BARNET
LONDON BOROUGH

	Children, Education, Libraries and Safeguarding Committee **23rd March 2015**
Title	**Barnet's future Library Service**
Report of	Chairman of Children's, Education, Libraries and Safeguarding Committee
Wards	All
Status	Public
Urgent	No
Key	Yes
Enclosures	Appendix A – Library Review and Proposed Model Appendix B – Needs Assessment Appendix C – Product Catalogue Appendix Di – Equalities Impact Assessment Appendix Dii - Employee Equalities Impact Assessment Appendix E - Consultation Report 2014/15 Appendix F – Technology-enabled Opening pilot Appendix G – Partnership Libraries Appendix H – Library Review – amended fees and charges Appendix I - Consultation Report 2015/16 Appendix J – Locality maps Appendix K – Risk register Appendix L - Issues arising from the failure of the library management system (to be published as a supplement before the meeting date)
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Summary

This report sets out a proposal for the future delivery of library services in Barnet. The proposals in the report and appendices have been developed following two rounds of public consultation with residents regarding library services in the borough. An initial consultation attracted more than 3,800 responses. The findings from this consultation (Phase 1) are set out in full in Appendix E and were considered by the Children, Education, Libraries and Safeguarding Committee (CELS) on the 12th October 2015 and by Council on the 20th October 2015. The Council approved a further round of consultation on a number of specific issues relating to the proposals (Phase 2). This has now been concluded during which over 1,200 residents expressed their views. The findings of this second phase of consultation are set out in Appendix I. As a result of this further consultation, together with the findings from the pilot of technology-enabled opening, the report proposes some revisions to the proposals considered by CELS and Council in Autumn 2015.

The proposals set out in this report and appendices will enable library services to be offered from all fourteen of the current library sites and will also enable the home and mobile service to continue its current service offer. It is proposed to extend the digital library and invest in a technology-enabled opening system at ten sites. This will increase the overall number of opening hours across the service while the number of Council-staffed opening hours will be reduced. It is proposed to utilise the community capacity and the demonstration of community support for library services shown during the consultation process to increase the contribution of volunteers to help support technology-enabled opening and to establish four Partnership libraries. Finally, it is proposed to reconfigure the library estate to release space for commercial or community letting and where possible, to co-locate services to make better use of library and other publicly owned buildings.

Recommendations

1. **That the Children, Education, Libraries and Safeguarding Committee consider the first consultation (Phase 1) findings on Barnet's future library service that took place between the 10th November 2014 and 22nd February 2015 set out in full in Appendix E and the further (Phase 2) round of consultation that took place between 27th October 2015 and 6th January 2016 set out in full in Appendix I.**

2. **That the Children, Education, Library and Safeguarding Committee consider:**

   - **the revised options appraisal and proposal for Barnet's future library service contained in Appendix A and summarised in paragraph's 1.12 to 1.23.2 (below)**
   - **the needs assessment contained in Appendix B**
   - **the product catalogue contained in Appendix C**

	• the Equalities Impact Assessment in Appendix D • the results of the pilot of technology-enabled opening at Edgware Library in Appendix F • the proposed arrangements for Partnership Libraries set out in Appendix G • proposed changes to fees and charges set out in Appendix H • the locality maps and public transport routes between libraries set out in Appendix J • the risk assessment for the proposed future library service set out in Appendix K • issues arising from the failure of the library management system set out in Appendix L
3.	**That the Children, Education, Library and Safeguarding Committee approve the proposal for Barnet's future library service contained in Appendix A and summarised in paragraph's 1.12 to 1.23.2 (below).**
4.	**That the Children, Education, Library and Safeguarding Committee note the funding requirement to support the implementation of these proposals, as set out in paragraph 5.7.**

1.   WHY THIS REPORT IS NEEDED

1.1   On 28th October 2014, the Children, Education, Libraries and Safeguarding (CELS) Committee considered a report that set out a proposed vision, outcomes and objectives for the future of Barnet's library service. The report highlighted the environment within which the library service is being provided, an environment which offers both challenges and opportunities. Challenges include the significant financial pressures facing all public services and the condition of Barnet's current library estate. Opportunities include technological innovations – to increase access and convenience - in the wider community, and the increasing involvement of local communities across the country and in Barnet, in shaping and delivering public services.

1.2   The report contained a detailed options paper that set out the current library service offer, reflected the feedback from residents to Barnet's 2011 Library Strategy, considered the budget and staffing arrangements of the current service, and the condition of Barnet's 14 library buildings. It asked the Committee to consider a number of options for providing a library service within a reduced budget envelope, previously 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 £2.85m by 2019/20, as part of the overall saving of £14.547m the CELS Committee has agreed to make across the entirety of its remit. The report also sought approval to trial technology-enabled opening at Edgware Library in order to test the potential for increasing access to libraries outside of staffed hours.

1.3 The three options presented, as set out below in paragraph 3.1, were developed and informed by a range of factors, including;

- the statutory duty under the Public Libraries and Museums Act, (1964) to provide a comprehensive and efficient library service.
- Feedback from residents to Barnet's 2011 Library Strategy.
- the budget savings required.
- an assessment of needs that included the pattern of use of each library over time and the size of libraries.
- the geographical spread of library 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.
- an initial assessment in line with the Public Sector Equality Duty

1.4 The CELS Committee approved the commencement of consultation on the issues and options contained in the October 2014 report. The consultation period ran for 15 weeks, from 10th November 2014 to 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 put forward their own proposals for the Service (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.

1.5 More than 3,800 responses were received to the consultation through a variety of different methods (including online and paper questionnaires, focus groups, a Citizens' Panel[1] Survey, drop-in sessions and written submissions).   Informed and shaped by the responses to this first consultation (Phase 1), a new library strategy and service offer for Barnet was first considered by the CELS Committee on the 12th October 2015 and then by Council on the 20th October 2015. Respondents overall rejected the closure of libraries. The proposal considered by CELS on the 12th October 2015, maintains the same number of static library sites across the borough as well as maintaining the home and mobile library service.

1.6 The Committee considered the proposal and agreed a further, second round of consultation to last for ten weeks. This second round of consultation (Phase 2) ran between 27th October 2015 and 6th January 2016. This second

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[1] The Citizens' Panel is made up of 2000 Barnet residents, selected to be representative of the adult population of the borough in terms of ward, age, gender, ethnicity, housing tenure, faith and disability

consultation sought residents views on some specific elements of the proposal and the feedback has helped to refine the proposals.

1.7 More than 1,200 residents views were collected through an online and paper questionnaire, a Citizens' Panel survey, focus groups and written submissions. A survey of library members who registered to use technology-enabled opening has also been concluded as part of the pilot evaluation, set out in Appendix F. The findings from the pilot have informed the proposals in this report. This report sets out the final proposals, having considered the information contained in detail in Appendices A to L.

1.8 Maintaining the current Barnet network of 14 libraries together with a home and mobile library service, at a time when other local authorities are taking difficult decisions to close and rationalise their library services, will be challenging. It will require the full support of Barnet's residents, voluntary sector and other partners to work with the Council to help shape the library service in response to the changing needs of local communities and to help develop and deliver a library service fit for the 21st century.

1.9 In outline, it is proposed to:

- maintain the same number of libraries;

- maintain the home and mobile service;

- continue to develop the digital library;

- invest in new technology to extend opening hours whilst reducing the number of staffed sessions;

- recruit more volunteers to support technology-enabled opening hours and to operate Partnership libraries in four locations;

- maximise the income generated through commercial or community use of library buildings and co-locating with other public services.

1.10 It is important to recognise that features of the proposed model build on developments that have already been progressed within the library service. In recent years the library service has delivered savings of £1.156m between 2011/12 and 2013/14 through rationalising its staffing structure, introducing and improving new technology, digitising its stock and encouraging volunteering within libraries. It has worked with partner organisations to increase the range of services offered from libraries and has sought opportunities to co-locate services, as in in Burnt Oak. Following a difficult period in which two libraries were planned for closure in 2011, the service has also worked with local communities in Friern Barnet and Garden Suburb to help financially support the community groups that came forward to operate and sustain a community library at each of these sites.

1.11   The proposed model has been shaped by lessons learnt in implementing previous changes, together with learning from elsewhere, as local authorities nationally face the challenge of providing services at a time when savings are required.

1.12   The proposal – Barnet's future library service

1.12.1 There are limited ways to significantly reduce the costs of running the Library Service whilst meeting the statutory requirement to provide a "comprehensive and efficient service" and at the same time maintain a network of 14 library sites as well as the home and mobile service and an enhanced digital library. Primarily, the tools available include: reducing the cost of staffing (c.70% of the costs of running the Library Service are staff costs); reducing the Media Fund (the amount available to spend on books, digital products and subscriptions to key resources); and reducing the amount of space used by the library service in order to maximise the space available to bring in additional revenue through greater commercialisation.

1.12.2 During the Phase 1 consultation, the Council consulted residents on four proposed objectives for the service;

- **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.

1.12.3   There was substantial support among residents for the proposed objectives of the library service in Barnet (Appendix E). Based on this feedback, it is proposed to capture the vision for the future of the library service as:

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.*

1.12.4 To deliver this vision and the supporting objectives, in the light of further analysis and to respond to the views of residents in the Phase 1 consultation, it is proposed to maintain a network of 14 libraries as well as the digital, home and mobile library services. This proposal would result in savings of £2,162m by 2019/20. This comprises revenue savings of £1,616m, with income from commercial and/or community rentals accounting for the remaining £0.546m. Maximised savings are targeted for achievement by 2019/20 within the network of provision through balancing a number of considerations including the:

- range of library services available within each library and locality;
- extent of staffed and unstaffed opening hours at each site;
- the library footprint required to deliver the library offer;
- release of space within library buildings to maximise income;
- income raising opportunities through library charges;
- range of material available through digital channels;
- availability of home and mobile services for more vulnerable residents;
- availability of the Local Studies and Archive service;
- traded service offer for early years and schools;
- capacity within the community to support library services;
- capacity within the voluntary sector and other partner organisations to support library service delivery;
- opportunities for re-locating and/or co-locating library services with other services offered by the Council, community groups or partner organisations;
- financial support for Friern Barnet and Garden Suburb community libraries; and
- future management arrangements for the library service

1.13 Range of library services available within each library and locality

1.13.1 The current library offer is delivered through 14 static sites supported by the home and mobile library service and a digital library. The current offer is differentiated across a cluster of libraries within a locality. Libraries are currently split into two categories, half being leading libraries and the other half being designated local libraries. These categorisations were set relatively informally, with leading libraries those which were predominantly busier, larger and open longer and local libraries mainly smaller, less busy and open slightly fewer hours.

