



Enabling Enterprise in Libraries

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Introduction

Locality is working with Arts Council England to explore existing good practice and assess the potential to further enable enterprise amongst library service providers.

The project seeks to support providers to intensify or widen their area of operations in an enterprising way - *without losing or compromising their ethos and core objectives* – to generate income to invest in library service enhancement, as well as to improve the overall resilience and sustainability of library services.

To date, it has involved a rapid research and co-design phase to identify and understand the types of enterprising activities that libraries already undertake or, indeed, could undertake to generate additional income. In particular, we conducted a broad-ranging Literature Review and analysed recently published CIPFA data concerned with income generation within a UK library context. We also examined responses to a dedicated questionnaire and worked with public and community-led library leaders to explore critical success factors and barriers to income generation through semi-structured interviews and a facilitated workshop.

This has helped partners to better understand how the opportunities for additional income generation we identified might be capitalised upon, and what additional support may be required in future, and we are very grateful to all who contributed to the exercise. We hope that the findings are of interest to key stakeholders, library authorities and local community organisations seeking to develop high quality library services, albeit in the face of significant budget constraints.

Looking ahead, we anticipate developing a guidance note for library leaders - both to share the learning we've amassed and to offer a steer where library leaders have identified potential challenges. We have also made incorporated feedback here about the scope for a demonstrator programme that could usefully explore in practice some of the issues raised during this initial research phase.

Cautionary Note

What follows is intended as a summary of this initial research and co-design phase of the project. Here, we are concerned to understand the potential for library service providers to generate *additional* income to facilitate service enhancement and improve their overall resilience, and not with the generation of income to subsidise core public sector budget reductions and/or the loss of traditional revenue streams (although, we acknowledge that the logic at work in most libraries is liable to render many people interested in income generation to cross-subsidise core activities and, in particular, where volunteer-led libraries are concerned).

We are especially keen to explore if/how income generation might underpin a step-change or service transformation in tangible locations, against a backdrop of falling visitor numbers and growing interest in e-lending. Hence, we talk about the potential for *significant* income generation, and have focused upon the development of income generating services that are linked to physical library spaces in one way or another. Moreover, we are confident that there are a number of opportunities worthwhile pursuing in light of our research.

However, it is important to note the disparity between the potential for income generation perceived by the people with whom we were in contact, and the limited *evidence* of significant income generation revealed by the literature review, questionnaire responses and co-design phase. This flows, in part, from what we have termed the 'library ethos' - with its implications for perceptions of libraries as places to access publicly funded services *free at the point of use* - and, with that, the established approach to development of library services on a no or low-cost basis. Irrespective of its merits, this situation has resulted in precious few efforts to enable *significant* income generation within a library context, until now, such that the available evidence base remains largely informal and, in places, speculative at this time. Therefore, we have emphasised 'opportunities' as much as 'evidence' in that which follows, and have sought to make plain where further work may be required to understand specific issues in greater depth.

Summary Findings

All local authority employees who responded to our questionnaire were comfortable with the idea of income generation or 'enterprising' activities undertaken within a library context, as were all but one of the community library leaders we were in contact with. Many local authority employees regarded income generation as essential to maintain acceptable levels of service in the context of public sector funding cuts, and underlined the challenges they face as a result of declining revenues from 'traditional' services. Others cited far greater flexibility and tangible *additional* benefits flowing from creative income generation efforts, although most failed to identify activities capable of generating what we would regard as *significant* income when viewed in isolation. For the most part, only social and community enterprise library representatives talked about undertaking comprehensive business planning activities and proactively pursuing social and/or private investment to grow and develop their services on a business-like basis, although a small number of public sector providers talked about hiring staff to facilitate retail trading.

Diverse income generation opportunities were highlighted by respondents to our questionnaire, interviewees and workshop participants - ranging from exploiting synergies with the public health agenda to pursuit of enhanced retail opportunities and the development of hack/maker spaces and 3D printing services – and these are detailed in subsequent sections. However, it is noteworthy that most people regarded the following as harbouring the greatest potential for income generation within a library context in future:

1. Non-Library Public Sector Contracts - diversification of 'access to information' services predicated upon a supply-side and largely revenue-intensive business model, and oriented overwhelmingly towards the provision of services to a less affluent/connected demographic. Here, income generation would benefit from national negotiations underpinned by an explicit commitment to invest in libraries as *assisted digital* hubs in order to generate significant and consistent revenue streams for them in future.

2. New/Emergent ICT Services – intensification and/or development of new 'information access, production and re-mixing' facilities. Unless up-front capital

investment can be secured in the form of a step-change grant, this is likely to be underpinned by a demand-led business model and oriented towards a more affluent/digitally connected demographic on a charged-for basis, although it reads across to the growing acknowledgement that libraries could play a key role in the development of STEAM skills amongst a range of socio-economic groups. It is also likely to call for staff with new digital skills and competencies whether through appropriate CPD, recruitment and/or partnership working.

Moreover, most people we talked to were concerned not to 'stray' too far from the core purpose and ethos of a library in the course of generating income, but also emphasised that they did not perceive a 'big bang' solution linked to any obvious evolution of library services – preferring, instead, to pursue multiple (and, potentially, very different) income generation strategies in parallel. As such, there are liable to be *significant* implications for the diversity of activities that flow from income generation efforts within a library context in future, staff capacity as well as the *range* of skills and competencies required to render them successful.

A number of important barriers to income generation were also identified in the course of our work – most notably:

- Political and community acceptance of the concept of enterprise in libraries¹;
- Charging and trading restrictions upon local authorities;
- The lack of incentives to pursue income generation – specifically, linked to the inability of some library services to ring-fence and/or reinvest surpluses;

¹ For example, in relation to the potential for unfair competition with local businesses; perceptions surrounding local authority subsidy of trading activity; user expectations of libraries as places of free services and perceptions that charged-for services could lead to inequalities of access; defending the importance of the neutrality of library space; and, the appropriateness of use of trading to subsidise a statutory service.

- Legal uncertainty surrounding core and non-core services, and what can be charged for in the context of the Public Libraries and Museums Act (1964);
- Asset-related issues, including: change of planning use, business rate status and limited space for diversification; and
- A perceived lack of enterprise skills, competencies and experience amongst staff and volunteers.

We also found that public libraries in England cost £855m to run (excluding "capital charges") and successfully generated £71.9m in income (including "specific grants" raised) during 2012-13, when there were 8.52m active borrowers and a total of 238.9m recorded visits to statutory libraries. As such, in order to generate £39.15m², and assuming steady numbers of users, libraries would need to increase the income they generate at present by almost 60% – generating an additional £4.60 per active borrower per year (up from £7.94 to £12.54), and equivalent to £0.17 per visit (up from £0.28 to £0.45)³.

Clearly, library visitor numbers to fixed premises are currently deemed unlikely to hold steady without significant intervention - having declined year-on-year in most areas, and over the period 2008-9 to 2012-13, by 11.4% nationwide. In addition, the data from the most recent Taking Part Survey underlines the downward trend in visits amongst individuals from a more affluent demographic - with implications for the groups that library service providers could 'target' their income generation efforts towards in future, if they are to grow visitor numbers, maximise the return on any up-front investment implied, and prevent additional

² The figure of £39.15m is equivalent to a 5% increase in the core funding *currently* available to public library services in England, or £260,000 per library authority if averaged across them, and is used here to indicate the scale of challenge implied where direct revenue funding for libraries has decreased by 10.5% during the period 2009-13.

