

## MUNICIPAL YEAR 2015/2016 REPORT NO. 7

**MEETING TITLE AND DATE:**  
**CABINET 17<sup>th</sup> June 2015**  
**COUNCIL 24<sup>th</sup> June 2015**

**REPORT OF:**  
 Director of Finance,  
 Resources and Customer  
 Services

|  |                        |
|--|------------------------|
| <b>Agenda – Part: 1</b>                                | <b>Item: 8</b>         |
| <b>Subject: Library Development Strategy 2015-2018</b> |                        |
| <b>Wards: All</b>                                      |                        |
| <b>Key Decision No: KD4043</b>                         |                        |
| <b>Cabinet Member consulted:</b>                       | Councillor Ayfer Orhan |

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### 1. EXECUTIVE SUMMARY

- 1.1 This report seeks approval of a new Library Development Strategy 2015-2018 and the investment necessary to realise the vision.
- 1.2 The Council is committed to ensuring a sustainable and exciting future for libraries. Following a comprehensive consultation and engagement programme, analysis of current usage and an equalities impact assessment of the options, the Council has developed a Library Development Strategy which outlines how over the next 3 years we will realise our ambition of libraries playing a pivotal role in the success of local communities.
- 1.3 This report sets out the vision, consultation and engagement, current usage and the equality impact assessment of the proposed recommendation and the plans for delivery.

### 2. RECOMMENDATIONS

- 2.1 For Cabinet to recommend the Library Development Strategy as set out in Appendix C of this report for approval at Full Council on 24 June 2015. This proposes delivering option 1 of the consultation options with some amendments to reflect the views expressed.
- 2.2 Note that the 7 day a week opening for the four flagship libraries will be piloted for one year and then reviewed.
- 2.3 That the Director of Finance, Resources and Customer Services and Cabinet Member for Education, Children's Services and Protection is delegated authority to approve co-location partnerships for the community libraries
- 2.4 Recommend to full Council that the capital works required to deliver the improvements to the Edmonton Green Library set out in 12.a (up to £5m) is added to the Council's Capital programme with the Director of Finance, Resources and Customer Services and Cabinet Member for Finance Efficiency given delegated authority to start procurement and award contracts subject to further key decision notifications.

### **3. BACKGROUND**

- 3.1 The public library service is a statutory service, governed by the Public Libraries and Museums Act 1964. The Act requires library authorities to provide a “comprehensive and efficient library service to all those desiring to make use thereof”. However there is no definition of a comprehensive service and it does not mean every resident must live close to a library.
- 3.2 The Council has a long-standing commitment to public libraries and the most recent Library Strategy for the period 2012-15 saw significant investment in libraries with Palmers Green and Ordnance Road libraries refurbishments and investment in new technology.
- 3.3 The Service currently has 17 libraries (the highest in London), a mobile library, a home delivery service and a schools library service which is traded. Library resources are procured through a framework contract which includes over 55 other library authorities and Enfield residents are able to access resources in libraries across London. In addition the Service offers a 24/7 digital library with access to online resources as well as online services.
- 3.4 In December 2014, the Department for Culture, Media and Sport (DCMS) published their Independent Library Report for England which states that:

*The library does more than simply loan books. It underpins every community. It is not just a place for self-improvement, but the supplier of an infrastructure for life and learning, from babies to old age, offering support, help, education and encouraging a love of reading. Whether you wish to apply for a job, or seek housing benefit, or understand your pension rights or the health solutions available to you, or learn to read, the library can assist.*

- 3.5 Libraries are more likely to be viable when they can demonstrate their value to the widest possible groups of users. The priorities within the report reflect our own vision calling for libraries to be considered as part of the overall council service offer to communities and in particular:
  - A digital network offering Wifi and improved computer facilities along with a range of digital inclusion activities
  - Greater involvement by local communities in the management of library services through a variety of different models
  - Facilitated access to government services such as education, welfare reform, economic growth and well being
- 3.6 The DCMS also states that ‘local authorities should continue to have the statutory duty to provide a comprehensive and efficient service for all persons desiring to make use thereof taking into account local

needs and within available resources. It is a matter for each authority to decide on what is comprehensive and efficient for their own area, to determine how much they spend on libraries and how to manage and deliver their service at local level.'

