

London Cultural Improvement Programme: London Library Change Programme

Two Final reports

1. Workforce Benchmarking:

Understanding the London library workforce's utilisation

2. Common Standards and Inter-Library Loans:

Efficient libraries through standards and sharing

**London Library
Change Programme
Workforce Benchmarking:
Understanding the London
library workforce's utilisation**

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FINAL REPORT

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Executive summary

Context

- 1 In July 2009 the London Cultural Improvement Group (LCIG) and the London Library Change Programme Board (LLCPB) commissioned CFE to undertake workforce benchmarking research. The objective of this was to provide greater understanding of how the London library workforce is utilised and to highlight areas for efficiencies that might arise from joint authority working and the development of shared services. This report draws together findings from primary research with the library sector and wider stakeholders, and aims to:
 - Benchmark workforce structures across London libraries using a range of input, output and outcome measures to identify drivers of variation in staffing levels and effective working practices.
 - Highlight examples of best practice in staff deployment and document options for shared services, i.e. ways in which local authorities can work together to utilise library staff more effectively.
 - Identify areas where efficiencies can be realised through improvements in workforce utilisation and shared services and provide assumptions about the level of estimated savings achievable.
- 2 This report recommends options and opportunities to increase efficiency. It also outlines ways to improve services to ensure high performing libraries for users across London. An outline business case is presented for each of the recommended options. This report also suggests the potential investment requirements needed to implement the proposed improvements and highlights the collaboration necessary to deliver change. The report is intended to support local authorities in realising the potential for efficiencies and engaging with communities in the transformation of library services across London.

Key findings

- 3 The following points summarise the key findings of the research:
 - In 2007/08 the total expenditure across libraries in London on their workforce was £177,838,194 accounting for 57.2% of all expenditure on libraries in London¹. Estimates from CIPFA suggest that London libraries spent £182,226,337 on their workforce in 2008/09, accounting for 56.3% of all expenditure. The average library spends 58% of its total gross service

¹ CIPFA Public Library Statistics, 2007/08 and estimates 2008/09

expenditure on employees. However this ranges from 51.7% in some authorities to 70.4% in others. The average cost per employee is £29,576.

- There is an established history of collaborative working and communication forums between library services in the London boroughs. Shared services are relatively common and include collaborative projects between the library service and other council functions or sharing aspects of the library service across local authority boundaries. However, outside of the London Libraries Consortium, these tend to be ad-hoc and emerge in lieu of any organised pan London strategy for joint services. There is, however, widespread support amongst the library sector senior management in London to further develop pan London shared services as a method for achieving efficiencies.
 - There are varying **workforce structures** across London with the number of full time equivalent (FTE) staff varying significantly across local authorities, which in part reflects the different number of libraries per borough but also variation in the average number of FTEs per library. Just over six in ten (62%) of the workforce work in front desk roles and around one in seven staff (14%) are employed in either a managerial or policy and planning role. Around 8% are dedicated back office staff, 7% are specialist librarians and 6% combine front desk and back office functions. The number of tiers between the head of library services and the most junior position within the library service ranged from two to nine, with the average number of tiers being 4.2. The average ratio of those in an operational role (i.e. specialist librarians, front desk, back office and teaching staff) to those in a senior or managerial role (i.e. heads of service, policy officers and library managers) was 5:1.
 - Differences were also found in **workforce deployment** with library managers operating both 'strategically and managerially' as well as 'operationally'. They are involved in a similar range of managerial tasks as heads of services, but many also appear to be performing the same range of tasks in the same proportions as front desk staff. There was also evidence that many library services are taking a 'hands on' approach to aspects of library work such as: promoting and publicising library services; community and engagement work; and customer relations management.
 - Considerable differences were identified in **workforce efficiency**, with the highest performing library services (approximately eight boroughs) characterised by relatively high outputs in comparison to other boroughs, e.g. the highest number of visits and issues per annum and the highest levels of customer satisfaction. However, within these top performing authorities there are varying levels of overall and staff expenditure.
- 4 Typically, when expenditure is low this reflects shorter opening hours and when expenditure is higher, this reflects longer opening hours and heavier management structures, where the ratio of operational staff to management staff is less than five to one. Other boroughs are delivering a 'gold plated' service with higher levels of overall expenditure and staff expenditure still resulting in a higher number of issues, longer opening hours and higher customer satisfaction levels, but not necessarily higher numbers of library

visits, suggesting that libraries are open for hours when there fewer visits. These libraries are characterised by a higher number of operational staff to managers and FTE staff per library. The least efficient boroughs are characterised by relatively higher levels of expenditure on overall and staff costs coupled with higher levels of customer satisfaction, but comparatively lower outputs, i.e. annual visits and issues and longer opening hours. These boroughs also have heavier management structures. A trade off was identified between lower investment, (e.g. overall and staff expenditure), and lower outcomes, (e.g. fewer visits and issues, shorter opening hours and lower customer satisfaction).

- 5 Overall there are considerable differences in workforce utilisation and efficiency across London boroughs. As demonstrated by those boroughs that are most efficient, optimum efficiency may be achieved by ensuring relatively low staff expenditure, leaner management structures and efficient opening hours, accompanied by the highest number of visits and issues per annum with correspondingly high levels of customer satisfaction. Further work is needed to reduce the number of managers and \ or operational staff required to deliver the service to a level more comparable with the most efficient boroughs.
- 6 These finding from the workforce benchmarking data were necessary to build key assumptions about the optimum structure of the London library workforce and optimum expenditure levels. This led to the development of four options for pan London services which were programmed into a measurement of improvement and efficiency tool called Mietool.² This provided estimates of the potential savings each option could deliver. These four key models are discussed in more detail below.

Options for efficiencies and improvements

- 7 Four possible models of shared services have been identified which range from piecemeal change, i.e. best practice sharing, which has the potential to release £1.9 million across London over five years, through to ideas that require greater organisational change and deeper political support. Potential options include merging library and customer service centres; integrating management posts; and developing pan-local authority or sub-regional library services to replace individual authority services, which combined could save an estimated £2.3 across London in the first year and £19.8 million over five years.
- 8 These options, which are not autonomous, but complementary to one another, are explored briefly in more detail below. It is important to note that the assumptions built into option 4 are that the steps to achieve models 1 and 3 are

² Mietool has been developed by the Regional Improvement and Efficiency Partnerships in association with Tribal, the Department of Communities and Local Government and the London Borough of Brent. The tool is designed to help build business cases for proposed public service options and can calculate efficiency savings.

also undertaken and that the assumptions built into options 2 and 3 are that the steps to achieve model 1 are undertaken.

- **Option 1: Sharing best practice, services and expertise amongst local authorities.** Opportunities exist to share best practice in the utilisation of staff and staff resources, to achieve efficiency savings without the need for change in the governance of the 33 library authorities. Authorities with less efficient operating models and staffing structures are the most likely to benefit from this, drawing upon the expertise of the most efficient authorities (in terms of the costs of delivering the service relative to key outputs such as library use, lending volumes and customer satisfaction). This approach would lead to greater consistencies in staff pay grades and salaries, leaner management structures, lower staff turnover and sharing expertise wherever significant skills gaps are identified. If efficient business models are replicated across all London boroughs as a means of improving performance in boroughs where the costs of delivering the service are higher in comparison to key output indicators, it is estimated by Mietool that the potential efficiency savings over five years across London boroughs could reach £1.9 million.³
- **Option 2: Integration of library services with local authority customer services.** A number of authorities are moving towards integrating library services with other local authority services, e.g. lifelong learning; customer services and archives. These examples have required workforce restructuring and result in the job roles and job descriptions of library staff extending beyond the roles of the traditional library service. These options require corporate support within the local authority and are dependent upon the influence of library leaders and managers, in particular, libraries being well positioned within local authority corporate plans. Within these structures there is a great need for staff to be proficient in new technologies and competent in customer-focussed communication, as more time is spent assisting service users. Whilst the efficiency savings will be dependant upon local factors, Mietool estimates that if such an approach were taken in the remaining London boroughs, the potential efficiency savings over five years across London boroughs could reach £3.8 million.
- **Option 3: Reviewing managerial structures within authorities.** The workforce benchmarking data and CIPFA statistics demonstrate that the workforce size and structure is variable across London library services. Some boroughs are delivering greater outputs with fewer resources than others. Some boroughs in particular are more 'management heavy,' as defined by the ratio of operational staff to management and policy staff. It was also demonstrated that in some authorities library managers were actively involved in front line activities such as front line customer care; arranging library items; providing IT support for customers; and the issue, renewal and discharge of items. Some of these tasks could be more effectively delegated to front line staff, leaving managers to plan and monitor services.

³ For a full set of assumptions behind this and other models outlined in this executive summary, please see section 6 of this report.

Alternatively, there is scope in some authorities to reduce managerial tiers between the front line and heads of service. Workforce reform of this nature would require considerable political and corporate support and would necessitate leadership and management training as a central aspect of the transition. The cashable efficiency savings achievable with reductions in middle management, without altering the number of authorities with direct responsibility for the library service, are estimated by Mietool at £5 million over five years across London.

■ **Option 4: Amalgamate London library services and create several larger library services.** To achieve significant efficiency savings, there is the potential to take shared services to a new level, in which one or a number of local authority library functions would be amalgamated into a discrete, semi-autonomous business model. In terms of governance arrangements, a dedicated management structure would be required and may also involve physical geographic or virtual co-location, maximising ICT linkages. Library services could embark on a pan-local authority delivery model, sharing services and maximising efficiencies in the development and deployment of staff. It is recognised that such arrangements may or may not also benefit from the involvement of a private or third sector partner to form a trust, or the establishment of a consortium of local authorities leading the arrangements, formalised by a trust. Within London such a model might result in several of the 33 library authorities sharing management functions, whilst remaining locally accountable to local politicians and communities. There is considerable support for such an option amongst library managers. and the anticipated savings as estimated by Mietool are £13 million over five years across London although further work to develop a detailed business case would be required.

- 9 Investment is required to implement some of the proposed improvements, in particular managing the workforce through a period of transition; developing political support amongst senior public sector managers and creating an organising structure to direct and enable the integration of services.
- 10 In calculating the potential efficiency savings a number of key assumptions were made and relevant information taken into account. These included: average salaries of each occupational grouping; optimum ratio of operational to management staff (between 8-12); optimum number of staff per library (between 6-12); and number of hours worked by each occupational grouping for each potential model. Further analytical work needs to take place regarding which opening hours yield the highest number of visits and issues.

Recommended next steps

- 11 There was a clear consensus from all stakeholders interviewed that there needs to be more consistency in the way that the workforce is deployed across London and more consistency in staffing structures and pay. However, in terms of increasing the overall success of shared services, attention should be paid to ensuring further political support from within local authorities, if change is to effectively occur. The first step must be to galvanise support amongst those who have responsibility for the service and to explore the issues with them. Suggested next steps, based on themes emerging from our primary research, are outlined below:

Implementation

- 12 The London Library Change Programme Board and its stakeholders need to review the options presented in CFE's and Red Quadrant's reports in terms of feasibility and commitment and to determine a coherent vision of how libraries would work in the adopted models. The LLCP Board should develop and agree a blueprint for the future of London libraries, which covers organisations structures and operating models. The Board will advise and guide heads of services and provide the context that will enable libraries to develop their strategies for workforce improvements and efficiencies.
- 13 Option 4, integrating borough services into a set of pan-local authority or sub-regional networks, does offers the biggest potential for savings across five years but will require significant costs and commitments and will be challenging to achieve. Other options are less ambitious in terms of the level of potential savings but are more realistic to achieve. Consideration should be given by the LLCP Board as to whether the sector is prepared to countenance the challenges associated with the most radical option.
- 14 Assuming the larger savings of Option 4 are pursued, further work is required to develop the required business case and generate a detailed forecasting of the potential savings for the option of pan-local authority or sub-regionally managed library services. Willing and forward-thinking councils also need to be supported to concept-test and pilot such an approach in advance of this being rolled out in such a way that is fit for purpose. One potential option for achieving implementation is the creation of an organising structure, such as library trusts.

Stakeholder engagement

- 15 Stakeholders need to continue to be engaged directly and intensively in the ongoing development of the transformation programme, beginning with a workshop with heads of service, other senior public sector managers and library stakeholders on the 13th of November 2009. Individual heads of library services need to continue to develop and implement their improvement and efficiency strategies and should be supported to increase the take up of good practice approaches. The London Library Change Programme needs to create

forums and processes to enable staff and union representatives to be engaged and consulted on further change.

Investment and funding the transformation

- 16 The London Library Change Programme needs to explore potential funding streams to support local authorities in implementing the proposed changes. The Cultural Improvement Programme should put forward a bid to Capital Ambition to fund the next stage of the transformation programme, with an emphasis on implementing the proposed workforce development changes.

Organising structure to effect change

- 17 The London Library Change Programme must consider potential governance structures for pan London shared services including commissioning services to be delivered by private or local authority led trusts. For further discussion on trusts please see section 6 of this report.

1 Introduction

- 1.1 The National Improvement and Efficiency Strategy, published in December 2007, commissioned Regional Improvement and Efficiency Partnerships (RIEPs) to develop regional strategies to guide the public sector's work around improvement and efficiency, including service transformation and workforce reform. The vision for Capital Ambition, the London region's RIEP, is that *'the capital's public services will continue to take the lead in innovation, fairness, relevance, efficiency and effectiveness.'*⁴ Capital Ambition *'will support councils and their partners in delivering the shared priorities for their local areas (expressed in Local Area Agreement targets); and support them in meeting and exceeding 3% efficiency savings.'*⁵ The work of Capital Ambition will reach all London Council Leaders via the London Council Leaders' Committee.
- 1.2 Capital Ambition supports several improvement and efficiency work programmes. Capital Ambition is contributing £200k towards the London Cultural Improvement Group (LCIG),⁶ which will review the performance of London's local authorities in culture, libraries and leisure services.
- 1.3 One strand of this work that has already been completed is a feasibility study for pan London library change programmes. This study by RSe Consulting recognised that London's libraries cannot address efficiency and effectiveness without understanding how the library workforce is utilised. The study recommended that the cultural improvement programme undertake a workforce benchmarking exercise to better understand:
 - how human resources are utilised within and across London's library services;
 - variations in library workforce staffing levels and other associated costs across authorities;
 - skills development options to enable libraries to contribute to local and national government agendas.

⁴ Capital Ambition. (2008). *Interim Improvement and Efficiency Strategy for London 2008-2012 Version A March 2008* page 8.

⁵ Capital Ambition. (2008). *Interim Improvement and Efficiency Strategy for London 2008-2012 Version A March 2008* page 8.

⁶ The London Cultural Improvement Group is a partnership that includes London Borough Councils, London Councils, Government Office for London, Arts Council London, English Heritage London, Museums Libraries and Archives London and Sport England.

- 1.4 The report concluded that there is *'significant opportunity for authorities to work together to identify ways of utilising library staff more effectively.'*⁷
- 1.5 In July 2009, the LCIG and the London Library Change Programme Board (LLCPB) commissioned CFE to undertake this workforce benchmarking research. It aimed to understand how the London library workforce is utilised and to highlight areas for efficiencies that might arise from joint authority working and the development of shared services.

This report

- 1.6 This report sets out the findings from the workforce benchmarking study. The report draws together findings from primary research with heads of London library services, senior managers in the library sector and wider stakeholders from cultural agencies.
- 1.7 The report provides data on how the London library workforce is utilised and highlights potential options for joint working and shared services that will lead to efficiency savings. Findings from the report will be used to inform dialogue between senior public sector managers and the library service in negotiating and delivering service changes.
- 1.8 After this introduction, the rest of the report is structured as follows: **Section 2** outlines the objectives of the workforce benchmarking project and the methodology applied to deliver the project. **Section 3** discusses future challenges and opportunities facing London libraries and **Section 4** explores current examples of shared services and workforce reform both within and beyond London. **Section 5** reviews evidence from our survey on workforce utilisation and CIPFA statistics and **Section 6** develops potential options for shared London library services, providing detail of the expected efficiencies and potential cashable gains that could be achieved through these improvements to workforce utilisation and the development of shared working. **Section 7** outlines CFE's recommendations for further discussion and action including a set of themes for consideration for stakeholders attending the London Library Change Programme Stakeholder Conference on November 13th 2009. **Appendices include:** a glossary of key partners; an overview of the assumptions that underpin the identified efficiency savings that have been modelled; and a bibliography.

⁷ RSe Consulting. (2008). *'Transformation Programme for London Libraries'* page 4-5

2 Project scope and method

Research questions

- 2.1 The principal aim of the project is to undertake a workforce benchmarking exercise to understand how human resources are utilised within and across London's library services noting variations in service delivery and workforce staffing levels and other associated workforce costs.
- 2.2 A further aim is to use the above information to engage the library sector in examining the potential for improvements and efficiencies through shared services on a regional or sub regional basis and to explore ways of utilising staff and other resources more effectively.
- 2.3 The following key research questions were therefore agreed for the project:
 - What is the vision driving the future direction of London library services?
 - As public libraries respond to a rapidly changing technological, social and economic environment, what skill sets and capabilities does the library workforce need to develop?
 - How, if at all, are London library services conceptualising and achieving improvements and efficiencies, and to what extent is there support in the sector for shared services as a means to achieving efficiencies?
 - How is the London library workforce structured and deployed and how productive are different library services in delivering different outputs?
 - What activities are being duplicated across boroughs and how can they be streamlined or merged?
 - What options can easily be implemented to achieve further efficiencies and what options require further scoping and political support?
 - What are the level of potential cashable gains and impacts on service levels of the identified options?

Methodology

2.4 The project comprised the following stages:

- **Stage 1:** Desk based research to further understanding on workforce benchmarking, local government efficiency and improvement agenda and London libraries
- **Stage 2:** In-depth telephone consultations with 23 key stakeholders, including heads of London library services; London councillors; senior managers in local government with responsibility for efficiencies; and representatives from MLA London and the London Library Change Programme Board
- **Stage 3:** Five options appraisal workshops with heads of library services and other senior library staff to explore options for achieving efficiencies through shared library services
- **Stage 4:** Online survey distributed to heads of library services to map the utilisation of the library workforce across London boroughs and future skills requirements of the workforce
- **Stage 5:** Creation of models for shared services using online survey data, CIPFA statistics and findings from the options appraisal workshops, created within the Mietool programme to calculate potential cashable savings
- **Stage 6:** Analysis of data collected culminating in a report of findings and recommendations, and presentations to key stakeholders
- **Stage 7:** Stakeholder management and communications strategy to ensure ownership by the sector of documented ways forward⁸

⁸ Stage 7 is not reported on within this report, as this stage will form the basis of the work undertaken at the Stakeholder Conference on 13th November 2009.

Approach

- 2.5 The research and consultations for this project were carried out during August and September 2009. The following points set out how and what data was collected for each stage and relevant methodological points.

Stage 1: Desk research

- 2.6 CFE carried out a review of relevant data and information regarding the work of Capital Ambition and the LCIG; the local government efficiency and workforce development agendas and workforce benchmarking studies. CFE also researched and reviewed statistics about London libraries collected by the Chartered Institute of Public Finance and Accountancy (CIPFA), which were analysed in conjunction with our survey data to prepare a measure of library services efficiency.

Stage 2: Depth interviews

- 2.7 CFE undertook 23 depth telephone interviews and one face to face interview with heads of London library services, those responsible for efficiency within London boroughs, councillors and key stakeholders from the library sector. Each interview lasted around 45-60 minutes. The interviews were used to collect various stakeholders' views on:

- The future vision for London libraries including opportunities and challenges;
- Future development of the library workforce;
- Current thinking and current models for achieving improvements and efficiencies and delivering shared services;
- Potential options for further developing pan London shared library services;
- The range of data collected on library workforce utilisation to inform the design of the online survey.

Stage 3: Options appraisal workshops

- 2.8 CFE facilitated five two and a half hour 'options appraisal workshops' with heads of London library services and other senior staff from the library sector. There was representation from 30 out of 33 London boroughs. The aim of the workshops was to explore the feasibility of a list of suggested models and options for shared services. Participants evaluated the expected level of efficiency savings associated with each option and how quickly these savings might be realised, in addition to how desirable and achievable each option was likely to be.

- 2.9 Further discussion included which options can be implemented within existing workforce structures and which options would require significant workforce restructuring. Time was also spent reviewing the enablers and barriers to the successful implementation of various options, including negotiating political support from councillors and senior public sector managers.

Stage 4: Online survey with heads of London library services

- 2.10 All heads of service from the 33 London boroughs were sent a detailed online survey to complete. The survey was designed to collect data on:

- Relative staffing levels and the structure of the library workforce;
- The deployment of the workforce across a range of activities;
- Workforce planning including responding to skills gaps, workforce succession planning and restructuring;
- Costs associated with maintaining and developing the workforce including salaries, training, recruitment and induction and staff turnover;
- Recent or planned major organisational changes to library services including changes in business model and development of shared services;
- Feedback on proposed options for pan London shared library services.

- 2.11 26 of the 33 authorities in London completed the online survey, a response rate of 79 percent.

Stage 5: Creation of models for shared services

- 2.12 Following analysis of the data from the online survey, CIPFA library statistics and the options appraisal workshops, three potential models for shared services were scoped. As part of this scoping exercise, considered judgements were made about possible revisions in the size and structure of the workforce (in comparison to the existing benchmark determined from the online survey). These potential models were then entered into the Mieltool programme to determine indicative cashable savings relative to the benchmark costs.

Stage 6: Reporting

- 2.13 This report triangulates findings from the desk research, online survey, CIPFA analysis and workshops to benchmark workforce structures across London libraries using a range of input, output and outcome measures. It also identifies drivers of variation in staffing levels and effective working practices, therefore documenting options for ways in which local authorities can work together to utilise library staff more effectively in an appropriate way to inform planning processes. It has an emphasis on areas where efficiencies can be realised through improvements in workforce utilisation and shared working practices. In estimating the level of savings achievable a number of important assumptions have been made based on the survey responses and CIPFA data, including investment requirements and associated running costs. These assumptions are set out in detail in Appendix D.

3 Challenges and opportunities for London libraries

- 3.1 This section provides the context for the following sections of the report and aims to provide a fuller understanding of current opportunities and challenges that the London library sector faces. It also considers the extent to which shared services and models for achieving efficiencies and improvements might be appropriate responses to these.
- 3.2 CFE notes that many of the themes raised in this section of the report have already been covered by recent research and reports and are likely to be well known by the library sector. Therefore, this section of the report will be relatively brief, presenting a summary of issues that currently frame the context of change within the library sector.
- 3.3 The section is compiled with reference to CFE's attendance at a scenario planning workshop 'The vision for London's library service'⁹ and 23 depth telephone interviews and one face to face interview with heads of London library services, those responsible for efficiency within London boroughs, councillors and key stakeholders from the library sector. The majority of the interviews involved representatives from the London region, but several interviews drew upon the experience of heads of services from the North East and North West regions to broaden the scope of the research and to consider examples of shared services from other regional contexts. Each interview lasted around 45-60 minutes. The interviews were used to collect stakeholders' views on:
- Future visions for London libraries including opportunities and challenges;
 - Current thinking and current models for achieving improvements and efficiencies and delivering shared services;
 - Potential options for further developing pan London shared library services;
 - Developing the library workforce;
 - The range of data collected on library workforce utilisation (collected to inform the design of the online survey).

⁹ 'The vision for London's library service' was a scenario planning workshop facilitated by Rick Torseth and Red Quadrant on September 23rd 2009. The workshop involved heads of service and wider stakeholders in identifying and planning for future scenarios.

Challenges and opportunities facing London libraries

3.4 Heads of service and stakeholders were asked to think about opportunities and challenges facing the library sector in London. These are summarised in the table below:

Opportunities	Challenges
<ul style="list-style-type: none"> ■ Develop library services beyond 'traditional lending institutions' to maximise the sector's contribution to local, regional and national policy priorities, e.g. health, learning, employment, community safety etc ■ Development and re-deployment of staff to meet local, regional and national policy priorities, e.g. outreach work, freeing up time to respond to customer need, making links with local partnerships ■ Securing funding from a wide range of sources to support new agendas ■ Promoting outputs and outcomes achieved by library service ■ Responding to the localism agenda, i.e. that libraries are a network of physical, visible and accessible local spaces ■ Creating partnerships with private, public and voluntary sectors, e.g. outsourcing some library functions for example telephone enquiries to libraries, or linking with groups delivering policy priorities ■ Achieving efficiencies and improvements by developing shared library services across London boroughs 	<ul style="list-style-type: none"> ■ Securing funding – planning services without certain or guaranteed budgets, sustaining levels of local authority and other sources of funding, maintaining quality service following budget slicing ■ Political influence, advocacy and representation – increasing the political profile and influence of all heads of library service amongst senior public sector managers and policy makers ■ Leadership and management – to become more effective in internal and external advocacy; developing strategic partnerships, influencing other senior managers ■ Demonstrating impact of library services – shift to outcome based performance in local government sector means the library sector needs to document its impact and advocate its involvement in many local government agendas ■ Workforce profile – responding to an ageing workforce ■ Building an appropriately skilled workforce – ensuring library service has a range of expert staff to support Local Area Agreement priorities ■ Restructuring workforce culture – overcoming resistance to restructuring and adaption of role ■ Digital competition – libraries are in competition with other agencies for some areas of their service, e.g. second hand online booksellers ■ Responding to changes in the way that culture is consumed via new technologies¹⁰

Table 1: Future opportunities and challenges for the London library sector

¹⁰ Margaret Hodge, Cultural Minister, has advocated that DVD-style home deliveries and tie-ups with internet firms such as Amazon could be the answer to ensure the future of libraries for the iPod generation. Daily Telegraph, 8th October 2009, p.16.

Section 3 Key messages

Extensive stakeholder engagement suggests that there are a number of key opportunities to transform libraries in London. These include: maximising collaboration and knowledge sharing, particularly around new technologies; the development of a digital strategy; and the introduction of more shared services pan-London. However, to ensure efficiencies and improvements are achievable, improved workforce utilisation and stock procurement need to be realised. Ideally this would lead to shared management and a cost-effective solution for stock logistics across London including direct delivery to customers.

If London's libraries want to maximise the available opportunities and achieve change they must develop greater influence with local decision makers. It is a necessity to ensure that political support and commitment is galvanised for transformational change to be achievable.

The next section of this report considers the potential for developing shared services in London's libraries, including implications for the workforce, informed by examples from other regions.

4 Library workforce and shared services

Current models of shared London library services

- 4.1 Heads of service were asked to give an overview of key developments in their library service including existing work around shared services and achieving improvements and efficiencies. The consultations revealed that shared services, either collaborative projects between the library service and other council functions within local authorities, or sharing aspects of the library services across local authority boundaries, were relatively common. There is an established history of collaborative working and communication between library services in London boroughs, although it is sometimes ad-hoc and growing outside of an organised pan London strategy for joint services. There is scope for these partnerships to be evaluated in terms of the efficiency savings achieved to date and for successful models to become more highly organised and extended.
- 4.2 Shared services have evolved for several reasons:
- To achieve cashable savings from pooled investment;
 - As a response to limited funding or funding cuts;
 - To share knowledge, ideas and expertise;
 - To involve people with different skills sets and backgrounds in broadening the library offer, e.g. those with customer service skills;
 - To replicate locally designed services across regions where they will benefit wider groups of library users;
 - As part of local authority emergency or contingency plans to operate reduced council services in event of disaster, terrorism or pandemic.
- 4.3 Equally, the consultations have revealed challenges around setting up and sustaining shared services:
- Capacity of the workforce to work across more than one local authority area;
 - Lack of awareness or buy-in to shared working options from senior managers or councillors in the local authorities involved;
 - Resistance to new patterns of working from the library workforce.

Examples of current shared services in London / wider English regions

4.4 Table 2 below outlines examples of shared services and consortium working identified in the consultations and the benefits that these options are delivering.

Shared service model	Benefits
<ul style="list-style-type: none"> ■ Intra-library loans across local authorities 	<ul style="list-style-type: none"> ■ Library customers can access a wide range of materials ■ Supported by shared Management Information Systems
<ul style="list-style-type: none"> ■ Joint library cards and catalogues, e.g. London Libraries Consortium 	<ul style="list-style-type: none"> ■ Library customers can access a wide range of materials ■ Supported by shared Management Information Systems ■ Efficiency savings around streamlining purchasing, back office and logistics of moving stock
<ul style="list-style-type: none"> ■ Linking local authority library and customer service centres 	<ul style="list-style-type: none"> ■ Draw upon specialist expertise of customer service staff in responding to library users' enquiries and directing customers to relevant services
<ul style="list-style-type: none"> ■ Partnership with a private call centre to handle telephone enquiries to the library service 	<ul style="list-style-type: none"> ■ Frees up staff time for floor walking and to respond to customer enquiries or run activities and events ■ Draw upon specialist expertise of customer service staff in responding to library users' enquiries and directing customers to relevant services
<ul style="list-style-type: none"> ■ Joint training programmes for library staff from different local authorities 	<ul style="list-style-type: none"> ■ Cashable efficiency savings and economies of scale through joint purchasing ■ Relationship building and knowledge transfer with library colleagues in other authorities
<ul style="list-style-type: none"> ■ Working with publicly funded bodies to deliver community services in a library setting, e.g. community learning, health advice 	<ul style="list-style-type: none"> ■ Libraries formalise links with other agencies delivering local priorities, widening the range of expertise available in the library setting and widening community use of libraries ■ Library staff can get involved in delivery / co-hosting services, broadening skills
<ul style="list-style-type: none"> ■ Purchasing consortiums for library stock and equipment 	<ul style="list-style-type: none"> ■ Cashable efficiency savings and economies of scale through joint purchasing
<ul style="list-style-type: none"> ■ Shared job roles across local authorities 	<ul style="list-style-type: none"> ■ Minimise duplication of services ■ Eliminate under-capacity ■ Streamline functions, especially back office and stock functions

■ Library events and exhibitions shared across local authorities	■ Cashable efficiency savings and economies of scale through holding joint events
	■ Relationship building and knowledge transfer with library colleagues in other authorities

Table 2: Examples of current models of shared services across London / wider English regions

4.5 The examples of shared services that are currently being developed in London operate within the structure of 33 library authorities, each of which have separate governance and their own senior management teams. The primary drivers of shared services have been achieving economies of scale and cashable savings, and sharing and developing expertise and resource. These shared services have been achieved without a radical restructuring of the library workforce and the governance of services.

Potential for shared London library services

4.6 There was a consensus amongst the heads of service interviewed that greater efficiencies could be achieved with more formal integration of workforce structures across local authorities, e.g. one or more senior management teams and supporting workforce delivering one or more library services across several London boroughs. The conglomeration of library services could be justified on the basis that current workforce structures in 33 separate authorities result in a high degree of variance across authorities with regard to the following:

- Number of libraries;
- Productivity levels and outputs;
- Staff numbers and staff levels;
- Over and under capacity of staff;
- Staff deployment

4.7 Shared management of a number of library services would likely lead to less duplication of provision and cashable savings resulting from a streamlined workforce.

4.8 Shared services were conceptualised along a scale. At one end of the scale, efficiencies and improvements were envisaged such as sharing best practice; eliminating inefficient practices and forming consortiums for purchasing and delivery of services, but without necessitating a reorganisation of the current management structures of library services or the number of library services operating within London. Towards the other end of the scale, efficiencies were envisaged in terms of more radical options for shared services including closing libraries in close geographical proximity and one regional or several sub regional pan London library services which would involve fewer senior library managers and more collaboration across authorities.

- 4.9 These options and the implications for the library workforce are scoped in further detail in the next chapter.

Developing the library workforce

Future skills requirements of library workforce

- 4.10 The continuing development of the library workforce is vitally important and will ensure the sector is fully equipped to maximise all available opportunities. The MLA Council set an ambitious agenda related to workforce development and developed a national workforce development strategy *Learning for Change 2004* to enable libraries to meet the challenges of delivering an efficient and high quality library service.
- 4.11 MLA London brought together findings from a skills audit conducted in 2004, with extensive evaluation and analysis of the skills requirements of the sector between November 2007 and March 2008. This further research *Moving on up: Building excellence and sustainability in the London museum, library and archive sector* revealed key areas in which museums, library and archive organisations and their workforce regard as operationally and strategically significant. The findings informed the development of MLA London's Workforce Development Training Programme, which forms part of MLA's work on Building Excellence and Innovation, and is tailored to ensure library staff are equipped with the necessary skills and knowledge to address strategic priorities within everyday practice. The skills audit identified the following priorities for library domain specific training in response to needs: internet search techniques; community engagement and marketing.
- 4.12 MLA London also identified that the workforce's ability to access a range of professional development opportunities is subject to a number of barriers. Of those organisations surveyed most had a budget for training and professional qualifications; this ranged from 0.06% to 7.5% of their overall budget and appeared to depend on the size of the organisation, its strategic priorities and annual revenue. However, the most significant barrier to accessing training was found not to be financial, but a tendency of organisations to approach professional development on a short-term rather than strategic basis. Of the organisations surveyed less than half had or were planning to implement a workforce development strategy. This research concluded that although short-term reactionary planning is often unavoidable, '*reliance on short-term planning significantly impacts upon organisations' ability to maximise resources and develop sustainable working practices*'.¹¹

¹¹ MLA (2008). 'Moving on up: Building excellence and sustainability in the London museum, library and archive sector.'

- 4.13 Table 3 outlines the skills and competencies highlighted as important to enable the library service to adapt for the future challenges outlined previously. Some heads of service discussed their recent investment in either recruiting new staff with the desired skills and competencies or widening the skill sets of existing staff through training. Others acknowledged skills gaps in these areas.

Staff level	Current and future skills requirements
■ Senior management / heads of service	<ul style="list-style-type: none"> ■ Political advocacy and influence ■ Develop strategic partnerships ■ Business and commercial understanding
■ Middle management / library managers	<ul style="list-style-type: none"> ■ Advocacy and influence ■ Networking and outreach skills ■ Staff management (e.g. tackling poor performance) ■ Performance management ■ Ability to understand local priorities, (e.g. LAA, and how libraries can contribute to achieving its outcomes) ■ Business and commercial understanding
■ Front line staff / library assistants	<ul style="list-style-type: none"> ■ Customer service skills (e.g. selling library services to customers, working with diverse groups) ■ Cutting edge ICT and digital technology skills ■ Outreach skills ■ Ability to work flexibly across different locations

Table 3: Current and future skills requirements of the library workforce

Examples of library workforce development

- 4.14 A notable example of best practice in library workforce development is Leicester, as their achievements have been acknowledged nationally. In 2001 Leicester implemented a successful competency based approach to recruitment throughout the library service. This meant that all library posts are based on criteria and qualifications which reflect the needs of modern public libraries and their roles in local communities. Leicester also pioneered work experience and volunteering programmes within libraries, and some participants of these programmes went on to successfully apply for jobs in the library service as well as in other organisations. This approach and its associated programmes enabled Leicester's library service to develop a diverse workforce that reflects Leicester's social and cultural plurality and has strong links with local communities.

Workforce adaption to change

- 4.15 The consultations revealed potential workforce resistance to changing job descriptions and that introducing new ways of working is a constant challenge. The importance of managing transition and change to minimise resistance from front line staff is most apparent when moving to a more customer-focused service model, which involves staff in proactive customer engagement, promotion of the library offer and exploration and response to customer needs. The consultation stages of this research suggested that library staff can be fearful of *'moving out from behind the relative safety of the counter.'*
- 4.16 There was also recognition that at the senior end of the workforce, heads of service need to work harder at building strategic relationships with chief executives of councils and other directorate leads to secure involvement of the library service in other agendas and influence the amount of funding allocated to libraries.

Section 4 Key messages

The research suggests considerable potential for developing shared services in London's libraries. Collaborative projects between the library service and other council functions within local authorities, or, sharing aspects of the library services across local authority boundaries, are already relatively widespread. The primary drivers of shared services have been achieving economies of scale and cashable savings and sharing and developing expertise and resource. The consultations revealed consensus, with heads of service suggesting that greater efficiencies could be achieved with more formal integration of workforce structures across libraries in London. For instance shared senior management teams could be justified on the basis that current discrete workforce structures in 33 separate authorities result in a high degree of variation and duplication of provision.

Efficiencies and improvements in workforce utilisation can also be achieved, but to a lesser extent, without a radical restructuring of the library workforce and the governance of services. Sharing best practice needs to be a priority to eliminate inefficient practices; and also developments to consortiums to aid the purchasing and delivery of services. Where wider reform of the workforce might be necessary, there are lessons to be learnt from existing work around shared services and in achieving improvements and efficiencies in other English regions, such as the workforce development undertaken in Leicester. Priorities have been identified for workforce development and include: political influencing and leadership skills for senior managers; performance management for library managers; and customer engagement skills for library assistant and those working on the front line.

The next section of this report outlines the findings from the survey of local authorities and analysis of CIPFA data to provide a benchmark of workforce utilisation across libraries in London.

5 Library workforce utilisation

- 5.1 An important starting point in developing potential models for shared services and understanding how the workforce might be structured and deployed in these future scenarios, is to develop a benchmark which shows the current size, structure and deployment of the workforce. It also needs to discuss associated workforce costs, (e.g. recruitment and training costs and responses to key issues such as future skills requirements and succession planning). This specific workforce data can also be analysed alongside various library outputs and outcomes data collected by CIPFA to make judgements about which library services are the most efficient, i.e. which services are delivering the highest outputs and outcomes with the least resources, in particular noting what is unique about the way the workforce in these local authorities is structured and deployed.
- 5.2 An online survey was distributed to heads of library services to map the utilisation of the library workforce across London boroughs and the future skills requirements of the workforce. This section outlines key observations from CFE's analysis of the survey data including: workforce structure; workforce deployment; associated workforce costs; key issues for workforce development; and a measure of workforce efficiency.
- 5.3 The response rate for the survey was 79%, with responses received from 26 out of 33 local authorities. The response rate to individual questions within the survey was variable. For some questions with very low response rates we have opted not to report on the statistics because we cannot make assumptions about a pan London picture. We have included responses when at least 50-60 percent of the respondents returning the survey have submitted a response.

Workforce structure

Workforce size

- 5.4 The data returned across the 26 local authorities shows the size of London's library workforce to be 4,442 library employees, or 3,101 full time equivalent staff working across 296 libraries in 26 local authorities. The number of staff and full time equivalent (FTE) staff varies significant across local authorities, although this in part reflects differing numbers of libraries per borough.
- 5.5 Figure 1 below outlines the variances in the average number of FTEs across London's library services and the number of FTEs per library within each borough. The range across London libraries is from 64 to 203 FTEs per library authority. The range of FTEs per library is from 4.8 to 22.7, with the mean number of FTEs per library across London being 10.5.

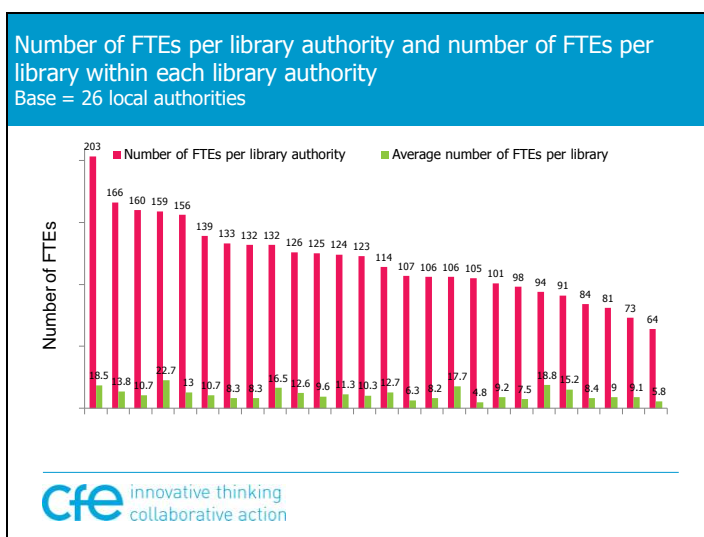


Figure 1: Average number of full time equivalent library staff and average number of FTEs per library by local authority

Management structures

- 5.6 The number of management tiers between the chief executive of the council and the head of library services varied from one to five. However, two or three tiers were the most common responses. The number of tiers between the head of library services and the most junior position within the library services ranged from two to nine, with the average number of tiers being 4.2.
- 5.7 Figure 2 below outlines the number of staff working in several broad job categories. Just over six in ten (62%) of the workforce work in front desk roles and around one in seven staff (14%) are employed in either a managerial or policy and planning role. Around 8% are dedicated back office staff, 7% are specialist librarians and 6% combine front desk and back office functions.

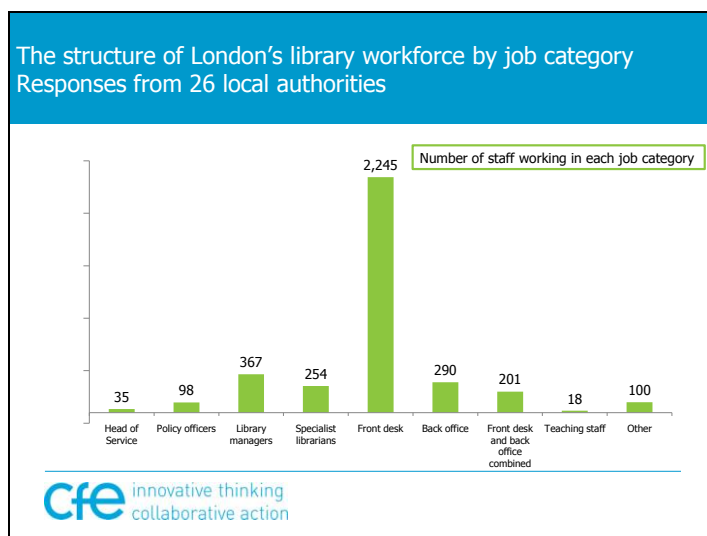


Figure 2: The structure of London's library workforce by job category

5.8 The average ratio of those in an operational role (i.e. specialist librarians, front desk, back office and teaching staff) to those in a senior or managerial role (i.e. heads of service, policy officers and library managers) was 5:1.¹² However, this ratio varied significantly by local authority, as outlined in Figure 3.¹³ The boroughs that are the most 'management heavy' have a ratio of around two operational staff members to every one managerial staff member. For the purposes of analysis we have considered 'management heavy' boroughs to have a ratio of 5 or less operational staff members to every one managerial staff member. Authorities with the leanest management structures have a ratio of between fifteen to thirty-four operational staff to each management staff member.

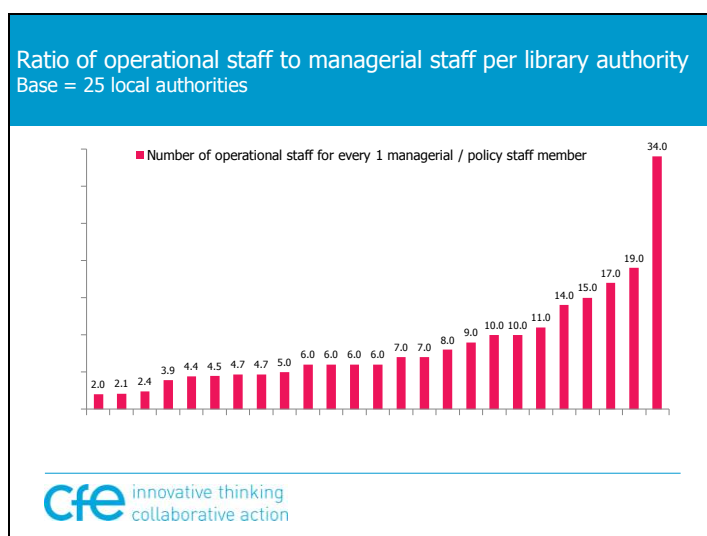


Figure 3: Ratio of operational and managerial staff across local authority library services

¹² Data was gathered from 25 of the 26 authorities that responded to the survey.

¹³ Ratios have been expressed to the nearest whole number, unless the ratio was five or less to one, where the ratio has been expressed to the nearest one decimal point.

Workforce deployment

Key themes

5.9 The online survey enabled CFE to build a picture of how the London library workforce was utilised by looking at the key tasks and activities undertaken by each job category. The key findings from this exercise are:

- Heads of service, local authority officers and library managers are actively involved in key management tasks including: organisational management; strategic commissioning; procurement; workforce planning; financial management; people management etc. This suggests a high level of integration and communication between these job functions in undertaking management tasks.
- Some specialist librarians in most authorities also actively undertake management tasks, i.e. tasks listed in the above point.
- Most heads of service are making links with library customers and the wider community, and are taking a 'hands on' approach to aspects of library work such as: promoting and publicising library services; community and engagement work; and customer relations management.
- Library managers are both 'strategic and managerial' as well as 'operational.' They are involved in a similar range of tasks as local authority officers and heads of service but also appear to be performing the same range of tasks in the same proportions as front desk staff, e.g. front line customer care; arranging library items; providing IT support for customers; taking part in book groups; and the issue, renewal and discharge of items. There may be scope to scale back library manager's involvement in front line activities, leaving time for management activities, or thinking about reducing the number of managers being paid to undertake similar tasks to front line staff. In some instances, the distinction between back office duties and activities that involve customer engagement is blurred, with back office staff being involved in publicising and promoting library services, customer relations management and front line customer care. This in part reflects local authorities that have some merged front and back office functions such as Hounslow and Sutton.

