	9,606	918	211	918	-	-	-	-	-
Capital Building Improvements	85,763	85,763	8,568	4,372	8,568	-	-	-	-	-
Libraries Basic Need	2,244	2,244	-	-	-	-	-	-	-	-
IT & Digital Strategy Implementation	27,557	27,557	2,224	1,616	2,224	-	-	-	-	-
Schools Basic Need	148,171	148,171	7,090	3,678	4,890	2,200	-	2,200	-	iv
Early Years	5,327	5,327	1,704	484	1,704	-	-	-	-	-
Universal Infant Free School Meals	1,901	1,901	31	11	31	-	-	-	-	-
Other Schools & CSD Projects	8,230	8,230	187	93	187	-	-	-	-	-
Total BSD Gross	297,020	297,020	21,260	10,859	19,060	2,200	0	2,200	0	

Children's Services – Q3 2017/18

Summary of progress on Council Priorities, issues arising, and achievements

Summary of successes and achievements:

Engagement and participation – In November we held our second annual Children and Young People's Trust (CYPT) partnership event which was attended by representatives from a range of partnership organisations. The event included a review of the current priority areas of the Children and Young People's Plan which will be used to inform the updated plan from 2018. As part of a session focused on personal and community resilience, attendees were asked to identify how volunteering and community involvement can be harnessed to progress the CYPT priorities.

Subsequently young people took part in our Annual Takeover Day on 24 November to discuss personal and community resilience; giving their views on how they can contribute to a vibrant and resilient community. The day also provided the opportunity for children and young people to give their views about services. The event was attended by children from a diverse range of backgrounds: the Children in Care Council, children with disabilities, school councils and the Youth Cabinet to work together to voice their views. The young people identified projects for small grants for activities with the aim of improving health and social care; and gave their feedback on the Local Safeguarding Children's Board (LSCB) safeguarding strategy, what makes an inclusive school, and libraries.

Following service user feedback, looked after children have been involved in making a children's guide to residential care homes DVD, sharing what it is like to live there and enabling children and young people to better understand and prepare for a placement within a children's home.

£650k of corporate transformation funding, in partnership with District and Borough Councils and Adult Social Care, is being used to enhance and diversify accommodation provision for vulnerable young people. This includes care leavers with severe, complex and/or multiple needs (aged 16 – 25) and under 18 young homeless people.

SEND (Special Educational Needs and Disability) – A participation group of disabled young people has been developed so that they can inform: the Local Offer; discussions around the High Needs Block review; community resilience; and safeguarding.

95.5% (1,072 out of 1,122) of children have expressed their views and/or participated in their annual SEND review meeting at Q3.

97% (127/131) of eligible 0-16 year olds and 74% (46/62) of 16-19 year olds have a personal budget.

There are 67 post 16 students using SEND transport, as at 31 December 2017 compared with 111 in December 2016.

Digital ways of working – Changes were made to the Family Information Services telephone call routing system in October 2017 to make the best use of the system to triage calls for other teams with button presses rather than connecting to a member of staff. Calls in Q3 are down 88% compared to Q3 2016/17. A total of 1,168 calls have been automatically triaged to the right team. This means a shorter call duration and a quicker connection time for the customer. There has been an increase in digital contacts to the team and an increase in web traffic. With the increased capacity, the team is making improvements to the children's services web content.

The percentage point gap between disadvantaged pupils and their peers – The percentage point gap for disadvantaged children in East Sussex in Ac Yr 2016/17, at Key Stage 2, is 23. This is wider than the national gap of 20 (**ref i**). The percentage point gap for Attainment 8 is 14.7 (**ref ii**). This is smaller than the outturn for Ac Yr 15/16 of 15, although direct comparison cannot be made with data from the previous year. The gap is wider than the national average which has increased by 0.5 to 12.8; however, the difference in the gap between East Sussex and national has reduced this year by 0.8. Lack of progress for disadvantaged pupils is a particular problem in coastal areas for the following reasons:

- particular difficulties in recruiting good teachers;
- schools are likely to have higher proportions of children whose families are unemployed and can have low aspirations for their children; and
- a higher concentration of disadvantaged white working-class pupils, who are often the lowest achievers in exams.

The Department for Education's Hastings Opportunity Area is designed to address these problems and will be complemented by work across the county addressing the specific underperformance issues. Schools and academies are being challenged to raise expectations and robustly tackle the issues associated with progress of all pupils and groups of pupils. We were successful in securing funding from the Strategic School Improvement Fund (SSIF) in round 1 for secondary schools that will bring additional capacity and harness expertise to tackle the issues around disadvantaged and SEND pupil performance, with a focus on coastal schools. In round 2, we have also been successful with a bid to the SSIF for a parallel primary school project, thus bringing significant additional resource into

the county's schools to address this priority. We are also working through Teaching Schools and Educational Improvement Partnerships to ensure a focus on tackling issues around disadvantaged pupils using school to school support to share and develop practice. It remains a key priority area for the Council to work with Early Years, Primary and Secondary Schools.

Revenue Budget Summary – The £68.559m net CSD budget is forecast to be overspent at year end by £1.460m (**ref ix**). This has reduced by £0.421m compared to Q2.

In **Safeguarding, LAC and Youth Justice** the overspend is £2.845m (**ref vi**). This is primarily due to ongoing Looked after Children cost pressures combined with changes to the expected profile of Troubled Families Payment by Results claims.

Education and ISEND are forecasting an underspend of £0.900m (**ref vii**), an increase in underspend of £0.544m . This reflects the continuing impact of the strategies in place to reduce the cost of placements and the placing of children in Independent Non-Maintained Schools.

Communication, Planning and Performance have forecast an underspend of £0.234m (**ref viii**), for the financial year, an increase in underspend of £0.139m. Cost reductions have been achieved through post 16 transport policy changes.

Central Resources have forecast an underspend of £0.251m (**ref v**).

Within the above outturn position, £2.819m (**ref iv**) of the planned £3.700m savings for 2017/18 are forecast to be achieved, with £0.093m slipped to future years. £0.788m (**ref iv**) will be unachieved, mainly due to the continuing pressures for Looked After Children (**ref iii**).

Capital Programme Summary – At Q3 the forecast expenditure is in line with the revised approved programme of £1.257m (**ref x**).

Performance exceptions (See How to read this report for definition)								
Performance measure	Outturn 16/17	Target 17/18	17/18 RAG				Q3 17/18 outturn	Note ref
			Q1	Q2	Q3	Q4		
Priority – Driving sustainable economic growth								
The percentage point gap between disadvantaged pupils achieving at least the expected standard in reading, writing and maths combined at Key Stage 2, and their peers.	Ac Yr 15/16 ESCC 23% Nat av. 22%	Ac year 16/17 At or below the national average	A	A	R		Ac Year 2016/17 ESCC: 23% Nat Av: 20%	i
The gap between Attainment 8 overall score for disadvantaged pupils, and Attainment 8 overall score for non-disadvantaged pupils	Ac Yr 15/16 ESCC 15% Nat av. 12.3% ¹	Ac year 16/17 1.5 points or less above the national average	A	A	R		Ac Year 2016/17 ESCC: 14.7% Nat Av: 12.8%	ii

¹ Please note that Ac Yr 15/16 data are not comparable to Ac Yr 16/17.

Savings exceptions

(Projected - Red = will not be delivered but may be mitigated; Amber = on track to deliver but not in the year (& may be mitigated); Green = on track to deliver in the year)

Service description	2017/18 (£'000) – Q3 Forecast				Note ref
	Target	Achieved	Slipped	Unachieved	
Savings					
Early Help	673	673	-	-	
Children's Support Services (including Music, Watersports, DofE and Safeguarding qualify assurance)	345	345	-	-	
Home to School Transport	488	488	-	-	
Locality Services	70	-	70	-	
Specialist Services	203	132	23	48	
Looked after Children	990	250	-	740	iii
SLES	122	122	-	-	
Other	809	809	-	-	
Total Savings	3,700	2,819	93	788	iv
Variations to Planned Savings					
Permanent Variations	0	0	0	0	
Total Permanent Savings & Variations	0	0	0	0	
Temporary Variations	0	0	0	0	
Total Savings with Variations	3,700	2,819	93	788	

Revenue budget

Divisions	Planned (£000)			Q3 2017/18 (£000)						Note ref
	Gross	Income	Net	Projected outturn			(Over) / under spend			
				Gross	Income	Net	Gross	Income	Net	
Central Resources	1,753	(3,073)	(1,320)	1,496	(3,067)	(1,571)	257	(6)	251	v
Safeguarding, LAC and Youth Justice	57,518	(10,538)	46,980	61,287	(11,462)	49,825	(3,769)	924	(2,845)	vi
Education and ISEND	79,956	(3,956)	76,000	79,316	(4,216)	75,100	640	260	900	vii
Communication, Planning and Performance	19,992	(4,277)	15,715	19,974	(4,493)	15,481	18	216	234	viii
DSG non Schools	-	(68,816)	(68,816)	-	(68,816)	(68,816)	-	-	-	
Schools	161,320	(161,320)	-	161,320	(161,320)	-	-	-	-	
Total Children's Services	320,539	(251,980)	68,559	323,393	(253,374)	70,019	(2,854)	1,394	(1,460)	ix

Capital programme

Approved project	Total project – all years (£000)		2017/18 (£000)							Note ref
	Budget	Projected	In year monitor Q3 (£000)				Analysis of variation (£000)			
			Budget	Actual to date	Projected 2017/18	Variation (over) / under budget	(Over) / under spend	Slippage to future year	Spend in advance	
Direct to schools-s106 allocations	65	65	65	65	65	-	-	-	-	
Family Contact	188	188	32	8	32	-	-	-	-	
House Adaptations for Disabled Children's Carers	1,468	1,468	122	62	122	-	-	-	-	
Schools Delegated Capital	12,688	12,688	899	935	899	-	-	-	-	
Schools Information Hub - Czone replacement	230	230	86	65	86	-	-	-	-	
Exceat Canoe Barn Changing Rooms	24	24	-	-	-	-	-	-	-	
Lansdowne SCH Grant	261	261	53	53	53	-	-	-	-	
Total CSD Gross	14,924	14,924	1,257	1,188	1,257	0	0	0	0	x

Communities, Economy & Transport – Q3 2017/18

Summary of progress on Council Priorities, issues arising, and achievements

Summary of successes and achievements – 56 carriageway asset improvement schemes have been delivered in Q3 investing over £3.5m to maintain and improve the condition of the county's roads. The Locate East Sussex service is progressing well, with the full range of services now being offered and a projection that 28 jobs will be created this year. Six Trading Standards workshops were held in Q3, offering advice and training to 91 delegates. Trading Standards also made 27 positive interventions to protect vulnerable people from rogue trading or financial abuse. There were 59 online learning courses completed in our libraries in Q3 on topics such as English, maths and IT. The South East Local Enterprise Partnership awarded East Sussex further funding through the growing places fund in Q3, with £1.15m going to the Eastbourne Fisherman's project and over £0.1m to the Charleston Centenary project. A grant to the South East Creative, Cultural and Digital Sector from the European Regional Development Fund was approved in Q3 and will see around £0.5m invested into East Sussex over the next three years, providing grants and business support to creative businesses. While we continue to regularly inspect and maintain our gully network we have also been undertaking specific investigations and additional works on known flood risk areas to ensure that our pipes and ditches are in good working condition. This includes replacing broken and damaged pipes where necessary, a programme of rebuilding the historical ditch network, and working with local land owners to help them maintain important private drainage systems that affect the highway.

East Sussex Growth Hub (GS) – £300,000 of grants have been agreed under the new South East Business Boost (SEBB) contract, these grants will bring in over £850,000 worth of match funding. Alongside the grants we are also developing a programme of non-financial support, including workshops and 1:1s, targeted at key sectors. We are working on a method of evaluation for the Growth Hub and SEBB to aid continuous improvement.

East Sussex Invest (ESI) 5 (GS) – There was one panel in Q3 which awarded £105,000 worth of funding to three businesses. The funding allocated in 2017/18 is currently projected to create 64 jobs, with one remaining panel scheduled for 5 March 2018. There has been a decline in the uptake of funding from ESI5 due to the promotion of the SEBB grants (ref i).

Newhaven Port Access Road – Tender documents for the works were received in December 2017 and are currently being evaluated. The business case is developing and we are having regular discussions with the DfT, with a positive workshop held on 25 January. Final submission of the business case will follow in Q4.

Terminus Road, Eastbourne – Tendering for the works has commenced, with a provisional award of the contract expected in Q4. Traffic Regulation Orders for the introduction of bus lanes and changes to parking restrictions were advertised in November and December, objections were received and are due to be considered by the Planning Committee in February 2018. Due to the uncertainty over the timeframes for planning consent we can't set a definite start date for construction. (ref ii).

Employability and Skills – The Health and Social Care business sector task group meeting is scheduled for March, which will bring the number of task groups to six. The Visitor Economy group has progressed with a meeting in November 2017 exploring the needs of the visitor economy; the group will be established as an additional task group in Q4 to explore the emerging themes. Open Doors have engaged with 19 businesses in Q3 and over 30 are now involved as Enterprise Advisers. Nine sector skills research reports are due to be refreshed and released in Q4.

Road Safety – The Road Safety programme is progressing well, work is now underway on the development of the specific behaviour change projects which will begin during Spring 2018. The research has included focus groups, which have helped to ensure the developing projects are concentrated on the right areas. The Council's Communications Team is helping to develop a social media campaign which will form part of one of these projects. The projects which are being developed, and are supported by the work of the Behavioural Insights Team, include: revisions to the Notice of Intended Prosecution letters; letters sent in relation to Operation Crackdown; and the communications/reminders sent on the anniversary of an offence.

Measures and targets for each of the above specific behaviour change projects are also being developed, and will be finalised before implementation begins.

We have completed assessments of the KSI casualties occurring on our A and B roads and discussions have been held with Sussex Police to establish the most appropriate engineering solution for each section of road. These solutions will include traffic management techniques such as speed reductions and road markings and interventions to produce a 'self-explaining' road environment which will complement the wider focus of the programme.

The total number of KSI on our roads in July to September 2017 was 118, with 10 being fatalities. Of these 99 (nine fatalities) occurred on county roads with 19 (one fatality) on the Trunk Road network. The numbers of KSI are higher than the same period in 2016, when there were 115.

Revenue Budget Summary – The net budget at Q3 is £61.896m. There is a forecast budget underspend of

£0.406m which is £0.108m more than at Q2. All £1.136m of savings in 2017/18 are on track to be achieved. The main underspend is in Transport and Operational Services £0.373m (ref v). The majority of this underspend is from Waste due to lower tonnage collected, reduced leachate costs and Concessionary Fares due to reduced passenger numbers and an operator contract price not increasing for inflation. The Communities budget underspend of £0.004m arises from a number of small underspends across services, offset by a reduced income in the Road Safety Bikeability scheme (ref iv). The Customer and Library Services budget overspend of £0.029m includes the increase cost of rates and energy at The Keep and additional spend on Libraries book stock (ref iii).

Capital Programme Summary – The Reconciling, Policy, Performance and Resources (RPPR) process has re-profiled the capital programme and as a result all slippage reported at Q2 (£11.790m net) has been moved into the programme for future years. The current slippage of £2.755m on the East Sussex Strategic Growth Package is due to delays in appointing a contractor for the High Weald House construction (ref vi and vii).

Performance exceptions (See How to read this report for definition)								
Performance measure	Outturn 16/17	Target 17/18	17/18 RAG				Q3 17/18 outturn	Note Ref
			Q1	Q2	Q3	Q4		
Priority – Driving sustainable economic growth								
Support businesses to create or protect jobs via East Sussex Invest 5	41 businesses awarded funding (predicted to create 130 jobs)	Support businesses to create or protect 95 jobs as per contracts	A	G	A		Current number of predicted jobs created by ESI 5 funding is 64 by 16 businesses	i
Deliver pedestrian improvements in Terminus Road (Eastbourne) using 'Shared Space' concepts to coincide with opening of the new Arndale Centre	Construction now programmed to start January 2018	Commence construction	G	G	A		Construction is programmed to start in April (some pre-construction works may take place in Q4)	ii

Savings exceptions (Projected - Red = will not be delivered but may be mitigated; Amber = on track to deliver but not in the year (& may be mitigated); Green = on track to deliver in the year)					
Service description	2017/18 (£'000) – Q3 Forecast				Note ref
	Target	Achieved	Slipped	Unachieved	
Savings					
Waste Operations	85	85	-	-	
Waste Disposal	25	25	-	-	
Transport Hub	35	35	-	-	
Rights of Way and Countryside Management	50	50	-	-	
Environment service.	5	5	-	-	
Planning and Environment Service	40	40	-	-	
Review fees & charges across the Planning Service.	10	10	-	-	
Library and Information Service	700	700	-	-	
The Keep	4	4	-	-	
Trading Standards	122	122	-	-	
Registration Services	60	60	-	-	
Total Savings	1,136	1,136	0	0	
Variations to Planned Savings					
	-	-	-	-	
Permanent Variations	0	0	0	0	
Total Permanent Savings & Variations	1,136	1,136	0	0	
	-	-	-	-	
Temporary Variations	0	0	0	0	
Total Savings with Variations	1,136	1,136	0	0	

Revenue budget

Divisions	Planned (£000)			Q3 2017/18 (£000)						Note ref
				Projected outturn			(Over) / under spend			
	Gross	Income	Net	Gross	Income	Net	Gross	Income	Net	
Management and Support	1,870	(228)	1,642	1,876	(234)	1,642	(6)	6	-	
Customer and Library Services	7,687	(2,160)	5,527	7,445	(1,947)	5,498	242	(213)	29	iii
Communities	3,833	(2,409)	1,424	3,717	(2,297)	1,420	116	(112)	4	iv
Transport & Operational Services	75,249	(39,233)	36,016	75,167	(39,524)	35,643	82	291	373	v
Highways	18,061	(3,411)	14,650	18,499	(3,849)	14,650	(438)	438	-	
Economy	4,470	(2,703)	1,767	4,483	(2,716)	1,767	(13)	13	-	
Planning and Environment	3,006	(2,136)	870	3,856	(2,986)	870	(850)	850	-	
TOTAL CET	114,176	(52,280)	61,896	115,043	(53,553)	61,490	(867)	1,273	406	

Capital programme

Approved project	Total project – all years (£000)		2017/18 (£000)							Note ref
			In year monitor Q3 (£000)				Analysis of variation (£000)			
	Budget	Projected	Budget	Actual to date	Projected 2017/18	Variation (over) / under budget	(Over) / under spend	Slippage to future year	Spend in advance	
The Keep	20,178	20,178	36	25	36	-	-	-	-	
Registration Ceremonies Website	30	30	30	-	30	-	-	-	-	
Rye Library	61	61	14	13	14	-	-	-	-	
Hastings Library	9,503	9,503	2,255	1,385	2,255	-	-	-	-	
Newhaven Library	1,713	1,713	39	-	39	-	-	-	-	
Southover Grange (formerly The Maltings)	1,257	1,257	184	128	184	-	-	-	-	
Library Refurbishment	1,473	1,473	191	150	191	-	-	-	-	
Newhaven S106 - ERF	474	474	5	5	5	-	-	-	-	
Travellers Site Bridges Tan	1,347	1,347	10	8	10	-	-	-	-	
Broadband	33,800	33,800	2,450	2,114	2,450	-	-	-	-	
Bexhill and Hastings Link Road	126,247	126,247	2,172	517	2,172	-	-	-	-	
BHLR Complementary Measures	1,800	1,800	300	25	300	-	-	-	-	
Reshaping Uckfield Town Centre	2,500	2,500	26	12	26	-	-	-	-	
Exceat Bridge Maintenance	2,633	2,633	155	3	155	-	-	-	-	
Economic Intervention Fund	9,791	9,791	999	551	999	-	-	-	-	
Catalysing Stalled Sites	916	916	200	146	200	-	-	-	-	
EDS Upgrading Empty Commercial Properties	500	500	153	60	153	-	-	-	-	
EDS Incubation Units	1,000	1,000	150	-	150	-	-	-	-	
North Bexhill Access Road	18,600	18,600	5,590	2,215	5,590	-	-	-	-	
Queensway Gateway Road	10,000	10,000	5,000	2,329	5,000	-	-	-	-	
Newhaven Flood Defences	1,500	1,500	400	400	400	-	-	-	-	
Coastal Communities Housing	667	667	667	667	667	-	-	-	-	

Capital programme										
Approved project	Total project – all years (£000)		2017/18 (£000)							Note ref
			In year monitor Q3 (£000)				Analysis of variation (£000)			
	Budget	Projected	Budget	Actual to date	Projected 2017/18	Variation (over) / under budget	(Over) / under spend	Slippage to future year	Spend in advance	
East Sussex Strategic Growth Package	8,200	8,200	6,300	919	3,545	2,755	-	2,755	-	vi
A22/A27 Junction Improvement Package	1,500	1,500	-	-	-	-	-	-	-	-
Devonshire Park Quarter redevelopment	5,000	5,000	5,000	3,400	5,000	-	-	-	-	-
LGF Business Case Development	196	196	166	46	166	-	-	-	-	-
Newhaven Port Access Road	23,271	23,271	453	372	453	-	-	-	-	-
Real Time Passenger Information	2,449	2,449	156	67	156	-	-	-	-	-
Queensway (Eastern) Depot Development	1,586	1,586	152	-	152	-	-	-	-	-
Waste Leachate Programme	293	293	282	164	282	-	-	-	-	-
Hastings and Bexhill Movement & Access Package	9,643	9,643	596	372	596	-	-	-	-	-
Eastbourne/South Wealden Walking & Cycling Package	7,450	7,450	2,007	1,205	2,007	-	-	-	-	-
Hailsham/Polegate/Eastbourne Movement & Access Corridor	2,350	2,350	242	213	242	-	-	-	-	-
Other Integrated Transport Schemes	37,288	37,288	3,394	2,137	3,394	-	-	-	-	-
Community Match Fund	150	150	-	-	-	-	-	-	-	-
Speed Management	2,948	2,948	29	(56)	29	-	-	-	-	-
Terminus Road Improvements	11,250	11,250	505	167	505	-	-	-	-	-
CAMS System	30	30	11	2	11	-	-	-	-	-
Parking Machine Renewal Scheme	1,700	1,700	600	-	600	-	-	-	-	-
Core Programme - Highways Structural Maintenance	227,846	227,846	19,130	15,054	19,130	-	-	-	-	-
Core Programme - Bridge Assessment Strengthening	13,310	13,310	1,097	554	1,097	-	-	-	-	-
Core Programme - Street Lighting - Life Expired Equipment	10,133	10,133	750	320	750	-	-	-	-	-
Core Programme - Rights of Way Surface Repairs and Bridge Replacement Programme	4,883	4,883	430	353	430	-	-	-	-	-
Total CET	617,466	617,466	62,326	36,042	59,571	2,755	0	2,755	0	vii

Governance – Q3 2017/18

Summary of progress on Council Priorities, issues arising, and achievements

Reconciling Policy, Performance and Resources (RPPR) – The Government’s Budget was announced on 22 November 2017 and gave the Council the ability to increase council tax by an additional 1% in 2018/19 without triggering a referendum. The full final funding settlement from Government is expected in February. We continued to develop the draft Council Plan and Portfolio Plans during Q3. The Council Plan sets out our ambitions and what we hope to achieve by 2021, A Whole Council Forum was held in November 2017 to inform members of the latest position. Consultation and engagement meetings have been held with partners, Business Ratepayers, Trade Unions and young people. The draft 2018/19 Portfolio Plans were reviewed by Scrutiny Boards in December 2017. On the 23 January 2018 Cabinet received an RPPR report on the new budget, final savings plans, capital programme, and Council Plan for 2018/19. At County Council on 6 February 2018 the Council agreed the budget for 2017/18.

Transport for the South East (TfSE) – Work on delivering Transport for the South East (TfSE) continues to progress well and the Shadow Partnership Board is working together to present one voice for the area on strategic infrastructure issues. Work has now commenced on the development of the Transport Strategy and a major stakeholder engagement event “Connecting the South East” will take place on 8 May 2018. Huw Merriman, MP for Battle and Bexhill and a member of the Transport Select Committee, hosted an MP event on 31 October in the House of Commons, to brief MPs from across the area and members of the Committee on TfSE. 15-20 MPs attended the event, and work is now underway to secure a Westminster Hall debate on transport in the South East to increase engagement and raise the profile of TfSE more generally with ministers.

Supporting democracy – During Q3 we supported 52 meetings including: two County Council meetings; two Cabinet meetings; eight Lead Member meetings; 20 scrutiny committees and scrutiny review boards; and 20 other committees and panels. In addition, 42 school admission appeals and two school exclusion hearings were arranged.

The Members’ post-election induction programme has been successfully implemented. The number of page views on the dedicated Members’ Intranet site in Q3 was 3,500.

In Q3 discussions continued with potential partners to market the school appeals digital management system to other local authorities; it is anticipated that the application will begin to be marketed to other local authorities in autumn 2018.

Legal Services – Orbis Public Law (OPL), our partnership with the Legal Services of Brighton & Hove City Council and Surrey and West Sussex County Councils, continues to align its practices across the four offices following the implementation of our standard digital case management system. This will allow us to develop and improve our performance reporting and facilitates work sharing across OPL so that in future, legal work will be allocated to the persons who can most effectively and efficiently deal with it regardless of location. We are also analysing the time spent on a range of tasks to ensure that matters are dealt with in a consistent manner and as efficiently as possible. We are continuing with our programme of joint training for staff in many specialist areas which has both reduced expenditure on training and given staff from different offices the opportunity to meet, exchange ideas and establish useful ongoing contacts.

During Q3 we advised and represented Trading Standards in a rogue trader case which resulted in a sentence to 30 months custody and in a further case which resulted in an order for the perpetrator to pay £15,000 to the victims. We also assisted in a counterfeit goods and trademark offences matter, which resulted in a one year community order with 120 hours of unpaid work. We carried out five prosecutions for fraudulent use of a blue badge, which resulted in fines totalling £685, costs of £1,250 and two conditional discharge orders.

During Q3 we carried out 185 prosecutions. We also collected debts and agreed repayment plans for money due to the Council totalling £173,230 and secured monies owed against property totalling £52,159.

We continued to advise Children’s Services in pre-proceedings cases to enable families to keep their children within the family. Changes to case law, reducing the amount of time a child can be looked after by a local authority without a Care Order, together with a general increase in referrals, saw a 21% increase in cases issued during 2016/17. The increase in referrals was reflected nationally. The indicators were that this trend would continue and this has continued to be the case during Q3. The average case duration in Q3 was 36 weeks, with a number of complex cases concluded which resulted in a higher average case duration than seen in Q1 and Q2. The average case duration for the year to date is 32 weeks. The figures are produced as part of quarterly monitoring by Legal Services based upon information collated by both Legal Services and Children’s Services.

In Q3 we made two community Deprivation Of Liberty Safeguard applications to the Court of Protection to ensure that members of the community who are mentally incapacitated are protected. The team is currently dealing with five further applications to the Court of Protection for health and welfare orders and for the authorisation of living in care placements.

Regulation of Investigatory Powers Act (RIPA) – One authorisation under RIPA was made in Q3 for direct

surveillance and covert test purchases of shops suspected of selling illegal tobacco.

Local Government Ombudsman complaints – 16 decisions were issued Q3. Of those, five were closed before full investigation as there was nothing to indicate fault by the council. Of the 11 fully investigated seven were closed with no fault found and the following four were closed with an upheld outcome:

Adult Social Care – Blue Badge Appeal: The Council failed to provide clear information about its appeals process and failed to fully address the complaint. We issued an apology to the complainant and reviewed the information provided on the appeals process.

Children's Services – Complaint Handling: The Council was at fault in failing to properly consider the complaint under all stages of the children's statutory complaints procedure. We issued an apology to the complainant and agreed to investigate the matter properly under the full statutory procedure.

Communities, Economy & Transport – Highways: Fault was found with the time it took the Council to resolve a problem with traffic lights which were causing congestion at a crossroads. We issued an apology to the complainant.

Adult Social Care – Assessment and Complaint Handling: Fault was found as the Council delayed both in reviewing the complainant's night time social care needs and replying to the complaint. We offered the complainant funding in recognition of her increasing night time needs, issued an apology and paid the complainant a £500 goodwill gesture.

Effective publicity and campaigns – The Council's Stand Up For East Sussex campaign, which made the case for East Sussex's particular needs to be recognised, gathered almost 6,000 signatures and was delivered to the Prime Minister in December. Our high-profile campaign on school attendance was covered by national media including the Telegraph, Mail, Mirror, Express and Sun and on BBC Radio 4 as well as most local media outlets. The campaign to get people in East Sussex to vaccinate themselves against flu generated 21 media stories and was also promoted through social media and the website, libraries and children's centres.

Media work – The press office dealt with 195 media enquiries and issued 42 press releases. There were 479 media stories about the Council.

Web activity – The Council's main website received 3.2 million page views during Q3. Of those, 32% of users were new to the site. 54.6% of all visitors came from organic searches (Google etc.). The promotion of the library consultation resulted in 7,100 sessions and 1,732 online consultation responses.

Third Sector support – The Voluntary and Community Sector (VCS) infrastructure services continue to provide support to voluntary organisations and community groups across the county. Q3 saw a particular focus on enabling small groups to develop the necessary governance to apply for small grant programmes.

Healthwatch East Sussex has completed the pilot phase for their Listening Tour, which took place in Hastings. The countywide locality engagement programme will now be implemented over the next three years.

Public Health's and Hastings & Rother Clinical Commissioning Group's small grants programmes have allocated over £200k of grants to over 30 groups and organisations. We are developing a fourth round of small grants for 2018/19.

We have continued to provide support for the community asset transfer of 12 Claremont in Hastings from the Council to a third party organisation.

South East 7 (SE7) – In Q3, Councillor Glazier (as Chair of the SE7) and Councillor Roy Perry, Leader of Hampshire County Council (as Vice Chair of the SE7) met with Sajid Javid, Secretary of State for Housing, Communities and Local Government. The meeting provided an opportunity to discuss how the SE7 and Government can work together to tackle the challenges facing Local Government and communities in the South East, and to get a clearer understanding of Government's approach to Local Government funding. Following the meeting, and publication of the Autumn Budget, Councillor Glazier wrote to the Minister, on behalf of the SE7, reaffirming the actions required to secure economic growth and the financial sustainability of Local Government in the South East. Officers in the SE7 have also begun work on responding to the Government's Industrial Strategy White Paper; and a review of SE7 Authorities' Emergency Planning and responses.

World War 1 (WW1) commemorations – In Q3, 17,711 users viewed the East Sussex First World War website 25,751 times. This was a 47% increase in users and a 23% increase in views from Q3 in 2016/17. The website has now published 226 Stories and Events, 62% of which came from the public.

In Q3 we continued planning for the project's final year and the end of the First World War Centenary. The project began exploring options for the archiving of the website beyond November 2018 and commenced discussions with Hastings Borough Council to prepare for the final Victoria Cross Paving Stone ceremony in September 2018.

In November, we published a major new story on Muriel Matters, a key figure in the Women's Suffrage movement who lived in Hastings and campaigned for equal voting rights before the First World War. We will continue to publicise events to mark the centenary of woman's suffrage through the website in Q4. In December we published a new story on Richard Swallow, a Flight Lieutenant who lost his life in an airship crash near Willingdon in December 1917, we also dedicated a week of activity on Twitter to mark the centenary of this event. In October and November the project marked major anniversaries and historical events such as Black History Month and Remembrance Sunday by

promoting relevant stories on the website.