- 3.7 The Council has also agreed a new transformation programme called Enfield 2017 aimed at reducing costs and duplication through increased automation, pooling of resources and digitalisation. It has already identified a key role for libraries to play in supporting access to the Council's new online services.

#### **4. Enfield's current library service**

- 4.1 Enfield's libraries have changed significantly in recent years as they have adapted to changes in local needs and expectations.
- 4.2 People of all ages are using libraries as a place for fun and creativity for young children; quiet study; a social centre where they meet other people; finding out about local services and events; accessing the internet; and learning new skills. An active events and outreach programme continues to attract people to visit a library.
- 4.3 In recent times there has been a significant increase in demand for digital services and access to digital facilities (wifi and PCs) with over 1.4million uses of the Council's 24 hour digital library services.
- 4.4 See **Appendix A** for the opening hours and usage figures of physical libraries and the digital library in Enfield.
- 4.5 Many physical libraries are only open for limited times and are based in older buildings which limits access and flexibility. Many face substantial repair and maintenance costs. The Council does not provide the same level of library service across the borough with libraries currently in four tiers:
- A1 Major libraries in the 3 main shopping centres/focal points in the borough, open a minimum of 49.5 hours per week
  - A2 Large libraries at 3 further strategic locations, in shopping centres or at major intersections within the borough, open 44.5 to 49.5 hours per week
  - B Medium-sized libraries (4) at minor shopping centres or intermediate locations open 36 hours per week, capable of catering for most everyday reading, homework and simple information requirements
  - C Small libraries (7) to meet the needs of those who cannot travel to a large or medium-sized library, in locations poorly served by public transport or cut off by major roads/railways from larger libraries.

- 4.6 In addition to the 17 library buildings, the service provides a mobile library and a home delivery service for housebound people and care homes. The mobile library is provided by a large vehicle that stops at various locations around the borough. However the vehicle is too large to visit many roads where parking/access restrictions apply and take up is relatively small with just over 5000 adult visits last year at an approximate cost of £10 per visit (excluding school stops). There are 83 adult active borrowers using the mobile library service and a further 23 active borrowers in residential care homes who use the home delivery service. A map is attached at **Appendix B** for the route of the mobile library.
- 4.7 The Schools Library Service visits schools and works with teaching staff in supporting literacy and a love of reading. This is a traded service that schools pay for.
- 4.8 Enfield's libraries currently achieve income of £514k from fees and charges associated with their resources, the hire of community rooms and income from sharing senior staff with other London boroughs.
- 4.9 Currently there are 118 FTE staff working in the library service. They receive a range of training to support library users in the diverse services on offer. These are supported by approximately 60 volunteers, some on a regular basis, others for particular seasonal activities such as the Summer Reading Challenge.
- 4.10 The resources budget has remained protected in Enfield for many years at £598k and this is used to pay for new books and other resources and licence costs for online access to e-books and magazines etc.
- 4.11 The Service has also successfully worked in partnership to deliver a number of corporate objectives including early years support, business support and advice, weekly jobs clubs, supporting the online application process for housing, blue badges and application for school places, online training for other council departments, On Your Doorstep and payment kiosks in some libraries.
- 4.12 The Service has managed to reduce costs in the past through better procurement of resources, investing in self-service technology, reviewing fees and charges and using volunteers.
- 4.13 However with the Council having to find a further £80m in savings over the next 4 years, library services cannot be exempt from making savings. This view was supported by the Council's budget consultation which saw Libraries identified as an area for further savings in both the general population and a specific consultation with young people. Therefore the authority took the opportunity to review the role and vision of a library so that it could ensure a sustainable and exciting

future for the service whilst recognising the constraints of council resources.

## 5. The proposals

- 5.1 Ensuring a library service fit for the future means that change is needed to reinvigorate our libraries so they are better used within their communities and meet the demands of a new generation of library users.
- 5.2 The Council developed a draft vision for the service to set out what their future role would be:
- Supporting learning and skills through a range of learning and literacy resources with space for quiet study for teenagers and adults and a fun and creative space for young children to improve their readiness for school
  - Addressing digital exclusion so that all people can benefit from going online with improved and expanded IT facilities including assistive technology and support for people who want to learn digital skills
  - Outreach to build strong communities and address social exclusion with community use of facilities, reaching out to communities and people in greatest need and increased use of volunteers who will receive a programme of training and support
  - A co-ordinating centre for accessing information, advice and services for a range of organisations including the Council, with support for online forms, self-service kiosks, general advice and appointments and shared facilities with other services
- 5.3 Despite the digital revolution, the Council recognises the value and need for physical libraries in the community. However they need to be in fit for purpose buildings in the right locations and the Council needs to maximise use of these assets. With this in mind, the following two options were presented to local people to gauge their views about how we can ensure libraries are fit for the future and meet the needs of the whole community.

