

Libraries Position Paper (2002)

Minute Number: 632/02

COMMUNITY DEVELOPMENT COMMITTEE MINUTES - 8 MAY 2002

MINUTE NO. 632/02 COMMITTEE DECISION

1. That the findings of the Libraries Position Paper be endorsed as a blueprint for the future of Manukau Libraries.
2. That Manukau Libraries continue to be provided by Council as a 'public good' service.
3. That Council continues to position libraries at the forefront of the knowledge society, through alignment to "Tomorrow's Manukau" and "Smart Manukau".
4. That innovation and best value be encouraged in developing new and existing services with particular emphasis on
 - i local customisation of branches
 - ii improved technology in association book stock
 - iii knowledgeable staff
 - iv effective partnerships
5. That multi facilitated 'Ideas Store' concepts be developed where appropriate (e.g. Botany) in the future.
6. That His Worship the Mayor write to the General Manager of Auckland International Airport Limited to urge urgent reconsideration of the company's withdrawal of funding to the 'summer learning programme'.



Te Kaitiaki o
MANUKAU
City Council

K1

Libraries Position Paper

May 2002

Prepared by
Dena Gilmore, Planner Libraries and Community
Information
Community and Economic Development Group

CONTENTS

EXECUTIVE SUMMARY

1. INTRODUCTION	5
1.1 OBJECTIVE OF THIS PAPER	5
1.2 SCOPE	5
1.3 RESEARCH	5
1.4 ASSUMPTIONS	6
1.5 LIBRARY STAKEHOLDERS	6
2. PURPOSE OF PUBLIC LIBRARIES	8
3. EQUITY OF ACCESS ISSUES	9
3.1 LITERACY	9
3.2 LIFELONG LEARNING	9
3.3 HOMEWORK/STUDY CENTRES	10
3.4 DIGITAL DIVIDE	10
3.5 E-GOVERNMENT	11
3.6 LEISURE, RECREATION	11
4. INFLUENCES ON LIBRARY SERVICES	13
4.1 CENTRAL GOVERNMENT	13
4.2 LOCAL GOVERNMENT	13
4.3 BUDGET CONSIDERATIONS	14
4.4 REGIONALISATION	15
4.5 USER PAYS AND EQUITY OF ACCESS	15
5. SERVICE DELIVERY OPTIONS	16
6. ADDRESSING THE ISSUES AND ACTIONS FOR THE FUTURE	17
6.1 LIBRARIES AND LITERACY	17
6.2 LIFELONG LEARNING	17
6.3 HOMEWORK/LEARNING CENTRES	18
6.4 DIGITAL DIVIDE	18
6.5 E-GOVERNMENT	19
6.6 LEISURE, RECREATION	19
6.7 HERITAGE	20
6.8 TECHNOLOGY	20
6.9 TECHNICAL SUPPORT	20
6.10 BENCHMARKING	21
6.11 CUSTOMISING SERVICES TO THE NEEDS OF PARTICULAR COMMUNITIES	21
6.12 COMMUNITY PLACE/SAFE PLACE	23
6.13 STAFF	23
6.14 CUSTOMER RELATIONSHIPS	24

EXECUTIVE SUMMARY

Why Have Libraries at All?

Public libraries are important because they provide equity of access to information so that citizens can participate in the democratic process, pursue their own educational and lifelong learning needs, and engage in healthy, positive leisure activities.

We are constantly being told that libraries have a dull and boring image. They are perceived as gloomy, academic places, patrolled by middle-aged women in pinstripes who enforce the silence rule. Libraries are places where only nerds hang out.

At Manukau City Council, we know our libraries are not like that. We feel that a library is an exciting place full of treasures. Stored in books, magazines, videos, CDs, databases and on the Internet is all the knowledge, the wisdom, the art, music, culture, and ideas of the world.

A library is a treasure chest. Inside are all the riches we could want. But none of this can be reached if the treasure chest is locked and we don't have the key.

The key is the hardware in which this information, this knowledge, this wisdom is stored. It could be in a book, on videotape, a CD disk, on a computer hard drive or on the Internet.

But to access the treasures you also need to know how to use the key. And how do you acquire this knowledge? By becoming literate, and particularly in the context of a library, by becoming information literate. You need to know how to find the information you need. With this knowledge you can open the chest and extract all of the treasure that lies within.

So, What Is Our Libraries' Future?

We will have our libraries, our treasure chests – some large, some small. They won't all look the same. But they will be modern, magnetic, inviting. People will want to know what's inside. We will customise the services and resources provided at each branch to suit the needs of their particular communities. And we will ensure each community's unique voice is heard and responded to.

We will provide the keys – books, video, CDs, computer hardware, databases and whatever the future holds in terms of new technology.

We will help people acquire the knowledge of how to use the key to unlock the treasure.

That is our most valuable role. To support the agencies that are working to raise literacy levels in the city. And to teach information literacy skills to our people, so that they can use the keys for themselves.

We will carry on doing what we have always done, except that we will have new tools, new spaces – some of them virtual, and new skills. In the future we will open new libraries at Botany, Beachlands and Flat Bush. The library of the future will look different – brighter, more open, more welcoming.

We want to trial the Ideas Store concept – an initiative from Tower Hamlets in London where they are building big, new libraries designed to have a retail feel about them – but libraries which are educational and cultural places, combining library services, art galleries, performance spaces, seminar rooms and classrooms. Libraries as safe, attractive spaces, which foster a sense of community and preserve and celebrate our own unique culture, are our vision for the future.

As technology develops we will add to the tools we already use. We will help our citizens to be part of the knowledge society, to catch the knowledge wave. We will be part of e-government and e-local government initiatives to enable our citizens to access public information and to be involved in local democratic processes.

Our librarians will use the skills they already have and will take every opportunity to enhance those skills. We must ensure we keep up with new developments in technology because our primary role is not so much to provide those tools to our customers, but to tutor them in the use of the tools.

So...

Council knows that libraries provide measurable value – they are a very good social investment giving a 55% return on investment.

Therefore the libraries will continue to be a core Council service provided in-house. Because we realise we can't do all of this alone, and because the action points in Tomorrow's Manukau repeatedly stress "people working together for progress", we will explore the possibility of partnerships with central government, other agencies and community groups in order to assist us to deliver the best outcomes for the City. This will include looking at the possibility of providing some services on a regional basis in co-operation with other libraries in the greater Auckland area.

It will take us time to reach this future. But not too long.

1. INTRODUCTION

1.1 OBJECTIVE OF THIS PAPER

To examine library trends and issues in order to:

- identify critical issues for future development
- ensure that services remain current
- ensure that future spending will be effectively directed to activities that will remain relevant
- engage Council with discussion on direction by March 2002.

1.2 SCOPE

- This position paper includes all Manukau libraries - i.e. 11 branch libraries, plus Tupu - the Dawson Road Youth Library, the Corporate Library, the Reference and Reading Room, five rural libraries and the mobile library - together with the Information Support Service at Ronwood Ave.
- An environmental scan has been undertaken, with a special focus on what is happening in the Greater Auckland region.
- Other stakeholders and synergies with other groups have been identified.
- The paper recommends future directions and methods of delivery.
- The paper has been developed following the direction set out in the Community Development Framework and Tomorrow's Manukau.

1.3 RESEARCH

The Community Development Framework identified the need for Position Papers, which were to be research based. Accordingly, the following research has been undertaken in the preparation of this paper.

Policy Scan and Legislative Review

See attached Appendix A.

Literature Review

See attached bibliography at Appendix B.

Analysis of Previous Work

The following needs analysis studies, previously conducted for Council, have been examined for common themes:

- Beachlands/Maratai Community Facilities Survey
- Howick Library Feasibility Study
- Measuring Customer Satisfaction in Manukau City Council Libraries
- Teenagers Views of Manukau City Libraries
- The Clendon Library and Children's Literacy Levels
- Understanding the Library Needs of Asian Immigrants Living in Howick
- Understanding the Library Needs of Clover Park/Flatbush Residents
- Understanding the Library Needs of Maori Residents
- RATER surveys (twice a year surveys of customer satisfaction with library services, facilities and staff.)

Also considered was the community consultation carried out in the initial stages of development of the following projects:

- Clover Park Library
- Mangere East Library Feasibility study

Manukau Libraries V+LM Survey 2000/01

The Value Added Library Methodology (V+LM) has been developed by economist Suzanne Snively of PricewaterhouseCoopers, Wellington, working in conjunction with the Library and Information Association of New Zealand.

The aim of V+LM is to measure the value of library services (or any other 'public good' service) not just in terms of numerical outputs but in terms of 'value added' or 'return' to the community.

Between January and March 2000 a pioneering V+LM study was undertaken in Manukau Libraries, using data from the 1998/9 financial year. The methodology has since been adapted to more fully reflect the range of activities and services Manukau Libraries offers and to align with Manukau City Council's long-term goals.

The results of the 2000/01 survey are outlined in Appendix J.

Focus Groups

Librarians

1.4 ASSUMPTIONS

The following assumptions have been made in the development of this position paper:

1. Council will confirm the policy statement made in the Community Development Framework that the "future approach for libraries will be a Council owned and managed library system."
2. Core service will continue to be funded from rates and will remain free.
3. Council will continue to align with Central Government direction and initiatives.
4. Council will align its long term priorities to the values and outcomes stated in Tomorrow's Manukau.

1.5 LIBRARY STAKEHOLDERS

- National Library
- COMET (City of Manukau Education Trust)
- LIANZA, Metronet
- Employers
- Education providers - schools, MIT, pre schools, private training establishments
- Residents and ratepayers

- Councillors, Community Board Members, PIAC (Pacific Island Advisory Committee)
- Council Staff
- Other TLAs, CEOs Forum, Mayor's Forum
- SeniorNet, University of the Third Age (U3A)
- Adult Literacy Association
- Mangere Immigration Centre
- Central government agencies – WINZ, Te Puni Kokiri, Internal Affairs, Ministry of Education
- Auckland Regional Council
- Media
- Suppliers -- booksellers, IT suppliers
- Volunteers
- Partners/sponsors
- User groups
- Rest homes – operators and residents
- Consultants
- Citizens' Advice Bureaux
- Community Advisors
- Non-resident members
- Tertiary students
- Local history/family groups
- Howick Historical Village

2. PURPOSE OF PUBLIC LIBRARIES

The purpose of public libraries is to provide equity of access to information in order to enable our citizens to :

- participate in the democratic process
- pursue their own educational and lifelong learning aspirations
- engage in healthy, constructive leisure activities.

Libraries have always been places of lifelong learning. Public libraries were first established for the purpose of supplementing educational resources, to assist people to educate or further educate themselves, and to provide "wholesome" recreational facilities (see Appendix C).

Public libraries later came to be perceived as being important to the preservation of a democratic society. As repositories of thought and information, which is freely available to all citizens, they protect and facilitate people's "right to know".

Libraries in the New Millennium

A recent article in the Library Journal cited the following vision:

"An elected selectman in a small New England town recently came up with my favourite proposal for the role of the public library in America's future, which he delivered at the end of hearings on the library budget for next year.

'Even though this budget exceeds the four percent limit we have imposed on all town departments, I am very happy to vote to approve it. The public library is our town's R&D department. It is an investment we simply can't afford to neglect.'

