

Report for: Overview and Scrutiny Committee

Title: Library Update

Report authorised by: Andy Briggs, Assistant Director – Corporate and Customer Services

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Ward(s) affected: All

**Report for Key/
Non Key Decision:** Non-key

1. Describe the issue under consideration

The purpose of this report is to provide a summary update on Library Services across the Borough and specifically the Library Enhancement programme, the LGA Library Peer Challenge, Branch Library Funding, and exploratory work on underutilised spaces and the potential for income generation.

2. Cabinet Member Introduction

Not applicable

3. Recommendations

That the information provided in this report is noted.

4. Reasons for decision

Not applicable

5. Alternative options considered

Not applicable

6. Background information

Libraries are recognised organisationally and nationally as valuable assets which reach into communities, providing community and civic spaces, through staff expertise, and partnership working they have the potential to be more than a building with books and computers, they add value to those who may be vulnerable, socially isolated lacking in educational and social support.

Haringey Council is one of the few authorities nationally that have not closed libraries, reduced opening hours, outsourced or supplemented its workforce and core offer with volunteers. It has made clear its intention to retain nine libraries however there is a recognition that more work is required to develop partnership working and maximise the use of its assets.

Local authorities have a statutory duty under the [Public Libraries and Museums Act 1964](#) 'to provide a comprehensive and efficient library service for all persons'

In considering how best to deliver the statutory duty each library authority is responsible for delivering a modern and efficient library service that meets the requirements of their communities within available resources. In providing this service, local authorities must, among other things –

- have regard to encouraging both adults and children to make full use of the library service (section 7(2)(b))
- lend books and other printed material free of charge for those who live, work or study in the area (section 8(3)(b))

In recognition of the importance of libraries and their need to change and develop in line with society, the DCMS set up a Libraries task force and commissioned them to do a study of library services nationally. The result is the 'Libraries Deliver: Ambition for Public Libraries in England 2016 to 2021' report which identified and categorised the 7 outcomes below that are delivered by Libraries (these are closely aligned to the Borough plan, specifically People, Place and Economy)

Libraries Deliver - 7 Outcomes

- Cultural and creative enrichment
- Increased reading and literacy
- Improved digital access and literacy
- Helping everyone achieve their full potential
- Healthier and happier lives
- Greater prosperity
- Stronger more resilient communities

Libraries Connected (formally the Society of Chief Librarians) has been formed and funded as a Sector Support Organisation by the Arts Council, they support service delivery through recognition of a universal offer programme –

Universal Library Offers

- Culture
- Digital
- Health
- Information
- Learning
- Reading

These form the backbone of the library offer and provide more granular and specific detail that sits behind and supports the 7 outcomes of the Task force report.

The findings of the recent Fairness commission has also identified where libraries are contributors to the wider aspirations of the Council.

6.1. Summary of the current service

The Haringey Library Service currently attracts over 1.4million visits a year and its users borrow circa 600,000 books and other materials each year with 5000 events and activities, 14 reading groups are also supported. The library network is made up of nine libraries. Three of the libraries (Wood Green, Hornsey and Marcus Garvey) are larger and account for the majority of use. Wood Green and Marcus Garvey also provide face to face customer services. Each library houses a dedicated children's library, all host other internal and external services including Community First, Connected Communities, CAB, The Tudor Trust – Volunteer with Generation Exchange, Embrace – Health and Wellbeing programme, Haringey Advice Partnership, Barnardo's, HU3A (Haringey University of 3rd age)

