

Enfield Libraries Development Plan Options

Report by the Experian Location
Planning Team: February 2015

In August 2014 Experian were commissioned by Enfield Council to independently evaluate the impact of a set of options for change on the Enfield Library service. Experian have measured the existing levels of coverage provided by the existing service and re-applied these same tests to each of the options for change, measuring the changes in accessibility to the population as a whole and on differing sections of the Enfield Community.

1.0 The duties of the Council as defined by statute

1.1 The Public Libraries and Museums Act 1964 section 7 sets out that *'It shall be the duty of every library authority to provide a **comprehensive** and **efficient** library service for all persons desiring to make use thereof'*

The duty arises in relation to persons who are resident, work in or are in fulltime education in the borough. In fulfilling its duty the Council shall in particular have regard to the desirability of Securing that facilities are available for borrowing books, records, films etc. sufficient in number, range and quality to meet the needs of all, and the special requirements of adults and children.

1.2 Although this service must be 'comprehensive and efficient' there is no defined test of the levels of accessibility or service required. The commonly recognised standard for coverage historically has been a 1 mile radii round each urban library although this is not formally set out in any legislation. This study has therefore applied this 1 mile test to each library in each option and evaluated the impact that each option would have on the residents of Enfield. It is clear that a comprehensive service relates to the borrowing of books and other media, making sure the stock meets the needs of local people, encouraging use of the service, and providing advice. These core responsibilities may be met in other ways than through a specific building, and indeed are actively promoted through other mechanisms, such as home visits, outreach collections and online services.

1.3 To evaluate if the service is **comprehensive**, consideration should be made to the entire borough's population, the active borrowers, people who are not library users, participants in consultation and the differing needs of people with a range of social demographic and economic characteristics.

1.4 In considering whether the service is **efficient** we should look at an analysis of the costs of the existing service and the resources available to the Council for delivering library services. While this falls outside the remit of the Experian study it should include the amount spent on buildings, stock, staff and on the efficiency of procurement.

2.0 Factors to consider before changing the library service

It is clear that the factors that should be considered before making decisions that will change the library service should include the following:

- Have all library stakeholders been adequately consulted? “listen to the views of those who use the libraries”.
- Be supported by external measurable evidence
- Be part of a wider plan for service delivery
- Use widely recognised standards for service accessibility.
- Be in line with the legislation
- Provide services that are within “reasonable distance to travel”. Having regard for increases in distance, time and cost of additional journeys.
- Look at the specific impact of changes on differing sections of the community, especially the old, young, deprived and those with specific needs.
- Use available resources well
- Take account of new trends and especially the move to on-line and e book use
- Have regard to the overall change in usage numbers
- The Condition and cost of existing and potential buildings
- Equipment costs including IT provision
- Options for staffing

3.0 Technological Change

In March 2010, the DCMS (Department for Culture Media and Sport) published a policy statement on their **Modernisation Review of Public Libraries**. This aimed

‘to help libraries adapt to the internet revolution, grasp the opportunities of digital technology, and to respond to the decline in use of existing services, the current economic climate and the public’s expectation of more customer focused public services’. This study is in line with these recommendations.

4.0 Differential take up of Technology

This report examines the impact of this change on Enfield and which types of people are more likely to use digital technology or may suffer from some element of digital exclusion. Issues regarding staffing, buildings, existing levels of use and consultation on public views are covered in the wider report by Enfield Library services.

The national Government recognised that library service change may sometimes be necessary, this must form part of a strategic approach to service provision and decisions must only be taken after consultation with the community.

This report spells out the substantial strategic work that measures impact on each section of the community. Details of the consultation carried out are set out in another document.

5.0 What does past research say about digital change?

Studies make it clear that decisions on the levels of library provision are taking place at a time of significant change in the way books and other media such as film are produced, distributed, marketed and read (or watched). Book consumption is clearly changing to embrace digital as well as paper formats and the adoption of these changes varies by social mix and age.

New **digital technologies** are diversifying the ways in which people access content, offering new opportunities and challenges. The entire publishing industry is struggling to develop models which protect intellectual copyright and revenue, while using the technology to enable greater access. Libraries are part of this process,

This study includes an assessment of how the options for change may differentially impact those types of people most likely to consume e books and those that may be digitally excluded to varying degrees.

