

# **Report for Haringey Council**

## **Library Service Review**

**Activist Group  
March 2014**

This report was produced on behalf of Haringey Council by Activist Group.

**Report Details**

Report Author	Eric Bohl (Activist Group).
Contributors	Helen Thomas, Geoff Allen and Caroline Stanger (Activist Group).
Version number	v1.0
Date	15 March 2014
Revisions	Final version following feedback on drafts.

# Contents

Contents .....	3
1. Executive Summary .....	6
Phase 1 - Analysis.....	6
Phase 2 - Planning .....	9
2. Introduction .....	12
A Brief Overview of Haringey’s Library Service.....	12
So Why the Need for Change? .....	13
How We’ve Approached the Review.....	14
3. Analysis: What’s Driving the Review .....	17
Haringey Council's Ambitions for the Borough.....	17
The Joint Strategic Needs Analysis and Other Information .....	17
How Libraries Can Make a Difference .....	19
Library Profiles and Library User Survey .....	22
Summary of Drivers.....	23
4. Analysis: Operational Efficiency .....	26
Context.....	26
Our Approach and Methodology .....	26
Theme 1: Infrastructure .....	28
Theme 2a: Service Offer - Core Services .....	31
Theme 2b: Service Offer - Extended Services .....	35
Theme 2c: Service Offer - Access .....	37
Theme 3: Resourcing .....	40
Theme 4: Vision and branding.....	47
Summary of key issues and opportunities .....	49
5. Analysis: Examples of Other Library Services .....	53
What is the Purpose of a Library?.....	53
Libraries as Places of Learning .....	53
Libraries as Culture Centres .....	55
Libraries as Customer Service Centres .....	56
Libraries as Economic Stimulus.....	56
Libraries and Cafes .....	57
Libraries as a Leisure Experience.....	58
Libraries as Community Centres.....	58
Libraries as Multi-Purpose Buildings.....	59
Libraries – Preparing For a Digital Future .....	59
Adopting Good Library Practice in Haringey .....	62

6.	Analysis: Partnerships and Management Options .....	64
	Introduction .....	64
	Existing Partnerships.....	64
	Contractual arrangements .....	65
	Management Options for the Future .....	65
7.	Analysis: What People Think About the Service.....	68
	2012 User Satisfaction Survey .....	68
	2014 Preference Survey.....	69
	Views of Managers and Staff.....	75
	Key Findings.....	76
8.	Planning: Outcomes Framework .....	78
	Introduction to the Outcomes Framework .....	78
	Identifying the ‘Enablers’ .....	80
	Testing with Focus Groups.....	83
	Conducting a Gap Analysis .....	90
9.	Planning: Service Design for the Future.....	93
	What is a Future Operating Model? .....	93
	The Service Design Blueprint: the Service of the Future.....	94
	Feedback on the Service Design Blueprint.....	94
	The Mission of the Library Service.....	96
	The User Dimension.....	97
	The Service Dimension .....	98
	The Communications Dimension.....	103
10.	Planning: Other Parts of Future Operating Model.....	104
	Introduction .....	104
	The Process Dimension .....	104
	The Finance Dimension.....	106
	The Infrastructure Dimension .....	107
	The Information Dimension.....	108
	The People Dimension .....	109
	The Sourcing Dimension .....	110
	Summary of Future Operating Model: a Vision for the Future .....	111
11.	Planning: Partnership Options Appraisal .....	113
	Approach.....	113
	Summary Findings.....	116
12.	Planning: Investment Plan.....	118
	Considering the Options .....	118
	Lower Investment: Marginal Improvement.....	120

Medium Investment: Revitalised Core .....	121
Higher Investment: Full Transformation .....	122
Indicative Costs and Refining the Options .....	123
13. Planning: Implementation and Conclusion .....	125
Programme Planning .....	125
Conclusion .....	126
Appendices .....	
Appendix 1: Council’s Library Profiles.....	
Appendix 2: Libraries IT Review July 2013: Summary of Findings.....	
Appendix 3: Library KPIs .....	
Appendix 4: Activities and Events in Libraries: 2013.....	
Appendix 5: First Draft of Outcomes Framework .....	
Appendix 6: Gap Analysis: How the Borough’s Libraries Need to Change to Deliver the Outcomes Required.....	
Appendix 7: Detailed Options Appraisal.....	
Appendix 8: Partnership Financial Assumptions .....	
Appendix 9: Investment Plan: Indicative Costs and Assumptions .....	

The appendices to this report are available as separate documents: Appendix 1 and Appendices 2-9. The page numbers of the appendices are shown below.

Appendix 1	page 128
Appendix 2	page 165
Appendix 3	page 166
Appendix 4	page 167
Appendix 5	page 172
Appendix 6	page 173
Appendix 7	page 184
Appendix 8	page 200
Appendix 9	page 206

# 1. Executive Summary

## Section 2: Introduction

- 1.1 Haringey's libraries provide an important statutory service that is highly valued by its users. The library service attracts 1.8 million visits and its users borrow 1 million books and other materials each year. User satisfaction levels are high. In comparison with similar authorities in London, Haringey's library service performs well, with proportionately more visits at a lower cost than the average. However, as for most library services across the country, fewer people are visiting Haringey's libraries and borrowing the stock.
- 1.2 Given the needs of the borough and the importance of libraries to its long-term success, the council has embarked on a process of exploring a range of ideas for how its libraries can fulfil a new, broader role, enabling them to play an even more important part in the life and success of the borough.
- 1.3 This review is designed to provide a model for the future of the Council's library service, drawing on experiences in Haringey and elsewhere and on the ideas of Friends, library staff, users and those who do not currently use the service.
- 1.4 Following the standard four-stage cycle of 'strategic commissioning' (analyse, plan, do, review), the library service review began with an **analysis** of the needs that the council is trying to address; how the service operates; how other councils deliver their services; what the management options are; and the views of users and non-users. The second stage has been to begin the **planning** process: exploring the long-term outcomes that the council is trying to address; the extent to which the service is well-placed to help achieve those outcomes; the changes that would be needed; before designing a future model for the service and an implementation plan.

## Phase 1 - Analysis

### Section 3: What's Driving the Review

- 1.5 The starting point for the review is understanding the borough's needs and whether and how the library service can contribute to meeting them, informed by the **four key outcomes** sought in the council's corporate plan:
  - Outstanding for all: enabling all Haringey children to thrive.
  - Safety and wellbeing for all: a place where everyone feels safe and has a good quality of life.
  - Opportunities for all: a successful place for everyone.
  - A better council: delivering responsive, high quality services.
- 1.6 Haringey's Joint Strategic Needs Assessment provides data demonstrating the levels of deprivation in the borough; the challenges of ill-health, poverty and unemployment; and the need to improve young people's life chances and educational attainment. The review explored initial ideas for how libraries can help to address those needs.

1.7 Given the council's priorities and the needs identified, the 'drivers' for the review were identified as:

- Delivering a better experience for our customers.
- Creating a compelling vision for the future.
- Being as efficient as we can be.
- Building momentum for change.

#### **Section 4: Review of Operational Efficiency**

1.8 A review was undertaken of the efficiency of the service. This examined how the service compared with those in other boroughs and focused on potential efficiencies, the use of technology, the service offer, marketing, service take-up, the staffing structure and the physical library network.

1.9 Overall, a number of key strengths were identified: in comparison with similar authorities, the library service achieves above average performance for below average costs. However, a number of opportunities and areas for improvement were identified:

- Creating a clear, new vision and an up-to-date brand and image.
- Helping the council to provide more efficient customer services.
- Improving the library service's infrastructure, including its buildings and IT.
- Increasing the proportion of the budget spent on books and other stock.
- Reviewing the events and outreach programme in collaboration with partners.
- Reviewing opening hours and refreshing the self-service technology.
- Reviewing the staff structure and embarking on a change programme.
- Encouraging greater community involvement in the service and more volunteers.
- Exploring the opportunity for sharing and collaboration with other boroughs.

#### **Section 5: Examples of Other Library Services**

1.10 Section 7 of the Public Libraries and Museums Act 1964 states: "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".

1.11 While the core functions of libraries are seen by most people to be the lending of books and providing access to reference materials, there has been a recent surge of innovation (or rediscovery of old ideas) over the last 10 to 15 years. As a result, libraries have become:

- Places of learning, eg Tower Hamlets' Idea Stores.
- Culture centres, eg Canada Water Library.
- Customer service centres, eg Plymouth Central Library.
- An economic stimulus, eg Westminster City Council.
- Home to cafes, eg Canada Water Library and Bow Idea Store.
- Part of a leisure experience, eg Lewisham's Wavelengths and Deptford Lounge.
- Community centres, eg the For All Healthy Living Centre in Weston Super Mare.
- Multi-purpose buildings, eg Wigan Life Centre.
- Digital libraries, eg San Antonio's Bexar County 'bookless' library, BiblioTech.

- 1.12 While Haringey's libraries display a number of these characteristics, there is the opportunity to apply many of these principles in moving to a new model. As part of the review, Haringey's library managers also visited some of these examples and identified good practice that could be adopted in Haringey.

### **Section 6: Partnerships and Management Options**

- 1.13 In a modern library network, so much information is on offer and so many services made available that it would be simply impossible for a library service to deliver all those services on its own. As a result, a library service has to be able to work in partnership and to draw on the resources of other organisations, whether from the public, private or third sectors.
- 1.14 Some authorities have gone further to create a shared library service (eg Triborough); to outsource it (eg Croydon); to transfer parts to community management (eg Lewisham); or to transfer it to a mutual (eg Wigan). However, it was considered that options such as outsourcing and a transfer to community management would not be practical given the scale of change envisaged to the service.
- 1.15 Three options were explored further in the review: in-house transformation, sharing and conversion to a charitable trust. These options and their costs, benefits and risks are explored later in the report with a recommendation provided on the most effective approach to partnership working.

### **Section 7: What People Think about the Service**

- 1.16 A survey of library users was conducted in November 2012 to find out how people rate the service provided. A further survey was conducted by the council in 2014 survey to identify people's attitude towards the services that could be offered in future.
- 1.17 Two workshops were held with Friends groups to explore their views about how the current library service could be improved and their ideas for the library service of the future. Friends groups were asked to indicate their priorities for improvement at each library. Managers and staff also took part in workshops to review how the service could be improved and contributed numerous ideas.
- 1.18 Overall, we found considerable goodwill towards the library service and a positive willingness to discuss change. In general, people:
- Are very supportive: there is considerable support for what the library service is trying to achieve and, overall, high levels of satisfaction.
  - Are ambitious for change: people are eager to see the service improve further and are willing to support change providing it is managed well.
  - Want investment in the book stock: the quality of stock and stock management is an area which people believe requires improvement.
  - Would like the buildings to be improved: the core fabric of the buildings and their design needs modernisation, with better layouts and access.
  - Want further investment in IT: both the IT available to users and the systems used by staff are felt to need further investment.
  - Welcome a wider service offer: on balance, people are supportive of more services being provided in libraries, providing that these changes are resourced.

## Phase 2 - Planning

### Section 8: Outcomes Framework

- 1.19 Based on the analysis of the service; the drivers; and discussions with participants, the outcomes being sought from Haringey's library service were identified. What is noticeable about the outcomes is the breadth of vision that people have for what libraries could be and for what they can achieve. While people have been keen to stress that the provision of books and other materials must remain the 'core business' of libraries, they take the view that libraries do – and must - have an extraordinarily wide remit. These **primary outcomes** are explicitly aspirational and extend far beyond what libraries, on their own, can deliver:

**Haringey's libraries will give everyone in Haringey the chance to flourish by:**

- 1. Sharing the joys offered by books and other writing.**
- 2. Getting a great start.**
- 3. Getting the most out of life.**
- 4. Making Haringey a creative, thriving place.**
- 5. Bringing people together.**

- 1.20 A gap analysis was carried out to explore whether the library service was currently capable of meeting these broad and ambitious outcomes. This was also supplemented by focus groups and interviews. While a number of the right elements are in place, the library service would have to adopt a new approach based on:

- **Better use of resources:** these are needed to develop the book stock and IT environment and create the management and staff support needed. This will need to be addressed, at least in part, through refocusing the staffing structure.
- **Partnership working:** the complexity of the service offer required to meet the outcomes demands a broader and deeper set of partnerships, not least to help address the resource gaps identified.
- **Focus on marketing and promotion:** the service will not be able to achieve the outcomes required without a resourced commitment to promoting what's on offer.
- **Design:** the layout and interiors of libraries are not currently fit-for-purpose to support the range of services that people would like their libraries to offer.
- **Investment in core skills:** generic skills will need to be broadened and new skills acquired, particularly in partnership working and marketing and promotion.

### Sections 9 and 10: Service Design and the Future Model for Libraries

- 1.21 To make this possible, a new vision or 'service design blueprint' has been developed to reflect the level of ambition shown by users, elected Members, Friends, managers and staff.
- 1.22 Instead of remaining largely a **repository** for books, information and advice, the **library service would become a campaigning organisation**. It would continue to encourage people to use the libraries to borrow books and DVDs; study quietly; use the computers; and find out information. However, it would set out to extend its reach beyond the confines of the walls of the library buildings. The library service would campaign throughout the borough to encourage reading, celebrate culture, encourage creativity,

realise potential and forge community. This new ethos – the mission for libraries - could be summed up in the following strapline:

**“We’re growing: growing minds, growing potential, growing together.”**

1.23 To make this possible, the library service would create the following **experience for its users:**

**“Whenever people use our library service, they feel welcomed and supported and stimulated by what’s on offer. We are determined to understand what our users want and how best to encourage non-users to take advantage of our services.”**

1.24 While each library would continue to be unique, reflecting its local environment and communities, the library service would offer a set of ‘centres’ that were professionally organised and of a consistently high standard. The **new service experience** will be:

**“Our libraries give everyone in Haringey the chance to get the most out of life by providing welcoming, creative places to enjoy great writing; explore the arts; contribute to their community; draw on advice; and get the information they need to succeed.”**

1.25 The new service offer will be as follows:

The Library Service Offer of the Future	
<ul style="list-style-type: none"><li>• All our libraries offer a rich variety of books and other materials and encourage people of all ages to share the joys of great writing and of our other resources.</li><li>• Our new, <b>tenth ‘Library Online’</b> provides a lively new resource for the borough.</li><li>• All our larger libraries offer the following services:<ul style="list-style-type: none"><li>• Our <b>learning centres</b> provide a wealth of learning opportunities for all ages.</li><li>• Our <b>arts centres</b> showcase great culture and art and encourage people to express their own creativity.</li><li>• Our <b>business centres</b> offer small business space and networking and information on business and employment opportunities.</li><li>• Our <b>advice centres</b> provide information on people’s rights and how to look after their health.</li><li>• Our <b>customer centres</b> enable people to do business with the council and other public services.</li><li>• Our <b>meeting centres</b> provide great places for the whole community to meet and work together.</li><li>• Our <b>cafes</b> and vending machines provide wholesome, value-for-money food and drink.</li></ul></li><li>• Our smaller libraries will offer some of these additional services where space and demand allow.</li></ul>	

1.26 This new service offer will depend on the support of a ‘future operating model’ which aligns the service’s communications, processes, finances, buildings, technology, information management, staff management and sourcing policies. The future operating model is described in greater detail in sections 9 and 10.

## Section 11: Partnership Options Appraisal

- 1.27 The potential contribution of a new approach to the management of the service was evaluated, exploring three options: transforming the service in-house, sharing with other boroughs and converting the service to a charitable trust. While each option has a number of benefits and disadvantages, a shared service model was estimated to bring the greatest financial saving of £1m over five years. However, this would be problematic to achieve given the level of change envisaged for the service. With this in mind, an in-house transformation, including extended consortium working, could be the best mix for Haringey in the short-term, with a shared service model being pursued in the longer term to increase the benefits which can be achieved.

## Section 12: Investment Plan

- 1.28 The achievement of the future operating model will depend on a capital investment. An investment plan has been estimated based on three options, each of which would bring the service closer to the vision:

Investment Option	Includes	Capital Cost
<b>Lower: marginal improvement</b>	New self-service machines in larger libraries. Cosmetic improvements to all libraries.	£1.7m
<b>Medium: revitalised core</b>	The changes for lower option, plus: Full remodelling of larger libraries. Some remodelling of space in smaller libraries. Fully remodelled library website.	£2.7m
<b>Higher: full transformation</b>	The changes for lower and medium options, plus: New self-service machines in larger libraries. Full remodelling of smaller libraries. Lifts and extension for some smaller libraries.	£4.7m

- 1.29 Only the higher level of investment would enable the vision to be fully realised. There may be a very positive return on the capital investment required, but this will need to take into account the results of the council's customer service transformation programme and the expected release of assets for reinvestment. More detailed work will be required to refine a business case and the impact on annual revenue budgets.

## Section 13: Implementation and Conclusion

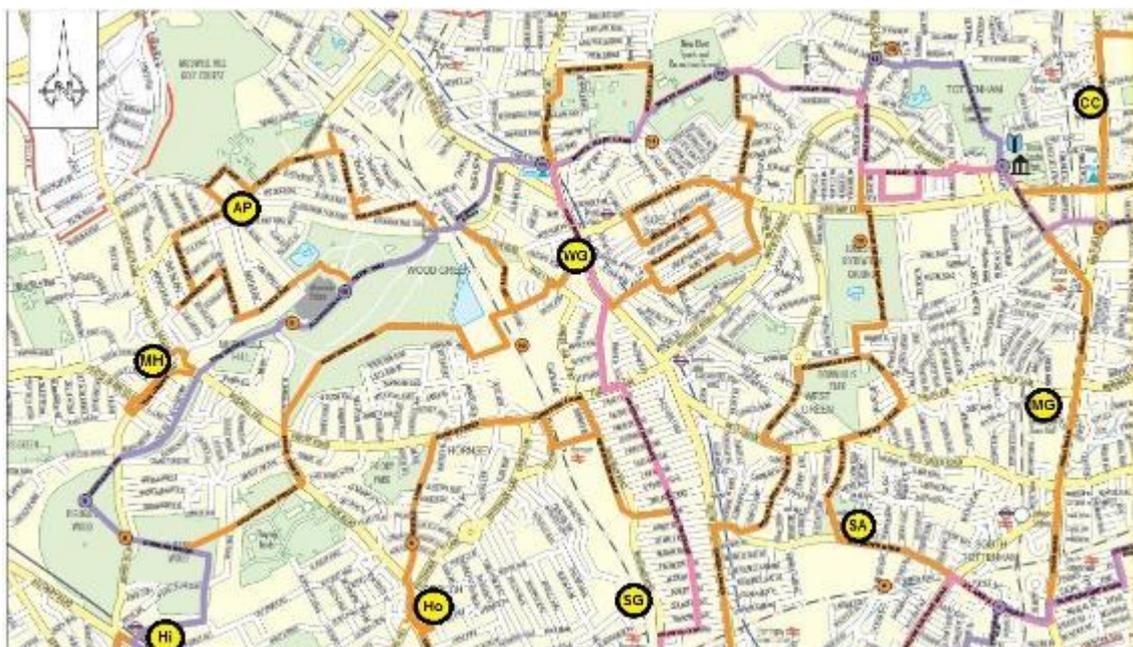
- 1.30 The creation of the future operating model for libraries set out in this report represents a substantial programme of work which will be complex and demanding. It will also require a continuing programme of engagement and consultation with Friends, users, staff and other potential users and partners.
- 1.31 Throughout this review, people have contributed ambitious ideas for what libraries can achieve for the people who live and work in Haringey. In doing so, a new model has emerged that would transform the impact of Haringey's libraries. The new library service that would result will play an important part in securing the long-term success of the borough.

## 2. Introduction

### A Brief Overview of Haringey's Library Service

- 2.1 Haringey's libraries provide an important statutory service that is highly valued by its users. The library service attracts 1.8 million visits a year and its users borrow 1 million books and other materials each year<sup>1</sup>. User satisfaction levels are high.
- 2.2 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. The opening hours of all the libraries are generous in comparison with those in most other boroughs. All the libraries are open for at least six days a week and four are open seven days a week.
- 2.3 The libraries are distributed across the borough as shown in the map below, with the overwhelming majority of the population living within a mile of their nearest library.

**Figure 1: Locations of Haringey's Libraries**



**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.

- 2.4 At the heart of the service is the traditional role of a library. The service offers a wide variety of books to borrow as well as reference materials that can be used in a library and online materials that can be accessed in a library and remotely. Each library houses a dedicated children's library. Haringey's libraries also hold a large stock of other materials to borrow, such as DVDs.

---

<sup>1</sup> From the library service's performance figures for 2012/13.

- 2.5 In addition, visitors to the libraries can also take advantage of a wide range of other services, such as:
- Free PCs, internet access and Wi-Fi.
  - Learning activities, including homework clubs 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.
- 2.6 The service has the equivalent of 77 full-time posts<sup>2</sup> which are filled by a mixture of full and part-time staff. The service is supplemented by a bank of 26 casual staff who are used flexibly to enable the library network to function effectively. A small number of volunteers provide a range of support activities.
- 2.7 There are networks of library 'Friends' who collaborate with local library staff to help with a range of activities in libraries, including running events and some fund-raising. Five of the nine libraries have active Friends groups (that also come together periodically as FORE!) which have, in the past, campaigned about the library service.
- 2.8 The library service's total expenditure is £5.2m per annum in 2013/14 and it generates income (eg from DVD hire and room hire) of £0.4m. The largest proportion of spending is on staff at £2.8m and the cost of running the buildings adds up to £0.7m. The budget for maintaining the library stock of books and other materials is £0.3m.
- 2.9 In comparison with similar authorities in London, Haringey's library service performs well, with proportionately more visits at a lower cost than the average<sup>3</sup>.

### **So Why the Need for Change?**

- 2.10 Like most library services across the country, fewer people are visiting their libraries and borrowing the stock. Nationally, this long-term trend is perceived to be due to a variety of factors, including economic changes and shifts in social patterns and reading habits. Like many other library services, budget pressures have led to reductions in the budget available for books and other materials, resulting in the stock gradually becoming less enticing.
- 2.11 More recently, a rapid increase in the take-up of electronic books and online streaming has led to suggestions that the traditional library is living on borrowed time. However, the library service provides a much wider role in the borough – introducing young people to reading; giving people a place to learn and study; providing access to the internet; providing information and advice; and offering a neutral, free and welcoming place to meet and socialise.

---

<sup>2</sup> 76.6 fte funded posts are in the library service's structure for 2014/15.

<sup>3</sup> Source: CIPFAstats comparative profile for a group of 16 London Borough's library services (2011/12 Actuals and 2012-23 Estimates).

- 2.12 More significantly, only 17% of the borough's population are active borrowers<sup>4</sup> (although many more use the library) with the risk that those most in need are either not aware of the library has to offer or don't find it relevant to them.
- 2.13 Given the needs of the borough and the importance of libraries to its long-term success, the council has set out to build on the current service by transforming its libraries into 'community hubs'. The council has embarked on a process of exploring a range of ideas for how its libraries can fulfil a new, broader role, enabling it to play an even more important part in the life and success of the borough. This review represents the culmination of that process.
- 2.14 Despite the service budget pressures facing the Council, it has made clear its intention to retain nine libraries. Nevertheless, given the £22m of savings the council is planning in 2014/15 and the budget gap of £54m over the following two financial years<sup>5</sup>, the council will not be able to lavish money on this service, however important it is. Instead, the borough's libraries will need to be worked harder, maximising the use of the buildings and the impact of their services.
- 2.15 This means rethinking the purpose of the library; exploring ideas for how libraries can expand their brief further; understanding what long-term impact the council wants its libraries to have; and working out how best to secure that impact. This challenge is not one that Haringey Council is facing alone; councils across the country are redesigning their library services (often to save money) and the Government has announced yet another enquiry into the future of libraries<sup>6</sup>.
- 2.16 This review is designed to provide a model for the future of the Council's library service, drawing on experiences in Haringey and elsewhere and on the ideas of Friends, library staff, users and some of those who do not currently use the service.

### How we've Approached the Review

- 2.17 Following the standard four-stage cycle of 'strategic commissioning' (analyse, plan, do, review), the starting point for the review is an **analysis** of the needs that the council is trying to address; how the service operates; the views of users and non-users; and what the long-term outcomes are that the council is trying to address.
- 2.18 The second stage has been to begin the **planning** process: exploring the extent to which the service is well-placed to help achieve those outcomes and the changes that would be needed; before designing a future model for the service; and an implementation plan.
- 2.19 Essentially, this report describes **why** the library service needs to change, **what** it needs to become and **how** it will get there. While the main principles of strategic commissioning are simple enough, some of the management jargon associated with it

---

<sup>4</sup> 'Active borrowers' are those who have borrowed at least one item of stock in the previous 12 months.

<sup>5</sup> From report "Financial Planning 2014/15 to 2016/17" to the Council's Cabinet meeting on 11 February 2014.

<sup>6</sup> [The Government announced on 8 February 2014](#) that an independent report on the public library service in England has been commissioned from philanthropist, entrepreneur and publisher William Sieghart.

and used in this report can be rather dense. A summary of the main contents and explanation of some of the jargon used are set out in the table below:

**Table 1: Explanation of the Main Contents of the Report**

Part 1: Analysis
<ul style="list-style-type: none"> <li>• <b>Needs analysis:</b> a summary of challenges facing the borough’s residents and initial ideas for how the library service can help.</li> <li>• <b>Drivers:</b> an analysis of the reasons why the service needs to change.</li> <li>• <b>Partnership overview:</b> a description of how the service could be managed differently and how the service could collaborate with other organisations.</li> <li>• <b>What people think:</b> a summary of user and non-user surveys and feedback from Friends, managers and staff.</li> </ul>
Part 2: Planning
<ul style="list-style-type: none"> <li>• <b>Gap analysis:</b> a review of the extent to which the current service will be able to help achieve the desired outcomes.</li> <li>• <b>Service design blueprint:</b> a description of the service that should be offered to users in future.</li> <li>• <b>Future operating model:</b> an analysis of how the service should be organised in order to deliver the new service design blueprint.</li> <li>• <b>Partnership appraisal:</b> a review of the main options for how the library service should be managed in future.</li> <li>• <b>Implementation plan:</b> an outline of the steps needed to implement the future model and the financial implications.</li> </ul>

2.20 The review has been able to build on valuable preparatory work undertaken by the council. This has provided a firm foundation for exploring how the service could change in future with a wide range of people who have an interest in the library service. Contributors to the review have included:

- Nearly a thousand users and non-users who have participated in a borough-wide survey and follow-up focus groups and interviews.
- FORE! and Friends’ groups who have participated in workshops and fed in their views and ideas.
- Library managers and staff who have taken part in a total of 13 workshops to provide ideas and comments on the plans as they have emerged.
- Members of the council’s Cabinet, the Chair of the relevant scrutiny committee and other members of the main opposition group to understand their policy priorities and ideas for improvement.
- Members of the council’s senior management responsible for the library service and those responsible for other services, such as adult education and children’s services.

- The outgoing Chief Executive of the Haringey Association of Voluntary and Community Organisations.

2.21 What has been striking has been the universal support and warmth towards the library service and the passion for what libraries are - and what they could become. We are very grateful to all the participants in the review who have contributed their time with such enthusiasm.

2.22 We have tried to capture people's ideas and ambitions for the library service in this report and bring them together to represent a consensus for the future. However, there were so many different ideas, sometimes conflicting, that finding a consensus was not always possible and we have tried to highlight key points of disagreement and issues that need to be resolved. We are sorry if any participant feels that their point of view has not been properly represented in this report, but we are sure there will be plenty of opportunities for putting that right as the plans are discussed and refined further.

