Appendix C

Library Development Strategy
2015-2018

Foreword by Councillor Ayfer Orhan, Cabinet Member for Education, Children's Services and Protection

This Library Development Strategy sets out a clear vision for libraries over the next three years. We aim to make libraries the gateway to wider Council services, extend access by involving partner organisations and to use self service, digital resources and outreach to bring the service to a much wider community. At the same time, our libraries must continue to meet community requirements by providing high quality spaces, modern services and opening hours that suit all lifestyles.

We are one of the few councils in London who have kept all their libraries open in these tough economic times. Ours is a very successful, award winning service and we're continually improving and I am looking forward to working with other Council and partner services to build on the efficiencies already achieved and to make further changes to delivery in the future, building on the role libraries are already fulfilling in engaging with and empowering local communities.

Enfield Council is committed to a comprehensive library service that meets the needs of the community. We will continue to provide the services that are essential to any public library and have a clear vision for their future role.

With the Council needing to find £80m in savings by 2018, we know that ensuring a library service fit for the future means that change is needed to reinvigorate our libraries so they are better used within their communities and meet the demands of a new generation of library users.

This Development Strategy proposes an exciting future role for libraries which underlines their importance, the opportunities they create and ensures they remain a valued part of local life.

Councillor Ayfer Orhan
Cabinet Member for Education, Children's Services and Protection

1. Introduction

Enfield Council regards libraries as a resource which should be at the heart of the community, linking with and improving access to other services across the Borough. This Strategy sets out the vision and ambitions for Enfield Library Service for the next three years, building on the service's current strong foundations.

Enfield's libraries have changed significantly in recent years as they have adapted to changes in local needs and expectations. People of all ages are using libraries as a place for fun and creativity for young children; quiet study; a social centre where they meet other people; finding out about local services and events; accessing the internet; and learning new skills.

In recent times there has been a significant increase in demand for digital services and access to digital facilities (wifi and PCs) with over 1.4million uses of the Council's 24 hour digital library services.

Whilst we have seen more people go online, we believe that libraries can continue to play a pivotal role in the success of local communities

2. Statutory and policy context

The library Service within Enfield borough is a statutory requirement under the Public Libraries and Museums Act, 1964 which sets out the following general duty of library authorities.

'It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof'.

There are no national standards for library provision but the Act and 'comprehensive and efficient' are not defined, but an authority should pay regard to:
- Securing that facilities are available for borrowing, or reference to, books and other materials sufficient in number, rang and quality to meet the general and any special requirements of both adults and children
- Encouraging both adults and children to make full use of the service

As a result, library services across the country are not all the same. Services are shaped by factors such as local policy and customer need. The core service as defined in the 1964 Public Libraries & Museums Act is now too limited. It needs to embrace the digital age. However, the principles in the Act remain relevant. The library service is needed as much as ever, but its purpose is changing.

Most recently, in December 2014, the Department for Culture, Media and Sport (DCMS) published their Independent Library Report for England which states that:

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

understand your pension rights or the health solutions available to you, or learn to read, the library can assist.

Libraries are more likely to be viable when they can demonstrate their value to the widest possible groups of users. The priorities within the report reflect our own vision calling for libraries to be considered as part of the overall council service offer to communities and in particular:

- A digital network offering Wifi and improved computer facilities along with a range of digital inclusion activities
- Greater involvement by local communities in the management of library services through a variety of different models
- Facilitated access to government services such as education, welfare reform, economic growth and well being

The DCMS also states that 'local authorities should continue to have the statutory duty to provide a comprehensive and efficient service for all persons desiring to make use thereof taking into account local needs and within available resources. It is a matter for each authority to decide on what is comprehensive and efficient for their own area, to determine how much they spend on libraries and how to manage and deliver their service at local level.'

3.   Current Position

Enfield Libraries deliver from 17 service points, the highest in London. They are currently categorised into 4 tiers, and the service aims, through a reasonable geographic spread, to meet customer needs in their own communities as follows:

A1   Major libraries in the 3 main shopping centres/focal points in the borough, open a minimum of 49.5 hours per week

A2   Large libraries at 3 further strategic locations, in shopping centres or at major intersections within the borough, open 44.5 to 49.5 hours per week

B   Medium-sized libraries (4) at minor shopping centres or intermediate locations open 36 hours per week, capable of catering for most everyday reading, homework and simple information requirements

C   Small libraries (7) to meet the needs of those who cannot travel to a large or medium-sized library, in locations poorly served by public transport or cut off by major roads/railways from larger libraries.