1.13.2 The proposal for the future service will build on this model and more clearly define the offer that will be available at each library. The offer is based upon three categories of library provision, with a clear service specification associated with each category. The proposed service offer for each category of library is set out in a product catalogue in detail in Appendix C.

1.13.3 How each library site has been categorised has been informed by the Needs Assessment (Appendix B). The factors which have informed the

categorisation of each library, and the service offer at each site, has been determined on the following criteria;

- 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.

The site by site rationale for each library's categorisation is detailed in Appendix A, section 5. Within the overall product catalogue offer, each library, as is currently the practice, will shape and balance the service offer to best meet local needs as described in the Needs Assessment (Appendix B). For example, the delivery of conversation sessions for people with English as an additional language may be more frequent in some libraries than others.

1.13.4 **Core libraries will deliver the core library service offer.** They will provide access to a core range of book stock and resources for loan and reference. These will be the items in highest demand, such as best sellers, material for homework and key non-fiction subjects, with a particular focus upon provision for children and older adults. Access to other materials will be available via a free internal library reservations service and through charged inter-library loan agreements.

1.13.5 Most Core libraries will have access to community space for hire. All Core libraries will deliver a range of library led activities such as Baby Rhyme Time, Conversation Cafes for English language development and computer literacy sessions. Whilst core activities will continue to be free, some additional sessions will operate on a charged basis. Core libraries will continue to provide free access to computers and to an enhanced public wireless internet service.

1.13.6 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. Further details regarding the categorisation of each library can be found in Appendix A, section 5.

1.13.7 **Core Plus libraries will deliver an enhanced library service offer.** They will provide access to an extended range of stock, greater space for study and community use and will offer more extensive opening hours. They will hold specialist collections such as community language resources and reading group collections. These specialist resources will be accessible to all customers via the reservations service.

1.13.8 Each Core Plus library will also have access to community space for hire. Core Plus libraries will host a wide range of literacy, learning and cultural

events such as regular Baby Rhyme Time sessions to one-off cultural events such as author visits as well as other regular activities. Whilst core activities will continue to be free, some additional sessions will operate on a charged basis.

1.13.9 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. Core Plus libraries will be based at Chipping Barnet, Church End, Grahame Park and Edgware. Further details regarding the categorisation of each library can be found in Appendix A, section 5.

1.13.10 **Partnership libraries will deliver a community-based library offer.** The proposed approach establishes four Partnership libraries in Childs Hill, East Barnet, Mill Hill and South Friern. Further details regarding the categorisation of each library can be found in Appendix A, section 5. Services will be developed jointly with local communities and will remain part of the statutory library network and will retain the LBB Barnet Library branding. Professional support and expertise will be provided by Core and Core Plus libraries and by a centralised support service which will include set-up guidance and an annual training package.

In the report considered by CELS in October 2015, it was proposed to offer an annual grant of circa £25k to organisations or groups of residents to deliver to an agreed service level agreement. During the second round of consultation, the council received representation that this amount may need to be increased in order to attract organisations in the first instance. In the light of this feedback, the proposal has been revised in order to support organisations or groups of residents at the outset of establishing a Partnership library. It is now proposed to offer:

- a tapered annual grant starting at £35k for year 1 (2017/18), £28k for year 2 (2018/19), £25k for year three (2019/20) and thereafter
- a loan facility of up to £8k for each new organisation/group of residents to enable them to become formally constituted and operational.

The service level agreement (SLA) will be set with each partner organisation, specifying the services that will be offered by the Partnership library. The Partnership library will be able to deploy its funding as it feels most appropriate to meet the agreed SLA, for example on resources, events, staff support. Further details of the proposed partnership model is contained in Appendix G. In the event that no organisation or community group can be engaged to operate any, or one of the four proposed Partnership libraries, this matter would be brough back to the Children's, Education, Libraries and Safeguarding Committee to consider.

1.13.11 **Locality Model:** Core, Core Plus and Partnership libraries will operate on a locality model. Core Plus sites will provide additional support to Core and Partnership facilities. Localities have been determined based upon the geography of the borough, with each locality containing a mix of library

provision and a spread of opening hours designed to maximise access to library services within a given area. The four localities are:

- West: Grahame Park (Colindale), 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 locality model of 14 static library sites will be supported by the home and mobile service and an enhanced digital library.

1.14 **The digital library service**

1.14.1 The physical library network will be underpinned by the digital service. E-books and e-audio books will continue to be provided alongside a wide range of online magazines, journals, back issues of newspapers and other electronic reference resources. These resources will continue to be accessible from any device 24 hours a day, 7 days a week. The material can be accessed from devices at home, libraries and elsewhere. Support will be provided for those who are unfamiliar with the technology, with demonstration drop-in sessions held in Core and Core Plus libraries. Provision will be made for online publishing of local writing, which will be made accessible for loan via the Barnet Digital Library.

1.14.2 Customers will continue to be able to join the library online, with an electronic membership category available for those residents who are unable to visit a physical site or who just want to make use of electronic resources. An improved Library Management System (LMS) will provide an enhanced customer interface with the facility to place and track reservations online to renew items and to search an improved library catalogue. An online booking system will enable residents to book and pay for places at library events and activities.

1.14.3 Provision of computers and free access to the internet will continue to be a core feature of all categories of library, including Partnership libraries. An enhanced wireless internet service will increase the number of library customers who can access the internet in their local library via their own device. Moreover, use of the wireless service will no longer be restricted to one hour. The service will also pilot a small collection of laptops for loan for use within the library for those customers who do not have access to their own device. This will enable more flexible use of library space.

1.14.4 Self-service technology will be extended with self-release print and payment facilities rolled out to all Core and Core Plus libraries. For the first time, customers will also be able to print from their own devices. These system developments will improve the library customer experience whilst also streamlining back-office processes.

1.14.5 The online enquiry service will be extended and offered via the library service portal and on people's network machines in libraries. This will

facilitate online library users and users of unstaffed facilities making contact with trained staff, who can help with information and homework enquiries.

1.14.6 The increasing availability of digital resources outlined above will support greater efficiency in stock provision and enable the Council to reduce its spending on physical resources e.g. books, DVD's and CD's.

1.14.7 To maximise efficiency, the Library service is part of a buying consortium with approximately 43 other local authorities to drive the best possible purchase price. Stock comes ready-serviced with book jackets, catalogue records and library stationery already applied, a service that is not offered by publicly available on-line retailers. Over the last few years, this approach has significantly reduced the number of staff required to purchase and process stock and has considerably improved the speed of supply.

1.15 **Opening hours at static library sites**

1.15.1 The majority of the cost of operating libraries relate to the cost of staff. The Council has considered the cost of staffed hours alongside new opportunities afforded by technological developments that enable libraries services to be offered unstaffed. It has sought residents views on new ways to offer services and has considered the role of volunteers in helping to support the library offer.

Overall, the proposed arrangements for opening set out below would result in library opening hours extending from 634.5 hours to at least 904 hours each week, an increase of 42%. However, some 70% of the total existing libraries budget can be attributed to staff costs. In order to maintain a network of 14 library sites across the borough within the reduced budget envelope, the number of staffed opening hours will need to be significantly reduced. The proposal would result in staffed opening hours reducing from 634.5 hours to 188 hours each week, a reduction of 70%. Technology-enabled opening would offer 596 hours per week with a further 60 hours of technology-enabled opening where volunteers would be present. Partnership libraries would be commissioned to provide a minimum of 15 hours per week. Although reductions to staffed opening hours were generally opposed by consultation respondents (71% of panellists either opposed or tended to oppose and 88% of open questionnaire respondents), the Council believes this proposal, alongside the proposal to invest in technology-enabled opening and the increased use of volunteers, best balances the consultation feedback with the desire of residents to retain all 14 library sites and still be able to make required financial savings.

1.15.2 Phase 1 of consultation encouraged respondents to prioritise preferences for library opening hours although these questions were left unanswered by many. There was some preference for Saturdays and weekdays – however, Sunday also picked up a number of second preferences. When respondents to the open questionnaire and panellists were asked about the times of day, late morning and early evenings emerged strongly and there was also support for staffed opening during the afternoons. A range of views were expressed and these can be found in full in Appendix E.

1.15.3 In order to achieve a spread of opening across a whole locality, it is proposed that opening hours are standardised according to category of library, with the minimum session length set at 3 hours. Opening hours have been scheduled across sites to maximise customer access to library services within a given locality. Core Plus libraries will be open for a period of time across seven days a week, with Core libraries open across periods of time six days per week.

1.15.4 **Types of opening hours**. It is proposed to provide three types of opening hours in Core and Core Plus libraries, each with a clear service offer:

1. **Type 1:** Staffed opening: sessions are staffed by members of the library service, as currently.

2. **Type 2**: Technology-enabled opening: where the library is open through the use of technology and is unstaffed

3. **Type 3:** Technology-enabled opening supported by volunteers: where the library is open through the use of new technology with facilitated support provided by volunteers.

1.15.5 Opening hours at static sites are supported through the digital library that is available 24 hours a day, seven days a week and enables library members to access a wide range of on-line reading and learning resources.

1.15.6 Appendix A which needs to be considered, contains a detailed consideration of the issues associated with each type of opening, particularly in relation to technology-enabled opening. The council has piloted technology-enabled opening and the results of the pilot are set out in Appendix F, including the results of a survey of library members who have registered to use the extended service during the pilot. Unstaffed opening has generated a lot of views during both rounds of resident consultation and these have informed the proposals set out below.

1.15.7 **Type 1**: **Staffed opening**: as currently, sessions are staffed by members of the library service, and with some support from volunteers who assist with shelving and at library led events. Under the proposals, during the staffed opening hours at Core and Core Plus sites, libraries will continue to be fully staffed as now.

1.15.8 The reduced staffed opening hours will be timetabled within each locality to ensure that the needs of different groups of library users can be met (elderly, families with young babies, children after school etc.). Activities that require the presence of library staff will continue to be offered within the revised timetable.

