



**Haringey** Council

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## Communities Scrutiny Panel

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THURSDAY, 28TH MARCH, 2013 at 18:00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, LONDON N22 8LE.

**MEMBERS:** Councillors Adje, Basu, Bull, Reid and Winskill (Chair)

### AGENDA

**1. WELCOME AND APOLOGIES FOR ABSENCE**

**2. URGENT BUSINESS**

The Chair will consider the admission of any late items of urgent business (late items will be considered under the agenda item where they appear. New items will be dealt with at item 14 below).

**3. DECLARATIONS OF INTEREST**

A Member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

(i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and

(ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Members' Register of Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interest are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct.

**4. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS**

To consider any requests received in accordance with Part 4, Section B, paragraph 29 of the Council's constitution.

**5. MINUTES (PAGES 1 - 10)**

To approve the minutes of the meeting of 8 January 2013 (attached).

**6. DOMESTIC VIOLENCE IN HARINGEY (PAGES 11 - 20)**

To consider and comment on how the Council and its partners deal with domestic violence, who owns the policy, current policy, prevalence and any trends.

**7. COMMUNITY HUBS (PAGES 21 - 54)**

To report on the development of Community Hubs.

**8. MOPAC POLICE AND CRIME PLAN 2013 - 2017**

To report on the Mayor's Office for Policing and Crime's Police and Crime Plan 2013 – 2017 and its implications for Haringey.

**9. AREA COMMITTEES - INTERIM CONCLUSIONS AND RECOMMENDATIONS OF PANEL PROJECT (PAGES 55 - 66)**

To consider the draft conclusions and recommendations of the Panel's project on Area Committees.

**10. USE OF TASERS (PAGES 67 - 68)**

To (i). note the response received from the Metropolitan Police Commissioner to concerns raised by the Overview and Scrutiny regarding the extension of the deployment of tasers within the borough and (ii). report on work being undertaken by the London Assembly on this issue.

**11. BUDGET SCRUTINY - RESPONSE TO PANEL'S RECOMMENDATIONS ON MTFP (PAGES 69 - 76)**

To note the Cabinet response to the Panel's recommendations in respect of the Medium Term Financial Plan (MTFP).

**12. WORK PLAN (PAGES 77 - 78)**

To note the work plan for the Panel (attached).

**13. NEW ITEMS OF URGENT BUSINESS**

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Wednesday, 20 March 2013

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**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
TUESDAY, 8 JANUARY 2013**

Councillors Adje, Reid and Winskill (Chair)

Apologies Councillor Basu and Bull

**LC19. WELCOME AND APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Basu and Bull.

**LC20. URGENT BUSINESS**

None.

**LC21. DECLARATIONS OF INTEREST**

None.

**LC22. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS**

None.

**LC23. MINUTES**

In respect of Tasers (item LC17; Minutes), the Chair reported that he had not yet been able to speak to the Chair of the Overview and Scrutiny Committee about this as he was currently abroad on holiday. He would be speaking to him on his return.

In reference to decision 2(d). of Item LC18 (Draft Medium Term Financial Plan 2013-16), the Chair stated that he wished to place a greater emphasis on sharing responsibility for the mobile library service with other agencies within the recommendation. In addition the Panel had agreed to add another recommendation in respect of the proposed reduction in support for area forums/committees following its in depth work on this issue. This was as follows:

“That before any decision is made, clarity be provided on how the functions that directly support the work of forums/committees that are undertaken currently by the team to be deleted will continue to provided”

**AGREED:**

1. That, subject to the above mentioned comment in respect of the proposed savings from the deletion of the mobile library service, the minutes of the meeting of 3 December 2012 be approved;
2. That the following additional recommendation be made in respect of the proposed reduction to support for area forums/committees:  
“In view of Haringey’s stated commitment in the last Governance Review to devolving decision making and greater involvement of the communities in the Borough, the Panel is greatly concerned that the possibility has emerged of withdrawing the funding for a significant portion of the support currently available for area forums and committees. It recommends that, before any decision is made, clarity be provided on how the functions that directly support the work of forums/committees that are undertaken currently by the team to be deleted will continue to provided”

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**LC24. CABINET MEMBERS QUESTIONS - CABINET MEMBER FOR COMMUNITIES**

Councillor Richard Watson, the Cabinet Member for Communities, outlined the main areas of work that were currently taking place within his portfolio.

- The new leisure contract was now operational. After a few initial teething problems, it was proceeding satisfactorily. A meeting had been arranged to receive feedback from users of Tottenham Green leisure centre. Any interested Members were very welcome to attend this. Similar meetings could be held in respect of other centres. The running of Finsbury Park Track and Gym had now also been passed on to an external organisation.
- Plans for the further development of libraries into community hubs were continuing. Consideration was being given to the potential for a range of additional uses. There were no plans to reduce the total number of libraries.
- The final version of the needs assessment for the Gypsy, Roma and Traveller Needs Assessment was almost ready. This would form part of the joint strategic needs assessment for the borough.
- The local policing model was currently being consulted upon by the Mayor's office. As part of this process, the deputy Mayor was due to visit Haringey on 20 February. The public were also welcome to give their views on the issues in question. One particular proposal was that there should only be one Police station that was open 24 hours per day and 7 days per week in each borough. The Police were also looking to reduce back office staff and costs whilst increasing front line resources. The Council had concerns about the proposal for there to only be one Police station that was open 24/7 within the borough.
- A successful exercise had been held in Noel Park ward to reduce crime. As a result of this, anti social behaviour was down by 54% and all notifiable offences by 12%.
- There was still uncertainty concerning funding as the bid for funding from the Mayors Office for Policing and Crime (MOPAC) had yet to be determined. However, more preparatory work had been undertaken by Haringey than any other borough.
- In terms of integration, work was being done to see how partnership working could be further developed to address the issue of gangs.

The Chair reported that the Panel had agreed to look further at issues arising from the leisure procurement exercise and specifically how the community was engaged in procurement exercises. The Cabinet Member felt that the appropriate time to review the engagement that had taken place in order to make recommendations about future exercises would be after the contract had been running for a while. The next meeting of the Panel would probably be too early for this. The Panel agreed to come back to the issue in due course.

In respect of the Community Safety Partnership (CSP), the Cabinet Member stated that work was needed to develop its role. In particular, it needed to be more cohesive.

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He was aware that there had not been a public meeting of the CSP in the last year and it was important that a date for one to be arranged.

The Cabinet Member reported that there was also a potential threat to fire stations. There was a need for pressure to keep facilities within the borough open. At this stage of the meeting, Councillor Adje declared an interest as he was an employee of the London Fire Brigade. The Panel noted any changes to fire services would be subject consultation.

The possibility of applying for European Social Fund money to address crime was raised. The Chief Executive reported that there were often stringent requirements for such funding and the application process could be very labour intensive.

**AGREED:**

That a letter be written on behalf of the Overview and Scrutiny Committee to the London Fire and Emergency Planning Authority expressing concern at possible reductions in fire services covering the borough.

**LC25. CRIME STATISTICS**

Claire Kowalska, Community Safety Manager and Superintendent Mark Wolski, Police Deputy Borough Commander, reported on the latest crime figures for the borough.

It was noted that Haringey that there were a number of factors that could impact on crime figures. These included the comparatively high percentage of young people within Haringey and the high levels of population churn. In addition, the borough had high rates of mental illness, which could present a challenge. There was reason to suspect that the latest census figures for London underestimated the actual numbers. This could impact on crime figures by inflating the crime rate.

The Mayor's office had a target for reducing crime by 20% by 2020. The target was based on reductions in crime of a level that had not been previously seen.

The borough's current crime statistics showed very good progress in a number of areas. For the first time, there had been reductions in violence with injury and acquisitive crime in the winter months. This had also been achieved in the midst of a recession. In addition, there had been a large decrease in motor crime. This was due to a large extent to improved car security. One area of concern was the increase in domestic violence and one theory was that violent crime had been displaced into domestic violence.

It was noted that four of the borough's wards accounted for 40% of crime. All of these were to the east of the borough. The Cabinet Member commented that this showed the error of the proposal to reduce the hours that Tottenham Police station was open.

The Police were challenged by confidence levels locally. Although there were high levels of confidence amongst borough residents in the Police generally, there were significantly lower levels of confidence in the Police locally. How the Police engaged with the community locally was important. This might provide an opportunity to re-invent the service and they was recognised that it could do better.

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In response to a question, Mr Wolski stated that Police resources were deployed according to demand within each ward within the borough on a "pro rata" basis.

The Cabinet Member reported that community safety partners were looking at the issue of engagement generally. There were currently ward panels that focussed on crime. In addition, there were other ward and neighbourhood based bodies that focussed on a range of issues. In addition, population churn needed to be factored in.

It was noted that Haringey had been one of the leading boroughs for gang related violence. However, there had been recent improvements. Some prominent gang members had been imprisoned following the riots in 2012. In addition, interventions appeared to be having an effect. This included a gang exit scheme. There was a multi agency gang action group that co-ordinated action. Partners were looking at early indicators for gang activity. One of these was being a victim of gang crime. This suggested that early intervention was a key issue.

Mr Wolski stated that the reductions in burglary and robbery were no accident. They were the result of knowing who offenders were and targeting them. The figures for violence with injury including domestic violence were not so good. The majority of this figure came from an increase in domestic violence. It was unclear why this had happened. In terms of suspects, many had drug, alcohol and mental health issues. Noel Park ward was the highest contributor to violent crime statistics. It tended to be businesses who were the biggest victims of this.

It was noted that some boroughs had used anti social behaviour orders extensively. However, Haringey had not taken this route and had instead tended to use acceptable behaviour contracts (ABCs) or injunctions. Mr Wolski reported that dispersal orders could be used in exceptional circumstances but this was not taken lightly due to the effect that it had on people's liberties. One had nevertheless been imposed on Ducketts Common but would be reviewed in a months time. In certain circumstances, they could be a useful tool.

Mr Wolski stated that addressing domestic violence was a high priority. In some cases, it could be a murder waiting to happen. It was not just committed by men – two of the top ten offenders in the borough were female.

Concerns were raised at the possible closure and reduction in hours of some police stations within the borough. Mr Wolski stated the Police would prefer to keep two Police stations that were open for 24 hours a day within the borough but it was necessary for the Police to make large budgetary savings. Discussions were nevertheless at an early stage.

The Chair asked if it was possible to provide figures for the number of people who attended local Police stations. Mr Wolski stated that it was possible to provide figures for the last month and agreed to provide them. The Panel were of the view that without accurate statistics on demand, it would be difficult for informed decisions to be made.

The Cabinet Member reported that the political message that Members were receiving was that there would only be one Police station that was open for 24 hours per day for 7 days a week in each borough. The Deputy Mayor had already visited the borough and Haringey's view on this had been clearly communicated to him. He nevertheless



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felt that it might not be possible to convince him of the borough's case. If there was only one 24/7 Police station in Haringey, the likelihood was that this would be in the centre of the borough which was Wood Green. The best case scenario would probably be for a second 24/7 Police station in Haringey, which would probably be in Tottenham. There was also the possibility of some cross border arrangements with neighbouring boroughs. The Panel agreed that this issue would be put on the agenda for the next meeting of the Panel.

The Chief Executive reported that the budget challenge that the Police faced was considerable and it was best to concentrate attention on the areas where there was some scope for success. Regrettably Muswell Hill Police station was not likely to be a high priority. Creative arrangements could be considered to mitigate the loss of facilities such as the use by the Police of churches or tennis clubs. There was a need by the Metropolitan Police to sell buildings. The Cabinet Member reiterated this view. Not all Police stations could be saved and it was therefore best to focus on those which could be. There was also potential for the Police to work out of community hubs in libraries. The issue would be discussed at area forums and he urged all Members to attend these meetings. He agreed to draft a short briefing note to all area committee Chairs about the issues in question.

It was noted that the MOPAC reported to the London Assembly and lobbying of the Members for Enfield and Haringey would be undertaken. In addition, local MPs were also being lobbied.

The Panel noted the Council's position and the budgetary pressures that the Police were under. It was recognised that it was best to concentrate resources on the areas where there was some prospect of success but it was also important that consideration was also given to the west of the borough.

The Chair raised the issue of the recent licensing review of the BG Max night club in Hornsey and requested that the Police provide him with a short briefing note on their position in relation to it and how they intend to enforce the revised licensing conditions.

**AGREED:**

1. That a report be made to a future meeting of the Panel on clear up rates for crime within the borough.
2. That the Police Service be requested to provide attendance figures for Police stations within the borough for the last three months.
3. That, in respect of the proposal to reduce the number of Police stations open for 24 hour per day and 7 days per week within the borough;
  - A letter be sent on behalf of the Overview and Scrutiny Committee to the Mayor's Office for Policing and Crime expressing concern at the proposal; and
  - An update be submitted to the next meeting of the Panel on the issue.

**LC26. COMMUNITY SAFETY PARTNERSHIP - REVIEW**

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Hazel Simmonds, Community Safety Review Manager, reported on the recent review that had been undertaken on the community safety partnership. This had highlighted a number of issues:

- Although community safety was not the top priority for the Council, it was a high priority for the community.
- The partnership did many important and valuable things but was not good at keeping the community informed of them.
- The partnership needed to be better focussed. There were currently too many different and competing plans and too many different meetings.
- A better mutual understanding of the priorities of partners needed to be developed.
- Although the Community Police Consultative Group was to be disbanded, engagement needed to continue and an appropriate mechanism for it needed to be developed.
- Clarity was required on what the core business of the partnership was. Little of what the partnership currently did was funded from core sources and a collective view of what partners felt that the partnership should be doing would help to ensure that resources continued to be available.

A number of actions were planned in response to the review, including an awayday for partners. It was agreed that a timetable for these would be shared with the Panel.

The Panel thanked Ms Simmonds for her presentation. The Panel were of the view that many of the recommendations were timely, particularly the need for greater focus and better mutual appreciation of the specific role of each agency. In addition, it was important that there was clarity on the membership of the partnership and, in particular, the involvement of the voluntary sector. It was noted that HAVCO were now attending meetings.

The Panel requested details on what the partnership was doing to develop greater integrated working amongst partners. The Cabinet Member reported that, although progress had been made, there was still some way to go. There were nevertheless specific areas where it was being developed, such as anti social behaviour. In addition, the MOPAC funding arrangements would encourage greater co-operative working arrangements.

**AGREED:**

That a further report on progress with the review be submitted to the Panel in due course.

**LC27. ANTI SOCIAL BEHAVIOUR**

Mike Bagnall, the Anti Social Behaviour Action Team Manager (ASBAT) reported on the work of the team. He reported that the team took action through the use of the civil courts and this could be useful in acting against anti social behaviour in situations

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where action by the Police through the criminal courts was not possible. The team was now 10 years old. In that time they had trained over 1000 staff on how to take reports on anti social behaviour.

When a case was referred to the team, an assessment was undertaken and, if it was of sufficient seriousness, the team would take it on. Cases below this threshold were referred to the Housing Advice Team (Private Sector) or the Tenancy Management Officer (Public Sector). Unlike many other boroughs, Haringey's team dealt with the private sector as well as public sector housing. There were set time scales that applied equally to all cases. Performance was currently slightly below target. This was due in most part to a large increase in the number of cases. There were a number of remedies that could be used including ASBOs, injunctions and acceptable behaviour contracts (ABCs).

The Panel noted that, despite the increase in workload, staffing levels had remained the same and were of the view that staffing levels should reflect levels of demand. It was noted that some limited additional resources had been identified. Discussions were also currently being undertaken with Homes for Haringey, who were responsible for 85% of cases referred to the ASBAT. They had agreed to deal with some initial parts of referrals. Although the number of ASB officers had remained the same, the team no longer included Police or voluntary sector members. The Cabinet Member reported that there might be scope for the Police and voluntary sector to be re-introduced as a result of the new MOPAC funding scheme.

The Panel commended the team for their work but felt that consideration may need to be given to amending targets to reflect the fact that the workload had increased whilst resources had remained the same. It was noted that Councillor Bull had submitted some questions in his absence and agreed that there would be circulated directly to him by the ASBAT Team Manager.

It was noted that whilst members of the public might not wish to report incidents to the Police, they could be happy to speak to the ASBAT team instead. A judgement was made concerning whether the Police or the ASBAT team were best placed to pursue a particular issue. This depended on the evidence available and how prepared people were to give evidence. Haringey had been measured in its approach to sanctions and had used comparatively few ASBOs. 38 had been issued whilst another 11 were pending. In contrast, Camden had issued over 500.

**AGREED:**

1. That answers to Councillor Bull's questions be circulated; and
2. That the ASBAT team be complimented on their work and continuing high level of performance despite the demands on the service and the lack of additional resources.

**LC28. MEMBERS ENQUIRIES**

The Panel received the results of the survey that had recently been undertaken of Members regarding Member enquiries and service requests. In addition, they received statistical information regarding the Member enquiries.

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It was noted that the survey showed high a high percentage of Members were unclear about the distinction between Member enquiries and service requests and agreed to recommend that appropriate training should be provided in order to ensure a greater level of awareness.

Panel Members were of the view that progress with service requests should ideally be notified to Members. However, it was noted that the Feedback Team did not have the capacity to deal with this. This was also the case for services, some of which received a very high volume of service requests. This was particularly true of Single Front Line who, along with the Feedback Team, had recently suffered from cuts in staffing resources.