We continue to agree that our society needs an agency to make sure its citizens have access to all the information they need to pursue life, liberty, and happiness and, most important, to make certain that our peculiar form of democratic self-government is fully, comprehensively informed. ...

The selectman of 2001 added a crucial new element to that ancient mission. Of course his library of the future will provide access to all the information. But in addition it will experiment and test all the new methods and technologies for providing that information. It will search out new methods and devices to make citizen access faster, easier, and more effective. As the people's R&D department, the library will make sure that the public tax dollar provides the most efficient and effective access to information and that no ideological or economic barriers are imposed between the citizens and the information they need."

With some slight modification, this vision encapsulates Manukau City Council's vision for the future of its libraries. However, rather than experimenting with and testing **all** new methods of providing information (which could be costly and not necessarily effective) Council will investigate new technologies and adopt those which are suitable, efficient and cost effective. In addition to providing Manukau City with an "R&D network", Council's libraries will continue to provide lively, vibrant places for "R&R" (rest and recreation).

Of particular interest is the concept of Ideas Stores (see Section 6.9). Ideas Stores include traditional library services, IT access and services, learning facilities such as classrooms, homework clubs and study spaces, entertainment such as art exhibitions, music shows, café and other community activities, an information centre for tourist and careers advice etc. This concept will be developed further when planning future library buildings.

3. EQUITY OF ACCESS ISSUES

Providing equity of access will support our citizens' articulated goals by:

- facilitating open government
- building intellectual capital
- contributing to economic development
- enriching the life of the individual.

This means addressing issues such as:

- literacy
- lifelong learning
- homework/study centres
- the digital divide
- democracy (e-government)
- leisure needs.

3.1 LITERACY

"Literacy is more than just reading and writing. Speaking, listening, problem solving, creative thinking and numeracy are also included in this complex web of skills we call literacy."¹

Workbase, the National Centre for Workplace Literacy & Language, has found that as the nature of the workplace has changed so too has the requirement for literacy skills. Restructuring, downsizing, the introduction of teamwork and the uptake of technology have all meant greater demands on people's literacy, English language, numeracy and computer skills.²

Despite this increasing need for literacy skills in order to ensure employability, the International Adult Literacy Survey (IALS) has found that some one million New Zealand adults are below the minimum level of literacy competence required for everyday life and work.³

Both at the national and the local level it has been recognised that raising the level of literacy in those leaving school, as well as in adults already in the community, is a pressing priority. Council has recently consulted with its community on the community's priorities for the city. The resulting document - Tomorrow's Manukau - clearly identifies "educated and knowledgeable people who feel confident that they can achieve their aspirations" as a key outcome for the city.

3.2 LIFELONG LEARNING

Why is life long learning important? According to Maurice Line "The content of most academic courses, in science especially, begins to go out of date within five years, and after 10 years much of it is obsolete. The elements in higher education that are

¹ Workbase. The National Centre for Workplace Literacy & Language. Everybody's Business. Implementing Literacy, English Language and Numeracy Training in the Workplace. A Guide for Employers. Auckland 1999. p 4

² Ibid, p 3

³ Ibid, p 3

of permanent value, apart from a solid core of basic knowledge, are a general level of culture and, especially, the knowledge of how to learn.

In today's unstable job market, where some jobs are declining and new ones are coming into being, and where lifelong employment in one sort of job, let alone with one employer, is very much the exception, the ability to update existing knowledge and gain new knowledge is vital. One major consequence is that lifelong learning will not only be necessary but will become more important than a first degree."⁴

3.3 HOMEWORK/STUDY CENTRES

In many homes it is difficult to find a quiet space to study or to do homework. These homes are often lacking in the resources necessary to support children's learning - books, reference materials, computers, and access to the Internet.

Central Government has allocated over \$7 million over three years for the provision of homework centres for primary school children in low decile areas. Government wants to encourage children to gain good study skills and habits early in their schooling.

In addition to the educational benefits to children from establishing homework centres, other benefits to the community can accrue. They are:

- serving as a centre in which the community is drawn together
- providing opportunities for parents and family to participate in a learning environment to improve their own literacy and numeracy skills
- providing additional opportunities such as community focused activities.

3.4 DIGITAL DIVIDE

The use of computers in the workplace is becoming almost universal. Many of those without computer skills will eventually become unemployable. Today literacy also means to be computer literate. A digital divide is developing between those with access to technology and the skills to use it and those without access or skills.

Community Online

Central Government is developing a Community Online Strategy which aims to increase the number of community organisations able to access Internet and related technology, thus assisting in providing access for those in the community who would otherwise miss out on the opportunity to participate.

Government will be encouraging and supporting community access through public libraries, community centres, homework centres, and marae.

Content - The New Digital Divide

A report entitled "Online Content for Low-Income and Underserved Americans. The Digital Divide's New Frontier" looks at the digital divide in the United States and much of its findings are relevant to New Zealand. The report states:

⁴ Line, Maurice. The Public Library in the Future: a British Reaction to Building, Books, and Bytes. in Library Trends, Summer 97, Vol. 46 Issue 1, p68

"Though many underserved communities are gaining access to the Internet, many are not benefiting fully because of barriers they face related to content. Four of the most important barriers are:

- a) *Lack of Local Information:* Perhaps the most far-reaching barrier of all is the scarcity of the kind of information users want most - local information about their community. This content barrier goes to the heart of how the Internet is evolving, as it becomes more and more common for large commercial companies to develop prepackaged information, rather than enable communities to tailor-make their own. This barrier disproportionately affects Internet users living on limited incomes, who cannot afford to travel and who must struggle to meet their survival needs (whether for housing, food, or child care)... the general absence of community-level information on the Internet serves as a very real barrier.
- b) *Literacy Barriers:* Because a commercial business model largely guides development of the Internet, online content has been primarily designed for Internet users who have discretionary money to spend, that is, a highly educated audience that reads at average or advanced literacy levels.
- c) *Language Barriers:* Today, an estimated 87 percent of documents on the Internet are written in English. Those whose primary language is other than English are often left out of the benefits the Internet offers - either because current search tools are still primitive and difficult to use even for people for whom English is the primary language; because they cannot get easy access to translation programs; or because content in their native language may be developed in another country and may not include information relevant to their community.
- d) *Lack of Cultural Diversity:* The Internet can be a powerful tool to share and celebrate the uniqueness of cultures in this country and beyond. However, the lack of Internet content generated by ethnic communities themselves or organised around their unique cultural interests and practices serves as a formidable barrier."

3.5 E-GOVERNMENT

Central Government is currently leading a drive to implement e-government. This means:

- government services will be provided to the public electronically, and
- new mechanisms will be created by which citizens can communicate with government.

The Government perceives e-government as being about the future of democracy, and considers that local government involvement is critical. Providing access points via public libraries, for those without access in the home, is a key issue.

Local government is also working on an e-strategy for communicating with its citizens and ratepayers.

3.6 LEISURE, RECREATION

Leisure provides:

- physical and mental rest and recuperation
- relief from boredom

- opportunities for personal development.
- prevention of loneliness,
- positive use of time for stress release and relaxation
- valuable time out from work
- encouragement of socialisation and meeting other people.

In the future full employment will become less likely for a growing number of people. Changing work patterns, redundancies, and early retirement will mean more people will have more leisure time. Changing demographics mean that those in the 45-65 age bracket will become increasingly important as consumers in the leisure market.

Leisure will become more important to the "unemployed" (whether voluntarily or otherwise) because it can provide the opportunities for personal development that were once provided by work and career.

4. INFLUENCES ON LIBRARY SERVICES

4.1 CENTRAL GOVERNMENT

Central Government has a number of goals for local government which are likely to impact on the way Manukau Libraries delivers its services. They are:

1. Putting the service ethic back into "public service"
2. The enactment of a new Local Government Act which, amongst other things, will involve:
 - a more broadly empowering legislative framework
 - defining Treaty obligations
3. A continuation of the Funding Powers Review with revised Terms of Reference in order to correct a perceived bias in the review process toward user charging regimes.

4.2 LOCAL GOVERNMENT

Community Development Framework

In September 2000 Council published a document "Community Development Framework" the purpose of which was to review the Council's role in community development. The Framework identified the provision of libraries as a service that Council wished to be involved in (both now and in the future). Library activities are seen as addressing "public good" issues and as providing a long-term social return and a better trained workforce.

Tomorrow's Manukau

Council recently consulted with the Manukau community in respect of the community's aspirations for the future. These aspirations are set out in the document "Tomorrow's Manukau". Council will align its strategic directions to this document. In brief the document sets out the following vision to guide actions:

- Educated and Knowledgeable People
- Vibrant and Strong Communities
- A Place That's Easy to Get Around
- Healthy and Economically Secure People
- Sustainable Manukau

Actions that Manukau Libraries will take in order to contribute to the achievement of the City's vision, as articulated in "Tomorrow's Manukau", are:

- Support Central Government's e-government strategy by providing Internet access in libraries.
- Provide information in libraries on government and local government activities.
- Support City of Manukau Education Trust (COMET) initiatives in literacy and lifelong learning, through library programmes and resources.
- Through specific use of library space for study purposes, develop a supportive environment to ensure that educational and social needs are addressed.
- Literacy programmes in libraries, together with library support to other literacy providers, to assist in raising literacy levels, e.g. parent and child literacy programmes, Summer Reading programme, pre-school story time.

- Provide more publicly available information and knowledge resources across Manukau through libraries.
- Support organisations such as Senior Net, which open up access to technology for older people.
- Ensure libraries are community spaces that each reflect the cultural makeup of their particular communities, and preserve and make accessible the heritage of those communities.
- Increase flexibility in the range and ways that library services are offered across the city in order to meet local needs, including resources and programmes for enjoyment, relaxation and "escape".
- Ensure that Manukau residents have the skills to effectively use IT by providing IT in libraries and by developing effective ways of teaching the use of IT for information gathering.
- Promote a library culture conducive to learning.
- Use Manukau Libraries' resources to help increase the qualification levels among school leavers.
- Develop library spaces which are vibrant, attractive and innovative, where residents can come together and celebrate being part of the City.

Council's Strategic Priorities

Council's Strategic Priorities relevant to libraries are:

Youth: Focus on understanding the needs of young people by setting up strong and ongoing means of hearing their views, and tailor spaces, amenities and programmes to their needs.

Manukau Libraries has already established a Youth library at Tupu – the Dawson Road Library, and is currently working on a project to replace the existing library at Mangere East. This new library will have a strong youth focus.

Regional Initiatives: Increase the capacity of the organisation to achieve positive outcomes for Manukau through national and regional initiatives.

Knowledge-led Council: provide a platform for information management, and re-engineer business process, so that the organisation can efficiently and effectively meet the future needs of citizens, customers and the community.

Partnering and Alliances. Develop a city-wide governance framework to give effect to Tomorrow's Manukau, and further develop mechanisms to support partnering approaches and alliances as a fundamental means of achieving outcomes.

4.3 BUDGET CONSIDERATIONS

Budgets are set through the Annual Plan process each year. Projects and budgets need Council approval before they can proceed.

The libraries' asset management plan is intended to demonstrate responsible management of the library assets, as required by the Local Government Act 1974. Renewals and replacements must be funded as set out in the Asset Management Plan (reviewed annually).

Council's ability to purchase stock and equipment from overseas sources is affected by the fluctuating value of the New Zealand dollar against the US dollar and other currencies.