1.15.9 **Type 2**: **Technology-enabled opening (unstaffed opening)**: The library will be open and accessible to library users that have registered to use the technology-enabled opening (TEO) hours. During these hours, the library will be unstaffed. The council has been piloting the use of technology-enabled opening at Edgware Library since the end of June 2015. The technology

automates the mechanical processes involved in opening and closing a public library building. This includes switching lights and PCs on and off, locking and unlocking doors and arming and disarming alarm systems. The system works in conjunction with the library's existing IT services (library management system, PC booking system and self-service kiosk technology) to manage customer access and to facilitate basic library functions such as issues, renewals, returns and internet use.

1.15.10 In the Phase 1 consultation, 59% of panellists supported or tended to support the use of technology to extend opening hours and 35% of panellists supported or tended to support the use technology to replace staffed hours. Far fewer of the open questionnaire respondents supported or tended to support the use of technology-enabled opening, at 28% and 13%. Concerns were raised around feeling safe or secure when using an unstaffed library and 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 (64%) was more than twice the proportion of open questionnaire respondents who felt this way (30%);

1.15.11 The Phase 2 consultation further explored residents views about technology-enabled opening, asking how likely they were to use a library during technology-enabled opening hours. Panellists again differed from the open questionnaire respondents with 39% saying they were likely or very likely to use a library during TEO hours compared to 22% of open questionnaire respondents. Participants in focus groups again expressed concerns around safety and security, risk of damage to books and stock, lack of staff to intervene in the event of any misbehaviour etc. However, some participants were more positive about the potential opportunity for technology to extend opening hours.

1.15.12 Respondents were asked what would encourage them to use TEO; 8% of panellists reported that nothing would encourage them, with over 41% of open questionnaire respondents answering in this way. The presence of volunteers topped the list for those that offered a response to the question (34%), followed by additional security (22%), on site access to toilets (14%), training (11%) and other (26%).

1.15.13 The pilot project at Edgware Library to test TEO started at the end of June 2015. The pilot offered TEO hours (unstaffed) to extend the current opening hours, from 7am to 10pm weekdays and sessions before opening on Saturday and Sunday. Data analysis and results of the survey of people who registered to use TEO at Edgware show that between 29 June 2015 and January 2016:

- 1,115 customers have registered to access Edgware Library during extended hours (as at 31st January 2016);

- 518 individuals used the library during TEO hours (as at 31 December 2015)

- There have been 3,800 entries to Edgware Library during the pilot TEO hours, averaging 540 visits per month (as at 31 December 2015); and

- Of the 5,640 transactions recorded during TEO opening hours, 50% were book issues, 33% were PC session and 17% was wi-fi use (as at 31 December 2015).

- TEO Users vary from those who make sporadic use to some residents who make weekly or daily use. The most popular times of use are between 6pm and 9pm (Monday to Friday), 7am and 9am (Monday to Friday) and on Sundays 10am to 2pm.

- Of the 518 users, there are a similar number of men and women although more entries are recorded by men than women (as at 31 December 2015).

- Usage was measured across the opening hours with peak transactions early morning, early evening and mid-evening. Fewer transactions were recorded in the final hour of opening. The TEO user survey also revealed that the TEO was popularly used on a Sunday morning when the library was previously closed.

- No incidents of theft or damage have been reported.

1.15.14 The survey of library users who had registered to use TEO found that:

- The majority of those using the TEO hours are doing so alone.
- The majority of those using the TEO hours agreed with the current policy that under 16s should be accompanied by a registered user aged 18 or over.
- Of those who had registered but not yet used the TEO service (34% of survey respondents); the majority gave not yet having a need to use the extended hours as their reasoning.
- Just 8 respondents had experienced any difficulty using the TEO service and more than three quarters said they would be very likely or fairly likely to use the service were it to be continued in the future.
- The service is providing a number of benefits to users, most notably offering flexibility to use the library to fit around working, studying and childcare arrangements. Other benefits included reduced noise levels; greater time available for studying; and increased local parking availability.

1.15.15 Detailed results of the pilot are set out in full in Appendix F. Overall, the experience of the pilot suggests an encouraging level of confidence among library users in accessing libraries through the technology-enabled service. However, some residents remain unconvinced of the ability of unstaffed libraries to meet the needs of residents and/or are concerned about using the library during unstaffed hours. In particular, residents have raised concerns and representations in relation to:

a) access arrangements of unstaffed libraries by unaccompanied children
b) toilet facilities during TEO hours; and
c) safety and security.

1.15.16 These issues were explored with residents during the Phase 2 consultation and in the survey of library members registered to use TEO at Edgware. The issues are considered in depth in the Appendix A, section 4.

a) It is proposed that all children accompanied by an adult or on a school visit are able to access the full range of opening hours. During the pilot, children aged 16 to 18 were able to register to use TEO with parental permission, given through signature on their registration form. Children under 16 were required to be accompanied by an adult (e.g. adult friend, family member, parent, school teacher) during technology-enabled opening sessions. This was based on consideration that in the UK, a number of legal rights are conferred at age 16 that recognise the independence of the young person. This is the age also recommended in the Government's good practice guidance '*Libraries shaping the future; good practice toolkit'*.

Residents responding to Phase 1 and 2 of the consultation felt that the requirement for children under 16 to be accompanied would impact on some children and young people, particularly those that wish to study in the library after school. Testing the views of residents on the appropriate age limit for children to access an unstaffed library unaccompanied was a particular focus of the Phase 2 consultation, including talking to children and young people and Headteachers. In the Phase 2 resident survey we asked respondents whether they agreed with the proposal that young people under 16 should be accompanied by a registered library user over the age of 18, 61% of panellists agreed with the proposal, compared to 35% of open questionnaire respondents. For those not in favour, most felt that age 13 would be a more appropriate age. We also explored this issue with those library users who had registered to use the library during the Edgware pilot. 76% of those who have used the extended technology-enabled hours agreed that under 16s should be accompanied during TEO hours.

Careful consideration has been given to extending the age at which children can register to use TEO unaccompanied. Consideration has been given to safeguarding, the recent DCMS guidance and the lack of supervision during unstaffed hours. Whilst live CCTV could help address safeguarding concerns, it does not address the lack of supervision. Consideration has been given to the needs of pupils and the ways to mitigate the impact of the requirement for younger children to be accompanied, for example, the continued development of the digital library, the availability of school libraries for after school study, timetabling staffed library sessions for after school in each locality. This consideration is set out in full in Appendix A.

Following this consideration, it is proposed to amend the requirement so that all children at the start of Year 11 (the most common year in which young people take GCSE examinations) who are aged at least 15, can register to use TEO unaccompanied, provided that their school confirms their place of school and year group and that each young person receives parental consent to use the library during these times. This will allow some children who are 15 at the start of the academic year to use TEO unaccompanied. This revision to the initial proposal will enable children aged 15 or 16, in the same year group (Year 11) to have the same access to TEO opening.

This change in approach will be reviewed after the first year of operation, or sooner, if TEO hours are not used responsibly.

In relation to children in younger year groups, the proposal remains that they will need to be accompanied by a registered user over the age of 18 in order to access TEO opening hours. Information on the availability of school libraries and school study areas for homework and independent study outside of the core school hours has been collated, set out in Appendix A, section 4.

To help support the needs of children and young people who may need to access materials during TEO hours, the Library service will improve access to online study support materials held as part of the Barnet Libraries Digital Library, redesigning access for children and young people and ensuring that all secondary schools are aware of the resources available. The equality impact of the TEO element of the proposal is set out in the Equalities Impact Assessment in Appendix D and is summarised in paragraph 5.9.11 below.

b) During the pilot, toilets were not available during unstaffed hours. The rationale for this was based on two man factors. Firstly, although CCTV cameras can be located to the entrance to the toilet, they cannot be placed inside the toilet cubicle. It would not therefore be possible to identify illness, injury or inappropriate behaviour. In this instance, live CCTV would not be able to mitigate this risk. Secondly, maintaining public toilets presents a number of challenges. When staffed, toilets can be closed until they are cleaned or repaired. Should toilets become unusable or unsafe during unstaffed hours, the toilets would not be able to be quickly cordoned off or closed.

Feedback from residents was that the lack of public toilet facilities could hamper the availability of TEO for some groups of residents. This issue is considered in-depth in Appendix A. After careful consideration of all of the factors, the proposal remains that toilet facilities will not be available during TEO hours. Each library will clearly display the opening times of toilets within the library as well as public toilet facilities in the area local to each site.

The equality impact of this element of the proposal is set out in the Equalities Impact Assessment in Appendix D and summarised in paragraph 5.9.12 below.

c) Safety and security: To prepare for the Edgware pilot, the appropriate risk assessments of the building were undertaken and appropriate measures put in place. A full list of the risk assessments currently undertaken at all Barnet library buildings is contained in Appendix A. During the unstaffed opening hours, a number of security measures were piloted including event recorded CCTV, full time security personnel for a limited period and also roving security personnel/staff for limited period. Evidence from the pilot indicates that customers have behaved respectfully with regards to the library space and to each other.

The council has carefully considered resident's views from the open consultation and the views of TEO users. It has looked at the experience of operating TEO over a seven month period. It has concluded that some resident concerns reported through the two rounds of consultation could be addressed through enhanced security. The costs of providing additional security measures have been investigated (set out in Appendix A).

In relation to safety and security, it is proposed that for the roll out of technology-enabled opening, live monitoring CCTV is commissioned at an estimated annual cost of £75,000. Live CCTV will provide:

- CCTV coverage in publicly accessible areas in TEO libraries
- CCTV monitored in real time
- Audible link to enable CCTV centre to communicate with library users
- CCTV centre to alert emergency services if required
- CCTV operator able to control individual cameras to monitor incidents or track behaviour
- CCTV operator able to mobilise roving security to respond to any incident with the aim of a response time of 30 minutes
- Retains CCTV evidence for an agreed period.

Live CCTV will be installed at all TEO sites and its operation will be a requirement of opening. In the event that live CCTV monitoring is not operational at any time, opening will be maintained through the deployment of a security staff individual, which costs approximately £15 per hour.

