



**Meeting the demands for a
modern Public Library Service
within Northern Ireland –
Stage 1 :
Greater Belfast Area**

1. Foreword

- 1.1 Libraries NI has responsibility for public library service provision across Northern Ireland. As the Authority manages this new regional service it is appropriate to take stock of the strategic position in order to deliver services into the future that meet the needs of the people of Northern Ireland.
- 1.2 Furthermore because the service is now a regional service and development is not constrained by ELB boundaries there is an opportunity to review provision in a Northern Ireland wide context.
- 1.3 This review of provision is being undertaken in three stages:
 - A review of Greater Belfast (in this paper)
 - A review of provision in the rest of Northern Ireland
 - A review of mobile provision across Northern Ireland, which will include current routes within the Greater Belfast area, including consideration of whether additional provision may be required as a result of the proposals outlined in this paper.
- 1.4 It should be noted that in addition to the review of provision in Greater Belfast, Libraries NI is working with a range of key partners on the development of a Strategic Outline Case for Belfast Central Library as a cultural hub for the city. The Belfast Central Library strategic development will be the subject of a separate paper.
- 1.5 The proposals contained in this paper will be subject to consultation with current and potential users and other stakeholders, including an Equality Impact Assessment (EQIA), before any decisions are made.

2. Strategic Context

- 2.1 A number of key strategic documents influence the future shape of library provision in Northern Ireland. These are:
 - The Libraries NI Corporate Plan
 - The Investment Strategy for Northern Ireland
 - Department of Culture Arts and Leisure's (DCAL) policy framework for public libraries entitled 'Delivering Tomorrow's Libraries'.

3. Libraries NI Corporate Plan

- 3.1 Libraries NI, as a new Authority, outlined a clear vision and direction for the future of Libraries in Northern Ireland in its Corporate Plan. This plan has an overall vision of enabling Libraries to be at the heart of communities – to deliver for them on leisure, on culture and on learning. Against this inspiring vision there is the reality of economic downturn and its impact on public spending and the need to deliver efficiencies for the public purse.

3.2 In the corporate plan the organisation has committed to being guided by our five values:

- Customers come first
- Nurturing staff
- Innovating and improving
- Decisiveness
- Accountability.

3.3 This review works in the interests of all of these values in that:

- Putting customers first means delivering the services they want and need and at times that they wish to access them within the constraints of available resources
- Nurturing staff means that we will provide a minimum accommodation standard for them and that their roles are expanded to deliver on the 4 themes outlined in the Corporate Plan
- Innovating and improving is central to the way that Libraries NI will do its business. There will be a programme of continuous improvement to meet the evolving needs of customers, staff and other stakeholders. We look positively to the future and wish to provide modern services delivered in modern, public, neutral space
- Decisiveness means that we will take difficult decisions to ensure that services are delivered according to the vision
- We will be accountable for these decisions by investing and using public monies appropriately and in the best interests of the service.

4. Investment Strategy for Northern Ireland 2008-2018

4.1 The Investment Strategy for Northern Ireland outlines the following key strategic objective in respect of library infrastructure:

- modernisation of **libraries** in our cities and key towns.

4.2 Specifically in the context of the Greater Belfast area this development is prioritised as a new Belfast Central Library open by 2015.

5. DCAL's Delivering Tomorrow's Libraries

5.1 This strategy sets out a vision for public libraries in the future that play a fundamental role in communities through the provision of resources, services and opportunities to support learning, access to information, cultural and creative development and preservation and exploitation of heritage material. A range of standards for libraries is outlined as measures of a modern service. The report states:

“New library buildings should be located where they are most easily accessed by the communities they service, in neutral locations, close to centres of population and other amenities” (*Delivering Tomorrow's Libraries, Page 12*)

- 5.2 This document also sets standards including targets to ensure that libraries are available to the public outside normal business hours.

“Larger libraries serving significant population centres should be open at least 2 evenings per week to at least 8pm, and all day Saturday. Smaller libraries should be open at least 1 evening per week up to at least 8 pm, and at least part of Saturday. All static libraries should be open for a minimum of 7 hours weekly outside 9am to 5pm Monday to Friday.” (Page 22)

Libraries NI aspires to deliver on the DCAL targets for longer opening hours and has drawn its vision from the DCAL document.

6. Introduction

- 6.1 This report outlines the findings of a strategic review of library provision for the Greater Belfast area within the context of a regional public library service.

The document outlines:

- The business context
- The need for a review
- Format of the review
- Findings of the review
- Option Appraisal
- Conclusions and recommendations.

7. The Business Context

- 7.1 Libraries Northern Ireland has the vision of being a flexible and responsive library service which provides a dynamic focal point in the community and assists people to fulfil their potential.

- 7.2 There are 109 libraries across Northern Ireland providing a range of services including:

- Books and other resources including online information, newspapers, DVDs, CDs, talking books, newspapers and magazines
- Learning opportunities
- Local studies
- Cultural events
- Information
- Computers with Internet access and other resources
- Reading activities and groups
- Storytimes and other activities for children.

- 7.3 In order to ensure that the public library service delivers on this vision the service needs to be reviewed taking into account the changing and evolving political, social and economic landscape today. The pressures of economy,

efficiency and service effectiveness are key and equally important drivers in delivering even better public services and deriving more value from the public purse. Furthermore the image of libraries as purely book borrowing centres needs addressing to take account of customers' expectations and the trends in library use across the UK as well as the vision articulated in the DCAL paper Delivering Tomorrow's Libraries.

8. The need for a review

8.1 There is a number of drivers for change within the current organisation of Libraries NI including:

- For the first time since 1973 the opportunity exists to conduct a review of library provision across the entire public library service. Whilst it is acknowledged that a review was conducted in some areas previously this was not the case across Northern Ireland
- A unique opportunity exists to review this service as a regional service and not constrained by former Education Board boundaries
- The need to deliver on business efficiencies identified in the rationale for creating Libraries NI
- The need for more suitable buildings in locations that serve the population and reflect demographic shifts in populations
- The need to recognise that some libraries are simply located too close together which may have been appropriate historically and is now no longer necessary
- The need to derive much more effective use of staff in a customer support capacity
- The need to make best use of staff resources and proactively drive down relief staffing costs
- The need to modernise and upgrade buildings
- Providing opening times to reflect modern lifestyles
- Concentrating on provision of stock where it is needed
- Improving security and reduced costs
- Increasing diversity in the workforce
- Creating a working environment more fully compliant with Health & Safety legislation
- Implementing re-structured and more streamlined services
- The need for libraries to be more than just 'books' to take account of the wider role libraries play in learning, culture and heritage
- The need to develop a more strategic approach to library outreach provision.