³ Notably, the target income sought by volunteer-led libraries – as distinct from social and community enterprise libraries that benefit from paid contracts with library authorities - could prove greater or lesser than their public sector counterparts, subject to local management arrangements.

burden upon less affluent library users⁴. However, taken in the round, our work points to the potential for public libraries to realise such an increase in the income they generate because:

1. There is growing acceptance of 'Enterprising Councils'⁵, and an entrepreneurial culture underpins social and community enterprise libraries, although the same cannot be said of all volunteer-led libraries;
2. Whilst overall income from 'traditional' services in public libraries continues to decline, it holds up well on a 'per user' basis – such that some of the decline might be arrested or, even, reversed were library visitor numbers to increase overall. Notably, recent data from the U.S. points to the potential to increase visitor numbers significantly (in particular, where *New/Emergent ICT* services are introduced to appeal to a broad library user base⁶);
3. Active borrowers visiting public libraries are only currently contributing an average £4.60/annum, which is considered a 'low base' upon which to build new income generating services, notwithstanding the need to target them towards more affluent groups (this is, for example, lower than the cost of purchasing the average e-book from commercial platforms, and equivalent to 50% of the cost of the average cinema ticket – if the figure is compared with other 'leisure' pursuits);
4. Library services continue to benefit from prime physical locations, as well as the capability for out-reach to more isolated communities, and are increasingly accepted as 'hubs of the community' offering a broader range of services than was the case in the past. We would therefore anticipate

⁴ Taking Part: 2013/14 Quarter 2 Report -

<https://www.gov.uk/government/publications/taking-part-201314-quarter-2-statistical-release>

⁵ Local Government Association, Enterprising Councils: Getting the most from Trading and Charging: http://www.local.gov.uk/c/document_library/get_file?uuid=f8aaa25f-81d6-45c9-aa84-535793384085&groupId=10180

⁶ For example, see: <https://nonprofitquarterly.org/policysocial-context/23815-library-usage-soars-as-libraries-get-madly-innovative.html>

positive engagement on the part of public sector commissioners in response to considered approaches and, once again, this situation is borne out by developments reported from the U.S.⁷; and

5. Whilst there are challenges surrounding the capacity and skills of employees/volunteers who might be tasked with the design and delivery of income generating activities, development of the same is cited as a priority for future action in Arts Council England's response to Envisioning the Library of the Future.

Next Steps

Our Evidence Review provided us with a more in-depth appreciation of existing good practice as well the potential to further enable enterprise within a library context. In addition, respondents to our questionnaire, interviewees and workshop participants called for

- **Good practice** to be made more readily available and, in particular, ideas about what to do about declining income streams and/or what alternatives they might usefully pursue.
- **Feasibility studies** for services to be made available where the business case wasn't considered viable, to test the transferability of some ideas to other locations as well as to reduce duplication of effort.
- **Time, space and support** – opportunities to come together as peers, to support one another as well as to encounter 'creative input' from other sectors/disciplines - to aid the design and development of new enterprising services.
- **Access to expert support** – in particular, in relation to business development, finance, retail, marketing and commissioning/contracting.

⁷ How US Libraries are becoming Community Problem-Solvers:

<http://www.theguardian.com/local-government-network/2014/mar/26/libraries-us-digital-community-problem-solvers>

- **Opportunities to learn** more about agile service design, incentivise enterprise within a library context, and endorsement and support to develop services in more of a **'Prototyping Environment'**.

Accordingly, we will develop a good practice guide for library service providers and explore the potential to establish a demonstrator programme with relevant agencies that reflects the learning from this initial Research and Co-Design Phase over the months ahead.

Evidence Review: Aims & Objectives

The purpose of the rapid evidence review we undertook was to understand, add to existing knowledge, and provide learning points where there is good practice as well as the potential to further develop a range of income generation activities within a library context. It was necessarily limited in its scope - its purpose being to capture key messages from recent and relevant sources, and draw upon CIPFA data as well as responses to an online questionnaire, to inform our awareness and understanding of lines of enquiry to be pursued during the co-design phase that followed. As such, the aim was not to consider the full range of arguments, ideas and possibilities relating to income generation and library services, but rather to summarise evidence of good practice and contemporary sources of information of direct relevance to the project's aims to stimulate discussion.

Evidence Review: Scope & Key Lines of Inquiry

The evidence reviewed included those policies, reports, articles and videos from the UK and overseas, alongside documents from library authorities and library service providers, that are listed at Appendix A; the local-level material, in particular, is illustrative of issues and models that are being explored and experienced against a backdrop of fiscal austerity, and does not claim to be comprehensive. The evidence also included relevant CIPFA data⁸ from the period 2008-13, together with feedback solicited in response to those questions that are provided at Appendix B.

We reviewed a total of 35 sources in the course of undertaking the literature review; in 16 cases they were UK-focused, and all save two have been published since 2010. The majority of the materials reviewed were library-focused, whilst others drew upon good practice gleaned from related arts and cultural enterprises. We also analysed 28 responses to our online questionnaire – in relation to which, all save 2 were from public library leaders in England.

⁸ For further information, see: <http://www.cipfa.org/services/research-and-statistics/comparative-profiles/public-libraries>

The evidence review resulted in our summarising messages from those sources under five key lines of inquiry - derived from good practice guidance developed or regularly deployed by Locality in the course of providing enterprise support:

1. **Non-library service public contracts** (e.g. for public health, training and employment, police service commissioners);
2. **Private sector service contracts** (e.g. parcel pick up and drop off points);
3. **Direct trading through the sale of complementary products** (e.g. local art work);
4. **Charged for services** (e.g. room hire, managed workspace, research services); and
5. **New/Emergent ICT services** (e.g. 3D printing).

Notably, we did not undertake a detailed analysis of more 'traditional' library service revenues from, for example, fees and charges because the CIPFA data points to an overall decline that is linked to falling visitor numbers and, possibly also, a changing user demographic (save where declining revenue is linked to technological obsolescence and disruption, as with the use of FAX machines). Neither did we examine the scope for library service providers to secure grant income from new/tangential sources in preparing for the Co-Design Phase, because restricted income is almost invariably *short-lived* or more *precarious* than its unrestricted counterpart.

Nonetheless, our evidence review and subsequent discussions underlined that this is regarded as an important source of finance for library service providers around the world where they seek to innovate. We also believe there is merit in exploring social investment in library services in any report concerned with enabling enterprise within a library context. Accordingly, we will incorporate reference to potential sources of grant income as well as approaches designed to facilitate social investment in libraries in our forthcoming guidance note.

Evidence Review: Detailed Findings

In this section, we present the detailed findings from our literature review and analysis of the feedback we received in response to our questionnaire.