Skills gaps

5.10 The research has identified a series of key workforce activities where skills gaps exist. The table below outlines 'significant skills gaps' (where four or more heads of service thought there was a skills gap); slight skills gaps (where this was the most commonly selected option) and no skills gaps (where this was the most commonly selected option). In the main, only a few areas were thoughts of as a significant skills gap by a handful of heads of service and in most areas the library workforce was considered as adequately skilled to perform the key functions of the library service.

Key function	Significant skills gaps	Slight skills gap	No skills gap
Strategy	Strategic commissioning		Workforce planning Developing service delivery plans
Management		Organisational management Procurement Programme and project management People management Financial management Premises and facilities management	Implementing service delivery plans Managing and promoting diversity Event and exhibition management
Communications	Partnership working Publicising and promoting library services Community engagement and outreach work	Customer relations management Compiling newsletters and communications	
Front line library functions		Front line customer care skills Skills for Life assessment and teaching Providing ICT support to learners Providing enquiry and search services	Arranging library items Issue, discharge and renewal of items Story time School visits Book groups Shelving and shelf tidying
Back office functions			Arranging library items Reviewing collections Stock acquisition, management and disposal Cataloguing and indexing

Table 4: Assessment of skills gaps across the London library workforce

- 5.11 In terms of good practice sharing and joint training initiatives, consideration should be given to those authorities with no skills gaps sharing their expertise and approach with other authorities who have cited a slight or significant skills gaps in certain areas, or for developing shared services between authorities with particularly strong skills sets and those that have identified significant training needs.
- 5.12 Heads of service have already taken action to mitigate the effects of skills gaps, with the most common responses being: personal development reviews; recruiting new employees with the required skills; re-designing job vacancies and applications; and offering existing employees career progression opportunities.

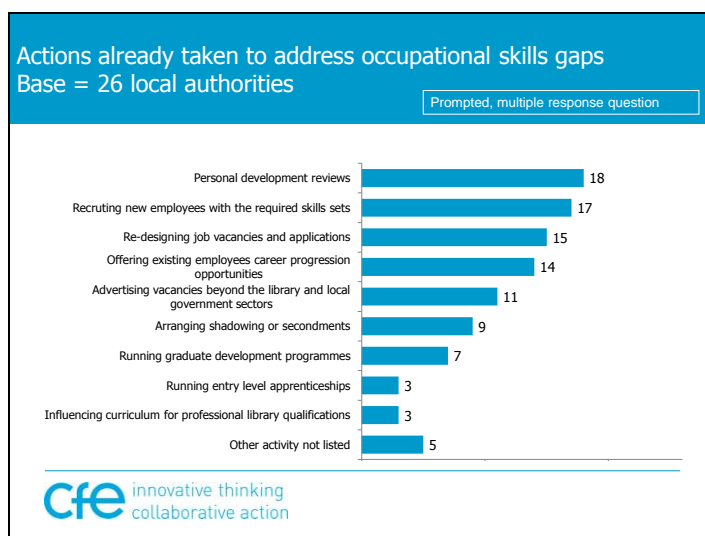


Figure 4: Actions taken to address occupational skills gaps

Workforce planning and shared services

- 5.13 Following on from reviewing staff skills shortages and responses, we explored in further depth the work that heads of service had recently undertaken around workforce planning. Nearly all heads of service stated that they had recently made changes or were actively planning or reviewing changes in the following areas: workforce structure; job roles and activity; skills development and training; workforce pay and rewards; and succession planning.
- 5.14 In terms of major organisational changes to London libraries, shared services are firmly on the agenda, with approximately three-quarters either having undertaken shared services with other library services within the last two years or planning to do so in the next two years. Around 50% of respondents were either sharing or planning to share services with other services within their own local authority. These changes also sit in the wider context of an appetite for organisational change, with a significant proportion of library services thinking about changes in business model and other organisational changes.

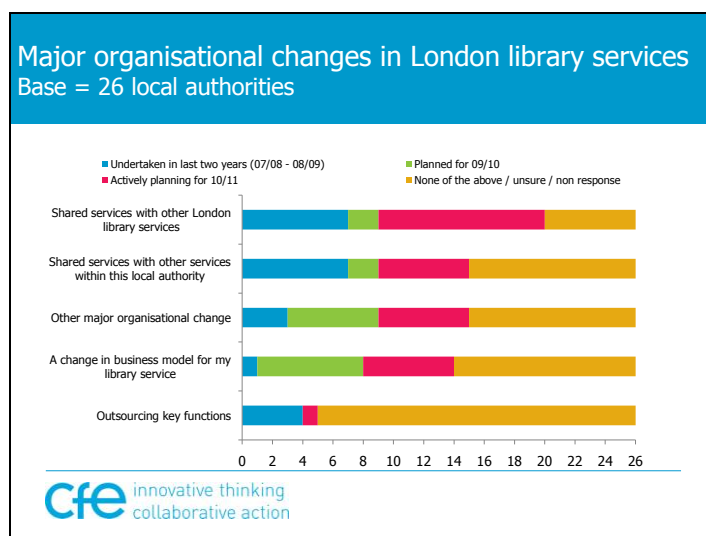


Figure 5: Major organisational changes in London library services

5.15 Examples of these organisational changes recently undertaken or actively planned include:

- Working as part of London Libraries Consortium;
- Planning to implement recommendations from London Libraries Change Programme;
- Revised management team structures, particularly reduction in management costs;
- Restructuring back office teams;
- Planning sub regional shared services;
- Joint home library services across local authorities;
- Self service library kiosks;
- Introducing Electronic Data Exchange (EDI);
- Local authority departmental restructuring;
- Co-locating or sharing library and customer service centres and lifelong learning departments;
- Reviews of key aspects of the library service including: workforce, spatial strategy, marketing and technology.

Workforce costs

- 5.16 This section looks at some of the key costs in maintaining the library workforce including: pay and rewards; staff training and development; recruitment and vacancies; and staff turnover and retention.
- 5.17 In 2007/08 the total expenditure across libraries in London on their workforce was £177,838,194 accounting for 57.2% of all expenditure on libraries in London¹⁴. Estimates from CIPFA suggest that London libraries spent £182,226,337 on their workforce in 2008/09, accounting for 56.3% of all expenditure. The average library spends 58% of its total gross service expenditure on employees. However this ranges from 51.7% in some authorities to 70.41% in others. The average cost per employee is £29,576.

Pay and rewards

- 5.18 The table below outlines both the salary range and the average salary of various job categories for full-time equivalent employees within the London library workforce. When asked about perceptions of parity in pay and rewards for library staff across London boroughs, most respondents (19) did not believe that there was consistency. This perception is supported by analysis of salary data from the online survey, where there is a reasonable degree of variation in the salaries of staff performing similar roles. Some of this variation may be accounted for by the Inner London weighting.

Staff level	Salary range for FTEs (to nearest £1,000)	Average basic salary for FTEs (to nearest £1000)
Head of service	£36,000 - £76,000	£59,000
Policy officers	£33,000 - £50,000	£42,000
Library managers	£22,000 - £49,000	£30,000
Specialist librarians	£22,000 - £34,000	£26,000
Front desk	£12,000 - £33,000	£21,000
Back office	£17,000 - £29,000	£22,000
Joint front desk / back office	£5,000 - £27,000	£20,000
Teaching staff	£8,000 - £30,000	£24,000

Table 5: London library staff salaries for FTEs

- 5.19 The most influential factors in heads of services' determination of salaries are local government scales and the market rate of pay in the library and local government sectors. Union and staff pressures and individual performance and competency were considered of slight influence when determining salaries.

¹⁴ CIPFA Public Library Statistics, 2007/08 and estimates 2008/09

Staff training and development

- 5.20 In the fiscal year 2008/09, the total amount spent on training and development varied across local authority library service from £3,600 to £187,000 (although, excluding the authority that spent £187,000 the next highest spend by authority was £30,000). Again, excluding the highest figure, the average amount spent on training was £14,000.
- 5.21 Over the same time period, the most common types of internal training invested in were: induction training (20 authorities); ICT training (19 authorities); customer service training (18 authorities); diversity, equalities and disability awareness (17 authorities); corporate training (16 authorities); leadership and management training (14 authorities); budgeting and financial management (14 authorities); reader development (14 authorities); and children's services (13 authorities).
- 5.22 In 2008/09, the most common types of external training invested in were: leadership and management (14 authorities); reader development (11 authorities); customer service (10 authorities); children's services (10 authorities) and ICT (8 authorities).

Recruitment and vacancies

- 5.23 Across the 26 London library authorities who responded to the survey, there were 434 vacancies advertised during the fiscal year 2008/09. Eight in ten (81 percent) of these vacancies were existing positions, 7 percent were newly created positions and the remaining 12 percent were not classified. These vacancies were distributed across the broad job categories, as outlined in the table below.

Staff level	Number of vacancies in 2008/09
Head of service	4
Policy officers	12
Library managers	36
Specialist librarians	15
Front desk	255
Back office	39
Joint front desk / back office	33
Other	40
Total	434

Table 6: Number of advertised vacancies across London libraries in 2008/09 by staff level

5.24 Three in ten (29%) of vacancies were filled by internal applicants, with nearly all these internal applicants being from the library service as opposed to another council service. However, the majority (59%) of vacancies were filled by external applicants, in the ratio of 3:1 not having previous library experience. Overall, 44% of vacancies filled came from external applicants with no prior library experience, which raises further questions about the previous work experience of these candidates – to what extent are new skill sets being sought to complement existing library staff's skill sets that might make the library sector poised to adapt to new challenges? Or to what extent are low skilled workers being recruited to undertake routine library tasks and are these staff being adequately trained?

5.25 Half (13) of heads of service noted recruitment and retention difficulties. The main reasons given for staff leaving local authority library services included:

- Staff members leaving the employment of local authorities due to perceived job insecurity stemming from organisational change;
- Lack of opportunity for career progression;
- Staff using library experience as a stepping stone to other lines of work;
- Low pay and low job grades, especially for library assistants;
- Progression of library assistants within the service leading to a high staff turnover for this grade of work;
- Attracting sufficient candidates who are looking for part-time and casual work.

5.26 Recruitment difficulties were defined as:

- Local authority recruitment freezes;
- Candidates' perceptions of the library sector offering less pay in relation to other professional occupations;
- Difficulty finding high calibre individuals for professional posts.

Staff turnover

5.27 The annual staff turnover and retention figures differed across the 21 local authorities submitting data for this question, with staff turnover per library ranging from 2 to 18 percent.

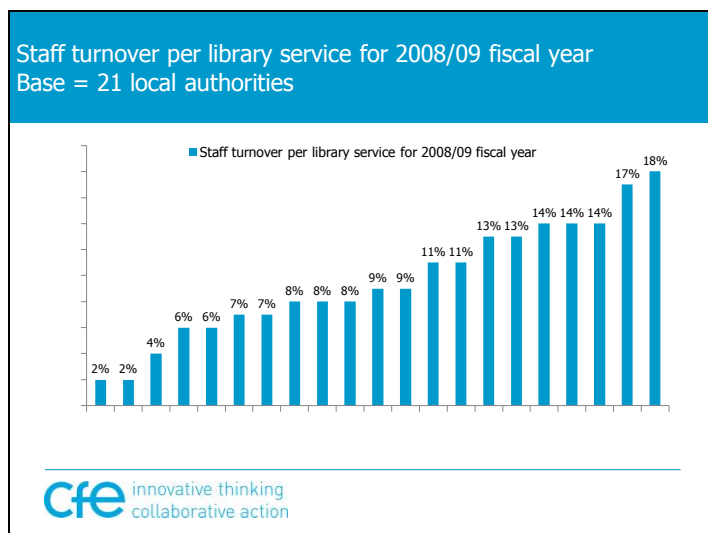


Figure 6: Staff turnover per library service for 2008/09 fiscal year

Workforce efficiencies

5.28 To further understand the utilisation of staff and resources in London libraries and to provide a measure of the efficiency of library services, the findings from the CIPFA library statistics for 2008/09 were analysed and then considered in relation to key information from the online survey.¹⁵

5.29 Six variables from the CIPFA data were considered for each of the 33 library services across London: overall expenditure on the library service; staffing costs; opening hours; number of visits per annum; number of issues per annum; and a customer satisfaction rating.

5.30 For each of the six variables under investigation, the range of responses from lowest to highest was noted, then four quartile ranges were prepared, i.e. quartile 1 for the top scoring 25% responses, quartile 2 for the 26%-50% top scoring responses etc. Each library authority was placed in either quartile 1, 2, 3 or 4 for each of the six variables under investigation.

5.31 Table 7 documents the outcomes of this exercise, illustrating for each authority the quartile ranking for each of the six variables. Authorities who have a cluster of quartile 1 rankings across a range of variables are deemed to be the

¹⁵ Efficiency here is defined against six variables from CIPFA Public Library Statistics. It is not possible to capture on a consistent basis the value contributed by library services to wider outcomes and corporate objectives, which underlies the strategic decisions about investment in individual boroughs.

most efficient; and authorities who have a cluster of quartile 4 rankings across the range of variables are deemed to be less efficient. We considered it important to keep the identity of each authority anonymous as any ranking of efficiency is likely to be contentious given the fact that there are wider indicators of performance than the ones used in this exercise. The purpose of this exercise was to design some basic models of efficient and less efficient performance, which could then be compared with the workforce benchmarking data to give some indicators of the size, structure and deployment of the workforce when efficiency is detected. These basic models then informed the assumptions made about optimum workforce size and structure when building models in Mietool.

5.32 The definitions of each of the four efficiency models, in relation to the quartile scores for the six variables under investigation are presented below.

- Quartile One (**Very efficient**)- ♦ Lowest overall expenditure ♦ Lowest staff expenditure ♦ Highest number of visits per annum ♦ Highest number of issues per annum ♦ Longest opening hours ♦ Highest customer satisfaction.
- Quartile Two (**Slightly efficient**)- ♦ Medium to lowest overall expenditure ♦ Medium to lowest staff expenditure ♦ Medium to largest number of visits per annum ♦ Medium to highest number of issues per annum ♦ Medium to longest opening hours ♦ Medium to highest customer satisfaction.
- Quartile Three- (**Slightly inefficient**) ♦ Medium to highest overall expenditure ♦ Medium to highest staff expenditure ♦ Medium to lowest number of visits per annum ♦ Medium to lowest number of issues per annum ♦ Medium to shortest opening hours ♦ Medium to lowest customer satisfaction.
- Quartile four- (**Very inefficient**) ♦ Highest overall expenditure ♦ Highest staff expenditure ♦ Lowest number of visits per annum ♦ Lowest number of issues per annum ♦ Shortest opening hours ♦ Lowest customer satisfaction.

5.33 Table 7 is currently anonymous, however if any local authority wishes to receive their individual ranking ahead of the stakeholder conference they can do so if they contact the CFE office.

Row	Quartile 1	Quartile 2	Quartile 3	Quartile 4	FTEs per Library	Number of operational staff per manager	Staff turnover
1	●●●●●		●		9.6	15	-
2	●●●●●		●		9.0	2.1	18%
3	●●●●●		●●		16.5	3.9	7%
4	●●●	●●●		●	-	-	-
5	●●●	●●●	●		11.3	10	13%
6	●●●	●●●		●	6.3	34	11%
7	●●●	●●●	●		9.2	6	2%
8	●●●	●●●	●		18.5	9	8%
9	●●●		●●●		10.7	8	7%
10	●●●	●●●	●	●	8.4	7	4%
11	●●●	●●●	●●●		-	-	-
12		●●●●	●●●		10.3	6	13%
13	●	●●●●	●	●	5.8	4.4	8%
14	●	●●●●	●	●	8.3	4.7	-
15	●	●●●	●●●		13.0	2.0	11%
16	●●●	●	●	●●	13.8	-	-
17	●●●	●	●	●●	22.7	11	6%
18	●	●●●	●	●●	17.7	7	14%
19		●●●	●●	●	-	-	-
20	●●●		●●●	●●	18.8	14	14%
21	●●	●		●●●●	-	-	-
22	●	●	●●●	●	15.2	10	2%
23	●●		●●●	●●●	9.1	6	17%
24		●●	●●●●		-	-	-
25		●●●	●●●	●	8.3	17	-
26	●	●	●●●	●●	4.8	19	14%
27		●●	●●●	●	-	-	-
28	●	●	●	●●●	12.7	6	8%
29	●	●	●	●●●	-	-	-
30		●	●●●	●●	10.7	2.4	9%
31		●	●●	●●●	8.2	5	9%
32	●		●	●●●●	7.5	4.5	-
33		●	●	●●●	12.6	4.7	6%

Table 7: Relative efficiency levels of London library services

● Overall expenditure ● Staff expenditure ● Number of visits per annum ● Number of issues per annum ● Opening hours ● Customer satisfaction

Rows 1 -9

5.35 These boroughs are characterised by relatively high outputs, e.g. highest number of visits and issues per annum and the highest levels of customer satisfaction, but there are varying levels of overall and staff expenditure. When expenditure is low this tends to reflect shorter opening hours (rows 1, 6, 7, 8 and 9). When expenditure is higher, this tends to reflect longer opening hours and heavier management structures, where ratio of operational staff to management staff is typically less than five people (rows 2 and 3). Optimum efficiency may be achieved by understanding which opening hours result in the highest number of visits and issues and by reducing the number of managers required to deliver the service to a level more comparable with the most efficient boroughs.

Rows 10-15

5.36 These boroughs are characterised by a similar pattern to the boroughs in rows 1-9 but higher outputs are now more dependent upon higher levels of expenditure. Where expenditure is relatively lower, customer satisfaction is also relatively lower, e.g. rows 10, 11 and 13. The boroughs in rows 10-15 have fewer FTEs per library than those in rows 1-9 and a tendency to heavier management structures, e.g. lower ratio of operational to managerial staff, typically less than five people, e.g. rows 13, 14 and 15. Optimum efficiency may be achieved by agreeing an appropriate level of expenditure and management structure to achieve reasonably high outputs.

Rows 16-20

5.37 These boroughs could be described as delivering a 'gold plated' library service in that higher levels of overall expenditure and staff expenditure are resulting in a higher number of issues per annum, longer opening hours and higher customer satisfaction levels but not necessarily higher number of library visits (concentration of library visits rated in the third quartile in rows 16, 18, 19 and 20). These libraries are characterised by a higher number of operational staff to managers and FTE staff per library. Optimum efficiency may be achieved by reducing the number of staff delivering the library service.

Rows 21-28

5.38 For these boroughs we are starting to see the trade off between lower investment, e.g. overall and staff expenditure; and fewer visits and issues, shorter opening hours and lower customer satisfaction. Some of these boroughs also have fewer staff per library (rows 23, 25 and 26) and higher ratios of operational to managerial staff (rows 25 and 26). Optimum efficiency may be achieved by further investment in staff numbers and opening hours.

Rows 29-33

- 5.39 These boroughs are characterised by relatively higher levels of expenditure on overall and staff costs coupled with higher levels of customer satisfaction but comparatively lower outputs, i.e. annual visits, issues and opening hours. These boroughs also have heavier management structures (rows 30, 31, 32 and 33). Optimum efficiency may be achieved by reducing the number of opening hours to those hours where visits and issues are highest, reducing the number of library managers and considering the viability of every library location within the borough.

Building assumptions about workforce efficiency

- 5.40 The above exercise coupled with analysis of the benchmarking data was used as a platform for building key assumptions about the optimum structure of the London library workforce and optimum expenditure levels necessary to fully cost the models for pan London services explored in the next chapter. These assumptions were used when the models were programmed into Mietool:
- Average salaries of each occupational grouping;
 - Optimum ratio of operational to management staff (between 8-12);
 - Optimum number of staff per library (between 6-12);
 - Reduction in hours worked by each occupational grouping implied by each potential model
- 5.41 For further understanding around these assumptions please see Appendix D.
- 5.42 Further analytical work needs to take place around which opening hours yield the highest number of visits and issues.

Section 5 Key messages

Workforce size - the data returned across the 26 local authorities shows the size of London's library workforce to be 4,442 library employees, or 3,101 full time equivalent staff working across 296 libraries in 26 local authorities. The number of staff and full time equivalent (FTE) staff varies significant across local authorities. The average number of FTEs per library authority varies also: the range across London libraries is 4.8 to 22.7 FTEs per library, with the mean number of FTEs per library across London being 10.5.

Workforce structure - just over six in ten (62%) of the workforce work in front desk roles and around one in seven staff (14%) are employed in either a managerial or policy and planning role. Around 8% are dedicated back office staff, 7% are specialist librarians and 6% combine front desk and back office functions. The number of management tiers between the chief executive of the council and the head of library services varied from one to five. However, two or three tiers were the most common responses. The number of tiers between the head of library services and the most junior positions within the library services ranged from two to nine, with the average number of tiers being 4.2.

Operational / management staff ratios - the average ratio of those in an operational role (i.e. specialist librarians, front desk, back office and teaching staff) to those in a senior or managerial role (i.e. heads of service, policy officers and library managers) was 5:1.

Workforce deployment - library managers are both 'strategic and managerial' as well as 'operational.' They are involved in a similar range of tasks as local authority officers and heads of service but also appear to be performing the same range of tasks in the same proportions as front desk staff, (e.g. front line customer care; arranging library items; providing IT support for customers; taking part in book groups and the issue, renewal and discharge of items). There may be scope to scale back library manager's involvement in front line activities, leaving time for management activities, or thinking about reducing the number of managers being paid to undertake similar tasks to front line staff.

Workforce efficiency – an analysis of CIPFA data has enabled CFE to produce a measure of workforce efficiency around productivity and value. Around nine of London's authorities can be classified as 'efficient,' having relatively low overall expenditure and staff costs and relatively high outputs, i.e. a high number of visits and issues per annum, longer opening hours and higher levels of customer satisfaction. Others were deemed less efficient, with lower relative outputs and higher levels of expenditure.

6 Recommended options for workforce improvements and efficiencies

- 6.1 Following on from the consultation stage of the project, CFE facilitated five workshops with members of the London Library Change Programme Project Board and heads of London library services. The aim of these workshops was to critically review several proposed options for pan London shared library services. This section of the report summarises the key outcomes from the workshops and the final section of the online survey, which specifically asked about improvements and efficiencies.
- 6.2 There was broad agreement in the workshops that the development of shared library services would:
- Lead to cashable efficiency savings for library services and local authorities;
 - Result in more effective use of capital, financial and human resources;
 - Create greater consistency in the use of resources across London boroughs;
 - Improve the quality of services following best practice sharing.
- 6.3 In the online survey, there was a reasonable level of support for developing pan London shared library services, with the mean score being 5.36 on a scale of 1 to 7, where 1 is 'do not support at all' and 7 is 'strongly support.' The suggested benefits that were selected most frequently included: financial savings (16 authorities); consolidating purchasing power (10 authorities); and improved options for customers (10 authorities).
- 6.4 Despite these benefits, a number of significant challenges were identified to achieving shared services, especially those that propose a change in the structure and governance of London's libraries. These include:
- Achieving political support from councillors and senior public sector managers;
 - Working across authorities of different political persuasions;
 - Proposing significant change ahead of a general election, where the appetite for change is likely to be tempered;
 - Potential closure of some libraries and ensuing public reaction;
 - Potentially reducing the size of the library workforce therefore causing the workforce to feel unsettled;
 - Redesigning jobs and working practices;

- Managing change and transition within the workforce.

6.5 The five most likely challenges identified in the online survey include: difficult to predict efficiency savings and benefits at the outset (13 authorities); building common ICT systems (13 authorities); changes not supported by councillors (11 authorities); costly to implement changes (10 authorities); political opposition within the local authority (7 authorities).

Potential options of shared services

6.6 The table below outlines the models of shared services that were discussed in the workshops. These options were developed in consultation with heads of service and stakeholders and were also based on suggestions prepared in the RSe consulting feasibility study.

Potential options for shared services

- Local authorities to contract out library services to private providers
- Dissolve London library services and create one pan London or several sub regional library services
- Learn from other authorities to use staff more effectively to deliver outputs
- Reduce libraries in close geographical proximity
- Joint strategic planning of library service and workforce deployment and development
- One pan London purchasing model which maintains local accountability for stock
- Secondments of staff to other authorities
- Training, advisory and specialist services to be wholly outsourced
- Shared job descriptions and HR processes
- 'Roving expertise' or specialist joint posts within library services
- Shared recruitment and advertising processes and costs
- Develop shared training across library services
- Vertical integration of local authority advice services/customer services points with library services
- Joint posts within managerial level of library service

Table 8: Potential options for shared services

Assessing the options for shared services

6.7 Within the workshops, each potential model of shared services was assessed using four themes;

- (1) Level of expected efficiency savings considered in the context of (2) the achievability of the option;
- (3) The desirability of the option considered in the context of (4) how quickly any positive impacts might happen.

6.8 Workshop participants were asked to indicate their assessment of the potential for efficiencies savings, achievability, desirability and impact of a range of proposed options. A summary table outlining how each option was rated is below.

Potential options for shared services	Efficiencies (1)	Achievable (2)	Desirable (3)	Fast impact (4)
One pan London purchasing model which maintains local accountability for stock	🟢	🟢	🟢	🟡
Vertical integration of local authority advice services/customer services points with library services	🟢	🟢	🟢	🟡
Joint posts within managerial level of library service	🟢	🟢	🟢	🟡
Dissolve London library services and create one pan London or several sub regional library services	🟢	🔴	🟢	🔴
Local authorities to contract out library services to private providers	🟢	🟡	🟡	🟡
Reduce libraries in close geographical proximity	🟢	🟡	🟢	🟡
Learn from other authorities to use staff more effectively to deliver outputs	🟡	🟢	🟢	🟢
'Roving expertise' or specialist joint posts within library services	🟡	🟢	🟢	🟢
Training, advisory and specialist services to be wholly outsourced	🟡	🟡	🟢	🟢
Joint strategic planning of library service and workforce deployment and development	🟡	🔴	🟢	🔴
Shared recruitment and advertising processes and costs	🟡	🟡	🟢	🟡
Shared job descriptions and HR processes	🟡	🟡	🟡	🟡
Secondments of staff to other authorities	🔴	🟢	🟢	🟢
Develop shared training across library services	🔴	🟢	🟢	🟢

Table 9: Assessing potential options for shared services

Key Likely 🟢 Unsure 🟡 Unlikely 🔴

6.9 The majority of the time in the workshops was spent discussing the options that participants had highlighted as showing the greatest potential for achieving efficiency savings. The conversations were structured around how each option would be realised, in particular:

- **Enablers** – what actions and behaviours would need to happen to ensure the successful realisation of the option?
- **Barriers** – what challenges or risks are there associated with each option? How can these be overcome? How can options considered as less easily achievable reach fruition?
- **Lessons learnt** – what is the experience of existing consortium working in London and how can lessons learnt be incorporated into future strategies?
- **Implications for the workforce** – how, if at all, will the library workforce need to adapt as the option is developed?
- **Practical actions** – what practical steps can the library sector undertake and which groups of stakeholders should the sector be talking to, to further scope the feasibility of these models?

6.10 We will now consider in more detail the four options which the workshop participants suggested have the most potential to deliver efficiencies whilst being both achievable and desirable, including: the potential to learn from and work with other authorities to deliver outputs most efficiently; the integration of local authority customer services with library services; joint posts at managerial level within library services; and pan-local authority delivery, sharing services which maximise efficiencies in the development and deployment of staff. The speed with which such changes could be implemented is also considered, informed by the workshop outcomes, which suggested that none of these four options could have an immediate impact.

6.11 These options, which are not autonomous, but complementary to one another, are explored briefly in more detail below. It is important to note that the assumptions built into option 4 are that the steps to achieve models 1 and 3 are also undertaken and that the assumptions built into options 2 and 3 are that the steps to achieve model 1 are undertaken.

Option 1: Sharing best practice, services and expertise amongst authorities to deliver efficiencies

- 6.12 In 2008 the Transformation Programme Feasibility Study conducted by RSe Consulting for the London Libraries Change Programme Board suggested that the lowest staffed authority across London had 0.32 FTEs per 1,000 of the population, whereas the highest had 0.74 per 1,000 population. The study identified that in real terms this was a variation of between 6.3 FTEs in the lowest and 149 FTEs in the highest, indicating an opportunity to share best practice in the utilisation of staff.
- 6.13 Steps can be taken by local authorities to ensure that their library service is running as efficiently as possible and that best practice is being adhered to in the use of staff. Consensus was also identified amongst heads of service who attended CFE's workshops, that learning from other authorities to ensure the most efficient and effective use of staff was desirable or very desirable. This is demonstrated by the responses charted below.

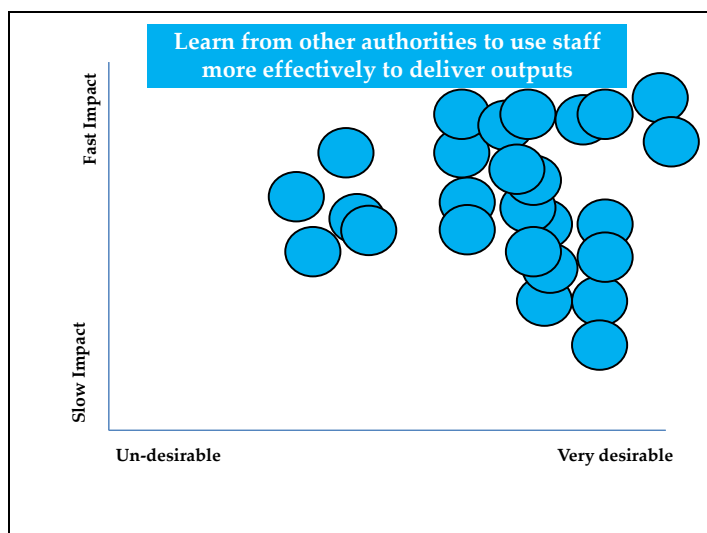


Figure 7: Desirability / Impact matrix for using staff more effectively¹⁶

- 6.14 However, there were mixed views amongst those who attended the workshops on the extent to which they considered 'learning from other authorities to deliver outputs' could lead to efficiencies, as demonstrated by the charted responses overleaf.

¹⁶ The series of scatter diagrams presented in this chapter of the report display the views of workshop participants on the likely desirability, impact, efficiencies and achievability of various shared services options. Some diagrams show a tight cluster of opinion and others shows variations in opinion. The Mietoool data for each option provides a more objective view and should be taken as the key indicator of predicted efficiencies.

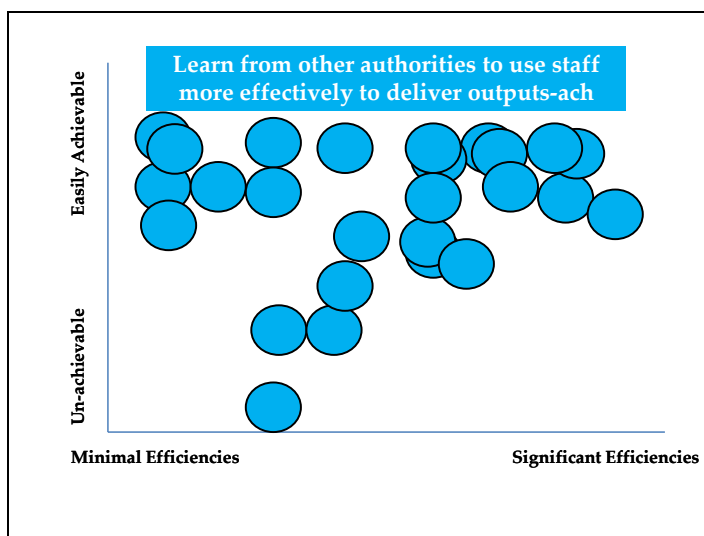


Figure 8: Efficiency / Achievability matrix for using staff more effectively

- 6.15 There is clearly mixed opinion on the extent to which learning from other authorities has to the potential to deliver efficiencies. This is because the costs and savings of implementing best practice will vary depending upon current practice, workforce size and other variables, including the extent to which an authority is already adhering to best practice or has already made improvements regarding staff utilisation and other efficiencies.
- 6.16 More detailed discussion was facilitated during the workshops, to ensure that the specific benefits of a variety of options were considered where there was potential for best practice to be shared and/or for local authorities to deliver aspects of library services collectively to achieve efficiencies.
- 6.17 The options considered included:
- A pan London purchasing model which maintains local accountability for stock;
 - An intra-library loans system across authorities;
 - Joint cataloguing and catalogues;
 - Managing customer enquiries;
 - Purchasing consortiums;
 - Joint training.

6.18 Based on data from the workforce benchmarking survey and analysis of workforce efficiencies, CFE also recommends that best practice sharing be developed by:

- Achieving a greater consistency in staff pay grades and salaries;
- Creating leaner management structures, aiming for a ratio of operational staff to senior management staff and library managers of over 10:1;
- Assessing in greater detail the workplace culture where staff turnover is lowest, i.e. 6 percent or less;
- Sharing expertise across authorities, (e.g. authorities with significant or slight skills gaps in certain areas working with others with no skills gaps, which may include sharing the expertise of staff across authorities).

6.19 Red Quadrant is exploring options regarding inter library lending and stock procurement concurrently on behalf of the London Library Change Programme, so these will not be considered here in great detail. Suffice to note that they have identified the potential for libraries to benefit from sharing expertise and good practice in efficiency and standards covering the following areas: shelf-ready stock and full EDI, third party stock selection and consortium working; LMS and finance interoperability; and common ICT and RFID strategies. The numbers of local authorities that can benefit from these improvements vary, as do the associated efficiency savings and levels of investment which would be required.

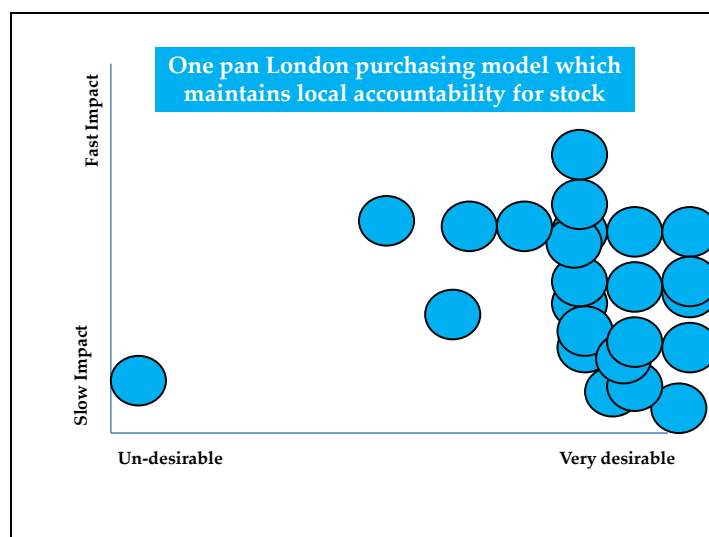


Figure 9: Desirability / Impact matrix for pan London purchasing model

6.20 Opinions were more varied on the scale of the likely efficiency savings that one pan London procurement model could achieve, as is shown by the responses charted below.

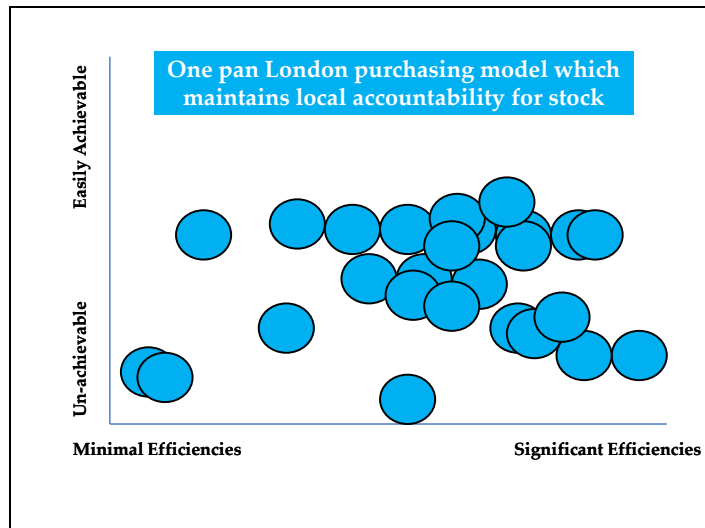


Figure 10: Efficiency / Achievability matrix for pan London purchasing model

6.21 London's libraries could benefit from sharing expertise on staff utilisation in receipting and cataloguing activity. Improvements to stock procurement and stock processing will release staff to manage more customer enquiries and respond to customer needs, which are important priorities for libraries.

6.22 Below we present an overview of the enablers and barriers to the sharing of best practice and services across local authority library services.

Enablers	Barriers
<ul style="list-style-type: none"> ■ Relationship building between operational and strategic staff 	<ul style="list-style-type: none"> ■ Competitiveness between authorities ■ Need to move from discussion to action - this has been debated considerably for some time ■ Shared services will require common Management Information Systems ■ Very little spare public money to manage the costs of transition
<ul style="list-style-type: none"> ■ Participation of senior public sector managers across all London boroughs ■ Library managers and leaders to influence change ■ Where services are to be shared there is a need for a clear vision 	<ul style="list-style-type: none"> ■ Major changes to the service will require majority vote from Council members ■ Implications of the forthcoming general election ■ Difficult to present radical or controversial options this side of the general election ■ Support for pan London services will be depend on the outcome of the election and the 'make up' of the councils post May 2010

Table 10: Barriers and enablers to sharing best practice

6.23 As has been outlined previously, lessons can be learnt from existing consortiums in London such as the London Libraries Consortium with regard to shared stock procurement and inter-library lending.

6.24 All improvements and efficiencies will have some implications for the workforce but there is certainly potential to ensure that library services are running as efficiently as possible without this necessarily requiring a radical restructuring of the workforce. There are some simple steps which local authorities can make to ensure that their library service is running as efficiently as possible, including sharing best practice in the use of staff.

6.25 Below we detail practical actions for further scoping regarding this model. However, it is clear that one size will not fit all; some authorities will have more to learn from others to ensure that they are utilising staff most efficiently to deliver the best outcomes for their customers.

Practical actions	Ownership of actions
■ The LLCP creates a conducive environment for change in libraries	■ LLCP
■ Mutually supportive network / forum in place with widespread commitment from across London Libraries to innovation and rapid change and challenge	■ London Libraries
■ Examples of best practice need to be captured and learning shared	■ Individual authorities willingness to share best practice
■ Individual authorities with strong leadership to review which best practice might be applicable to an authority and to review the benefits	■ Head of Service is seen as a driving force for change
■ Good processes in place for consulting staff on change and to engaged them so that they can share ideas	■ Sub-regional groupings or self identified groups of authorities building on existing collaboration and local priorities

Table 11: actions required to deliver / share best practice

- 6.26 The option for using staff more effectively was programmed into Mietool and cashable efficiency savings over five years were estimated at £1.9 million. This assumes a 70 per cent take up of the recommendations by local authorities at an initial cost of £708,000. The expected first year saving would stand at £245,000 with cashable savings of £555,000 each year thereafter.
- 6.27 It is assumed that this option, and the efficiencies it could produce, will save heads of service an average of 75 hours per year; senior managers 37.5 hours per year; and save a total of two hours a day for specialist, front and back office staff.
- 6.28 It is also assumed that this will take total of 101.25 hours to implement; 56.25 of these hours will be spent by heads of service with local officers and back office staff spending a further 15 hours each, with the remaining hours being split equally between specialist staff and front office staff.

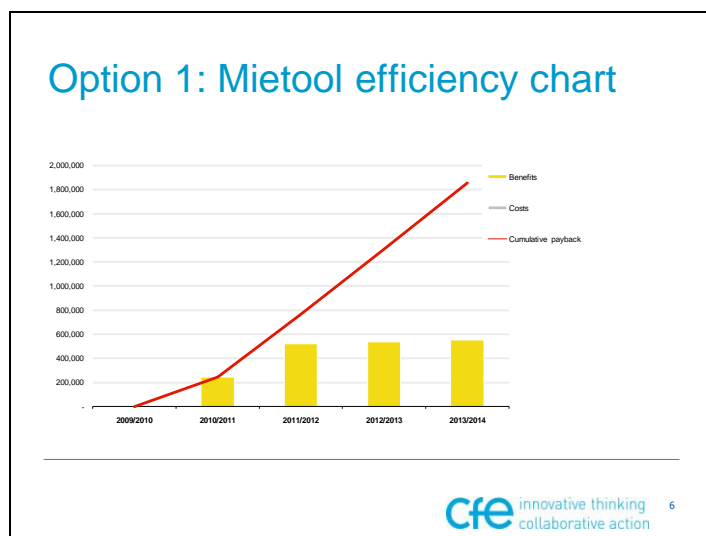


Figure 11: Mietool efficiency chart for Option 1

Option 2: Integration of library services with local authority customer services

- 6.29 A number of authorities including Newham and Camden are moving towards the integration of library services with other local authority services. Tower Hamlets have implemented such an approach by creating Ideas Stores, a partnership between libraries and Lifelong Learning, with services offered seamlessly to customers. As a result of this transformation, many job roles cross both areas. In Tower Hamlets front line staff provide library and lifelong learning services, e.g issuing books and enrolling people on courses. The job roles and descriptions therefore extend beyond those typical of the library service. Tower Hamlets have also retained an archivist and have staff in other roles, such as: ICT technicians, facilities officers, website officers and marketing and PR staff.
- 6.30 In Newham the library is integrated with a Local Service Centre, @ The Gate; this multi-purpose state of the art community facility is a place where local people can access a range of library and council services. Customers can access a range of services including borrowing books, free internet access and can make housing and council enquiries.
- 6.31 The workshops revealed the integration of library's services with other council services to be a desirable option, and one which could have a reasonably fast impact on service delivery. This is demonstrated in the responses charted overleaf.

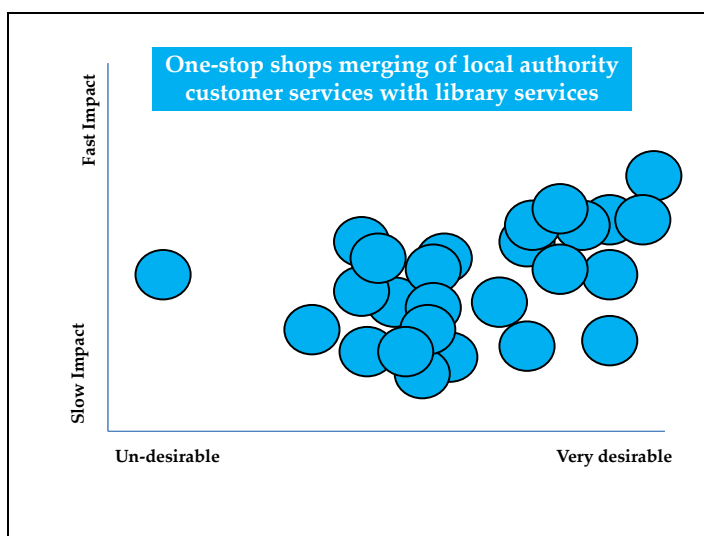


Figure 12: Desirability / Impact matrix for merging customer services with library services

- 6.32 Evidence from our consultations in London and other regions suggests that the integration of libraries with local authority customer service functions can deliver efficiency savings, e.g. Camden. The opinions of those heads of service which attended the workshops were more varied regarding the scale of the likely efficiency savings achievable through this approach, as is demonstrated by the responses charted below.

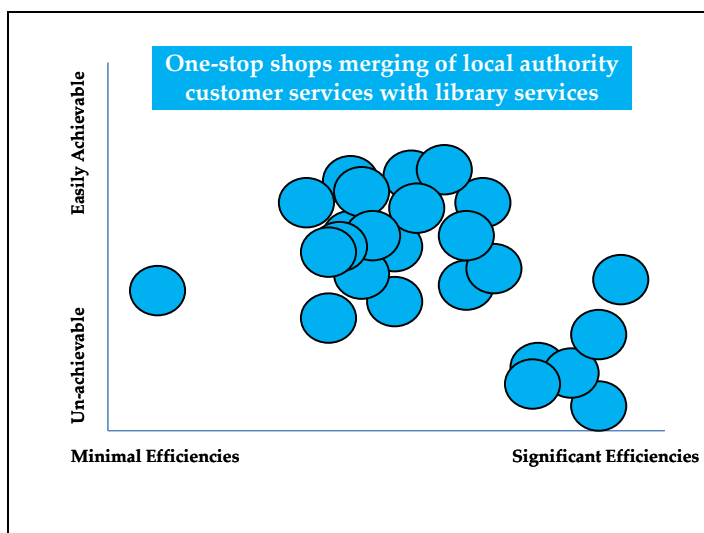


Figure 13: Efficiency / Achievability matrix for merging customer services with library services

6.33 The integration of library services with other council services requires corporate support within the local authority. We present below an overview of enablers and barriers related to integrating library services with local authority customer services.

