

Appendix A: Future of Barnet Libraries

Section One: Introduction and context

1. Introduction

- 1.1.1 An initial options appraisal for the future of the library service was presented to the Children's, Libraries and Safeguarding Committee (CELS) in October 2014. The CELS Committee agreed to a period of public consultation on the issues and options for the library service. The options appraisal has now been further developed in the light of the findings from:
- the public consultation exercise conducted between 10th November 2014 and 22nd February 2015;
 - an appraisal of the library estate
 - more detailed modelling and service design
- 1.1.2 The initial options appraisal included potential future models for the library service that were developed and informed by a range of factors including a review of residents' needs; the budget savings required; the pattern of use of each library over time and the size of libraries; the geographical spread of services across the borough and the distance of travel to each site; a review of new technology opportunities in development nationally; opportunities to increase the use of volunteers; potential to increase sources of income from library buildings together with the investment required to maintain and improve library buildings.
- 1.1.3 Public consultation ran between 10th November 2014 and 22nd February 2015. The consultation sought views on the proposed objectives and outcomes of the library service; a range of approaches to reduce costs; which opening times were most important for residents; residents' views on the relocation and redevelopment of library sites; ways to generate additional income; different ways to manage the library service and views about specific library services. The consultation modelled three potential outline options for the borough-wide service, setting out the potential implications for each library site and also invited respondents to submit their own ideas (which became referred to as the 'fourth option' during the consultation process). The consultation also sought the views of library users on what they valued, and explored the views of non-users.
- 1.1.4 More than 3,800 responses were received through a variety of different methods (including online and paper questionnaires, focus groups, drop-in sessions and written submissions) that informed and shaped the new proposed library strategy and service offer for Barnet outlined in this paper.

2. Financial context in Barnet

- 2.1.1 Despite economic growth, Barnet Council faces a significant budget gap of £98.4m over the period 2015/16 to 2019/20, driven by further reductions in government spending and increased pressure on local services as the population grows and changes. In order to meet this gap, the Council will have to take difficult decisions on how it targets its resources and how it can continue to protect services which support the most vulnerable members of society.
- 2.1.2 The £98.4m in the second half of the decade is in addition to the £72m the Council will have saved between 2010 and 2015. This has included a reduction in Library Service budget of 23.7% over the period 2010 to 2015. In real terms, by the end of the decade, Barnet Council will be spending roughly half as much as it did at the start.
- 2.1.3 To respond to the financial challenge, the Council can reduce its spending on administration, contracts and services, increase Council Tax, generate more income from other areas (such as fees and charges), or make use of financial reserves. To meet the challenge, the Council will need to consider all of these things to a greater or lesser extent, and the key will be to strike the right balance between them.
- 2.1.4 As part of the Priorities and Spending Review, a reduced budget envelope was agreed by the Committee as part of its five year Commissioning Plan. This Commissioning Plan, developed as part of the Council's Medium-Term Financial Strategy and subject to its own public consultation, sets out a challenge for the library service to reduce its cost by a further £2.85m by 2019/20, bringing the cumulative levels of savings on the library service budget to 71.35% since 2011. The financial pressure has increased due to recent increases in budget reduction which have been announced by Government since the General Election.

Section Two: Current Library Service in Barnet

2.1.1 This section outlines the composition of the current library service, including information on opening hours, budgets, staffing and on-going developments within the service.

2.1.2 The library service is made up of:

- fourteen physical sites, ranging in size from Hendon (19,375 sq. ft.) to Childs Hill (3,767 sq. ft.), providing access to books and learning materials, computers, printers, photocopiers, Wi-Fi accessibility, study and meeting space, and a range of activities run by library staff and local community groups;
- the mobile library service, which runs for four days a week with stops in 12 locations across the Borough;
- the home library service, which provides access to books and information for people whose mobility is restricted due to age, disability or illness;
- the Local Studies and Archives service, which offers access to local historical materials by appointment three days a week, as well as online resources;
- e-books, e-audio and other online resources and learning materials;
- the Schools Libraries Resource Service, which provides professional advice and support to school libraries as well as loans to support the National Curriculum;
- the Early Years' service, which provides activities in libraries for under-5s and their parents and helps administer the national Bookstart scheme; and
- support for adults, children and teenagers, including homework clubs and other activities.

2.1.3 These services are supported by a central management team and a service development team of professional librarians.

2.1.4 LBB is a member of the Central Buying Consortium whose role is to cost-effectively bulk-process new stock. The borough has two community libraries, in Friern Barnet and Garden Suburb.

2.1.5 The fourteen static library sites in Barnet have two categorisations; these are 'Leading Library' and 'local library'. These categorisations were set relatively informally, with leading libraries those which were predominantly busier,

larger and open longer and local libraries which are mainly smaller, less busy and open slightly fewer hours.

2.1.6 Figure 1 gives further detail about the 14 current library sites, including the categorisations of each library, the days and hours open and the current library footprint.

Figure 1

Library	Current configuration			
	Current tier	Days open p.w	LBB Staffed hours open p.w	Library footprint (sq. ft)
Chipping Barnet	Leading Library	7	56.5	17,222 (total) Est. 15,000 (public)*
Edgware	Leading Library	7	53.5	5,748 (total) Est. 4,800 (public)*
Church End	Leading Library	6	50.5	6,405 (total) Est. 5,500 (public)*
Hendon	Leading Library	7	56.5	19,375 (total) Est. 15,800 (public)*
Burnt Oak	Leading Library	6	51	2,713 (total) Est. 2,200 (public)*
Golders Green	Leading Library	6	46	5,070 (total) Est. 3,500 (public)*
North Finchley	Leading Library	5	43	6,512 (total) Est. 5,700 (public)*
Grahame Park	Local Library	5	35	7,040 (total) Est. 3,500 (public)*
Osidge	Local Library	5	39	4,445 (total) 3,500 (public)*
East Finchley	Local Library	5	40	5,081 (total) Est. 4,300 (public)*

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East Barnet	Local Library	6	50.5	5,834 (total) Est.4,800 (public)*
Mill Hill	Local Library	5	43	5,597 (total) Est.4,600 (public)*
South Friern	Local Library	5	35	4,445 (total) Est.4,000 (public)*
Childs Hill	Local Library	5	35	3,767 (total) Est.2,000 (public)*
Total			634.5	

*the square footage allocated to public services is an estimate only and is based upon the relative proportions of space currently allocated to public and non-public use within the total building footprint.

2.2 Budget

- 2.2.1 The net budget for the Libraries service in 2014-15 was £4,536,910. In 2015/16, the Library Service forecasts that it will raise £505,240 through a number of channels including traded services to: educational organisations; local authorities and the public; library services fees and charges; grant funding; and room rental.
- 2.2.2 Friern Barnet Community Library receives an annual grant of £25k, and Garden Suburb receive support to an equivalent amount, covering rent, utilities and other services.
- 2.2.3 Included in the net budget detailed above is the Media Fund, which in 2015-16 is £623k. This fund covers the cost of physical and electronic books, CDs, and other audio and visual materials.

2.3 Staff and volunteers

- 2.3.1 The service is staffed (as at September 2015), by 114 full time equivalents (FTE) (155 individuals). A total of 7.78 FTE (35 individuals) are weekend and evening assistants, whilst 98.49 FTE (139 individuals) deliver services directly to customers via library branches and outreach services. A complement of 15.5 FTE (16 individuals) occupy central roles providing essential support, service development and professional services including volunteer management, income generation, event programming and stock purchasing.
- 2.3.2 The library service deploys library volunteers to support the delivery of the current library offer. Since the beginning of the scheme in 2011, volunteers have donated over 11,000 hours helping to shelve library books, to assist the

Local Studies and Archives Service, and to support key library events and activities such as baby rhyme time and language conversation cafes. Young volunteers have provided invaluable assistance in the development of library services to children and teenagers via the Barnet Libraries Advisory Board (BLAB), through work experience programmes and through volunteering schemes to support the annual children's summer reading challenge.

2.3.3 There were 46 volunteers working within the library service in 2014-15, with 38 currently active (as of 22nd July 2015) and 143 new volunteer applications received in 2014-15.

2.3.4 The number of currently active volunteers (38) compares to an average of 193 for the Borough's Chartered Institute of Public Finance and Accountancy (CIPFA) comparator group, which benchmarks the performance of the service against similar local authorities. The proportion of hours worked by volunteers was 0.6% against a comparator average of 5.3%. This is based on the 2014 CIPFA data, which is the latest published information.

2.4 Recent developments

2.4.1 Following 2011's Strategic Library Review, a number of developments have been implemented or set in train, including:

- extending customer self-service and introducing free Wi-Fi across all sites;
- initiating a phased capital maintenance programme;
- procurement of a new mobile library vehicle;
- initiating an ICT transformation programme to increase network capacity, public access PC devices, improve Wi-Fi accessibility, replace software such as the Library Management and public network booking systems;
- a new library building in Colindale, relocating the existing library in Grahame Park; and
- a new library in the redeveloped Gateway House building, relocating the existing library in Finchley Church End.