A new collection of 'Then and Now' images from local photographer Kieron Pelling, which highlight life in East Sussex towns during the First World War, were published in Q3.

Health and Wellbeing Board (HWB) – In December 2017 the HWB received a report on the Care Quality Commission's (CQC) Local Area Review. The Board agreed to a virtual sign off process for the CQC Action Plan following the Local Improvement Summit (due to take place at the end of January) prior to it being submitted to CQC.

Revenue budget summary – The revenue budget is projected to underspend by £69k.

Capital Programme Summary – There is no capital programme for Governance Services this year.

**Performance exceptions
(See How to read this report for definition)**

Performance measure	Outturn 16/17	Target 17/18	17/18RAG				Q3 17/18 outturn	Note ref
			Q1	Q2	Q3	Q4		
There are no Council Plan targets								

Savings exceptions

(Projected - Red = will not be delivered but may be mitigated; Amber = on track to deliver but not in the year (& may be mitigated); Green = on track to deliver in the year)

Service description	2017/18 (£'000) – Q3 Forecast				Note ref
	Target	Achieved	Slipped	Unachieved	
Savings					
Communications	130	130	-	-	
Legal Services	25	-	25	-	
Member Services	20	20	-	-	
Senior Management and Organisational Development	50	50	-	-	
Chief Executive's Office	45	45	-	-	
Total Savings	270	245	25	0	
Variations to Planned Savings					
Permanent Variations	0	0	0	0	
Total Permanent Savings & Variations	270	245	25	0	
General underspending	-	25	(25)	-	
Temporary Variations	0	0	0	0	
Total Savings with Variations	270	270	0	0	

Revenue budget

Divisions	Planned (£000)			Q3 2017/18 (£000)						Note ref
				Projected outturn			(Over) / under spend			
	Gross	Income	Net	Gross	Income	Net	Gross	Income	Net	
Corporate Governance	3,923	(442)	3,481	3,893	(462)	3,431	30	20	50	
Corporate Support Services	3,298	(593)	2,705	3,301	(525)	2,776	(3)	(68)	(71)	
Senior Management & Org Development	1,458	(364)	1,094	1,368	(364)	1,004	90	-	90	
Total Governance	8,679	(1,399)	7,280	8,562	(1,351)	7,211	117	(48)	69	

Capital programme										
Approved project	Total project – all years (£000)		2017/18 (£000)							Note ref
			In year monitor Q3 (£000)				Analysis of variation (£000)			
	Budget	Projected	Budget	Actual to date	Projected 2017/18	Variation (over) / under budget	(Over) / under spend	Slippage to future year	Spend in advance	
No current programme for Governance	-	-	-	-	-	-	-	-	-	-
Total Governance	0	0	0	0	0	0	0	0	0	

Strategic Risk Register – Q3 2017/18

Ref	Strategic Risks	Risk Control / Response and Post Mitigation RAG score	
12	<p>CYBER ATTACK</p> <p>The National Cyber Security Centre (NCSC) has highlighted the substantial risk to British web infrastructure with elevated levels of Cyber Crime being reported against all areas of government.</p> <p>Cyber-attacks often include multi vector attacks featuring internet based, social engineering and targeted exploits against hardware, software and personnel. The remote nature of the internet makes this an international issue and an inevitable risk.</p> <p>Examples of the impact of a Cyber Attack include:</p> <ul style="list-style-type: none"> • Financial fraud related to phishing of executives and finance staff; • Loss of Personally Identifiable Information and subsequent fines from Information Commissioner's Office (Currently up to £500k rising to 4% of global revenue when General Data Protection Regulation comes into effect May 2018); • Total loss of access to systems that could lead to threat to life. <p>A successful cyber-attack can shut down operations - not just for a few hours, but rather for multiple days and weeks. The collateral damage, such as information leaks and reputational damage can continue for much longer. Added to that, backup systems, applications and data may also be infected and therefore, of little usable value during response and recovery operations - they may need to be cleansed before they can be used for recovery. This takes time and consumes skilled resources reducing capacity available to operate the usual services that keep the Council working.</p>	<p>Most attacks leverage software flaws and gaps in boundary defences. Keeping software up to date with regular patching regimes; continually monitoring evolving threats and re-evaluating the ability of our toolset to provide adequate defence'</p> <p>Expanding Security Information and Event Management (SIEM) system capabilities to leverage latest standards of automation, detection and prevention;</p> <p>Development of "Security Advocates". Trained staff that can cascade and share cyber security insights and highlight potential issues into the workforce. Promoting a visible approachable business based security team;</p> <p>Ongoing discussion and communication with the Info Sec industry to find the most suitable tools and systems to secure our infrastructure;</p> <p>Enhancing user awareness - Expanding E-Learning and policy delivery mechanisms to cover Cyber threat, educating staff around the techniques and methods used by active threats.</p> <p>With 77% of all malware installed via email, users to be given learning experiences of phishing at point of use in a safe and secure environment;</p> <p>Providing GDPR training and workshops to cascade vital skills and information to those affected by new Data Protection laws;</p> <p>Move of ESCC servers to the Orbis Primary Data Centre for resilience – An accredited Tier 3 environment certified to these standards:</p> <ul style="list-style-type: none"> • ISO 27001 - IT Governance and Information Security Management • ISO 9001 - Quality Standard in Customer Service, Customer Processes, Product Process and Service, Efficiency and Continuous Improvement • ISO 14001 - Environmental Management and Best Practices for Corporate Environmental Responsibility 	R

Strategic Risk Register – Q3 2017/18			
Ref	Strategic Risks	Risk Control / Response and Post Mitigation RAG score	
4	<p>HEALTH</p> <p>Failure to secure maximum value from partnership working with the NHS. If not achieved, there will be impact on social care, public health and health outcomes and increased social care cost pressures. This would add pressures on the Council's budget and/or risks to other Council objectives.</p>	<p>Implementation of East Sussex Better Together Programme by ESCC and Hastings and Rother CCG and Eastbourne, Hailsham and Seaford CCGs to transform health and social care in the county and deliver the Better Care Fund plan to improve outcomes for East Sussex residents, with robust governance arrangements reporting to County Council and Health and Wellbeing Board. Programme will develop the plan for a clinically and financially sustainable health and social care system in East Sussex. There will also be targeted use of the Better Care Fund to better integrate health and social care and contribute to whole system transformation. In High Weald Lewes Havens the Connecting 4 You Programme has now been established to improve health and social care outcomes for residents. The Programme will have implications for management capacity and for the Medium Term Financial Plan. The RPPR process will be used to manage this risk and associated implications.</p>	R
7	<p>SCHOOLS</p> <p>Failure to manage the expected significant reduction in resources for school improvement from 2017/18 and the potential impacts of changing government policy on education, leading to reduced outcomes for children, poor Ofsted reports and reputational damage</p>	<ul style="list-style-type: none"> • Continue to develop a commissioning model of school improvement including reviewing the level of trading by SLES to ascertain what is sustainable within reducing capacity and to identify core services that can be traded. • Continue to build relationships with academies and sponsors, including the Diocese of Chichester; ensure a dialogue about school performance, including data sharing. • Work with academies and maintained schools through the Education Improvement Partnerships to develop system leadership, school to school support and to broker partnerships to reduce pressure on SLES services. • Broker support to academies to address any performance concerns and investigate the feasibility of trading some LA school improvement services with all schools on a full cost recovery basis. • Where academies do not appear to be accessing appropriate support, bring this to the attention of the DfE, who may exercise their intervention powers. • Work with the Regional Schools Commissioner to ensure the work of the RSC and the LA is aligned and that schools have the support they need. 	R
1	<p>ROADS</p> <p>Wet winter weather, over recent years has caused significant damage to many of the county's roads, adding to the backlog of maintenance in the County Council's Asset Plan, and increasing the risk to the Council's ability to stem the rate of deterioration and maintain road condition.</p>	<p>The additional capital maintenance funding approved by Cabinet in recent years has enabled us to stabilise the rate of deterioration in the carriageway network and improve the condition of our principle road network. However a large backlog of maintenance still exists and is addressed on a priority basis.</p> <p>The County Council's asset management approach to highway maintenance is maintaining the overall condition of roads, despite recent winter weather. However, severe winter weather continues to be a significant risk with the potential to have significant impact on the highway network. The recently approved five year capital programme for carriageways 2018/19 to 2022/23, and the six year additional capital programme for drainage and footways 2017/18 to 2022/23 provide the ability to continue to improve condition and build resilience into the network for future winter events.</p>	A

Strategic Risk Register – Q3 2017/18			
Ref	Strategic Risks	Risk Control / Response and Post Mitigation RAG score	
5	<p>RECONCILING POLICY, PERFORMANCE & RESOURCE</p> <p>Failure to plan and implement a strategic corporate response to resource reductions, demographic change, and regional economic challenges in order to ensure continued delivery of services to the local community.</p>	<p>We employ a robust Reconciling Policy, Performance and Resources (RPPR) process for business planning. We have adopted a commissioning approach which means evaluating need and considering all methods of service delivery, which includes working with partner organisations to deliver services and manage demand. The Council Plan sets out targets for a 'One Council' approach to deliver our priorities and is monitored quarterly. The plans take account of known risks and pressures, including demographic changes and financial risks, to design mechanisms to deliver the Council's priorities. Central Government's plans for the future funding of local government services remain undeveloped. It is prudent therefore to continue to plan on the basis of current assumptions.</p>	A
8	<p>CAPITAL PROGRAMME</p> <p>As a result of current austerity, the capital programme has been produced to support basic need only and as a result of this there is no resource for other investment that may benefit the County e.g. that may generate economic growth. Additionally there is a risk, due to the complexity of formulas and factors that impact upon them, that the estimated Government Grants, which fund part of the programme, are significantly reduced. There continues to be a high level of annual slippage.</p>	<p>Delivery of the programme is much more robust as a result of the high level Capital Programme Management Review. Governance arrangements have been reviewed and developed with Property for the delivery of Schools Basic Need and capital property works in support of this. This includes the Education Sub Board, which in part focuses on future need for schools places, and will focus on better forecasting of DfE grant. Regular scrutiny by the Capital and Strategic Asset Board, of programme and project profiles (both in year and across the life of the programme) has also been timetabled. Work in other areas is now needed to consolidate these arrangements across the programme. The Board also proactively supports the seeking of other sources of capital funding, including Local Growth Fund and European grants.</p>	A
9	<p>WORKFORCE</p> <p>Stress and mental health are currently the top two reasons for sickness absence across the Council, potentially leading to reduced staff wellbeing, reduced service resilience, inability to deliver efficient service and / or reputational issues.</p>	<p>The 2016/17 sickness absence outturn for the whole authority (excluding schools) is 8.73 days lost per FTE employee, which represents a decrease of 4.0% since the previous year. However, the last two quarters have seen an increase in absence levels, primarily due to stress.</p> <p>Over the last six months, a range of initiatives to address this have been implemented, including:</p> <ul style="list-style-type: none"> - introduction of an automated process to contact managers with employees off for stress related reasons; - targeted signposting of advice and guidance for these managers; - implementation of a new dynamic 'Return to work' form, which provides tailored questions for specific conditions; - identification of Teams with high levels of stress absence to enable targeted HR interventions such as coaching and bespoke training sessions; - provision of training from a specialist Nurse for managers of Teams with high levels of stress related sickness absence, - commissioning of a new 'Managers managing stress' course; - the first ESCC Mental Health Awareness workshop was held on 10 October 17; - development of a half-day session on Mental Health awareness as part of the corporate training programme, and - consideration of introducing 'Mental Health First Aiders' into workplaces 	A

Strategic Risk Register – Q3 2017/18			
Ref	Strategic Risks	Risk Control / Response and Post Mitigation RAG score	
10	<p>RECRUITMENT</p> <p>Inability to attract high calibre candidates, leading to limited recruitment choices and therefore lack of the expertise, capacity, leadership and/or innovation required to deliver services and service transformation.</p>	<p>The jobs pages of the ESCC corporate website have been comprehensively re-designed and re-branded and all imagery and content has been refreshed as part of a joint project between HR and the Web/Digital Team. The review was informed by user analytics, feedback from a range of internal users and external job seekers who regularly use our site. Re-branding and review of department specific promotional content for job seekers which aligns with the work undertaken to the general jobs pages has also been carried out by ASC and CSD and work is underway to create similar content for CET and Orbis in due course. Social media channels, specifically Facebook and Twitter at present, are now used to promote all ESCC job vacancies. Work continues to identify areas of recruitment difficulty at a corporate and department specific level. A Recruitment and Retention Board has been established within CET to provide a strategic forum to discuss and identify solutions to key workforce challenges similar to groups that already exist within ASC and CSD to give ownership to recruitment related initiatives.</p> <p>A new recruitment advertising services provider was appointed in January 2017 and has been working with us to advise on appropriate attraction and engagement channels for some hard-to-recruit roles as part of our wider recruitment strategy. The Council's entire employee benefits provision is currently out to tender with contract award/s anticipated in summer 2018. The specifications for the lots within this tender were informed in part by the requirement to secure the most diverse, attractive and useful benefits for the Council's staff in future, within an affordable financial envelope, so as to best maximise our appeal as an employer in the competitive recruitment market. These benefits sit alongside existing provisions for the strategic use of recruitment and retention incentives where appropriate.</p>	A
6	<p>LOCAL ECONOMIC GROWTH</p> <p>Failure to deliver local economic growth, and failure to maximise opportunities afforded by Government proposal to allocate Local Growth Funding to South East Local Enterprise Partnership, creating adverse reputational and financial impacts.</p>	<p>The County Council and its partners have been successful in securing significant amounts of growth funding totalling £110m, via both the South East and Coast 2 Capital Local Enterprise Partnerships, to deliver a wide range of infrastructure projects in East Sussex. We have also secured outgoing EU funding for complementary economic development programmes supporting businesses to grow, including South East Business Boost, LoCASE and inward investment services for the county. Government is working on a new Shared Prosperity Fund, which seeks to combine growth funding and outgoing EU funding into one, and as a consequence we are working with partners to develop a pipeline of projects to ensure we are well-placed to capitalise when the fund is released, and calls for projects are issued.</p>	A
2	<p>ORDINARY RESIDENCE</p> <p>Risk from other areas placing clients in receipt of social care services in East Sussex, and transferring to ESCC the commissioning, care management and funding responsibility for the individual as a result of a successful Ordinary Residence claim.</p>	<p>Dedicated Ordinary Residence Panel set up. The Panel discusses and agrees strategic and legal responses to Ordinary Residence claims from and to other Local Authorities, and directs reporting content. Panel members contact other Local Authorities directly where appropriate, and instruct Legal Services representation (including Counsel, and applications for Secretary of State determination) on behalf of ESCC.</p> <p>Continued awareness-raising for ASC operational staff (and particularly Social Care Direct) in line with published guidance on Ordinary Residence, resulting in earlier case referrals to Ordinary Residence team. Guidance for frontline staff was written and issued followed by panel members visiting all ASC Operational teams to deliver presentation and Q&A. OR Inbox established to provide advice to staff and monitor all known incoming/outgoing OR queries and claims.</p> <p>Regular information gathering and reporting to DMT on all Ordinary Residence case referrals and financial projections.</p>	A

This page is intentionally left blank

Report to: Cabinet
Date: 6 March 2018
By: Chief Operating Officer
Title of report: Fair Funding Review: A Review of Relative Needs and Resources Consultation
Purpose of report: To brief members on the Council's response to the Fair Funding consultation and to delegate authority to the Chief Executive, in consultation with the Chief Finance Officer, to agree the final consultation response.

RECOMMENDATIONS:

Cabinet is recommended to:

1. endorse the Council's response to the consultation, as set out at Appendix 1, and the Council's lobbying position that will be reaffirmed in Section 2 of this report.
 2. delegate authority to the Chief Executive, in consultation with the Chief Finance Officer, to agree the final consultation response for submission by 12 March 2018.
-

1. Background

1.1 Reviewing the funding of Local Government is a constant cycle of fiscal review followed by remodelling and repositioning of funding sources. In recent years Local Government has seen:

- A planned reduction of Revenue Support Grant (RSG) funding since 2010 which will have almost removed what was a significant funding source for Local Government by 2020/21;
- Reductions to specific grant funding and integration of grant funding into the reducing RSG;
- Capping of Council Tax increases and incentives for no increases (e.g. Council Tax Freeze Grant).
- A number of Central Government policy interventions impacting on local resources, e.g. small business discount scheme.

By 2020/21 service provision will be largely funded from local Council Tax and Business Rates redistribution. Together with the 75% retained Business Rates growth scheme devised to incentivise economic development and growth.

1.2 The Fair Funding Review (FFR) is part of this transition, which will establish the base position and methodology for future national funding allocations based on need. It is essential therefore that we engage with the FFR process.

1.3 The current model, rolled out in 2013, is complex and the assumptions it was based on are out of date, rendering it unsustainable. It was in response to austerity, and the anticipation of 100% business rates, that the Government began removing the RSG which, as highlighted in 1.1 above, has been in decline since 2010. Without a clear view of future

funding distribution and mechanisms it is increasingly difficult for councils to plan for the future.

1.4 Since 2013, Councils' have retained 50% of their Business Rates. The remaining 50% is distributed through a system of top ups and tariffs with a levy charged for administration.

1.5 Pilots are currently underway as the Government moves to 75% Business Rates Retention (of business rates growth) in 2020/21. This will mean that between reset periods, which are yet to be determined, 75% of business rate growth is to be retained by the local collection area. This new system does not necessarily mean that 75% of business rate income will be retained by the local area and there will still be a complex system of tariffs and top-ups to achieve equalisation of resources and to reflect need across the country through the outcome of the FFR. It also does not mean that business rates are being devolved to local government – central government will continue to determine the rate multiplier, the Valuation Office will continue to assess values, and it is inevitable that central government will continue to tinker with the system through complex relief arrangements. This system is under development and therefore there remain significant unanswered questions on how this system will work and what this would mean for the Council.

1.6 Given the limited potential in East Sussex in the short to medium term for business rate growth, the Council requires a needs based formula that redirects sufficient funding to enable the delivery of vital services. The FFR is instrumental in addressing this requirement. Although the timescales for the FFR (as set out in 3.2) mean that there is no short term solution to meet current funding and service pressures.

1.7 The Minister for Housing, Communities and Local Government has stated his recognition that the current system for allocating funding, which has been in place for over a decade, has to change as it no longer represents the changes that have taken place since its introduction. The FFR is seeking views on what factors drive local government funding in order for this funding to be fair, robust, evidenced based and reflective of councils' relative needs and resources.

1.8 Following a Call for Evidence in 2016, a set of principles have been established to guide the work of the FFR:

- Simplicity;
- Transparency;
- Contemporary;
- Sustainability;
- Robustness; and
- Stability.

1.9 In addition to these principles, a key objective of the review is to work in conjunction with wider reforms to local government finance (Business Rates Retention) and help provide a strong incentive for councils to grow their local economies and to use resources as effectively as possible. For East Sussex, there are a number challenges that impact on the ability to generate the level of growth to meet the financial and service pressures in the coming years.

1.10 On 19 December 2017, as part of the provisional settlement announcement, the Secretary of State for Communities and Local Government (now the Minister for Housing, Communities and Local Government) published a formal consultation on the Fair Funding Review: A Review of Relative Needs and Resources.

1.11 This consultation provides the opportunity for the Council to provide input into the Government's plans to provide a funding allocation mechanism that is fit for the future, reflective of the demographics of the population and is therefore reflective of need. It followed an earlier announcement in February 2016 of the Government's intention of conducting a review of Fair Funding due to increasing demographic pressures affecting particular areas, such as the growth in the elderly population, affecting different areas in different ways and impacting on the cost of providing services.

1.12 The Fair Funding Review will:

- Set new funding baselines for local authorities in England, aiming for implementation in 2020/21;
- Replace the current methodology which is considered out-of-date and complex;
- Design a new 'relative needs assessment' methodology by considering factors that drive the costs of service delivery and how to put these together analytically into new funding formulae;
- Consider how to make a fair adjustment for 'relative resources' (e.g. council tax), and how to transition to new allocations quickly;
- Focus primarily on services currently funded through the settlement; and
- Be developed through close collaboration with local government.

2. Response to consultation

2.1 The Council's response attached at Appendix 1 is reflective of its lobbying position.

2.2 In responding to the consultation, the opportunity will be taken to assert the Council's lobbying position on wider Local Government funding issues, as wider reform is considered by the Council as being essential for a sustainable future; This is summarised in the following paragraphs.

2.3 The Council continues to feel significant demographic and inflationary pressures on the major services provided, particularly the provision of social care. East Sussex has the second highest proportion of over 85s of any county area in the country and in line with the national trend our elderly population is projected to continue growing.

2.4 Building a sustainable Adult Social Care (ASC) system for our growing elderly population is one of the biggest challenges facing our generation. As providers of social care to some of the most vulnerable people in the community, one of Council's largest concerns remains the adequate and sustainable funding for these services. In order to meet prior year funding reductions services have been reduced. The ASC precept and the additional Improved Better Care Fund are welcome and have helped plug the immediate gap but create a funding cliff-edge in 2019/20. Whilst we acknowledge that we can raise money through the precept to cover some costs, this is not sustainable and overlooks the principle of funding needing to reflect relative needs.

2.5 In addition, Children's Services pressures, particularly Looked after Children and services for children with disabilities is a rapidly increasing concern. The announcement of the £200m transformation fund and £19m to deal with pressures such as asylum seeking children are welcome, however we need to understand long term plans for these grants and for dealing with the wider pressures building up in Children's Services.

2.6 The cost of providing services in the South East is higher than in other parts of the country for which the Council (unlike elsewhere) receives little, if any, Area Cost Adjustment recompense. The Council also incurs additional costs due to the rural nature of significant

parts of its geography and the nature of the road and rail infrastructure that supports mobility in, out and around the County. While one of our District and Borough authorities receives some “Efficiency Support for Services in Sparse Areas” funding, it seems very modest and provides no recompense for the increased costs of the County Council. We would welcome an in-depth and comprehensive examination of the costs of delivering services as part of the FFR.

2.7 The nature of the County, its rurality and the supporting infrastructure also impacts on the relative prosperity of people in the County. The average earnings for those working in East Sussex is 10% below the national average and 13.6% below the south east average.

2.8 The Government must implement a needs based redistribution formula under Business Rates Retention to ensure councils receive sufficient and equitable funding. When the Council signed up to the multi-year settlement, this was in anticipation that this funding position would be a bare minimum. Due to the inequity of funding between the needs of people in the county and the funding available to support meeting these needs, the Council has had to raise council tax by a level higher than inflation and no account is taken of local residents’ ability to pay to manage the pressures we are facing.

2.9 The Council feels that business taxation on property occupancy alone is not a solution that reflects today’s business landscape, nor is it an appropriate funding source to reflect the cost drivers in key areas like social care. East Sussex has made significant investment in broadband which is a key element of supporting our priority outcome of driving sustainable economic growth and whilst this promotes a digital economy and digital businesses, it does not necessarily lead to increasing the number of business premises. This emergence of more knowledge and technical based businesses with a smaller physical footprint mean organisations that have scope for large revenues may pay less than smaller shops on the high street. In moving to the new funding scheme which is more reliant on business rates growth, we urge the government to review a fairer way of taxing organisations which more accurately reflects the modern business era.

2.10 Recent analysis based on 2017 estimates has shown that to bridge the funding gap, with no additional funding from Government, by 2021, the County would have had to have seen an increase in business rate growth of 39%. Were this gap to be plugged using council tax alone, the Council would need to increase council tax by an additional 11%, in addition to already planned increases.

3 Further work and timescales

3.1 Orbis Finance is working across the partnership to produce a common and joined up response where this is possible. In addition, engagement with departments is ongoing to ensure all required aspects are incorporated into the response. The deadline for responding to the consultation is 12 March 2018, and a supporting letter covering the points above will be included alongside the council’s completed pro-forma response.

3.2 A timetable of the next steps provided by the Ministry of Housing, Communities and Local Government in January 2018 is set out below.

Fair Funding Review: Next Steps (taken From Local Government Association/DCLG slides published January 2018.)

Getting to 2020 (subject to final decisions and on-going review)

- Academic engagement – begins January 2018

- Consultation on relative need closes – March 2018
- Planned series of technical papers – spring/summer 2018
- Finalise overall model structure and leading options for needs assessment and resources assessment – summer 2018
- Finalise options for needs and resources – spring 2019
- Children’s Services research concludes – summer 2019
- New Index of Multiple Deprivation – summer 2019
- Set baseline funding levels and finalise transitional arrangements – autumn 2019

4 Conclusion

4.1 This consultation is only the beginning of a number of consultations and technical papers on Fair Funding which the Council will be able to respond to during the next year.

KEVIN FOSTER
Chief Operating Officer

Contact Officer: Rachel Jarvis
Tel. No. 01273 482332
Email: Rachel.jarvis@eastsussex.gov.uk

LOCAL MEMBERS
All members

This page is intentionally left blank

Fair Funding Review: a Review of Relative Needs and Resources – Technical Consultation on relative need

These responses will be used to populate the pro-forma provided by the Ministry of Housing Communities and Local Government (MHCLG).

Question 1: What are your views on the Government’s proposals to simplify the relative needs assessment by focusing on the most important cost drivers and reducing the number of formulas involved?

East Sussex County Council believes a sensible approach would be for simplicity and transparency. It should be accessible and be able to be understood by those with appropriate technical knowledge. One of the advantages of simplicity and transparency in a funding system that is materially fair is that it is reasonably predictable, enabling a local authority to plan around its outputs.

East Sussex has considered the Government’s principles identified to guide the review when responding to the questions in this consultation paper. As such the Council believes that any layer of complexity, or adding layers of complexity as a change to the basic principles once set, unless adding material value, diminishes the principles of the review.

Question 2: Do you agree that the Government should use official population projections in order to reflect changing population size and structure in areas when assessing the relative needs of local authorities?

In principle yes, however, until the Council understands how the projections would be used as part of the wider formula and how weightings will be applied it is difficult to provide constructive feedback. The data used must be the most current and reliable available. East Sussex County Council would therefore show a preference for forward looking projections which are contemporary.

The Council would like to see a mechanism to enable authorities to challenge unusual results. The Council would also like to see a mechanism to adjust projections if an event occurs between resets that materially affects projections.

Question 3: Do you agree that these population projections should not be updated until the relative needs assessment is refreshed?

It is difficult to answer this question without knowing the intended refresh period. It also depends how population feeds into the overall calculation, and any system that updates population would need to update all cost drivers, not just population, for it to still be reflective of its initial purpose.

Additionally, in 2016/17 the Communities and Local Government Committee released a report, 100% Retention of Business Rates: Issues for Consideration, which stated there is quite clearly little or no correlation between population growth and business rates revenue. This lack of correlation would further necessitate update.

The age profile of the population is expected to increase significantly in the next decade, which will increase pressures in Adult Social Care and Health Services. The Council therefore would like to see population forecasts post 2020/21 included in need allocations for each year. This would allow need allocations to reflect the known considerable future demographic demand on services.

East Sussex is an area with limited potential for business rates growth and the Council is therefore concerned about the inherent risk in a system of retained business rates growth, where it is not able to benefit proportionately, and the subsequent impact of not having been able to build up funding levels through growth to deal with adverse increases in demand.

East Sussex business rates growth - excluding inflation - totals £1.3m between 2011 and 2017, a 1% increase. As an area with limited potential for business rates growth, our need would soon become misaligned with the funding available and the system inequitable and unfair. Frequent resets would ensure that the gap cannot get too wide for areas with limited business rate growth like East Sussex.

For the above reasons, the Council would like to see shorter periods between resets, and a system which incorporates pressure triggers (as service led demand grows disproportionately to business rates growth) by which transitional relief schemes are applied if the threshold is reached.

Question 4: Do you agree that rurality should be included in the relative needs assessment as a common cost driver?

The Council agree to the inclusion of rurality and welcome the news that the Ministry will be exploring whether alternative data sources are available to measure or proxy the relative cost of providing services in rural areas. East Sussex would welcome the opportunity to assist the Ministry with this review to ensure currently unfunded pressures are fully funded.

East Sussex County Council sees the consequences of increased costs of delivery of services in rural areas as well as from having a significant coastline. The Council do not think that the current sparsity calculation fully fund these pressures. The cost of providing services in the South East is higher than in other parts of the country for which the Council (unlike elsewhere) receives little, if any, Area Cost Adjustment recompense.

While one of our lower tier authorities receives some "Efficiency Support for Services in Sparse Areas" funding, it seems very modest and provides no recompense for the increased costs of the County Council. We would welcome an in-depth and comprehensive examination of the costs of delivering services as part of the Fair Funding Review.

Question 5: How do you think we should measure the impact of rurality on local authorities' 'need to spend'? Should the relative needs assessment continue to use a measure of sparsity or are there alternative approaches that should be considered?

The Council would agree a revised and fair measure of sparsity is required as the current indicator does not work. The definition should encompass all non-urban areas where service delivery is constrained by restricted public transport access or by less-favourable service provisions that are away from the more densely populated urban and metropolitan areas.

The Council would welcome an in-depth and comprehensive examination of the costs of delivering services as part of the Fair Funding Review.

The Council would like consideration made for:

- coastline (Sussex has 80 miles of coastline)
- significant areas of national parks/Areas of Outstanding Natural Beauty (51% of East Sussex is part of the High Weald Area of Outstanding Natural Beauty and 14% is part of the South Downs National Park)
- agricultural land (East Sussex has 69% of farmed area)

The Council supports the SCT assessment that where rurality increases the need to spend due to increased service demand, then this should be addressed by the “need formula”. However, where rurality is driving up the cost of service delivery, it should be addressed by the Area Cost Adjustment.

Question 6: Do you agree that deprivation should be included in the relative needs assessment as a common cost driver?

Any recognition of deprivation needs to be balanced and fair and ensure that it covers the wide variety of types of variation e.g. health, income, education.

There needs to be recognition of the services the County Council provides to the chronically deprived.

Any needs assessment should recognised services that all tiers of local government provide to the chronically deprived. Within East Sussex, Hastings is among the top 20 deprived areas, and in the current system Hastings BC benefits from the deprivation calculation. However, the County Council does not, despite providing services to those in deprived areas (please refer to our answer at Question 4).

Question 7: How do you think we should measure the impact of deprivation on ‘need to spend’? Should the relative needs assessment use the Index of Multiple Deprivation or are there alternative measures that should be considered?

As noted in the paragraphs above there are many types of deprivation but those included in the IMD may not always be relevant, and should only be included where it can be demonstrated to impact on the demand for services or in relation to the area cost adjustment, the cost of service.

A possibility could be to use aspects of the Indices of Deprivation, for example:

The number of income deprived in East Sussex is 69,507 or 13%.
See table on ESiF - <https://tinyurl.com/yczxnerp>

The Income Deprivation Domain measures the proportion of the population in an area experiencing deprivation relating to low income. The definition of low income used includes both those people that are out-of-work, and those that are in work but who have low earnings (and who satisfy the respective means tests).

The indicators used to formulate this domain are as follows:

- Adults and children in Income Support families
- Adults and children in income-based Jobseeker's Allowance families (The word 'family' is used to designate a 'benefit unit', that is the claimant, any partner and any dependent children for whom Child Benefit is received).
- Adults and children in income-based Employment and Support Allowance families
- Adults and children in Pension Credit (Guarantee) families
- Adults and children in Working Tax Credit and Child Tax Credit families not already counted, that is those who are not in receipt of Income Support, income-based Jobseeker's Allowance, income-based Employment and Support Allowance or Pension Credit (Guarantee) and whose equivalised income (excluding housing benefit) is below 60 per cent of the median before housing costs
- Asylum seekers in England in receipt of subsistence support, accommodation support, or both

Weighting could be introduced for children and older people using the Income Deprivation Affecting Children Index (IDACI) and Income Deprivation Affecting Older People Index (IDAOPI).