Enablers	Barriers
<ul style="list-style-type: none"> ■ Relationship building ■ Participation of senior public sector managers within an authority ■ Library managers and leaders to influence change ■ Libraries are positioned well within local authority corporate plans ■ Little (if any) external investment required to fund the transition ■ Access to resources increased if budget is merged with that of other council services 	<ul style="list-style-type: none"> ■ Requires workforce restructuring ■ Library budget merges with that of customer services function ■ Job roles extend beyond what is typically required in the library service
<ul style="list-style-type: none"> ■ Decision to implement this change can be taken within the authority ■ Streamlining of job roles is necessary as staff cross both areas 	<ul style="list-style-type: none"> ■ Forthcoming general election: ■ Difficult to present radical or controversial options this side of the general election

Table 12: Enablers and barriers related to the integration of library services

6.34 Where libraries are redeveloped and integrated with local authority services, this necessitates changing job roles. There also becomes an even greater need for staff to be competent in customer-focussed communication as they spend increasingly more time assisting users. Staff may be required to help users to gain confidence and skills in using new technology to access information, and provide signposting to a wide range of advice and respond to queries on other services related to health, education training and employment.

6.35 There are therefore considerable implications for the workforce when such an approach is adopted, and training and skills development comprise a crucial part of the workforce reform necessary to integration such services. However, the online survey identified several skills gaps in some authorities in terms of front desk functions such as front line customer care skills, 'Skills for Life' assessment and teaching; providing IT support to learners; and providing enquiry and search services.

6.36 The practical actions and or further scoping required regarding the integration of local authority customer service functions with library services are considered in the Table 13.

Practical actions	Ownership of actions
■ The LLCP creates a conducive environment for change in libraries	■ LLCP to continue to lead the transformation programme
■ Mutually supportive context for libraries that already moved to an integrated model to share learning and best practice	■ LLCP and London Libraries to ensure forums and opportunities exist to share best practice
■ Individual authorities with strong leadership to review which best practice might be applicable to an authority and to review the benefits	■ Head of Service is seen as a driving force for change
■ Training opportunities for front desk staff and customer service staff	■ Head of Service and Head of Customer Services to secure training and development budget
■ Good processes in place for consulting staff on change and to engaged them so that they can share ideas	■ Head of Service and LLCP ensures engagement of staff and their unions in local consultation

Table 13: Practical actions regarding the integration of library services

- 6.37 The option for an integration of local authority advice services was programmed into Mietool and cashable efficiency savings over five years were estimated at £3.8 million. This assumes a 70% take up by local authorities at an initial cost of £842,000. The expected first year saving would stand at £251,000 with cashable savings of £1.2 million each year thereafter.
- 6.38 It is assumed that this option and the efficiencies it could produce will save front office staff one hour of time each day. This equates to 381 full time equivalent staff who will be freed up from existing capacity / resources.
- 6.39 It is also assumed that this will take total of 131.5 hours to implement; 75 of these hours will be spent by heads of service, local officers would spend a further 37.5 hours: front office staff spending 15 hours: and back of office staff spending a further 4 hours.

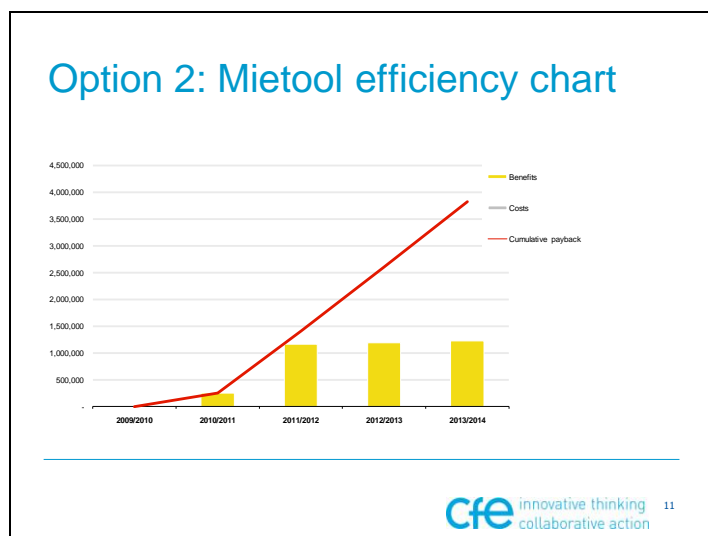


Figure 14: Mietool efficiency chart for Option 2

Option 3: Reviewing managerial structures within authorities

- 6.40 Analysis of the workforce benchmarking data and CIPFA statistics reveal that that the workforce size and structure is variable across London, with varying degrees of workforce efficiency.
- 6.41 There was also a common perception that the London library workforce is management heavy and that efficiencies could be achieved through the reduction of management at a variety of different levels. The charted responses below reveal how desirable those who attended the workshops believed joint managerial posts were.

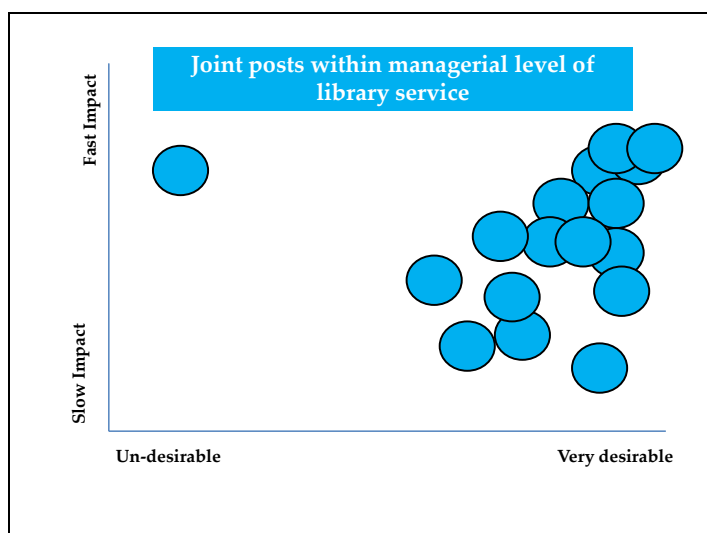


Figure 15: Desirability / Impact matrix for joint managerial posts

6.42 There was less consensus on the extent to which shared staff within the managerial tiers in the library service could deliver efficiencies. Opinions varied on the scale of the likely efficiency savings that could be achieved.

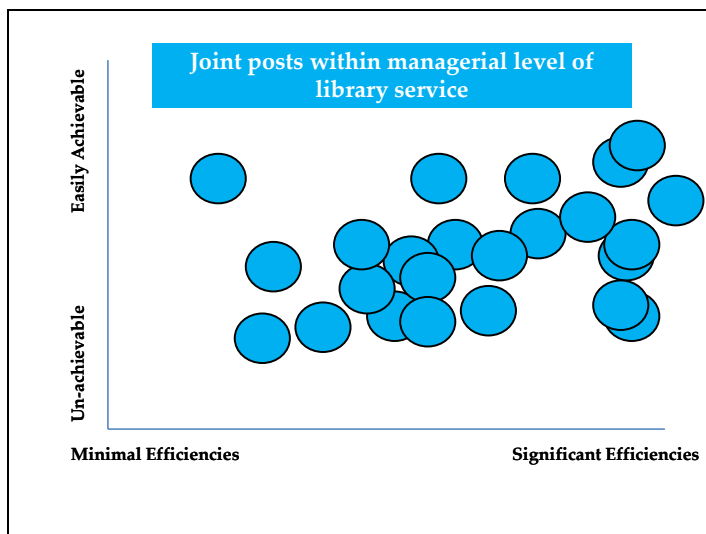


Figure 16: Efficiency / achievability matrix for joint managerial posts

6.43 Reducing the managerial tiers between the front line and the heads of service or reducing the numbers of heads of library services across London will require considerable political and corporate buy in and support. Below we consider the enablers and barriers regarding these efficiencies. The online survey demonstrated that in some authorities library managers were actively involved in front line activities such as front line customer care; arranging library items; providing IT support for customers; taking part in book groups; and the issue, renewal and discharge of items. There is scope to ensure that these tasks are more effectively delegated to front line staff, leaving manager time for planning and monitoring delivery of services, or for reducing the number of library managers.

Enablers	Barriers
<ul style="list-style-type: none"> ■ Relationship building ■ Participation of senior public sector managers across all London boroughs ■ Library managers and leaders to influence change ■ Libraries must have a clear role in local authority corporate plans 	<ul style="list-style-type: none"> ■ Politicians will be reluctant to give up control of library service ■ Require majority vote from council members
<ul style="list-style-type: none"> ■ Need a clear vision for who will manage the service, i.e. which authorities will take the lead and keep senior staff and which will not 	<ul style="list-style-type: none"> ■ Forthcoming general election: ■ Difficult to present radical or controversial options this side of the General Election ■ Support for pan London services will be depend on the outcome of the election and the 'colour' of the councils post May 2010
<ul style="list-style-type: none"> ■ Shared services will require common Management Information Systems 	<ul style="list-style-type: none"> ■ Very little spare public money to manage the costs of transition
<ul style="list-style-type: none"> ■ Build upon initiatives that promote a pan London culture 	

Table 14: Enablers and barriers related to shared managerial structures

6.44 Workforce reform would be a central aspect of a transition to this model, and training and skills development with a focus on leadership and management comprise a crucial aspect of this. The practical actions and or further scoping required regarding a reduction in management capacity or a transition to shared strategic management structures across London including the integration of local authority customer service functions with library services are considered below.

Practical actions	Ownership of actions
<ul style="list-style-type: none"> ■ The LLCP creates a conducive environment for reforming managerial structures in libraries 	<ul style="list-style-type: none"> ■ LLCP to continue to lead the transformation programme, securing any resources required to fund the transition to a new working model
<ul style="list-style-type: none"> ■ Shared strategic planning for workforce deployment across London libraries 	<ul style="list-style-type: none"> ■ London Libraries moves from a practical to a strategic focus on issues such as workforce deployment
<ul style="list-style-type: none"> ■ Good processes in place for staff engagement and consultation 	<ul style="list-style-type: none"> ■ Heads of service and LLCP ensures engagement of staff and their union's in local consultation

Table 15: Practical actions required to take forward shared managerial structures

- 6.45 The option for a review of the managerial staff tier of library service, particularly heads of service level and middle management, without changing the number of authorities with direct responsibility for a library service was programmed into Mietool and cashable efficiency savings over five years were estimated at £5 million. A number of assumptions were made including an assumption of a 70% take up by local authorities at an initial cost of £555,000. Based upon the assumptions made the expected first year saving would stand at £683,000 with cashable savings of £1.5 million each year thereafter.

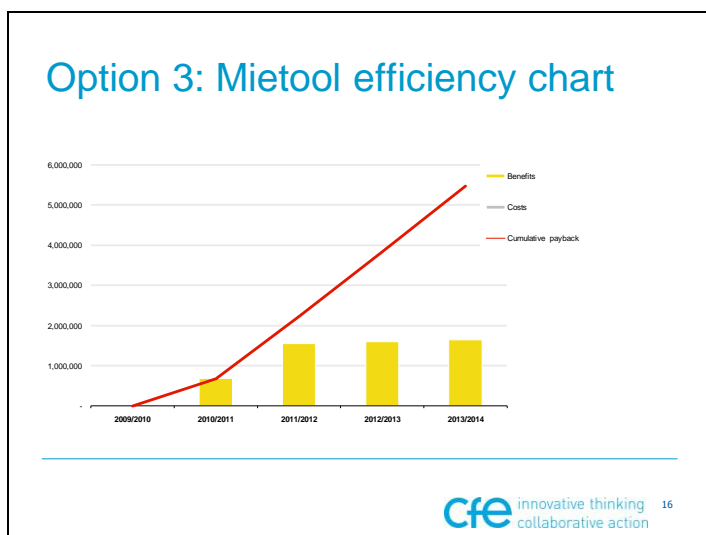


Figure 17: Mietool efficiency chart for Option 3

Option 4: Amalgamate London library services and create several larger library services

- 6.46 To achieve significant efficiency savings commensurate with the continuing pressure on local government, there is the potential to take shared services to a new level in which one or a number of local authority library functions would be amalgamated into a discrete, semi-autonomous business model. The Society of Chief Librarians have recognised this and suggest that such a model would *“have a management structure, staff and other resources designed to add value to the participating authorities and their stakeholders, cost reduction, efficiency gains and/or improved service delivery. It might also involve physical geographic or virtual co-location, maximising ICT linkages.”*¹⁷ It has been recognised that such arrangements may or may not also benefit from the involvement of a private or third sector partner, as additional capacity, expertise and infrastructure may ultimately be required to run such a shared service on an outsourced basis.

¹⁷ Society of Chief Librarians (SCL), (2007). SCL Policy and Position Statement on Shared Services.

6.47 Within London such a model might result in several of the 33 library authorities sharing management functions, whilst remaining locally accountable to local politicians and communities. The option of amalgamating library services in London was received positively in the workshops, with many of those attending believing that this approach was both desirable and had the ability to deliver significant efficiencies. Library services could share services on a sub-regional level or embark on pan-local authority delivery models, sharing services and maximising efficiencies in the development and deployment of staff where there are shared local priorities; shared political persuasions; or similar workforce structures. See below for the charted responses of how this option was rated.

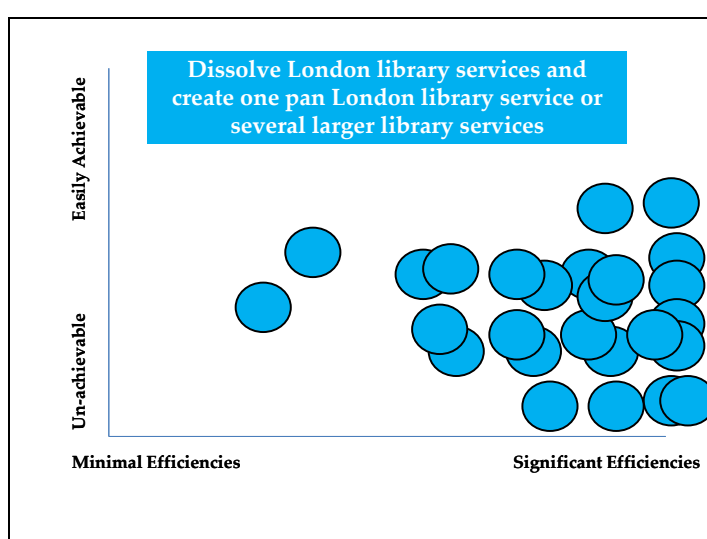


Figure 18: Efficiency / Achievability matrix for amalgamated library services

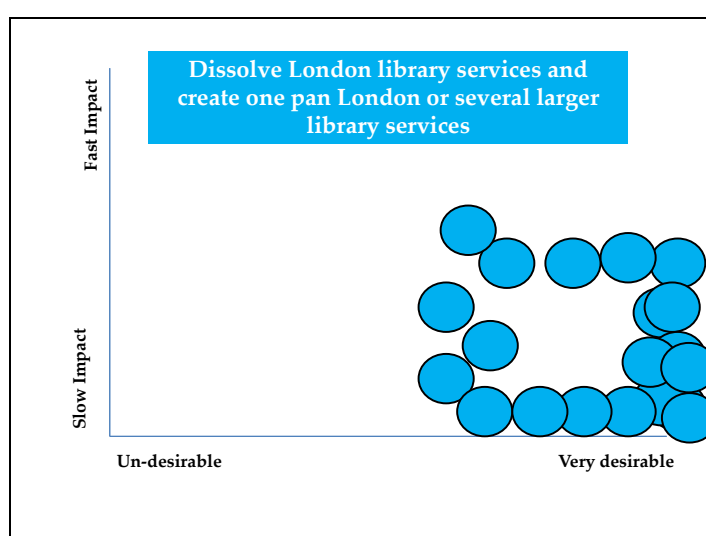


Figure 19: Desirability / Impact matrix for amalgamated library services

6.48 Dissolving any library services would require considerable political and corporate buy in and support. Below we consider the barriers and enablers regarding this operating model.

Enablers	Barriers
<ul style="list-style-type: none"> ■ Participation of senior public sector managers across all London boroughs ■ Library managers and leaders to influence change ■ Libraries must have a clear role in local authority corporate plans ■ The logical way to progress and develop existing sub-regional partnerships and collaborative forums 	<ul style="list-style-type: none"> ■ Require majority vote from Council members ■ Shared services require common Management Information Systems ■ The need for a commissioning authority to actively scope the feasibility, risks and benefits of establishing such a shared library service ■ Very little spare public money to manage the costs of transition
<ul style="list-style-type: none"> ■ Need a clear vision for who will manage the service, i.e. which authorities will take the lead and keep senior staff and which will not 	<ul style="list-style-type: none"> ■ Politicians will be reluctant to give up control of library service ■ Forthcoming general election ■ Difficult to present radical or controversial options this side of the general election ■ Support for pan London services will be depend on the outcome of the election and the 'colour' of the councils post May 2010

Table 16: Enablers and barriers associated with amalgamated library services

6.49 The London Library Consortium currently manages several functions on behalf of one third of London's libraries. Such a model could be used as the basis of a sub-regional or pan local authority delivery approach to library service management. Some local authorities such as Slough are also already considering commissioning London library authorities to run their library service, suggesting that such an approach is both feasible and desirable.

6.50 In any amalgamation of library services it is assumed that the 'commissioning' authority or body would retain the statutory duty for provision of a 'comprehensive and efficient service'. The authority supplying the library services would therefore have obligations enforced through appropriate contractual, performance management, payment arrangements and other incentives. Some practical actions and details of the further scoping required for the effective amalgamation of library services across London are considered below.

Practical actions	Ownership of actions
<ul style="list-style-type: none"> ■ The LLCP creates a conducive environment for reforming the library service across London 	<ul style="list-style-type: none"> ■ LLCP to continue to lead the transformation programme, securing any resources required to fund the transition to a new working model
<ul style="list-style-type: none"> ■ London Libraries take forward outcomes from the visioning day to inform future scenarios and to plan strategically for the future of the service across the capital 	<ul style="list-style-type: none"> ■ London Libraries forum moves from a practically orientated forum to a more strategic focus
<ul style="list-style-type: none"> ■ Good processes in place for staff engagement and consultation 	<ul style="list-style-type: none"> ■ Head of Service and LLCP ensures engagement of staff and their unions in local consultation

Table 17: Practical actions associated with amalgamated library services

- 6.51 The option to amalgamate London library services and create five pan-local authority or sub-regional library services was programmed into Mietool and cashable efficiency savings over five years were estimated at £13 million. This assumes a 70% take up by local authorities at an initial cost of £978,000. The expected first year saving would stand at £1.7 million with cashable savings of £3-4 million each year thereafter.
- 6.52 It is assumed that this option and the efficiencies it could produce will save local managers 2 hours per day on an ongoing basis.
- 6.53 It is also assumed that this will take total of 187.5 hours to implement with an additional 150 hours over the course of the year from newly recruited sub regional library managers. The 187.5 hours will be spent mainly by heads of service (150 hours) but also by local managers/ policy officers (22.5 hours) and 7.5 hours each by specialist librarians, front and back office staff.

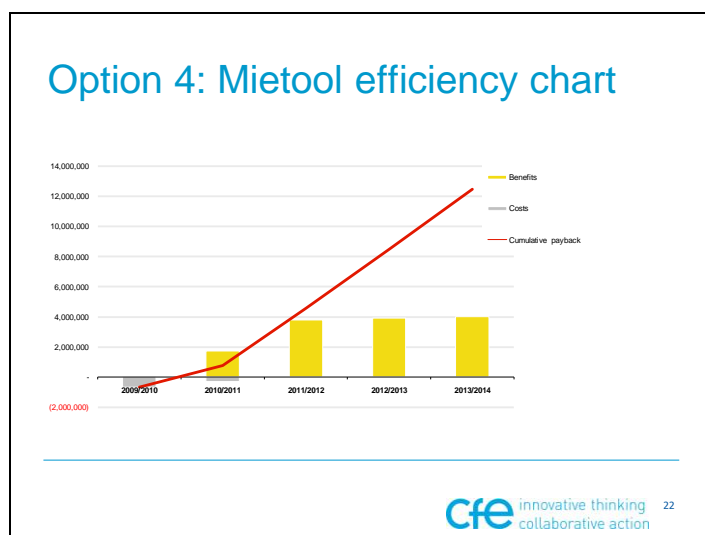


Figure 20: Mietool efficiency chart for Option 4

Section 6 Key messages

Four potential models for achieving efficiency savings via shared services have been identified and the anticipated efficiency savings across five years have been calculated using Mietool:

Option 1: Sharing best practice which is anticipated to yield savings of £1.9 million.

Option 2: Integration of library services with local authority customer services, which is anticipated to yield savings of £3.8 million.

Option 3: Joint management posts are anticipated to yield savings of £5 million.

Option 4: Sub regional library services are anticipated to yield savings of £13 million.

The key benefits of pursuing these options and commissioning further feasibility work include: cashable efficiency savings; more effective use of capital, financial and human resources; greater consistency in resources across London; and improved quality for customers.

However, there are challenges to achieving these options, most notably: agreeing governance structures for shared working; achieving further political support from councillors and senior public sector managers; working across local authorities of different political persuasions; and possible negative reactions to change amongst the public and the library workforce.

There is scope for pursuing practical actions to help realise the benefits and overcome some of the challenges. These include: LLCP to create a conducive environment for reforming the library sector; setting up good processes for staff engagement and consultation; buy-in and participation from senior public sector managers from across London boroughs; and library managers and leaders able to influence change by raising their strategic profile in key decision making forums.

Option 4, integrating borough services into a set of sub-regional networks, does offers the biggest potential for savings across five years but will require significant costs and commitments and will be challenging to achieve. Other options are less ambitious in terms of the level of potential savings but are more realistic to achieve. Consideration should be given by the LLCP Board as to whether the sector is prepared to countenance the challenges associated with the most radical option.

7 Next steps

- 7.1 This report sets out a benchmark of workforce utilisation and examples of best practice in staff deployment. It recommends options and opportunities to increase efficiency, and crucially outlines ways to improve services and ensure high performing libraries for users across London.
- 7.2 The report presents an outline business case for each of the recommended options, which are for the library sector to take forward. The report is intended to support local authorities in realising the potential for efficiencies and engagement of communities in the transformation of services. The key next steps we feel the London Library Change Programme, London Libraries and Capital Ambition need to take during Phase 3 of the transformation programme are outlined in more detail below.

Implementation

- 7.3 There was a clear consensus from all stakeholders interviewed that there needs to be strong leadership underpinning change. If option 4 is pursued, this will represent a major change involving loss of direct control of library services for some local authorities, restructuring for all authorities and job losses for some employees. Without leadership and ownership in place, these challenges will be difficult to navigate.
- 7.4 However, in terms of increasing the overall success of shared services, attention should be paid to achieving political support within local authorities. Therefore, the first step must be to galvanise support amongst those who have responsibility for the service and to explore the issues with them.
- 7.5 Some suggested next steps, based on our primary research, include:
- The LLCP Board and its stakeholders to review the options presented in CFE's and Red Quadrant's reports in terms of feasibility and commitment and to determine a coherent vision of how libraries would work in the adopted models.
 - The LLCP Board to develop and agree a blueprint for the future of the library, which covers organisational structures and operating models. The Board will advise and guide heads of services, providing the context and support that will enable libraries to develop their strategies for workforce improvements and efficiencies to help deliver better library services for local customers.
 - Willing and forward-thinking councils need to be identified that are prepared to give priority to improvements and efficiencies. These authorities need to be supported to concept-test and pilot such an approach in advance of this being rolled out in such a way that is fit for purpose.

Developing an organisational structure to support the development of amalgamated London library services

- 7.6 Assuming the larger savings of Option 4 are pursued, further work is required to develop the required business case and generate a detailed forecasting of the potential savings for the option of pan-local authority and or sub-regionally managed library services.
- 7.7 One of the key challenges in moving from the present structure of 33 library services to a model where there are a handful of regional services is agreeing a governance and organisational structure for these services. Discussions in the workshops lead to the suggestion of setting up library trusts where some local authorities would become the commissioners of library services rather than direct providers. Two main options for library trusts were explored: library trusts which are outsourced to private providers and library trusts that are local authority maintained.
- 7.8 There was mixed opinion regarding which option is preferable. Some heads of service preferred library services to remain within a local authority led trust mainly because it was considered that the wider social value of libraries and commitment to Local Area Agreement and national indicator priorities would be more likely to be upheld under public sector management. This point is echoed in David Ruse's response to the 'All-Party Group on Libraries, Literacy and Information Management's Inquiry into the Governance and Leadership of the Public Library Service in England': *"Only local authorities have the breadth of roles and responsibilities which a public library supports and so they remain the best agencies to commission local library services – they have a clear picture of need in their area, and hold the key to collaboration with other services and agencies, such as schools, health and social services...a local authority structure also gives essential local democratic accountability which ensures local people have a stake in the development and delivery of the service."*¹⁸
- 7.9 Others recognised that private sector organisation such as Laing, which oversee Hounslow's library service, can commit to this agenda. Private companies were viewed as effective in turning around failing services. A key overriding issue is which agency is statutorily responsible for the library service.
- 7.10 Initial ideas for how library trusts under local authority management might work included:
- Externalised or contracted out provision of the public library services (or elements of the library service) to other providers, but retaining overall accountability and control at the authority level. Responsibility could be devolved to a library trust or private sector company.
 - Library services delivered and sustained through partnerships with other services or community or leisure trusts.

¹⁸ Ruse, David. (2009) Response from Westminster City Council to the All Party Parliamentary Group Inquiry into the governance and leadership of the public library service in England.

- Trusts comprised of a number of local authorities who wish to develop shared services and work together to share best practice. This could be with the aim of developing a particular offer, e.g. shared procurement systems shared intra-library loans, shared staff and job roles. There may be the opportunity to invite other stakeholder organisations, e.g. Museums Libraries and Archives Council, and senior representatives from local authorities, who can help to forge stronger community and business links
- 7.11 The governing body of a trust will be responsible for the day-to-day running of the libraries and library authorities within the trust, whilst providing strategic leadership and determining the overall aims and ethos of the trust. The senior management teams of individual local authorities will still be able to challenge and intervene in a trust library service, if it is failing or under-performing.
- 7.12 Where trust models operate, it is important that service level agreements are in place which underpins the quality of the service received by the end user, including access to suitably qualified staff.
- 7.13 The recent 'All-Party Parliamentary Group on Libraries, Literacy and Information Management's Inquiry into the Governance and Leadership of the Public Library Service in England' invited comments about whether local authorities are the best agency to provide public library services or whether governance arrangements such as trusts might be preferable. Table 18 summarises the perceived advantages and disadvantages of both the local authority and trust models discussed by organisations that submitted responses to the inquiry.

Local authority provision of public library services

Perceived advantages	Perceived disadvantages
<ul style="list-style-type: none"> Local authorities are democratically elected bodies which are held to account to local people 	<ul style="list-style-type: none"> Funding for library services is sometimes accorded a low priority status within local authorities - relationships between elected members and library officers are under developed – understanding and communication is often poor
<ul style="list-style-type: none"> Can ensure library service is incorporated into Local Area Agreement plans and that the service meets local priorities 	<ul style="list-style-type: none"> Leadership and management competencies are under developed
<ul style="list-style-type: none"> Can ensure collaboration and partnership working between library service and local community organisations 	<ul style="list-style-type: none"> Current inconsistencies in service delivery and best practice sharing is under developed
<ul style="list-style-type: none"> Library services have a direct role in the policy areas that libraries contribute to, e.g. culture, leisure, education, economic and community development etc 	

Trusts commissioned to deliver library services

Perceived advantages	Perceived disadvantages
<ul style="list-style-type: none"> Local authorities often maintain a client role and monitor delivery as commissioners of services 	<ul style="list-style-type: none"> Private providers or trusts are less likely to deliver Local Area Agreement priorities and may divert resources away from these priorities
<ul style="list-style-type: none"> Charitable trusts can apply for additional funding, which can supplement reduced local authority budgets or library budget's under pressure from other local priorities, e.g. services for children and vulnerable adults 	<ul style="list-style-type: none"> Private providers or trusts may not represent the interests of the wider community
<ul style="list-style-type: none"> Increased partnership working can relieve pressures on local authority budgets 	<ul style="list-style-type: none"> Increased bureaucracy
	<ul style="list-style-type: none"> May require a national fund for libraries in addition to local authority budgets

Table 18: Perceived advantages and disadvantages of library service models

Consultation and engagement

- 7.14 Whichever options are pursued, change will only be successful and sustainable if it creates a future that stakeholders and the library sector recognise as their own. The next phase of stakeholder engagement should be concerned with creating a consensus on the future shape of the library service and also on the steps which will be necessary to get there.

7.15 Some suggested next steps, based on our primary research, include:

- Key stakeholders including local authority library services and London Libraries will continue to be engaged directly and intensively in the ongoing development of the transformation programme, beginning with a workshop on the 13th of November 2009.
- The library sector should have clear lines of communication with the LLCP board, as project leaders.
- Individual heads of library services should be supported to increase the take up of good practice approaches.

7.16 Further suggestions regarding resourcing the next stages of the workforce transformation aspect of the London Library Change Programme are outlined below.

Investment and funding the transformation

7.17 There are clearly risks associated with estimating the investment needed to implement the transformation programme and any new arrangements, but the assumptions which have been made have clearly been set out in this report. Further work is of course required to further develop the business case at a local authority level and to forecast the potential savings achievable, particularly given that not all councils will be able or willing to commit to radical change.

7.18 Our recommended next steps are as follows:

- For the London Library Change Programme to explore potential funding streams to support local authorities in implementing the proposed changes.
- For the Cultural Improvement Programme to put forward a bid to Capital Ambition to fund the next stage of the transformation programme, with an emphasis on implementing the proposed workforce development changes.

Workplace cultural reform

7.19 There are also risks associated with the workforce's adaption to the size and scale of change, especially if this change involves structural or organisation change; changes in leadership and management, redundancies or job re-design. Additionally, even if change is supported, the process of transition may be costly, take time and require individuals to be supported through the change and offered additional training, if required.

7.20 Our recommended next steps are as follows:

- For London Library Change Programme to develop a wider benefits strategy with clear messages about the purpose and benefits of shared services and to promote clearly the decisions that follow from consultations with senior public sector officials.

- For the London Library Change Programme to create forums and processes to enable staff and union representatives to be engaged and consulted on further change.

8 Appendices

Appendix A: Glossary of key partners

- 8.1 Outlined below is a list of key partners supporting efficiency and improvement agenda for the cultural sector in London.

MLA London

- 8.2 MLA London is the strategic development agency for museums, libraries, and archives in the region. They are part of the wider MLA Partnership with the Museums, Libraries and Archives Council (MLA) and the eight other regional agencies. Together they work to improve people's lives by building knowledge, supporting learning, inspiring creativity, and celebrating identity. The Partnership acts collectively for the benefit of the sector and the public, leading the transformation of museums, libraries, and archives for the future.

Capital Ambition

- 8.3 The Capital Ambition partnership was originally established in January 2006 by the thirty three London boroughs, London Councils, the Greater London Authority (GLA) and the London Fire and Emergency Planning Authority (LFEPA) to drive up standards and ensure that London is a better place in which to live and work.
- 8.4 Capital Ambition is now London's Improvement and Efficiency Partnership. Its vision is to ensure that London's public services become leaders for innovation, fairness, relevance, efficiency and effectiveness.
- 8.5 Capital Ambition is at the forefront of new ways of working; exploring new models of service delivery to empower and engage communities and supporting the development of real 'One Time-One Touch' Services. It is driving the delivery of significant efficiencies by helping authorities join up services and explore new commercial techniques, to improve the management of London's £9bn supply chain of support services.
- 8.6 Capital Ambition supports innovative solutions to improving the resilience of London to future major risks, such as climate change and worklessness, through the unique 'London Collaborative', a network of London's public sector leaders. It also works with its partners to improve public services in London by analysing performance across the capital. Capital Ambition provides individual support packages to those authorities in need of assistance and has a comprehensive engagement strategy with each London local authority to challenge present performance.

- 8.7 Looking to the future, Capital Ambition supports the improved recruitment and development of members and senior managers; providing training and information events to enhance skills and knowledge and promote greater sharing of best practice and networking.
- 8.8 Capital Ambition has £36m funding to support councils in delivering significant improvements in services, reducing costs and introducing new ways of working.

London Cultural Improvement Group

- 8.9 The LCIG is a partnership that includes London Borough Councils, London Councils, Government Office for London, Arts Council London, English Heritage London, Museums Libraries and Archive (MLA) London and Sport England.

London Libraries

- 8.10 London Libraries was formed in 2009 and is the result of a partnership between the former Association of London Chief Librarians and the London Libraries Development Agency. It takes a leading role in the development of public libraries in London through building links that improve the quality and scope of library services, widen access and increase the resources available, acting as a first point of contact for those who seek to work with libraries throughout London, making the case for libraries and stimulating debate about the roles libraries can play.

CLOA

- 8.11 CLOA is the Professional Association for strategic leaders involved in public sector cultural and leisure services. It works with central government and other national organisations to influence the development of national policies, lobby for positive change and provide a peer-support network. The organisation represents strategic managers in local authorities or non-profit distributing trusts and those working in associated areas such as health, education, and social sectors, who are committed to the development of public sector culture and leisure. CLOA also coordinates the National Culture Forum, the body set up to unite the major professional organisations in the cultural sector on issues of common concern.

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Appendix C: Consultee List

8.12 CFE would like to acknowledge the support of the following people who took part in the consultations:

- Abigail Moss, MLA London
- Aileen Cahill, Croydon Borough Council
- Allison Clarke, Sunderland City Council
- Ann Rennie, Havering Borough Council
- Caroline Brazier, British Library
- David Jones, Hillingdon Council
- David Ruse, City of Westminster Council
- Diana Edmunds, Haringey Council
- Flick Rea, Camden Borough Council
- Geraldine Reardon, Waltham Forest Council
- Ingrid Lackajis, Merton Borough Council
- Iona Cairns, City of Westminster Council
- Julia Newton, Greenwich Borough Council
- Julie Gibson, Enfield Borough Council
- Madeline Barratt, Enfield Borough Council
- Natasha Innocent, MLA
- Nicky Parker, Manchester City Council
- Oliver Crill, Tribal
- Sarah Wilkie, Lifelong Learning UK
- Sue Mckenzie, Brent Borough Council
- Sue Thiedeman, Redbridge Borough Council
- Time Coates, Independent
- Tola Dabiri, MLA

Appendix D: Assumptions underpinning proposed mietool efficiency savings

Option notes	Assumed take- up	Total cost of implementation (redundancy / redeployment one off)	Programme management cost (ongoing)	Non-cashable benefits	Initial cashable savings 2010/2011 (year one savings)	Cashable savings each year thereafter	Total potential cashable savings (average over five years)
Make no changes to the structure of the workforce but to 'share good practice' and 'iron out' inefficiencies, e.g. assuming all 33 boroughs have a lean model. Also includes some an estimation of the savings that can be gained by joining up training, growing purchasing consortiums, sharing recruitment and advertising costs	70% of authorities	708k *(350k to be absorbed by existing capacity) <i>*Includes 15 redundancies at average cost of £16,800</i>	none included	7.2million	245k	555k	1.9million
Integration of local authority advice services/customer services points with library services assuming all shared services are internal to each borough.	70% of authorities	842k *(to be absorbed by local authorities) <i>*Includes 50 redundancies at average cost of £16,800</i>	none included	7.4million	251k	1.2million	3.8million
Review managerial staff tier of library service particularly heads of service level and middle management without changing the number of authorities with direct responsibility for a library service.	70% of authorities	555k *(to be absorbed by local authorities) <i>*Includes 33 redundancies at average cost of £16,800</i>	none included	6million	683k	1.5million	5.5million

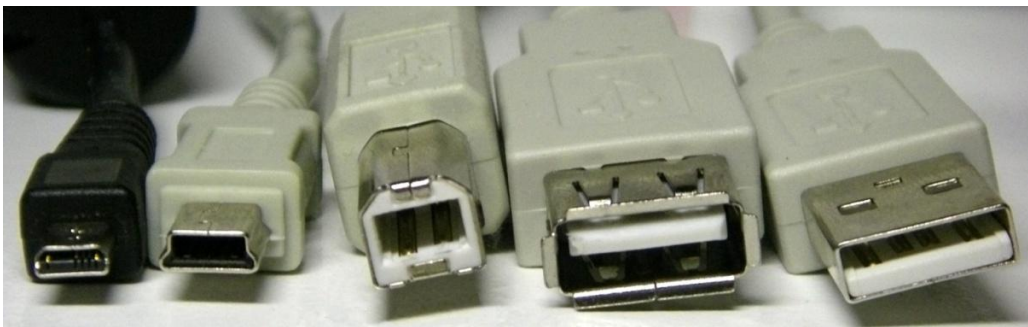
Amalgamate London library services and create five pan-local authority or sub regional library services and within this model, this assumes a reduction in the number of heads of service from 35 to which would be supplanted by 15 shared management posts.	70% of authorities	978k *(450k to be absorbed by local authorities) <i>*Includes 52 redundancies at average cost of £25,000 and recruitment of 15 sub-regional heads of service at 75k per annum with recruitment costs of 8k per post</i>	none included	8.2million	1.7million	3-4million	13million
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8.13 Overall the potential options combined could save an estimated £2.3 across London in the first year and £19.8 million over five years. However, there could be potential further saving as the estimated efficiency savings presented in this report are based solely on reductions in direct expenditure on staff costs (e.g salaries and on-costs). The estimated savings that may be achieved through the implementation of the proposed options are therefore not inclusive of reductions in associated non-staff resources and or expenditure (e.g overheads such as: heating, lighting, office space, rental charges and HR costs). Estimated efficiency savings detailed in this report rely upon staff expenditure as detailed in CIPFA Public Library Statistics, equivalent detailed data for non-staff expenditure is not available through CIPFA Library Statistics. Therefore the savings associated with non-staff expenditure must be calculated independently by each local authority. This also allows for recognised variation in the extent to which individual local authorities can achieve savings from the release of office space and or accommodation resulting from reductions in or redeployment of staff.

London Library Change Programme

Common Standards and Inter-Library Loans

Efficient libraries through standards and sharing



FINAL DRAFT

Here is Edward Bear, coming downstairs now, bump, bump, bump, on the back of his head, behind Christopher Robin. It is, as far as he knows, the only way of coming downstairs, but sometimes he feels that there really is another way, if only he could stop bumping for a moment and think of it.

A. A. Milne *The House at Pooh Corner*, 1923

Summary

There are many complicated and complex aspects to stock supply, including the stakeholder landscape and the technical systems. We make no apologies for the complexity of some portions of this report, which are written for practitioners. However, the fundamental question is a simple one – how can we most efficiently and effectively enable the public to get access, through public services, to the publicly funded stock of our libraries?

The quote from A A Milne above encapsulates the sense of frustration and even repetition that many in the library world feel when discussing the opportunity for cost reduction and service improvement in the procurement and provision of stock. This is a subject which has been considered before, at a national, regional, and local level. And yet there is an opportunity, in London, now, to move forward decisively and together. The next steps of the London Library Change Programme could remove some basic obstacles to savings and transform a sterile debate about different authorities with different systems and different challenges into an exciting conversation about developing a consistent platform that enables real change for London.

Libraries are a key destination, a powerhouse of knowledge, a place for the imagination to grow. They sit at the heart of their communities. They are more than books on shelves. Yet getting stock into libraries and to customers in the most efficient way has proved surprisingly difficult. Significant progress has been made, with consortia working ever more closely. Examples such as the London Libraries Consortium and, now, London Requests, prove that joint working can improve both efficiency and the customer experience. And yet our research uncovered huge variations in policy, practice and cost across London:

- Differences between espoused policy and staff practice.
- Good practice such as Electronic Data Interchange (EDI) still not in place across the board.
- Real risks over Radio Frequency Identification (RFID) divergence.
- Categorisation still hugely varied – especially children's stock.
- A messy inter-library loan process over-reliant on the knowledge of individuals.
- Supplier selection still not widely adopted.
- Demand analysis and understanding still weak.
- Customer access to collections still weak.

Across London, our work shows that around £6.2million is spent on 'proactive procurement' – choosing, buying, and getting stock onto the shelves. This is about 37% on top of the direct spend on library stock of £16.8m. An additional £3.5million is spent on 'responsive procurement' – responding to requests and reservations including getting books through the inter-library loans system. There are real opportunities for savings here.

This report recommends:

- Getting the majority of London library authorities up to recognised good practice, with potential five-year returns of £1.4m. This will not only improve the customer experience, it is also an essential first step to show that the sector means business and can deliver change;
- Collaborating on a range of back office services including inter-library loans which could save £3.6m over five years, and will lay the foundations for further shared back-office functions;
- Exploring other money-saving and performance-improving options, including organised library logistics across London; and
- Taking the first steps towards and piloting approaches that will offer real radical change, starting with integrated and effective online customer access to London library stock.

Even the most radical options proposed in this report are technically feasible and most have been implemented somewhere already. If they attract the backing of the London Library Change Programme Board and representative organisations, they can start to make a real step change and show that improved procurement practices and better access to stock can play a role in the strategic transformation of London's library services. The support of Members across London will be equally critical, and achievement of shared services to any great degree is likely to require the establishment of a suitable accountable body to drive change and deliver shared services.

This report

- **Section 1** introduces the project scope, context, methodology and provides an overview of research undertaken;
- **Section 2** sets out the vision and strategy recommended by this project;
- **Section 3** provides the current picture and baseline of the library stock supply system;
- **Section 4** identifies the gap between best practice and the current picture;
- **Section 5** sets out options and recommendations to move forward;
- **Annexes 1 & 2** set out the two main business cases presented in this report; and
- **Annex 3** provides further detail of the options;
- **The appendices** cover:
 - A – detailed supply process comments from stakeholders;
 - B – further detailed analysis of the current stock supply system;
 - C – scenarios for London libraries;
 - D – workshop SWOT analysis of library supply in London;
 - E – workshop 'breaking the shell' challenge identification and classification;
 - F – an overview of the issues around Radio Frequency Identification;
 - G – an overview of the issues around Electronic Data Interchange;
 - H – a complete list of stakeholders consulted;
 - I – the email survey that was circulated to London library services;
 - J – a short summary of email survey results; and
 - K – details of the RedQuadrant project team.

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1. Introduction

1.1. Project scope

The London Library Change Programme Board commissioned RedQuadrant to work with London's Public Library services to:

- identify existing practices, develop common standards and processes for servicing and classification and make recommendations for improvements to procurement and stock management including supplier management
- deliver a review of the inter-library loans (ILL) process across London, to include a transparent decision about the cost versus benefit of the service, recommendations about whether the service can be delivered more efficiently and effectively, and ways in which this can be achieved.

Both these projects follow on from the feasibility study report *Transformation Programme for London Libraries*, and the London Library Change Programme which has resulted, and these projects:

- form part of the wider Library Change Programme for London, which itself sits within the overall Cultural Improvement Programme for London;
- are being funded by London's Improvement and Efficiency Partnership (Capital Ambition); and
- are being delivered by a consortium of partners: Museums Libraries and Archives London (MLA London), London Libraries, the Chief Leisure Officers' Association (CLOA) and the London Cultural Improvement Group (LCIG)

The two subjects are covered in this integrated report as two routes for the provision of stock to customers; proactive procurement (ordering), and responsive (ILL, reciprocal loans, and requests and reservations generally).

The scope of this project is limited to physical stock (primarily books but also other items), although there is growing availability of relevant online resources; a major strategic challenge for libraries.¹ The scope is also limited to London, although we note and welcome the recent SCL announcement of national reciprocal borrowing across the country.² The approach to this project has been guided by another SCL policy announcement, on stock procurement:

'Good stock, which meets the needs of users and communities, is fundamental to any public library service. Along with skilled and customer-focused staff, it is the service's most important resource. This means that the financial resources allocated to stock are precious and should be used intelligently to optimum effect.'

The challenges addressed in this report are:

- Exploring how to value cost against benefits in purchasing decision; and
- How do we reduce the cost and increase the effectiveness of all the stock supply routes?

¹Bromley, Bexley, and Lambeth, for example, share ebooks. Examples of online direct resource access can be seen at <http://sn.im/essex ebooks> and <http://sn.im/lutonebooks>.

Since the SCL announcement of reciprocal access to library services (noted below), the implications of online provision have become a matter of debate, see for example <http://sn.im/mramadeusnationallibraryservice>. An example of recent coverage of the move to ebooks is <http://sn.im/riseofebooks>

² See "SCL announces 'universal membership'", <http://www.goscl.com/scl-announces-universal-membership/>, and comment at BBC – 'borrow a book wherever you are', <http://news.bbc.co.uk/1/hi/uk/8275830.stm>, and Guardian: Library access now 'an open book', <http://www.guardian.co.uk/books/2009/sep/28/library-access-books-members-visiting>

1.2. Methodology

Our approach to this project was:

- A desk-based review of relevant research;
- An initial round of fieldwork consisting of in-depth telephone interviews and site visits with 13 authorities carefully selected to be representative;
- Email/telephone contact with good practice exemplars outside of London; and
- A questionnaire was then circulated by email (see Appendix H) to all London authorities not included in the first round of fieldwork. A summary of the results are given in Appendix I.

We engaged closely with the Working Groups throughout, and presented to the Programme Board, London Chief Leisure Officers Association, and London Libraries. The London Cultural Improvement Programme also consulted with London Councils' Culture, Tourism and 2012 Forum. We also conducted one strategy workshop, one scenario planning event, and a shadow standards board meeting. We have completed the MieTool for Capital Ambition reporting requirements for the two main business cases presented below.