The Council also has a mobile library, a Home Library Service and a Schools Library Service. The Mobile Library has books and a range of other materials for customers of any age who cannot easily access our other libraries. It is also a customer service point where residents can ask for help with enquiries about Enfield Council services.   It is also used widely for outreach activities including the promotion of the wider service, one of promotional events and attendance at community festivals.

The Home Library Service delivers a personalised service to customers who are unable to visit a library site or access the mobile library.

The Council also has a Schools Library Service which provides project loans to local schools. It is a Traded Service and its delivery depends upon buy-back by schools under the Fair Funding process.

Enfield libraries provide direct access not only to books, audio visual material, IT and information, but also to local community events and activities. Outreach including to housebound readers, and a wide range of events and activities including the Summer Reading Challenge, under fives story times and reading groups widen our reach.   All libraries have public access Wifi, public access computers are available in all libraries and our services are accessible electronically at any time from any computer with internet access, via our 24 hour online service. In addition, we offer an extensive digital library service which links up resources across London.

Since the 2012 Library Strategy was published, there have been some very exciting developments:

- In December 2014, Ordnance Unity Centre opened on the former Ordnance Road Library site. Delivered by Enfield Council in partnership with NHS North Central London, the centre includes a new library with modern up to date facilities, a GP and Dental practice as well as space for use by the local community.
- Palmers Green Library is currently closed for a year while an extensive refurbishment takes place on the existing site. Due to open in the summer of 2015, the new library will be on two floors and will offer a full range of modern, up to date services and including space for use by the local community.
- In October 2013, the Library and Museum Service achieved Customer Service Accreditation
- E4Libraries Accreditation
- New additional Museum space on first floor of the Dugdale Centre

4.   The challenges we face

The Council currently has 17 libraries. This is the highest in London. Many are only open for limited times and are based in older buildings which limits access and flexibility. Many face substantial repair and maintenance costs.

Our customers have changed and they have an increasing expectation of services delivered to meet their changing needs. These significant social changes can be captured as follows;
- changing user demands and expectations, including greater sophistication in delivery of retail and the growth in the range of leisure and recreational activities available
- change in work patterns, working practices and career expectations
- a greater need to address the needs of those who are socially excluded for financial or other reasons

- change in the cultural mix of communities
- explosive growth of ICT and other technologies

This social shift has been set against the changing context in which local government operates in particular:
- broad shift from the traditional model of the local authority as a provider towards a role as a community leader procuring and enabling service provision in partnership with others
- requirement for efficiency savings
- much greater focus on performance and performance measurement

4.1   The changing role of libraries

In line with wider council priorities the Library Service sees the main focus of modernisation to be the recognition of local libraries as gateways to wider council services in line with the wider Enfield 2017 vision. Libraries already serve as key access points, gateways to services and avenues for participation in local democracy and the ambition is to achieve wider recognition by all sectors of the community and council officers of the significant role libraries have to play in bringing local communities together.

Libraries are at the heart of the community and are natural centres for learning and access to a wide range of resources. They provide both free Internet and introductory sessions to using computers and online information. The People's Network machines are a supporting mechanism for the Council's strategy to migrate customers to more cost effective online service delivery mechanisms. In doing so they provide a significant contribution to the Council's aim to reduce barriers to access.

The Library Service employs 118 full time equivalent employees representing a range of skilled and dedicated staff who are committed to their communities and customers. However, the staffing profiles of public libraries are currently undergoing much change. The role of library staff needs to be strengthened to ensure that we have a flexible workforce in the future to respond to changing demands and situations. This greater flexibility will need to be combined with an internal development programme which will improve staff skills, empower them to deliver across a range of services and ensure that our users receive the best possible standards of service from whomever they address a request for help. All staff need to have the training that allows them to give service to the best of their ability and makes best use of their knowledge and skills and experience. This should ensure that we have the skills mix required to deliver a 21st century library service

4.2   Budget

To date, the Library Service has both delivered on required savings and improved the quality of service by:
- Implementing a simplified and less costly staffing structure including a 50% reduction in the management team
- rolling out of self-service technology

- Reviewing budgets to ensure that monies are aligned to priority areas and ensure good budgetary management
- Seeking additional funding from external sources to enhance existing provision
- Developing offers to deliver services with and on behalf of other local authorities and partners
- Reviewing fees and charges to improve our ability to generate income
- Increasing investment in and usage for online resources
- The service currently brings in £514k of income each year

With the Council needing to find £80m in savings by 2018, we know that ensuring a library service fit for the future means that change is needed to reinvigorate our libraries so they are better used within their communities and meet the demands of a new generation of library users. A key priority for libraries will be to raise our profile so that we are able to work with other partners to improve local democracy, health and wellbeing, learning and public access to services.