In respect of Children's services the IDACI shows the proportion of children in each lower layer super output area that live in families that are income deprived. This is defined as families in receipt of at least one of the following:

- income-based Jobseekers Allowance or Employment and Support Allowance
- Pension Credit (Guarantee)
- those not in receipt of these benefits but in receipt of Working Tax Credit or Child Tax Credit with an equivalised income (excluding housing benefits) below 60% of the national median before housing costs
- Asylum seekers in receipt of subsistence support, accommodation support or both.

IDACI expresses child poverty as a rate calculated using specific 'at risk' population estimates, which have been published alongside the 2015 ID release.

Children affected by income deprivation in 2012 - super output areas 16,010 (17.4%) see table on ESiF <https://tinyurl.com/z4cof9h>

In respect of Older People, the IDAOPI measures the proportion of the lower layer super output area population aged 60 and over who are in receipt of:

- Income Support
- income-based Jobseekers Allowance or Employment and Support Allowance
- Pension Credit (Guarantee) claimants aged 60 and over and their partners (if also aged 60 and over),
- Working Tax Credit and/or Child Tax Credit (with income below 60% of median)
- Asylum seekers in receipt of subsistence support, accommodation support or both

IDAOPI expresses older people affected by income deprivation as a rate calculated using specific 'at risk' population estimates, which were published by DCLG alongside the IDAOPI.

Older people affected by income deprivation in 2012 - super output areas 21,314 (13.1%) see table on ESiF - <https://tinyurl.com/yckbdlll>

Question 8: Do you have views on other common cost drivers the Government should consider? What are the most suitable data sources to measure these cost drivers?

ESCC would like longer to consider other common cost drivers and would want time to review these in the context of further technical papers. Given that that they would link to the services listed in table 2.1 of the consultation document - Local authority responsibility for services in England: Education, Environmental health, Highways, Housing, Leisure, Libraries, Passenger transport, Planning applications, Revenue collection, Social care, Strategic planning, Transport planning, Waste collection, Waste disposal. Please also note our response to Qu7.

Question 9: Do you have views on the approach the Government should take to Area Cost Adjustments?

The Council's view is that anything that impacts on cost of delivery of services should be included in the area cost adjustment.

As noted above, where rurality and the County's large coastline increase service demand, this should be reflected in the cost drivers. However, rurality and the County's large coastline

also impact on the cost of the delivery of services in East Sussex and therefore should be included in any area cost adjustment calculation.

The Council also has concerns regarding the boundaries that are used for the area cost adjustment. East Sussex is currently grouped with areas of significant difference and this therefore has the effect of adversely affecting the outcomes of specific issues. East Sussex would like to see the boundaries/groupings used within the calculation reviewed.

Question 10a): Do you have views on the approach that the Government should take when considering areas which represent a small amount of expenditure overall for local government, but which are significant for a small number of authorities?

The Council supports the Society of County Treasurers (SCT) response on the inclusion of small amounts of expenditure that are significant for a small number of authorities. However, measures will need to be identified in order ensure this spend is due to additional need not found in other areas. As outlined above, spend data should not be used due to the circularity of regression to spend allocations. Instead it is fundamental that the cause of spending is identified. It may also be the case that this same additional need exists in other local authorities but does result in additional expenditure.

East Sussex County Council feel that any areas which fall outside the scope of Table 2.1 of the consultation document (*Local authority responsibility for services in England: Education, Environmental health, Highways, Housing, Leisure, Libraries, Passenger transport, Planning applications, Revenue collection, Social care, Strategic planning, Transport planning, Waste collection, Waste disposal*) and which are not influenced by the three 'starting point' cost drivers proposed should be funded by specific grants outside the settlement system.

Question 10b): Which services do you think are most significant here?

See answer to 10a.

Question 11a): Do you agree that the cost drivers set out above are the key cost drivers affecting adult social care services?

The Council would welcome the use of expert opinions in Adult Social Care in response to this question.

According to the Office of National Statistics, the population aged 65 and over is projected to grow at the fastest rate compared with other age groups in every region of England. This age group already represents over 25% of the East Sussex population. Adult Social Care (ASC) remains a primary issue for funding for Counties.

Service provision has changed demographically over time and it would be more helpful to provide greater focus on relevant populations who now benefit from services. For older people, most services are now received by those aged over 80, rather than the (much larger) over 65 population which determines the current main formula.

Forecasts of an increasing ageing population coupled with concerns around an inability to raise additional income through business rates creates an issue for East Sussex County Council as the demand for its services is growing at a rate over and above that which it is possible for East Sussex to grow its business rates, therefore the council considers it necessary that for the system to remain equitable, short reset periods are set or pressure triggers in between resets with funding through transitional grants are put in place.

East Sussex County Council feel the number of adults with learning disabilities is a key cost driver in provision of ASC and would like to see this and other relevant health indicators included.

When measuring adults with income and wealth that meet the means test, the rate of depletion should be factored in to reflect potential movement in the intervening years. Market factors for service provision purchased directly by individuals with means will see cost differences between local authority areas.

As there is no correlation between business rate growth and increased demand in this area, population forecasts beyond 2020/21 should be included and updated regularly so that need is reflective of demand.

Question 11b): Do you have views on what the most suitable data sets are to measure these or other key cost drivers affecting adult social care services?

All data sets should be simple and transparent. The Council feels that use of 2012/13 data is out of date and whatever is used in the future must be current.

Question 12a): Do you agree that these are the key cost drivers affecting children's services?

As per questions 11a above, the Council would welcome the use of expert opinions in Children's services in response to this question.

In East Sussex, however, the proportion of children/young people with recognised high needs, Special Education Needs and Disability (SEND) is above the national average. The number of children in need of support is also starting to rise. The consultation proposed a key cost driver as number of children aged under 18 years, however following SEND reforms and the introduction of "staying put" arrangements children's services now extend to young people up to the age of 25. It is the Council's view that funding need should be assessed in line with this.

East Sussex County Council agrees that disability is a key cost driver however Disability Living Allowance is only part of the story. The Council considers the number of Education Health and Care Plans is a more comprehensive driver as it encompasses a wider range of disabilities such as autism.

With regard to deprivation, please see our response to Question 7 above.

The Council considers sparsity as a key cost driver affecting children's services this includes distance to schools, rurality and availability of public transport are key drivers.

As highlighted in the 2018/19 provisional settlement response East Sussex County Council has a growing need for appropriate funding for our capital requirements to support the services associated with the building of new homes. This includes adequate funding for the provision of school places.

Question 12b): Do you have views on what the most suitable data sets are to measure these or other key cost drivers affecting children's services?

See answers to 12a and 7 above.

Question 13a): Do you agree that these are the key cost drivers affecting routine highways maintenance and concessionary travel services?

As above, the Council would welcome the use of expert opinions in highways maintenance and concessionary travel in response to this question.

The Council considers that current provision for concessionary travel is inadequate. The government should consider its policy on concessionary travel including its delegation to authorities with that responsibility so that they can make their own decisions regarding its funding. The inclusion of the concessionary fares grant into RSG in 2011/12 means that, with the continued reduction in RSG the Council has effectively received an unfunded new burden.

Historical pressure on concessionary fares budgets has meant, in some areas, the difficult decision to offer reduced bus services is masking the true unfairness of the current funding. The Council believes that an approach to funding local services based more on actual service demand drivers and related unit costs could address many of these current issues e.g. number of older people, students, and distance to shops/hospitals/colleges.

Question 13b): Do you have views on what the most suitable data sets are to measure these or other key cost drivers affecting routine highways maintenance or concessionary travel services?

See answer to 13a.

Question 14a): Do you have views on what the most suitable cost drivers for local bus support are?

Any measure based on current bus usage will not fairly reflect the current need due to the cuts already made to these services. There are social benefits to local bus provision that cannot be easily measured such as reduced cars on the road, reducing emissions and wear and tear. The Council would therefore support the use of experts in this service area in response to this question.

Question 14b): Do you have views on what the most suitable data sets are to measure the cost drivers for local bus support?

See answer to 14a.

Question 15a): Do you agree that these are the key cost drivers affecting waste collection and disposal services?

As above, the Council would welcome the use of expert opinions in the service area in response to this question.

The Council, however, does not agree that deprivation is a key cost driver affecting waste collection and disposal services and would take the opportunity to urge that in the consideration and development of all cost drivers clear links to demand are provided and agreed. Additionally, types of property would not necessarily effect waste collection and disposal.

Question 15b): Do you have views on what the most suitable data sets are to measure these or other key cost drivers affecting waste collection and disposal services?

The Council would suggest the use of experts in consideration in this service area.

Question 16a): Do you agree these remain the key drivers affecting the cost of delivering fire and rescue services?

This is for the Fire and Rescue Service to respond.

Question 16b): Do you have views on which other data sets might be more suitable to measure the cost drivers for fire and rescue services?

This is for the Fire and Rescue Service to respond.

Question 17a): Do you agree these are the key cost drivers affecting the cost of legacy capital financing?

Provision has historically been made for the cost of funding capital expenditure. Any needs assessment should be as simple and transparent as possible regarding capital legacy funding.

Question 17b): Do you have views on what the most suitable data sets are to measure these or other key cost drivers affecting legacy capital financing?

Question 18a): Are there other service areas you think require a more specific funding formula?

East Sussex County Council would like to provide feedback to the significant decision the Ministry has made to roll Public Health Grant into the future settlement and will look to respond more specifically to this upon reviewing the latest Public Health call for evidence and further technical papers.

The Council would like to understand how new and unfunded burdens will fit into the review and would like to see greater transparency around the process of identifying and quantifying these. Additional responsibilities such as the introduction of the national living wage, removal of the public sector pay cap and rise in the number of unaccompanied asylum seeking children have contributed to the pressure on authorities' already tight budgets.

New and unfunded burdens are linked to the principle of sustainability. The pressure in ASC led to the introduction of the Better Care Fund, however funding was simply moved from one area (New Homes) to fund another. This is not a long term solution in addressing national funding shortages and the Ministry needs to be working with local authorities at identifying collaborative ways to introduce new funding into the system.

Question 18b): Do you have views on what the key cost drivers are for these areas, and what the most suitable data sets are to measure these cost drivers?

See answer to 18a.

Question 19: How do you think the Government should decide on the weights of different funding formulas?

The Council feels that supporting data and underlying calculations should be within the checking capability of local managers with appropriate technical skill levels. As such this would rule out computer generated statistical analysis, such as regression and multiple regression methodologies.

Before the Council makes any further specific comments on weighting it needs to understand what will be included. It is the Council's consideration that as part of the overall review, the Ministry should be considering the funding available for distribution. Regardless of which cost drivers are chosen and the weighting attributed, it should be acknowledged that there is not enough funding available in the current system overall. The LGA has estimated £5.8bn shortfall on top of which there is £1.3bn required for ASC now. The Council would urge that the opportunity to reform business rates, making it current for the digital age is taken, to bring more money into the system. Furthermore, that there is recognition that long term solutions to address this national funding shortage are taken and for the Ministry to work jointly with local authorities at identifying collaborative ways to introduce new funding into the system.

Question 20: Do you have views about which statistical techniques the Government should consider when deciding how to weight individual cost drivers?

East Sussex County Council reiterate the view that whatever method is used should be in line with the principles of the review; using most relevant and current data sets available.

The Council feels that it is too early to be addressing which technique is appropriate and would welcome the opportunity to reply more comprehensively once further technical papers have been published.

Question 21: Do you have any comments at this stage on the potential impact of the options outlined in this consultation document on persons who share a protected characteristic? Please provide evidence to support your comments.

There are no apparent impacts on persons who share a protected characteristic. However, austerity measures and the reduction in overall local government funding have clearly affected protected groups.

The County Council is required to provide a range of services to vulnerable people who will have one or more protected characteristics.

This page is intentionally left blank

Report to: Cabinet

Date of meeting: 6 March 2018

By: Director of Communities, Economy and Transport

Title: Proposals for the Creation of a Major Road Network – consultation response

Purpose: To report to Cabinet the response to the Government’s consultation on the proposed creation of a Major Road Network and ask Cabinet to review and approve the response

RECOMMENDATIONS:

Cabinet is recommended to:

- (1) review and approve the consultation response attached as appendix 1 and delegate authority to the Director of Communities, Economy and Transport to take all other necessary actions in respect of the recommendations.**
-

1 Background Information

1.1 The Government’s Transport Investment Strategy, published in July 2017, laid out plans to consult on the creation of a Major Road Network (MRN) which would sit between the Strategic Road Network (SRN), which is the responsibility of Highways England (HE), and the local road network, which is the responsibility of local authorities, and include the busiest and most economically important local authority A roads.

1.2 In December 2017 the Department for Transport (DfT) published a consultation document on the creation of the MRN. The consultation was based on the Rees Jeffreys Road Fund report ‘A Major Road Network for England’ published in October 2016.

1.3 Many of the regionally important roads, which are proposed to be included in the MRN, cross local authority boundaries so their management and funding can be inconsistent as different authorities take different approaches. The creation of the MRN intends to provide more long-term certainty of funding, with a portion of the National Roads Fund being dedicated to the MRN. The National Roads Fund will be funded through Vehicle Excise Duty and is due to be implemented by 2020, however it is expected that initial funding will be dedicated to HE funding requirements so we are expecting funding for the MRN to become available from around 2022.

1.4 The creation of the MRN does not mean that all of the roads will be managed by a single organisation, and the consultation is not proposing any changes to current local authority responsibilities.

1.5 The consultation began on 23 December 2017 and runs until 19 March 2018.

1.6 A formal consultation response is scheduled to be published in summer 2018, at the same time as the finalised MRN network.

2 Supporting Information

2.1 A draft response form is attached as appendix 1 to this report detailing the Council’s response to the proposals, and suggestions and amendments we think would improve the proposals.

2.2 A draft letter from Cllr Glazier is attached as appendix 2 to this report and could be used as a way of introducing and summarising the report when it is returned to the DfT.

2.3 The Consultation Document 'Proposals for the Creation of a Major Road Network' is attached as appendix 3 to this report.

2.4 The Council's response was informed by a report by infrastructure consultants, Atkins, commissioned by Transport for the South East, entitled 'Major Road Network Review – Technical Report'. The report is attached as appendix 4 to this report.

3 Conclusion and Reason for Recommendation

3.1 The proposal to create the MRN is overwhelmingly positive and, if Government go ahead, it will provide funding opportunities to improve parts of the road network serving East Sussex.

3.2 Our response to the consultation includes a number of areas where we feel the proposals could be improved, including:

- Recommendations of changes which should be made to the criteria used to define the roads eligible for inclusion in the MRN, providing a wider classification which includes economic needs and the provision of resilience for the SRN, e.g. through alternative routes / additional capacity.
- A number of roads in East Sussex, which are not currently included in the draft MRN, are suggested for inclusion (please see the table below). These roads are both economically important in terms of connecting centres of growth but also provide vital added resilience to the existing SRN routes in the county, many of which are operating at, or near, capacity.

Road	Reason for inclusion
A259 Brighton to Newhaven and Seaford	Completing economic connections / Parallel route
A259 Seaford to Eastbourne	Completing economic connections / Parallel route
A22 Golden Jubilee Way/A2270/A2280/A2021 in Eastbourne	Completing economic connection from the strategic road network into economic growth location
A271/A269 Hailsham to Bexhill	Completing economic connections / Parallel route
Bexhill Hastings Link Road between A259 and A21 (A2690)	Completing economic connections / Parallel route

3.3 Although our response covers the roads within East Sussex, there are a number of other important schemes outside of the county which we would support as they will benefit connectivity and boost the economy and connectivity of the whole region.

RUPERT CLUBB

Director of Communities, Economy and Transport

Contact Officer: James Harris

Tel. No. 01273 482158

Email: james.harris@eastsussex.gov.uk

LOCAL MEMBERS

All

BACKGROUND DOCUMENTS

None

Proposals for the creation of a Major Road Network

1. Introduction

As part of the Transport Investment Strategy, the government announced that it would take forward proposals to create the Major Road Network (MRN).

This middle-tier of economically and strategically important local authority 'A' roads will sit between the nationally-managed Strategic Road Network (SRN) and the rest of the Local Road Network. These roads will benefit from targeted funding available through a share of the National Roads Fund, with the aim to improve productivity and connectivity in our towns and cities.

In creating this network, the government has 5 central policy objectives. These are:

- **Reduce congestion** – alleviating local and regional congestion, reducing traffic jams and bottlenecks.
- **Support economic growth and rebalancing** – support the delivery of the industrial strategy, contributing to a positive economic impact that is felt across the regions.
- **Support housing delivery** – unlocking land for new housing developments.
- **Support all road users** – recognising the needs of all users, including cyclists, pedestrians and disabled people.
- **Support the SRN** – complementing and supporting the existing SRN by creating a more resilient road network in England.

This consultation seeks views on the government's proposals for how the MRN will achieve these policy objectives across 3 themes. These are:

- **defining the network**
- **investment planning**
- **eligibility and investment assessment criteria**

The proposals in this consultation outline how the MRN will:

- form a consistent, coherent network alongside the SRN that brings about the opportunity to better co-ordinate roads investment
- provide funding certainty to roads in the network, through use of the National Roads Fund, and raise standards and performance across the new network
- provide clear roles for local and regional partners, who will support the government to deliver and develop MRN schemes

Confidentiality

We thank all respondents for taking the time to read the consultation document and to respond to the consultation questions. Your views on the programme's core objectives and principles, as well as the major themes set out in the consultation, will contribute to the formulation of MRN policy.

2. Respondent details

Your contact details. We will only contact you if we need to clarify any of the answers you give us.

Your name

Your email

In what capacity are you responding?

- Central government, executive agency or non-departmental public body
- Local authority or combined authority
- Sub-national transport body, ADEPT or other regional partnership (public sector)
- Industry or business (private sector)
- MP / Councillor
- Member of the public
- Other (please specify):

In which region are you based?

- East Midlands
- London
- East of England
- North East
- North West
- South East
- South West
- West Midlands
- Yorkshire and the Humber

3. MRN core principles

Questions in this section relate to pages 20 to 21 of the consultation document, 'MRN Core Principles'.

In order to deliver our objectives for the MRN, we believe there are a number of fundamental principles that must be at the heart of our plans for a MRN and its programme of investment. These are:

- **increased certainty of funding**
- **a consistent network**
- **a coordinated investment programme**
- **a focus on enhancement and major renewals**
- **clear local, regional and national roles**
- **strengthening links with the Strategic Road Network**

Q1. Do you agree with the proposed core principles for the MRN outlined in the consultation document?

- Yes
- No
- Don't know

4. MRN core principles

If you answered no, which core principle(s) do you disagree with? Provide an explanation why.

East Sussex County Council (ESCC) supports the six proposed core principles and feels that these will be an effective way of delivering the objectives of the Major Road Network (MRN). We are slightly concerned, however, about the extent of the focus on enhancement and major renewals and the lack of clarity on implications for the funding and delivery of routine maintenance activities.

MRN status will lead to higher expectations of the standard of routes amongst the public and if sufficient revenue funding isn't provided by the MRN Investment Programme it will be necessary to adjust the existing funding arrangements for local authorities to recognise the greater responsibilities placed on them by the MRN. Traffic management, information provision and day-to-day maintenance will be as important as capital enhancements to delivering improved standards and performance on the network, and it's important that funding for routine maintenance is provided to meet these commitments if the full benefits of the MRN are to be realised.

5. Defining the network

Questions in this section relate to pages 22 to 27 of the consultation document, 'Defining the Network'.

The extent of the network must strike a balance between capturing the most economically important regional roads and ensuring that its size is appropriate, enabling investments that can drive an improvement to the level of funding available.

Any definition must make the best use of local and regional knowledge to ensure that the most economically important roads are captured. To strike this balance appropriately, we are proposing the use of both quantitative and qualitative criteria to define the network. This approach ensures:

- the network is coherent, i.e. more than just a set of fragmented sections of road
- the network has a sound, objective analytical basis, yet also has the flexibility to factor in local knowledge and requirements

Q2. To what extent do you agree or disagree with the quantitative criteria outlined in the consultation document and their proposed application?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

6. Defining the network - quantitative criteria

If you disagree or strongly disagree, what should be the quantitative criteria?

ESCC agrees with the use of the two-tier traffic flow criteria as the starting point for identifying the most economically important local authority roads, but would argue that some amendments are needed.

The thresholds applied in the consultation are applied individually with sharp cut off points, which produces a bias against roads that have fairly high scores against each of the criteria, e.g. a road with traffic flow only just below 20k Average Annual Daily Flow (AADF) and with HGV and LGV proportions only just below the 5% and 15% thresholds would not be included; whereas a road only just over the 10k AADF and just exceeding the 15% LGV threshold would qualify. This could result in roads which are economically valuable and/or provide resilience to the wider road network being excluded from the MRN. Applying the thresholds in a more graduated way would help resolve this issue. We propose a scoring system in which roads in the 10k to 20k AADF band qualify for inclusion only if they score more than the equivalent of meeting two of the three qualifying conditions¹

The use of AADF data from a single year has some vulnerability to individual counts being unrepresentative, e.g. due to equipment faults or peaks and troughs in traffic flow. Inconsistencies in this method could be reduced by using a five-year average of recently observed traffic flows.

We agree with the Department for Transport's (DfT) proposal not to forecast future traffic growth to determine inclusion in the MRN. However we feel that qualitative criteria should be used to take account of designated growth areas in the current plans, and not be reliant on inclusion in future reviews.

ESCC disagrees with the proposal in the consultation to include all de-trunked roads in the MRN, assuming that the reference to 'where appropriate' means that these roads meet some other criteria we can't see a justification in singling them out. Although many of these roads will still play an important regional role and would justify inclusion in the MRN on the basis of the criteria already established in the consultation, their blanket inclusion undermines the aims for a consistent national approach in the creation of the MRN and the pre-2000 trunk road network was biased towards the Midlands and the North. East Sussex had, and still has, a relatively small trunk road network compared to other counties across the South East and nationally, and there are roads in the county which we feel have a stronger claim for inclusion in the MRN than some detrunked sections in other parts of the country.

¹ Relevant links with traffic flows of between 10,000 and 20,000 to be identified for inclusion in the MRN using a score calculated as the average of:

- the extent to which AADF exceeds 10k $(AADF - 10,000) / (20,000 - 10,000)$;
- the extent to which the HGV percentage reaches the 5% level $(HGV \text{ percentage} / 5\%)$; and
- the extent to which the LGV percentage reaches the 15% level $(LGV \text{ percentage} / 15\%)$

Links scoring more than 0.67 (i.e. the equivalent of fully meeting two of the three criteria) to be included in the indicative MRN network, thereby allowing those links with moderate scores against each criterion to be included, as well as those with a high score against only one criterion.

7. Defining the network - qualitative criteria

Q3. To what extent do you agree or disagree with the qualitative criteria outlined in the consultation document and their application?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

8. Defining the network - qualitative criteria

If you disagree or strongly disagree, what should be the qualitative criteria?

ESCC believes that the qualitative criteria 'Linking Economic Centres' and 'Access to/Resilience for the SRN' could be improved by focusing on five nationally available datasets, as well as the population centres and gateways or transport hubs identified in the consultation. The five datasets are:

- Employment areas/hubs – represented by density of employment by Middle Layer Super Output Area.
- Opportunity Areas/Enterprise Zones – as identified in Highways England's Mapinsight mapping tool.
- Proximity to adjacent economic areas – represented by buffers around main urban centres to help identify centres in close proximity to one another.
- Diversion routes – to indicate routes identified as diversions for SRN roads and therefore provide network resilience.
- SRN performance – to provide an indication of the sections of the SRN closest to capacity and likely to be most susceptible to incidents and in need of resilience.

Taking these datasets into account we would propose three qualitative criteria which would complete the definition of the MRN nationally:

1. Completing economic connections: ensuring that all qualifying economic centres are connected to the SRN/MRN. We are happy with the criteria in the Rees Jeffreys report; centres with a population over 50,000, or in exceptional circumstances over 25,000. We would propose that this is complemented by Economic Opportunity Areas, including Hastings, and Enterprise Zones such as Newhaven, to ensure the MRN continues to facilitate growth over the coming years. Greater clarity and consistency is needed on the MRN definition for:
 - The level of activity at international gateways and other road freight hubs that justifies their access to the SRN/MRN (with all more important gateways having access to the SRN rather than the MRN). Newhaven Port in East Sussex carries international freight and work is ongoing with our partners to encourage more freight use of the port. The methodology should specify minimum tonnage or passenger volumes necessary for access to the SRN/MRN.
 - How far MRN roads should continue into town or city centres, and whether these should only form part of the route if they then continue as through routes, or whether spurs off the MRN should also be included. We believe that spurs off the main MRN are only justified if they serve major coastal towns; urban corridors should only be included in the MRN if they form through routes, and hence are able to support criteria 2 and/or 3 below. We have detailed, in response to question 13, how stretches of urban MRN require special treatment in recognition of the multiple roles they perform.
2. Resilience for the SRN: The SRN in East Sussex is consistently overloaded and its inconsistent nature means it is not fit for purpose for performing its function of carrying longer distance strategic traffic. There are a number of roads in the county – both A class and lower order roads – which run parallel to busy SRN roads, and because of the deficiencies of the SRN in the county, it results in traffic rerouting on these roads. Extra investment in capacity on the A class roads would provide greater support to the SRN where it is running at, or near, capacity. We believe the benefits these roads bring warrants inclusion in the MRN.

We would not propose including roads which run through sensitive urban or rural areas,

unless expansion of the corresponding stretch of SRN is even less suitable.

We would not envisage inclusion of the Agreed Diversion Routes for the SRN in the MRN unless there is a specific requirement in terms of connecting economic centres or growth areas. Improvements to these routes should continue to be funded from SRN funding.

3. Relief for the SRN: The MRN shouldn't just aim to provide access to the SRN, but should provide alternative routes to economic centres and growth areas independent of the SRN. The limited length and capacity of the SRN in East Sussex makes this more significant locally, providing an MRN network which connected economic centres without using the SRN would also reduce pressure on strategic roads.

We considered the case for a fourth qualitative criteria, a commitment not to designate any road in the MRN which runs through environmentally sensitive areas. Where there is a good case for an MRN road running through a protected/sensitive area investment could be directed, not at increasing the capacity of the road, but at improving the standard of local environmental mitigation and preventing rat-running on less suitable local roads that go further into the protected area; with these considerations inclusion of these roads in the MRN need not lead to additional traffic growth. As such we don't see the need to rule out MRN designation in these areas completely.

9. Defining the network

Q4. Have both the quantitative and qualitative criteria proposed in the consultation document identified all sections of road you feel should be included in the MRN?

- Yes
- No
- Don't know

If no, explain how the criteria are failing to identify a section of road you feel should be included.

The suggested changes to the quantitative and qualitative criteria detailed earlier in our response would lead to a number of additional roads being added to the MRN. The new roads that we feel should be included meet one, or both, of two criteria; completing economic connections, and operating as parallel routes to a road in the SRN.

Road	Reason for inclusion
A259 Brighton to Newhaven and Seaford	Completing economic connections / Parallel route
A259 Seaford to Eastbourne	Completing economic connections / Parallel route
A22 Golden Jubilee Way/A2270/A2280/A2021 in Eastbourne	Completing economic connection from the strategic road network into economic growth location
A271/A269 Hailsham to Bexhill	Completing economic connections / Parallel route
Bexhill Hastings Link Road between A259 and A21 (A2690)	Completing economic connections / Parallel route

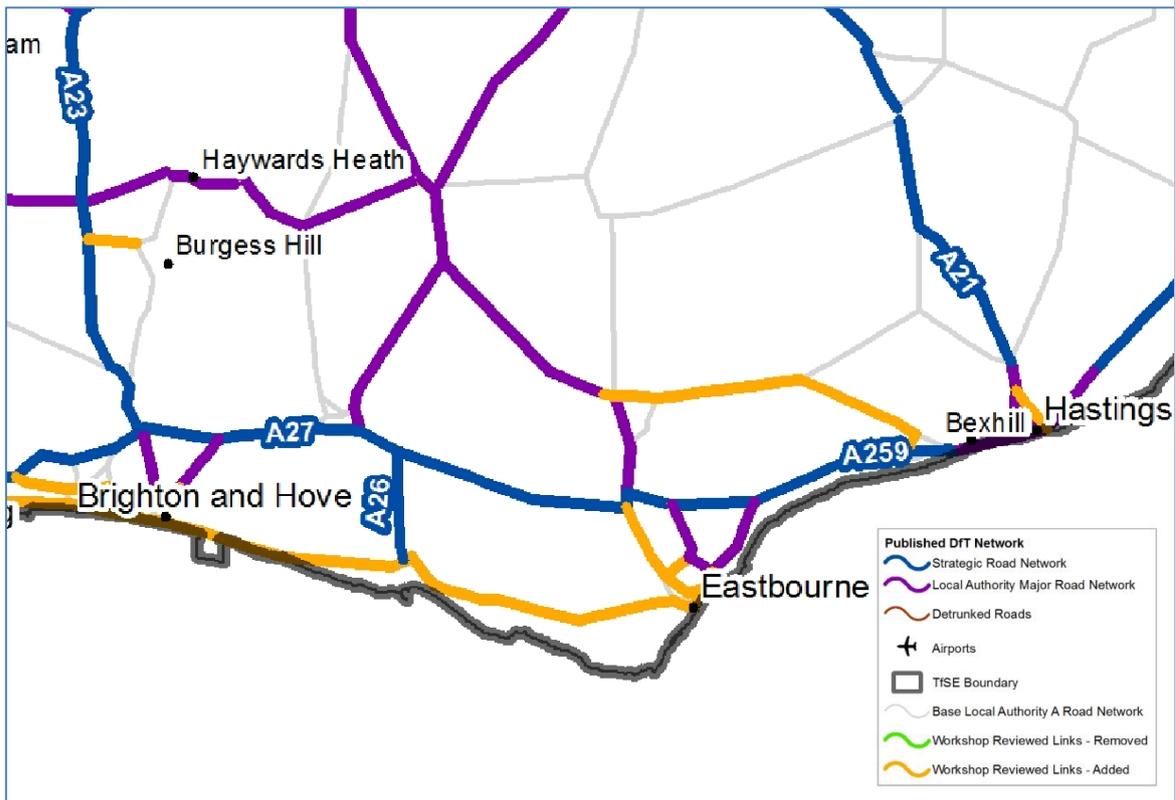
Completing economic connections: all of the routes identified above are in line with the Rees Jeffreys approach of ensuring key economic centres are connected to the network, but also these provide resilience to the overall network.

Parallel routes: The A259 Brighton to Seaford and the A259 Seaford to Eastbourne meet the Rees Jeffreys flow criteria for inclusion in the MRN as set out in the consultation, however they were removed as part of the rationalisation process as they were considered too close and parallel to existing SRN links.

A review undertaken using our additional suggested criteria shows there is a strong case for including all of the parallel routes as identified above as:

- They have large flow volumes and/or high freight proportions despite the parallel SEN route, suggesting that they serve their own economic function.
- They provide resilience for the busy sections of the SRN. This is particularly relevant for the A27/A259 which is sensitive to incidents as it is operating at near capacity, and beyond capacity at peak times, and for many stretches only has single lane provision.

The suggested MRN (including the SRN) for East Sussex is as shown on the plan below:



Q5. Have the quantitative or qualitative criteria proposed in the consultation document identified sections of road you feel should not be included in the MRN?