1.3. The RedQuadrant approach

A brand new consultancy for the public sector, **RedQuadrant** uses a new 'lean' business model to deliver higher quality consulting at better value. The only employees are the partners, who are all deeply experienced public sector consultants. We use an extensive network of experienced, dedicated independent consultants and create bespoke project teams to meet the needs of our clients. **RedQuadrant** is part of a new generation of consulting firms who have redesigned their model to be able to provide excellent quality at better value.


The partners focus on personally leading key projects, client management, and quality assurance for our clients. Our consultants are all deeply experienced in their fields, are involved designing the methodology in our proposals, and make a personal and contractual commitment to project success. This model allows us to provide the highest quality full consultancy service while preserving the benefits and avoiding the weaknesses of a number of other approaches. Details of our project team are given in Appendix K below.

1.4. Research

Fieldwork

As part of the fieldwork, thirteen authorities were initially contacted for in-depth research through visits or telephone interviews.

Figure: mix and segmentation of fieldwork authorities



London Libraries Change Programme

RedQuadrant fieldwork planning - target authorities

Visit *	Phone	Authority	LMS **	Inner	Outer	Consortium?	% spend on stock (quartile)				Issues per 1,000 pop (quartile)				No of ILL in-out (quartile)				
							1	2	3	4	1	2	3	4	1	2	3	4	
	✓	Brent	Axiell - Galaxy		✓	LLC			✓				✓						✓
✓		Bromley	Infor - Vubis Smart		✓	SELPIG/CBC		✓			✓				✓				
✓		Camden	Talis Alto	✓						✓				✓	✓				
	✓	Croydon	Infor Plus		✓	SELPIG/CBC			✓				✓		✓				
✓		Haringey	Talis Alto		✓			✓				✓							
	✓	Havering	Axiell - Galaxy		✓	LLC				✓		✓							Dont report
	✓	Hillingdon	SirsiDynixUnicorn		✓		✓						✓						✓
	✓	Kingston	Talis Alto		✓					✓		✓				✓			
	✓	RBKC	SirsiDynixUnicorn	✓					✓				✓					✓	
	✓	Lewisham	SirsiDynix Horizon	✓		SELPIG/CBC		✓					✓			✓			
	✓	Tower Hamlets	Axiell - Galaxy	✓		LLC				✓			✓						✓
	✓	Wandsworth	Axiell - Galaxy	✓		LLC	✓				✓								✓
✓		Westminster	SirsiDynixSymphony	✓			✓				✓	✓				✓			
		** To update	COUNT	6	7	L4, S3	3	3	3	4	3	3	6	1	4	2	1	4	

Information collected in our fieldwork covered the following issues:

- Procurement
 - Purpose and value
 - Process stages, including selection, servicing and NAG standards
 - Potential for economies
 - Staff time involved
 - Technical aspects – RFID and EDI in particular
- ILL
 - Purpose and value
 - Extent and levels of use
 - Time to supply book to customer
 - Sourcing the request
 - Cost
 - Fee charged
 - Reserve stock: problems and solutions

The information collected, which is summarised in the sections below, was further supplemented through a survey circulated to all London boroughs. All participating authorities were asked to submit information relating to their costs, use of standards, membership of consortia (and other joint working), implementation of technology, outsourcing etc. Not every authority was able to respond to every question. In the case of costs there are some notable discrepancies between authorities. There are different levels of fixed costs, business, efficiency, and some differences in how costs are calculated across boroughs. While there is solid evidence for business cases, great care must be taken not to assume that savings and investments can be spread equally across all boroughs. This means that each authority will need to satisfy itself of the business case for action.

Cost information is sensitive for a number of reasons. All costs and process information reflected in this report, unless clearly identified as good practice case studies, was collected on an understanding of anonymity and is presented on this basis.

Desk-based research

The desk-based research conducted for this report has focused on two main areas. Firstly, it has looked best practice, both regional/national and international, as regards procurement and ILL. The various countries, organizations, consortia and schemes considered in this section include:

- The London Library Consortium
- LibrariesWest Consortium
- South West Regional Library Service
- Library Wales
- Northern Ireland Libraries
- Borrow Books Ireland
- bibliotek.dk
- Books to your doorstep (Danish)
- The Combined Regions

- Conarls Working Group
- The IRU Cost Scheme
- UnityUK
- Forum for Interlending and Information Delivery
- North West Libraries Interlending Partnership and their ILL best practice guidelines

Secondly, although there was little specifically relevant to the issues at hand, the research looked at current Government and shadow cabinet policy and noted pending reviews e.g. DCMS Public Library Review, the findings of which have been further delayed, as well as previous reports on related subjects.

1.5. The wider context

Before addressing the detail of making improvements and efficiencies to stock procurement and ILL, this section of the report steps back to review the wider context in which public libraries operate³. Changes in technology, most visibly manifest in the last 15 years in the Web, play right to the heart of what libraries are about. 'For more than 150 years, modern complex democracies have depended in large measure on an industrial information economy.....In the past decade and a half we have begun to see a radical change in the organisation of information production and knowledge management. Enabled by technological change, we are beginning to see a series of economic, social and cultural adaptations that make possible a radical transformation of how we make the information environment....'⁴ This is how Yale Professor of Law, Yochai Benkler, describes the context. The time period he describes also neatly encompasses the rise and development of public libraries⁵. So we might view public libraries themselves as one of the manifestations of the 'industrial information economy'. This can be a useful context to understand how public libraries displaced earlier 'pre-industrial' economy libraries and in their turn may be replaced by new models of delivery enabled by the 'Networked Information Economy' that Benkler describes.

The business model of the free public library effectively put an end to the commercial subscription libraries, which were seen as enduring institutions with their own premises, catalogues and services, 'from which emanated the bright glow of civic pride'⁶. Commercial circulating libraries hung on in some UK High Streets into the 1960s although they were already an anachronism, but the business model of a public service paid for by taxes eventually put them out of business. This has developed further to the concept of libraries as the 'living room in the city' or centre of community life developing the government's agenda around a sense of place. They are public services that – at their best – follow the high standards and provide the benefits of a polished and professional approach to presentation and service that is similar to the best of other customer facing sectors. This approach needs to go hand in hand with a much more lean, technologically supported and business like culture for service provision.

In the 21st century, will changes in technology and business models enable the baton to be passed on to new providers leaving 'conventional' public libraries to wither on the vine? Ross Dawson, 'globally recognized as a leading futurist... and bestselling author' has libraries extinct by 2019.⁷ In reality, however, the argument is not one about total extinction but to what extent public libraries remain *relevant* and 'competitive' in a very changed landscape of 'library' provision. The library function is a big, profitable, business. New competition means traditional libraries form a decreasing part of a much larger 'library experience' which is now inhabited

³ Parts of this argument were published in 'Changing technologies, changing business models: a challenge for public libraries. A response to "A blueprint for excellence. Public Libraries 2008-2011"' By Ken Chad. May 2007. Ken Chad Consulting

⁴ 'The wealth of networks. How social production transforms markets and freedom.' By Yochai Benkler Yale 2006. Available for free download at www.benkler.org

⁵ The Public Library act of 1850 is a reasonable milestone on which to base this assertion

'The pleasures of the imagination. English culture in the eighteenth century'. John Brewer 1997.

⁷ 'Extinction Timeline: what will disappear from our lives before 2050', By Ross Dawson, October 14, 2007 http://www.rossdawsonblog.com/weblog/archives/2007/10/extinction_time.html

by global library/information businesses such as Google, Amazon and LibraryThing. If any evidence were needed that the 'library function' is big business, we need look no further than Google's mission statement: 'to organize the world's information and make it universally accessible and useful'.⁸ From its initial position as a search engine, it is now building content. And, tellingly, it started with libraries. So far it has scanned around 10 million books. Why? CEO, Eric Schmidt says. 'Because there's millions of books that are now available to you that were not available to you before, sitting here in your office or at home in London. It's a big win'. He also says. 'We're good now at cataloguing and indexing stuff.'⁹

Current initiatives

The MLA is currently leading a number of initiatives which will have an impact on the areas covered by this report, organised under their five-year Library Action Plan.¹⁰ These include:

- Examine options for governance, funding, management and delivery structures to improve the effectiveness and impact of libraries services and to establish political support for change – critical elements in taking forward the recommendations contained in this report;
- Manage digital data environments and further extend the provision of free or low cost reference materials to public libraries through centrally negotiated contracts with providers;
- Promote 'Libraries Online' to deliver 21st century learning, information and creative digital environments, including project to consider the potential for a national portal for online library services, and library loans online (directly delivery of stock to users); and
- Advance a national membership scheme leading to a single micro chip membership card for all that will improve services and increase convenience for users.

As this report was at its final drafting stages, two publications and a Ministerial speech took place which will also hold relevance for our themes. CILIP published their good library guidelines 'What Makes a Good Library Service?'¹¹ These are targeted at local politicians, especially portfolio holders, and include a reminder of the statutory duty under the Public Libraries & Museums Act (1964) which 'requires local Councils to provide a local library service which is comprehensive and efficient and that is available to all who wish to use it. In order to meet these, and other, key legal requirements, a local library service must... Provide materials in sufficient number, range and quality to meet general and specific requirements of those in the community'.

The CILIP guidelines also state that library services should 'Provide value for money, working in partnership with other Authorities and agencies', and that there should be 'A focus on efficiency and effectiveness through innovation, partnership working, shared services and assessment of different models of service delivery'. The key section on materials and resources states that 'Library resources in all media (print, audio-visual, online) should be contemporary, provide a wide range of information, ideas and works of creative imagination, and be sufficient in quantity to meet the needs of library users. This includes those who borrow materials, use them in the library or receive them on their desktop'.

The All-Party Parliamentary Group on Libraries, Literacy and Information Management's 'Inquiry into the Governance and Leadership of the Public Library Service in England' report¹² was published in September 2009 and launched at the CILIP Public Library Group's Public Library Authorities Conference on 7 October 2009. This report focuses on governance and leadership issues (such as the role of central and local government), which will be very relevant to effective implementation. While it does not mention issues such as technical standards, inter-library loans and the technology underpinning them, the key recommendation directly relevant to this study is that: 'Local authorities should be encouraged to further develop collaborative arrangements with particular emphasis on the provision of back office services'.

⁸ Google's mission: <http://www.google.com/corporate/>

⁹ Inside Google. The man with all the answers.' By David Rowan. Wired [UK edition] August 09. P74-83

¹⁰ <http://www.mla.gov.uk/what/strategies/library>

¹¹ <http://www.cilip.org.uk/policyadvocacy/publiclibraries/goodlibraries.htm>

¹² <http://www.cilip.org.uk/policyadvocacy/publiclibraries/appg.htm>

Other key recommendations of the report are:

- Government funding and functional responsibility for public libraries should be brought together within a single government department;
- The definition of 'a comprehensive and efficient service' should be clarified;
- The minimum level of service (core service) should be clarified, but should continue to be free to the customer;
- Local government should continue to have responsibility for local service provision; central government should continue to have powers of intervention;
- A Library Development Agency for England (LDAE) should be established, and the role of the MLA should be adjusted accordingly; and
- The MLA or LDAE should promote training programmes to improve the management, leadership and corporate governance skills of library personnel.

Though not listed as a key recommendation, the report also favoured the 'establishment of an effective national process for the dissemination of good practice'.

At the same Public Library Authorities Conference, the Culture Minister Margaret Hodge gave a speech¹³ which, while it announced a delay in the publication of the DCMS Library Service Modernisation Review, made some relevant points. While focusing on the context and the way in which libraries are changing to meet the needs of the 'iPod generation', the Minister emphasised '[this...] most definitely is not a call for librarians to put up the shutters and create little time capsules of polished wood, individual cardboard tickets and the reassuring embrace of the Dewey Decimal classification system.... Technology is also opening up new opportunities for libraries is [sic] helping to free up librarians' time from stock management to engage more with visitors'. Suggestions for service innovation included 'Sell as well as borrow. How about a tie in with Amazon: You've borrowed the book, now send a brand new copy to a friend; An internet lending service where you order a book online and pay a small fee to have it delivered to your home, with a reply-paid address label'.

Technology and the Web

Libraries have employed, often with considerable skill and imagination, all sorts of technologies over time, and in the 1990s were web pioneers. Public libraries were often the first local authority service to provide widespread access to the public over the Web. Nevertheless these technologies didn't fundamentally change the business model or nature of public libraries, who often continued to do 'more of the same' better rather than embracing more radical and innovative change.

In just 15 years the Web, though still a baby judged against the 150 year span of the public library, has developed and matured at a remarkable rate. It really is enabling those 'radical transformations of how we make the information environment' that Benkler describes. Libraries in all organisations face a huge competitive challenge. The Museums, Libraries and Archives Council (MLA) has in the past acknowledged what Google and others are doing and spoken of the 'cultural change' that is required in library services adapting to the web.¹⁴ But how far has there been any significant change? It is arguable that Government, MLA, the Chartered Institute of Library and Information Professionals (CILIP), and most of those working in public libraries do not yet fully appreciate the depth, extent or pace of the change and its disruptive potential. There is also a lobby outside the library sector, perpetrated by the media, that would like to keep the so-called traditional values and approach of the library as a quiet, dusty custodian of books. Much, if not most, of the innovation, the standards and, importantly, the new thinking in business models are coming from outside the conventional 'public sector'. The public sector is naturally and justifiably risk averse. Libraries have a good

¹³ <http://www.thebookseller.com/news/99573-hodge-delays-dcms-library-review.html>

¹⁴ See 'Libraries begin uncertain new chapter.' Chris Alden. Guardian 22 February 2006.
<http://books.guardian.co.uk/departments/referenceandlanguages/story/0,,1715274,00.html>

track record in the wise purchase and effective deployment of their IT systems; however, innovation does not come as a result of an 'invitation to tender'.

Libraries are not being singled out. These changes have already had a major impact in the media. The newspaper business, especially in the US, is undergoing a dramatic decline. In an increasingly digital world, content is more easily liberated and more difficult to control. Libraries are in the crossfire. Why would they be more immune than newspapers in their efforts to confront the changes? The impact of electronic resources and digital content has already had a big impact on libraries in Higher Education where for many institutions electronic content, especially in the form of e-journals and e-books, is now more important than print. David Lewis, of the Indianapolis University Library, has argued that academic libraries are the types of institutions that could fail as they confront the disruptive change that they are facing.¹⁵ In 2005, when library staff at the University of Wales in Bangor were threatened with job cuts,¹⁶ the University consultation paper making the case for staff cuts bluntly stated, 'Librarians do not deliver "value for money" when compared to the internet'.

As public libraries find themselves moving more and more into the world of electronic/digital content, the depth and extent of the challenges will increase. The fact that the scope of this report excludes electronic/digital resources means it is severely limited.

Meeting the challenge needs vision and leadership. At present this is lacking. Where will we find the Sergey Brin equivalent saying 'We want to be bold – we want to make a big difference'¹⁷ – and then orchestrating the necessary resources to do it?

¹⁵ 'The Innovator's Dilemma: Disruptive Change and Academic Libraries.' By David W. Lewis. Library Administration & Management 18 no.2 68-74 Spring 2004

¹⁶ See 'Bangor University librarians face job cuts. Drastic restructuring of University Wales Bangor library proposes the demise of subject librarians.' Mark Chillingworth, Information World Review 7 Mar 2005. <http://sn.im/bangorjobcuts>

¹⁷ Sergey Brin, Google founder. Quoted in 'Engine Of Fun And Profit.' By David Lagesse in USNews.com 31st October 2005

2. Vision and strategy

2.1. Vision

This project was asked to compare the cost and benefit of inter-library loans, and to make recommendations for procurement savings. As identified in the introduction, cost/benefit analysis is very difficult without concrete indicators of benefits; libraries are a good thing and contribute towards numerous positive social outcomes, but how should this be measured and evaluated? A vision workshop was therefore conducted with the Working Groups and, later, a full one-day scenario planning exercise. The goal was to understand more clearly the potential vision to which this work can contribute. The scenarios generated are given at Appendix C and a SWOT analysis from the strategy workshop is given at Appendix D.

Critically, libraries are a part of local government and will always need to respond to the varying requirements of their respective boroughs, their partners and stakeholders, and their residents. So, some services will be focused on integrating with customer services, providing effective community based services that respond to the well-being of localities and a sense of place, some on supporting skills for economic regeneration, others on culture and the arts and still others on social inclusion etc. The current context of reducing spend in local government, and an emphasis on achieving savings through joint working, will also have a significant impact on all London library services.

It is also acknowledged that the library service has a complex and wide-ranging offering, including (at least) the following suggestions put forward at the workshop:

- Education and skills;
- Digital inclusion;
- Environment and health;
- Community cohesion, community interaction, encouraging aspiration;
- Cultural life & well-being, reading and
- Economic vitality.

Workshop feedback showed that the value of this project will be identified through real and concrete change (expressed as 'heads of service moving and doing something promptly'), a cheaper service providing a wider range of stock, better used, and with members and visitors increased.

One clear value statement that emerged stated that the key roles of the library are its offer of a valued public space to meet, and its provision of information expertise. One supplier paraphrased this in interview; 'libraries offer a locality and a trusted brand'. Nobody sought to downplay the importance of physical stock, though the scenario planning workshop in particular identified that there is likely to be a seismic shift in the next ten years towards the provision of almost all new content electronically rather than in books. However, the majority of those interviewed were clear that an efficiently procured and presented range of attractive physical stock should be the underpinning of the library service; something assumed and delivered as a starting point. This implies that there should be no more need to debate and discuss basic good practice; the books should be provided, and provided effectively, so the library service can focus on adding even more value. A number of those we spoke to also said that they did not mind who provided this as long as it was effective and efficient. This work informed the development of the vision statement set out below.

Vision statement

London citizens will continue to have free access to the public library collections across all London Boroughs. Improved processes and technology will be harnessed to provide a range and depth of resources that is tailored to the needs of Londoners and delivered in ways that best meet their needs, whether at the library, delivered to the home or workplace, or made available online via a range of devices.

This will be provided by commissioning, based on strategic outcome requirements, from an agency-like provider of services. Through collaborative working and fit-for-purpose ICT, following mutually beneficial standards, library services in London will:

- Have access to collective intelligence about the needs and wants of their populations;
- Be able to buy stock effectively and efficiently to meet these needs and build a broad and deep collection across London;
- Make this collection available efficiently and effectively through access in libraries, ordering on the web with direct delivery to the customer, and ordering on the web with collection from libraries; and
- Where the stock is not immediately available, provide effective and efficient access to stock in other libraries, reserves, special collections, and from other sources including commercial suppliers to meet the customer's requirements.

This allows London libraries to focus on the 'big picture' of supporting local authority goals, and to develop their roles as information arbiters and 'the real social network', secure in the knowledge that they are providing extremely high quality stock-based library services.

Strategy

The strategy set out in this report is therefore presented at three levels:

- Short-term best practice (tactical);
- Medium-term goals (strategic); and
- Longer-term vision.

The short-term best practice does re-present and reinforce certain ideas already well known in the library world; stock procurement can be made more efficient and effective through automation (EDI), outsourcing (third party selection), economy of scale (consortia), management intelligence (population and stock analysis), and shared technical services processes. Reports in the past have identified these opportunities, and some progress has undoubtedly been made; London libraries now need to grasp the nettle and deliver.

The medium-term goals are somewhat more radical; the virtual elimination of ILL and move to '[reciprocal borrowing' throughout London, and (increasingly) bringing together requests, stock management, procurement, analysis, and logistics. This (increasingly) treats the London library resources as a single resource for the benefit of our customers.

A live London catalogue and 'reciprocal borrowing scheme' could replace the need for the vast majority of non-London inter-library loans. This should lead to a pan-London collection development strategy and better stock provision. If a book were not on the shelf, it could be routed from another London library automatically. If not available, a unified London catalogue could open to a range of further fulfilment mechanisms (such as Amazon). Users could challenge if they think resources should be provided by the library and a community-driven 'User Request Fulfilment Board' (equivalent of NICE in the NHS) could determine if they should be provided. Statistical stock analysis is developing into the kind of sophisticated metrics used by the likes of Waterstones and Random House. Used across London this could generate 'collective intelligence', which

depends on aggregating data onto a suitable platform at scale. Recommender services and other possibilities which this enables could drive better purchasing and use of stock, and save significant money.

Beyond this, we need to establish a library leadership for London that has the capability to develop and articulate a shared vision, sense of purpose and clear strategy in order to galvanise the resources and partners to achieve the vision. The 'library function' is unusual or unique compared to other services delivered by a local authority in that it is more open to global, web-based competition in terms of resource delivery, reference services etc. and to other forms of governance. The competitive threat increases as more of the raw material is electronic. Individual local library services will always be inefficient in these terms. Social Services, Housing etc are not faced with the same kind of global competition that can deliver services to a user over the web. A really clear vision of what our library services are there for will show how they fit into the very new wider 'library' landscape which the internet represents. This must include the range of promotions, events and activities that libraries offer to publicise library stock and services, and to encourage take up by wider communities.

3. The current stock supply system

3.1. Library stock supply in context

Whilst stock procurement and ILL standards and processes have evolved over time, changes have been gradual and piecemeal. This contrasts with major supply chain changes in the wider 'content' industry which has been severely (and mostly positively from the point of view of consumers) disrupted by the web. A key relevant concept is that of the 'Long Tail': 'As the costs of production and distribution fall, especially online, there is now less need to lump products and consumers into one-size-fits-all containers. In an era without the constraints of physical shelf space and other bottlenecks of distribution, narrowly-target[ed] goods and services can be as economically attractive as mainstream fare.'¹⁸

Bucking this trend, costs for libraries for the supply of non-mainstream material appear to continue to rise. Is there a way they can take advantage of the web and the benefits of scale? There is no 'world-wide public library'. Indeed there is no very effective *aggregation* of London (much less English or UK) library resources. Why is it that the British Library can transform itself into a modern and accessible facility using a variety of media and technologies and yet the English public library service still does not 'speak (and deliver) with one voice'. Speaking three years ago, during his time at the MLA, John Dolan said: 'It's technically not impossible, we know it can be done; it's really about looking at how we join up different systems in different authorities'.¹⁹ So, why the lack of progress? Inter-library-loan is often an expensive, but secret, service. If a user doesn't find the item they want in a local public library catalogue they often hit a brick wall with no alternative means of fulfilment offered.²⁰ Contrast this with Google Books where a user will typically be offered the ability to search the full text, or part of the text, and will be given a variety of fulfilment options. One of these options is 'find it in a library'; however few UK libraries are part of that service.

Some other fulfilment options will be commercial services that, using the power and scale of the web, can deliver a book to your home at very low cost. In the words of Bryan Appleyard of the Sunday Times,²¹ these services are 'absurdly cheap', indeed in many cases cheaper than the 'free' public library when you take into account hidden costs such as travel, time, reservation fees, fines etc. Amazon also offers alternative fulfilment options from individuals and second hand bookshops. This interaction is seamless. There is no 'brick wall' and often users perceive that Amazon provided the book when in fact the item was supplied by a second hand bookshop. It should be possible for libraries to offer a gateway to other provision, and to quote a senior head of service 'we go to a lot of trouble and pay a lot of money to make sure that people know that they can get anything'. Yet still the online resource discovery experience through online public access to catalogues for London libraries does not match the usability, ease, and easy 'reach' of online services.

Enabling services like Amazon and Google to better understand their customers uses massive 'collective intelligence'. Amazon monitors 'clickstreams' and users can rate their purchase to improve the 'recommender' service offered. Almost no libraries (and none in London) currently offer such services, though many aspire to do so. In part, this is a factor of a lack of scale; libraries need to find a way to 'scale up' if they are to reap the benefits of supply chain efficiencies and better customer service. There are over 200 public library authorities in the UK, and no single authority can hope to match the scale of even a modest global web-based service. Some positive steps are being taken, in particular in Scotland and Wales, but concern was raised at the scenario planning workshop that it may – soon – be too little too late. If libraries really want to delight their customers they will need to embrace commercial and other 'social' providers as their genuine partners.

¹⁸ See the Long Tail website http://www.thelongtail.com/the_long_tail/2005/09/long_tail_101.html

¹⁹ 'Libraries begin uncertain new chapter.' Chris Alden. Guardian 22 February 2006.

<http://books.guardian.co.uk/departments/referenceandlanguages/story/0,,1715274,00.html>

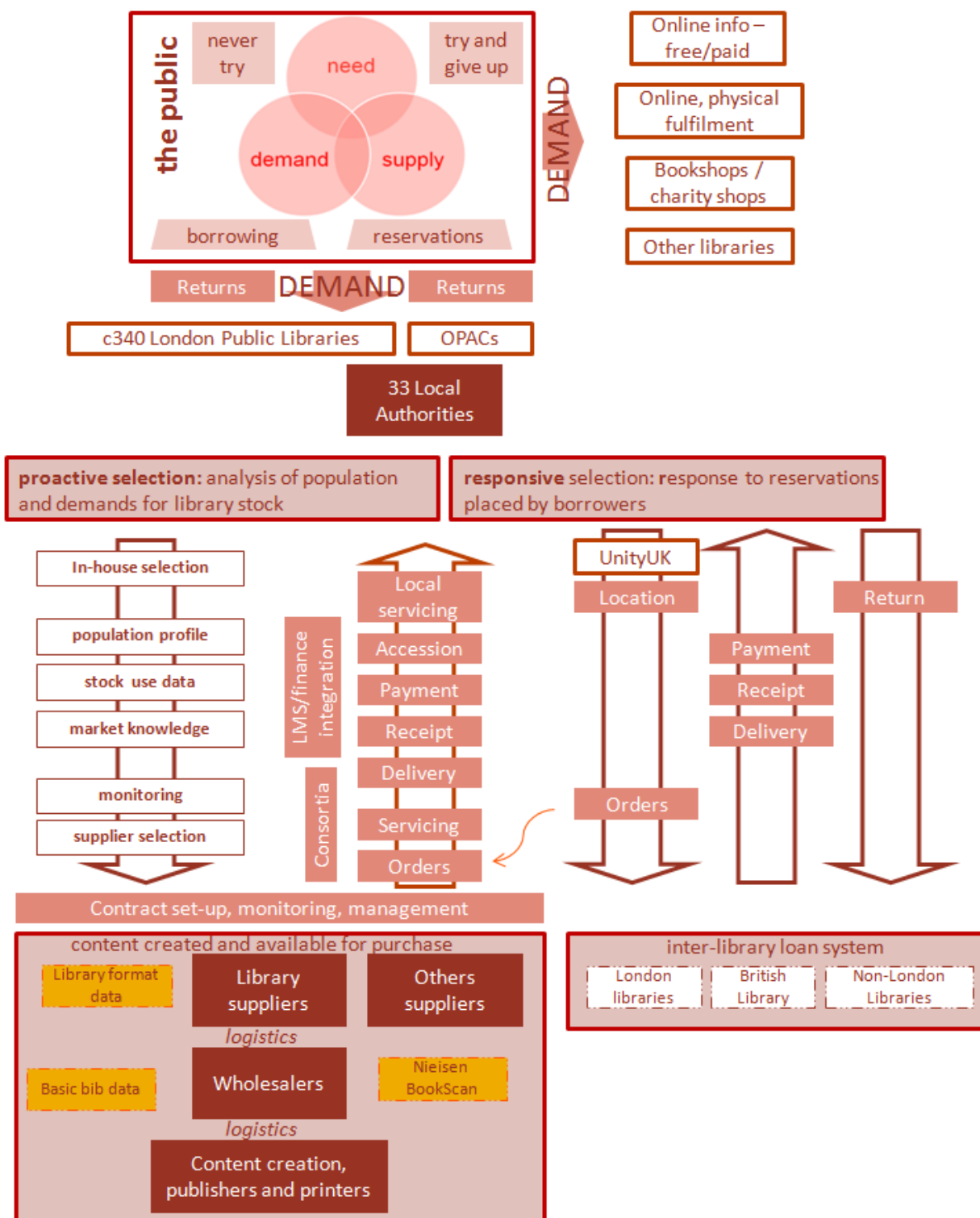
²⁰ See 'I can discover it but I can't have it: resource discovery and fulfilment' Panlibus blog entry: for 27th September 2005. http://blogs.talis.com/panlibus/archives/2005/09/i_can_discover.php

²¹ 'A novel use of technology.' By Bryan Appleyard. 15 October 2006, Sunday Times.

http://entertainment.timesonline.co.uk/tol/arts_and_entertainment/article668357.ece

3.2. Stock supply system overview

In this context, the opportunity to radically review both proactive stock selection (planned procurement) and responsive stock selection (responses to reservations and requests) is of critical importance. The diagram below sets out our conceptual and simplified overview of the key processes involved. A short description is provided overleaf, and further detail including stakeholder comments on each element is set out in Appendix A below.



Description of stock supply system

At the top of the diagram, the public are the reason for the whole system to exist; and specifically their demand for information and services (demands that are met with stock, for the purposes of this project). At present, we know something about what the public demand and what we supply, but very little about what they need or ask for which we don't supply. When customers don't even try to access library services; or try and fail, we are unlikely to know; all we have data on is borrowing and reservations. It is important to note that this demand for stock is also being met by 'competitor' services – online information, online book ordering, and high street competition.

Access to services is through the London public libraries face to face, or online public access catalogues (OPACs). These online catalogues cannot generally be browsed, and while some have a number of features, they do not have the rich usability that web users have come to expect. The libraries and OPACs are run by the 33 London library authorities, who use a combination of proactive and responsive selection to meet demand.

Proactive selection is stock purchasing in anticipation of what customers will want, through contracts set up directly with a range of library and specialist suppliers, or organised through a purchasing consortium. Depending on the authority, some degree of stock use, customer or population analysis is undertaken to decide what stock to buy. This is matched to what is available (market knowledge) and to some extent what is popular, usually using the expertise of the supplier. It is important to remember that not only new stock is purchased this way; the library collection is also 'edited' to replace worn-out stock or 'fill out' areas to provide a good all-round 'comprehensive' offering. Orders for stock are usually sent online and/or through 'electronic data interchange' (EDI, of which much more throughout this report). It is usually 'serviced' by the supplier to make it into a library book by placing ownership labels, sometimes RFID tags etc in the book. Some small suppliers cannot do the servicing and libraries will need to do it themselves. The book is then delivered either to the library where it will go on to the shelf, or to a central point in the purchasing authority for onwards distribution. On arrival, a receipt will be generated (electronically or otherwise), and the book will be entered into the library management system catalogue to make it available for use. Bibliographic information about the book will usually already have arrived in the catalogue by electronic means, but for some stock, this information needs to be purchased, created or amended. Most of this information is licensed from the creators. Depending on the systems used, the receipts may need to be reconciled or entered into the local authority's central finance system.

Our diagram for responsive selection is particularly simplified, and does not reflect the number of loops which may occur. When lean process analysis has been applied to some current request systems they have been shown to be tortuous, long winded, time consuming and inefficient. When a customer asks for a book not on the shelf in front of them, a number of options are available:

- An item may be (and often is) bought and added to stock for future use, which many library services treat as a useful opportunity to enrich the offering by responding to direct customer demand;
- A reservation may be placed on a book currently held by another customer, so that they will have to return it at the end of the loan and it will be kept available for the requesting customer;
- An item of stock may need to be fetched from a reserve (stock not out on the shelf), or from another library managed by the same authority;
- The item may be sent from an authority which is part of a consortium or which has a reciprocal agreement with the requesting authority; or
- The item may be sought and supplied through the Inter-Library Loan system.

The final case is the most complicated, where an officer (usually a specialist) in the requesting authority will access the UnityUK database of all library stock in the country (or in some cases Talis Base, a competing offering), find a copy of the item requested and ask to borrow it. If they cannot supply the item for any reason (e.g. it is out on loan, listed but actually lost or stolen, or they may be under capacity and unable to respond) they will turn down the request. It will then automatically pass to another pre-selected authority which has the item in their catalogue. When an authority does receive the request and has the book, it is sent to the

requesting authority and held for the customer. There are a number of additional complexities, and charges, within this system, including the need for staff to regular check and chase progress.

Naturally, all the systems above depend on the creation of various types of content which can go into stock, metadata about this content for the catalogue, and in the case of inter-library loans, on the collaboration of other libraries. An alternative at any stage in responding to a request is for the authority receiving the customer request to buy a copy of the book from their regular supplier or another source, service it, get the bibliographic data, and add it to their stock.

3.3. Baseline findings – procurement

Our background research on procurement has focused on understanding the selection and supply process, including, as set out below, a brief overview of the nature and costs of procurement, and the provisions of the NAG standards concerning servicing and supply specification.

Purpose and value

Whilst most of the reports and materials studied side-step the issue of purpose, the NAG Supply Specification Guidelines (see below) suggest an answer: ‘The type of stock provided as standard by libraries [...] should be defined in terms of its intended purpose: information, recreation, education, culture.’ There is general agreement that libraries should not just mirror bookshops nor seek only volume of use. They are not simply catering to demand, supplying only the most popular titles – their educational and social role is also important.

The value of procurement can be understood very basically in the sense that without ongoing procurement, a library’s stock would quickly become outdated and worn out. It can also be measured from the point of view of customer satisfaction; for example, the low incidence of ILL could suggest that customer needs are largely met within their local library, though this is not easy to measure with current or consortium ambiguous performance indicators. Efficient and effective procurement can generate more and better outcomes for the same money, or release money for investment in the library service or elsewhere.

Most London authorities have a stock policy of some sort but the age of these documents varies widely, with one having been revised in July 2009, while another was described as ‘extremely old’ and several were in the process of being updated. One head of service is ambitious to see a pan-London policy on stock and stock management: ‘I would like to see a single Stock Manager managing stock and contracts across London, using all available tools and automating wherever possible. This would save thousands to invest in buildings and opening hours, and make savings on top of that.’

There was also a mixed understanding of the value of stock, stock management and stock procurement in contributing to service and wider corporate aims, with most authorities claiming and identifying contribution to other local authority outcomes, but only a minority able to cite specific contributions to corporate plans and targets.

Potential for economies

Libraries’ share of the book market in England is approximately 3%, whilst the share of the average library authority is just 0.02%. Therefore there is scope to increase bargaining power by forming a wider consortium to procure from suppliers. There are current consortium arrangements that are not London-wide but do cross borders into other (non-London) authorities. It is clear that a consortium can reduce the amount the supplier charges through bargaining power, economies of scale, and by all members agreeing a common set of standards also reduce servicing costs.

The London Cultural Improvement Programme phase 1 feasibility study (‘Feasibility Study’) puts the amount spent on procurement in London at £18m²², with a conservative potential for savings (through common standards) of £1m. This saving is based on the premise that common standards save the supplier time, and therefore lead to a greater discount offered to the library. Our findings have suggested that while effective

²² The London Cultural Improvement Programme phase 1 feasibility study (‘Feasibility Study’), p28

procurement, including through a consortium, can save money, the majority of savings still to be gained are through library service processes rather than supplier discounts. The most recently available figures for stock procurement show £16.8m annual spend for the London authorities, which is 11.65% of the national total of £143.9m. London authorities spend 16% more than the national average on library services overall (per head of population), but approximately 6% less on library stock; both these figures are attributable to the higher than national average costs of accommodation, staff, and other services in London. It is also relevant that London boroughs do not benefit from economies of scale compared to large counties, for example almost all have a post of bibliographic services/stock procurement manager, whereas a county probably only has one post managing these functions, for a much larger population.

London authorities have approximately 8% more active borrowers than would be expected from the national average, and spend only about half the national average on transport costs.

Other procurement issues

Further detail of the baseline of the current system is set out in Appendix B below. In summary, other procurement issues include:

- A wide range of approaches to **assessing customer demand**, from systems 'in the heads of staff' to detailed evidence-based analysis – this indicates that there is often a poor evidence base for the purchase of stock, which will lead to buying stock that will not be well used, and not buying stock that would be well used;
- Varied but generally limited use of **supplier selection**, especially for children's stock – limiting potential savings though a number of interviewees expressed mild misgivings about the quality and range of stock selected by suppliers;
- Most authorities claim to have the accepted **standards for the minimum amount of processing** added by suppliers to books (additional stickers, jackets, security tags), but on prompting add a 'yes, but...' and reveal a long string of additional requirements, which create additional cost to the supplier and potentially to the authority; and
- Rather than **direct delivery to libraries**, most authorities still have stock delivered to a central point and then, after additional work has been done, sent out to individual libraries – creating significant additional cost.

In addition, almost all London authorities have a dedicated stock or bibliographic services manager, whereas much larger authorities often only have one person in this post (identifying that economies of scale are not being achieved), and many have a cataloguer or some staff time spent cataloguing, mostly for items that do not have an electronic record, or do not have one that can be accessed through the existing licence held by the service.

3.4. Baseline findings – inter-library lending

Our background research on inter-library lending has focused on developing our understanding of a range of issues, including:

- Basic information on purpose, use, cost and fees charged;
- A discussion of the role and future of reserve stock; and
- Best practice examples: schemes and organisations.

The fieldwork complemented this approach by exploring a similar range of issues. Visits were made to four authorities and phone interviews conducted with senior managers, ILL managers and some heads of service in a further nine. The information collected, which is summarised in the sections below, was further supplemented through a survey circulated to all London boroughs.

Purpose and value of ILL

The purpose of ILL is to provide information to the customer beyond the immediate resources of their local library. There is little discussion in reports and studies as to why ILL exists or what value it gives. ILL appears to continue by inertia and, given its comparatively low usage and high cost (see below), it seems natural to question whether it should compete for scarce resources.

Almost all those interviewed as part of the fieldwork (both heads of service and stock managers) do believe that this is a service that libraries should offer. Yet most recognise that while it is excellent value for their customers it is of limited value to the authority, because relatively few use it.

One head of service expressed the view that there is a tension in London between authorities who would be willing to sustain it as a quality service for their users, and those who feel it is no longer sustainable because of budgetary constraints. This may make it hard for all of London to agree on a joint approach.

An Inter-Library Loans manager felt that London is unique because it is so fragmented across 33 authorities, unlike any other city, and speculated whether it would be possible to have an integrated system for Inner London, benefitting whole city: 'At present specialist services (e.g. City Business Library, Westminster Music Library) are cutting back, and resources could be lost. Instead, these could be built up as resources for the whole of London.'

Meanwhile one of the few stock managers less convinced of its value said that the authority 'should definitely be providing what customers want but I'm not convinced inter-library loans are the way to do it.'

Extent of use

The most recent figures indicate 31,857 inter-library loans received and 23,946 sent out by London authorities in a year. This compares with a total of 36m million books loaned – in other words, ILL represents less than 0.1% of total loans. Nationally a similar proportion (of around 1:1000) can be observed.

Low take-up of the ILL service could be due to various factors:

- borrowers' requirements are met by their local library's stock, so they rarely have to look elsewhere;
- existing inter-authority agreements (primarily, in London, through the London Libraries Consortium) may broaden the range of titles available without the need to use the ILL mechanisms;
- when a title is not available locally, the borrower may choose an alternative rather than apply to ILL;
- the cost of the service and/or time involved may be a barrier; and/or
- the service may not be sufficiently well-promoted.

Returns submitted by the fieldwork authorities show a wide discrepancy in levels of use. This is in part due to the fact that authorities were chosen partially on the basis of having varied levels of use. Items borrowed, for instance, vary considerably: from 6,768 borrowed by one inner London Borough to just 265 by another. The latter is a member of the London Libraries Consortium, and like the other members does not regard loans between member authorities as true inter-library loans as they do not have to be handled as such. All LLC authorities reported a considerable drop in inter-library loans since joining the consortium. This is significant as in another authority currently considering membership, the view was expressed that they wouldn't expect to see a noticeable drop as 'the boroughs are likely to all have similar stock'.

Authorities interviewed perceive, although have only circumstantial evidence to support this, that use is greater in more affluent areas where customer expectations of the service and awareness of the offer may be higher.

Time to supply book to customer

CIPFA statistics indicate an *average* time to supply inter-library loans to customers of London authorities of between 6 and 43 days, with the proportion of ILL requests satisfied ranging from 62.5% to 95%.

Sourcing the request

Whilst traditionally the rationale behind ILL is that one library on behalf of its customer borrows from another library, feedback from the fieldwork suggests that in some cases libraries prefer to source the book through Amazon Marketplace, or through their usual library supplier. This may be cheaper, and quicker, thereby speeding up supply to the customer and reducing staff time involved in the process. However one of the fieldwork authorities reported that such purchasing was regarded as unacceptable by corporate procurement rules so this isn't an option open to all at present.

Fee charged

Our fieldwork supports previous findings that while the charge for inter library loans is usually a token amount, charges vary significantly. The lowest reported charge for an inter-library loan was 70p, and the highest for standard inter-library loan items was £2.50. Many authorities charge less for certain user-groups, e.g. children, and extra for items obtained from the British Library, as the costs of doing so are so much higher. While understandable, this can lead to some confusingly complicated charging policies; to take one authority for instance:

- 50p self-placed for in-stock item (free for children & young adults)
- £1.00 for staff-placed in-stock (free for children, 50p young adults)
- £2.00 for not in stock items
- £3.00 for British Library items

The widest range within a single authority was one charging just 45p on collection of an inter-library loan item, unless the request is to be fulfilled through the British Library, in which case the customer will be called prior to the item being requested and informed that a £10 charge will apply (to cover the £9.90 British Library fee).

The Borrowing Library Loans Online report notes that: 'Although some stakeholders feel daunted, many feel that a common framework for some fines, fees and charges for participating authorities would be a pre-requisite for successfully implementing a Library Loans On-Line service.'²³

In the interviews it was clear that not all managers understand the costs/fees argument. One said that inter-library loans are 'good value for the authority too, as the revenue helps us meet our income targets.' When challenged about the need to balance the income against the charges and the staff costs it was explained that 'the expenditure is coded elsewhere', the implication being that, although there is a lot of staff time involved, this can safely be ignored when assessing the cost/value of the service.

The London ILL report²⁴ notes that, for London as a whole, the income received from customers amounts to around 4% of the actual cost. The fee charged for inter library loans must be viewed therefore as primarily a method of reducing demand, rather than a cost recovery mechanism, in the majority of cases.

London Requests Unit

Two of the authorities interviewed during the fieldwork are members of the relatively new London Requests Unit, a collaborative approach to inter-library loans. Governance is through a formal partnership agreement and there is a Board. Development cost were covered as an 'invest to save' initiative.

All requests for items not in the three library authority catalogues are placed with the unit who obtain item, whether purchased or borrowed. All branches have online access to their requests using Unity UK. The Unity

²³ Borrowing Library Books Online, MLA report at http://www.mla.gov.uk/what/policy_development/current_consultations/Borrowing%20Library%20Books%20Online

²⁴ Interlibrary loan costs and transaction charges, September 2004

UK system (VDX) has been configured to maximise the use of branch staff in the ILL and purchased requests process. Using the UnityUK (web-based) user interface has the following benefits:

- the ability for branch libraries to place requests directly, receipt, ship and return items. Requested items go directly to branches, significantly reducing the supply times.
- the ability for the Central Request Unit to authorise outgoing (borrower) requests
- the ability to integrate with the local LMSs to facilitate integration with:
 - circulation systems to negate the need to re-key each item in to the local LMS in order for the item to be issued to the patron. The NCIP and/or SIP2 protocols are currently being implemented and tested on each of the local systems (Lewisham – Dynix, Bexley – Sirsi, and Bromley – Vubis).
 - Z39.50 for ‘secret searching’ and automated rota building using the UnityUK DocFind process

OCLC are currently loading the data from the UnityUK physical union catalogue in to WorldCat.org and data indexed by Google. Participating authorities see WorldCat local as the opportunity for a tailored end user interface for London Requests which is to be discussed soon with OCLC.

The service was launched in June 2009, and authorities report that early indications are that as well as cost savings, the speed of supply has increased as well as the number of requests.

Several not involved in the London Requests Unit expressed interest in it, so expansion of this could be an easy win, assuming the member authorities are willing to expand – and the choice of name suggests that they are, as it was apparently future-proofed against exactly that. As one stock manager put it, ‘If anything is to be centralised, ILL could be it, creating a sort of clearing house for requests.’ Further authorities are likely to join in the next financial year, and an open day is being held in December 2009.

The establishment of London Requests has also been the trigger for discussions about other shared activity between the three participating Boroughs. They are currently in discussions to progress a joint stock unit for procurement, reserve stock and local distribution. The project is an equal partnership in co-operation and, it is hoped, a model for others to follow.

London Libraries Consortium

The London Libraries Consortium, which provides a shared library management system to its members (Axiell), operates in the same way as regards reciprocal lending between authorities, with significant savings achieved. Further information on LLC is given elsewhere in this report, and this consortium also hopes and expects to grow in the near future, both in terms of the number of participating authorities and in terms of the breadth and depth of joint services offered.

Other inter library loan issues

See Appendix B for detail on reserve stock and national and regional inter library loan schemes.

3.5. Baseline costs

As well as the caveats given in our research section above – emphasising that cross-London figures cannot be applied as an average to any given authority, and there is wide variation between authorities – we would stress that due to the fixed or semi-fixed nature of certain costs, overall cost figures are less useful than detailed process- or activity-based costs. This is because accommodation costs and central recharges, as well as the costs of direct ‘buy-in’ to internal services such as transport, can be much harder for library services to control than direct staff and process costs. In some cases, it will be hard to influence costs in the foreseeable future – accommodation costs in particular. This means that process, workforce, and direct costs are the most critical.