4.3   Stock and services

Books and reading for inspiration, pleasure, knowledge, and personal growth remain important but with an increase in demand for digital services and access to digital facilities we need to ensure that the provision and access to a range of resources and services meets both the needs of the communities of Enfield and represents value for money. The Council currently spends in excess of £500k per annum on its library resources.

As a Council, we recognise the need to continue to support those who cannot physically access a library. We currently provide a mobile library by a large vehicle that stops at various locations around the borough and a delivery service for homebound/ residential care homes. The mobile library vehicle is too big to visit many roads where parking/access restrictions apply and the take up is relatively small with just over 5000 adult visits last year. There are 83 adult active borrowers of the mobile library service.

Value for money is a key driver for the Council and the Library Service is keen to support the delivery of best value for local residents. Reduced operating costs need to be supported by a more flexible and responsive workforce who are keen to deliver a quality service with a more streamlined approach.

5.   Consultation and Engagement

5.1   Public Consultation

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

Alongside 3,000 paper questionnaires distributed to libraries, the Civic Centre and community venues across the borough, the questionnaire was available on the Council's website and the link was emailed to the key representative groups such as Enfield Race Equality Council, 37 community organisations and regular bookers of community rooms.   A public consultation specific email address was also set up.

The research company moderated four group discussions to explore the options for the library service in some detail. These had their full quota of participants who broadly reflected the diversity of the local population, including those from smaller communities and those not currently using the service. The four focus groups included people from the following categories:

- Ethnic groups other than 'White British'
- People without internet access at home
- People with disabilities
- Parents of schoolchildren
- Unemployed people available for work
- Parents of pre-school children
- Adults aged 60+
- Adults aged 16-24

Street surveys where undertaken specifically to try and engage those who do not currently use libraries and customers were also asked for their views in a programme of Exit surveys of library users.

A series of Press releases and adverts were undertaken in local press including the local ethnic press and neighbouring boroughs. The consultation link was sent to neighbouring boroughs – Barnet, Waltham Forest and Haringey and the members of the London Libraries Consortium (LLC) - Barking & Dagenham, Bexley, Brent, Bromley, Ealing, Hackney, Harrow, Havering, Kingston, Lewisham, Merton, Newham, Redbridge, Tower Hamlets and Waltham Forest (as part of LLC).

5.6   Internal & Staff Consultation

A letter was sent to all Library and Museum staff from Councillor Ayfer Orhan asking for their contributions to the process and members of the Library Service Senior Management Team undertook briefings for all staff on the options being presented as part of the consultation. A staff specific emails was set up and the consultation was promoted to the wider Council staffing on the flat screens across various council sites and through staff matters e-newsletter.

5.7 Consultation responses

In total, over 2000 people completed the questionnaire either by themselves or with an interviewer, whilst 64 took part in the focus groups. In addition to the formal consultation methods, the public made their views known more informally by talking with library staff during the period of the consultation.   The full independent report is available on http://www.enfield.gov.uk/librariesconsultation.

This strategy is based on the preferences clearly identified in the consultation with amendments to reflect the concerns raised.
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6.   The Future

Services must be delivered in future that meet national and local needs and are designed around customers. Any change must be delivered within the constraints of current resources, which are reducing. In order to bring about an improvement in libraries it must be acknowledged that provision cannot be maintained at current levels across the existing network of libraries.

Ensuring a library service fit for the future means that change is needed to reinvigorate our libraries so they are better used within their communities and meet the demands of a new generation of library users

6.1 Our vision for libraries

- Supporting learning and skills through a range of learning and literacy resources with space for quiet study for teenagers and adults and a fun and creative space for young children to improve their readiness for school
- Addressing digital exclusion so that all people can benefit from going online with improved and expanded IT facilities including assistive technology and support for people who want to learn digital skills
- Outreach to build strong communities and address social exclusion with community use of facilities, reaching out to communities and people in greatest need and increased use of volunteers who will receive a programme of training and support
- A co-ordinating centre for accessing information, advice and services for a range of organisations including the Council, with support for online forms, self-service kiosks, general advice and appointments and shared facilities with other services

In order to deliver this ambitious vision, Enfield's libraries need to be in fit for purpose buildings in the right locations.