1.15.17 In relation to unplanned episodes of service unavailability due to technical reasons, there have been three periods during the pilot where the service was unavailable due to technical difficulties. Two periods were short. The latest third period is due to a problem with a related system server and this issue is taking longer to rectify. The failure relates to a corruption of the library database and its back up system. For the TEO pilot, entry to the library by a registered TEO user is authenticated through the main library database.

As the main database is not operatioinal at the time of writing, the extended opening hours at the pilot site have been temporarily suspended.

1.15.18 Appendix L sets out the circumstances of the failure of the main library database, the reasons for the failure and the steps being taken to rectify the issue. It sets out changes to where the system data is stored and the way back ups for the system are held to mitigate against this happening again. It also sets out the contingency plan and the timetable for its implementation in the unlikely event of a future whole system data failure. This includes maintaining a library service at Core and Core Plus libraries through the deployment of security and other staff at an estimated cost of £75k per month. On completion of the contingency plan, a library service would operate from 9am to 5pm over six days at Core Plus libraries and over five days at Core libraries for the duration of the disruption.

1.15.19 The equality impact of the TEO element of the proposal is set out in the Equalities Impact Assessment in Appendix D and summarised in paragraphs 5.9.10 to 5.9.15 below.

1.15.20 **Type 3 Technology-enabled opening with volunteers**; Both rounds of consultation explored whether the presence of volunteers would encourage residents to use TEO.

In Phase 1, the presence of volunteers was the most significant factor that residents stated would help increase the use of a 'technology-enabled' library (63% of the panel survey and 42% of the open questionnaire). This was again reflected in the second consultation where 79% of the panel survey and 17% of the open questionnaire respondents said that volunteers would encourage wider use of TEO. Therefore the proposal offers 'technology-enabled' sessions with volunteers in attendance to help and support library users. The Council will work with its partners, Groundwork, to recruit new volunteers with training and support provided by the library service. Technology-enabled hours wrap around standard opening times (those with people on site). Using volunteers to support additional technology-enabled opening sessions will help to increase opening hours across the borough enabling libraries to open on more days per week and on days when the site would otherwise have to be closed. Volunteer supported sessions have been timetabled as two half day sessions per site per week to ensure sustainability of this additional offer.

The proposal would establish a new in-house library community engagement team to provide on-going support and training of volunteers. The establishment of this team will significantly increase the capacity of the library service to pro-actively engage and recruit volunteers and will facilitate a greater level of volunteering more in line with that experienced by other London Boroughs. This team will be responsible for running recruitment campaigns and recruitment sessions and for actively marketing volunteer opportunities. These tasks are not currently undertaken.

The Council will also work with its partners, GroundWork and associated volunteering networks, to recruit new volunteers and to develop the capacity within the community to support extending opening hours.

A cohort of circa 100 volunteers from across the borough will be required (25 per locality) to deliver the proposed weekly 6 hours per site of volunteer supported TEO opening. This number of recruits would enable volunteers to be deployed to cover each other, for any planned and unplanned absence of volunteers.

In the case that overall, an insufficient number of volunteers can be recruited to support TEO opening, each TEO library would remain operational using TEO technology. Users would be made aware that there was not a volunteer on site.

More information about the recruitment of volunteers can be found in Appendix A.

1.15.21 The proposal enables all children accompanied by an adult or on a school visit to access the full range of opening hours. However, children under 16 (who are not age 15 and in Year 11) are required to be accompanied by an adult (e.g. adult friend, family member, parent, school teacher) during technology-enabled opening sessions. Children of this age group, particularly up to the age of 14 are often accompanied. For 14 -15 year olds who are not accompanied, the 24 hour digital library and school library resources are sources of support in addition to the staffed public library opening hours.

1.15.22 **Distribution of opening hours across types of opening**: Opening hours have been distributed across library sites so that technology-enabled opening with volunteer support sessions can be supported remotely by staff working elsewhere across the network. For example, when one library is offering TEO hours supported by volunteers, another library within the locality will be staffed and the staff will be available to advise the volunteers and library customers in the unstaffed library (by phone or email). An indicative timetable of the proposed opening hours are set out in Appendix A. By offering early morning and more evening access through technology-enabled opening, the proposal extends the hours libraries are open which may help to better meet the needs of working residents, students and families.

1.15.23 **Service offer by type of opening hours:** The representation of the service offer by opening type can be seen in the table below:

Service Offer
1. Staffed Opening
Full service offer relative to status as Core or Core Plus including: • 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
- 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)

2. Technology-enabled Opening with Volunteer Support

Targeted service offer relative to status as Core or Core Plus including:

- 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.

3. Technology-enabled Opening

Targeted service offer relative to status and Core or Core Plus including:

- 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)

1.15.24 The type and proposed opening hours for each library is set out in the table below. The hours have been distributed across categories of library type so that Core Plus offer more hours than Core libraries, based on the greater number of services that will be offered at Core Plus libraries (see Appendix C, Product Catalogue).

1.15.25 Partnership libraries will be contracted to offer an initial requirement of 15 opening hours per week to be scheduled according to local need and in liaison with the partner organisation and the local community. Communities will be supported to expand the service offer beyond these hours and the key product catalogue requirements as dictated by the needs of local residents. The number of hours for Partnership libraries has been set at a realistic level for community groups and it is anticipated that the number of hours offered will grow over time, as they become established.

Library	Current Configuration		Proposed Configuration				
	Days per week	LBB Staffed hours p/w	Staffed hours p/w	Technology-enabled hours p/w		Total Opening Hours	Days per week
				Technology Only	Volunteer Supported		
Locality Central							
Church End	6	50.5	23.5	62.5	6	92	7
North Finchley	5	43.0	15.5	63.5	6	85	6
East Finchley	5	40.0	16.0	63.0	6	85	6
South Friern	5	35.0	An initial minimum requirement of 15 hours				-
Locality West							
Grahame Park	5	35.0	23.5	62.5	6	92	7
Golders Green	6	46.0	15.5	63.5	6	85	6
Hendon	7	56.5	16.0	63.0	6	85	6
Childs Hill	5	35.0	An initial minimum requirement of 15 hours				-
Locality East							
Chipping Barnet	7	56.5	23.5	62.5	6	92	7
Osidge	5	39.0	15.5	63.5	6	85	6
East Barnet	6	50.5	An initial minimum requirement of 15 hours				-
Locality North							
Edgware	7	53.5	23.5	62.5	6	92	7
Burnt Oak	6	51.0	15.5	29.5	6	51	6
Mill Hill	5	43.0	An initial minimum requirement of 15 hours				-
Total		**634.5**	**188**	**596**	**60**	**904**	

1.15.26 The above table assumes a no unscheduled closure. From time to time service outage can occur due to a range of unanticipated factors including technical problems, building issues and unusual levels of staff sickness. These could occur in staffed and unstaffed hours.

1.16 **The library footprint**

1.16.1 Throughout the consultation process, many residents were highly sceptical about a library footprint that, in some locations, might be reduced to a

minimum size of 540 square feet. 88% of questionnaire respondents and 63% of panellists did not support reducing the size of libraries up to a minimum of 540 square foot on average. This was not felt to be sufficient to offer an adequate range of library services.

1.16.2   However, there was a degree of support for increasing commercial opportunities within libraries and gaining income from making better use of space. The proposed approach assigns each category of library a minimum physical footprint based upon the product catalogue of services to be delivered. In this way, the proposal reflects resident feedback regarding library size, whilst balancing this with the need to increase commercial revenue. The current library footprint includes all public and non-public areas such as workrooms, storage and circulation space (stairs and corridors). The redesign of library spaces within a reduced footprint will seek to make best use of the retained space by maximising the amount available for public services.

1.16.3   Core libraries will be a minimum of 2,100 square feet, Core Plus libraries a minimum of 5,300 square feet and Partnership libraries at least 1,900 square feet in size. The proposed minimum footprint for each library site can be found in Appendix A.

1.16.4   Where libraries reduce in footprint, they will also be redesigned to ensure that the retained library space can be used as flexibly as possible. This will facilitate the delivery of the widest range of services possible and will ensure that space can be adapted to meet changing needs throughout the year. For example, flexible use of community meeting space, and the provision of more flexible furniture will enable the service to increase the amount of study space available during exam periods. Non-public areas will be kept to a minimum compatible with effective service delivery and will be shared with co-located services where possible.

1.16.5   The locality model will be applied to ensure that the needs of all customers within a local area are reflected in the day to day allocation and use of library space. The redesign of library spaces within a reduced footprint will seek to make best use of the retained space by maximising the amount available for public services. The service offer available for each type of library is summarised in section 1.13 and set out in full in Appendix C. The introduction of a free internal reservation service together with the digital library will help offset any reduction in on-site resources.

1.16.6   Partnership libraries, in particular at Mill Hill and East Barnet where there is the potential to co-locate with the proposed Daws Lane community services and new leisure facilities, offer an opportunity to deploy space more flexibly, with library customers able to make use of shared areas, such as café facilities, alongside traditional library resources.

1.17   **Income opportunities**

1.17.1 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.

1.17.2 **Community and other lettings within the library footprint:** within the 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.

1.17.3 **Fines:** 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 and are currently capped at £10.40 per item.

1.17.4 Opportunities to renew library items and thus avoid generating fines have 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.

1.17.5 Against this background, the proposal will raise the rate of adult fines to 25p per day and increase the cap to £15. In addition, it will introduce a fine for the late return of children and teen materials of 5p per day, also capped at £15. A number of other local authorities already levy charges for the late return of children's items and this will bring Barnet into line with the likes of Reading, Sefton and West Berkshire.

1.17.6 **Deleted fees and charges:** 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.

1.17.7 **New fees and charges**: 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 H.

1.17.8 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. It is proposed to introduce such a scheme in Barnet. The proposed subscription fee is set out in Appendix H.

1.17.9 **Maximising revenue from advertising**: 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. It is proposed to expand the use of advertising display windows and cabinets for use by local residents, businesses and community organisations.

1.17.10 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. The council will seek to engage a professional advertising company to take this work forward.

1.17.11 **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. Scores sourced outside of Barnet are subject to a hire charge levied by the loaning authority and are time consuming to secure. To increase efficiencies within the administration of this service it is proposed that only scores held by Barnet are made available. 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 charge for sets and scores as set out in Appendix H.