### Option 1

- 5.4 Enfield Town, Edmonton Green, Palmers Green and Ordnance Unity libraries will become flagship libraries with **extended opening hours seven days a week**, offering the full range of services including:
- A comprehensive range of standard library resources and activities alongside digital hubs that will offer a far greater number of self-service kiosks and PCs and greater capacity wifi
  - Homework clubs and quiet zones for online and traditional learning activities

- Trained staff able to provide advice and support including self-scanning of evidence with video and web chat functionality to talk to officers directly and access video interpreting services
  - Joining up with voluntary sector and partner organisations to support employment advice and job clubs and facilities for appointment only advice sessions to provide advice and guidance to vulnerable customers
  - Training areas to support those requiring more intensive support around personal budgeting or digital access
  - Business innovation advice to support the self-employed and new starters with access to business online resources
  - Community space
  - Children's library services linked to children's centres to ensure support for families and early years learning
- 5.5 Significant investment has already been made in Enfield Town, Palmers Green and Ordnance Road libraries. Edmonton Green Library will see significant investment and be expanded to two floors with a full community access and digital suite on the ground floor and quieter space for learning upstairs. Each is ideally located for transport links and reflects the four key areas of the borough.
- 5.6 Other libraries will move to 'community libraries' where they will share facilities with other services, organisations or voluntary groups. The partner will not be running the library element in the shared space as the Council will retain responsibility for the library service in all facilities. The Council will provide and support the library equipment and resources in community libraries, with the co-location partner opening up and closing the facility and facilitating access to the library space.
- 5.7 These community libraries could offer:
- An increase in community space for VCS and community groups
  - Address digital exclusion in communities through public access wifi and video/web chat
  - Kiosks for ordering, returning, renewing and downloading library materials plus other council online services and payments
  - Possibly increased opening hours due to the co-located partner service being able to open it longer
  - Pick up lockers for ordered items
  - They would be supported by the host service and/or volunteers
  - Access to other services through shared facilities
- 5.8 Sharing the building with community groups or alternative services would need to have a clear business case and a purpose and ethos that is sympathetic to the core library vision and the Council's aims of fairness for all, growth and sustainability and strong communities.

- 5.9 There can be significant benefits to the community by co-locating library services with other services, organisations or the voluntary sector:
- Widen and improve the range of services available in any one location
  - Increase the available opening hours for those who live in areas where current opening hours are limited
  - Reduce costs and increase the use of the building by attracting new users for all co-located services
  - Extend the availability of community and voluntary sector space at no extra cost
  - Increase the range of volunteering opportunities and the sharing of skills across a wider range of services
- 5.10 Bring to an end the mobile library service and replace with an expanded, volunteer led home delivery service for homebound with possible links to other community initiatives such as befriending services
- 5.11 Increase recruitment of volunteers from 60 currently to 150 by 2016.

## Option 2

- 5.12 As above, the four flagship libraries will provide a comprehensive range of set out in Option 1 plus
- Oakwood and Ponders End Library will be retained offering traditional library facilities and will see an investment in digital access and support facilities to enhance access to council and other local services. (Ponders End library is due to be moved as part of the wider Ponders End regeneration scheme)
  - The four flagship libraries (Enfield Town, Edmonton Green, Palmers Green and Ordnance Unity) **to be open 6 days a week and will not have the extended opening hours as option 1** – these six libraries are currently open for 308 hours in total each week. These hours would be redistributed to give each library six day opening and a consistent pattern of hours so that times of access for the public are clear and easy to remember
  - Other libraries will move to be ‘community libraries’ as set out in Option 1
  - Increased use of volunteers from 60 to 200. There would be an increased need for the use of local volunteers to maintain service levels. Community libraries may be dependent upon the dedication and commitment of local people to volunteer to fully maintain opening hours and service delivery if the space is shared with a voluntary organisation.