The Cabinet Member reported that an app was being trialled which would allow residents to report issues by mobile phone. This would provide a response. The Feedback team determined whether an issue was either a Member enquiry or a service request. If a Member was not happy with the designation, it could be queried and ultimately could be referred to the Cabinet Member.

The Panel agreed to recommend that a training session be provided for Members on the issue. In addition, Councillor Bull would also be consulted for his views,

**AGREED:**

That, in order to develop greater clarity and awareness of obligations and expectations, a specific training session for Members on Member enquiries and the distinction between them and service requests be arranged.

**LC29. AREA COMMITTEES - IMPLEMENTATION OF GOVERNANCE REVIEW CHANGES**

The Chair reported that two focus groups for Members and, in particular, area committee Chairs, had taken place and a number of useful suggestions for improvement had been made. He proposed that another session be arranged to explore possible ways in which area committees could be developed further.

The Cabinet Member stated that a flexible approach needed to be considered which fitted in with the government's localism agenda. This need not be "one size fits all" model. It was incumbent on all Members to engage with their communities. Engagement was not just about formal meetings. In addition, consideration needed to be given to the reduced resources that the Council had.

**AGREED:**

That a further focus group meeting be arranged to consider possible improvements and developments of area committees.

**LC30. WORK PLAN**

**AGREED:**

That the following issues be added to the work plan:

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- Crime clear up rates;
- The use of teasers:
- Licensing reviews and how communities could challenge applications

**LC31. NEW ITEMS OF URGENT BUSINESS**

None.

**Cllr David Winskill**

**Chair**

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# **Communities Scrutiny Panel**

## **28 March 2013**

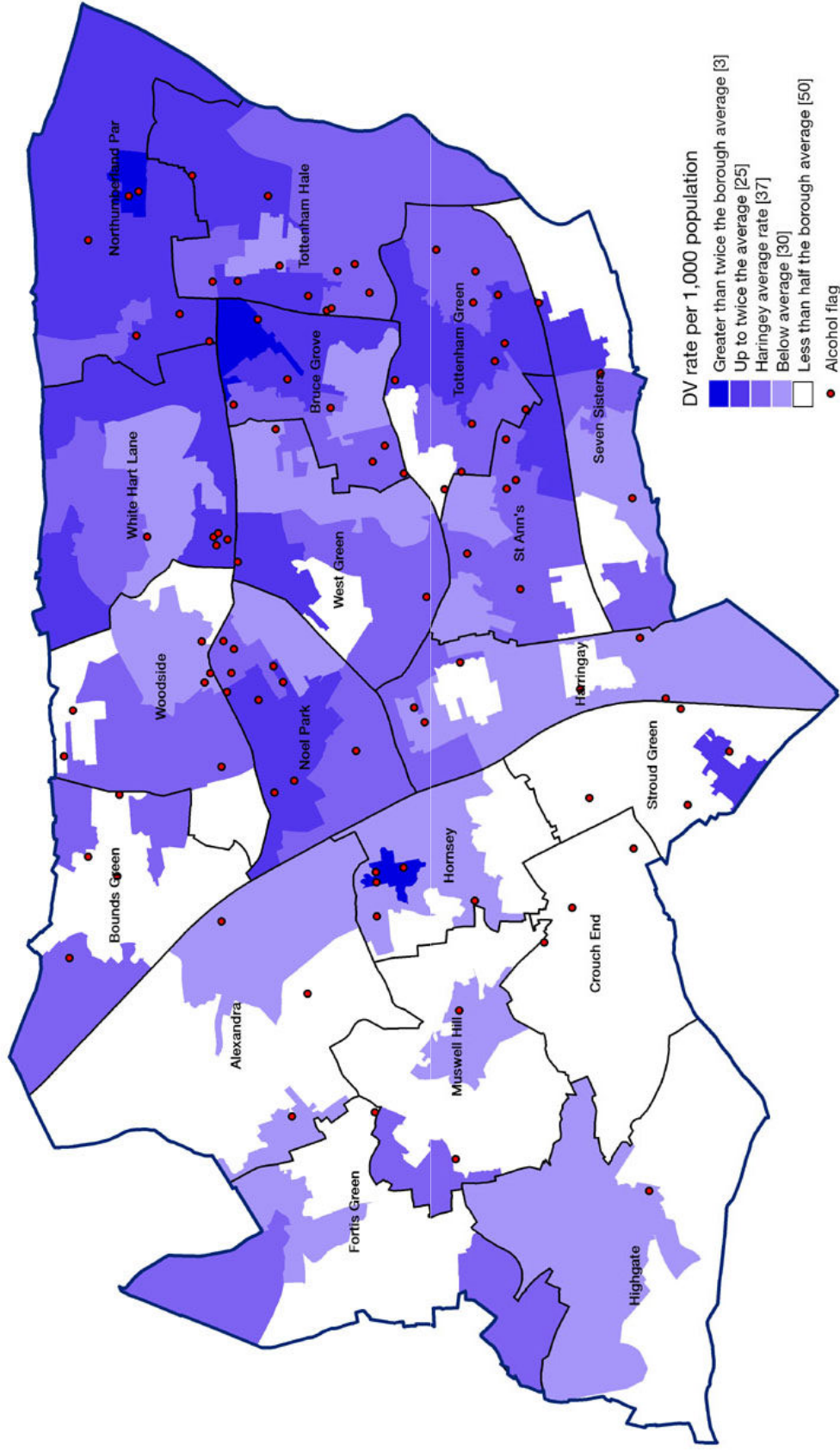
### **Domestic violence in Haringey**

# **What is domestic violence?**

- **Change in Home Office definition from 31 March 2013.**
- **Now includes:**
  - **controlling or coercive behaviour**
  - **16 and 17 year olds.**
- **What will be the impact on local services?**



Domestic violence offences - rate per 1,000 residents: Oct11-Sep12



# Prevalence and trends

- Police report 20% rise in reported incidents
- Annual cost to Haringey: c£27.6 million
- 80% of offences in the east
- Victims mostly young, female & heterosexual
- Reason for 34% of housing moves
- Strong links with mental health, alcohol & substance misuse (for victims & perpetrators)
- 55% of Haringey clients suffer emotional or so-called 'honour'-based violence
- 73% of incidents = repeat victimisation.

# **Children and young people**

- Presenting issue for 20% of child protection plans, and 80% of child protection conferences
- More likely to begin or escalate in pregnancy, postpartum, and in violent or unstable teenage relationships
- More work to be done on understanding domestic violence and gangs/young people

# **How the Council and its partners deal with DV**

- Coordinated community response with VCOs/statutory sectors
- Reports to Community Safety Partnership
- DV partnership=Strategic & Operational
- Priority: establish commissioning lead
- Well established links between DV coordinator and providers

# **Haringey's policy on domestic violence**

*Our vision: Working in  
partnership to promote healthy  
and safe relationships to break  
the cycle of abuse*

**DV strategic direction and  
delivery plan 2013-2016 nearing  
completion**

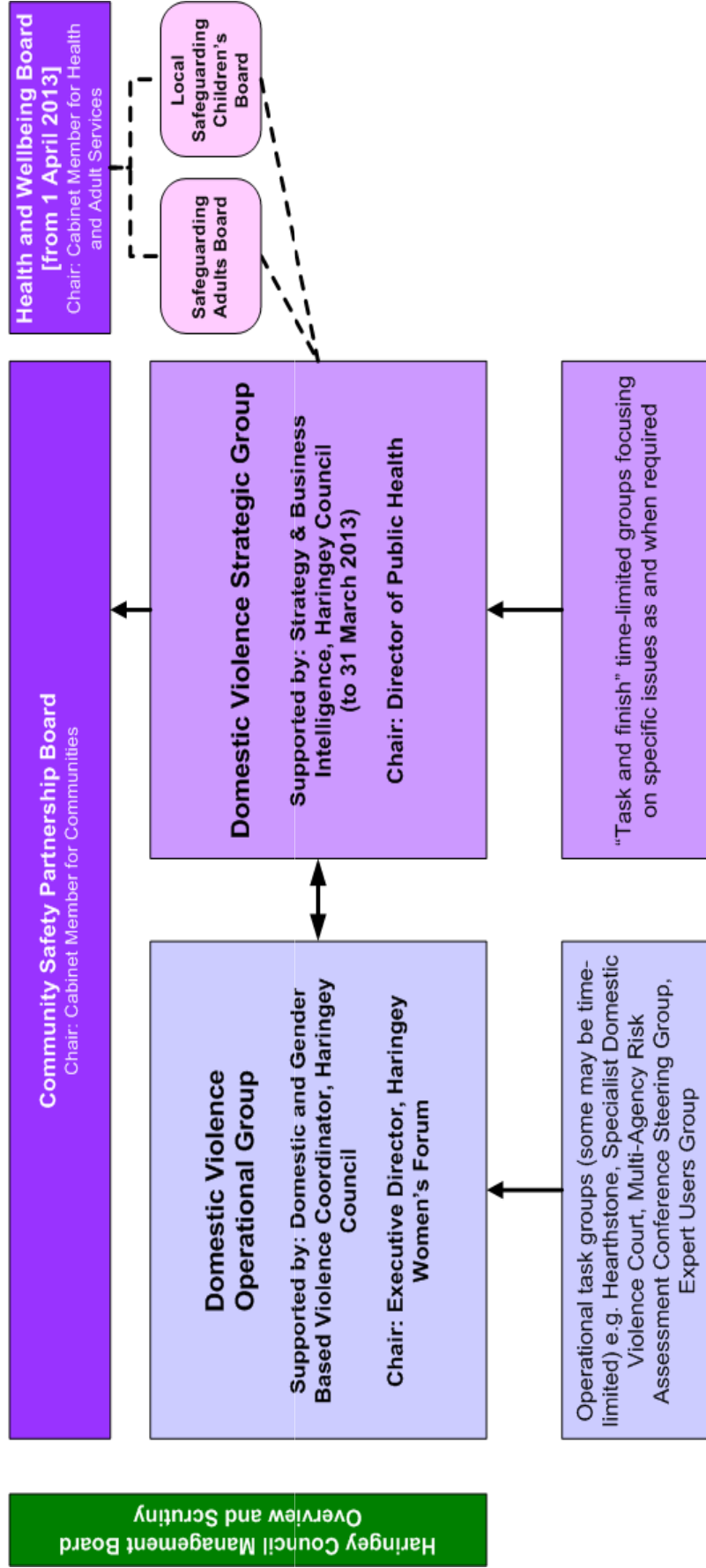
# **Outcome & priorities 2013-2016**

**Two outcomes:**

- Increased prevention and early identification & intervention**
- A seamless service offering timely, effective and user-focused support**
- Small number of priority actions for 2013/14 to strengthen ability to deliver actions identified for 2014/2016**

# Who owns the policy?

## PARTNERSHIP WORKING TO REDUCE DOMESTIC AND GENDER BASED VIOLENCE IN HARINGEY



# Further information

- Joint Strategic Needs Assessment - Domestic Violence: [http://www.haringey.gov.uk/index/social\\_care\\_and\\_health/health/jsna/jsna-wider-determinants/jsna-domestic\\_violence.htm](http://www.haringey.gov.uk/index/social_care_and_health/health/jsna/jsna-wider-determinants/jsna-domestic_violence.htm)
  - Wider needs assessment looking at the full definition of DV: [http://www.haringey.gov.uk/index/community\\_and\\_leisure/community\\_safety/domestic-violence/domesticviolencestrategy.htm](http://www.haringey.gov.uk/index/community_and_leisure/community_safety/domestic-violence/domesticviolencestrategy.htm)
  - Where to find help: [http://www.haringey.gov.uk/index/community\\_and\\_leisure/community\\_safety/domestic-violence.htm](http://www.haringey.gov.uk/index/community_and_leisure/community_safety/domestic-violence.htm)
- Mayor of London's Office for Policing and Crime:
- <http://www.london.gov.uk/priorities/crime-community-safety/tackling-priority-crimes/violence-against-women/access-support/victims-violence>
  - [http://www.haringey.gov.uk/index/community\\_and\\_leisure/community\\_safety/domestic-violence/heartstone.htm](http://www.haringey.gov.uk/index/community_and_leisure/community_safety/domestic-violence/heartstone.htm)





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<b>Report for:</b>	<b>Overview and Scrutiny- 28 March 2013</b>	<b>Item Number:</b>	
<b>Title:</b>	<b>Community Hubs</b>		
<b>Report Authorised by:</b>	<b>Cllr Watson , Cabinet Member for Communities</b>		
<b>Lead Officer:</b>	<b>Alex Grear, Senior Project Manager</b>		
<b>Ward(s) affected:</b>	<b>Report for Key/Non Key Decisions:</b>		

## 1. Describe the issue under consideration

- 1.1. Following a position statement on the Community Hubs project in August 2012, a cross council project team was formed charged with coordinating a review into Haringey's library service. This report outlines the findings from the review.
- 1.2. Scrutiny is asked to comment on:
  - The review's findings.



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## **2. Introduction**

- 2.1. The review was designed to identify recommendations aimed at;
- Stimulating greater commercial revenue within our libraries.
  - Increasing the footfall in the libraries throughout the borough, reversing the trend locally and nationally.
  - Ensuring greater use of the space available by the community
  - Exploiting the uniqueness of each library by providing a local offer relevant to the building and location.
- 2.2. The review focused on two streams:
- Service improvement
- A review of the current service was carried out, and external expertise (MAX Associates) was procured to provide a 'health check' and assist in benchmarking current performance against other local authorities. As part of this review, relevant best practice opportunities have been identified, to help in developing the future service provision in Haringey.
- Commercial development & asset management
- An analysis of the commercial potential of the libraries was delivered to determine how effective they have, and can be in generating income. Condition assessments were also carried out to identify future expenditure requirements for the maintenance and upkeep of each library.
- 2.3. The project team coordinated a series of further activities, and ensured that the work was joined up, linking where relevant with other streams of work within the council. This report aims to communicate a course of action that joins up the short term approach of providing an improved library service, to the longer term regeneration plans for Wood Green and Tottenham.

## **3. Other options considered**

- 3.1. N/A

## **4. Background information**

- 4.1. Following the commitment made in 2010, a vision for libraries as Community Hubs was proposed, *to provide easy, convenient and appropriate access to more of the services and support people need whilst making the most of these valuable assets.* In *Haringey People* (April 2011), the Leader outlined plans to consider ways of increasing the range of services available in libraries. These included having customer care staff based in libraries – offering advice, help and support for all council services; expanding drop-in sessions and lunch clubs for older people; offering advice to families that is currently available at children's centres; and providing facilities for people to pay council bills.



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- 4.2. Following this, a pilot project at Hornsey Library was developed, which established that:
- Libraries provide space for community activities and have the potential capacity across most sites to expand this offer in some way.
  - Libraries have the potential to mitigate future losses of other council and partner services through the provision of space, where there are resources to support this.
  - Libraries are supporting 'channel shift' by helping people access council services through the People's Network computers.
- 4.3. An initial assessment of the other libraries found that many of them have limited capacity to accommodate additional Customer Service hub activity. The only other two that have sufficient capacity (Wood Green and Marcus Garvey) are both located in close proximity to the remaining two CSCs.
- 4.4. Following renewed commitment from the Leader regarding libraries and their role as Community Hubs, a position statement was prepared in August 2012 to provide an initial outline to the current status of all nine libraries, and other related projects and programmes. Following the report, an extensive review was sought to provide a series of options and recommendations for the future of libraries in Haringey.

## 5. Context

### National Policy Context

- 5.1 Since the coalition government was formed in 2010, the Department for Culture Media and Sport (DCMS) has reiterated to local authorities their statutory duty to provide a comprehensive and efficient library service. DCMS's policy on libraries is to *'champion public libraries and their value to encourage reading, act as a hub for local communities and giving access to other information and services.'*
- 5.2 Responsibility for libraries has recently transferred from the Museums, Libraries and Archives Council to the Arts Council England. Recent programmes to revamp the library service have included the Future Libraries Programme (DCMS) and Libraries Development Initiative (Arts Council).
- 5.3 Through the Future Libraries Programme a number of headline approaches and success factors have been identified in developing, planning, and implementing change. Four delivery models for 'Future Libraries' have been identified<sup>1</sup>:
- Delivering in new ways – co-location or new, non-traditional outlets and service points
  - Using external providers such as Trusts and charitable companies, other councils or the private sector
  - Sharing services with other councils
  - Involving/empowering communities

<sup>1</sup> DCMS/LG Group (2011), [Future Libraries: change, options and how to get there](#)



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- 5.4 The Arts Council's vision for libraries is that they provide access to information, learning and cultural content in shared and trusted spaces – *"They should inspire and empower people to lead active lives, enriched through cultural experience."* The Arts Council is undertaking a major research project about the future of libraries, to help authorities shape a resilient library service for the 21st century and explore the different ways in which communities are involved in its delivery. 'Envisioning The Library of the Future' the project's findings are due to be published in the spring 2013.