Significant investment has already been made in Enfield Town, Palmers Green and Ordnance Road libraries and Edmonton Green Library will see significant investment and be expanded to two floors with a full community access services and a large digital access suite on the ground floor and quieter space for learning upstairs. Each is ideally located for transport links and reflects the four key areas of the borough.

Set out below are the proposals for our current libraries.

6.2   Flagship Libraries

Enfield Town, **Edmonton Green (please see below)**, **Palmers Green** and **Ordnance Unity Centre** libraries will become flagship libraries with extended opening hours, offering the full range of services including:

- A comprehensive range of standard library resources and activities alongside digital hubs that will offer a far greater number of self-service kiosks and PCs and greater capacity wifi
- Study clubs and quiet zones for online and traditional learning activities
- Trained staff able to provide advice and support including self-scanning of evidence with video and web chat functionality to talk to officers directly and access video interpreting services
- Joining up with voluntary sector and partner organisations to support employment advice and job clubs and facilities for appointment only advice sessions to provide advice and guidance to vulnerable customers
- Training areas to support those requiring more intensive support around personal budgeting or digital access
- Business innovation advice to support the self-employed and new starters with access to business online resources
- Community space for hire
- Children's library services linked to children's centres to ensure support for families and early years learning
- More opportunities for income generation including refreshments, paid for events and activities (including children's events), review of charges and fees

The Council will trial seven days a week opening for the four flagship libraries for the first year and then review usage.

6.3   Edmonton Green Library

In order to realise the ambition for Edmonton Green, we are proposing investment in the library so that it takes over the ground and 1st floors of the Edmonton Centre, with the downstairs becoming a flagship digital and customer access hub for both the council and partner organisations and the upstairs floor a large space for browsing and quiet study with the potential to book study space at busy times.

6.4   Community Libraries

Bowes Road, **Bullsmoor**, **John Jackson**, **Enfield Highway**, **Enfield Island Village**, **Fore Street**, **Oakwood**, **Ponders End**, **Ridge Avenue**, **Southgate Circus** and **Winchmore Hill** libraries will move to 'community libraries' where they will share the facility with other services, organisations or voluntary groups. **Angel Raynham** and **Millfield House** libraries are already part of a shared location model.

It is noted that Ponders End library is due to be re-provided as part of the Ponders End regeneration scheme

The library space will not be run by the co-located partner. The Council will continue to be responsible for the library services delivered through community libraries and the process to select the partners to share the building will ensure that it continues to support universal access to library services.

In line with the Council's Asset Management Strategy, the Library Service is committed to developing new models of provision based on partnership working to ensure that our resources are used as efficiently and effectively as possible. We recognise that each site is unique and that there is no one model which will suit each library or the needs of the local community.

In response to the consultation, each community library will be tailored to local need with no 'one model fits all'. Each site offers a range of opportunities to deliver added value to the local community. As such the Council anticipates a range of different organisations operating in community libraries.

At least two community libraries will be offered to the voluntary sector in order to meet the demand for space in the borough. Early discussions have indicated that there is interest from some local organisations in sharing the space. The opportunity to co-locate with a library will be formally advertised in August 2015 with formal expressions of interest and assessment against clear criteria to follow.

The criteria used to assess the suitability of a potential partner will be based on the following:

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

If a community partner cannot be found to share the library space the Council will need to consider alternative service delivery models.

Millfield and Angel Raynham libraries are already co-located. There are no changes proposed for Millfield House. It is proposed the Council advises the school that the Angel Raynham library will no longer be staffed. This is an early years library which has been superseded by a recent redevelopment of the school library.

A clear service level agreement will be set out for each co-location partner setting out the agreed opening hours of the building and the standards of operation expected to support universal access to library services. Each community library will be supported by a community library co-ordinator, a permanent member of the library staff who will ensure training, advice and specialist support is offered to people working/volunteering in the co-located space. It is anticipated that as a minimum the following will be available:

- Access to the library system and the ability to book/reserve/renew resources and pay (using cards only)
- Pick up reserved items/return items

- At least 2 public access PCs
- Free wifi with space for study
- A selection of quick choice resources

In their **Independent Library Report for England**, the DCMS are clear that shared facilities and community supported libraries can present a creative way to manage resources and help support the professional library workforce. Greater involvement of the community in the management of their library service will enable the local authority to better reflect the particular needs of their local area and can have a positive influence on what services are delivered, opening hours and having a sense of ownership and engagement.