4.4 REGIONALISATION

At a recent meeting of City Librarians/Managers from the Auckland region and a representative from the Shared Services Representatives Group, it was agreed to revisit the concept of a regional approach to library services.

Libraries in the region are investigating the possibility of a 'centre of excellence' which would undertake the processing of materials for all of the libraries in the region. If this is found to be viable, there is the possibility of setting up other centres of excellence for other functions e.g. cataloguing. The "centres of excellence" concept would free up staff who are currently performing these duties so that they could concentrate on front-of-house functions.

The willingness of all library managers to build on existing relationships and to continually look for ways to co-operate and collaborate on a range of initiatives is strong. There is already a range of co-operative ventures that libraries in the region undertake e.g. shared promotions for libraries at expo events, the Colenso national advertising campaign (see Appendix D), and staff exchanges. Also being considered are a book purchasing trial with the New Zealand Publishing Consortium Group and a proposal to allow reciprocal borrowing between Auckland, Manukau and Papakura libraries. Initially the reciprocal borrowing will be available for school students, but the scheme may be extended to other borrowers at a later date.

4.5 USER PAYS AND EQUITY OF ACCESS

Information, when properly processed by the individual is converted into knowledge and "knowledge is power" (Francis Bacon). The right to access to information is provided for under section 14 of the New Zealand Bill of Rights Act 1990. To ensure that all groups and individuals have access to essential information, access must be free. If not, those on lower incomes will be excluded from certain resources, or their access will be limited.

Currently, there is a conflict between the Central Government's stated priority, which is to close the digital divide, and the public benefit/private benefit split as required by the Local Government Act 1974. The conflict arises because in order to close the digital divide it is necessary for everyone to have physical and economic access to the Internet and to the information that is available through this medium. However, the Local Government Act 1974 requires Councils to identify what portion of their service is public good and what is private good, and to charge for the private good element. This conflict needs resolution and it appears that the Government is addressing the issue via the Funding Powers Review.

"Local Government Minister, Sandra Lee says she is concerned that the introduction of the 1996 amendment has led to councils increasing library user charges. Her department is currently reviewing local government funding powers, and is particularly keen to investigate 'whether the current arrangements produced a bias towards user charges and how to ensure that public and community interests are appropriately reflected in local government funding decisions.'"⁵

In the meantime, in respect of its obligation under the Local Government Act 1974, Manukau City Council has decided on a 90/10 split for libraries in terms of public/private good. A review of user charges may be necessary in order to consider which resources will be subject to user charges.

This is to ensure equitable access to information and knowledge in order to achieve Council's stated objectives of raising literacy levels, improving educational outcomes, and ensuring citizen participation in the City's governance.

5. SERVICE DELIVERY OPTIONS

The options for library service delivery are:

- a) Set up a library trust;
- b) Contract out the library service, or elements of the service;
- c) Continue to provide most services and programmes in house;
- d) Deliver services with the aid of partnerships and/or sponsorship agreements
- e) A combination of the above.

The advantages and disadvantages of each option are detailed in Appendix E.

Given the assumption outlined in Section 1.4, this position paper concludes that the library service is a core Council service.

This was recognised when, following extensive public consultation, the Community Development Framework was adopted by Council in April 2000 (Minute No 451/00). The framework states that "the future approach for libraries will be a Council owned and managed library system".

As a consequence of this decision, Council will continue to deliver the library service in house.

Core library services are those set out in the V+LM report (see Appendix J).

Partnerships with community groups will be explored, and agreements for some aspects of service delivery will be entered into as appropriate.

⁵ Shaw, Tina, Kentucky Fried Libraries. In *Listener*, December 9, 2000

6. ADDRESSING THE ISSUES AND ACTIONS FOR THE FUTURE

6.1 LIBRARIES AND LITERACY

Pre-School Programmes

The benefits of introducing children to books at an early age are increased comprehension and attention spans, and early language acquisition. This leads to an appreciation of books, which leads to a desire to read.

Children raised in poor homes may have little exposure to books or to parents who read. If parents have low literacy skills, their children miss the encouragement towards literacy that is provided by parents who read to them or who are seen reading.

Libraries that run programmes for pre-schoolers can provide this early introduction to books and to reading. Baby and toddler programmes in libraries also benefit caregivers. Caregivers are reminded that it is important to talk, sing and read to their children. The programmes provide guides to appropriate material and build a sense of community. They also provide a forum where information is shared and friendships formed.

Adult Literacy

As the IALS survey has discovered, there are many adults in New Zealand whose literacy levels are below those needed for basic functioning in society.

Workplace and community literacy programmes have been developed and are being implemented by Workbase, Skill New Zealand and other providers, with the support of Central Government. The work done by these providers can be augmented and supported by libraries. Libraries can do this by providing materials to support the programmes, by providing a welcoming and supportive place in which adults can pursue their self-directed learning.

New Forms of Literacy - Computer Literacy

Computer literacy is rapidly becoming a pre-requisite for employability. Children and adolescents generally have access to computers at school, but those in low decile areas often do not have computers at home, so are unable to practice their skills outside school hours and to re-enforce those skills. Many adults in these areas do not have access to computers at all.

Libraries provide the hardware (e.g. PCs and internet terminals) in order to access a wide variety of information. They also provide a safe space for people to practise computer skills or to experiment with computers so as to teach themselves. Library staff skilled in both computer skills and in teaching, can provide non-threatening assistance to those trying to teach themselves.

6.2 LIFELONG LEARNING

Libraries have always been involved in the business of lifelong learning. Public libraries were first established in order to assist people to educate, or further educate, themselves. Libraries provided the materials necessary to support and reinforce formal learning, and to continue to develop learning over the whole of the lifespan.

Lifelong learning does not necessarily mean a lifetime of formal education. Self-help books of all kinds are some of the most popular titles available from libraries and assist people to develop new ways to cope with/relate to the world. "How to" manuals (for car maintenance, gardening, DIY etc) also teach people necessary survival skills. This is self-directed learning and it is anticipated that in future there will be a shift from formal teaching to self-directed learning. There are two reasons for this. The first is financial, due to constraints in academic institutions. The second is that research has shown that self-instruction is a more effective form of learning than being taught. There is also the possibility of distance learning, enabled by IT.

The implications for libraries are that they could become centres for self-instruction and lifelong learning for all levels of society and for all ages.

6.3 HOMEWORK/LEARNING CENTRES

For a number of years Council has been aware of the need for provision of quiet spaces for study and has been planning since 1995 to establish a learning centre in the Clover Park area. Tupu - the Dawson Road Youth library was opened in August 2001 and the Clover Park community now has a facility, which will serve as a study centre for the youth of the area.

The use and achievements of Tupu will be monitored and the results will inform the establishment of further learning centres in the City.

6.4 DIGITAL DIVIDE

Access to Computers and the Internet

There are many programmes in schools and adult training institutes which provide IT training. However, there is a need to constantly practice if the skills are to be reinforced and retained. This is not possible if there is no computer in the home. Public libraries can fill the gap by providing computers, Internet access, and skilled staff to assist customers to use these new tools to satisfy their information needs.

Manukau Libraries will also develop culturally appropriate and relevant content for Manukau Libraries website, and seek partnerships to provide navigational aids to such content located elsewhere on the world-wide web.

Community Online

Paul Swain, Minister of Information Technology has said that he sees public libraries as being some of the best places for public internet terminals because they [libraries] are open long hours, providing convenient access. They also have trained staff who can help people begin to learn to search the Internet in a non-intimidating environment.

Knowledge Society

Manukau City Council has adopted a Knowledge Economy Strategy for the City. One of the goals of the strategy is to ensure that "Residents and community groups in the City have access to and will be proficient in using up to date technology to excel in learning, leading to increased prosperity and social well-being."

Manukau Libraries have an integral role in assisting the city to develop as a knowledge society, a place where creating, sharing and using knowledge are key

factors in the well-being and prosperity of residents. The Library is currently actively engaged in this process, and aligns relevant activities and resources according to the framework developed by the New Zealand Library Association's (LIANZA) National Information Strategy. This framework is based on a three-pronged approach to knowledge as follows:

- Knowledge Access – Te Kete Tuatea. The infrastructure through which knowledge is accessed. Eg. telecommunications networks, libraries, etc...
- Knowledge Content – Te Kete Aronui. eg. search tools, databases, collections, etc...
- Knowledge Equity – Te Kete Tuauri. Eg. The skills needed to turn information into knowledge eg. literacy, computing skills, information literacy skills.

6.5 E-GOVERNMENT

The CEOs of the Councils of the Auckland Region have been seeking to co-ordinate the development of e-local government services. An officer working group has been established to review existing Council strategies and develop a 'regional' strategy for e-local government.

The objectives are to:

- assist in identifying the building blocks that individual Councils should consider putting into place to use as a platform on which to develop E strategies
- enable Councils to evaluate whether they wish to pursue a similar approach that Auckland has taken
- identify some individual regional projects that Councils can start to develop in the short term.

Manukau City Council is also working on e-government initiatives at the local level. Manukau Libraries contribute to these initiatives by providing remote access to many of the Libraries' resources. For example, the Libraries' website currently provides access to a number of online databases, enabling access to several thousand journals, many with full text articles. Remote access to the library catalogue and to the Community Information database is also possible. In future, it is intended that Corporate library resources will be available via Council's intranet. In addition, there are plans to evaluate a number of Manukau heritage resources with potential for digitisation.

6.6 LEISURE, RECREATION

Public libraries are major providers of leisure in the form of:

- Leisure reading - fiction, biographies, travel, hobbies, sport
- Videos
- CD ROMs
- Exhibitions
- Performances

All of these contribute to a positive, constructive use of leisure time and as a consequence Council will continue to provide a variety of library resources for enjoyment, relaxation and escape.

6.7 HERITAGE

Tomorrow's Manukau calls for council to identify and preserve local heritage and local history and identities. A healthy and vibrant community will have an awareness of its past and appreciation of its cultural roots. Manukau Libraries has a strong heritage collection in which is collected, preserved and made accessible the written and oral history of Manukau city and its people. The research room at Ronwood Ave is currently being remodelled in order to make more of this heritage resource available to the public. In future, a project to digitise some of these resources and make them available via the libraries website.

6.8 TECHNOLOGY

There is no doubt that technology, and particularly the Internet, is a powerful new tool. For instance, the use of IT in libraries means:

- electronic access to the library catalogue and other databases makes searching easier and faster
- if the library catalogue is available via the web customers can search it and place requests from remote sites
- much research can be done speedily via the Internet
- information stored electronically on CD ROM saves space and paper and is cheaper than the hard copy version (e.g. Encyclopaedia Britannica; cost of a hardcopy set is \$2,800, cost of a CD Rom is \$99)
- libraries can use their own customised website and email to communicate with their customers. Council can use its own website and Call Centre for communicating with customers.

Despite this, computers and electronic media will not replace books any more than cinema has replaced live theatre, videos have replaced movie theatres, radio has replaced newspapers or television has replaced radio.

As Bill Gates has said:

"We also need to make clear as we go out to tell the great story about the role of the computer that people don't misunderstand that that takes away from the importance of books and the need to keep the collection up-to-date. In no way is a computer a substitute for that. In fact, if you have to choose between books and computers, there's no doubt which you should choose. You should choose the books...technology is just a new service not a replacement."⁶

In the new millennium public libraries will achieve their purposes using a mix of the old medium (books, magazines, newspapers) and the new (electronic databases, CD ROMs, Internet).