### Service Trends

- 5.5 In 2012, the Chartered Institute of Library and Information Professionals asked library authorities to complete a survey about their services. Key headlines include:
- The reductions in staffing continue, with 60% of respondent authorities expecting or having already reduced staffing in 2012-13.
  - Reductions in opening hours are occurring in only 20 authorities in 2012-13. The overall reduction in opening hours is 1,720 hours per week. This figure is lower than last year's figure of 3,097 hours from 26 authorities. In addition, nearly 20% of respondents are increasing opening hours.
  - Of those surveyed, 90% of library authorities are not closing or do not expect to close any of their library service points in 2012-13. There will be closures in 10% of the library authorities who responded (9 services). Last year, 16 authorities were closing libraries. 20% are considering or implementing co-locating library and other local services in the same building.
  - Nearly three quarters of authorities who responded to the survey have reduced revenue expenditure from 2011-12 to 2012-13. The reduction in revenue budgets from 2011-12 to 2012-13 amounts to £22.5 million, which represents a net cut in expenditure of 4.5%. Last year, this figure was 7%. The median reduction is 5%.
  - Those responding reported that as of 31 March 2012, there are 61 community managed libraries. During 2012-13 respondent authorities expect to establish up to 68 community managed libraries, bringing the total to 129.
  - The survey showed that 50% of respondent authorities are reviewing schools library services. Closure is a possibility in 25% of these authorities.

### Finance

- 5.6 This review is taking place during an unprecedented time of financial constraint for local authorities. In 2010 the Government made it clear that it's most urgent priority was to tackle the UK's record deficit in order to restore confidence in the economy and to support its recovery. How these savings were to be made was not prescribed however the Government expected that *"local authorities will be able to make savings from efficiency measures, eliminating waste and, where necessary, reducing spending in areas that are lower priority for their communities"*<sup>2</sup>.

<sup>2</sup> Local government contribution to efficiencies 2010-11© Crown Copyright, 2010



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- 5.7 Given the direction of public finances, local government faces no option but to look at efficiency savings across the board, including library services. The library Service has a net revenue base budget of £3.63M (excluding Corporate overheads), including a further £117K HESP savings. This is 22% less than the base budget of £4.64m in 2009/10.
- 5.8 There is however an ongoing in year budget pressure and in 2013/14 will amount to an estimated £258K. This is attributed to an unachievable income target (CD's and DVD's), an unachievable consultancy income (£104k), continued Sunday opening (see section 6.4), and a shortfall from commercial rents (see section 6.14).
- 5.9 As a result of the base budget pressures, the volume of new stock purchased has reduced from 55,000 items in 2008/9 to 30,000 in 2011/12. Clearly this has had some negative impact on both visits and stock issues, albeit not proportionate or universal.
- 5.10 Creating a sustainable library service, that make available easy online accessibility can provide a platform that subsequently reduces the cost of interaction for the council. The variation of costs for the different channels is significant. Socitm Insight (2011) published data from customer enquiries for all types of services coming in to councils through different channels (principally phone, web, and face to face). In 2011, these costs were £8.62 per visit for face-to-face, £2.83 per call for phone, and £0.15 per visit to a council website.

### Previous capital spend

- 5.11 2007/08 was the last year in which the library service was awarded a direct council capital award. This was used for:
- Refurbishment: £9k
  - IT: £184k
  - Furniture & Equipment; £74k
- TOTAL: £267k**
- 5.12 In 2008/09 £879,977 was received as a Capital Award from Big Lottery Fund for the Coombes Croft community libraries project. This was spent over 2008-11. The total capital cost was £1,159,885 and the remainder was funded from various sources, including LBH capital of the IT People's Network replacement server costs (£70k), and the purchase of RFID smart tunnels (£15k). The service also had a £36k UK Online capital grant award which covered some of the People's Network replacement costs.
- 5.13 Table 1 outlines capital expenditure on asset maintenance and repair over the last five years.

Property	Year/s	Brief description of works	Approx capital spend	Total
Alexandra Park	2008/09	<ul style="list-style-type: none"> <li>• Access improvements</li> <li>• External repairs and redecoration</li> <li>• Heating</li> </ul>	£12k	£44k
	2009/10		£30k	
	2011/12		£2k	
Coombes	2009/10	<ul style="list-style-type: none"> <li>• Contribution to</li> </ul>	£100k	£100k



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<b>Croft</b>		refurbishment		
<b>Highgate</b>	2008/09	• Access Improvements	£12k	£12k
<b>Hornsey</b>	2008/09	• Rewire	£25k	£40k
	20010/11	• External repairs	£10k	
	2011/12	• Lift	£5k	
<b>Marcus Garvey</b>	2011/12	• Emergency lighting	£9k	£9k
<b>Muswell Hill</b>	2009/10 & 2010/11	• Roof and internal refurb	£163k	£175k
	2008/09	• Access improvements	£12k	
<b>St Ann's</b>	2008/09	• Rewire & part extension	£100k	£100k
<b>Stroud Green</b>	2007/08 & 2008/09	• Remedial works to roof	£119k	£159k
	2008/09	• Access improvements	£40k	
<b>Wood Green</b>	2009/10 & 2010/11	• Internal refurbishment	£249k	£305k
	2011/12	• Boilers and lift	£56k	
<b>Total 2008-2012</b>				<b>£944k</b>

**Table 1- Property services capital expenditure on library maintenance 2008-2012**

#### **Relationship with other events**

- 5.14 The **Office Accommodation Review** looks at the council's office space along with the potential for future customer service options. The review is currently exploring the feasibility in both Wood Green and Marcus Garvey Libraries for a customer service provision (main and satellite).
- 5.15 The **Community Buildings Review** aims to leverage the substantial portfolio of buildings leased for community use, to facilitate regeneration and improve the support for Haringey's voluntary sector in line with the Voluntary Sector Strategy. As this review explores the community buildings across the borough, the relationship with libraries will be pivotal in exploring more efficient use of our buildings.
- 5.16 The **Residents' programme** provides the strategic direction to consider how the whole council delivers services to residents from a customer perspective. The programme is managing key areas of work such as:
- Channel shift/Online development
  - Organisational design
  - Customer Insight
  - Customer Service improvement
- 5.17 Any scope for the Community Hub provision must be considered in the same context as the wider regenerative goals of the borough. Plans currently being developed include:
- North Tottenham master plan and investment framework;
  - Refreshed Tottenham Hale master plan;
  - Asset Management Plan for Tottenham Green and Seven Sisters;
  - Heartlands regeneration.

## **6. Library review analysis**

### **6.1 Review Summary**



6.1.1 The key headlines from the review are outlined below. The evidence of which is contained throughout the report.

- Haringey's libraries are well spread with people in a particular area likely to use the one local to them.
- Users of Haringey's libraries are fairly evenly spread between the five resident segmentation groups (see appendix 1).
- Both visits and issues have reduced over the past three years reflecting a national trend.
- Haringey's average opening hours are significantly higher than those of geographical neighbours.
- Satisfaction with libraries is high with 78% (Wood Green) - 96% (Stroud Green) of respondents rating their library overall as good or very good.
- Haringey are in the lower quartile in staff per 1000 population, both compared with nearest neighbours and through national comparison.
- Loaning transactions continue to be predominantly conducted by staff, with little evidence of established channel shift.
- There are too many options open (leading to additional cost) for customers to loan and return books.
- The Haringey library service operates an array of online channels which are underutilised and require further promotion.
- Haringey has the lowest net cost per usage and net cost per book issued compared with boroughs in the nearest neighbour model.
- Volunteering is not currently coordinated through an approach which satisfies the needs of both the individual and service.
- Libraries provide a free events programme as part of the community offer; however other libraries have introduced charges.
- Haringey's fees and charges are similar to those of other London boroughs.
- Utilisation of hired space in libraries is low.
- Leases and agreements currently in place are generally unofficial and income is relatively low.
- Due to their locations, and nature of the library buildings, there is limited scope to improve the commercial opportunities.
- £1.6 mill over the next three years and over £6 mill in next ten years has been estimated to be required in order to repair and maintain the current nine library buildings.

6.1.2 The findings of this review have been broken into a series of themes, and to assist with the qualitative information in this report a benchmarking exercise has been conducted with other local authorities. The Nearest Neighbour model, developed to aid local authorities in comparative and benchmarking exercises, has been used, and measures the similarity between authorities. The search generated the following ten nearest neighbours:



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- |                  |                 |            |
|------------------|-----------------|------------|
| • Southwark      | • Tower Hamlets | • Hounslow |
| • Lewisham       | • Brent         | • Ealing   |
| • Waltham Forest | • Islington     | • Hackney  |
| • Lambeth        |                 |            |

## 6.2 Customer Insight

- Haringey's libraries are well spread with people in a particular area likely to use the one local to them.
- Users of Haringey's libraries are fairly evenly spread between the five resident segmentation groups (see appendix 1).
- Both visits and issues have reduced over the past three years reflecting a national trend.

### Library User profiles

- 6.2.1. A user profile for each library has been developed and sought to identify a core 'catchment area' that was comparable and consistent across all libraries in the borough. Typically, the areas identified account for around 70% of active borrowers for each library, and provide a good indication of where users are likely to live. There is little overlap between catchment areas, with the exception of Hornsey and Stroud Green libraries, which are less than a mile apart. This suggests that Haringey's libraries are well spread and that the people in a particular area are likely to use the one local to them.
- 6.2.2. The number of active borrowers is approximately half the number of library members, which suggests that a large number of library members are either not using libraries for borrowing or they are not using the libraries at all. Gate-reader figures show that there were 1.8 million visits to Haringey libraries in 2011/12, equating to 590 visits per hour. Anecdotally, Wood Green is the 13<sup>th</sup> busiest library in England.

### Demographics

- 6.2.3. Males are strongly underrepresented compared to the Haringey population as they make up less than 39% of active borrowers. More young children are active borrowers than would be expected based on the Haringey population, and likewise, 20-29 year olds are overrepresented amongst active borrowers.
- 6.2.4. The Haringey Resident Segmentation groups residents into five segments (A to E) according to their demographic profile preferences and behaviours (Appendix 1). Users of Haringey Libraries are fairly evenly spread between the groups (see library profiles), and broadly reflective of Haringey households. However, Groups B and C are slightly overrepresented

### Usage

- 6.2.5. Both visits and issues have continued to reduce. There has been a drop in visits of over 7%, in Haringey's libraries over the last five years. This reflects a trend nationally which has





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seen a 2.3% drop to 314.5m in 2011 and even greater fall of 6.7% over the past five years<sup>3</sup>. The reduction over the past three years in Haringey of both visits and issues (9% in five years) is illustrated below in Table 2.

6.2.6 There are a variety of reasons for this decline such as:

- Changing use(s) and new technologies such as e-readers. The percentage of adults who have purchased an e-book has seen an almost threefold increase in 11/12<sup>4</sup>.
- E-books also accounted for 13-14% of all book sales in the UK in 2012.<sup>5</sup>
- The cost of books has fallen relative to average income; Some E-books are free.
- The Internet has provided ready access to information, previously accessible only in large volumes in reference libraries.

Library (total weekly opening hours)	2009-10		2010-11		2011-12	
	Visits	Issues	Visits	Issues	Visits	Issues
Wood Green (63.25)	742,087	333,740	751,904	306,425	685,424	263,508
Hornsey (62)	360,232	296,253	353,092	276,793	325,283	244,993
Marcus Garvey (62)	244,660	144,969	247,168	145,427	243,349	129,261
Muswell Hill (58)	232,133	120,185	184,245	116,252	128,587	106,869
St Ann's (58)	108,545	50,652	122,303	47,074	113,466	44,959
Alexandra Park (62)	103,009	85,881	113,575	83,527	108,263	74,991
Coombes Croft (58)	115,265*	42,615	89,121*	38,325	109,498	38,968
Highgate (58)	78,203	55,913	83,807	51,831	80,927	49,656
Stroud Green (58)	77,828	43,724	84,991	47,381	88,687	48,929
Mobile (on location 6 days a week)	6727	40,209	6258	32,046	6258	21,156
<b>Total</b>	<b>1,953,424</b>	<b>1,214,141</b>	<b>1,947,343</b>	<b>1,145,081</b>	<b>1,889,742</b>	<b>1,023,290</b>

**Table 2- Visits and issues 2009-12**

### 6.3 Opening hours

- Haringey's average opening hours are significantly higher than those of geographical neighbours.

6.3.1. Overall, Saturdays have the highest hourly issue rate; more than double the rate of the quietest day (Wednesdays). Libraries that open on Sundays see high issue rates during

<sup>3</sup> Cipfa 2011

<sup>4</sup> According to report *Understanding the Digital Consumer*

<sup>5</sup> Guardian: "Printed book sales' decline slowed in 2012"



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opening hours, and the busiest time of the day in all of the libraries is 1-5pm. Haringey also has the highest average opening hours, compared with neighbouring boroughs.

Neighbouring Borough	Total Number of hours open weekly	Number of libraries	Average
<b>Haringey</b>	<b>539.25</b>	<b>9</b>	<b>59.9</b>
Enfield	709	17	41.7
Barnet	634.5	14	45.32
Camden	448	10	44.8
Islington	376.5	10	37.6
Hackney	448.5	8	56
Waltham Forest	374	8	46.75

**Table 3- Library opening Hours (Geographical neighbour comparison)**

6.3.2 Overall, PC usage is much more consistent throughout the week, with only minor variations around the average. Wednesdays are the busiest days and Sundays have lower than average usage; however, this pattern varies across different sites. Afternoons (1-5pm) are marginally busier than mornings (9am-1pm). Evenings (5pm-7pm) are significantly less busy, around 60% as busy as 9am-5pm.

## 6.4 Mobile Service

6.4.1 The service provides a mobile provision that has three strands and summarised in table 4.

- Housebound and Centres – 252 locations
- Street - 3-7 per day 61 sites in total
- Schools – 20 sites

	MOBILE LIBRARY (STREET)	HOUSEBOUND (& HOMES) LIBRARY SERVICE	SCHOOLS LIBRARY SERVICE (SLS)
<b>FREQUENCY OF SERVICE</b>	Each site visited once every two weeks. Fortnightly timetable of sites visited Mon-Sat (from 3 to 7 sites per day), 61 sites in total.	Each housebound member is visited every four weeks (13 visits per year).  Deposit collection of books also delivered to residential homes every 3 months.	Buy-in through annual subscription, although shorter periods are available. Most requests are made each term although some are every half-term. The number of request varies from each school.
<b>No. OF USERS</b>	359 active library users (active=at least one item borrowed in the past year)  6,132 visits estimated 2012/13  1,525 site visits per year	185 individual housebound library members plus 30 establishments including sheltered housing units and children's centres. 37 Residential homes have deposit collections Monthly delivery of Bookstart packs (2 sets at 8 months & 3 years) to children's centres, nurseries & playgroups – some overlap with housebound establishments above	18 primary schools and 2 small special schools
<b>SERVICE OFFER</b>	Street based public library service – targeted at older	Library material is selected by staff according to expressed user preferences and then delivered to	Optional service to schools, intended to be on cost recovery basis. Library



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	people with limited mobility and the under 5s at selected sites across the borough. Users select their own material.	each housebound library member. 2 key service elements <ul style="list-style-type: none"> <li>• Selection of material for each user</li> </ul> Delivery/collection to user	materials are selected by staff according to expressed teacher topic requirements, to support KS1 & 2. Also includes a considerable range of artefacts etc in the PALS collection. Take up of the service has declined since 2007/08 and the level of income no longer covers the cost of the service.
<b>UNIT COST</b>	£37.57 per site visit £159.61 annual cost per service user £9.34 per visit	£17.80 per user/establishment visit (based on 2,943 annual visits)	Charge based on £6.20 per pupil.

**Table 4- Summary of mobile service provision**

6.4.2 Based on the range of service delivery methods that currently exist across London there are a number of options that Haringey could explore which would improve both the efficiency and effectiveness of the service. Examples include:

- A wider joined up mobile offer with other Adult/Health services.
- A shared service with neighbouring local authorities.
- Commission appropriate local voluntary sector led delivery.
- Procure delivery through local transport provider(s).

## 6.5 User Survey

- Satisfaction with libraries is high with 78% (Wood Green) - 96% (Stroud Green) of respondents rating their library overall as good or very good.

6.5.1. A survey of library users was conducted in November 2012 to find out how people rate the service provided. This complimented the insight we already have on our users and provided a consultative evidence base to shape the future of the individual library offers. The responses have been broken down by individual libraries, and will inform site based improvement options.

6.5.2 There were approximately 2500 responses from across all nine libraries and key overall headlines include:

- Over 80% of those who responded are in fact members of the library service.
- 35% of those who responded say they visit the library several times a week.
- The top three services used are, the loaning of books, sitting and reading for pleasure, and, accessing newspapers and magazines. There was however comments regarding a drop in the quality of the book stock available.
- Services that attracted most dissatisfaction included the free Wi-Fi and free computers.
- 78% of respondents have access to the internet at home. Approximately half of all respondents use the internet at the library.



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- The top 3 uses of library computers were, Research, Study/learning and General surfing.
- 35% never use the Haringey online library service.
- 57% of respondents have never used the library automated self service system.
- Satisfaction with libraries is high with 78% (Wood Green) - 96% (Stroud Green) of respondents rating their library overall as good or very good.

### 6.6 Staff

- Haringey are in the lower quartile in staff per 1000 population, both compared with nearest neighbours and through national comparison.

6.6.1 There has been a reduction in staff numbers over the last 5 years (March 2007 to April 2012) as part of service restructures and efficiency savings. The total reduction in staff numbers is 41.27 FTE. The Public Library Service staff 2012/13 FTE is 82.8. This represents a reduction of 50% over the 5 years. Only 29% of the reduction is from back office staff with 71% being front facing. The structure is outlined in appendix 2.