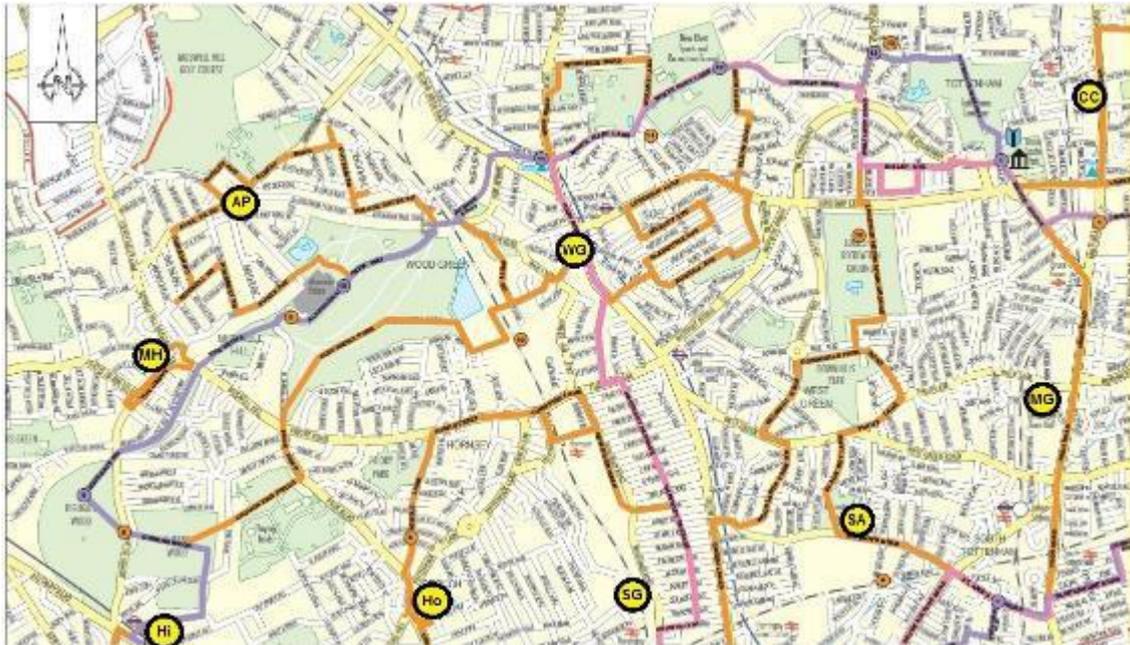
There is a housebound service with 176 households receiving visits every 4 weeks and delivering to over 30 residential homes, children's centres and nurseries.

All libraries have a wide variety of books for all ages including Large Print, Audio Books and books in community languages, newspapers and magazines. DVDs. CDs are available in 3 libraries. Online materials available via the website can be accessed in a library and remotely.

In addition, visitors to the libraries can also take advantage of a wide range of other services, such as –

- There are 196 free to use PCs, internet access and Wi-Fi.
- Learning activities for children and families and adult education courses run by a range of providers.
- A range of drop-in advice sessions, including public health advice.
- Reading, arts and other cultural events.
- Community spaces.

All the libraries are open for at least six days a week and four are open seven days a week. With a combined total of 538 opening hours per week. The libraries are distributed across the borough as shown in the map below, with the majority of the population living within a mile of their nearest library.



Key: AP = Alexandra Park; CC = Coombes Croft; HI = Highgate; HO = Hornsey; MG = Marcus Garvey; MH = Muswell Hill; SA = St Ann's; SG = Stroud Green and Harringay; WG = Wood Green.

There are 65 FTE posts which are filled by a mixture of full and part-time staff. The service is supplemented by a bank of casual staff who are used flexibly. A small number of volunteers also provide a range of support activities.

6.2. The Library Service budget is £4.47m per annum. The largest proportion of spending is on staff at circa £ 2.5m per annum.

NB. The first column is the total budget, the breakdown shows the major items per library, for simplicity, sundry and smaller budget lines are not shown per library but included in the total.

Libraries' budget breakdown 2019-20												
		Wood Green	Hornsey *	Marcus Garvey	Muswell Hill	St Ann's	Alexandra Park	Coombes Croft	Highgate	Stroud Green & Harringay	Supporting all libraries **	
Employees	2,487,937	486,309	537,500	359,628	179,300	115,000	114,900	114,700	114,700	114,900	258,809	
Premises related	636,400	283,300	128,400	75,500	18,500	29,400	18,700	13,600	23,800	12,400	32,800	
Transport related	7,400		5,000								2,400	
Stockfund	336,800										336,800	
Other supplies & services	42,400										42,400	
Support services	1,387,600	317,600	321,300	252,900	95,600	62,500	72,200	72,200	62,500	72,200		
Total Expenditure	4,898,537	1,087,209	992,200	688,028	293,400	206,900	205,800	200,500	201,000	199,500	673,209	
Customer & client receipts	- 358,700	- 84,470	- 89,000	- 32,600	- 21,050	- 21,000	- 13,100	- 5,700	- 17,480	- 8,900	- 65,400	
Recharges	- 62,400	- 59,400									- 3,000	
Total income	- 421,100	- 143,870	- 89,000	- 32,600	- 21,050	- 21,000	- 13,100	- 5,700	- 17,480	- 8,900	- 68,400	
Net Expenditure	4,477,437	943,339	903,200	655,428	272,350	185,900	192,700	194,800	183,520	190,600	604,809	
* includes Housebound Service												
** includes centrally held budgets e.g budgets for casual/additional hours supporting library opening hours, public IT support, stockfund, R&M, F&E. Used according to need or service agreed priorities												