6.0 Past advice on examining change to libraries

The report following the DCMS inquiry into **Wirral Libraries** in 2010 contains a useful definition of a user needs assessment for a public library service, while recognising that circumstances change. Sue Charteris, who chaired the inquiry, set out the criteria on which the needs assessment should be based, as follows.

Each one is followed by a summary of how the Libraries Development Plan has addressed the criterion:

□ *consideration of the wide range of those needs caught by the definition of all those who live, work and study in the area, and the specific needs of adults and children and young people of all ages;*

This study gives careful consideration to user needs and how the differing proposals would impact on them. The nature of the library service as a universal offer to residents means that user needs are continuously analysed to ensure that the services are relevant.

For this exercise a comprehensive service cannot mean that every resident lives close to a library. As with retail provision it is normal to see a hierarchy of service delivery points with a large proportion of activity taking place in a few of the larger “Hubs” serving the borough. Indeed this is the case with over half of all visits and active users at the largest four libraries. (see Appendix 11)

This can be seen as a result in existing variations in the services provided, the range of books on offer and variations in opening hours and staffing. The development plan builds on this concentration of existing use and concentrates most effort in the top of the service hierarchy where most existing activity already takes place.

In addition changes in technology have to some extent changed the meaning of accessibility and a wider accessibility in digital form can be seen to compliment the physical libraries. At present about 17% of all issues is on-line equivalent to a core full service branch.

For these reasons 'comprehensive' has therefore been taken to mean delivering a service that is accessible by all residents using reasonable means, including digital technologies

□ an efficient service must make the best use of the assets available in order to meet its core objectives and vision, recognising the constraints on Council resources

□ decisions about the Service must be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the Borough.

In the current financial climate, library services cannot be exempt from making Savings

Work on the Enfield Equality Impact Assessment (EQIA) illustrates that 64% of the population would be within 1 mile of a flagship library and 97% would remain within a mile of a library access point (including the community libraries). With the Council retaining all libraries, and providing digital access to all library resources, there is not a significant impact on the community or to specific sub-sections of it to the levels of access currently in place.

The mobile library EQIA identifies that there are 83 adult active borrowers using the mobile library. Those that cannot access a flagship or community library will be offered the expanded home delivery service to ensure their continued access to the service. Schools that currently receive visits from the mobile library will be referred to the school's library service. As a result the changes to the mobile library service are not expected to have an adverse impact.

7.0 The wider role of the Library

It has long been acknowledged that, although book lending remains the core purpose, modern library services provide a wide range of auxiliary functions. This is borne out by the visitor and borrowing statistics: people do not always visit a library just to take books away. Neutral meeting space, a place to read and relax, study facilities or events and activities draw users with different or a variety of needs. Conversely, people may borrow books (on paper or

electronically) without visiting a building, through outreach, home visits or online services.

8.0 Measures of Library Use

1. Visits
2. Books borrowed
3. Customer satisfaction
4. Resident survey opinions

9.0 Enfield Libraries Development Plan: Options

Figure 1 Enfield Libraries Development Plan: Options

Branch	OPTION1	OPTION2
Edmonton Green	Full Offer	Full Offer
Enfield Town Library	Full Offer	Full Offer
Winchmore Hill Library	Community Library	Community Library
Fore Street Library	Community Library	Community Library
Southgate Circus Library	Community Library	Community Library
Ordnance Road Library	Full Offer	Full Offer
Enfield Highway Library	Community Library	Community Library
Angel Raynham Library	Community Library	Community Library
John Jackson Library	Community Library	Community Library
Ponders End Library	Community Library	Limited Offer (but will be moved)
Ridge Avenue Library	Community Library	Community Library
Bowes Road Library	Community Library	Community Library
Oakwood Library	Community Library	Limited Offer
Bullsmoor Library	Community Library	Community Library
Millfield House Library	Community Library	Community Library
Edmonton Green: Unit 31	Community Library	Community Library
Enfield Island Village Library	Community Library	Community Library
Palmers Green Library CLOSED FOR REFURB	Full Offer	Full Offer

Core	A full Library Offer
Limited Offer	More Limited library facilities. Only offering some services
Community Library	Look to possible co-location

This study looks at the reach of libraries that will retain a full service offer, all community libraries will still exist but their range of service offer could be more significantly limited. As such the overall access to a library will remain the same after changes but the distance to access certain services will increase for some.