## 3. Analysis: What's Driving the Review

### Haringey Council's Ambitions for the Borough

- 3.1 The starting point for the review is understanding the borough's needs and whether and how the library service can contribute to meeting them. There is a wealth of existing data available to help us understand the needs of Haringey's population and which can inform the drive to improve and design its library service. As well as understanding needs, it is important to understand the 'assets' available to help meet those needs.
- 3.2 Drawing together and analysing the data helps us to **identify the strategic drivers** for the review and the **desired outcomes** we want from the service review. These will help us to design and plan the new service.
- 3.3 The council has set out its strategic direction in the corporate plan: "**One Borough, One Vision.**" The overarching principles are:
- A one borough focus – serving all residents in the borough with high quality services.
  - Investing in prevention and early help – improving the life chances of residents and reducing costs.
  - Promoting equality – tackling the barriers facing the most disadvantaged, enabling them to achieve their potential.
  - Empowering communities - enabling people to do more for themselves.
  - Working in partnership - leading local partnership so that we achieve more, together.
- 3.4 These principles have been informed by an analysis of the population data and used to determine the **four key outcomes** sought in the council's corporate plan:
- **Outstanding for all:** enabling all Haringey children to thrive.
  - **Safety and wellbeing for all:** a place where everyone feels safe and has a good quality of life.
  - **Opportunities for all:** a successful place for everyone.
  - **A better council:** delivering responsive, high quality services.
- 3.5 The data which are relevant to those priorities, particularly from the perspective of the Library Services Review, is taken from the Joint Strategic Needs Assessment (JSNA), the user survey and library profile information.

### The Joint Strategic Needs Analysis and Other Information

- 3.6 This provides an overview of the borough's population and informs the priorities encapsulated in the corporate plan. This information, in turn, sets the strategic context for the future plans for the library service. Key features of the JSNA that are particularly relevant to the library service are:

## Demographics

- Haringey has a **relatively young population** with almost a quarter of the population under the age of 20, and 90.5% of the population aged under 65. Following the national trend, the population is ageing – 9.5% are of pensionable age (65 plus), with a projected increase to 11.7% by 2021.
- It is the 4th most **deprived borough** in London and the 13th most deprived in the country. An estimated 21,595 (36.4%) children live in poverty, largely in the east of the borough.
- Haringey is the 5th most **ethnically diverse** borough in the country. Nearly half of the residents come from Black and minority ethnic (BME) communities, and nearly 81% of school children; 190 different languages are spoken in our schools.
- Haringey is one of the most **religiously diverse** places in the UK. A fifth of Haringey residents stated that they did not have a religion.

## Housing and Employment

- Haringey has significant levels of **homelessness**; more than 3,000 households are officially in temporary accommodation, the highest in London. Just over 30% of households live in social housing with high concentrations in the east of the borough. The east of the borough is more densely populated than the west.
- Changes to the welfare system are likely to have significant impacts on the levels of **child poverty, homelessness and overcrowding**. The anticipated increase in inward-migration caused by poorer households being priced out of inner London boroughs will exacerbate the situation.
- Haringey **unemployment** rates are significantly above the England and London rates.

## Health

- Haringey has **significantly lower male life expectancies** than the England average with a variation closely linked to deprivation levels across the borough – more deprived areas have lower life expectancy.
- The largest contributors to the male life expectancy gap are **diseases closely linked to smoking**.
- Haringey has higher than average incidences of **health problems related to deprivation** including: alcohol and drug abuse, obesity and malnutrition, mental health conditions and sexual health problems

## Children.

- Haringey is working hard to reduce inequalities and close gaps in **educational attainment** between pupils eligible for free school meals (FSM) and other pupils. As a general rule children and young people who live in the more deprived areas of Haringey have lower levels of attainment than their more affluent peers
- Arrival of families from mainland Europe and beyond, some of whom have complex needs and additional vulnerabilities continues to bring challenge to the work of **safeguarding and protecting children**.

## Community Safety

- Haringey is working to develop a clearer and more determined multi-agency response to the threat of **prevalence of criminal gangs** in our community and to understand the impact of criminal gang culture on the safety and well-being of children.
- **Domestic and gender based violence** (DGBV) constitutes 30% of all violent crime in Haringey, high when compared to other London boroughs. It is seven times higher in the deprived parts of east Haringey than in the west of the borough.
- Haringey has higher than average **levels of crime** with a range of social issues that contribute to the likelihood of vulnerability for both victims and offenders including unemployment, mental ill-health and Haringey's current local demographics which show Black Caribbean children making up the majority ethnicity within the nine highest risk Super Output Areas (SOA) for racial/religious crime.

## How Libraries Can Make a Difference

- 3.7 The four key outcomes in the corporate plan are overarching and borough-wide. They are based on an analysis of the strategic needs of the population and are clearly aimed at attempting to reduce inequality between groups. This helps us to start planning the type of library service we want and how it can contribute to achieving the council's strategic outcomes.
- 3.8 The library service is one of the council's assets that can help to address the borough's needs: not just the physical buildings and materials, but the staff, volunteers and community groups who contribute to the running of the service. The library service also benefits from other assets: the work of its partners that collaborate with the service and operate from within its libraries. The borough's libraries enjoy a positive reputation with high levels of customer satisfaction and act as key 'anchors' of the council's presence in every part of the borough. There is an opportunity, through the review, to make the most of these anchors.
- 3.9 There are a wide range of activities already being offered within libraries which address many of the priorities identified in the Corporate Plan. In the following tables, we can see where the existing assets are contributing to the strategic vision already. We also begin to identify how the library service might develop its work – often in partnership - to make libraries a more effective place for all sections of the community. These initial ideas have been prompted from discussions to date with stakeholders and from experience elsewhere. A number of these ideas simply envisage expanding what is already underway in parts of the library network. These ideas describe what could be delivered **in** libraries (often by partners), not necessarily what library staff themselves would be delivering.

**Table 2: Outstanding for all: enabling all Haringey children to thrive.**

Needs in Corporate Plan (and Equality Objectives)	Existing Assets in Library Service	Initial Ideas for how Libraries Could Contribute Further
<ul style="list-style-type: none"> <li>• Work with schools, early years and post 16 providers, to deliver high</li> </ul>	<ul style="list-style-type: none"> <li>• Children's library sections</li> </ul>	<ul style="list-style-type: none"> <li>• Work with schools to provide information for parents about high quality early years</li> </ul>

<p><b>quality education</b> for all Haringey children and young people</p> <ul style="list-style-type: none"> <li>• Enable every child and young person to thrive and achieve their potential</li> <li>• Narrow the gap amongst under-performing groups</li> </ul>	<ul style="list-style-type: none"> <li>• Family drop in sessions</li> <li>• Toy libraries</li> <li>• Under-5 activities</li> <li>• Homework clubs</li> <li>• Tuition in maths, French, IT</li> <li>• Reading/book clubs</li> <li>• Youth &amp; Community participation service (previously Connexions)</li> </ul>	<p>places and to support informed school choices</p> <ul style="list-style-type: none"> <li>• Working with schools to encourage and extend use of library facilities and homework clubs</li> <li>• Working with schools and children's centres to encourage cross-fertilisation/outreach to young mothers</li> <li>• Work to support the 'Raising the Participation Age' through offering refuge/training/education to excluded children</li> <li>• Participate in establishing a 14-19 partnership board</li> <li>• Encouraging children and young people to become responsible and active citizens through Haringey Youth Council</li> </ul>
--	---	--

**Table 3: Safety and wellbeing for all: A place where everyone feels safe and has a good quality of life**

Needs in Corporate Plan (and Equality Objectives)	Existing Assets in Library Service	Initial Ideas for how Libraries Could Contribute Further
<ul style="list-style-type: none"> <li>• Make Haringey one of the safest boroughs in London: <b>Support young people who are victims of crime</b></li> <li>• Safeguard children and adults from abuse and neglect wherever possible, and deal with it appropriately and effectively where it does occur: <b>Safeguard children and vulnerable adults</b></li> <li>• Provide a cleaner, greener environment and safer streets</li> <li>• Reduce health inequalities and improve wellbeing for all: <ul style="list-style-type: none"> <li>• <b>Reduce the gap in male life expectancy between the east and the west of the borough</b></li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Police drop in desks</li> <li>• NHS consultations</li> <li>• Smoking cessation clinics</li> <li>• Weight watchers</li> <li>• Family drop in sessions</li> <li>• Counselling and therapy</li> </ul>	<ul style="list-style-type: none"> <li>• Recognise the unique role of libraries as places of refuge and ensure that staff are trained to recognise children and vulnerable adults who may need help accessing appropriate services</li> <li>• Work with the statutory and voluntary sector to review how libraries can be a bridge for vulnerable people to access those services</li> <li>• Participate in attempts to provide information and support for citizens affected by domestic violence</li> <li>• Work with partners to deliver healthy and safe relationship training to young people</li> <li>• Work with partners to expand the NHS Health Checks programme to libraries, ensuring it reaches those most at risk</li> </ul>

Needs in Corporate Plan (and Equality Objectives)	Existing Assets in Library Service	Initial Ideas for how Libraries Could Contribute Further
<ul style="list-style-type: none"> <li>• <b>Increase maternity access at 12 weeks</b></li> <li>• <b>Reduce Haringey's under 18 conception rate</b></li> <li>• <b>Halt the rise in childhood obesity</b></li> </ul>		<ul style="list-style-type: none"> <li>• Ensure café facilities offer healthy, sustainable food choices</li> <li>• Work with Fusion to ensure libraries and leisure are maximising their potential to reach a wider user group</li> </ul>

**Table 4: Opportunities for all: A successful place for everyone**

Needs in Corporate Plan (and Equality Objectives)	Existing Assets in Library Service	Initial Ideas for how Libraries Could Contribute Further
<ul style="list-style-type: none"> <li>• Drive economic growth in which everyone can participate: <b>Develop work skills programmes focussing on young people</b></li> <li>• Deliver regeneration at priority locations across the borough: <b>Regenerate the most deprived areas of the borough</b></li> <li>• Ensure that everyone has a decent place to live: <b>Ensure that our housing allocation processes do not negatively impact on any of the protected groups</b></li> </ul>	<ul style="list-style-type: none"> <li>• IT classes</li> <li>• Youth careers service (ex-connexions)</li> <li>• Friends groups - advocacy and volunteering</li> </ul>	<ul style="list-style-type: none"> <li>• Work with HAL to extend access to learning across the library network and integrate the service offer.</li> <li>• Secure investment in library premises/relocation as part of regeneration programmes.</li> <li>• Offer housing advice drop-in</li> <li>• Access to housing allocations system on-line.</li> <li>• Extend employment support across the library network.</li> <li>• Provide a focus for volunteering (not just within libraries).</li> </ul>

**Table 5: A better council: Delivering responsive, high quality services; encouraging residents who are able to help themselves**

Needs in Corporate Plan (and Equality Objectives)	Existing Assets in Library Service	Initial Ideas for how Libraries Could Contribute Further
<ul style="list-style-type: none"> <li>• Ensure the whole council works in a customer focussed way</li> <li>• Get the basics right for everyone</li> <li>• Strive for excellent value for money: <b>Promote the equal opportunity policy</b></li> </ul>	<ul style="list-style-type: none"> <li>• Customer focussed staff - open to change</li> <li>• Culture of working with community groups</li> </ul>	<ul style="list-style-type: none"> <li>• Introduce customer service points into the library network.</li> <li>• Increase the number of customer service transactions that can be undertaken in libraries.</li> </ul>

<b><i>through procurement and commissioning</i></b>	<ul style="list-style-type: none"> <li>• Established relationships with volunteers</li> <li>• Active Friends groups</li> <li>• Collaborative working with partners.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide support for the council's digital channel shift plans.</li> <li>• Extend shared procurement and collaboration with other boroughs</li> <li>• Extend and support the extension of volunteering.</li> </ul>
---	--	--

## **Library Profiles and Library User Survey**

- 3.10 In understanding who is using the library service and what for, we can start to think about who is not using the library and consider the ways in which individual libraries can tailor their service to reflect the particular needs of the local population and how they relate to the priorities identified for the council as a whole. The council's library profiles shown at Appendix 1 give a very useful overview of the user population by social class, gender, ethnicity and age group as well as how they are using their library.
- 3.11 For example, the libraries which have the highest PC use also have the highest proportion of BME, male users. These are also areas with the highest concentration of social groups D and E. The analysis of this type of information can help us to consider how the council's strategic priorities might apply to each library.
- 3.12 Libraries are already developing strategies for adapting the space to reflect the needs of their local communities and this information allows them to tailor their approach in order to maximise their impact.
- 3.13 However, the existing survey information, while identifying existing users' preferences and current levels of satisfaction does not tell us their priorities for the future nor their ideas for how libraries could be improved further. Since only 17% of residents are active borrowers, more work is need to understand how many users there are who don't borrow books and other materials and, even more importantly, why so many people who live and work in the borough don't use the library network.

## Summary of Drivers

- 3.14 The starting point for the review is being clear about **why the service needs to change**, ie the 'drivers' for the review or the questions that the review needs to answer. After discussions with senior stakeholders, we gathered some initial views on the drivers for the review:
- 1 **Delivering a better experience for our customers:** how can we make our libraries more attractive and welcoming; how best should we improve the fabric and design of our libraries; and how can we encourage more people to enjoy our libraries and everything they have to offer?
  - 2 **Creating a compelling vision for the future:** what's the role of the library in meeting the needs of our diverse communities in the digital age? How can we best preserve its core purpose of providing access to books and information and the pleasure and learning they offer? How can libraries contribute to – and take advantage of – the borough's regeneration plans?
  - 3 **Being as efficient as we can be:** although the review is not targeted at saving money, public finances are under enormous pressure so how could the service demonstrate that it is as efficient as it could be and is delivering value-for-money? How can we make better use of self-service technology? How can we make best use of the space in libraries?
  - 4 **Building momentum:** how quickly can we create a plan that we can unite behind; that secures the investment and commitment required; and are there quick wins that we can achieve to get the changes underway?
- 3.15 A more detailed list of the issues that need to be addressed are summarised in the table below.

**Table 6: Drivers for Change in Haringey's Libraries – Key Issues to Address**

**Driver 1: delivering a better experience for our customers**

- Many of the library buildings require investment in their basic fabric.
- Better library facilities in the right locations should feature in regeneration plans.
- The design of reception areas and the overall layout need improvement.
- Libraries need to attract more users from all communities and increase borrowing.
- The customer service offered to users can be improved.
- Young people and adults need more safe places to study and learn.

**Supports corporate plan strategic principles: 'a one borough focus' 'Empowering communities' and 'Promoting equalities'.**

**Driver 2: creating a compelling vision for the future**

- An ambitious new model is needed which defines the role of the library for the next decade.
- The core purpose of providing access to books and information in the digital age needs to be enhanced to share the pleasure and benefits of reading, particularly for the borough's young people.
- Libraries can offer more – more services, more information, more support to help tackle the borough's priority needs.
- People need help to take advantage of the benefits of the digital age and digital economy.
- We need to expand access to learning – whether for employment or pleasure.
- We need to celebrate and promote access to culture and the arts.
- Libraries need to become **the** heart of each community, reflecting that community.

**Supports corporate plan strategic principles: 'Investing in prevention and early help', 'Empowering communities', 'Working in partnership' and 'Promoting equalities'.**

**Driver 3: being as efficient as we can be**

- Libraries need to continue to become more efficient so that the best use can be made of the resources available.
- Better use needs to be made of existing and new technologies.
- A stronger performance culture is required.
- The staffing structure needs to be brought up-to-date.
- We need to make the best use of our physical assets and the most of the space.

**Supports corporate plan strategic principles: 'a one borough focus'.**

**Driver 4: building momentum**

- A plan is needed that will secure support and investment.
- The plan will need to be practical, realistic and affordable.

- 'Quick wins' are needed to demonstrate commitment and progress.
- A framework is required that will govern investment decisions, so that the library service can contribute to – and benefit from – the borough's regeneration programme.

**Supports corporate plan strategic principles: 'a one borough focus' and 'Empowering communities'.**

## 4. Analysis: Operational Efficiency

### Context

- 4.1 In order to help assess what changes are required in future, a review has been undertaken of the library service's operational efficiency now. The review of operational efficiency includes an examination of the following issues:

Review financial baseline and operational efficiency.	<ol style="list-style-type: none"><li>1. Confirm total cost of the service (including recharging arrangements) and staff within scope.</li><li>2. Review benchmarking data and identify target areas for potential efficiencies.</li><li>3. Identify current technology environment for in-scope services and take-up of automation and self-service.</li><li>4. Review the service offer, marketing and take-up data and evaluation methods used.</li><li>5. Review staffing structure and its effectiveness.</li><li>6. Drawing on the existing asset review, summarise and critique the adequacy of the physical library network.</li></ol>
---	--

### Our Approach and Methodology

- 4.2 There is currently no nationally approved or widely used template for reviewing the efficiency of a public library service. Public Library Standards, introduced as statutory measures for library services in 2001, were later abandoned in 2009 to be replaced by 'voluntary benchmarking'. The Local Government Association (LGA) does offer the Culture and Sport Improvement Toolkit (CSIT)<sup>7</sup>, which was developed in response to local government's desire to see a single improvement tool for the sector. CSIT is, however, by definition not specific to library services, and whilst it may offer a useful tool to Haringey in measuring future improvement, it does not provide a framework for the current exercise.
- 4.3 Instead, based on experience elsewhere, our approach to reviewing operational efficiency has been to identify a number of key 'themes':
1. Vision and branding
  2. Infrastructure: library buildings and ICT infrastructure;
  3. Service offer: (a) core services; (b) extended services; and (c) access – including take up of services
  4. Resourcing: staffing; self-service; community participation; and funding

Within each of these themes we have asked,

**“What would this look like if it were being done really successfully?”**

---

<sup>7</sup> CSIT was developed from earlier toolkits that focused on improving individual culture and sport services. Most recently updated in 2011, it amalgamates the purpose, function and content of 'Towards an excellent service' (TAES), 'Arts at the Strategic Centre' and 'Library peer review'.

We have then assessed Haringey's library service using available documentation and research; by reviewing benchmarking data<sup>8</sup>; and undertaking our own research, discussions and observation.

- 4.4 Within these themes we believe that the overall vision and direction (and where that sits in Haringey Council's wider vision) are key to future improvement. The themes can be viewed as a sequence, or cycle, and the need for a clear new vision and branding is the starting point, and the imperative to create these the end point and the launch point for a new way forward:



---

<sup>8</sup> CIPFAstats Comparative Profile 2011-12 Actuals and 2012-13 Estimates

## Theme 1: Infrastructure

### Library buildings

#### 4.5 Success =

✓	Clearly branded to say: what's it for and what happens here?
✓	Modern/relevant
✓	Welcoming, vibrant
✓	Well decorated outside and inside, and also well furnished
eg	Canada Water, Swiss Cottage, Idea Stores, and further afield, eg Swindon, Paignton (see our Advisory Note on Future of Libraries).

#### Haringey:

- 4.6 Externally almost all sites are in poor decorative order, unwelcoming, and lack good branding/signage. There is very little to draw people in, especially new users.
- 4.7 Internally, with the exception of Coombes Croft the interiors are tired, albeit in a number a genuine effort is being made to make the best of it and brighten up (eg Stroud Green and Harringay). Wood Green is in need of major refurbishment. Hornsey is spacious but dated. Marcus Garvey is let down by the empty, unwelcoming leisure centre on the ground floor.
- 4.8 We understand that condition surveys of the libraries have identified that “£1.6m over the next three years and over £6m in next ten years has been estimated to be required in order to repair and maintain the current nine library buildings”.<sup>9</sup>
- 4.9 There is evidently space in the three largest libraries - Wood Green, Hornsey and Marcus Garvey, and to a lesser extent at some others - that could be used by other council services or partner organisations. However, rather than simply ‘drop’ other services into vacant spaces, a far better option would be to reconfigure use of all the space as part of a coordinated programme of refurbishment and rebranding to support a new future vision for the libraries.
- 4.10 Entrances and counter areas need remodelling at almost every site to create a better ‘first impression’ and fully exploit self-service: extensive use of self-service will not be achieved without this. Wood Green also merits a new entrance direct from the pavement.
- 4.11 Physical access is generally acceptable except at Muswell Hill, where levels of use merit consideration of a small extension and lift to the rear of the building.

---

<sup>9</sup> Report to Overview and Scrutiny 28 March 2013 para 6.16.2

ISSUES AND OPPORTUNITIES	
★	The library buildings require a sustained programme of investment, which we recognise will not be easy in the current economic climate. This approach will however ultimately provide the best value for money and lead most effectively to meeting the council's aims and objectives.
★	There is a case for a strategy that invests first in the three main sites, which account for two thirds of library use, particularly as these three also offer the greatest opportunities to combine with a range of other service provision.

## ICT Infrastructure

### 4.12 Success =

✓	Effective networks
✓	Good hardware and software
✓	Rapid and responsive support
✓	Proactive development planning

(IT as a public service is dealt with from paragraphs 4.29).

### Haringey:

- 4.13 A recent in-house Library IT Review found that “the main Library IT systems are fit for purpose”. An exception is the RFID (Radio Frequency Identification) self-service, which is dealt with in paragraph 3.73.
- 4.14 The IT Review makes recommendations<sup>10</sup>, which are summarised in Appendix 2. The majority of these still need to be pursued.
- 4.15 There is a multiplicity of contracts in place<sup>11</sup>. A number of these are direct with the library service. Arrangements for these and future contracts would benefit from a review to ensure maximum efficiency, best value, and that the right expertise is available to manage them.
- 4.16 There is no card payment system in place at library counters, self-service terminals, over the phone, or on the Web. Many other local authorities and library services now have this in place and staff perceive this as a significant obstacle to good customer service as well as to maximising opportunities to collect income.
- 4.17 There is no coordinated event or room booking system in place, which is taking up staff time, limiting customer choice and potentially losing income. At a practical level, one example is that someone booking the gallery in Hornsey Library has to travel to Wood Green Library to pay for the booking.

<sup>10</sup> Library IT Review: Findings and Options. July 2013

<sup>11</sup> Regenerate IT for Wi-Fi; TALIS for LMS; LGFL and XMA/ITS for public PCs; Xerox for printers; 2CQR and Biblioteca for RFID

	<b>ISSUES AND OPPORTUNITIES</b>
★	The recommendations in the recent Library IT Review should be followed through.
★	The Library IT infrastructure would benefit from a more managed approach, including stronger relationships with the corporate IT team and a review of the variety of contracts currently in place. We recommend the identification of an 'IT Business Partner' in corporate IT who will understand both the business and the corporate requirements and work with the service to progress the recommendations and future issues.
★	Library IT requires ongoing investment and this should be factored into any future strategy for the libraries.

## Theme 2a: Service Offer - Core Services

### Stock and stock acquisition

#### 4.18 Success =

✓	Stock that is current
✓	Stock that is relevant (to the local community)
✓	Stock that is in good physical condition
✓	Stock that is well-displayed and promoted
eg	Idea Stores, Stratford, Swiss Cottage, Norwich Millennium Library, but also retail eg Waterstones

#### Haringey:

- 4.19 The stock purchasing fund has recently been cut by £174k: total spend on new materials is now 14/16, and total book acquisitions 13/16 in the CIPFA Comparison group.
- 4.20 Stock is kept in good order but the tired physical condition is evident, reflecting a Lending Stock Replenishment Rate<sup>12</sup> of 13.5 years against an average of 6.8 years in the CIPFA Comparison group. This, and the comparative data considered above, suggests that the budget for stock is now barely adequate. Expenditure on new stock is currently only about 7% of total spend on the service and this needs to be addressed as part of a review of overall budgets.
- 4.21 Total book stock is very high, 1/16 in the CIPFA Comparison group (especially Adult Non-Fiction) with a low Stock Turn<sup>13</sup>. We suggest these figures probably include the large reserve stock held in the Hornsey Library basement and that there is a need to radically review or reduce this. There may also be a need to review the shelf and stock requirements rather than simply keep filling the current shelving.
- 4.22 The number of requests for specific items is average for the CIPFA Comparison Group and the rate at which requests are supplied is high, as is customer satisfaction with this, suggesting very efficient processes. There is a risk however that numbers of requests may rapidly rise as the cut in the stock purchasing fund works through.
- 4.23 Stock acquisition processes appear to be operating at maximum efficiency, using supplier selection for adult stock, EDI and efficient handling, requiring only 1 full-time equivalent (fte) post.

---

<sup>12</sup> Lending Stock Replenishment Rate defined as: "Time taken in years to replenish the lending stock on open access or available on loan at 2011-12 rate".

<sup>13</sup> Stock turn defined as "Number of books issued divided by the book stock (i.e. the average number of times each book was issued during the year". Haringey was 13/16 in the CIPFA Comparison Group

ISSUES AND OPPORTUNITIES	
★	There is a real concern that more investment needs to be made in library book and other stock to maintain the quality and take up of core services. This may be achievable as a result of the re-evaluation of spending in other parts of the service.
★	Loan stock held on the shelves of the libraries, including the Reserve Stock, would benefit from an exercise to establish the levels now needed. (Any reduction in stock levels needs to be managed alongside library refurbishment and reconfiguration to avoid having empty shelves).

## Non-book media

### 4.24 Success

✓	Stock that is responsive to the current and changing market
✓	Stock that is also responsive to local community demand and uptake <sup>14</sup>
✓	Stock that is attractively displayed
✓	Stock that is actively monitored and managed
eg	Stratford, Hendon, Norwich

### Haringey:

- 4.25 There is a high focus on DVD and CDs, with stock levels of DVDs at 1/16 and Music at 3/16 in the CIPFA Comparison group.
- 4.26 Talking Book stock is at the mid-point in the CIPFA Comparison group (8/16).
- 4.27 E-book stock and stock acquisitions are below average in CIPFA Comparison group but this remains an uncertain area for public libraries – see our technical note on Future of Public Libraries
- 4.28 Non-book stock is generally well presented in Haringey Libraries and seems popular<sup>15</sup>. Receipts for loan issues currently exceed spend so that for the time being this stock appears to represent good value for money, as the table below indicates. However given the uncertain future of music and film in CD/DVD formats, this needs to be carefully monitored over the next few years.

<sup>14</sup> Varies depending on demographic, established pattern/demand, alternative local provision etc

<sup>15</sup> See below 3.2.2 Service take up

Audio/Visual spend v receipts				
	12/13 spend	12/13 receipts	13/14 planned spend	13/14 receipts projection <sup>16</sup>
Music CDs (incl. reserved items)	£7,142	£8,193	£7,000	£8,690
DVDs	£32,220	£82,602	£42,000	£90,700

ISSUES AND OPPORTUNITIES	
★	Given the potential impact of rapidly developing new media and the uncertain future for music and film in CD and DVD formats, this area of stock needs to be particularly carefully monitored over the next few years.

## IT for public use

4.29 Success =

✓	Adequate numbers of PCs for public use with up-to-date hardware and software
✓	An efficient PC booking system
✓	Efficient printing with auto-pay facilities
✓	Availability of Wi-Fi
✓	Low levels of down time
eg	Harrow, Barnet, Peterborough

### Haringey:

- 4.30 Numbers of public use PCs is average at 8/16 in the CIPFA Comparison group.
- 4.31 Public PCs are anecdotally well used and this is borne out by the 'Number of hours of recorded use per 1000 population' being 2/16 in the CIPFA Comparison group.
- 4.32 Public PCs are just over 3 years old and still under warranty.
- 4.33 Connection speed on public PCs has recently been addressed and is anecdotally now much better.
- 4.34 The recent Library IT Review commented that "There are aesthetic and comfort issues with the public PCs"<sup>17</sup>, which should be addressed in any wider re-planning of the use of space in libraries.