Section three: Key factors in developing a new library offer

3.0 Introduction

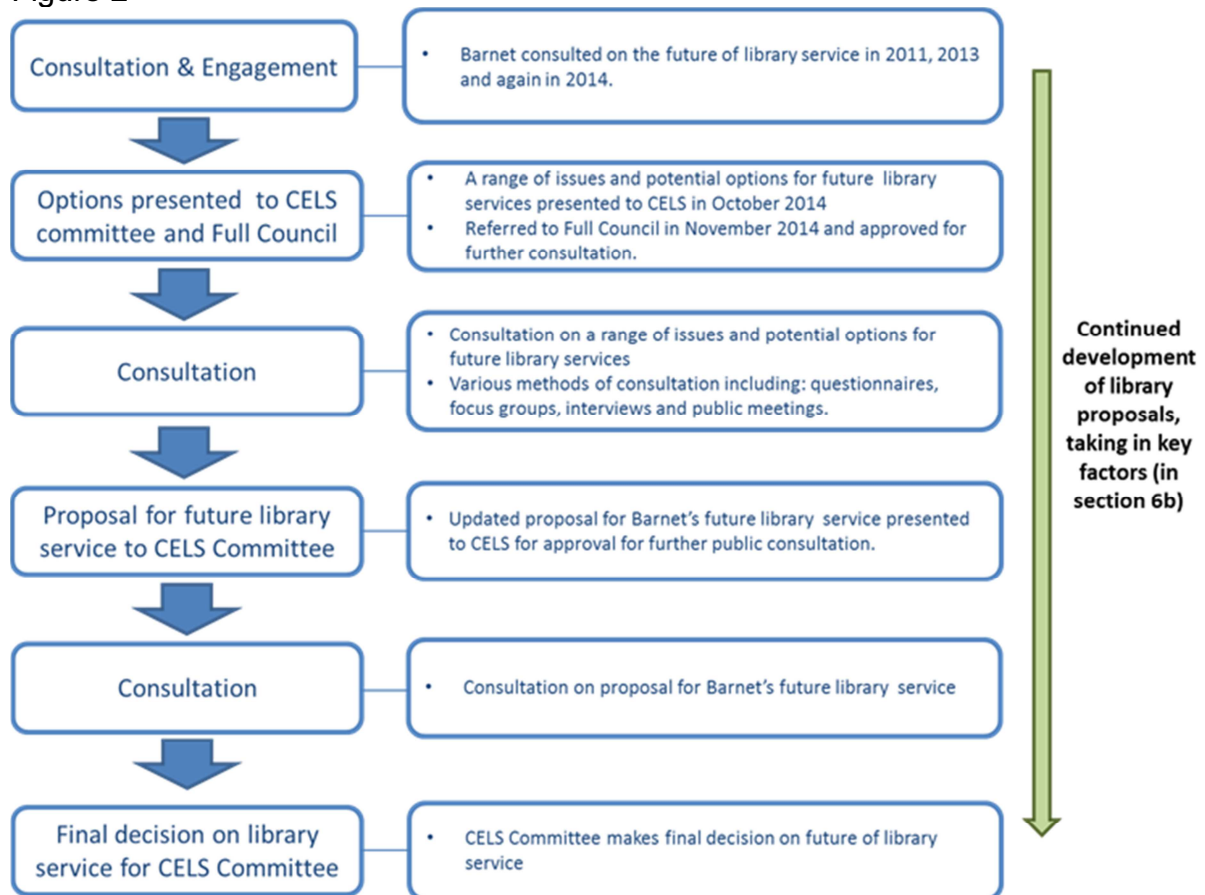
3.0.1 This section outlines the Council's approach to the review of library services in Barnet and outlines the key factors which have been considered in developing the proposal for the future shape of library services in Barnet.

3.0.2 To ensure a robust process was followed, learning was undertaken from library reviews across the country as well as reviewing recent case law, judicial reviews and public enquiries. The Council has also taken into account the key findings from the 2009 Charteris Review and the following factors are considered relevant to this paper:

- requirement to make assessment of local need prior to considering changes to the library service;
- requirement to consider the specific needs of adults, including older people, disabled people, unemployed people and those living in deprived areas;
- the need to have due regard for the general needs of children, including consideration of the role of schools in the library service;
- the need to take a strategic approach to the library service, rather than focusing on asset management and cost savings;
- the need to have a clear understanding of the extent and range of services currently provided within libraries;
- consideration of the need for a comprehensive outreach service.

3.0.5 The review of library services is based on a programme of engagement and consultation with Barnet residents, library users and other stakeholders. The options proposed for consultation that were presented to the Children's, Education, Libraries and Safeguarding Committee (CELS) on 28th October and Full Council on 4th November 2014, were informed by previous resident engagement and consultation spanning from 2011 to 2014. Following the consideration by CELS and Full Council, these options, together with a range of library issues, were consulted on between 10th November 2014 and 22nd February 2015. The feedback from this consultation, alongside more detailed design work has informed the proposals outlined in this paper. The diagram below (Figure 3) summarises the process of engagement and political decision making undertaken through this review.

Figure 2



3.1 Key factors

3.1.1 The diagram (overleaf in Figure 4) outlines the main factors which have informed the decision making process, grouped around nine key issues. These factors have been balanced against each other to develop a deliverable service model which continues to offer a quality service whilst delivering the savings required. It does not claim to be an exhaustive list but aims to demonstrate the considerations that have informed the proposed model for future library services in Barnet.

Figure 3



I. Vision and objectives of the library service

3.1.2 The review has considered and consulted on the vision and objectives of the library service in Barnet. The outcome of the consultation is a proposed new vision for the service – set out below Section Five.

II. Needs of residents

3.1.3 A Needs Assessment (Appendix B) underpins the development of the library service proposal. The Needs Assessment includes demographic profiles, patterns of local library use, accessibility for transport, geographical spread of libraries and equality impact assessments. All these elements inform the development of the service offer outlined in this paper to ensure that the library service meets the needs of residents and local communities in Barnet. The Needs Assessment has informed the equalities impact assessment which considers the potential impact of the proposed changes of different demographic groups. The full Equalities Impact Assessment is in Appendix D.

3.1.4 The Needs Assessment has made use of quantitative data drawn from the Barnet library service, cross referencing this with demographic data from, for

example, the Office for National Statistics and transport and accessibility data from Transport for London.

- 3.1.5 Firstly, the analysis explores the needs of Barnet's population, looking at local need in terms of the demographic profiles of those who live, work or study in the Borough. Secondly, the analysis looks at current patterns of use at local libraries for active users identifying where services are over- or under-utilised, looking at relative accessibility by public transport and equality impact assessments. Specific consideration has been given to relative levels of deprivation and other key indicators of demographic need when analysing library provision and usage.
- 3.1.6 In terms of Barnet's profile, census data shows that is a large and growing borough in terms of population size. The Needs Assessment shows that, whilst Barnet is one of the least deprived London boroughs, there are pockets of high deprivation especially in the west of the borough. Similarly, whilst Barnet is less ethnically diverse than its neighbours, there are a large number of Jewish residents and a growing number of Muslim residents living in Barnet. The analysis shows that Barnet performs well in terms of educational attainment and health, both scoring high when compared to other London boroughs and the UK as a whole. Barnet has high car ownership when compared to other London boroughs.
- 3.1.7 The analysis indicates that library sites are fairly evenly spread across the borough. Barnet's libraries are well used, but usage has been steadily decreasing at all sites over the last decade. Usage varies from library to library. Analysis of various different elements of use at each library site has been completed, including: number of transactions; number of borrowers; computer usage; and busy-ness. The analysis helps to build a picture of both how libraries are used in the borough, and by whom. For example, libraries in Chipping Barnet and Hendon are the busiest libraries and have the largest numbers of borrowers. The libraries in Grahame Park and Burnt Oak have the highest proportion of users from areas of deprivation and significantly more users from BME groups whilst libraries in Golders Green and Hendon have a high number of 'non-Christian' users.
- 3.1.8 Lincolnshire County Council's 2014 review of their service reconfigured the library network so that 95% of the population were able to travel to a library within 30 minutes by public transport. This was tested through a legal challenge which found faults in their process but not the substance of their proposals. This 30 minute standard matches the Department for Transport's indicator measuring the accessibility of public services in a local area. Respondents to consultation carried out in Barnet in 2013 also cited a maximum journey time of 30 minutes as their optimal distance from a library. The options considered through the decision making process use the 30 minute public transport travel time standard to judge access to sites in the Barnet library network and have modelled travel times to and from these, using Transport for London data.

III. Financing

3.1.9 The financial challenge facing the Council is set out above and the requirement of the library service to contribute to reducing the Council's expenditure. Finances influence all aspects of the decision making process, both in regard to revenue expenditure (day-to-day expenditure on services) and capital expenditure (one-off investment). The Council has a responsibility to all residents and tax-payers that the public services for which it is responsible provide value for money and the deploy the most efficient use of resources. For the library service, for example, this includes looking at library usage over time; the ability of new technology to realise efficiencies and respond to changing use of services; and maximising revenue from the service and from buildings.

IV. Views of residents

3.1.10 The Council has engaged with residents and library users throughout the development of the library service proposal. Over the last four years there have been various strands of engagement with Barnet residents around the future of library services. Consultation was undertaken to inform the development of the 2011 Library Strategy (Barnet 2011), followed by consultation and engagement in 2013, Consultation and engagement was again undertaken in 2013, this time to inform the development of the Council's Priorities and Spending Review and, more recently in 2014, consultation was undertaken to inform the development of the options taken to CELS in November 2014.

3.1.11 Drawing on the key themes that emerged from previous consultations, a range of issues and options were developed for further consultation with residents between November 2014 and January 2015. The consultation took the form of a public survey, divided into three sections, which asked for:

- views on a range of components involved in delivering a library service, views on the options themselves, and on any other ideas residents had for the future of the service (respondents had the option to complete this section only);
- views on the current library service and how this could be enhanced for both users and current non-users of the service; and
- equality monitoring information (optional)

3.1.12 The key consultation mechanisms included:

- an open public survey, available online and in paper versions and in an Easy Read format (paper copies available from libraries for a 12 week period);
- a survey of the Citizens' Panel;

- 12 focus groups, including one for non-users and one for infrequent users;
 - a variety of in-person public consultation events including drop-ins at every library and three public meetings; and
 - engagement with stakeholder groups such as the Barnet Seniors' Assembly and Barnet Centre for Independent Living.
- 3.1.13 In total, London Borough of Barnet received over 3,800 responses to the consultation through its various strands. Broadly, this broke down to: around 3,000 responses to questionnaires; over 300 attendees at drop-in sessions at libraries; over 100 attendees at Focus Groups; and around 170 attending LBB meetings.
- 3.1.14 All the feedback, including respondents' alternative ideas for the future of the service, was analysed by Opinion Research Services (ORS), an independent research organisation who produced a full and comprehensive report for the council outlining findings in July 2015. The full ORS report is included as Appendix E.
- 3.1.15 Findings from the consultation and how they have influenced the decision making process are outlined throughout the committee report and appendices.