1. The existing network of Enfield Libraries
2. Option 1: 4 Core Libraries (already accounting for 50% of existing activity)
3. Option 2: 4 Core Libraries and two with limited offer.

10.0 Impacts on sections of the Enfield Community

For each of these options the coverage and change has been evaluated against the levels of coverage within 1 mile of the libraries for each scenario.

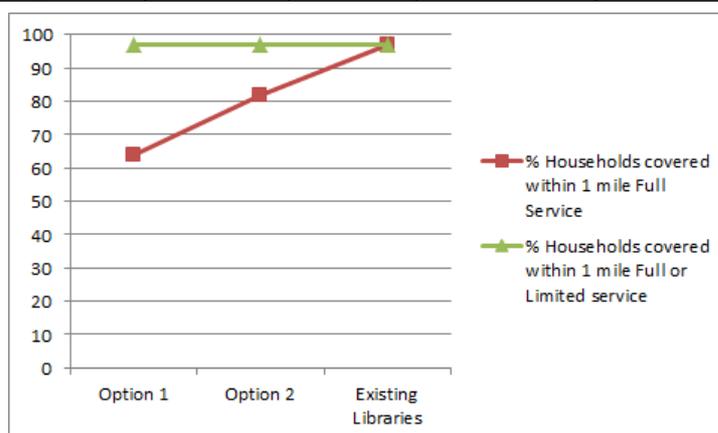
1. The total population of the borough
2. The existing active Library users
3. The 9 Enfield Segments constructed to evaluate service delivery
4. Those Aged 60+
5. Households with young children
6. Disability patterns
7. Deprivation and Low Income
8. Community Cohesion and Race Equality
9. Educational attainment and standards
10. The Digital divide

While it is the intention of Enfield to retain all existing libraries these options would focus the service delivery on 4 or 6 Core and other destinations. Existing data shows that 65% of the existing active library users travel to the top 6 libraries making up 62% of all visits.

In summary, the current libraries cover 97% of the resident population of Enfield within 1 mile this would drop to a coverage by core libraries of 82% under Option 2 and down to 64% under Option 1 with the remainder continuing to be covered by the other community libraries. This is summarised in the figure below.

Figure 2 Level of coverage based on library options

	No libraries Full service	No libraries Community	% Households covered within 1 mile Full Service	% Households covered within 1 mile Full or Limited service
Option 1	4	13	64	97
Option 2	6	11	82	97
Existing Libraries	17	0	97	97



When this is repeated with regard to specific sections of the community the following main patterns can be seen in relation to coverage for full service range. Of course, coverage for limited service will remain the same as Current.

Figure 3 Key coverage measures by library options

	Number Libraries Full Service	% covered within 1 mile	Aged 60+	Segment 7 Older and very comfortable	Ethnic Group: Asian/Asian British: Indian	Aged 0-4	Segment 9 Elders, in need	Segment 1 Young, in need
Option 1 Core Libraries full service	4	64	61	46	59	66	69	68
Option 2 Core Libraries full service	6	82	80	61	78	84	86	86
Option 1 core and community Libraries	17	97	95	83	97	98	99	99
Option 2 Core and Community Libraries	17	97	95	83	97	98	99	99
Existing Libraries	17	97	95	83	97	98	99	99