8.2 There are specific difficulties associated with:

- Trying to sustain a very large number of branch libraries some of which have a very low level of usage
- Offering the full range of library services in smaller, more limited buildings
- Utilisation of scarce staffing resources over a large number of library locations

- A surplus of old stock and lack of proper storage
- Many buildings with inadequate facilities and in a poor state, requiring significant refurbishment to bring them to a state of compliance with the DDA requirements
- The high cost of maintaining buildings which are significantly under-utilised
- Outdated custom and practice and inflexible working arrangements
- Complete absence of any formal strategic review and long-term failure or inability to plan in line with resources available.

8.3 To realise the vision, capitalise on the key drivers for change and reduce some of the difficulties outlined above, Libraries NI sees the need for two different types of library:

- *Libraries which will open a minimum of 30 hours per week, 10 of which will be outside normal business hours and offering:*
 - *Specialist Collections (e.g. Local studies)*
 - *Dedicated meetings room space*
 - *Flexibility for community space*
 - *Public Access Terminals (PATs) configured in a way which can be used as a learning space*
 - *One-to-one support*
 - *Regular activities covering the key themes (learning, culture, information and heritage)*
 - *Zoning e.g. teenage, quiet study space*
- *Libraries which will open a minimum of 50 hours per week of which 15 hours will be outside normal business hours and offering:*
 - *The same as medium libraries **PLUS***
 - *Specialist collections (with appropriate storage for same)*
 - *Microfilm/other media collections*
 - *Specialist ICT facilities*
 - *Radio Frequency Identification (RFID)*
 - *Wi-Fi*
 - *Adequate storage facilities*
 - *Café*
 - *Meeting rooms*
 - *Dedicated exhibition space*

8.4 Therefore, it is proposed that in the Greater Belfast area library services should, in the main, be provided by these two types of library.

9. Strategic review – Evaluation criteria

9.1 Mostly, though not exclusively, library services are delivered in the public library buildings. A strategic review of assets has been conducted with a view to creating high performing facilities that are:

- Fit for purpose
- Capable of delivering on the vision of Libraries NI
- In the right location
- Sustainable.

9.2 The following report sets out to establish a sustainable and affordable framework for the service of the future. It urges a beginning to the investment needed to facilitate the re-design of the service, to address present weaknesses in our ability to meet customers' expectations regarding access to services and the quantity and quality of stock provided.

10. Summary of the Review Process

10.1 Libraries NI is responsible for 109 fixed public library service locations and 28 mobile services. For the first time the public library service has the opportunity to review provision across the region of Northern Ireland.

10.2 The review is being conducted in three phases:

- A review of Greater Belfast
- A review of provision in the rest of Northern Ireland
- A review of mobile service provision and other library services not delivered in library buildings.

10.3 Phase one concentrates on Greater Belfast because of the number of libraries in the geographic area and the overall poor condition of many of the buildings. As some reviews have already taken place in other parts of Northern Ireland, it is not anticipated that the phase 2 review will be of the same magnitude as that of Greater Belfast.

10.4 The process for the review is:

- 11.4.1 Information collection and analysis of current provision;
- 11.4.2 Provision of an initial discussion paper to the Services Committee and to the Board;
- 11.4.3 Public consultation on the proposals, including consideration of equality issues
- 11.4.4 Draft of final proposals and recommendations to the Board.

10.5 The timescale for this review is for decisions to be made by the end of April 2010.

11. Format of the Review

- 11.1 This review has measured current provision against the evaluation criteria outlined above. These criteria are further defined and outlined in the following sections.

12. Fit for Purpose

- 12.1 Putting customers first and delivering a modern public library service will depend on having well maintained, modern and fit for purpose library buildings. Our vision for a fit for purpose building is ideally one that we own and in which we can invest for the future as part of our commitment to the provision of excellent services for the communities that we serve. This criterion assesses the infrastructure and property condition. It provides specific information on the ownership of the property, any development restrictions in force as well as age and floor area. Overall an assessment is made on whether the property can be developed to meet the needs of a modern library service.

13. Capable of delivering the vision of Libraries NI

- 13.1 The ability to deliver on the vision of Libraries NI includes:

- Being able to provide the full range of services
- Being accessible
- Providing opportunities to develop partnerships.

13.1.1 Being able to provide a full range of services

The services offered by Libraries NI very much depend on having a suitable environment and the appropriate space to deliver them. If libraries are to be dynamic focal points in communities and deliver a range of services which meet the needs and expectations of the public the buildings must be well designed and equipped, attractive, welcoming and flexible.

13.1.2 Being accessible

Accessibility of libraries from many perspectives makes this an important indicator of the assessment of current estate.

- Is the building compliant with existing legislation e.g. DDA?
- Across Northern Ireland can people reasonably access libraries i.e. meeting the accessibility standard contained in Delivering Tomorrow's Libraries of 85% of the population living within a 2 mile radius of a library service (fixed or mobile provision)?
- Are the opening times flexible to suit the different needs of the population?
- Are libraries located in neutral spaces?

13.1.3 *Providing opportunities to develop partnerships*

The image and role of libraries as being simply about lending books has long since passed. The modern library service has a full range of services that it must deliver to meet the needs of local people and to fulfil the corporate vision of being a hub in local communities providing not only constructive leisure opportunities but learning, information, heritage and culture services. Partnership working is a key strategy for moving forward – providing a link between government and communities. Libraries can accommodate, in the right environment, other services that need to be delivered to the public. Kiosks, one-stop-shops, information gateways are all part of the overall strategy of enabling and empowering local people.

14. In the right location

14.1 In the right location means:

- Can 85% of the population access a public library service (fixed or mobile) within 2 miles?
- Are people actually using the services?
- Is the population in an area using the services?

14.2 As a regional service Libraries NI is committed to parity of investment in library provision across Northern Ireland – urban or rural – so that 85% of library users need travel no more than 2 miles to access a library service (either fixed location or mobile service provision). The geographic boundaries of the Education and Library Boards coupled with the historical political context means that libraries have not been developed in a regional way - resulting in the current uneven pattern of library provision across Northern Ireland.