1. Non-Library Service Public Contracts

Definition

The term 'non-library service public contracts' is used here to refer to those instances where public bodies commission library service providers to deliver services that are not part of the core library service offer; and, by core offer, we mean those services highlighted in Appendix C that are provided for by Government in accordance with the Public Libraries and Museums Act (1964).

Strengths/Weaknesses

Most of the non-library service public contracts our evidence review identified hinge upon a library service provider's reputation and expertise in facilitating access to independently verified information – specifically, in a trusted space and from a physical location that is readily accessible to a community. Moreover, given the current policy emphasis upon preventative interventions, community-based healthcare and local access to policing, it could well represent a growth area for income generation within a library context. However, the scale of contracts identified point to relatively modest returns (ordinarily, in the low tens of thousands rather than anything more substantial), and some respondents to our survey indicated that they had secured little (if any) income from DWP agencies, despite the significant numbers of unemployed/incapacitated adults who are amongst those groups that are currently recognised as making extensive use of the library service.

Examples:

- **Warwickshire County Council** - delivering some front-office Police services from a number of libraries since 2011. The service invites the general public to report crimes, anti-social behaviour, noise nuisances, etc.

It fits with Warwickshire's 'Direct' brand of working towards a one-stop-shop service for citizens as well as the Police Authority's objective to increase front-office accessibility. The library service receives payment on a per enquiry handled basis. (Local Government Association, 2012).

- **Biblioservicebus, Netherlands** - a mobile library service offers services commissioned by 25 mixed public and private sector partners on location (Zeeuwse Bibliotheek). The principal public services involved include the Police Department (for filing reports), Job Centre (for digital support), Tourist Information and Social Care (for 1-to-1 consultations). The service is available in rural areas, where partners have otherwise struggled to find a financially viable way in which to maintain a fixed physical presence.

There are also numerous examples of public health commissioners engaging library service providers to deliver schemes such as Information on Prescription, where health professionals prescribe information or library professionals help people to self-prescribe information, and libraries can dispense the required information⁹.

Opportunities/Threats

Respondents to our questionnaire rated non-library public service contracts joint-highest in terms of their potential to facilitate income generation. As libraries are regarded as a highly trustworthy partner where reliable information provision is concerned, they could seek to explore more of a role in the delivery of e-democracy and open government with that in mind. Non-library service public contracts could also represent a significant growth area for libraries as the Government seeks to facilitate 'assisted digital' interventions linked to its 'digital by default' public service aspirations. However, a great deal will depend upon the extent to which the Government invests in e-democracy and assisted digital, and whether library service providers are successful in pursuing such opportunities in competition with other agencies / organisations.

⁹ For further information, see:

<http://www.cilip.org.uk/sites/default/files/documents/2.%20Ruth%20Carlyle%20CILIP%20info%20prescriptions%202013.pdf>

Moreover, if the average contract for information services provided by libraries generates £35,000/annum (in line with feedback we solicited from library leaders), and library authorities are able to secure 3 such contracts from Information, Advice and Guidance Commissioners, the total revenue generated would still represent less than 50% of the £39.15m that would equate to a 5% increase in the core funding currently available to public library services in England. It is also deemed unlikely to arrest the decline in visitor numbers amongst those more affluent groups whom libraries might usefully target vis-à-vis other income generation activities. As such, whilst significant, Non-Library Public Service Contracts ought not to be relied upon in isolation where any income generation strategy for public libraries is concerned; and, the challenge implied is likely to grow in the face of continued austerity.

The extent to which such contracts are expected to benefit *volunteer-led libraries* is also questionable; that is, they may or may not be perceived as 'impartial or trustworthy' on the part of some library users, and are considered less likely to engage with a range of public sector commissioners integral to their day-to-day operation. In contrast, *social and community enterprise* library services are liable to function akin to their publicly managed counterparts and, if anything, are considered more likely and indeed able to proactively pursue non-library service public contracts insofar as they are apt to seek opportunities to exploit economies of scope in the course of business modeling and planning.

2. Private Sector Service Contracts

Definition

The term 'Private Sector Service Contracts' is used here to refer to those instances where arrangements with private sector organisations provide a library service with an additional source of income - whether this is in relation to a service provided by the library under contract or the use of its space/resources.

Strengths/Weaknesses

Despite the potential for income generation perceived by many respondents to our questionnaire in respect of private sector service contracts, we were able to identify only very limited evidence of significant income generation in the course

of our research. This, perhaps, signals the need for libraries to become more outward-looking. But, it is also thought to flow from attitudes towards 'straying' overly from the core ethos, purpose and functions of a library, the trend towards online business, as well as the modest disposable income of the library user demographic (which could well serve as a disincentive where the private sector is concerned).

Examples:

- **West Sussex County Council** – is said to be generating a regular income for library branches having introduced a number of "Amazon Lockers" in 6 libraries, linked to the company's nationwide pick up scheme, where people can retrieve their Amazon purchases rather than have them delivered to their home or workplace¹⁰.
- **Toronto Public Library** – offers advertisement space on its due date slips (Alcoba, 2012), and is one of a number of libraries exploring this type of opportunity to engage the private sector.
- **Sun City Library, San Diego** – offers a premium 'business membership' service, the benefits of which include free advertisement in the library window (Kabbany, 2013).
- **Biblioservicebus, Netherlands** – delivers services for private sector partners to rural communities that include: a mobile cash machine, package pick-up/drop-off, the sale of gift cards and movie tickets (Zeeuwse Bibliotheek)

There are also a number of café models for libraries that include outsourcing to external providers under rental as well as establishment on a profit-share basis and direct provision. Another approach involves partnering with an external provider who will run the café. For example, St Aubyn's Library (Devonport) has

¹⁰ For further information, see: <http://www.wscountytimes.co.uk/news/local/boost-for-online-shoppers-as-west-sussex-libraries-get-amazon-lockers-1-4682125> and <http://www.amazon.co.uk/lockers/>

rented some space for Routes Café to manage a café and people are encouraged to use it in the course of accessing library services (Trading Routes, 2013).

Opportunities/Threats

The range of private sector opportunities with which libraries might engage is considered 'endless', save insofar as careful thought is required where 'fit' with the library ethos/purpose and functions is concerned. They also point to a further rationale for reaching out to non-traditional library users and stakeholders.

Libraries could, for example, approach Higher Education Institutions to discuss whether they might play a role in the marketing, promotion and delivery of higher education, research services and Massive Open Online Courses (MOOCs) or, else, major hardware retailers about complimentary product promotion as electronic retailers move out of town or almost exclusively online in keeping with their 'access to information' focus. A national conversation with The Post Office could also bear fruit where the development of value-add or premium delivery services is concerned, or a reciprocal relationship that reads across to Direct Trading through the Sale of Complementary Products is explored.

Equally, library service providers might usefully work with Local Economic Partnerships and their Chambers of Commerce to identify gaps in business networking and support provision which they might consider addressing. The MLA's Knowledge Transfer Programme points to earlier efforts in this regard¹¹. In addition, the Government's 'Enterprising Libraries' programme is liable to contribute good practice where regards replication of the British Library's IP and Patent Library, with associated services designed to benefit the private sector, although the potential for significant income generation outside London is unknown at this time.