5.4   Outreach Services
We will continue to support those who cannot physically access a library.

The mobile library will end with existing users (and newly identified users who cannot attend a physical library) offered an expanded Home Library Delivery Service (to include care homes) which will be supported by volunteers. Other outreach will be delivered through the following:
- Continuing to develop and promote online library services.
- Explore the development of Ipad loans for socially excluded people
- Explore premium paid for library services
- Delivering a range of community events and 'pop-up libraries' in communities with high or specific need.
- Greater partnership with children's centres
- Schools library service to support schools in accessing library services

5.5   Volunteers

In the future, there will be an increased need for the use of local volunteers to maintain service levels.

The involvement of volunteers and communities in the public library service is not new; though their role and numbers have changed over time. We will extend our use of volunteers to give local people the opportunity to become involved, influence service development, enhance what we offer, and help us connect to the communities around us.

We will ensure that all libraries continue to deliver a high quality service. Sharing with community groups or alternative services would need to have a clear business case and a purpose and ethos that is sympathetic to the core library vision and the Council's aims of fairness for all, growth and sustainability and strong communities.

A dedicated volunteer co-ordinator will recruit, train and support volunteers working within the service. Any volunteering programme will encourage local community participation and involvement by a robust recruitment drive and the implementation of a quality assured programme of training and development for all volunteers to ensure both the range and quality of our services. A clear training plan will be in place for volunteers to include equalities.

5.6   Resources

The resources budget will remain in excess of £500k to ensure excellent access to new books and other resources, plus licence costs for online access to e-books and magazines etc.

The Library Service currently achieve income of around £514k from fees and charges associated with their resources, the hire of community rooms and income from sharing senior staff with other London boroughs. This also includes income from the traded Schools Library Service.

There will be an even greater focus on income generation with a review of fees and charges, premium paid for services including events and activities and other income streams such as refreshments etc and hire of facilities.

The Service will continue to improve procurement of resources (through the Central Buying Consortium and the London Libraries Consortium).

6. Action/Implementation Plan

Library Development Plan Actions	Timescale	Responsibility
Briefing sessions for library users at each of the library sites	July/August 2015	Head of Libraries and Museums
Agree assessment criteria and specification for each community library	July 2015	Head of Libraries and Museums
Identify community libraries to be offered to the voluntary sector and begin expression of interest process	August 2015	Head of Libraries and Museums Head of Policy and Engagement
Develop action plan for each community library site where a council, partner organisation or commercial organisation has been identified as a potential partner	August 2015	Head of Libraries and Museums Property Services
Agree leases and service level agreements and implement co-location	August 2015 – December 2016	Head of Libraries and Museums Property Services
Redevelopment of the Edmonton Green Library	Summer 2016	Head of Libraries and Museums Property Services
Volunteer co-ordinator in place with a recruitment and training plan in place (to include equalities)	September 2015	Head of Libraries and Museums
Review of staffing structure and working practices	July/August 2015	Head of Libraries and Museums

Library Development Plan Actions	Timescale	Responsibility
Restructure of opening hours for flagship libraries	October 2015	Head of Libraries and Museums
Implementation of study clubs and bookable study spaces	Available at some libraries June 2015	Head of Libraries and Museums
Replacement of Mobile Library Service with expansion of Home Library Service and use of volunteers	December 2015	Head of Libraries and Museums
Develop an income strategy to offer enhanced and new services and maximise income to the service	September 2015	Head of Libraries and Museums
Implement self-service technology and electronic payment facilities at all sites to include addressing disabled access to IT	Aligned to community library timescales above	Head of Libraries and Museums
Review the library resource strategy to ensure that the right materials are purchased in sufficient quantities	August 2015	Head of Libraries and Museums
Enhance information provision through the borough's libraries by developing online information provision via wifi, e-library and Council contact points in libraries	December 2015	Head of Libraries and Museums
Develop programmes and activities to promote and encourage increased use of library facilities by all members of the community to include early years.	September 2015	Head of Libraries and Museums
Develop new outreach programme	October 2015	Head of Libraries and Museums

Library Development Plan Actions	Timescale	Responsibility