6.9 TECHNICAL SUPPORT

Manukau Libraries have recently upgraded their resources to include Internet access at each branch library, together with additional hardware. With this comes the need for additional staff skills and time in order for this equipment to be maintained and repaired in a timely fashion.

⁶ "Gates expands access mission during Alabama visit." In American Libraries, Apr 98, Vol 29 Issue 4

IT support is currently provided from three sources:

- a) Council IT Department which is responsible for purchasing and maintaining "backroom" equipment and systems used by library staff.
- b) An external contractor who is responsible for supplying and maintaining equipment used by the public.
- c) Manukau Libraries staff who have responsibility for the continuity of automated services and routines (including running reports and routines, and maintaining the DRA databases), communication with staff and suppliers, and management of the introduction of new technologies.

If Manukau Libraries is to be at the cutting edge of IT provision to its customers, a high level of IT strategic and managerial support is needed. Currently, this is not available, and any future IT vision should consider addressing this need.

6.10 BENCHMARKING

Manukau Libraries benchmarks its services and performance against leaders in the library field and will continue to do so (see Appendix F). It has exchanged enhanced performance measurement figures, annual reports, newsletters with Baltimore County Public Libraries. Staff study exchanges have also been arranged. As a result, a number of process improvements have been implemented.

Christchurch Public Library is seen as a leader in IT in the New Zealand public library scene and is also used as a benchmark.

Of particular interest is Tower Hamlets Council's Ideas Stores - (see Appendix G). The Ideas Stores concept is a new approach to delivering modern, accessible library and lifelong learning services. Ideas Stores include traditional library services, IT access and services, learning facilities such as classrooms, homework clubs and study spaces, entertainment such as art exhibitions, music shows, café and other community activities, an information centre for tourist and careers advice etc.

Other innovative ideas from other library systems include:

- Riverside Public Library's Cybrary - see (Appendix H)
- Stoke Library's award-winning web site - (www.stoke.gov.uk/council/libraries)

6.11 CUSTOMISING SERVICES TO THE NEEDS OF PARTICULAR COMMUNITIES

Maori

A survey of Maori library users and non-users was conducted in 2001. In brief, the report – "Understanding Library Use by Maori Residents" - found the following:

- There has been a marked increase in library use amongst Maori residents in Manukau City since 1996.
- The number of residents visiting libraries monthly has risen from 29% in 1996 to 37% in 2001
- However there has been a marked decline in library membership from 69% in 1996 to 43% in 2001.
- The use of all library services has increased amongst library users, and there has been a particular increase in the numbers reporting that they read books, magazines and reference material in the library.

The survey report recommends that:

- To attract both users and non users to the library there needs to be a greater emphasis on visual and aural displays.
- The library needs to build awareness of the materials available for tracing whakapapa
- It is very important that the libraries take a leadership role in providing the means for citizens to develop skills in the use of IT, through the provision of free internet access and access to computers and printers.

Manukau Libraries have developed a draft Maori Services Strategy. The vision of the strategy is "To ensure that Manukau Libraries acknowledges the Treaty of Waitangi as the basis for developing organisational relationships with Maori in Manukau City. To reflect Treaty of Waitangi relationships in the way the library is staffed and operated, in the development of collections and resources, and in the diversity of appropriate services. Its goal is "To provide relevant library and information services that are fully utilised by the Maori residents of Manukau City".

The findings and recommendations of "Understanding Library Use by Maori Residents" will inform the final Maori Services Strategy document.

Pacific Island

Recent consultation with representatives from the Pacific Island community in respect of the libraries at Clover Park and at Mangere East has revealed that the following are concerns of that community:

- the need for more books and materials in Pacific Island languages;
- signs in Pacific Island languages to guide users around the collections
- Pacific Island library staff
- decor which looks and "feels" pacific and welcoming - a place where Pacific Island people belong and can feel at ease
- young people, in particular, want materials other than books e.g. videos, CDs.

Multicultural

The needs of a multi-cultural community include:

- Information available in languages other than English. If English is not a person's first language this creates a barrier to accessing information.
- Reading materials (e.g. newspapers, magazines, books) in a number of different languages.
- Participation in decision making process.
- Understanding of roles and functions of Council.
- Understanding of regulatory provisions.
- A feeling of safety.
- Support to migrants (central and local government, community).
- Networking of various cultural groups to achieve results.
- To be consulted, and to be advised of decisions which affect them.

This means that Manukau Libraries must customise the services and resources provided at each branch to suit the needs of their particular communities. Manukau Libraries will also establish mechanisms to ensure each community's unique voice is heard and responded to.

6.12 COMMUNITY PLACE/SAFE PLACE

Customer surveys show that one of the most valued attributes of the library is the physical space. Customers value the cleanliness, tidiness, quiet, comfortable and welcoming layout, ambience, pleasant, safe, family environment.

In 1992 Council commissioned Price Waterhouse to report on Manukau's library system. That report stated "it is not the function of the library to provide social welfare services, but the library fulfils a community function as a social centre providing social interaction."

6.13 STAFF

Changing Role of Librarians

With the advent of more technology in libraries and the greater availability of Internet access, the role of librarians will inevitably change. Their new role will be that of 'knowledge navigators' – staff with the skills and knowledge to guide users to useful, relevant and reliable information.

The Internet offers the world of information at our fingertips. We can shop via the Net, bank by the Net and much more. It is a useful and often effective tool. It does however have its problems.

The Internet is a source of what has become known as "infoglut" or "datasmog". Most students undertaking a search for information on the Internet will be presented with a glut of information, much of it irrelevant, unreliable or deliberately misleading.

The Internet is a tool that can drown users in information. The role of librarians is increasingly to act as a guide for patrons trying to navigate the Internet. The role of librarians has always been the gathering, editing, organising of information; and the production of guides to that information. This role is now expanded to the realm of electronic information.

Not all library patrons will be able to use computers. If computers are located in libraries as a tool for research or for entertainment, patrons will expect librarians to know how to use these tools, and to be able to provide tuition in their use. Increasingly librarians will need to be computer literate in order to do their work and they will need basic teaching/tutoring skills in order to be able to assist clients to make maximum effective use of technology.

A changed focus, therefore, will not necessarily mean a change in staff numbers. However, it will have recruitment and training implications. In the future new staff will be required to have minimum IT and tutoring skills. In addition, Manukau Libraries will need to ensure its existing staff are trained to necessary levels of IT skills, have adequate time and opportunities to practice those skills, and have access to ongoing training to enable them to keep up with current developments.

Closer Relationship with Community Advisors

Those in the community who most need the resources held in the libraries, and/or the programmes run by the libraries, often do not know these resources exist. A closer working relationship with Council's Community Advisors is recommended. This will involve both groups (libraries and Community Advisors) developing an

understanding of the work of the other, and will encourage closer links which will help to identify and reach non-users.

Community Advisors can:

- assist in updating and maintaining the existing Community Database by sharing their knowledge of community groups and networks
- set up "clinics" in libraries to provide information to the public and to help citizens with completing submissions to the Annual Plan process.

6.14 CUSTOMER RELATIONSHIPS

Promotion/Marketing

There is a need for libraries to be more proactive in promoting themselves. It is crucial that libraries convey to the public the message that libraries are fun places to be, that they are exciting recreational facilities and resources, and that they are places to learn and to gain skills.

Manukau Libraries is currently developing a marketing strategy but is limited by budget constraints. Another consideration is the need to ensure that any library marketing strategy is consistent with an overall Manukau City Council marketing strategy.

Customer Retention

In order to increase membership and participation, Manukau Libraries must promote its facilities, resources and programmes. It must also ensure that it retains existing customers. For this reason, a customer relationship management strategy has recently been developed and it will guide Manukau Libraries in the future.

Customer Survey, Non-Users Survey

Regular surveys are necessary in order to enable Council to talk to its customers (and to those who do not currently use the library services), so that Council can obtain feedback on how well it is providing for customers' needs, what additional resources and services are needed, and what it is no longer appropriate to provide.

User Groups

User groups are another way of obtaining regular feedback on how library users perceive the library service. These groups also give users a chance to work with library staff in order to gain an increased awareness of how decisions are made and implemented, and a chance to advocate on particular issues of importance to users. One example of such a user group is attached as Appendix "I".

Measuring the Benefits of Public Libraries

The benefits of libraries (such as raising literacy levels in the community and the ongoing benefits that brings to the community, the local economy etc) are intangible and as such are difficult to measure, quantify and place a dollar value on. Finding an effective method to quantify such benefits and to demonstrate them objectively is difficult.

Between January and March 2000 a pioneering V+LM study (using a methodology devised by PricewaterhouseCoopers) was undertaken in Manukau Libraries, using data from the 1998/9 financial year. The methodology has since been adapted to

more fully reflect the range of activities and services Manukau Libraries offers and to align with Manukau City Council's long-term goals. Using the adapted methodology a further survey was undertaken in 2001. The results of the 2000/01 survey are outlined in Appendix J. The survey suggests that the library provides benefits of \$19,746,654 for an investment of \$12,723,063, an estimated rate of return of 55.2%.

The Future for Manukau Libraries

Manukau Libraries future primary focus will be to provide equity of access to information for all of Manukau's citizens. The outcomes Manukau Libraries will be working towards are an increase in literacy levels, increased participation in lifelong learning, and an increase in positive recreational activity in the city.

The library service is a core Council service and will be provided mostly in-house. Partnerships with community groups, central government, and the private sector will be explored, and agreements for some aspects of service delivery will be entered into as appropriate. Innovative concepts for the delivery of library and lifelong learning services will be investigated and implemented where appropriate (and following Council approval where required).

The role of librarians will be refocused - to assisting customers to use the new technology, and helping them navigate their way through the ever-increasing amount of information available to them. Manukau Libraries will develop areas of expertise so that Manukau Libraries staff can act as consultants to the library and information science profession.

Manukau Libraries will investigate and, where possible, establish homework/study centres in libraries in order to assist in achieving literacy and educational outcomes.

Manukau Libraries will continue to deliver information via a comprehensive range of print and other materials that meet the needs of users, as well as providing access to information electronically. Manukau Libraries will provide access to computers and to the Internet on an equitable basis across the city, and will develop culturally appropriate and relevant content for Manukau Libraries website, and seek partnerships to provide navigational aids to such content located elsewhere on the worldwide web. Manukau Libraries' website will be developed to provide a "virtual branch" with remote access to electronic databases and other information. E-government and e-local government initiatives will be supported in order to ensure that more people are involved at all levels of government.

The services and resources provided at each branch will be customised to suit the needs of their particular communities. Manukau Libraries will establish mechanisms to ensure each community's unique voice is heard and responded to.

Manukau Libraries will review user charges to ensure current charges are not acting as a barrier to Council achieving its objectives of closing the digital divide and of raising literacy levels in the city, and will make appropriate recommendations to Council.