Irrespective, libraries will need to become more outward-looking and invest in relationship development and management where they seek to engage the private sector in earnest. So, the extent to which this could yet represent a significant growth area for income generation will greatly depend upon staffing levels, skills and competencies coupled with a willingness to invest in this type of

¹¹ http://www.sparknow.net/publications/MLALONDO_20573_PILOT.pdf

activity. Location or proximity to relevant enterprises is also liable to affect its potential where individual libraries are concerned.

3. Direct Trading through the Sale of Complementary Products

Definition

The term 'direct trading' is used here to refer to the sale of goods by libraries, specifically, where they are complementary to the current core library service offer and/or utilise library space to enable retail activity (such that there may be some overlap here with 'room hire' - below).

Strengths/Weaknesses

Our evidence review found that libraries with sufficient and appropriate available space and, ideally, centrally located in a densely populated area can generate an income from direct trading. However, success rates are 'variable' to say the least.

Examples:

- **Eco Communities, Lewisham** – encourage donations to obtain second hand books. Some are used to grow the library collection, whereas others are sold on-site and online to generate an unrestricted income for the organisation.
- **Brighton and Hove Libraries** – benefits from a Library Shop in Jubilee Library as well as some smaller retail outlets in other libraries with more limited stock. These activities more than cover their running costs, and help cross-subsidise other activities within the libraries. A small specialist team manages these commercial activities, and continues to make a positive impact faced with dwindling traditional income from fees and charges. They also attract new library users – serving as a 'shop window to the library' and bringing in working people to the conference rooms who might not have considered space hire in the library otherwise. AV hire also

covers its running costs and accounts for most of the other income generation activity across the service.

- **Northamptonshire Libraries** – introduced Library Shops and include retail management as part of the role of library manager. When they hired a library manager with retail experience, she successfully doubled trading income in her library over a 12 month period, and that expertise is now being shared across the service.
- **Medway Council Libraries and Archive Services** – generates a very modest income from the sale of stationary, greetings cards, calendars, readyspex, local studies books, etc.
- **Harbury Village Library and Biblios Café, Warwickshire** – generates income from provision of a community cafe to cross-subsidise operation of this volunteer-led library in a rural community¹².

Opportunities/Threats

Direct trading experience is largely limited at present to the sale of low-value items and/or the provision of food/beverages - with mixed results from the point of view of income generation. Local competition, failure to cover associated management costs, and the lack of time invested in the development of activities was cited by some respondents to our questionnaire to explain the situation.

It is, then, unsurprising to find that respondents felt this approach to income generation boasted the 'least potential' of the five we outlined. Careful thought is, also, required where direct trading is concerned – both from the point of view of its effect upon the library (insofar as libraries constitute one of the few no or low-cost transaction spaces that are nowadays accessible to the general public), as well as its potential to impact other local retailers adversely. Nonetheless, plans to establish 'library retail outlets' on the part of York Libraries is deemed interesting, and it is clear from success stories, including Northamptonshire and LB Tower Hamlets, that this route to income generation can still add value where the requisite market research and business planning is undertaken seriously.

¹² For further information, visit: <http://www.harburyvillagelibrary.org.uk/>

4. Charged for Services

Definition

The term 'charged for services' is used here to refer to those services that fall outside the scope of a library's core activities and public/private sector service contracts (for further information about 'core activities' and provisions in respect of charging permissions, see: Appendix C).

Strengths/Weaknesses

Our evidence review highlighted charged for services and, in particular, mixed commercial and low-cost community room hire as perhaps the most common approach to income generation on the part of library service providers. Given the still very tangible nature of library services housed within physical assets, this varies from the hire of gallery space (e.g. Nottinghamshire County Council), to meeting rooms (e.g. Cambridgeshire County Council) and, even, implies more permanent tenants in some instances (including, for example, other council 'tenants' and even privately managed post offices). The viability of room hire and rental income is largely dictated by the size and location of a library, as well as its proximity to and cost in relation to other space hire, but was deemed to add value by our questionnaire respondents to the extent that it increases footfall and use of other library services¹³. It is also predicated upon spaces within library assets being readily accessible at times when hire is sought.

Our research also identified other charged for services operated by libraries, including charging for internet access, vanity press use, research and bespoke consultancy, although most were associated with libraries located outside the UK.

Examples:

- **Williamson County Public Library Service, United States** - has established its own vanity press with which they have published a children's book written by a member of staff. Other writers will be able to

¹³ For further examples, visit: <http://www.publiclibrariesnews.com/campaigning/increasing-income/increasing-income-retail>

publish their works through the library's publishing arm (Ingram Content Group, 2014).

- **iStreet Press** – is a Community Writing and Publishing Centre in Sacramento and charges for print-on-demand book services using its Espresso Book Machine¹⁴.
- Centerville Library Enterprises became a social business that supports **Centerville Public Library, Pennsylvania** – where the Library Director acts as CEO leading both the library enterprise and traditional library services, the library rents commercial space at library facilities in choice post codes, the library operates the local vanity press, the library manages a research and knowledge management consultancy, and channels the profits from enterprise to support the core public library service¹⁵.

Opportunities/Threats

Given the trend toward fewer larger sites and, with that, the co-location of public services in broad-ranging 'hubs', the potential for room hire to generate significant income for some libraries will depend in future upon the extent to which library services are able/willing to charge other public bodies for the use of space; that is, if the explicit intention here is to generate significant income that may be ring-fenced to enable service enhancements and, thereby, render library services more resilient and sustainable in the medium-long term. Otherwise, those overseas examples cited above perhaps point to the 'mind-set' required to explore alternative approaches to Charged for Services which are complementary to the library's core ethos/purpose. And, to the extent that our questionnaire respondents were overwhelmingly comfortable with income generation as a core principle, it may be worthwhile exploring the potential to develop some of the services being provided by private libraries as well as for free elsewhere - for example, in relation to:

¹⁴ For further information, visit the Library As Incubator Project website:

<http://www.libraryasincubatorproject.org/?p=3856>

¹⁵ For further information, download the presentation: The Final Funding Frontier:

<http://thepunctuatedlibrarian.com/2013/05/19/the-final-funding-frontier-enterprising-libraries-and-entrepreneurial-librarians/>

- **Local Music Projects** – as per the scheme operated by Iowa City and Johnson County¹⁶, or Magnatune in Detroit¹⁷; and
- **Object & Tool Library Loans** – as per the scheme operated by Ann Arbour District Libraries¹⁸ and, in some senses, already provided for from the point of view of infrastructure by Ecomodo in the UK¹⁹.

5. New/Emergent ICT Services

Definition

The term 'new/emergent ICT services' is used here to refer to those services that currently fall outside the scope of a library's core activities where they are reliant upon access to some form of Information and Communications Technology (for further information about 'core activities' and provisions in respect of charging permissions, see: Appendix C).