V. Comprehensive and Efficient Library Service

- 3.1.16 Local authorities have a statutory duty to provide a library service. The Public Libraries and Museums Act (1964) states that "It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof".
- 3.1.17 To comply with the duty, the Council needs to ensure that the breadth and quality of the service provided can be considered comprehensive and efficient. This will mean ensuring that the services provided meet the needs of local people. This would include:
- Securing and keeping a wide range of free resources, including books and other printed matter, pictures, sound recordings, films and other materials, to browse and borrow in sufficient number, range and quality;
 - To meet the general requirements of both adults and children living, working or studying in the local area;
 - Free independent information and advice from staff; and
 - Encouraging use and participation of the service, for example, through clear and easy ways to join, access, shape and influence the service.
- 3.1.18 The service being delivered also needs to be accessible to all residents using reasonable means, including digital technologies. It has never been the case that every resident had to live close to a library, but distances and time taken to reach a library must nonetheless be reasonable and any

particular problems, whether physical disabilities, or those created by age or family circumstances, must be able to be met. Budgetary constraints can be taken into account when deciding the nature of the service provided.

- 3.1.19 The Council has studied case law to consider the practical impact of the duty, specifically Ouseley, J in *Bailey v London Borough of Brent* [2011] EWHC 2572 (Admin), stated that:

‘A comprehensive service cannot mean that every resident lives close to a library. This has never been the case. Comprehensive has therefore been taken to mean delivering a service that is accessible to all residents using reasonable means, including digital technologies. An efficient service must make the best use of the assets available in order to meet its core objectives and vision, recognising the constraints on council resources. Decisions about the Service must be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the borough.’

- 3.1.20 Furthermore, in *Draper v Lincolnshire County Council* [2014] EWHC 2388 (Admin), the question of delivery method and access should be considered, based on the whole service, rather than the location of library buildings:

“An example of access by digital technology could involve the identification of a book followed by delivery through a mobile library. But there are no doubt other ways in which such access could be achieved. The key is a reasonable ability to access the service by all residents of the county. This means that distances and time taken to reach a library must be reasonable and any particular problems, whether physical disabilities, or created by age or family considerations, must be capable of being met. Furthermore, budgetary constraints can properly be taken into account in deciding the nature of the service provided that it meets the requirements of s.7 of the 1964 Act.”

- 3.1.21 Reviewing case law has helped develop a proposed model that is comprehensive and efficient.

- 3.1.22 The proposal includes a product catalogue (Appendix C) that sets out the service offer at each library site.

VI. Buildings

- 3.1.23 The review has taken consideration of the current condition of each of the library buildings and its capacity to deliver a modern library service. The potential for each building, or elements of each building, to provide space that could generate income has been taken into account. The proposal balances the potential to maximise revenue from releasing lettable space within buildings that can help support the financial sustainability of the library service with the range of library services that can be offered within each space.

VII. Sources of funding

3.1.24 Increasing income can help sustain local public services and mitigate reductions in central government expenditure. Potential sources of income have been explored; making better use of buildings, charging for services where possible and attracting other sources of funding, for example grant funding or Friends of Libraries schemes.

VIII. Technology

3.1.28 The potential impact of technology has been considered. This has included;

- consideration of where technological development can allow for innovation and new ways of delivering services more effectively (such as self-service machines or Open+™ (as used at Edgware Library));
- ensuring the proposed model is flexible enough to adapt as a service to future developments in technology;
- considering how library users' preferences are changing due to technological development (e.g. digital books);
- ensure services are offered to those who, for whatever reason, do not have access to new technology, or cannot use new technology.

IX. Community Capacity

3.1.29 The capacity, and appetite, of the local community to deliver key components such as volunteering or community libraries has been considered. In order to have an effective community library or to develop a library which has volunteers as a core component, the Council has to be confident that there is enough appetite from the community or individuals to fill these roles. The need to invest in supporting and training volunteers has been considered.

Section four: Developing a proposal for the library service

4.0 Introduction

4.1.1 The library service requires a range of components to deliver a comprehensive service. This section considers the main components of the service and how they can be balanced in order to deliver a library service within the financial budget available.

4.1.2 The most significant cost in delivering the current service is expenditure on the staffing structure. The budget comprises approximately:

- 70% of the library budget is spent on staff and staff-related pay (including training, allowances, travel, insurance, etc.), with
- 14.5% on building-related costs, and
- 12.5% on library resources for loan and reference
- 3% on other components include telephones, publicity, photocopiers, IT, stationary and furniture, which together account for the remaining.

4.1.3 In light of the above, our model has identified two primary components which are each given special consideration:

Strand 1: Library service – includes any service which impacts on the day-to-day delivery of the service.

Strand 2: The estate – includes issues relating to buildings

4.2 Strand 1: The library service.

4.2.1 The digital library is available 24-hours a day, 7-days a week and supports the range of static library sites. Static sites are also supported by the home and mobile library services and library services to schools. The Council has explored a range of options to develop a revised offer in relation to opening hours and the availability of the service at the static sites.

a) library closure

4.2.2 The complete closure of a library service on a given site would generate revenue savings of between £135k and £480k. The statutory duty to maintain a comprehensive and efficient service relates to the service, rather than the buildings. It is therefore possible to provide a comprehensive and efficient service with fewer library buildings, and instead offer other options for accessing library resources. If the old library site was then leased, the rental income generated could also be used to mitigate the need for further

cuts in service. Alternatively, income could be secured through the redevelopment of the site.

4.2.3 As part of the consultation, residents were invited to comment on three potential options that were modelled to illustrate a combination of factors; the number of library sites, size of libraries and management of libraries. Residents were also invited to put forward alternative proposals. Two of the three options would result in the closure of some library sites. Overall, residents expressed a preference to maintain the same number of library sites. Therefore it is proposed that no library site will close.

b) availability of the service across static sites

4.2.4 **Reduction in number of hours when the library is staffed:** Reducing opening hours directly reduces the cost of the staff structure as fewer staff are needed. To a much smaller extent, there are also potentially savings in utility costs. In developing proposals to reduce staffed opening hours, consideration has been given to:

- peak usage times;
- usage by targeted groups;
- opening across the network; and
- ability to efficiently rota staff.

4.2.5 **The ‘technology enabled’ library:** The use of technology now allows for a library to open and close without the need for staff to be on site. Visitors access the library during unstaffed periods by scanning their library card and entering a unique PIN. Once inside residents are able to use self-serve technology to borrow and return items, use computers, print and copy. CCTV would provide additional security.

4.2.6 This approach is standard for public libraries in Scandinavia and within university libraries but there is limited precedent in UK public libraries. For this reason the Council has undertaken a pilot of Open+™ technology at Edgware Library. Initial results from the pilot are encouraging, showing some residents are fully confident in using the service, with particular use for quiet study and computer use.

4.2.7 In developing proposals consideration has been given to:

- residents who require assistance to use the library service
- residents under 16 year olds - it is proposed that under 16 year olds will need to be accompanied by an adult (person aged over 18).

4.2.8 The ongoing revenue costs for technology enabled opening are relatively low at around £5k per library, per year.

4.2.9 **The ‘technology enabled’ library supported by volunteers:** There is an option to offer ‘technology enabled’ library opening supported and

facilitated by volunteers. There were a range of issues, especially around safety, that were raised by respondents to the consultation, and some stated that by having volunteers on site they would feel more confident using a 'technology enabled' library.

4.2.10 Facilitated 'technology enabled' libraries would allow access for events to be delivered by 3rd party organisations as well as customer support in the use of automated technology.

4.2.11 The consultation explored resident's views on opening hours and sought views on the 'technology enabled' library approach. Some of the key messages were:

- Concern about developing a system around peak hours as different types of library users use the service at different times, with some users potentially disadvantaged by only having staff available at what are considered to be traditionally 'peak' times;
- Many library users reported that they would not feel safe or secure when using an unstaffed library and expressed concerns that stock and equipment would be at risk of theft or damage. However, some residents reported that they would feel confident - the proportion of panellists who said that they would feel confident about using an unstaffed library (63%) was more than twice the proportion of main questionnaire respondents who felt this way (30%);
- Some particular concerns related to the inadequacy of CCTV that is not monitored in real time: no-one on hand to assist with enquiries, emergencies (e.g. medical) or customer disagreements; the unreliability of self-service technology if there were no staff to assist; a decline in the number of people using libraries;
- While the majority of respondents and panellists indicated that the use of volunteers might encourage them to use an unstaffed library, the view of many individuals providing further comments was that they would not be an adequate replacement for highly qualified, experienced and professional members of staff (although there was some support for a view that volunteers could complement the existing service).

4.2.12 Some of these concerns have been tested through operating technology enabled opening hours pilot library at Edgware. Results of the pilot so far have been encouraging with people confident in using the technology, people seeking quiet study, families attending with their children and residents using computer facilities.