APPENDICES

APPENDIX A – Policy Scan & Legislative Review

APPENDIX B – Bibliography

APPENDIX C – History of Libraries

APPENDIX D – Colenso Campaign

APPENDIX E – Service Delivery Options

APPENDIX F – Benchmarking

APPENDIX G – Ideas Stores

APPENDIX H – Cybrary

APPENDIX I – Friends of the Canterbury Public Library

APPENDIX J – V+LM

APPENDIX A - Policy Scan

Library Strategy Part A

In March 1999 Council published the Library Strategy Part A. That Strategy stated that it determined "the Council's future role in provision of library facilities and services. It addresses what library facilities and services should be provided by Council over the next 10 years and how these facilities and services should be delivered to ensure cost effectiveness and efficiency."

Part B (to be developed at a later date) would address the question "How should these facilities and services be delivered to ensure cost effectiveness and efficiency?"

Community Development Framework

In September 2000 Council published a document "Community Development Framework" the purpose of which was to review the Council's role in community development. The Framework identified the provision of libraries as a service that Council wished to be involved in (both now and in the future). Library activities are seen as addressing "public good" issues and as providing a long-term social return and a better trained workforce. Specific outcomes sought are:

- equitable access to knowledge, information and resources
- improved literacy
- -knowledgeable citizens
- -skilled workforce
- -greater participation in local decision making

The Framework identified the need for Position Papers, which would examine trends, and issues in order to ensure that services remain current and that future spending will be effectively directed to activities that will remain relevant.

This Position Paper is a response to the Community Development Framework requirement. It will also be Part B of the Library Strategy.

Tomorrow's Manukau

This Libraries position paper is aligned to the vision and the goals of Tomorrow's Manukau, and to Council's 10 year strategic plan. The services and programmes which are developed as a result of this position paper being adopted will also be aligned to Tomorrow's Manukau.

Libraries Asset Management Plan

This plan clarifies and defines key levels of service for library and ward centre assets, then identifies and costs future operations, maintenance and capital works required to provide these levels of service. The plan is reviewed periodically in the light of improved asset information and knowledge of customer expectations.

Other Policies

The position paper must also be aligned with the following Council documents:

- Manukau Education Strategy
- Manukau Employment Strategy
- Economic Development Strategy
- Manukau Knowledge Economy Strategy

Legislation

The principal statute governing the establishment and operation of libraries is the Local Government Act 1974. The Act does not compel councils to provide a library service, rather its various provisions enable the establishment of such a service.

Local Government Act 1974

Section 37K states that the purposes of local government are, amongst other things, to provide, at the appropriate levels of local government,--

- (a) Recognition of the existence of different communities in New Zealand;
- (b) Recognition of the identities and values of those communities;
- (c) Definition and enforcement of appropriate rights within those communities;
- (g) Recognition of communities of interest:

For the effective participation of local persons in local government."

Section 601 is the section most relevant to libraries. It empowers councils to undertake appropriate programmes and activities for the recreation, amusement and instruction of the public. Whilst councils are not compelled to establish libraries, if a library is established the Act requires that membership of the library must be open free of charge to residents of the district.

Other sections of the Act also provide for the provision of information to the public.

Section 593(1) provides that Council may establish an information centre and public relations office in order to promote the development and advancement of the district.

Section 602 provides that Council may prepare and publish material which is about local government activities in the district or which "has for its object the advancement or development of the district".

Section 223C provides that Council, in conducting its affairs, shall ensure that its local communities, and, where appropriate, central Government, are adequately informed about the activities of the local authority or community board.

The Local Government Amendment Act (No 3) 1996, now incorporated into the Local Government Act as Section 122, provides for efficient financial management by Council. It sets out principles of financial management; provides for an assessment of the public benefit/private benefit split and an allocation of the costs accordingly; imposes an obligation to act in the best interests of the ratepayers and residents, and to consider the fairness and equity of the allocation of costs. Council is to produce a long term financial strategy at intervals of not less than every 3 years, and the strategy is to cover 10 or more consecutive financial years. Copies of the plan are to be made available in council's libraries.

Section 223D Annual Plan

This section provides that every local authority shall, in accordance with the special consultative procedure, prepare and adopt an annual plan, thus giving citizens an opportunity to communicate with Council and to become active participants in the planning process. Copies of the plan are to be made available in council's libraries.

Other legislation governing the operation of a library service:

Rating Powers Act 1988 s 16

Libraries may be funded from a separate recreation rate or from the general rates

Council has obligations under the following:

- Employment Relations Act 2000,
- Human Rights Act,
- Health and Safety in Employment Act
- and other employment related legislation.

APPENDIX B - Bibliography

Books

Birdsall, William F. *Myth of the electronic library*. Greenwood Press, Westport, Connecticut, 1994

Borrowed Time? The Future of Public Libraries in the UK, Comedia, Bournes Green, 1993

Crawford, Walt; Gorman, Michael. *Future Libraries: Dreams, Madness and Reality*. American Library Association, Chicago, 1995.

Digital Library Technology 99

Hales-Mabry, Celia. *The World of the Ageing: information needs and choices*. American Library Association, Chicago, 1993

Hazell, Anne. *Access and Equity: Challenges in Public Librarianship*. Auslib Press, Adelaide, 1992.

Heim, Kathleen M; Wallace, Danny P. *Adult Services: an Enduring Focus for Public Libraries*. American Library association, Chicago, 1990.

Information Online and On Disc 99: strategies for the next millennium. Information Science Section, Australian Library and Information Association, Sydney, 1999

Jeffroy, Debby Ann. *Literate beginnings: Programs for Babies and Toddlers*. American Library Association, Chicago, 1995.

Kelly, Thomas and Edith. *Books for the People. An Illustrated History of the British Public Library*. Andre Deutsch London 1977

Kelly, Thomas. *History of Public Libraries in Great Britain 1845-1975*. The Library Association, London, 1977

Libraries: the Heart of the Matter. Proceedings of the Australian Library and Information Association, Sydney, 1999

Nauratil, Marcia J. *Public Libraries and Non-traditional Clienteles*. Greenwood Press, Connecticut, 1985

Richardson, Alan (ed) *Library Service in New Zealand*. Second edition. Masterton, 1995

Salter, Jeffrey L; Salter, Charles A. *Literacy and the Library*. Libraries Unlimited, Inc; Colorado, 1991.

Smith, Vernon. *Public Libraries and Adult Independent Learners*. Council for Educational Technology, London, 1987

Snape, Robert. *Leisure and the rise of the public library*. Library Association Publishing, London, 1995.

Szekely, Chris. *Te Ara Tika: Guiding Voices. Maori opinion on libraries and information needs*. New Zealand Library and Information Association Te Rau Herenga o Aotearoa and Te Hapu Whakahaui, Maori Library and Information Workers' Association, Wellington, 1997

Totterdell, Barry. *Public Library Purpose*. Clive Bingley, London, 1978

Workbase. The National Centre for Workplace Literacy & Language *Blueprint for Literacy*, Auckland July 2000. p 1

Workbase. The National Centre for Workplace Literacy & Language. *Literacy Works*, Auckland August 2000

Workbase. The National Centre for Workplace Literacy & Language. *Everybody's Business. Implementing Literacy, English Language and Numeracy Training in the Workplace. A Guide for Employers*. Auckland 1999.

Articles

Alper, Joseph. "Assembling the world's biggest library on your desktop". in *Science* 18/09/98, Vol 281, Issue 5384

Best, Jill "Have you been restructured yet?" in *Library Life* 247, July 2000.

Bowcock, Tim. "Library Futures: Striking the Balance" in *APLIS* Mar 99, Vol 12. Issue 1

Corocan, Cate T "Are We Ready For The Library of the Future?" <http://www.salon.com/21st/feature/1997/12/02feature.html>

Crawford, Walt. "Paper persists: Why Physical Library Collections Still Matter" in *Online* Dec 98, Vol 11. Issue 4

Dempsey, Mary. "Tomorrow's Public Library: the American View" in *APLIS* Mar 98, Vol 11. Issue 1

Denny, Carolyn A K. "Redefining Librarianship. The Case of the Eastside Cybrary Connection" in *Public Libraries* July/August 2000

Douglas, Gretchen V. "Professor Librarian: a Model of the Teaching Librarian of the Future." in *Computers in Libraries*, Nov/Dec 99, Vol 19. Issue 10

Estabrook, Leigh S. "Polarised Perceptions" in *Library Journal* Feb 97, Vol 122. Issue 2 p 46

Estabrook, Leigh S. "The Benton Report: a Response" in *Library Trends* Summer 97 Vol 46. Issue 1, p168

"Gates expands access mission during Alabama visit." in *American Libraries*, Apr 98, Vol 29 Issue 4

Jasco, Peter. "What is Digital Librarianship?" in *Computers in Libraries*, Jan 2000, Vol 20. Issue 1

Kidd, Pamela S; Parshall, Mark B "Getting the Focus and the Group: Enhancing Analytical Rigor in Focus Group Research" in *Qualitative Health Research*, May 2000, Vol 10 Issue 3, p293

Kniffel, Leonard. "There's Nothing to be Learned from the Future." in *American Libraries*, Jan 2000, Vol 31. Issue 1

Kniffel, Leonard. "2000 Is Here! What Happened to the Visions?." in *American Libraries*, Jan 2000, Vol 31. Issue 1

Line, Maurice. "The Public Library in the Future: a British Reaction to Buildings, Books and Bytes" in *Library Trends* Summer 97, Vol 46. Issue 1 p 68

Maxwell, Virginia. "Vision or Nightmare?" in *APLIS* Dec 97, Vol 10. Issue 4

Musiker, Reuben. "Some reflections and thoughts on the future of books and libraries." in *South African Journal of Library and information Science*, Dec 98 Vol 66, Issue 4

Pullar-Strecker, Tom. "Digital Divide Cuts Across Participation in Civil Society" in *Infotech Weekly*, 13 August 2000

Rowley, Kylie; Macor, Nikki; Ricketts, Tom; Forster, David; Toop, Emma. "Creating the Future Public Library: a children's forum." in *APLIS* Dec 98, Vol 11. Issue 4

Shaw, Tina, Kentucky Fried Libraries. In *Listener*, December 9, 2000

Wilson, Marion. "Understanding the needs of Tomorrow's Library User: rethinking library services for the new age." in *APLIS*, Jun 2000, Vol 13, Issue 2

Papers

Syme, Catherine, Contracting Out of Wellbeing and Community Services: a Supplementary Report. April 2000.

Council Documents

Manukau City Council. *Manukau Libraries and Information Services Business Review*, Community Activities Group, Manukau, 1993

Technical Library and Information Service Business Review 1992

Manukau City Council, *Manukau Education Strategy*. Manukau, 1998

Manukau City Council, *Manukau Employment Strategy*. Manukau, 1996

Manukau City Council, *Economic Development Strategy*. Manukau, 1997

Manukau City Council, *Tomorrow's Manukau*. Manukau, 2001

Manukau City Council, *Community Development Framework* Manukau, 2000

Manukau City Council, *Library Strategy Part A*. Manukau, 1999

Manukau City Council, *Community Facilities Plan*. Manukau, 1995

Manukau City Council, *The Changing Face of Manukau*. Manukau, 1999

APPENDIX C - History of Public Libraries

The late 18th century and the 19th century saw the rise of education for the masses in Europe, the USA and NZ. This was a time when technological developments in industry and agriculture were calling for a better-educated workforce.

Britain

The first adult school in Britain, established for the purpose of providing literacy education, was started in Nottingham in 1798.

Education for children, made possible by the introduction of the new type of denominational elementary school, spread rapidly during the 19th century under the auspices of the churches.