- Yes
- No
- Don't know

If they have, explain why these roads should not be included in the MRN.

10. Defining the network – refreshing the MRN

It will be important for the MRN to remain relevant and reflect the latest data and changes to economic centres and road use. However, this must be balanced against the need to provide a stable platform on which the MRN investment programme can be delivered.

We propose to review the MRN every 5 years to coincide with the existing Road Investment Strategy (RIS) timetable. This will involve updating and reviewing the data that are used and engagement with all bodies involved in the delivery of the MRN programme.

Q6. Do you agree with the proposal for how the MRN should be reviewed in future years?

- Yes
- No
- Don't know

If you answered no, how should the MRN be reviewed in future years?

11. Investment planning

Questions in this section relate to pages 28 to 31 of the consultation document, 'Investment Planning'.

The creation of the MRN should support long-term strategic consideration of investment needs in order to make best use of the targeted funding that will be made available from the National Roads Fund and deliver the best possible result for the user. The important national and regional role played by roads included in the MRN means that individual local authorities cannot plan investments in isolation, nor can decisions be completely centralised at either a regional or national level.

As set out in the core principles section of the consultation document we propose that, alongside the local role of highways authorities, there needs to be a strong regional focus for investment planning within a consistent national network. The consultation document sets out roles for:

- **local bodies (such as local authorities and local highways authorities)**
- **regional bodies (such as sub-national transport bodies)**
- **national bodies (such as the department)**

Q7. To what extent do you agree or disagree with the roles outlined in the consultation document for:

	Strongly agree	Agree	Neither agree not disagree	Disagree	Strongly disagree
Local bodies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Regional bodies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
National bodies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If you have selected Disagree or Disagree Strongly for any of the proposed roles, what should the role involve? Specify which role you're referring to, ie local, regional or national.

Please see our response to question 8.

12. Additional roles and responsibilities

Q8. What additional responsibilities, if any, should be included? State at which level these roles should be allocated.

ESCC is generally content with the balance of responsibilities as set out in the consultation document. Greater clarity will be needed on the DfT's role in assessing and prioritising the Regional Evidence Bases (REB), this should not simply entail ranking one region's submission over another's.

We agree that Sub-national Transport Bodies (STBs) are the most appropriate organisations to take on the proposed strategic role for the MRN. STBs should have full responsibility for the development of the REB, with the DfT operating in an advisory role. There needs to be recognition from the DfT that the creation of the REB by the STB, and the preparatory work ESCC will have to do to contribute to this, should receive appropriate funding support.

The responsibility for updating the Programme and REB, which will be shared between the DfT and STBs, should be amended to align with the five-year Roads Investment funding cycle for the MRN and SRN, we propose an interim review is held in years two and four of each road period.

ESCC believes the STBs should have an input into long-term planning for the National Road Fund, and the distribution of funds between the SRN and the MRN. The most effective way to build up the best possible pipeline of schemes is if there is visibility of funding levels for the MRN running into the next five year planning period.

ESCC welcomes the proposed flexibility for regions to design and manage the process of submitting schemes for consideration by the DfT. The most effective way of managing investment proposals will be for multiple highways authorities, each with a stake in the proposals, to work through STBs. However once the scheme is approved, responsibility for delivery should sit with an individual local authority, although stakeholders would also have ownership and input into the project, with Local Enterprise Partnerships (LEPs) as an active partner in plans for the road, especially where the primary driver is to complete economic connections.

Q9. Do you agree with our proposals to agree regional groupings to support the investment planning of the MRN in areas where no sub-national transport bodies (STBs) exist?

- Yes
- No
- Don't know

If you answered no, explain how the MRN should be managed in regions where no STBs exist.

13. Investment planning – regional evidence base

We propose that STBs or regional groups would be responsible for developing a regional evidence base which would be the basis for the development of the MRN investment programme. Where STBs exist we expect that the regional evidence base would be developed from the existing statutory transport strategies for which STBs are responsible.

The regional evidence base would be evidence-based and should not be limited to performing a mechanical sifting exercise. As a minimum, the department would expect them to comprise the following:

- an assessment of the overall condition of the existing network and its performance.
- the identification of network-wide issues and priority corridors.
- analysis of potential region-wide solutions and the development of specific interventions to tackle the issues identified over at least a 5 year period, although we expect and encourage STBs or regions to look beyond this in their strategic planning.
- an assessment of the potential sequencing of the schemes identified.

Q10. Are there any other factors, or evidence, that should be included within the scope of the regional evidence bases?

- Yes
- No
- Don't know

If you answered yes, describe the additional factors or evidence you feel should be within the scope of the regional evidence bases.

ESCC believes that an effective REB must include an assessment of both the SRN and MRN in combination. Investment proposals must take account of effects on both networks, not one in isolation. We recognise the benefits in making early progress with the MRN concept, and although this may lead to schemes being fast tracked before they are underpinned by the full REB, we believe in some instances this may be justified.

The REB should take account of the Strategic Economic Plans for the two LEPs in East Sussex; the South East Local Enterprise Partnership, and Coast to Capital. The prospectuses contained within the Strategic Economic Plans will have transport implications so should be considered in any full assessment of transport in the county.

14. Investment planning – the role of Highways England

A core principle of the MRN programme is to bring more coordinated planning to these important roads. Given Highways England's experience in road investment planning, and the need to ensure a seamless transition between the SRN and MRN, we propose that Highways England, the body responsible for running the SRN, should also have a role in the MRN Programme. This role could include:

- **programme support** - Highways England could have a role in the governance of the MRN investment programme advising the department on the development of the MRN pipeline and its interactions with the SRN, and providing wider support as needed.
- **analytical support** - Highways England could support the department in analysing the regional evidence bases in order to prepare advice to ministers on the MRN investment programme.
- **cost estimate support** - Highways England could support the department in assessing scheme cost estimates.
- **delivery support** - Highways England could support, if required, LAs in the delivery of agreed MRN schemes. This could include advising LAs on design and development as well as supporting access to the supply chain to enable LAs to take advantage of economies of scale that may be available.

Q11. Do you agree with the role that has been outlined in the consultation document for Highways England?

- Yes
- No
- Don't know

If you answered no, what should be the role of Highways England?

ESCC welcomes an active role for Highways England in the MRN programme, as long as they are provided with sufficient resources to fulfil this role. We believe the MRN priorities should take account of the plans laid out in the current and future RIS to ensure investments in the SRN and MRN complement one another. We believe the four responsibilities for Highways England set out in the Consultation provide a good balance, and their role should be limited to the activities mentioned.

15. Eligibility criteria

Questions in this section relate to pages 32 to 35 of the consultation document, 'Eligibility and investment assessment criteria'.

The department does not intend to replace existing funding streams such as formula funding for Highway Maintenance or Integrated Transport Block funding which may be directed to any LA roads including the MRN network. For that reason, we propose that funding to improve and enhance the MRN should be targeted towards significant interventions that will transform important stretches of the network.

We propose that only proposals for contributions of £20 million or over will be considered for MRN funding. As we want this fund to benefit all areas of the country and produce an improvement for users across the network we would expect that most funding requests would not exceed £50 million, where there is a strong case we would be willing to consider scheme proposals requiring higher contributions, up to a maximum of £100 million.

To get the best value for money, regions and local authority promoters should work to minimise scheme costs through scheme optimisation and the securing of third party contributions, alongside local contributions. We are proposing the following schemes would be eligible for MRN funding:

- **bypasses**
- **missing road links**
- **widening of existing MRN roads**
- **major structural renewals**
- **major junction improvements**
- **variable message signs**
- **traffic management and the use of smart technology and data**
- **packages of improvements**

Q12. Do you agree with the cost thresholds outlined in the consultation document?

- Yes**
- No**
- Don't know**

If you answered no, what should be the cost thresholds?

Q13. Do you agree with the eligibility criteria outlined in the consultation document?

- Yes
- No
- Don't know

If you answered no, what should the eligibility criteria be?

Types of scheme that will be eligible for funding:

Bypasses:

The Council supports the inclusion of bypasses in the eligibility criteria and recognises the significant benefits new bypasses can have on the performance of routes. Consideration should be given to the potential knock on effects of new bypasses to other communities, which may lie outside of the local authority in which the new road is being built, so the effect on the whole transport corridor, as well as the immediate community involved, needs to be considered.

Missing Links:

We support the inclusion of missing links in the MRN, although where any such links interface directly with the SRN, consideration needs to be given as to whether they should be funded by the MRN or SRN. Each case will be different, but it will be important to establish responsibility and ownership.

Widening of Existing MRN roads / Major Junction Improvements / Packages of Improvements:

Packages of improvements will play an important role in raising the standard of the MRN. A package of improvements to the proposed MRN roads in East Sussex could potentially help to improve performance, safety and the environmental impact of the roads. The widening of existing roads or major junction improvements is also potentially significant to a number of routes in the county. As described above, consideration will need to be given as to whether improvements to junctions which link the MRN to the SRN should be funded through the MRN or the SRN.

We believe the Highways England SRN Initial Report sets out a potential model for key MRN corridors with the phased upgrading of All-Purpose Trunk Roads to expressways, with a consistent treatment for longer stretches of roads which would improve overall performance. The rollout of the expressway model to the busiest sections of the SRN and MRN should be considered.

Major Structural Renewals:

Renewals will play a key part in improving the network, ensuring and improving continued accessibility to the MRN, which should have an economic benefit.

Variable Message Signs, Traffic Management and the Use of Smart Technology and Data:

These schemes should, as far as possible, fully integrate with existing and proposed Highways England systems and cover full subsets of the network and not just individual stretches of roads.

Exclusions:

ESCC does not agree with the second exclusion, that some schemes on the SRN 'of a distinct local sub-national nature' may qualify for MRN funding. All funding for SRN schemes should come from the RIS and not from funding allocated for the MRN.

The exclusions preclude public transport enhancements, except in some circumstances. We would argue the exception stipulated in the exclusion should enable substantial bus and coach travel enhancements to take place. Increased use of buses and coaches could significantly reduce congestion, which is an objective of the MRN programme.

We believe that in urban areas public transport, and other alternatives to private cars, should form a central component of the distinct approach to the needs of the MRN. The Rees Jeffreys

report proposed special treatment of 'Tier 3' roads within the MRN, recognising these roads serve the needs of 'place' as much as 'movement', and how the management of such roads must sit within the wider transportation policies for the urban area. Bus priority schemes and schemes that enhance the local streetscape should be prominent features of corridor improvements on urban MRN roads.

16. Investment assessment criteria

To support the development of regional evidence bases and a national investment programme we are proposing that a clear set of criteria be developed. These support the government's overarching objectives for the MRN programme whilst providing local and regional bodies the flexibility to develop proposals that support the delivery of local and regional objectives.

We propose that these criteria should be as follows:

Objective	Criteria
Reduce Congestion	<ul style="list-style-type: none"> ○ Alleviate Congestion ○ Environmental Impacts: <ul style="list-style-type: none"> ○ Improve air quality and biodiversity ○ Reduce noise and risk of flooding ○ Protect water quality, landscape and cultural heritage sites
Support Economic Growth & Rebalancing	<ul style="list-style-type: none"> ○ Industrial Strategy: Supports regional strategic goals to boost economic growth ○ Economic Impact: Improve ability to access new or existing employment sites ○ Trade & Gateways Impact: Improve international connectivity, e.g. access to ports & airports
Support Housing Delivery	<ul style="list-style-type: none"> ○ Support the creation of new housing developments by improving access to future development sites and boosting suitable land capacity
Supporting All Road Users	<ul style="list-style-type: none"> ○ Deliver benefits for non-motorised users, including cyclists, pedestrians and disabled people ○ Safety Benefits: Reduce the risk of deaths/serious injuries for all users of the MRN
Support the SRN	<ul style="list-style-type: none"> ○ Improve end to end journey times across both networks. ○ Improve journey time reliability ○ Improve SRN resilience

Q14. Do you agree with the investment assessment criteria outlined in the consultation document?

- Yes
 No
 Don't know

If you answered no, what should the investment assessment criteria be?

We believe that more prominence should be given to Safety Benefits, within the 'Support All Road Users' section. This should be followed by a focus on journey quality for users, which would apply the assessments of end-to-end journey times, reliability, and resilience, which are currently included in the 'Support the SRN' section.

Q15. In addition to the eligibility and assessment criteria described what, if any, additional criteria should be included in the proposal? Please be as detailed as possible.

Environmental Impacts, which are currently included in the 'Reduce Congestion' section, justifies being an objective in its own right. This would result in a greater buy in from all interested parties and as a standalone objective could be expanded to also assess landscape and design aspects of MRN investment proposals.

17. Other considerations

Q16. Is there anything further you would like added to the MRN proposal?

The Council believes there should be greater emphasis given to improving the performance of roads in the MRN, which currently only receives passing comment in the consultation, as this will be key to ensuring the network supports the economy. We believe a hierarchy of responsibility which is comparable to that which manages the SRN, with a detailed performance specification which is carefully monitored by the Office of Rail and Road, should be introduced. Balanced funding, for both revenue and capital, being assigned to local authorities will be key to ensuring that improvements are seen across the MRN, and that the raised expectations which accompany the new network are met.

Although the standard of road on the MRN will vary greatly it will be important to ensure that all roads meet a minimum standard. Particular focus should be given to HGV traffic and structures, ensuring that height and weight restrictions don't limit access to any sections of the MRN for certain classes of vehicles.

The proposals would benefit from further clarification as to whether the MRN, once designated, will be classed alongside the SRN, so that larger developments on the MRN automatically come within the scope of the planning requirements for nationally significant infrastructure projects.

This page is intentionally left blank

Appendix 2

Councillor Keith Glazier

Leader

County Hall
St Anne's Crescent
Lewes
East Sussex
BN7 1UE

01273 335020

cllr.keith.glazier@eastsussex.gov.uk



Sent via Email

Monday 19 March 2018

Dear Chris Grayling MP

Proposals for the creation of a Major Road Network

East Sussex County Council is an upper tier local authority representing over 540,000 residents of East Sussex. The attached consultation response has been considered and approved by the Council's Cabinet.

East Sussex County Council welcomes the Government's consultation on the creation of a Major Road Network (MRN), and believes the creation of the network could provide opportunities to improve part of the road network in East Sussex, boosting the local economy and providing resilience to the overloaded Strategic Road Network in the county.

While recognising the benefits the potential creation of a MRN will bring, and being on the whole supportive of the proposals laid out in the consultation, we have made some suggestions on how the proposals could be improved, including:

- An amendment to the focus of the six proposed Core Principles.
- Changes to the criteria used to define roads eligible for inclusion in the MRN.
- Additional roads which should be included in the MRN, based on the new criteria we have suggested.
- How responsibilities for the MRN should be delegated.
- Amendments to the make-up of the regional evidence bases, used to develop investment proposals for the MRN.
- Changes to the types of scheme which will be eligible for funding.
- Improvements to the Investment assessment criteria.

We believe that the amendments we have suggested will improve the already commendable proposals and allow the development of the MRN to provide opportunities for economic development and cross network resilience in East Sussex. Please see the attached consultation response form for full details of our suggestions.

Yours sincerely

A handwritten signature in black ink, appearing to read "K. Glazier", written in a cursive style.

Councillor Keith Glazier
Leader

This page is intentionally left blank



Department
for Transport

Proposals for the Creation of a Major Road Network Consultation

Moving Britain Ahead





Department
for Transport

Proposals for the Creation of a Major Road Network Consultation

The Department for Transport has actively considered the needs of blind and partially sighted people in accessing this document. The text will be made available in full on the Department's website. The text may be freely downloaded and translated by individuals or organisations for conversion into other accessible formats. If you have other needs in this regard please contact the Department.

Department for Transport
Great Minster House
33 Horseferry Road
London SW1P 4DR
Telephone 0300 330 3000
Website www.gov.uk/dft
General enquiries <https://forms.dft.gov.uk>

OGL

© Crown copyright 2017

Copyright in the typographical arrangement rests with the Crown.

You may re-use this information (not including logos or third-party material) free of charge in any format or medium, under the terms of the Open Government Licence v3.0. To view this licence visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/version/3> or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk.

Where we have identified any third-party copyright information you will need to obtain permission from the copyright holders concerned.

ISBN: 978-1-84864-198-3

Contents

- 1. Foreword** **5**
- 2. Executive Summary** **6**
- 3. How Our Roads Are Currently Managed** **10**
- 4. Opportunities to Improve** **12**
- 5. A National Major Road Network** **14**
 - Objectives 15
- 6. Our Proposals** **19**
 - MRN Core Principles 20
 - Defining the Network 22
 - Investment Planning 28
 - Eligibility & Investment Assessment Criteria 32
 - Interaction with Road Investment Strategy 37
- 7. Annex A: Consultation Questions** **38**
- 8. How to Respond** **40**
- 9. What Will Happen Next** **41**



1. Foreword

**The Rt Hon
Chris Grayling MP**
Secretary of State for Transport



Our industrial strategy sets out how we are building a Britain fit for the future, creating a stronger, fairer and more productive economy that will allow us to prosper in the world. A central foundation of that productivity is infrastructure, the essential underpinning of our lives and work. Delivering our industrial strategy needs transport investment to connect people and businesses, and to move goods efficiently to their market. This will raise productivity and improve quality of life across our regions.

The Government is already acting on this – allocating over £61 billion in capital investment for transport infrastructure up to 2020/21. A large proportion of this spending will be on the rail and strategic road networks – routes which carry the highest volumes of traffic and where any delays impose high costs. Highways England and Network Rail are completing vital schemes which improve journeys for rail passengers, road users and freight operators, such as the construction of the new A556 dual carriageway that bypasses the communities of Tabley, Mere and Bucklow Hill which opened in March of this year.

To give our economy an even stronger boost, to unlock housing and to relieve communities overwhelmed with traffic we see a strong case for increasing investment on the most important roads currently managed by local authorities. We have built on the work of the Rees Jeffreys Road Fund report, *A Major Road Network for England*.¹ This consultation

document now puts forward proposals for creating a network of England's most important routes which complement our motorways and strategic trunk roads.

We propose to create a Major Road Network, of approximately the same mileage as the network for which Highways England is responsible. We propose to create a specific new funding stream which will be dedicated to investing in this network and raising the performance standards which motorists experience on it. The Government cannot deliver this programme in isolation; involving local and regional interests will ensure that the improvements are of most value to the economy. This consultation document seeks views on our plans for defining the major road network, investment planning and the criteria for eligibility and assessment.

Improving the roads in this network will enable more reliable travel for road users, more certainty over freight deliveries and more capacity for the journeys which are the lifeblood of our economy. This investment can improve quality of life by opening up land to allow much-needed housing and the development of bypasses to relieve communities of intrusive traffic.

Your responses will help identify how, through this initiative, we can seize this opportunity to deliver the best outcomes for road users and unlock wider benefits for our economy.

¹ <http://www.reesjeffreys.co.uk/wp-content/uploads/2016/10/A-Major-Road-Network-for-England-David-Quarmby-and-Phil-Carey-Rees-Jeffreys-Road-Fund-October-2016.pdf>

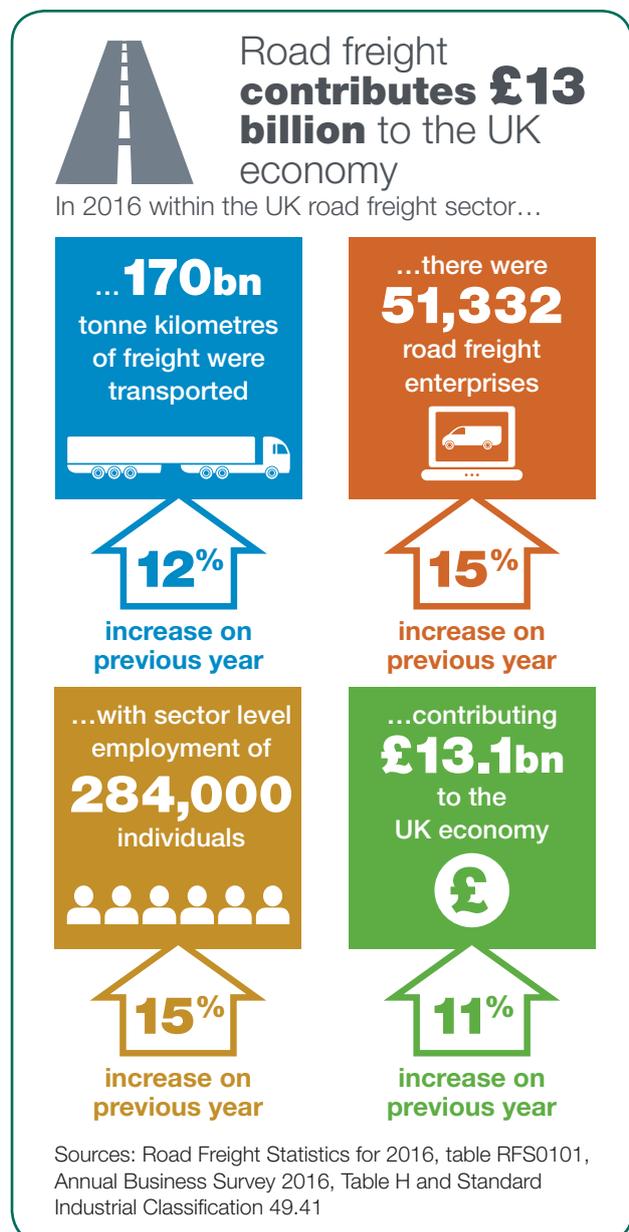
2. Executive Summary

Earlier this year, the Transport Investment Strategy was published. This set out how the Government is responding to today's transport challenges through transport investment, delivering the Industrial Strategy, while putting the travelling public at the heart of transport decision-making.

As part of the Strategy, the Government committed to creating a Major Road Network (MRN) across England. This consultation outlines the Government's proposals for this network and seeks views on its core principles, the definition of the network, investment planning, and eligibility and investment assessment.

In creating this network, the Government has five central policy objectives. These are:

- **Reduce congestion** – alleviating local and regional congestion, reducing traffic jams and bottlenecks.
- **Support economic growth and rebalancing** – supporting the delivery of the Industrial Strategy, contributing to a positive economic impact that is felt across the regions.
- **Support housing delivery** – unlocking land for new housing developments.
- **Support all road users** – recognising the needs of all users, including cyclists, pedestrians and disabled people.
- **Support the Strategic Road Network (SRN)** – complementing and supporting the existing SRN by creating a more resilient road network in England.



Consultation Focus

This consultation seeks views on three major themes: how to define the network; the investment planning process; and a set of eligibility and investment assessment criteria. In putting forward our proposals, we set out that the MRN will:

- Form a consistent, coherent network, alongside the SRN, to allow better coordination of road investment.
- Provide funding certainty to roads in the network through use of the National Roads Fund, and raise standards and performance across the new network.
- Provide clear roles for local and regional partners, who will support the Government to develop and deliver MRN schemes.
- To review the MRN every five years in line with the existing Road Investment Strategy cycle.

Defining the Network

The Government is proposing to shape the MRN using both an objective analytical basis, and local knowledge and requirements. To help respondents in providing their views, a map of an indicative MRN has been published as part of this consultation.

The consultation seeks views on the criteria being used to define the network. We propose:

- To use current traffic data as the starting point by which to identify those roads that should be considered for inclusion in the MRN.
- To use qualitative criteria in order to create a coherent and consistent network.
- To take into account evidence from local and regional partners concerning regional variations.
- To include, where appropriate, previously de-trunked roads.

Spinnaker Tower, Portsmouth



Investment Planning

The Government is proposing roles for local, regional and national bodies to support long-term strategic thinking about the investment needs of the MRN. While Ministers will be the ultimate decision-makers for the MRN Programme, the Government will look to local and regional bodies to work together to develop and prioritise packages of interventions for consideration.

This consultation seeks views on the nature and scope of these roles and how the Investment Programme for the MRN is developed and refreshed. We propose that:

- Local authorities and Sub-national Transport Bodies (STBs), or regional groups will develop Regional Evidence Bases that will include an assessment of the network and identification of priority corridors.
- Regional Evidence Bases will inform the development of the MRN Investment Programme.
- The Investment Programme will be reported on periodically, with both the Investment Programme and Regional Evidence Bases updated every two years.
- There will be a role for Highways England to support local, regional and national bodies involved in the MRN Programme.

Eligibility & Investment Assessment Criteria

MRN funding should target significant interventions which offer transformative solutions to the most economically important local authority 'A' roads, as well as providing value for money for the taxpayer. These solutions will include, but are not limited to, bypasses, major renewal work, major junction improvements, use of technology and the widening of existing MRN roads.

This consultation seeks views on the following proposals:

- MRN schemes will only be considered if they seek funding in excess of £20 million, up to a maximum ceiling of £100 million, and are supported by a local contribution.
- The investment assessment criteria used to assess MRN schemes will be based on the MRN objectives:
 - Reduce congestion
 - Support economic growth and regional rebalancing
 - Support housing delivery
 - Support all road users
 - Support the SRN



3. How Our Roads Are Currently Managed

England's existing road network consists of the Strategic Road Network and the Local Road Network (LRN). The SRN and LRN are funded and managed differently. However, users do not distinguish between the two networks when making journeys, and rightly expect a seamless experience.

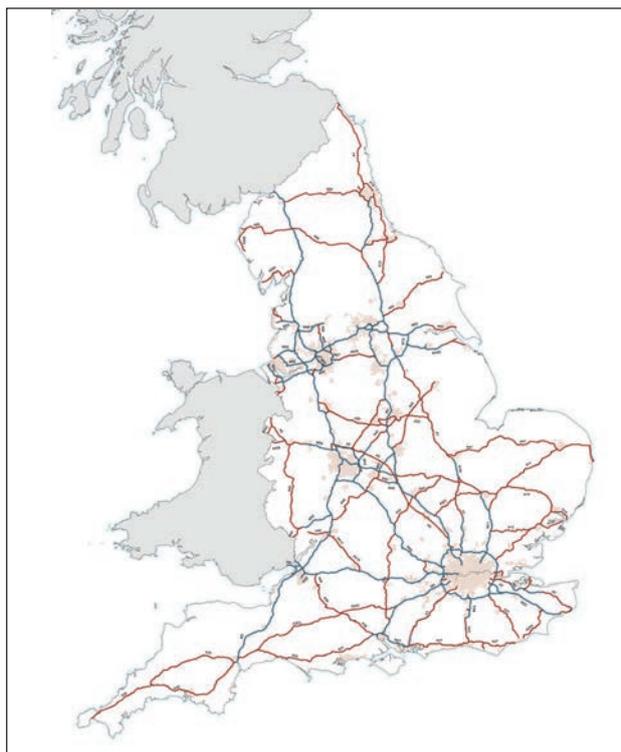
The Strategic Road Network

- Comprises nationally significant roads which connect the main centres of population. These roads provide access to major ports, airports and inter-modal freight terminals and the main cross-border routes to Scotland and Wales.
- Is the busiest part of the road network consisting of 4,400 miles (2% of our road network), but carrying a third of traffic and two thirds of HGV traffic.

The Local Road Network

- Consists of 184,100 miles of road, 98% of the entire road network.
- Responsibility is split between 153 local authorities (LAs).

Strategic Road Network Map



● Key Route Networks:

- Are being developed by combined authorities for their area – in order to improve the management of local roads.
- Will be a network of local roads identified as strategically important to the growth of the economy.
- Provide a city region-wide approach to managing strategically important roads, which allows for more efficient maintenance and action to reduce congestion.

Funding

The Local Road Network

LAs are funded to maintain their local road networks with sustained grant funding and other incentive-driven competitive schemes totalling £6.2 billion between 2015 and 2021. This is chiefly made up of the **Highways Maintenance Fund** and the **Pothole Action Fund**. £1.55 billion has also been allocated over the same period for small local roads schemes from the **Integrated Transport Block**.

Additional funding streams have been created to provide support to the local road network:

- The Department for Transport contributed £7 billion to the **Local Growth Fund** (LGF), to meet priorities set by Local Enterprise Partnerships (LEPs).
- The **Large Local Majors Fund** was launched in 2016 and provides funding for capital schemes that are too large to be funded from the regular LGF allocations to LEPs. It supports road and non-road schemes, such as tram extensions.
- £244 million has been awarded to LAs from the **National Productivity Investment Fund** to deliver small projects.
- At Autumn Budget 2017 a £1.7 billion **Transforming Cities Fund** was created to boost intra-urban connectivity in the largest English cities.

The Strategic Road Network

- The SRN is managed by Highways England and its funding is determined by Government through the statutory Road Investment Strategy (RIS) cycle.
- We are now mid-way through the first £15.2 billion RIS and have started planning for the second period beyond 2020.
- The RIS effectively provides long-term funding certainty to facilitate delivery, increase efficiencies and enhance capacity for the SRN, while supporting wider Government objectives including growth and productivity.
- Analysis from the Government's first RIS indicates that there can be significant value for money from investments in major road schemes.
- Through boosting the productivity of local economies and improving journey times for businesses and commuters major road schemes produce an average benefit of over £4 for every £1 spent.²



² Road Investment Strategy 2015–20: Economic Analysis.

4. Opportunities to Improve

The SRN carries one third of England's traffic, despite only accounting for 2% of all roads by length. It was in recognition of the critical importance of the SRN that the Government moved to put funding for the SRN on a stable, long-term footing through the Highways England reforms. Building on this, the Rees Jeffreys (RJ) Road Fund Report highlighted a further set of economically important roads that deserve a similar level of attention to the SRN.

The RJ Report recognised the success of the 'roads reform' of the SRN, drawing links between the effective regime for delivering successive five-year programmes of investment on the SRN and the opportunities a similar approach could bring for LA 'A' roads.

The RJ Report highlighted that:

- These roads need to cater for an even broader mix of users than the SRN, including small businesses, commuters, manufacturers, freight, leisure and tourism.
- Many of these regionally important roads cross numerous LA boundaries. Their management can be inconsistent as different LAs take different approaches to different stretches of the same road. They require more consistent and coordinated management than the rest of the LRN.
- As part of the LRN, these significant LA 'A' roads do not receive the benefits of long-term funding certainty and efficiencies provided by RIS. There would be benefits in considering an investment planning pipeline across this network of LA 'A' roads.

- The entire road network would work more effectively if a portion of the National Roads Fund (NRF) were to be dedicated for LA major roads as well as the SRN. This would help close the funding gap between the two sets of roads.

These findings were central to the Government's decision, announced as part of its Transport Investment Strategy, to develop proposals for the MRN. This work is discussed in more detail in the following sections of this document.



5. A National Major Road Network

Introduction

In July 2017 the Department published the Transport Investment Strategy. This set out the Department's priorities and approach for future transport investment decisions. It described:

- Our investment in transport infrastructure.
- The priorities that will guide future investment decisions.
- The institutional frameworks within which those decisions will be taken.
- The actions we are taking to help us meet our ambitions.

This included how transport investment can deliver a stronger, fairer Britain – with priority for projects which cut congestion, support growth, boost Britain's global competitiveness, help rebalance the economy and unlock new housing. The creation of a MRN across England is a key step in the delivery of the strategy.