1.17.12 **Releasing floor space to maximise income opportunities:** It is proposed to generate an estimated £546k additional income through releasing floor space in buildings where libraries are located. It is proposed that 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 become a 'user' of the physical building and the future use of any space released by the re-configuration and reduction in the library footprint or through the re-location of the library will be managed by the Council's Property Services team. It will be tasked with realising the income target of £546k, (based on an assessment of income potential at each site, see section 5.4.3 below) maintaining the buildings and seeking opportunities to maximise the income and social return on the released property area within each site. It will also explore any future opportunities to provide modern fit-for-purpose library space (e.g. through regeneration schemes or relocation as part of new commercial or residential opportunities).

1.17.13 In this way, the proposal strikes a balance between the space required to deliver a comprehensive library service and the need to maximise the opportunity for commercial revenue.

1.18 **Working with volunteers and communities**

1.18.1   The library service already deploys library volunteers to support the delivery of the current library offer. Since the beginning of the scheme in 2011, volunteers have donated over 13,600 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. In 2011 the library service was awarded 'Experts in Volunteering' by Greater London Volunteering.

1.18.2   The deployment of volunteers is currently managed from with the Service Development Team who, in addition to volunteering, are responsible for stock selection and management, borough-wide events, professional support and training and borough-wide outreach. The service routinely receives more applications for volunteering than can be processed within the capacity of this team. The proposal is to create a new library community engagement team who will be tasked with developing volunteer capacity and management in liaison with Council partners Groundwork.

1.18.3   The future library service will continue to work with volunteers to support delivery of the core library offer and will seek ways to involve communities further in the development of a modern public library service. In particular, the service will expand the number of volunteers providing key support tasks such as volunteer shelvers and ICT buddies, releasing staff time to concentrate on complex enquiries, literacy and learning activities and service development. A volunteer 'TEO meeter and greeter' role will be created to provide additional support to customers during some of the technology-enabled opening hours. These volunteers will help customers to use the new self-service systems, providing support to those less comfortable with modern technology.

1.18.4   As TEO hours wrap around standard opening times (those with people on site), using volunteers to support additional technology-enabled opening sessions will help to increase opening hours across the borough. 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.

1.18.5   The recent consultation demonstrated a significant appetite within the community for volunteering with around a third of panellists and just under a quarter of the open questionnaire respondents stating that they would be interested in volunteering.

1.18.6   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 hoped that in re-establishing Friends Groups, this 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.

1.18.7 This proposal builds upon the positive examples of friends fundraising groups that have been established in other local authorities.

1.19 Technology-enabled opening

1.19.1 Following the pilot of technology-enabled opening at Edgware Library, the proposal is for a similar arrangement to be extended to all Core and Core Plus libraries facilitating a greater number of opening hours. Appendix A, Section four sets out the full range of building related risk assesments that will be undertaken for each site. Initial feasibility studies confirm that a TEO system can be successfully installed at all proposed Core Plus and Core library sites. Appendix K sets out the risk assessment in relation to the operational aspects of TEO for library users. Live CCTV will be installed at all TEO sites and its operation will be a requirement of opening.

A slightly different technology-enabled arrangement is proposed at Burnt Oak library which is co-located with Customer Services. A security guard is currently deployed within this co-located customer service site and these arrangements will continue alongside TEO elements such as CCTV and self service library facilities.

1.19.2 Grahame Park and Church End libraries are being rebuilt and installation of the new technology can be incorporated into the construction of the new site. Implementation in other sites will require site specific investigations to scope the works required.

1.20 Outreach and other library services

1.20.1 **The Home and Mobile Library Service:** The future model of library services recognises that some vulnerable Barnet residents are unable to visit a static service point. The Mobile Library Service will continue to deliver outreach library services and a new purpose-built vehicle is being procured to deliver a more flexible and efficient service. The home library service visits sheltered accommodation, community centres, schools and children's centres.

1.20.2 The Home library service will continue to take a range of reading materials to the homes of residents unable to visit static sites and to those living in residential homes. As outlined in the Needs Assessment (Appendix B), the number of Barnet residents aged over 85 is projected to increase significantly over the next ten to fifteen years.

1.20.3 **Traded Services and services to schools:** Library staff will continue to deliver literacy and learning support to schools, nurseries, children's centres and other organisations within the borough and beyond. Services will be offered on a traded basis and will include professional training for school,

children's centre staff and other local authorities. Support for parents alongside learning resources, library advice and guidance and literacy development activities will be provided.

1.20.4 All categories of public library will provide services to school students and those attending educational establishments within the borough. Class visits to develop literacy and information skills will continue to be a key library function. Technology-enabled opening will further enhance the relationship between libraries and their local schools, for example at Osidge and Brunswick Park, through providing greater access for school use by agreement. Support will be provided to teachers in the form of a 'library pack' enabling them to make maximum use of the library with their pupils. Librarians in the Service Development Team will continue to work closely with education colleagues to identify those schools in greatest need, developing tailored literacy and information skills programmes to support teaching and learning.

1.20.5 The library Business Development Teams will continue to seek partnership opportunities to develop new services such as support for health and well-being and will identify external funding streams and grant opportunities.

1.20.6 **Local Studies and Archives service:** The Local Government Act 1972 (s.224) requires local authorities to 'make proper arrangements with respect to any documents that belong to or are in the custody of the Council or any of their officers'. In 1999 the Department for the Environment, Transport and the Regions (now the Department for Communities and Local Government) issued guidance on the interpretation of the term 'proper arrangements'. This guidance includes sections on the management of a local authority's administrative records, whether kept on paper or in electronic form, and proper arrangements for those records which have enduring historical value and which should be kept by an established archive service.

1.20.7 A summary of the current outreach and other library services is provided in the table below, along with the impact of the proposals.

	Current Service	Future Service
Mobile Library	Operates 4 days per week. Procurement for a new vehicle is currently in process.	Current service to be maintained. The new vehicle will allow us to review the current routes and to assess whether these provide the best access to the mobile library service.
Home Library	Delivers books and reading materials every 4 weeks to residents who are housebound and every 8 weeks to those living in residential homes	Current service to be maintained

School Libraries Resources Service	Delivers a traded resource and support service to 63 schools	Current service to be maintained
Early Years' Service	Delivers outreach services to Early Years venues including Children's Centres	Current service to be maintained
Local Studies and Archives	Open by appointment on 3 days per week. Selected resources available on open access 7 days a week	Current service to be maintained

1.20.8 It is proposed that the Home & Mobile Library, School Libraries Resources Service and the Local Studies and Archives Service are located at Hendon Library alongside the Core library based at that site. This will bring the majority of the outreach services into a single location. The Council intends to enter into a strategic partnership with Middlesex University for the co-location of Hendon library and university services.

1.21 **Opportunities for re-locating and/or co-locating library services with other services offered by the council, community groups or partner organisations**

1.21.1 Consultation respondents expressed a range of views regarding the relocation or redevelopment of libraries with, for example, panellists supportive overall of an approach that sought to provide new modern facilities and/or release space for development or sale.

1.21.2 An opportunity to re-provide library facilities in Mill Hill is being explored in partnership with residents of Mill Hill who have an ambition to develop a new community offer at Daws Lane. The proposal is for the Partnership library for to be re-provided within the hub, should it proceed, enabling its co-location with a range of other services the resident group is seeking to offer.

1.21.3 The council is also developing an investment programme in new leisure and sports facilities. If this programme proceeds, this could present an opportunity to co-locate the proposed Partnership library at East Barnet within the new leisure facilities.

1.21.4 As part of developing the library proposal, a site by site assessment has been undertaken to explore the suitability of each of the current buildings to offer a modern library service. Between 2016 and 2018, capital investment will deliver new fit-for-purpose libraries in Church End (Finchley) and Colindale. Additional development and relocation opportunities will be initiated as applicable. The aim will be to address deficiencies in the current buildings and to provide modern, fit-for-purpose accommodation. Section 5.3 (below) provides more detail around the Estates element of this proposal.

1.22 **Financial support for Friern Barnet and Garden Suburb library**

1.22.1   It is proposed to continue to provide informal high-level practical support for Friern Barnet and Garden Suburb community libraries. In addition, the Council will continue to provide an annual grant and the use of the premises. This support will be offered through an agreed Service Level Agreement (SLA).

1.22.2   It is important to note that the new Partnership libraries at Mill Hill, Childs Hill, East Barnet and South Friern will be supported within the Barnet library network unlike Friern Barnet and Garden Suburb community libraries which operate independently and do not form part of the borough's statutory public library service.

1.23   **Future management arrangements for the library service**

1.23.1   There are an increasing number of examples across the country where alternative management arrangements have been developed for library services including staff mutual, charitable trusts, etc. Some of the reasons for the increasing popularity of these new models of delivery are that they 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, can offer greater opportunities to engage more directly with customers, communities and partners.

1.23.2   The council will continue to explore the opportunity to develop an alternative model for the management of library services. However, following soft market testing as part of the options appraisal, it is felt that additional clarity regarding the future service offer is required before this option can be progressed. Therefore alternative management arrangements will be considered further once the future model for the service has been agreed by the Council and will feature as the focus of Phase III (Future Delivery Model).

2   REASONS FOR RECOMMENDATIONS

2.1   The challenge of delivering and maintaining a modern fit for purpose library service within the current financial climate for public services is set out in Appendix A. The recommendations in this report have been developed involving the materials in the Appendices to this report.

2.2   The proposal set out in this report aims to achieve a balance between the views of residents expressed through the consultation and the Council's pressing need to achieve a reduction in spending across a wide range of services as it seeks to address an overall budget gap of £98.4m by 2020.

3   ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3.1   The Council undertook an extensive consultation exercise on a range of issues and ways to develop and change the library service offer. In particular the Council consulted on three potential options for the future direction of library services in Barnet. These three options are set out in full in Appendix A. The three options had some common features but offered a choice of models. These can be summarised as:

- maintaining all of the current libraries through reducing ten sites to a minimum of 540 square feet and reducing opening hours;
- consolidating services on a fewer number of sites with the closure of six sites; and
- maximising the support of communities and volunteers with four libraries run in partnership with residents groups in sites of a minimum of 540 square feet, and two library closures.