4.2.13 However, the Council recognises that some residents will remain concerned about using the library during unstaffed hours. In particular the Council recognises concerns relating to security and safety issues, restrictions placed on under-16s, and the potential difficulties that some library users may have in using the technology. The most significant factor that residents

stated would help increase the use of a 'technology enabled' library was the presence of volunteers (over 72% of the panel survey and 55% of the main questionnaire). Therefore it is proposed to offer 'technology enabled' sessions with volunteers in attendance to help and support.

4.2.14 As outlined above, the majority of the cost of operating libraries relates to the cost of staff. Although a reduction in opening hours was opposed by the majority of respondents in the consultation, on balance, the proposal gives more weight to the clear views from residents that no libraries should close. Therefore in order to maintain a network of 14 static library sites across the borough within the reduced budget envelope, it is proposed to reduce the number of staffed opening hours. However, alongside this reduction, it is proposed to invest in the 'technology enabled' library model to make available library services outside of the staffed hours.

4.2.15 It is proposed that the offer will consist of;

1. sessions that are staffed by members of the library service, supplemented by volunteers.
2. facilitated sessions where the library will be open through the use of new technology (like the Open+™ used at Edgware) supported by volunteers.
3. sessions where the library is open through the use of unstaffed, technology enabled systems.

4.2.16 A range of these three types of opening hours will be available across the week in each locality.

4.2.17 **Lone working:** Currently, Barnet libraries have at least two members of library staff on duty during opening hours. Some local authorities across the country operate lone working within libraries. This approach is more often adopted in smaller, rural libraries and is rare in London. This option is not included in the proposal.

c) Sources of income

4.2.18 The library service currently raises around £500k per annum through a number of channels including traded services to: educational organisations; local authorities and the public; library services fees and charges; grant funding; and room rental.

4.2.19 Additional income can help to support the continuance of the library service and some areas for maximising revenue were explored during the consultation with residents including;

- Installing commercial collection points (e.g. Amazon lockers);
- Advertising and sponsorship;

- Increased hiring out of the library space;
- 'Barnet Libraries Supporters Scheme' available on subscription;
- Installing more vending machines;
- Hiring out of parking spaces; and
- Reviewing current fees and charges

4.2.20 Separate consideration is given to the commercial or community letting of non-library space below.

4.2.21 There was a strong sense across the qualitative strands of the consultation that the library service could be far more enterprising and visionary in terms of income generation, and there were many suggestions for how revenue could be generated (e.g. cafés and limited charges for activities). Similarly, panellists and questionnaire respondents tended to be supportive of proposals such as increased hiring out of library space, as well as advertising and sponsorship. Nonetheless, there were some caveats (e.g. it was suggested that not all sponsors would necessarily be appropriate partners), along with some sense that libraries should maintain their public character and ethos, without becoming unduly commercial.

4.2.22 At least half of both respondents and panellists supported the following proposals, although larger proportions of panellists tended to be supportive: Increased hiring out of library space (82% of panellists; 79% of respondents); Installing commercial collection points (e.g. Amazon lockers) (83% of panellists; 64% of respondents); Advertising and sponsorship (82% of panellists; 67% of respondents); 'Barnet Libraries Supporters Scheme' available on subscription (74% of panellists; 59% of respondents); Installing more vending machines (62% of panellists; 50% of respondents). However, there was some concern about the potential harmful impacts of charging fines for children's stock.

4.2.23 In terms of creating revenue, participants across the various consultation strands suggested: co-locating a library with a café/coffee shop; hiring out surplus space where possible (for both leisure activities and to businesses for workshops and meetings); charging those who can afford it for computer classes and activities such as Stay and Play, music groups and book clubs; introducing more chargeable services such as soft play, foreign language classes, literacy classes, theatre groups, job clubs, talks, book clubs and a conversation café; developing an online shopping pick-up service; commercial sponsorship; and, importantly, hosting other organisations within libraries - and, where possible, "charging them for the privilege".

4.2.24 All of the areas explored, apart from two, were supported by a majority of both respondents to the open questionnaire and the citizen's panel questionnaire. There was less support for the proposal to hire out parking spaces at libraries, which received a majority of support in the citizens panel questionnaire and 45% support in main questionnaire. Likewise the proposal to review library fees and charges was supported by 46% of citizen panel respondents and 38% of main questionnaire respondents.

- 4.2.25 It is proposed to move forward with a range of income generation opportunities:
- 4.2.26 **Increased hiring out of the library space:** Within the library network, opportunities remain to hire out space for community and other use. It is proposed to reshape some spaces within the library footprint to enable continued opportunities to raise income through letting out these spaces.
- 4.2.27 **Reviewing fees and charges:** The opportunities to renew library items, therefore avoid fines, has increased steadily over the last few years and it is now possible to renew materials 24 hours a day online or via an automated telephone renewals line.
- 4.2.28 Fines for the late return of library resources are a standard feature of all public library services. Currently fines are charged for the late return of adult materials at a rate of 20p per item per day. This rate is relatively consistent with other London Boroughs, with some local authorities charging up to 30p per day. Fines have not been increased since April 2013.
- 4.2.29 The proposal raises the rate of adult fines to 25p per day and introduces a fine for the late return of children's materials of 5p per day. A number of London Boroughs already levy charges for the late return of children's items.
- 4.2.30 Income from traditional Library service fees and charges has diminished significantly over recent years. For example, since 2010 income from DVD hire charges has declined by around 23%. To offset this loss and to increase revenue, the library service is currently developing a range of new services including literacy training for professionals and organisations, local studies research services and high-end cultural activities. These service developments are in addition to the core universal library offer. A set of revised charges is proposed for these additional services and is available in Appendix G.
- 4.2.31 The proposal removes charges for the reservation of items already held within the Barnet libraries network. The removal of charges for the reservation of items held in stock will significantly increase the accessibility of library materials to all Barnet residents. Currently residents living in areas served by small libraries are required to pay between £1 and £1.53 to obtain an item held by a larger Barnet library.
- 4.2.32 **Advertising and sponsorship:** The library service currently provides limited local advertising space in the form of display windows and display cabinets. These are currently only located at Chipping Barnet and Hendon Libraries. The proposal expands the use of advertising display windows and cabinets for use by local residents, businesses and community organisations.
- 4.2.33 The advertising potential of the library service could be expanded significantly by selling advertising space on the exterior of library buildings, on the new mobile library and in library publications.

- 4.2.34 **Barnet Libraries Supporters Scheme' available on subscription:** A number of library authorities operate a form of supporter scheme whereby customers pay an annual fee for discounts on events and special offers from the library service and from partner organisations. This proposal introduces such a scheme to Barnet.
- 4.2.35 **Amending current subscription schemes:** The library service currently operates a number of subscription services including a loan service for musical sets and scores. This scheme provides music scores to choirs and other musical groups. Currently materials are sourced from both within the borough and from other library services. To increase efficiencies within the administration of this service it is proposed that scores are only sourced internally. This brings this service into line with other Barnet Libraries subscription services such as the Barnet Book Club and The Playset loan collection. It is also proposed to amend the hire charges for sets and scores as outlined in Appendix H.
- 4.2.36 **Hiring out of parking spaces at libraries:** It is proposed that the Council hire car parking spaces at Chipping Barnet Library. These spaces are currently in the staff car park and therefore will have no impact on the general public.
- 4.2.37 **Further proposals:** The Council will continue to explore the option of commercial collection points (e.g. Amazon lockers) but there are currently no plans for change. If this proposal moves forward in the future the change will be communicated with library users.

d) Volunteers

- 4.2.38 There has been a significant trend across the country in recent years towards a much greater involvement of volunteers in the running of library services. Barnet has an unusually low proportion of hours worked by volunteers and there are roughly four times more applications to volunteer in libraries than the number of volunteers who work there.
- 4.2.39 An example of another local authority that utilises volunteers differently is the London Borough of Redbridge that makes use of volunteers to allow it to operate with lower revenue expenditure than Barnet but maintain a similar network size.
- 4.2.40 A number of approaches for increasing the use of volunteers in libraries have been explored.
- 4.2.41 **Volunteers to enhance service offer:** There is an opportunity to increase the use of volunteers to help support and run additional services in libraries such as toddler activities, reading clubs, or job clubs. This builds on current practice and opportunities to recruit volunteers will continue to be sought.

- 4.2.42 **Volunteers to support ‘technology enabled’ libraries:** Some residents have raised concerns about using technology to access and use library services. There is a role for volunteers to help support less confident library users access services during technology enabled hours. It is proposed to offer technology enabled sessions that are facilitated by volunteers to help support and assist users who may be less confident. Volunteer supported opening hours will be supported by staff on duty in other libraries within the locality.
- 4.2.43 Respondents to consultation in Barnet have expressed broad support for greater volunteer involvement in the service, to complement the work of library staff (Barnet, 2011, 2014). In the latest consultation, around a third (34%) of panellists stated that they would be interested in volunteering to help with activities in Barnet libraries, with just under a quarter (23%) of open questionnaire respondents positively.
- 4.2.44 However, many respondents fear that using more volunteers to support the service would lead to fewer trained librarians in the service. In the latest consultation, there was widespread praise for the expertise and professionalism of Barnet’s library staff, and a strong sense that these qualities could never be adequately replaced through the use of volunteers. So although there was support across the various strands for increasing the use of volunteers, this was frequently on the proviso that they should only be used to complement the work of paid staff (i.e. not to replace them).
- 4.2.45 These concerns have to be balanced against the opportunity to provide increased access to residents who, with the presence of volunteers, would be more willing and confident to use ‘technology enabled’ libraries. Therefore the proposal contains unstaffed sessions with the presence of volunteers.
- 4.2.46 A volunteer ‘meeter and greeter’ role will be created to offer sessions on days when the library would otherwise be closed. The Council will work with its partners, GroundWork, to recruit new volunteers and to develop the capacity within the community to support extending opening hours. Training and support will be provided by the library service staff teams and by an in-house library community engagement team.
- 4.2.47 **Friends groups:** The library service consultation has given voice to strength of feeling within local communities about the role that libraries can play within each community. It is proposed re-establish Friends Groups within each library locality. These groups will enable the service to harness additional support from residents who want to support their local library but who are unable, or do not wish to volunteer directly. Charitable status for these groups will be investigated, enabling them to access new and alternative funding streams to support library projects initiated by local communities. Membership will be sought from residents and local businesses in the locality. This proposal builds upon the positive examples of friends fundraising groups that have been established in other local authorities.

e) Community run libraries

4.2.48 Across the country, there are an increasing number of examples of libraries run by local communities, both outside London and within London (e.g. Camden, Wandsworth, etc). In Barnet, Friern Barnet and Garden Suburb libraries are operated by members of the local community. The review has considered two options for future community run libraries in Barnet.