## **5.13 Outreach Services**

In future we will provide tailored support that best meets their need by:

- Continuing to develop and promote online library services.
- Develop a volunteer led home delivery service for housebound and residential care settings
- Explore the development of Ipad loans for socially excluded people
- Explore premium paid for library services
- Delivering a range of community events and ‘pop-up libraries’ in communities with high or specific need.

## **6. CONSULTATION**

### **6.1 Public Consultation**

Consultation on the options and vision ran for 13 weeks from 10 November 2014 to 6 February 2015. An independent research organisation was brought in to devise and analyse the questionnaire as well as undertake focus groups and on street interviews. The consultation documents can be viewed using the following link <http://www.enfield.gov.uk/librariesconsultation>.

- 6.2 Alongside 3,000 paper questionnaires distributed to libraries, the Civic Centre and community venues across the borough, the questionnaire was available on the Council’s website and the link was emailed to the key representative groups such as Enfield Race Equality Council, community organisations and regular bookers of community rooms. A public consultation specific email address was also set up.
- 6.3 The research company moderated four group discussions to explore the options for the library service in some detail. These had their full quota of participants who broadly reflected the diversity of the local population, including those from smaller communities and those not currently using the service. The four focus groups included people from the following categories:
- Ethnic groups other than ‘White British’
  - People without internet access at home
  - People with disabilities
  - Parents of schoolchildren
  - Unemployed people available for work
  - Parents of pre-school children
  - Adults aged 60+
  - Adults aged 16-24
- 6.4 Street surveys where undertaken specifically to try and engage those who do not currently use libraries and customers were also asked for their views in a programme of Exit surveys of library users.

- 6.5 A series of Press releases and adverts were undertaken in local press including the local ethnic press and neighbouring boroughs. The consultation link was sent to neighbouring boroughs – Barnet, Waltham Forest and Haringey and the members of the London Libraries Consortium (LLC) - Barking & Dagenham, Bexley, Brent, Bromley, Ealing, Hackney, Harrow, Havering, Kingston, Lewisham, Merton, Newham, Redbridge, Tower Hamlets and Waltham Forest.
- 6.6 **Internal & Staff Consultation**  
A letter was sent to all Library and Museum staff from Councillor Ayfer Orhan asking for their contributions to the process and members of the Library Service Senior Management Team undertook briefings for all staff on the options being presented as part of the consultation. A staff specific emails address was set up and the consultation was promoted to the wider Council staffing on the flat screens across various council sites and through staff matters e-newsletter.

## **7. KEY OUTCOMES OF THE CONSULTATION**

- 7.1 In total, over 2000 people completed the questionnaire either by themselves or with an interviewer, whilst 64 took part in the focus groups. In addition to the formal consultation methods, the public made their views known more informally by talking with library staff during the period of the consultation. The full independent report is available online at <http://www.enfield.gov.uk/librariesconsultation>.. All of the comments and suggestions expressed have been considered in developing the proposed Library Development Strategy.
- 7.2 There was a high level of agreement (80%) with the vision and objectives for the library service with participants putting particular emphasis on study space, addressing digital and social exclusion, availability of expert staff and offering high quality services for young children. 11% disagreed with the vision with most negative comments relating to those wanting a sole focus on books and reading and those who did not want the noise associated with children using libraries.
- 7.3 There was a greater recognition of the need for change and to deliver savings but people wanted to see an equal focus on revenue generating activities as well as service changes.
- 7.4 The proposed ‘flagship’ libraries were welcomed with the proposed 7 day a week opening generally seen as a positive
- 7.5 The ‘community library’ was more mixed with relief that the libraries would remain open but concerns about the reduction in space, access to staff and the ability to browse books that would come with co-location. Kiosks, out of hours lobby and pick up lockers were seen as good complementary library services but not a complete substitute for a full library.