7. LGA Library Service Peer Challenge

In December 2018 the library service put in an application to be considered for an LGA and Arts Council sponsored Library Peer Challenge. The application was successful, and the challenge took place in April 2019. The Challenge was completed by representatives from the LGA, Libraries Connected and a Peer Elected member.

- Councillor Ann Byrne, Deputy Mayor, Liverpool City Council
- Sarah Mears, Programme Manager, Libraries Connected
- Liz Blyth, LGA Peer Challenge Manager

Scope and focus

The peer team have three core questions that they use in library service peer challenges, these are:

- Is the Council getting best value from its library assets?
- How effective is the service's contribution to cross cutting agendas of other services?
- What is the role of the service and Council in the local community?

The Council also asked the peer team to focus on the following three areas:

- How aware are we - staff, councillors and communities - of the possibilities of the service? What engagement techniques might be used to engage people with the possibilities?
- Where are there delivery gaps in the service?
- What opportunities do we already have and how can we make more of them?

The peer team reviewed a range of documents and information in order to ensure they were familiar with the Council and the challenges it is facing. The team then spent 2 days onsite and -

- Spoke to 34 people including a range of Council staff together with councillors and external partners and stakeholders.
- Invitees included Directors from Schools and Learning, Regeneration, Adult Social Services, Customer and Transformation, Customer Service and Libraries, Culture, Adult education, Connected Communities, Community First, Museum and Archives, Early Help, representation from the 8 Library Friends Groups and staff from all levels
- Gathered information and views from more than 12 meetings, visits to key sites in the area and additional research and reading.

7.1. Summary of Feedback and Recommendations

- Libraries in Haringey are a valued and well used council service. Many people emphasised that they were pleased and proud that the Council still has all of its 9 libraries open and run in-house and that opening hours and numbers of physical visits had been maintained at a high level in comparison to most other local authorities.
- Impressed by the managers and staff they met, a dynamic staff team full of ideas and enthusiasm and wanting to deliver a vision for the future of the library service.
- The Council is delivering a library service which is highly valued by the Council and the community. The provision of libraries in 9 locations supports opportunities for reading, literacy and learning at all ages, enables access to the digital world and provides safe spaces for services that improve people's health, education, employment opportunities and well-being.
- The Council has continued to invest in its library service, when compared with other local authorities in the 'nearest neighbour' and regional comparator groups there is a good level of resourcing given the pressures on the Council's budget. In relation to staffing, the number of professional staff in the service is significantly higher than the average although staffing levels overall are similar to those in the comparator councils.
- The recent investment in a replacement and upgrade programme for computers and Wi-Fi in libraries is excellent and to be applauded.
- The plan to invest over £5.5m of capital funding to modernise and improve the customer experience is exciting and commendable.

Key Recommendations included –

- Set out a clear vision about what a library is and will be for the future, identifying what is universal in the offer and what is targeted, engaging staff and taking this out to partners and communities.

- Support the political strategy for community engagement, assisting the portfolio holder to lead the vision for libraries with the Cabinet and other political colleagues, and with communities.
- Work with key external and internal partners to map out and agree joint priorities linked to the Borough Plan and then implement them – key strategic partnerships should be established in relation to health and wellbeing, adult social care, mental health, education and schools, early years, young people, enterprise support and the cultural sector.
- Develop a Communications and Marketing strategy including social media, website, publicity, branding, customer welcome, presentation and display and agree messaging.
- Enable a more constructive dialogue moving forward with Friends Groups, including clarifying roles and responsibilities between the Council and the Friends Groups.
- Be bold and move ahead confidently with a clear vision and strategy for the library service, engaging with residents and stakeholders.