14.3 Performance information on issues activity, cost per issue and the use of computers in libraries are some of the measures examined to indicate the use patterns of service.

14.4 Active borrower data shows the numbers of people in an area using the service.

15. Sustainable

15.1 Sustainability into the future will depend on having public libraries that are of a high standard, capable of delivering a full range of services and that can be resourced and deliver value for money. In the current re-shaping of the public library service as a regional service a unique opportunity exists to secure funding to re-invest in the public library service estate. This opportunity may not present itself again. It is important to build a service that can be taken into the future rather than attempt to stretch already scarce resources on buildings that will never be suitable to deliver the range of services the public are offered in other locations. A key measure in this area will be the use made of current

libraries in respect of issues activity that will serve as a guide to sustainability into the future. As the cost per issue rises the ability to sustain the service in a particular library becomes more difficult.

16. Findings of the Review of Libraries in the Greater Belfast Area.

16.1 The libraries that serve the Greater Belfast area were identified as the scope for this review. Each Library has been examined in detail and key facts collated. There are 33 libraries within the Greater Belfast area. Belfast Central Library is excluded for further consideration in this paper as it is part of a separate project within the Investment Strategy for Northern Ireland and is currently at Strategic Outline Case stage. Services within Belfast Central will take account of the impact of the outcomes of this paper and will include decisions being made on the extent and location of lending facilities within the city centre.

16.2 The 32 Libraries within the scope of this paper are:

- Andersonstown
- Ardoyne
- Ballyhackamore
- Ballymacarrett
- Belvoir Park
- Braniel
- Carryduff
- Chichester
- Cloughfern
- Colin Glen
- Cregagh
- Dundonald
- Dunmurry
- Falls
- Finaghy
- Gilnahirk
- Glengormley
- Grove
- Hollywood Arches
- Ligoniel
- Lisburn Road
- Newtownbreda
- Oldpark
- Ormeau
- Rathcoole
- Sandy Row
- Shankill
- Suffolk
- Tullycarnet
- Whiterock

- Whitewell
 - Woodstock
- 16.3 The total cost of running the 33 libraries (including Belfast Central) is £5,425,935.
- 16.4 A detailed business analysis of these libraries has been conducted. An assets document has been produced for each branch and an overall assessment made against the criteria defined above.
- 16.5 The criteria looked at measures including:
- Fit for purpose
 - Capable of delivering on the vision of Libraries NI
 - In the right location
 - Sustainable.
- 16.6 In assessing whether a library can form a building block for delivering the future vision for service provision it is important to note that *no single indicator can be considered in isolation. It is these factors taken in the round and in combination that determine whether a library has the potential to continue to attract library users.*
- 16.7 Appendix 1 shows the categorisation of the libraries as follows:
- Libraries that meet the key criteria for future use and have been recently refurbished and are well placed geographically to remain
 - Libraries that require new builds or major refurbishments
 - Libraries that require to be clustered to consolidate in single viable entity rather than a number of libraries unable to meet the vision
 - Libraries that are no longer viable from a strategic perspective.
- 17. Libraries that meet the key criteria for future use and may have been recently refurbished and are well placed geographically to remain.**
- 17.1 The review indicates that the following locations are capable of delivering the service to meet the strategic vision. At this time no major refurbishments are planned although, in some cases, minor works may be required to refresh the buildings.

These libraries are:

1. Carryduff
2. Dundonald
3. Finaghy
4. Glengormley
5. Grove
6. Holywood Arches
7. Rathcoole

8. Whiterock.

18. Libraries that require new builds or major refurbishments

18.1 The review would indicate that the following libraries are sustainable but require significant investment, either on the current or a new site:

1. Ardoyne
2. Chichester
3. Cregagh
4. Falls Road
5. Lisburn Road
6. Newtownbreda
7. Ormeau
8. Shankill

19. Libraries that require to be clustered to consolidate provision into a single viable entity rather than a number of libraries unable to meet the vision

19.1 From the analysis in Appendix 1 and in the interests of providing equitable services it is proposed that the consolidation of the following libraries into a cluster would provide enhanced provision in their areas. Clustering is considered where:

1. there is a number of libraries within a close proximity;
2. where the Delivering Tomorrow's Libraries standard of providing access to static or mobile provision within a two mile radius could not be met if the libraries were closed;
3. there is a genuine belief that enhanced provision could be achieved through deploying the savings gained from amalgamation into a larger offering with a range of services in a single location to be determined following consultation with the communities concerned.

19.2 Suffolk area

19.2.1 If the services in Colin Glen and Suffolk were clustered on an agreed location within the area enhanced service provision could be made. These libraries share populations.

19.2.2 Colin Glen Library

Colin Glen Library is owned by Libraries NI in leasehold. It has 811 m² of available space. There is a maintenance backlog of £1,820. The library has 9 staff and is open 53.5 hours per week. There are 2739 active borrowers and the cost per issue is £4.47. The computers are used 20.36% of the time. Suffolk Library and Finaghy libraries are within a two mile radius.

19.2.3 Suffolk Library

Suffolk Library, built in 1970, is owned by Libraries NI in leasehold. These are shared premises with an adjoining health centre. It has 437m² available space. There is a maintenance backlog of £46,450. The library has 5 staff (part-time and job share) and is open 40.5 hours per week. There are 1405 active borrowers and the cost per issue is £5.78. The computers are used 29.55% of the time. Colin Glen Library and Finaghy Library are within a two mile radius.

20. Libraries that are considered to be no longer viable

20.1 The assessment shown in Appendix 1 would indicate that the following libraries do not support the vision of Libraries NI into the future i.e. they are not capable of delivering the range of services to which Libraries NI aspires.