6.6.2 The necessary processes and change programmes have not always been implemented to cope with this and provide for a continually improving service. Most significantly it would seem that the change to self-service has not been fully implemented.

6.6.3 Haringey staff in post per 1000 population (CIPFA Public Library Statistics 2011/12) compared to that of the Nearest Neighbours shows Haringey is lower quartile when compared with nearest neighbours and the 145 English Library Authorities.

6.6.4 The deployment of workforce and productivity is very difficult to compare for library services as no two services are identical and staff in one library service may be delivering a basic service whilst another may be delivering a great number of additional services to the local community. In 2008 the London Library Change Programme identified significant variation in workforce across London's leading to an in depth workforce benchmarking study in 2009. This gave some insight onto staffing structures, an understanding of common workforce issues and the way staff are deployed. The findings were that variations were due to:

- Number of libraries and opening hours
- Staffing structure and in particular the number of management tiers
- Design of buildings, in particular older or heritage buildings required additional staffing
- Deployment of staff – i.e. the number and variety of activities offered
- Use of outdated and cumbersome processes

### 6.7 Process Mapping

- Loaning transactions continue to be predominantly conducted by staff, with little evidence of established channel shift.
- There are too many options open (leading to additional cost) for customers to loan and return books.



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6.7.1. A cross-section of Library staff members were invited to take part in 'as is' process mapping workshops to map the following processes:

- Loaning and returns including shelving
- Library membership
- Promotion to billing (booking of space rooms, computers etc)
- Programme planning to delivery of events and activities
- Stock acquisitions (library materials)
- Information and promotion (enquiry desk work, signposting etc)

6.7.2 Along with identifying the processes for each activity, a number of key issues and were identified which include:

- RFID (self service terminals) do not often work which is prohibiting a coordinated approach to self service.
- The event booking system was uncoordinated and not all staff has calendar access.
- No electronic payment system meant payments could only be made by cash or cheque to the library desk. Awkward for prospective room hire.
- Staff indicated that a significant amount of their time was spent resolving IT issues, and they do not feel sufficiently trained to provide such activities.
- The computers have been identified as slow, and in need of an upgrade.
- Signing up members has become a time consuming process, with paper forms having to be completed.
- Some staff believed they were carrying out duties and which are felt beyond their job description, such as site management and security functions.

6.7.3 The loaning transaction statistics for 2011/12 illustrate that transactions are predominantly conducted through the interaction of staff. 77% of all issues, 70% of returns and 19% of renewals, are all through face to face processes. This provides significant scope to enhance the self service offer, freeing up staff to deliver other activities.

Library	Staff	Staff	Staff	RFID	RFID	RFID	Online	Phone
	Issue	Renew	Returns	Issue	Renew	Returns	Renew	Renew
Wood Green	136,327	11,461	106,028	24,939	2,225	55,409	42,742	40,233
Hornsey	111,166	18,064	88,956	53,971	2,396	70,955	32,603	21,348
Marcus Garvey	31,584	6,817	29,239	47,731	3,134	48,029	19,233	17,509
Muswell Hill	62,723	9,565	60,600	6,688	159	11,860	10,270	12,920
St Ann's	25,658	1,914	26,757	4,134	384	3,424	4,442	7,427
Alexandra Park	45,381	4,569	42,385	2,309	131	1,471	7,399	12,227



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Coombes Croft	21,191	2,059	26,437	3,139	427	139	3,691	7,166
Highgate	31,385	5,381	31,689				4,877	5,646
Stroud Green	31,482	2,603	32,730				5,108	8,481
<b>Total</b>	496,897	62,433	444,821	142,911	8,856	191,287	130,365	132,957
	1,004,151			343,054			263,322	

**Table 5- Loaning transaction statistics (2011/12)**

6.7.4 Haringey's self-service transaction statistics are low compared with other boroughs with which information was obtainable. Hounslow for example operate 81% of issue transactions through self service methods, and Slough 71%. Hounslow and Slough invested in staff training to move out from behind counters and encourage the use of self service to customers while staff 'floor walk'.

6.7.5 There are too many options open to customers (leading to additional cost) for them to take out and return books. The telephone renewals are high, and this is because the number for renewal is next to the stamp in the book which shows the return date. If customers are renewing by telephone they are not coming into the library to use other services or take out additional books.

### 6.8 Online channel activity

➤ The Haringey library service operates an array of online channels which are underutilised and require further promotion.

6.8.1 Overall, Haringey online transactions/visits are set to rise by around 8%<sup>6</sup>, and the number of council website visitors using mobile devices rose from 9% to 17%. Visitors using mobiles are looking for more leisure-related information.

6.8.2 Table 6 lists the top Haringey online channels used by the public and the estimated changes based on the first 6 months of the year. Although the fifth most popular channel for online visitors, there has been a reduction in people accessing the Library Catalogue. This may reflect the reduction in stock spend, along with the dissatisfaction from users which is reflected in the survey responses. Overall, 7,381 reservations were made online through the library catalogue in 2011/12.

Channel/site	2012 (6 months)	2012/13 (estimate)	2011/12	% change
Haringey Council website	1,251,952	2,503,904	2,248,303	+11.37%
e-Payments	77,666	155,332	119,124	+30.40%
Planning website	73,574	147,148	128,158	+14.82%
Council Housing	72,959	145,918	127,163	+14.75%
<b>Library Catalogue</b>	<b>60,593</b>	<b>121,186</b>	<b>125,946</b>	<b>-3.78%</b>
Youth Space	47,490	94,980	150,544	-36.91%

<sup>6</sup> Web management report (2012)- Half year report



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Homes for Haringey	37,523	75,046	67,453	+11.26%
Careers microsite	33,913	67,826	77,532	-12.52%
Citizens Account	28,306	56,612	51,372	+10.20%
Modern.Gov	25,926	51,852	50,610	+2.45%
E-forms	19,001	38,002	28,305	+34.26%
LSCB	12,776	25,552	19,104	+33.75%
FISD	7,235	14,470	15,492	-6.60%
HAricare <sup>7</sup>	2,650	5,300	4,548	+16.53%
40:20 microsite	2,157	4,314	4,397	-1.89%
FISD What's On	1,165	2,330	2,702	-13.77%
Overdrive (e-books and audiobooks)	1,089	2,178	2,557	-14.82%
Webcasting	921	1,842	3,040	-39.41%
FISD Practitioner Zone	203	406	572	-29.02%
Wood Green Film Festival	190	380	783	-51.47%
<b>Total</b>	<b>1757289</b>	<b>3514578</b>	<b>3227705</b>	<b>8.89%</b>

**Table 6- Top Haringey online channels used by the public (April-September 2012)**

6.8.3 The mobile application was opened/launched 1,072 times by 174 different devices (In April 2012 it had been downloaded 353 times). However, little promotion of the 'app' took place. The user survey found that, over a third (approx 1000) of users asked had access to a Smartphone so there is scope to increase its use.

6.8.4 The library service also manages a Twitter account. As of October 2012 had 2,963 followers and had posted 805 tweets. However, following a consistent use of the platform when launched, it is now being underused as a mechanism to engage. Between April and October 2012 only 14 tweets were posted.

## 6.9 Value for money-Unit costs

➤ Haringey has the lowest net cost per usage and net cost per book issued compared with boroughs in the nearest neighbour model.

6.9.1 An analysis of key unit cost data was conducted. This process focused on, net cost per usage, and net cost per book issued.

6.9.2 The net cost per usage has steadily reduced over the past five years, and as of 2011 was an average across all nine sites of £1.90. Marcus Garvey has the highest at £2.37, with Stroud Green the cheapest at £1.62.

Year	Hornsey	Muswell Hill	Highgate	Alex Park	Wood Green	MG	Coombes Croft	St Ann's	Stroud Green	Total
2007	2.73	1.48	1.83	2.00	1.88	2.82	1.34	1.88	2.17	2.04
2008	2.36	1.61	2.35	2.02	1.86	2.64	1.45	2.42	2.23	2.04
2009	2.49	1.75	2.42	2.26	1.86	2.73	1.87	2.32	2.69	2.16

<sup>7</sup> HAricare stats based on a 3 month sample only due to a coding error by the provider.



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2010	2.14	1.98	2.20	1.71	1.76	2.27	1.33	1.93	2.05	1.92
2011	2.13	1.75	2.00	1.71	1.75	2.37	1.66	1.82	1.62	1.90

**Table 7- Net cost per usage £**

6.9.3 The net cost per book issued has steadily reduced over the past five years and as of 2011 was an average across all nine sites of £3.57. Coombes Croft has the highest at £4.66, with Muswell Hill the cheapest at £2.11.

Year	Hornsey	Muswell Hill	Highgate	Alex Park	Wood Green	MG	Coombes Croft	St Ann's	Stroud Green	Total
2007	3.11	2.83	2.86	2.77	4.16	4.70	5.01	4.19	5.42	3.77
2008	2.86	3.05	3.27	2.64	4.29	4.36	4.48	5.32	4.57	3.69
2009	3.03	3.38	3.38	2.71	4.15	4.61	5.05	4.96	4.79	3.79
2010	2.73	3.13	3.55	2.33	4.31	3.86	3.08	5.00	3.68	3.51
2011	2.83	2.11	3.27	2.47	4.55	4.46	4.66	4.59	2.94	3.57

**Table 8- Net cost per book issued £**

6.9.4. When benchmarking using the nearest neighbour model, Haringey has the lowest net cost per usage and net cost per book issued, illustrating that the service currently operates comparatively efficiently.

London Borough	Net Cost per usage	Net cost per book issued
<b>Haringey</b>	<b>£1.90</b>	<b>£3.57</b>
Southwark	£3.74	£6.22
Lewisham	£3.63	£8.80
Waltham Forest	£2.81	£5.13
Lambeth	£7.80	£12.89
Tower Hamlets	£4.31	£9.18
Brent	£3.24	£5.15
Islington	£4.51	£7.65
Hackney	£4.90	£11.05
Hounslow	£2.08	£3.82
Ealing	£4.00	£5.44

**Table 9- Net cost per usage (Nearest Neighbour borough's comparison)**

### 6.10 Community Involvement and Volunteering

- Volunteering is not currently coordinated through an approach which satisfies the needs of both the individual and service.

6.10.1 An evaluation has been carried out around the current state of play regarding community involvement and volunteering in Haringey's libraries. From April 2011 to the end of March 2012 we reported to CIPFA that we worked with 63 volunteers who gave 1,830 hours. The focal point of volunteering activity has been centred on Coombes Croft Library, the impetus of which was a successful bid to the Big Lottery Fund. Approximately 1,000 hours were





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delivered at Coombes Croft Library with the remaining hours spread across all eight other libraries (including the Mobile & Housebound, and the Schools Library Service). Activities include:

- IT support
- Organising a coffee morning, aimed at welcoming people new to the country
- Providing ESOL courses and general tutoring
- Arts and crafts

6.10.2 Whereas volunteering is embedded in the thinking of Haringey and its libraries, it is clear the administration and management of the process is dysfunctional. In order to satisfy the need of both the individual and the service, and ensure action at a local level is meaningful, there is a need to formalise the volunteering arrangements, which incorporates a process of skill and performance recognition. Managing volunteers systematically would involve a considerable time commitment and a number of library services in London now implement a more structured approach to volunteer coordination.

## 6.11 Best Practice Review

6.11.1 A series of visits were arranged to libraries that have demonstrated examples of best practice. All three libraries visited were new with two being purpose built. IT and self service are at the heart of the service design. Below is a summary of the key findings.

### Clapham One Library- Lambeth

- The Clapham One development has been delivered by PPP (Public Private Partnership) specialists Cathedral Group, working in partnership with United House and Lambeth Council.
- In addition to the new library, the scheme also provides a new GP surgery and residential accommodation including affordable housing, in partnership with Notting Hill Housing Group.
- The library holds more than 20,000 books, along with a new performance space.
- The footfall has risen from 9,000 to 35,000 per month following the relocation to the new site.
- The overall stock fund for the borough is the lowest in London at £350,000 p.a..
- The council plans to make a total of £750,000 of savings on library services. It is committed to keeping all nine libraries open and is investing £7 million of the money raised from asset reduction on making the buildings fit for purpose, boosting stock, and self service provision.
- Cash payments can be made at the self service kiosks; however chip and pin or online payment of fines and fees is not available.
- The library has an income target of £250,000 p/a, but are unlikely to meet this as the café which they had originally hoped to rent out for £50,000 p.a is still vacant.
- Four meeting rooms are available for hire and provided with equipment such as smartboards and laptops at no extra cost. There is a reduced rate for community use - currently £90 for 4 hours or a pro rata hourly rate, plus the cost of providing a porter/security guard during out of hours. They have not received much interest from businesses although City Lit are using the largest room for tuition.
- A corporate bookings website is in development which the service will be using.
- All events and activities are free. There is a budget of £10,000 for 5 major events a year.
- A 'Book a Librarian' service is offered where users book time with a member of library staff who will help them with to research books, set up an email address etc.
- They have been using volunteers, but more on a work experience basis than for specific tasks.

### Canada Water- Southwark

- The library cost £14m to build and is Part of master plan for regeneration
- The community were heavily involved in project (but not in design).



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- Open 72 hours a week, it includes cultural space for 150 people run by Albany Theatre group (including all bookings and publicity). Space is used for concerts (opens to outside area) and roller skating.
- In agreement with the community, there are no free lettings for space.
- Revenue and Benefits use meeting rooms twice a week for surgeries.
- The service is moving towards all transactions being conducted online.
- The cafe is run by local traders with license to occupy aimed at providing good quality products and service. The cafe is also used as meeting place with baby and Toddler sessions.
- The community were asked what their favourite books were and a copy of each with their individual name in was included in the stock. Good for local buy in/ownership.
- Employees were restructured prior to the move and recruitment was matched to the needs of the new environment and change in service.
- There is a completely new weekend management team with only 4 staff in the building at any one time. 47 volunteers in the service inc P/T volunteer manager.
- Card payments were slow in take up, due to system issues, but are now improving.

### CLR James Library- Hackney

- The library was designed and fitted into a space that was left available in a private retail development and the previous library was relocated. The new library is double the size of the original.
- There has been a threefold increase in visitor numbers.
- Ground floor: security guard station, quick picks section and a smallish Starbucks franchise (not a great deal of cafe competition in the area.)
- There is conflict between income generation and support for community activities regarding room hire.
- The library is designed to be self-service, including self-service security case removal for DVDs etc by exit. About 60% of issues are self-issue & 70-80% of returns.
- Across Hackney libraries there have not been any changes to opening hours or library closures or reduction in the stock fund.
- The staff structure includes 78 FTE staff across 7 libraries excl. managers and support staff.

## 6.12 Pricing and programme review

- Libraries provide a free events programme as part of the community offer; however other libraries have introduced charges.

6.12.1 Following a review of the events within Haringey's libraries, it is clear that a wide range of themes are delivered against, such as:

- All religious holidays
- National observances
- Planned national programmes such as World Book Night or Adult Learners Week.
- Summer Reading Challenge
- Black History Month.

6.12.2. Historically libraries have always provided a free events programme as part of the community offer. Traditional events such as story time and rhyme times continue to be provided free of charge together with free rooms for reading and poetry groups. However, some public libraries have introduced a charge for events to ensure that the places are taken by users who are serious about attending. There are a wide range of craft events which are also free for children, where other public libraries have introduced a small charge to cover the cost of materials.



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<u>Library</u>	<u>No of Events</u>	<u>Core Events</u> * <sup>8</sup>	<u>Summer Reading Challenge attendance figures</u>	<u>Black History Month attendance figures</u>	<u>Free</u>	<u>Attendance</u>	<u>Avg attendance per session</u>
Alexandra Park	441	337	170	291	Y	11,497	25
Coombes Croft	832	832	180	220	Y	17,040	20
Highgate	196	92	44	15	Y	4,379	12
Hornsey	430	392	323	314	Y	9,185	20
Muswell Hill	232	180	148	44	Y	3,646	19
Marcus Garvey	526	526	790	1,315	Y	11,100	17
St Anns	333	321	60	316	Y	5237	14
Stroud Green & Haringay	370	282	25	140	Y	4,163	11
Wood Green	212	212	418	770	Y	11,852	28
<b>Totals</b>	<b>3,572</b>	<b>3,174</b>	<b>2,158</b>	<b>3,285</b>		<b>78,099</b>	

**Table 10- Summary of annual events and activities**

### 6.13 Fees and Charges

➤ Haringey's fees and charges are similar to those of other London boroughs.

6.13.1. Haringey's fees and charges are in line with those across London. Fines are charged for the late return of borrowed items and charges made for other services such as the borrowing of CD's and DVD's, for making reservations and printing. It is seen as good practice to remind users when their borrowed items are going to become overdue, although this negatively impacts on income from fines.

6.13.2 Fines are traditionally low and attract a percentage increase each year in line with other council services. However, because of the low base unit cost these increases can amount to less than 1p. Table 11 shows the comparisons in charges between Haringey and those of its geographical neighbours. Haringey has performed well in collecting fines with £77,970 received.

<sup>8</sup> \*Core Events : These events are delivered by library staff as part of their daily routines, are free of charge and include : activities that promote reading and literacy, learning, and ICT.