- **Community run library operating within the Barnet network of libraries and commissioned to run services:** A community or other voluntary group would run the library and meet a minimum specification set by the library service. The Council would provide support, for example, the building and potentially stock, equipment and additional technology to facilitate easier opening and closing. The specification is likely to result in the Council paying a grant to attract a group to run a library in this fashion. There would also be potential to attract external funding, especially if the community organisation was granted a 25 year lease.
- **Community run library operating outside the Barnet network of libraries** The Council would provide the building and current stock. However, the group would then run the library as it saw fit, without any kind of specification. This could potentially lead to the diversification of service delivery and could sit well with the development of community hubs. The added freedom and flexibility in running the space is likely to attract a broader range of groups / individuals. It is assumed that in this model the Council would need to pay premises related costs. The potential to attract external funding is increased if the building is leased on a term in excess of 25 years.

4.2.49 In the latest consultation, while the majority of focus group and drop-in participants supported the use of volunteers within the library service, few endorsed the idea of 'community libraries' where the community assumes the management and operation for the service. The concerns raised included: the quality of the library service would be negatively affected; that community-run libraries may suffer service decline after a few years; volunteers may not be sufficiently skilled, available or reliable; community-run libraries would not be sustainable and would close; an over-reliance on volunteers would result in the loss of professional staff; and that volunteers would be drawn from a narrow demographic and would thus not cater for the diversity of the area.

4.2.50 In order to maintain the current network of libraries within the financial constraints, the proposal includes four library sites to be operated and managed by local community or voluntary sector groups. To mitigate concerns raised by residents, the Council is proposing developing Partnership Libraries – libraries that will be developed jointly with local communities and will remain part of the statutory library network, retaining LBB Barnet library branding. The libraries will receive professional support from other libraries as well as centralised management support and stock

provision. The partnership library will also be provided with a small grant to help deliver the service. The package of support offered will be clearly defined, as well as the expectations of the library from the local authority.

- 4.2.51 Partnership libraries will get the benefits of professional support and stock, combined with the advantages community groups offer in engaging local residents and responding to local needs. Partnership libraries will be those local libraries which are smaller and with a lower footfall.
- 4.2.52 A model in which community run libraries remain within the library network and are supported by the Council is more likely to be sustainable and able to deliver a service to a defined quality. It retains a coherent service network meaning that the service as a whole meets statutory guidance for a service that is both comprehensive and effective. In 2013 Arts Council England and the Local Government Association published a report for local authorities drawing on the experiences of various local authorities, setting out the different approaches adopted, their respective benefits and the practicalities involved.
- 4.2.53 Bradford and North Yorkshire have adopted a similar model to that proposed in Barnet, developing library facilities that are community-led and largely community delivered but with on-going Council support. In this model community developed libraries are retained within the statutory public library network. In this way the proposed model for Barnet takes into account the views of local residents participating in the 2014-15 library consultation who were clear in their desire for any community managed library to remain part of the local library network. Further details of the proposed Partnership library model are contained in Appendix G.

f) Alternative Delivery Models

- 4.2.53 There are an increasing number of examples across the country where alternative management arrangements have been developed for library services including staff mutuals and charitable trusts. Some of the reasons for the increasing popularity of these new models of delivery are that they are able to offer an opportunity to access new funding sources, increase the freedom to innovate and develop new services to generate income, develop a more flexible staffing model, and through closer or direct involvement of local communities, offer greater opportunities to engage more directly with customers, communities and partners.
- 4.2.54 As part of the original options paper, published in October 2014, a range of options were outlined for public consultation. The models considered were libraries run:
- directly by the Council;
 - by an educational body;
 - through a shared service with another council;
 - by a staff-owned mutual;

- by a charitable provider; and
- by a commercial provider

4.2.55 Among respondents, there was clearly most support for libraries being run directly by the Council (93% of panellists; 95% of respondents) and least support for libraries being run by a commercial provider (19% of panellists; 11% of respondents). Of those questionnaire respondents who provided further comments, nearly a third (30%) expressed the view that, as a public service, libraries should be run by the Council and not outsourced. The same opinion was expressed by more than a fifth (22%) of panellists who commented.

4.2.56 Some staff could see advantages to a staff-owned mutual, namely that it would allow: library professionals to run their own service; more autonomy and freedom in terms of stock and discretionary charging; and charitable status and associated fundraising activities. While most focus group participants agreed that library staff are highly skilled and capable of running some aspects of the library service, they were sceptical about how well they could manage and administer it as a whole. There was also some concern that a staff-owned mutual would not be not a sustainable alternative to a Council-run service.

4.2.57 The majority of focus group participants (public and staff), drop-in attendees and home library users opposed outsourcing to a private operator, primarily as they did not feel delivering library services should be a profit-making enterprise or due to concerns about performance.

4.2.58 Following consultation feedback and soft market testing it is felt that the future service offer needs to be clear so that staff and any potential delivery partner are clear of the service offer for which they would become responsible

4.2.59 The council will continue to explore the opportunity to develop an alternative model for the management of library services as part of a later phase of the library service review once the future model for the service is agreed by the Council. Until this point the service will continue to be delivered directly by the Council.

4.3 Strand Two: The estate

4.3.1 The review has taken into consideration a range of issues in relation to the estate from which the library service is offered. The Council's public libraries are located in buildings constructed at various times since the 1930's and which were designed to meet the library requirements of their day. The review has considered the condition of each of the library buildings and its capacity to deliver a modern library service; options to improve the library estate and the potential for each building, or elements of each building, to provide space that could generate income.

- 4.3.2 **Condition of current buildings:** The level of backlog maintenance and repairs has been estimated to be £2.47m. The proposal is to invest in the retained buildings to remedy major maintenance and repair.
- 4.3.3 **Suitability of the buildings:** Some library buildings are now unable to meet the modern day needs of a library service. For example, layout and building constraints make it difficult to use space flexibly or to increase accessibility. Two libraries currently identified for complete re-provision into new purpose built buildings are Grahame Park and Church End libraries. Any future opportunities to provide modern fit-for-purpose library spaces (e.g. through regeneration schemes or relocation as part of new commercial or residential) will be considered on a site-by-site basis.
- 4.3.4 **Location of buildings:** Most library buildings have been operational in their current location for many years, often since they were built. Inevitably, the nature of local areas has changed meaning that in some places, library buildings are no longer situated in the most ideal location.
- 4.3.5 Relocation would free-up existing sites for rental, development or disposal with the additional income representing a further saving. There was some support among residents for the re-provision or re-location of libraries as a means to improve the physical estate and/or to make it more accessible. At least half of staff questionnaire respondents supported redeveloping library sites; building a new library as part of a new development near to the existing site or moving the library into an existing, accessible venue, near to the current site. Again, any future opportunities to re-locate libraries (e.g. through regeneration schemes or relocation as part of new commercial or residential) will be considered on a site-by-site basis.
- 4.3.6 **Mixed use development of existing sites:** A number of library sites have the potential for mixed use development with a new library facility provided below and funded by a residential development. This could reduce premises costs and buildings maintenance and would ensure that the use of space is fit-for-purpose along with the potential for a capital receipt. Again, the consultation found some support for exploring this option among residents. The development of South Friern library and the proposed new Church End library are examples of this type of opportunity and any future opportunities will be explored on a site-by-site basis.
- 4.3.7 **Co-locating with other services or public sector partners:** There are a range of opportunities for re-locating and/or co-locating library services with other services offered by the Council, community groups or partner organisations. Residents were broadly supportive of reducing costs through co-locating services to increase the efficient use of space.
- 4.3.8 The proposal is to progress the following opportunities;
- I. The re-provision of library facilities in Mill Hill within a new Daws Lane Community Hub is being explored in partnership with the residents of

Mill Hill who have an ambition to develop a new community offer on this site if the proposal goes ahead, it would enable the co-location of the partnership library with a range of local services in the community hub.

- II. The Council is developing an investment programme in new leisure and sports facilities, with the proposal to eventually co-locate the proposed partnership library at East Barnet within the new leisure centre.
- III. There is an intention to develop a strategic partnership with Middlesex University for the operation of Hendon library alongside university services.

4.3.9 Any future opportunities to co-locate library services will be considered on a site-by-site basis.

4.3.10 **Maximising revenue on existing sites:** Another avenue is to make better use of the asset by using space to generate income to support the cost of the library service. The letting of released space, through reducing the size of the library footprint has the potential to generate significant income to support the service. The needs analysis demonstrates the way in which residents use libraries has, and continues to change over time, with increasing use of the digital library service and increasing accessibility of information from home or mobile devices.. Over time, the library service has increasingly sought to generate income through renting out community rooms and other spaces and it is proposed to build on this trend.

4.3.11 Respondents to consultation between 2011 and 2014 were broadly in favour of generating more income from library buildings but were keen to ensure that profits were channelled back into the service. This issue was also explored in the latest consultation. The consultation document indicated the level of space that could potentially be released in each building, assuming a range of library footprints, starting with a minimum library footprint of 540 square feet (similar to that in Garden Suburb library) in some libraries.