Procurement

Our research indicates an estimated total cost of proactive procurement across London library authorities of £6.2m. This represents an additional 37% on top of direct spend on stock of £16.8m. An 'average' local authority in London probably spends just under £200k on the procurement process, spread across a number of fixed and variable costs and a large number of staff spending varying proportions of their time. Our findings suggest that the average number of staff engaged in the whole process of proactive procurement from demand through all activity to put the book on the shelf is approximately 4.25.

Reported procurement costs per head of population vary from 13p to £1.87, per acquisition from 45p to nearly £10, and as a proportion of direct spend on stock, from 4% to 82%. There are a number of reasons why direct comparisons are invidious, since more time spent to select better, more effective, popular stock might be a better investment than simply flooding the shelves with any old book.

To further emphasise the risks inherent in looking at raw figures which are hard to compare, if each borough in London could reach the average costs of the five lowest cost authorities from our research, the total overall saving on proactive procurement across the city would be over £4million. While this is unlikely to be realistically achievable, it does show is that there is significant and material variation in practice and costs. Our analysis in the gap analysis section below focuses on directly controllable costs and segments authorities according to the degree to which they represent 'good practice' in this area.

Inter-library loans

The fieldwork threw up a wide level of discrepancies in terms of costs between authorities, linked to very different working practices. Factors affecting costs appear to include:

- Levels of staffing involved in the process (both numbers and grade);
- Numbers of ILL items borrowed; and
- Proportion borrowed from expensive sources such as the British Library.

Many of the discrepancies however are likely to be due to different ways of understanding and calculating costs, especially where these are seen as a percentage of the overall costs of procurement (i.e. when the use of premises, transport, staff time is split between different functions). Our detailed analysis suggests that it is largely arbitrary to try to separate inter-library loan process costs from the costs incurred in responding to requests and reservations in other ways, since inter-library loans are simply one potential supply route.

We have identified the total cost of responsive procurement across London as approximately £3.5m, with a likely approximation of ILL costs as £900k. This gives £28 per item (within the range estimated by a SELPIG report, and the Feasibility Study, of £15-£100).

We estimate that there are already around 75,000 reciprocal loans (between library authorities within LLC or London Requests) per annum, with an approximate cost per item of £7, and that the cost of handling of a request or reservation fulfilled by holding a borrowed item or from within an authority's own collection is approximately £2.10. Note that this latter figure averages out a likely higher cost to purchase an item (and service and enter into catalogue) and much lower costs to manage the process of reserving an item out on loan, or making available an item from reserves.

The Feasibility Study estimates that ILL costs London libraries approximately £1-£2m annually, based on individual costs of between £15 and £100 per book²⁵. In comparison, the average cost of an ordinary loan (total library expenditure in London divided by total loans) is £5.43 for 2006-7. It follows from these estimates that total ILL costs may amount to around 1% of total library expenditure, and yet only concern 0.1% of total loans – i.e. roughly speaking an ILL is ten times the cost of an ordinary loan.

²⁵ Feasibility Study, p29

3.6. Technical and standards landscape

Set out below are brief notes from the desk-based research on the relevant technical aspects. This is followed by a more general discussion on the technical standards landscape.

Book Industry Communications (BIC)

Book Industry Communications (BIC) is the body responsible for developing and maintaining EDI standards for libraries and the book trade in the UK, funded by CILIP, the British Library, the Booksellers and Publishers Associations, among others. As well as developing a classification schema and EDI standards, BIC runs the e4libraries project²⁶ which offers accreditation to those in the library sector who achieve best practice in the automation of library processes and compliance to standards. Existing holders of the e4libraries accreditation include:

- Libraries: Essex, Middlesex University, Norfolk, Sutton, Westminster;
- Library Stock Suppliers: Askews, Bertrams, Coutts, Dawsons, Holt Jackson, Peters, YBP; and
- LMS suppliers: Axiell (DS), Infor.

Electronic Data Interchange (EDI)

See Appendix G for further details of EDI. The Feasibility Study notes that EDI 'reduces the reliance on manual processes and re-keying' and that while 80% of survey respondents use it to some extent, only 2 out of 19 respondents used it for invoicing²⁷. Savings of up to 50% of acquisition staff have been reported.

RFID

The BIC *E4Libraries* report²⁸ sets out a number of issues concerning RFID. The report is now out of date and is being re-written for re-publication in 2010, after the publication of the new data standard. Things have changed dramatically since the first report was written, and these changes are indicated where relevant in Appendix F. As this report was being finalised, news broke of a supplier alliance to support the new international standard for RFID.²⁹

RFID is not 100% reliable, as it depends on the position of the book relative to the reading device, as well as whether there are other books in the proximity. Thus, while RFID enables self-service checkout, it is not ideal for stocktaking, as the books are lined up one against another on the shelves.

Delivery and administration

The PKF report notes³⁰: 'Having received delivery of the books, library authorities reconcile the books to the invoice, enter the invoice onto the library management system and then pass the information to the Library authority finance function that also inputs the data. It is rare for the library management systems to be linked directly to the authority's finance system.' Further details on this point are given in the options below.

The competitive supply market

In terms of technology and systems, London public libraries, like the rest of UK public libraries, get their Library Management Systems (LMSs) from a handful of vendors³¹, their bibliographic records from a small number of providers³², the majority of their books are supplied by a couple of library suppliers³³ and their ILL infrastructure is provided by a single vendor.³⁴ It is a small, static or even shrinking market. There is some

²⁶ <http://www.bic.org.uk/e4libraries/>

²⁷ Feasibility Study, p26

²⁸ BIC E4Libraries Project Scoping Report, pp15-17

²⁹ See 'RFID Alliance to unlock library potential' at <http://www.mickfortune.com/Wordpress/?p=162>

³⁰ PKF report, p42

³¹ Main players are Axiell (formerly DS in the UK), Infor, SirisDynix and Talis, with Civica a growing presence.

³² BDS, Nielsen and Talis, with Bowker also providing significant 'enriched' content to improve the user experience.

³³ The CILIP Annual Buyer's Guide Directory lists a total of 11. Bertrams and Askew dominate public libraries.

³⁴ OCLC –Via the UNITY UK service operated in partnership with the Combined Regions

growth around newer technologies such as RFID and e-books but there is no recent evidence of disruptive innovation which would generate new *de facto* standards.

The ability of libraries to influence the market is very limited. In terms of overall book (print or e-books) sales, public libraries are insignificant. Some supply chain innovation, for example 'supplier selection', is taking place but it has made little impact overall.

Outside this 'conventional' library market, the wider 'library function' business is booming. Google and Amazon record strong growth despite a recession. But notwithstanding this growth the CEO of Amazon Jeff Bezos said his company still has a long way to go in improving operating efficiencies. 'We find that we are doing every operation we do in sub-optimal ways' and he sees scope for significant improvement.³⁵ Clearly then there ought to be scope for improvement in London public libraries. One way to do this is through standardising process and the use of technical standards

Recent changes in the library IT supplier environment have shown continuing instability, with takeovers, three LMS suppliers owned or financed by investment capital, RFID-LMS partnerships changing, rumours of one LMS supplier in financial difficulties, and another facing legal challenge and having lost top executives in recent weeks.

The importance of standards

The benefits of standards are well known; where well-defined and effectively adopted, they ensure that the 'normal' approach is an efficient and effective one, and they provide a platform for competition which can generate significant efficiencies. As well as book trade examples including the introduction of ISBN by WHSmith in 1966 (later adopted as a national then international standard), a recent high-profile example is of the adoption of standard mobile phone chargers,³⁶ which if widely adopted as seems likely will reduce customer costs and inconvenience and significantly reduce environmental waste.

'Libraries are in a unique position to take advantage of standards as compared to many other institutions. Unlike banks, or manufacturers, or retail businesses, libraries are not in competition with each other. Libraries also have the motivation for standards. Like state pensioners, libraries exist on fixed incomes that notoriously do not keep up with inflation. Standards create efficiencies both for libraries and for the vendors who serve them'.³⁷ However most library standards remain just that – *library* standards. For example MARC, NCIP, Z39.50 etc, are not used outside the domain. The adoption of EDI is increasing in libraries but EDI itself is now being based on newer, web-based, technologies such as web services. If libraries are to make significant improvement they will need to go beyond the wider adoption of library standards and embrace more fully web technologies and web scale.

One challenge is that libraries can only access the technology through the systems provided by the market. The market shows little sign of embracing web technologies in this area, primarily because much of the supply chain doesn't support it. How can a single library or group of libraries persuade a US, Swedish or Australian based company to embrace web scale and technologies?

³⁵ In April 2009, Amazon posted net income of \$177 million, or 41 cents a share, a 24 percent increase from the same period last year. <http://sn.im/amazonprofits>

³⁶ Universal phone charger OK'd on cent news 24 October 2009 http://news.cnet.com/8301-1035_3-10382654-94.html

³⁷ 'Libraries and Standards.' By Karen Coyle. The Journal of Academic Librarianship, Volume 31, Number 4, pages 373-376. Preprint available at <http://kcoyle.net/jal-31-4.html>

Web scale

Services like Google and Amazon succeed because they are able to leverage the massive efficiencies of scale inherent in the web. Libraries lag massively behind in adopting this approach. Significant opportunity however may exist in moving operations up to 'the network level' or 'cloud'. In a 2008 article in Ariadne,³⁸ Janifer Gatenby of OCLC explored the benefits of moving data from different local systems to the network level to manage acquisition of the total collection as a whole and in combination with libraries operating as a consortium – a shared services approach. She suggested that much data currently held locally could be held 'in the cloud' and be shared to achieve significant efficiencies: 'As library collections are increasingly shared, there may be significant advantages (in terms of both cost and efficiency) in moving more acquisitions data and processes to the network level where they can be shared'. She went on to say, 'Storage and budgetary demands are pressing libraries to collect, digitise, store and preserve collectively' and, 'At first sight, the supplier file (including providers, vendors and licensors) is an obvious candidate for network level data. Typically, ILS systems have discrete files including suppliers' names, physical and electronic addresses, contacts and other such information that are manually keyed and maintained in each instance of an ILS.'

In summary, whilst there are opportunities for efficiencies in increasing use of existing standards and adopting existing best practice, this approach will almost certainly not deliver the scale of change that London libraries need to be competitive in a fast changing world. Collective adoption of standards is necessary but is not sufficient to transform the user experience and reduce costs.

³⁸ 'The Networked Library Service Layer: Sharing Data for More Effective Management and Co-operation.' By Janifer Gatenby. Ariadne Issue 56. 30-July-2008. <http://www.ariadne.ac.uk/issue56/gatenby/>

4. Gap analysis

4.1. Good practice

Our research identified numerous examples of good practice, inside and outside London and the UK, within individual authorities and across authorities, which are given below.

In terms of an individual authority and based on our extensive research, we would identify good practice as:

- Selection based on detailed stock use analysis and understanding of customer and community profile, as well as good insight into publishing trends and national and local sales, which makes effective use of third party selection while retaining intimate staff knowledge of the stock;
- Good breadth and depth of stock;
- Full EDI procurement with integration to local authority finance system;
- Purchasing through a consortium contract;
- Adherence to below NAG minimum standards and BIC classification;
- Standard approach to cataloguing;
- Fulfilment of requests not available in the authority through purchasing or reciprocal borrowing (as appropriate), not inter-library lending; and
- Customer access to a browseable catalogue which links to other suppliers and provides instant access to live stock holdings across a number of authorities and creates 'collective intelligence' through reviews, recommendations, and feedback on activity.

No authority yet approaches this 'ideal vision', but several are moving in the right direction.

Stock use analysis

There are a number of methods for stock use analysis, from self-developed spreadsheets through to integrated analysis tools in Library Management Systems. Some of these are well developed, but the market leader is a stand-alone product, SmartSM from Bridgeall, which makes active recommendations around stock procurement and management.

Despite a reported annual license cost of £11k, this product clearly meets a need as it has been licensed to a large number of authorities in the UK. At present only two London library authorities have subscribed, but we understand that discussions are advanced with a number more. Some authorities prefer their own solutions, and a new market entrant is Nielsen's LibScan, which provides data on lendings across library authorities (and complements their BibScan product which provides book sales data). Other providers are developing or have developed similar products, but the SmartSM example shows that there can be real and direct benefits from active stock use analysis. Bridgeall claim their product provides:

- The ability to identify overstocked Dewey range areas – they say their customers on average were spending £30-40k per annum buying unpopular stock in areas already well provided-for;
- A sustained 23% increase in stock turn (the number of times each individual item is issued); and
- Time savings in stock management of around three full time equivalent posts.

In addition, this product can be integrated with certain RFID readers to support stock tidying and management, and is one method that could potentially enable harmonisation of collections and categorisation.

Full EDI procurement

The Feasibility Study notes that Havering has 'reduced the costs of putting a book on a shelf from £5.46 prior to LLC, to £3.35 with the first tranche of changes, and by implementing full supplier Selection, EDI Orders, Quotes, Acknowledgements, Invoice and a full payments interface to £0.62.'³⁹ This example of process improvement through automation still stands out as solid good practice. The process improvement steps are set out in the following slides from an LLC presentation:

Diagram: original ordering process with no EDI

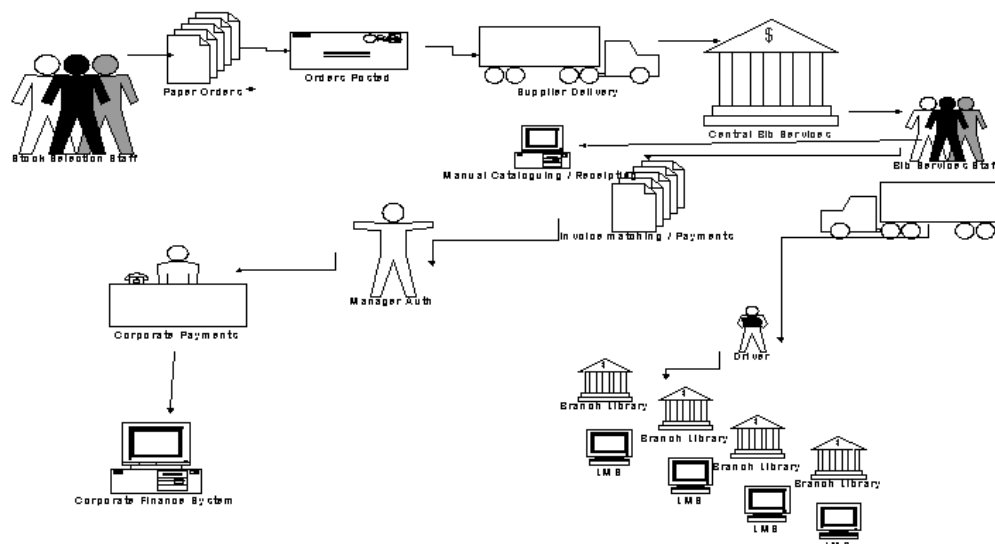
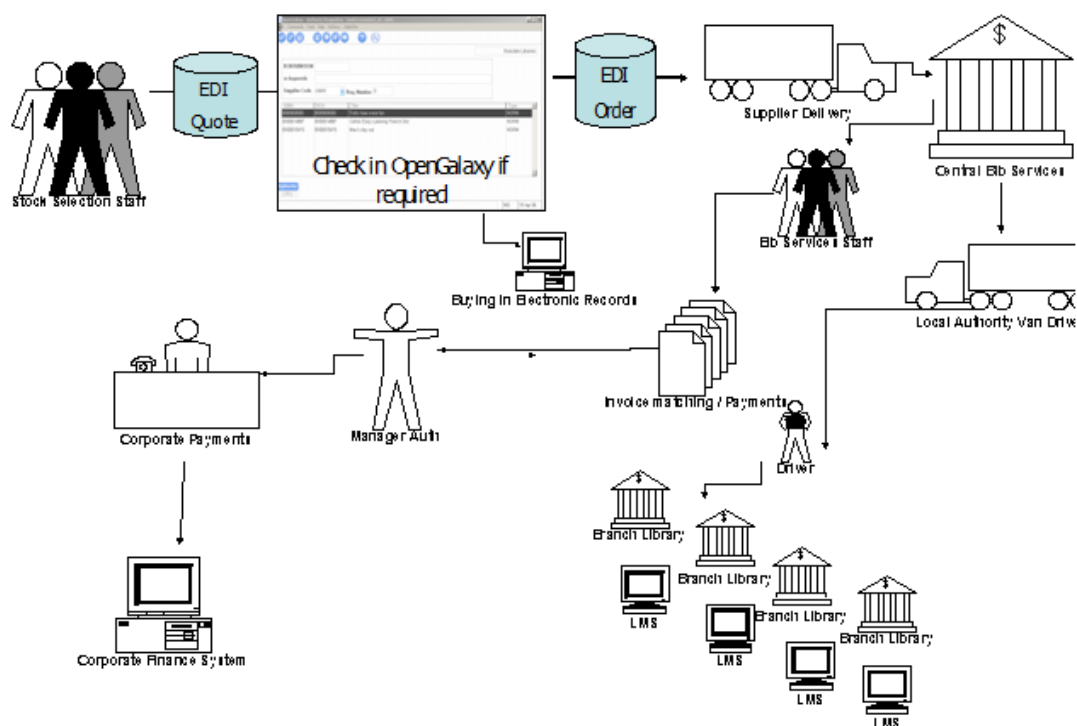
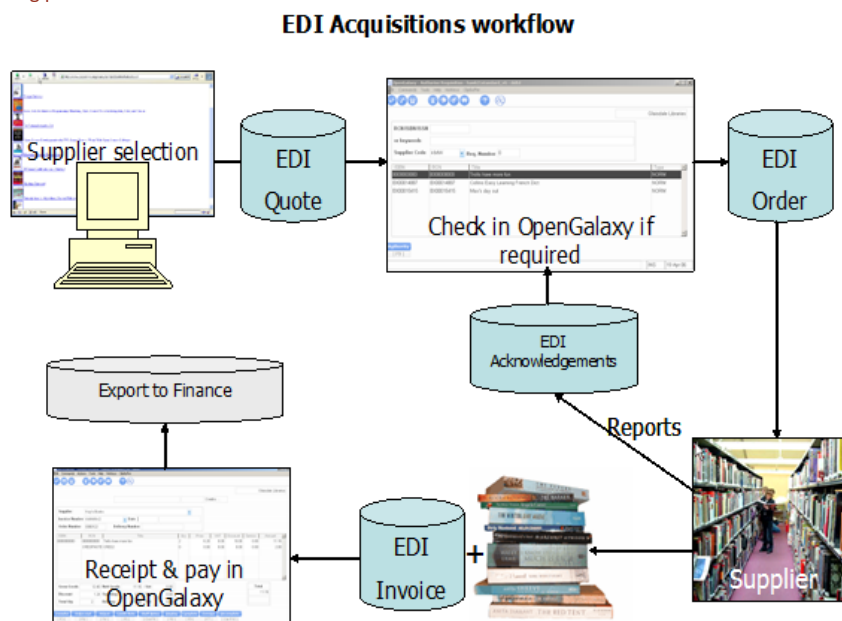


Diagram: ordering process mid-way through improvement



³⁹ Feasibility Study, p25

Diagram: final ordering process with full EDI



Consortium ordering

Buying through a consortium should provide better value stock for the reasons identified above, and provides further opportunities for collaboration and innovation as can be seen below. It should be noted that of the four authorities we identified in our research that appeared to have consistently the best outcomes and lowest costs across the board, two were consortium members (of different consortia) and two others complied with all other examples of best practice, but did *not* purchase through consortia. This shows that while there are significant opportunities still to be taken for savings through collaboration, good procurement (through contracting) *can* be achieved by an individual authority. The additional costs involved in such procurement exercises (typically undertaken every three to five years) were not captured by our research.

The London Library Consortium

The Feasibility Study gives a good overview of the largest consortium in London: 'The London Libraries Consortium has 10 members [now 12 and likely to grow further] and comprises a stock and an IT consortium. [Not all members are also stock consortium members]. Members of the consortium have reduced hardware and software purchasing costs – but the LLC also joins up both front and back office systems in that customers can use one card, to access one catalogue and use any access point across all the Authorities.'⁴⁰

The consortium is managed by Board that takes the strategic lead. An Operations Team and several specialist teams deal with the operational issues. An important initial success factor for the DS Galaxy system was its good consortium capabilities and flexibility in accommodating all sorts of local requirements. This was important in enabling the partners to operate within their local policies. However as experience is gained and confidence grows in the consortium, the benefits and efficiencies of standardisation become more apparent and new partners join on this basis.

Current priorities and plans are identified in outline as:

- More LLC Partners
- Shared Bib Services
- Shared Reserve Stock
- Shared ILL

⁴⁰ Feasibility Study, p11

- Shared Transport arrangements
- Agree our fit with *Better Stock Better Libraries*

The reduction in procurement costs by Havering, the lead borough, is given as an example of good practice above.

SELPIG and CBC

The South East London Performance Improvement Group of libraries has been in existence for over twenty years, sharing resources and expertise. Its principle interest for the purposes of this study is the set-up of the London Requests unit across three SELPIG boroughs, though it also has a resource sharing group which looks at similar areas to those identified above by LLC, and has produced several high quality reports and analyses on procurement, inter-library lending and shared collections in the past. In the past SELPIG also provided a stock procurement consortium, but members have now joined the Central Buying Consortium, the largest local government purchasing consortium, to which a number of other London library authorities also belong.

SELMS

The South-East Library Management consortium, like LLC, provides a hosted library management system (in this case Civica Spydus), reciprocal borrowing, and provides customers with the ability to borrow items and return them to any library in the SELMS consortium. Current members include one London authority, Hammersmith and Fulham, and eight others in the south-east. It is understood that one additional London borough is likely to join in the near future.

Other consortia and access approaches

See Appendix B below for further information on relevant approaches in the UK and overseas.

4.2. Gap analysis and impact

Based on the 28 returns of our questionnaire which were sufficiently complete and comparable, we are able to identify the likely cost of non-compliance with good practice in a number of areas. These are principally issues under the control of library authorities themselves, and which in many cases serve as necessary 'stepping stones' for achieving more strategic change. The authorities were categorised according to whether they were consortium members, used supplier selection extensively, and had full EDI implementation or not, as these were the elements which most directly demonstrated an impact on staff costs within the proactive procurement process. The number of authorities fitting into each category are given in the table below.

Figure: breakdown of 28 library authorities by cost-critical good practice elements

Consortium Supplier selection Full EDI	Consortium Supplier selection No full EDI	No consortium Supplier selection Full EDI	No consortium Supplier selection No full EDI
7	6	2	1
Consortium Not supplier selection Full EDI	Consortium Not supplier selection No full EDI	No consortium Not supplier selection Full EDI	No consortium Not supplier selection No full EDI
3	6	3	0

Of the 28 authorities analysed, 54% operated full EDI, 77% were members of a procurement consortium, 57% extensively used supplier selection, and in addition, 61% adhered strongly to the NAG minimum servicing standards.

Our findings suggest that the following potential annual savings can be made by authorities that have not yet implemented certain elements of best practice:

Action	Potential annual saving (estimate)
Implementation of full EDI	£30k
Procurement consortium membership ⁴¹	£15k
Wide use of third-party or supplier selection	£15k
Strong adherence to NAG minimum servicing standards	£15k
All of the above (i.e. if a service currently has none of these)	£75k

These potential savings are based on detailed process knowledge and analysis of the verifiable impacts on cost across the libraries survey of each individual part of best practice – a 'bottom up' analysis. Overall, our 'top down' analysis on the gap between authorities using best practice and those not indicates that there is a potential saving on controllable costs of between £90k - £135k between the least and the most expensive authorities (size of authority was not found to be a determining factor). This demonstrates that the potential savings for individual elements of best practice are relatively conservative estimates.

⁴¹ Note that as previously identified, two very high performing authorities with low costs are not consortium members, so there will be some authorities who may already have achieved this particular cost saving without consortium membership.

5. Options and recommendations

5.1. Introduction

Based on our review and stakeholder feedback, including an initial options appraisal, a set of 18 options, in four groups, have been developed which fit into the overall categories as follows:

- **Short-term best practice (tactical)** – a set of efficiency and standards recommendations (A) to bring the majority of London libraries up to best practice in areas which are under the control of individual library authorities. These are considered to be ‘foundational’ steps which need to be achieved in order to move forward with more ambitious goals for joint working, cost reduction, and service improvement;
- **Medium-term goals (strategic)** – starting with shared management information (B) and beginning to introduce shared resources and activity (C) which generates efficiencies by treating London stock as a common resource; and
- **Longer-term vision** – options are focused around one of the most feasible initial steps, creating a shared access platform to London stock (D) which can genuinely provide opportunities to take advantage of the scale of London and, by enhancing the customer offer, open up wider strategic opportunities.

These projects do organise into a rational, stand-alone programme; however they will be immeasurably stronger as an integral part of phase 3 of the London Library Change Programme alongside other strands. This is likely to have implications for timing and feasibility. These projects and the whole programme must be communicated to members with a clear focus on both savings and the benefits they can deliver to the public.

5.2. Overview of options

The goals of each of the groups of recommendations are set out below, along with an overview of the options and key interdependencies. Further details of options are given in Annex 3 below.

Note: as per the project brief, these recommendations refer only to printed books. Much more work needs to be done to consider the huge impact of electronic/digital resources. This issue is of keen interest within and beyond the profession, and future initiatives, including Phase 3 of this programme, should take account of this interest, and of the challenges and opportunities for libraries which these resources present.

Group A: Efficiency and standards

Goals:

- Library services maximise the efficiency of their procurement processes; and
- A standards-based ICT strategy is set out that maintains innovation and competition while increasing efficiency internally and for joint working.

Options:

- **shelf-ready stock & EDI (1)** – bringing all authorities to good practice for procurement ‘automation’;
- **third party selection & consortia (2)** – a further step in good practice which, if adopted effectively in a number of London authorities, could produce better results from existing suppliers and open up the opportunity of innovation in supply of selection services;
- **LMS-Finance interoperability (3)** – a further and often more complicated step to save money and improve speed of supply; and
- **common ICT & RFID strategy (4)** – a cross-London agreement on minimum standards for future procurement and development that can form a platform for future joint working.

Interdependencies:

- Unless this group of options is taken forward decisively to prove that library services can get the basics right, there is unlikely to be strong political support and support from Capital Ambition for other more ambitious options;
- Without effective EDI implementation, shared acquisitions (13) will be unachievable; and
- Without a shared ICT strategy, the opportunities in groups B, C and D will probably be impossible to achieve, and the significant customer and cost benefits of compatible RFID will not be achieved; there should not be significant further investment in RFID until it is clear that the products being bought will comply to the new international standard.

Group B: Shared management information

Key goal:

- Management information related to stock is shared effectively across London library authorities

Options:

- **improved demand analysis (5)** – working together to improve understanding and insight into non-user needs, failed searches, requests, and visits, and existing stock use; and
- **shared stock performance management (6)** – development of (5) to enable analysis to be done in one shared centre to drive and monitor effective stock editing, rotation, and procurement for all participating authorities.

Interdependencies:

- Requires significantly improved ICT and integration, through purpose-designed software and, for shared management, systems that can communicate with each other.

Group C: Shared resources and activity

Key goals:

- The best reciprocal use is made of London library authority resources (stock)
- Activity is undertaken on a shared basis where it provides cost and service benefits and flexibility can be retained
- There is one cost-effective solution for stock logistics cross-London, including direct delivery to customers

Options (earlier phase – C1):

- **reciprocal borrowing (7)** – borrowing of the majority of stock not on shelves from within London rather than through formal inter-library loans (as some, particularly LLC, do at present);
- **shared ILL function (8)** – sharing the expertise and resource to manage any necessary incoming and outgoing inter-library loans (as London Requests do at present);
- **shared cataloguing (9)** – standardised and shared catalogue data bought and licensed across all partners from suppliers, with shared resource for metadata creation where data cannot be bought, and cataloguing of reserves and special collections where required; and
- **pan-London logistics (10)** – one cost-effective solution for stock logistics cross-London.

Later phase options (C2):

- **shared reserves/collections (11)** – reduction of costs and improvement of public access to all stock through review and co-location of collections, removal of unused duplicates, rationalisation of storage space, cataloguing where appropriate, and a shared collection development approach;

- **shared stock management (12)** – development of (6) above so that one unit directs stock management activity across participating authorities and manages against their strategic goals;
- **shared acquisitions (13)** – development from (12) above which achieves strategic commissioning of stock; participating authorities set their outcome requirements which are managed by one unit or agency from acquisition through to stock weeding and editing; and
- **direct delivery to customers (14)** – delivery of stock to customer homes.

Interdependencies:

- Dependent on (B) above, offers the opportunity to bring together specialist selection and editing teams to develop (2) (third party selection), and later options (particularly 12 and 13) are dependent on (6).

Group D: Shared access platform

Key goal

- There is one effective, interactive platform for access to stock information across London

Options:

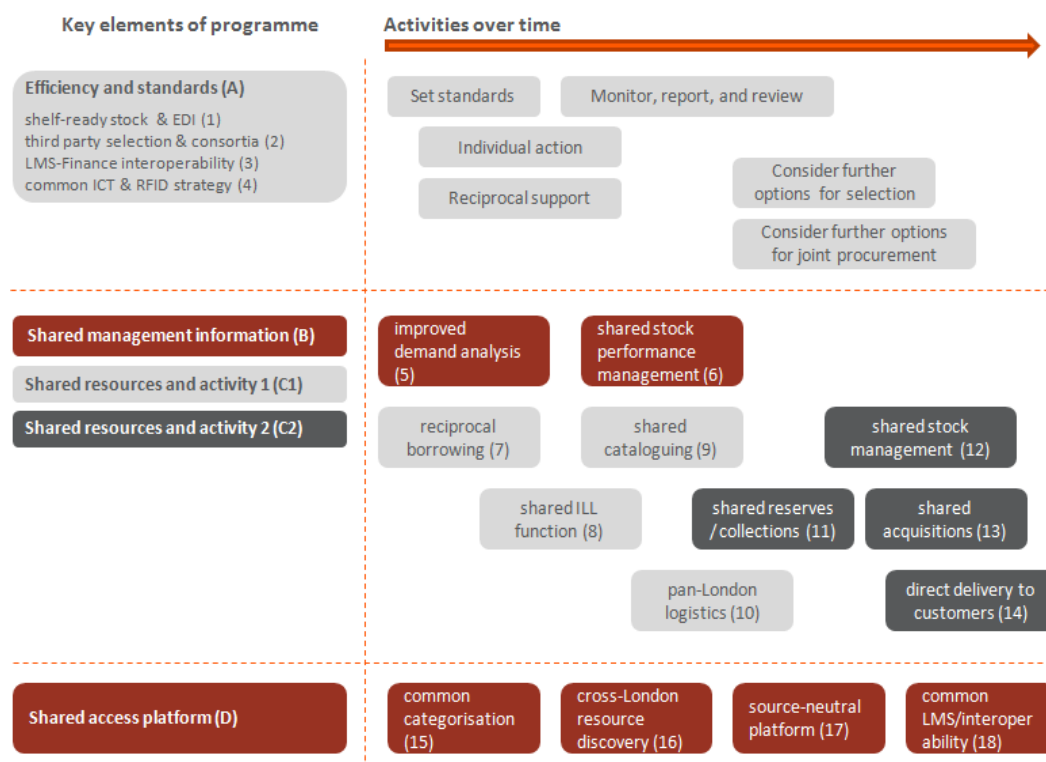
- **common categorisation (15)** – one approach to categorisation of stock across London, using existing standards and developing new areas, including categorisation mapping to rationalise the use of existing and older categorisation schemas;
- **cross-London resource discovery (16)** – one effective online mechanism for searchable, browseable, interactive and permeable access to the stock of all participating authorities;
- **source-neutral platform (17)** – an extension of (16) above to provide direct access to fulfilment routes outside London libraries (other libraries, services such as ReaditSwapit or Bookit, retailers such as Amazon and Amazon Marketplace, which users may find better suits their needs; and
- **common LMS/interoperability (18)** – continuing to develop (1), (3), and/or (4) to maximise the benefits of integration between library management systems, which could include joint procurement of a library management system for all participating authorities in the way LLC and SELMS have done.

Interdependencies:

- Dependent on (1), (3), and (4) above; common categorisation critical for both (18) and effective development of C1 and C2.

5.3. Organisation into action plan for programme

Based on the key relationships and dependencies, the following sketches out the way in which the options and key actions might be organised over time. These options will be further prioritised and appraised at the stakeholder conference on November 13th 2009, and following this event a full programme proposal for phase three will be drawn up across procurement standards, inter-library loans, workforce, and any other issues identified.



5.4. Programme considerations

In order to take this programme forward effectively, strong and determined political support based on buy-in to the cost savings and service improvements identified will be required. Custom and practice have developed in a number of divergent ways in different authorities. The individual benefits of each change do, on our analysis, seem to outweigh the cost of change, yet in the pressurised situation in which local government now finds itself, small incremental changes risk being lost in the drive for big, urgent change. There are two reasons to resist this. First, this many different and inefficient systems and processes are not good for the profile of London libraries, not do they help in influencing decision makers – London libraries need to speak with one voice to good standards and reliable information, making use of technology, EDI and supplier selection whilst leaving room for informed local decisions. The current situation risks diverting attention to the ball and not the game. Second, the initial somewhat difficult small changes open up the opportunity for much bigger and more radical changes in future, and for taking the initiative to make the service modern and relevant rather than being forced into a reactive role.

A selection of the key thoughts captured from senior stakeholders at the end of the day of scenario planning for London libraries is very relevant here:

- Doing nothing really is **not** an option!
- The more radical and effective we can be, the more chance we have to influence our future
- We need more discussions/planning on real implications of technology – our digital offer is more important than our presence on social media
- Develop open access
- Treat our stock as one stock
- Share the transportation and storage of books
- Theme in our scenarios: be more robust on getting the workforce we need

- A cross-London ICT strategy
- Think about a complete shared back office...

In order to take the initiative and deliver real change, a memorandum of understanding will be required and, in our view, a responsible deliver body which is backed by all but is not an individual local authority. There will need to be further piloting and business case development, major culture change in the workforce, and real market testing to convince political leaders. Serious attention will have to be paid to the impact of this work on other shared services work within and between local authorities. However it is important to say that this is exactly the kind of opportunity for real collaborative change which Capital Ambition exists to support, and that one of the goals of increasing the influence and reputation of London libraries is already beginning to be realised. All eyes are on London and all, including key national stakeholders like the MLA, are aware that what London libraries do next will have real implications beyond London.

5.5. Accountable delivery body

Existing consortia, particularly LLC, offer a tried, tested, and effective route to shared resource discovery. However, it is almost impossible to see that LLC will encompass all boroughs-- so some degree of interoperability with other systems and approaches will be necessary. It will also be important that the governance of any cross-London work or service delivery is provided by a properly constituted and accountable body. The technical issues can, we are confident, be overcome if someone or some body has the will and the power to enforce change. Self interest is the only way to persuade suppliers to accept a shared set of standards, as demonstrated by developments in the standardisation of RFID. But the question is 'who gets fired if it's not achieved'? While this is perhaps not the time in our public service history to create new bodies, accountability (hand in hand with market testing) needs to be vested somewhere.

Alongside this, further direct support for collaboration is required, including a shared space to share technical analyses and decision-making papers, a Standards Board reporting to the LLCP board or a future responsible body, and peer support to implement the changes identified.

There has been significant recent discussion around the possibility of commissioning of library services and the development of a 'mixed economy' of public, private and Trust provision. London leads the way in this field with John Laing (a private sector company) delivering library services for Hounslow, and while there are currently only three library trusts nationally (Glasgow, Luton, and Wigan), this does appear to be a viable non-profit model for the delivery of library services.

5.6. Further business cases and pilots

RedQuadrant recommend that a match funding pot for pilot opportunities is identified to support innovation in line with the recommendations around:

- Public access to stock across multiple authorities – to develop a more useable and flexible public access catalogue, with a focus on future inter-operability with other catalogues, especially that of the LLC;
- Demand and stock analysis across multiple authorities;
- Shared stock management functions across multiple authorities;
- Further reciprocal borrowing and shared inter-library loan service;
- Shared logistics; and
- Direct delivery to customers.

And that these are used to further develop action-focused business cases in these areas. These pilots should be planned and undertaken on the basis that they are the proof of concept for quick London-wide action.

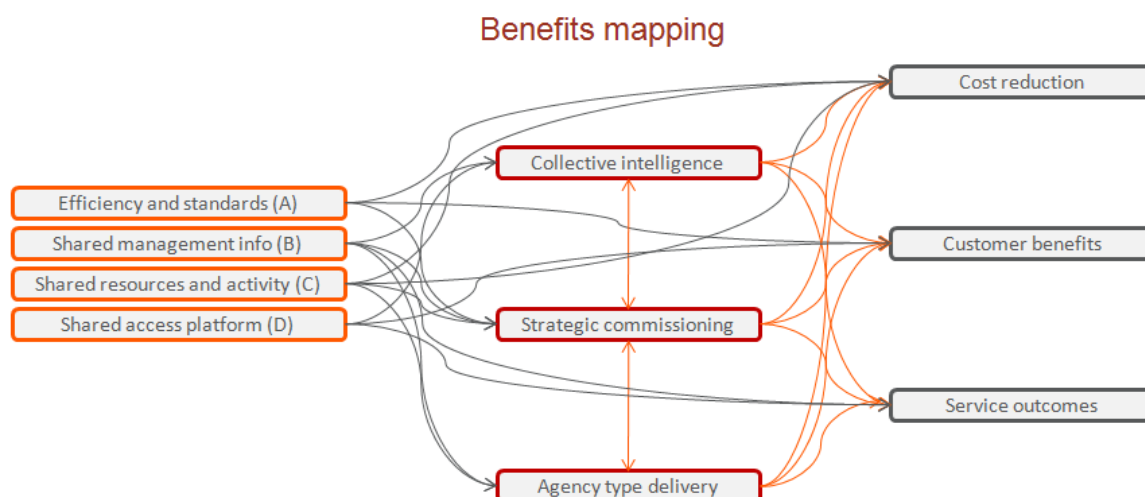
5.7. Workforce implications

The requirement for workforce development and change was a strong feature in our fieldwork and in the scenario planning event. Stock servicing which is pulled in the direction of staff needs more than user needs, and library services as a whole are relatively disempowered when it comes to managing the ICT which is so crucial to the service. An example of the latter point is that at a recent presentation on standards and why the lack of them could be a serious threat to service delivery, one senior and respected figure was forced to respond 'It's all a bit complicated isn't it? I'll try to write that up and get [my supplier] to check it...'

On a broader scale, in order to implement any programme of change, particularly where joint management is part of the solution, staffed engagement and analysis of staff development needs is always critical. Changing culture requires clarity of purpose and then clear messages; to understand differences and where they actually work, and build on what is working well. Our experience of transformation in the public sector is that engagement of staff is critical, and in order to maximise the likelihood of success, change needs to be more 'bottom up' and emergent from customer and staff needs than top-down and imposed. Involving the staff who are doing the work through a steering group that looks at the 'how' both improves the chances of success and leaves heads of service to focus on the 'why' and 'what'. Fortunately, our experience in library services also demonstrates that when staff are engaged and empowered, they can be powerful advocates for effective change.

5.8. Benefits mapping

For the London Libraries Change Programme phase 3, it will be important to map and track the benefits sought, whether financial, service improvement, or other intermediary goals that contribute to achieving these. The diagram below looks complex, but simply shows how the groups of recommendations (A, B, C, and D) contribute to cost reduction, customer benefits, and better service outcomes either directly or through the intermediate benefits.



It is worth noting that the intermediate benefits identified above are a powerful combination for driving improvements in government services – collective intelligence and strategic commissioning/agency type delivery:

- **Collective intelligence** is defined⁴² as 'a shared or group intelligence that emerges from the collaboration and competition of many individuals'. Essentially, anywhere that people make decisions on a regular basis, where this data can be captured at scale and moved to a platform where it can be analysed and commented on, and decisions can begin to change based on this analysis, is fertile ground for developing collective intelligence. The combination on Amazon of purchase data,

⁴² See http://en.wikipedia.org/wiki/Collective_intelligence. We hope that the reference to telepathic cyborgs in the fourth sentence of the Wikipedia definition does not undermine its authority and usefulness.

automatic recommendations based on purchasing and viewing patterns, and user comments and reviews, is one such example. Such services are very rare in the library world because (especially in the UK) library services remain *fragmented*, as in London. Dave Pattern is famous for his work at the University of Huddersfield and the JISC MOSAIC project (was the TILE project) is trying to move this 'up-scale' for Higher Education. If used appropriately (suitably anonymised) and on a large scale (with London being a useful start), this collective intelligence could greatly enhance the user experience and drive a number of improved services and efficiencies; and

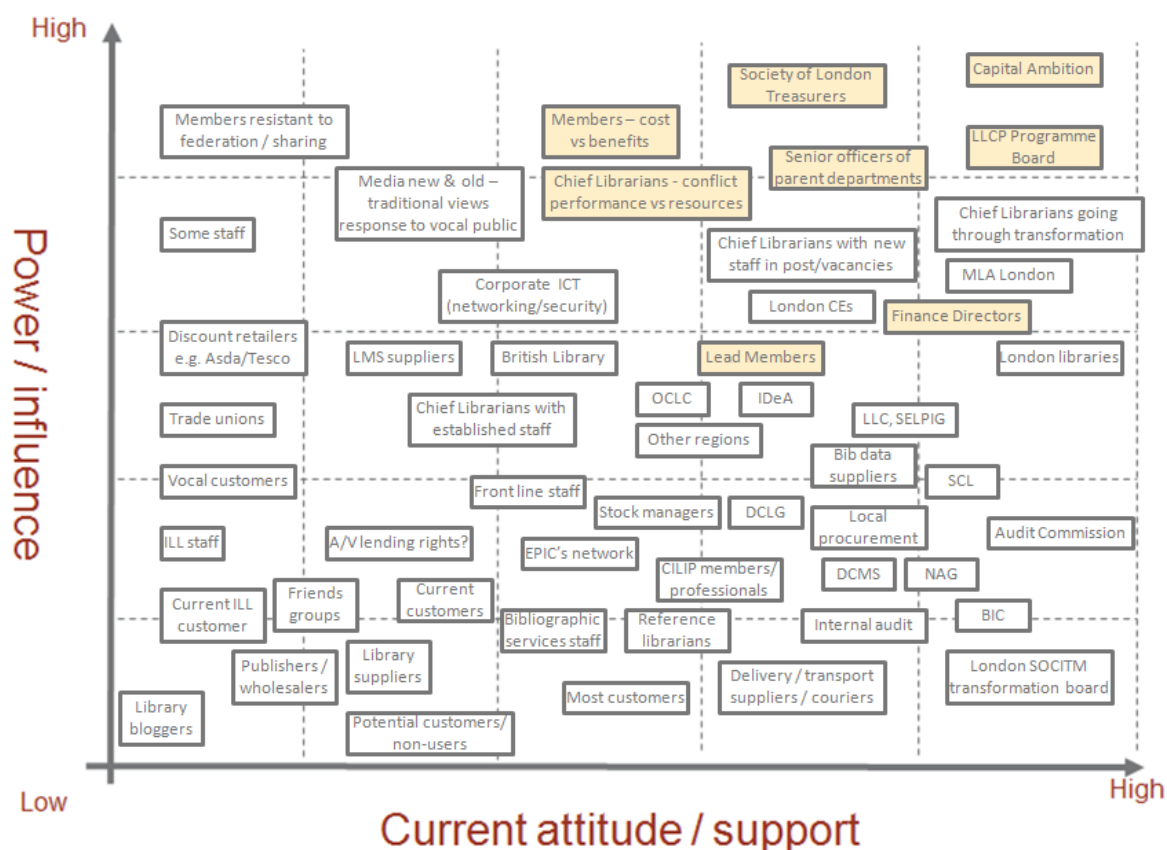
- **Strategic commissioning / agency type** delivery refers to a situation where, rather than providing services or buying the provision of specific services, a government body commissions other organisations (usually with no bias as to what sort of organisations these should be) to work to achieve strategic outcomes, giving them much greater freedom to innovate and rewarding them in relation to outcomes achieved. A small-scale example would be specifying the breadth and depth of collection you want in a particular category of stock at year end, and entering into a supplier selection contract. A larger scale example would be to identify all the outcomes you want from stock (visits and issues from particular community segments, social impact through stock such as prescription for health etc) and managing an organisation supplying all stock services on that basis.

A combination of the two approaches identified above has obviously strengths in terms of being able to generate a system which, through collective intelligence, efficiently identifies lots of useful information about what the public really want (not simply groupthink or 'the lowest common denominator', as Amazon shows), and then commission arms-length bodies to deliver and hold them accountable. It should be noted that strategic commissioning does not preclude direct service provision, but at best it can allow those managing public services to keep focused on managing outcomes and looking for ways their service can add value to the broader agenda, rather than managing the detail of processes and issues within their delivery organisations.

5.9. The stakeholder landscape

Success in the next critical phase of the London Library Change Programme will require winning significant support from Members and from front-line employees alike, and while this will require brave and strong leadership, it will also require awareness-raising, training, and change management to demonstrate clearly the case for change.

An overview map of stakeholders is given below, with attitude/support to London libraries joint working on the x-axis, and power/influence on the y axis. This is approximate only and is based on stakeholder workshop sessions. Key stakeholders are highlighted in pink.