Strengths/Weaknesses

Respondents to our questionnaire rated new/emergent ICT services joint-highest in terms of their potential to facilitate income generation, and although there is only very limited evidence available to verify its perceived value at this time, it is clear that government policy is very supportive of library service development in this regard²⁰. Moreover, our evidence review points to numerous overseas examples in support of a 'digital trajectory' for library service enhancement where their overall resilience and sustainability (better, 'relevance') is concerned. In particular, Eli Neiburger's contributions at VALA 2012 and LIANZA 2013 are

¹⁶ For further information, visit: <http://boingboing.net/2012/07/30/iowa-city-public-libraries-l.html> & <http://music.icpl.org/>

¹⁷ For further information, visit: <http://www.aadl.org/magnatune>

¹⁸ For further information, visit: <http://www.aadl.org/services>

¹⁹ For further information, visit: http://ecomodo.com/pages/info_libraries.aspx

²⁰ Arts Council England, Response to Envisioning the Library of the Future, 2012/13.

considered noteworthy²¹, and a recent article in the New York Times verifies the impact that digital developments and innovation can generate in respect of library visitor numbers²². There are, of course, indications to the contrary – whether in respect of falling e-book sales²³ or the collapse of digital reading platforms²⁴. Nonetheless, we are inclined to agree with library leaders that a prerequisite of any library service of the future is liable to be underpinned by digital developments and, not least, by virtue of the technological disruption that is already being wrought in relation to more traditional library services; the latest statistical information points, for example, to a growing number of online visits to access library services at a time when footfall and traditional book-borrowing continues to decline in most areas²⁵.

However, there are a number of important caveats worthwhile noting here:

1. Government policy is supportive and considerable time/energy is being invested in, for example, e-lending pilots amongst library service providers at present. But, it is not yet clear whether new/emergent ICT services are expected to be 'free at the point of use', which could well impact lead-in times and their potential to generate significant financial returns in future.
2. A library service of the future is liable to be underpinned by digital developments at *both* the national and local level, so this relationship needs to be clarified to prevent duplication. In the first instance, though, library service providers could develop New/Emergent ICT services that call for tangible assets or a physical presence (fixed or mobile) at the local level.

²¹ To access the video footage, visit:

<http://webcast.gigtv.com.au/Mediasite/Play/1e065b11e6924a0a908cebb76d7917c71d> &
<http://www.librarycamp.co.uk/2014/01/eli-neiburger-delta-ahead-diversifying.html>

²² Library Usage Soars as Libraries get Madly Innovative:

<https://nonprofitquarterly.org/policysocial-context/23815-library-usage-soars-as-libraries-get-madly-innovative.html>

²³ For example, see: <http://www.bbc.co.uk/news/entertainment-arts-26816884>

²⁴ <http://www.digitalbookworld.com/2014/another-one-bites-the-dust/>

²⁵ DCMS, Taking Part 2013/14 Q2 Statistical Release:

<https://www.gov.uk/government/collections/sat--2>

3. Staff with capacity and appropriate skills are needed to facilitate robust market research in a highly competitive and fast-evolving market; engage in 'future-proofed' business modeling and planning; as well as to stay ahead of the curve and ensure the continued relevance and take-up of such services.
4. Access to up-front capital investment is likely to be required where more ambitious plans are developed, implying the need for a return on investment and the development of commercial services, unless libraries secure grants or opt to work in partnership with communities to secure social and/or community investment with this in mind.
5. Revenue costs for additional / new staff are also implied, unless libraries opt to partner through commercial space lettings or, else, explore Joint Venturing arrangements with appropriate organisations.

Notably, it is unclear where volunteer-led/donations-based library services – as distinct from trading social and community enterprise libraries - might 'fit' within a digitally enhanced library operating environment, although there are early indications that this is liable to flow from the interests and skills of the people involved in their design and delivery.

Examples:

- **The Library as Community Publishing Platform** – points to the potential for libraries of the future to enable community publishing through digital technology²⁶, and functioning examples of note include the Province Town Press²⁷ and activities underway in the Williamson County Library²⁸, although the potential for significant income generation here is unknown at this time.

²⁶ Huffington Post, The Library as Community Publishing Platform:

http://www.huffingtonpost.com/mark-coker/library-ebooks_b_2951953.html

²⁷ For further information, visit: <http://provincetownpublicpress.org/>

²⁸ For further information, visit: <http://www.librarytechnology.org/ltg-displaytext.pl?RC=18836>

- **4th Floor Chatt, Chattanooga** – points to the potential for libraries to be either co-located or integrated with hacker and maker spaces²⁹, and is informing prototyping supported by the Arts Council in the form of the Common Libraries initiative³⁰. The subject is also explored in a recent BBC Radio 4 broadcast³¹. The Common Libraries initiative is exploring how to approach open source business modeling for library-hack-maker spaces based upon the experience of those involved in establishing St Botolph's Waiting Room in partnership with Essex Libraries³².
- **Douglas County Libraries, Colorado** – has set out to own its own e-books and is generating a modest return from discounted e-book sales³³.
- **Gigabit Libraries Network** - a global network of gigabit-ready and "gig-aspiring" libraries cooperating as a distributed test-bed and showcase environment for high performance applications and equipment in the service of educational, civic and cultural objectives³⁴. Whilst the potential for a kindred initiative to generate income for library service providers in the UK is unknown, it could nonetheless fit with Government investment in recently announced TV White Space pilots³⁵.
- **Mozilla: Hive Learning Network, NYC** - a learning lab that engages youth around innovation, digital media and web-making. As part of a larger

²⁹ For further information, visit: <http://chattlibrary.org/4th-floor> & <http://www.theatlanticcities.com/design/2014/01/library-future-here/8193/> & <http://www.nationaljournal.com/next-economy/solutions-bank/what-the-library-of-the-future-will-look-like-20140121>

³⁰ For further information, visit: <http://www.commonlibraries.cc/>

³¹ BBC Radio 4, The Life Scientific: Why Public Workshops should Replace Libraries: <http://www.bbc.co.uk/programmes/b03xdmz8>

³² For further information, visit: <http://www.st-botolphs.org/>

³³ For further information, visit: <http://boingboing.net/2012/05/10/libraries-set-out-to-own-their.html>

³⁴ For further information, visit: <http://giglibraries.net/>

³⁵ The Telegraph, BT, Microsoft and Google to take part in UK 'white space' pilot, [October, 2013] - <http://www.telegraph.co.uk/technology/news/10350792/BT-Microsoft-and-Google-to-take-part-in-UK-white-space-trial.html>

network of 38 organisations offering out-of-school programs for youth, it provides a test-bed for Mozilla projects, gives network members access to innovative digital literacy and web-maker programming, and allows youth to act as co-designers and builders in new Mozilla learning initiatives³⁶. Once again, the potential for income generation to flow from discussions about the introduction of a comparable initiative in the UK is currently unknown.

Opportunities/Threats

New/Emergent ICT Services could well afford library service providers an opportunity to generate income over the years to come, notwithstanding the need for debate about how this might fit with the library 'ethos' and current expectations vis-à-vis the provision of free and/or low-cost services. Government is, for example, investing significant funds in the roll-out of next generation broadband, as well as exploring the growth potential of big and open data, the Internet of Things, cutting-edge technologies and Smart Cities (amongst many other potentially relevant initiatives where libraries are concerned). However, at this stage, the potential for that income to be significant cannot be determined without more detailed work.