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Borough	Reservation	Over 60's Reservation	Overdue book per day	Over 60's overdue book per day	CD	Over 60's CD	DVD	Over 60's DVD	Reservation fees collected	Fines collected
Haringey	£1.10	55p	20p	10p	55p	25p	£1.10	N/A	£4,710	£77,970
Enfield	60p	40p	16p	8p	60p	40p	£1.50-£2.50	£1.00-£2.00	£9,106	£64,056
Barnet	£1.35 posted 75p collect	N/A	15p	N/A	£1.00	N/A	£1.55	N/A	£13,209	£93,891
Camden	80p	N/A	30p	N/A	£1.00	N/A	£1.25	N/A	£3,300	£57,860
Islington	£3.00	M/A	15p	N/A	£1.25	N/A	£1.50-£2.00	N/A	See Note	£69,216
Hackney	£1.50	FREE	18p	FREE	N/A	N/A	£2.00	N/A	Unknown	£54,340
Waltham Forest	75p	50p	19p	10p	£1	75p	£2.00-£3.00	£2.00-£3.00	Unknown	£50,700

Table 11- Fees and charges (Geographical neighbour comparison)

#### 6.14 Commercial assessment

- Utilisation of hired space in libraries is low.
- Leases and agreements currently in place are generally unofficial and income is relatively low.

6.14.1. The council's existing library portfolio comprises a varied range of property types, located across equally diverse parts of the borough. The general utilisation rate of the hired space across the borough is low. This trend is most marked in the smaller branch libraries, which are typically operating at utilisation rates of below 25% and in some instances, significantly lower than this.

6.14.2. The most notable exception to the trend is Hornsey, which has an utilisation rate of over 100%. This abnormality is attributed to the data only detailing the total hours that any part of the hired space within the building was being used. Owing to the range of spaces within the building, it is likely that several spaces are often being used simultaneously. For example the gallery will often hold exhibitions which run all week, with meeting rooms being used on an ad-hoc basis during the same time frame.

Library	Space Available (Sq m)	Available hours (pa)	Hours use (pa)	Utilisation rate %
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**Haringey Council**

Alexandra Park	15	4,100	182	4.44 %
Coombes Croft	5.5	3,900	1,040	26.67 %
Highgate	48	3,900	812	20.82 %
Hornsey	218.45	4,100	4,415	107.68 %*
Marcus Garvey	39.5	4,100	1,430	34.88 %
Muswell Hill	3.75	3,900	338	8.67 %
St Ann's	241	3,900	904	23.18 %
Stroud Green	61	3,900	25	0.64 %
Wood Green	734.9	4,100	2,530	61.71 %
<b>Total</b>	<b>1,365</b>	<b>35,900</b>	<b>11,241</b>	

**Table 12- Summary of library space utilisation**

*\* To be further analysed*

6.14.3 The income received at each site varies considerably, so to allow a more direct comparison, the income streams have been analysed on a rate per space. The two libraries which generate the highest income per square metre are Alexandra Park and Highgate, despite both sites being in relatively “off-pitch” locations. The relatively low incomes realised from both Hornsey and Wood Green is also noteworthy. Both libraries are in accessible locations and offer a range of facilities, but neither appears to be maximising their income generating potential.

6.14.4 In the instances where no income is being realised, there are mitigating factors. Coombes Croft is impacted by the Lottery funding requirements to provide accessible community services. The income potential from Muswell Hill is constrained by it only having the small “Toy Library” room available to hire and no toilet facilities.

<b>Library</b>	<b>Space Available (Sq m)</b>	<b>Users</b>	<b>Income</b>	<b>Income per sq m</b>
Alexandra Park	15	5,928	£1,040	£80
Coombes Croft	5.5	6,188	£0	£0
Highgate	48	5,796	£4,000	£83.33
Hornsey	218.45	6,947	£8,350	£38.22
Marcus Garvey	39.5	4,264	£1,920	£48.61
Muswell Hill	3.75	1,560	£0	£0
St Ann's	241	12,132	£9,324	£38.69
Stroud Green	61	1,300	£520	£8.52
Wood Green	734.9	16,224	£17,779	£24.19
<b>Total</b>	<b>1,365</b>	<b>35,900</b>	<b>£42,933</b>	

**Table 13 - Summary of Hired space income**

6.14.5 The service currently adopts a generally reactive approach to hiring out space, and there is therefore potential to improve both the management and user experience. Hirers should ideally be able to check availability online make bookings and pay via the website. The descriptions of the available spaces could be enhanced, along with plans and photographs to illustrate their potential usage and layouts.



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6.14.6 The signage and advertising is relatively poor and the ability to hire rooms should be made more explicit through the website and on sites. Partners and community groups should be actively approached to promote the facilities, and assess how library meeting rooms could potentially be used to help deliver a wider service offer. There is a need for a central booking approach to be provided for all community facilities across the borough, not just libraries. Rather than have partners competing with facilities of their own, a joined up approach could offer a better means of targeting potential hirers.

6.14.7 Discussions have taken place with the Post Office who is currently embarking on a modernisation programme. The available commercial unit with Hornsey Library has been considered by the Post Office but at present, it is considered too off pitch. However, the proposed development of Hornsey Town Hall could help to address this. The Post Office confirmed that it is prepared to consider proposals for a modernised co-located facility alongside a library at Wood Green.

6.14.8 There are a number of leases and agreements in place, across the libraries in Haringey. However, they are generally unofficial, and bring in no long terms sustainable income. Previous contracts with Y-Gen (previously Connexions) at Hornsey library have ceased, however, there have been a number of expressions of interest recently. Soda Cinema for example has proposed to use the space as a community cinema which includes associated educational facilities, and an editing suite. The cafe at Hornsey library is currently provided to an operator free of charge. The future town hall proposals will provide food and beverage facilities, which in turn will generate a significant increase in activity and footfall, which the library should seek to exploit.

Library	Organisation	Rent pa	Agreement	Action
Alexandra Park	Tagore Centre	One off payment of £30,000	10 year lease to 2016	Licence for occupation
Hornsey	Barnet Reserve Stock	£5,887p/a	Local Agreement,	Barnet have indicated they may wish to break the agreement
Hornsey	The Community and Youth Music Library	£5,000	Local Agreement	Licence for occupation
Hornsey	UnLibrary Café/UnLibrary	Free	No agreement	Licence for occupation
Marcus Garvey	Best Training Solutions (Learn Direct & IAG)	£1,000 per year	Local Verbal Agreement	Licence for occupation Quote £12kpa – tba
Muswell Hill	Toy Library (charity)	Free	No known agreement	Licence for occupation
Wood Green	Wise Thoughts	£6,800	Local Agreement.	<i>Agreement in negotiation</i>
Wood Green	Youth & Community Participation Service	£12,486	Interdepartmental agreement.	SLA to be established – <i>to be completed</i>

**Table 14- Current library leases and agreements**

### 6.15 Commercial potential

- Due to their locations, and nature of the library buildings, there is limited scope to improve the commercial opportunities.



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6.15.1. There is generally limited scope to widen the commercial function of the existing library sites, with the exceptions of Marcus Garvey, Hornsey, St Ann's and Wood Green.

Library	Commercial opportunities
Marcus Garvey	<ul style="list-style-type: none"> <li>• Modern building which offers flexible space and potential for sub-division / re-organisation</li> <li>• Established precedent of co-locating alongside other uses (e.g. leisure centre and nursery)</li> <li>• Building is DDA accessible</li> <li>• Fusion is keen to enter into discussions with the council to review how the leisure centre and library provision could be enhanced (e.g. provision of enhanced reception and café)</li> <li>• Scope to incorporate the building into the wider Tottenham Green asset plan review</li> </ul>
Hornsey	<ul style="list-style-type: none"> <li>• Established role as a community hub, with potential to enhance its gallery offer and potentially develop an events programme with the Mountview Academy</li> <li>• The HTH development will enhance the building's setting and increase footfall</li> <li>• Café space could be improved</li> </ul>
St Ann's	<ul style="list-style-type: none"> <li>• Modern community hall facility which offers flexible space.</li> <li>• Review room hire procedures and promotion of sit</li> </ul>
Wood Green	<ul style="list-style-type: none"> <li>• Prominent High Road location and wider redevelopment being considered</li> </ul>

**Table 15- Commercial opportunities in Haringey's libraries**

6.15.2. Hornsey, Marcus Garvey and Wood Green libraries are all housed within buildings which are both large enough and strategically well located to be considered for wider community uses. In summary, these could include:

- Hornsey – community cinema, improved café, improved exhibition space, police counters
- Marcus Garvey – café and crèche facilities, potentially linked in with the leisure centre, police counters
- Wood Green – Post Office, café, crèche facilities, health consultations, police counters

### 6.16 Assets

- £1.6 mill over the next three years and over £6 mill in next ten years has been estimated to be required in order to repair and maintain the current nine library buildings.

6.16.1 Condition surveys of the libraries have been carried out to inform the investment required over the next ten years. The non-intrusive surveys have identified works necessary to keep the building in good order and fit for existing purpose.

6.16.2 The core estimated costs do not include for enhancements such as increased levels of insulation or energy improvement projects, however where replacements are specified the costs do include for replacing to current standards. Further known enhancements to improve accessibility have also been separately estimated to assist with assessment of the buildings suitability for service in the future. Owing to the age of most of the sites, there is a need to undertake a range of further improvement works.

Library	0-12 months	1-3 year	3-5 years	5-10 year	Total	Additional improvement
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						<b>works*</b>
Alexandra Park	£17,550	13,000	£44,000	£49,950	£124,500	
Coombes Croft	£5,250	£13,900	£4,500	£77,750	£101,400	
Highgate	£47,500	£41,150	£9,400	£35,750	£133,800	
Hornsey	£85,900	£227,150	£129,750	£233,150	£675,950	
Marcus Garvey	£40,000	£3,000	£25,500	£24,000	£92,500	
Muswell Hill	£13,400	£70,050	£11,500	£44,250	£139,200	£150,000
St Ann's	£222,800	£73,300	£19,250	£138,850	£454,200	
Stroud Green	£48,850	£20,800	£8,350	£59,000	£137,000	£35,000
Wood Green	£335,926	£323,715	£633,454	£2,985,245	£4,278,340	£100,000
<b>Total</b>	<b>£817,176</b>	<b>£786,065</b>	<b>£885,704</b>	<b>£3,647,945</b>	<b>£6,136,890</b>	<b>£285,000</b>

**Table 16- Total capital costs per library site**

\*Additional improvement works include

- Muswell Hill: improve accessibility to all floors and install toilet facilities
- Stroud Green: Reinstate the apartment above Library
- Wood Green: Access improvements

## 7. Moving forward

7.1 This detailed review into the library service in Haringey has illustrated that it remains a robust, popular, and dependable resource that residents from all walks of life regularly use. The review has highlighted a number of key positive outcomes such as.

- Consistently high user satisfaction across all sites
- Wood Green Library is the 13<sup>th</sup> busiest in the country.
- The service operates incredibly efficiently in comparison with other councils.

### **The future of libraries in Haringey**

7.2 It is important to acknowledge the changing context of reduced resources, and evolving user trends. Libraries must therefore respond by recognising that the core offer shouldn't just be focused on collections of literature, but collections of people, information and ideas. We are often guilty of overloading the service offer to be a catch-all for everything. This tends to be more about what we deliver rather than how we cultivate a community. People are inherently social and need physical spaces to come into contact with each other. Haringey's libraries should therefore be about the people, especially at a time where transactions and interactions are being conducted more and more without any physical dimension. A community space such as a library therefore becomes even more significant in people's lives. This means repositioning its core focus away from merely a service delivery mechanism, but a platform for engagement and conversation, which builds communities, not stocks of books.





**Haringey Council**

- 7.3 The future service must therefore work towards becoming a place where people go to do things. The borrowing element must of course remain, but we must acknowledge that libraries will always lose the battle to other more convenient sources of low priced alternatives. We must assist and support people to access what they want, not compete with equivalent providers. Libraries should not get hung up on the move from physical to digital, but change the shape of the debate to be more about the space, and what it represents, making it a safe and vibrant experience which is difficult to replicate.
- 7.4 This can take any form, but In Haringey, we must recognise the needs of our multi-cultural population. Our staff are therefore vital in realising this vision. We need community development skills alongside librarians, charged with connecting people to information, jobs, clubs, further learning, and become a platform for debate and democracy.
- 7.5 In a world where speed is everything, the demand for fast information will increase. Our online provision must be of impeccable quality, continuously focussed on eradicating the digital divide. We must ensure we provide a space for creation, relaxation, and an opportunity to escape from the outside world. These ideals don't contradict, but complement each other, extending their function beyond the storage of knowledge. Four priorities have therefore been identified to shape the future development of the service.

**Next steps**

- 7.6 A service improvement plan will be prepared to deliver against the issues raised as part of the review.

**8. Background information**

**Reports and sources that have contributed to this review**

- Library Condition Assessments (Europa)



## **Haringey Council**

- Library review- External 'Health check' (MAX Associates)
- Commercial Assessments (DJD)
- Library user insight profiles
- Library user survey analysis
- Haringey web management report (2012)
- The Public Libraries and Museums Act 1964
- Local Government Contribution to Efficiencies 2010 - 11
- Culture, Media and Sport Committee - Third Report, Library Closures
- A Local Inquiry into the Public Library Service Provided By Wirral Metropolitan Borough Council (known as Charteris report)
- Arts Council England: Summary finding from phase 1 and 2 of Envisioning the Library of the Future (Shared Intelligence and IPSOS MORI)
- Arts Council England: Culture, Knowledge and Understanding: great museums and libraries for everyone
- LGA and MLA: Future Libraries - Change, Options and how to get there: Learning from the future libraries programme phase 1
- CIPFA Public Library Statistics
- DCMS: Taking Part Survey Report
- Community libraries: Learning from experience: Guiding principles for local authorities (2013)
- National Trust Volunteering
- MLA: Research Briefing 5 - Effective Use of Volunteers 2008
- Haringey Library Strategy Report to Libraries Advisory Committee 2005
- Chartered Institute of Library and Information " A changing landscape"- A survey of public library authorities in England, Wales and Northern Ireland 2012-13
- John Laing - Hounslow Library Service
- Library Services, Slough Ltd.
- Greenwich Leisure Ltd. Greenwich Libraries

## **Appendix 1**



## Haringey Council

- Group A  
Key  
Messages**
- Highest demand on property-related services such as planning and building control
  - Still access routine transactional services such as council tax and parking
  - Lowest demand on face-to-face and telephone channels, which matches what we know about their preferences
  - Most likely to use the internet every day (about two thirds) and likely to use the Haringey website to access information and services
  - Receptive to accessing information and services online or by telephone
  - Significant opportunities for increasing digital communications and service access to take advantage of higher than average internet use
  - Presents the fewest challenges in terms of channel shift
- Group B  
Key  
Messages**
- High demand on routine transactional services such as council tax and parking
  - Low demand on family-oriented services such as school admissions due to the low levels of parents within this group
  - Highly likely to use the internet every day (around 60%) but use the Haringey website less than we would expect
  - Currently placing more demand on contact via telephone than we would expect
  - Most likely to have social networking site membership, indicating there is potential for greater use of social media
  - Receptive to accessing information and services online or by telephone
  - Significant opportunities for increasing digital communications and service access to take advantage of higher than average internet use, particularly for routine transactional services
- Group C  
Key  
Messages**
- Demand cuts across needs-based services, such as benefits and some social housing-related services; universal and transactional services, and family-oriented services
  - Similar levels of everyday internet use as Group B (around 60%)
  - Highly receptive to accessing information and services online and currently display high usage of the Haringey website for a range of purposes
  - Currently placing a disproportionate demand on face to face channels, significantly higher than we would expect
  - We need to understand whether this is due to the nature of the services being accessed or the quality of the online offer
  - There is a clear indication that, with the right level of understanding, digital access to at least some services could be increased for this group
- Group D  
Key  
Messages**
- Service access cuts across needs-based services, such as benefits and some social housing-related services; universal and transactional services, and family-oriented services
  - However, the real demand is on needs-based services such as benefits and housing



## Haringey Council

### Group E Key Messages

- High demand on face-to-face channels which is consistent with their preferences
- Average demand on telephone channels, less than we would expect based on their needs and the services they access
- About half access the internet every day, lower than groups A, B and C, but still fairly high
- Low social network membership suggests there will be challenges in engaging with group D via social media
- Usage of Haringey's website is higher than we would expect based on their preferences
- Opportunities for increasing digital access to at least some services; channel shift from face-to-face to telephone for other services. However, this is a complex picture that we need to better understand
- High demand on needs-based services such as benefits and social housing-related services
- Nevertheless still access routine transactional services such as council tax
- High demand on face-to-face channels and above average demand on telephone, which tallies with what we know about their preferences
- Half of members access the internet every day, lower than groups A, B and C, but still reasonably high
- Higher reliance on public access to the internet e.g. libraries than other groups
- Low social network membership suggests there will be challenges in engaging with this group through social media
- Least likely to use the Haringey website, except for housing-related services and job vacancies, indicating they will use the internet where access is restricted to online and support is provided
- Many do not have a direct payment account, leading to more payments being made via customer services rather than automated and digital channels
- Likely to present the most challenges if encouraging channel shift to digital and automated channels