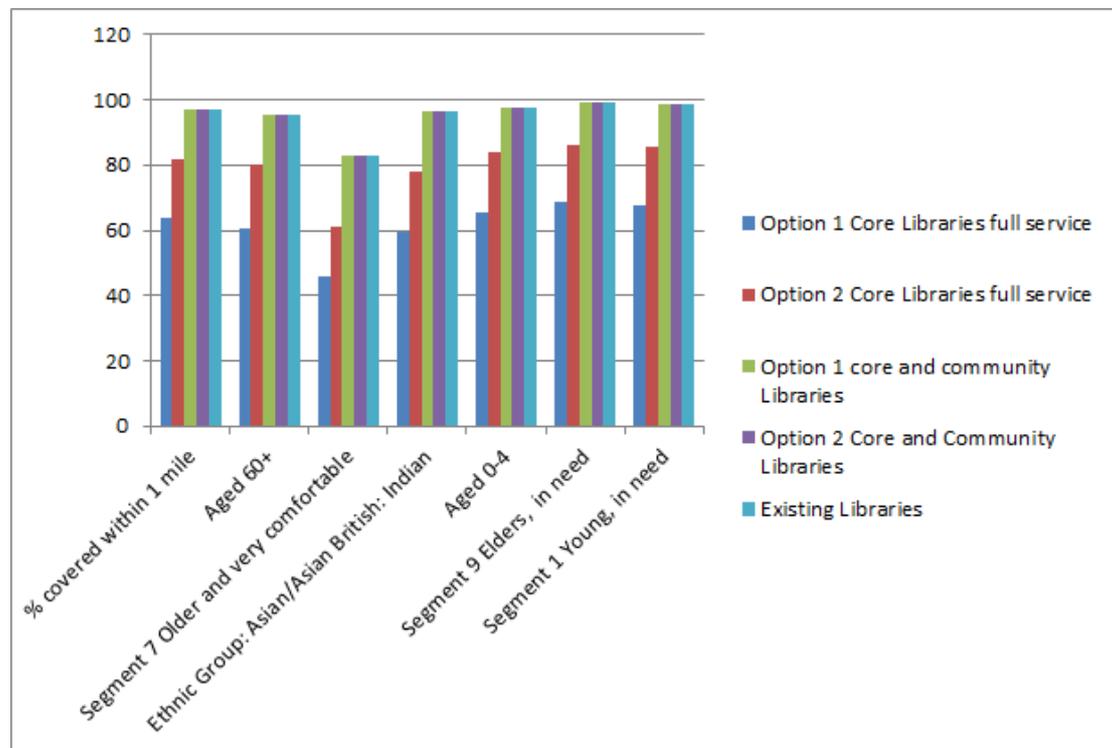
Full details of the measures used and the coverage pertaining to each section of the community for full service only are set out below:

Figure 4 Coverage measures by library options

Enfield Group Number	Library Coverage of Enfield - All Sites (%)	Library Coverage of Enfield - All Sites (%)	Library Coverage of Enfield - Option 1 Core (%)	Library Coverage of Enfield - Option 1 Community (%)	Library Coverage of Enfield - Option 2 Core (%)	Library Coverage of Enfield - Option 2 Community (%)
	Existing	Core and Community	Option 1	Option 1	Option 2	Option 2
7 Older and very comfortable	83	83	46	37	61	22
POP 60+	95	95	61	34	80	15
5 Comfortable, middle aged families	96	96	60	36	77	19
Ethnic Group: White	96	96	62	34	80	15
2 Young professionals	96	96	59	38	78	18
Disability: Day-to-day activities limited a lot	97	97	64	33	83	14
Ethnic Group: Asian/Asian British: Indian	97	97	59	37	78	19
Population	97	97	63	33	82	15
Households	97	97	64	33	82	15
6 Older, comfortable families	97	97	63	34	83	14
POP 0 - 4	98	98	66	32	84	14
Ethnic Group: Asian/Asian British: Other Asian	98	98	64	34	83	15
8 Better off elders	98	98	67	31	88	10
1 Young, in need	99	99	68	31	86	13
Ethnic Group: Black/African/Caribbean/Black British	99	99	69	30	87	12
9 Elders, in need	99	99	69	30	86	13
Ethnic Group: Asian/Asian British: Bangladeshi	99	99	54	45	88	11
3 Young to middle aged, low income	100	100	64	35	85	15
4 Middle aged, getting by	100	100	68	31	89	11

By age groups it is clear that the over 60s and the 0 to 4 population largely follow the general populations levels of coverage. The Asian community shows a very slight increase in lost coverage compared to the population as a whole. The group most impacted are those in the Enfield service delivery segment 7 (Older and Very comfortable) who already live furthest from any existing libraries and show a larger than average loss of accessibility. Given their demographic and economic characteristics, of all the groups within the borough they should be most able to accommodate these changes.

Figure 5 coverage graphs by library options



11.0 The profile of the existing library users

The existing Active Library Users have been profiled against the Enfield Service Delivery Segments. This shows existing active users over represented in the old and the young and by young professionals. Mid-market and mid aged people are much less likely to be library users.