The main provision for adults was through adult schools, and through Mechanics Institutes, which began in the 1820's. The purpose of the Mechanics Institutes was "the instruction of the Members in the principles of the Arts they practise, and in the various branches of science and useful Knowledge".⁷ The establishment of a library and a museum supported such instruction.

At this time there was much debate about the advisability of providing free public libraries. Arguments for such provision included:

- There was "little use teaching people to read unless you afterwards provided them with books...it was well known that the large bulk of the labouring classes had not the means of buying books of their own"
- Libraries were a place of resort for working people as an alternative to pubs - as were public walkways, gardens, and open spaces for sport
- Libraries facilitated the cultivation of the minds of the working classes
- Use of libraries would lead to the economic betterment of the working classes.
- Libraries would contribute to the prevention of crime

Arguments against were:

- There was an objection to funding public libraries from the rates
- The ruling class was suspicious of any move to spread education among the masses which "might give rise to an unhealthy agitation"
- Exposure to information and knowledge could spread discontent and sedition amongst the working classes

Despite opposition, the first Public Libraries Act came into effect in 1850. Borough Councils with a population of 10,000 or more were empowered to spend a half penny rate on the provision and maintenance of a museum and/or a library. There was no provision for expenditure on books. Donations of books were expected to fill the gap, but this was unrealistic.⁸ In 1855 the rate levy was raised to one penny and authorities were given the power to spend money on books etc

The Second Reform Act 1867 almost doubled the electorate by enfranchising all male householders in the towns. Politicians were anxious to ensure that all voters were sufficiently educated to be able to exercise their right to vote.

⁷ Kelly, Thomas and Edith. *Books for the People. An Illustrated History of the British Public Library.* Andre Deutsch, London 1977 p 59

⁸ *ibid* p 79

In the ensuing years further Reform Acts to enfranchise other sectors of society, and Education Acts to provide for universal free compulsory education were passed. Libraries continued to be viewed as, and funded for the purpose of, supplementing educational resources and providing "wholesome" recreational facilities.

USA

In the US the first public libraries were established for much the same reasons as in Britain. They were intended to assist the "the common man" to pull himself up by his own efforts. The universal right to vote meant voters needed education in the Constitution and the electoral system. In addition, the USA was being flooded with immigrants who did not speak English and who needed to understand their adopted culture.

Around 1900 steel baron and philanthropist, Andrew Carnegie, began a campaign to establish libraries throughout the USA. He believed this was the way to help immigrants and the working classes to educate themselves. Carnegie later extended his library building programme to Britain and New Zealand.

New Zealand

Early European immigrants to New Zealand brought their beliefs about the importance of libraries with them, and libraries were set up in Wellington, Auckland and Nelson at a very early stage. These were private libraries, often associated with bodies such as Mechanics Institutes. They were financed by subscription and often failed when the parent body did.

In 1869 the Public Libraries Act was passed. It was fashioned on the British model, but allowed councils to charge for borrowing

In 1934 the Carnegie Foundation sponsored an enquiry into NZ libraries (the Munn-Barr report). The report recommended, amongst other things, the reformation of public libraries as free libraries (on the grounds of equity and effectiveness).⁹

International influences

During World War II another important aspect of the role of libraries in the community became apparent. This was their role as a repository of thought and of information, freely accessible to all citizens in a democratic society. The success of Hitler's propaganda machine, and Mussolini's burning of books and suppressing of libraries highlighted the need for people's "right to know" to be protected.

Manukau

Two years after Manukau City Council was formed in 1965 it commissioned a report on the development of a public library service for the city (the Eagles Report). The report recommended that because of the non-traditional nature of the city, branch libraries should be established first, with a central library to be developed later

The first branch was opened in Manurewa in February 1967. Since then the service has grown to include 12 community libraries, a reference and reading room, centralised processing services, a corporate library, a mobile library and 5 rural libraries.

⁹ *Library Service in New Zealand.* Richardson, Alan (ed) Second edition. Masterton. 1995

Promiscuous partnering yields magic results

- Public Library ty adverts

It all started over a drink. A library supplier was chatting with a mate - an advertising copywriter - and they started musing over libraries. A beer or two later and the discussion turned to the public perception of libraries? What kind of market positioning do libraries have in terms of branding? Who drives this?

Interesting questions. And reminiscent of the inspiring address delivered by Peter Biggs at the 1997 library conference in Wanganui. A brand for public libraries? Wouldn't that be great!

Intrigued by the discussion, the copy writer followed up, and contacted his local library. A referral to LIANZA led to a referral to Metronet, the NZ network of large public libraries. And suddenly representatives from LIANZA and Metronet were chatting with people from Colenso BBDO, one of New Zealand's leading advertising agencies. A glass or two of wine may have been involved.

It turns out that in addition to large corporate clients such as Air New Zealand, BNZ and Pepsi, Colenso also take an interest in supporting a select group of nationwide community based organisations and charities. Yourtime and the NZ Raed service are current clients. Colenso provides free expertise to these groups to develop creative solutions, facilitate advertising production and negotiate with media outlets for public relations exposure. Clients in this category pay only for direct costs such as film or air time.

The upshot of all of this is that Metronet have now partnered up with Colenso BBDO to launch a campaign to rebrand public libraries. The main thrust of this campaign centres around the production and airing of a television advertisement. Some of Colenso's best scriptwriters were involved in developing the storyline



concept, while the production crew drew on the cream of New Zealand's cinematography talent. The advertisement was filmed over an eight hour period at Auckland Central Library and is currently in New York undergoing sound editing. The 30 second ad is scheduled to air in late January 2001.

Sitting behind this advertisement was some intensive workshopping aimed at distilling the many elements which combine to form the brand essence. "Public libraries represented an exciting challenge" according to Colenso representative Jane Henson. "On the one hand there is the perception of the library as a quiet place of reflection and study, while on the otherhand there is the lively and dynamic side underpinning leisure and fun activities."

The other challenge was to create a concept with broad appeal. "There is literally something for everyone at any public library", says Metronet representative, Chris Szekely from Manukau Libraries. "This poses a challenge in defining a target market. While we want to attract

new users to the library, we don't want to alienate the many customers we already have"

"The advertisement needs to present the public library in a way that is fresh and inclusive. It must also be capable of supporting any specific branding campaigns or marketing initiatives undertaken by individual libraries".

The team working on the project believe the creative solution which has been developed meets all of the requirements.

One of the most exciting things according to Chris Szekely is the ease and speed with which the project has come together. "In the public sector, things must often be planned a year or ten in advance, which does not easily lend itself to fresh ideas or innovation. In this instance things have come together as if by magic. We're therefore confident of reaping some magical results."

Thanks to Tom Dignan from the Library Supply Company, his mate and Colenso BBDO

TRUSTS

Advantages

- Removal of library from political arena.
- Council funding can be fixed for a number of years.
- It may be easier to attract charitable funding. However, it is possible that institutional funders who do not give to councils, will tend to have the same attitude to a trust which is very largely council funded.
- There may be fewer restrictions on methods of funding.
- Greater flexibility on use of funds and greater speed in making decisions.
- Ability to keep "profits" - profits can go back into improvements.

Disadvantages

- There are considerable legal costs to set up.
- There is a large investment in staff time to prepare policies and other documents.
- The Trustees will need to be paid, but the cost may be less than supervision by elected members via the political process.
- Council has less control over policies and results.
- Funding asset renewal may be a problem.
- There may be a loss of economies of scale or access to council expertise or training opportunities.
- It is a major exercise to separate the libraries from all council services.¹⁰

An important issue to be considered is that of accountability. Questions that need to be answered are:

1. Will any elected members be trustees?
2. If not, how are ratepayers interests represented and protected?
3. Do Council's obligations under the Local Government Act 1974 pass to the trust? (e.g. obligations to be a good employer, EEO obligations, Treaty obligations, obligation to consult with the community, access to information, the requirement for free library membership for residents of the city) Council would need a legal opinion to resolve this issue.
4. If the trust is funded via a funding contract, what is the sanction for non-performance of the contract (or for unsatisfactory performance)? If it is cessation of funding, what happens to the library service?

New Zealand Examples of Library Trusts:

Tararua: Established for 8 years

Horowhenua: Established for 3 years. Does not foresee raising enough funds to reduce substantially the council's contribution of 90%.

Franklin: Established 1 year

In-House Paper on Trusts

Council officers have recently prepared an issues paper on the use of trusts. Issues highlighted in that paper are:

Advantages

- The possibility of raising funding that the community often does not wish to give directly to Council.

¹⁰ Best, Jill "Have you been restructured yet?" in *Library Life* 247, July 2000, p 12

- Bringing into the governance of the service or activity people who are not currently councillors or who have special expertise.
- Empowering groups in the community to take on tasks for themselves and build their own capacity.
- Quicker decision-making.
- More flexibility in achieving Council's aims because the law governing trusts operations is less prescriptive than that of the Local Government Act.

Disadvantages

- Depend heavily on ratepayer funding to carry out their activities.
- Potentially removes those activities from public scrutiny.
- Community groups can be overwhelmed by the administration necessary to set-up and operate these bodies and as a consequence they may become distracted from their primary purpose.
- The individual trustees who administer these trusts are personally liable for any losses that arise through their wilful default, neglect or dishonesty.
- Limited accountability to the community
- There is also the potential for the trusts themselves and Council to incur significant unexpected tax liabilities if the trust is established or managed incorrectly.
- Even in situation where a trust is established or managed correctly the set-up costs, administration costs and winding up costs are likely to be significant.
- If Councillors or council officers are appointed as trustees, there is the potential for conflicts of interest. To eliminate this possibility, it would be necessary to exclude Councillors and council officers from holding office as trustees.

CONTRACTING OUT

Advantages

- Fixed cost to council.
- Possible savings to council through lower tender prices.
- The company would not be constrained by restrictions on competing with ratepayers.
- Company structure has taxation advantages.

Disadvantages

- There are currently no providers of library services in the private sector.
- Difficulty of specifying exactly what outcomes are required, especially in the area of information service. Extra costs of monitoring more carefully may cancel out savings.
- Savings beyond the tender price would go to the contractor, not the council.
- If assets as a whole were sold, a virtual local monopoly would be created.
- Library goal may change from maximising service to maximising profits.
- Library service may become less attractive to potential sponsors if it is seen as private enterprise.

Furthermore, a report on the contracting out of wellbeing and community services commissioned for Waitakere City Council made the following points:

- There are few good "before and after" cost/quality comparisons. Where there have been comparisons, the "after" costs have generally not included the cost of contract development and monitoring.
- Evidence of improvements in quality of service is mixed. "Improvements in some aspects of service delivery may be accompanied by a narrowing in scope or definition of Service."

- The greatest risk associated with outsourcing may be the loss of organisational learning/culture that can result from contractors not familiar with or committed to the strategic direction of the contracting organisation".¹¹

Currently, no library service in New Zealand is contracted out, although Invercargill and Papakura District Councils have explored this possibility.

Current situation at Manukau Libraries

Some aspects of the library service are already contracted out e.g. some books are purchased "shelf ready" and therefore save processing and cataloguing costs. Also contracted out is book mending function, and the maintenance of "front of house" technology. It may be possible to contract out other aspects of the service in the future.