There has not been a time in London in living memory where both the opportunity for change and the need for it have been so evident. There is real willingness and even enthusiasm to do things differently. There are ultimately only three stakeholders that matter; the public, for whom the service exists, the politicians they elect to oversee their public services, and the staff who deliver the service to them. Therefore we must not let the complicated stakeholder landscape confuse us or delay taking action. However it is very helpful to be sensitive to issues that may cause some to feel that change is not appropriate. Champions will be required to create a successful programme, particularly among political leaders – it is necessary to identify what power and influence can be brought to bear; who is best placed to support the way forward, and who can support others who are more tentative.

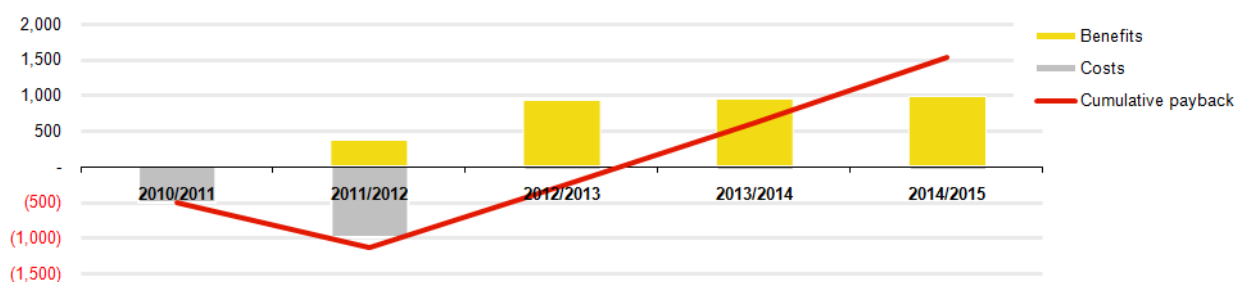
Annex 1 – business case 1: efficiency and standards (A)

Establish a standards board and programme to support individual authorities to meet agreed efficiency targets.

Title	Number of authorities that can benefit	Annual saving per authority	One-off implementation cost per authority	Total potential annual saving	Total one – off implementation cost	Notes
Full EDI	15	£30k	£35k	£450k	£525k	<ul style="list-style-type: none"> • Timing of contracts critical • IT support • Supplier engagement • Training of staff
NAG minimum	13	£15k	£15k	£195k	£195k	<ul style="list-style-type: none"> • Timing of contracts • Retrospective not included • Includes training
Consortium membership	8	£15k	£20k	£120k	£160k	<ul style="list-style-type: none"> • Timing of contracts
Third-party selection	14	£15k	£10k	£210k	£140k	<ul style="list-style-type: none"> • Politically sensitive. • Potential for London-based selection expertise • Includes training and monitoring • Timing of contracts • Drawing up specs
LMS-finance interoperability	26	£10k	£20k	£260k	£520k	<ul style="list-style-type: none"> • Timing of contracts critical • IT support • Supplier engagement • Training of staff
				£1,235k	£1,540k	

- Reduced future processing costs
- Reduced future retrofitting costs
- Improved customer experience in future
- Reduced future procurement and implementation costs
- ICT standards across the board
- Costs: shadow standards board, programme support £10k
- Future consideration could be given to LMS and RFID investment cross-London, but only at a much later stage
- Introduction of RFID can bring big savings but is not in scope and requires large capital investment which should be a matter for individual authorities; however the standards adhered to should not

Assumed take-up	Total redundancy / redeployment cost (one-off)	Programme / management cost (ongoing)	Five-year costs	(Of which peer support)	Five- year savings	Five-year payback	Annualised payback
70%	£380k	£55k	70% of £1,540k + 70% of £380k + 5 * £55k = £1,619k	£250k	Assume 3.5 to allow for contract phasing 70% (3.5 * £1,235k) = £3,025.75k	£1,406.75K	£281.35k



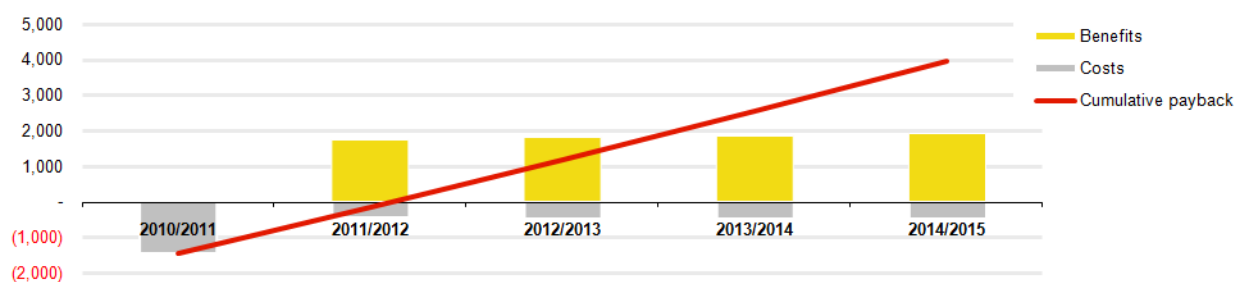
Assumptions

- Active implementation starts on 1 May 2010
- Benefits start to be achieved after 18 months (best practice model 1), and 12 months (joint working model 2), as an 'average' assuming staggered implementation, including some pilots
- We have assumed take-up of between 70-80% depending on the specific project; in the case of the best practice efficiencies, take-up applies only to those authorities not yet at the best practice level

Annex 2 – business case 2: Shared management information (B) with Shared resources and activity 1 (C1)

Title	Total potential annual saving	Total one – off implementation cost	Total ongoing costs	Notes
Improved demand analysis			£10k	<ul style="list-style-type: none"> Share best practice in community profiling, segmentation, supplier specification and monitoring, stock editing Set target for stock turn across London Identify clicks; consider customer research
Shared stock performance management	One staff member per authority (£25k) £825k * 75% take-up = £618.75k	£300k * 75% implementation = £225k £410k redundancy * 75% = £307.5k	£300k £363k annual licenses * 75 % = £272.25k Programme and joining-up £30k	<ul style="list-style-type: none"> Based on a conservative version of Bridgeall SmartSM / Westminster savings on staff time
Reciprocal borrowing and shared ILL function	Switch to reciprocal borrowing £720k * 80% = £576k	ICT implementation 16 boroughs * £10k = £160k * 80% = £128k Integration with LLC and SELMS = £55k	Additional borrowing £38k * 80% = £30.4k Management and governance £50k	<ul style="list-style-type: none"> Based on moving to 95% reciprocal intra-London borrowing rather than ILL, shared service
Shared cataloguing	£330k	£20k Redundancy £160k	£50k	<ul style="list-style-type: none"> Assume one central catalogue manager
Pan-London Logistics	£160k	Pilot and business case £50k Redundancy/control changes £50k		<ul style="list-style-type: none"> Assume 20% saving based on business case and pilot
	£1,684.75k	£995.5k	£432.65k	

Total one-off costs	Total ongoing costs	Five-year costs	Five- year savings	Five-year payback	Annualised payback
£995.5k	£432.65k	£3,158.75	Assume 4 to allow for set-up £6,739k	£3,580.25	£716.05k



Annex 3 – details of options

The full details of the options are given below, with an emphasis on technical feasibility and potential market supply of solutions. These are not necessarily complete but provide a strong indication of whether there is a strong or weak market for provision and the degree of development required. Where relevant, existing practice is noted, as are existing technical standards. Further analysis of costs and financial benefits has been undertaken for the main collections of options (A) and (B with C1) which are given in the business cases in Annexes 1 and 2. These output figures have also been entered into Capital Ambition's MieTool which has helped to produce five-year return on investment analysis. Further fine details of planning and the targets which should be set cross-London can be given after the stakeholder conference on November 13th.

Option 1) 'Shelf ready' stock provision and full use of EDI

Features	Potential benefits	Potential provision routes
The Library supplier provides resource fully serviced, with the process integrated via EDI with Acquisitions and catalogue function in the LMS	Cost saving in getting stock more quickly and efficiently onto the library shelf User benefits: stock available for loan sooner, potentially as quickly as in bookshops	Talis Axiell Infor

Notes and comments:

- Needs integration between the library supplier and the LMS provider.
- EDIFACT created the '23C' order response message type to provide a protocol to enable this.
- Support is gradually being rolled out by other LMS providers (e.g. Infor).
- This is a pre-requisite to an efficient move to direct delivery, which is also a part of good practice but so dependent on EDI (and so risky without) that we have not costed or analysed it separately.

Waterstones decided in 2006 that they would not trade with any supplier that did not support EDI; London Libraries could do worse than to follow their example, although a number of smaller, specialist suppliers do not have full EDI functionality. As library services noted to us that the proportion of stock purchased through small suppliers appears to be growing (because of problems sourcing minority interest stock from their main suppliers, though the proportion is still small), it will be important to be willing to make the effort. It should be noted that, although the set-up process can be somewhat complex, Amazon do support EDI ordering.

A number of mainstream suppliers of books and LMSs still do not support full EDI functionality (see Appendix G for an overview of the subject and a table of functionality), and therefore it will be important to combine positive and negative reinforcement – both working with them to establish functionality, and taking a strong line on establishing this element of good practice as a requirement, as appropriate.

Option 2) Outsourced stock selection ('supplier selection') and consortia purchasing

Features	Potential benefits	Potential provision routes
Library supplier select (a proportion) of stock based on a library defined 'profile'	Savings in staff/process costs especially if fully integrated with EDI	All major library suppliers – Askews ('Cascade') Bertrams etc

Notes and comments

- While still considered controversial in some library authorities, especially in regard to non-fiction where it is suspected that library suppliers prefer to promote a narrow range of stock where margins are better, all services engage in an element of this (at the minimum through standing orders). Best practice guidance is available.
- Working together cross-London on specification and monitoring could provide the opportunity to work on a genuine outcome-based commissioning model.
- For those more specialist items where local selection is regarded as essential, this could be spread over multiple boroughs to be a shared librarian selection service.

Option 3) Library Management System interoperability with council finance systems

Features	Potential benefits	Potential provision routes	Existing practice	Existing standards (technical and process)
Typically the ability to transfer invoice data electronically (usually in batch mode but sometimes in real time) from the LMS to the finance system	Costs saving in eliminate multiple entry of data into different systems	Axiell, Talis, Infor and Civica (and SirsiDynix?) claim to do this. Talis has a Web services based 'generic' interoperability' ('Keystone') module to enable real-time interaction	Patchy adoption	No common standards schemas for the data – typically batch transfers by TCP/IP. Some use of web services –e.g. Talis Keystone.

Notes and comments

- Often held back by corporate finance practice and systems as much as any deficiency in LMS
- Why can't corporate procurement systems manage library stock procurement properly?

There are two issues with linking to corporate finance – effectively, objections from each end of the link. Corporate IT is often unhappy about allowing access from external systems, and even when it does it is usually only to receive a file of data. There's no integration as such.

From the other end of the argument, the use of EDI in the procurement process may complicate matters. In on county council, finance insisted on running procurement for the library and were unable to deal with the 'Quotes' messages. That meant that all the bibliographic data was lost to the catalogue.

However, this does not have to be an over-complicated process (for example, Bromley have done it for years and the interface is at a basic level, with invoices bundles up and FTP'd as a file) – but it does produce direct time savings on the front line. Interoperability in terms of commitments is more complex but available to some systems; this is one of many areas where library services lack the direct technical expertise to challenge, support and work with corporate IT in setting up their unusual requirements, and where collaborative joint working and standard-setting could help to overcome many of the obstacles.

Option 4) Common ICT & RFID strategy

In order to create a 'joined up' service in London, a common RFID strategy – based on the new standard (see below) – is likely to be a pre-requisite. See Appendix F for an overview of the subject.

The use of RFID in libraries is still very much in its infancy in the UK. 100% of libraries questioned in early 2009 gave self-service as their primary reason for investing in the technology. Most UK public libraries, including London libraries, have been slow to realise any additional benefit from the technology. Occasionally a librarian

will return from Denmark or Holland with traveller's tales of the wonders of RFID and how they 'do things differently there', but the reasons why this state of affairs exists is either ignored or overlooked.

In Denmark and Holland, the public library service is very much more centralised than in the UK. The benefits of co-operation and standardisation have long been recognised. When RFID was introduced in these countries there was a general agreement on how this should be done. The result was a homogeneous market where all RFID suppliers use the same standards and the same data to run their library systems. The RFID tag is used only as a smart label and operates in much the same way as a barcode. The great benefit of RFID – the ability to process many items simultaneously and at distance – is used to manage much more than self-service. The Nederland Boek Dienst (NBD – in English 'Netherlands Book Service') now branded as NBD Biblion, is able to supply books and other items to all Dutch public libraries ready tagged – because they all read the same data model.⁴³

In the UK, the picture is very different. UK libraries have neither a body like NBD Biblion nor the same appetite for standards. The result has been that UK library RFID suppliers have been free to decide for themselves how best to program the tags – the critical component of any RFID system. Up to now all RFID tags have been supplied by RFID companies. There are now almost as many different tag models in place as there are libraries using the technology. This difference is invisible to the libraries up to the point at which they either a) try to buy anything from a different RFID company or b) want to circulate stock to another authority. Significant money has been spent on tags that can only be read by equipment supplied by the company that supplied them – unless replaced or re-programmed (and some cannot even be converted).

In London the London Libraries Consortium (LLC), decided not to insist on its members using the same RFID supplier. They also neglected to define a common data model that might enable them to treat their shared resource as a single collection. The result is that all the participating libraries that have adopted RFID so far, while reaping the benefits of self-service and with some potential for more efficient management of physical stock, are effectively isolated from each other. The LLC uses Axiell to provide its LMS; Axiell uniquely supply and link both RFID and LMS, and Axiell tags cannot be read by any other machines, nor can Axiell users read others. This is simply a larger-scale example of what has happened in every implementing authority to date.

The best way forward for RFID across the UK would be to agree to adopt a common data standard. One is about to be published and is being actively promoted by CILIP and BIC for use in all libraries from the end of 2009. It is likely that all new implementations will use this. All existing RFID libraries will need to migrate to the new standard in order to be compatible with each other. If everyone uses the new standard (unencrypted) they will all be able to read each other's tags.⁴⁴

The commercial benefits of such an approach are obvious. Tag prices, no longer the monopoly of each RFID supplier, would fall, resources can be managed across consortia more effectively, servicing costs would be reduced and libraries would be free to choose the most suitable equipment for their libraries rather than being tied to a single source for everything as they are at present.

But beyond the commercial benefits lie even greater technological opportunities. With tags now able to carry dynamic information the possibilities for creating a new and dynamic library service that can reach out to the community are immense. Work already being done in Italy, Singapore and even Newcastle upon Tyne signpost the way forward (although sadly the last example is being implemented by the most proprietary means currently available).

For London the concept of 'many libraries, one collection' becomes a realistic possibility.

We would emphasise that each individual authority was making rational business cases based on existing technology when selecting and implementing RFID. It is the lack of a representative and responsible body in this area which has prevented the adoption of standards in the same way as has been done in Holland and

⁴³ The data model defines the structure and content of the RFID tags.

⁴⁴ Axiell have said they will 'support' the standard, but existing clients may lose functionality if they migrate.

Scandinavia. We therefore recommend that London libraries set standards for interoperability and compliance for RFID vendors, and ensure that all future purchasing meets these requirements, and that convergence to these standards by existing suppliers is costed and the business case considered. While actual standardisation may only be possible for new purchases, it is vital that this incredibly useful collaborative technology is not in future procured in such a way.

As regards general ICT standards from LMS and other library suppliers, the recommendation for EDI is the principle one. The means for integration with finance systems, the methods of handling bibliographic data, and XML interoperability for user database management should all be the subject of standard-setting for any future procurement in London.

Options 5, 6, and 12 below represent a continuum of progress through from understanding demand to understanding use, and then managing all the stock elements of the library service inputs that can start to work towards defined outcome targets.

Option 5) Improved demand analysis

Features	Potential benefits	Potential provision routes	Existing practice
In terms of <i>system,s</i> demand data can be collected via 'click-streams' to find out what people do.	Cost saving through 'collective intelligence' to drive user services such as 'recommender system' and data on demand	Domain vendors (Bridgeall, Nielsen) are doing some useful work.	Limited in London but growing and users report good results
Some LMS OPACs deliver statistics of searches—including failed searches, popular searches etc	Data could be shared between libraries to benchmark services and optimize stock		
Non library specific social survey type data may also be useful to enable libraries to understand their communities better	Data could also be used to enhance the value of public library activity to publishers and other commercial organisations —track reading trends etc. This could contribute to income		

Notes and comments

- The technical infrastructure to deliver a serious 'collective intelligence' approach might well be beyond the capabilities of Local Authority IT or the domain vendors at present.
- Libraries in general may not make enough use of existing social survey type resources, e.g. MOSAIC segmentation approaches.
- AquaBrowser (see below) offers some tools relevant here, e.g. it can help capture data to offer a recommender service.
- Use and analysis of OPAC transaction logs is currently very limited, e.g. failed searches as a means of looking at potential and actual demand. Currently most analysis is around what stock is used, not what stock is looked for and not found.

London libraries needs to get better at identifying what their users need and want (as opposed to simply what is supplied); this requires working together to improve understanding and insight into non-user needs, failed searches, requests, and visits, and existing stock use, and developing a platform for analysis and collaboration which can extend into better monitoring of use and outcomes to support further joint working.

Option 6) Shared stock performance management and option 12) Shared stock management

Features	Potential benefits	Potential provision routes	Existing practice
Statistics used to improve purchase decisions and stock management	<p>Cost savings. Bridgeall claim SmartSM will. 'improve stock turn figures by 23%' and 'eliminate over £200Kpa wasted spend'</p> <p>User benefits: improved stock purchasing decisions = improved range of stock targeted at evidenced user requirements</p>	<p>Nielsen Libscan</p> <p>Bridgeall SmartSM</p>	Limited in London but growing and users report good results

Notes and comments

- Nielsen LIBscan provides accurate borrowing figures from multiple authorities to allow comparison to improve stock selection, and buying. Nielsen claim that 'Having an insight into what is borrowed nationally will assist libraries in their purchasing and stock decisions'
- SmartSM is based on the Evidence Based Stock Management methodology.
- Bridgeall are now working on monitoring the use of stock within the library (i.e. not loaned) by using RFID.

Moving to shared analysis of stock use and outcomes and then to shared recommendations and shared management of stock can be an effective phased process and both LLC and London Requests are considering the options for this route. LLC now have a statistical base for benchmarking across 12 authorities— issue stats, languages used. Within the consortium they have standardised on common borrower categories to get better comparative data. A few authorities in London are using Nielsen's BibScan (to see what stock is selling at retail outlets) and Libscan (to see what is being lent out in other libraries). These are valuable additional information sources, but the critical step is to apply decision rules to generate action recommendations. Options for this now include Talis Decisions (used by Lambeth amongst others) and other management information tools in library management systems like Artemis (Axiell), and the tools from Infor and Civica which are general purpose and wide ranging business intelligence products. The market leader for action-focused recommendations is SmartSM, which is now facing competition from these developing tools. It is, of course, critical that frontline staff remain engaged and involved with the stock they are selling to customers.

Options 7 and 8 below also represent a continuum of progress, in this case from beginning to shared stock within London on a cheaper basis to bringing together all inter library loan functions. These actions are also a natural 'first step' to bringing together stock management functions effectively, and therefore a precursor to 9, 11, and 13, and on a London-wide basis to 14.

Option 7) Reciprocal borrowing

Features	Potential benefits	Potential provision routes	Existing standards (technical and process)
<p>Achieved through a shared LMS or different LMS through NCIP standard.</p> <p>The latter provides a way for libraries to authenticate borrowers and capture information electronically, eliminating the need for manual registration. This allows libraries with reciprocal borrowing agreements to (according to SirsiDynix) 'save up to 15 minutes of staff time per transaction' by automating authentication and record creation. It works across multiple library automation systems by means of the NISO Circulation Interchange Protocol (NCIP) standard.</p>	<p>Costs saving through improved use of stock across multiple authorities</p> <p>User benefits: reduction in red tape when using libraries in more than one borough</p>	<p>LLC share an Axiell Galaxy system</p> <p>SirsiDynix</p>	<p>NCIP (no use in London yet)</p> <p>Proprietary protocol in use- for example in DS Galaxy system for LLC</p> <p>RFID – no common standard for data encoding in place. Working towards ISO</p>

Notes and comments

- The NCIP standard is very poorly adopted. The problem may be compounded by the fact that NCIP depends to a degree on validation routines that cannot be used with RFID-based systems.
- Barriers remain in the lack of common item IDs and also (as yet) no common RFID standard to enable tags to be read across heterogeneous systems.
- ISO 28560-2 has been agreed by major providers and should alleviate the problem in due course
- BIC have commissioned a consultant to investigate possible alternatives to SIP and NCIP for use in the UK market on behalf of the CILIP working group on self-service and RFID. He reports that self-service and most LMS providers agree that existing protocols (SIP, NCIP) are too restrictive in the RFID.

There are a number of feasible routes for reciprocal borrowing, achieved by LLC with a shared LMS and London Requests across multiple systems (with the BookFind product from OCLC which uses Z39/50 lookup). It has also been introduced by the South West Regional Library Service, with the benefit of a 'next generation' publicly accessible catalogue which works in real time across library systems, is accessible through Google Books and does not suffer the delays and frustrations of live Z39/50 lookup (see section 4.1 above) – this shows the close connection between the first 'back office' steps for reciprocal borrowing (such as the London Requests approach, which is not publicly accessible), and shared catalogues through the LLC shared LMS approach or an approach that integrates across systems, and is critical for option 8 and group D below.

Option 8) Shared ILL functions

Features	Potential benefits	Potential provision routes	Existing practice	Existing standards (technical and process)
Database to locate resources and software to manage the ILL processing May be and integrated LMS module to manage some processes	Cost savings	Axiell & Talis and SirsiDynix (only Unicorn?) LMS have ILL functionality Axiell provides Exchange and ISO ILL compliant database and ILL management system Talis Source— a UK wide holding database – not ISO ILL OCLC run UNITY (which merged with the mostly London based LINK UK service) -provides a holding database with ISI ILL	Most London libraries are members of OCLC UNITY	ISO ILL (but complex and still not (all types of message) widely implemented

Notes and comments

- LMS typically manage the 'loan' processing to the end user with various ILL systems used to identify resource and manage the process between authorities.
- All of London is on UnityUK except Haringey, and the system is broadly effective but the biggest gap is probably integration with the LMS, which can potentially be addressed by the NCIP/SIP2 standard.
- We estimate that at least 80% of ILL demand could be met from within London, but through the ILL system there is no cost advantage to get stock from a London authority as the transport costs are the same.

Reciprocal borrowing in (8) above opens the possibility of an entirely new approach to inter-library supply through delivery of the majority of stock from other London libraries; and this is the experience of LLC and London Requests. If a book is not on the shelf, it is likely to be in stock at another London library so can be routed to the user you. This is really 'reciprocal borrowing', and the user initiates the request—so no ILL staff are involved (and no ILL stats to compile).

Option 9) Shared cataloguing

Features	Potential benefits	Potential provision routes	Existing practice	Existing standards (technical and process)
Re-use of cataloguing data (bib records)	Cost savings through efficiencies in record creation/editing and potentially less duplication of records	Talis Base Nielsen BookData BDS (who also license their data through other providers)	Most public libraries use BDS (Talis libraries via Talis Base. London Talis customer use Talis Base)	MARC21 (most libraries now using it) Dublin Core (we do not think in use at all in London) Z39.50 (to discover records)

Notes and comments

- Library suppliers such as Askews also provide bib records as part of their services (typically using BDS data)
- It will be important to maintain local and special interest cataloguing – for example Lambeth have a 'black interest' categorization for example that is important locally.
- A number of services such as Bromley are looking at standard BIC codes and standard Dewey – there are many different ones at the moment.
- While local library shelf arrangement can be a problem if it's not in sync with what is on the catalogue, and one London-wide shelf arrangement schema is unlikely, simplified public guidance to books is possible, and there are technological solutions that allow the mapping together of different schemas where these can be identified.
- Waltham Forest is standardizing children's categories across the borough and more widely across LLC

Option 10) Pan-London logistics

Features	Potential benefits	Potential provision routes	Existing practice
Integrated transport delivery infrastructure for London	Cost saving through simple efficiencies in transport assets and potentially more streamlined routing	Major logistics companies like DHL might be interested	Some shared activity (Bromley and others?)

Notes and comments

- There are clear potential benefits in taking soft market soundings of the option with potential providers, and early suggestions are that just four hubs around London would be sufficient for effective delivery
- Contracting out delivery is probably uneconomic on an individual borough basis, but would be economic on a London-wide basis

Option 11) Shared reserves/collections

A number of previous reports have made the case for collections co-ordination – one reserve store and specialist collections better coordinated to ensure ease of access and that items are on the catalogue. While this is not an urgent priority as costs and benefits are relatively hard to quantify, as joint work around collections develops it will be important to review the business case for this area.

Option 13) Shared acquisitions

Features	Potential benefits	Potential provision routes	Existing practice	Existing standards (technical and process)
Common acquisitions module or shared EDI services	Cost saving through process efficiency and can potentially improved stock purchase by 'seeing' what is on order elsewhere	<p>Axiell</p> <p>Talis</p> <p>'Totem' is a prototype acquisitions system from Peter Holyhead that enables one system to 'talk to multiple suppliers and multiple LMS</p> <p>Potential to use infrastructure of a library supplier, i.e. outsource the process....(the issue is if they would demand sole sourcing – how might they work with other library suppliers?)</p>	<p>LLC use a common Axiell Galaxy LMS.</p> <p>Talis Libraries use the Talis EDI Gateway</p>	<p>EDI messages:</p> <ul style="list-style-type: none"> •Title notification (quotes) •Order •Order response •Order status enquiry •Order status report •Order fulfillment •Order cancellation •Invoice <p>EDI move to web services—no-one yet doing this in London?</p>

Notes and comments

- Talis offers a shared EDI gateway which integrates EDI and bib record processes (e.g. for 'shelf ready' stock (see 'shelf ready stock selection' below)
- Consortia capability of Axiell's (DS) Galaxy to streamline some acquisitions processes
- There will probably be some administrative / finance resistance to overcome as there might be a perceived loss of local accountability, however shared purchasing arrangements have proved effective in a number of parts of local government.

At present, LLC share acquisitions data—supplier file and orders are viewable across the member libraries, however this is not particularly informative in deciding what orders to make at a local level. Now that London Requests is up and running, they are having discussions with Bexley & Lewisham to progress a Joint Stock Unit for procurement, reserve stock and local distribution. Although Bromley is currently the lead borough for the Requests Service, the project is an equal partnership in co-operation and they hope a model for other libraries. London Request members still have separate budget. It is possible to coordinate 'request processing'; in the Libraries West model, the library services that become members of the consortium pay a subscription to enable some shared stock purchase. This helps to overcome problems in dealing with local finance/process. Joint procurement could allow the development of specialist, London-focused selection (which need not be in a centralised team but could be devolved to relevant expert employees).

Option 14) Direct delivery to customers

Features	Potential benefits	Potential provision routes	Existing practice
<p>Delivery of the item direct to the user certainly benefits the user. Uncertain if it would deliver efficiencies to the library?</p> <p>Electronic resources potentially (depending on how content is licensed) make the decision about 'home' delivery irrelevant</p>	<p>Cost savings could be achieved in integrating fully the commercial (home deliver) fulfillment option such as Amazon—so these services could 'soak' up demand whilst (if done well) being seen as a 'library' service—i.e. in the way Amazon integrates second hand providers into its system</p>	<p>Amazon, (inc AbeBooks)</p>	<p>Is any service in London thinking about direct delivery?</p>

Notes and comments

The MLA have now published their public consultation report Borrowing Library Books Online, at http://www.mla.gov.uk/what/policy_development/current_consultations/Borrowing%20Library%20Books%20Online. From initial reading of this report, it is clear that there is public demand, and that if stimulated by appropriate marketing, and priced appropriately, there is likely to be take-up. The figure for likely willingness to pay is around the £2 mark, rather than the bottom-up, cost based analysis developed in earlier MLA research of £3.49. While this indicates that there would be likely to be additional running costs as well as set-up costs associated with this approach. However, this is likely to generate significant positive publicity, a 'wow factor' for the public, and could attract national support (the idea was mentioned in the Minister's speech to the Public Library Authorities conference 2009. Another prerequisite of a successful model is likely to be a 'no late fees' approach along the lines of Lovefilm – whereby customers can keep books as long as they like, but can't get more until they return those they have. As previously identified, London has significantly lower transport costs than the library service average across the country, and if there is to be a successful pilot anywhere, it is likely to be here. If combined with integrated online resource discovery and a review of logistics, cost could be minimised and impact maximised.

Group D: Shared access platform

Features	Potential benefits	Potential provision routes	Existing practice	Existing standards (technical and process)
Enables customers and library staff to more easily discover (with a single search) and locate resources in multiple boroughs/LMS	<p>Cost savings: improved visibility and therefore use of stock means book-funds go further.</p> <p>Reduction in costs of ILL if users can make user initiated requests for material in 'other' boroughs</p> <p>User benefits: greater awareness of, and easier and speedier access to, a wider range of resources</p>	<p>Axiell (DSCoverly and now Arena)</p> <p>OCLC (WorldCat Local) - linked to local LMS . Also potential via WorldCat to expose library catalogues to Google</p> <p>Media Labs (AquaBrowser)</p> <p>VuFind (open source)</p>	<p>Will uses DSCoverly</p> <p>LLC uses a shared catalogue based on the Axiell Galaxy LMS</p>	<p>Z39.50</p> <p>SRW/SRU (is this used in London?)</p> <p>JANGLE (no use so far)</p> <p>DLF ILS DI (no use so far)</p>

Notes and comments

- Technology trend is moving away from federated search (e.g. z39.50) to aggregated catalogues
- Even if there were a single London 'system' or catalogue then experience at the LLC shows that you still need to manage reservations with a regional approach to make the most effective use of stock-to get the 'nearest' copy to the reader. LLC are building in localisation rules to achieve this
- Standards/APIs (e.g. JANGLE, and DLF ILS Discovery interface)) are emerging to enable local LMSs to inter-operate (e.g. enabling requesting) with third party search systems
- Search systems increasingly incorporate 'social' (web 2.0) features such as tagging, reviews, ratings etc. WorldCat is already available on Facebook.

Development of common categorisation for shared analysis links the starting point of this group with shared resources and activities in (B) and (C) above; however, this area is about shared public access to the catalogue, updating Will (What's in London's Libraries) and making it more effective, browseable, and linked better to requests and direct borrowing, with the opportunity if the stock is not easily available in a London library (or even if it is but the customer does not prefer this route, to present alternative fulfilment mechanisms. So a unified London catalogue acts as a portal (in the way Amazon does) to second-hand, new and also potentially Print on Demand stock, and potentially even catalogued charity shop collections.

Recent developments particularly the SWRLS announcement (see above) show that WorldCat is getting close to this kind of approach. This is a natural development from OCLC taking over UnityUK and integrating it with the V3 ILL system they already ran (the old LASER system). The next step being taken is integrating those (UnityUK) holdings into OCLC 'proper' (i.e. WorldCat), which also means the data is indexed by Google. Most London boroughs already contribute holdings to WorldCat through UnityUK, although this may not be very regularly for some.

However, finding and sharing are different issues. Sharing requires integrating WorldCat Local-London with the local LMSs to enable 'circulation (inc requesting) functionality; the DLF initiatives and a product called JANGLE

are potential routes for this. At present, users are not presented with a wider selection of material –i.e. beyond that which is actually in stock (or on order). Alternative fulfilment mechanisms to this wider range of material is not integrated with the offerings from the library catalogue. This is not equivalent of the Amazon approach, where they offer non Amazon (second hand bookshop) fulfilment for books that Amazon may or may not have available.

One of the potential opportunities for both better service to users, lower costs and efficiencies is a new type of search across the whole of London. AquaBrowser is one example of a ‘Vertical Search’ application or ‘Discovery System’, which are being fast developed by LMS and other vendors – including some Open Source products (Primo, Encore, WorldCatLocal, Summon, to name a few). Most current applications are to the HE market where they are being mostly used to provide a unified search across print and electronic resources (an increasingly important issue for public libraries) and AquaBrowser (distributed in the UK by Infor) has had the most (though still limited) success in UK public libraries

These products typically deliver ‘social’ (web 2.0) type functions (tagging, reviews, comments, recommender services etc) and can do this better because they can work on an aggregated database which is then indexed into a unified index. This is how Google works—it crawls sites, harvests and indexes. This means much quicker and more effective searching than distributed or ‘federated’ search via Z39.50 (as used by WiLL).

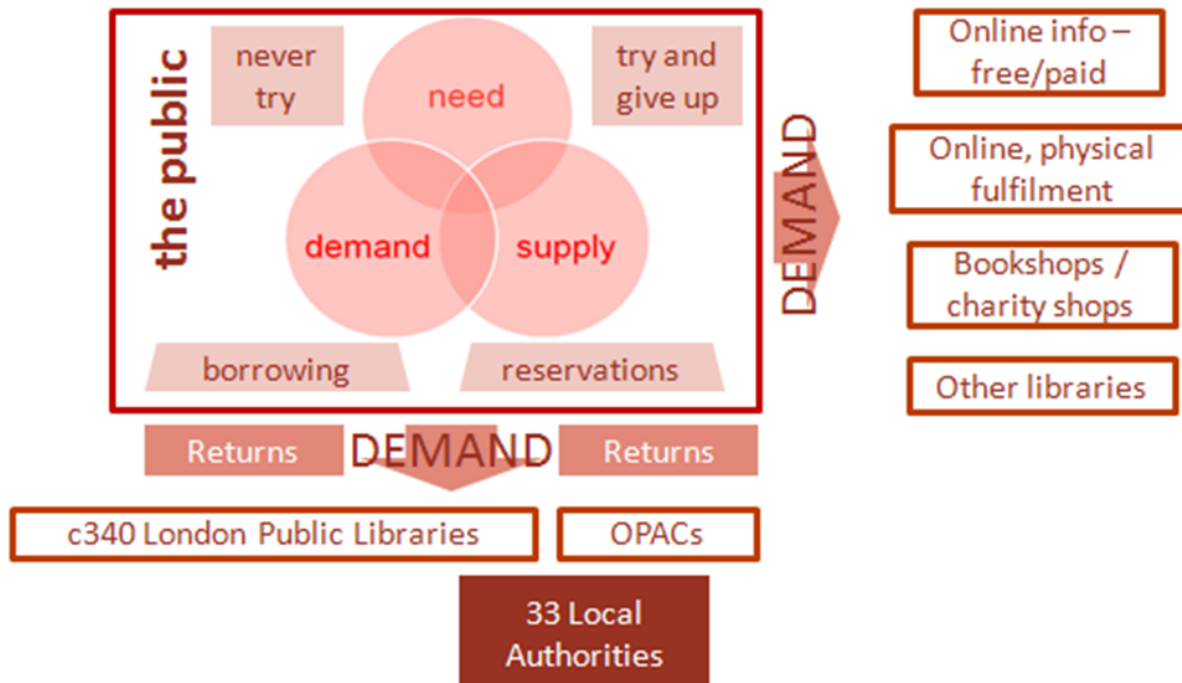
A detailed analysis of resource discovery behaviour and requirements is being undertaken by the University of Minnesota, and the phase 1 report can be read at <http://purl.umn.edu/48258>.

In summary , it would be possible to *aggregate* the London library catalogues by harvesting the data – and this would not mean a single LMS. The single index provided would provide potential for great benefits, including a much better ‘user experience’ and the capability to track all that usage data (anonymously of course) to help enable the resources that libraries provide to be more closely aligned with what the community wants/needs.

Appendix A – supply process workshop outputs

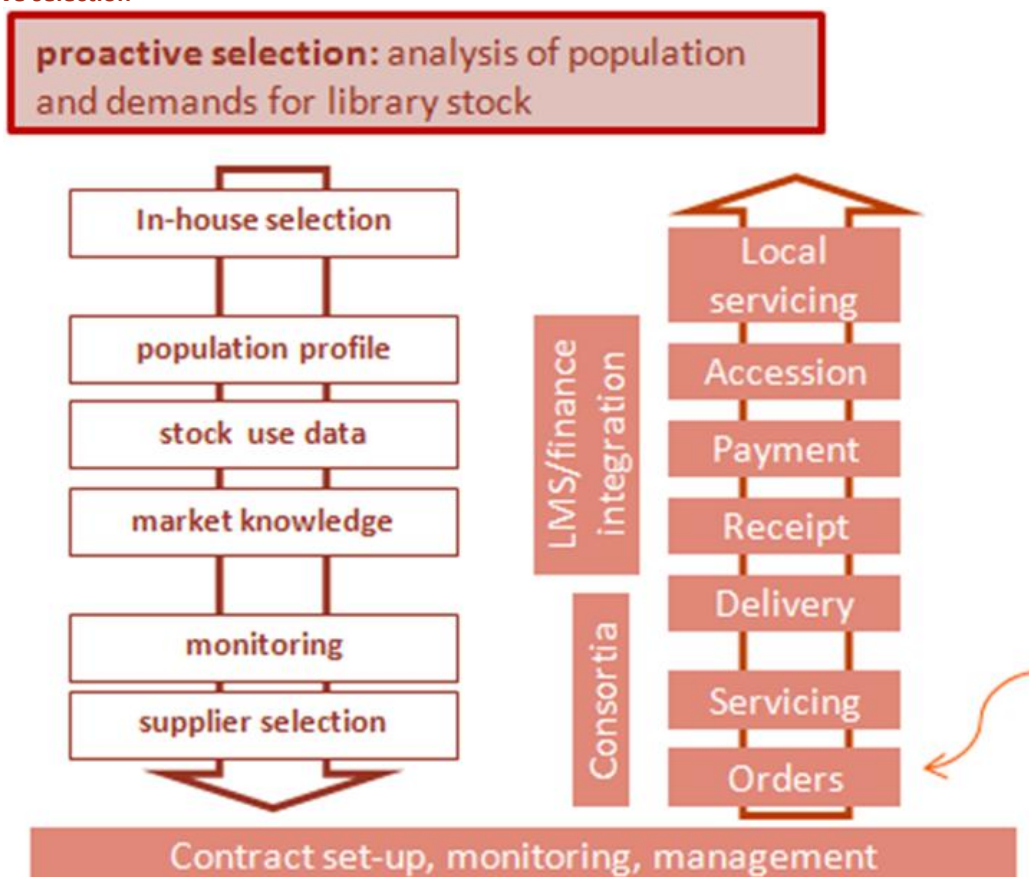
The following notes were gathered from a workshop held with the project working groups.

Demand



- Customers - element of not knowing what they want - our role to suggest and inspire?
- How much are peoples' requirements changing as their reading tastes are shaped by best-seller-driven stocks?
- Stock selection - variation between branches need to be known by selectors - how easy is this?
- Vast majority of customers are unaware of potential service... And we keep quiet about ILL service because of the added cost to us. Do we make the most of the user information we have? Do we use our data and profiles sufficiently to influence our stock choices and even to market o users?
- How do we capture needs where requests are not made? E.g. customer wants a particularly book - cannot find on shelves and leaves empty handed Where do we get our non-user information from?
- Greater transparency of availability: a challenge?

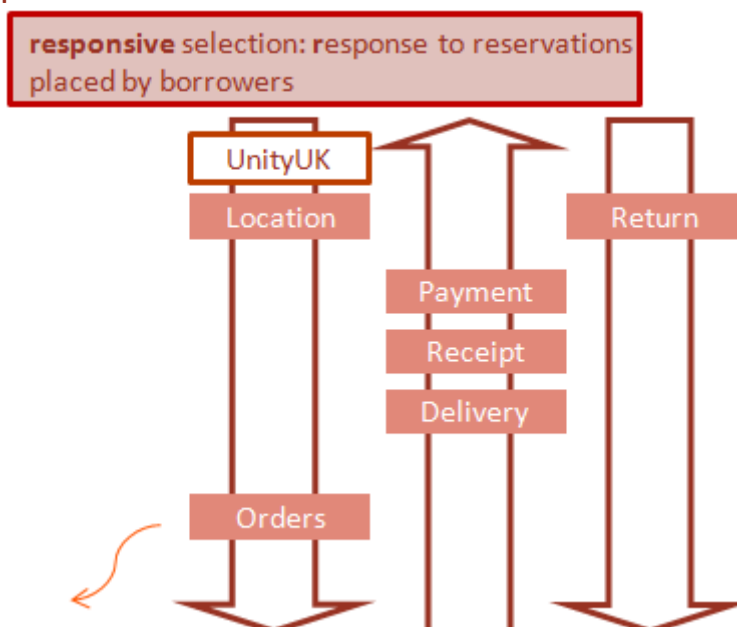
Proactive selection



- Monitoring - issue figures - category/popular subjects and demand etc
- Need to maximise value of stock fund by allocation of budget to the areas of greatest demand to improve customer satisfaction levels and usage
- Community profile per branch gives local community make-up
- Invoice payment - need direct link from LMS to council's financial system
- Key is to get evidence - something libraries have been weaker at compared to schools and education services
- Community changes – needs constant monitoring
- Trained, knowledgeable staff (be it in ordering or ability to inform supplier selection specs)
- Community profile - more qualitative data not just stats
- Consortium/joint purchasing helps with discounts, but need to keep local knowledge
- Need to get the right stock - all else flows from it Increased use of technology (with initial costs) in getting procedures in place
- Servicing - less needed the better. Ask public what they would find helpful in identifying books - has focus been on what staff want?
- Increased use of statistical information and evidence to show to public and elected members that money is being spent wisely
- Need to quantify time and cost at each stage

- Balance cost against wide range of stock - need to be all things to all people - decisions on targeting stock
- How many times does this occur - there are loops/repeat parts - it is not once per year
- Better proactive selection means less time and money spent on responsive selection
- How do we measure what the public want - more surveys, focus groups, Friends groups, involve in stock selection?
- Stock use analysis from LMS *or* evidence-based stock management system such as SmartSM - latter is more responsive because can obtain regular data on over- and under-stocked areas
- Templates for Stock Action Plans - may speed up task (CILIP/NAG producing)
- Stock gap analysis at branch level
- Stock suggestions
- Direct delivery to branches
- Stock supplier specification should meet the needs of the local community
- AV (DVDs!) have very clear 'street dates' that create great demand, but due to rental rules, supply is a nightmare!
- Staff knowledge and stock development training
- Stock satisfaction survey to identify stock information/demands
- Centralised selection - most cost-effective method (whether by in-house team or suppliers)
- Use SmartSM supplier selection module for monitoring suppliers' performance. Also enables suppliers to monitor their own performance involving heavy use customers in selection
- Adoption of BIC standard categories/classification to reduce cataloguing costs - easier servicing for suppliers
- Centralised ILL releases front-line staff for customer-facing tasks

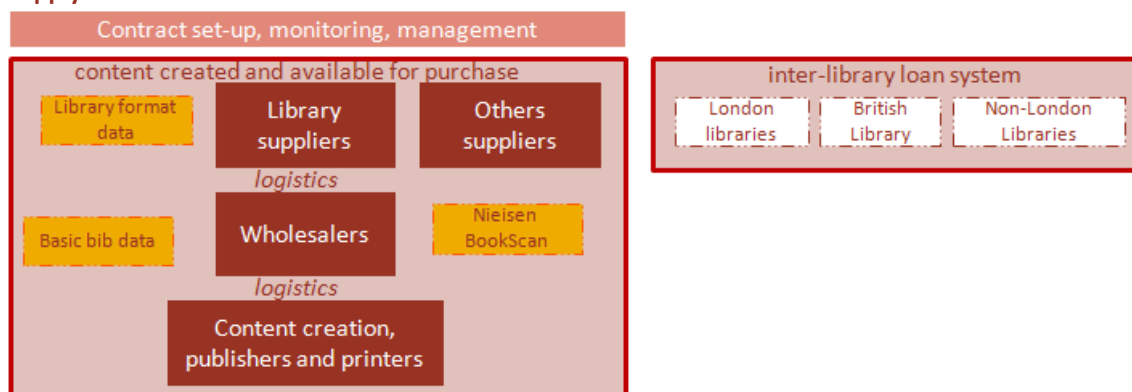
Responsive selection



- Repercussions of non-returns (fines, reputation)
- Buying from alternative suppliers e.g. Amazon = failure on the part of contracted suppliers?
- Ideally: quick check of whether in stock across London
- Request comes in (item or subject?), either (1) buy (if available), (2) borrow (if available), or (3) decline
- Are there any reservations we refuse to take? If so what? On what basis?
- Is reserve stock catalogued? It may be available but we don't know it. Reserve stock items on catalogue!
- British Library costs now £9.90 per item and charge over £60 for heavily overdue items
- Quick purchasing from cheaper sources (Amazon, Abe etc)
- Costs of British Library books very expensive
- No assets gained from ILL, one loan only - driven by avoiding complaints
- Reservation satisfaction targets distorting stock?
- Identifying the timescale that is acceptable to the customer
- London Requests Unit - joint ILL unit for Bromley, Lewisham and Bexley - delivering books requested much faster
- Different authorities charge different amounts for requests
- How quiet do we keep about the service because of the enormous cost of acquiring items?
- Is a heavily used reservation system a mark of failure or success?
- Unity - fill by nearest neighbour first? Rather than a London authority?
- Can Unity provide more specific management information?
- Different LMSs need to talk to each other
- Print on demand viable for shared London service

- More easy identification of special collections across London
- 'Levies' to add and build up (e.g. inventory to subject specialisation scheme?)
- CIPFA stats no longer ask for unsatisfied ILL requests - do we/should we keep such information and analyse what this says?
- Quicker with larger unit (i.e. capacity if someone on leave/sick etc)
- Responsive selection - is it demand for a specific item/edition OR 'disguised' demand for data/information?
- Should we place such emphasis on reservations anyway?
- Should we still be offering the premium service that is a reservation system?
- Transportation of stock - not as simple as Order Delivery Receipt - what happens behind the scenes?
- Can we/do we analyse what we buy to satisfy reservations to inform future stock purchasing? We could but we don't
- How many authorities borrow from abroad?
- ILL is a premium service for relatively small numbers of customers – do library services charge a high enough fee for this premium service?
- The tasks involved in providing a single item for loan through ILL are often more time-consuming than purchasing an item for stock, yet at the end of the process no asset has been added to the library service (other than a satisfied customer)
- It is harder to justify the cost of ILL service versus the amount spent on stock when budgets are low
- We don't market the service adequately because if we did more people might want to use it than we can afford to provide it for – but is this reasonable? Shouldn't libraries be raising the expectations of people who have low ones, not just meeting those of people who have high one? And shouldn't we be better at pointing people towards all possible resources not just those we provide ourselves?
- Most authorities have 'cut-off' price, e.g. £25, above which they will choose to try to borrow an item through ILL rather than buy it. This varies from authority to authority, and the figure is unofficial and appears to be based on the potential impact on the stock fund of buying an expensive item rather than an assessment of the relative costs of buying and borrowing – a result of separate budgets being allocated to ILL and procurement?