<sup>16</sup> Mid-year estimate

<sup>17</sup> Library IT Review July 2013

- 4.35 The public computer booking system is really an automated ‘ticket queue’; this seems adequate but there are better products on the market and in use in other public libraries, which might be considered when letting any future contract.
- 4.36 All Haringey libraries are Wi-Fi hotspots. The service is provided under a contract that also offers a public helpdesk number, although use of this is very low<sup>18</sup>. However, anecdotally there are a number of public complaints about the quality of the Wi-Fi network and having to find the ‘right’ spot to sit in the library to be able to access Wi-Fi.
- 4.37 The Library Service web pages offer the facility to renew loans, consult the library catalogue, reserve items and access a number of other services. 39% of all loan renewals are conducted online, but equally a further 40% are via the telephone renewals line. Channels of access are currently being reviewed as part of the council’s wide Customer Service Transformation Programme (CSTP).

ISSUES AND OPPORTUNITIES	
★	The recommendations in the recent Library IT Review should be actively followed through.

### Information provision

- 4.38 Providing information about the local community, businesses and services, and wider information on almost any subject, has always been a core activity of libraries. Originally this was embodied in the ‘reference library’ but with the growth of technology, especially the internet, and other changes in the way people live, work and study, the most successful libraries are those that now package and promote access to information in a way that is timely and relevant.

### Success =

✓	Making effective use of the skills of library staff (professionals and para-professionals) to ‘navigate’ the C21st information explosion
✓	Supporting this with ‘stock’ that is heavily based on electronic sources, and packaging as much as possible to enable self-help on-site, via websites, and other media
✓	There is then a huge opportunity to build on this base to provide access to the services of the council and its partners.
eg	Westminster, Camden, Bromley, Manchester; and Watney Market Idea Store, and the Gateway libraries in Kent as examples of integrated access to other council services.

---

<sup>18</sup> An average of 13 calls per month during 2012/13

## Haringey:

- 4.39 Haringey libraries have made changes to reflect the modern information world, reducing traditional reference book stock and replacing this with online resources, but the branding and delivery of information services could be developed further.
- 4.40 However the split between ‘professionals’ and other staff, most noticeable at the larger libraries, is outdated and doesn’t make the best use of the skills and potential of both groups of staff. Users don’t in any case make a distinction and their first point of contact could be with a casual assistant or someone with years of training and experience.
- 4.41 The current Customer Services Transformation Programme (CSTP) provides a great opportunity to move in a new direction. The majority of staff seem willing to adapt and change, and fully recognise the value of supporting information about, and access to, other services, but also feel that they need the right tools and training to help them do this.
- 4.42 The effectiveness and take up of the Business Lounge, offering access to facilities and advice sessions with the Global Institute for Entrepreneurship is in need of review to become a more ambitious service and one that is connected to the council’s wider business growth agenda.

	<b>ISSUES AND OPPORTUNITIES</b>
★	A transformation programme to remodel the physical environment, move staff away from behind desks, and develop new skills and knowledge could greatly enhance the service.
★	The current Customer Services Transformation Programme (CSTP) provides a great opportunity to build on the role of Haringey’s libraries as points of access to a range of information and services.
★	The Business Lounge service needs to be developed into a more extensive and ambitious service.

## Theme 2b: Service Offer - Extended Services

### Events and activities

- 4.43 Success =

✓	In an age when so much material is available electronically without ever going to a library building, the best modern libraries have developed as places where local communities can come together in a safe, neutral space and interact and socialise.
✓	Many libraries offer a wide range of extended activities for adults (reading groups; book clubs; author events; self-facilitated or volunteer run groups; ‘conversation cafes’; as well as classes).
✓	Activities for children of all ages (baby read and rhyme; story times; homework clubs; learning sessions run by visiting speakers or staff; book challenges).

✓	Wherever possible opportunities should be taken to extend the service out of the library building through staff and volunteer visits to schools; day centres; community groups; health centres.
eg	Barnet

### Haringey:

- 4.44 Haringey libraries run a vibrant programme of activities and events delivered to support religious holidays; national observances; programmes such as World Book Night or Adult Learners Week; Summer Reading Challenge, Black History Month; as well as regular weekly programmes for children.
- 4.45 There has been informal discussion about whether all events should continue to be provided free of charge but we urge caution because whilst ticketing can sometimes be useful for controlling numbers at popular events, and there may be a case for charging a nominal fee to cover the cost of materials at some activities, the overall income is likely to be minimal, administration costs high, and even with concessionary rates some people will miss out.

ISSUES AND OPPORTUNITIES	
★	In the context of a wider transformation programme for the library service and staff structure, the opportunity should be taken to review and evaluate the programme of events in libraries and 'outreach' visits, and ensure that the future programme is focused to deliver clear, measurable outcomes.

### Wellbeing and social inclusion

- 4.46 Success =

✓	Library services that proactively make good links with health and wellbeing agencies and that are generally responsive to those unable to access static/traditional library services.
eg	Plymouth, Weston super Mare, Lambeth.
✓	Housebound services maintain a vital link to people of all ages who have no other means of accessing library loan services, but many services are now using alternative service delivery models including partnerships.
eg	Hammersmith & Fulham

Mobile library services have in most cases been withdrawn from urban areas: they were only ever able to replicate a loan service and with falling book loans and increased availability of e-book readers, this has become less relevant.

### Haringey:

- 4.47 It has been agreed that the mobile library will cease to operate during 2014; few London boroughs now operate one.

- 4.48 The Housebound Service will continue but without any library vehicles, instead there will be a contract with corporate Property Services to make the deliveries.
- 4.49 It is recognised that, following these changes to mobile and housebound services, there is an opportunity to refocus staff time and expertise on developing partnerships with health and wellbeing agencies.

ISSUES AND OPPORTUNITIES	
★	In the context of a wider transformation programme for the library service and staff structure, the opportunity should be taken to refocus staff time and expertise on developing links with local health and wellbeing partners to develop the role of the libraries as sources of information, guidance and access to health and wellbeing services.

## Theme 2c: Service Offer - Access

### Opening hours

- 4.50 Success =

✓	Opening hours that reflect local need and demand and mirror the pattern of other local facilities and services <sup>19</sup> eg shops, education, leisure and health.
eg	Tower Hamlets Idea Stores, Swiss Cottage, Hounslow (Isleworth and Hanworth).
✓	Some libraries have extended hours beyond core opening' using self-service kit and staff cover by partner organisations, or security staff
eg	Hounslow (with leisure centres), Swindon (using security staff), Paulton Library, Bath & Somerset (using volunteers).

- 4.51 A balance needs to be struck: libraries locked up with resources inside when they could be being used is poor use of resources; however libraries opened and staffed at times when use is limited are equally inefficient.

### Haringey:

- 4.52 Haringey has longer than average opening hours following a borough-wide increase in 2007 and Sunday opening at four libraries. Four libraries are open more than 60 hours a week (average in CIPFA Comparison group is 1 library or none), and all other libraries in the 45-49 hours a week bracket (average in CIPFA Comparison group is 2 libraries).

---

<sup>19</sup> The opening pattern within an authority should not however be so diverse that it leads to inefficiencies in providing staff cover.

ISSUES AND OPPORTUNITIES	
★	There is scope to review the distribution of opening hours across the week at each library and refocus staff time without any negative impact on overall levels of use. This would need to be negotiated sensitively with each local community.
★	As part of any wider changes to library buildings, including sharing space with other council services or partners, supported by a refresh of the self-service technology, opportunities should be sought to adjust/extend library opening hours.

## Take-up of services

4.53 The following are commonly used when measuring take up of library services:

Use per 1,000 population	Average in CIPFA Comparison group	Haringey
Physical visits	6,044	7,397 (4/16)
Visits to library website	814	623 (12/16)
Book issues	3,656	3,677 (9/16)
Audio, visual and electronic issues	495.8	799.1 (4/16)
Numbers of active borrowers	167	172 (7/16)

4.54 Take up of services from Haringey libraries can therefore be seen to be broadly at or above average, although reasons for lower use of the website deserve further examination.

4.55 However whilst physical visits to libraries continue to fall nationally, and whereas the average drop since 2007-08 in the CIPFA Comparison Group is 12.7%, the fall in Haringey is 19% with a much sharper fall in 2011-12. This does confirm that a more radical look at the future role of Haringey's libraries is needed.

4.56 The three largest libraries (Wood Green, Hornsey and Marcus Garvey) are significant contributors to levels of use: 66.4% of annual visits and 62.3% of annual loan issues are actually achieved by the 'big three'<sup>20</sup>.

ISSUES AND OPPORTUNITIES	
★	Whilst any longer-term improvement programme will wish to address all nine libraries, it is clear that investment and focus on improving facilities and services at Wood Green, Hornsey and Marcus Garvey will have the most immediate impact on how Haringey Libraries are used and perceived.

<sup>20</sup> 2011/12 data

## Performance Management

### 4.57 Success =

✓	Performance data that includes <i>qualitative</i> as well as quantitative measures
✓	Data that is not simply gathered but is also evaluated and used to inform future service provision.
✓	Where possible such data is broken down to local sites in as much detail as possible, and discussed within local teams, so that team and personal responsibility for improvement is understood.
✓	Competition to improve between sites – for example to be ‘most improving library or team for the month’ – produces friendly rivalry with tangibly improved performance. Local target setting can also be effective
✓	Where it is possible to link individual targets to a staff performance and appraisal system, this can also deliver benefits.
eg	Peterborough Libraries; Harrow

### Haringey:

- 4.58 Library Service performance management is monitored through the corporate Covalent system. The current and proposed KPIs are shown in Appendix 3.
- 4.59 Performance, specifically library visits and stock issues, are reviewed at branch manager meetings throughout the year. We have not, however, identified any consistent attempt to engage all staff in performance management and improvement. Haringey has a staff appraisal scheme which is used by the Library Service.

ISSUES AND OPPORTUNITIES	
★	Adopting a version of the model first developed in Peterborough <sup>21</sup> would better engage all staff in the drive to improve performance. For key staff this could be linked to the appraisal scheme.

---

<sup>21</sup> This model, first developed by Peterborough Libraries approx. 7 years ago, breaks down the KPIs to local library level, and further breaks down each category (eg loan issues to Adult NF, Adult F, Children’s NF, Children’s F, audio, DVD etc) so that library management can set realistic improvement targets for each. These are discussed a site team meetings, the key advantage being that individual staff understand how they personally can contribute to improvement through the way they deal with each customer, by making recommendations, or as a team by organising a successful activity. There is an element of friendly rivalry between teams.

## Theme 3: Resourcing

### Staffing

#### 4.60 Success =

✓	A flexible structure across sites and services. Hence at current local government resourcing levels, a borough-wide team approach is likely to be more effective than site-based teams.
✓	A structure and workforce with the right skills, the right levels, the right numbers, and the right training.
✓	A clear service vision, understood by all, and hence a motivated workforce
eg	Idea Stores; Barnet; Kensington & Chelsea; Westminster
eg	But also retail examples eg John Lewis (Peterborough Libraries used John Lewis to assist with staff customer service training; the Idea Stores have also incorporated retail approaches into their recruitment and training).

#### Haringey:

- 4.61 The structure dates from 2007 and is fairly traditional with largely site based teams.
- 4.62 Total staff numbers are below average in the CIPFA Comparison group resulting in Haringey's position being 13/16.
- 4.63 For a number of years, the service has taken posts from the structure in response to individuals leaving, driven by a need to make savings. This has resulted in a structure that no longer optimises the available resources available. Despite relatively few 'manager' posts, and the low salaries common to most library services, 37.7% of posts are professional staff compared with 16.5% average in the CIPFA Comparison group. This professional/non-professional distinction is outdated and uneconomic, especially in a service with long opening hours and low overall staffing levels. As a consequence, staff cost per employee is high (2/16 in the CIPFA Comparison group).
- 4.64 There are too many layers in the structure. A team approach would be more effective (eg Operations, Adults and Children's; or Operations and Development with sub teams within the latter).
- 4.65 There is an over-reliance on casual staff and senior managers working shifts on the rota. Whilst this is inevitable under the current structure, it can lead to inconsistent service quality and is certainly uneconomic. The arrangements for administering staff rosters is effective but is itself taking up considerable time on a daily basis. It should be noted that current arrangements for cover rely considerably on staff goodwill and flexibility.
- 4.66 The current staff structure functions – just – for staffing the current library service offer; any proposal to refocus the service will need a restructure and *full change programme* (baseline staff numbers; roles; skills to deliver future vision). This is all achievable but not as a 'quick fix'.

- 4.67 Following a restructure, re-training would be required to support self-service, floor-walking, and potential new services that might be offered eg through CSTP.

ISSUES AND OPPORTUNITIES	
★	The staff are undoubtedly one of the library service's greatest assets but there is a need for a new staff structure, which should be implemented as part of a wider change programme that empowers and enables staff to undertake refocused roles, in a new packaging of the service offering, perhaps including access to other services.

## Self-service

- 4.68 Success =

✓	90%+ of 'standard' transactions (including payments) taking place at kiosks, endorsed by good customer satisfaction with this and a recognition that staff are now free to interact with customers' other needs.
eg	Harrow all libraries; Hounslow some branches; Barnet some branches

90%+ is dependent on some vital success factors:

- A clear policy that self-service is the norm for transactions
- Maximum functionality in the equipment
- A library layout that endorses and reinforces self-service
- Staff training to support self-service (and redirection of resource to more complex customer support)
- Customer education – through a 'launch programme' with strong customer service focus

## Haringey:

- 4.69 7 of the 9 libraries in Haringey have some form of RFID self-service kit but there is a variety of kit at different libraries, much of which is outdated and cannot take payments. The existing equipment cannot be brought up to today's standards and requirements need to be re-specified and re-tendered.
- 4.70 The policy (if one exists) is that self-service is an option, rather than something to be encouraged.
- 4.71 A view is often expressed that being served by staff provides an opportunity for staff and the public to interact and discuss the books being borrowed. An alternative view is that being tied up with check-out and returns stops staff from being able to get out from the behind the counter and engaging more intensively with the public. Library layouts heavily encourage customers to be served by staff at traditional counters.
- 4.72 Levels of use of self-service varies considerably between libraries. At the three busiest libraries the pattern for issues, renewals and returns carried out on site at the library is:

**Table 7: Levels of Self-Service in Larger Libraries**

Loan issues, renewals and returns				
	Staff:	RFID self-service:	Total	% carried out using self-service
Wood Green	263,816	82,573	346,389	23.8
Hornsey	218,186	127,322	345,508	36.9
Marcus Garvey	67,640	98,894	166,534	59.4

4.73 Clearly this is well below what the most successful library services are achieving. Of these three, anecdotally Marcus Garvey is the site where customers are most encouraged to use the self-service terminals, which is reflected in the figures above. However even here it is unlikely that a higher percentage can be achieved without addressing all the success factors listed above at 7.10.

ISSUES AND OPPORTUNITIES	
★	Our view is that the existing self-service RFID equipment cannot be brought up to today's required standards. The requirements need to be re-specified and re-tendered, followed by a roll-out programme linked to re-design of entrance areas and a staff change programme. This will have most impact at the busiest libraries and the case for self-service at the smaller libraries needs to be re-examined.
★	A business case should be made for renewing the self-service technology, implementing its use as part of the wider transformation of buildings, staff and facilities.

## Community participation

4.74 Success =

✓	Library services that work constructively with active Library Friends groups/library focus groups/user councils.
✓	Successful use of volunteers to add value to library services.
✓	Some authorities have taken this further by moving smaller libraries to community management with mixed success.
eg	Successful community management examples: Bucks County Council; Camden (Keats, Primrose Hill, Belsize Park). It should be noted that local socio-economic factors appear to play a key part in the ease and success with which this can be done.

## Haringey:

- 4.75 Haringey has active support groups associated with a number of the libraries. A range of activities at libraries are organised or supported by these groups, including Bake-off; Community Tales; maths classes; advice sessions, coffee mornings, gardening group, poetry reading.
- 4.76 Haringey reported a total of 1,830 volunteer hours to CIPFA<sup>22</sup>, placing the borough 6/13 in the comparison group<sup>23</sup>. However, all of the boroughs ahead of Haringey in this table – Merton, Lewisham, Newham, Enfield and Wandsworth – report substantially higher number of volunteers.
- 4.77 Management and staff seem to appreciate the added value that volunteers can bring but also recognise the time taken to manage volunteering.
- 4.78 Haringey Council is committed to keeping 9 libraries open and there is no appetite for outsourcing the service. It may however be useful to explore whether greater community involvement in the library service could be encouraged over the next few years.

	ISSUES AND OPPORTUNITIES
★	Haringey may benefit from working with some of the boroughs that report high volumes of volunteers (eg Merton) to identify their success factors.
★	There would be merit in creating a post in a new structure with responsibility for coordinating this effort, perhaps alongside other health and wellbeing activity.
★	It may be useful to explore whether greater community involvement in the library service could be encouraged over the next few years.

## Co-location and integrated service delivery

- 4.79 Success =

✓	Nationally many public libraries are now co-located with other services. To be truly successful co-location must bring additional income and/or added community/social value.
✓	Real success requires the services not simply to cohabit the same premises but to also feature some or all of: shared building management and opening hours; shared staffing; joint activities and promotions; easier customer access.
eg	Leisure: Isleworth and Hanworth, Hounslow
eg	Culture: The Hive, Worcester; CentreSpace, Hounslow (an early example)
eg	Learning: Idea Stores; N4, Islington

<sup>22</sup> CIPFAstats Comparative Profile 2011-12 Actuals and 2012-13 Estimates

<sup>23</sup> 3 authorities in the group of 16 were either not using volunteers or made no return

<b>eg</b>	Health: For All Health Living Centre, Weston super Mare; Plymouth, Health Zone
<b>eg</b>	Access to council and other community services: Kent Gateways; Wigan Life Centre

### Haringey:

- 4.80 There is good practice in terms of joint occupation eg Marcus Garvey and leisure centre; Wood Green and Adult Learning, but there is little real integration. There are real opportunities where there is space that is vacant or could be reconfigured, eg Hornsey, Marcus Garvey, and also at Wood Green as part of a redesign. There may also be opportunities for some of the smaller libraries to incorporate more community facilities.
- 4.81 The Council is interested in the 'Community Hubs' concept and is pursuing this in conjunction with the Customer Services Transformation Programme. Linked to this there is an opportunity through a new vision for library services to create innovative community hubs that go far beyond co-location.

<b>ISSUES AND OPPORTUNITIES</b>	
★	New opportunities should be sought to co-locate, with integrated service provision, and to find new ways of delivering existing services with or through partner organisations.
★	There are real opportunities where there is space that is vacant or could be reconfigured, eg Hornsey, Marcus Garvey, and also at Wood Green as part of a redesign.

### Shared Services: joint provision

- 4.82 Success =

✓	Jointly providing individual service elements eg housebound library services
✓	Sharing IT and access to stock
<b>eg</b>	the London Libraries Consortium (LLC)
✓	Jointly providing a wider range of services
<b>eg</b>	Libraries West <sup>24</sup>
✓	Two or more library authorities combining to provide a joint service
<b>eg</b>	The Tri-borough model <sup>25</sup> which fully shares service management;
✓	One library service operating another on a contract basis
<b>eg</b>	Slough library service which is run under contract by Essex County

<sup>24</sup> Bath & Northeast Somerset; Bristol; North Somerset; South Gloucestershire

<sup>25</sup> Westminster, Kensington & Chelsea, Hammersmith & Fulham

## Haringey:

- 4.83 Haringey libraries are part of the Capita London Consortium (CLC), a group of libraries within the M25 who currently use Capita's Library Management System (formerly TALIS).
- 4.84 Haringey is not currently jointly sharing any other services: the investigation of sourcing options for the service (eg shared services) should explore future opportunities.

	<b>ISSUES AND OPPORTUNITIES</b>
★	Haringey should continue to evaluate the benefits of opportunities to jointly provide any elements of the library service

## Funding

- 4.85 Haringey's revenue expenditure and income on library services is:

	<b>Expenditure</b>	<b>Income</b>	<b>Net expenditure</b>
2011/12 Actual	£5,119,191	-£611,495	£4,507,696
2012/13 Estimate	£4,944,600	-£627,400	£4,317,200

- 4.86 In terms of spend per 1,000 population Haringey ranks 9/16 in the CIPFA Comparison group, with expenditure a little below the average.

<b>Spend per 1,000 population</b>	<b>Expenditure</b>	<b>Income</b>
Haringey	£20,036	-£2,393
Average	£22,259	-£1,719

- 4.87 However as can be seen, Haringey Libraries are achieving income well above the average for the group. Specifically, for income from the loan of audio-visual materials Haringey ranks 2/16 in the CIPFA Comparison, and for 'Receipts from the public', which represents a variety of other income excluding overdue charges, Haringey is 4/16.
- 4.88 Within these overall expenditure figures there is some divergence in how Haringey and the other local authorities in the CIPFA Comparison spend on specific aspects of the service:

**Table 8: Comparative Expenditure on Aspects of Library Service**

Budget heading	Haringey expenditure per 1,000 population	Average expenditure per 1,000 population	Rank
Employees	£11,817	£11,198	7/16
Premises	£2,951	£2,512	5/16
Materials (books etc)	£1,192	£1,631	14/16
Other supplies and services	£892	£1,163	9/16
Transport	£75	£74	9/16
Support Services	£2,750	£4.901	11/16

- 4.89 Thus expenditure on materials is seen to be relatively low, a point already picked up in earlier in the report. The cost of support services also appears low. We have not examined the method of calculating Haringey’s recharges, so we are unable to confirm that support services are indeed much lower than in comparator authorities.
- 4.90 Expenditure on Employees is only a little above the average, but comparable ‘cost per employee’ is high at £37,789 against an average in the CIPFA Comparison Group of £31,244<sup>26</sup>. This reflects the point picked up earlier in the section on staffing, where we noted that an average 37.7% of posts are professional and managerial staff, which is well above the average.
- 4.91 Overall, Haringey’s library service appears cost-effective ranking 15/16 in the CIPFA Comparator Group in terms of Cost per Visitor at £2.71 against an average of £3.68 within the CIPFA Comparator Group, placing Haringey 15/16 in terms of this cost measure.

ISSUES AND OPPORTUNITIES	
★	As already indicated, the staff are undoubtedly one of the library service’s greatest assets but there is a need for a new staff structure, which should be implemented as part of a wider change programme, and in doing so it would be appropriate to review the roles needed to deliver the future service and the costs of these.
★	As already indicated, there is a real concern that more investment needs to be made in library book and other stock to maintain the quality and take up of core services. This may be achievable as a result of the re-evaluation of spending in other parts of the service.

<sup>26</sup> These figures include on-costs and do not represent actual salaries paid to staff

## Theme 4: Vision and branding

### 4.92 Success =

✓	A clear vision for the library service and how the council see it contributing to its wider agenda for the local community.
✓	This vision is interpreted as a 'brand', which is easy to understand, tells people what to expect from the service and carried through into the external and internal appearance of the library buildings, service ethos and staff behaviours, marketing materials other media
eg	Devon Country Libraries; Blackpool Libraries

### Haringey:

4.93 The expressed vision is for "A vibrant, relevant and sustainable 21<sup>st</sup> century library service which promotes learning, recreation and creates a valued community space for all"<sup>27</sup>.

4.94 Five 'strategic priorities' support this:

1. Promote and support learning opportunities
2. Embrace the opportunities offered by new technology.
3. Engage with the community to make libraries the focal point of their communities
4. Ensure all library buildings are welcoming, accessible and provide value for money for a wide range of community uses
5. Develop a highly skilled workforce capable to respond to changing patterns of library use.

4.95 Whilst this vision and these priorities are a good aspiration for the service we suggest that they fall short of offering a vision that grips the imagination or inspires. Certainly there is nothing in this that could be used to promote the service to existing or potential users. And although to varying degrees the Haringey libraries have some success against all five priorities, a casual visitor to most of the libraries would be able to identify few of them.

4.96 As we suggested at the beginning of this paper, identifying the overall vision and direction for Haringey's libraries - and where they fit within Haringey Council's wider vision - is key to transforming the service and enabling it to maximise its potential and its greatest efficiency.

---

<sup>27</sup> Haringey Libraries Draft Improvement Plan 2013-2016

	<b>ISSUES AND OPPORTUNITIES</b>
★	The council needs to develop a clear vision for Haringey Library Service, including its contribution to wider council agendas, and use this as the basis for a libraries transformation programme backed up with a clear strategy for implementation.
★	We suggest that investing in professional branding expertise to support this will be very worthwhile. We also recommend undertaking this exercise before embarking on ad hoc projects to improve any individual parts of the library service.

## Summary of key issues and opportunities

The wider Library Service Review will include a full list of recommendations but the following is a summary of the key issues and opportunities that have been identified by this Review of Operational Efficiency:

	<b>ISSUE / OPPORTUNITY</b>	Review section
1	The council needs to develop a clear vision for Haringey Library Service, including its contribution to wider council agendas, and use this as the basis for a libraries transformation programme backed up with a clear strategy for implementation. We suggest that investing in professional branding expertise to support this will be very worthwhile. We also recommend undertaking this exercise before embarking on ad hoc projects to improve any individual parts of the library service.	Vision and branding
2	The library 'assets' (buildings, staff, resources and community engagement) can play a key role in realising Haringey's Customer Services Transformation Programme (CSTP), building on their current role as points of access to a range of information and services.	Library Buildings Information Services
3	The Business Lounge service needs to be developed into a more extensive and ambitious service.	Information Services
4	The library buildings require a sustained programme of investment, which we recognise will not be easy in the current economic climate. This approach will however ultimately provide the best value for money and lead most effectively to meeting the council's aims and objectives.	Library buildings
5	There is a case for a strategy that invests first in the three main sites, which account for two thirds of library use, <sup>28</sup> particularly as these three also offer the greatest opportunities to combine with a range of other service provision.	Library buildings
6	The recommendations in the recent Library IT Review should be followed through.	ICT Infrastructure IT for Public Use
7	The Library IT infrastructure would benefit from a more managed approach, including stronger relationships with the corporate IT team and a review of the variety of contracts currently in place. We recommend the identification of an 'IT	ICT Infrastructure

<sup>28</sup> See paragraph 4.56

	<b>ISSUE / OPPORTUNITY</b>	Review section
	Business Partner' in corporate IT who will understand both the business and the corporate requirements and work with the service to progress the recommendations and future issues.	
8	Library IT requires ongoing investment and this should be factored into any future strategy for the libraries.	ICT Infrastructure
9	There is a real concern that more investment needs to be made in library book and other stock to maintain the quality and take up of core services. This may be achievable as a result of the re-evaluation of spending in other parts of the service.	Stock and Stock Acquisition
10	Loan stock held on the shelves of the libraries, including the Reserve Stock, would benefit from an exercise to establish the levels now needed. (Any reduction in stock levels needs to be managed alongside library refurbishment/reconfiguration to avoid criticism of apparently empty shelves).	Stock and Stock Acquisition
11	Given the potential impact of rapidly developing new media and the uncertain future the future of music and film in CD/DVD formats, this area of stock needs to be particularly carefully monitored over the next few years.	Non-book media
12	A transformation programme to remodel the physical environment, move staff away from behind desks, and develop new skills and knowledge could greatly enhance the service.	Information Services
13	In the context of a wider transformation programme for the library service and staff structure, the opportunity should be taken to review and evaluate the programme of events in libraries and 'outreach' visits, and ensure that the future programme is focused to deliver clear, measurable outcomes.	Extended Services
14	In the context of a wider transformation programme for the library service and staff structure, the opportunity should be taken to refocus staff time and expertise on developing links with local health and wellbeing partners to develop the role of the libraries as sources of information, guidance and access to health and wellbeing services.	Wellbeing and Social Inclusion
15	There is scope to review the distribution of opening hours across the week at each library and refocus staff time without any negative impact on overall levels of use. This would need to be negotiated sensitively with each local community.	Opening Hours
16	As part of any wider changes to library buildings, including sharing space with other council services or partners,	Opening Hours

	<b>ISSUE / OPPORTUNITY</b>	Review section
	supported by a refresh of the self-service technology, opportunities should be sought to adjust/extend library opening hours.	
17	Whilst any longer-term improvement programme will wish to address all nine libraries, it is clear that investment and focus on improving facilities and services at Wood Green, Hornsey and Marcus Garvey will have the most immediate impact on how Haringey Libraries are used and perceived.	Take-up of Services
18	Adopting a version of the model first developed in Peterborough <sup>29</sup> would better engage all staff in the drive to improve performance. For key staff this could be linked to the appraisal scheme.	Performance Management
19	The staff are undoubtedly one of the library service's greatest assets but there is a need for a new staff structure, which should be implemented as part of a wider change programme that empowers and enables staff to undertake refocused roles, in a new packaging of the service offering, perhaps including access to other services.	Staffing
20	Our view is that the existing RFID self-service equipment cannot be brought up to today's required standards. The requirements need to be re-specified and re-tendered, followed by a roll-out programme linked to re-design of entrance areas and a staff change programme. This will have most impact at the busiest libraries and the case for self-service at the smaller libraries needs to be re-examined.	Self-service
21	A business case should be made for renewing the self-service technology, implementing its use as part of the wider transformation of buildings, staff and facilities.	Self-service
22	Haringey may benefit from working with some of the boroughs that report high volumes of volunteers to identify their success factors.	Community Participation
23	There would be merit in creating a post in a new structure with responsibility for coordinating this effort, perhaps alongside other health and wellbeing activity.	Community Participation

---

<sup>29</sup> This model, first developed by Peterborough Libraries approx. 7 years ago, breaks down the KPIs to local library level, and further breaks down each category (eg loan issues to adult NF, adult F, children's NF, children's F, audio, DVD etc) so that library management can set realistic improvement targets for each. These are discussed at site team meetings, the key advantage being that individual staff understand how they personally can contribute to improvement through the way they deal with each customer, by making recommendations, or as a team by organising a successful activity. There is an element of friendly rivalry between teams.