- Andersonstown
- Ballyhackamore
- Ballymacarrett
- Belvoir Park
- Braniel
- Cloughfern
- Dunmurry
- Gilnahirk
- Ligoniel
- Oldpark
- Sandy Row
- Tullycarnet
- Whitewell
- Woodstock

20.2 Key reasons why these libraries fail to meet the criteria are shown below.

Criterion	Reasons
Fit for purpose	<ul style="list-style-type: none">• Limited floor space;• Health and Safety considerations;• Lack of public amenities.
Capable of delivering on the vision of Libraries NI	<ul style="list-style-type: none">• Unable to deliver the range of services outlined in the Corporate Plan because of limitations in the building; and• Lack of neutrality
In the right location	<ul style="list-style-type: none">• There is available and enhanced library provision for 85% of the population within a two mile radius (either fixed or mobile provision)• Customer use profiles suggest decline• Active borrowers are a small percentage of potential customers in an area

Sustainable	<ul style="list-style-type: none"> Anticipated budgetary forecast suggest that there will be a limited ability to continue to afford poorly performing service points.
-------------	---

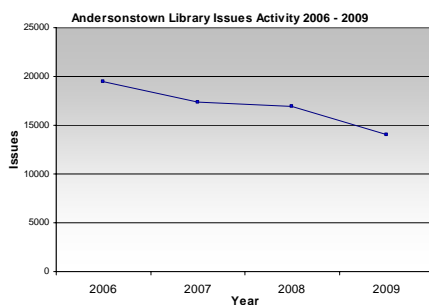
20.3 Appendix 2 summarises the performance data for these libraries.

20.4 Appendix 5 shows the active borrowers as a percentage of the potential customer population within the area.

21. Andersonstown Library

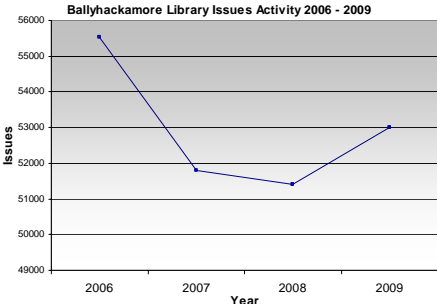
Andersonstown Library, built in 1960, is owned by Libraries NI in leasehold. It has 182m² available space. There is a maintenance backlog of £34,635. Currently the building has no potential for development on the existing site. In order to make this a viable library there is an estimated capital cost of £1,000,000.

The library is open 37 hours per week. There are 933 active borrowers and the cost per issue is £3.87. The computers are used 23.19% of the time. Suffolk Library is within a two mile radius.



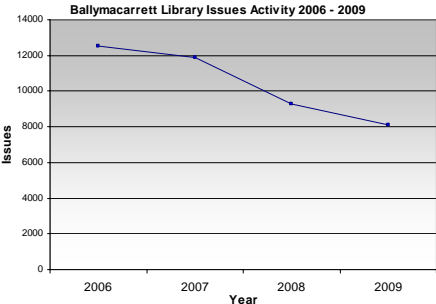
22. Ballyhackamore

Ballyhackamore Library is a library of some 453 m². It is owned in Fee Simple by Libraries NI. The premises have a maintenance backlog of some £1,150. Further development of this site is not possible as the building is located on the first floor of mixed/retail development and is constrained on all sides. It is open 40.5 hours per week at a cost of £2.60 per issue. Computers are in use for some 54.34% of the time and the active membership is 2642. The library is within 2 miles radius of Holywood Arches for alternative provision.



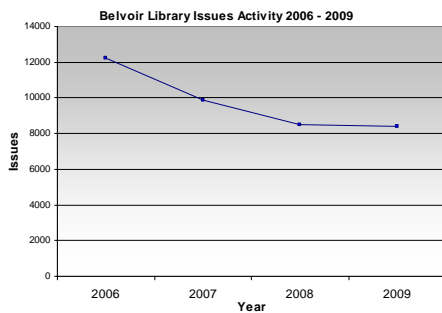
23. Ballymacarrett Library

Ballymacarrett Library is a library occupying some 200 m². Built in the year 1920 it is owned by Libraries NI in Fee Farm Grant but does have some restrictions in terms of access to the nearby Belfast Metropolitan College. The premises have a maintenance backlog of some £95,000. The building occupies the site to the maximum of boundaries. The cost of redevelopment or replacement would be in the order of £2,500,000. It is open 37 hours per week at a cost of £11.81 per issue. Computers are in use for some 33.76% of the time and the active membership is 569. The library is within 2 miles radius of Holywood Arches for alternative provision. This library is experiencing a sharp decline in loan provision.



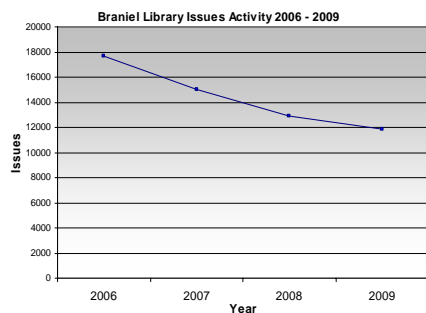
24. Belvoir Park

Belvoir Park Library is a library of some 102 m². Built in the year 1965 it is owned by Libraries NI. The premises has a maintenance backlog of some £5,300. Physical development of the site would depend on purchasing the adjoining building at a potential cost of £700,000. It is open 14 hours per week at a cost of £2.71 per issue. Computers are in use for some 39.23% of the time and the active membership is 446. The library is within 2 miles radius of Cregagh and Newtownbreda for alternative provision. This library is experiencing a steady decline in loan provision.



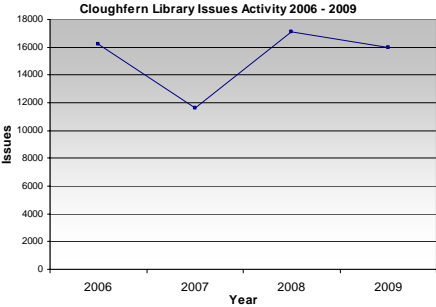
25. Braniel

Braniel Library is a library of some 114 m² and has a maintenance backlog of £28,250. Physical development of the site would depend on purchasing the adjoining building at a potential cost of £700,000. The library is open to the public for some 14 hours. There are 439 active borrowers at this library and it operates at a cost of £1.71 per issue. Computers are in use for some 30.79% of the time. The library is within close proximity of Cregagh library. Braniel is experiencing a steady decline in issues activity.