Figure 6 profile of Active existing Enfield Library users by Enfield Segments

Profile of Active library Users in Enfield compared with All Enfield Residents

	Enfield Segment	Households	% of Households	% of Library Users over 18 years	% of Library Users under 18 years	Index of Library users over 18 years	Index of Library Users under 18
1	1 Young, in need	16,994	14.1	15.6	20.3	111	143
2	2 Young professionals	6,274	5.2	6.5	4.4	125	85
3	3 Young to middle aged, low income	12,718	10.6	10.3	8.5	97	80
4	4 Middle aged, getting by	23,377	19.5	23.0	33.7	118	173
5	5 Comfortable, middle aged families	20,318	16.9	14.0	16.1	83	96
6	6 Older, comfortable families	16,129	13.4	8.6	4.4	64	33
7	7 Older and very comfortable	11,201	9.3	9.4	6.9	100	74
8	8 Better off elders	8,137	6.8	7.2	3.1	106	46
9	9 Elders, in need	5,025	4.2	5.4	2.6	130	61
		120,173	100.00	100.00	100	100	100

11.0 Appendix

Figure 7 Existing Library Usage statistics

Library	Type	Visits	Active users	Items issued	% Visits	% Active Users	% Items Issued	Cumulative Visits %	Cumulative Active Users %	Cumulative Items Issued %
Edmonton Green	Core	366,608	18,851	185,512	22.4	24.4	14.3	22.4	24.4	14.3
Enfield Town	Core	312,294	13,542	223,856	19.1	17.5	17.3	41.4	41.9	31.7
Palmers Green	Core	90,783	6,145	93,261	5.5	8.0	7.2	47.0	49.9	38.9
Ordnance Road	Core	114,319	5,047	117,669	7.0	6.5	9.1	53.9	56.4	48.0
Ponders End	Limited Offer	99,512	3,917	66,492	6.1	5.1	5.1	60.0	61.5	53.1
Oakwood	Limited Offer	73,308	3,151	104,684	4.5	4.1	8.1	64.5	65.5	61.2
Ridge Avenue		96,697	4,699	123,786	5.9	6.1	9.6	70.4	71.6	70.8
Fore Street		103,566	4,641	49,810	6.3	6.0	3.9	76.7	77.6	74.6
Southgate Circus		99,630	4,316	97,084	6.1	5.6	7.5	82.8	83.2	82.1
Enfield Highway		88,871	3,900	74,327	5.4	5.0	5.7	88.2	88.3	87.9
Winchmore Hill		74,116	2,873	61,244	4.5	3.7	4.7	92.7	92.0	92.6
Bullsmoor		15,430	1,844	22,297	0.9	2.4	1.7	93.7	94.4	94.3
John Jackson		43,914	1,725	32,560	2.7	2.2	2.5	96.4	96.6	96.8
Angel Raynham		14,524	923	8,688	0.9	1.2	0.7	97.2	97.8	97.5
Bowes Road		13,779	854	17,674	0.8	1.1	1.4	98.1	98.9	98.9
Enfield Island Village		11,774	738	11,922	0.7	1.0	0.9	98.8	99.9	99.8
Millfield House		19,692	112	2,522	1.2	0.1	0.2	100.0	100.0	100.0
Callpoint			0	33,474	-	-	-			
Web			0	218,635	-	-	16.9			
Total (excluding on-line)		1,638,817	77,278	1,293,388	100.0	100.0	100.0			

Figure 8 Level of On-line transactions

Financial year	Web hits	Resource hits
2013 - 14	608,042	654,581
2012 - 13	641,164	361,580
2011 - 12	653,100	230,755

Figure 9 On-line issues compared to Branch Issues

Library	Type	Items issued	% of issues
On-Line		252,109	16.3
Enfield Town	Core	223,856	14.5
Edmonton Green	Core	185,512	12.0
Ridge Avenue		123,786	8.0
Oakwood	Limited Offer	104,684	6.8
Southgate Circus		97,084	6.3
Palmers Green	Core	93,261	6.0
Enfield Highway		74,327	4.8
Ponders End	Limited Offer	66,492	4.3
Winchmore Hill		61,244	4.0
Ordnance Road	Core	117,669	7.6
Fore Street		49,810	3.2
John Jackson		32,560	2.1
Bullsmoor		22,297	1.4
Bowes Road		17,674	1.1
Enfield Island Village		11,922	0.8
Angel Raynham		8,688	0.6
Millfield House		2,522	0.2
Total:		1,545,497	100.0