Objectives

The priorities identified by the Transport Investment Strategy are central to delivering a stronger, fairer Britain. These priorities form the backbone of the five MRN objectives:

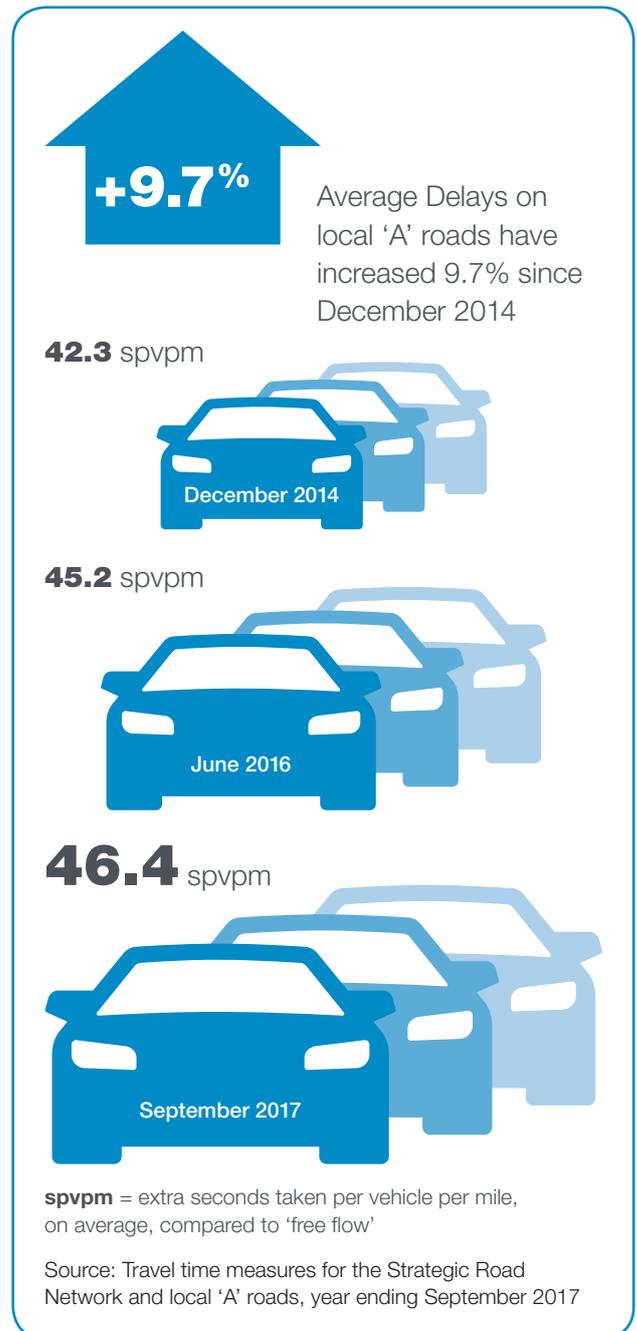
Reduce Congestion

Congestion creates delays and bottlenecks on heavily-used routes, and has a far-reaching economic impact.

- The RIS estimated that the year 2040 could see congestion on the SRN costing the freight industry £37 billion, and each household spending an average of 16 hours stuck in traffic a year.³
- Delays on local A-roads are significantly longer than on SRN roads.⁴

We need to upgrade and enhance the local road network, making it better able to cope with demand by adding capacity to reduce congestion and crowding. MRN investments will make journeys more comfortable and reliable for users, and make possible new trips that were previously impractical due to frequent or unpredictable delays.

Tackling congestion can also bring about environmental and safety improvements. Managing congestion needs to be environmentally sustainable, and solutions are not limited to adding extra miles of tarmac, but can also include making road layouts more efficient, or investing in the way the network is managed.



3 Road Investment Strategy: 2015-2020.

4 <https://www.gov.uk/government/statistics/travel-time-measures-for-the-strategic-road-network-and-local-a-roads-october-2016-to-september-2017>

Support Economic Growth & Rebalancing

Investment in our road network can better connect people and businesses to markets, boosting economic activity and productivity. This makes places more attractive to businesses and people, encouraging further investment. By improving the capacity, reliability, safety and connectivity of the network, road investment facilitates journeys for people and businesses and improves economic performance.

The Transport Investment Strategy set out our objectives and priorities for ensuring that regional rebalancing is taken into account as a part of transport investment decisions. This included making sure investments reflect the needs and priorities of different areas, taking into account the balance of spending between different regions and assessing investments for their contribution to rebalancing. We have recently published a new Rebalancing Toolkit and associated business case guidance which together are



designed to improve the focus, quality and transparency of 'rebalancing' evidence in investment decision-making and ensure that evidence is applied more consistently. We will consider how this new guidance will apply to the MRN programme as it is developed.

Over 16 billion miles were driven on local authority 'A' roads by vans and lorries in England in 2016



12.9bn van miles



3.5bn lorry miles

Source: Road Traffic Estimates for 2016, table TRA4205

Support Housing Development

We face an immense challenge to provide the houses that will support communities to grow sustainably. The Government's housing white paper recognises that transport infrastructure is key to unlocking development and delivering places people want to live. Road schemes can create new links between communities and workplaces to deepen local labour markets, connect housing developments to the network, provide new routes on city and commuter networks or contribute to creating places that promote wellbeing through the management of congestion or provision for public transport. MRN investment decisions will include consideration of how proposed schemes will unlock land for housing developments, and help to improve how transport is planned for new developments from the outset.



Support All Users

The MRN offers us the opportunity to support the needs of all road users. Proposals to improve the MRN, particularly through town and village centres, should consider the needs of both motorised and non-motorised users. In bringing forward proposals for improvements to the MRN, we will expect the needs of all users, including cyclists, pedestrians and disabled people, to be considered and benefits for them delivered as part of the solutions proposed.



Support the SRN

In practice the LRN and SRN appear as one network, with users passing seamlessly from one to the other. To support users' journeys and ensure a seamless transition between the two networks, MRN investments will also focus on improving flows between the SRN and the MRN and providing resilience to the SRN via the MRN during disruption or planned closures.



Case Study: Norwich Northern Distributor Road

The Department is providing £77.5m towards the cost of a 14 km dual carriageway route from the A47 Postwick Junction around the east and north of Norwich to a junction with the A140. Norfolk County Council is separately funding its extension to the A1067 (making a total route length of 20km). The road is due to open in spring 2018.

The existing transport network inhibits current and future housing and employment growth in Norwich. There is no northern bypass and no satisfactory routes for traffic to bypass this part of the city. Traffic therefore has to come into the city on radial routes and use the congested Inner Ring Road to reach the A47. The central road network is not designed (being medieval) to provide for significant car traffic.

The Norwich Northern Distributor Road is expected to reduce congestion on radial routes and the Norwich Outer Ring Road and prevent rat-running on inappropriate routes to the north of Norwich which have caused environmental problems. This scheme will help unlock the delivery of up to 10,000 new houses and 95 hectares of employment land, (largely for office employment) leading to the creation of around 12,200 jobs. Schemes similar to the Norwich Northern Distributor Road could be funded from the MRN in the future.



6. Our Proposals

This consultation and the questions it asks focus on the key decisions that will form the basis for the creation of a MRN in England. This includes the core principles that have guided our work to date and the three major areas of the MRN Programme around which this consultation is based:

- Defining the Network
- Investment Planning
- Eligibility & Investment Assessment Criteria

The detail of our proposals and the questions posed are set out in the following pages.



MRN Core Principles

In order to deliver the objectives previously described, we believe there are a number of fundamental principles that must be at the heart of our plans for the MRN and its programme of investment.

Increased Certainty of Funding

The creation of the MRN, and use of the National Roads Fund, needs to provide a long-term funding stream, secured across a number of years. This will enable investment planning and the creation of a MRN pipeline of investments, which over time will raise the standard and performance of the network.

A Consistent Network

The MRN must be consistent across England. To achieve this, it must be defined via a set of criteria and centrally agreed, with the final decision on inclusions resting with the Secretary of State. Its size must also ensure that an improvement in performance can be achieved across its entirety. Local and regional bodies will play a key part in developing and applying the criteria in their areas. This consultation, and the indicative network it sets out, is the first step in the engagement required to agree the MRN.

A Coordinated Investment Programme

Many of the regionally important roads that will form the MRN cross numerous LA boundaries. This means that their management and prioritisation can vary across their length. MRN roads, whilst remaining the responsibility of LAs, should benefit from a more coordinated programme of investments.

Clear Local, Regional & National Roles

LAs will remain responsible for the roads included in the MRN. However, to bring more joined-up focus on investment planning to these important roads we are setting out proposals as part of this consultation for how local, regional and national bodies will work together to deliver the MRN Programme.

A Focus on Enhancement & Major Renewals

MRN funding needs to bring about improvements in standards and performance across the network. Investments will therefore focus on enhancements or major renewal schemes. The day-to-day maintenance of the MRN will remain the responsibility of individual highways authorities with separate funding through existing arrangements. It is a guiding principle of the MRN that local highways maintenance funding should not be adversely affected by the creation of the MRN.

Strengthening Links with the Strategic Road Network

The RIS and MRN Programmes should not act in isolation. Both networks will play a key role in users' journeys and users should expect a seamless transition between the two. In developing the MRN, we will need to recognise its links with the SRN and ensure that the two programmes of investment are complementary. We expect regional bodies such as STBs to play a crucial part in ensuring that the two programmes are aligned.

Do you agree with the proposed core principles for the MRN outlined in this document?

1



Defining the Network

The extent of the network must strike a balance between capturing the most economically important regional roads and ensuring that its size is appropriate, enabling investments that can drive an improvement in performance across its entirety.

The definition of the MRN has already been the subject of detailed work by the RJ Report. Prospective STBs have also been developing proposals for networks within their areas. In developing proposals for the MRN, we have considered these pieces of work and the approach they took. It was clear that, as set out in our core principles, a consistent approach must be taken to defining the MRN across England.

Any definition must make the best use of local and regional knowledge to ensure that the most economically important roads are captured. To strike this balance appropriately, we are proposing the use of both quantitative and qualitative criteria to define the MRN. This approach ensures two things:

- The network is coherent, i.e. more than just a set of fragmented sections of road.
- The network has a sound, objective analytical basis, yet also has the flexibility to factor in local knowledge and requirements.

Our proposed use of quantitative and qualitative criteria to define the MRN is set out in more detail here.

Quantitative Criteria

Following analysis and quality assurance, we have concluded that the quantitative criteria used by the RJ Report are appropriate for defining the MRN. We therefore propose that traffic flow levels be used to identify an initial set of roads to be considered for inclusion in the network.

We propose that two criteria should be used:

- Roads where traffic flow is greater than a defined level.
- Roads where traffic flow is greater than a defined level (but lower than in criteria 1), and in addition, the proportion of HGV/LCVs⁵ on that section of road is also greater than a defined level.

In both cases traffic flow is measured by the Average Annual Daily Flow (AADF).⁶

The first criterion factors in particularly heavily trafficked roads, while the second factors in roads that are of particular economic importance for transporting goods. As discussed further on page 24, this stage only identifies a set of individual road sections as candidates for inclusion. These then require further work to create a coherent network.

⁵ Light Commercial Vehicles.

⁶ For more information on AADF please see here: <https://www.dft.gov.uk/traffic-counts/about.php>

We believe that the use of traffic data is the most robust way of identifying candidate roads for inclusion in the MRN. We have considered other possible criteria, such as congestion data. However, our analysis showed that the use of this data was not consistent with our wider objectives for the MRN, for example by failing to capture the full range of regional roads that play a vital role in supporting the country's economy.

Using the latest data to define a network

The network in the RJ Report was based on the road network and traffic levels in 2014. The Department intends to update this in the final network following consultation, to ensure that it is based on the latest available data.

Current vs. projected traffic levels

We do not propose to use projected traffic levels in an attempt to 'future-proof' the network. This is because there are numerous projection scenarios, insufficient certainty to choose between them, and the choice of scenario used will influence the final network. Published traffic projections present averages for particular regions and road types but they do not relate to individual roads. Using these averages to project traffic changes on specific sections of road adds further uncertainty. We therefore propose to use 'current' traffic levels to define the final network. We also recognise the need to ensure that the network remains relevant and up to date, and reflects changes to local economies such as new housing developments, business parks and transport hubs. Our plans for refreshing the network periodically are laid out on page 26.



De-trunked Roads

Between 2001 and 2009 Government took the decision to de-trunk a number of roads, removing them from the SRN and the management of Highways England's predecessor. This was done so that LAs could fully integrate the management and improvement of these roads with land use planning and local transport plans. Given these roads have historically been deemed of national interest we propose to include them, where appropriate, within the MRN.

To what extent do you agree or disagree with the quantitative criteria outlined and their proposed application?

2

Qualitative Criteria

The MRN cannot be defined by quantitative criteria alone. This would fail to recognise local and regional characteristics and would produce a series of fragmented road links across the country. In order to define a coherent network, a series of qualitative criteria also needs to be applied.

This was an approach that the RJ Report also used to define their network. As with the quantitative approach outlined above, we propose to adopt the qualitative criteria used by the RJ Report, with some additions to better reflect the national objectives that we have already set out. These proposed qualitative criteria are:

Ensuring a Coherent Network: The MRN must be consistent and coherent across the country when considered alongside the SRN. In order to achieve this we propose the following:

- Adding links to join up stretches of road that meet the traffic thresholds to form continuous sections of road.
- Removing isolated links and those that form part of a corridor where most links did not reach the traffic thresholds.

Linking Economic Centres: Ensuring that major conurbations, airports, ports and other significant economic centres are connected via the MRN. This includes:

- Connecting all towns/cities with a population greater than 50,000.

- In specific circumstances we will consider using the MRN to connect economic centres with a population below this threshold. For example, towns that contribute substantially to the economy in peripheral areas.
- Connecting all major ports, airports and key transport hubs not already linked by the SRN.

Access to/Resilience for the SRN: As per our objectives, a key consideration in defining the MRN should be its interplays with the SRN, both in terms of access between the two and improving resilience if one should experience disruption or require long-term works.

Whilst the MRN will interact with locally defined Key Route Networks, we do not believe that this should be a factor in defining the MRN as a result of the different roles performed. As a regional network the MRN will principally connect different economic centres, whilst KRN support connections within single economic centres.

To what extent do you agree or disagree with the qualitative criteria outlined and their application?

3





M60 intersection with the A580

Indicative MRN

To support responses to this consultation we have developed and published, alongside this consultation document, an indicative map.⁷ This is largely derived from our work on the RJ Report, with some refinements and the addition, where appropriate, of those roads de-trunked between 2001 and 2009. Whilst this map is representative of how we would expect a future MRN to look, it is important to stress that it is not the final proposal. Further work will be required following consultation to refine the criteria based on the responses received and apply them to the latest traffic data. As part of this process we intend to undertake further engagement with local and regional bodies on the emerging network before publishing a final, agreed network.

Refreshing the MRN

It will be important for the MRN to remain relevant and reflect the latest data and changes to economic centres and road use. However, this must be balanced against the need to provide a stable platform on which the MRN Investment Programme can be delivered.

Through the RIS cycle the Department considers, at regular intervals, proposals for changing the extent of the SRN by trunking or de-trunking roads. We will make decisions about the appropriate shape of the SRN and MRN in a joined-up way to ensure that both networks are consistent, coherent and complementary.

We propose to review the MRN every five years to coincide with the existing RIS timetable. This will involve updating and

reviewing the data that are used and engagement with all bodies involved in the delivery of the MRN programme.

Have both the quantitative and qualitative criteria proposed in the consultation document identified all sections of road you feel should be included in the MRN?

4

Have the quantitative or qualitative criteria proposed in the consultation identified sections of road you feel should not be included in the MRN?

5

Do you agree with the proposal for how the MRN should be reviewed in future years?

6

⁷ The indicative map produced to support this consultation can be found at maps.dft.gov.uk/major-road-network-consultation

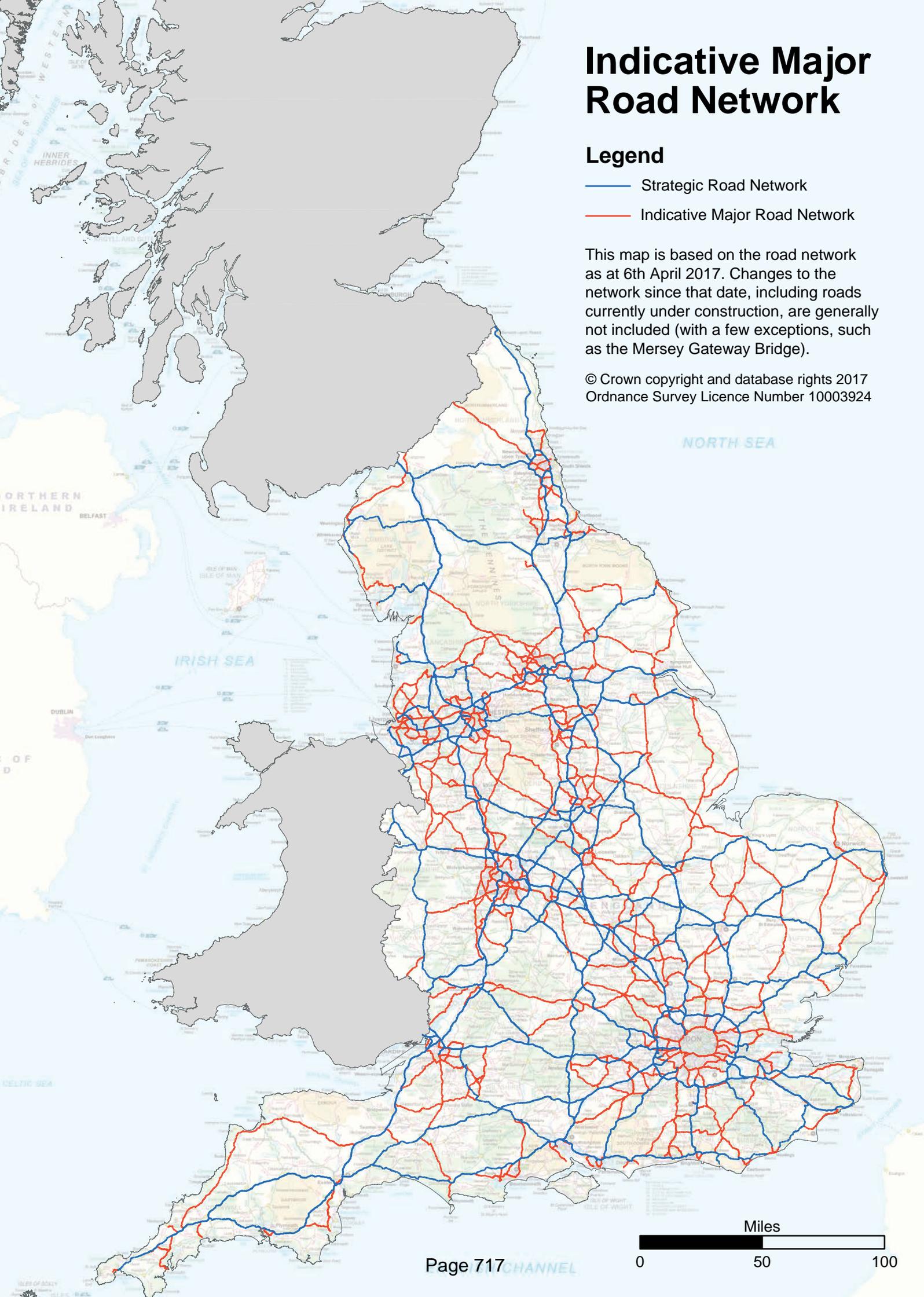
Indicative Major Road Network

Legend

- Strategic Road Network
- Indicative Major Road Network

This map is based on the road network as at 6th April 2017. Changes to the network since that date, including roads currently under construction, are generally not included (with a few exceptions, such as the Mersey Gateway Bridge).

© Crown copyright and database rights 2017
Ordnance Survey Licence Number 10003924



Investment Planning

The creation of the MRN should support long-term strategic consideration of investment needs in order to make best use of the targeted funding that will be made available from the National Roads Fund and deliver the best possible result for the user.

The important national and regional role played by roads included in the MRN means that individual LAs cannot plan investments in isolation, nor can decisions be completely centralised at either a regional or national level. As set out in the core principles section of this document we propose that, alongside the local role of highways authorities, there needs to be a strong regional focus for investment planning within a consistent national network. This is not only about LAs working more closely together, many already do, it is also about looking at these roads and the network they form from a regional and national perspective. This is something that at present individual LAs are not necessarily incentivised to do.

The creation of the MRN does not mean that its roads need to become the responsibility of a single organisation, and we are not proposing any changes to current LA responsibilities. Our objectives for the MRN can be achieved through an increased focus on these roads at all levels, local, regional and national. This will avoid unnecessary upheaval and retain local accountability. By working together on investment planning for the MRN in their region, areas can develop a long-term strategic approach to the improvement and enhancement of the MRN.

A Regional Evidence Base

STBs, where they exist, are best placed to carry out this important strategic role for the MRN. They are bodies designed to enable regions to speak with one voice on strategic transport planning and the skills and expertise that they are developing will be vital in delivering our objectives for the MRN. Where STBs have yet to be formed, such as in the East and South West of England we propose that LAs and LEPs should, in consultation with the Department, form agreed regional groups to manage this work, ideally using existing mechanisms. In London we envisage that TfL would take on this role.

We propose that STBs or regional groups would be responsible for developing a Regional Evidence Base which would be the basis for the development of a national MRN Investment Programme. Where STBs exist we expect that the Regional Evidence Base would be developed from the existing Statutory Transport Strategies for which STBs are responsible.

The Regional Evidence Base would be evidence based and should not be limited to performing a mechanical sifting exercise. As a minimum, the Department would expect them to comprise the following:

- An assessment of the overall condition of the existing network and its performance.
- The identification of network-wide issues and priority corridors.

- Analysis of potential region-wide solutions and the development of specific interventions to tackle the issues identified over at least a 5 year period, although we expect and encourage STBs or regions to look beyond this in their strategic planning.
- An assessment of the potential sequencing of the schemes identified.

First and foremost, the role of a Regional Evidence Base is to provide the data on which future investment decisions can be made. The documents should therefore be data led and underpinned by rigorous analysis. Guidance will be issued by the Department to support STBs and regions in the development of their evidence base and we would expect STBs and regions to work together and with the Department to ensure that, as far as possible, there is a consistent approach across the MRN Programme.

The Regional Evidence Bases would be assessed and prioritised across England by the Department and, in consultation with the regions, developed into an Investment Programme which would be approved by Ministers.

Our aspiration is for LAs and LEPs to work together within their regions, and with the Department at a national level, to better understand the needs of the MRN and plan investments accordingly. The aim is to develop the best possible evidence base to enable investments that will deliver an improved network and better outcomes for users.

The MRN Programme

The proposed process for the MRN programme is:

- The Department will issue guidance to regions on the development of Regional Evidence Bases. As well as supporting regions this will ensure that nationally important policies are reflected and that there is a consistent approach across England.
- Engagement at a regional level would allow the Department and bodies such as Highways England to provide support to both LAs and STBs / regional groups in the development of the Regional Evidence Bases.
- Based on the analysis of evidence, initial scheme proposals for investment would be put forward by LAs for inclusion in the Regional Evidence Base. These would be assessed and prioritised at a regional level, and developed into a coherent regional package before being submitted to the Department. We would propose to give regions flexibility on how they design and manage this part of the process.
- The Department, in consultation with the regions, would undertake analysis and national prioritisation based on the evidence provided to allow a nationwide MRN Investment Programme to be created.
- Once schemes are in the MRN Investment Programme LAs, in consultation with their region, would be responsible for their continued development. The Department will be responsible for individual scheme approval at Outline Business Case (OBC) stage and beyond.

- The Department will report on the MRN Investment Programme to reflect the progress made by individual schemes and the latest decision making.
- The MRN Investment Programme, and the Regional Evidence Bases from which it is formed, will also be updated every two years to allow for evidence to be refreshed and for new schemes to enter the programme.

We are proposing that the inclusion of schemes in Regional Evidence Bases is done when schemes are at an early stage, (broadly Strategic Outline Business Case). We do not believe that it would be a good use of money to develop OBCs for all schemes that might be submitted for consideration. In developing and agreeing the MRN Investment Programme, the Department will consider a moderate degree of over-programming to allow for schemes that either fail to demonstrate value for money or to progress to OBC stage as quickly as expected.

Following the launch of the MRN Programme during 2018, we will consider whether there is a need to identify schemes for early entry to the MRN Investment Programme.

To what extent do you agree or disagree with the roles outlined for local, regional and national bodies?

7

What additional responsibilities, if any, should be included? Please state at which level these roles should be allocated.

8

Do you agree with our proposals to agree regional groupings to support the investment planning of the MRN in areas where no sub-national transport bodies (STBs) exist?

9

Are there any other factors, or evidence, that should be included within the scope of the Regional Evidence Bases?

10

Case Study: Morpeth Northern Bypass

£21m of DfT funding helped deliver the last section in the A1 - South East Northumberland link road, the Morpeth Northern Bypass. The 2.4 mile single carriageway bypass will relieve congestion in Morpeth as well as improve links to development sites in the town and in the surrounding area, including Blyth and Ashington.

In the future, the MRN could support schemes similar to this £32m bypass which opened in 2017. The Morpeth Northern Bypass improves highway capacity and will reduce traffic congestion in and around Morpeth and provide access to allocated development sites. It will help create over 5,300 jobs across South East Northumberland and between 1,700 and 3,000 jobs in Morpeth and open up large areas north of Morpeth for development of housing and employment land.

Funding

MRN funding will principally be focused on the development and delivery of schemes accepted for development to OBC as part of the MRN Investment Programme. The Department recognises that the development of Regional Evidence Bases will require additional work on the part of regions and their constituent local authorities, especially where there is no existing structure in place. We intend to work with regions and local authorities post consultation to understand better the potential requirements.

In the case of successful schemes, the Department's funding for their delivery would be fixed with the relevant local authority responsible for its effective delivery. As with other Government investment programmes where works are delivered by local authorities, we propose that there should be a requirement for local contributions towards the final cost of the scheme. This will act as an important incentive to ensure that the agreed scheme is delivered to programme and budget.

The Role of Highways England

A core principle of the MRN Programme is to bring more coordinated planning to these important roads. Given Highways England's experience in road investment planning and the need to ensure a seamless transition between the SRN and MRN we propose that Highways England, the body responsible for running the SRN, should also have a role in the MRN Programme.

Highways England, as the manager of the SRN, has a good track record on scheme development and delivery as well as the ongoing management of its network. They already have existing relationships with LAs on the development and delivery of road

schemes as well as on interactions between the local and strategic networks. In some cases this has seen LAs deliver schemes funded by Highways England, whilst in other cases the company has provided support to authorities in the delivery of schemes on their networks. The creation of the MRN offers the opportunity to build on and where necessary improve these existing relationships and take advantage of the skills and expertise Highways England have to support the delivery of the MRN Programme, while recognising that delivery of the RIS is their primary focus.

This role could include:

- **Programme Support:** Highways England could have a role in the governance of the MRN Investment Programme advising the Department on the development of the MRN pipeline and its interactions with the SRN, and providing wider support as needed.
- **Analytical Support:** Highways England could support the Department in analysing the Regional Evidence Bases in order to prepare advice to Ministers on the MRN Investment Programme.
- **Cost Estimate Support:** Highways England could support the Department in assessing scheme cost estimates.
- **Delivery Support:** Highways England could support, if required, LAs in the delivery of agreed MRN schemes. This could include advising LAs on design and development as well as supporting access to the supply chain to enable LAs to take advantage of economies of scale that may be available.

Do you agree with the role that has been outlined for Highways England?

11

Eligibility & Investment Assessment Criteria

Eligibility

The Department does not intend to replace existing funding streams such as formula funding for Highway Maintenance or Integrated Transport Block funding which may be directed to any LA roads including the MRN network.

For that reason, we propose that funding to improve and enhance the MRN should be targeted towards significant interventions that will transform important stretches of the network.

We propose that only proposals for contributions of £20 million or over will be considered for MRN funding.

As we want this fund to benefit all areas of the country and produce an improvement for users across the network we would expect that most funding requests would not exceed £50 million. Where there is a strong case we would be willing to consider scheme proposals requiring higher contributions, up to a maximum of £100 million.

To get the best value for money, regions and local authority promoters should work to minimise scheme costs through scheme optimisation and the securing of third party contributions, alongside local contributions.

Types of scheme that will be eligible for funding

- **Bypasses** or other new alignments to alleviate congestion in villages and towns and make through journeys quicker, safer and more reliable. In these cases MRN status would normally transfer from the old through route to the new bypass once complete. (Schemes for bypasses could also include measures to revive the old routes through town and village centres to benefit communities, for example through traffic calming and facilities for pedestrians and cyclists).
- **Missing Links** – new roads that link existing stretches of the MRN or SRN, for example a link between two radial routes on the edge of a town, or the final quadrant of a ring road that already circles three quarters of a town or city.
- **Widening of Existing MRN roads** where there is a known congestion pinch point or safety risk. This could include dualling and could be on or offline.
- **Major Structural Renewals** on roads, bridges, tunnels and viaducts on the MRN, where significant work needs to be done to renew the carriageway or to prevent closure or punitive weight restrictions. Such schemes will play a big part in raising the standard of the MRN.
- **Major Junction Improvements** such as grade separation that would improve the performance, flow or safety of the MRN. These could be junctions that link the MRN to the SRN or to other local roads.

Do you agree with the cost thresholds outlined?

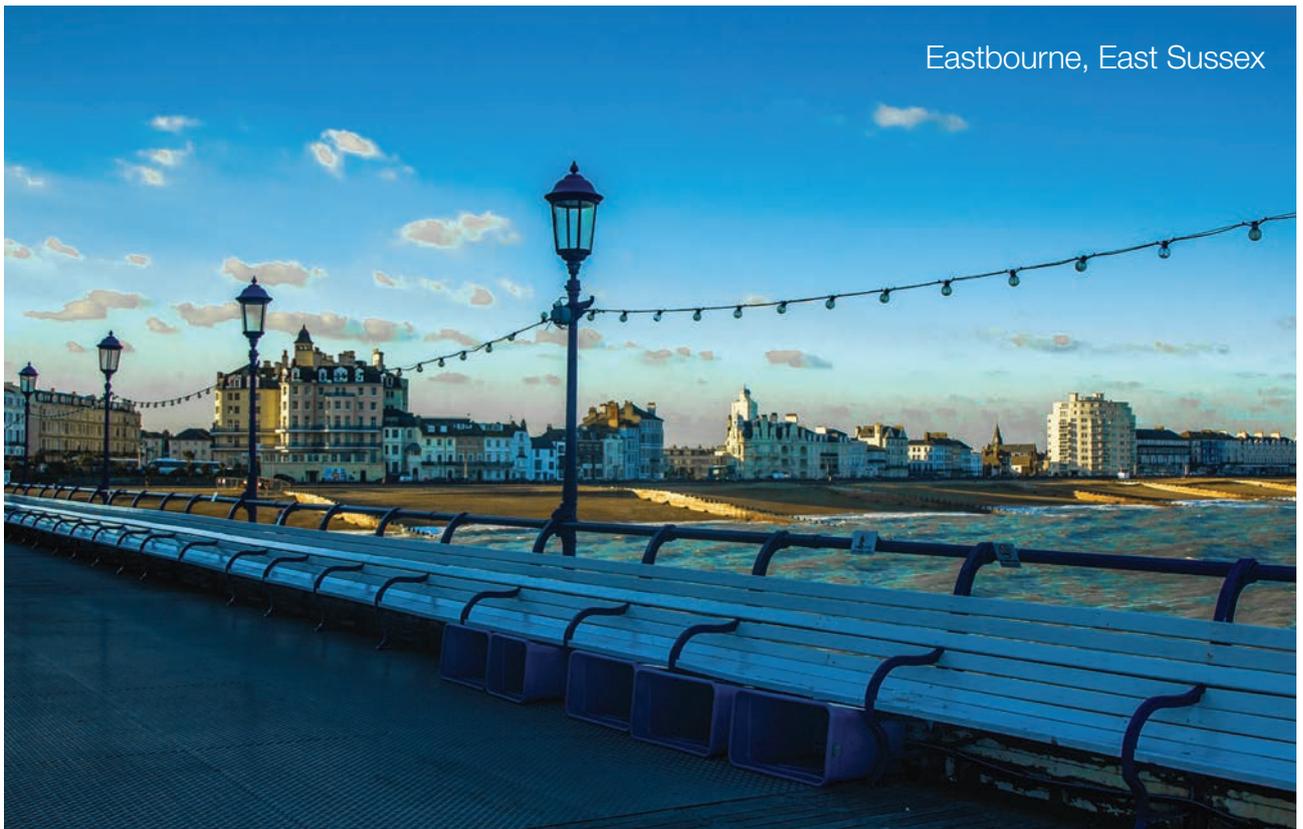
- **Variable Message Signs, Traffic Management and the Use of Smart Technology and Data** to raise the performance of defined stretches of the network across a region for the benefit of users will also be considered for funding through the MRN Programme.
- **Packages of Improvements** along a stretch of road, or corridor where a known issue has been identified. Such a package may include elements of safety, widening, junction improvements and new alignment. In these cases, although the scheme may be composed of physically distinct elements, the package as a whole must have a coherent and compelling strategic case that is greater than the sum of its parts. As with renewals, these packages would play a crucial part in raising the standard of the MRN.