3.2   These three options were reviewed in the light of community feedback that no libraries should close and that the proposed minimum footprint of 540 square feet was not sufficient to offer a range of library services within a locality. The proposal considered by CELS for further consultation enabled the maintenance of 14 static library sites with revised footprint for each category of library, linked to a clear service offer at each site. The Council has also reviewed its proposals in the light of the second round of consultation to allow younger library users to use TEO (young people in year 11 and aged 15), to strengthen security arrangements during TEO hours and to increase the annual support grant to Partnership libraries.

3.3   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.

3.4   In relation to libraries, alternative options which have been considered include:

- Increasing council tax: With respect to increasing Council Tax, the current Medium Term Financial Strategy which was approved at Full Council on the 3rd March 2015 and 1st March 2016, includes the assumption that Council Tax will not be increased in the financial years 2015/16 and 2016/17, and just below 2% annual increases from 2017/18 to 2019/20. The level of council tax is reviewed on an annual basis as part of the Business Planning Process overseen by the Policy & Resources Committee.

- Protect the library budget and take savings from elsewhere: The size of the budget gap means the Council needs to look across all service areas to find savings. If the libraries budget were protected in its entirety, this would increase the amount that would need to be saved from other budgets within the Children, Education, Libraries and Safeguarding (CELS) Committee's remit or in other service areas.

These services include education services, family and youth support, children with disabilities, looked after children, and young people. Protecting the libraries budget from any savings would increase the burden on other services within the CELS budget by 19.6% based on the overall savings target of £14.547m so far allocated to CELS Committee. If savings could not be met by within CELS then other services would be required to make these savings.

- Use council reserves: The Council retains annual reserves of £15 million in order to help reduce the impact of unexpected pressures that may occur in-year. This represents just 5.3% of the annual Council budget. The use of reserves is not a viable permanent alternative to making the recurrent £98.4 million savings required to the Council's base budget by 2019/20.

3.5   The proposal set out in this report and Appendices will result in a saving of £2,162m by 2019/20. The amount and the pace with which these savings will be delivered fall short of the target set out in the Council's Medium Term Financial Strategy. The Council had considered all viable options for a library service that meets its duties to provide and comprehensive and efficient service yet still make the savings required of it. Through the consultation process, residents were clear that they do not want the library service budget to be cut to the extent that the Council's consultation options required. Further refinement of the commercial model to maximise income generation opportunities has also informed the current proposal to generate £0.546m. It is still open to the Committee to decide to deliver £2.85m through proceeding with, at least, the options considered in September 2014 that were subject to consultation between November 2014 and February 2015. However, on balance, in the light of the feedback from residents and the further financial modelling, this is not recommended. The CELS Committee and the Council's Policy and Resources Committee has considered the shortfall in anticipated savings as part of the Council's business planning cycle for 2016/17 and beyond.

3.6   It is still open to the Council to reject the proposals in this report and leave the funding for the library service without change but this is not recommended if the Council is to make the necessary savings for the reasons set out above.

4   POST DECISION IMPLEMENTATION

4.1   If agreed, the proposals will be implemented during 2016/17. The implementation programme will include:

- Design and building programme to 12 library buildings. This is likely to require a period of closure at each site which will be timetabled within each locality to provide a continuity of service across the locality.
- Procurement and roll out of TEO technology including risk assesments at each site
- A review of stock to ensure that each Core and Core Plus library has an appropriate, fit for purpose stock holding
- An enhancement of the digital library, redesigning access for children and young people
- A staff restructure in line with the council's 'Managing Change' policy
- A recruitment drive for volunteers, working with Groundwork
- Engagement with community groups and residents to establish Partnership libraries, working with CommUNITY Barnet

5   IMPLICATIONS OF DECISION

5.1   **Corporate Priorities and Performance**

The proposals set out in this paper are consistent with the council's Corporate Plan and will assist the Council in meeting its five main objectives:

Barnet Corporate Plan	
Barnet is a place of opportunity, where people can further their quality of life	*Literacy and Reading:* through provision of literacy and reading materials, development programmes and support to schools/organisations;
	Learning: through provision of study space and resources to assist learning and employment;
	Culture: through cultural events and workshops/ exhibitions
	Communities: through provision of materials and events to help local businesses and start-ups and space to promote services and products
	Health & Well-being: co-locating with leisure facilities in East Barnet
Barnet is a place where people are helped to help themselves, recognising that prevention is	*Literacy:* through schemes for adults and children, and through events and activities for children;
	Learning: through educational visits and learning events to develop learning and study skills;

better than cure	*Communities:* providing community meeting spaces, job clubs and conversation cafes to improve English-speaking skills; *Health & Well-being:* through books on prescription schemes for people with specific health conditions and their carers, provision of health materials, sign-posting to services, and delivering health events;
Barnet is a place where responsibility is shared fairly	*Communities:* through volunteering opportunities in the library service for adults and young people, and part of safer places schemes for vulnerable adults;
Barnet is a place where services are delivered efficiently to get value for the taxpayer	*Literacy & Learning:* through increased provision of on-line reading and learning materials; *Culture:* through a mixed-economy of core cultural events for free, or with a small charge; *Communities:* through fees and charges kept as low as possible. Some charges will be removed. Increasing use of technology to extend opening hours and reduce cost. Competitive pricing for hall hire;
Barnet is a place with improved customer services and increased transparency	*Literacy & Learning, Culture, and Health & Well-being:* provision of on-site and online advice and guidance regarding literacy, learning, culture and health & well-being

5.2 **Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability**

Finance - Revenue funding

5.2.1 Despite recent economic growth, Barnet Council faces a significant budget gap of £81.1m over the period 2016/17 to 2019/20. This is driven by continued reductions in central government spending – with the impact on Local Government particularly acute as a result of the 'ring-fencing' of priority budgets such as health, schools and defence - and increased pressure on local services as the population grows and changes. In order to meet this challenge, the Council undertook a review of all its services and the Children, Education, Libraries and Safeguarding (CELS) Committee are tasked with identifying savings of £14.547m over a period of 2016/17 to 2019/20 from a budget of £55.9m.

5.2.2 Following a period of public consultation from December 2014 to February 2015, the CELS committee published its five year Commissioning Plan for the range of services within its responsibility including services for children with disabilities, special educational needs (SEN) and high needs, children with poor mental health, child and adolescent mental health services

(CAMHS), Looked after children and young people, keeping children safe, supporting families in need, preventing young people from offending and library services. The Commissioning Plan sets out the intention of the Committee, the outcomes to be achieved and the budget envelope for each service area. The library service has been targeted to save £2.85m (equivalent to 67% of the operational Library service budget) by 2019/20.

5.2.3   The net budget for the libraries service in 2015/16 was £4.6m. The proposal considered by CELS on the 12th October 2015 was expected to deliver £1.731m of savings within the operational budget for the library service with a further £0.546m of income being achieved by 2019/20 through releasing space for commercial or community letting. This latest proposal will result in operational savings of £1.616m. This takes account of the revised proposal to provide live CCTV monitoring and the increased financial support package for the proposed Partnership libraries. The commercial or community letting forecast remains unchanged.

Revenue	£	Date
Net library budget	£4.6m	2015/16
Operational savings from library budget	£1.616m	by 2019/20
Income from space released in buildings	£0.546m	by 2019/20

5.2.4   Achieving budget savings and raising rental income will take time and there are a number of interdependencies in restructuring and reshaping the service and the buildings. Therefore the following profile for delivering the savings and raising income is proposed. This differs significantly from the profile of library savings anticipated within the Council's Medium Term Financial Strategy.

5.2.5   **Revenue savings in the library service budget**

Revenue savings from within the operational budget for the library service comprise of reductions in the cost of staffing and a reduction in 2016/17 of spending of physical library resources from £623k to £473k.

	2016/17	2017/18	2018/19	2019/20	Total
Savings from within the operational budget for the library service	£0.041m	£1.510m	£0.053m	£0.012m	£1.616m

Income from commercial/community use

	2016/17	2017/18	2018/19	2019/20	Total
Income generated from floor space outside of the library footprint	£0.029m	£0.366m	£0m	£0.151m	0.546m

5.2.6 This profile of savings and income generation is based on a number of assumptions:

- income estimates based on valuation of the surplus space on a D1 community use basis
- reconfiguration works take place during the 2016/17 financial year so as to allow the full-year savings effect to be realised in 2017/18;
- technology-enabled opening implemented at all Core and Core Plus libraries during 2016/17;
- there are sufficient potential organisations or community groups willing to rent space in current library building locations;
- by 2019/20 East Barnet library is co-located with other services and Mill Hill library is provided as part of a community hub and
- community, voluntary or other organisations can be secured to operate four Partnership libraries.

There will be costs associated with reducing the staffing levels of the service, in relation to redundancy and pension costs – see section 5.

5.3 **Capital investment**

5.3.1 Implementing the proposal will require four elements of capital funding:

- to repair and invest in buildings that are retained;
- reconfiguring library sites to release space for commercial renting or community letting;
- investing in new technology; and
- relocating/rebuilding libraries.

5.3.2 It is estimated that the investment required for the first three strands is £4.41m. Based on the projected saving, this represents a payback period of around two years.

5.3.3 **Reconfiguring sites to release space:** Included within the above is an estimate of the reconfiguration costs: these have been calculated at around £3m. A small allowance has been included for new library equipment (furnishings etc.), and for the redesign of retained library space.

5.3.4 **Investing in new technology**: The cost of implementing technology-enabled opening arrangements is estimated to be £1.41m.

5.3.5 **Re-locating/rebuilding libraries**: The re-location and re-building of Grahame Park library is being funded within the wider Colindale regeneration programme (S106 contributions). The re-provision of Church End library is being provided and funded as part of the private sector development of the new site. A decision about the vacated Church End library site will be made by the Council's Asset, Regeneration and Growth Committee. Meanwhile, the proposal assumes a level of rental income from

this site.

5.3.6   Similarly any future opportunity to re-locate or rebuild library provision will be assessed on a case-by-case basis, overseen by the Asset, Regeneration and Growth Committee.

5.3.7   The estimated capital costs are based on a number of assumptions:

- Current information held on condition of buildings is a reasonable assessment of the works necessary; and
- Technology-enabled opening capital costs are estimates are based on the experience of installing Open+™ at Edgware, adjusted for known factors at each site. No allowance has been made for abnormal costs which could be incurred (e.g. asbestos removal).

5.4   **Property**

5.4.1   The Council's public libraries are located in buildings constructed at various times since the 1930's and were designed to meet the library requirements of their day.