**Haringey Council**

### **Appendix 3: Haringey libraries profile**

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## HARINGEY LIBRARIES

### COMMERCIAL

### SERVICE

	Net revenue cost (1/1/12)	Net cost per usage	Usage (per Sq m)	Fine income (11/12)	Income (11/12)	Hours used (annual)	Utilisation rate	Users (annual)	Comment
Alexandra Park	£184,887	£1.71	431	5,081	£1,040	182	4.44%	5,928	Limited scope for alternative uses on ground floor. Scope to make better use of first floor meeting areas.
Coombes Croft	£181,621	£1.66	418	2,540	£0	1,040	26.67%	6,188	Very limited surplus space. Requirements of local user groups mean that no income is being derived from the meeting room
Highgate	£162,213	£2.00	413	2,905	£4,000	812	20.82%	5,796	Adult library underutilised-potential to remove and replace with crèche/café.
Hornsey	£693,209	£2.13	118	22,747	£8,350	4,415	107.68%*	6,947	Former Y-Gen space being marketed- improve café offer and use courtyard? No cinema in crouch end-potential community use.
Marcus Garvey	£576,594	£2.37	124	10,297	£1,920	1,430	34.88%	4,264	Scope to expand crèche and consider café use. Office space appears from the data supplied to be well utilised but all unoccupied at time of inspection.
Muswell Hill	£225,514	£1.75	442	7,054	£0 (	338	8.67%	1,560	Limited surplus space. First floor non DDA accessible.
St Ann's	£206,244	£1.82	219	2,564	£9,324	904	23.18%	12,132	Rear element of the building works well but perhaps could be promoted more actively.
Stroud Green & Harringay	£144,037	£1.62	541	3,709	£520	25	0.64%	1,300	First floor is generally underutilized. Could be readily converted back to residential use.
Wood Green	£1,199,253	£1.75	141	21,073	£113,438 (inc HALS)	2,350	61.71%	16,224	Limited scope for alternative uses on ground floor. Scope to make better use of first floor meeting areas.
<b>Total</b>	<b>£3,573,572</b>	<b>£1.90 (Avg)</b>	<b>167 (Avg)</b>	<b>£77,970</b>	<b>£135,592</b>	<b>11,496</b>		<b>60,339</b>	

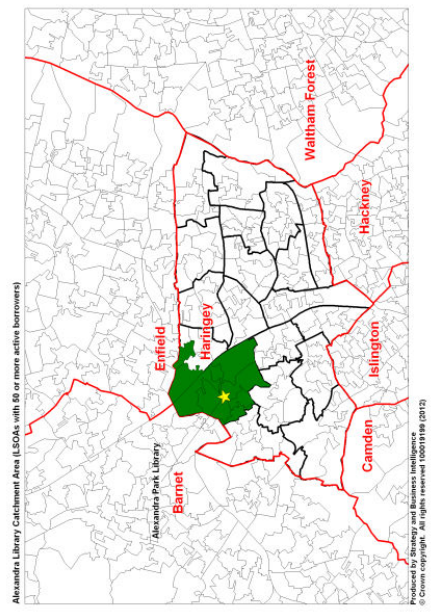
\*To be further analysed

## BUILDING

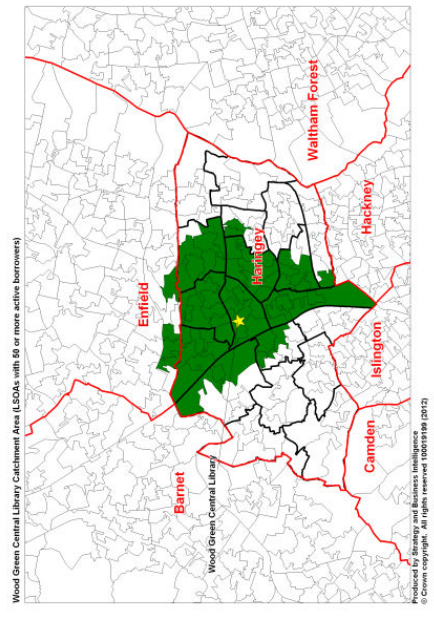
Library	Capital Requirements (Building Fabric & Mechanical and Electric)						Further Improvements
	0-12 months	1-3 year	3-5 years	5-10 year	Total		
Alexandra Park	£17,550	£13,000	£44,000	£49,950	£124,500		
Coombes Croft	£5,250	£13,900	£4,500	£77,750	£101,400		
Highgate	£47,500	£41,150	£9,400	£35,750	£133,800		
Hornsey	£85,900	£227,150	£129,750	£233,150	£675,950		
Marcus Garvey	£40,000	£3,000	£25,500	£24,000	£92,500		
Muswell Hill	£13,400	£70,050	£11,500	£44,250	£139,200	£150,000 (Improve accessibility to all floors and install toilet facilities.	
St Ann's	£222,800	£73,300	£19,250	£138,850	£454,200		
Stroud Green & Harringay	£13,850	£20,800	£8,350	£59,000	£102,000	£35,000 (Flat reinstatement)	
Wood Green	£335,926	£323,715	£633,454	£2,385,245	£4,278,340	£100,000 (replace Passenger/ Goods lift.	
<b>Total</b>	<b>£782,176</b>	<b>£786,065</b>	<b>£885,704</b>	<b>£3,647,945</b>	<b>£6,136,890</b>	<b>£285,000</b>	

### Geographical distribution of library users

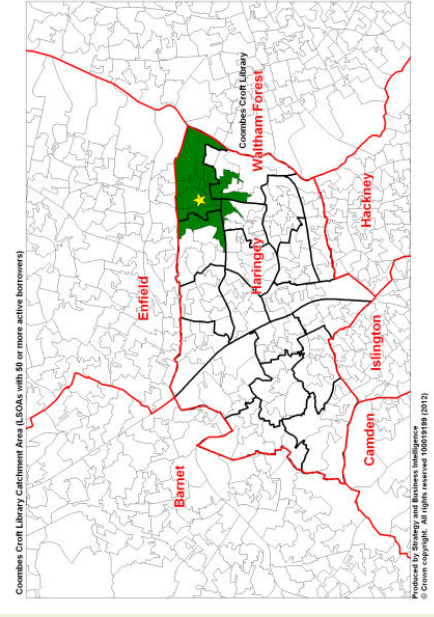
**Alexandra Park Library**



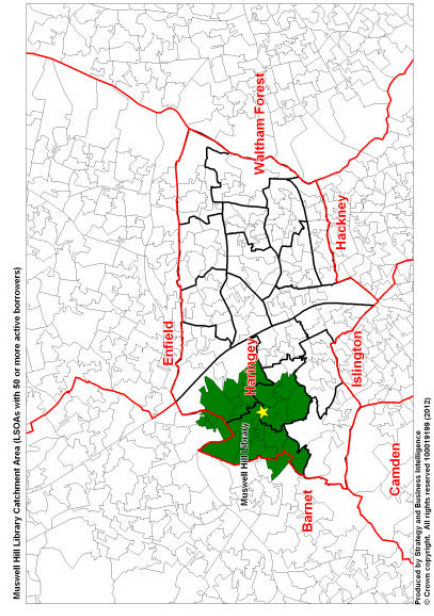
**Wood Green Central Library**



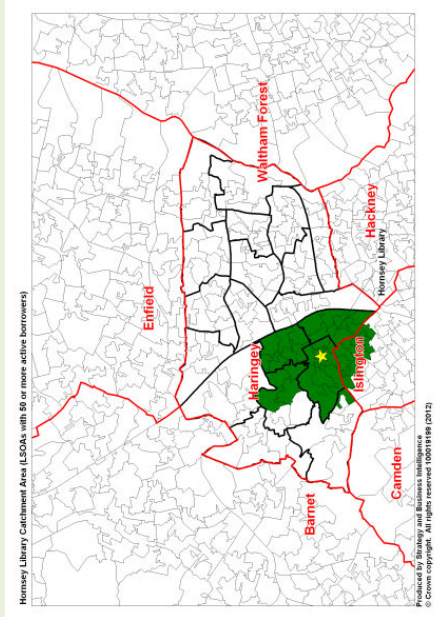
**Coombes Croft Library**



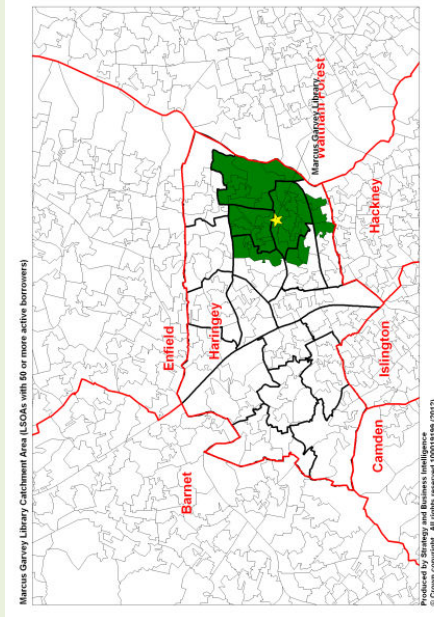
**Muswell Hill Library**



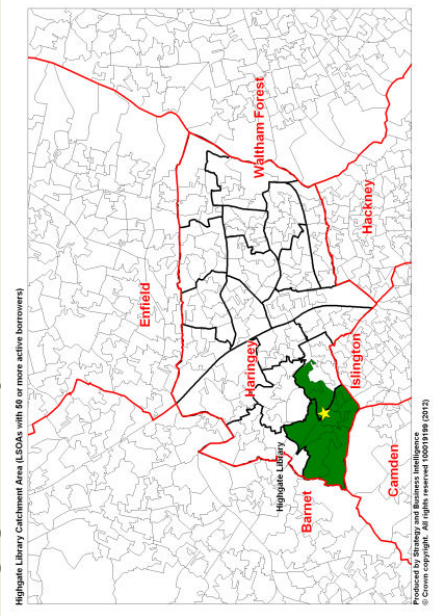
**Hornsey Library**



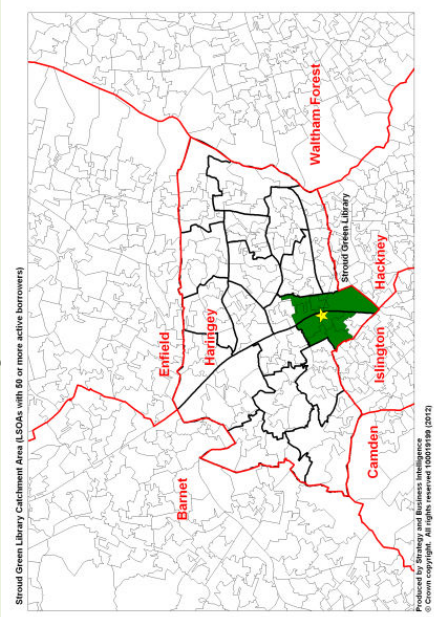
**Marcus Garvey Library**



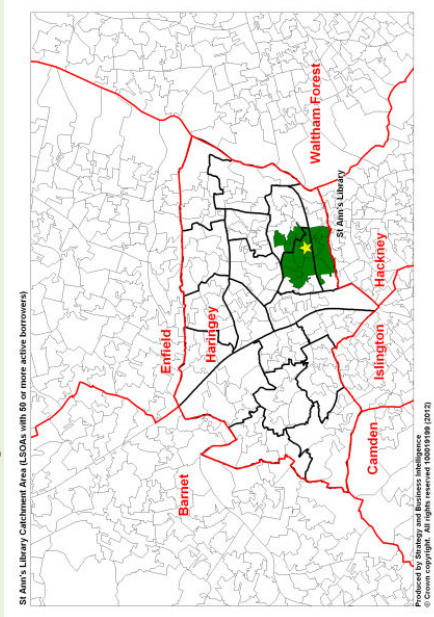
**Highgate Library**



**Stroud Green Library**



**St Ann's Library**



- This analysis sought to identify a core 'catchment area' for each Haringey library that was comparable and consistent across all libraries in the borough. We did this by identifying the Lower Super Output Areas for each library where there were at least 50 active borrowers (i.e. people who had borrowed an item from their library in the last year).
- Typically, the areas identified account for around 70% of active borrowers for each library. The usership therefore spreads beyond the catchment areas but they give a good indication of where users for each library are likely to live.
- The relative size of the catchment areas is a good 'at-a-glance' indication of the size of the library and its usership. For example, Wood Green Central is the largest library and this is reflected in the spread of its users. Conversely, St Ann's and Stroud Green in particular have tighter catchment areas.
- There is little overlap between catchment areas, with the exception of Hornsey and Stroud Green libraries, which are less than a mile apart. This suggests that Haringey's libraries are well spread and that the people in a particular area are likely to use a particular library.



**Key Usage Statistics**

All Haringey Libraries	Number	Haringey Average
Members as at 01/08/2012:	92,411	10,267
Active borrowers 2011/12:	46,051	5,117
Visits 2011/12:	1,890,012 or 590 visits per hour*	65.5 visits per library per hour
Issues 2011/12:	1,144,329 or 315 issues per hour*	35.0 issues per library per hour
PC usage 2011/12 (sessions):	465,304 or 146 sessions per hour*	16.2 sessions per library per hour
PC usage 2011/12, take up of available sessions:		51.0% of capacity

\*during opening hours

Figure 1: Key Usage Statistics

	9-1	1-5	5-7	All periods
Mon	265	352	272	301
Tue	250	306	215	265
Wed	178	291	164	220
Thu	226	286	156	236
Fri	184	307	213	239
Sat	421	494	-	457
Sun	-	260	-	260
All days	254	328	204	279

Figure 2: Number of issues per hour

	9-1	1-5	5-7	All periods
Mon	137	151	86	132
Tue	139	148	85	132
Wed	149	154	88	139
Thu	142	153	87	135
Fri	143	150	67	130
Sat	121	136	-	128
Sun	-	121	-	121
All days	138	145	83	132

Figure 3: PC usage – sessions per hour

- The number of active borrowers is approximately half the number of library members. This suggests that a large number of library members are either not using libraries for borrowing or they are not using the libraries at all (this may be because they have left the borough).
- Gate-reader figures show that there were 1.8 million visits to Haringey libraries in 2011/12, equating to 590 visits per hour. However, we currently have limited data about the reason for visiting a Haringey library.
- Overall there were 41 visits per active borrower or 20 visits per member in 2011/12.
- The numbers of members, active borrowers, visits, and issues, and the ratios between these, differ widely between the different library sites. The individual Library User Profiles for each library provide further detail on this data, which provides an indication of how libraries are currently used.
- Overall, Saturdays have the highest hourly **issue rate**, more than double the rate of the quietest day (Wednesdays). Libraries that are open on Sundays also see high issue rates during opening hours.
- The busiest time of the day in all of the libraries is 1-5pm, with mornings tending to be less busy and evenings less busy still.
- Wednesdays are the quietest days across the board, with Mondays and Tuesdays tending to be the busiest weekdays.
- There is little variation in issues patterns across the different library sites.
- Overall, **PC usage** is much more consistent throughout the week, with only minor variations around the average.
- Wednesdays are the busiest days and Sundays have lower than average usage. However, this pattern varies across different sites (for example, Marcus Garvey is busiest at the weekend; Muswell Hill, Stroud Green and Highgate are all busiest on Mondays)
- Afternoons (1-5pm) are marginally busier than mornings (9am-1pm). Evenings (5pm-7pm) are significantly less busy, around 60% as busy as 9am-5pm.

### Gender

- 39% of active borrowers are male and 61% are female. Males are strongly underrepresented compared to the Haringey population (50.7%)

### Age Distribution (Active borrowers compared to catchment area population)

- More young children are active borrowers than we would expect based on the Haringey population. Likewise, 20-29 year olds are overrepresented amongst active borrowers.
- However, over 45s are underrepresented compared to the Haringey population.

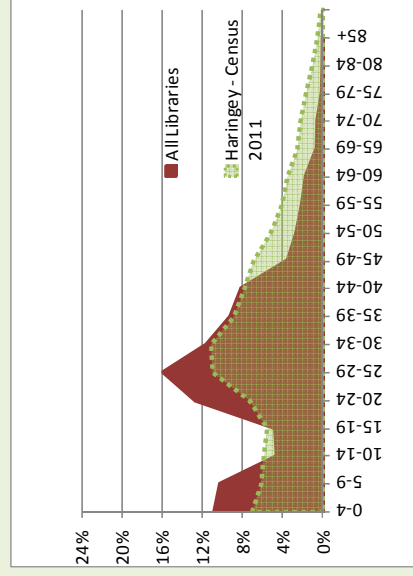


Figure 4: Age of Active Borrowers (red) compared to the Haringey population, 2011 Census, (green)

### Ethnicity (Active borrowers compared to catchment area population)

- There are no major differences between the ethnicity of active borrowers and the Haringey population.
- The White population is slightly underrepresented (i.e. there are fewer White active borrowers than we would expect).
- The Asian or Asian British population is slightly overrepresented.

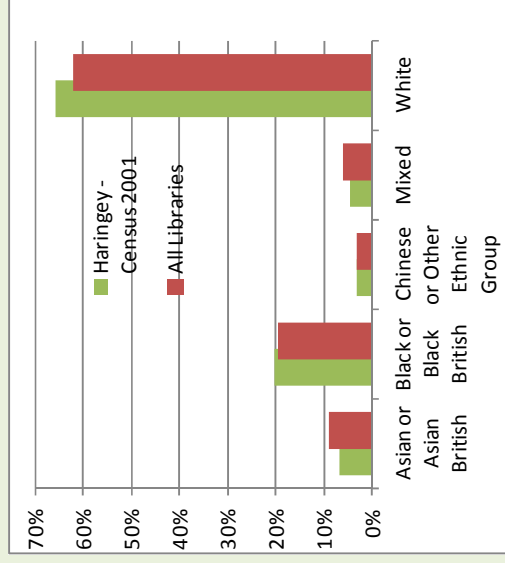


Figure 5: Ethnicity of Active Borrowers (blue) compared to catchment area population in 2001 Census (green) and active borrowers across all Haringey libraries (red).