Case Study: A13 Widening

This £79m scheme will widen the 3.5km A13 Stanford-le-Hope Bypass from two to three running lanes in each direction.

The A13 corridor in Thurrock links the nationally significant port infrastructure of Tilbury and the new London Gateway Port with the M25 and London. The main objective of the scheme is to increase highway capacity on the A13 in order to reduce congestion and remove constraints to development. This will help unlock the full potential of the corridor to deliver some 4,400 jobs and 700 homes.

The project is scheduled to be complete by spring 2020. Once established, the MRN may support similar road widening schemes.



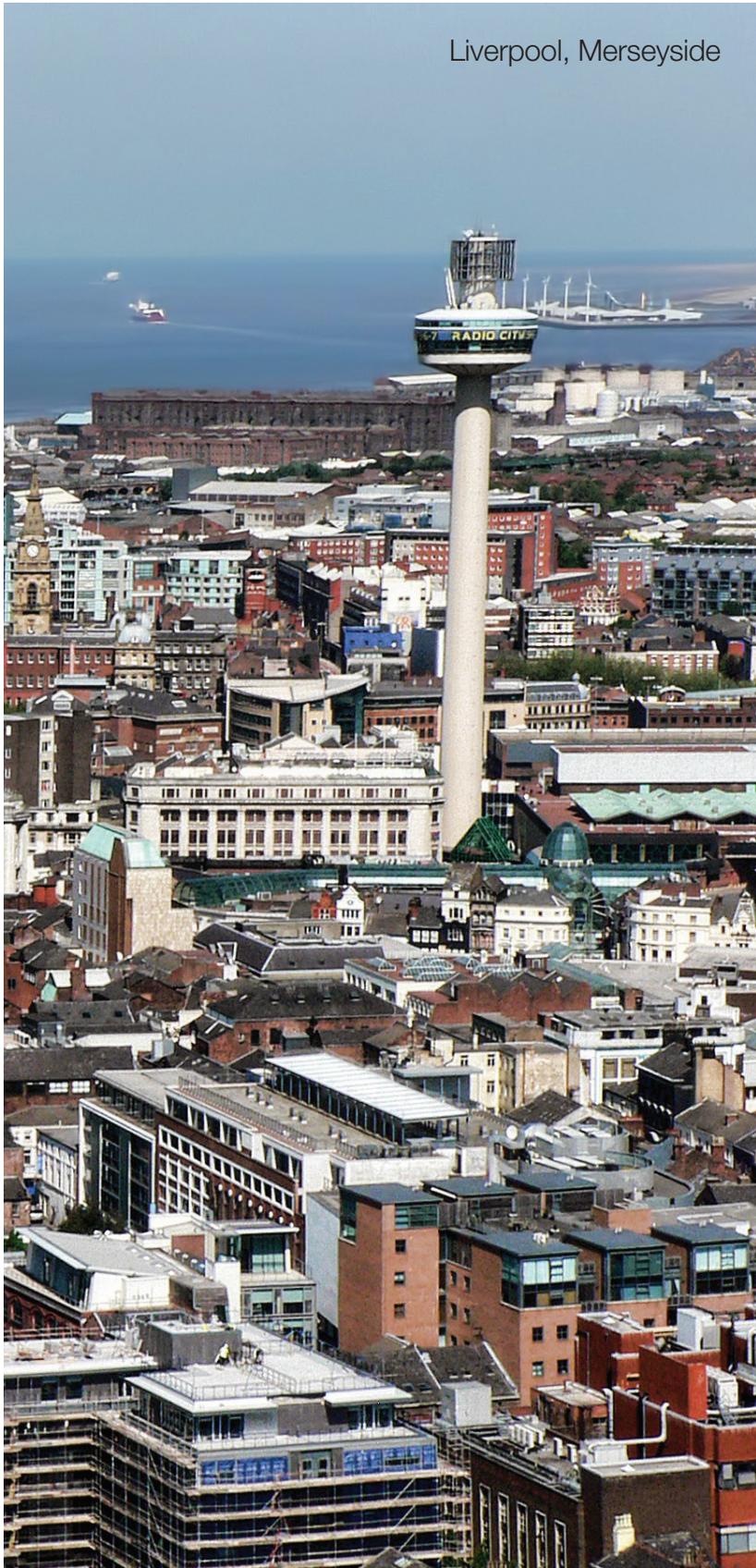
Exclusions

MRN funding will be focused on interventions that improve the roads defined as part of the MRN. We would not propose to provide funding for the following categories of scheme:

- Schemes on roads which are not on the MRN but simply have a single physical connection to the MRN would not automatically be eligible for funding. Such schemes would only be considered if a compelling case is made that the scheme would have a significant positive impact on the MRN or, in the case of a new road, that it would meet the criteria for being considered part of the MRN once complete.
- Schemes that are wholly on the SRN will not be considered for MRN funding unless there is a compelling case that the benefit is of a distinct local sub-national nature that would not warrant consideration through the Roads Investment Strategy process.
- Public transport enhancements, except where these are included as part of a wider intervention and their inclusion can be shown to support MRN objectives.
- Bids for non-specific LA wide packages or funding pots to cover general improvement of all MRN roads in an area will not be considered.

Do you agree with the eligibility criteria outlined?

13



Liverpool, Merseyside

MRN Investment Assessment

To support the development of Regional Evidence Bases and a national Investment Programme we are proposing that a clear set of criteria be developed. These support the Government’s overarching objectives for the MRN Programme whilst providing local and regional bodies the flexibility to develop proposals that support the delivery of local and regional objectives.

We propose that these criteria should be as follows:

Objective	Criteria
Reduce Congestion	<ul style="list-style-type: none"> ● Alleviate Congestion ● Environmental Impacts <ul style="list-style-type: none"> – Improve air quality and biodiversity – Reduce noise and risk of flooding – Protect water quality, landscape and cultural heritage sites
Support Economic Growth & Rebalancing	<ul style="list-style-type: none"> ● Industrial Strategy: Support regional strategic goals to boost economic growth ● Economic Impact: Improve ability to access new or existing employment sites ● Trade & Gateways Impact: Improve international connectivity, e.g. access to ports & airports
Support Housing Delivery	<ul style="list-style-type: none"> ● Support the creation of new housing developments by improving access to future development sites and boosting suitable land capacity
Support All Road Users	<ul style="list-style-type: none"> ● Deliver benefits for non-motorised users, including cyclists, pedestrians and disabled people ● Safety Benefits: Reduce the risk of deaths/serious injuries for all users of the MRN
Support the SRN	<ul style="list-style-type: none"> ● Improve end to end journey times across both networks ● Improve journey time reliability ● Improve SRN resilience

Do you agree with the investment assessment criteria outlined?

14

In addition to the eligibility and investment assessment criteria described what, if any, additional criteria should be included in the proposal? Please be as detailed as possible.

15



Interaction with the Road Investment Strategy

Investment in the Strategic Road Network is managed through the RIS. In 2016, the Government set out the aims and processes of the next strategy (RIS2), and in December 2017 the Government opened a consultation on the evidence gathered to support the next RIS.

The MRN and RIS are designed to complement one another, and decisions about investment will be made in an integrated way. Highways England already plays an important role in setting RIS2, and will take on a significant role in shaping the MRN programme as well.

The RIS allows for investment away from the SRN in locations where this has a substantial effect on the quality of journey that this network provides. This means that in some cases it is possible that the RIS may invest in the MRN or wider local road network (just as the MRN fund may invest in the SRN in cases where there is a strong sub-regional benefit that would not play as decisive a role in the RIS). However, for the most part, the Government expects investment on the MRN to be funded primarily through the MRN Programme, and integration between the networks to be handled by the cooperation and coordination of the different investment programmes.

First Road Investment Strategy

Road investment delivers significant benefits for users and the economy.

Analysis of newly built roads shows...
Scheme-specific objectives met



94%

For every £1 spend, the average return was more than £4 in long-term benefits



The biggest benefits were:



Source: Analysis of all major schemes completed on the SRN from 2002-2010 using Post Opening Project Evaluations

Is there anything further you would like added to the MRN proposals?

7. Annex A – Consultation Questions

Core Principles

Do you agree with the proposed core principles for the MRN outlined in this document?

1

Defining the MRN

To what extent do you agree or disagree with the quantitative criteria outlined and their proposed application?

2

To what extent do you agree or disagree with the qualitative criteria outlined and their application?

3

Have both the quantitative and qualitative criteria proposed in the consultation document identified all sections of road you feel should be included in the MRN?

4

Have the quantitative or qualitative criteria proposed in the consultation identified sections of road you feel should not be included in the MRN?

5

Do you agree with the proposal for how the MRN should be reviewed in future years?

6

Investment Planning

To what extent do you agree or disagree with the roles outlined for local, regional and national bodies?

7

What additional responsibilities, if any, should be included? Please state at which level these roles should be allocated.

8

Do you agree with our proposals to agree regional groupings to support the investment planning of the MRN in areas where no sub-national transport bodies (STBs) exist?

9

Are there any other factors, or evidence, that should be included within the scope of the Regional Evidence Bases?

10

Do you agree with the role that has been outlined for Highways England?

11

Eligibility & Investment Assessment

Do you agree with the cost thresholds outlined?

12

Do you agree with the eligibility criteria outlined?

13

Do you agree with the investment assessment criteria outlined?

14

In addition to the eligibility and investment assessment criteria described what, if any, additional criteria should be included in the proposal? Please be as detailed as possible.

15

Other Considerations

Is there anything further you would like added to the MRN proposals?

16

8. How to Respond

The consultation period runs for 12 weeks, from Saturday 23rd December 2017 to Monday 19th March 2018. Please make sure that your response reaches us before the closing date as we will not be able to consider responses received later.

You are invited to respond to the consultation online at:

<https://www.gov.uk/dft#consultations>

Alternatively, you may send your response by email to: MRNconsultation@dft.gsi.gov.uk

Or by post to:

MRN Consultation
Department for Transport
2/15 Great Minster House
33 Horseferry Road
London
SW1P 4DR

When responding, please tell us whether you are acting as an individual member of the public or representing the views of an organisation or group. If responding on behalf of a larger organisation, please make it clear who the organisation represents and, where applicable, how the views of its members were assembled. Please include your contact details if you would like to be informed when the response to this consultation is published.

If you would like further copies of this consultation document, or to receive it in a different format, you can contact us using the methods described above.



9. What Will Happen Next?

The Department will analyse consultation responses following closure of the consultation.

A formal consultation response will be published on gov.uk during summer 2018.

The Department will continue to engage with both local and regional bodies to support the finalisation of an MRN Programme to be launched in summer 2018.

Freedom of Information

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the Freedom of Information Act 2000 (FOIA) or the Environmental Information Regulations 2004.

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information, we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department will process your personal data in accordance with the Data Protection Act (DPA) and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

Consultation Principles

The consultation is being conducted in line with the Government's key consultation principles. Further information is available at:

<https://www.gov.uk/government/publications/consultation-principles-guidance>

If you have any comments about the consultation process please contact:

Consultation Co-ordinator
Department for Transport
Zone 1/29 Great Minster House
London SW1P 4DR.

Email consultation@dft.gsi.gov.uk

Major Road Network Review – Technical Report

Transport for the South East

December 2017

DRAFT

Notice

This document and its contents have been prepared and are intended solely for TfSE's information and use in relation to the Major Road Network Review.

Atkins Ltd assumes no responsibility to any other party in respect of or arising out of or in connection with this document and/or its contents.

This document has 35 pages including the cover.

Document history

Document ref: TfSE_MRN_Draftv1.1

Revision	Purpose description	Originated	Checked	Reviewed	Authorised	Date
Rev 1.0	First draft before review	TM				22/12/17
Rev 1.1	Reviewed draft	TM	TM	AC	AC	04/01/18

DRAFT

Table of contents

Chapter	Pages
0. Executive summary	4
0.1. Overview	4
0.2. Review of Rees Jeffreys MRN	4
0.3. Review of Rees Jeffreys MRN definition approach	5
0.4. Implications for TfSE network	6
0.5. Other issues for consultation response	7
0.6. Summary	8
1. Context	9
1.1. Major Road Network	9
1.2. Scope for this report	10
1.3. Structure of this report	10
2. MRN review workshop	11
2.1. Structure of workshop	11
2.2. Outcome	12
3. Rees Jeffreys Fund MRN definition approach	14
3.1. Overview	14
3.2. Added value criteria	14
3.3. Connectivity criteria	14
3.4. Rationalising the network	15
4. Suggested revisions to MRN definition approach	16
4.1. Overview	16
4.2. Review of Rees Jeffreys value added criteria	16
4.3. Review of connectivity criteria	19
4.4. Review of rationalisation approach	19
5. Implications of suggested revisions to the network definition approach	25
5.1. Overview	25
5.2. Summary of implications for added links	25
5.3. Summary of removed links	28
5.4. Suggested TfSE Network	29
5.5. Possible additional links	30
6. Other issues for consultation response	31
6.1. Treatment of future change	31
6.2. Consideration of environmental issues	32
6.3. Maintenance funding	32
6.4. Implications of MRN status	32
6.5. MRN status within urban areas	33
6.6. Roles and responsibilities	33
7. Summary	34

0. Executive summary

0.1. Overview

This report has been produced to support Transport for the South East's response to the DfT consultation on the Major Road Network (MRN). The MRN is described by DfT as 'a middle tier of our busiest and most economically important local authority A roads, sitting between the national SRN and the rest of the local road network'. The concept was derived from a report produced by the Rees Jeffreys Fund in 2016¹, as summarised in Chapter 1.

This report summarises stakeholder engagement and analysis undertaken to:

- Summarise TfSE's Transport Strategy Working Group's views on revisions to the Rees Jeffreys indicative MRN that would improve the extent to which it supports the South East's economy; and
- Identify possible developments to the MRN definition approach that would allow more consideration of the potential economic role of links with the intention of defining a MRN that fits more closely with the South East's economic requirements, as defined by the Working Group's review.

0.2. Review of Rees Jeffreys MRN

The Rees Jeffreys indicative MRN was defined through three steps (described in more detail in Chapter 3)

- Identification of links meeting **added value criteria** i.e. exceeding identified traffic flow and freight proportion criteria, used as a proxy for economic value;
- Manual identification of links meeting **connectivity criteria** i.e. those links required to ensure connectivity to key urban areas, ports and airports; and
- manual **rationalisation** to produce a logical, coherent network from the links identified in the first and second steps. This was a significant step in the process, resulting in a net reduction in the identified network of about 30% in the TfSE area after adjustments to:
 - o Infill missing links to complete corridors;
 - o Remove hanging/isolated links and those accounting for less than half a corridor between urban areas; and
 - o Remove parallel routes that were considered duplicative of SRN routes.

The final network defined in the Rees Jeffreys report includes approximately 500 miles of local A roads in the TfSE area. Working from this network as a starting point, the TfSE Transport Strategy Working Group identified a number of revisions to the network that they felt would help it to better support the economy through the potential roles of:

- 1) Supporting economic hubs by improving connectivity to:
 - a. Existing economic centres;
 - b. Support economic growth in identified growth areas and in peripheral areas to reduce economic inequalities.
- 2) Supporting the region's gateway to UK plc function by providing connectivity between gateways and the rest of the South East and supporting SRN connectivity between gateways, the South East and rest of the UK; and
- 3) Improving resilience and reliability through: responses to incidents, provision of diversionary routes, integration with the SRN and potential road quality improvements.

¹ A Major Road Network for England, a Rees Jeffreys Road Fund Study, October 2016

The Working Group's suggested link additions (and a small number of removals) produced a network of just over 700 miles in the TfSE, as described in Chapter 2. This is approximately 40% longer than the original Rees Jeffreys network for the area. However, it is only approximately 10% longer than the SRN in the region and therefore the extent is still broadly in keeping with the national average MRN/SRN balance of the Rees Jeffreys network (for which the MRN is 5% shorter than the SRN across the country).

The case for identifying an increased length of MRN within the TfSE area is also strengthened by the fact that the SRN in the region is proportionately less extensive and more heavily used than in other regions (as discussed in Chapter 5).

0.3. Review of Rees Jeffreys MRN definition approach

The Rees Jeffreys MRN definition approach was reviewed during this study to identify potential revisions. The intention was to identify changes that could be applied nationally to help to broaden the consideration of economic functionality when identifying links for inclusion in the MRN. This would help to identify the full range of economically important links in the MRN and thereby incorporate some of the missing links identified as economically important by the TfSE Transport Strategy Working Group (as well as impacting on the network defined across the rest of the country).

The added value criteria used by the Rees Jeffreys approach were reviewed first, leading to the suggestions that:

- Traffic flow analysis to identify relevant links should use either:
 - o 5-year average observed annual average daily flow (AADF) figures to remove potential inconsistencies associated with single year counts; or
 - o short term forecasts of 5 (or potentially 10) years from the Highways England Regional Traffic Models to account for near term committed changes (rather than using generalised growth factors and trying to forecast further ahead);
- Flow criteria should be applied in a graduated manner rather than as sharp cut-offs. This means that those links that are approaching the thresholds on all three of the criteria considered (flow, HGV% and LGV%) are included in the MRN (as they are considered as relevant as links that have a high score that exceeds the threshold for one criteria but have low scores against the others).

The review of flow criteria and suggested changes are described in more detail in Chapter 4.

The Rees Jeffreys connectivity criteria were also reviewed and no suggestions made in terms of the identification of locations to be directly linked into the MRN. However, as outlined below, it is suggested that additional mapping is undertaken to assess links against a wider definition of connectivity to inform the rationalisation step in the network definition process.

The changes in approach to application of flow criteria help to produce an interim network that incorporates many of the links suggested for addition by the Working Group. However, it is important to note that many of the links were also included in the Rees Jeffreys interim network produced by the added value and connectivity criteria and were then removed by the rationalisation process that was undertaken to produce a logical, coherent network².

Given the significance of impact of the rationalisation step in the form of the MRN, a key part of the review of the definition approach for this study was to identify realistic ways in which additional wider views of economic functionality could inform the rationalisation process. The intention was to increase the information available to inform the decisions as to whether each link would have economic value and should be retained, whilst recognising that local knowledge and judgement would also need to remain a key part of the definition process.

The approach adopted was to identify a small number economic datasets that could be mapped nationally (in addition to the urban areas of over 25,000 population and ports and airports mapped in the Rees Jeffreys

² The Working Group were not aware of the links that had been removed during the rationalisation process during the workshop and independently identified that the links should be added

approach). The datasets were viewed in conjunction with the SRN and interim MRN to help interpret the potential for each link to support each of the potential economic roles of the MRN.

The datasets identified are listed in Table 0-1 **Error! Reference source not found.**below. The columns identify each potential economic role for the MRN and whether each dataset would help to improve understanding of the extent to which each link would help to support that role for the MRN. Chapter 4 includes mapping of each dataset and more details on their contents.

Table 0-1 Additional datasets mapped

Criteria	Potential MRN Roles			
	Existing economic centres	Economic growth/ inequality	Gateways	Resilience/ reliability
<i>Rees Jeffreys: Urban connections</i>	✓	✓		
<i>Rees Jeffreys: Port/ airport connections</i>			✓	
a) Employment areas/hubs connections	✓			
b) Opportunity area connections		✓		
c) Connectivity of adjacent economic centres	✓	✓		
d) Diversion routes	✓	✓	✓	✓
e) Performance of SRN	✓	✓	✓	✓

0.4. Implications for TfSE network

Applying the revised flow criteria and then reviewing the interim network in conjunction with these datasets helped to understand the case for each of the additions proposed by the TfSE Transport Strategy Working Group. The links can be divided into three broad (but not mutually exclusive) categories, defined on the basis for the main case for inclusion:

- Parallel routes;
- Direct connections between adjacent centres; and
- Completion of economic connections.

Each group is summarised in the following sections and described in more detail in Chapter 5.

0.4.1. Parallel routes

The Working Group suggested adding in the A23, A2 and the A259/other route sections parallel to the A27/A259 along the south coast.

Many of the links on these sections had met the Rees Jeffreys flow criteria (and a slightly increased proportion meet the revised application of the criteria). However, in the Rees Jeffreys approach they had been removed as part of the rationalisation process as they were considered to be too close and parallel to existing SRN links (i.e. M23, M2 and A27/A259 respectively).

This review suggested there is a strong case for including these links because:

- They have large flow volumes and/or high freight proportions despite the parallel SRN route, suggesting that they serve their own economic function. The review of mapped economic indicators suggests this function is likely to involve providing more direct local links between the economic centres along the route; and

- They provide resilience for busy sections of the SRN. This is a key issue for the A27/A259 which is particularly sensitive to incidents as it is operating near capacity and for many stretches has only single lane provision.

The Working Group also identified the need for the addition of links along parallel routes on the A4 and A25 (parallel to the M4 and M25 respectively). Although the flow on the identified links did not necessarily meet flow criteria (and they therefore did not appear in the interim network), they are located in dense economic areas and provide additional connectivity to and between existing economic centres. However, the primary reason for the addition of links on the A4 and A25 was the resilience they provide to sections of the SRN (M4 and M25 respectively) which has significant economic value given the level of traffic on the network on those sections.

0.4.2. Direct connections between adjacent centres.

The Rees Jeffreys review focussed on ensuring economic centres were connected to the MRN but did not prioritise inclusion of links between adjacent centres. However, the speed and quality of connection between economic centres are key influences in generating economic value, suggesting that links that provide direct connections should gain additional priority in consideration for inclusion in the MRN.

The A320 between Guildford, Woking and northwards falls in this category, providing a direct link between economic centres, reflected in high flows which meet the flow criteria for most of the route length.

Three other links have been included in this category, the A281 between Horsham and Guildford and A28 between Canterbury and Ashford and A260 between Folkestone and Canterbury in Kent. Although some sections of these routes meet the flow criteria, not all do.

Nonetheless the additional review of economic data suggested that they would be worthwhile for inclusion in the MRN because they provide direct connectivity. Although the economic centres affected are served by other sections of the MRN, these links provide the most direct connection between important economic centres.

The fact that current flows are below the thresholds could reflect current constraints on the route that MRN status could help to alleviate. The case for inclusion is based on their potential for increased economic importance by virtue of the areas they serve and potential quality of the links they provide. For the A28 and A260, this case is reinforced by the fact that the roads directly serve economic opportunity areas identified by Highways England.

The A281 also brings the additional benefit of providing potential for additional resilience for a very busy section of the M25 by providing an additional orbital route.

0.4.3. Completion of economic connections

A number of the suggested additions (listed in Chapter 5) were simply intended to complete connections between the SRN or MRN and economic centres. These adjustments are in line with the Rees Jeffreys approach of ensuring key economic centres are connected to the network.

0.5. Other issues for consultation response

The focus of this study was on reviewing the Rees Jeffreys indicative MRN and an economically focussed approach to definition of the MRN. However, the TfSE Transport Strategy Working Group raised a number of other issues in relation to MRN definition that have potential relevance for the consultation response, including:

- Treatment of future change;
- Consideration of environmental issues;
- Maintenance funding;
- Implications of MRN status; and

- Roles and responsibilities.

Whilst detailed consideration of the issues is beyond the scope of this study, Chapter 6 provides a brief summary of each one.

0.6. Summary

This review has suggested that the indicative Rees Jeffreys MRN defined for the TfSE area should be expanded to fit better with the views of the TfSE Transport Strategy Working Group on the network required to support the economy.

The following revisions to the network definition approach would help to produce a network that fits well with the Working Group's suggestions.

- A graduated approach to applying flow criteria (and adjusted source for the flows used);
- An expanded definition of connectivity in considering economic value of links, including considering:
 - o Connections to economically dense areas (not necessarily captured by the population based measure used by Rees Jeffreys approach);
 - o Connections to growth areas;
 - o Direct connections between adjacent centres.
- A clear recognition of the economic value of resilience (particularly in areas with heavily use SRN roads).

DRAFT

1. Context

1.1. Major Road Network

The Transport Investment Strategy published by the DfT in July 2017 stated that there would be a consultation in late 2017 on the introduction of a national Major Road Network (MRN). The strategy identifies the MRN as ‘a middle tier of our busiest and most economically important local authority A roads, sitting between the national SRN and the rest of the local road network.’

The MRN concept was derived from a report produced by the Rees Jeffreys Road Fund in 2016³, although the DfT have altered the definition from the original report in which the MRN also included the SRN, rather than sitting alongside it. The case made in the Rees Jeffreys report for the introduction of the MRN includes the need to recognise that the SRN alone is not enough to provide the connectivity required to support the country’s economic activity and that many of England’s local A roads play a strategic economic role for the nation. The report included the identification of an initial network based on traffic levels and composition and additional adjustments to create a coherent and logical network. This approach identified 3,800 miles of local A roads for inclusion in the MRN, almost equal to the existing length of the SRN.

The report maintains that, to support continued national economic growth, it will be important to improve the level and certainty of funding, planning and management applied for these strategic A roads. This would build on the considerable improvements in the level and certainty of funding and long-term planning that have been introduced for the SRN in recent years through the Road Investment Strategy approach. Improved certainty (and prioritisation) of funding towards the major local authority A roads with a strategic economic function would be a significant improvement from the current situation in which proposed investments need to compete with other local transport schemes for inconsistent and variable funding sources.

The DfT’s Transport Investment Strategy picked up on these themes, stating that the consultation on the MRN will include consideration of allocation of part of the new Vehicle Excise Duty funded National Roads Fund to investment in improvements of the MRN. The stated aim is to allocate dedicated funding and management activity to the MRN to support economic growth, including supporting agglomeration and housing development and thereby the delivery of the government’s Industrial Strategy at the regional and national level.

Both the Transport Investment Strategy and Rees Jeffreys report identify a key role for STBs in the creation of the MRN and ongoing future investment and performance management. The proposed consultation will include discussion of management arrangements, including roles for STBs and local authorities. The underlying assumption is that local authorities will retain the highway authority responsibility for the MRN and that there will be a need for strong collaboration between Highways England and the local authorities to ensure integration in the planning and operation of the SRN and MRN.

The Rees Jeffreys report identified that the MRN is only indicative of the scale and role that is needed for the MRN and that it would be necessary to apply local knowledge across the country to validate the routes selected and propose inclusion of others. A recent interview for Transport Network with Tricia Hayes, DfT’s director general for roads, motoring and devolution also refers to some potential for revisions but makes it clear that it is relatively minor. She highlighted that DfT sees the definition of the MRN being based around a principle based approach such as the Rees Jeffreys approach with ‘a little bit of flexibility around the edges’ to ensure a sensible, coherent network.

In this context, it will be useful for TfSE to identify not only changes to the MRN in the South East that they would like to see to better represent the needs of the region’s economy, but also ways in which the national principles applied to define the network could be developed to define an MRN that fits more closely with the South East’s preferred network.

³ A Major Road Network for England, a Rees Jeffreys Road Fund Study, October 2016

1.2. Scope for this report

This report is intended to support TfSE's response to DfT's consultation on the MRN by:

- Summarising the Transport Strategy Working Group's views on revisions to the Rees Jeffreys indicative MRN that would improve the extent to which it supports the South East's economy; and
- Identifying possible developments to the MRN definition approach that would allow more consideration of the potential economic role of links, with the intention of defining a MRN that fits more closely with the South East's economic requirements.

The analysis and engagement undertaken by Atkins on behalf of TfSE, and summarised within this report, involved the following stages:

- Gathering stakeholders' views on the Rees Jeffreys MRN by:
 - i. Holding a workshop with the TfSE Transport Strategy Working Group on 13/10/17 to obtain the attendees' views on the Rees Jeffreys MRN, and their suggestions for road links to be added to or removed from the network so that the revised network would better support the potential economic roles of the MRN;
 - ii. Speaking to Medway and Berkshire representatives on the Working Group, who were not able to attend the workshop, for their equivalent views.
- Obtaining and reviewing the GIS dataset used to underpin the Rees Jeffreys definition of the MRN;
- Undertaking analysis to identify potential developments to the Rees Jeffreys definition approach that, if applied nationally, could better identify the links that would support the MRN's potential economic roles and produce an MRN for the South East that relates more closely to its economic requirements, as reflected in the revisions suggested at the workshop and in subsequent feedback. In line with the brief, the analysis focussed on approach developments associated with economic connectivity and functionality

1.3. Structure of this report

The remainder of this report consists of six further sections:

- Overview of the Transport Strategy Working Group workshop and feedback on the indicative Rees Jeffreys MRN;
- Review of the Rees Jeffreys approach to network definition;
- Suggested potential developments to the network definition approach to produce a network that would better serve the South East economy;
- Review of the implications of the suggested developments for the TfSE network;
- Summary of other issues identified to be considered in the consultation response; and
- Concluding summary.

2. MRN review workshop

2.1. Structure of workshop

Members of the TfSE Transport Strategy Working Group were asked to review maps of the indicative MRN as set out in the Rees Jeffreys Fund report (as shown in Figure 2-1). The review was undertaken in the context of the attendees' local knowledge and their views on the extent to which the network would contribute to the following three key potential roles of the MRN in supporting the South East's economy:

- 1) Supporting economic hubs by improving connectivity to:
 - a. Existing economic centres;
 - b. Support economic growth in identified growth areas and in peripheral areas to reduce economic inequalities.
- 2) Supporting the region's gateway to UK plc function by providing connectivity between gateways and the rest of the South East and supporting SRN connectivity between gateways, the South East and rest of the UK; and
- 3) Improving resilience and reliability through: responses to incidents, provision of diversionary routes, integration with the SRN and potential road quality improvements. The MRN's resilience role is likely to be particularly important in the South East where the SRN is proportionately less extensive and more heavily used than in other regions, including for access to important international gateways (discussed further in Chapter 5, section 5.3).