Figure 11 Enfield Library Coverage (including Enfield Community Segments)

Enfield Group Number	Enfield Total	All Sites	Library Coverage of Enfield - All Sites (%)	Option 1	Library Coverage of Enfield - Option 1 (%)	Relative Coverage - Option 1 (%)	Option 2	Library Coverage of Enfield - Option 2 (%)	Relative Coverage - Option 2 (%)
Disability: Day-to-day activities limited a little	25,297	24,502	96.86	15,972	63.14	65.19	20,853	82.43	85.11
Disability: Day-to-day activities limited a lot	22,682	21,906	96.58	14,429	63.61	65.87	18,805	82.91	85.84
Ethnic Group: Asian/Asian British: Chinese	2,588	2,512	97.06	1,364	52.70	54.30	1,974	76.28	78.58
Ethnic Group: All usual residents	312,466	302,118	96.69	197,511	63.21	65.38	255,645	81.82	84.62
Ethnic Group: Asian/Asian British: Bangladeshi	5,599	5,555	99.21	3,036	54.22	54.65	4,938	88.19	88.89
Ethnic Group: Asian/Asian British: Indian	11,648	11,252	96.60	6,920	59.41	61.50	9,067	77.84	80.58
Ethnic Group: Asian/Asian British: Other Asian	12,464	12,220	98.04	7,943	63.73	65.00	10,377	83.26	84.92
Ethnic Group: Asian/Asian British: Pakistani	2,594	2,528	97.46	1,500	57.83	59.34	2,055	79.22	81.29
Ethnic Group: Black/African/Caribbean/Black British	53,687	53,110	98.93	37,022	68.96	69.71	46,470	86.56	87.50
Ethnic Group: Gypsy/Traveller/Irish Traveller	344	341	99.13	262	76.16	76.83	312	90.70	91.50
Ethnic Group: Mixed/Multiple Ethnic Groups	17,183	16,740	97.42	11,111	64.66	66.37	14,276	83.08	85.28
Ethnic Group: Other Ethnic Group	16,063	15,816	98.46	10,446	65.03	66.05	13,530	84.23	85.55
Ethnic Group: White	190,296	182,045	95.66	117,906	61.96	64.77	152,646	80.22	83.85
HH	123,713	119,742	96.79	78,919	63.79	65.91	101,589	82.12	84.84
Mosaic Supergroup: Down Market	50,947	50,312	98.75	35,032	68.76	69.63	43,433	85.25	86.33
Mosaic Supergroup: Elderly	5,639	5,102	90.48	3,142	55.72	61.58	4,542	80.55	89.02
Mosaic Supergroup: Middle Market	172,552	169,353	98.15	109,674	63.56	64.76	145,876	84.54	86.14
Mosaic Supergroup: Up Market	46,048	40,774	88.55	26,580	57.72	65.19	31,609	68.64	77.52
Mosaic Supergroup: Young and Urban	46,720	45,897	98.24	29,591	63.34	64.47	38,447	82.29	83.77
POP	322,047	311,557	96.74	204,120	63.38	65.52	264,026	81.98	84.74
POP 0 - 4	25,280	24,689	97.66	16,594	65.64	67.21	21,161	83.71	85.71
POP 60+	54,310	51,731	95.25	33,008	60.78	63.81	43,595	80.27	84.27
Segment 1 (HH)	16,994	16,776	98.72	11,489	67.61	68.48	14,536	85.54	86.65
Segment 2 (HH)	6,274	6,052	96.46	3,691	58.83	60.99	4,917	78.37	81.25
Segment 3 (HH)	12,718	12,681	99.71	8,189	64.39	64.58	10,752	84.54	84.79
Segment 4 (HH)	23,377	23,333	99.81	15,984	68.37	68.50	20,788	88.93	89.09
Segment 5 (HH)	20,318	19,431	95.63	12,130	59.70	62.43	15,642	76.99	80.50
Segment 6 (HH)	16,129	15,693	97.30	10,147	62.91	64.66	13,438	83.32	85.63
Segment 7 (HH)	11,201	9,292	82.96	5,162	46.09	55.55	6,852	61.17	73.74
Segment 8 (HH)	8,137	7,984	98.12	5,461	67.11	68.40	7,144	87.80	89.48
Segment 9 (HH)	5,025	4,972	98.95	3,454	68.74	69.47	4,335	86.27	87.19

The level of library coverage “All sites” relates to the existing provision of libraries in the borough and remains the same under option1 or option 2 if the service from core libraries is added to all the other community libraries coverage.