Library service providers could, for example, consider whether to establish a niche role for libraries in respect of open data access and manipulation³⁷. Alternatively, in keeping with their established role in facilitating information access and assisted digital, there could well be merit in assessing the market for personal data awareness and management services in future³⁸. Nonetheless, a clearer statement from Government about the role of libraries in respect of the digital landscape, as well as investment in the development of appropriate digital leadership and front-line skills, is deemed necessary in the first instance.

³⁶ For further information, visit: <http://hivenyc.org/>

³⁷ For example, see: <http://chattlibrary.org/content/kicking-knight-foundation-open-data-project-chattanooga>

³⁸ For example, see: <https://cde.catapult.org.uk/trusted-data-accelerator/> & <http://www.nesta.org.uk/news/14-predictions-2014/people-powered-data>

Thereafter, our evidence review highlights the need for support and investment in market research, business modeling, planning and implementation if such services are to be designed and developed on a sustainable footing. Moreover, the approach to capital investment to facilitate development of New/Emergent ICT services within a library context is considered critical, and it will need to apply to the *range* of library service providers if a two-tier library service isn't to emerge over the coming period.

Co-Design Phase: Detailed Findings

In this section, we present the detailed findings from the Co-Design Phase of work.

The Co-Design Phase involved our undertaking 5 semi-structured interviews to drill down into responses to our online questionnaire. We also circulated the Draft Evidence Review and hosted a facilitated workshop in March 2014 involving Arts Council England and 8 library service providers - in particular, to test our initial findings with practitioners and determine their enterprise support requirements going forward.

We have summarised feedback from participants here under the following headings:

- Motivations
- Orientation
- Methods
- Opportunities and Challenges
- Support Requirements

Motivations

Most people with whom we were in contact talked of an 'urgent and pressing need' to generate income within a library context. In particular, public sector library leaders were in agreement that fundamental change is required where 'salami slicing' and an emphasis upon 'cost cutting' has already reached its limits in relation to reductions in core budgets. In contrast, representatives from social and community enterprise libraries approached income generation as already underpinning their over-arching social aims and objectives. Only volunteer-led library representatives talked about a preference and inclination, in some instances, to 'fundraise' from the point of view of ethos, impetus and skills-set.

The social and community enterprise library providers we talked to – both existing and prospective - sought to generate income to top-up core contractual/grant income, extend provision or, else, directly cross-subsidise library service provision with paid staff. As such, their approach to challenges and

opportunities in relation to income generation is considered similar to their public sector counterparts, although a more established appreciation of the potential to exploit economies of scope and entrepreneurial culture is often encountered integral to the same. In contrast, some of those volunteer-led library representatives with whom we were in contact either eschewed income generation or, else, professed to remain focused overwhelmingly upon core service delivery as fledgling community-led service providers.

Orientation

No one articulated a 'big bang' solution or obvious trajectory for library services in relation to which a generally applicable business model might be developed to generate significant income. Instead, they talked about the need to pursue *diverse* sources of income – with potentially significant implications for the range of activities that will flow from income generation efforts within a library context in future, staff capacity as well as the breadth of skills and competencies required to render them successful. The Evidence Review points to diversification as a sensible strategy in the short-term, because no one source of income identified is deemed capable of being very *significant* in and of itself at this time. Moreover, any future development initiative would need to cover the range of income generating activities outlined above to the extent that there can be no 'one size fits all' solution for libraries of different sizes, located in very different settings, and managed in very different ways. However, it is worthwhile noting that diversification is considered unlikely to result in the arrest or reversal of library visitor trends to publicly funded and managed libraries in the medium to long-term – in particular, if the income generated is used to replace diminished core funding rather than being ring-fenced for proactive reinvestment in new services that appeal to a broad library user base that is able/willing to pay for New/Emergent ICT services from the same. Leadership and a clearly articulated 'theory of change' is required, then, if income generation is to fuel library service enhancement and, with that, their overall resilience and sustainability in future.

Methods

Public sector library leaders emphasised that a *positive* message about income generation is required to motivate staff, volunteers and library users going

forward, although they were as much inclined to regard the aim as subsidy of diminished core funding, as they were library service enhancement to improve their overall resilience and sustainability into the future. Specifically, they talked about the need to *incentivise* enterprise or income generation – whether through internal challenge schemes that invite staff/volunteers to pitch transformational projects for acceleration attached to modest project funds, or implying income retention for library services and, even, individual libraries linked to the development of explicit targets; and, it is worth noting that the more enterprising library service providers with whom we were in contact are not currently prevented from ring-fencing or retaining the income that they generate for the purposes of reinvestment.

In all cases, leadership and entrepreneurship were deemed essential - accepting that change needs to be done 'with' and not 'to' library staff, volunteers and users. Moreover, people with retail experience/skills were considered particularly important. However, in light of those activities deemed most likely to generate significant income following our Evidence Review, business development, finance and marketing skills were also regarded as key. In some instances, library services benefit from access to people with the requisite skills – whether in-house or drawing upon expertise from the wider community. Elsewhere, people suggested that what are presently broad references to income generation requirements in many job descriptions / volunteer recruitment packs, need to be amended to attract people with specific business-related experience and skills in future.

Crucially, a lack of access to information about current good practice concerned with income generation within a library context (as well as information about what ideas have been explored or tested and dismissed for a host of reasons) was identified as a significant issue amongst public sector library leaders. Interviewees and workshop participants also discussed how to involve existing as well as prospective library service users in the design of new services, and more readily introduce an 'agile service development'³⁹ or 'prototyping culture' into libraries⁴⁰.

³⁹ For further information, see: <https://www.gov.uk/service-manual/agile>

⁴⁰ For example, see: <http://nearnow.org.uk/projects/libraries-for-the-future/> and <http://www.commonlibraries.cc/>

Opportunities and Challenges

The Co-Design Phase highlighted that some income generation 'deals' for libraries are better suited to negotiation at the national level to ensure consistency of service – for example, with the Department of Health in relation to Information on Prescription; the Department for Business, Information and Skills in relation to enterprise support for SMEs; and, critically, the Department for Work and Pensions in respect of assisted digital. Otherwise, the people with whom we were in contact were more inclined to identify opportunities at the local level, although some people pointed towards the potential for consortia development in respect of accessing relevant EU funds (notwithstanding the impact upon capacity implied).

Amongst the challenges raised, people talked about:

1. the ethics and restrictions upon charging within a library context, as well as whether/how to convey the value of services that people regularly access - where the methods discussed in relation to charging included honesty boxes, the use of BT Donate⁴¹ and PayPal Card Machines⁴².
2. The lack of access to transparent financial data concerned with library services within some local authorities to aid business modeling and planning and, in particular, to understand what services are 'profitable' and to what extent – since there were concerns surrounding the implications for staff capacity if library services are to pursue a strategy of diversification.
3. The 'political culture' and scrutiny of charging by Cabinet in some places, and the lack of incentives to pursue income generation – specifically, linked to the inability of some library services to ring-fence and/or reinvest surpluses;

⁴¹ For further information, visit: <http://www.btplc.com/mydonate/index.aspx>

⁴² For further information, visit: <https://www.paypal.com/uk/webapps/mpp/credit-card-reader>

4. Legal uncertainty surrounding core and non-core services, and what can be charged for in the context of the Public Libraries and Museums Act (1964) - achieving the right balance between risk averseness and risk management to 'get things done'.
5. Asset-related issues, including: change of planning use, business rate status and limited space for diversification; and
6. A perceived lack of enterprise skills, competencies and experience amongst staff and volunteers.