	<b>ISSUE / OPPORTUNITY</b>	Review section
24	It may be useful to explore whether greater community involvement in the library service could be encouraged over the next few years.	Community Participation
25	New opportunities should be sought to co-locate, with integrated service provision, and to find new ways of delivering existing services with or through partner organisations.	Co-location and integrated service delivery
26	There are real opportunities where there is space that is vacant or could be reconfigured, eg Hornsey, Marcus Garvey, and also at Wood Green as part of a redesign.	Co-location and integrated service delivery
27	Haringey should continue to evaluate the benefits of opportunities to jointly provide any elements of the library service.	Shared Services: Joint provision

## 5. Analysis: Examples of Other Library Services

### What is the Purpose of a Library?

- 5.1 [Section 7 of the Public Libraries and Museums Act 1964](#) states: "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 Act sets out general expectations covering the provision of books and materials, but takes a permissive approach to other activities taking place within a library. Provided that its statutory duty is met, an authority is free to make what it will of its libraries.
- 5.2 While the core functions of libraries are seen by most people to be the lending of books and providing access to reference materials, there has been a recent surge of innovation (or rediscovery of old ideas) over the last 10 to 15 years. These changes have been motivated by drivers such as declining book lending; budget reductions; or new ideas about the role of libraries in society and in the digital age.
- 5.3 According to [Blair McPherson \(Director of Community Services, Lancashire County Council, 2010\)](#), "Libraries are not about borrowing books. Libraries are not about housing books. Libraries are one of the vehicles for local councils to deliver community cohesion, social inclusion, community engagement and equality and diversity. Libraries are a place where you can access the internet. Libraries are venues for homework clubs, mother and toddler groups, rock concerts, Councillors' surgeries, and benefit advice sessions. Libraries work with schools to promote reading, with adult learning to promote life skills, with the Prison Service to promote numeracy and literacy, and with social services to promote safeguarding children and adults. Libraries are local, they are community centres. The best attract all ages and all sections of the community. If we didn't have local libraries then people like me would be inventing them."
- 5.4 The Arts Council support this with the findings of their 2013 report "[Envisioning the library of the future](#)", stating that libraries should be "the hub of the community; (somewhere that is) fully exploiting digital technology; resilient".
- 5.5 So, just how can libraries serve a wider purpose and address broader social and economic outcomes for an authority? A number of principal themes and examples are summarised below.

### Libraries as Places of Learning

- 5.6 Libraries have traditionally been recognised as places to study, providing a quiet space in which to work and giving access to reference materials. Some Victorian libraries also had space for lecture rooms. Many libraries continue to offer adult education classes and many introduced homework clubs.



5.7 One council has gone further, setting out to fully integrate library use and lifelong learning. Tower Hamlets has replaced most of its libraries and adult education centres with “[Idea Stores](#)” (two examples shown above), which are new-build or refurbished centres which integrate classrooms with library facilities. To support that change, Tower Hamlets has merged the management structure of its library and adult education services. The Idea Stores offer a broad range of [training courses](#), using a mixture of the Idea Store classrooms around the borough and at a separate adult education centre, along with career support, training, meeting areas, cafes and arts and leisure pursuits.

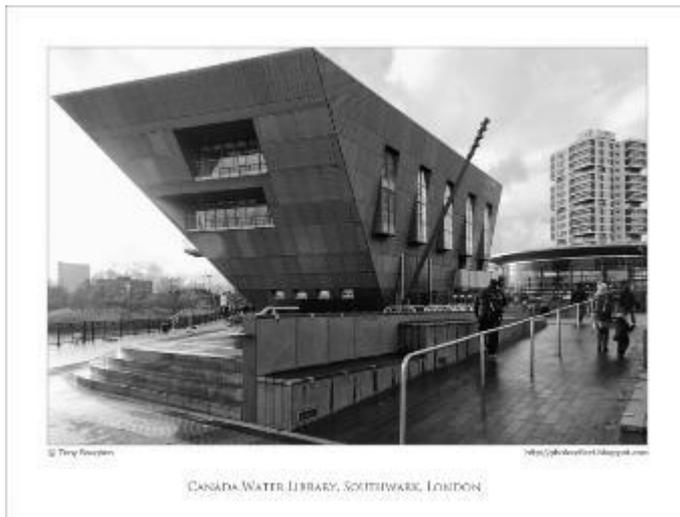


THE UNI IS A POP-UP READING ROOM  
FOR NEW YORK CITY.  
FOSTER A STRONGER CULTURE OF LEARNING,  
STARTING AT STREET LEVEL.

5.8 Libraries and learning centres are thought of as fixed locations. [The Uni](#) - based in New York, USA – offers “pop-up” part-library, part-classroom facilities. The Uni’s mission is “to make reading and learning more accessible and prominent in New York City. We’ve developed a new tool to do this work: a pop-up reading room called the Uni that can be dropped into almost any available street-level location. Part library, part classroom, the Uni provides a place to gather around books and learning experiences, right in the heart of neighborhoods all across New York City. We partner with community-based organizations to choose locations, and our circuit prioritizes underserved NYC neighborhoods.”

## Libraries as Culture Centres

- 5.9 In recent years, libraries have increasingly been seen to incorporate cultural activities within their service offerings, with some operating as “a cultural village” within a community.
- 5.10 Swiss Cottage Library is run by Camden Council and is part of a ‘civic-cultural centre’ which includes a leisure centre, community centre, doctor’s surgery, children’s play areas, cafés, all located in a landscaped open public park, linked to Hampstead Theatre.



- 5.11 [Canada Water Library, Southwark](http://www.canadawaterlibrary.com) is open 72 hours a week; it includes a ‘Culture 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. The local authority’s Revenue and Benefits team uses meeting rooms twice a week for surgeries.

## Libraries as Customer Service Centres

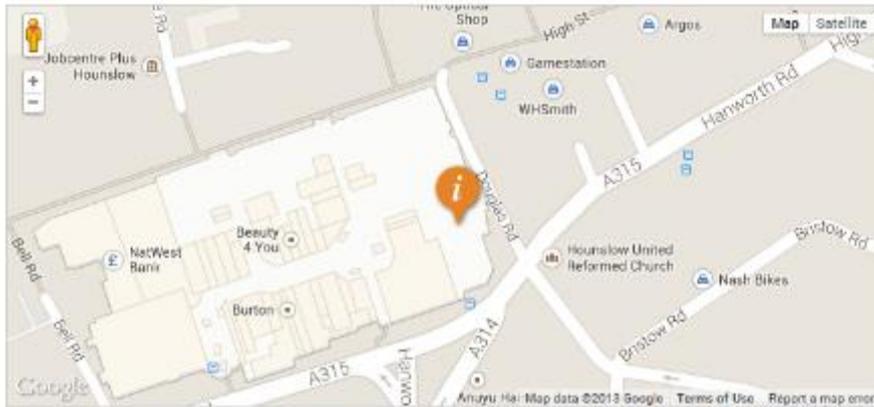
- 5.12 Libraries are often seen as sources of advice on public services, including health as well as council services. They have also provided an access point for council services with some authorities merging or co-locating customer service operations with their libraries.



- 5.13 Newham Council had, in the past, co-located a library with a council one-stop-shop. At Forest Gate, the Gate library had housed a one-stop-shop within the footprint of the library. The newest Idea Store at Watney Market (above, opened in May 2013) combines a library with a comprehensive council one-stop shop.
- 5.14 [The Health Zone, at Plymouth Central Library](#), brings together a range of organisations including the Citizens Advice Bureau, NHS and Job Centre Plus. The community hub offers a range of books on health conditions and information on health and social care, with staff on hand to help visitors find information and access the Internet. There are also health events and support group meetings held onsite.

## Libraries as Economic Stimulus

- 5.15 Libraries have been sources of information for businesses, including access to reference materials and business directories, usually as part of the reference library. Westminster City Council has created specialist ['Business Information Points'](#) providing the typical business information service found in reference libraries, but also providing business events, networking opportunities, free business advice and coaching and mailing list services.
- 5.16 Libraries also generate (and can benefit from) footfall in local shopping centres. The [Idea Stores](#) programme has deliberately located the new Idea Stores at the heart of local shopping centres, in part to make them more accessible but also to act as an additional 'anchor' to support the vibrancy of those shopping centres.



5.17 Both Hounslow Library and Stratford Library (like Wood Green Library) are located close to retail facilities, helping to draw the public into a location with other attractions already on offer and becoming part of the shopping experience. A challenge for these libraries is to maintain their appearance in the long term at a standard that keeps pace with the image of neighbouring retail outlets' regular (sometimes annual) re-fits. Authorities that have moved their libraries to the heart of their local shopping centres have reported dramatic increases in library visits.

### Libraries and Cafes

5.18 As libraries become centres for a range of activities and visits become longer, people need more and better facilities. Increasingly, new libraries incorporate cafes, particularly where the libraries have evening opening or have extended adult education classes. Examples include cafes inside the Idea Stores (below left) and at Canada Water library (below right).



5.19 Cafes inside libraries tend to act as additional service offerings rather than sources of income as their location inside a library can tend to reduce their opportunity to benefit from 'passing trade'.

## Libraries as a Leisure Experience

- 5.20 Libraries can also benefit from working in partnership, or combining with leisure facilities onsite or based close by.



- 5.21 With many similarities to Marcus Garvey Library, [Wavelengths & Deptford Lounge, Lewisham](#) operates as part of leisure complex located near to a library and operating almost as a 'campus' site. While the footfall generated by a leisure centre may benefit a nearby library, it is unlikely to match that of shops on a high street location.

## Libraries as Community Centres

- 5.22 As one of the few public facilities that is free to use, libraries often play a central role in a local community, with meeting venues, exhibition spaces and public halls. In these examples, the library tends to be located within a community centre rather than itself providing the 'umbrella' for community-focused activities.



- 5.23 Some community centres have libraries within them, such as the Honesty Library at the [Mill community centre](#) in Walthamstow. Books have been donated by people within the community and anyone can borrow the books without any formalities. Users state that "we don't run services or decide what goes on here. We provide the space and the

resources – and all our groups, events and activities are brought to us by local people who want to make something happen in Walthamstow.”

- 5.24 The [For All Healthy Living centre](#) in Weston Super Mare also includes a library within a larger healthy living centre which includes a GP practice, lunch club, community hall, children's centre and church. The Bath and Somerset East Council-run [Paulton Library](#) has recently moved into the Hill Court Shopping Centre where it now houses a community coffee bar and meeting spaces. The opening hours have more than doubled through the use of self-service and volunteer help.

### **Libraries as Multi-Purpose Buildings**

- 5.25 Haringey's libraries already incorporate some of the approaches set out above but remain largely traditional. A more ambitious strategy for libraries may create efficiencies by making better use of assets, but is likely to require a capital investment. This investment may be offset by receipts from disposals from other buildings that are no longer required. A shared vision will help, but will not be enough - it will need management resources, good programme and change management and the willingness to tackle organisational barriers and forge any necessary partnerships.



- 5.26 [Wigan Life Centre](#) (above) as part of Wigan Libraries, aims to be a one-stop location for everything service-based that the local authority can offer the public within the local area. Services offered through the library by Wigan Leisure and Cultural Trust - a social enterprise - include Active Living, Biodiversity, Bereavement Services, Hospitality, Grounds Maintenance, Play, a Learning Centre, Arts and Sports Development.

### **Libraries – Preparing For a Digital Future**

- 5.27 While libraries are generally still associated in the public consciousness with printed materials, e-books and other digital resources are taking an ever greater market share. According to BIC's "Understanding the Digital Consumer" report (2011), the percentage of adults who have purchased an e-book saw an almost threefold increase in 2011/12. E-books accounted for 13-14% of all book sales in the UK in 2012, out of a total market worth £1.51 billion (The Guardian, 2013).

- 5.28 It is also worth noting that many e-book versions of books out of copyright are available free and that the Internet can provide ready access – from the comfort of home – to large volumes of information, academic and reference texts (e.g. [Jstor](#), [Arxiv](#) or [Google Scholar](#)) previously available to the public only at libraries.
- 5.29 [James Hall and John Styring](#), writing in 2012, identified the shift in public attitudes and consumption trends of written texts and books, particular amongst younger audiences: “It is clear we are at a point of real change. The advent of the iPad, and soon the Kindle Fire, means that there are now digital platforms available that can really deliver the quality and joy of picture books... Whilst children’s publishing has generally been seen as ‘lagging behind’ in the digital stakes, it’s catching up fast as more parents have the technology available them, and publishers feel that the technology is relevant to their offering.”



- 5.30 [A recent Ipsos MORI poll](#) (2012) questioned 504 parents of primary school children between June 29 and July 4. Crucially, the research - carried out for the charity, The Reading Agency - found that almost half of all parents think that electronic devices such as iPads and Kindles encourage children to read more. However, 61% of those polled said that they have registered their child at the local library, or borrowed books for them to read.
- 5.31 Haringey does offer a number of e-books to borrow, but like most library services, the choice it offers is currently very limited. The “[Ebook Acquisition and Lending Briefing \(updated\)](#)” report by CILIP (2012) identified a number of challenges facing library professionals in the ongoing transition from hard copy print to digital material consumption, including:
- Legal context and legal uncertainty (related to copyright, intellectual property and exceptions and limitations in copyright law).
  - Implications for collection development and management (particularly around subscriptions and public access).
  - Privacy (relating to online resource usage or, for example, log-in requirements).

- Interlibrary lending (related to licencing, technical issues and interoperable technology).
- External sponsorship of e-book offers (particularly related to ethical businesses and advertising practices).
- The requirements for alternative formats for the print disabled.
- The fact that printed books and journals are exempt from VAT, but electronic resources are not.



5.32 A particular challenge is the development of a long-term strategy that anticipates and can adapt to the trend towards digital content and 'virtual' services replacing the need for 'hard' materials and spaces within which to house them. If a library contains no books in 10 years' time, what will it be there for? The answer is already beginning to be explored. San Antonio in Texas has created the USA's first 'bookless' public library. Instead of providing printed materials, [BiblioTech](#) offers computers and e-readers that users can borrow and its entire stock is made up of e-books and digital materials.

5.33 Arts Council England's "[The Library of the Future](#)" report identifies the four key strategies that libraries can adopt - and have already begun to adopt - to prepare them for the digital future. They can also serve as philosophical prompts to help us question our plans for our libraries moving forward:

- **Place the library as the hub of a community:** "libraries will continue to be valued as trusted, safe, democratic places that offer valuable resources and expertise."
- **Make the most of digital technology and creative media:** "improve the quality and consistency of the virtual library experience; develop an open ICT infrastructure that encourages innovation and better service; enable libraries to lend the full range of e-books, including remotely."

- **Ensure that libraries are resilient and sustainable:** cutting costs, finding new sources of funds and new ways of working: “encourage the development of new approaches to governing and managing libraries that make it more likely that they will survive and succeed; equip libraries to be commissioned to deliver other public services, and to commission other organisations to deliver library services.”
- **Deliver the right skills for those who work for libraries:** “ensure those responsible for libraries have the right range of skills and experience to lead their services successfully; encourage those working in libraries to offer creative and innovative ways to use library spaces, books and other resources; ensure that library staff have the skills to develop and respond to digital developments and to support digital users.”

## Adopting Good Library Practice in Haringey

- 5.34 Haringey’s library service is already committed to learning from other library services through its participation in benchmarking through CIPFAstats. As part of the review process, library managers also visited a number of newer libraries referred to above, including Watney Street and Bow Idea Stores, Canada Water library and Stratford Library.
- 5.35 While they identified aspects of the libraries they visited that could benefit from some of Haringey’s strengths, eg the variety of advice services and events on offer, there were many practices that were considered to be worth using in Haringey:
- **Book presentation:** using bright, face-on shelving; shelving by subject; lower level shelving; and displaying multiple copies of books.
  - **Interior design:** having standardised and consistent branding; limiting the number of posters, having better signage; having separate zoning for youth, children, adults and study; attractive décor and painting.
  - **Technology and automation:** providing instructions for the use of IT (including guidance notes in several languages); self-service reservations; self-service print release; and feedback terminals.
  - **Other features:** having a nice café; more floor walking; and having walkie-talkies for staff.
- 5.36 Haringey’s library service managers also identified the need to improve the service’s use of technology and automation. The service already has a number of key elements in place, including free PCs and internet access, some e-books on offer and some online access to the library management system, eg to renew books online.
- 5.37 However, there are a number of areas where significant improvements will be required to offer the digital materials that the public will increasingly be expecting and to achieve the efficiencies that technology allows. Six elements of good practice in the use of technology in libraries are shown in the table below:

**Table 9: Summary of Good Practice in the Use of Technology in Libraries**

- **Support for IT users:** providing users with a variety of opportunities to learn how to make better use of the internet and IT, including personal advice, learning support and IT classes.
- **An emphasis on self-service:** the overwhelming majority of book returns, renewals, reservations and fine payments are carried out by the public either online or using RFID machines in libraries.
- **A wide range of digital materials:** offering a growing selection of digital reference materials and of e-books that can be accessed in libraries and remotely and e-readers to borrow.
- **Technology-savvy staff:** staff are trained and expert in how to access the best online resources; in how to coach and help library users; and in using social media.
- **Lively online presence:** the service offers a rich and changing website and smartphone app which showcase what's on offer in libraries, reinforced by the use of social media to promote what the libraries have to offer.
- **Integrated technology:** the library service's Library Management System is integrated effectively with payment systems<sup>30</sup>.

---

<sup>30</sup> A system that is integrated with the council's other systems (eg customer relationship management and adult learning systems) would be ideal, but is unlikely to represent value-for-money.

## 6. Analysis: Partnerships and Management Options

### Introduction

- 6.1 In a modern library network, so much information is on offer and so many services made available that it would be simply impossible for a library service to deliver all those services on its own. As a result, a library service has to be able to work in partnership and to draw on the resources of other organisations whether from the public, private or third sectors.
- 6.2 In this section we examine briefly:
- The partnerships that Haringey's library service already has in place.
  - The contracts held by the service.
  - The choices open to the council for other types of management arrangement.

### Existing Partnerships

- 6.3 A library user can already do much more than simply read or borrow books and other materials or use the free internet terminals. Every week across the network, there are numerous other opportunities on offer: courses, advice sessions, dance and exercise classes, coffee mornings, interest groups, book clubs, children's activities, film nights, and much more (see Appendix 4 for a recent list of events and activities).
- 6.4 A number of these services are organised and delivered by library staff. However, the majority are provided by other organisations and individuals. Examples include:
- Activities and advice sessions for older people provided by charities such as Age UK and Age Concern.
  - Health advice sessions and health checks run by the NHS.
  - Courses run by the council's Haringey Adult Learning Service (HALS).
  - Careers advice provided by the National Careers Service.
- 6.5 These arrangements are often put in place in libraries by the local library managers and staff or as a result of organisations or individuals approaching their local library to book or hire space. However, while the library service has built up good working relationships with organisations and agencies, there are no formal, overarching strategic partnerships in place.
- 6.6 For example, HALS has its main training centre, Wood Green Learning Centre, in the same building as Wood Green Library and also makes use of Hornsey and St Ann's libraries which together account for 7% of HALS's enrolments (in 2012/13). HALS would be keen to make more use of library space for adult learning courses, but there are a number of barriers, including the quality of some of the space and the equipment; opening hours; and internal charging arrangements. If these issues were able to be addressed, a deeper collaborative partnership could be forged.

## Contractual arrangements

6.7 The library service currently has a number of main contracts in place:

- Askews & Holts (adult stock).
- Askews & Holts (children's stock).
- Bertrams Trading Ltd (DVDs/CDs).
- 2CQR (RFID maintenance).
- Regenerate IT (public Wi-Fi provision).

6.8 The service also uses Capita's Library Management System (LMS) and is part of the Capita London Consortium – a group of libraries within the M25 who use Capita's LMS (formerly called TALIS). Currently there are six members and the annual subscription reduces as members increase.

6.9 There are other consortia in operation in London based on other software platforms. These include London Libraries Consortium (LLC) which operates a shared IT platform, using Axiell's software, enabling library users to access the stock of 16 boroughs. LLC members also share in joint procurement and transport services.

6.10 Once the future model for the council's library service has been established, all current partnerships and contracts should be reviewed to ensure they align with the new future operating model and the relative advantages of the different consortia should be evaluated. In particular, partnering with other authorities for the procurement of books and other materials may secure better pricing than one authority procuring alone.

## Management Options for the Future

6.11 Local authorities have a range of options open to them when considering how to achieve service improvements and efficiencies. They can choose to work alone; in partnership with other authorities; or to outsource a service. In the current climate of austerity, some authorities have even been choosing to divest themselves of a service, either closing a service or transferring it to community management.

6.12 There are four main options open to authorities:

**Table 10: Summary of Management Options<sup>31</sup>**

Make	Buy	Share	Divest
<ul style="list-style-type: none"> <li>• In-house transformation</li> <li>• Continuous improvement</li> <li>• 'Arms-length' company</li> </ul>	<ul style="list-style-type: none"> <li>• Outsourcing to private sector</li> <li>• Outsource to third sector</li> <li>• Private-sector joint ventures</li> </ul>	<ul style="list-style-type: none"> <li>• Shared services</li> <li>• Shared management</li> <li>• Public sector joint ventures</li> </ul>	<ul style="list-style-type: none"> <li>• Transfer to community management</li> <li>• Mutualisation</li> <li>• Trust conversion</li> <li>• Closure</li> </ul>

<sup>31</sup> Source: Bohl, E. (2012) When the Salami's Gone, the SOLACE Guide to Commissioning and Sourcing. London, SOLACE.

- 6.13 Library services across the country have tended until recently to be managed directly (ie 'make'). A number of authorities have now moved to alternative models, eg converting the library service to a charitable trust, eg Redbridge and Wigan. Some London boroughs have outsourced their service, several to Carillion (which has recently acquired this business from Balfour Beattie) and two to Greenwich Leisure Limited, an Industrial and Provident Society (ie a cooperative or 'mutual'). Five London boroughs are also sharing their library service in part (Bexley and Bromley) or in full (Triborough).
- 6.14 A summary of the options is set out in the table below:

**Table 11: Relevance to Haringey of Partnership and Management Options**

Option	Examples	Key Issues
Make	<ul style="list-style-type: none"> <li>Newham: merger of libraries with customer services.</li> <li>Tower Hamlets: overhaul of library network and merger with adult education centres.</li> </ul>	<p>Recommended:</p> <ul style="list-style-type: none"> <li>Can be easier to manage directly</li> <li>extended period of complex change.</li> <li>Can draw in external support if insufficient in-house expertise.</li> <li>Quicker to achieve results.</li> </ul>
Buy	<ul style="list-style-type: none"> <li>Wandsworth: outsourcing of libraries to Greenwich Leisure Limited (a mutual).</li> <li>Croydon: outsourcing of libraries to Carillion.</li> </ul>	<p>Not advisable:</p> <ul style="list-style-type: none"> <li>Market not yet mature.</li> <li>Hard to specify a service during a period of extensive change.</li> </ul>
Share	<ul style="list-style-type: none"> <li>Triborough: shared management of library services for three boroughs.</li> <li>London Libraries Consortium and SELMS: consortia for library systems and stock procurement.</li> </ul>	<p>Worth considering:</p> <ul style="list-style-type: none"> <li>Can increase efficiency and improve resilience.</li> <li>Will take some time to develop.</li> </ul>
Divest	<ul style="list-style-type: none"> <li>Wigan Leisure and Cultural Trust: transfer of library to charitable trust.</li> <li>Lewisham: transfer of part of network to community management.</li> </ul>	<p>The council is not interested in closing libraries.</p> <p>Community management not advisable:</p> <ul style="list-style-type: none"> <li>Requires community partners ready to take on service.</li> <li>Complexity of service likely to be too challenging.</li> </ul> <p>Conversion to charitable status may be worth considering:</p> <ul style="list-style-type: none"> <li>New body would be independent of the council (which could bring advantages and disadvantages).</li> <li>Charitable status would bring business rate savings.</li> </ul>

- 6.15 Given the council's interest in developing a more complex and wide-ranging community hub model, it was considered that options such as outsourcing and transfers to

community management should not be explored further. The conversion of a service to a new management model would present a number of problems:

- They can take a considerable amount of time and resource to develop.
- The process of transferring to a new model could not be pursued with confidence at the same time as a transformational change is underway: it would introduce too much complexity and a service in a state of flux would be very difficult to specify and contract for.
- The management of the change to a community hub model will be intensive and will require a stable platform upon which to base engagement with prospective partners.

6.16 Three options were explored further in the review: in-house transformation, sharing and conversion to a charitable trust. These options and their costs, benefits and risks are explored further later in the report with a recommendation provided on the most effective approach to partnership working.