7.2. An action plan is currently in development, some of the key actions include:

- Develop a Library Strategy that will set the direction of the service for the next five years.
- Work closely with lead member for libraries to develop and communicate initiatives and service development in line with policy, to enable the lead member to communicate with the Cabinet and with communities
- The development of an internal and external stakeholder engagement group to raise awareness of, and advocate for the part libraries can play in supporting stakeholder objectives and co-design the library strategy. Membership to include representation from adult social care, mental health, education and schools, early years, young people, enterprise support, cultural sector, health, police and the voluntary sector.
- Establish a Staff Forum to provide a two-way communication process, involving and engaging employees through consultation, enabling them to contribute to the success of the business.
- Together with members of Friends Groups agree Terms of Reference and work with the Groups to better understand how to support libraries
- Work with the Friends Groups to grow the groups and engage with the wider local community

- Review fees and charges, undertake a benchmarking exercise, make recommendations and update the charging policy
- Review space hire charges and explore commercial income generation to be able to continue offering subsidies to community and voluntary groups and demonstrate community value
- Develop a comprehensive communication and marketing plan focusing on social media

8. Library Enhancement – Capital works

Overall in recent years libraries have received very little investment in IT, property maintenance, internal furniture and layout enhancements, except for Marcus Garvey, a main library which had a major refurbishment completing in 2016. The most recent programme of works to upgrade the remaining 8 Libraries started in 2017/18.

The project at Hornsey Library, a grade 2 listed building (one of the three main libraries) has already begun and the contract for works has been recently awarded. During the early design stages detailed surveys were carried out which highlighted the requirement for significant maintenance works. A case was put forward for these works to be done at the same time as the enhancements and as a result the project grew from a £1m to a £3.8m project to invest in the service and the building.

The focus is now on enhancement of the remaining 7 Libraries which is likely to include moderate refurbishment/redecoration and internal remodelling of space. Building condition surveys have already taken place in the preparatory work for the project. These have also shown the need for maintenance works across the portfolio of library property.

As a result, Corporate Landlord has already carried out some urgent works and committed to developing a five-year maintenance plan for non-urgent works. The funding for these maintenance works will come from the separate capital allocation of funds held by Corporate Landlord and not the original library enhancement capital. The five- year programme of maintenance works is being prioritised according to compliance, urgency and in line with the service enhancement works.

8.1 The aims of the enhancement works are:

- Each Library will have a modern, accessible library space that meets the needs of its customers with fresh furniture, books and decoration.
- The look and feel will be one that is clearly identifiable with LBH and have the capability to be adapted to suit the needs of the local communities and the building.
- The space available, and flexibility of that space, meets the needs of our partners and customers to future proof for the changing needs of the organisation and the community.
- The library space has increased opportunity for working with partners and other service providers.

- The Technology project has installed new public access computing and connectivity. It will also look at innovations in software to further enhance the customer experience
- Innovation and modern technologies relating to libraries will be used as an enabler for service provision, including improved self-service.

A breakdown of indicative expected costs for enhancement works is shown in the table below. This is based on a calculation per square metre of the floor area in the libraries and this calculation has been tested by the early space layout designs to better understand what is achievable within the overall budget before progressing. **These are not the final allocations and consideration will be given to other wider factors like the regeneration of Wood Green and Tottenham West.**

	Value £k	Description
Upgrade of Hornsey library	3777	This is already approved and includes additional funding above the original scheme to carry out critical maintenance works
Wood Green Library	450	Upgrade of front of house furniture and fittings, redecoration, minor building works to address the flow between the library and the service centre
Branch improvements Muswell Hill (£85,000) Alexandra Park (£110,000) Highgate (£87,000) Stroud Green (£87,000) Coombes Croft (£42,000) St Ann's (£139,000)	550	Upgrade front of house furniture and fittings, minor redecoration.
IT improvements	500	Upgrade hardware/software and connectivity for both staff and customers
Misc & contingency	300	
Total	5577	
Spend so far	871	Includes Hornsey library enabling works / boiler installation, IT upgrades carried out and design fees and surveys to date. £3.2m contract for Hornsey library main works approved by Cabinet for award in July 2019.
Planned spend	4,706	Discussions have been initiated with the Corporate Landlord which will increase planned spend via inclusion of maintenance works with enhancement works.

8.1. Wood Green and Branch libraries

Preparatory work has started with a specialist library interior designer auditing the current layout and carrying out initial space plans that have been used to test the budget and as a basis to start engagement to get ideas from staff, library friends groups, other stakeholders and the general public.

Condition surveys have also been done on behalf of Corporate Landlord, these have been used to identify critical/urgent maintenance works which have now been completed and will form the basis of a five-year maintenance plan.