- 7.6 However the principle of co-location was acceptable to most (62%) as long as the right partner was found with 18% disagreeing.
- 7.7 The expansion of the use of volunteers was also welcomed but concerns were raised about an over-reliance on them and their training, skills and commitment.
- 7.8 Of the two options presented, Option 1 was preferred by 59% of the respondents and 41% preferred Option 2. Frequent library users (used at least weekly) also preferred option 1 (58%) and 72% of non-library users preferred option 1. The key exceptions to this were users of Ponders End and Oakwood libraries where 66% and 71% respectively preferred option 2.
- 7.9 However respondents were also asked to score each option out of 10 (where 1 is very much against the proposal and 10 is very much in favour of the proposal) and the scores were more even with many people scoring both options highly. The mean score for option 1 was 6.69 and for Option 2 was 6.18. Among non-library users the distinction was greater with means of 7.65 and 6.47 respectively.
- 7.10 About two-thirds of the respondents (62%) agree with the proposal to extend the home delivery service through increasing volunteers to support vulnerable people who cannot attend a library and replace the need for the mobile library. 18% disagreed with the idea. Questions were raised about what this means for the schools who currently receive a visit and the practical aspects of managing volunteers (including criminal records checks). Of the 19 mobile library users who took part in the survey, 12 were generally against the proposal.
- 7.11 Among the focus groups some would prefer library closures in order to offer a fuller service at the remaining libraries. A lack of study space was a concern raised by the digitally excluded, parents, unemployed and 18-25. All would like to see greater focus on income generation including refreshments, especially the ethnic minority, parents, older people and 18-25 sectors. There was a view that the community libraries should be tailored to local need with some permanent staff overseeing them. Unemployed, parents, 18-25 and older people liked the extended opening hours and the 'one stop shop' approach for the flagships. The disability groups wanted to see cutting edge technology in place with trained staff available to support.
- 7.12 Enfield Library Service currently attracts 5% (3,725) of active users from neighbouring boroughs. Approximately 4% of responses to the consultation were from people living outside the borough.
- 7.13 In listening to the responses, the Council has made the following amendments to the original proposals:

| <b>What the consultation told us</b>  | <b>What we will do</b>   |
|---|--|
| Concern over the skills and commitment of volunteers and an over-reliance on them.<br>Recommendation that a manager oversees them.                                | <ul style="list-style-type: none"> <li>We are seeking a range of partners to share facilities with and there will be a clear service level agreement setting out the expectations of the co-location partner.</li> <li>All community libraries will be overseen and supported by a community library co-ordinator who will develop and implement a training plan to include equalities and the performance of the community libraries.</li> <li>Volunteers working across the library service, including the home delivery service will be recruited, trained in line with the above training plan and supported by a dedicated volunteers co-ordinator within the service which will include appropriate checks.</li> </ul> |
| There is concern about a loss of study space, recommendation that the council introduces a booking facility at busy times   | <ul style="list-style-type: none"> <li>Current experience in libraries suggests that demand for study space is seasonal with high demand prior to examinations times. It is recommended that the flagship libraries operate study clubs with the opportunity to book space at peak times.</li> <li>Our flagship libraries will provide a comprehensive range of standard library resources including quiet zones for study and online and traditional learning activities.</li> <li>Edmonton Green Library will be redeveloped over two floors with the upper floor becoming a large space for browsing and increased study space</li> </ul>   |
| There is a view that community libraries should be tailored to local needs plus a concern that specific interest groups might 'run' a library and exclude others. | <ul style="list-style-type: none"> <li>Each community library will be tailored to local need with no 'one model fits all'. Each library building is different and offers different opportunities for co-location. The Council will explore a range of possibilities to ensure the co-</li> </ul>   |

|   |   |
|---|---|
|   | <p>location meets local needs and is appropriate.</p> <ul style="list-style-type: none"> <li>The library space will not be run by the co-located partner. The Council will continue to be responsible for the library services delivered through community libraries and the process to select the partners to share the building will ensure that it continues to support universal access to library services.</li> </ul>                 |
| High quality services should be provided for young children with more Rhyme Time sessions, with a charge if applicable. | <ul style="list-style-type: none"> <li>The Service will explore a range of free and paid for activities at the flagship libraries and will work with co-location partners and local children's centres to ensure a range of early years activities are available.</li> </ul>  |
| There should be an equal focus on revenue generating activities, including offering refreshments                        | <ul style="list-style-type: none"> <li>Reviewing fees and charges to improve our ability to generate income</li> <li>Explore premium paid for library services</li> <li>Explore other income streams including refreshments</li> </ul>  |
| Concern over loss of books  | <ul style="list-style-type: none"> <li>Minimum service standards for community libraries</li> <li>Resources budget to remain in excess of £500,000 a year</li> </ul>  |
| We should provide cutting edge technology with trained staff available to support those with disabilities.              | <ul style="list-style-type: none"> <li>Increasing investment in and usage of online and digital resources</li> <li>Roll out of self-service technology across all sites</li> <li>Each community library will be supported by a community library co-ordinator, a permanent member of the library staff who will ensure training, advice and specialist support is offered to people working/volunteering in the co-located space</li> </ul> |