## 7. Analysis: What People Think About the Service

### 2012 User Satisfaction Survey

- 7.1 A survey of library users was conducted in November 2012 to find out how people rate the service provided. There were approximately 2500 responses from across all nine libraries and key overall headlines include:
- Over 80% of those who responded were members of the library service.
  - 35% of those who responded said they visited the library several times a week with nearly 90% of respondents visiting the library at least once a month.
  - Over 60% of respondents walked to the library with a further 25% using public transport.
  - The top three services used were:
    - Using free computers (23% of those who responded to the question)
    - Sitting and reading for pleasure (21.6 %)
    - Reading newspapers/magazines (21.3%)
    - Using quiet study facilities (18.4%)
    - Using the free Wi-Fi (15%)
  - There were high levels of satisfaction recorded, particularly for borrowing books, the staff and the atmosphere of the libraries.
  - Overall the levels of dissatisfaction were very low but the services that attracted most dissatisfaction included the free Wi-Fi and free computers. The toilet facilities were also cited as a cause of dissatisfaction.
  - Despite 78% of respondents having access to the internet at home, approximately half of all respondents used the internet at the library with the top 3 uses of library computers being research, study/learning and general surfing.
  - 35% never used the Haringey online library service. A number of people responded that this was due to the fact that they were not aware of the online services. For those that did, respondents were most satisfied with: renewing items on loan (62% of those who used the service were satisfied or very satisfied), searching the library catalogue (59%) and viewing their account (53%).
  - 57% of respondents have never used the library automated self-service system.
  - 43% of survey respondents used the automated systems to return or borrow books and of those 68.8% were satisfied or very satisfied with the system.
  - The majority of respondents were women (62%), aged between 30-59 (62%) and of white ethnicity (65%).
  - Satisfaction with libraries was high ranging from 78% (Wood Green) - 96% (Stroud Green) of respondents rating their library overall as good or very good.

- 7.2 A further survey is planned to take place in 2015.
- 7.3 The 2012 survey provided useful information about existing users' satisfaction and the reasons they used the library. However, this survey has been supplemented by a further qualitative survey, the 2014 preference survey, and focus groups designed to understand further the priorities for the future of both users and non-users.

### **2014 Preference Survey**

- 7.4 The 2012 survey principally explored users' satisfaction with the existing services and which services they used the most. The 2014 survey set out to identify people's attitude towards the services that could be offered in future. It was intended to inform the design of focus groups which would explore the issues raised in more depth.

### **Objectives**

- 7.5 The survey was part of the developmental phase of the Library Services Review and was aimed at both library users and non-users.
- 7.6 It was designed to be a simple and inexpensive way of capturing their ideas. The cost of running surveys that offer a representative sample was prohibitive, so the views expressed have been treated as indicative and qualitative.
- 7.7 Our main objective for the survey was to deliver a quick and impressionistic overview of current library use and non-use in order to inform the focus group work. In addition, we wanted to:
- Capture the priorities of library users - both in terms of what they use themselves and what they would be prepared to see for others.
  - Initiate engagement with non-users to understand the reasons for their non-use.
  - Invite interested respondents to participate in follow up focus groups.

### **Findings**

- 7.8 The Council conducted the preference survey in December 2013 and January 2014. The survey was advertised widely, including online, via press releases, on the library web pages, on the council's social media sites, through HAVCO and the Selby Centre and to young people via the Youth Space website, as well as paper copies in the libraries themselves. In addition, on-street interviews were conducted by library staff, targeted at non-users.
- 7.9 907 responses were received, of which 17% (150 returns) were from non-users. Even this level of return from non-users required some effort on the part of staff conducting the survey on-street and it underlines the challenge of harnessing the views of non-users who are less likely to be motivated to give up their time, even for a short survey.
- 7.10 An overwhelming 84% of respondents identified themselves as 'White' with 82% of those being 'White British'. This under-representation of other ethnic origins will need to be addressed in the design of the methodology for the next survey in 2015.

7.11 However, although the survey was not representative, it was designed to be indicative and qualitative in nature and so did provide valuable feedback that has been used to inform the future service blueprint.

### **Non-users**

7.12 Reasons for non-use:

- The top three reasons given were: 51% were book buyers (ie they preferred to buy books rather than borrow them), 47% had the use of the internet at home and 36% were "too busy".
- 25% gave the limited book selection as a reason.
- Only 14% said limited opening hours stopped them using the library.

7.13 We asked non-users whether they would be likely to use the library service if there were a range of different services available within them:

- 33% said they would like to see free Wi-Fi provided.
- 19% would like to see computers available for personal use or study.
- 18% would use the library if there were a children's library present.
- (It should be noted that these are all services that are present in all of Haringey's libraries and it is worth noting that people who were interested enough to complete the survey were not aware of them).

7.14 Of the other services that non-users were interested in, the most popular were:

- 46% were interested in art, music and cultural activities.
- 43% would like to see adult education classes in libraries.
- 42% would like to have café facilities in libraries.
- 40% wanted a better selection of books to borrow and 36% wanted a better range of e-books.

### **Users**

7.15 We asked library users which service they were most likely to use on their next visit:

- The overwhelming majority, 82%, would be borrowing or returning books.
- The next three most used services were: to read newspapers or magazines 33%, to visit the children's library 31% or to use the internet 27%.
- Over 100 users were likely to use each of the following: attend an event or activity, study or do homework, get advice from staff, take their children to an activity, find out about training or education.

- 102 users also ticked the box marked 'other'.
- This indicates that while most people are using the library for borrowing books, a significant proportion are using other services or facilities during their visits.

7.16 Users were then asked what they considered to be the most important aspect of the library they used most. The top answers were:

- 91% said the range of books.
- 87% liked the friendly and helpful staff.
- The next most popular answers related to either convenience or physical aspects of the library: 78% said they liked that the library was close to home, 69% liked an attractive and well-maintained building, 66% liked somewhere warm and comfortable to relax and 61% thought the opening hours were important to them.
- The next most popular aspect attracting 58% was the range of DVDs and CDs available to borrow. This is an interesting contrast to the 18% of respondents who said they were likely to use this service on their next visit.
- 37% said that accessible facilities for disabled or infirm visitors was a priority for them although this is not likely to reflect the personal needs of the respondents so much as a desire to see the facilities maintained for the use of other individuals.

### **Emerging Priorities for Each Library**

7.17 We invited respondents to add their own comments on their local library to give an impression of emerging themes for each library. There were a huge variety of responses reflecting the interests and priorities of individual users, however it was possible to discern differences between the libraries from these comments:

7.18 Alexandra Park (12% of all respondents):

- Higher than average levels of respondents praising this library.
- Affection expressed for the building.
- Good levels of satisfaction with the staff.
- Interest in better use of the upstairs space for the community.
- A desire for longer opening hours.

7.19 Coombes Croft (4%):

- Fewer comments overall.
- Most comments regarded older children using the computers and study space. Equal numbers of respondents liked this provision as disliked it.
- There were positive comments about the provision for children.
- A desire to see better use of the community rooms for arts activities.
- Interest in a café.

7.20 Highgate (7%):

- Most people expressed satisfaction with this library.
- Concern was expressed about the maintenance the building.
- People were happy with the children's library.
- Books were most important to people.

7.21 Hornsey (19%):

- Hornsey had very high levels of satisfaction.
- More and better IT was needed as well as the provision of more power sockets for laptop users.
- Better use of the space for the community.
- More and better books.
- A desire to see better publicity and promotion of events and services.

7.22 Marcus Garvey (12%):

- People expressed their satisfaction with the role of this library as a community hub.
- People liked the children's library but some were disturbed by the noise.
- Dissatisfaction with the toilets.
- Disproportionate dissatisfaction with staff.
- Better book choice.

7.23 Muswell Hill (11%):

- Very traditional users citing the quiet atmosphere and book stock as reasons for visiting.
- Many respondents primarily used the children's section.
- The overwhelming priority was the need for more and better books.

7.24 St Ann's (5%):

- Disproportionate number of respondents saying "please don't close our library".
- A desire to see more and better books - notably foreign language books.
- Concerns were expressed about the noise made by younger library users.

7.25 Stroud Green and Harringay (13%):

- Very high levels of support expressed for this library.
- People were very happy with the children's library.
- High levels of satisfaction with the staff.
- People didn't like the self-service points.

7.26 Wood Green (16%):

- The overwhelming majority of comments related to the run-down state of the premises (it should be noted that this preceded the refurbishment works due to be undertaken in 2014).
- Dissatisfaction with IT provision.
- Mixed views on the book supply.
- Significant interest in online library services.

7.27 These issues were raised by respondents without specific prompts. They provide no more than an indication of the priorities of library users but provide a useful comparison to the issues emerging from both the consultation with Friends' groups and the focus group discussions.

### **Suggestions for Improvements from Friends Groups**

7.28 Two workshops were held with Friends groups to explore their views about how the current library service could be improved and their ideas for the library service of the future. These views and ideas have been used to inform the outcomes and the service design blueprint shown later in this report.

7.29 There were many aspects of the library service of which the Friends were proud. Feedback at the first workshop included the following comments:

- The breadth of the stock, including the reserve stock.
- The importance placed on the provision for children.
- The welcome offered by the libraries, including from the helpful staff.
- The resources and support offered by people to their library.

7.30 We also explored opportunities for improvement. There were some specific improvements that were common to Friends of more than one library, such as:

- Better publicity for the service.
- More investment in the book stock.
- Better access, including lifts.
- Improvements in IT and better Wi-Fi.

7.31 Friends groups were asked to indicate their priorities for improvement at each library. These are listed below, but it is recognised that not all libraries have organised Friends' groups at present and so their needs are not included.

**Table 12: Friends' Groups' Priorities for Improvements to their Libraries**

Library	Top 10 Suggestions for Improvement (Not in Priority Order)
Alexandra Park	<p>Arranging for staff from the council and other partners to attend the libraries to provide advice and support on subjects including:</p> <ul style="list-style-type: none"> <li>• NHS issues</li> <li>• personal budget advice</li> <li>• Social services advice</li> <li>• Children's services</li> <li>• How to get books from libraries outside Haringey</li> <li>• Financial advice - many do not claim all the benefits they are entitled to</li> <li>• Pension service</li> <li>• Street services - potholes, litter, dumping of rubbish, etc</li> <li>• Community safety concerns</li> <li>• Source of cheap food</li> </ul>
Highgate	<ul style="list-style-type: none"> <li>• Increased bookstock &amp; more shelving</li> <li>• Recharging points for laptop computers &amp; phones, more electrical outlets, more investment in computers &amp; Wi-Fi</li> <li>• Free access to online subscription services</li> <li>• Homework &amp; language classes upstairs</li> <li>• CCTV extended to 1st floor rooms (excl staff rooms)</li> <li>• Redecoration of all upstairs rooms, corridors &amp; staircase, re-carpeting of stairs, corridor &amp; all upstairs rooms, coffee machine</li> <li>• Provision for listening to audio books/CDs</li> <li>• Provide staff for updating the plasma screen for library events</li> <li>• Improve maintenance internally &amp; externally</li> <li>• Rebuild larger staircase to eliminate winders <b>OR</b> install lift</li> </ul>
Muswell Hill	<ul style="list-style-type: none"> <li>• Extend upper room to exploit potential to promote wide range of events which, currently, the area has difficulty accommodating;</li> <li>• Lift/disabled access;</li> <li>• Closed or closable small space for group meetings of up to 20 people;</li> <li>• Toilets/cloakrooms upstairs</li> <li>• Evening opening</li> <li>• Improved book stock and better rotation between libraries</li> <li>• Trained librarian with continuity of service allowing knowledge of local area and of existing stock;</li> <li>• Improved publicity i.e. A-frame and notice-board outside; much better and more visible display inside;</li> <li>• Extension of existing accommodation to provide for e.g. laptop and Skype users;</li> <li>• Consequent on these improvements better designed furniture i.e. adaptable, lightweight, movable.</li> </ul>
St Ann's	<ul style="list-style-type: none"> <li>• More autonomy for local libraries and less centralisation. Ideally some of the local library budget could be under control of a community-led support committee, working with the library manager.</li> <li>• Another major concern is our library hall. This is underused, probably because it is too expensive for local people and organisations to hire. Council hire charges are set borough-wide but there is a massive economic disparity between the East and the West of the borough.</li> <li>• Local administration of the library hall.</li> <li>• More computers in the children's library.</li> </ul>

Library	Top 10 Suggestions for Improvement (Not in Priority Order)
	<ul style="list-style-type: none"> <li>• More varied book stocks, with frequent fresh stock - from other branches if the council can't buy enough new books.</li> <li>• Better range of magazines, there is a huge disparity in this service between the three large libraries and the smaller branches.</li> </ul>
Stroud Green & Harringay	<ul style="list-style-type: none"> <li>• A lift to the first floor to increase library space</li> <li>• A lift to the basement to increase library space</li> <li>• Audio headphones so people can listen to books / internet broadcasts</li> <li>• A cafe</li> <li>• Proper office space for the library staff</li> <li>• Re-instating the historic railings around the front of the building</li> <li>• Better signage in the wide area to indicate the presence of the library</li> <li>• A larger noticeboard outside</li> <li>• Free English language lessons for all, and</li> <li>• Opening the upstairs room as study spaces covered by a camera from downstairs.</li> </ul>

7.32 These suggestions have helped to shape the future service blueprint and would need to be tested further in discussions with Friends groups. Before changes are made to any individual library, we would recommend further engagement with users and non-users, with a particular focus on drawing in a wider demographic base that is representative of the local population.

### Views of Managers and Staff

7.33 Thirteen workshops were undertaken with library managers and staff to draw on their knowledge, views and ideas. The outputs from those workshops have also been used to inform the service design blueprint. Across the workshops with staff, some common themes emerged.

7.34 Staff did feel that the service had a number of strengths:

- The service is welcoming and inclusive.
- Generally, staff are knowledgeable and have a strong commitment to customer service.
- The service offers value for money.
- There is a wide range of services on offer that are valued by users.

7.35 Staff did have a very long list of ideas for improving the service further. These included:

- Improvements to the library buildings and facilities (including the layouts) and improving cleaning and maintenance.
- Better stock and stock ordering processes.
- Improvements in the IT infrastructure and RFID.

- Income generation could be improved through offering more items for sale and by investment.
- Improved internal communication, particularly for casual staff.
- Improved training, particularly in aspects of the service offer that demand specialist skills, eg IT and advice on other council services.
- Opening hours should be reviewed and adjusted.
- Improved publicity and marketing.

7.36 Staff also suggested a number of points of principle:

- They would like the chance to be involved in the refinement of new ideas and improvement.
- They need to be resourced and trained if they are to provide additional services (an example was given of another agency referring people to libraries for advice without providing support to library staff).
- There needs to be clarity and consistency in the service offer across the network.

## Key Findings

7.37 Overall, we have found considerable goodwill towards the library service and a positive willingness and openness to discussing change. While numerous differences in opinion have been expressed, there are a number of common themes that emerged. We found that people:

- **Are very supportive:** there is considerable support for what the library service is trying to achieve and, overall, high levels of satisfaction.
- **Are ambitious for change:** people are eager to see the service improve further and are willing to support change providing it is managed well.
- **Want investment in the book stock:** the quality of stock and stock management is an area which people believe requires improvement.
- **Would like the buildings to be improved:** the core fabric of the buildings and their design needs modernisation, with better layouts and access.
- **Want further investment in IT:** both the IT available to users and the systems used by staff are felt to need further investment.
- **Welcome a wider service offer:** on balance, people are supportive of more services being provided in libraries, providing that these changes are resourced.

7.38 These findings suggest that a broader, more inclusive service would be welcomed. This is not to suggest that people expect money to be poured into the service. Indeed, generally, people have taken a pragmatic view about what is possible. The transfer of

more services to the libraries is accepted as being potentially useful (if managed well). This provides the opportunity to the council to achieve savings in its property estate by making more intensive use of its libraries. Libraries can also assist in providing IT access and supporting people to conduct services online. It will, however, require investment in the library network before these efficiencies can be properly realised.

- 7.39 These ideas have been built into the proposed outcomes for the library service and the future service blueprint and refined further in discussions with Friends, staff and through focus groups. The results of these discussions are shown in the next section of the report.

## 8. Planning: Outcomes Framework

### Introduction to the Outcomes Framework

- 8.1 Based on the analysis of the service to date and the feedback on the drivers for the review and discussions to date with stakeholders, the outcomes being sought from Haringey's library service have been summarised.
- 8.2 The proposed outcomes are not designed to present a future vision for Haringey's library service. Nor do they provide a set of measurable targets and objectives. Instead, they describe the long-term results that the future vision for the service will need to deliver.
- 8.3 What is noticeable about the outcomes is the breadth of vision that people have of what libraries could be and of what they can achieve. While people have been keen to stress that the provision of books and other materials must remain the 'core business' of libraries, they take the view that libraries do – and must - have an extraordinarily broad remit. These outcomes are explicitly aspirational and extend far beyond what libraries, on their own, can or need to deliver.
- 8.4 The outcomes<sup>32</sup> have been drafted drawing on the suggestions of elected Members, Friends' groups, managers, staff and other senior stakeholders in the council through a mixture of workshops and interviews. A first draft of the outcomes (shown at Appendix 5) was tested further with Friends, managers, staff and users (and some non-users). The second draft, taking into account the feedback received is shown below.

**Table 13: Outcomes Framework for Haringey's Future Library Service (Revised)**

**Haringey's libraries will give everyone in Haringey the chance to flourish by:**

Primary outcomes	Supporting outcomes
<p><b>1. Sharing the joys offered by books and other writing</b></p> <p><i>Supports council's strategic outcome: 'Opportunities for All'.</i></p>	<ul style="list-style-type: none"> <li>• People enjoy a rich variety of books and other works.</li> <li>• People are broadening their horizons through new and different literature.</li> <li>• More people's lives are being enriched by the joys of reading and experimenting with their own writing.</li> </ul>
<p><b>2. Getting a great start</b></p> <p><i>Supports council's strategic outcome: 'Outstanding for all'.</i></p>	<ul style="list-style-type: none"> <li>• Children are introduced to a love of words from an early age.</li> <li>• Parents and carers make books and reading a central part of their children's lives.</li> <li>• Younger children and teenagers see their libraries as a happy, safe place to learn, study and enjoy all that is on offer.</li> </ul>

<sup>32</sup> 'Outcomes' are long-term end results and are often expressed in complex grammatical forms, eg 'will have been shared'. The language used has been simplified to make it easier to read and use, eg 'sharing'.

Primary outcomes	Supporting outcomes
<p><b>3. Getting the most out of life</b></p> <p><i>Supports council's strategic outcome: 'Opportunities for all'.</i></p>	<ul style="list-style-type: none"> <li>• People turn to their library to access the information, advice and services they need.</li> <li>• People are able to fully engage with the digital world and digital society.</li> <li>• People are aware of how to look after their health and wellbeing.</li> <li>• People keep expanding their learning throughout their lives.</li> </ul>
<p><b>4. Making Haringey a creative, thriving place</b></p> <p><i>Supports council's strategic outcome: 'Opportunities for all'.</i></p>	<ul style="list-style-type: none"> <li>• People enjoy our arts and culture and are inspired to have a go themselves.</li> <li>• People can pursue their ambitions and develop their careers.</li> <li>• People have the space and support to develop their entrepreneurial skills and business ideas.</li> </ul>
<p><b>5. Bringing people together</b></p> <p><i>Supports council's strategic outcome: 'A better council'.</i></p>	<ul style="list-style-type: none"> <li>• People see their libraries as enjoyable places whether to spend time together or to have some peace and quiet.</li> <li>• People give their time and skills freely to others.</li> <li>• People can make new friends and learn about their community and its cultures.</li> <li>• People interact across age and social groups and cultures.</li> </ul>

8.5 This revised draft of the outcomes has taken the following overall feedback into account:

- There was general support for the language chosen for the primary outcomes.
- Some people were happy with the overall outcomes framework, some wanted more succinct language and others wanted more detail. As a result, we have kept the general structure.
- A great deal of the feedback included ideas on how the outcomes could be met and so these have been fed into the 'enablers' (see below).

8.6 If the design of a service is to focus on outcomes, there needs to be a clear link between the long-term end results, the 'what', and the mechanisms needed to achieve them, the 'how'. The approach taken to deciding how to achieve the outcomes is as follows:

- **Step 1: identifying the 'enablers'** – working out what needs to be put in place to secure the outcomes.
- **Step 2: conducting a 'gap analysis'** - reviewing the extent to which the current service fulfils those enablers.
- **Step 3: determining the new 'operating model'** – developing a description of how the new service will operate.

- **Step 4: creating an ‘investment plan’** – setting out how the operating model will be funded.
- **Step 5: establishing an implementation plan** – describing how the operating model will be delivered.

8.7 In this section of the report – the planning phase – we address each of these steps in turn.

### Identifying the ‘Enablers’

8.8 The outcomes identified above will only be achieved if the right conditions, or ‘enablers’ are put in place. Those conditions might include ideas for new types of service – or simply doing more of what is already being done. They might also include new staffing resources and capacity or new skills. They begin to point to what the borough’s libraries must become in future.

8.9 The enablers set out in the table below are drawn from the ideas and suggestions that have emerged from workshops involving Friends, managers and staff. At this stage, there has been – deliberately – no attempt to limit or constrain what is envisaged. The extent of change needed; the resources required; and the trade-offs involved will be considered later in this report.

8.10 The enablers suggested in the table below will be built into the future operating model for libraries and fleshed out in greater detail later in this report.

**Table 14: Enablers Needed to Achieve the Outcomes**

Outcomes	Enablers
<p><b>Sharing the joys offered by books and other writing:</b></p> <ul style="list-style-type: none"> <li>• People enjoy a rich variety of books and other material.</li> <li>• People are broadening their horizons through new writing and new ideas.</li> <li>• More people's lives are being enriched by the joy of reading.</li> </ul>	<ol style="list-style-type: none"> <li>1. A comprehensive book and e-book stock.</li> <li>2. Staff who are knowledgeable about books and other writing and who can share that knowledge.</li> <li>3. An active marketing programme with a promotions and events.</li> <li>4. A vibrant website and social media for - and involving - users.</li> <li>5. Research into users' and non-users' needs, motivation and preferences.</li> </ol>
<p><b>Getting a great start</b></p> <ul style="list-style-type: none"> <li>• Children are introduced to reading from an early age.</li> </ul>	<ol style="list-style-type: none"> <li>6. Active recruitment programme for parents-to-be, babies and toddlers.</li> </ol>

Outcomes	Enablers
<ul style="list-style-type: none"> <li>• Parents make books and reading a central part of their children's lives.</li> <li>• Children and young people see their libraries as a happy, safe place to learn, play and enjoy all that is on offer.</li> </ul>	<ol style="list-style-type: none"> <li>7. Safe and welcoming children's libraries that are designed as attractive and stimulating spaces.</li> <li>8. Comprehensive programmes of activities for each age group of children and young people, including toy libraries.</li> <li>9. Homework clubs and space to study and revise.</li> <li>10. Collaborative partnerships with children's centres, schools and colleges.</li> </ol>
<p><b>Knowing how to get the most out of life</b></p> <ul style="list-style-type: none"> <li>• People turn to their library to access the information, advice and services they need.</li> <li>• People are able to fully engage with the digital world and digital society.</li> <li>• People know how to look after their health and wellbeing.</li> <li>• People keep expanding their learning throughout their lives.</li> </ul>	<ol style="list-style-type: none"> <li>11. An effective IT infrastructure with good quality equipment, broadband and Wi-Fi with integrated user accounts and social networking.</li> <li>12. Support to help people develop their IT skills.</li> <li>13. Well-planned integration with the council's customer services - and those of other partners.</li> <li>14. Close partnerships with other advice providers, including public services, community groups and other agencies, eg health and Homes for Haringey.</li> <li>15. Design that allows for privacy for customer service transactions and personal advice.</li> <li>16. Modern and well-equipped training suites.</li> <li>17. Close partnerships with HALS and other learning providers, such as U3A.</li> <li>18. Support for those improving their English, including ESOL and multi-lingual support.</li> <li>19. Careful zoning of space wherever possible to allow for quiet places for study, for example.</li> </ol>

Outcomes	Enablers
<p><b>Making Haringey a creative, thriving place</b></p> <ul style="list-style-type: none"> <li>• People enjoy our creative arts and are inspired to give it a go themselves.</li> <li>• People can pursue their ambitions and develop their careers.</li> <li>• People have the space and support to develop their entrepreneurial skills and business ideas.</li> </ul>	<ol style="list-style-type: none"> <li>20. Programme of reading, writing, art and cultural events, activities and workshops throughout the year.</li> <li>21. All libraries showcase changing displays of painting and other art.</li> <li>22. Good stock of art, film and other materials.</li> <li>23. Comprehensive business information service and access to business advice.</li> <li>24. Job-hunting and careers advice and events.</li> <li>25. Hot-desking space for small businesses and start-ups and networking events and opportunities.</li> <li>26. Professional venue and event management.</li> </ol>
<p><b>Bringing people of all ages and culture together</b></p> <ul style="list-style-type: none"> <li>• People see their libraries as the heart of their communities and enjoyable places to spend time together.</li> <li>• People give their time freely to others.</li> <li>• People can meet new friends and learn about their community and its cultures.</li> <li>• People interact across age groups and cultures.</li> </ul>	<ol style="list-style-type: none"> <li>27. Well-situated and signposted library buildings with high standards of interior design.</li> <li>28. Good standards of external and internal maintenance and high standards of cleanliness.</li> <li>29. A spacious, comfortable, 'café' environment with cafes where possible and/or vending machines.</li> <li>30. Structured volunteer programme and properly resourced support.</li> <li>31. Community events in collaboration with other partners and community organisations.</li> <li>32. Attractive, good quality meeting and event spaces.</li> <li>33. Programmes of activities that appeal to the full spectrum of citizens and all age groups.</li> </ol>

Outcomes	Enablers
	34. A charging regime that incentivises the full use of library facilities while generating income from private and commercial hires.

8.11 There are a number of enablers that will be needed for more than one outcome and some generic themes can be detected:

- High standards of interior design for the borough’s libraries and good facilities.
- Strong partnership working.
- Well-resourced marketing, programming and promotional activities.
- Advanced use of technology, including social media.
- The more intensive use of libraries for a range of different services.

8.12 These features will be explored more closely in the service design blueprint and future operating model described later in this report.

### Testing with Focus Groups

8.13 The ideas expressed in the outcomes framework were tested in a series of focus groups with users and interviews with a small sample of non-users in order to help inform the service blueprint.

#### Non-users

8.14 We had hoped to test out these ideas with 6 non-user focus groups. The cohort for each focus group would be different to reflect non-user profiles of particular interest to us, e.g. parents of young children; older people; in employment; not in employment or training; book buyers.

8.15 In the focus group setting we wanted to explore the reasons people have for not using, or rarely using, the council’s libraries, particularly the perceptions of what is or isn’t available. We were also interested in testing attitudes towards the future service and what might persuade current non-users to use their libraries.

8.16 In the event, the council’s survey did not achieve the required number of returns from non-users to populate 6 focus groups so we conducted individual telephone interviews to test out the ideas.

8.17 The results of the interviews were of only limited help as the individuals who had agreed to take part were all lapsed, occasional or regular library users. Of the lapsed or occasional users, all were book buyers who had good intentions towards the library but didn’t actually feel the need to use them.

8.18 The challenge of reaching non-users to canvas their opinion remains.

## Users

- 8.19 We used the survey returns to recruit to a focus group for each of the 9 Haringey libraries. Respondents who had indicated they were interested in participating and who had left valid contact details were phoned or emailed and invited to attend. We aimed to recruit an optimum number of 8 participants for each group but contacted many more than that to ensure we had enough to cover for 'no-shows'. Some libraries were easier to recruit to than others and despite the efforts of library staff to encourage attendance we were unable to proceed with a focus group at Coombes Croft as a number of intended participants were not, in the end, able to take part. In all other libraries we were able to hold a focus group.
- 8.20 We designed the focus groups to test the reactions of library users to new models of library provision but were not testing particular proposals or service options for the library service as a whole, or compiling a wish list for individual libraries. However, we were interested in the scale of people's ambitions for libraries particularly as an opportunity to compare this with the comments made in the survey returns and those of the Friends' groups.
- 8.21 We decided to use the outcomes as the framework for discussion in order to test people's reaction to widening the scope of the library offer as a whole. The rationale was to try to test the reaction to possible changes - both positive and negative - and to see how users would relate these outcomes to actual services in their library. We wanted to see whether, when prompted, they were antagonistic or supportive of the services that might be associated with the outcomes.