4.3.12 Whilst there was some support for making better use of the libraries, residents were concerned about the proposed minimum footprint. Many could not comprehend what could be provided in a library of this size and assumed that the whole range of service provision would have to be downsized significantly. The general sense was that it would result in: a very restricted number of books and computers; a lack of space for studying or relaxing; and a reduction in the number of activities held at library sites. It was frequently suggested that downsizing to such a degree would lead to a decrease in the number of people visiting libraries, ultimately leading to a non-sustainable service.

4.3.13 Appendix C sets out a catalogue of the services proposed for each category of library. Core libraries will be a minimum of 2,100 square feet,

Core Plus libraries a minimum of 5,300 square feet and Partnership libraries will be at least 1,900 square feet in size.

- 4.3.14 Apart from those sites where new library accommodation is being provided, it is proposed that library buildings will in future be managed as part of the Council's Corporate Asset Strategy, overseen by the council's Asset, Regeneration and Growth Committee. The maintenance of buildings and the letting of spaces sits best in estates management where the expertise in these matters is situated. The future use of space released by the re-configuration and reduction in the library foot print or through the re-location of a library (e.g. Church End) will be therefore be managed by the Council's property services. Property services are responsible for managing the Council's asset portfolio and for delivering the Council's Community Asset Strategy. It will be tasked with maintaining the buildings and seeking opportunities to maximise the income and social value on the released property areas. The opportunity to generate income will vary from site-to-site. Some lend themselves more easily to the provision of lettable space and some are more attractive to potential occupiers or users dependent on size, location, layout and independent access. The library service will become a 'user' of the building.
- 4.3.15 This element of the proposal will require some capital works to separate the space and is dependent on finding suitable tenants for each site. The lettings process and budgetary risk of not finding tenants would best sit outside of the library service in estates management where the expertise in these matters is situated.,
- 4.3.16 The Asset, Regeneration and Growth Committee will also oversee any future exploration of opportunities to provide modern fit-for-purpose library space (e.g. through regeneration schemes or relocation as part of new commercial or residential opportunities).

Section Five: Implications for the future delivery of library services in Barnet

5.0 Introduction

5.1.1 To deliver the vision for a future library service in Barnet, taking into consideration the feedback from residents through the consultation, it is proposed to maintain a network of 14 libraries as well as the digital, and homelibrary service. The Council will also continue to grant fund the community libraries at Friern Barnet and Garden Suburb.

5.1.2 The proposed future model will deliver savings of £2.277m by 2019/20, contributing towards the Council's £98.4m budget gap. The savings are achieved from a £1.731m reduction in the library's budget and £0.546m increase in income through improved use of the library estate.

5.1.3 Summary of the proposals;

- The vision and objectives for the library service as set out below
 - The library offer will be based on 4 localities
 - West: Grahame Park, Golders Green, Hendon, Childs Hill
 - East: Chipping Barnet, Osidge, East Barnet
 - North: Edgware, Burnt Oak, Mill Hill
 - Central: Church End, East Finchley, North Finchley, South Friern
 - The service offer at each library will be based on a classification, informed by a needs assessment, by the use of libraries, access and quality and size of the library building. Libraries will be categorised as Core, Core Plus and Partnership libraries. Each locality will have a Core Plus library and a number of Core libraries.
 - A product catalogue will clearly set out the service offer available at each category of library:
 - Core Libraries will provide access to core range of book stock, including items in highest demand, with a focus on children and older adults as well as access to community space for hire. Core libraries will be located in key residential areas and will be based at Burnt Oak, East Finchley, Golders Green, Hendon, North Finchley and Osidge.
 - Core Plus Libraries will provide access to an extended range of stock as well as greater space for study and community use and more extensive hours. Core Plus libraries will be those with the highest footfall, located in town centres and in the highest population areas or areas of high deprivation. These sites will be situated near retail or transport hubs. Core Plus libraries will be

based at Chipping Barnet, Church End, Grahame Park and Edgware.

- Partnership Libraries will be developed jointly with local communities and remain part of the library network, with the Council providing stock and management support. Partnership libraries will be located in Childs Hill, East Barnet, Mill Hill and South Friern.
- Opening hours will be divided into three different types of session. These are;
 - sessions staffed by members of the library service, supported by volunteers.
 - facilitated sessions where the library is open through the use of new technology (Edgware uses a system known as Open+™) supported by volunteers.
 - sessions where the library is open through the use of 'technology enabled' but is unstaffed.

Library opening hours and types of session will be balanced across each locality to maximise access to libraries within a given area.

- Investing in new technology will allow libraries to both open longer as well as provide information digitally 24 hours a day. The use of technology which allows libraries to be opened unstaffed, will be implemented at all Core and Core Plus libraries. Alternative arrangements will be put into place at Burnt Oak where the library is co-located with the Council's Customer Service Centre.
- The new model will harness the capacity and support of local communities in Barnet to expand the volunteer offer at libraries and to develop partnership libraries at four sites. Volunteers will play a key role in facilitated opening hours with the use of new technology, such as the Open+™ system used in the Edgware pilot.
- The majority of the library buildings will in future be managed as part of the Council's corporate asset strategy, overseen by the Council's Asset, Regeneration and Growth Committee. The Library service will be a 'user' of the building and have a defined footprint within the building. This will allow the Council to ensure it maximises income from the library buildings whilst continuing to support the library service.
- The Council will continue to seek to maximise income through use of library space, amending current fees and charges and exploring new revenue streams such as sponsorship and advertising and developing friends of / supports groups.

- The library service will continue to offer:
 - a mobile library service;
 - the home library service, which provides access to books and information for people whose mobility is restricted due to age, disability or illness;
 - the digital library service;
 - the Local Studies and Archives service, which offers access to local historical materials, e-books, e-audio and other online resources and learning materials;
 - the Schools Libraries Resource Service, which provides professional advice and support to school libraries as well as loans to support the National Curriculum; and
 - the Early Years' service, which provides activities in libraries and community venues for under-5s and their parents and helps administer the national Bookstart scheme. Funding for Friern Barnet and Garden Suburb community libraries will continue.

5.2 The vision and objectives of the library service

Barnet is a great place to live. We want a 21st Century library service that is in tune with the changing lifestyles of our residents. Libraries are a universal and unique service, offering learning opportunities from the early years and through retirement.

Our ambition is for libraries to:

- *Help all children in Barnet to have the best start in life, developing essential language, literacy and learning skills and developing a love of reading from an early age.*
- *Provide residents with the skills to live independently; to improve their health and wellbeing; and to get a job and progress whilst in work.*
- *Bring people together, acting as a focal point for communities and assisting resident groups to support their local area.*

Objectives

- **A library service that provides children and adults with reading, literacy and learning opportunities**

- Reading and learning materials are provided for loan and library use, in traditional print/hard copy formats as well as provision of e-book, e-audio and online learning resources.
- The Barnet Digital Library will increase reading and learning opportunities for local people, while the physical library estate continues to offer access to reading, literacy and learning opportunities for children and adults.
- At least 95% of Barnet residents can reach their local public library by public transport and have access to study space and to learning activities run for communities by communities and by local partners.
- Outreach and development is targeted at those most in need, with strategic partnerships in Education, Adult and Children's Services, and appropriate local partners.
- The service continues to deliver onsite and online literacy activities and reading schemes (The National Reading Offer) such as the *Summer Reading Challenge*, *Six Book Challenge* and *City Reads*.

- **A library service that engages with communities**

- Library buildings continue to act as focal points of community activity, with further integration of services and use of library spaces which reflects local needs.
- Opportunities for local people to shape and support library services are increased, through an expanded range of volunteering roles and advisory groups.
- Social media and new technologies are increasingly used to deliver peer to peer customer interaction and support, offering residents the opportunities to share reading recommendations, advice and support.
- Local commercial partnership opportunities are exploited where possible.

- **A library service that makes knowledge and information easily accessible**

- Local and Council information is provided in both hard and soft copy forms.
- The library service continues to act as a gateway to local services, expanding its use of self-service technology to increase access to those provided by the Council.
- Online library services, accessible 24:7, offer the library service increased opportunities to deliver literacy, learning and information services out of hours and to those unable to visit static service points.
- Users of the physical libraries have access to modernised ICT equipment and ICT learning support.

- **A library service that can withstand current and future financial challenges and safeguard services for vulnerable people.**
 - Barnet's libraries are configured in such a way as to support the Council in meeting these challenges.
 - Income from services, assets, trading and other unique capabilities is maximised in order to take the universal free-to-use library service to the maximum number of people.
 - Opportunities presented by new technology and improved volunteering support are maximised to preserve libraries as physical spaces/community assets.

5.3 Site by site

5.3.1 Each library has been categorised based on a range of criteria to establish which library is Core, Core Plus or Partnership. Library categorisation has been based on the needs assessment, as well as a consideration of the condition and size of each library site. A range of factors have had to be considered and balanced when categorising each library site.

5.3.2 The new locality model ensures that libraries that are generally largest and open longest, are in areas with high footfall, in highly populated areas, have good transport links or serve areas of deprivation. The criteria for categorising libraries was:

- use of libraries – how many visitors, borrowers and general transactions have been recorded at each library
- demographic need – what the need is within the local area, including considerations of deprivation levels and population growth
- access – how accessible libraries are in regard to their location (e.g. are they in town centres and how good are transport links?); and
- library site – the size and quality of the library site and what opportunities are there for community use, study space and maximising income.