Figure 14 Enfield Population Aged 0-4

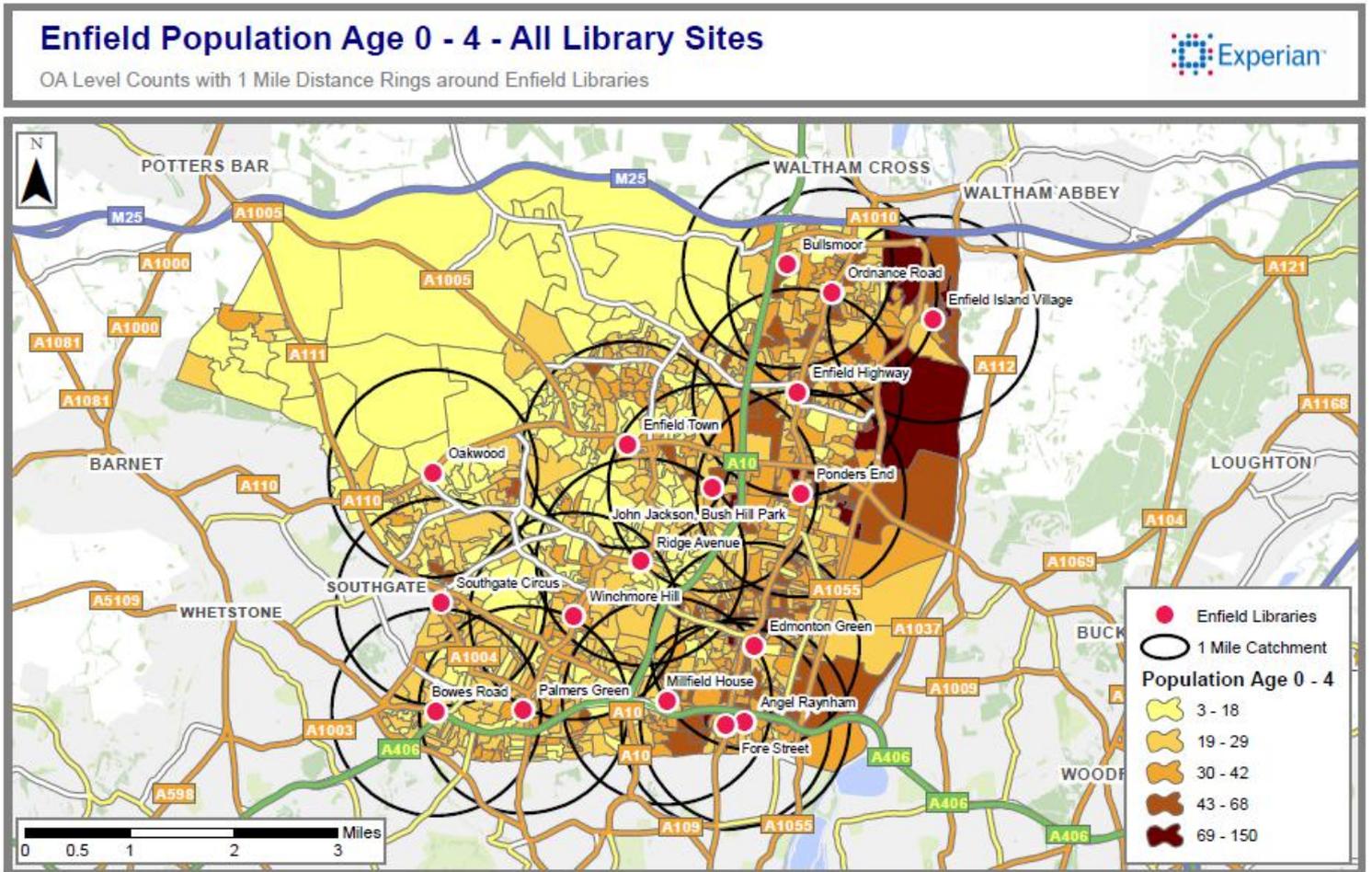


Figure 15 Enfield Population Volume