Support Requirements

All respondents to our questionnaire, interviewees and workshop participants were asked about the support they would welcome to increase income generation within a library context in future. In summary, they called for:

- **Good practice** to be made more readily available and, in particular, ideas about what to do about declining income streams and/or what alternatives they might usefully pursue.
- **Feasibility studies** for services to be made available where the business case wasn't considered viable, to test the transferability of some ideas to other locations as well as to reduce duplication of effort.
- **Time, space and peer support** – in particular, opportunities to come together as peers, to support one another as well as to encounter 'creative input' from other sectors/disciplines - to aid the design and development of new enterprising services.
- **Access to expert support** – in particular, in relation to business development, finance, retail, marketing and commissioning/contracting.
- **Opportunities to learn** more about agile service design, incentivise enterprise within a library context, and endorsement to develop services in more of a '**Prototyping Environment**'.

Conclusions

There is, at present, only very limited information available in the public domain about either existing good practice or the potential for income generation within a library context. In the UK, the situation is not unique to libraries, since significant planned-for income generation on the part of local authorities or 'enterprising councils' is, in many respects, the product of fiscal austerity and underpinned by relatively recent flexibilities⁴³. However, the established library 'ethos' and public funding regime for libraries perhaps renders discussion of the subject particularly challenging to the extent that they have resulted in an 'expectation' of broad-ranging services being made available 'free at the point of use' through the library service. Moreover, respondents to our online questionnaire, interviewees and workshop participants indicated that there are also obstacles to income generation for libraries which, at present, serve to disincentivise enterprise activity within a library context.

Irrespective, faced with fiscal austerity, pronounced social change, technological disruption and the growth in social and community enterprise as well as volunteer-led libraries, it is considered both timely and prudent to have begun to explore whether entrepreneurship can contribute significant income for the purposes of library service enhancement and, with that, improve their overall resilience and sustainability. Therefore, we look forward to discussing our key findings, those barriers and opportunities outlined above, as well as the learning, training and support needs of library service providers in greater depth with key stakeholders.

From the point of view of next steps, we will develop a good practice guide for library service providers and explore the potential to establish a demonstrator programme with relevant agencies that reflects the learning from this initial Research and Co-Design Phase over the months ahead.

⁴³ Local Government Association, *Enterprising Councils*, [2012].

Appendix A: Sources Reviewed

Below is a list of the sources reviewed for this report:

Title	Date	Source/ Author	URL
Ex Libris	1986	Adam Smith Institute	http://www.adamsmith.org/sites/default/files/images/uploads/publications/Ex_Libris.pdf
Knowledge Transfer Programme: Pilots	2008	MLA	http://www.sparknow.net/publications/MLALONDO_20573_PILOT.pdf
Foundations for the Future: 20 years of library redevelopment in Cambridgeshire	2010	Cambridgeshire County Council	http://www.cambridgeshire.gov.uk/NR/rdonlyres/4DC00061-B2A8-4542-92E7-50A6CC00310E/0/20_years_lib_redevelopment.pdf
The Modernisation Review of Public Libraries	2010	DCMS	http://webarchive.nationalarchives.gov.uk/+http://www.culture.gov.uk/images/consultation_responses/modernisation_review_public_libraries.pdf
Community Knowledge Hub for Libraries	2011	Locality	http://libraries.communityknowledgehub.org.uk/
Good for Libraries	2011	Ecomodo	http://ecomodo.com/pages/info_libraries.aspx

Review of Library Services P36	2011	Suffolk County Council	http://suffolkreads.onesuffolk.net/about-us/ips-policies/review-of-library-services/
A New Chapter: Public Library Services in the 21st Century P16	2012	Carnegie UK Trust	http://www.carnegieuktrust.org.uk/getattachment/b04629b2-aa09-4bd0-bc3a-9b9b04b7aba1/A-New-Chapter.aspx
Iowa City Public Library's Local Music Project Blog Post	2012	Boing Boing	http://boingboing.net/2012/07/30/iowa-city-public-libraris-l.html
iStreet Press: A Community Writing and Publishing Centre	2012	Library as Incubator Project	http://www.libraryasincubatorproject.org/?p=3856
Access, Schmaccess – Keynote Address by Eli Neiburger	2012	VALA 2012	http://webcast.gigtv.com.au/Mediasite/Play/1e065b11e6924a0a908cebb76d7917c71d
Enterprising Councils: Getting the Most from Trading and Charging	2012	Local Government Association	http://www.local.gov.uk/c/document_library/get_file?uuid=f8aaa25f-81d6-45c9-aa84-535793384085&groupId=10180
Envisioning the Library of the Future	2012/13	Arts Council England	http://www.artscouncil.org.uk/what-we-do/supporting-libraries/library-of-the-future/
Learning from Experience: Guiding	2013	Arts Council England	http://www.artscouncil.org.uk/what-we-do/supporting-libraries/community-libraries-research/

Principles for Local Authorities			
How Americans Value Public Libraries in their Communities	2013	Pew Institute	http://libraries.pewinternet.org/2013/12/11/libraries-in-communities/
Parents, Children, Libraries and Reading	2013	Pew Institute	http://libraries.pewinternet.org/2013/05/01/parents-children-libraries-and-reading/
Magnatune	2013	Ann Arbor District Libraries	http://www.aadl.org/magnatune
Opportunities for All: the public library as a catalyst for economic, social and cultural development	2013	Department of the Environment, Community and Local Government (Republic of Ireland)	http://www.askaboutireland.ie/aai-files/assets/libraries/an-chomhairle-leabharlanna/libraries/public-libraries/publications/Opportunities-for-all-2013.pdf
Effects of Demographics and Co-Production on Library Service Provision in England	2013	Javier Stanziola	https://www.academia.edu/4598701/Effects_of_demographics_and_co-production_on_library_service_provision_in_England
The Library as Community Publishing Platform	2013	Huffington Post	http://www.huffingtonpost.com/mark-coker/library-ebooks_b_2951953.html
Keynote Address by Eli Neiburger at	2013	LIANZA	http://www.lianza.org.nz/node/10386

LIANZA			
Services	2013	Louisville Free Public Library	http://lfpl.org/services.htm
Makerspaces in Libraries Study	2013	Gardner-Harvy Library	http://www.infodocket.com/2013/12/16/results-of-makerspaces-in-libraries-study-released/
Increasing Income - Retail	2013	Public Libraries News	http://www.publiclibrariesnews.com/campaigning/increasing-income/increasing-income-retail
The Library as Incubator Project	Ongoing	The Library as Incubator Project	http://www.libraryasincubatorproject.org/
Information Prescriptions: personalized information through libraries and information services	2013	CILIP	http://www.cilip.org.uk/sites/default/files/documents/2.%20Ruth%20Carlyle%20CILIP%20info%20prescriptions%202013.pdf
Strategic Health and Library Leads – Conference Blog Post (SHaLL)	2013	Composting Librarian	http://compostinglibrarian.wordpress.com/tag/books-on-prescription/
The Final Funding Frontier – Enterprising Libraries and Entrepreneurial	2013	The Punctuated Librarian	http://thepunctuatedlibrarian.com/2013/05/19/the-final-funding-frontier-enterprising-libraries-and-entrepreneurial-librarians/

Librarians Blog Post			
Libraries & Archives: What's happening?	2013/14	York City Council	http://www.york.gov.uk/info/200432/libraries_policy_and_performance/431/libraries_policy_and_performance/2 & http://geniusyork.com/page/the-future-of-libraries
Why Public Workshops should Replace Libraries	2014	BBC Radio 4	http://www.bbc.co.uk/programmes/b03xdmz8
Building a Resilient Local Arts Scene	Forthcoming	NLGN	http://www.nlgn.org.uk/public/2014/building-a-resilient-local-arts-scene

Appendix B: Online Questionnaire

First Name

Last Name

Organisation Name

Please enter Individual in this box if you do not belong to an organisation.