### Resident Characteristics

- The **Haringey Resident Segmentation** groups Haringey Residents into five segments (A to E) according to their demographic profile, preferences and behaviours.
- Users of Haringey Libraries are fairly evenly spread between the groups, and broadly reflective of Haringey households.
- However, Groups B and C are slightly overrepresented and Groups D and E are slightly underrepresented.
- The profile of users varies widely across different library sites, as detailed in the individual Library User Profiles.

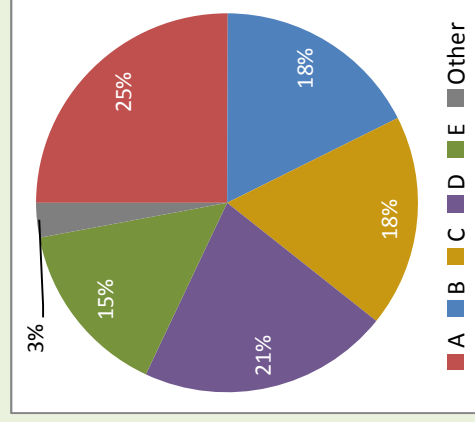
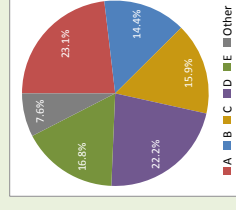


Figure 6: Resident segmentation groups of Active Borrowers





**Haringey Council**

<b>Report for:</b>	Communities Scrutiny Panel – 28 March 2013	<b>Item Number:</b>	
<b>Title:</b>	Area Forums/Committees – Interim Conclusions and Recommendations of Panel Project		
<b>Report Authorised by:</b>	Cllr Dave Winskill Chair, Communities Scrutiny Panel		
<b>Lead Officer:</b>	Rob Mack, Senior Policy Officer (Scrutiny)		
<b>Ward(s) affected:</b>	<b>Report for Key/Non Key Decisions:</b>		

### 1. Describe the issue under consideration

1.1. The Panel has been undertaking an in-depth piece of work on area forums/committees. This has focused on the changes that were implemented as part of the response to the Governance review of 2010/11. This report summarises the evidence considered by the Panel and proposes recommendations to be made to the Overview and Scrutiny Committee.

### 2. Cabinet Member introduction

N/A

### 3. Recommendations

That the following be recommended on behalf of the Overview and Scrutiny Committee to the Cabinet:

- 3.1 That, pending further work on their development, confirmation be provided of how support will be provided for area forums and committees to ensure their continued operation;
- 3.2 That consultation be undertaken with residents, including hard to reach groups, to obtain their views on possible future models for local engagement;



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- 3.3 That officers work with chairs of area forums and committees to develop proposals for alternative means of engagement with local residents for piloting in a number of wards of the borough and to evaluate the success of these; and
- 3.4 That, following the above mentioned pilot projects and consultation with stakeholders, specific proposals for the future of area forums and committees be developed for implementation following the 2014 Council elections and that these be based on the principles outlined within paragraphs 6.4 of the report and clear evidence of effective and cost effective approaches that have been adopted by similar London boroughs.

#### **4. Other options considered**

N/A

#### **5. Report**

##### *Introduction*

- 5.1 The Panel has been undertaking an in-depth piece of work to evaluate the changes made to the Council's area based bodies following the Governance Review of 2010/11 with the replacement of area assemblies with area forums and committees.

##### *Governance Review*

- 5.2 The brief for the Governance Review included the following two objectives:
  - "Increasing public engagement and ensuring that decisions are taken closer to local people; and
  - Enabling all members to shape and influence the Council's policies and services and facilitating the community leadership role of members."
- 5.3 Amongst the findings of the Governance Review were the following:
  - Area Assemblies provided a foundation for more engagement with local communities but some assemblies were more effective than others at engaging harder to reach groups and extending beyond prominent individuals and local vested interests; and
  - There was an appetite for the devolution of some decision-making to a local level.
- 5.4 The Governance Review recommended the following:

##### "Area Assemblies

Build on the foundation provided by the current Area Assemblies by:



**Haringey Council**

- Exchanging good practice and new ideas between the Area Committee chairs and the officers that support them;
- Providing a clear and transparent mechanism for the conclusions of Area assemblies to be fed into the Council's policy-making processes and for feedback to be provided on the outcome.
- Using the council's review of the neighbourhood management service and its support services to provide more cost-effective support for the assemblies.

Area Committees

Establish Area Committees to enable devolved decision-making:

- Covering the same geographical areas as the Assemblies;
- Comprising the Councillors for the wards which make up the current assembly areas

The remit of the Area Committees should bring together four sets of responsibilities:

- Varying the specification of environment and street scene services to reflect particular local needs and circumstances;
- Taking decisions about proposals affecting the area (for example local highway improvements and local by-laws);
- Formulating and influencing policy in relation to the area (such as local development orders);
- Formal consultative roles on planning, licensing and parking.

Each Area Assembly and Area Committee should meet four times a year with scope for the Area Committee to take decisions between meetings.

The geography of the Area Assemblies and the remit of the Area Committees should be reviewed after 3 years, at the end of the current administration.”

- 5.5 The rationale for the two sets of bodies covering the same geographical areas as the assemblies was that the area assembly geography provided the best balance between localism and cost/economies of scale. The remit for area committees was envisaged as a starting point from which additional powers would be devolved in the fullness of time.

*Council's Response*

- 5.6 In response to the Governance Review's recommendations, area committees were set up by the Council. A number of responsibilities and decisions were devolved to them, including;
- The responsibility for developing three year area plans.
  - A role in influencing the specification of environmental and street scene services so that they reflect local need and choices



**Haringey Council**

- In respect of local highway and transport improvements, area committees are able to submit ideas to the local implementation plan, asked to prioritise between proposed schemes in their area and consulted on the detailed design of successful schemes
- Receiving updates from Police ward panels and being consulted on local priorities.
- Introducing local by-laws
- A formal consultative role in respect of planning and licensing applications and parking controls.

5.7 Area assemblies were re-established as area forums in order to facilitate effective community engagement. The aim was that they would work in tandem with the area committees, with the committees providing a means for the conclusions of the forums to be fed into the Council's decision making process and for feedback to be provided on the outcome of discussions.

5.8 The Neighbourhood Management Service was dis-established in January 2011. Responsibility for supporting the new bodies was allocated to the Council's Single Frontline service. They have had a specific role in assisting with the development of area plans. Local Democracy and Member Services also have a role in undertaking the administration associated with the bodies, such as drafting agendas and minutes of meetings. Each area committee is supported by a senior officer acting as an area champion who acts as a representative of the Council's Corporate Management Team and provides a link between the two bodies.

*Communities Scrutiny Panel Project*

5.9 The Panel's project has considered how the changes that were made in response to the governance review with the establishment of area committees have been implemented and whether they have met their objectives to date, with a view to making recommendations about how the changes may be embedded further.

5.10 In addition, the project has also looked at:

- How well the area forums and committees complement the Council's consultative and decision making processes and how best they can be used;
- Attendance and participation levels and ways that they could be increased;
- The responsiveness of the Council to issues raised at forums/committees; and
- The practices adopted by other local authorities, particularly neighbours.

5.11 The terms of reference were as follows:



## Haringey Council

“To consider the implementation of area committees across the borough and, in particular;

- Whether they are meeting the objectives set for them;
- How they fit into the Council’s consultative and governance structure; and
- How their effectiveness could be enhanced”

5.12 The Panel received feedback from;

- Area Assembly Chairs and Councillors
- Attendees at Forum/Committee meetings
- Officers and partners

5.13 Feedback was obtained through surveys of Councillors, residents, officers and partners. In addition, a number of focus groups were held with Councillors, including Area Committee Chairs.

### *Evidence Received by the panel*

5.14 Whilst there was some variance in the responses to the consultation undertaken, there were a number of areas where there was consensus. Of particular note was the fact that there appeared to be an overwhelming view that, despite the flaws in the current arrangements, local engagement is something that the Council should be doing and that Haringey should continue to try to engage with residents and stakeholders to allow them a say in policy, as well as some control over their own environment/neighbourhood.

5.15 The vast majority of stakeholders that responded were not convinced that the new arrangements had so far been a success. Most respondents were either neutral in their response or felt that they had been unsuccessful. It was nevertheless clear that some area forums/committees are functioning better than others. This was evidenced by, amongst other things, higher attendance figures reported at meetings and better developed area plans. In addition, residents in some areas were less negative about their area forums/committees in their responses.

5.16 The perception of the majority of people was that the establishment of area committees had not yet resulted in any increase in local influence on decision making. It was also felt that area forums/committees were limited in their effectiveness in engaging with the community. Whilst those who attend the meetings were felt to be representative of the local community, this felt to be only to a limited extent. From the survey results, there would appear to be some justification to the claim that meetings attract the same people but there would also appear to be some truth in the notion that they often represent a wider constituency of people as a high percentage of residents who responded were active in voluntary and community organisations.

5.17 There was a view amongst many residents that the Council controlled the agenda and meetings as well as degree of cynicism about its motivations. The committee part of meetings could alienate residents and, rather than showing the deliberations of the forum being translated into action, residents often felt that it demonstrated the limits of their influence by excluding them from any decision making. Members reported that



## Haringey Council

responses by Cabinet Members and officer to issues raised at meetings could be slow and matters were sometimes not followed up.

- 5.18 The effectiveness of area plans appears is perceived as being variable and, in general, they are viewed as being ineffective. Most Members felt that they had not been useful in bringing about improvements in areas. Although residents were slightly more positive, a third of those who responded to the survey did not know what an area plan was. There was some strong support across the board for areas having small discretionary budgets. There was a lesser level of support amongst all groups for some devolution of power in the allocation of front line budgets.
- 5.19 It was felt that the areas covered by area forums/committees did not always reflect the “sense of place” of areas. Many respondents were of the view that the areas that they covered were too large.
- 5.20 Publicity was raised as an issue by a number of respondents with several raising concerns. There is a total budget of £3,000 (£107 per meeting) for publicity for all of the area forums/committees which covers production of flyers and posters to promote meetings. Other activities, such as press releases and web updating have no specific budget but are covered within existing resources. It was felt that publicity was also hindered now by the lack of a local paper for Tottenham and problems in the distribution of Haringey People in some areas of the borough.

### *Other Boroughs*

- 5.21 The Panel also received evidence that many other boroughs had reviewed their structures for area based bodies, such as area committees or forums following the 2010 local elections. The drivers for this appear to be ensuring that structures reflect the priorities of the new administration and the need to make budget savings. Similar to Haringey, there appears to have been a view shared by several boroughs that their area based bodies were often poorly attended, did not always mirror natural communities and frequently attracted the same people. Several boroughs have also looked at additional ways of facilitating better engagement between local Councillors and their communities through, for instance, the use of on line tools such as web portals which supplement and complement the use of meetings.
- 5.22 There appear to be two general models that have been adopted by nearby London boroughs. These are;
- Area based bodies covering a number of wards which work on a formal basis and often have some delegated powers, particularly in relation to local planning issues. This approach is followed by, amongst others, Barnet, Enfield and Haringey.
  - Less formal ward based bodies; This is a relatively recent phenomenon with several boroughs abolishing their area based bodies and replacing them with these. These are less formal and are considered to provide a more flexible approach which is not entirely meetings based. A number of authorities have





**Haringey Council**

recently moved towards this model including Camden, Hackney, Islington and Waltham Forest.

### *Localism*

- 5.23 Another significant development has been the implementation of the Localism Act. This established a right for local residents to set up neighbourhood forums to draft neighbourhood plans. The plans are intended to establish a vision for an area as well as general planning policies for the development and use of land in a neighbourhood. The community in any area can instigate a neighbourhood plan and they can cross local authority boundaries, although they should not overlap with adjoining neighbourhoods who may also wish to prepare a plan for their area.
- 5.24 There is potentially scope for overlap with the role of area based bodies established by local Councils, which may also have a role in developing local plans that include planning issues. The existence of different bodies with similar names and roles may also be a potential source of confusion. To date there has been one application for neighbourhood forum status in Haringey. This covers the whole of the N6 area of Highgate and therefore more than one borough. Preliminary feedback is the Highgate Neighbourhood Forum has been very successful so far at engaging with local residents and developing a local plan. It reportedly attracted over 100 residents to an early meeting, many of whom appeared to be new faces. It is also possible that it may diminish the relevance of the area forum/committee for the N6 area.

### *Attendance at Meetings*

- 5.25 Attendance of residents at meetings so far during this Municipal Year shows the following:

Forum/Committee	Jun/Jul	Sept/Oct	Jan/Feb	Total	Average
St Ann's and Harringay	45	25	35	105	35
West Green and Bruce Grove	40	30	18	88	29
Muswell Hill, Alexandra, Fortis Green and Highgate	67	52	20	139	46
Northumberland Park and White Hart Lane	24	14	12	50	17
Tottenham and Seven Sisters	42	36	27	105	35
Wood Green	15	28	15	58	19
Crouch End, Hornsey and Stroud Green	35	10	24	69	23
Total	268	195	151	614	204
Average	38	28	22	88	

- 5.26 The above figures are not exact as not all residents always sign the attendance sheet. They are therefore partially based on best estimates but nevertheless give a general impression of overall attendance levels. January meetings were also affected by inclement weather which may have reduced attendance levels.

### *Resourcing*



**Haringey Council**

5.27 The budget for area forums/committees in the last two financial years is as follows:

	Full salary basis		Apportioned salary basis	
	11/12	12/13	11/12	12/13
	£k	£k	£k	£k
SFL - staff	160	147	144	74.5
SFL – Non-staff	3	3	3	3
Local Democracy – staff	40	40	40	40
Local Democracy – non staff	6	5	6	5
Communications	3	3	3	3
<b>Total</b>	<b>212</b>	<b>200</b>	<b>196</b>	<b>125.5</b>

5.28 The apportioned salary figures reflect the actual cost of the service as they take into account the amount of time spent by relevant staff in Single Front Line (SFL) in supporting area forums/committees. This was 90% in 2011/12 and 50% in 2012/13

5.29 The Panel noted proposals in the 2013/14 budget for the deletion of the 4 posts in the Single Front Line Service with a role in supporting area forums/committees. It was estimated that the ongoing staffing requirement to update distribution lists, send out agendas and assist with the development of area plans was approximately one full time post. Whilst some support will still be provided by Democratic and Member Services, the matter of who facilitates the upkeep of distribution lists and assists with area plans had still to be resolved. This uncertainty was in itself seen as an indicator of the importance attached to area forums/committees by the Cabinet

5.30 The Overview and Scrutiny Committee has already made the following resolution in respect of this proposal;

“In view of Haringey’s stated commitment in the last Governance Review to devolving decision making and greater involvement of the communities in the Borough, the Panel is greatly concerned that the possibility has emerged of withdrawing the funding for a significant portion of the support currently available for area forums and committees. It recommends that, before any decision is made, clarity be provided on how the functions that directly support the work of forums/committees that are undertaken currently by the team to be deleted will continue to be provided”

5.31 The view of the Single Front Line (SFL) service is that the level of activity relevant to their service is lower than originally envisaged and that issues raised at forums/committees tend to be more focussed on corporate issues. In addition, a large portion of the work on the development of area plans has already been completed.

## 6. Conclusions/Recommendations

6.1 The Panel has reached a number of conclusions based on the evidence that it has so far received.



## Haringey Council

- 6.2 Decisions need to be made about the Council's commitment to area forums/committees and their form as, with the reduced resources that there are likely to be for them, it will be a challenge to sustain them as they are currently arranged. If distribution lists are no longer maintained and information not sent out to residents, this could lead to lower levels of attendance at meetings and less effective engagement. Area plans that have been completed will also be more difficult to implement in the absence of dedicated officer support. In addition, plans will need updating and renewing at some stage which will require the assistance of officers.
- 6.3 The clear consensus was that area based bodies should continue in some form or other and we would therefore recommend that support for them be confirmed by Cabinet. However, if such a commitment is made, the necessary resources need to be provided to enable them to function. Responsibility for resourcing the area forums/committees should be corporate rather than focused on one particular service. Forums/committees cover a wide range of issues at their meetings and are part of the Council's governance so it would therefore be appropriate for support to be resourced accordingly.
- 6.4 Arrangements for area based bodies need to be sustainable and proportionate to the level of support available to them. The Panel is not yet in a position to recommend a specific format for them but would nevertheless propose that it is based on the following principles:
- Any changes made must be made with regard to the high level objectives of the governance review. They must also have regard to the wishes of stakeholders;
  - Efforts must be made to engage with a larger and more representative group of residents that reflects our communities and does not exclude different groups;
  - The arrangements should form part of a move towards an integrated model of engagement that is less reliant on traditional meeting formats and instead utilises a wider range of tools by which residents may feed into the decision making process;
  - An approach where engagement is more actively sought is required rather than the current more passive approach of expecting residents to come along to meetings;
  - The Council's current area based bodies are variable in their effectiveness and some of them may be affected by the setting up of neighbourhood forums. The bodies therefore should work in a way that best suits local conditions and is flexible and adaptable.
  - Should area based bodies continue to meet, it should be recognised that there are inherent limitations to the number of people who are likely to attend them on a regular basis and it is unlikely that any configuration will be able to achieve major increases.