Figure 2-1 Rees Jeffreys Indicative MRN

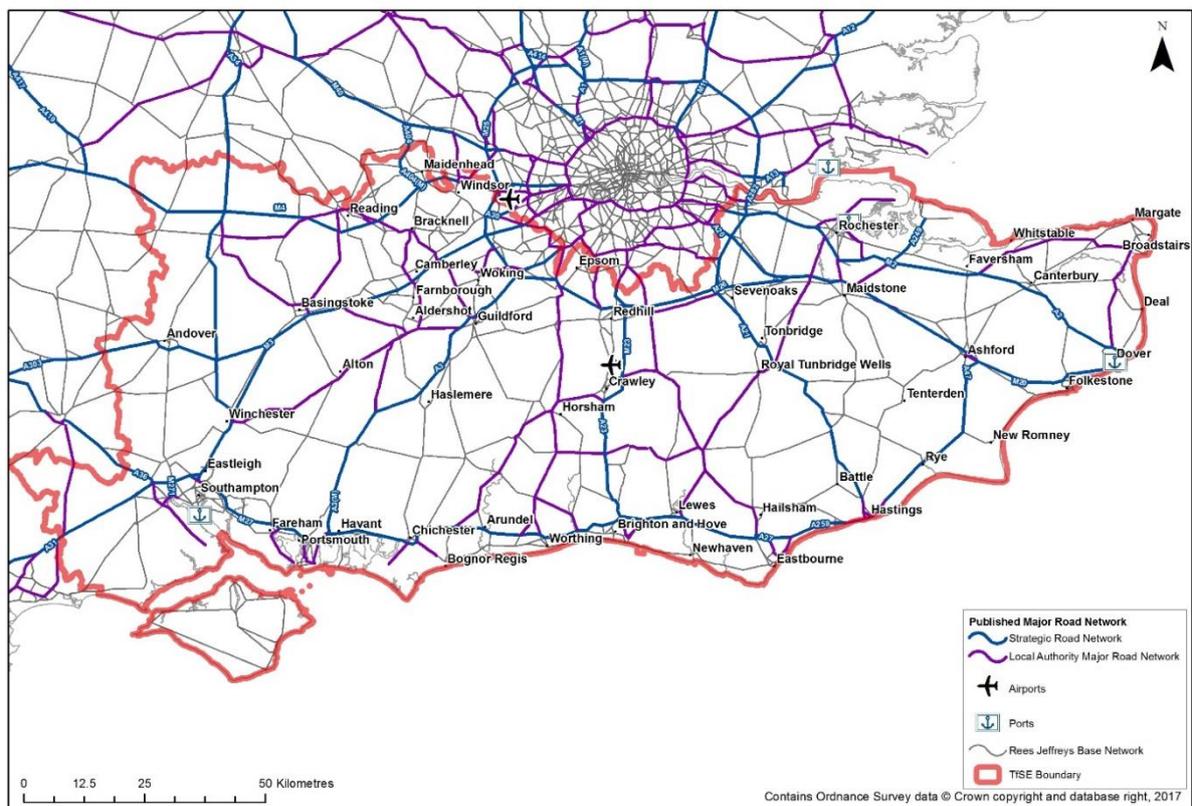


Table 2-2 Working group’s suggested additions to the MRN⁴

No.	Addition	Reason from working group
1	A4 from Reading to A404	Resilience for busy section of M4
2	A4/A338 from A34 to M40	Resilience for busy section of M4
3	A320 North and South of Woking	Direct linkages between economic centres
4	Camberley to the A30	Link between the economic centre of Camberley of the SRN
5	A25 diversion routes	Resilience for the M25 and linkages between economic centres along the route
6	A281 Guildford to Horsham	Additional network resilience – provides orbital connectivity across the region and linkages between Brighton and the Thames Valley
7	A2011 to Crawley	Link between the economic centre of Crawley and SRN
8	A23 between Horley and M25	Resilience for the M23 and linkages between economic centres along the route
9	A2300 linking Burgess Hill to SRN	Link between the economic centre of Burgess Hill and the SRN
10	Western Approach into Southampton Dock Gate 4	Connection to Southampton port
11	A259 Havant to Brighton	Resilience for A27 and linkages between economic centres along the route
12	A270 joining the A27 through Brighton	Resilience for A27 and linkages to Brighton economic centre
13	A259 Brighton to Seaford	Resilience for A27 and linkages between economic centres along the route
14	A259 Seaford to Eastbourne	Resilience for A27 and linkages between economic centres along the route
15	A22/A2280/A2021 in Eastbourne	Busy roads providing links within Eastbourne that should meet flow criteria (of >20,000)
16	A283 (between A27 and A259)	Link to Shoreham port
17	A271/A269 Hailsham to Bexhill	Resilience for A27/A259
18	Bexhill-Hastings Link Road between A259 and A21	Resilience for A259
19	A28 Ashford through Canterbury to A299	Link between economic centres
20	A28 to Ramsgate	Link to Ramsgate port
21	A260 from A2 to A20 (north of Folkestone)	Link between economic centres
22	A26 from A228 to A21 (near Tonbridge)	Link between economic centres
23	A2 joining up SRN section of A2 and M2 through Medway towns	Resilience for A2 and link between economic centres of Medway towns

⁴ Note that four suggestions made in the workshop are not included in the map and tables. Two related to diversion routes that are yet to be identified (for Chichester and the A2), one was based on a misalignment of the map shown at the workshop which appeared to show the A325 between the M3 and A31 near Frimley and Farnham as being in the MRN rather than the A331 just to the east. The A331 was actually in the Rees Jeffreys definition (and was requested by the workshop attendees). The fourth suggestion was to accommodate future connectivity to the Lower Thames Crossing for which requirements are unknown at this stage. Approaches to dealing with future change are addressed further in later chapters.

3. Rees Jeffreys Fund MRN definition approach

3.1. Overview

The Rees Jeffreys Fund study reviewed a number of possible approaches to defining the MRN nationally. The final approach used to produce the published network reviewed by the TfSE Working Group (as described in Chapter 2) consisted of the following three main steps:

- 1) Identifying relevant links on the basis of traffic flow based **added value criteria**;
- 2) Identifying additional links on the basis of **connectivity criteria**, with relevant links identified visually using GIS; and
- 3) **Rationalising the resultant network** from Steps 2 and 3. This involved making further manual amendments to rationalise and make a coherent, logical network.

Each step is considered in more detail in the following sections.

3.2. Added value criteria

The identification of relevant links on the basis of added value criteria involved using volume of traffic flow and freight traffic proportions as proxies for the economic value of a road.

Table 3-1 summarises the criteria used. The initial criteria were specified on the basis of 2014 annual average daily traffic flows (AADF), but the final MRN reported was defined on the basis of estimated 2040 flows and associated thresholds.

The 2040 flows were estimated by applying traffic growth factors by region and road type derived from the DfT's 2015 National Road Traffic Forecasts. The 2014 traffic thresholds were also uplifted for application to the higher 2040 flows using the national average traffic growth rate (30.65%). The revised criteria are summarised in Table 3-1 (column 2).

Table 3-1 Added value criteria

	Traffic flow thresholds		Freight proportion
	2014 traffic	2040 traffic	Both years
	>20,000 AADF	>26,130 AADF	Any
Or	>10,000 AADF	>13,065 AADF	HGV > 5% or LGV > 15%

3.3. Connectivity criteria

The MRN links identified in the first step using the added value criteria were supplemented by additional links identified on the basis of connectivity criteria. This involved using GIS mapping to visually ensure that all the following key economic centres were connected to the MRN and SRN (by more than one spur if relevant):

- All large towns (defined as >50,000 population in most locations and over 25,00 in peripheral locations);
- All ports with > 2 million tonnes of traffic p.a.; and
- Any airports that fall within the list of the top 20 busiest in England.

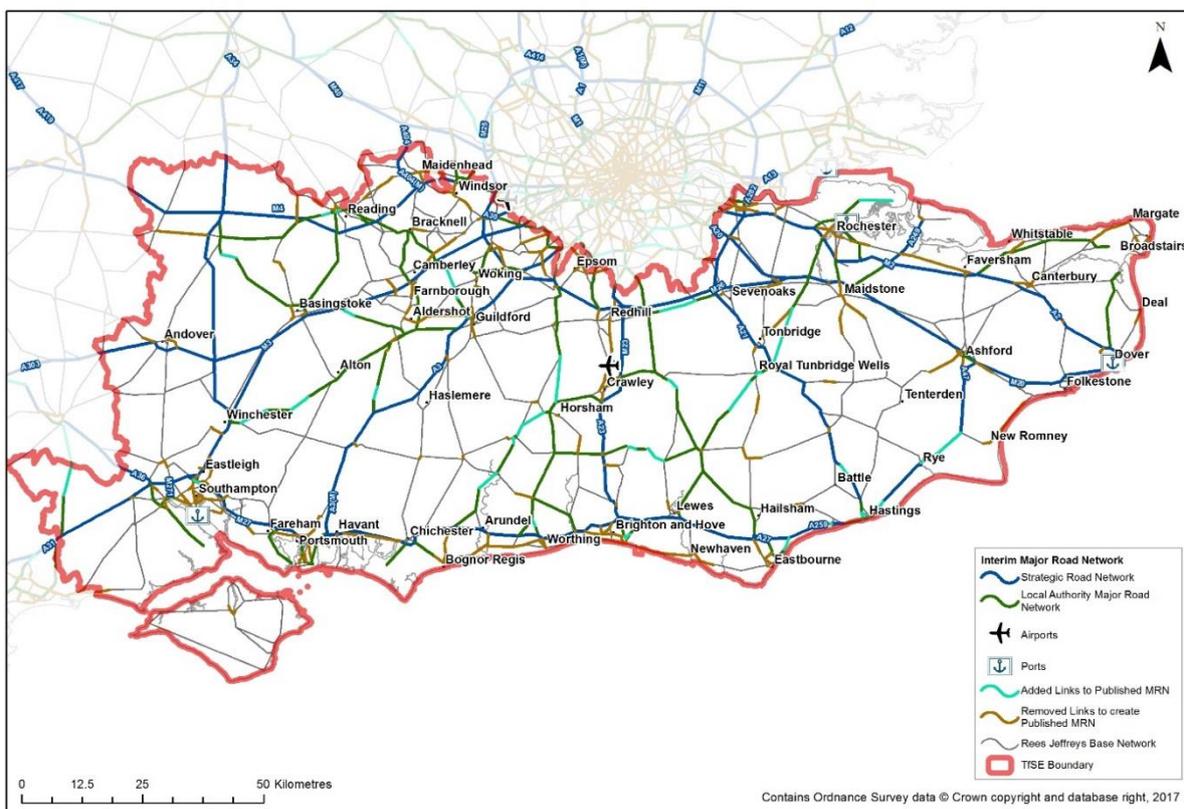
3.4. Rationalising the network

The network produced from the added value and connectivity criteria was then further manually adjusted to rationalise and create a coherent, logical network. The adjustments made included:

- Infilling missing links to complete corridors;
- Removing hanging/isolated links and those accounting for less than half a corridor between urban areas; and
- In some cases, removing parallel routes that were considered duplicative of SRN routes.

This stage was important and had a significant impact on the final form of the network as shown in Figure 3-1, reducing its length by about 30%. Several of the links identified by the TfSE Working Group to be added to the indicative Rees Jeffreys MRN network had actually been within the original Rees Jeffreys interim network (created by the added value and connectivity criteria) and were then removed during this rationalisation stage⁵.

Figure 3-1 Changes between the Rees Jeffreys interim MRN (based on flow criteria) and final published MRN



⁵ The Working Group were not aware that the links had been removed during the rationalisation process during the workshop and independently identified that the links should be added

4. Suggested revisions to MRN definition approach

4.1. Overview

The Rees Jeffreys MRN definition approach outlined in the previous chapter was reviewed to determine potential developments to the approach that could help to identify a network that would more closely match the economic needs of the TfSE area, as identified by the Working Group.

The review of the approach comprised three stages:

- Review of the added value (flow based) criteria;
- Review of the connectivity criteria: and
- Review of the rationalisation stage, including consideration of additional mapped indicators to provide a better understanding of the ways in which links could contribute to the key economic roles of the MRN. In particular, this involved:
 - o Building on the Rees Jeffreys definition of connectivity; and
 - o Considering resilience.

The following sections consider each stage of the review in turn.

4.2. Review of Rees Jeffreys value added criteria

The review of the value added criteria considered two aspects:

- The traffic thresholds and goods vehicles proportions applied and whether any revisions would be more appropriate; and
- The traffic flows used.

The following sections provide more detail on each aspect.

4.2.1. Thresholds applied

A number of different combinations of flow thresholds and freight proportions were tested (using flows ranging from 10,000 to 30,000 with varying combinations of freight proportions).

Consistent with the Rees Jeffreys study, the existing thresholds and proportions were found to work well in producing a network with a reasonable extent and incorporating relevant roads to provide a good basis for subsequent adjustments during rationalisation.

However, applying the thresholds individually as sharp cut-offs does bias against links that have fairly high scores against each of the criteria and in favour of those that have a strong score against one criterion despite relatively weak scores against the others. For instance, a link with a daily traffic flow of 19,000 and LGV proportion of 14% and HGV proportion of 4% would not be included whereas links with a flow of 10,000, HGV proportion of 1% and LGV proportion of 15% or a flow of 20,000 (with a very low LGV and HGV proportion) would be included, even though the first link could be considered equally (or more) economically valuable.

Applying the thresholds in a more graduated way would help to overcome this issue. Therefore, for the analysis reported below, a graduated approach was applied. Relevant links with traffic flows of between 10,000 and 20,000 were identified for inclusion in the MRN using a score calculated as $(A+B+C)/3$

Where:

- $A = (AADF - 10,000) / (20,000 - 10,000)$;
- $B = \text{HGV percentage} / 5\%$ ⁶; and
- $C = \text{LGV percentage} / 15\%$.

Links scoring more than 0.67 (i.e. the equivalent of meeting 2 criteria) were included in the indicative MRN network, thereby allowing those links with moderate scores against each criterion to be included, as well as those with a high score against one criterion.

4.2.2. Traffic flows used

The Rees Jeffreys MRN definition was based on 2014 traffic data from the DfT traffic count dataset, factored up to represent 2040 traffic using growth factors from the DfT's 2015 National Road Traffic Forecasts (varying by region and road type).

The use of a single year traffic count brings some vulnerability to individual counts potentially being unrepresentative, (e.g. due to equipment faults or temporary local activity, such as development, changing traffic flows), particularly as some are recorded over relatively short time periods. This limitation could be mitigated through the use of five year averages to smooth out any inconsistencies.

Whilst the 2040 growth factors used vary by region and road type, they do not reflect specific predicted changes (such as the impact of the Lower Thames Crossing). The approach means that each road in each category (e.g. all urban principal roads in the South East) effectively becomes either more or less likely to meet the flow criteria depending on whether forecast growth for that category was above or below the national average growth (of 30.65%) used to increase the flow thresholds from those used for 2014.

For the purposes of defining the MRN, traffic forecasts that vary to reflect specific planned developments and changes to the transport network will be more useful than generalised changes. Highways England's recently developed suite of Regional Traffic Models potentially provides a source of appropriate forecasts. Given uncertainty over change in future years, restricting the forecast to 5 to 10 years is likely to be the most realistic horizon for future consideration.

On the basis of this review, it is therefore suggested that traffic analysis to support the MRN definition is based on either:

- A five-year average of recent observed traffic flows (2012 to 2016) to smooth out any inconsistencies in individual counts; or
- A short-term forecast of traffic flows derived from the Highways England Regional Traffic Models and therefore accounting for specific forecast changes in demand and the network.

The analysis below uses the first of these two options as access to RTM data was not available for this study.

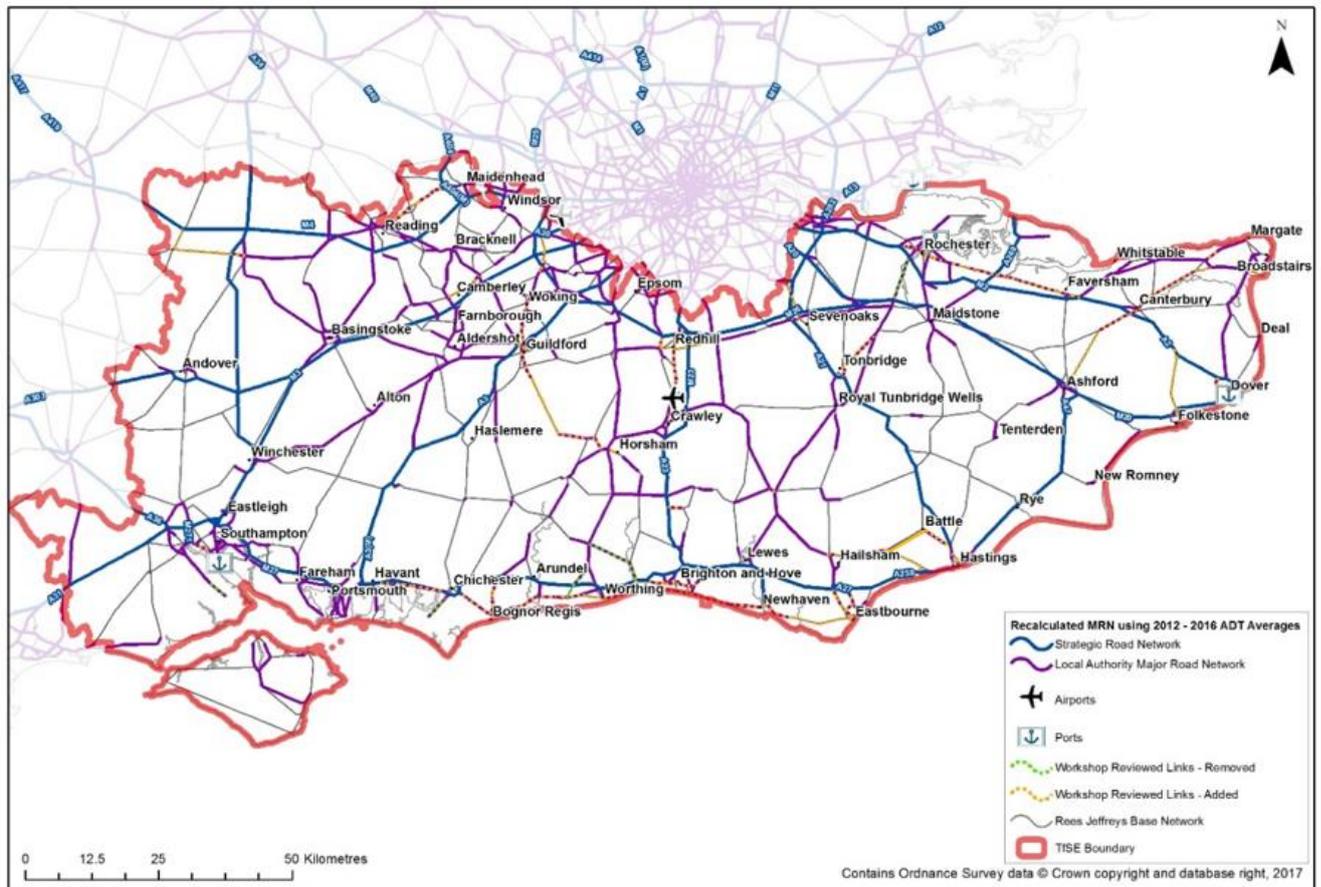
4.2.3. Outcome of revised approach

Figure 4-1 shows the interim network identified using the revised flows and graduated threshold approach outlined above.

Adopting this approach adds approximately one third to the length of roads included in the interim network (nearly 1000 miles in the TfSE area using this approach compared to just over 750 miles in the Rees

⁶ The HGV and LGV thresholds were treated as rounded to the nearest percentage

Figure 4-2 Interim road network produced by revised flows and flow criteria with Working Group’s suggested added and removed links



- NB dotted lines are used to indicate where two colour categories overlap e.g. purple and orange dotted lines show links that have been identified by the flow criteria and were suggested for addition by the workshop

4.3. Review of connectivity criteria

No revisions are suggested to the Rees Jeffreys connectivity criteria in terms of the identification of locations to be directly linked into the MRN. However, as outlined below, it is suggested that additional mapping is undertaken to assess links against a wider definition of connectivity to inform the rationalisation step in the network definition process

4.4. Review of rationalisation approach

Chapter 3, identified the manual rationalisation approach as a significant stage in the Rees Jeffreys MRN definition process. The stage involved removing a number of links from the interim network that the TfSE Transport Strategy Working Group suggested should be added in to improve the definition of the MRN in the South East⁷.

Given the significance of the rationalisation process, it is suggested that this step is informed by mapping of further economic indicators which will help to understand the contribution of links to the MRN’s potential economic roles⁸. The intention is to provide a relatively straightforward way to consider a wider definition of

⁷ When reviewing the Rees Jeffreys MRN the Working Group were not aware that the links had been removed between the initial interim network and the published network they reviewed. They independently identified that the links should be added.

⁸ In addition to the mapping of large urban areas, ports and airports used to inform the Rees Jeffreys definition of the network

economic functionality in identifying those roads that are likely to have an important economic role and should be retained in the MRN during the rationalisation stage

The approach adopted has been to identify variables that are readily accessible and easily mapped at a national scale and therefore could be applied as part of the national definition process. On this basis, five datasets have been considered:

- Employment areas/hubs – represented by density of employment by MSOA;
- Opportunity areas/enterprise zones - as identified in Highways England’s Mapinsight Mapping Tool;
- Proximity of adjacent economic centres – represented by buffers around main urban centres to help identify centres within close proximity;
- Diversion routes – to indicate routes identified as diversions for SRN roads and therefore providing network resilience;
- SRN performance – to provide an indication of the sections of the SRN closest to capacity and likely to be most susceptible to incidents and in need of resilience. This is currently represented using average speeds and average flows by network section as presented in Highways England’s Strategic Economic Growth although alternative datasets may be available from Highways England.

Table 4-1. summarises the datasets mapped and provides a broad indication of the MRN economic roles that they help to provide improved understanding and context for.

Table 4-1 Additional datasets mapped

Criteria	Potential MRN Roles			
	Existing economic centres	Economic growth/ inequality	Gateways	Resilience/ reliability
<i>Rees Jeffreys: Urban connections</i>	✓	✓		
<i>Rees Jeffreys: Port/ airport connections</i>			✓	
a) Employment areas/hubs connections	✓			
b) Opportunity area connections		✓		
c) Connectivity of adjacent economic centres	✓	✓		
d) Diversion routes	✓	✓	✓	✓
e) Performance of SRN	✓	✓	✓	✓

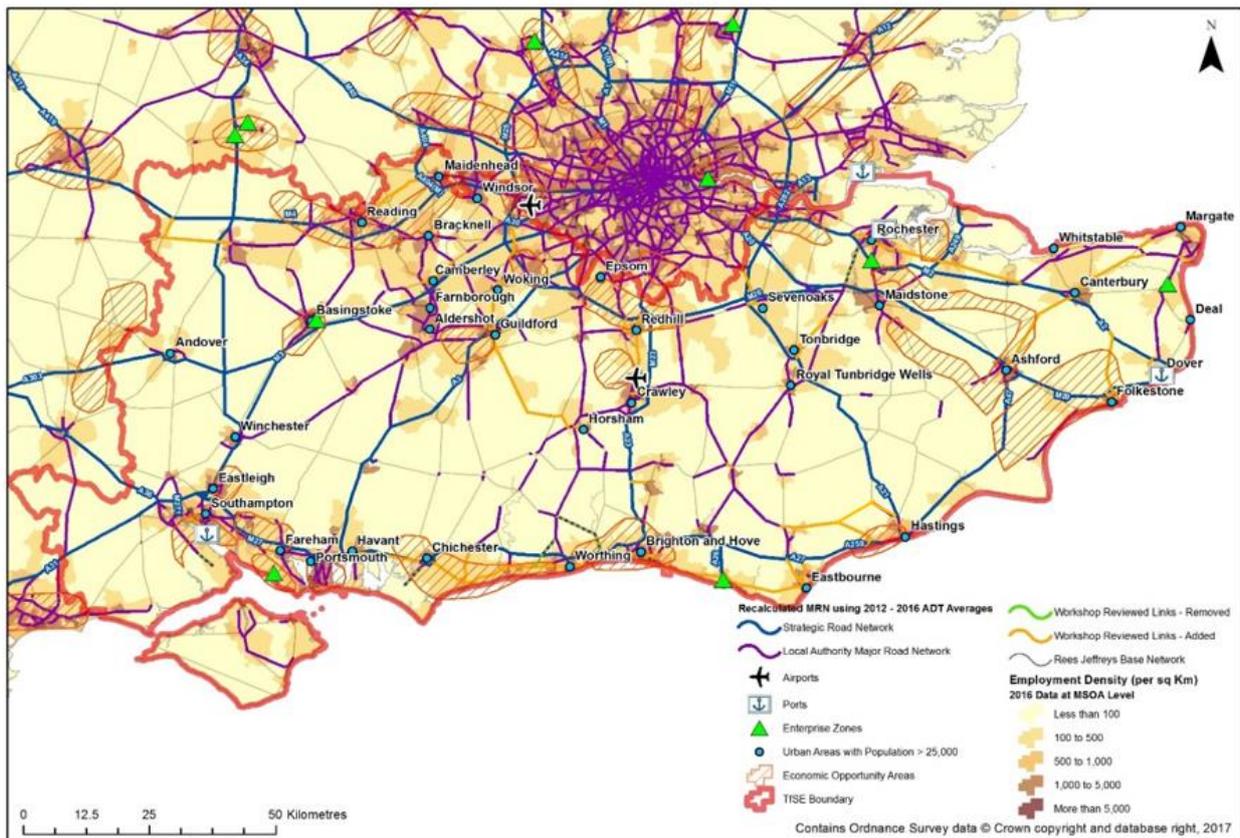
The following sections describe each dataset in turn. The emphasis for this study has been on economic factors, in line with the outlined objectives of the MRN and the requirements of the study brief. However, as outlined in Chapter 6, other issues could potentially be taken into account in defining the MRN, such as environmental constraints and connectivity within urban areas

4.4.1. Employment areas and opportunity areas and enterprise zones

The first two datasets are mapped together in Figure 4-3 as it is useful to understand the linkages between them. The colouring of the maps shows the density of 2016 employment by MSOA and enterprise zones and opportunity areas are show by symbols and hatching.

These datasets are intended to highlight links which might be important in providing connectivity to areas of economic activity (and growth) that are not well represented by the population based approach used in the Rees Jeffreys study (ensuring connections to towns with populations of over 25,000 or 50,000).

Figure 4-3 Employment density, economic opportunity areas and enterprise zones in the TfSE area



* Source: employment data, 2016 data from NOMIS, economic opportunity areas and enterprise zones, Highways England, Mapinsight Mapping Tool

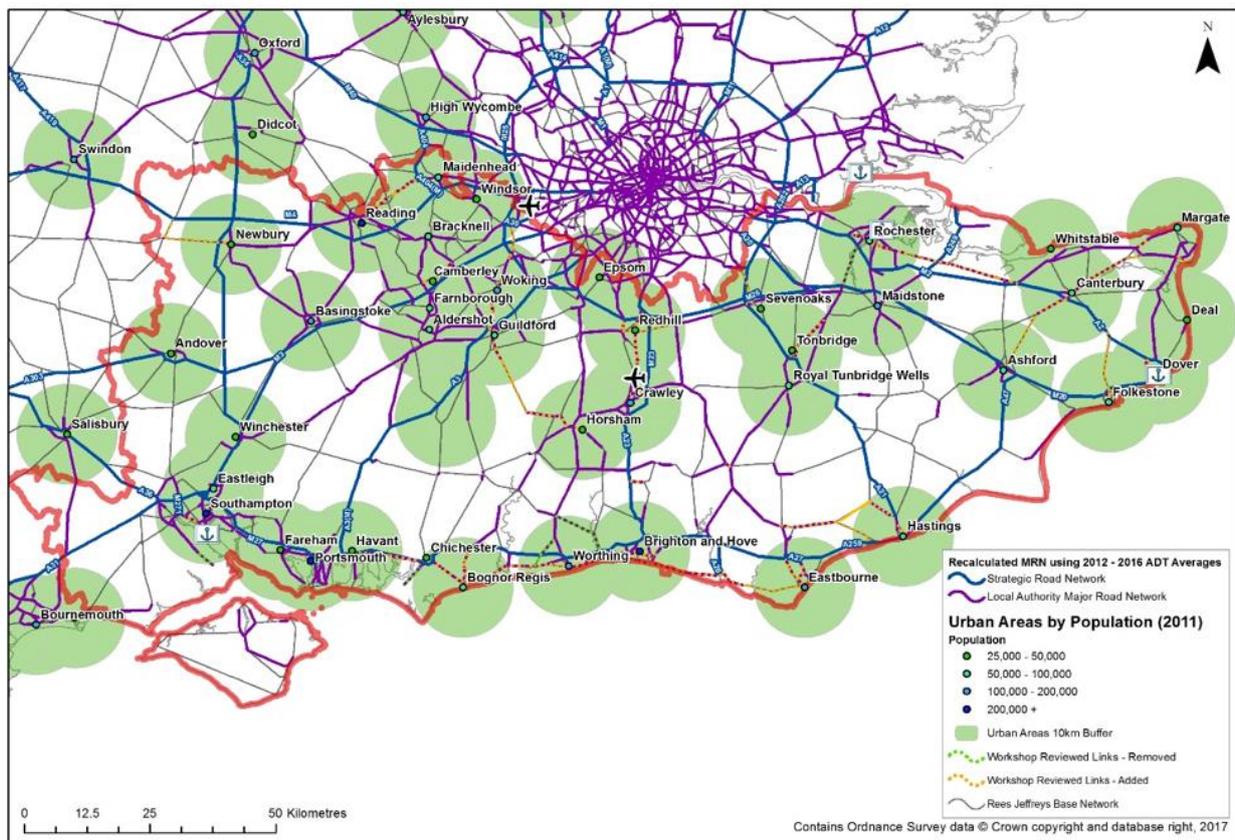
4.4.2. Connectivity of adjacent economic centres

The green shading in Figure 4-4 identifies a 10-kilometre radius around each urban centre with a population of more than 25,000 in 2011. The colouring of the marker for each urban area indicates its size.

10 kilometre buffers were selected as they represent approximately 10 minutes of travel at approximately 40 mph and can be presented clearly on the mapping of a region to provide a clear view of the roads that provide a direct link between neighbouring centres.

This approach builds on the Rees Jeffreys approach to ensuring connectivity through linking urban areas to the MRN by recognising the economic importance of direct links between economic centres even if the centres have other links to the MRN.

Figure 4-4 Connectivity between adjacent economic centres - illustration of distances between main urban areas



* Source: population: ONS 2011 census population for built up areas

4.4.3. Resilience

Figure 4-5 shows the identified diversion route for the SRN to provide a view of which links provide a resilience function. Figure 4-6 supplements this with a summary of average speeds by link across the SRN. This is intended to provide a view of the sections of the network that are operating close to capacity and likely to be most vulnerable to the impacts of incidents and therefore for which the resilience offered by the MRN is likely to be particularly valuable.

Figure 4-7 provides supporting information on average annual flow by link. These indicators provide reasonable proxies for SRN performance but Highways England and/or the ORR are likely to have additional datasets on performance that could be used to support this analysis. Information on the location of single lane sections of the SRN which are particularly sensitive to the capacity reductions associated with incidents would also be valuable.