## 8. Equality Impact Assessment

8.1 A predictive equality impact assessment (EQIA) has been undertaken on the proposed option based on detailed analysis by Experian of

evidence of local needs. A specific Equalities Impact Assessment has been undertaken of the mobile library decision. In undertaking the assessment, it recognises that the current library service does not provide the same level of service across the borough. Therefore comprehensive has been taken to mean a service that is accessible by all residents using reasonable means, including digital technologies.

- 8.2 The Equality Impact Assessments undertaken and the Experian report are available at [www.enfield.gov.uk/libraryconsultation](http://www.enfield.gov.uk/libraryconsultation)
- 8.3 The EQIA illustrates that 64% of the population would be within 1 mile of a flagship library and 97% would remain within a mile of a library access point (including the community libraries). With the Council retaining all libraries, and providing digital access to all library resources, there is not a significant impact on the community or to specific sub-sections of it to the levels of access currently in place.
- 8.4 The mobile library EQIA identifies that there are 83 adult active borrowers using the mobile library. Those that cannot access a flagship or community library will be offered the expanded home delivery service to ensure their continued access to the service. Schools that currently receive visits from the mobile library will be referred to the schools library service. As a result the changes to the mobile library service are not expected to have an adverse impact.

## **9. Library Development Strategy 2015-2018**

- 9.1 The full Library Development Strategy is set out in Appendix C. In summary it recommends Option 1 with some changes in response to the consultation.
- 9.2 Palmers Green, Enfield Town, Ordnance Unity and Edmonton Green designated as flagship libraries offering the following services:
  - A comprehensive range of standard library resources and activities alongside using leading technologies to create digital hubs that will offer a far greater number of self-service kiosks, PCs and wifi
  - Homework clubs and quiet zones for online and traditional learning activities with the option to book space at busy times
  - Trained staff able to provide advice and support including self-scanning of evidence with video and web chat functionality to talk to officers directly and access video interpreting services
  - Joining up with voluntary sector and partner organisations to support employment advice and job clubs and facilities for appointment only advice sessions to provide advice and guidance to vulnerable customers
  - Training areas to support those requiring more intensive support around personal budgeting or digital access
  - Business innovation advice to support the self-employed and new starters with access to business online resources
  - Community space for hire

- Children's library services linked to children's centres to ensure support for families and early years learning
  - More opportunities for income generation including refreshments, paid for events and activities (including children's events), review of charges and fees
- 9.3 The four flagship libraries will be open 7 days a week for a year and then reviewed as to usage.
- 9.4 Edmonton Green is expanded onto the first floor of the Edmonton Centre providing a full access and digital suite, community room and children's library on the ground floor with refreshments. Upstairs will be a quiet zone for study and browsing with the option to book study space at busy times. This will increase both the availability of computers for digital inclusion and the amount of study space.
- 9.5 All other libraries will become community libraries where we will seek to find a co-location partner to share the space. As a result the space occupied by the library may be smaller than the current layout.
- 9.6 The library space will not be run by the co-located partner. The Council will continue to be responsible for the library services delivered through community libraries and the process to select the partners to share the building will ensure that it continues to support universal access to library services.
- 9.7 In response to the consultation, each community library will be tailored to local need with no 'one model fits all'. As such the Council anticipates a range of different organisations operating in community libraries. Each location is different and offers different opportunities for co-location. The Council will identify potential partners which may include:
- Other council services
  - Other public services including health or education sector
  - Voluntary/community sector
  - Café/coffee shops/leisure
  - Re-provision in a wider redevelopment or nearby shared space
- 9.8 At least two community libraries will be offered to the voluntary sector in order to meet the demand for space in the borough. Early discussions have indicated that there is interest from some local organisations in sharing the space. The opportunity to co-locate with a library will be formally advertised in August 2015 with formal expressions of interest and assessment against clear criteria to follow.
- 9.9 The criteria used to assess the suitability of a potential partner will be based on the following:

- best fit with library principles - universal access with no-one excluded directly or indirectly
- contribution to library vision as set out in section 6.1
- delivery of wider council/partnership priorities
- delivering against unmet local need
- maximise income
- costs of implementation
- delivery timescales
- sustainable partnership

- 9.10 If a community partner cannot be found to share the library space the Council will need to consider alternative service delivery models.
- 9.11 It is noted that Ponders End library is due to be re-provided as part of the Ponders End regeneration scheme
- 9.12 Millfield and Angel Raynham libraries are already co-located. There are no changes proposed for Millfield House. It is proposed the Council advises the school that the Angel Raynham library will no longer be staffed. This is an early years library which has been superseded by a recent redevelopment of the school library.
- 9.13 A clear service level agreement will be set out for each co-location partner setting out the agreed opening hours of the building and the standards of operation expected to support universal access to library services. Each community library will be supported by a community library co-ordinator, a permanent member of the library staff who will ensure training, advice and specialist support is offered to people working/volunteering in the co-located space. It is anticipated that as a minimum the following will be available:
- Access to the library system and the ability to book/reserve/renew resources and pay (using cards only)
  - Pick up reserved items/return items
  - At least 2 public access PCs
  - Free wifi with space for study
  - A selection of quick choice resources
- 9.14 The mobile library will end with existing users (and newly identified users who cannot attend a physical library) offered an expanded Home Library Delivery Service (to include care homes) which will be supported by volunteers. Other outreach will be delivered through the following:
- Continuing to develop and promote online library services.
  - Explore the development of Ipad loans for socially excluded people
  - Explore premium paid for library services
  - Delivering a range of community events and 'pop-up libraries' in communities with high or specific need.
  - Greater partnership with children's centres

- Schools library service to support schools in accessing library services

## **10. ALTERNATIVE OPTIONS CONSIDERED**

The Council has considered four key alternatives:

- Retaining the service as it currently stands with no budget reduction. With the Council facing £80m in savings by 2018, the library service cannot be immune from finding savings. This was reflected in the Council's budget consultation which clearly identified libraries as an area where savings could and should be made.
- Increasing revenue and cutting costs without impacting on service delivery. Maintaining 17 staffed libraries requires significant resources and savings have already been found through using volunteers and better procurement. The service already brings in over £514k in income and whilst charges can be reviewed and income from refreshments and hire of rooms can be improved, it will not achieve the same level of savings required to maintain 17 libraries. Reducing opening hours in our smallest libraries would significantly restrict access as some are open less than 25 hours a week as it is.
- Closure of libraries. The Council sees the value in maintaining a physical presence in local communities and through co-location, can avoid closures and maintain access to the core library and other council services.
- Outsourcing libraries to a trust or other organisation – the council would not deliver the savings identified in this report as it would still require a council subsidy and the wider benefits of joining up local services would not be realised.

## **11. REASONS FOR RECOMMENDATIONS**

The recommendations contained in this report deliver significant savings towards the Council's £80m target whilst protecting libraries from closure and ensuring a viable future for libraries that remain at the heart of local communities. The proposed option was the preferred option of the majority of respondents in a comprehensive consultation with amendments to reflect the concerns raised. The Equalities Impact Assessments illustrate that no one group is adversely affected by the proposal with access remaining high.

## **12. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

### **a. Financial Implications**

The report seeks approval for the 2015-2018 library development strategy, which includes the re-configuration of the current library

service, elements of which are integral to the delivery of the agreed Enfield 2017 savings.

Edmonton Green Library expansion is estimated to cost in the region of £3-5m of capital. A full feasibility study will be undertaken to determine the final cost. A budget has already been agreed for the roll-out of self-service kiosks in libraries. Therefore the costs of creating community libraries would be dependent on the final design of each co-located site.

It is assumed that the technology and IT hardware required to support the Enfield 2017 programme will be funded through the separate IT budget for the programme.

### **b. Legal Implications**

Under section 7 of the Public Libraries and Museums Act 1964, the London Borough of Enfield has a duty to provide a comprehensive and efficient public library service for all people wishing to use the facility.