Core Plus Libraries

5.3.3 Core Plus libraries will be those with the highest footfall and use and will be located in town centres and areas with the highest population density and growth. They will be sites situated near to retail and transport hubs, ensuring they are easy to access for all communities in Barnet. Core Plus libraries will be based at Chipping Barnet, Church End, Grahame Park and Edgware.

- Chipping Barnet

Chipping Barnet is the busiest library in Barnet with the highest number of transactions and second highest number of borrowers. The Library is

in a reasonably good location in High Barnet. The library has a number of well used community rooms which generate around £35-40k per year.

- Church End

In 2017, a new library will be provided on the site of Gateway House, offering state-of-the-art facilities. The current library in Church End has a high number of transactions and loans per year. The current Church End site is reasonably close to Finchley Central underground station and is located on main bus routes. However, whilst it is reasonably easily accessible, the current library is situated slightly beyond the main thoroughfare. The new library will provide an improved location and ideal site in which to invest extended hours technology

- Edgware

Edgware is one of Barnet's busiest town centres and the library has a high number of transactions and loans each year. The library is close to the town centre and has good transport links, including Edgware Underground and bus routes. Edgware library serves a diverse population and is easily accessible from a range of deprivation areas of the borough. Edgware library has been piloting technology enabled opening (through the use of Open+™) over the past 3 months.

- Grahame Park

The new library at Grahame Park is scheduled to open in late 2016 and will be a state-of-the-art facility, located alongside Barnet and Southgate College and Barnet's Centre for Independent Living. The library will be based in an area with the highest growth in the borough and an area of high deprivation, with a much higher than average percentage of children in low-income families. The new library will provide an ideal site to invest in technology to ensure longer opening hours.

Core Libraries

Core libraries will be located in key residential areas. They will be based at Burnt Oak, East Finchley, Golders Green, Hendon, North Finchley and Osidge.

- Burnt Oak

Burnt Oak library is co-located with the Customer Service Centre. Although the number of transactions and visitors per hour is fairly low compared to other libraries, modelled data suggests that the library has

a higher-than-average use by unemployed people. Burnt Oak is in an area of high deprivation, with an above-average number of children in low income families and a high proportion of BME users. Transport links to the library are good, as the library is close to Burnt Oak Underground and on good bus routes.

- East Finchley

East Finchley library has an average number of transactions, borrowers and visitors, although the library has a higher-than-average percentage of transactions from the 20% most deprived LSOA's. East Finchley library is in a residential location, with some transport links, although these are not as extensive as some other sites.

- Golders Green

Golders Green library has a higher than average number of borrowers and average number of transactions. Golders Green is highly populated area, with a high level of projected growth as well as a high proportion of non-Christian users.

- Hendon

Hendon has the highest number of borrowers and second highest number of transactions with a high use from local students. Its location presents an ideal opportunity to work closely with Middlesex University to ensure a high quality library service continues, supporting both the university students and the local community.

- North Finchley

North Finchley library is in one of the borough's town centres and has a higher-than-average number of borrowers and an average number of visits per hour and transactions. The library has good transport links, is close to a number of bus routes but not very close to an underground station. The local area has a lower-than-average percentage of transactions from the 20% most deprived areas in Barnet.

- Osidge

Osidge library is located in a residential area in Brunswick Park. The library has a lower-than-average number of visits per hour, borrowers and transactions. However, Osidge is in a slightly higher-than-average area for children from low income families. The library has average access route as it is on a bus route but not near a town centre.

Partnership Libraries

Partnership libraries will be located in smaller sites, with a lower number of transactions and visitors.

- Childs Hill

Childs Hill Library is one of the boroughs smaller libraries, with a low number of transactions and the lowest number of borrowers in the borough. This makes the site a suitable partnership library.

- East Barnet

East Barnet has lower-than-average transactions and borrowers and around an average number of visitors per hour. The library is reasonably accessible although located slightly outside East Barnet town centre. Proposals to develop a new library provision co-located with new leisure facilities are in their early stages. This provides an opportunity to develop a community hub in partnership with a community partner.

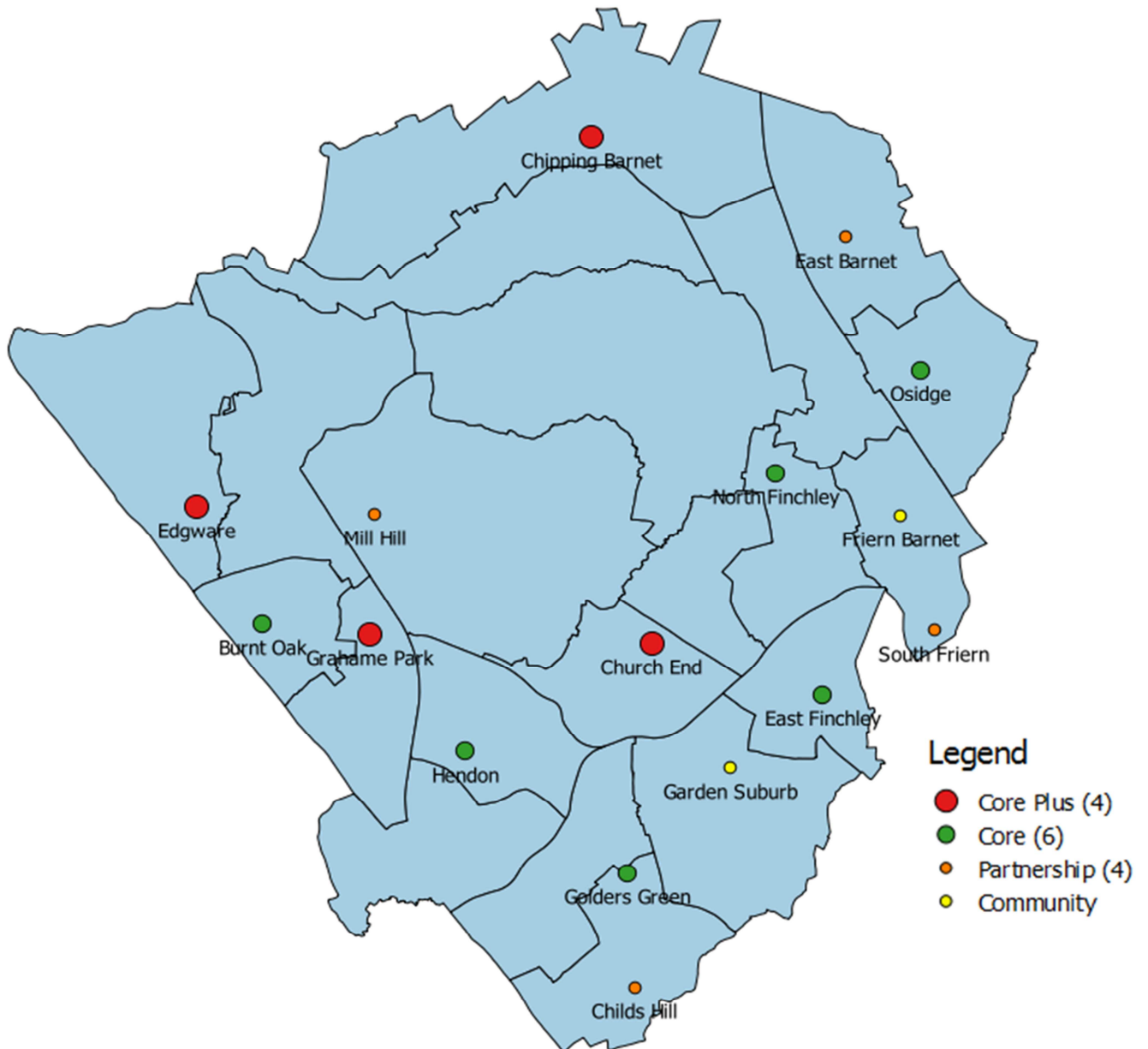
- South Friern

South Friern is one of the smallest libraries within Barnet and has a low footfall, making the site suitable for a partnership library. The library has a lower number of visitors per hour than other libraries and significantly less borrowers and transactions. The library site is on a number of bus routes but not near a town centre. Modelled data suggests this library enjoys a higher-than-average use by unemployed people and has a higher-than-average percentage of members who are children in low income families.

- Mill Hill

There is an opportunity to offer a new partnership library at Mill Hill as part of the Dawes Lane Community development, making the library an integral part of a new community facility. This arrangement allows the library to continue within the local community, in a new, flexible building, linking closely to the community groups aims of providing information, advice and support to local residents and businesses.