IN HOUSE

Advantages

- May be economies of scale.
- Co-operation between departments as needed.
- Existing arrangements do not need to be disrupted.
- Most ratepayers are happy with the status quo.
- Council has complete control over library policies and management of funds.
- Requirements are clearly specified in the Service Level Agreement.

Other advantages are:

- Accountability to elected members and to ratepayers.
- Commitment to corporate strategy and values.
- Professionalism of staff is assured.
- Retention and utilisation of corporate knowledge.
- No set up costs to Council e.g. legal fees, preparation of documents, redundancy payments.

Disadvantages

- Some restrictions on revenue raising activities.
- Funding varies from year to year and may even be reduced.
- Funding is not confirmed until the start of each financial year, making planning difficult.
- Internal charges which libraries are unable to control.
- May be difficult to attract charitable funding.

PARTNERSHIPS

Central Government's position.

The Right Honourable Helen Clark stated in a speech to the Local Government Conference on 11 July 2000 that: "to achieve sustainable economic, social and environmental development, central government needs partnership with ...[amongst others] local government."

Central Government has indicated that it wishes to work more closely in partnership with local government to ensure community development programmes are delivered more effectively. It has signalled this through documents such as *"Communities and Government. Potential for Partnership. Whakatapu Whakaaro"*.

¹¹ Syme, Catherine, Contracting Out of Wellbeing and Community Services: a Supplementary Report. April 2000.

"The primary partners in the relationship have been seen as the community sector and government. In the second phase ... the working party can see benefit in further interaction with both business and local government."¹² Phase two will be complete by May 2002 when a report will be presented to Government. An interim report will be presented in December 2001. The primary object of phase two is relationship building between government and community organisations in order to rebuild trust.

Phase two would include a strategy to ensure that local government is involved, through the steering group and working groups, in specific projects and in any community consultation and engagement programme.

Partnership as a desired way of working has also been signalled in the Review of the Local Government Act.

COUNCIL'S POSITION

Council is currently developing a position paper on partnerships. The paper will consider existing partnerships that Manukau has with community providers. The paper will consider such matters as:

- the lack of clarity in Council's relationships with partner organisations,
- the potential for partner organisations to grow in number,
- how council manages its partnerships,
- types of partnerships,
- what can be done to improve partnership relationships,
- the five year vision for community partners; and
- action for the future.

Council recently established the Manukau Community Charitable Trust whose purpose is to promote, undertake and support programmes and activities that benefit the Manukau Community. Council has established a relationship with the trust which will enable the trust to broker sponsorship and advertising packages for Council.

Relevant Council documents are:

The Trust Relationship Policy

Standardises Council's practice in the formation of trusts and council's ongoing relationship with them.

Advertising and Sponsorship Policy

Council has recently adopted a policy which will govern the appropriate development and management of advertising and sponsorship on and for Council's properties, assets and programmes. This policy will affect the way libraries pursue sponsorship opportunities.

CREATING PARTNERSHIPS.

In the future Manukau Libraries will develop collaborative relationships, according to local needs. Partnerships will be one form of collaborative relationship. This is a complex issue and requires further exploration. There is a need to align with other Council initiatives (such as the Manukau Community Charitable Trust) and policies (such the Advertising and Sponsorship Policy, and the Partnerships Position Paper which is currently being developed).

Examples of partnerships Council is currently involved in with respect to the provision of library services are:

- The agreement to conduct a trial, in partnership with Papatotote Intermediate School, which will provide the local community with after-school access to the new school library and technology suite.
- Sponsorship from specific programmes and events e.g. sponsorship from Auckland International Airport Limited for the Summer Reading Programme.
- Partnership with Colenso for a marketing campaign for libraries.
- Ongoing dialogue with local schools with a view to the schools providing tutors to homework centres in Manukau Libraries.

¹² Communities and Government. Potential for Partnership. Whakatapu Whakaaro". P 11

APPENDIX F – Benchmarking

Baltimore County Public Libraries

For 15 years (1980-1995) this library system was Council's formal benchmarking partner. Reasons for this are:

- Baltimore County Public Libraries is a system which is three times larger than Manukau Libraries but it has the same decentralised structure.
- Its population closely mirrors Manukau City Council's with a large number of multicultural communities.
- It has an innovative approach to automation, (particularly the smartcard known as the "wowcard"), and to marketing libraries.
- Great web page (www.bcplonline.org).
- It is one of the leading county libraries in the United States.

Christchurch Public Libraries

- is a system of about the same size as Manukau Libraries
- serves a range of socio-economic populations and tailors its libraries to them e.g. New Brighton, Fendleton
- uses the same library system as Manukau Libraries (Data Research)
- has a similar number of branches.
- has developed a gateway to educational web sites which Manukau Libraries now uses to guide its customers to selected sites.
- is currently developing a virtual reference desk
- acts as a consultant to the New Zealand library world in terms of IT for libraries
- has an excellent web page.

K21

APPENDIX G-- Idea stores

"Idea Stores"

London's New Libraries

By Thomas Patterson

THE TOWER HAMLETS Library System, in a disadvantaged inner borough comprising most of London's East End, has undertaken perhaps the most radical revamping of library service in the United Kingdom. By the end of 2004, all public libraries (seven, plus five that offer partial service) in Tower Hamlets will be closed, sold off, and replaced by seven radically new "Idea Stores."

These stores will combine traditional library services with adult education, performance space, daycare, and retail style in dramatic new buildings carefully positioned in high-density shopping areas. Marketed as "street corner universities," they will aim to integrate library service better with a community that has shied away from them.

Asking what the public wants

Tower Hamlets, best known as the workplace of Jack the Ripper, offers a paradox: it takes in the high-tech financial center of Docklands (including Canary Wharf) while remaining one of Britain's poorest urban areas, with nearly half the residents in public housing. The borough is characterized by high unemployment, low educational levels, poor occupational skills, and a diverse population—nearly a quarter

Thomas Patterson (tpatterson@resol.pratt.lib.md.us) is a Social Science and History Librarian, Central Library, Enoch Pratt Free Library, Baltimore. He visited London in February

Bengali, but overall speaking more than 50 languages. Its crumbling libraries—one of more than 30 systems in London—are among the country's least used.

Recognizing the need for change, Head of Libraries Anne Cunningham, working closely with other local officials, initiated the most extensive public opinion survey on libraries in London's history. The results were striking. Residents wanted, in rank order, more books; computer technology; more convenient and accessible services; and educational support. Their lowest priority: maintaining the grandeur of historic buildings.

Nearly all respondents felt that library service was important, but they viewed the borough's libraries as quaint, outdated, and run down. Seeking a solution, Cunningham and other officials joined with the borough's Office of Lifelong Learning Services to brainstorm a visionary concept of information service combining adult and recreational education with traditional library functions. The concept is known as "Idea."

Branding the store

The plan's most imaginative feature: branding the new facilities "Idea Stores" rather than libraries. Idea aim to supplant negative stereotypes of libraries and the "institutional feel" it has turned off the public for decades. Cunningham says that "the strong, rock-style branding and image promote reinforce the complete break with Victorian-style service and facilities."

A brand consulting firm is working on the layout and tone of the stores, a local residents have been questioned in focus groups. Drawing on the interior design and ambience of major London department stores, restaurants, and supermarkets officials intend to make the stores inviting, comfortable, and user friendly—more Nordstrom than Bureau of Motor Vehicle

Residents are updated on Idea in the glossy *Idea Magazine: The Magazine for Libraries, Learning and Information in Tower Hamlets*, published quarterly and distributed to all households. Efforts to keep the community involved also include a touring to show using computer and video technology and a series of professionally designed pamphlets and brochures. There is even a hotline for citizens' questions and comments.

A little help from the lottery

In keeping with the retail theme Idea was introduced to the public April 1999 at a lively, high-tech event on the tony 50th floor of Casa Wharf Tower. Chris Smith, Secretary of State for the Department of Culture, Media and Sport, said, "It's heartening to see Tower Hamlets, which is by no means financially well-endowed, making such significant investment in its libraries."

The cost of operating each new store is estimated at 25 percent above current library expenditures, due to expanded hours and services, as well as increased costs associated with high-traffic locations. The national government is helping meet project shortfalls with funds from the national lottery. Tower Hamlets hopes to offset increased operating costs via several strategies, including association with retail store café revenues, advertising on video walls, and professional fundraisers. Though some libraries in the UK charge for computer use, those services will be free in the Idea Stores.

Large "Times Square-like" electronic billboards will be displayed prominently on the stores' exterior walls. The



What a great idea: The new stores (artist's rendering above) will help change the institutional stereotype of libraries. The quarterly *Idea Magazine* along with promotional brochures (inset) will help community residents to know

screens will project activities taking place within the stores, promote future events, or run news flashes when appropriate. The stores' flexible design will permit the full integration of educational, community, and library services: meeting rooms, classrooms, computer labs, and book collections will not be separated on different floors; when an Internet workshop concludes, the walls will be rolled back, and the PCs will become library workstations.

Students taking courses will work in the same environment as those visiting for fun. Customers relaxing in the cafe will see courses in session through glass walls. This approach not only maximizes space but encourages what the library system calls "transparent leaders of learning."

While no store will open until February 2002, the future may be glimpsed at the new Stafford Library in the nearby Borough of Newham. As with the Idea Stores, this library has been placed near major retail outlets, and large store-like windows on the ground floor allow those passing by to see inside.

Moving a system

The project will reposition virtually every public library in the system. Many existing libraries are more than 100 years old and have not been updated sufficiently. Research showed that system-wide usage would double if facilities moved to areas where people could see them and get to them easily—"where the street life of local community is today, not where it was a 100 years ago," as an Idea Store brochure states.

The flagship White-chapel Store, scheduled to open in late 2002, is only a

ten-minute walk from the current White-chapel Library. The new store, however, will be sited on a busy corner flanked by a huge supermarket, a pharmacy, a large filling station, and a bustling street market. There are numerous thriving shops in every direction, and the Whitechapel Underground Station and antonoth Royal London Hospital are nearby. "If McDonald's or the major supermarkets wouldn't site a store there, neither would we," says Cunningham.

In-store learning

The Idea Stores also will offer adult education. Lifelong Learning Services, a borough agency, currently operates five centers offering credit and noncredit courses. All are housed in former Victorian/Edwardian schools, and attendance is extremely poor, in part because of the off-putting environment.

Since the obstacles facing lifelong learning parallel those facing the libraries, officials decided to fold the centers into the new stores. Thus, the stores will offer credit and noncredit courses, become involved in web-based instruction, and serve as feeders for area colleges and more advanced vocational training programs. They will also bring public librarians into a closer working relationship with teachers.

The booming Docklands nearby, including the futuristic Canary Wharf office development, are expected to create thousands of new jobs in coming years. The Idea Stores should help residents participate in this expanding economy and help make Tower Hamlets secure a more desirable place to work and live.

Cunningham adds that lifelong

learning serves more than a path to employment and self-sufficiency. The many languages spoken in the borough and its diverse ethnic makeup too often contribute to social exclusion and isolation. Many senior citizens do not speak English and are especially at risk. The stores will provide invaluable opportunities for social interaction and personal well-being.

Books as bedrock

None of the existing libraries or learning centers will close until the stores replacing them open. The old library buildings will be sold at full market value to help fund the project, and, wherever possible, the former libraries will be used for community purposes. The Whitechapel Library, for example, will become a community arts center, while the imposing Bancroft Library likely will become part of Queen Mary and Westfield College. Book collections in all of the stores will be significantly expanded, and Cunningham emphasizes that books will continue to enjoy center stage.