5.4.2   However, as outlined in paragraphs 1.11 to 1.23.2 (all inclusive) the way the library service will be provided under the terms of the proposal, means that the property requirements will also need to change.

5.4.3   As part of this Library Review preliminary work has been undertaken to ascertain the estimated floor space requirement for each site based on the future service provision. The consequence of this is to reduce the floor space from which library services would be offered within each building:

Library	Existing Floorspace (sq. ft.)	Proposed minimum library footprint (sq. ft.)	Approximate 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 £35k
Church End	6,405 (total) Est. 5,500 (public)*	5,382	1,023	Circa £73k
East	5,834 (total)	1,991	3,843	Circa up to £54k

Barnet	Est. 4,800 (public)*			
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 £35k
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 £154k
Mill Hill	5,597 (total) Est. 4,600 (public)*	1,991	3,606	Circa £46k
North Finchley	6,512 (total) Est. 5,700 (public)*	2,153	4,359	Circa £47k
Osidge	4,445 (total) Est. 3,500 (public)*	2,153	2,293	Circa £26k
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.

5.4.4 Excluded from this assessment are Grahame Park Library, Church End Library, Garden Suburb and Friern Barnet. Both the new Grahame Park library (Colindale) and the new Church End Library are currently under construction. Colindale Library is due to open in summer 2016.

5.4.5 Responsibility for the day-to-day management, repairs and maintenance of the buildings housing the Library Service will rest with the Council's Property Services team. Opportunities for lettings in non-library spaces will be sought by Property Services in order to maximise commercial revenue and community provision. Buildings will be maximised in line with the Council's Community Asset Strategy Implementation plan.

Proposed building works

5.4.6 Internal adaptation will be considered for each building where it is planned to release space for income generation. A preliminary assessment was undertaken with further work at six sites completed that tests the robustness of the estimates above. Each site will be considered individually.

5.4.7   It is likely that as part of the reconfiguration works to deliver the new library service, each library will need to be temporarily closed for a period of time whilst the works necessary are carried out. The length of temporary closure will vary from site to site and will be confirmed as part of the work to develop the detailed implementation plan.

5.4.8   Planning permission and building regulation approval may be required for some changes and any alterations to the two libraries that are Listed Buildings - Hendon and East Finchley - are likely to need Listed Building Consent.

5.5   **Staffing Considerations**

5.5.1   As at September 2015, the service comprise of 114 full time equivalent posts (FTE). These posts are covered by a mix of full and part time employees (155 individuals but this number varies at any one point in time) who work across the borough at multiple sites. 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.

5.5.2   The proposal set out in this report, if agreed, will result in a reduction in current staffing levels over the next 12 months. The proposal will also require new roles and responsibilities for staff in order to deliver the transformed service. Under the model being proposed, the Library Service is likely to see a reduction of approximately 52 FTE. Library staff will continue to be deployed across multiple sites.

5.5.3   Formal consultation with the staff affected and their trade union representatives will commence shortly after the proposals set out in this report have been considered and approved. The period of formal consultation with staff will be between 30 to 45 days depending on the model that is finally agreed and the number of affected staff. All consultation will meet legislative requirements.

5.5.4   All staffing matters will be conducted in line with the Council's policies for managing change.

5.5.5   The one-off costs associated with redundancy (pension and other pre-existing contingent liabilities) are estimated to be in the region of £1.5m.

5.5.6   The costs associated with any redundancies will funded through the council's existing redundancy budget held in central expenses.

5.6   **Implementation**

5.6.1   The review and reshaping of the library service is structured in three phases:

Phase 1 - planning and consultation
Phase 2 - implementation and delivery
Phase 3 - potential phase to consider future delivery vehicles

5.6.2   This report signals the end of Phase 1. If approved, it will then initiate the introduction of Phase 2. Indicative revenue costs associated with Phase II implementation are estimated to be circa £375k to cover project management, professional fees such (such as legal and HR costs), engaging subject matter experts (e.g. architectural consultants), and costs associated with recruiting and developing community groups to take on the Partnership Libraries.

5.7   **Legal and Constitutional References**

5.7.1   The Public Libraries and Museums Act 1964 provides a general duty for library authorities. Section 7 makes it a duty to provide a comprehensive and efficient library service for the borrowing of books and other materials. The duty is owed to all persons desiring to make use of the service whose residence or place of work is within the borough and those who are undergoing full time education within the borough. As well as this duty there is a power to make these facilities available to any person.

5.7.2   In fulfilling its duty, a local authority must have regard to the desirability of:

- ensuring through its own stocks and by arrangements with other library authorities that facilities are available for the borrowing of and reference to books and other printed material, recorded music pictures films and other materials sufficient in number range and quality to meet the general and special requirements of both adults and children;
- encouraging adults and children to make full use of the library service and of providing advice as to its use and information as may be required by users of the service;
- Co-operating with other authorities on matters of relevance to libraries

5.7.3   The meaning of a "comprehensive and efficient library service" has been considered by the courts, in the case of R (Bailey) v London Borough of Brent (2011) in which the Court said

'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.'

5.7.4   Case law has confirmed that a local authority cannot meet its statutory duty without having an adequate assessment of need for library services. The Council has carried out a detailed Needs Assessment which can be found at Appendix B.

5.7.5   When making decisions, local authorities must take account of their overarching duties. This includes the duty to consult appropriately, to abide by the public sector equality duty (as set out in s149 of the Equality Act and in section 5.10 below) and the Council must take account of all relevant information and should not take account of irrelevant information.

5.7.6   Case law on consultation has confirmed four principles which must be met to ensure that consultation is lawful. These are:

   • Consultation must be carried out at a formative stage in the decision
   • Consulters must be provided with sufficient reasons for the proposal to allow them to understand the impact and provide an informed response
   • Consultees should have sufficient time to respond to the consultation. The timing and length of consultation should take account of the nature of the decision and the method of consultation
   • Consultation responses must be conscientiously taken into account by the decision maker. A full summary of the consultation responses are set out in Appendices E and I. This does not mean that the Council is obligated to make a decision which supports the majority of respondents. When making difficult policy decisions, based on financial constraints, it will be common for consultees to have strong views in support of retaining current provision. Members must consider these views and balance this with other information to decide the most appropriate way forward.

5.7.7   Sections 81-85 of the Localism Act 2011 introduced a right – the Community Right to Challenge - for community, voluntary and charitable bodies and local authority employees to "express an interest" in providing or assisting in providing a service of behalf of the local authority. Upon receipt of such an expression, the local authority must consider it and if it accepts it, must carry out a procurement process for the service. Use of this power was considered in a recent case involving libraries in Lincolnshire. If an expression of interest is made in time by an appropriate body, it must be considered by the local authority when making decisions about the future provision of library services.

5.7.8   Annex A of the Responsibilty for Functions, as laid out in the Council's Constitution, states that the Children, Education, Libraries and Safeguarding Committee has responsibility for the development and enhancement of the Llibrary service.

5.8   **Risk Management**

5.8.1   Appendix K contains the risk register for the proposal, setting out each risk,

mitigating actions, and an assessment of the likelihood and the likely impact of each risk.

5.9 **Equalities and Diversity**

5.9.1 Equality and Diversity issues are a mandatory consideration in decision-making in the Council pursuant to the Equality Act 2010. This means the Council and all other organisations acting on its behalf must have due regard to the equality duties when exercising a public function. The broad purpose of this duty is to integrate considerations of equality and good relations into day to day business, requiring equality considerations to be reflected into the design of policies and the delivery of services and for these to be kept under review.

5.9.2 The specific duty set out in s149 of the Equality Act is to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by this Act;

- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

5.9.3 The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation. The Equalities Impact Assessment (EIA) at Appendix D which needs to be considered, considers the impact of the recommendations for the library service on people with these characteristics as well as on unemployed people, people from areas of high deprivation and students in full time education.

5.9.4 The EIA uses a range of sources to inform the analysis, including information outlined in the Needs Assessment about the demographic make-up of the borough and modelled library usage as well as feedback as part of the consultation process.

5.9.5 The library service does not collect data on some of the demographic characteristics protected under the Equality Act 2010. In cases where information is collected, such as date of birth, the data has gaps which mean it is not a reliable source of evidence about usage of the service by different groups. Therefore part of the analysis is based on modelled data which is based on transaction data from the financial year 2013-14 matched to data at small area level from the 2011 census.

5.9.6 Completing the EIA as part of the process identified a range of potential adverse impacts on particular protected characteristics, allowing officers to consider the potential adverse impacts and how their effects may be mitigated.

5.9.7 The proposal for the future library service in Barnet does not include any closures of physical library sites, although library sites will be reconfigured and reduced in size. Based on Transport for London's Strategic modelling over 99% of Barnet's residents within 30 minutes travel distance of a library site.

5.9.8 Although there are no closures of physical library sites, there is a proposed change to the service offer at some sites (putting aside TEO) and a reduction in library footprint. As detailed in the product catalogue (Appendix C) there is a different service offer in Core, Core Plus and Partnership libraries. This will mean in some libraries services previously available will no longer be available. To mitigate the impact of these changes, the locality model has been designed to ensure a geographical spread of services across the borough. In addition the Council is proposing to remove the charge for book reservations, enabling residents to reserve any book in the library stock for free from any static library site.

5.9.9 Proposed changes to opening hours may have positive and adverse impacts on specific groups. The overall increase in library opening hours, with the majority being technology support sessions, will benefit residents who prefer to access libraries in the evenings and early mornings (working age adults) and are confident using the library unsupported.

5.9.10 The reduction in staffed opening hours will mean less support available in the library to get advice, information and to utilise the resources in the library. This will have the biggest impact on those who may require support to make best use of services at static library sites or are less able, or confident at using libraries without library staff support. Consultation feedback suggests this is most likely to impact on older people, people with disabilities and the unemployed. The use of volunteers as part of the facilitated open library, training and information sessions on technology-enabled libraries, the availability of services across the locality model and use of the home and library service are examples of initiatives designed to mitigate the adverse impact of the changes on these specific groups.

The reduction in staffed hours will also have an impact on those who feel that visiting an unstaffed library could be less safe. This is more likely to have a potential on impact older people, women and some users with disabilities. The proposed security arrangements outlined in paragraph 1.15.16 will help to mitigate this potential impact.