Figure 4-5 Highways England diversion routes for the SRN

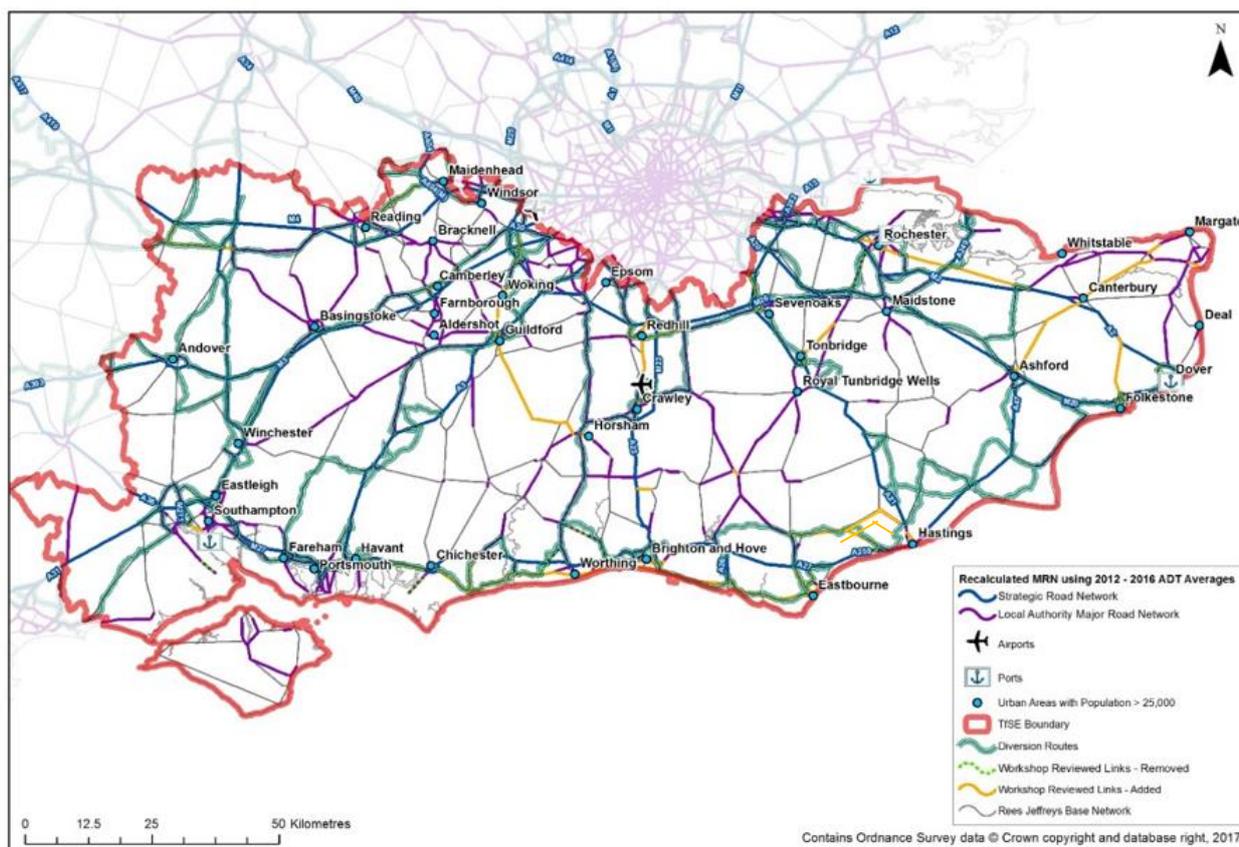
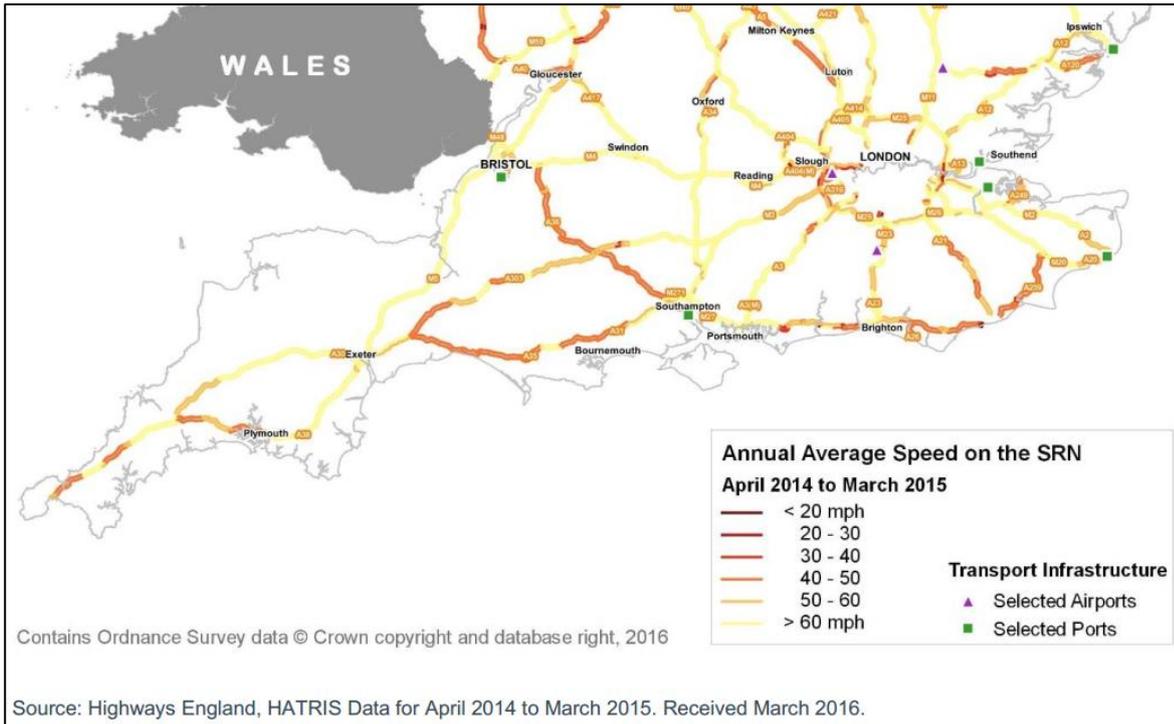
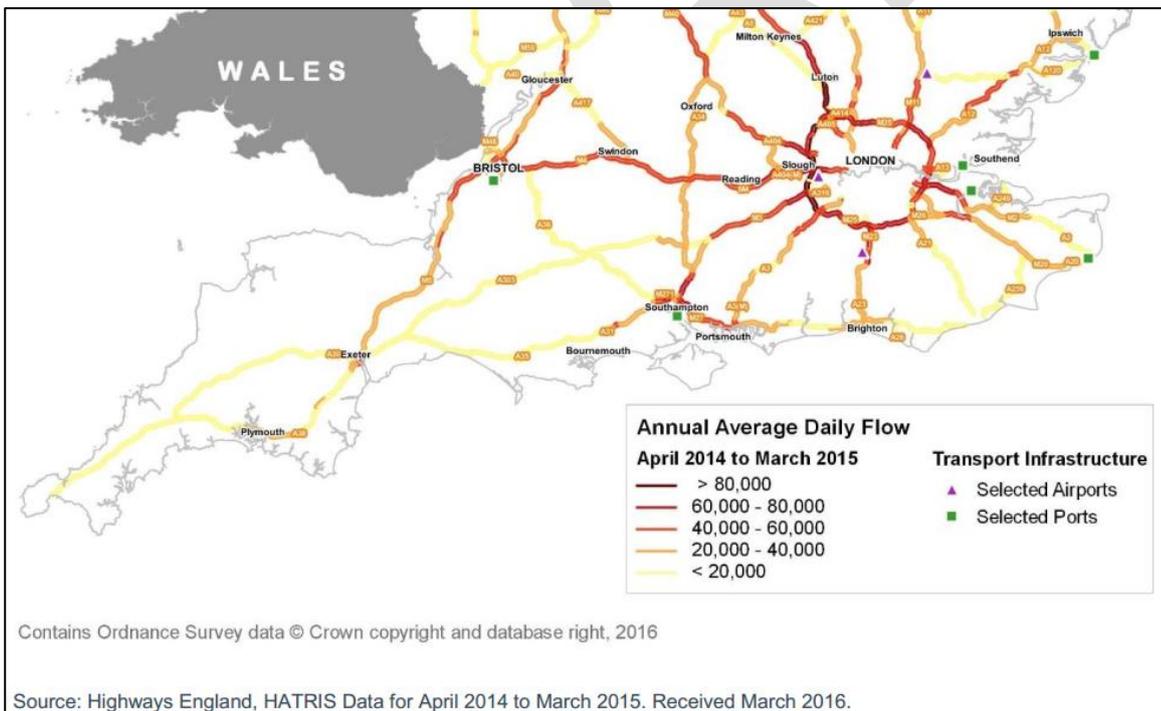


Figure 4-6 Extract from Highways England SEGP map of average speed by SRN link



Reproduced from: *Socio-economic analysis, future forecasts and the strategic road network, support document to the Strategic Economic Growth Plan, Highways England, November 2016*⁹

Figure 4-7 Extract from Highways England SEGP map of average daily flow by SRN link



Reproduced from: *Socio-economic analysis, future forecasts and the strategic road network, support document to the Strategic Economic Growth Plan, Highways England, November 2016*¹⁰

⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/600272/SEGP_-_Underpinning_report_-_Socio-economic_analysis_future_forecasts_and_the_SRN.pdf

¹⁰ As previous footnote

5. Implications of suggested revisions to the network definition approach

5.1. Overview

This chapter provides a summary of the implications of the suggested revisions to the MRN definition approach to the network identified for the TfSE area. The review is intended to identify the extent to which the revised network matches with the revisions suggested by the TfSE Transport Strategy Working Group.

5.2. Summary of implications for added links

Table 5-1 summarises the extent to which the suggested revised approach helps to understand the case for the MRN additions suggested by the Working Group. The columns identify whether each link meets the flow criteria for inclusion and whether, on the basis of the economic datasets reviewed, it contributes to each of the economic roles for the MRN summarised in Chapter 2 i.e.:

- 1) Supporting economic hubs by improving connectivity to:
 - a. Existing economic centres;
 - b. Support economic growth in identified growth areas and in peripheral areas to reduce economic inequalities.
- 2) Supporting the region's gateway to UK plc function by providing connectivity between gateways and the rest of the South East and supporting SRN connectivity between gateways, the South East and rest of the UK; and
- 3) Improving resilience and reliability through: responses to incidents, provision of diversionary routes, integration with the SRN and potential road quality improvements

The final column allocates each link to the one of the following three broad categories, defined on the basis for inclusion of the link in the MRN

- Parallel routes (PR);
- Direct connections between adjacent centres (DC); or
- Completing economic connections (C);

These categories provide groupings of links in terms of similarity of the main case for inclusion of the links in the MRN but are not mutually exclusive. For instance, the links in the 'parallel routes' category also provide direct connections.

Table 5-1 Summary of the case for suggested additional links

No.	Addition	Flow	Existing Ec. Hubs	Economic Growth	Adjacent Centres	Resilience	Category
1	A4 from Reading to A404	Y	Y			Y	PR
2	A4/A338 from A34 to M40					Y	PR
3	A320 North and South of Woking	Y	Y		Y		DC
4	Camberley to the A30	Y	Y				C
5	A25 diversion routes		Y			Y	PR
6	A281 Guildford to Horsham	<i>(Partial)</i>	Y		Y	Y	DC+
7	A2011 to Crawley	Y	Y				C
8	A23 between Horley and M25	Y	Y	Y		Y	PR
9	A2300 linking Burgess Hill to SRN	Y	Y				C
10	Western Approach into Southampton Dock Gate 4	Y	Y				C
11	A259 Havant to Brighton	Y	Y	Y	Y	Y	PR
12	A270 joining the A27 through Brighton	Y	Y			Y	PR
13	A259 Brighton to Seaford	Y	Y		Y	Y	PR
14	A259 Seaford and to Eastbourne		Y		Y	Y	PR
15	A22/A2280/A2021 in Eastbourne	Y	Y				C
16	A283 (between A27 and A259)	Y	Y				C
17	A271/A269 Hailsham to Bexhill	<i>(Partial)</i>		Y		Y	PR
18	Bexhill-Hastings Link Road between A259 and A21 (A2690)	<i>(Partial)</i>		Y		Y	PR
19	A28 Ashford through Canterbury to A299	<i>(Partial)</i>	Y	Y	Y		PR
20	A28 to Margate	<i>(Partial)</i>	Y				DC
21	A260 from A2 to A20 (north of Folkestone)		Y	Y	Y		DC
22	A26 from A228 to A21 (near Tonbridge)	Y	Y				DC
23	A2 joining up SRN section of A2 and M2 through Medway towns	Y	Y	Y	Y		PR

Key for last column: PR = Parallel routes, DC = direct connections, C = Completing economic connections, R = additional resilience

5.2.1. Parallel routes

The Working Group suggested adding in the A23, A2 and the A259/other route sections parallel to the A27/A259 along the south coast.

Many of these links on these routes had met the Rees Jeffreys flow criteria (and a slightly increased proportion meet the revised application of the criteria). However, in the Rees Jeffreys approach they had been removed as part of the rationalisation process as they were considered to be too close and parallel to existing SRN links (i.e. M23, M2 and A27/A259 respectively).

The review undertaken using the approach set out in Chapter 4 suggests there is a strong case for including these links because:

- They have large flow volumes and/or high freight proportions despite the parallel SRN route, suggesting that they serve their own economic function. The review of mapped economic indicators suggests this function is likely to involve providing more direct local links between the economic centres along the route (e.g. the Medway towns for the A2, Gatwick, Crawley and nearby industrial areas for the A23 and south coast towns and employment areas for the A27/A259)
- They provide resilience for busy sections of the SRN. This is a key issue for the A27/A259 which is particularly sensitive to incidents as it is operating near capacity and for many stretches has only single lane provision. The M2 and M23 are also relatively busy routes and Figure 4-6 shows that they also experience low average speeds in places, suggesting capacity constraint and vulnerability to incidents.

The Working Group also identified the need for the addition of links along parallel routes on the A4 and A25 (parallel to the M4 and M25 respectively). Although the flow on the identified links did not necessarily meet flow criteria (and they therefore did not appear in the interim network), they are located in dense economic areas and provide additional connectivity to and between existing economic centres. However, the primary reason for the Working Group suggesting the addition of the A4 and A25 links was the resilience they provide to sections of the SRN (M4 and M25 respectively) which has significant economic value given the level of traffic of the network on those sections.

5.2.2. Direct connections between adjacent centres

A number of the links for addition suggested by the Working Group can be identified as providing economic value by providing direct connections between adjacent economic centres.

As outlined above, the Rees Jeffreys review focussed on ensuring economic centres were connected to the MRN but did not prioritise links between adjacent centres. However, speed and quality of connection between economic centres are key influences in generating economic value, suggesting that links that provide direct connections should gain additional priority in consideration for inclusion in the MRN.

The A320 between Guildford, Woking and northwards falls in this category, providing a direct link between economic centres, reflected in high flows which meet the criteria for most of the route length.

Three other links have been included in this category:

- A281 between Horsham and Guildford;
- A28 between Canterbury and Ashford; and
- A260 between Folkestone and Canterbury in Kent.

Sections of these routes meet the flow criteria but not the full length in any of the cases. Nonetheless the additional review of economic data suggested that they would be worthwhile for inclusion in the MRN for a number of reasons:

- Providing direct connectivity. Although the economic centres served by each of the routes are served by other elements of the MRN, these links provide the most direct connection between important economic centres (Guildford and beyond to Woking and Thames Valley and Horsham and beyond to Crawley and down to Brighton for the A281 and between Ashford and Canterbury and Folkestone and Canterbury for the A28 and A260 respectively). The fact that current flows are below the thresholds could reflect current constraints on the route that MRN status could help to alleviate. The case for inclusion is based on their potential for increased economic importance by virtue the areas they serve and potential quality of the links they provide. For the A28 and A260, this case is reinforced by the fact that the roads directly serve economic opportunity areas identified by Highways England.

The A281 also brings the additional benefit of providing potential for additional resilience for a very busy section of the M25 by providing an additional orbital route.

5.2.3. Completing economic connections

A number of the suggested additions were simply intended to complete connections between the SRN or MRN and economic centres including:

- Linking Camberley to the A30;
- A2011 to Crawley;
- A2300 to Burgess Hill;
- Western Approach into Southampton Dock Gate 4;
- A22/A2280/A2021 in Eastbourne;
- A283 (between A27 and A259) – linking to Shoreham port; and
- A28 to Margate.

These adjustments are in line with the Rees Jeffreys approach of ensuring key economic centres are connected to the network.

5.3. Summary of removed links

The reasons for the links suggested for removal broadly fell in two categories:

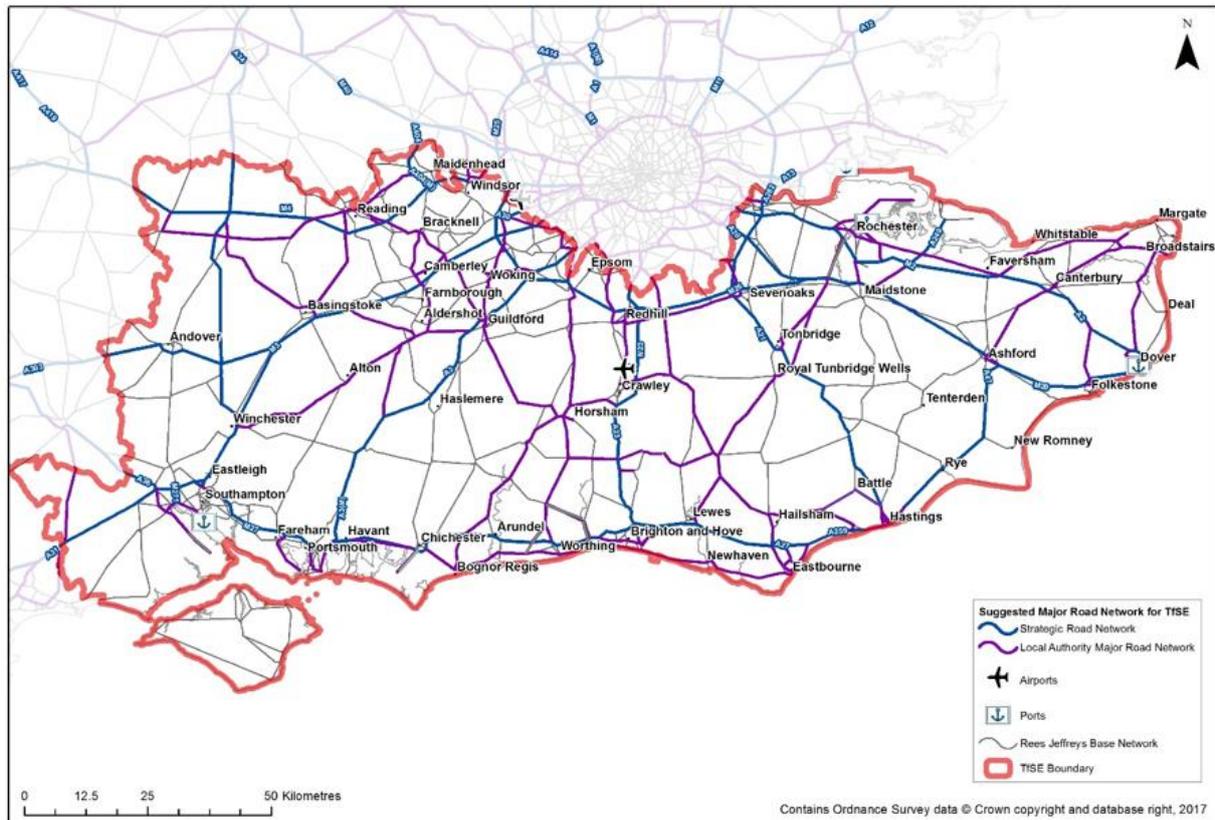
- Limited economic significance of the locations served; and
- Roads unsuitable for heavy traffic (with in some cases the flow largely being the result of the SRN underperforming)

The mapping of economic criteria shown in Chapter 4 helps to identify those routes that do not link to economically significant areas (i.e. not linking to urban areas, dense employment areas or opportunity areas or enterprise zones). However, the mapping cannot help to identify roads considered unsuitable for heavy traffic. It is possible that additional mapping of environmental constraints and local characteristics (which were beyond the scope of this economically focussed study) could help to inform this assessment. However, local knowledge is also likely to be needed, highlighting the need for professional knowledge to inform the finalisation of the network

5.4. Suggested TfSE Network

Figure 5-1 shows the suggested TfSE MRN produced by making the revisions suggested by the Working Group.

Figure 5-1 Suggested TfSE Major Road Network



The suggested resultant network is about 40% longer than the Rees Jeffreys definition for the TfSE area, with a total length of just over 700 miles rather than 500 miles. However, the total is only 10% greater than the 650-mile length of the SRN (compared to the Rees Jeffreys definition which gave an MRN of 75% of the length of the SRN). The length of the revised network therefore remains broadly consistent with the Rees Jeffreys national balance between MRN and SRN (the identified national MRN is 5% shorter than the national SRN).

The case for increasing the length of the MRN in the TfSE area is strengthened by the fact that the region is relatively underserved by the SRN. Table 5-2 provides a summary of regional SRN statistics from the recent ORR Benchmarking Highways England Report¹¹. Noting that their definition of the South East includes Oxfordshire and Buckinghamshire from beyond the TfSE area, the figures show that, along with Yorkshire and Humberside, the South East has considerably fewer route and lane miles of SRN provision per resident than the other regions (approximately 15% below the English average).

The SRN that is in place in the South East is heavily used (unlike in Yorkshire and Humberside) with South East motorways carrying AADFs that are more than 10% greater than the English average whilst dual carriageway SRN roads carry AADFs that are nearly 40% greater than the English average.

Defining a longer MRN for the South East region therefore seems a logical approach to helping to compensate for the relatively low SRN provision in the region and its high usage levels.

¹¹ Benchmarking Highways England, ORR, December 2017

http://orr.gov.uk/__data/assets/pdf_file/0013/26320/benchmarking-highways-England-2017-progress-report.pdf

Table 5-2 ORR regional Highways England SRN statistics¹²

Region	Population (mill)	Total provision		Per mill population		Traffic density (AADF)		
		Lane Miles	Route Miles	Lane Miles	Route Miles	Motorway	Dual Cway	Single Cway
East	6.1	2561	565	420	93	85000	42000	24000
Midlands	10.5	4465	920	425	88	92000	38000	28000
North West	7.2	3199	535	444	74	85000	27000	18000
South East	9	3064	600	340	67	97000	57000	19000
South West	5.5	2356	500	428	91	91000	31000	21000
Yorks & NE	8.1	2476	500	306	62	71000	39000	16000
England	46.4	18121	3620	391	78	87000	41400	21200

Source: ORR Benchmarking Highways England Report December 2017

5.5. Possible additional links

Application of the approach outlined in Chapter 4 suggests a number of other links that were not identified by the Transport Strategy Working Group but could potentially be considered for inclusion in the MRN on similar grounds:

- A longer stretch of the A25 between Guildford and Kent (rather than the current M25 diversion routes between Sevenoaks and west of Redhill). The route meets the flow criteria for most of its length, provides direct connections between economic centres and provides resilience for the M25.
- Resilience routes for the A259 and A2070 between the A21 and M20. Figure 4-6 shows that average speeds along the route are low, suggesting the road operates near capacity and is likely to be susceptible to incidents. Whilst flows are currently relatively low, the road links employment and opportunity areas in Ashford and Hastings.
- Additional links in the Aldershot, Farnborough, Basingstoke area and to the north east of Woking between the M25 and London. These are dense, economically active areas and a number of links meet the flow criteria. Inclusion of some additional links would increase direct connectivity between economic areas.
- Additional connecting links within Southampton and Portsmouth, reflecting high flow roads, similar to those added for Eastbourne.

¹² As previous footnote

6. Other issues for consultation response

The focus of this study was on reviewing the Rees Jeffreys indicative MRN and an economically focussed approach to definition of the MRN. However, a number of other issues in relation to MRN definition were raised by the Working Group that have potential relevance for the consultation response. These are summarised below under the following headings:

- Treatment of future change;
- Consideration of environmental issues;
- Maintenance funding;
- Implications of MRN status; and
- Roles and responsibilities.

6.1. Treatment of future change

The Rees Jeffreys report represented future growth through the use of the DfT's National Traffic Forecast growth factors to 2040. The flow criteria thresholds used to identify links for inclusion in the MRN were also increased by the national average traffic growth between 2014 and 2040.

As outlined in Chapter 4, whilst the growth factors varied by region and road type, they did not reflect specific predicted changes (such as the impact of the Lower Thames Crossing). Instead, the impacts were more generalised with each category of road in each region effectively either becoming more or less likely to meet the flow criteria depending on whether forecast growth for that category was above or below the national average growth used to increase the flow criteria.

More specific, localised impacts of changes such as the Lower Thames Crossing and proposed developments will be more relevant than generalised changes in defining the MRN. However, identifying potential future change is challenging, particularly over timescales as far reaching as to 2040. One potential solution would be to consider the MRN as a dynamic concept that is reviewed on a regular basis (one option would be a five-yearly review in line with the Roads Programme). The review could then take account of forecast change over the short term (of 5 to 10 years) and make any adjustments required.

The Highways England's new suite of Regional Traffic Models could potentially provide the forecasts of traffic required as between them they cover the country and should include committed transport schemes and proposed developments. The use of forecasts could then be followed up with monitoring and observation after opening to ensure observed changes tie in with the forecasts.

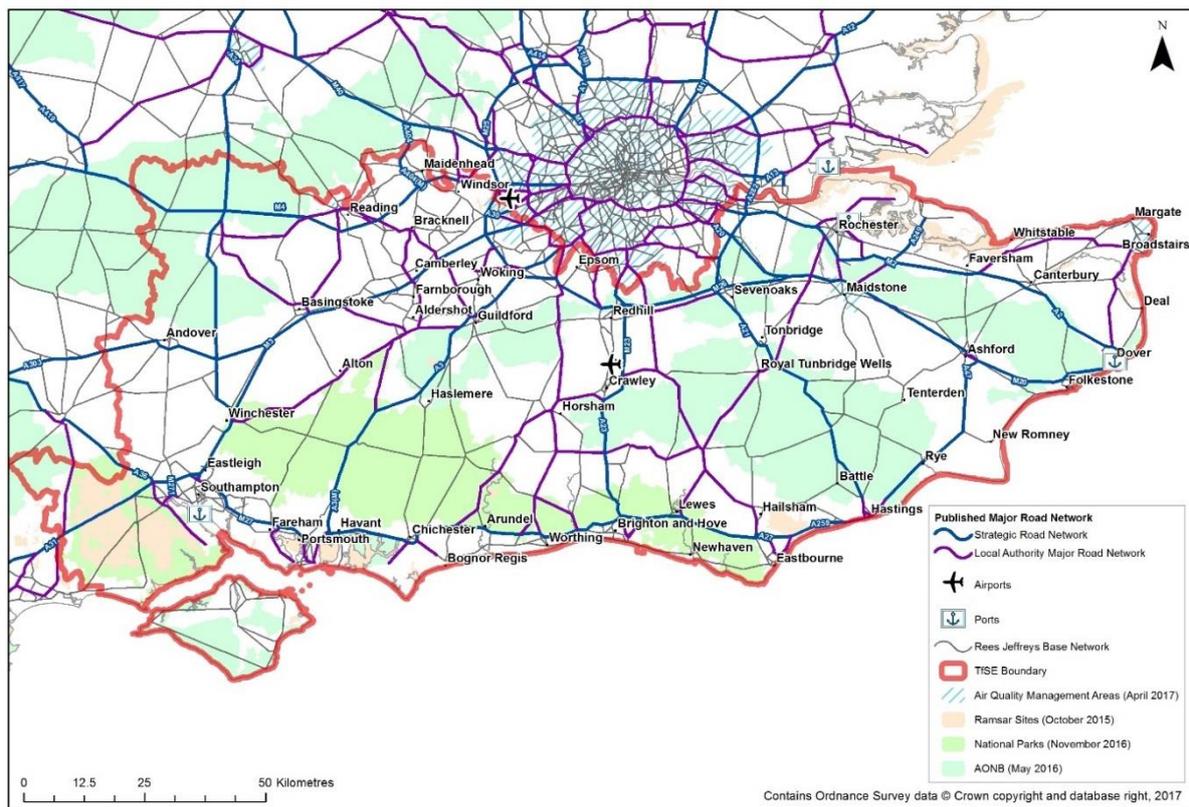
This approach would need to be accompanied by some rules such as a minimum time of inclusion in the MRN or notice period for being removed to help with the certainty of planning and funding that is intended to be a key feature of the MRN status.

6.2. Consideration of environmental issues

This study and reports referring to the MRN published to date have focussed on the economic impacts and role of the MRN. However, as raised by the Working Group, environmental considerations will also be very relevant. Figure 6-1 shows key environmental constraints in the TfSE area, highlighting the scale of the challenge in the area.

One option (beyond the scope of this study) would be to refer to environmental considerations in defining the MRN (e.g. defining routes to draw traffic away from other routes to improve air quality or protect physical environment). Alternatively, different tiers of the MRN could be defined for environmentally sensitive areas, helping to differentiate and potentially apply different standards in different area types.

Figure 6-1 Key environmental constraints in the TfSE area



6.3. Maintenance funding

A number of Working Group workshop attendees highlighted the importance of MRN status being used to confer access to additional funds for highway maintenance as well as for investment in improvement schemes.

The view was that if MRN status brings additional performance requirements and standards without access to additional maintenance funds, it will cause significant strain on already stretched funds. The point was illustrated with reference to bridges on key roads that already need additional urgent maintenance funding to avoid further deterioration.

6.4. Implications of MRN status

A number of workshop attendees also identified that it would be useful to have improved understanding of what MRN status would involve. For instance, questions were raised in terms of the implications for traffic flows and for increased standards and responsibilities and how this might differ by MRN tier.

6.5. MRN status within urban areas

The consensus of workshop attendees was that MRN categorisation should continue into urban areas. This raised the associated issue of what types of measure would be covered by MRN funding. The view was that there should be the opportunity to bid for bus, coach, cycling or non-roads schemes or integration with other modes in the corridor and potentially in parallel corridors if they would help improve conditions on the MRN road.

6.6. Roles and responsibilities

The workshop attendees highlighted that clear definition of roles and responsibilities in relation to the MRN, nationally, locally and across borders, will be very important to its success. The Transport Investment Strategy identified that the consultation on the MRN will cover roles and responsibilities and included the following points in relation to potential roles for Subnational Transport Bodies (STBs):

- *Potential for STBs.... to play a role in the investment and oversight of performance on major roads in their region*
- *Do not plan for STBs to become network operators or highway authorities. In all cases, highway authority responsibility for MRN roads would remain with the existing local authorities*

A number of effective interfaces will therefore need to be established including:

- Between STBs and Local Authorities within an STB area;
- Between Highways England, STBs and Local Authorities; and
- Cross boundaries with neighbouring Local Authorities, STBs and Transport for London.

7. Summary

This review has suggested that the indicative Rees Jeffreys MRN defined for the TfSE area should be expanded to fit better with the views of the TfSE Transport Strategy Working Group on the network required to support the economy.

The following revisions to the network definition approach would help to produce a network that fits well with the Working Group's suggestions.

- A graduated approach to applying flow criteria (and adjusted source for the flows used);
- An expanded definition of connectivity in considering economic value of links, including considering:
 - o Connections to economically dense areas (not necessarily captured by the population based measure used by Rees Jeffreys approach);
 - o Connections to growth areas;
 - o Direct connections between adjacent centres.
- A clear recognition of the economic value of resilience (particularly in areas with heavily use SRN roads).

DRAFT

Tamsin Macmillan

Atkins

Epsom Gateway

2 Ashley Avenue

Epsom. KT18 5AL

Tamsin.Macmillan@atkinsglobal.com

DRAFT

This page is intentionally left blank