Meetings have been held with staff and a special group meeting held with representatives from all friends of libraries group when an overview of the programme progress was given and internal designs for all libraries shared.

This feedback has been collated and given back to the designer to incorporate where possible into the designs. In March meetings were held with individual Friends groups to share the measured surveys, amended space plans if applicable and feasibility surveys.

The further technical measured surveys of the buildings also looked at accessibility requirements for use of the first-floor areas of branch libraries. This is currently out of scope of the capital allocation approved for enhancement works. The purpose is to be aware of the potential of these spaces for community and commercial use which will be further explored and consulted on as part of the work coming out of the Peer Challenge recommendations and development of the Library Strategy. When planning and carrying out ground floor enhancements consideration will be made for the potential of accessibility works to the first-floor areas. This will enable ground floor enhancements to go ahead and allow for future development of the upper floors.

The amended designs and measured survey plans were shared with staff, and friends groups for comments before displaying in libraries and online for comments from all library users and non-users. The plans were available to view for comments for 4 weeks in June/July 2019 in the libraries and on the website. We will be looking for common themes in the feedback we receive, and it's important to note that it is very unlikely to be able to integrate all comments into the designs.

Once we have collated the feedback from the current public engagement exercise, feasibility studies and costs will be finalised, and designs developed in more detail taking into account both enhancement and maintenance. A furniture strategy will also be developed with suitable and modern pieces identified, purchased and installed in Wood Green and branch libraries. Wood Green library proposals and budget allocation will take into account the wider plans for Wood Green regeneration to ensure co-ordination and cohesion with plans that are being developed at the moment.

8.2. Hornsey - A grade two listed building, the listing covers external, internal and includes some shelving and furniture.

A procurement framework has been used to appoint an architect, specialist library interior designers, services consultant and quantity surveyors. Work to replace the central heating boiler is complete.

A stakeholder group has been recruited for the specific purpose of commenting on the design and to be a touch point throughout the project. This includes representatives from Hornsey Historical Society and the Friends of the Zen garden as well as individual library users. We hope that this will form the basis of a Library Friends' group for the future.

The designs have been on display in the library (twice) for the public to comment on and drop in sessions with the designer have also been held.

No decisions have been made about the design of furniture and colours. Examples of specific furniture and proposed colours will be shared with staff, stakeholder and public and feedback taken before a final decision is made.

There have been some complexities relating to conservation issues of replacement windows and curtain walling which has elongated the planning process and award of contract. These elements have now been completed with the award of contract approved at June Cabinet. Work is expected to start on site in late summer 2019, subject to approval of two Planning Conditions. The programme is expected to be 8 -9 months including furniture installation.

8.3. Marcus Garvey

As circa £3m was spent on Marcus Garvey library during the completion of phase one of the programme, it is not in scope for phase two works. However, in recognition of comments from Marcus Garvey library friends group, the library has been included in the design works for light touch adjustments. A budget will need to be identified before any changes can be made. New external signs have been erected, some of the internal layout has already been revisited with the creation of a Youth area, additional shelves and soft seating in the Children's library. Library spaces continually evolve in response to usage and Marcus Garvey library is no exception to this.

Tottenham Green phase 2 regeneration works will provide a fully landscaped Children's library garden. From the outset of the project, the aim was to seek to enlarge the Library garden above its current size. Through the design process the regeneration team were able to reach an agreement with the Bernie Grant Art Centre (who own the land outside the garden fence line) to increase the current garden area from 92sqm to 179sqm. More recently, the garden design has been revisited to see if there is any scope to further increase the garden area without affecting the operations of the land outside the current garden fence line under the possession of the Bernie Grant Art Centre. Their Committee has agreed to enlarge the garden further to 187sqm in size which means that the proposed Library garden will be more than twice its current size.

The plans for the whole scheme will be on display in Marcus Garvey Library to present the final scheme and capture interest from the community for volunteers that want to play an active role in the future maintenance of the Library garden. The engagement sessions are proposed to be held on the following dates and time:

- 6-9pm on Monday the 22nd of July, 2019
- 12-3pm on Saturday the 27th July, 2019

8.4. Technology

The Libraries' technology transformation project is overarching and includes all libraries. It seeks to use technology to enable and support the delivery of a modern community hub of imagination and knowledge within libraries. The vision is to provide engaging and practical facilities and services, which enable library users to find information, explore

their ideas, develop literacy skills, gain empowerment through learning and expand their awareness.