5.9.11 Due to restrictions on access to the library during technology-enabled opening hours, there will be an adverse impact on those under the age of 16 (apart from 15 year olds who are in Year 11), who currently access library services without being accompanied by an adult. The 24 hour a day, seven day a week digital library service, the availability of school libraries for pupils, the locality model of opening hours and the promotion of school visits are examples of alternative provision or activities that help mitigate the potentially adverse impact of the changes on younger school children.

5.9.12   The closure of library toilets during TEO hours has been recognised as having a potential negative impact on people with disabilities, older people, pregnant women and accompanied young children. It is not possible to provide CCTV coverage in the toilet areas or individual cubicles and therefore risks regarding safeguarding, injury, illness and damage to property cannot be mitigated.

5.9.13   After giving careful consideration, the inability to monitor the safety of people with disabilities through the provision of CCTV coverage in toilet cubilces, means that it is not possible to safeguard people with disabilities, young people and other vulnerable people when no staff or volunteers are present.

5.9.14   The National Key Scheme has been considered as a way to provide toilet access to those with disabilities. However, the risks relating to lack of CCTV coverage remain.

5.9.15   Where currently available, library toilets will be accessible during staffed hour and they will also be accessible during TEO hours when the library is supported by volunteers. Toilet opening times will be prominently advertised in each site and online. Furthermore, the location of local public toilets will be displayed in each library so TEO users can identify where their closest facility would be.

5.10   **Consultation and Engagement**

5.10.1   Over the last four years there have been various strands of engagement with Barnet residents around the future of library services in the borough:

- consultation around 2011 Libraries Strategy;
- public consultation on Council spending plans carried out in 2013; and
- focus groups undertaken to inform options paper in summer 2014.

5.10.2   These consultations informed a report considered by the CELS Committee on 28th October 2014 and subsequently by Full Council on the 4th November 2014. The report, drawing on the key themes that emerged from previous consultations, contained a proposal to consult with residents on a number of issues and options for the future delivery of library services in the borough. The council wished to seek the views of residents about how best to deliver library services whilst achieving the savings required (set out above).

5.10.3   The consultation aimed to understand resident's views on the proposed outcomes and objectives, changes to the library services, modelled options and to get a better understanding of how residents use libraries. This consultation took place between 10th November 2014 and 22nd February 2015.

5.10.4   The consultation process was supported by Opinion Research Services (ORS), a spin-out company from Swansea University with UK-wide experience of conducting social research and major statutory consultations.

ORS was appointed by the Council to process the questionnaire responses, facilitate consultation events, convene deliberative discussion groups with residents, and to provide an independent report of the formal consultation programme

5.10.5 In total, London Borough of Barnet received over 3,800 responses to the consultation through various strands of consultation activity. Broadly, this comprised around 3,000 responses to questionnaires, over 300 attendees at drop-in sessions at libraries, over 100 attendees at Focus Groups, and about 170 attending LBB meetings.

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5.10.6 The details of the original proposals submitted for consultation, and the responses received to the consultation exercise, are set out in the ORS report "Barnet's Future Library Service: Final Report of the Consultation Outcomes – Report of Findings for London Borough of Barnet". The full document is attached at Appendix E to this report.

5.10.7 The report details the range of responses and the different views of groups of respondents. There was a wide range of views from residents on the future of library services as part of the consultation with varying levels of support for different proposals. The table below contains a very high level summary of some of the key concerns from residents and outlines how the proposals set out in the report seeks to address these concerns.

Key concern	How the October 2015 proposal responded
None of the modelled options were supported by a majority of open questionnaire respondents, nor by a significant amount of those who responded through focus groups and written statements.	The Council has reviewed the modelled options and developed a new proposal for the future of library services in Barnet – set out in this report - which takes account of key concerns.
There was little or no support for library closures in principle, with questionnaire respondents being particularly opposed.	As a result the Council is proposing that all 14 static library sites continue to offer library services.
There were strong feelings from residents that the option to reduce libraries to 540 sq. ft. would be too small to accommodate many of the activities and facilities currently offered in libraries.	The Council has reviewed and clarified the range of activities that it proposes will be offered from library services in each location and increased the proposed minimum footprint. In all cases libraries will be significantly larger than 540 sq. ft. (50.2 sq. mtrs.), with the smallest libraries being Partnership libraries which will be a minimum of 1,991 sq. ft. (185 sq. mtrs.).
Some residents raised concerns about unstaffed libraries, mainly relating to security and safety	The Council has undertaken an Open +™ pilot at Edgware Library to understand the impact of the proposal.

issues for users, the library stock, restrictions on under 16s and the potential difficulties that some library users may have in using the technology.	Results from the pilot have been encouraging and are reported in Appendix F.

In order to address some of these concerns, It is proposed to offer 'facilitated sessions', where volunteers support unstaffed libraries. |
| Some residents were concerned that libraries run by volunteers will not be sustainable and the standard of the service would decline over a number of years. | In order to address this concern, it is proposed that 'Partnership libraries', which are developed jointly between the Council and local community, would remain part of the statutory library network and have professional support and stock provision from the council. The council will invest in a centrally located library staff resource to support Partnership libraries. |

5.10.8 The above is intended to be a summary of Phase 1 of consultation and Appendix E sets out the results of the consultation in full. Results have been referenced within this report and appendices. Consultation feedback was one of the key factors which informed the development of the proposals set out in the report considered by CELS on the 12th October 2015.

5.10.9 The CELS Committee approved further consultation with residents. The council commissioned Enventure, an independent research organisation to undertake this further consultation on elements of the proposals from 26 October 2015 to 4 January 2016. Consultation involved an online/offline questionnaire and a small number of focus groups, selected to reflect the interim Equalities Impact Assesment presented to CELS in October 2015. The results of this second consultation are reported in full in Appendix I and have been referenced within this report and appendices. Consultation involved an online/offline questionnaire, a survey with the councils Citizens' Panel, and a number of focus groups (with those residents identified, at the time of development of the Equality Impact Assessment in October 2015, as most likely to have a negative impact if the proposals were implemented). The results of this second consultation are reported in full in Appendix I and have been referenced within this report and appendices.

Key concerns during second consultation	March 2016 proposal
Some residents felt that money should be invested in staff and resources rather than new technology'	The proposed investment in technology is a one-off capital cost that will extend opening hours by 42%, alongside a year-on-year revenue saving in staff costs
Some residents felt that there is no evidence to support the council's	Evidence base includes the pilot at Edgware library where over 1,100 library users have registered to use TEO, with 514 users and 3,800

assumptions about the use of new technology	transactions undertaken, the good practice guidance issued by DCMS in Autumn 2015 and the increasing roll out of TEO by other local authorities
Some residents felt Libraries should produce revenue, hiring out rooms etc.	The continuation and development of current practice to raise income forms part of the proposal.
Some residents felt that libraries should remain as they are	There is a requirement to make savings in library services as part of the overall budget savings that the council has to make.
Some residents expressed a preference for spending cuts to be made elsewhere	The council has to consider savings across all council services and has to balance the services offered, its statutory duties to meeting the needs of vulnerable residents (elderly, children at risk, etc.). The council has consulted all residents as part of the annual budget savings consultation. The results of this consultation can be found here http://barnet.moderngov.co.uk/documents/b27001/Appendix%20G%20and%20Appendix%20H%20-%20Report%20of%20Policy%20and%20Resources%20Committee-%20Business%20Planning%20201516%20to%202.pdf?T=9
Some residents felt that the council should Increase council tax rather than make savings to the library budget	The council has consulted all residents as part of the annual budget savings consultation. The results of this consultation can be found here http://barnet.moderngov.co.uk/documents/b27001/Appendix%20G%20and%20Appendix%20H%20-%20Report%20of%20Policy%20and%20Resources%20Committee-%20Business%20Planning%20201516%20to%202.pdf?T=9
Some residents expressed a preference to close small libraries and invest in larger ones	The first phase of resident consultation explored this option with residents but received very little support.
Some residents raised concerns that unstaffed libraries will be unsafe	The council has carefully considered the views of residents and it is proposed to invest in enhanced security arrangements (see Appendix A). Live CCTV will be installed at each TEO site which will provide - CCTV coverage in publicly accessible areas in TEO libraries - CCTV monitored in real time - Audible link to enable CCTV centre to communicate with library users - CCTV centre to alert emergency services if required - CCTV operator able to control individual

	cameras to monitor incidents or track behaviour • Mobilise roving security to respond to any incident • Retain CCTV evidence for an agreed period. Full building related health and safety risk assessments will be undertaken at each library site where TEO is planned.
Some residents were concerned that under 16s will be unable to access TEO hours unaccompanied	The council has carefully considered the views of residents and the needs of young people (see Appendix A). It is proposed to adjust the requirement to enable all children in Year 11 and who are aged 15, to access TEO unaccompanied, with parental permission and validation by their school
Too much emphasis has been put on volunteers	The Council will engage its voluntary sector partners (GroundWork and CommUNITY Barnet) to support the recruitment of volunteers as the proposals are implemented during 2016/17.

6. BACKGROUND PAPERS

Strategic Library Review, Cabinet, 26 July 2011,
http://barnet.moderngov.co.uk/Data/Cabinet/201107261900/Agenda/Document%203.pdf

Library Strategy, Children's Education, Libraries and Safeguarding Committee, 28 October 2014,
http://barnet.moderngov.co.uk/documents/s18680/Libraries%20Strategy.pdf

Business Planning 2015/16 - 2019/20, Council, 3rd March 2015
http://barnet.moderngov.co.uk/documents/s21537/Policy%20and%20Resources%20Committee%20Business%20Planning%20201516%20-%2020192%20Recommendations%20to%20Council.pdf

Business Planning, Appendix A Commissioning Plan 2015 – 2020, Children's Education, Libraries and Safeguarding Committee, 9th March 2015
http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=697&MId=7927&Ver=4

Barnet's future Library service Library, Children's Education, Libraries and Safeguarding Committee, 12th October 2015
http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=697&MId=8512&Ver=4

Barnet's future Library service Library, Council, 20th October 2015

http://barnet.moderngov.co.uk/documents/s26698/Referral%20from%20Children%20Education%20Libraries%20and%20Safeguarding%20Committee%20-%20Barnets%20Future%20Library%20Serv.pdf