Position/Role

Please select the region in which you are based.

Email address

Telephone

Your interest in libraries - please indicate whether you are:

- Library services manager for a local authority
- Library professional employed by a library authority
- Employee of a VCS or private sector organisation involved in library service delivery
- Volunteer involved in the running of local library
- Business interested in developing links with libraries
- Library user
- Other :

1. Are you comfortable with the idea of income generation or 'enterprising' activities undertaken within a library context to improve library services and/or enhance the resilience and sustainability of libraries?

- Very Comfortable
- Reasonably Comfortable
- Somewhat Uncomfortable
- Very Uncomfortable
- Additional comments:

2. Please provide information about any income generation activities that you're aware are already taking place within a library context. In each case, if you can, please consider providing information about:

- The nature of the activity;
- The location of the activity;

- Related charges and profitability;
- Any staffing / skills requirement implied by the activity;
- The impact of the activity on library services - whether positive or negative.

3. Do you have any ideas for income generation activities that could take place in a library context and/or be undertaken by library service providers? Please describe your idea and, where possible, identify any information or examples that support the idea

4. Are there any barriers to income generation of which you're aware within a library context?

Barriers might, for example, relate to operational, political, cultural or other issues.

5. Please state how you think these barriers might be overcome?

6. What additional support might you need to undertake income generation activities within a library context and/or as a library service provider? Support could, for example, include knowledge and skills exchange opportunities or staff/volunteer training.

7. For each of the following types of activity, please indicate how much potential you believe there is to generate income to improve library services and/or enhance the overall resilience and sustainability of libraries - where (1) is insignificant and (5) is very significant

- Non-library public service contracts (e.g. education, advice and information services). NB: this might include inter or intra-authority trading.
- Private sector service contracts (e.g. parcel drop off points)
- Direct trading (e.g. art sales)
- Charged services (e.g. managed work space)
- Digital Technology and IT services (e.g. 3D printing)

8. Are you happy for us to contact you to discuss your answers in greater depth? Y/N

Thank you for completing our questionnaire - the results of which will be summarised in a report in April 2014.

Appendix C: Defining the Scope for Enterprise in Libraries

In accordance with the Public Libraries and Museums Act (1964):

General duty of library authorities.

(1) 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,

Provided that although a library authority shall have power to make facilities for the borrowing of books and other materials available to any persons it shall not by virtue of this subsection be under a duty to make such facilities available to persons other than those whose residence or place of work is within the library area of the authority or who are undergoing full-time education within that area.

(2) In fulfilling its duty under the preceding subsection, a library authority shall in particular have regard to the desirability—

(a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children; and

(b) of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it; and

(c) of securing, in relation to any matter concerning the functions both of the library authority as such and any other authority whose functions are exercisable within the library area, that there is full co-operation between the persons engaged in carrying out those functions.

NB: the precise scope and extent of the service is not specified, and neither does the legislation set minimum service standards. The most recent challenge to a library authority under the legislation indicated that, to ensure it meets the general duty, an authority should identify the specific and local needs of adults, children, young people of all ages

and demonstrate that having done so, it provides services to meet these needs in the best way possible, with the resources available (Wirral Inquiry, 2009).

Notably, for our purposes here, the Act also states:

Restriction on charges for library facilities.

(1) Except as provided by this section, no charge shall be made by a library authority (otherwise than to another library authority) for library facilities made available by the authority.

(2) Subject to subsections (3) and (4) below, the Secretary of State may by regulations—

(a) authorise library authorities to make charges for such library facilities made available by them as may be specified in the regulations; and

(b) make such provision as regards charges by library authorities for library facilities, other than provision requiring the making of charges, as he thinks fit.

(3) Nothing in any regulations under this section shall authorise any charges to be made by a library authority for lending any written material to any person where—

(a) it is the duty of the authority under section 7(1) above to make facilities for borrowing available to that person;

(b) the material is lent in the course of providing such facilities to that person on any library premises;

(c) the material is lent in a form in which it is readable without the use of any electronic or other apparatus; and

(d) that person is not a person who has required any such apparatus to be used, or made available to him, for putting the material into such a form in order that he may borrow it; but this subsection shall not prevent any regulations under this section from authorising the making of charges in respect of the use of any facility for the reservation of written materials or in respect of borrowed materials which are returned late or in a damaged condition.

(4) Nothing in any regulations under this section shall authorise any charges to be made by a library authority for making facilities available for any person to do any of the following on any library premises, that is to say—

(a) **reading** the whole or any part of any of the **written materials** for the time being held by the authority **in a form in which they are readable without the use of any electronic or other apparatus or in microform;**

(b) **consulting** (whether or not with the assistance of any such apparatus or of any person) such **catalogues, indexes or similar articles as are maintained, in any form whatever, exclusively for the purposes of that authority's public library service.**

(5) Without prejudice to the generality of subsection (2) above, **the power to make regulations under this section shall include power—**

(a) to confer a **discretion as to the amount of any charge** made under the regulations;

(b) to provide for such a discretion to be exercisable subject to such maximum amount or scale of maximum amounts as may be specified in or determined under the regulations;

(c) to require library authorities to take such steps as may be specified or described in the regulations for making the amounts of their charges for library facilities known to the public;

(d) to make such other incidental provision and such supplemental, consequential and transitional provision as the Secretary of State thinks necessary or expedient;

(e) **to make different provision for different cases, including different provision in relation to different persons, circumstances or localities.**

(5A) The power to make regulations under this section shall be exercisable by statutory instrument; and no regulations may be made under this section unless a draft of them has been laid before and approved by a resolution of each House of Parliament.

(6) In this section, "library premises" means—

(a) any premises which are occupied by a library authority and are premises where library facilities are made available by the authority, in the course of their provision of a public library service, to members of the public;

(b) any vehicle which is used by a library authority for the purpose of providing such a service and is a vehicle in which facilities are so made available;

and "written material" means—

(a) any **book, journal, pamphlet or other similar article**; or

(b) any **reprographic copy** (within the meaning of the Copyright, Designs and Patents Act 1988) of any article falling within paragraph (a) above or any other reproduction of such an article made by any means whatever.