All public access computers and printers have been replaced and network and WiFi connectivity is in the process of being upgraded. This element of the project is also looking at software upgrades and innovation to make the service more efficient for staff and public to use.

9. Generating Income & Under Utilised Spaces

As funding for public services continues to be under pressure, the Library Service is looking at ways of generating additional income streams. In general, given the duty to provide services that are free and universally accessible, it is difficult to generate revenue from core activities. However, many Library services have integrated added value offers, such as catering, room hire, IT equipment hire, retail and maximising use of underutilised spaces into their services.

It is proposed that we explore opportunities and determine our position on income generation vs community value that meets our strategic objectives on social value. Some items that have been under consideration include:

- Coffee outlets – still under consideration if viable and enhances the service offer
- Amazon Lockers – rejected
- Printing from own device – in progress
- Sale of sundry items such as reading glasses and stationery – not fully explored
- Alliance with books sellers- to be investigated
- Advertising space on screen -in progress
- Workspace – under consideration

It is currently considered that our underused available spaces could provide the best opportunity for income generation and provide important community spaces. As opportunities are explored there will be a study done to define the ratio between community use at concessional rates and commercial use, so that commercial income can subsidise the concessional rates and still generate income. The aim is to provide community space at no additional cost to the council and reduce the net cost of the service. The table below shows where rooms are located and some of the potential for expansion.

	Rooms for hire				Additional hire	
	Small	Medium	Large	Extra Large	Within library	Exhibition only
Alexandra Park	x	x	P	x	Y	Y
Coombes Croft	x	1	x	x	N	N
Highgate	2	1	x	x	P	N
Hornsey	1	2	0	1	Y	Y
Marcus Garvey	2	1	1	x	N	N
Muswell Hill	x	x	x	x	Y	N
St Ann's	1	1	1	1	N	N

Stroud Green & Harringay	x	x	x		Y	
Stroud Green & Harringay (flat) as individual rooms	P	P	P	x		
Wood Green	1	2	2	x	P	N

P- potential (not currently income generating)

10. Library Strategy

There is a recognition that libraries have a big part to play in Haringey to enrich lives, culturally, educationally, economically and socially. Council leaders, Officers and Councillors are fully committed to developing Haringey's Library Service to be an exemplar of best practice and more importantly to make a difference to local people by making a valuable contribution to achieving the Borough Priorities.

However, currently there is no approved strategy for LBH libraries setting the direction and aligning libraries to the borough plan, providing residents, staff and elected members with a clear vision for the reasons for decision making and what they can expect from the service.

There is also a general lack of understanding of the value libraries add beyond 'books, computers and buildings' - a missed opportunity for all.

The recent LGA peer challenge has reinforced this thinking and highlighted areas for development including the need to –

- Set out a clear vision about what a library is and will be for the future.
- Support the political strategy for community engagement.
- Work with key external and internal partners to map out and agree joint priorities linked to the Borough Plan.

It is proposed that a new Library vision and strategy is developed that will shape and set the direction of the service for the next 5 years. The intention is to explore ways of developing library services that are closely aligned to the Borough Plan and that places libraries as a key enabler for wider council agendas including *early help and prevention* to support people's health and wellbeing and the *Young People at Risk Strategy plan*. This will include developing partnership working to draw on the resources of other services and organisations whether from the public, private or voluntary sector in order to make a valuable contribution to a range of the local strategic partnership's objectives. Together with partners this will be an opportunity to co-design for the future.

The co-design will be done with stakeholders and include meetings, stakeholder groups user and nonuser surveys and consultation with residents, to ensure that the needs of our residents and communities are captured.

As a collective group, we will co-design and co-deliver a wide range of services that meet the community need and enhance the overall customer offer by -

- Ensuring that libraries are able to modernise and keep pace with society.
- Ensuring that libraries are able to deliver services that are relevant, current and agile enough to be responsive and proactive enough to anticipate future demand.
- Being entrepreneurial in devising ways to generate income and create opportunities.
- Creating and maintaining safe spaces that are flexible and dynamic
- Supporting and enabling the delivery of the Borough Plan

It is proposed that work continues to identify the partnership opportunities, to better understand communities and the role libraries can play in early intervention models to enhance lives, create opportunities and provide a vehicle for others and ultimately reduce costs for the council.

11. Local Government (Access to Information) Act 1985

Not applicable