The Map (Figure 5) highlights each library and the boroughs localities;



Opening hours

Technology Enabled (e.g. Open+™) deployed in all Core and Core Plus libraries plus extended hours at Burnt Oak

Library	Staffed opening hours	Technology enabled opening hours (supported by volunteers)	Technology enabled opening hours	Partnership Library opening hours	TOTAL
Church End	23.5	6.0	62.5		92.0
North Finchley	15.5	6.0	63.5		85.0
East Finchley	16.0	6.0	63.0		85.0
South Friern				15.0	15.0
Grahame park	23.5	6.0	62.5		92.0
Golders green	15.5	6.0	63.5		85.0
Hendon	16.0	6.0	63.0		85.0
Childs Hill				15.0	15.0
Chipping Barnet	23.5	6.0	62.5		92.0
Osidge	15.5	6.0	63.5		85.0
East Barnet				15.0	15.0
Edgware	23.5	6.0	62.5		92.0
Burnt Oak	15.5	6.0	29.5		51.0
Mill Hill				15.0	15.0

Total weekly hours across the library network: 904 hours

Service offer by type of opening

Service Offer
1. Staffed Opening
Full service offer relative to status as Core or Core Plus including: <ul style="list-style-type: none"> • Access for all • Library led activities and events (see Product Catalogue, Appendix C) • Facilitated educational visits by schools/ organisations • Full research, information, advice and signposting service. • Full reservations service including inter-library loans

<ul style="list-style-type: none"> • Access to digital library resources • In-branch signposting • Customer support in the use of automated technology • Facilitated and un-facilitated education visits • Automated and staffed issues, returns and renewals • Automated and staffed PC access and support • Automated access to Wi-Fi • Events/ services delivered by 3rd party organisations • Hall hire • Public toilets • Sales (cards, stamps, educational materials, drinks)
<p>2. Technology Enabled Opening with Volunteer Support</p>
<p>Targeted service offer relative to status as Core or Core Plus including:</p> <ul style="list-style-type: none"> • Access for adults and accompanied children • Automated access to issues, returns, renewals • Automated access to PCs and printing • Automated access to Wi-Fi • Events/ services delivered by 3rd party organisations • Reservation placement and collection (excluding interlibrary loans) • Access to digital library resources • In-branch signposting • Customer support in the use of automated technology • Un-facilitated education visits • Hall hire • Public toilets • Remote professional support from staffed libraries in the locality and wider network.
<p>3. Unstaffed Technology-enabled Opening</p>
<p>Targeted service offer relative to status and Core or Core Plus including:</p> <ul style="list-style-type: none"> • Access for adults and accompanied children • Automated access to issues, returns, renewals • Automated access to PCs and printing • Automated access to Wi-Fi • Reservation placement and collection (excluding interlibrary loans) • Access to digital library resources • Remote professional support from staffed libraries in the locality (subject to opening hours)

Figure 6 (below) outlines the number of staff, unstaffed and facilitated opening hours at each library in comparison to the current library service offer.

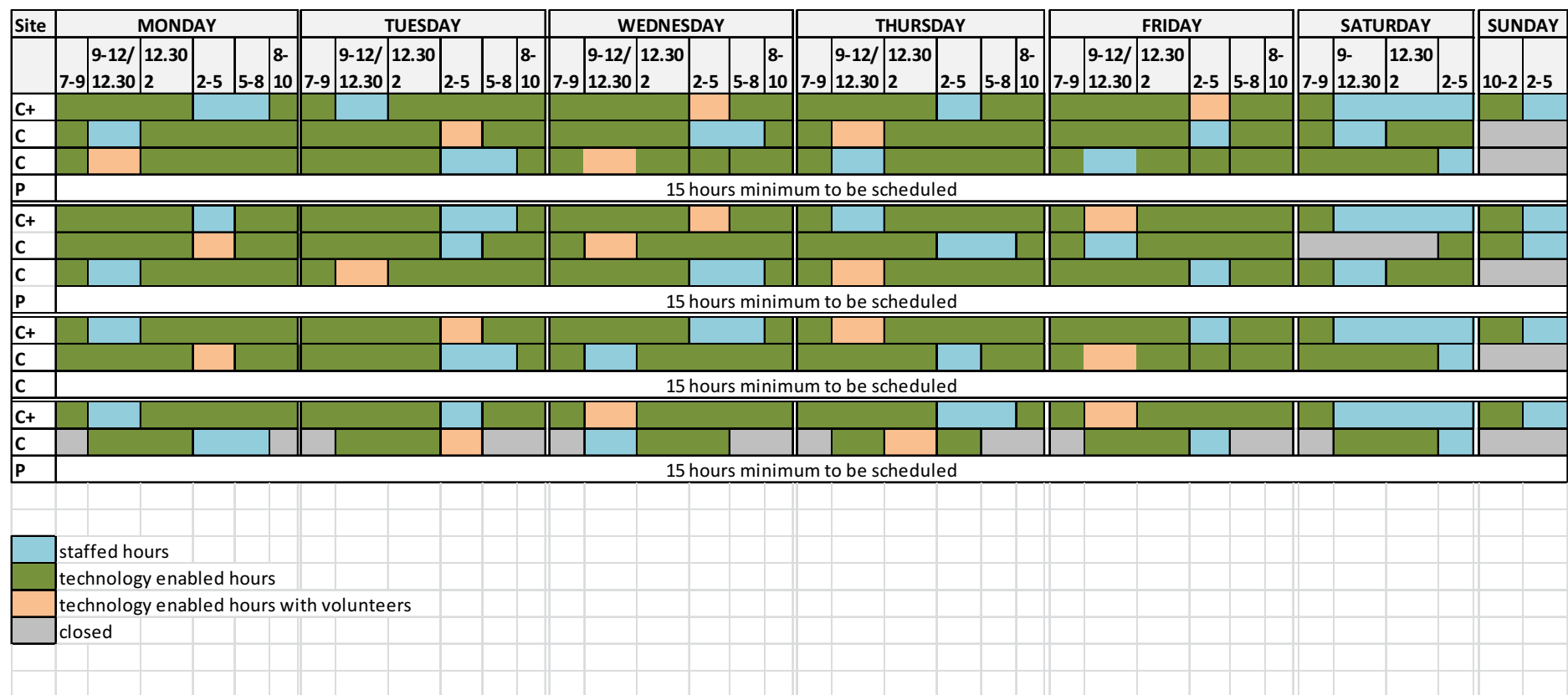
Library	Current configuration				Proposed configuration						
	Current tier	Days per week	LBB Staffed hours open p.w	Library footprint	Tier	Staffed hours p.w	Technology enabled hours p.w		Total opening hours	Days per week	Library footprint
							Technology only	Volunteer supported			
Chipping Barnet	Leading	7	56.5	17,222 sqft (total) Est. 15,000 sqft(public)*	C+	23.5	62.5	6	92	7	15,000 sqft+ (total)
Edgware	Leading	7	53.5	5,748sqft (total) Est. 4,800 sqft (public)*	C+	23.5	62.5	6	92	7	5,300 sqft+ (total)
Church End	Leading	6	50.5	6405sqft (total) Est. 5,500 sqft (public)*	C+	23.5	62.5	6	92	7	5,300 sqft+ (total)
Grahame Park	Local	5	35	7,040sqft (total) Est. 3,500 sqft (public)*	C+	23.5	62.5	6	92	7	5,300 sqft+ (total)
Hendon	Leading	7	56.5	19,375sqft (total) Est. 15,800 sqft (public)*	C	16	63	6	85	6	2,100 sqft+ (total)
Burnt Oak	Leading	6	51	2,713sqft (total) Est. 2,200 sqft (public)*	C	15.5	29.5	6	51	6	2,100 sqft+ (total)
Golders Green	Leading	6	46	5,070sqft (total) Est. 3,500 (public)*	C	15.5	63.5	6	85	6	2,100 sqft+ (total)
North Finchley	Leading	5	43	6,512 sqft (total)	C	15.5	63.5	6	85	6	2,100 sqft+ (total)

*

				Est. 5,700sqft (public)*							
Osidge	Local	5	39	4,445sqft (total) Est. 3,500 sqft (public)*	C	15.5	63.5	6	85	6	2,100 sqft+ (total)
East Finchley	Local	5	40	5,081sqft (total) Est. 4,300 sqft (public)*	C	16	63	6	85	6	2,100 sqft+ (total)
East Barnet	Local	6	50.5	5,834 sqft (total) Est. 4,800 sqft (public)*	P	15 hours minimum				1,900 sqft (total)	
Mill Hill	Local	5	43	5,597 sqft (total) Est. 4,600 sqft (public)*	P	15 hours minimum				1900 sqft (total)	
South Friern	Local	5	35	4,445 sqft (total) Est. 4,000 sqft (public)*	P	15 hours minimum				1,900 sqm (total)	
Childs Hill	Local	5	35	3,767 sqft (total) Est. 2,000 sqft (public)*	P	15 hours minimum				1,900s qft (total)	
Total			634.5			188	596	60	904		

*

Figure 7 (below) outlines an indicative library timetable for each locality. This has been developed to ensure that the service is deliverable within the financial resources available, as well as ensuring each locality has opening hours throughout the week.



*

Library footprint

The proposed library footprint for each library and the proposed space released for income generation is:

Library	Existing Floorspace (sq. ft.)	Proposed library footprint (sq. ft.)	Space released for income generation (sq. ft.)	Provisional estimate of potential rental income p.a. assumed for modelling purposes by 2019/20**
Burnt Oak	2,713 (total) Est. 2,200 (public)*	2,153	559	Circa £4k
Childs Hill	3,767 (total) Est. 2,000 (public)*	1,991	1,776	Circa £10k
Chipping Barnet	17,222 (total) Est. 15,000 (public)*	15,069	2,153	Circa £20k
Church End	6,405 (total) Est. 5,500 (public)*	5,382	1,023	Circa £73k
East Barnet	5,834 (total) Est. 4,800 (public)*	1,991	3,843	Circa up to £54k
Edgware	5,748 (total) Est. 4,800 (public)*	5,382	366	Circa £4k
East Finchley	5,081 (total) Est. 4,300 (public)*	2,153	2,928	Circa £24k
Golders Green	5,070 (total) Est. 3,500 (public)*	2,153	2,917	Circa £29k
Hendon	19,375 (total) Est. 15,800 (public)*	2,153	17,222	Circa £176k
Mill Hill	5,597 (total) Est. 4,600 (public)*	1,991	3,606	Circa up to £60k
North Finchley	6,512 (total) Est. 5,700 (public)*	2,153	4,359	Circa £44k
Osidge	4,445 (total) Est. 3,500 (public)*	2,153	2,293	Circa £19
South Friern	4,445 (total) Est. 4,000 (public)	1,991	2,454	Circa £29k

* the square footage allocated to public services is an estimate only and is based upon the relative proportions of space currently allocated to public and non-public use within the total building footprint. Current library footprints include non-public spaces including staff areas and circulation spaces. For example, Hendon library currently contains large spaces which are rented out to other organisations, or to provide storage of IT servers or the Borough's archive.