**Table 15: Focus Group Feedback on Outcome 1: Sharing the joys offered by books and other writing:**

Main Themes Emerging	Implications for Service Design Blueprint
<ul style="list-style-type: none"> <li>• <b>Books</b> were still the priority for the majority of participants.</li> <li>• The <b>diminishing book stock</b> was a universal concern although with disagreement on the type of books that should be invested in.</li> <li>• People said there was a "postcode lottery" when it came to <b>stock selection</b> and wanted more local control. Some readers in the east of the borough felt patronised by the lack of classics on offer.</li> <li>• People wanted more of <b>inter-library lending</b>, both within and between boroughs.</li> <li>• <b>Charges for on-line reservations</b> were felt to be unfair when it is free to reserve at the desk and that it unfairly penalised users of the smaller libraries with more limited stock. Otherwise this was a valued service.</li> <li>• <b>Self-service</b> was not liked although some people wanted services such as out of hours book drops and the ability to make card payments.</li> <li>• <b>Knowledgeable staff</b> were prized with comments made that some should be more engaged and customer service focussed.</li> <li>• With one or two exceptions, people wanted books to be <b>better promoted</b> and displayed with themed selections and staff recommendations placed at the entrance to the library.</li> <li>• <b>Social media</b> for the library was seen as a good thing, both for existing users and as a way of reaching potential users.</li> <li>• <b>E-books</b> were acknowledged to be the future and most people were open to more investment in them. A number of people suggested e-readers be given to young people to encourage them to read. Other ideas were to provide support to people in how to get the most out of them. A minority of people vehemently objected to e-books on principle claiming that the physical handling of books was central to the library experience.</li> <li>• <b>Writing</b> was seen as a natural fit for the library with enthusiasm for activities to encourage writing in all forms. A very small minority of individuals objected saying that libraries should just be about reading.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain or increase investment in book stock as a central to the library offer.</li> <li>• Display and promotion of books to be improved.</li> <li>• Programmes of events and groups to encourage reading and writing.</li> <li>• Promote and encourage inter-library loans.</li> <li>• Consider removing the charges for on-line reservations.</li> <li>• Investment in the library website and social media to promote books and events.</li> <li>• Improve self-service terminals to encourage greater use.</li> <li>• Getting staff out from behind desks and interacting with users.</li> <li>• E-books are gaining popularity but users need encouragement and support in getting the most out of them.</li> </ul>

**Table 16: Focus Group Feedback on Outcome 2: Getting a great start**

Main Themes Emerging	Implications for Service Design Blueprint
<ul style="list-style-type: none"> <li>• Children's libraries are highly valued by parents and non-parents. Libraries are seen as one of the few places for children to go that are <b>safe and free</b>.</li> <li>• There were concerns that in some libraries the <b>spaces were not fit for purpose</b> and didn't encourage parents and children to share books together.</li> <li>• The <b>book stock</b> could be improved by being regular updated and more attractively displayed.</li> <li>• There was disagreement on whether children's <b>librarians</b> should be the "guardians of quality" in children's books or should "give them what they want".</li> <li>• <b>Book related activities</b> were approved of for young children to encourage a love of reading.</li> <li>• <b>Noise</b> was a recurring theme with users complaining that their quiet enjoyment was disturbed by children's activities with some calls for <b>segregation</b> of children's libraries although this was not a universally held view.</li> <li>• <b>Links with schools</b> should be encouraged to enable more children to be aware of, and use the library and to ensure that reference materials reflected the school curriculum.</li> <li>• <b>Study areas for older children</b> were seen as vital but need to be supervised to prevent anti-social behaviour. Homework clubs and revision classes were also approved of.</li> <li>• Most people wanted to extend the <b>multi-media</b> offers to young people to encourage them to use the library more. Suggestions included: interactive touchscreens, e-readers to borrow, computer games - both to borrow and play in-house as well as more music and films.</li> </ul>	<ul style="list-style-type: none"> <li>• Children's libraries remain at the heart of all libraries.</li> <li>• The design and position of children's libraries needs to be considered as noise from children's activities is disturbing other users.</li> <li>• The range of materials - including multi-media - for older children needs to reflect their interests and be better promoted.</li> <li>• Better links with schools.</li> <li>• More use of space for supervised study groups.</li> </ul>

**Table 17: Focus Group Feedback on Outcome 3: Knowing how to get the most out of life**

Main Themes Emerging	Implications for Service Design Blueprint
<ul style="list-style-type: none"> <li>• People generally felt that the <b>information available at the library was poor</b>. This related to both library services and the links to other council or community services. "It's amazing what I don't know about what the library offers!"</li> <li>• The <b>library website</b> was not generally used, with a significant number of participants being unaware of it. There was general agreement that the website should be much more inviting and could signpost a wide variety of events and services across the borough and beyond.</li> <li>• <b>Information and advice</b> about people's rights and entitlements was seen as a good fit with the library service however support was less firm when this was phrased as placing "customer services" in libraries. Privacy was seen as an issue as well as concern that customer service points spoil the unique atmosphere of libraries.</li> <li>• People liked the idea of getting help with accessing <b>"e-government"</b> in libraries from trained staff.</li> <li>• Some users of smaller libraries were keen to stress that the <b>core business of books</b> should not be diluted by other activities.</li> <li>• The ability to access free <b>computers and Wi-Fi</b> in libraries was very highly valued despite being the biggest source of frustration and complaint. Courses to teach computer skills were popular.</li> <li>• <b>Learning in libraries</b> was seen as a good use of library space and most people would be happy to see more courses run. People who were aware of HALS were happy to see it located in the library but felt that better publicity in libraries and online would encourage more use.</li> <li>• <b>Health and wellbeing</b> in libraries provoked controversy; "libraries aren't health centres, do it somewhere else". However people agreed that there was a role for libraries in supporting health promotion campaigns as long as it didn't take space from the library. Those participants who had accessed health services in libraries were very enthusiastic about how convenient the service was.</li> </ul>	<ul style="list-style-type: none"> <li>• Publicity and promotion of library and other services needs to be strategic and comprehensive and include an overhaul of the website and social media.</li> <li>• Space and issues of privacy should inform whether the library accommodates other services.</li> <li>• The idea of "customer services" was universally disliked but when phrased as "information and advice" or "help with entitlements" it had a much more positive reception.</li> <li>• Access to the computers and free Wi-Fi is vital and needs investment as it is the biggest source of frustration.</li> <li>• Learning in libraries is good - partnerships with other providers e.g. HALS</li> <li>• Co-location of health and wellbeing services mustn't detract from the core business of the library.</li> </ul>

**Table 18: Focus Group Feedback on Outcome 4: Making Haringey a creative, thriving place**

Main Themes Emerging	Implications for Service Design Blueprint
<ul style="list-style-type: none"> <li>• People were enthusiastic about libraries having <b>strong links with the arts</b>. Hornsey library was seen as somewhere that was already doing this.</li> <li>• There was support for <b>spaces in the larger libraries</b> to be dedicated to the arts whether as studio space for artists, performance venues, music making, film clubs or gallery space. People were genuinely excited at the prospect of more of this being developed.</li> <li>• <b>Smaller libraries were also keen</b> to have a cultural offer in their library and ideas included using the walls as gallery space, interesting visiting speakers and craft workshops.</li> <li>• <b>Publicity</b> for the current offer was seen as inadequate and the need for an improved website was again a major issue.</li> <li>• <b>Links with existing providers</b> were seen as important and it was felt that the library spaces could be better used by them.</li> <li>• The creative arts were seen as a way for libraries to "<b>bridge the divide</b> between the East and West of the borough."</li> <li>• <b>Employment advice</b> was welcomed as long as it didn't change the atmosphere of the library. Some people were concerned that smaller libraries would be swamped by other services. Most people were satisfied to see even the smaller libraries signposting people towards help and the majority thought that help with job applications and CV writing was a good fit for the library.</li> <li>• <b>Business support</b> in libraries divided opinion. Some saw it as a clash with the primary purpose of the library. The larger libraries were more than comfortable with support for business start-ups and designated spaces for hot-desking. However there was some reluctance to charge for these facilities, particularly in smaller libraries where people were already using the space for this purpose informally and were reluctant to see it regulated.</li> </ul>	<ul style="list-style-type: none"> <li>• Links with cultural organisations and local artists to make better use of library spaces.</li> <li>• Better promotion of arts events both in the library and the wider community.</li> <li>• Advice and support with employment would be welcome in libraries unless it detracts from the primary purpose of the library.</li> <li>• Business support in larger libraries is welcomed but smaller libraries were less keen due to issues of space.</li> </ul>

**Table 19: Focus Group Feedback on Outcome 5: Bringing people of all ages and cultures together**

Main Themes Emerging	Implications for Service Design Blueprint
<ul style="list-style-type: none"> <li>• <b>The role of libraries as community spaces</b> was a recurring theme with people keen to see their library thriving and well used for a variety of purposes. This can be summarised by one participant who claimed that libraries were the "church of the secular society".</li> <li>• The <b>space needs to be designed</b> to enable a library to buzz with activity while keeping spaces quiet for private study and reading. People were very keen on the provision of distinct areas for different purposes. Comfortable seating was a priority.</li> <li>• <b>Problems with letting spaces</b> were a recurring theme with the problems of having to go to Wood Green to make a payment and the prohibitive user charges resulting in them being under-used. It was generally agreed that the spaces could be better.</li> <li>• <b>Opening hours</b> prevented evening activities taking place when most people would be able to participate.</li> <li>• <b>Café facilities</b> were overwhelmingly popular but with some reservations: they must be attractive and well run, they should be designed and positioned to invite people in without posing a nuisance to traditional library users and there was worry about food and drink causing damage to the stock. In the smaller libraries there was a small minority of people who were vehemently opposed to having a café or even vending machines in their library.</li> <li>• <b>Volunteers</b> were seen as an important source of information and expertise on any number of subjects which could be better utilised. However there was suspicion that an increasing use of volunteers might be used to subsidise the service and replace staff. The distinction between mutuality and reciprocity between individuals and the use of volunteers to staff the service needs to be very clear.</li> <li>• <b>Solitary enjoyment</b> of the library should still be possible. People were very keen to stress that they came to the library as a refuge and they didn't want to interact with other people. It was seen as important that there were comfortable places in the library for people to sit and enjoy a book or study without being disturbed.</li> </ul>	<ul style="list-style-type: none"> <li>• More use of the community spaces with the ability for them to be hired locally.</li> <li>• Rethink the pricing structure to optimise letting.</li> <li>• Evening opening hours to reflect more use of the space for other purposes.</li> <li>• Redesign the interiors to allow different activities to take place.</li> <li>• Café facilities or vending machines to be provided but need to be attractive and inviting.</li> <li>• Volunteering to be encouraged - better links with HAVCO, etc.</li> </ul>

## Conducting a Gap Analysis

- 8.22 To help decide the extent to which the service already has in place the enablers described above, we have conducted a gap analysis drawing on our review of operational efficiency shown in section 4; our observations of the service; workshops with staff, managers and Friends; and non-user interviews and user focus groups.
- 8.23 The detailed gap analysis is shown at Appendix 6, but a summary below indicates the areas where ‘capacity’ (ie resources, staffing levels and assets) need to be changed and ‘capabilities’ (ie competence, skills and knowledge) need to be developed or acquired.
- 8.24 As identified in section 4, the service boasts a number of notable strengths, including:
- Committed staff who are valued highly by service users.
  - A wide range of collaborations and partnerships in place to broaden the service offer.
  - A diverse programme of activities across the library network.
- 8.25 However, a number of key gaps in capacity and capabilities will need to be addressed, as shown in the table below.

**Table 20: Summary of Gap Analysis**

Enablers (summarised)	Gap Analysis	
	Capacities - resources and assets	Capabilities - competence, skills and knowledge
<p><b>Sharing the joys offered by books and other writing:</b></p> <ul style="list-style-type: none"> <li>• A comprehensive stock.</li> <li>• Knowledgeable staff.</li> <li>• Marketing programme.</li> <li>• A vibrant website.</li> <li>• User research.</li> </ul>	<ul style="list-style-type: none"> <li>• Stock purchasing budget needs increase.</li> <li>• Stock promotion/marketing budget needed.</li> <li>• Staff restructure needs roles focused on stock management and on marketing/promotion.</li> <li>• Current web content is underdeveloped and poorly resourced.</li> </ul>	<ul style="list-style-type: none"> <li>• Development of staff's fields of expertise in books and other materials.</li> <li>• Wider reader development skills.</li> <li>• Increase focus on e-books and other new and developing media.</li> <li>• Buy in brand development and marketing approach.</li> <li>• Promotion/marketing skills.</li> </ul>
<p><b>Getting a great start in life:</b></p> <ul style="list-style-type: none"> <li>• Children's recruitment programme.</li> <li>• Safe and welcoming children's libraries.</li> <li>• Comprehensive programmes.</li> </ul>	<ul style="list-style-type: none"> <li>• Membership registration needs to be easier/simpler.</li> <li>• Budget to develop and promote use of libraries to parents and children.</li> <li>• More partnership working with schools to</li> </ul>	<ul style="list-style-type: none"> <li>• Staff restructure for focus on work with children.</li> <li>• Partnership working skills.</li> <li>• Greater knowledge of educational opportunities.</li> <li>• Seek more professional input (eg Youth Team, other agencies) for work with young people.</li> </ul>

Enablers (summarised)	Gap Analysis	
	Capacities - resources and assets	Capabilities - competence, skills and knowledge
<ul style="list-style-type: none"> <li>• Homework clubs and space to study.</li> <li>• Collaborative partnerships.</li> </ul>	<ul style="list-style-type: none"> <li>• promote libraries and reading.</li> <li>• Improve/increase spaces specifically for young people.</li> </ul>	<ul style="list-style-type: none"> <li>• Train library staff who work with children in awareness of safeguarding issues.</li> </ul>
<p><b>Knowing how to get the most out of life:</b></p> <ul style="list-style-type: none"> <li>• An effective IT infrastructure.</li> <li>• Support for IT skills.</li> <li>• Integration with customer services.</li> <li>• Partnerships with advice providers.</li> <li>• Designed that allows for privacy.</li> <li>• Well-equipped training suites.</li> <li>• Partnerships with learning providers.</li> <li>• Language support</li> <li>• Careful zoning of space.</li> </ul>	<ul style="list-style-type: none"> <li>• Resource for vision, branding and marketing.</li> <li>• Most libraries in need of refurbishment and redesign.</li> <li>• Partnerships needed to deliver services in/with libraries.</li> <li>• Re-launch self-service to release staff.</li> <li>• Capacity for staff to focus on customers, including IT support.</li> <li>• Refresh IT infrastructure and applications.</li> <li>• Widen learning offer to other libraries.</li> </ul>	<ul style="list-style-type: none"> <li>• Re-training in supporting customers and use of self-service.</li> <li>• Training to support users with IT.</li> <li>• Create time for regular staff training/meetings.</li> <li>• Opportunity for increased use of volunteers.</li> <li>• Staff restructure and change programme requires a role to focus on this work.</li> <li>• Training in partnership working.</li> </ul>
<p><b>Making Haringey a creative, thriving place</b></p> <ul style="list-style-type: none"> <li>• Programme of events, activities.</li> <li>• Displays of art.</li> <li>• Good stock of art, film and other materials.</li> <li>• Business information service.</li> <li>• Job-hunting and careers advice.</li> <li>• Hot-desking space.</li> <li>• Venue and event management.</li> </ul>	<ul style="list-style-type: none"> <li>• Extend reading, writing and art groups.</li> <li>• Better gallery space and art displays.</li> <li>• Capacity to focus on supporting creative arts.</li> <li>• Partnerships needed to deliver services.</li> <li>• Extend current business advice support.</li> <li>• No dedicated small business and advice service.</li> <li>• Resource to book and manage venues.</li> </ul>	<ul style="list-style-type: none"> <li>• Training in partnership working.</li> <li>• Broadening of skills in event management and marketing.</li> <li>• Wider re-skilling of all staff on information enquiries.</li> <li>• More business advisors and funding to help people develop skills.</li> <li>• Skills in developing business information services.</li> </ul>
<p><b>Bringing people of all ages and culture together</b></p> <ul style="list-style-type: none"> <li>• High standards of design.</li> <li>• Good maintenance and cleanliness.</li> <li>• 'Café' environment</li> <li>• Resourced volunteer programme.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop 'café' areas where constraints permit.</li> <li>• Capacity to manage and promote volunteering.</li> <li>• Resources to extend programme of events.</li> <li>• Meeting and event spaces not resourced to offer professional image.</li> </ul>	<ul style="list-style-type: none"> <li>• Training in partnership working.</li> <li>• Knowledge and skills of best practice in use of volunteers.</li> <li>• Skills in event management and promotion.</li> <li>• Staff restructure and change programme to refocus staff perception of</li> </ul>

Enablers (summarised)	Gap Analysis	
	Capacities - resources and assets	Capabilities - competence, skills and knowledge
<ul style="list-style-type: none"> <li>• Community events.</li> <li>• Quality meeting and event spaces.</li> <li>• Programmes for full spectrum of citizens.</li> <li>• Charging regime that incentivises library use.</li> </ul>	<ul style="list-style-type: none"> <li>• Bookings not resourced and automated.</li> <li>• Current charging regime discourages use by other services.</li> </ul>	<p>the role of libraries as a wide community resources.</p>

8.26 Some of these gaps are common to a number of different outcomes and enablers and these include:

- **Resources:** these are needed to develop the book stock and IT environment and create the management and staff support needed. This will need to be addressed, at least in part, through refocusing the staffing structure.
- **Partnership working:** the complexity of the service offer required to meet the outcomes demands a broader and deeper set of partnerships, not least to help address the resource gaps identified.
- **Focus on marketing and promotion:** the service will not be able to achieve the outcomes required without a resourced commitment to promoting what's on offer.
- **Design:** the layout and interiors of libraries are not currently fit-for-purpose to support the range of services that people would like their libraries to offer.
- **Investment in core skills:** generic skills will need to be broadened and new skills acquired, particularly in partnership working and marketing and promotion.

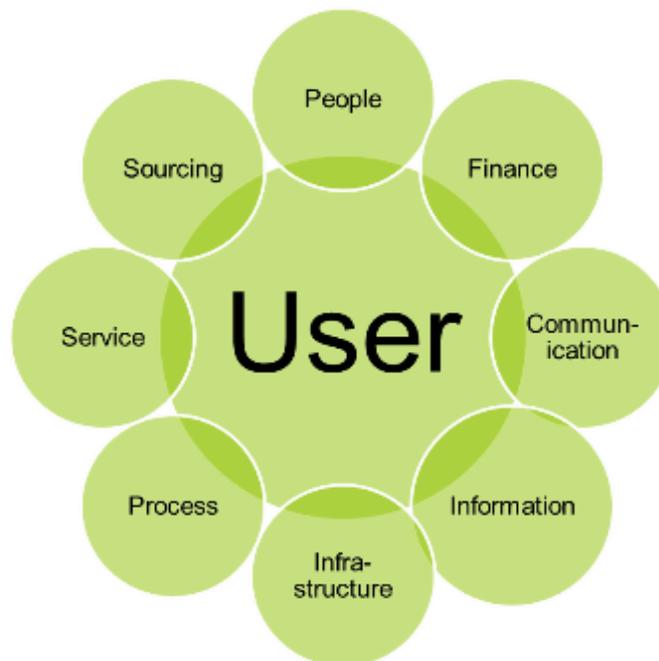
8.27 These gaps will be addressed in the design of the new service design and operating models and options proposed for developing them.

## 9. Planning: Service Design for the Future

### What is a Future Operating Model?

- 9.1 Given the breadth of ambition shown by elected Members, Friends, managers and staff, a significant overhaul will be required in the way the service is organised. This will require a clear vision for the future which is supported by a detailed design for how the different elements of the service will operate. In this report we have described this detailed design as a 'Future Operating Model' which sets out all the aspects (or the nine 'dimensions') of the service and how they will be organised in future:

**Figure 2: the Dimensions of the Future Operating Model**



- 9.2 Each dimension is made up of a number of 'layers' starting at the strategic level, before moving down into more detailed descriptions of how each dimension will be delivered:

**Table 21: the Layers of the Future Operating Model**

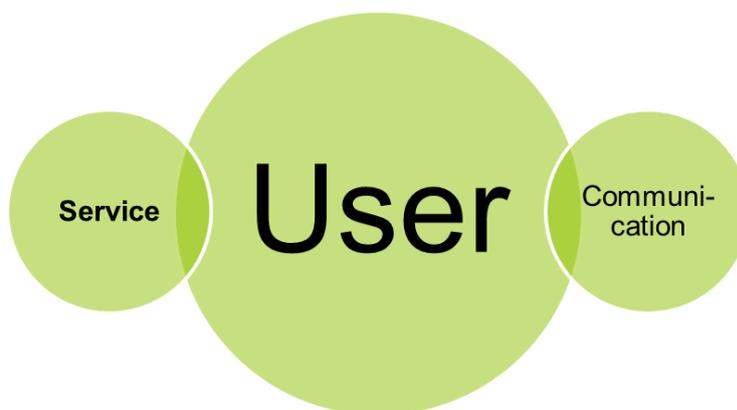
<b>The Layers</b> Each dimension is made up of a series of layers drilling down from the strategic level to the operational. These help to ensure that overall plans become a reality.	<b>Layer 1: strategic overview</b> This is a summary of each dimension of your blueprint and describes its distinctive features.
	<b>Layer 2: summary of each component</b> This layer provides an overview of each component and includes a description of the 'before' and 'after' and the changes required.
	<b>Layer 3: plans for each component</b> These include the key plans for each component and may include transformation plans and strategies if major change needed.
	<b>Layer 4: operating procedure change for each component</b> These include key <i>changes</i> to day-to-day policies and operating procedures that ensure the delivery of each component.

- 9.3 In this report we have described the top layer of the future operating model and more work will be required subsequently until a complete description has been created for each component that will ensure that the future vision of the service becomes a reality. The process of refining the future operating model has been built upon gathering ideas for improvement from Friends' groups, the two surveys and library managers and staff over the course of a series of focus groups.

### **The Service Design Blueprint: the Service of the Future**

- 9.4 At the heart of the future operating model is the user. The user's perception of the service and the value that they place on it will determine how ready they are to make use of it and encourage others to use it. All the back office processes are of little interest to the user: their experience will be determined by the nature of the service and how that service is communicated. These three dimensions make up the 'service design blueprint' which includes three of the nine dimensions of the future operating model.

**Figure 3: Dimensions of the Service Design Blueprint**



### **Feedback on the Service Design Blueprint**

- 9.5 A draft of the blueprint was tested with Friends, managers and staff. Most aspects of the draft service blueprint were welcomed and were felt to reflect many of the ideas for improvement that people had proposed. People were encouraged to critique the contents and the language used. In a number of instances, ideas that were supported by some participants were disagreed with by others. However, some points were objected to more strongly or had more widespread support and a number of significant points have been raised.
- 9.6 Ten changes were made to the blueprint. Key changes include:
- The suggestion of introducing uniforms for library staff was objected to by many staff and there was only limited support from users. However, it is recognised that staff need to be smart and easily identifiable. We recommend that some form of uniform is trialled at one of the refurbished libraries.
  - The importance of giving people the chance to study and enjoy their libraries quietly.

- The importance of the wider stock on offer rather than concentrating too much on books alone.
- The need for community language resources.

9.7 There were also a number of concerns that were raised but where we have not made changes to the draft blueprint. These include:

- **The use of language:** there were concerns expressed by some Friends about words like 'brand' and 'marketing' which were felt to be too commercial. However, other Friends thought they were useful words that were readily understood. Given that there is a need to take a more professional approach to publicity and to income generation and these words are commonly used in public service, we strongly advise their retention. The words are simple, clear and are only intended for use internally among library staff (many of whom themselves used the words).
- **Expectations:** there were some concerns expressed that the language used was too definite and over-ambitious and suggestions that the language should be more functional and that phrases like 'aim to' should be used instead of 'will'. However, some did welcome the approach and the tone of the more 'upbeat' words used. A future operating model is deliberately designed to be aspirational and stretching and is intended to describe the service in future. We recommend that the language used should not be made more conditional and that its general tone is retained.
- **Cafés:** some managers and staff were not keen on the introduction of cafés and vending machines (although others were if they were done well). This did, however, generally find favour in the focus groups. Some staff suggested that 'food and books don't mix'. This is not, however, the experience of authorities that have introduced cafés and we suggest that staff are given the chance to visit such libraries and that vending machines are subject to trials.

9.8 There were a number of general points of principle that need to be noted and these have informed the latest version of the blueprint:

- The Friends pointed out that the changes to the buildings would require the active involvement and support of the council's property specialists. Suggestions were also made that an asset review was needed.
- Friends and staff stressed the need for any new services to be properly resourced - and by trained staff (whether library or partners' staff): "if we offer a service we should do it well".
- There were concerns that some aspects of the council's customer services would not be suitable in a library and that people would need private space for such services (which would not be feasible in the smaller libraries). Experience in other library services that have incorporated customer services underlines this point; the space needs to be designed well and some intensive support services (such as Homelessness Units) are usually not included. Focus groups disliked the idea of 'customer services' but there was a much more positive reception when phrased as "information and advice" or "help with entitlements".

- 9.9 There was also a concern that libraries should not be encouraging people to come to a library to conduct customer service business when, if they have access at home, they could do it remotely.
- 9.10 The concern was often expressed, particularly in focus groups, other services, such as customer services and advice should not interfere with the core purpose of libraries.
- 9.11 Following this feedback, the blueprint has been edited and the revised draft is shown below.

## The Mission of the Library Service

- 9.12 At the heart of the service design blueprint is a change in the concept of what the role of a library is in Haringey.
- 9.13 Instead of remaining largely a **repository** for books, information and advice, the **library service would become a campaigning organisation**. It would continue to encourage people to use the libraries to borrow books and DVDs, study quietly, use the computers and find out information. However, it would develop a broader remit, beyond the confines of the walls of the library buildings. The library service would campaign to:
- **Encourage reading:** whether people borrow books from the library or not, encouraging them to try new and exciting writing (including the 'greats'), particularly where there is local relevance; and encouraging the borough's bookshops.
  - **Celebrate culture:** providing information on the cultural life of the borough, describing what's on, whether in the libraries or other venues.
  - **Encourage creativity:** encouraging people to explore their own creative and artistic potential whether through writing groups or art classes.
  - **Realise potential:** helping people to learn; sharpen their skills; get the jobs they want; or develop their business.
  - **Forge community:** encouraging people to take part in civic life or simply to use their libraries to meet new people.
- 9.14 This new ethos – the mission for libraries - could be summed up in the following strapline:
- “We’re growing: growing minds, growing potential, growing together.”**
- 9.15 This simple mission statement is simply a working version and would need to be developed further as the service design blueprint is debated and refined.