Supply sources



- Library suppliers limiting access, or refusing to stock and supply some stock even though mainstream published and in print e.g. black writing, LGBT etc
- May decide to purchase from small/independent suppliers due to our own corporate/local policies/procedures; however more likely to buy if available through a library supplier with full logistic support
- Customers have easy access to a much wider range of sources
- [Add academic libraries and international libraries to right hand side]
- Mainstream suppliers have vested interest in pushing mainstream stock. Thus more unusual not selected for us or brought to our attention.
- More supplier selection = concentration on a smaller range of titles
- What is the 'subject specialism' landscape like these days?
- How 'good' are London libraries about buying in specialist areas?
- May be fine for the 'long tail' of older titles, but more recent titles are probably no longer being bought for the old altruistic reasons - we just don't have enough money to buy for the sake of other library authorities
- Customer satisfaction - captured for proactive stock purchase, lost or elusive for ILL 'acquisitions'
- Standards for content creation - are they too pared down to be effective?

Appendix B – the current stock supply system

Additional information on the baseline of the stock supply system is set out below.

Demand information

The interviews with head librarians and stock managers, and the information supplied, show a range of approaches to assessing customer demand. At one extreme an authority explained that they, 'Had profiles years ago but it's now all in people's heads. We don't use information about what's issuing well or otherwise.' As this authority has introduced a small amount of supplier selection, it is perhaps not surprising that staff feel that the material bought does not always reflect the needs of their customers.

Another said that information on local demand is rather 'ad hoc' and not particularly robust. It is likely to be captured on 'bits of paper', with some branches better/more robust at this than others. A key challenge for this authority in gathering robust data was seen to be a lack of time, and not being able to fit this in with day to day duties.

At the opposite end of the spectrum, one authority was able to describe a range of tools currently used to assess demand:

- Issue and Community profiles;
- MOSAIC/ GIS (customer segmentation and geographical analysis); and
- Stock improvement projects.

Another used a range of tools, and had plans to improve awareness:

- CIPFA statistics;
- PLUS surveys;
- Borough profile updated annually;
- Producing a community profile is part of Library Managers' new job descriptions, and they will be expected to produce and update annually, with targets relating to specific communities and groups; and
- Currently investigating Evidence Based Stock Management tools.

This patchy use of robust evidence of customer needs and demand will be a challenge to be addressed if supplier selection, or more scientific and customer-focused stock management, is to become more widely adopted in London. It is a critical enabler in order to be able to plan and assess effective and efficient procurement, whether in-house or delivered by a third party.

Supplier selection

The Feasibility Study notes that one authority had used supplier selection for more than 90% of their stock, whilst 42% of their survey respondents did not use it at all⁴⁵. The Feasibility Study suggests setting a target of 75% of stock to be through supplier selection by 2010.

Most authorities interviewed during the fieldwork *have* introduced some element of supplier selection but relatively few have adopted it for all, or for the majority, of their stock purchasing. Its use for children's stock and adult fiction is fairly common, but fewer use it for adult non-fiction, with one authority expressing the view that they are not convinced it works except in a few areas (such as travel guides). In those authorities where it is used for the majority of the stock exceptions tend to be around reference stock – although much of this may be bought on standing orders – and specialist material such as that in BME languages, audio-visual etc.

⁴⁵ Feasibility Study, p26

Only one authority interviewed has no supplier selection at all, explaining that, ‘we use our own professional staff, which is a managerial and political decision.’

Most stock managers interviewed were either happy about the use of supplier selection, or pragmatic about it. One, when asked why they had implemented it, gave two main reasons: (i) because we were told to go down this route; and (ii) because it saves costs. The impact on customers, either positive or negative, didn’t appear to play a part in this decision. Some expressed misgivings about the range of stock being supplied, e.g. ‘We have concerns with the quality of selection – especially in children’s stock, but also in adult stock where the choice is from a range that tends to be narrow and ‘library-ish’.’

Staff in one of the focus groups also expressed concerns, feeling that selection is better done ‘in-house’ when budgets are limited, as every purchase has to be considered and to be right for the unique needs of their authority. As this authority is the one cited above as having no formal mechanisms or tools for assessing customer demand, it is perhaps not surprising that staff lack any understanding of how a supplier might be equipped, through clear specifications, to take on this responsibility.

The National Acquisition Group has published Supply Specification Guidelines: Best Practice for Public Libraries. These *Supply Specification Guidelines*⁴⁶ contain two main sections: stock management framework and supply specification. The former is clearly background to the latter; it forms the basis for profiling the community and borrowers, catering for the variety of libraries within an authority, profiling the type of stock that should be held, its usage and turnover, as well as performing stock audits.

Interesting to note is the section on categorization. In brief:

- For adult fiction, there are two main types:
 - Guidelines on Subject Access to Individual Works of Fiction, Drama, etc. (GSAFD)⁴⁷, from the American Libraries Association, described as ‘the most widely used standard’ and applied by the British Library
 - BIC Standard Subject Categories and Qualifiers⁴⁸, the UK trade standard
- Adult non-fiction is apparently more problematical, and both Dewey and BIC lack clarity. The guidelines note that ‘some suppliers have developed in-house schemes combining elements of both Dewey and BIC’

Note that there are no national standards at all for children’s stock categories.

The final section of the guidelines, a sample specification, comprises three tables:

- stock spending plan
- criteria for supply
- quantity and allocation

If followed, this specification could be drawn up with a minimum of effort by an authority, as it would be guided on how to split its budget, what reader interests to cater for, how to allocate copies between its various libraries, etc. It is not clear from the fieldwork however to what extent these guidelines have been followed by those authorities implementing some elements of supplier selection, as no explicit reference was made to them.

⁴⁶ Available at: <http://www.nag.org.uk/documents/SupplySpecificationBestPracticeforPublicLibraries.pdf>

⁴⁷ <http://www.oclc.org/research/activities/termservices/resources/gsafd.htm>

⁴⁸ <http://www.bic.org.uk/7/BIC-Standard-Subject-Categories/>

Provision of catalogue records

All the authorities interviewed download all or most of their catalogue records. One was able to report that. 'We do not have a cataloguer and have not had one for several years.' Most however feel it necessary to retain some cataloguing expertise in-house. A range of in-house cataloguing needs was identified

- items that don't appear on downloaded records – some donations, Stationery Office publications;
- specialist material such as audio-visual and foreign language; and
- back-cataloguing of reserve stock.

Servicing standards

The National Acquisition Group has published Servicing Guidelines: Best Practice for Public Libraries. These *Servicing Guidelines*⁴⁹ are divided into two main sections: books and audio-visual material. The former identifies standards for the following aspects of preparing a book for the library shelf:

- Sleeves and wallets;
- Date labels;
- Process grid;
- Barcodes;
- Spine labels;
- Class labels;
- Category labels;
- Small format materials – special rules concerning the positioning of date labels, process grid and barcodes;
- Reference materials – additional 'for reference only' sticker; and
- Security triggers/RFID.

However the following areas are not standardized under the guidelines:

- Category labels: only the position of the label is standardized. The guidelines then note: 'Category labels are to be supplied by the library as standard until a national standard has been agreed'
- Security triggers/RFID: the guidelines note that there is no national standard and therefore the fixing of such triggers by the supplier is to individual authority specification

Application of servicing guidelines

Initial feedback from NAG indicates that most consortia report that they apply the guidelines without variation. The position of authorities not in any consortium is less clear. NAG themselves have indicated that compliance is a different matter and although a copy probably languishes in most authorities the extent to which they have been adopted is unknown. Furthermore, although it is normal for the supplier to service the books before delivery (whether using NAG guidelines or other requirements stipulated by the Authority), the PKF report⁵⁰ notes that normally some additional servicing will be required upon delivery of the book, before it can be put on the shelf. This would seem to be supported by evidence gathered during the fieldwork for this report.

Most of the London authorities involved in the fieldwork report that they have adopted the NAG minimum standards for servicing either fully or 'mostly'. However, this is an area where stated policy and practice are frequently acknowledged to deviate. There is an openly recognised gap between what they say they do and

⁴⁹ Available at: <http://www.nag.org.uk/documents/ServicingGuidelinesBestPracticeforPublicLibraries.pdf>

⁵⁰ Public Libraries: Efficiency and Stock Supply Chain Review ("PKF report")

what they actually do. The will to standardise seems to be there, but in most authorities current practice doesn't actually match up to current principles.

A typical interview may be described as follows:

Interviewer: *Do you follow NAG minimum servicing standard?*

Interviewee (typically head of service or stock manager): Yes, absolutely

Interviewer: *Are there any modifications you make?*

Interviewee: No none well, we do ask for two spine labels for non fiction, so we pay extra for that. And when the books arrive we have to add this stamp or that label, because the suppliers would charge extra for that too. And we can't always control what they do in the branches, so we know they sometimes change the Dewey number. And as for the children's librarians

Children's librarians, and children's stock, seem to be a particularly thorny issue, partly because of the lack of an available standard to follow, but mainly because of the entrenched views of children's librarians, which it appears difficult for stock managers and even some heads of service to address. One talked of needing to grasp the nettle, and of not being able to make them conform. Another head of service commented that, 'Children's librarians in particular "hang on to them [stickers] till grim death" – they were told to cut down the categories to 10 but could only manage to reduce to 20.' Even within LLC, where authorities in many ways show the strongest appetite for conforming to standards, this has proved a challenge. The consortium has had working groups looking at different areas, but has never managed to have an effective one for children's stock. When one was established its members simply 'kept reinventing the wheel'. There is perceived to be an element of not wanting to be part of the mainstream, and one stock manager commented that, 'Children's librarians seem to have a strong investment in the *status quo*.'

This inconsistency between acknowledging the benefits of standardising while wanting to hang on to your own special practices is not unique to London. At the recent NAG conference the standards were discussed in two workshops. A RedQuadrant observer commented that 'all the effort goes into making the standards more flexible and broader in scope than they presently are. The approach of the stock managers is to try and persuade everyone else to accommodate their "special" requirements rather than find a common set that they can all live with.'

Some managers are determined to impose a more robust approach to standardisation. One stock manager had made particular efforts to bring staff on board. She held a series of briefings in each branch about the new processes, fully briefed stock teams and undertook one-to-ones with people who were the most resistant. In every instance she focused on the key benefit: by doing this (in this way) 2,000 more books could be put on the shelves. She was therefore confident in saying that standards are being implemented internally. Another stock manager expressed frustration with the tendency to allow staff wishes to influence policy in this way. She felt that the authority could end up paying for servicing to suit the staff when it would be better to spend that money training them to engage with the books and to know a crime novel when they see one. She 'would rather they took longer to shelve and got to know the books while doing so, than raced each other to empty a trolley.'

Heads of service who were interviewed on this matter all expressed a wish for servicing to be kept to a minimum, but there were differing views on what this minimum entailed. One would like to do away with all servicing apart from RFID tags, feeling that the main priority is to get new stock on the shelves at time of publication, and querying why money should be spent on book jackets when without these library-specific necessities authorities could be buying the books considerably more cheaply and replacing them each year. Yet despite these fairly radical views, staff in this authority still cling fondly to those remnants of the old ways that they can manage to retain. And other heads of service seem unlikely to support such a radical approach to minimising servicing, so if London authorities are to work together a middle-ground will have to be found.

Delivery of stock

There are a number of authorities who have introduced direct delivery of stock to branches, but the majority still have the new items delivered to a central point and then distributed to branches (although one of these

will be piloting direct delivery later this year). The effectiveness of direct delivery is closely linked to the implementation of EDI and shelf-ready stock, as without these it can result in a heavy workload for staff.

Lessons can be learned from two of the authorities interviewed. In one, the central team had been reduced in anticipation of 'the implementation of shelf ready stock direct to branches. This has yet to be properly implemented and so staff-intensive work is now being undertaken by a team that is too small. A recent staffing review removed the stock editing role and with related vacancy freezes there is no effective client role for the supplier selection i.e. contract / quality management.'

Another authority felt that they had rushed into direct delivery before all the necessary components were in place. Staff were moved to the frontline, but most of the work shifted with them, as stock was not yet being received shelf-ready. It still required receipting and, in many cases RFID programming. This forced supposedly 'frontline' staff into back office activities. The changes looked good on paper but hadn't really reduced back office activity, only moved it. They had reorganised too quickly before everything was in place to support the change, and are only now catching up. The imminent introduction of full EDI and supplier RFID programming will improve matters.

One authority was alert to this risk and commented that there is 'no value in moving to direct delivery to branches until the ICT infrastructure is in place, as we do not wish to re-create the work done centrally at each branch. Now that we have upgraded our local library management system we can progress the IT solutions.'

Authorities were also asked if they felt that their approach to procurement reflected best practice, and many were candid in their replies. They talked about 'moving towards it' or of being 'in a transitional stage'. One felt that 'until such time as a more all-encompassing model is available we have the best on offer at present', suggesting that better could be possible. Others were more confident that they were following best practice. This seems to be a subjective view as in some cases their practice was not very different from that of those who felt that they could be doing better. It could also be linked to awareness; one stock manager explained that until recently, when the authority had joined a consortium, there had been only very limited opportunities for inter-authority bench-marking and learning about good practice elsewhere.

Reserve stock

Whilst the specifications mention 'reserve stock solutions' as one aspect of a better ILL service, we see this issue more as an overall stock management issue.

Reserve stock is defined as stock which is not on the open shelf due to poor condition, limited appeal or other reasons. It is retained for possible occasional use and is often un-catalogued. The Feasibility Study notes from CIPFA statistics that in March 2007 this amounted to around 1.5m items in London⁵¹.

Problems arising from reserve stock include the following:

- Part of it is un-catalogued, and thus hard to access – investment would be required to catalogue;
- Part is in a physically unfit condition, sometimes due to damp storage facilities;
- The stock represents a cost to authorities, if the storage space could be alternatively used or disposed of. Indeed there is anecdotal evidence that at least one authority has disposed of reserve stock on a random basis, failing to retain its alphabetical share as per the above agreement;
- Assuming an authority's reserve stock is catalogued and in good condition, there will still be a cost (in staff time and perhaps also transport) in accessing it, as it is not as simple as retrieving an item from the library shelf; and
- The stock is comparatively underused – partly no doubt because un-catalogued books are by definition inaccessible, and partly because it comprises older, less popular titles.

⁵¹ Feasibility Study, p27

London authorities (together with some neighbouring counties) have an informal agreement that disposals of fiction titles should occur on a selective basis to ensure that overall a wide range of titles is retained: the Joint Fiction Reserve ('JFR'). Thus alphabetical division was agreed – for example, one authority would undertake not to dispose of fiction beginning with A (author's name), another would retain B, etc. A similar system, the Subject Specialisation Scheme (SSS), allocated different subject areas (by Dewey Classification number) to each authority.

The Association of London Chief Librarians commissioned a report (itself based on a survey undertaken in 2006-07) which made recommendations concerning the future of not only the JFR but also the Subject Specialisation Scheme and the Greater London Audio Specialisation Scheme (GLASS). Whilst it was recommended that the latter two schemes be discontinued, a majority of boroughs were in favour of retaining the JFR. The report made the following recommendations:

- ALCL retains and continues the JFR for the present. However, the scheme should be monitored and reviewed frequently to make sure it is still relevant in the future;
- An agreed policy as to what will be provided. It is difficult to maintain the whole author alphabet, particularly as some of the collection is held outside London, elsewhere in the SE Region;
- Options for storage to be discussed and agreed. e.g. shared storage, digital technologies and POD options; and
- The collection should be promoted and made visible to Londoners. This can be achieved locally and in partnership with LLDA to provide high visibility on websites and reader development initiatives.

The survey revealed that although there is support for continued operation of the JFR, there is concern about its viability and interest in centralised storage, perhaps as part of a national scheme. We understand that the ALCL did not support the recommendation to continue the JFR.

Evidence from the fieldwork supports all of the above. Most of the authorities interviewed retain a sizeable reserve collection, although many have been down-sized in recent years and one has been totally dismantled (including, it has to be assumed, that authority's holdings on behalf of the JFR). Not all were able to give figures for reserve stack holdings, but where these were supplied they varied between 10,000 and 100,000. These collections are for the most part catalogued but there are gaps – typically about 70%-90% will be on the catalogue, although in the case of one authority this is still a card catalogue and only 10%-20% is on the electronic database.

Only two authorities were able to report on the levels of use, issuing 1,273 and 3,722 items respectively from their reserve in the last whole year.

One stock manager summarised the challenges facing reserve collections. Some have been abandoned (just one from our research but there may be others), and others greatly reduced. For those that remain, high costs of storage have to be met despite items being used only rarely if at all: it's not good use of precious local floor space. It would be better to have a huge warehouse to be used nationally (on 'waste ground near Middlesbrough'). Failing that, it could be better to buy an item second hand, issue it once, and then re-sell it, which would be cheaper than storing it indefinitely.

We have included options and recommendations around shared reserve stock and specialist collections below, but would emphasise that without proper cataloguing (estimates for 'missing stock' from active items range from 12-30% based on our fieldwork) and integrated stock use analysis to monitor use and impact, the benefits of shared reserves and collections (other than direct storage costs) cannot be quantified.

National and regional inter-library loan schemes

The Combined Regions (TCR)⁵²

This consists of regional or national library organizations. Members include the Association of London Chief Librarians, various other regional library associations and the British Library, as well as co-opted members such as the Forum for Interlending and Information Delivery (FIL). TCR's operational arm is the Conarls Working Group, and it is also responsible for UnityUK.

Conarls Working Group⁵³

This has the following main functions:

- It maintains the Inter-Regional Unit (IRU) Cost Scheme
- It provides guidance and information about the Joint Fiction Reserves
- It maintains a database of non-English language fiction
- It provides advocacy and guidance on resource discovery, sharing and delivery matters

The Inter-Regional Unit (IRU) Cost Scheme⁵⁴

Introduced in 2000 to reduce inter-lending costs for libraries. The scheme applies to inter-regional lending and is now available to any UK library, whether or not it is in a regional library system. The current charge for loans between IRU participants is £5.50 (intra-regional pricing may be different). BLDSC operates as a banker to the system, charging the borrowing library the IRU price plus a 'third party' transaction fee.

UnityUK⁵⁵

This is a national network for resource sharing, using the union catalogues of the TCR and LinkUK.. Members include all 33 London boroughs. It describes itself as a 'fully integrated ILL service for request management and catalogue servicing'. The automated process leads to:

- 'accurate, up-to-date information available for every request;
- reduced turn-around times;
- streamlined workflow;
- management of incoming requests via lender functionality'

One advantage of UnityUK is that members can opt in to 'Integrated Fee Management' which means that reimbursement for ILLs is fully automated.

Forum for Interlending and Information Delivery (FIL)⁵⁶

Its objectives are described as:

- Provide a forum for the discussion of Inter-Library Loan and Document Supply policies and practices
- Work with and improve the awareness of other organisations whose activities are relevant to the purposes of Inter-Library Loans and Document Supply
- Monitor and encourage international developments and co-operation in Inter-Library Loans and Document Supply
- Promote and advance the science and practice of Inter-Library Loans and Document Supply to improve the overall standards of library services

⁵² <http://combinedregions.com/Home>

⁵³ <http://combinedregions.com/Conarls>

⁵⁴ http://combinedregions.com/IRU_Cost_Scheme

⁵⁵ <http://combinedregions.com/UnityUK>

⁵⁶ <http://www.cilip.org.uk/groups/fil/index.html>

FIL produces an occasional newsletter. The March 2008 issue⁵⁷ includes an article by Marian Hesketh (Lancashire County Library & Information Service) on the work involved in processing ILL requests. The authority deals with 13,000 requests per year. Requests come from a minority of registered borrowers, though some use this service heavily – one user made more than 250 requests over a 2-year period. The inaccuracy of databases can be a problem; sometimes a book can be on many libraries' records but never found. It is interesting to note that at the time of the article the authority was about to join UnityUK, and the author was anticipating being freed from 'the endless and pointless mechanical typing of requests'⁵⁸. Use can often be heavily biased towards students.⁵⁹

North West Libraries Interlending Partnership (NWLIP)⁶⁰

This partnership provides regional ILL support services. It also has issued ILL best practice guidelines⁶¹ which have been endorsed by TCR and FIL. The range of guidelines includes

- Recommendations for requester libraries
 - Types of material generally excluded from ILL (e.g. new in-print fiction)
 - Details to be included in requests
 - Actions to take on receiving requested items
- Recommendations for responder libraries
 - Actions to take on receiving requests
 - Actions to take when supplying items
- ILL reply codes (non-automated systems)
 - These are a list of codes to be used, which save time when responding to the requesting library
- Transportation of ILLs
 - NWLIP recommends use of DX Standard or DX Consigned Services, though it is not clear how widespread use actually is
 - Actions to be taken when preparing items for transportation
- Claiming reimbursement for the supply of ILLs
 - Reimbursement methods: either automated through UnityUK or using the British Library's Banker Function
 - Reimbursement rates: Conarls, British Library, or NWLIP rates (and probably there are other regional rates as well)

⁵⁷ <http://www.cilip.org.uk/groups/fil/newsletters/filnews50.pdf>

⁵⁸ *ibid*, p5

⁵⁹ FIL survey (albeit in 1999) on 'the Use of Public Libraries for Inter-Library Loans by Students in Higher Education' (available at <http://www.cilip.org.uk/groups/fil/newsletters/surveyProwse1998.pdf>). Showed significant, though varying, use by higher education students of the public library ILL service, which compares favourably in terms of cost and access with that of their educational institutions. In extreme cases (e.g. Wandsworth) it was reported that the majority of ILL requests were from higher education students.

⁶⁰ <http://www.lancashire.gov.uk/NWLInterlending/index.asp>

⁶¹ <http://www.cilip.org.uk/groups/fil/bestpractice.html#1>

Consortia and access approaches outside London

LibrariesWest Consortium

Consists of five authorities: Somerset County Council, Bristol, Bath & North East Somerset, North Somerset and South Gloucestershire. The County Council procures on behalf of the others, and through a shared services bibliographical department ensures distribution. This generates lower costs and greater bargaining power.

*South West Regional Library Service*⁶²

It has just been announced that Library authorities in Bournemouth, Bath & NE Somerset, Bristol, North Somerset, Somerset, South Gloucestershire and Plymouth are working with OCLC to implement a discovery interface that will enable users to search and place reservations on materials held across the South West region. This will use WorldCat Local from 2010 and replaces Wisdom, formerly supplied by DS Ltd (now part of Axiell Group), the same system currently used for What's in London Libraries (WILL). The libraries, through their participation in UnityUK, are already regularly updating their bibliographic and holdings information, which OCLC then uploads to WorldCat. This facilitated records transfer has opened up the potential for them to utilise services built on the WorldCat platform, including WorldCat Local⁶³. The seven SWRLS libraries will have their own individualised Web discovery interface reflecting their libraries' branding and holdings switched on. Each interface will also present real-time holdings information from the other participating libraries to quicken the time it takes for users to locate items of interest. Requests will then be managed by the libraries' underlying management systems, in this case Axiell's Galaxy and Talis Alto.⁶⁴

Library Wales (<http://library.wales.org/>)

This features an on-line catalogue covering publicly accessible catalogues in Wales. Customers can search and order a book, to be picked up from their local library. It is also possible to register as a library member on-line.

Northern Ireland Libraries (<http://www.ni-libraries.net/>)

This has the same features as the Welsh site.

Borrow Books Ireland (<http://www.borrowbooks.ie/>)

This also has the same features as the Welsh site, except that you can't become a library member on-line

bibliotek.dk

bibliotek.dk contains records of all items published in Denmark as well as all items found in the Danish public & research libraries. Thus, bibliotek.dk is not a library but rather a database. Customers can place requests for items at their local library (even if the library does not have the item they want) and pick up the item from the selected library.

It is not possible to see immediately if an item is in stock at the selected library – one has to look up the item in the database of that particular library. Often, there will be a link to this database on the page 'Item request, step 3'. Alternatively, one can find links to library databases in the Library Directory.

Books to your doorstep (<http://katalog.deff.dk/about/?lang=en>)

This Danish service is separate from the above database. It is run by 'Denmark's Electronic Research Library'⁶⁵. It allows the user to order on line and receive by post. The PwC Library Loans On-line report summarises it as follows:

'In Denmark, for example, the *Books to Your Doorstep Now* initiative allows users to search across catalogues of a number of libraries, identify the title they require and order it on-line for home delivery. The book is sent by ordinary mail to an address specified by the borrower e.g. home or work, for a charge typically ranging

⁶² www.swrls.org.uk

⁶³ www.oclc.org/uk/en/worldcatlocal/

⁶⁴ Information taken from press release circulated on the LIS-PUB-LIBS discussion list.

⁶⁵ <http://www.deff.dk/default.aspx?lang=english>

between 0 and approximately £4.50 to cover postage costs. Return of the item can be made for free if the borrower drops it off at a participating library or for the cost of postage if they chose to mail it back.⁶⁶

Holland

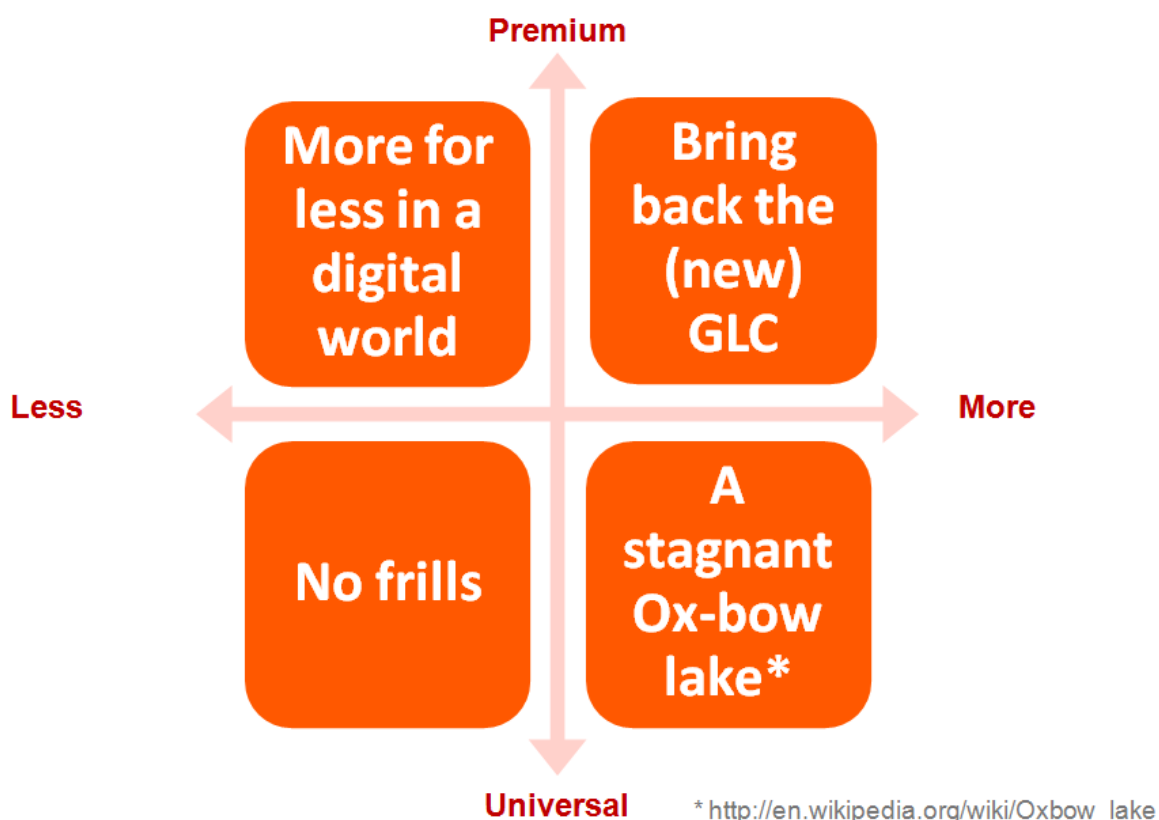
There is an interloan system (WSF) which includes the 13 bigger libraries in the country. More recently, a system called Zoek&Boek has been initiated. It aims to provide every library with the possibility to enter each other's catalogue. Currently NBD/Biblion is setting up a central catalogue with all the holdings of the libraries. The plan is to deliver real time services, so that one library will then be able to see real time what is in stock elsewhere.

⁶⁶ Borrowing Library Books Online, MLA report at http://www.mla.gov.uk/what/policy_development/current_consultations/Borrowing%20Library%20Books%20Online

Appendix C – scenarios for London libraries

On September 23 we delivered a one-day scenario planning exercise for a cross-section of London libraries stakeholders. Scenario planning is a method for learning about the future by understanding the nature and impact of the most uncertain and important driving forces affecting our world. It is a group process which encourages knowledge exchange and development of mutual deeper understanding of central issues important to the future of your business. The goal is to craft a number of diverging stories by extrapolating uncertain and heavily influencing driving forces. The stories, together with the work of getting there, have the dual purpose of increasing the knowledge of the business environment and widening both the receiver's and participant's perception of possible future events. The method is most widely used as a strategic management tool, but this and similar methods have been used for enabling other types of group discussion about a common future.

The axes identified were 'premium versus universal service' and 'more versus less funding'. The four scenarios from each quadrant are set out below.



More for less in a digital world – Premium service, less funding

It's 2017 – the Olympics were 5 years ago (we're still paying for them). Government? General Election?

Has the size of the state reduced?

- There is a wider range of providers and a greater range of charges across what was once the 'public sector'. More services, including libraries are directly commissioned by smaller local authorities, and delivered by the private, public and voluntary sectors and within trusts. There remains a strong, and sizable, Whitehall government. Library funding is less secure in terms of a single source, but high performing services have been able to access new funding channels.

- Ageing population gives libraries a huge opportunity to be community hubs that support independent living and encourage community interaction for older people. Equally, libraries focus on the very young, and provide a premium service for children.
- Similar trends have been witnessed in the book industry as were witnessed in the music industry in the early 2000s. Most young adults now access their written material digitally, and there is a high level of piracy and file sharing.

How have public libraries responded?

- A wider range of resources are available electronically, and strong relationships have been developed with publishers (at a cost, although these are coming down). Stock supply in libraries is entirely led by an ever increasing customer demand for information (supported by effective electronic ordering processes and print on demand). All electronic services can be accessed from home, as well as in the physical library.
- Libraries, publishers and online providers like Google are in the midst of a project to digitize all remaining collection items. (Digital rights issues have all been resolved in the 2016 Digital Copyright Act).
- Librarians' knowledge and knowledge accessed through libraries is now chargeable? Libraries help people navigate an increasingly complex web of knowledge and information and help researchers find credible sources.
- Literacy levels have remained much the same.
- Impact of the recession – the young people who struggled to find employment in 2009-10 still have underdeveloped skills as a result of this.
- In a context of modestly reduced funding, and less security in funding, the following key areas of spending have been tackled:
 - There are fewer staff, but more digitally literate and highly skilled. Labour forces are more flexible. Self service is standard in every library as part of this reduction in staffing costs. Because more services are virtual, staff and customers don't have to be in the same building to be able to interact.
 - The number of senior managers and back office staff have both reduced.
 - Stock procurement is now more competitive, and has reduced costs overall spent on stock.
 - Property costs have been reduced by a diversification of uses of space – both libraries going into other buildings, and other organizations renting space in libraries.

Implications for workforce change

- Start preparing for more skilled staff, reducing the number of 'foot-soldiers'.
- Investigate if the people we're looking for exist in the workforce, where are they?
- Start specifying the skills we're looking for in 2017 now and recruiting and restructuring on this basis?
- Consider which qualifications and aptitudes and attitudes we're looking for
- Work with universities and library schools to inform teaching
- Investigate HR policies and procedures around shared specialists

Implications for procurement of physical stock

- Everybody join the London Libraries Consortium?
- Single consortium purchase of materials? Share selection and stock policies

- Standardise categories and servicing as a priority
- Consider a wider and more diverse range of suppliers of physical stock
- Retain visible link to stock held and purchased locally (for accountability)
- Think about physical stock in tandem with digital stock

Implications for inter library loans

- Start to think about one small unit for the whole of London to supply items outside the collections of the 32 boroughs (presuming we can get all 32 boroughs on a single system)
- Resolve the transport issues and find a cost effective premium service

What should our next steps be?

- Check our assumptions are correct – data and speak to the stakeholders that are outside this room.
- Prepare a full project and organization to deliver it – probably London Libraries

Bring back the (new) GLC – Premium service, more funding

In 2017 there will be the GLC (Glocal Library Corporation). This is a global service.

There will be no more library buildings but you will be able to access any book, piece of music or film by using the corporation's online services. The service will be free (funded by advertising and partnership with Google, Amazon etc) but you will be able to pay for premium content (no adverts and to keep)

Our role as library specialists will be twofold: commissioners of cultural content and providers of accurate information. The GLC webpages will be famed for their reliable authentic information.

Implications for workforce change

- Digital skills gap – training exercise
- Redundancy programme rolled out
- Re-skilling of staff with advance skills of digital technology
- Technology structures to achieve the vision – computer programmers?
- Communication strategy to community re: change
- Commissioning with artists/writers
- Skills for search engine to provide accurate information
- Lots of young talent that will be out of work
- Do the courses exist? Need to run courses to train and give the skills we want and need
- Clouds
- Engaging with learning providers that there are the right sort of skills
- Managing the change
- Commissioning cultural content
- Virtual organisation
- Small core of expert people
- Commissioning things and managing content and delivery
- But not managing the library service or change programme
- Not office based

- Out sourcing
- Who is going to read to the child? Get the best storyteller and writers to tell the story

Implications for procurement

- Working relationship with publishers – we are the publishers
- Publishing industry – work with them
- Generating stock – working with writers
- Talking with authors and industry
- More consolidated relationship

Implications for inter library loans

- Interlibrary loans are dead
- Print on demand

What are the next steps

- Identifying the digital future – knowing what the possibilities are
- Talking to Google
- Working out roles and responsibilities
- Leadership?

‘No frills’ – Universal service, less funding

We remain publicly funded. Numbers of library buildings have been reduced. The remaining libraries offer basic core library services with reduced staff numbers and more reliance on RFID. Core library services are defined as book and audio visual loans of mass market, non-specialised titles in a variety of formats. We continue to offer childhood development and basic community services funded by others e.g. Children’s Services. There is more emphasis on self-access to materials provided. To work within our budgets, we followed strict compliance of NAG, collocated services with other public services and collaborated on procurement and shared services with other London authorities. We no longer offer free physical computer access having replaced it with wifi. We have moved to a one card system, like Oyster, for access to London services including Libraries.

What are the implications now for workforce change?

- Audit existing specialisms/staff
- Redundancies, retirements
- New type of staff at lower grade/customer services function
- Fewer managers, support staff, professionals.
- Share specialist professionals across authorities
- Deal with unions/existing terms and conditions
- Training and development/upgrading customer care and digital skills
- Campaign about how great it is to work in libraries to attract new digitally aware staff

What are the implications now for procurement of physical stock?

- Shared policies re: purchasing/procurement
- Shared resources/stock – political/sensitive issues here
- Less physical stock, more digital
- London wide approach
- Use London Libraries consortium as a starting point for this model.

What are the implications now for inter library loans?

- We need to withdraw service because we will no longer offer this service in 2017
- Advise partners and users.
- Negotiate termination of deals.
- Offer whatever possible through London Library Shared stock.
- Use Inspire.

What should our next steps be?

- Develop a project plan for implementation including priorities and costs.
- Require the new standards for RFID to be applied to all new systems.
- Get political engagement through London Councils
- Chief Executive support through Capital Ambition
- Ask potential customers what they want from their services.

'A stagnant Ox-bow lake' – Universal service, more funding

The moral is – be careful what you wish for!

Library services are relatively well-funded. Funding comes largely from the public purse but from a broader range of departments than at present – e.g. channelled through education. Funding being provided is conditional on delivering a fairly narrow range of services. More people are reading more (regardless of format), access to information is critical. Libraries are resourced because they are meeting these needs

Services:

- Still free at the point of service, without charges for any services
- study space – quiet in a busy world
- strong focus on services for children
- High quality in terms of stock, built environment
- Libraries are perceived to be getting the basics right. They have better access to data re customer needs and demand, and are responsive to them in terms of opening hours and plenty of books
- They are not innovators, shy away from the introduction of new technology, are not targeting their services at niche markets.
- Key performance drivers are footfall, meeting government targets for education. They are limited to some extent in what they can do by the conditions of their funding.
- Libraries are not trying anything new – regardless of conditions in outside world
- Libraries are not reaching new audiences, are becoming steadily less and less relevant – but really liked by those who do use it. Libraries aren't closing, local newspapers are happy, but they are empty!

- Parallels in what's happened in other industries (e.g. transport and music industry) in which industry fails to look ahead and innovate and suddenly finds itself providing a service that isn't wanted
- Service attracts a workforce that is comfortable with the status quo and perpetuates the scenario. An ageing staff stay longer because pay is good => less innovation => stagnation

We should prepare to ameliorate or mitigate the scenario:

Implications for workforce change:

- recruitment and retention strategy
- use funding to motivate – reward packages, recognise innovation
- address complacency – get rid of some people if necessary
- encourage churn (aim to match local govt average) – performance manage
- mandatory learning & dev programme – learning from outside e.g. commercial sector

Implications for procurement of physical stock:

- fit for purpose – i.e. NOT just physical
- procure for an outcome not a product
- process that allows us to be media-independent
- better relationships with suppliers
- rights implications
- speed of supply

Implications for ILL:

- needs to be part of universal service
- different delivery methods – electronically from a central source
- invest in print on demand

Next steps:

- workforce development strategy
- renegotiate deals etc with publishers re e-books
- investigate print on demand

Appendix D – SWOT analysis of library supply in London

The following notes were gathered from a workshop held with the project working groups.