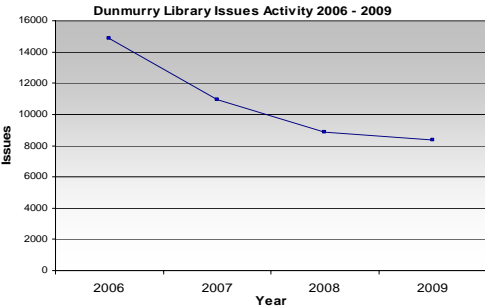
26. Cloughfern Library

Cloughfern Library in Newtownabbey is a library of some 100m² and has a maintenance backlog of £3,700. Physical development of the site would depend on purchasing the adjoining land from Education at a potential cost of £800,000. The library is open to the public for some 18 hours. There are 931 active borrowers at this library and it operates at a cost of £1.67 per issue. Computers are in use for some 35.93% of the time. The library is within close proximity of Rathcoole. Whilst issue activity increased in 2007-2008 the trend is again in decline. Overall the property is below the minimum size desirable which impacts on the level of services being provided.



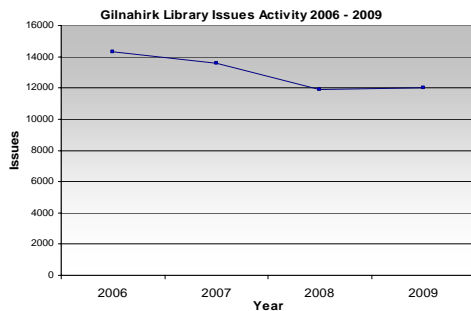
27. Dunmurry

Dunmurry Library was built in 1947 and is owned by Libraries NI. This is a shared facility that is part of a health centre and it offers no scope for future development. It has 110m² and has a maintenance backlog of £6,450. Physical development of the site would depend on purchasing the adjoining building at a potential cost of £500,000. The library is open 14 hours per week. There are 540 active users. The cost per issue is £3.15. Computers are in use 21.17% of the time. This library is within close proximity of Finaghy library.



28. Gilnahirk

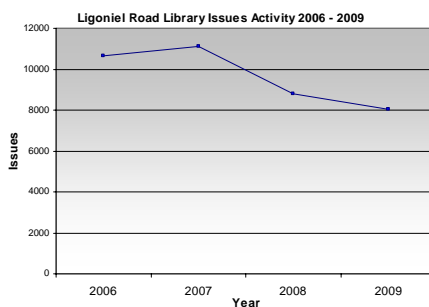
Gilnahirk Library was built in 1960 and is owned by Libraries NI. It is physically part of a health centre. It has 72m² and has a maintenance backlog of £22,300. Physical development of the site would depend on purchasing the adjoining building at a potential cost of £700,000. The library is open 14 hours per week. There are 498 active users. The cost per issue is £1.80. Computers are in use 14.69% of the time. The closest library is Dundonald Library.



29. Ligoniel Library

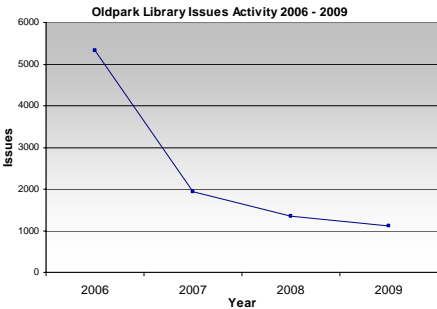
Ligoniel Library was opened in approximately 1960 and is owned by Libraries NI. It has 246m² and has a maintenance backlog of £50,975. To replace this building would cost in the order of £1,500,000. The library is open 34 hours per week. There are 511 active users. The cost per issue is £8.92.

Computers are in use 21.25% of the time. This library is within close proximity of Ardoyne library.



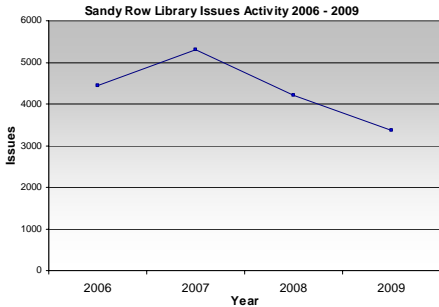
30. Oldpark Library

Oldpark Library was built in 1930. While the total size of the building is 678m², the library uses only163m². The remainder was used by the BELB for youth services provision and by a local community group but is now vacant. Clarification is still being sought on the ownership of this part of the building. It is a leasehold property and has a maintenance backlog of £54,975. This is a listed building and it is estimated that to retain and refurbish it would cost in the order of £2,500,000. The library is open 6.5 hours per week. There are 144 active users and the cost per issue is £19.88. The computers are used 3.99% of the time. This library is within a two mile radius of Belfast Central or the Shankill.



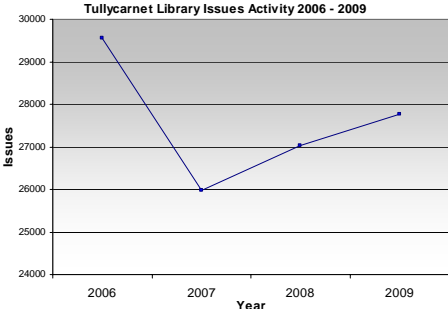
31. Sandy Row Library

Sandy Row Library is in rented premises that were built in 1990 and has 77m² of space. There is £7,410 maintenance backlog. This is a rented building and further development is not possible. The building is open for 15 hours. The computers are used 46.84% of the time. There are 251 active borrowers and the cost per issue is £5.46. The library is within a two mile radius of either Belfast Central or the Falls.



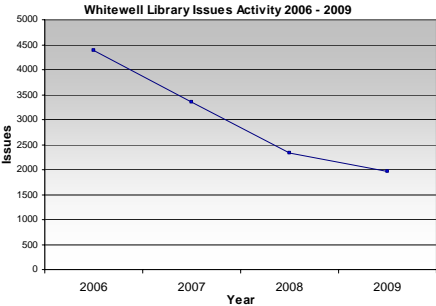
32. Tullycarnet

Tullycarnet Library, built in 1968, is owned by Libraries NI in leasehold. It has 671m² available space. There is a maintenance backlog of £19,610. There is no development potential on the current split-level site. A refurbishment of existing space would cost £400,000 and still would be unable to deliver the full range of services. The library is open 49.5 hours per week. There are 940 active borrowers and the cost per issue is £5.02. The computers are used 13.36% of the time. Dundonald Library is within a two mile radius.