## The User Dimension

- 9.17 The starting point is a commitment to understanding the needs and demands of users and non-users and to making the service as user-friendly as possible. Whichever aspect of the services in the library are being used, the service will need to create the right type of long-term relationship with its users:

**Table 22: Overview of User Dimension in the Future**

Dimension Overview: User	
Whenever people use our library service, they feel welcomed and supported and stimulated by what's on offer. We are determined to understand what our users want and how best to encourage non-users to take advantage of our services.	
User Experience	User Insight
<ul style="list-style-type: none"> <li>• <b>Everyone feels at home</b> in our welcoming, safe and attractive libraries and looks forward to all that is on offer.</li> <li>• <b>Using our service is straightforward</b> and makes complete sense – people know what's on offer and how to find what they need.</li> <li>• People feel that <b>their libraries help them to get the most out of life</b> and that our service is an important part of what makes Haringey a vibrant place to live.</li> </ul>	<ul style="list-style-type: none"> <li>• We work closely with our users to <b>understand what they want and need</b> and how best to help them – we are on their side.</li> <li>• We aim to <b>understand what would motivate our users and non-users</b> to get even more out of what we offer.</li> <li>• We focus constantly on <b>understanding what people like about our service and how to make them even happier.</b></li> </ul>
User Profiling	Channel Design
<ul style="list-style-type: none"> <li>• We <b>understand how our different groups of users respond</b> to the service and tailor our services to meet their particular needs.</li> <li>• We have a <b>range of key target audiences</b> that we believe are most in need of what we have to offer and we work hard to encourage them to use our services.</li> </ul>	<ul style="list-style-type: none"> <li>• We encourage people to visit and make use of our <b>buildings</b> which are at our heart of our service.</li> <li>• We offer an <b>interactive, entertaining web presence</b> showcasing Haringey's rich cultural life and encouraging reading and the creative arts.</li> <li>• We <b>use social media to engage</b> with our users and encourage non-users to take part.</li> </ul>

- 9.18 This will require the sourcing of expertise (some of which is already in the council) to help make this possible; it may also simply require a reconfiguring of existing services (eg the council website's subsites for libraries and culture).

## The Service Dimension

- 9.19 It is essential that the service offer provided by the libraries of the future is coherent and clear, both to users and staff. This will require careful definition of what's on offer and the resources to make sure each element of the service is credible and reliable:

**Table 23: Overview of Service Dimension in the Future**

Dimension Overview: Service	
<p>Our libraries give everyone in Haringey the chance to get the most out of life by providing welcoming, creative places to enjoy great writing; explore the arts; contribute to their community; draw on advice; and get the information they need to succeed.</p>	
Service Definition	Service Design
<ul style="list-style-type: none"> <li>• All our libraries offer a rich variety of <b>books and other materials</b> and encourage people of all ages to share the joys of great writing and of our other resources.</li> <li>• Our <b>new, tenth 'Library Online'</b> provides a lively new resource for the borough.</li> <li>• All <b>our larger libraries offer the following services:</b> <ul style="list-style-type: none"> <li>• Our <b>learning centres</b> provide a wealth of learning opportunities for all ages.</li> <li>• Our <b>arts centres</b> showcase great culture and art and encourage people to express their own creativity.</li> <li>• Our <b>business centres</b> offer small business space and networking and information on business and employment opportunities.</li> <li>• Our <b>advice centres</b> provide information on people's rights and how to look after their health.</li> <li>• Our <b>customer centres</b> enable people to do business with the council and other public services.</li> <li>• Our <b>meeting centres</b> provide great places for the whole community to meet and work together.</li> <li>• Our <b>cafes</b> and vending machines provide wholesome, value-for-money food and drink.</li> </ul> </li> <li>• Our <b>smaller libraries will offer some of these additional services</b> where space and demand allow.</li> </ul>	<ul style="list-style-type: none"> <li>• Our buildings are <b>attractive, warm, well-designed and flexible spaces</b> integrating council and partner services.</li> <li>• We have a <b>vibrant, lively web presence</b> that encourages people to see what's on offer and share their ideas and what they have enjoyed.</li> <li>• Our learning, advice, young people's, business and meeting <b>spaces are carefully zoned so</b> that there is space both for quiet study and for louder activities.</li> <li>• <b>Each library offers variety</b>, based on a <b>strong core design</b> and service offer.</li> </ul>
	<p>Research and Development</p> <ul style="list-style-type: none"> <li>• <b>We collaborate</b> with organisations and people in the borough and beyond <b>to develop new ideas for improving our services.</b></li> </ul>
	<p>Service Differentiation</p> <ul style="list-style-type: none"> <li>• Our service is <b>free and welcoming</b> to everyone.</li> <li>• We <b>encourage people to be creative</b> and not just consume other people's work.</li> <li>• We <b>celebrate reading, arts, culture, community groups, enterprise</b> in Haringey <b>wherever it is taking place</b> (ie not just what happens in libraries).</li> </ul>

- We offer materials in **a range of languages** to reflect the heritage of our local communities.

9.20 The core of the library service will remain the books and other materials that are freely available (or with services such as DVD lending, for a small charge):

**Table 24: Summary of Core Library Service**

### Core Library Service: Books and Other Materials

The core library service which will be available in all libraries will include:

- The lending of books and other materials in hard copy format and the availability of reference materials and periodicals.
- The provision of e-books and other materials online.
- Reader development, including outreach and support for housebound service users.
- Specialist children's and young people's libraries.
- Reading and storytelling activities and other events to encourage young readers.
- Support for book groups.

9.21 Depending on the space available in each library and the needs in the surrounding communities, a range of other services will be available across the library network. These services will be resourced and co-ordinated by lead officers working across the network. Rather than the current, semi-formal arrangements, the services will be more closely defined and zoned within libraries into 'centres'.

9.22 The larger libraries will be able to house a variety of 'full' centre and 'basic' centres; some smaller libraries may only be able to offer a few basic centres. Some centres will need dedicated space to be set aside; others, such as learning and meeting centres, will be able to share space. A summary of the different service offers is shown below:

**Table 25: Summary of Other Services Available in Libraries**

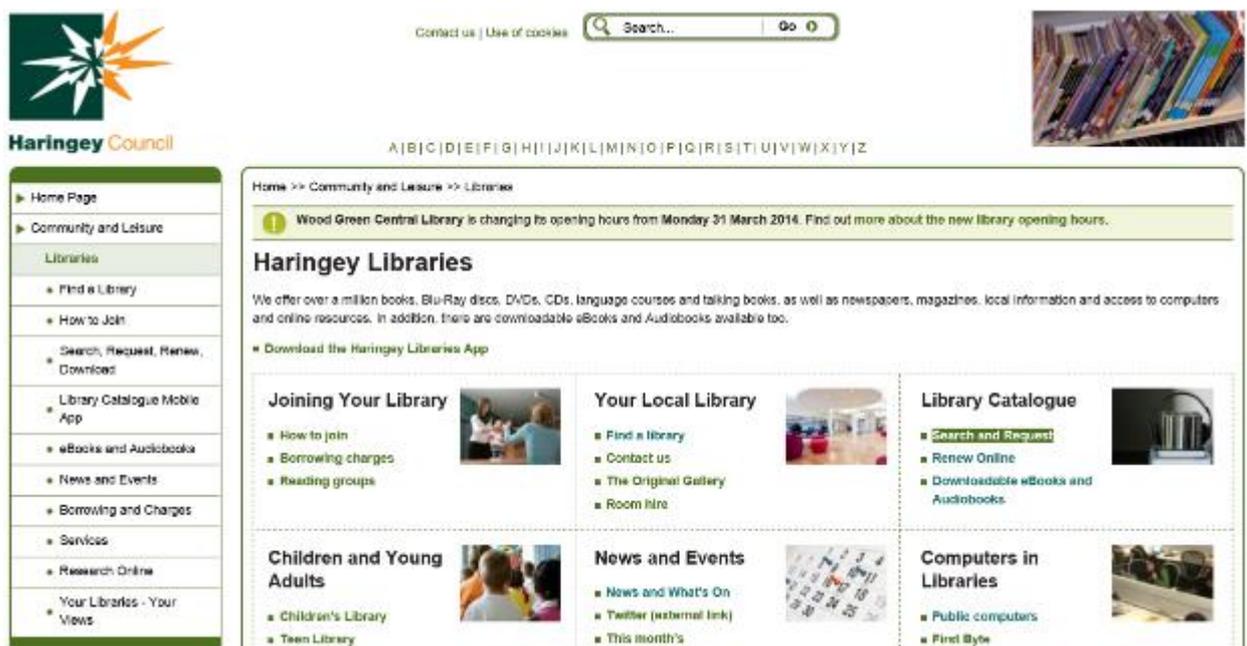
Centre	Full Service	Basic Service
<b>Learning</b>	<ul style="list-style-type: none"> <li>• Accessible training rooms with range of courses offered by HALS and other providers.</li> <li>• Range of homework clubs and study support.</li> <li>• Quiet study areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Small choice of courses in one or two training rooms (which may have poor access).</li> <li>• Periodic homework clubs.</li> <li>• Quiet study areas.</li> </ul>
<b>Arts and culture</b>	<ul style="list-style-type: none"> <li>• Exhibition space.</li> <li>• Co-ordinated programme of art or other cultural events and workshops.</li> </ul>	<ul style="list-style-type: none"> <li>• Display space.</li> <li>• Programme of occasional cultural events.</li> </ul>
<b>Business</b>	<ul style="list-style-type: none"> <li>• Jobs and career advice.</li> <li>• Business information and advice.</li> <li>• Business club, including hot-desking workspace.</li> </ul>	<ul style="list-style-type: none"> <li>• CV writing support.</li> <li>• Online business information.</li> </ul>
<b>Advice</b>	<ul style="list-style-type: none"> <li>• Regular support and advice on welfare rights and benefits.</li> <li>• Private advice space.</li> <li>• Health advice and promotions.</li> </ul>	<ul style="list-style-type: none"> <li>• Scheduled advice sessions.</li> <li>• Periodic advice or health promotions workshops.</li> </ul>
<b>Customer</b>	<ul style="list-style-type: none"> <li>• One stop shop for transactions with the council's and other agencies' services.</li> <li>• Support for online transactions.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for online transactions.</li> </ul>
<b>Meeting</b>	<ul style="list-style-type: none"> <li>• Range of accessible meeting spaces for public use and private and commercial hire.</li> <li>• Professional facilities and event management support.</li> </ul>	<ul style="list-style-type: none"> <li>• Small number of meeting spaces for public use and private and commercial hire (which may have access problems).</li> <li>• Basic support for facilities.</li> </ul>
<b>Cafe</b>	<ul style="list-style-type: none"> <li>• Full café facility with food and drink.</li> </ul>	<ul style="list-style-type: none"> <li>• Vending machines for drinks and snacks.</li> </ul>

9.23 The number and type of centres each library would ideally house will need to be determined and will be influenced by the amount of space and capital budgets available. For some libraries, there may need to be significant remodelling or extensions built (or, possibly, larger premises being found). The precise requirements for each library and the implications for capital will be determined as part of the implementation phase, but indicative plans and implications for each library are described later in the report.

9.24 For all of the centres, whether full or basic, professional support will be needed. In some instances (eg help with online business information), this could be provided by librarians with the proper training. In others (eg jobs and career advice), support would best be provided by partner organisations. In all cases, the centres will need co-ordination and scheduling by a central planning function that would help to maintain consistently high standards and a central point for liaising with partners.

- 9.25 The council's Customer Service Transformation Programme, which is reviewing the way services are organised across the council, is working to move more services online and encourage users to move to cheaper ways of contacting the council. However, the programme recognises that many people will still need access to a 'face-to-face' channel, either because they need more intensive help and support or because they do not have access at home to the internet. The programme envisages that the larger libraries could provide the right locations for professionally managed customer service centres, backed up by online access (with some support) in the smaller libraries. It should be noted that the distinction between customer and advice centres is that the full customer centres would provide a permanent 'counter' service for transactions (principally with the council at present) and that advice centres would be supported by a more flexible schedule of more general advice, such as health advice.
- 9.26 To create the new 'Library Online', there will need to be an overhaul of the existing library section of the council's website. Two options are possible:
- The creation of new web page templates within the structure of the council's existing website.
  - A new, separate website (linked to the council website) which allows a more creative presentation of content.
- 9.27 The current library website has a plain appearance, as the home page below demonstrates (although this page is one of the few enlivened by images). Few of the subordinate web pages include any up-to-date or topical news.

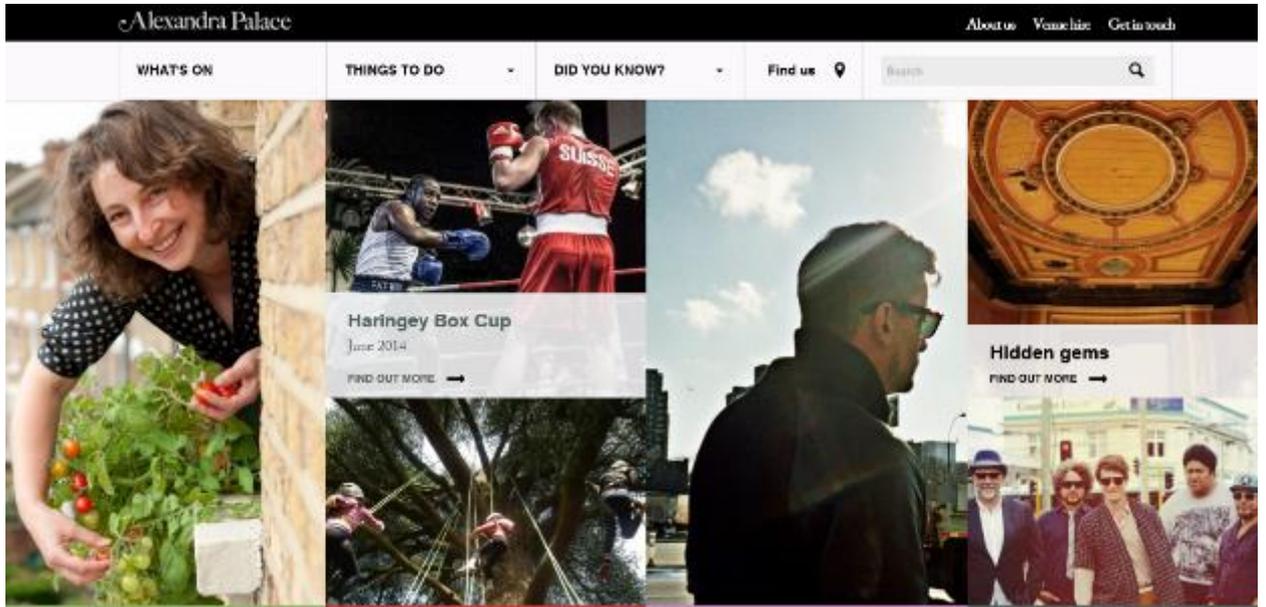
**Figure 4: Library Service Website Home Page**



- 9.28 In sharp contrast, a more dynamic and attractive website is offered by Haringey's Alexandra Palace. This site (below) is regularly updated with the latest news and events and serves to celebrate the events and culture on offer. We would suggest that this more vibrant approach would be better suited to the campaigning ethos proposed in

the service blueprint. This is not to suggest that the library service would need to manage its own website and marketing – this could be undertaken by professionals in other parts of the council. However, library staff would need to be actively involved in creating a constant stream of up-to-date content.

**Figure 5: Alexandra Palace Website Home Page**



## The Communications Dimension

- 9.29 A core part of the service design is the communication of what's on offer and the encouragement of users' input and feedback. This will require co-ordination to ensure that messages from the service are consistent and of a good standard. The communication dimension of the future service design blueprint is shown below.

**Table 26: Overview of the Service's Communications in the Future**

Dimension Overview: Communications	
<p>We work hard to celebrate books, reading, learning, arts, events, culture and enterprise in the borough, promoting what our libraries have to offer and encouraging people to share what they enjoy and their knowledge, ideas and creativity.</p>	
Brand	Style
<ul style="list-style-type: none"> <li>We have a <b>consistent look and feel</b> for the core services in our libraries but <b>each library is distinctive</b> to reflect the neighbourhood and its communities.</li> <li>We focus on <b>what's on offer</b> and what people are enjoying and creating, not just on the library buildings themselves.</li> <li>We <b>encourage people to take part, meet, talk and create</b> – not just to consume others' work – and share in the rich diversity of Haringey's communities.</li> </ul>	<ul style="list-style-type: none"> <li>We present a <b>modern, good quality image</b> in our libraries and communications, but that doesn't have to be expensive.</li> <li>Our <b>staff are smart and easily identifiable</b> so that our users can easily find them when they need help.</li> <li>We <b>use plain language</b>.</li> <li>We <b>focus on sharing what all the people of Haringey</b> - our users, writers, artists, community groups and entrepreneurs - <b>are doing and thinking</b>.</li> </ul>
Marketing	Internal
<ul style="list-style-type: none"> <li><b>Staff are our most important means of communicating</b> with our users and non-users.</li> <li>We <b>encourage our users to provide feedback spread the word</b> about what's on offer.</li> <li>We make sure <b>our users are up-to-date</b> with what's on through our website and e-newsletters.</li> <li>We actively <b>engage in social media</b> and respond quickly to marketing opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>We make sure that all <b>our managers, permanent and casual staff and volunteers are up-to-date</b> with everything that's going on.</li> <li>We <b>encourage staff to share publicly their thoughts and advice</b> on their favourite books, art and culture.</li> <li>We actively <b>encourage our staff to come up with ideas for improvement</b> and new books, media and arts to promote.</li> </ul>

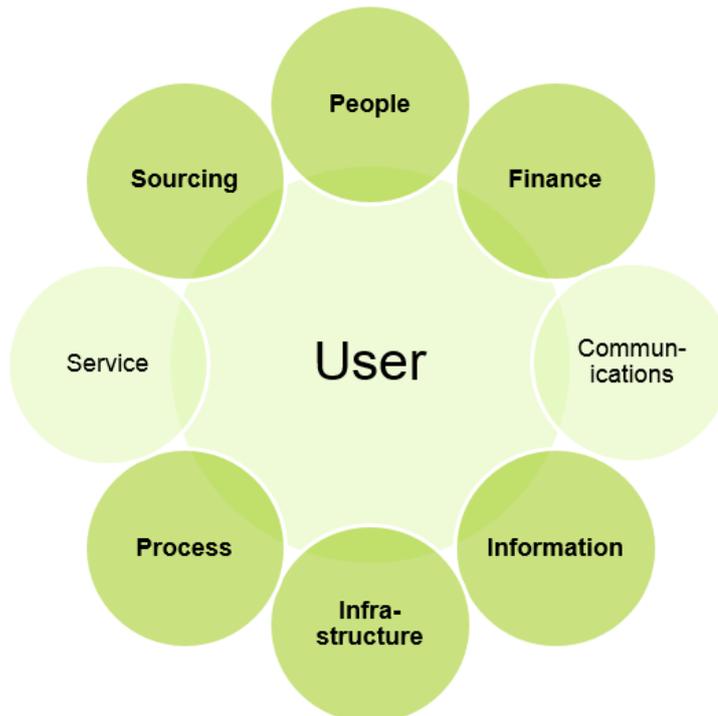
- 9.30 This work will need to be delivered in partnership, with colleagues in other services (eg customer services and communications) and with other agencies. It is very unlikely – and possibly undesirable – for this all to be delivered from within the library service.

## 10. Planning: Other Parts of Future Operating Model

### Introduction

- 10.1 Having defined the first three dimensions of the operating model (the service design blueprint) the other six dimensions of the future operating model need to be put in place:

**Figure 6: the Other Dimensions of the Future Operating Model**



- 10.2 The supporting dimensions on which the service design blueprint depends are explored in turn.

### The Process Dimension

- 10.3 As part of the council's overall Customer Service Transformation Programme, a study has been undertaken of how the direct service to the public in libraries can be made more efficient. This study has identified the opportunity for moving many of the basic transactions that consume library staff's time to automated and online processes via the council's website and through smartphone apps.
- 10.4 In addition, routine phone calls will be taken by the council's contact centre. This will actually improve call handling as many calls currently go unanswered as staff cannot both answer the phones and staff the counter.
- 10.5 In order to make libraries better and easier to hold meetings and events in, there will be specialist resources to oversee bookings and events management across the network. In order to make the service better for such customers, care will be taken to ensure that the service is professional and high quality – this will, in turn, help to generate more income from private lettings. The current system where bookings for any library can

only be paid for by cash or cheque in person at Wood Green library will come to an end and replaced by a modern, automated process.

**Table 27: Future Operating Model - Process**

<b>Our Model for the Future: Process</b>	
<p>We encourage our users to use automated services for routine transactions so that we can invest in our core services. We provide a professional and efficient service to all our users and we involve our users and partners in decision-making.</p>	
<b>Production Methods</b>	<b>Process Flows</b>
<ul style="list-style-type: none"> <li>We have a specialist team dedicated to organising programmes of events, managing lettings and support our business users.</li> <li>We use quality management techniques to ensure that our services run smoothly.</li> <li>We actively encourage our users, volunteers, partners and community groups to organise events, courses and workshops.</li> </ul>	<ul style="list-style-type: none"> <li>We encourage the maximum use of self-checkout and returns and online self-service.</li> <li>Routine telephone enquiries, emails and bookings are managed by the council's contact centre.</li> <li>We take Chip and PIN payments in all of our libraries.</li> <li>Our meeting and business team markets our space for hire and ensures bookings run smoothly across the network and that bookings can be taken and paid for online and in any library.</li> </ul>
<b>Supply Chain and Logistics</b>	<b>Governance</b>
<ul style="list-style-type: none"> <li>To be resolved: we will need to decide who will run our cafes and catering.</li> <li>To be resolved: we will need to decide who will run our business centres.</li> <li>We take part in consortia to secure the best deals for our supplies of books, other materials and IT.</li> <li>The council's IT service manages the library service's contracts with its IT suppliers.</li> </ul>	<ul style="list-style-type: none"> <li>A library partnership board helps to steer and develop the work of the library service, including user representatives and partners.</li> <li>Each library works closely with user and partner representatives to plan and manage its activities and events.</li> </ul>

## The Finance Dimension

- 10.6 The service has been set targets for raising income. This has proved challenging and can produce unhelpful results. For example, the letting of meeting rooms for courses and meetings is hampered by a need for investment in modern audio-visual equipment. Also, although the service already has a variable charging regime and concessionary rates, HALS is currently charged room hire (rather than a share of recharges), making it more attractive for HALS to use 'free' training space. This is a common conundrum for local authority library services and it can lead to the underuse of good classroom space.
- 10.7 Staff have identified various opportunities to generate more income (eg through the sale of stationery which is often asked for in libraries). While it would be counterproductive to allow a perception of 'money-making' to take hold; a greater focus on income generation would improve finances, providing that the 'mark-ups' charged on goods were both reasonable and competitive.
- 10.8 In order to help fund the capital investment programme, the service will need support and capacity to target and submit bids for external funding. Over a longer-term investment programme, opportunities for national funding are likely to become available and the service will need to be ready to take advantage.

**Table 28: Future Operating Model - Finance**

<b>Our Model for the Future: Finance</b>	
<p>We concentrate our spending on the services that matter most to our users and set fair prices for the additional services that we provide that help to subsidise our core library service. Our pricing policies encourage the maximum use of our space.</p>	
<b>Pricing policy</b>	<b>Financial Strategy</b>
<ul style="list-style-type: none"> <li>• We ensure that <b>we only cover our costs</b> through our charges for our core library service.</li> <li>• We apply a <b>moderate mark-up</b> to our charges <b>for our additional services</b>.</li> <li>• We let our space at <b>concessionary rates for learning or community events</b>.</li> <li>• We charge out space for meetings and events at <b>market rates for private or commercial lets</b>.</li> </ul>	<ul style="list-style-type: none"> <li>• We aim to <b>minimise the cost of routine transactions through automation</b> in order to invest in advice, support and marketing.</li> <li>• We <b>generate income from a wide range of sources</b> and additional services.</li> <li>• We <b>actively fund-raise</b> to support our capital investments and library projects.</li> </ul>
<b>Budget and Cashflow Management</b>	<b>Costing practices</b>
<ul style="list-style-type: none"> <li>• We <b>manage our budgets centrally</b> for the whole service.</li> <li>• We <b>operate separate cost centres</b> for our income-generating services with realistic income targets set.</li> </ul>	<ul style="list-style-type: none"> <li>• We regularly <b>benchmark our services</b> to ensure that our unit costs compare well.</li> <li>• We ensure that we <b>account fully for all our support service charges</b> and on-costs.</li> </ul>

## The Infrastructure Dimension

- 10.9 This dimension principally addresses two key areas for improvement identified by nearly all the participants in the review, IT and the library buildings. A new design for the library section of the council website will allow it to become a comprehensive guide to books, arts, culture and information in Haringey. Other, core aspects of IT and automation will need investment in order to support users and generate efficiencies. The automation of routine transactions will free library staff to come out from behind the counter so that they can provide advice and support to users.
- 10.10 The fabric of library buildings will need to be improved to make them modern and attractive and able to cater for a wider range of different uses. Even in smaller libraries, careful 'zoning' of different activities will be needed. Privacy is needed for advice and customer service activities; quiet is needed for those who want to study; children need the chance to enjoy lively story times and fun sessions.

**Table 29: Future Operating Model - Infrastructure**

Our Model for the Future: Infrastructure	
Our libraries are attractive and well-maintained and we invest in technology and electronic media and library materials.	
Technology Strategy	Accommodation
<ul style="list-style-type: none"> <li>We encourage users to use <b>automated and online transactions</b> to help reduce our transaction costs.</li> <li>Our <b>website is well-designed and attractive</b> and integrates well with our library management system and online services.</li> <li>We provide <b>fast and reliable technology</b> and Wi-Fi services.</li> <li>We are <b>increasing our stock of digital media including e-books</b> and other electronic materials.</li> </ul>	<ul style="list-style-type: none"> <li>Our libraries are <b>comfortable, warm, well-designed and maintained</b> to a consistently high standard.</li> <li>Where space allows, we make sure that <b>our libraries are zoned</b> to allow different uses to co-exist.</li> <li>We look for opportunities to <b>improve our buildings and locations</b> to ensure that they attract the highest level of take-up possible.</li> </ul>
Vehicle and plant management	Business Continuity
<ul style="list-style-type: none"> <li>We work to improve the <b>environmental sustainability</b> of our library service.</li> </ul>	<ul style="list-style-type: none"> <li>We <b>operate a seven day service</b> and have seven day support to make sure we keep running.</li> <li>We maintain a <b>flexible staffing pool</b> to ensure that we keep our service running.</li> </ul>

## The Information Dimension

- 10.11 If the service is to be an effective champion for the creative arts and entrepreneurial spirit in the borough, the librarian’s core skills in information management need to be used to the full. The service will need to gather and share information about what’s available and what’s on in the borough and that will need to be available online and through well-informed staff.
- 10.12 To ensure that the service achieves the greatest impact, it will need to develop better information about what its loyal service users need and value and about the non-users that it wants to convert into users. This will also inform the performance management of the service and its staff, so that each member of staff is clear about the impact that they are having on the quality of the service.