**Haringey Council**

6.5 The Panel are of the view that any changes to area forums/committees should not be implemented until after the next Council elections as there is unlikely to be the political will to completely review how the Council formats this type of engagement before this. However, this will provide almost a year to try out new and novel ways and evaluate what works and what does not and discuss new ways forward with the 2014 intake of Councillors.

6.6 Suggestions for possible new approaches are as follows:

- Pop up meetings - on high streets, in parks, outside schools, in shops, in leisure centres;
- E-meetings - online sessions with members and officers;
- Cabinet member debates - proposed policies open to public scrutiny before they go to Cabinet;
- Sharing the chair with residents for specific agenda items;
- Fully handing over the chair to residents - why can't we trust them to run these meetings?;
- More training for Members in chairing skills;
- Encouraging local groups to have a presence - stalls, agenda items, parish pump box etc.;
- Shorter more focused agendas.

6.7 Proposals for alternative means of engagement with local residents should be developed in consultation with area forum/committee Chairs and trialled in a selective number of wards of the borough and subject to full evaluation. Following this and after consultation with stakeholders, specific proposals for the future of area forums and committees should be developed and these be based on the principles outlined above as well as clear evidence of effective and cost effective approaches that have been adopted by similar London boroughs.

6.8 The following outline timetable is suggested:

**Spring 2013:** Proposals for piloting new approaches developed including selection of areas to be included.

**Summer/autumn 2013:** Pilot projects to be undertaken.

**Winter 2013/14:** Pilots projects to be evaluated and engagement with residents and stakeholders undertaken.

**Spring 2014:** Options for future development formulated.

**Summer 2014:** Final decision taken by new intake of Councillors.

**Autumn 2014:** New arrangements implemented.



**Haringey Council**

## **7 Comments of the Chief Finance Officer and financial implications**

- 7.1 The report has already noted in paragraph 5.28 the deletion of the 4 posts in Single Front Line with a role in supporting area forums/committees. This saving of £147k in 2013/14 was agreed as part of the 2013/14 – 2015/16 Medium Term Financial Plan. The cost of developing alternative means of engagement for piloting in a number of wards and consultation with stakeholders over the next year can be managed within existing resources. Once specific proposals have been developed the financial implications will need to be re-assessed at that time.

## **8 Head of Legal Services and Legal Implications**

- 8.1 The Overview and Scrutiny Committee can make reports and recommendations to the Cabinet in respect of the discharge of functions delegated to Area Committees.
- 8.2 The Guidance issued on the executive arrangement under the Local Government Act 2000 acknowledge that area committees or forums can have an important role to play in bringing decision making closer to people and in helping give the people a say in the way in which a local authority works. The Panel's conclusions/ recommendations are intended to support the arrangements for Area Forums and Committees and to improve on local engagement in the functions of Area Committees.

## **9 Equalities and Community Cohesion Comments**

- 9.1 Area forums/committees are a means by which the Council engages with the local community. There is some evidence that attendance at meetings is not fully reflective of the diverse communities within the borough. Young people are also under represented amongst those who attend meetings. The recommendations of the project address these issues through proposing that they be considered fully in the development of proposals to improve the current arrangements.

## **10 Head of Procurement Comments**

- 10.1 N/A

## **11 Use of Appendices**

N/A

## **12 Local Government (Access to Information) Act 1985**

Haringey Governance Review 2010/11



**Haringey** Council

### Current Area Forums/Committees

<b>Area Forum/Committee</b>	<b>Wards covered</b>	<b>Chair</b>
Crouch End, Hornsey and Stroud Green	Crouch End, Hornsey and Stroud Green	Cllr Paul Strang
Muswell Hill, Alexandra, Fortis Green and Highgate	Muswell Hill, Alexandra, Fortis Green and Highgate	Cllr Gail Engert
Northumberland Park and White Hart Lane	Northumberland Park and White Hart Lane	Cllr Kaushika Amin
Tottenham and Seven Sisters	Tottenham Green, Tottenham Hale and Seven Sisters	Cllr Lorna Reith
West Green and Bruce Grove	West Green and Bruce Grove	Cllr Joe Ejiofor
Wood Green	Bounds Green, Woodside and Noel Park	Cllr Joanna Christophides
St Ann's and Harringay	St Ann's and Harringay	Cllr Zena Brabazon

**METROPOLITAN  
POLICE****TOTAL POLICING**

Our Ref: 2013020001221

14 February 2013

Councillor Reg Rice  
Overview and Scrutiny Committee  
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Sir Bernard Hogan-Howe QPM, MBA, MA  
(Oxon)

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Dear Councillor Rice,

Thank you for your letter dated 06 February 2013 received in my office on 12 February, which I have seen.

I note your concerns regarding the extension of the distribution of tasers in Haringey Borough.

I have a duty to ensure that my officers have the necessary equipment to protect both the public and themselves. I therefore took this operational decision after recent incidents where officers were seriously injured whilst awaiting support from specialist units. Our standard operating procedures are subject of continuous review and I can not delay this process pending the outcome of individual investigations.

I do agree that engagement with your panel and the wider community in Haringey is vital and I have therefore asked Assistant Commissioner Territorial Policing Simon Byrne to consider this aspect of your letter in order that an appropriate response can be sent to you.

I would remind the committee that tasers have been deployed in London and Haringey for the last six years. We are now making them more available to front line officers to more efficiently defend the public and themselves.



Yours sincerely  
Bernard Hogan-Howe

**Sir Bernard Hogan-Howe  
Commissioner**

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## APPENDIX 6

**OVERVIEW & SCRUTINY COMMITTEE -- January 2013  
BUDGET SCRUTINY RECOMMENDATIONS**

The OSC RESOLVED that the following recommendations be presented to the Cabinet on 12<sup>th</sup> February 2013 in response to the draft Medium Term Financial Plan 2013/14-2015/16.

	Recommendations	Cabinet Response
	<b>OVERVIEW AND SCRUTINY COMMITTEE RECOMMENDATIONS:</b>	
1.	The Council accelerate work around Community Based Budgeting with a view to improving integrated services as well as making savings for council and partner agencies.	The Cabinet is presently not minded to accelerate work around Community Based Budgeting as more evidence of the benefits would need to be understood before progressing further. It is felt generally that there is more appetite from Councils to 'sell' services rather than to 'buy' them, so this limits opportunity.
2.	The Council renew efforts into Shared Services.	The Council still has a memorandum of agreement in place with the London Borough of Waltham Forest and is continuing to pursue opportunities. The point made above regarding selling services is also pertinent to Shared Services.
3.	Consideration be given to the outsourcing of sections of Haringey People with the intention of making it into a profit centre, whilst maintaining the Council's editorial control.	Haringey People currently generates advertising income of £35.5k per year which is used to offset against the overall production costs of the magazine. Each edition of Haringey People carries six pages of advertising. The rate card is being reviewed with a view to maximising paid for advertising in the magazine.
4.	Detailed information on savings / expenditure figures over certain thresholds (to be prescribed) be provided in future reports when scrutinising the budget.	The Cabinet would welcome a review of the budget scrutiny protocol for next year's process in the general spirit of improvement; it is also content for this recommendation to be included within the revised protocol. However, Cabinet is mindful of the significant resources required to undertake detailed budget scrutiny and requests that O&S considers both breadth and depth of subject when selecting areas for review. The Cabinet recognises the importance of the education

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BUDGET SCRUTINY RECOMMENDATIONS**

		<p>sessions on the budget run for members and commends their future use.</p> <p>The Cabinet approves this recommendation.</p>
5.	<p>OSC to undertake a review of property, split into four themes – Accommodation strategy; Heritage &amp; Regeneration; Corporate Portfolio; and Community buildings.</p>	
	<p><b>ADULTS AND HEALTH SCRUTINY PANEL RECOMMENDATIONS:</b></p>	
1.	<p>a) Any moves which are made in relation to the redesign of Adult social work assessment relating to Occupational therapy and social work assessment should focus on the integration of health and social care.</p> <p>b) The Council should be the lead authority on service provision. (A2)</p>	<p>Closer integration between Social Care and Health services is a leading priority for Adults and Community Services and will be a key design principle in all the Directorate's service transformation work.</p> <p>In integrating services the Directorate will take care that the best balance of control and efficiency is achieved. In many cases the Council will be the most appropriate lead provider; however there may be services for which a health lead would be more appropriate – for example in some more specialist provision where health expertise is greater. The Directorate will provide a full justification for all service reconfigurations.</p> <p>Officers from Adults and Housing will be happy to provide updates to future meetings.</p>
2.	<p>a) The move to enable more people with learning disabilities to live independently in the community is welcomed and the Panel looks forward to hearing further updates on progress.</p> <p>The Campsbourne model, which the Panel considered at its meeting in September, should</p>	<p>Officers will continue to build on and develop previous good practice</p>

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BUDGET SCRUTINY RECOMMENDATIONS

	be used as a model for other supported housing schemes. (A16)	such as the Campsbourne project.
3.	The Panel raised concerns that a Principal Policy Officer post in the Adult Commissioning service is being cut at a time of transition when these skills may be needed. The Panel therefore recommends that Public Health consider picking up the full funding of the post, at least during the forthcoming transitional period. (A17)	The Public Health Grant is ringfenced and can only be spent within agreed parameters. Furthermore, work to allocate the grant in the target areas is advanced. However, the Director of Public Health is committed to working closely with colleagues over the coming year to maximise synergies and achieve the optimum outcomes for public health of the Borough
4.	The Panel welcomes the NHS Grant and recognises that the service needs an injection of funding in order to manage the demographic changes and an increase in demand.  The Panel therefore recommends that the full amount of money is given to Adults in all of the remaining years of the grant.  The Panel also strongly supports making a further business case to ensure that the level of the NHS grant continues to keep pace with the increased pressures on the service and an increased demand. (NHS Grant to Support Care and Benefit Health)	The Cabinet approves this recommendation and has therefore included the additional grant funding announced within the Adults and Housing cash limit from 1 April 2013. This adjustment is included within the MTFP as set out in this report.  Officers from Adults and Housing will continue to make best efforts to ensure funding from the NHS keeps pace with demand.
5.	The Panel is encouraged by the number of health and social care integrated services and recommends acceleration in the move to greater	Adults and Housing are working on further integration between health and social care services and will be happy to report on this further next year.

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**OVERVIEW & SCRUTINY COMMITTEE – January 2013  
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	integration in order to improve outcomes for service users and improved financial efficiency. <i>(Health and Social Care Integration)</i>	
6.	Public Health - The Panel understands that the Public Health budget is not yet available and looks forward to receiving the Public Health budget when it becomes available in order to allow the Panel to scrutinise the proposals as per its constitutional duty.	A report on the new Public Health budget for 2013/14 is planned to be discussed by Cabinet in March 2013. Cabinet are content that, once approved, the report is passed to Overview and Scrutiny for further consideration.
<b>COMMUNITIES SCRUTINY PANEL RECOMMENDATIONS</b>		
1.	That the option of obtaining external grant funding from appropriate national bodies with a role in sport promotion and, in particular, swimming, be explored. (P7)	The Cabinet approves this recommendation. The service has successfully secured a range of external grant funding to support service provision and will continue to do so.
2.	It is recommended that the following options be explored fully to enable the continuation of the mobile library service: <ul style="list-style-type: none"> <li>• Sharing responsibility with other service providers and, together with them, developing an integrated service; and</li> <li>• Developing a joint service with a neighbouring borough. (P9)</li> </ul>	The existing saving proposal already allows time to explore alternative service provision for the most vulnerable clients, including shared service options, although not all neighbouring boroughs provide such a service.
3.	In view of Haringey's stated commitment in the last Governance Review to devolving decision making and greater involvement of the	The Enablement Team was established as part of the Single Frontline restructure, to fulfil the following roles:

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<p>communities in the Borough, the Panel is greatly concerned that the possibility has emerged of withdrawing the funding for a significant portion of the support currently available for area forums and committees.</p> <p>It recommends that, before any decision is made, clarity be provided on how the functions that directly support the work of forums/committees that are undertaken currently by the team to be deleted will continue to be provided. (P12)</p>	<ul style="list-style-type: none"> <li>• Supporting the monitoring of the Area Plans including managing the distribution list and sending out notifications about upcoming Area Forums.</li> <li>• Negotiating with services to ensure services are being planned in response to area needs, and with consideration to the SFL elements of the Area Plans;</li> <li>• Providing the link between communities and Single Frontline (SFL);</li> <li>• Identifying local priorities in relation to SFL;</li> <li>• Supporting SFL service changes and engagement/consultation activity.</li> </ul> <p>The work on the creation of Area Plans is now substantially complete and the proportion of Area Committee workload that relates to SFL is much lower than originally envisaged and thus these queries are already being picked up elsewhere.</p>
<p>ENVIRONMENT AND HOUSING SCRUTINY PANEL RECOMMENDATIONS</p>	
<p>1. a) The allotments service should be revenue neutral and any increase should only be considered with the full consultation and involvement of all relevant stakeholders. (P6)</p> <p>b) Any future revenue surplus made within the allotment service should be ring fenced and reinvested in allotments.</p>	<p>It is not possible to make a saving from this area whilst maintaining the existing revenue neutral position. The Council will seek to engage and involve relevant stakeholders on developing and implementing the related changes.</p> <p>The Directorate will explore the scope to use some of the surplus to support reinvestment in allotments site infrastructure renewal.</p>
<p>2. a) Consideration should be given to whether</p>	<p>The Council already seeks to obtain the maximum possible fee from</p>

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	<p>enough is charged for the set up and break down of events at Finsbury Park, based on comparators.</p> <p>Any increase in revenue should be from an increase in the cost of holding events at Finsbury Park and not an increase in the number of events held. (P8)</p>	<p>holding events in Finsbury Park and will continue to do so - the 'market' for Concerts is very competitive and this has been increased by the availability of the Olympic Park for concerts and events.</p>
3.	<p>That there be an increase in the number of well designed loft conversions to help to alleviate housing pressures in the borough. (Capital programme 56)</p>	<p>it would be attractive to consider doing more of this if possible, but the Council needs to take into account the impact of Welfare Reform. If the number of bedrooms is increased the rent would need to go up which may have benefit cap implications for larger families. Also the "bedroom tax" – a penalty for under occupying council housing will restrict the number of suitable properties. In particular it will mean that it would not be appropriate to undertake this kind of work on a whole block or row of houses at a time since this might mean that some families amongst the row could be disadvantaged or the properties could be harder to find tenants for.</p>
<b>CHILDREN AND YOUNG PEOPLE SCRUTINY PANEL RECOMMENDATIONS</b>		
1.	<p>The Panel notes that the success of the budget proposals is very much dependent on the continued reduction in the numbers of Looked after Children and, although the projected reductions are very welcome, concern be expressed at the potential of these not being achieved and the implications that this might</p>	<p>The risks attached to movement in the numbers of looked after children are acknowledged. However, numbers have already been reduced from 547 (end March 2012) to 503 (end December 2012) during the current financial year. The current strategy to reduce numbers, contain unit costs and bring Haringey-closer to our statistical neighbours will continue and be closely monitored so that effective corrective action can be taken if necessary.</p>

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BUDGET SCRUTINY RECOMMENDATIONS**

	have. C1/C3/C6	
2.	<p>That the Panel recommend that, as far as is possible, no school should lose out as a result of the reduction in local discretion over the School Funding formula and noted that a maximum of four schools – Campsbourne, St. Michaels, St Thomas More's and John Loughborough have been identified as at risk of being adversely affected.</p>	<p>Final allocations of school budget shares have now been determined based on October 2012 data supplied by the DfE and the application of the approved Haringey formula. Following the delegation of additional resources to schools, implementation of £0.5m SEN contingency fund and application of the minimum funding guarantee, the only schools adversely affected are St Michael's N6 (-£11k) St Thomas More (-£397k) John Loughborough (-£19k). These schools are adversely affected by falling rolls (-7 pupils, -56 pupils and -12 pupils respectively, rather than changes to the funding formula.</p> <p>The responsibility for careers advice now rests with schools.</p>
3.	<p>That advice given to young people on careers and further education should be aspirational to give them the best chances and that this should be monitored to improve outcomes for young people. The Council should take a lead role together with local businesses and schools to ensure the best outcomes for young people. (C9)</p>	
4.	<p>That, in respect of Youth Services, the Panel request details of work commissioned and of the planning that had been made for extending the service to younger children and that these be submitted to the March meeting of the Panel, which is already scheduled to have a youth focus. (Bruce Grove Youth Centre)</p>	<p>A report will be presented to the CYPs Scrutiny Panel in March.</p>
5.	<p>That in future years, the effective scrutiny of budget proposals be assisted by Members being provided with details of how the specified saving</p>	<p>The Cabinet approves this recommendation and would welcome its inclusion in the proposed revised budget scrutiny protocol.</p>

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	or growth proposal compares, in proportionate terms, to the associated base budget. (General Budget Scrutiny Process recommendation).	
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## **Communities Scrutiny Panel**

### **Work Programme**

#### Outstanding issues:

Crime clear up rates

LFB in Haringey 2012/13 – Annual Report

Localism

Procurement and engagement

Community Safety review

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