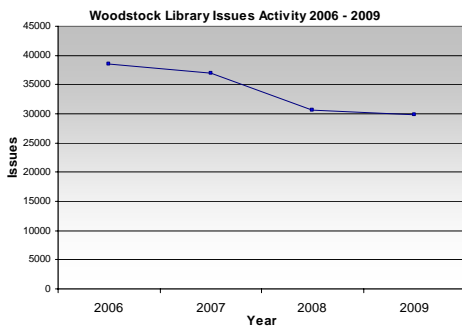
33. Whitewell Library

Whitewell Library was built in 1960 and is owned by Libraries NI in leasehold. It has 57 m² of space with a maintenance backlog of £8,875. This library is part of the school and development is not possible. This library is open for 6 hours per week. There are 99 active users and the cost per issue is £5.15. Rathcoole and Chichester libraries are within a two mile radius of this library. The computers are used 9.12% of the time.



34. Woodstock Library

The Woodstock Library is owned in Leasehold by Libraries NI. Built in 1980 with some 376 m² available space. The maintenance backlog is £5,770. A refurbishment of existing space would cost £300,000 and still would be unable to deliver the full range of services. The library opens 40 hours per week. There are 1616 active borrowers and the cost per issue is £4.40. Computers are in use 54.4% of the time. Libraries within a two mile radius include Hollywood Arches and the Ormeau Road.



35. Financial Implications

35.1 The 14 libraries outlined:

- are provided at a cost of £1,056,118
- use 960 hours of staff time
- provide for 4.31% of overall library business
- represent 19.46% of the total costs for all libraries in the Greater Belfast area
- have used £18,868 relief staff costs in the financial year to date.

35.2 It is intended that these savings will be re-invested in other libraries within the area.

35.3 Over 950 staff hours will be re-invested in different locations – enabling them to open longer and provide the services that they previously were unable to because of staff shortages. Furthermore, the relief staff costs budget (£333,757 for 2009-2010) will be reduced if the staffing hours from these libraries are re-invested.

35.4 Whilst the financial allocations for future years are not known it is likely that even if the current budget levels were to be maintained in practice the pressure on providing services at all locations would prove difficult.

36. Option Appraisal

36.1 In order to address the issues and investments needed for Libraries NI a number of options has been considered.

37. OPTION 1: Do Nothing

37.1 Option 1 is the status quo or Do Nothing option and is used for comparative purposes. This option is defined as library provision remaining the same as currently with little or no additional investment being made in maintaining or improving buildings and services. This option can be discounted as a valid way of moving forward as the current pattern of provision is neither affordable nor sustainable into the future and does nothing to assist in the delivery of the vision for library services.

38. OPTION 2: Reduce services

38.1 This option maintains the current complement of libraries and reduces staffing and opening hours in some libraries (including better performing libraries) to ensure that services continue to be provided within budget. This option is discounted on the basis that not only does it not meet the strategic vision for library services but it also drains resources away from libraries that are performing well and meeting the needs of their customers.

39. OPTION 3: Rationalisation of provision

39.1 Option 3 would entail closing a number of the poorest performing libraries. This option, while reducing costs, would not meet the strategic vision of Libraries NI – wanting to provide an accessible and responsive service.

40. OPTION 4: Strategic Review of the Library Estate

40.1 This option sets out the vision for a strategic pattern of library provision across the estate. This option differs from option 3 in that it also considers an investment programme for libraries that are performing well but have been identified in need of major refurbishment and development. The balance of reviewing provision in this way to ensure accessibility and high quality provision meets the vision of Libraries NI to provide responsive, high quality and local services.

41. Summary Evaluation of Options

Option	Meets Libraries NI Vision	Financially Sustainable
Option 1: Do Nothing	✘	✘
Option 2: Reduce Services	✘	✓
Option 3: Rationalisation programme	✘	✓
Option 4: Strategic review of Estate	✓	✓

42. Conclusions and Recommendations for Action

- 42.1 Progressing Option 4 – Strategic Review of the entire library estate is the only option that delivers on the new Libraries NI vision and at the same time secures services within budget. It is recommended that the Board consults on the following plan.
- 42.2 This recommendation to take forward the review of the estate needs to be managed over the next 3-5 years. The outline plan is summarised below for each financial year as follows:
- Year 1 2010-2011 – Some rationalisations with a number of major strategic refurbishments
 - Year 2 2011-2012 – Clustering of services on key strategic sites to establish libraries capable of all aspects of modern service delivery
 - Year 3: 2012-2013 - New builds on existing or new sites.

43. Year 1 2010 - 2011

- 43.1 Year 1 of this plan builds on existing provision within Belfast by conducting major refurbishments of the following libraries:
- Falls Road Library
 - Shankill Road Library
- 43.2 Libraries NI recognise that a number of the following public libraries are unlikely to prove sustainable. Consultation will take place on possible closures.

These libraries are:

- Andersonstown
- Ballyhackamore
- Ballymacarret
- Belvoir
- Braniel
- Cloughfern
- Dunmurry
- Gilnahirk
- Ligoniel
- Oldpark
- Sandy Row
- Tullycarnet
- Whitewell
- Woodstock.

44. Year 2 2011 – 2012

44.1 This year would see a major investment programme of new builds and the acquisition of new sites as follows:

Library	Proposal
Cregagh	Development
Ormeau	Development
Newtownbreda	Development

44.2 A cluster development would see services at Colin Glen and Suffolk result in a new development to serve the area.

Cluster	Proposal
Colin Glen Suffolk	Development

45. Year 3 2012 – 2013

45.1 This year would see a major investment programme of new builds, including the acquisition of new sites where appropriate, as follows:

Library	Proposal
Chichester	Development
Ardoyne	Development
Lisburn Road	Development

46. Recommendation and Summary

46.1 The overall impact of this review will result in 18 high performing, well designed, well positioned public places to which people will want to come and in which they will be able to access the full range of library services. The maps at Appendix 3 and 4 show the 'before' and 'after' picture of provision to deliver on the objectives of this report. The recommendation of this report is to endorse the findings and proceed to public consultation.