Strengths

- Commitment to improving service/efficiency
- ILL expertise
- UnityUK – good resource, if staff have skills
- Unique selling point of the service
- London Libraries Consortium
- Infrastructure already exists – we talk to each other
- Chiefs up for change/economies
- Driven by customer needs/wants
- Untapped demand and evidence growing
- Provision for three-year-olds: no competition! Variety, environment, staff, repeat visits and borrowing, satisfaction
- Back list stock out of print - unique long tail [Tesco, Amazon, bookshops do well up front, Amazon marketplace at the end of the tail, libraries strong in middle]
- In theory we can get anything
- Free at point of use - social inclusion
- Free
- Addictive
- Green
- Good space (sometimes)
- No London boundaries 'in real life'
- Starting co location joint work
- All boroughs are unitaries

Weaknesses

- Underselling a good service (ILL) because of the costs
- ILL and stock expertise costs money
- Underinvestment in training in stock generally
- Devaluing of 'traditional' skills
- Slower speed of UnityUK compared with previous systems
- Specialist stock not well covered
- Poor understanding of costs in detail
- Un-catalogued stuff = underused / invisible
- Recent stock not available through ILL
- Do we know borrowers' buying habits? Or even borrowing habits?
- Playing safe with selection
- Lack of space
- Lack of consistent standards
- Not clear what the service is - are we in the business of lending textbooks to university students?
- Don't know how to judge cost/benefit
- Don't know non-users
- Don't know customers
- Don't market the service, don't target offerings
- Don't promote stock through recommendations
- Resistant to pay-as-you-use (could it work for ebooks?)
- No London boundaries 'in real life'
- Declining book fund (16-18 to 9/10%)
- Within LLC, transport costs
- Libraries very political
- Mixed-up logistics
- London clusters not one whole
- No home delivery

Opportunities

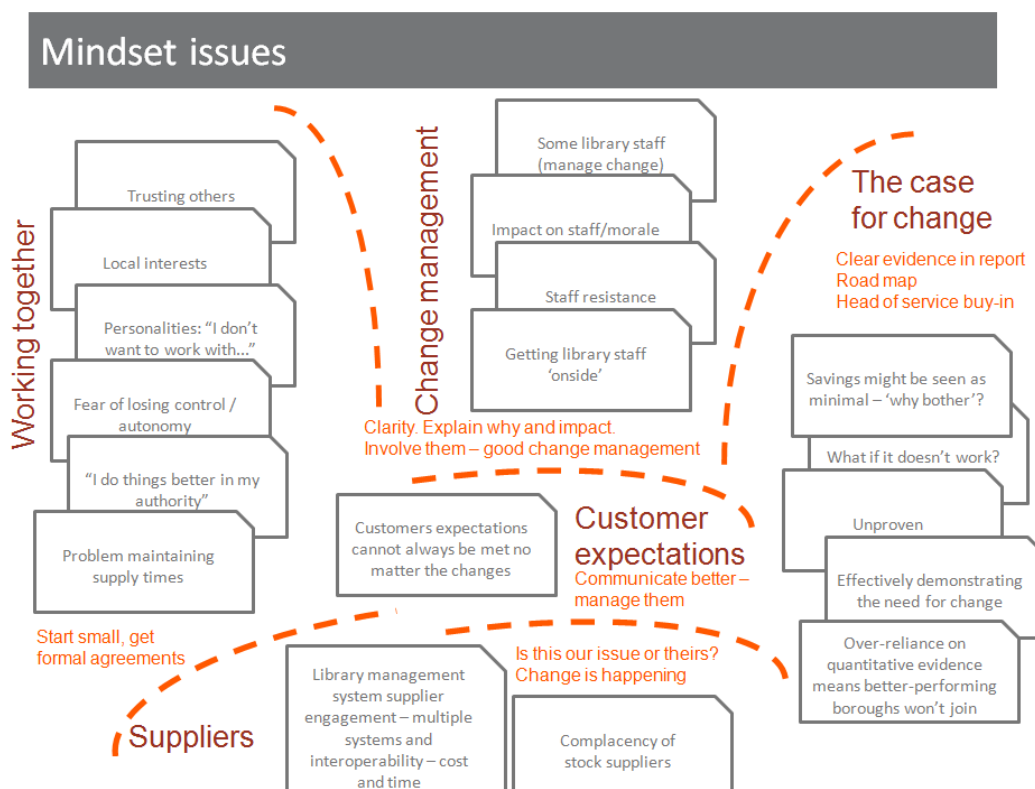
- UnityUK available in all branches (increased expressed demand, improves dialogue with customer, efficiency)
- Cheaper across three authorities, cheaper still with more
- Join up with specialist services e.g. Musical scores, play-sets etc in a warehouse
- LLC – opportunity for those not yet in to join – customers have ready access
- Across London – more joint selection – more sharing of resources – better customer service, lower costs, 'braver' buying decisions
- Co-location
- No London boundaries 'in real life'
- Self service
- Work and study space
- Pre-overdue notifications
- No London boundaries 'in real life'
- Demand up in downturn
- OPAC-suppliers link
- Ebooks a better way to meet demand?
- Richest city in the world
- Direct delivery
- Stop providing *everything*?
- Broker, like Amazon – match need to best supplier
- Recommendations/suggestions - technology is out there
- Laptops and wifi a possible supply route
- E-audio is all-pervasive
- Inter-borough loans automatic
- One card / one membership
- Rich library scene in a small geographic area
- Flexible return points

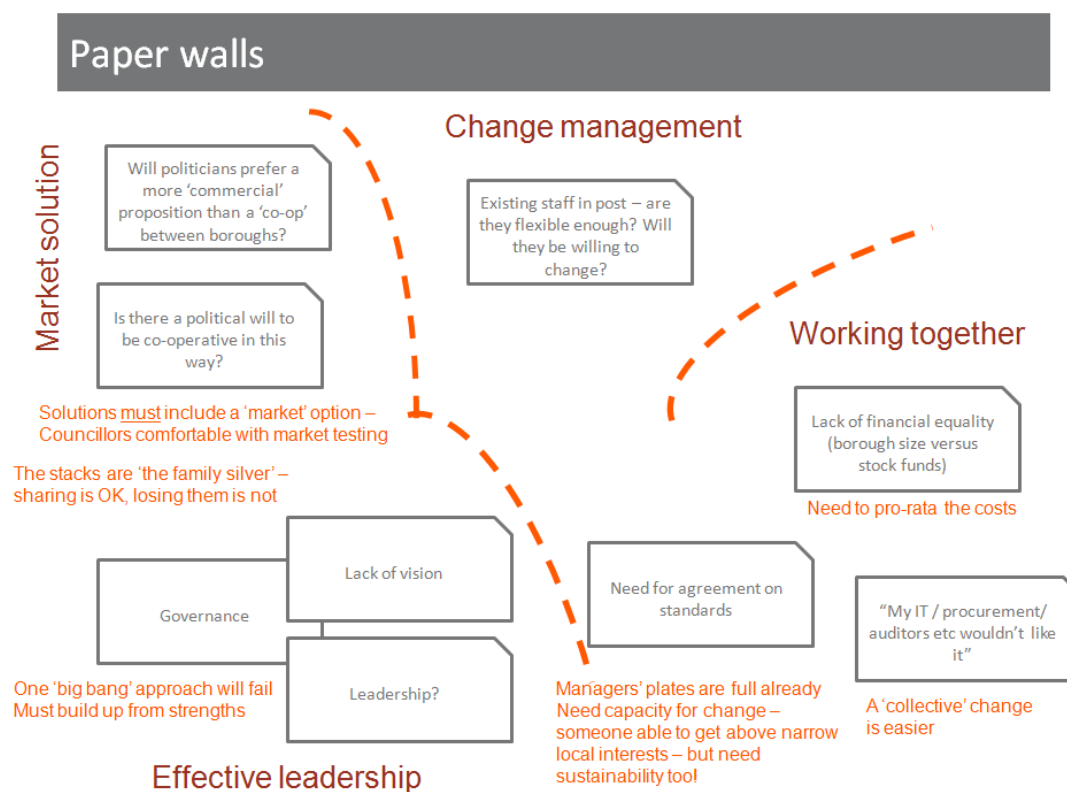
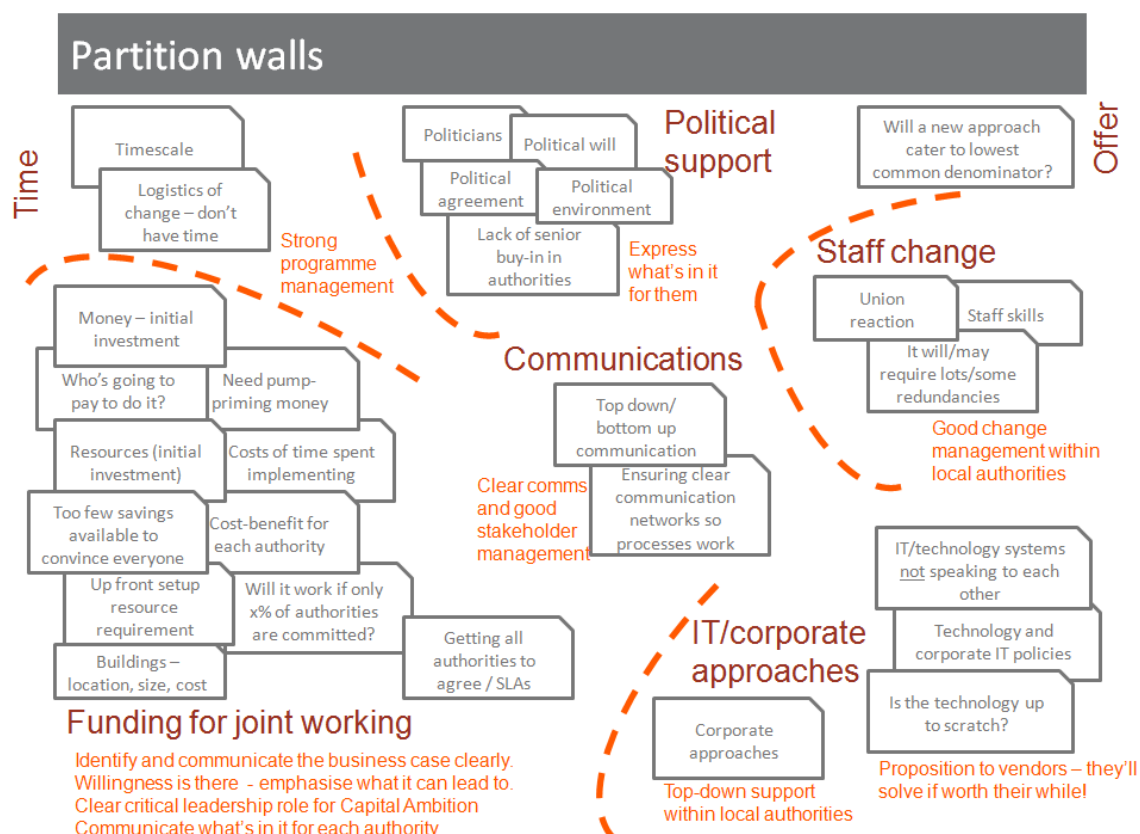
Threats

- Loss of expertise as staff retire – ILL and stock
- Decline in local knowledge
- Bean counters: 'costs more money!'
- British Library – not collecting many sorts of stock
- London = centre of excellence – could we cope with out-of-London demand?
- RFID not standard
- Other options cheaper
- No London boundaries 'in real life'
- Restructured often - lack of continuity
- London has biggest differentiation in lifestyles
- Expectations haven't moved on with libraries
- Less competitive supply
- Expectation libraries can't deliver new publications quickly
- Ebook licensing restrictive
- Huge cost and limited accessibility of DVDs
- Declining book funds
- Monopoly on large print
- Less consortium bulk discount available

Appendix E – ‘breaking the shell’ challenge identification and classification

The following notes were gathered from a workshop held with the project working groups. This exercise identifies all the potential barriers to achieving success – i.e. the most efficient and effective proactive and responsive procurement of stock – and organises them into four categories based on the type of response they require. The workshop format is based on one originally taken from www.businessballs.com and is presented under a Creative Commons licence from its developer, Ben Taylor.





Brick walls

The law

Legal / regulatory
frameworks /
requirements

Politics

Members not giving up
control of services

Political barriers

Need to manage members
effectively – show them
what is in it for them,
ensure they have control
over what's important to
them, demonstrate cash
savings

Corporate ICT / Finance /
support service buy-in

(Feels like a brick wall)

Appendix F – Radio Frequency Identification

When the BIC E4Libraries Project Scoping Report was written there were six different types of RFID system on the market, and there are now far more. In fact, it may be more accurate to say that there are almost as many RFID solutions as there are libraries. The extent of their inter-operability is not clear. Differences may occur as regards the wavelength/frequency, the chip, the data structure and the data sequence. These discrepancies could be resolved when a current draft ISO standard (ISO/DIS 28560-2 Information and Documentation – RFID in libraries) is agreed.

ISO 28560 is a new standard for a data model to be used for RFID in libraries. It is in three parts because the committee could not agree on one. The three parts are:

1. A list of all the valid data elements that may be used in Parts 2 and 3 (pretty much identical for both parts – only one difference)
2. Encoding rules for variable length encoding of Part 1
3. Encoding rules for fixed length

The reason why there was no agreement was because most of the European countries (except UK and a few others) had already agreed national data models. The Danes were first and the others followed the same basic layout with some minor additions. They all went for fixed length because the Danes did. So switching to ISO 28560-3 is, for them, almost no work at all.

In the UK, US and Australia libraries are not organised along the same lines as the more centralised models that operate in Scandinavia, Holland and France. So these countries never even considered using a common data model. Indeed up until very recently the US seemed to view the idea of a common data model as being anti-competitive. Now however all three countries have indicated their support for adopting 28560-2 – because variable length is more flexible than fixed.

Because we have no common model at the moment all UK libraries have different data written to their RFID tags in different ways. Libraries have been encouraged by RFID suppliers to make their tags even more unique by adding local data (that cannot actually be used by the LMS). If one were a cynical person one might suggest this was to create a technological .lock-in. for their solutions. So the standard is important because it will stop that happening in future and, more importantly, create a common platform for RFID implementation that will facilitate rather than prevent ILL operations.

WG11, the working group tasked with delivering the ISO 28560, met in London recently, and we understand that the meeting agreed to allow the final stage – voting on the FDIS – to begin in November, closing in mid-January 2010. Actual publication looks likely to be slightly later since work has to be done to ensure that the final version is both completely understandable, accurate and that most of the likely questions that might arise have been answered through FAQs. Once the standard is finally published the real work begins. In Germany work has already begun on compliance and performance certification. It is to be hoped that the UK might join that process.

Beyond these slightly more ‘technical’ issues, the future relationship between RFID and LMS systems is an issue. One commentator noted ‘The LMS – RFID interface needs to be addressed, too. It is no longer about using the bar code number (primary item identifier) as the sole conduit between these systems’ Whether this conduit – barcode or not – continues to be SIP, or is replaced by a newer technology (as it may have to be), will be discussed by the next BIC/CILIP RFID Technical Committee. This means that while real standardisation is now possible, significant work will have to be undertaken for libraries to use the approach. Although we have agreement from suppliers that they will support the standard (and some are implementing ahead of its publication) there will be no compulsion, and with 100+ libraries already using a proprietary format of one kind or another it will take years to get everyone on board. This could be one of the biggest obstacles to progress, whilst paradoxically being one of the greatest potential means of unifying the service!

Appendix G – Electronic Data Interchange

EDI has been in use in the retail supply chain since 1982. In the UK early adopters of the technology used the TRADACOMS standard originally developed by the Article Numbering Agency and now maintained by GS1. The UK Book Trade introduced a number of messages to the main set for their own use.

Despite development of the standard ceasing in 1995 it remains the single most popular EDI standard in both the UK retail sector in general and in the book trade in particular.

Introduced by the United Nations in 1990 the Electronic Data Interchange For Administration, Commerce and Transport (EDIFACT) standard offers much greater flexibility for supply chain operations. The book trade has been rather slow to develop support for EDIFACT tending move at the pace of the booksellers, among whom even Waterstones have been slow to adopt the standard.

In the library world things are slightly different. The US market moved more rapidly to EDIFACT as it offered so much more than the old ANSI/X12 protocol. As a consequence US based library management system suppliers (LMS) developed support for EDIFACT. TRADACOMS support came much later for systems like SirsiDynix as it was only used in the UK.

Major UK library suppliers –like Bertrams and the Little Group of companies (Askews, Holt Jackson, Browns) all handle EDI in both formats and support the full range of available messages; however smaller and more specialist suppliers do not. Libraries wanting to order direct from publishers will usually face using TRADACOMS rather than EDIFACT for communication.

Most LMS now also support the full range of EDI messages in both formats, the single significant exception being CIVICA – recently arrived from Australia (where it was developed from a South African LMS developed at Witwatersrand University in the 1980s) which does not support TRADACOMS at all and has no plans to do so.

The take up of EDI by libraries is patchy. Relatively few perform 'full-cycle' EDI (defined by Book Industry Communications (BIC)⁶⁷ as covering the entire procurement process from initial quote to final accession and invoice handling) for all their suppliers. Lack of training is the most frequently cited reason for not adding more trading partners.

Responding to a survey on LIS-PUB-LIBS some libraries reported problems with local authority IT managers refusing to allow access to EDI servers through the corporate network. Having had first-hand experience of this dilemma the author can verify that this appears to be a particular problem for users of DS Galaxy. The City of Plymouth has been unable to negotiate access for its Axiell supplied DS Galaxy system through the authority network for over 5 years.

That full-cycle EDI delivers major benefits appears unarguable. BIC reported at the National Acquisitions Group meeting in Chester in September 2009 that libraries using full cycle had reduced processing costs from over £5 per item to about 50p.

None of the above issues are insurmountable. Full cycle EDI for existing partial users is simply a question of investment in training. All the London libraries (with the exception of Hammersmith and Fulham) have bought library systems capable of delivering full EDI functionality. Those that have not activated the functionality would have to make a small investment to do so.

Although full cycle EDI with most specialist and smaller suppliers may not be achievable (as they only accept TRADACOMS orders) there would still be some significant savings to be realised by placing orders electronically.

⁶⁷ The body responsible for developing and maintaining EDI standards for libraries and the book trade in the UK, funded by CILIP, British Library, Booksellers and Publishers Associations, among others.

Key advantages of using EDI are:

- No duplication of effort – data entered once and re-used
- Accuracy
- No paper trail
- Less administration/fewer staff required

Standards

In the book trade, and consequently in the library supply chain, there are currently two main standards in use. TRADACOMS, a British standard originally developed for the retail supply chain and adapted for each market in which it is used, and EDIFACT, an international standard used extensively for B2B trading. TRADACOMS development ceased many years ago but despite this it remains the most common EDI standard in the UK. Book trade standards are maintained and regulated by Book Industry Communications (BIC – www.big.org.uk) on behalf of the industry.

EDI Messages

The main EDI messages are,

- Order
- Quotes
- Acknowledgements
- Fulfilments (23C)
- Invoices

Credit Notes are also supported by a handful of suppliers.

Orders

EDI orders may be in either TRADACOMS or EDIFACT format. The order files are generated by the LMS so support for both standards is the norm among LMS suppliers. It is worth noting however that Civica have no plans to develop support for TRADACOMS – effectively preventing their clients from using EDI to buy electronically from a significant number of suppliers.

Quotes

- Whereas EDI Orders are usually seen as being of greater benefit to the supplier, Quotes are where the library reaps the reward. Perhaps for this reason most suppliers insist that Orders must be implemented before they will provide Quotes support.
- EDI Quotes are generated by the Library Supplier. This might be in response to a Showroom Visit, a Supplier Selection or an order through the Website.
- The Library Supplier's system will create an EDI Quotes file for items selected and this will be transmitted to the Customer's LMS where it will be used to create a skeleton bibliographic record against which an EDI order can be raised.
- Quotes messages are usually quite large and contain bibliographic data – usually supplied by one of the record supply companies such as BDS. BDS will license the library directly to use their data from the supplier.
- Quotes messages are only supported in the EDIFACT format.

Acknowledgements/Order Response

- EDI Orders must have been implemented between the trading partners prior to implementing EDI Acknowledgements.
- EDI Acknowledgements are EDI files generated by the Library Supplier's system and can only be generated in response to an EDI Order.
- An EDI Acknowledgement message is generated for any item on an order for which the Library Supplier cannot supply goods. This will include Out Of Print titles, titles where the publication date is later than the required Customer delivery date or where the ISBN changes (for instance a hardback to paperback substitution).
- When the EDI message is uploaded into the Customer's LMS system, the Customer is automatically notified of any problems with supply..
- Acknowledgements are supported in the TRADACOMS standard. Order Response in EDIFACT.

Fulfilment (23C)

- The message is generated by the Library Supplier's system when the books are being despatched and is transmitted to the Customer. The record links each item's unique copy ID as supplied by the Customer's LMS as part of the EDI Order, to the barcode number attached to the book during servicing.
- These messages are only supported in the EDIFACT standard.

Invoices

- The EDI Invoice file is generated by the Library Supplier's system when the order is despatched.
- The EDI Invoice message contains all the financial information which would be presented on a paper invoice - that is ISBN, quantity, location, price, VAT, discounts, servicing charges etc.
- Once transmitted, the message is imported directly into the Customers LMS and most processing carried out automatically.
- Invoices are supported in the TRADACOMS and EDIFACT standards.

Complete summary of EDI capability on supply and demand side

EDI Message Summary		EDIFACT						Tradacoms											
		Orders		Order response		Fulfilment (23C)		Invoice		Quote		Acknowledgement		Order		Invoice		Credit Note	
	Send/Receive	S	R	S	R	S	R	S	R	S	R	S	R	S	R	S	R	S	R
Suppliers	Library Multimedia Supplies Ltd		x																
	Askews Library Service		x	x		x		x		x		x		x					
	BBC Audio Books		x					x		x				x					
	Bertram Library Services		x	x				x		x		x		x	x				
	Browns Books for Students													x					
	Coutts Information Services		x	x				x		x		x		x		x		x	
	Cramer Music Ltd									x				x					
	Dandy Booksellers									x				x					
	Holt Jackson Book Co Ltd		x					x		x		x		x		x		x	
	Peters Bookselling Services		x	x						x		x		x		x			
	Rondo				x				x		x		x		x		x		
	The Stationery Office														x				
Ulverscroft Large Print Books		x						x		x				x					
Library Authorities	Barking & Dagenham													x					
	Barnet									x				x					
	Bexley													x					
	Bromley				x					x				x					
	Camden											x		x					
	City of London													x					
	Croydon													x					
	Ealing									x			x						
	Enfield									x				x					
	Greenwich	x																	
	Haringey*													x					

EDI Message Summary		EDIFACT						Tradacoms											
		Orders		Order response		Fulfilment (23C)		Invoice		Quote		Acknowledgement		Order		Invoice		Credit Note	
	Send/Receive	S	R	S	R	S	R	S	R	S	R	S	R	S	R	S	R	S	R
Library Authorities	Havering	x			x				x		x				x				
	Hounslow										x		x		x				
	Islington														x				
	Lewisham														x				
	LLC (Axiell)**	x			x				x		x		x		x				
	Newham														x				
	Redbridge														x				
	Richmond										x		x		x				
	Southwark												x		x				
	Tower Hamlets														x				
	Waltham Forest														x				
	Wandsworth										x		x		x				
LMS	Civica	x			x				x		x								
	Axiell	x			x				x		x		x		x				
	TALIS						x		x		x		x		x				
	SirsiDynix - Symphony	x			x		x		x		x								
	Infor – VUBIS	x			x		x		x		x								
	Infor – PLUS				x				x		x				x				

* Since data gathering was undertaken for the project, and as a direct result, Haringey have indicated that they have implemented full EDI

** Newham, Ealing, Richmond, Enfield, Tower Hamlets, Barking & Dagenham, Redbridge, Waltham Forest, Havering, Wandsworth, Brent and Hackney

The means by which messages are transferred may be via FTP, mailbox or portal; this is not critical to question of efficiency. What is interesting is the apparent disparity between the capabilities of suppliers and LMS providers and the implementation of these services by libraries

Note that the majority of this data is taken from the Nielsen website and may not be complete or completely up-to-date.

Appendix H – email survey

The following survey was sent to all library authorities not contacted directly in the first round of fieldwork (in-depth telephone interviews and site visits)

PART A: Efficiency and use of standards

Activity	Yes/no	Comments
STOCK SELECTION		
Do you make use of robust data about local demand, e.g. community profiles, stock use?		
Is selection outsourced to an expert third party? (give percentage)		
What goals do you seek through stock policy (e.g. the top three aims)?		
Are you contributing to LAA or other local authority targets? (please note)		
STOCK PROCUREMENT		
Is this organised within a consortium? (please name)		
STOCK SERVICING		
Do you use minimum NAG standards?		
Is all of your servicing delivered shelf-ready from supplier?		
CATALOGUING		
Do you share cataloguing activity with other authorities?		
Do you use standard BIC classification?		
DELIVERY		
Is all stock delivered direct to branches (if not please indicate %)		
EDI – do you use EDI for:		
Orders		
Acknowledgements		
Quotes		
Invoices		
LMS		
Was your LMS jointly procured?		
Is it compatible in any way with other systems used in the authority? (if yes give details)		
Do you plan to change your LMS in the near future? (please note)		
RFID – do you use it to support:		
Self-issue		
Any other activity (give details)		
Is it used in all branches (if not, please give percentage covered)		
RESERVES		
How many items do you have in reserves?		
Are they all accessible through electronic catalogues? (give percentage)		

RESERVATIONS AND ILL		
Do you charge for reservations? (please give details)		
Do you publicise reservations and ILL services? (please give details)		
How many reservations were satisfied within the authority last year?		
How many were met by intra-authority loans (not ILL)?		
How many ILL loans received?		
How many ILL loans sent?		
Do you have a limit or decision process that guides what you don't supply?		
SHARED SERVICES		
Do you share any aspects of stock procurement, management or lending with other authorities?		
CHANGE PLANS		
Are there any change or transformation plans which will impact on stock procurement/reservations?		

PART B – measurable costs

Activity / measure	Explanation	Cost	Notes
STOCK SUPPLY CHAIN COSTS			
Staff time: assessing & selecting	This should include staff costs for all stock procurement activity undertaken, whether centrally, in divisional / district libraries or in branch libraries. This will include time spent by stock managers, branch library managers, specialists (children's etc). If your authority is operating an outsourced arrangement then the cost should be recorded as zero but highlighted to recognise that there are costs associated with the activity.		
Staff time: ordering, monitoring and chasing orders, receipting & cataloguing	Ordering refers to the actual methodical process of ordering books, this is often completed electronically through a website Receipting will include the receiving goods from the supplier, logging and stamping of the books, checking contents against the delivery note, receipt against the invoice and adding to the stock, issue stock on dispatch ticket ready for distribution and packing for distribution Cataloguing refers to the adding of items onto authorities LMS systems		

Activity / measure	Explanation	Cost	Notes
Staff time: distribution	Include time spent allocating a location to each item, implementing the circulation plan and ensuring it reaches its destination. Also include associated staff costs e.g. time of a courier/van driver responsible for distribution to branches, if direct delivery is not in operation		
Staff time: preparation for loan	Any task or local activity undertaken to ensure the book is ready for lending to the customer, for example any servicing arrangements not carried out by supplier		
Third party	Costs incurred by third party providers commissioned by the local authority i.e. contractual and processing costs for Consortium or ICT upgrades for EDI.		
Other	Managers' time e.g. contract management time and the management of staff and appraisals.		
Premises	Costs of any buildings or parts of buildings totally or mainly dedicated to supply chain activity, including utilities and running costs. If a part of a building, e.g. library, this should be calculated according to the % used for supply chain activity		
Transport	Transport costs of delivering to branches: costs of the van lease, hire, tax insurance and petrol to distribute stock. If the van is shared and used for other tasks then a proportion of this usage should be applied If delivery is direct from suppliers, is there a charge for this		
RESPONSIVE SUPPLY COSTS	There are three routes to satisfy requests: A) Ordinary reservation (within authority stock or reserves) B) Intra-authority loan not ILL (with partner authorities) C) Inter-library loan		
Staff time: handling requests in branch	At this stage it may not be clear whether request will be satisfied through ILL so please given the total estimated time on requests and allocate percentages of branch staff time based on your best estimate of time spent on all reservations handling and % of requests that go through routes A, B,C	Total cost = A% = B% = C% =	
Staff time: centralised costs of deciding to borrow and implementing	Should include sourcing of item, requesting, chasing, contact with customer, re-requesting if needed	Total cost = A% = B% = C% =	

Activity / measure	Explanation	Cost	Notes
decision			
Direct costs	Any charges made for borrowing (e.g. by BL), voucher scheme etc	Total cost = B% = C% =	
Staff time: distribution	Include any tasks involved in ensuring an item reaches the relevant branch, including associated staff costs e.g. time of a courier/van driver responsible for distribution to branches, if direct delivery is not in operation	Total cost = A% = B% = C% =	
Staff time: loaning ILL	Your best estimate of all costs associated with responding to requests to loan items to other authorities (retrieving the item, dispatching, chasing overdue, receiving returns and returning to branch	Total cost = B% = C% =	
Premises	Costs of any buildings or parts of buildings totally or mainly dedicated to ILL activity, including utilities and running costs. If a part of a building, e.g. library, this should be calculated according to the % used for supply chain activity	Total cost = A% = B% = C% =	
Transport	Transport costs of delivering to branches: costs of the van lease, hire, tax insurance and petrol to distribute stock. If the van is shared and used for other tasks then a proportion of this usage should be applied	Total cost = A% = B% = C% =	

Appendix I – survey results

A total of 23 authorities returned the survey questionnaire, and 14 took part in the fieldwork. Taking into account the overlap between the two groups, only 2 authorities remain unaccounted for.

Reservations policy and charges

At the low end, some libraries make no charges for in-stock items; the lowest charge for items to be procured from the British Library is 75p. At the high end, one library charges £1.80 for reservations, and in another case there is a £10 fee for British Library items.

Reserves

Only 2 authorities report having no reserves. Of those who have reserves, 7 out of 18 say they are 100% catalogued, and in 14 out of 18 cases they are at least 70% catalogued.

ILL usage

Volumes tend to be rather low – in 19 cases, the combined number of books borrowed and received by an authority was fewer than 2,000.

Publicising ILL

Of the 19 authorities responding to this question, 18 indicated that the service is publicised, though often simply as part of general information on a website.

Do you have a limit or decision process that guides what you don't supply?

17 out of 20 indicated that they have a policy. Common elements tend to be:

- Cost restriction – i.e. not to supply if an item exceeds e.g. £30
- Likelihood that the item will be required by other users
- Does the item fit in with the library's profile e.g. does it add to a special collection?
- Restriction on certain types of items – e.g. workbooks, academic titles, items from abroad

Stock selection

Do you have and make use of robust data about local demand, e.g. community profiles?

Although it is difficult to express the responses in numerical form, broadly one can say that around 16 authorities replied 'yes', another 6 responses indicated a partial 'yes', whilst a further 7 were negative responses. Of the latter, 2 authorities indicated that they are in the process of creating and using community profiles.

Is selection outsourced to an expert third party?

Overall, one can categorise the responses as follows: 8 said 'yes' or indicated that they outsource at least 80%, 13 outsource between 40% and 70%, and a further 8 do not outsource at all, or at most 20%.

What goals do you seek to achieve through stock policy (e.g. the top three aims)?

23 authorities responded to this question, citing a wide range of objectives. However, common themes (with, in brackets, the number of times they were mentioned) were:

- Catering for diverse needs of the community (10)
- Value for money (8)
- High stock usage / maximizing issues (8)
- Customer satisfaction (4)
- Promoting lifelong learning (4)
- Meeting customer requirements (3)

- Balancing between popularity and depth (2)
- Efficiency (2)

Are you contributing to LAA or other local authority targets?

10 authorities replied 'yes', whilst 9 replied in the negative. Some of those replying 'yes' referred to national indicators, whilst others referred to local indicators or corporate goals.

Stock procurement

Is this organised within a consortium? 23 respondents replied 'yes', and 6 'no'. Of those replying 'yes', 13 are members of CBC, 4 of Wellstoc, 4 of LLC.

NAG servicing standards

14 out of 26 say they entirely adhere to NAG standards. The other 12 all deviate to varying degrees.

Is all of your servicing delivered by a third party, e.g. supplier?

The vast majority of respondents (23) indicated 'yes', or that the majority of stock was delivered already serviced. Some indicated that exceptions included stock from small suppliers, or that particular types of stock (e.g. fiction, CDs) required further servicing upon delivery. A couple of respondents indicated that some additional servicing was done by staff to all stock received.

Do you share cataloguing activity with other authorities?

15 authorities indicated 'no', whilst 13 indicated 'yes' – many of the latter referred to either LLC or to TalisBase.

BIC classification

Standard BIC classification is currently used by 8 authorities, whilst another 5 use it partially. 14 respondents do not currently use it, though 2 of those are planning to use it.

Is all stock delivered direct to branches?

Only 5 respondents indicated that all or a majority of their stock is delivered directly to branches. In contrast, 19 replied 'no', while a further 6 replied that they are in the process of, or planning to, implement direct delivery.

EDI

The table below sets out the extent of EDI usage. However it should be noted that where authorities do use EDI, it is not necessarily in respect of all their suppliers. Since data gathering, Haringey have implemented full EDI.

Aspect of EDI	Number of authorities		
	Using	In the process...	Not using
Order	21	3	5
Acknowledgements	17	3	9
Quotes	20	3	7
Invoices	9	8	13

LMS

Around a third respondents (10) indicated that their LMS system is jointly procured, whilst two-thirds (21) indicated that it is not. As regards compatibility with their finance systems, this was the case in 11 boroughs, whilst a further 4 indicated partial or potential compatibility. 13 authorities indicated that their systems are not compatible. In 6 out of 10 instances, authorities indicated that jointly procured LMS was compatible with their finance systems. Only four respondents indicated that they are planning to change their LMS in the near future, whilst 18 are not planning to change.

RFID

Of 27 respondents, 20 use RFID for self-issue (though in almost all cases less than 50% of their libraries are covered), and a further five are planning to introduce it. 10 authorities are using, or planning to use, RFID for stock management, whilst two are using it for self-returns.

Appendix J – stakeholders consulted

Local authorities

Keith Hinton – London Borough of Brent
Jennifer Cox – London Borough of Bromley
David Brockhurst – Head of Libraries – London Borough of Bromley
Mike Clarke – Head of Libraries – Information and Community Learning – London Borough of Camden
Gordon Keys – Principal Librarian Bibliographical Services – London Borough of Camden
June Gronland – ILL librarian – London Borough of Camden
Sonia Winifred – Deputy Head of Libraries and Information – and staff from Camden Libraries
Aileen Cahill – London Borough of Croydon
Diana Edmonds – Assistant Director Culture – Libraries and Learning – London Borough of Haringey
Ann Rennie – Head of Libraries – London Borough of Havering
Sue Thacker – Stock Development Librarian – London Borough of Havering
Susan Doyle – Development and Improvement Manager – London Borough of Hillingdon
David Jones – Public Library Services Manager – London Borough of Hillingdon
Alison Townsend – Reading Resources Manager – London Borough of Kingston
Mark Challen – Acquisitions Manager – Lewisham Library & Information Service
Sue Wills – Royal Borough of Kensington & Chelsea
Kate Pitman – Idea Stores Library Development Advisor – London Borough of Tower Hamlets
Geoff Boulton – Library Strategy and Performance Manager – London Borough of Wandsworth
Steve Murphy – London Borough of Wandsworth
Julian Wales – London Borough of Wandsworth
Iona Cairns – City of Westminster Libraries
Pat Chamberlain – City of Westminster Libraries
Mussie Kifle – Inter-Library Loans Supervisor – City of Westminster Libraries
Richard Pearce – Library stock unit manager – London Borough of Croydon

EDI

Tim Cotterall – Commercial Director, Askews Library Services Ltd
Will Blackburn – Sales Manager, Libraries, Civica Ltd.
Lesley Jones – Business Development Manager, Axiell Ltd.
Larry Stock – Development Manager, Infor Library and Information Solutions
Tony Wareing – EDI Technical Support Manager, Nielsen BookNet
Grant White – Talis Information Limited

Record Supply

Paul Dibble – Head of Data Sales, Nielsen BookData
Mo Siewcharan – Head of Marketing, Nielsen BookData
Lesley Whyte – Managing Director, Bibliographic Data Services Ltd.
Eric Green – Business Development and IT Director, Bibliographic Data Services Ltd.

RFID

Kok-Meng Leow – Deputy Director, Business Development, Library Solutions, Civica Singapore
Mike Chambers – Research and Development Manager, 2CQR Ltd, 2CQR
Paul Dalton – Sales Manager, Smart Media, Intellident Ltd, Intellident House

Shadow standards board

Jennifer Cox – Stock Services Unit Manager, Libraries Culture, Libraries & Leisure Renewal & Recreation Department. London Borough of Bromley
Aran Lewis – Senior Librarian, Stock Support Services. Lambeth Libraries
Manny Manoharan – Support & Development Manager Waltham Forrest–
Satinder Chugh – Waltham Forrest

Responses on-list to both ILL/EDI

Andrew Coburn – Acquisitions & Cataloguing Manager, Essex Libraries

Chris Hall – Co-Chair, Central Buying Consortium Library Group and Bibliographical Services Librarian, City of London Libraries

Stephen Mossop – Head of Library Customer Services, University of Exeter

Nikki Copleston – Service Manager (Stock & Support Services), Harrow Libraries

Sue Boswell – Purchasing Manager Library and Heritage Services, Environment and Regeneration Department, Islington Council

Chris Goddard – Resources Manager (Stock and Services), Plymouth Libraries

Working Group Members

Alison Townsend – Reading Resources Manager – Kingston Library and Heritage Service

Clare Stockbridge Bland – LB Lambeth – stock and community services

David Brockhurst – Assistant Director Libraries and Lifelong Learning London Borough of Bromley and Chair SELPIG

Gareth Morley – Library Service Manager Culture – Sport & Community Learning – London Borough of Redbridge

Judith Mitlin – Library Services Manager – Bexley Library Service

Kate Pitman – Library Development Advisor – Ideas Stores – LB Tower Hamlets

Madeline Barratt – Policy and Strategy Manager – London Borough of Enfield and member of LCIG

Manny Manoharan – Libraries Development Manager – LB Waltham Forest

Mark Blair / Paulo Pisani – Front Office Development Manager – Newham

Nikki Copleston – Service Manager (Stock & Support Services), LB Harrow

Pat Chamberlain – City of Westminster

Ted Rogers – Head of Libraries – Archives and Information – LB Hackney

Organisations outside England

Henk Das – CEO NBD/Biblion BV

Deirdre Nugent – Senior Librarian – Libraries Northern Ireland

Kevin Lee – Assistant Chief Librarian – Shantou University – China

Dr. Marian Koren – Head of Research and International Affairs – Netherlands Public Library Association

Scenario planning event attendees

Andrew Holden – MLA London

Dennis Vergne – RedQuadrant

Rick Torseth – RedQuadrant

Aileen Cahill – Head of Libraries, Culture Division - Community Services, LB Croydon

Carl Ulbricht – RedQuadrant

Elizabeth Davies – CfE (Project Management for Phase 2)

Jane Battye – Head of Library Service, Royal Borough of Kensington & Chelsea

Stephanie Duncan – Digital Media Director, Bloomsbury

Steve Beecroft – London Card consultant

Sue Thiedeman – MLA London

Antonio Rizzo – Acting Service Manager, Lewisham Library & Information Service

Emma Hewett – Director, Spread the Word

Tricia Kilsby – Audit Commission

Andrew Green – Head of Library and Heritage Service, LB Wandsworth

Catherine Ball – Library Development Manager - Culture, Sport & Community Learning, LB Redbridge

David Brockhurst – Assistant Director Libraries & Lifelong Learning, LB Bromley and Chair of SELPIG

Grace McElwee – Strategic Manager, Library & Heritage Service, Cultural Services & Lifelong Learning, Learning & Children's Services - RB Kingston

John Bacchus-Waterman – Government Office for London

Ken Chad – RedQuadrant and KenChad Consulting

Sue McKenzie – Head of Libraries, Arts and Heritage, LB Brent

Kevin Farquharson – London Card consultant

Mike Clarke – Head of Libraries, Information and Community Learning, LB Camden

Nikki Copleston – Service Manager (Stock & Support Services), LB Harrow

Sarah Wilkie – RedQuadrant

Suzanne Rose – Head of Stakeholder and Programme Management, Capital Ambition

Tom Campbell – Greater London Authority

Tom Pike – Head of Libraries, Museums and Local Studies, LB Barnet

Others

Tim Coates – Library consultant and commentator

Iain Downie – Bridgeall

Stephanie Duncan – Digital Media Director, Bloomsbury Online

Marc Hawkey – Bookit

Mark Steward – MAX Associates

Duncan Wood-Allum – SportLeisureCulture

Appendix K – project team

Ben Taylor

Ben is an experienced local government transformation and efficiency practitioner with a strong interest in libraries. He is a PRINCE2 Practitioner, PwC Lean Six Sigma Black Belt and has significant experience over a number of years of conducting options appraisal, communications and stakeholder engagement, and change management for a wide range of efficiency and performance improvement service, usually working across two or more organisations. This includes Better Stock, Better Libraries and the Community Libraries Programme baseline review for the MLA, shared services work for Team Hackney, three Lincolnshire authorities, Staffordshire Moorlands and High Peak, and strategy work for a number of London authorities

Sarah Wilkie

Sarah Wilkie is a strategic planner, with many years' experience in interpreting and implementing public library policies and priorities. Her extensive experience working in national bodies and in local government ensures that she has a strong understanding of the challenges faced by local library authorities from both a policy and a practical delivery perspective. She has particular expertise in areas such as workforce and efficiency, and a strong track record in building partnerships and in stimulating and supporting cultural change within organisations. Her collaborative approach to the latter ensures that change programmes can be directed towards delivering realistic and achievable improvements for customers and communities.

Olivia Spencer

Olivia offers corporate leadership and support on all aspects of library services, partnership and engagement. As head of a large county library service she implemented an internationally recognised improvement programme, moving the service from fair to excellent in three years. This radical, innovative and practical development introduced a new approach to partnership and joint working. She specialises in new governance and delivery methods through collaborative working and combines consultancy on strategic improvement planning and delivery in partnership with an emphasis on in depth consultation with users and non-users, creative engagement and research.

Ken Chad

Ken gained his Masters Degree from the Information Science Department at City University in London. He began his career in public libraries and had many roles including Bibliographic Services Manager for Essex Libraries, which included responsibility for the Inter Library Loans (ILL) service. He has over 20 years experience in the library software business and has worked with a wide range of academic, research, college, public, corporate and national libraries in the UK and throughout the world. Before setting up his consultancy business in 2007, Ken was Executive Director and Board member at Talis, a library software business based in the UK with around a 25% share of UK public libraries. As one of the two Executive Directors he played a central role in a major strategic change programme and fundamental restructuring of the company. This included the reshaping of the Talis national shared service for Resource Discovery/ILL. (Talis Source). His consulting activities include projects for the UK's JISC (Joint Information System Committee) and SCONUL (Society of College, National and University Libraries) as well as strategy development for major libraries. He is currently part of a consulting team engaged by SCONUL on a major HEFCE funded Shared Services project for UK higher Education Libraries (see <http://sconulss.blogspot.com/>). He has published articles and presented widely on the strategic impact of technology driven change including reshaping ILL services in public libraries

Mick Fortune

In a career spanning over 30 years, Mick has worked on all sides of the library industry beginning at what was then the British Library's Lending Division where he was responsible for the automation of interlending processes in support of the nation's libraries. Since leaving there in the 1980s he has have maintained contact with UK libraries whilst at the same time developing a deeper understanding of service delivery in libraries worldwide through work with IBM Europe and Australia and as European MD of Dynix. For five years he worked for the Nielsen Corporation, latterly heading up their BookNet division running supply chain services for companies like Amazon, Gardners, Waterstones

and Random House. Most recently he has been working with CILIP and BIC to develop common standards for RFID and now new protocols for service integration.

Graham Field

Throughout his career, Graham has been passionate about developing the potential within others to make a difference to their own lives alongside maximum benefits for their organisations. With a great interest, and a depth of experience in a range of areas, Graham brings creativity, coaching support and practical application to the projects he is involved in. Key areas of interest are coaching, creativity, customer service and building confidence, and he has significant library experience.

Russell Pask

Russell has over fifteen years experience in social research. He is a statistician and expert in both quantitative and qualitative research, analysis and insight. Educated at Bristol and Cambridge, he majored in organisational development and organisational economics. He has significant experience in staff engagement and organisational development conducting work with staff for councils in Hammersmith & Fulham, Westminster, Oxford County Council and Lewisham as well as organisational issues as part of the MLA Community Libraries project. Russell has also worked with chief executives, leaders and academics on civic leadership and communications. Russell has experience of benchmarking analysis for Reuters in financial trading as well as developing benchmarking systems for Best Value inspections in housing, building control and debt advice for local government. He has conducted a number of CIPFA surveys for libraries, as well as projects for Hertfordshire and Westminster examining why people do not engage with libraries and looking at ways to engage the Arabic community with libraries. Russell has also worked with Waltham Forest and Bedfordshire to help them develop their cultural strategies.

Carl Ulbricht

Carl has extensive experience in public sector reform, community development and legal assistance, and with excellent skills in research, project management, drafting standards and guidance, conducting studies, technical assignments, evaluations, advanced report-writing to communicate to diverse stakeholders.

John Mallaghan

John brings unrivalled expertise in programme and portfolio management to local government, as well as significant experience in developing new service offerings in a web and software-based environment, and associated supply chains and procurement. He has helped London boroughs such as Hammersmith & Fulham to deliver programmes with net savings of over £8m, and implemented programmes that set up award-winning customer-focused organisational strategies.

Pre-seminar worksheet – towards an Action Plan

Important note for attendees

The London Libraries Annual Seminar will give you the opportunity to discuss the key findings from Phase 2 of the London Libraries Change Programme. We want all attendees to play a central role in shaping plans for immediate and short-term change in their own authorities and for longer-term change across London. We also need to use learning from the workshops to shape our action plan for the Members' Briefing in early December, and to shape plans for Phase 3 of the Programme.

Ahead of the seminar, please could you therefore do the following:

1. Read the following documents:

- A step-change in ambition and achievement for London libraries (4 page summary report)
- Common Standards and Inter-Library Loans – Efficient libraries through standards and sharing (RedQuadrant)
- Workforce Benchmarking: Understanding the London library workforce's utilisation (CFE)

2. Fill in the pre-seminar worksheet (one for each participating authority), which is designed to lead you through some of the key aspects of the reports, and enable you to reflect on what you may need to do, and who you may need to speak to, ahead of making commitments as part of the Programme. We are not asking you to submit this– it is to help your preparation for the Seminar.

3. After completing the worksheet, and by Wednesday 11 November, please email Abigail Moss (abigail.moss@mlalondon.org.uk) to indicate your position on behalf of your Borough as follows:

a) I would like my Borough to be involved in Phase 3 of the Programme as part of a pilot (please comment below)
b) We would like to be involved in full-scale implementation, but not pilots
c) We remain to be convinced of the benefits of the options set out in the documents
d) We would be willing to give peer support for best practice in the following area(s):
e) We would be interested in receiving peer support for best practice in the following area(s):
Comments:

This is not a binding commitment, but will enable us to get an overview of your thinking ahead of the Seminar.

Pre-seminar worksheet – towards an Action Plan

I. Short-term and immediate actions		
Reading from the Reports	Questions	Notes / actions
<p>See:</p> <ul style="list-style-type: none"> Common Standards and Inter-Library Loans – Efficient libraries through standards and sharing (RedQuadrant): Section 4, Section 5, pp 33-34, Annex 1, Annex 3 pp 44-47 Workforce Benchmarking: Understanding the London library workforce's utilisation (CFE): Executive Summary; Section 5 pp.26-32 and pp.36-42; Section 6 	<ul style="list-style-type: none"> What elements of your Borough's work could inform best practice on: <ul style="list-style-type: none"> workforce structure? training and practice? processes used to select, order and get stock into London libraries. How can the management structures of library services change to get the greatest outputs from the lowest level of resources? Can back-office services be shared? Can inter-library loans be replaced with reciprocal London borrowing? What short-term and immediate actions should feature in the Action Plan to present to members in early December? What do you need to do to achieve best practice? What technical changes do you need to make? What training and change management is required? Which choices does your service need to make to get on board? Would you like your service to be part of a pilot programme? 	
Advocacy <ul style="list-style-type: none"> Who do you need to speak to now to get political and public support? Who do you need to speak to next? 		

II. Longer-term planning for change across authorities		
Reading from the Reports	Questions	Notes / actions
<p>See:</p> <ul style="list-style-type: none"> Common Standards and Inter-Library Loans – Efficient libraries through standards and sharing (RedQuadrant): Section 1,5, Section 2, Section 5, pp34-35, Annex 2, Annex 3 pp. 47-53 Workforce Benchmarking: Understanding the London library workforce's utilisation (CFE): Sections 6 & 7 	<ul style="list-style-type: none"> Do you support the longer-term vision of shared services across the whole of London, or services shared by sub-region, according to type of authority or objective, or shared functions? How do you think this picture would come together – which functions could be shared or which authorities could work together? What are your thoughts on how your service could remain locally accountable to politicians and communities? How can we ensure effective governance and management of change? What delivery mechanism would allow shared working in the most efficient way possible? What would be the body to take responsibility for the success of the ultimate vision? What else needs to happen to make this happen? Which choices does your service need to make to get on board? What longer term planning should feature in the Action Plan to present to members in early December? Which choices does your service need to make to get on board? 	
<p>Advocacy</p> <ul style="list-style-type: none"> Who do you need to speak to now to get political and public support? Who do you need to speak to next? 		

III. Overcoming barriers to change		
Reading from the Reports	Questions	Notes / actions
<p>See:</p> <ul style="list-style-type: none"> Common Standards and Inter-Library Loans – Efficient libraries through standards and sharing (Red quadrant). Sections 3.1 & 3.6, Section 5 pp35-40, Appendix C (scenario planning) Workforce Benchmarking: Understanding the London library workforce's utilisation (CFE). Sections 3 and 7. 	<ul style="list-style-type: none"> What are the main customer benefits that you think the London Libraries Change Programme can deliver? What can we learn from previous attempts to What are the main things that need to happen, or to change, to deliver this? What are the implications of not changing? Who are the key people in my authority who need to be involved? Who are the key people across London? Nationally? Apart from the Boroughs, which other organisations need to be involved and what do they need to do? 	
<p>Advocacy</p> <ul style="list-style-type: none"> Who do you need to speak to now to get political and public support? Who do you need to speak to next? 		