**Table 30: Future Operating Model - Information**

Our Model for the Future: Information	
We share and promote the cultural and business life of the borough and make active use of data to ensure we are achieving the best possible impact on people’s lives.	
Knowledge and Intelligence	Data
<ul style="list-style-type: none"> <li>We share with our users a <b>deep knowledge of books</b> and other reading material.</li> <li>We <b>understand the community’s needs</b> and how our service can improve lives.</li> <li>We <b>know about Haringey’s cultural and business life</b> and forthcoming events.</li> </ul>	<ul style="list-style-type: none"> <li>We assemble and <b>publish information on the cultural and business life</b> of the borough, promoting the widest participation.</li> <li>We <b>protect our users’ data</b> and encourage them take care in using our computers.</li> <li>We <b>gather information on service take-up</b> where our users allow and track our progress in welcoming new users.</li> </ul>
Risk	Performance
<ul style="list-style-type: none"> <li>We take steps to ensure that <b>our users, particularly children, remain safe</b>.</li> <li>We check to <b>ensure the suitability of events and activities</b> taking place in our libraries.</li> </ul>	<ul style="list-style-type: none"> <li>We measure and <b>set targets for our success</b> in meeting our service outcomes.</li> <li>We track and act on <b>a wide range of operational indicators</b> on service take-up, user satisfaction and income.</li> </ul>

## The People Dimension

- 10.13 While users are generally very positive about the service offered by staff, there are some criticisms and the staff themselves have identified many opportunities for improvement. Professional development and training in core skills, such as customer care, have been identified by staff as a key need, along with better communication and information about new service and what's happening across the library network.
- 10.14 More fundamentally, the new service blueprint will only succeed if the culture of the service supports the new vision. Staff have suggested numerous ideas for improvement and they can be empowered, with the right management support, to innovate and take charge of improving day-to-day services. Staff will also need to be encouraged – and to be freed – to share their knowledge including through social media.

**Table 31: Future Operating Model - People**

<b>Our Model for the Future: People</b>	
<p>Our staff are professional, well-trained and motivated and are given the freedom to use their initiative. We work closely with our users and partners and are always trying out new ideas.</p>	
Skills	Structure
<ul style="list-style-type: none"> <li>• Our staff have a <b>wide general knowledge of books and other information</b> and are committed to sharing that knowledge.</li> <li>• Our staff are <b>trained in customer care skills</b> and know how to help our users to get the most out of what's on offer in our libraries.</li> <li>• We are able to <b>show our users how to make the most of our IT equipment</b>.</li> <li>• We know how to <b>get our message across in a friendly and engaging way</b>, making good use of social media.</li> </ul>	<ul style="list-style-type: none"> <li>• We have a <b>flat management structure</b> to ensure that we can make and communicate operational decisions quickly.</li> <li>• We have <b>specialist, dedicated staff</b> to support our marketing and our events, meetings and business centres.</li> <li>• We <b>collaborate closely with other teams</b>, drawing on the resources of partners and other council services.</li> </ul>
Culture	Management
<ul style="list-style-type: none"> <li>• Our staff are constantly <b>looking for new ideas</b> to improve our services and increase take-up.</li> <li>• We constantly <b>engage with our users and encourage them to contribute</b> and share what they know.</li> <li>• We <b>work in partnership</b> with numerous organisations and look out for new opportunities for collaboration and celebrate everyone's successes.</li> <li>• We work hard to <b>make everyone feel welcome</b> in our libraries.</li> </ul>	<ul style="list-style-type: none"> <li>• We <b>invest in training</b> our staff and encourage them to <b>make use of their skills and interests</b>.</li> <li>• We make sure <b>all our staff and volunteers are well informed</b> to make sure they know what's going on and what's new.</li> <li>• We recruit and retain <b>staff who enthusiastically share their love of books, culture and learning</b> and who are <b>highly computer literate</b>.</li> </ul>

## The Sourcing Dimension

- 10.15 The service already participates with other local authorities in consortia for buying and for the IT system. However, to be more effective and efficient, an even stronger commitment to collaboration and sharing resources will be needed.
- 10.16 More formal collaborative partnerships will be needed to ensure that the services will be as joined-up and effective as possible. This also includes the contractual relationships with external service providers, where the service will make more use of the council's own specialists in IT, for example.

**Table 32: Future Operating Model - Sourcing**

<b>Our Model for the Future: Sourcing</b>	
<p>We work hard to build positive working relationships with a range of partners, collaborating wherever possible to share services and management effort.</p>	
Supply chain	Collaboration
<ul style="list-style-type: none"> <li>• We <b>take part in purchasing consortia</b> to get the best deals on our purchases of books and other materials.</li> <li>• We have an <b>active relationship with our technology supplier</b> in which we look together for improvements to our efficiency and the service available to our users.</li> <li>• We have a <b>long-standing partnership with designers and architects</b> to help manage our library renewal programme.</li> </ul>	<ul style="list-style-type: none"> <li>• We have <b>core formal partnerships</b> with the following service providers:               <ul style="list-style-type: none"> <li>• <b>Learning:</b> Haringey Adult Learning Service and Haringey College.</li> <li>• <b>Health:</b> Haringey Clinical Commissioning Group.</li> <li>• <b>Youth and education:</b> schools, children's centres, youth services and the Youth Council.</li> <li>• <b>Advice:</b> Job Centre Plus and Citizen's Advice Bureau.</li> <li>• <b>Customer service:</b> the council's customer service and Homes for Haringey.</li> </ul> </li> <li>• <b>Culture:</b> the council's culture service.</li> </ul>
Contracting	Partnership
<ul style="list-style-type: none"> <li>• Our <b>IT department manages our relationships</b> with our IT suppliers for us, ensuring that the development path for our library systems is integrated with new developments in the council and elsewhere.</li> <li>• We have a <b>sourcing strategy for our delivery partners</b> (eg cafes and business centres) to ensure that we are generating a good return on our assets.</li> </ul>	<ul style="list-style-type: none"> <li>• We <b>naturally work well with all our partners</b> to help us all deliver the best results.</li> <li>• We have a <b>strong core of formal partnerships</b> with other council departments, agencies and third sector organisations.               <ul style="list-style-type: none"> <li>• We actively <b>look for opportunities to share</b> investment in innovation and share management costs with other partners and councils.</li> </ul> </li> </ul>

## Summary of Future Operating Model: a Vision for the Future

10.17 The future operating model is designed to ensure that the library service is capable of meeting the needs identified in the review and delivering the outcomes that people expect. The nine dimensions of the future operating model are summarised below. In many cases, the changes required to the service will be minor and evolutionary. Overall, the adoption of this model will require a transformational change and will need active programme management and leadership if it is to be achieved over the next three to five years.

10.18 A shortened version of the **vision for the library service** in future would be:

**“Our libraries give everyone in Haringey the chance to get the most out of life by providing welcoming, creative places to enjoy great writing; explore the arts; contribute to their community; draw on advice; and get the information they need to succeed.”**

10.19 This short version of the vision statement needs to be seen in the context of the wider description of the vision contained in the future operating model set out in the table below.

**Table 33: Overview of Future Operating Model: a Vision for the Future**

Dimension	Vision for the Future
<b>1. User</b>	Whenever people use our library service, they feel welcomed and supported and stimulated by what’s on offer. We are determined to understand what our users want and how best to encourage non-users to take advantage of what’s on offer.
<b>2. Service</b>	Our libraries give everyone in Haringey the chance to get the most out of life by providing welcoming, creative places to enjoy great writing; explore the arts; contribute to their community; draw on advice; and get the information they need to succeed.
<b>3. Communication</b>	We work hard to celebrate books, reading, learning, arts, events, culture and enterprise in the borough, promoting what our libraries have to offer and encouraging people to share what they enjoy and their knowledge, ideas and creativity.
<b>4. Process</b>	We encourage our users to use automated services for routine transactions so that we can invest in our core services. We provide a professional and efficient service to all our users and we involve our users and partners in decision-making.
<b>5. Finance</b>	We concentrate our spending on the services that matter most to our users and set fair prices for the additional services that we provide that help to subsidise our core library service. Our pricing policies encourage the maximum use of our space.

Dimension	Vision for the Future
<b>6. Infrastructure</b>	Our libraries are attractive and well-maintained and we invest in technology and electronic media and library materials.
<b>7. Information</b>	We share and promote the cultural and business life of the borough and make active use of data to ensure we are achieving the best possible impact on people's lives.
<b>8. People</b>	Our staff are professional, well-trained and motivated and are given the freedom to use their initiative. We work closely with our users and partners and are always trying out new ideas.
<b>9. Sourcing</b>	We work hard to build positive working relationships with a range of partners, collaborating wherever possible to share services and management effort.

# 11. Planning: Partnership Options Appraisal

## Approach

- 11.1 After considering the management options in section 6, three options were chosen for further appraisal:
- **Option 1: in-house transformation.** For this option, Haringey would design and manage a programme to implement the new operating model and deliver the outcomes described in the outcomes framework. This option does not preclude buying in specific skills, such as project management and consultants support, where required, nor would it rule out extending existing consortium working.
  - **Option 2: shared services including consortium working.** Under this option the council would look to share some or all of libraries' service delivery with another council. Shared service models range from sharing one aspect of the service, such as an IT system, through sharing management teams to sharing the complete service. Consortium working is very similar to shared services but does not typically involve formal shared governance at elected member level, or delegation of responsibility. Consortium working usually involves a group of councils who use the same supplier(s), or who wish to procure jointly for example, forming a partnership to take advantage of economies of scale and superior buying power, or joint supplier management. Sometimes the partnership takes advantage of successful consortium working to share systems and development projects.
  - **Option 3: the creation of a charitable trust.** This option would represent a more radical step than the other two options. In particular, key stakeholders would need to understand that a charitable trust is an independent body in which its trustees will be required to act in the trust's interests which may not always coincide with the council's. The council would need to develop a contractual framework in which it is clear what freedoms a trust would have and which issues the council would consider to be non-negotiable. Well-structured contractual governance arrangements would need to be established.
- 11.2 Although the options are being appraised as separate models they are not necessarily mutually exclusive. Many organisations implement in-house transformations which include aspects of sharing for example, and Haringey already has a mixture of in-house services and consortium working.
- 11.3 Four tests were applied to each option to help decide which was most likely to deliver the best results:
- 11.4 **Test A. Outcomes Framework:** This appraisal uses the outcomes framework and enablers described in Table 11 of this document to consider how far each model would benefit the council in achieving the desired outcome.
- 11.5 **Test B. Future Operating Model:** The appraisal considers what the impact of each model would be on Haringey's ability to implement the Future Operating Model.

- 11.6 **Test C. Delivery Model Parameters:** The Delivery Model Parameters are designed to reflect Haringey's preferences for certain aspects of different delivery models. With some models there are balancing choices to be considered – for instance some shared services base savings on standardisation but this is typically at the expense of a tailored service which may be a better fit for the council's strategies and objectives. While these aspects of delivery models may not be mutually exclusive, it is useful to consider what preferences Haringey might have.
- 11.7 The Delivery Model Parameters used for this options appraisal were developed during a workshop with the Libraries Management Team. Figure 7 below illustrates the parameters which were discussed and Haringey's preferences as agreed by the team. The appraisal considers how far each option could support the preferences indicated in the parameters.

**Figure 7: Delivery Model Parameters**

High cost/high influence	Preferred position	Low cost/low influence	Notes
	1 2 3 4 5		
Whole service located in the borough		Part of the service located elsewhere	Libraries clearly need to be in borough, back office not.
Staff all employed by Haringey		Some staff employed by another Borough or organisation	Ideally, most employment would be in the borough, but that does not mean that all need to be directly managed.
Savings front-loaded		Savings profiled over time	Although any early savings would be welcome.
Performance optimised		Savings optimised	Initial priority must be performance, but this could unlock efficiencies.
Tailored processes		Standardised processes	
Flexibility in service design		Fixed service design	
Investing in innovation		Tried and tested methods	Innovation desirable, but needs to be considered.
Full partnership		Supplier relationship	
Aligned to strategic goals		Aligned to specification	

- 11.8 **Test D. Financial assessment:** The financial assessment is based on a set of assumptions that have been explored with the core team, and these are attached to this document as Appendix 8. The options analysis is dependent on the accuracy of the information used and the validity of the assumptions that are applied. The information used as the basis for the analysis was provided by Haringey and on that basis it should be robust. At this stage of an evaluation, the assumptions are broadly based and designed to help signpost a way forward but they should not be regarded as precise measures and would need to be refined in respect of any option that is taken forward.
- 11.9 While many of the assumptions are specific to individual options, two assumptions have been made concerning all options:

- No estimate of redundancy costs, or associated impact on pension liabilities, can be made at this stage.
- While an estimate has been included in each option for transformation capacity such as change management, no estimates can be made of the level of funding required to fund the programme, including the necessary infrastructure changes, to enable the outcomes framework.

11.10 Once these estimates can be made they may represent significant sums (although in a shared service model some aspects could be shared with other partners).

## Summary Findings

11.11 The following table summarises the appraisal, the details can be found in Appendix 7.

**Table 34: Summary of Option Appraisal<sup>33</sup>**

	In-House Transformation	Shared Services	Charitable Trust
<b>A: Outcomes Framework</b>			
1. Sharing the joys offered by books and other writing.	M/H	H	H
2. Getting a great start in life.	H	M	M
3. Getting the most out of life.	M	H	L/M
4. Making Haringey a creative, thriving place.	M	M	M
5. Bringing people together.	M	M	M
<b>B: Future Operating Model</b>	Gives Haringey the independence to implement the model.	Could limit Haringey's ability to implement if vision not shared with partners. (Less important for consortium working). Could prolong the timescale significantly.	A trust as an independent body may struggle to implement the aspects of the model which are heavily integrated with the rest of the council's and other partners' services.
<b>C: Delivery Model Parameters</b>	Gives Haringey the flexibility to implement according to preferred parameters.	Could struggle to be flexible and aligned with strategic objectives if other partners are not aligned.	Could struggle to remain aligned with strategic objectives as directors of the trust must make decision which benefit the trust not necessarily the council.
<b>D: Financial Assessment</b>			
Additional cost / savings over 5 years	£100,000	-£999,500	£54,170
<b>Level of Risk</b>	M	H	H

<sup>33</sup> H = high; M = medium; L = low

- 11.12 In the same way that it is not possible to estimate the detailed costs of service transformation projects, it is not possible to identify at this stage the savings from service transformation projects. As a result, the initial cost of investing in transformation capacity is included in year 1 for each option, but not the savings that would result from service efficiencies.
- 11.13 As can be seen from the table a shared service model would bring the most benefit over a five year period, with benefits arising mainly from sharing costs and capacity. However the shared model brings with it a number of significant risks, particularly those concerning the timescale of establishing the partnership, and the possible difficulties of aligning a partnership with Haringey's strategic goals and vision of integrated customer services. Implementing a shared service at the same time as embarking on a complex change programme could be extremely difficult, although a partner could help to support the change programme if they had themselves implemented, or were considering implementing, a similar change programme.
- 11.14 Consortium working, however, carries less risk, being more focussed on specific areas, and some established consortia are achieving significant benefits around shared catalogues and book stock which clearly support Haringey's outcomes. This will require a review of whether there would be benefit in joining a different library consortium. Such an evaluation will need to take place in advance of any further investment in the library system or the replacement of RFID equipment as a change in consortium would probably need to be accompanied by a replacement of the existing library management system.
- 11.15 With these considerations in mind, an in-house transformation, including extended consortium working, could be the best mix for Haringey in the short-term, with consideration of a shared model in the longer term to increase the benefits which can be achieved.

## 12. Planning: Investment Plan

### Considering the Options

12.1 The achievement of the future service blueprint and the rest of the future operating model will require a series of investments:

- Capital investment in the library service's buildings and IT infrastructure.
- Investment in programme management to organise the delivery of the changes.
- Leadership time and commitment to engaging with Friends, users and staff.

12.2 This will require expenditure, but there will be direct consequential savings including:

- Economies of scale through sharing with other partners and authorities.
- Capital receipts from the release of buildings that the council will no longer be required once the services have been transferred to the library.
- Increased income from more sales and room hire.
- Efficiencies and staff savings resulting from automation.

12.3 There will also be indirect, but critical savings and benefits, resulting from:

- The library service's contribution to the council's Customer Service Transformation Programme, providing internet access and advice to support channel shift.
- The long-term benefits to citizens and the borough through better information about entitlements; health advice; and employment.
- The library service's contribution to economic growth in the borough, through improving children's and adults' skills and encouraging entrepreneurship.

12.4 Before making a commitment to the investments required, the council will need to develop a more detailed business case setting out the impacts and benefits from the future operating model and an analysis of the costs and savings. The council will also need to consider how the investments will take into account the maintenance requirements for the libraries, such as routine and cyclical maintenance needs. This will also need to take into account the timetable and schedule for relocating the council's customer service centres and the property savings that would result.

12.5 In advance of this more detailed analysis, we have in this section set out some scenarios for the level of investment that can be made with a broad indication of its potential costs.

12.6 Three broad levels of investment are suggested as options:

- **Lower:** this would provide some cosmetic changes but would achieve few of the changes envisaged.

- **Medium:** this would revitalise the core of the service and improve the three larger libraries.  
**Higher:** this would achieve a full transformation of the service, providing better access across the library network.

12.7 For each of these options, there are varying levels of service on offer, with the medium and higher levels of investment higher levels of the 'full' and 'basic' services described in Table 25.

## Lower Investment: Marginal Improvement

12.8 In this option, there would be some positive impact as a result of an improvement in the interiors of the library. This would allow a modernisation of the larger libraries and the introduction of 'basic' versions of the new centres such as the learning, business and meeting centres. For the smaller libraries, some of the full offer could be achieved for relatively little cost (eg learning and meeting centres at St Ann's. However, this model would not address issues of access at libraries such as Muswell Hill where the children's library is on the first floor, but there is no lift access.

**Table 35: Service Offer in Network with Lower Investment**

Larger Libraries	Library	Learning Centre	Culture Centre	Business Centre	Advice Centre	Customer Centre	Meeting Centre	Cafe
Hornsey	●	●	●		●		●	●
Marcus Garvey	●	●	●	●	●		●	●
Wood Green	●	●	●	●	●		●	●
<b>New Library Online</b>	●	●	●	●	●	●		
Smaller Libraries								
Alexandra Park	●	●	●		●			●
Coombes Croft	●		●		●		●	●
Highgate	●		●		●			●
Muswell Hill	●		●		●			●
St Ann's	●	●	●		●	●	●	●
Stroud Green & Harringay	●		●					●

● = full offer ● = basic offer (reduced offer or with reduced access).

## Medium Investment: Revitalised Core

- 12.9 With a medium level of investment, library interiors could be remodelled, with the larger libraries being able to offer the full range of the future operating model, as a result of meeting rooms being fitted out with modern audio-visual equipment and with the creation of full customer centres. It should be noted that at Marcus Garvey library it is not proposed to offer a full learning centre as the College is next door and a full business centre as Tottenham already has a similar facility, 639 Enterprise Centre.
- 12.10 The medium level of investment would result in significantly improved performance but would do little to address the needs of smaller libraries or allow them to act as a core community resource. This model would also not address issues of access at libraries.

**Table 36: Service Offer in Network with Medium Investment**

Larger Libraries	Library	Learning Centre	Culture Centre	Business Centre	Advice Centre	Customer Centre	Meeting Centre	Cafe
Hornsey	●	●	●	●	●	●	●	●
Marcus Garvey	●	●	●	●	●	●	●	●
Wood Green	●	●	●	●	●	●	●	●
<b>New</b> Library Online	●	●	●	●	●	●		
Smaller Libraries								
Alexandra Park	●	●	●		●	●		●
Coombes Croft	●		●		●		●	●
Highgate	●		●		●			●
Muswell Hill	●		●		●			●
St Ann's	●	●	●		●	●	●	●
Stroud Green & Harringay	●		●		●			●

● = full offer   ● = basic offer (reduced offer or with reduced access).

## Higher Investment: Full Transformation

12.11 With a higher level of capital investment, the existing library network could achieve the vision set out in the future operating model and provide more of the complete offer and on more sites. This level of investment is based on remodelling interiors with more extensive works for three of the smaller libraries, but does not include any relocations. Lift access would be installed at Highgate, Muswell Hill and Stroud Green and Harringay libraries, allowing them to be more intensively used. An extension would be added at Muswell Hill to provide toilets and more space to allow full centres to be added. As for the medium level of investment, it is not proposed to offer a full learning centre at Marcus Garvey library as the College is next door nor a full business centre as Tottenham already has a similar facility, 639 Enterprise Centre. It should be noted that this does not include additional lifts at Hornsey Library to make either the mezzanine space or the first floor rooms accessible.

**Table 37: Service Offer in Network with Higher Investment**

Larger Libraries	Library	Learning Centre	Culture Centre	Business Centre	Advice Centre	Customer Centre	Meeting Centre	Cafe
Hornsey	●	●	●	●	●	●	●	●
Marcus Garvey	●	●	●	●	●	●	●	●
Wood Green	●	●	●	●	●	●	●	●
<b>New Library Online</b>	●	●	●	●	●	●		
Smaller Libraries								
Alexandra Park	●	●	●		●	●		●
Coombes Croft	●		●		●	●	●	●
Highgate	●	●	●		●	●	●	●
Muswell Hill	●	●	●	●	●	●	●	●
St Ann's	●	●	●		●	●	●	●
Stroud Green & Harringay	●	●	●		●		●	●

● = full offer ● = basic offer (reduced offer or with reduced access).

## Indicative Costs and Refining the Options

- 12.12 The options set out above are designed to be purely indicative. They are based on improvements to the existing library network and do not take into account any changes to tenancy arrangements in any libraries, nor as a result of any proposed regeneration schemes (such as in Tottenham).
- 12.13 The changes suggested for each library would need to be reviewed in discussion with Friends, users and staff so that an agreed vision could be established for each library that would both be realistic and command support.
- 12.14 Indicative costs for each of the options are set out in the table below. It should be noted that these are based on a series of assumptions described in Appendix 9. They provide a high level indication of costs based on experience in other library services, but they do not take account of specific long-term maintenance and repair needs; they are not based on site evaluations or schemes of work; nor are they based on up-to-date quotations.

**Table 38: Indicative Costs for Investment Options**

Investment Option	Includes	Capital Cost
<b>Lower: marginal improvement</b>	<ul style="list-style-type: none"> <li>RFID replacement in larger libraries.</li> <li>Remodelled counters in larger libraries.</li> <li>Cosmetic improvements to all libraries.</li> <li>Basic website and IT improvements.</li> </ul>	£1.7m
<b>Medium: revitalised core</b>	<ul style="list-style-type: none"> <li>All the changes for lower option, plus:</li> <li>Professional audio-visual equipment in meeting rooms for larger libraries and St Ann's.</li> <li>Full remodelling of larger libraries to all full offer at most sites.</li> <li>Some remodelling of space in smaller libraries to allow basic services, eg advice.</li> <li>Fully remodelled library website.</li> </ul>	£2.7m
<b>Higher: full transformation</b>	<ul style="list-style-type: none"> <li>All the changes for lower and medium options, plus:</li> <li>RFID replacement in all libraries.</li> <li>Full remodelling of smaller libraries, including remodelled counters.</li> <li>Audio-visual equipment in Highgate, Muswell Hill.</li> <li>Lifts at Muswell Hill, Stroud Green and Harringay and Highgate.</li> <li>Extension and toilets at Muswell Hill.</li> </ul>	£4.7m

- 12.15 It is recommended that further, more detailed estimates are developed based on outline schemes of work before decisions are made on the overall levels of investment in transforming the library network. This will also allow the council's Customer Service Transformation Programme to complete its planning work so that the new customer centres in each library can be 'sized' appropriately.

12.16 In addition, for a number of the proposals, further research and engagement would be required. Examples include:

- Business centres: market research would be needed to confirm the level of demand for each proposed full business centre.
- Learning centres: training providers should be identified who are keen to make use of professionally designed and managed rooms.
- Asset reviews: before a commitment is made to large investments in a particular library, the site should be reviewed to ensure that the investment would be as effective as it could be. As some Friends have suggested, an alternative site might offer a better location or a larger footprint.
- RFID: usage statistics are such that a cost/benefit analysis is needed before replacing RFID equipment in smaller libraries. It may be more cost-effective to simply stop offering RFID in smaller libraries.
- Grants and external funding: many library building programmes have benefited from external funding and grants, such as from the Big Lottery Fund. The library service has secured such funding in the past; research should be undertaken to examine the potential options for external grant funding. This will need to continue as new opportunities can emerge at short notice and with short lead times.

12.17 These investigations will need to form part of the next stage of the planning process in advance of implementation.

# 13. Planning: Implementation and Conclusion

## Programme Planning

- 13.1 The creation of the future operating model for libraries set out in this report represents a substantial programme of work, incorporating:
- Construction, redesign and refurbishment schemes.
  - Staff restructuring and training and development programmes.
  - Technology projects, including RFID renewal and web developments.
  - Partnership development, including local partnerships and greater sharing.
- 13.2 The programme will be complex and demanding. It will have a number of interdependencies with other programmes such as the Customer Service Transformation Programme. It will also require a continuing programme of engagement and consultation with Friends, users, staff and other potential users and partners. In addition, an equalities impact assessment and environmental impact assessments will help to test and guide the programme.
- 13.3 The council has a well-established approach to programme management and this will enable it to manage this programme effectively. However, to make the programme succeed will require leadership, sustained commitment and project management resources.
- 13.4 The library service management team has already begun planning ahead for the implementation programme and to support members' decision-making process. The key elements of the programme will need to include the principal workstreams and projects set out below.

**Table 39: Implementation Programme: Principal Projects and Activities**

Workstream	Projects and Activities
<b>1. Infrastructure</b>	<ul style="list-style-type: none"> <li>• Refine investment plan estimates and secure funding.</li> <li>• Develop sequence of library investments.</li> <li>• Develop, refine and implement schemes for each library (implementing the new visual and interior design standards).</li> <li>• Develop and implement ICT infrastructure investment plan.</li> </ul>
<b>2. Service offer</b>	<ul style="list-style-type: none"> <li>• Develop new stock management approach, including digital media, book display, other language stock and categorisation.</li> <li>• Develop, test and refine 'centres' as part of service offer.</li> <li>• Develop support programme for IT for public use.</li> <li>• Develop events programming and promotion.</li> <li>• Develop targeted take-up campaigns.</li> <li>• Create new information and performance management framework.</li> </ul>
<b>3. Resourcing</b>	<ul style="list-style-type: none"> <li>• Develop overall business case for change, identifying the return on investment and revenue implications.</li> </ul>

Workstream	Projects and Activities
	<ul style="list-style-type: none"> <li>• Design and implement a revised staffing structure.</li> <li>• Design and implement a staff development programme.</li> <li>• Implement a new internal communications framework.</li> <li>• Develop community participation programme, including extending Friends programme and volunteering.</li> <li>• Create partnership and shared service development programme.</li> <li>• Establish sourcing strategy for new service offerings, eg cafes and business centres.</li> <li>• Design revised pricing and income generation policies.</li> <li>• Develop external fund-raising strategy.</li> </ul>
<p><b>4. Vision and branding</b></p>	<ul style="list-style-type: none"> <li>• Design, test and establish visual and interior design standards.</li> <li>• Develop new website to promote reading, arts, culture, skills, employment and entrepreneurialism.</li> <li>• Create new marketing and campaign methods, including the use of social media.</li> </ul>

13.5 Once the council has determined its preferred approach and level of investment, the programme plan will need to be designed in detail.

## Conclusion

13.6 Throughout the refinement and implementation of the programme, a continuing process of engagement should be undertaken. The enthusiastic participation by Friends, users, Members and staff in this review will need to be built upon and people's ideas will need to be captured, explored and debated. While it will not be possible to achieve consensus on every topic, the process of discussion will help to generate better plans that benefit from a wide degree of support.

13.7 Throughout this review, participants have demonstrated great support for the borough's library service. People have contributed ambitious ideas for what libraries can achieve for the people who live and work in Haringey. In doing so, a new model for a library service has emerged that would transform what people can expect of their libraries. The new library service that would result will play an important part in securing the long-term success of the borough.

See Appendices for more detail.