Appendix 1: Assessment of Libraries for Future Provision

Library	Fit for Purpose	Capable of delivering on the vision of Libraries NI	In the right location (within 2 miles or mobile or fixed library provision)	Sustainable	Assessment K= keep CL= Cluster D= Develop R=rationalise	OVERALL ASSESSMENT FOR DEVELOPMENT INTO THE FUTURE
Andersonstown Library	x	x	✓	x	R	x
Ardoyne Library	✓	✓	✓	✓	D	✓
Ballyhackamore Library	x	x	✓	x	R	x
Ballymacarrett Library	x	x	✓	x	R	x
Belvoir Park Library	x	x	✓	x	R	x
Braniel Library	x	x	✓	x	R	x
Carryduff Library	✓	✓	✓	✓	K	✓
Chichester Library	✓	✓	✓	✓	D	✓
Cloughfern Library	x	x	✓	x	R	x
Colin Glen Library	x	x	✓	x	CL	✓ Cluster with Suffolk
Cregagh Library	✓	✓	✓	✓	D	✓
Dundonald Library	✓	✓	✓	✓	K	✓

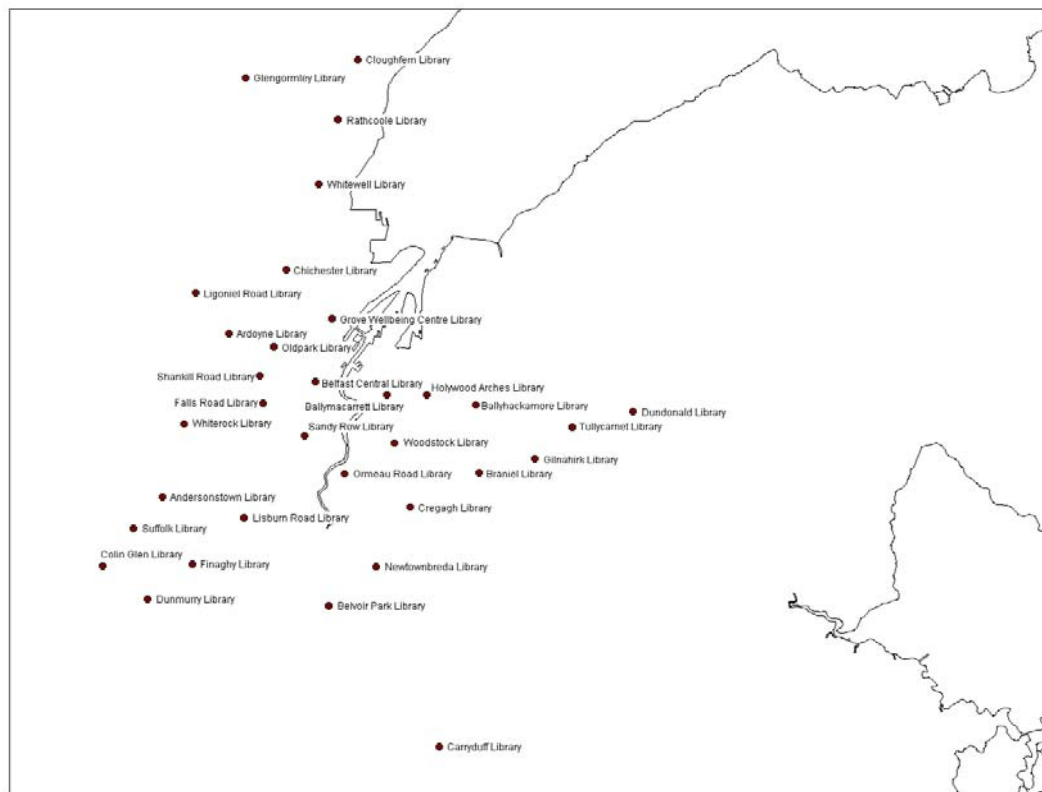
Library	Fit for Purpose	Capable of delivering on the vision of Libraries NI	In the right location (within 2 miles or mobile or fixed library provision)	Sustainable	Assessment K= keep CL= Cluster D= Develop R=rationalise	OVERALL ASSESSMENT FOR DEVELOPMENT INTO THE FUTURE
Dunmurry Library	x	x	✓	x	R	x
Falls Road Library	✓	✓	✓	✓	D	✓
Finaghy Library	✓	✓	✓	✓	K	✓
Gilnahirk Library	x	x	✓	x	R	x
Glengormley Library	✓	✓	✓	✓	K	✓
Grove Library	✓	✓	✓	✓	K	✓
Hollywood Arches Library	✓	✓	✓	✓	K	✓
Ligoniel Library	x	x	✓	x	R	x
Lisburn Road Library	x	✓	✓	✓	D	✓
Newtownbreda Library	x	✓	✓	✓	D	✓
Oldpark Library	x	x	✓	x	R	x
Ormeau Road Library	x	✓	✓	✓	D	✓
Rathcoole Library	✓	✓	✓	✓	K	✓
Sandy Row Library	x	x	✓	x	R	x
Shankill Road Library	✓	✓	✓	✓	D	✓

Library	Fit for Purpose	Capable of delivering on the vision of Libraries NI	In the right location (within 2 miles or mobile or fixed library provision)	Sustainable	Assessment K= keep CL= Cluster D= Develop R=rationalise	OVERALL ASSESSMENT FOR DEVELOPMENT INTO THE FUTURE
Suffolk Library	x	x	✓	x	CL	✓ Cluster with Colin Glen
Tullycarnet Library	x	x	✓	x	R	x
Whiterock Library	✓	✓	✓	✓	K	✓
Whitewell Library	x	x	✓	x	R	x
Woodstock Library	x	x	✓	x	R	x