When fulfilling its duty under section 7(2), a local authority must have regard to the desirability:

- (a) Of securing that facilities are available for the borrowing of or reference to books and other printed matter, pictures, gramophone records, films and other materials.
- (b) That these facilities are sufficient in number, range and quality to meet the general and special requirements of adults and children.
- (c) Of encouraging children and adults to make full use of the library service.

Due diligence must be afforded to section 149 of the Equality Act 2010 regarding the public sector equality duty.

Central government and other public bodies are required by law to consult before making certain decisions, including in relation to making changes to how they deliver statutory services. A failure to consult properly and adequately can lead to a policy or decision being overturned by the courts. The consultation forms part of a Local Authority's general duty to act fairly and the Council should take into consideration the responses to the consultation in approving the recommendations in this report. The proposals contained in this report meet the Council's statutory duties outlined in this section and the consultation undertaken is considered to be proper and adequate.

In conducting the procurement exercise described in this report the Council is required comply with its contract procedure rules (CPR); the

Public Procurement Regulations 2006; and the Public Procurement Regulations 2015 (which will come into force on 26 February 2015) as appropriate.

The Council must comply with its obligations with regards to obtaining best value under the Local Government (Best Value Principles) Act 1999.

To extent the value of any proposed contract is £250k or above the Council must comply with Key Decision procedure.

All legal agreements arising from the matters described in this report must be approved by the Assistant Director of Legal Services.

### **c. Property Implications**

Property Services (SPS) has been involved in this programme from its inception. The principles in this report support the core objectives of the evolving Estate Strategy – better utilisation of assets, the concentration of services into fewer buildings, working with other public partners to leverage our asset base and generating additional income where possible.

SPS have developed a draft plan for asset utilisation, in conjunction with the Library Services team, in line with the criteria set out in section 9.6

Detailed due diligence will need to be undertaken on the above plan to include financial and legal issues as set out in the Implementation Plan in Appendix C.

## **11. KEY RISKS**

The following risks have been identified:

- Inability to identify appropriate co-location partner – mitigated through the Asset Management Board looking at a range of options for each site
- Failure of co-location partner to deliver expected service and outcomes – mitigated through clear service level agreement linked to the lease and appropriate management oversight to monitor performance
- Inability to recruit and retain sufficient volunteers – mitigated through dedicated staff in the structure to recruit, train and support volunteers
- knowledge of non-library staff working/volunteering in community libraries – mitigated through effective training and support

- Failure of technology in community libraries – investment in new technology and appropriate management oversight to address issues
- Exclusion of vulnerable people – dedicated outreach staff to ensure access is enhanced through a range of activities set out in 9.11 above.

## **12. IMPACT ON COUNCIL PRIORITIES**

### **a. Fairness for All**

The Library Service supports this:

- By giving equality of access to information and learning opportunities for people of all ages
- By giving equality of access to Council services across the borough
- Through free public access to Internet and WiFi

### **b. Growth and Sustainability**

The Library Service Supports this:

- By providing high quality spaces, modern services and environments which support informal learning
- By providing free access to study space and learning resources, open in the evenings and at weekends
- By acting as an access point for Council information

### **c. Strong Communities**

The Library Service supports this:

- By working with local people to ensure that the service meets community requirements
- By developing partnerships with a wide network of agencies, including those of council and partner agencies, which all contribute to bringing about sustainable and active communities
- By delivering in a range of flexible ways through engagement with local communities and volunteers to help extend the range and reach of our existing core library service

## **13. PERFORMANCE MANAGEMENT IMPLICATIONS**

Adoption of the Library Development Plan will contribute to the achievement of a range of Council Priorities including educational attainment, resident engagement, Enfield 2017 transformation, narrowing the digital divide and increased customer satisfaction.

## **14. HEALTH AND SAFETY IMPLICATIONS**

There are no Health and Safety implications

## **15. HR IMPLICATIONS**

Staffing changes will be managed through the Enfield 2017 process in line with council HR policies.

## **16. PUBLIC HEALTH IMPLICATIONS**

Co-location of community libraries offers the potential to join up services with health whilst the flagship libraries will be able to offer a range of activities to support public health outcomes.

### **Background Papers**

None