Appendix 2

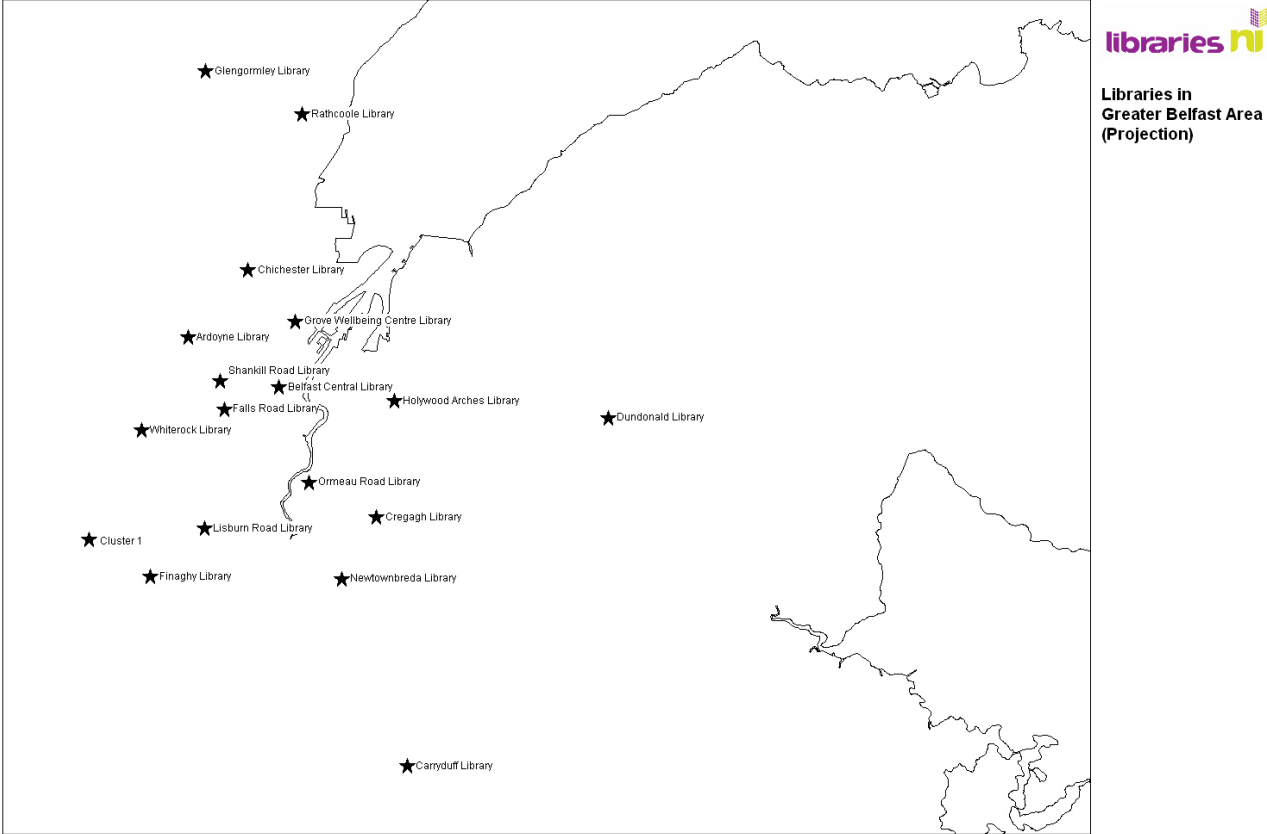
Branch	Loans	Visitors	Cost per Issue	Cost per Active Borrower £	% of Active Borrowers against Population of Area	PAT USE	Maint Backlog	Staff Hours	Lifecycle Costs per m ² in £	% of Library Business	Suitability Score	Cost £	Alternative Libraries
Andersonstown	14,043	30,680	3.87	58.29	15.89%	23.19%	34,635.00	67	51.93	0.30%	366	£ 69,071.67	Suffolk & Colin Glen
Ballyhackamore	52,994	89,752	2.60	52.00	46.41%	54.34%	1,150.00	147	65.67	1.09%	539	157,963.00	Hollywood Arches
Ballymacarrett Library	8,103	31,252	11.81	168.18	11.51%	33.76%	95,020.00	104	46.60	0.18%	315	128,314.67	Hollywood Arches Cregagh & Newtownbreda
Belvoir Library	8,415	8,944	2.71	51.21	8.66%	39.23%	5,300.00	31.5	63.26	0.17%	299	27,970.00	Cregagh
Braniel	11,877	6,084	1.71	46.49	17.28%	30.79%	28,250.00	35	49.50	0.27%	296	28,099.00	Rathcoole
Cloughfern Library	16,010	36,673	1.67	28.83	30.50%	35.93%	3,700.00	29	58.46	0.33%	395	47,827.66	Finaghy
Dunmurry	8,348	7,852	3.15	48.76	12.76%	21.17%	6,450.00	28	50.45	0.18%	301	20,450.00	Dundonald
Gilnahirk	12,007	8,060	1.80	43.63	20.12%	14.69%	22,300.00	30	96.71	0.26%	264	26,364.00	Ardoyne
Ligoniel Library	8,055	13,988	8.92	140.73	9.77%	21.25%	50,975.00	102	48.44	0.18%	377	65,228.33	Ardoyne Belfast Central & Shankill
Oldpark Road Library	1,107	728	19.88	152.84	3.29%	3.99%	54,975.00	19.66	76.56	0.02%	262	16,193.00	Belfast Central
Sandy Row Library	3,370	3,796	5.46	73.34	4.34%	46.84%	7,410.00	11.08	208.51	0.07%	251	22,092.00	Dundonald
Tullycarnet Library	27,773	39,624	5.02	148.27	37.57%	13.36%	19,610.00	181.75	35.48	0.63%	385	277,728.00	Rathcoole & Chichester
Whitewell Library	1,963	1,144	5.15	102.21	2.00%	9.12%	8,875.00	10	124.19	0.04%	235	6,676.33	Hollywood Arches & Ormeau
Woodstock Library	29,867	55,068	4.40	81.27	37.94%	54.40%	5,770.00	163	70.32	0.60%	466	162,141.00	
Total Maint backlog		£344,420											
Total Cost		£1,056,118.66											
Total Staff Hours		958.99											

Appendix 3: Map of Current Provision



libraries NI
Libraries in
Greater Belfast Area
(Current)

Appendix 4: Map of Projected Provision



Appendix 5: Active borrowers as a Percentage of the potential customer population within the area.

Library	Population – Potential Customers*	Active Borrowers	% of potential customers using the services**
Andersonstown	5872	933	15.89%
Ballyhackamore	5693	2642	46.41%
Ballymacarrett	4943	569	11.51%
Belvoir	5151	446	8.66%
Braniel	2540	439	17.28%
Cloughfern	3052	931	30.50%
Dunmurry	4233	540	12.76%
Gilnahirk	2475	498	20.12%
Ligoniel	5228	511	9.77%
Oldpark	4376	144	3.29%
Sandy Row	5785	251	4.34%
Tullycarnet	2502	940	37.57%
Whitewell	4942	99	2.00%
Woodstock.	4259	1616	37.94%

** This information is the electoral ward population data that the library is situated in.*

*** Active borrowers may come from the same electoral ward or neighbouring wards.*