White librarians will not lose their jobs, not all customer service personnel—trained in public services, information services, and technical skills—will be librarians. They will be expected to fix computer or technology problems rather than put in a work order. New positions may include "window-dresser," someone to tend the many large windows that spotlight the stores, and "boorwalker"—a roving computer troubleshooter.

Back to the future

"Back to the future" sums up Idea Stores," says Cunningham. "They will create a modern vibrant setting providing opportunities for learning and recreation as envisioned in the early days of public library development." One hundred years ago, libraries, like governments, felt it desirable to make "a big statement in terms of architecture and environment. Libraries were a bit like churches—hallowed territory."

Lifestyles change, and Tower Hamlets is determined not to be left behind. "The challenge for Idea," says Cunningham, "is to cater to all ages, classes, and cultures. We believe we can achieve this by the design, which will range from noisy, boisterous, and busy to quiet and traditional. My objective is to put a stop, once and for all, to the long-held view that librarians [check] out books and nothing else." ■

APPENDIX H - Cybrary

Redefining Librarianship

The Case of the Eastside Cybrary Connection

Carolyn A. K. Denny

Fundamental changes in our communications infrastructure are transforming public library service. The experience gained developing the information skills center of the Riverside Public Library illustrates the growing importance of some of the multiple roles public service librarians are filling for their communities and the skills professional librarians need in this changing environment.

Research by the Benton Foundation suggests that the public does not fully understand the nature of the library profession. Focus group results from the research further indicate that the public is "ambivalent about how librarians' roles should change in the emerging digital world." Although a majority of participants believed that a librarian should be an "information navigator," only 10 percent actually picked the library as the place where they would go to learn more about using computers to find information. Most disturbing was the common solution to a manager's question of replacing librarians with volunteers: "Based on the results of this study and the squeeze of replacing librarians with volunteers, based on the results of this study and the current controversy within the profession itself about certification and education, it is clear that the roles and skills required by professional librarians need to be more clearly defined and promoted. Rather than parsing a myopic theoretical or theoretical debate, perhaps the most effective way to create consensus is to examine precisely what a librarian does and needs to know in various environments. The public service librarian tends to be the one who works "on the front lines." Arguably, all of the issues and stresses that result from the rapid changes in communications technology have hit this profession hardest.

The professional literature offers abundant advice on what librarians need to do to promote their services and advance their profession, but what are they actually doing and what is proving successful? The following description of a successful new public library service provides one case study that may suggest what skills and roles librarians need to bring to their communities when developing services and programs for which the public has clearly demonstrated its need and support.

Project Overview

The Eastside Cybrary Connection (ECC) opened on May 1, 1998, in the Eastside area of Riverside, California. Begun as a grant-funded project of the Riverside

Public Library, the ECC is a library and information skills center for young people, ages ten and up. A remodeled storefront location in a predominantly minority and low income neighborhood hosts the Cybrary, which integrates electronic technology and print. Professional librarians created and implemented the project. They now supervise the ECC and continue to develop its program. Adult student tutors from local colleges provide assistance.

Project Goals

The ultimate goal of the Eastside Cybrary Project is to become a life-long learning and information center for children and their families. The strategy for achieving this goal is to create a new collaborative after-school environment with contributions from the public library, local academic institutions, and community-based organizations. The public library contributes books, multimedia resources, computers, information literacy training materials, supervision, administration, and outreach. Local academic institutions provide tutors, and community organizations provide tutor volunteers, financial, and in-kind contributions.

An equally important goal is to address the significant "digital divide" that limits both individual and community opportunities to participate in the new information economy. When children reach middle and high school age, whatever their ethnic background, use of public libraries tends to decline, and recent statistics also demonstrate an overall decline by the younger population in time spent reading. Furthermore, children lacking familiarity with electronic resources are at a disadvantage when they reach college. This is particularly the case for children from low income, ethnically diverse neighborhoods, because it is known that gaps in computer and Internet access between families in such areas and those in more affluent, white neighborhoods. The phrase "digital divide" is used in a series of reports emanating from the National Telecommunications and Information Administration (NTIA) of the U.S. Department of Commerce. The 1999 NTIA report describing this electronic gap contains both good and bad news.¹ The good news is that blacks and

Hispanics have more than doubled their home computer ownership since 1994. And at the \$75,000 income level, blacks have erased three-fourths of the gap. The bad news remains more abundant:

- Overall, a clear correlation exists between race/ethnicity and computer ownership: 55 percent of Asians and 47 percent of whites own computers, but only 25 percent of Hispanics and about 23 percent of blacks own computers.
- The white/black home Internet access gap has widened by half since 1994.
- The income gap has widened overall. Even at the \$75,000 income level, Hispanic computer ownership has grown markedly, yet has slipped further behind white ownership at the same income level.
- Putting ethnicity and income together, NTIA figures show that 61 percent of whites and 54 percent of blacks with incomes above \$75,000 use the internet regularly, but only 17 percent of whites and 8 percent of blacks in the \$15,000-\$35,000 income range use the Internet, and this gap has widened.

An interesting footnote for librarians: NTIA figures indicate that libraries and community centers are used for Internet access by blacks at a rate nearly double that of whites.

The Challenge

Riverside's long-range city plans call for a branch library within three miles of every resident, but that goal had been outstripped by housing growth, and in the mid-1990s there was no general fund surplus to finance construction or operate new buildings. Some trustees and the library director cooperated in brainstorming possibilities and in looking over the economic and demographic variables. Finding that an area called the Eastside had a predominantly minority (62 percent Latino, 23 percent black, 7 percent white), low-income population, they determined that this was the most underserved area. The neighborhood had not had library service since the bookmobile had ceased operation about twenty years ago. Moreover, in a population of sixteen thousand, five thousand were children under eighteen.

Here was a community where the benefit from library services would have

the greatest impact on the quality of life, but how could a "library connection" for this neighborhood be developed in the absence of a location, staffing, or additional city library funds? Clearly, thinking "outside the box" was necessary.

The effort to meet these challenges began in January 1996. In May 1998, the Riverside Public Library opened the ECC.

Roles

Meeting community needs within the constraints imposed by limited general fund budgets and a constantly changing technological environment poses a significant challenge. The range of responsibilities and skills needed by public service librarians seems to have expanded as budgets have shrunk.⁴ In this case, one professional librarian, working with a team, had to be able to perform all of the following functions necessary to meet the goals of this project:

1. **Outreach Coordinator:** expand collaboration with local agencies
2. **Fund-Raiser:** write grant applications and solicit funds
3. **Instructor:** develop training materials and workshops in information skills
4. **Volunteer Recruiter:** develop a more formalized relationship with volunteers
5. **Professional Supervisor:** oversee the delivery of services
6. **Youth Services Coordinator:** foster a more interactive environment for youth
7. **Access Services Coordinator:** design, purchase, and manage a LAN and Web site

Outreach Coordinator

The degree of support from and collaboration with a broad range of organizations has been one of the most successful aspects of the project. However, a major commitment of time and effort on the part of the librarians involved has been required to cultivate and sustain the relationships that are essential to the visibility of the project. Collaboration with other organizations that could supply volunteers would be necessary, and the volunteers would have to be trained. With only two part-time grant staff and one branch supervisor (who could only give part-time attention to the project), collaboration

became a key to success. Some of Riverside's institutions of higher education became the most important partners. The University of California Riverside (UCR) and Riverside Community College (RCC) provided volunteer tutors to help train and guide children at the site. The UCR students receive course credit of two to four units for assisting the youths, and the Cybrary is designated a community based UC Links Affiliate site (a UC computer-assisted learning program at selected school and community sites). RCC students are paid through the school's financial aid office with federal funds supporting literacy activities in the community.

The Riverside Unified School District has invited the library to collaborate on a successful Technology Literacy Challenge Grant. Through this, the district provides additional funds to pay for one more tutor. The district also will promote, among district staff and youth, awareness of the ECC as another educational opportunity in the community.

An unexpected use of the facility by another community program was revealed when the President of the Board of Library Trustees received the following communication:

As a volunteer with Youth Accountability Boards in Arlanza and in Eastside, I greatly appreciate the Cybrary as a resource for the youth I work with on the Eastside. Many of the youth in trouble for minor offenses just shrug when asked what they do with their free time or reply "just hang out." Many youth we see do not have the parental support for sports, music, and dance. We often assign a book report or two, but especially valuable is a place to which the youth can be directed for constructive use of time—and Cybrary turns out to be fun! One young boy who was ordered to enroll subsequently told me how he would try to get there early before it was crowded on weekday afternoons and early on Saturday mornings to be there when the door opened. Every time I visit I find the place "jamming" with activity, some on the computers and others working alone or in groups off computers. This is a wonderful use of community resources and cost effective in the long run.

In the time since the president received this note, the youth accoman-



Cybrary youth volunteers clean the windows.

bility coordinator has explored establishing a more formal relationship with the ECC while the boards continue to assign young people to the site.

To determine the focus of the project, meetings with many local community organizations and officials were held. These included: the city council member for the area, a police commander, members of the Eastfield Division of the Chamber of Commerce, University Avenue Task Force, UCR Eastside Collaborative, Eastside Neighborhood Advisory Committee, People Reaching Out (a nonprofit, anti-violence group), a member of the Riverside Unified School District board, school principals, UCR chancellor and librarian, the executive director of Riverside County Fair Housing Council, service clubs, a member of the Riverside County Community Foundation, the director of the Riverside Community College Financial Aid Office, and director of the UC Links program. The area police commander also recognized the long-term violence prevention benefit of such a service.

Before the Cybrary opened its doors, an Eastside Cybrary Advisory Board was formed and met to provide advice on recruiting children, providing additional support, and the steps for implementation. Members came from local grass-roots organizations, schools, and businesses in the area. A very broad array of groups was represented: members of a seniors group, the L.I.F.E. Society, professors from

UCR, members from the Eastside Neighborhood Action Committee, the Eastside Settlement House, members of the local Chamber of Commerce, and many others have been involved. Efforts to expand and explore new collaborative relationships continue. A Digital Information Network Committee has been formed at the invitation of the Library that includes other community digital programs.

Fund-Raiser

Public libraries today are generally constrained by the lack of local government resources for services not considered essential.⁵ Support for innovative new services, particularly in public libraries, often must be found through alternative funding sources. In the case of the ECC, no direct local tax funds have supported the effort for its first two years. Writing successful grant applications, making appeals for donations, and collaborating on grants written by others have provided eclectic funding for the project. Needless to say, the role of fund-raiser has been essential for the success of the project.

After the project was awarded a Library Services and Technology Act (LSTA) grant, the building originally anticipated for the project was no longer available. At the last moment, a rented storefront location became available, and another grant, a Community

Development Block Grant (CDBG) (federal funds municipally distributed) was secured to pay the unexpected costs. With support from the Eastside Neighborhood Advisory Committee and the umbrella group, the Community Development Advisory Committee, CDBG funds were awarded for rent, utilities, and remodeling costs. Telecommunications costs were provided by Pacific Bell's Education First Program, which granted an ISDN line and waived access charges for one year; in addition, the Friends of the Library, the local Chamber of Commerce, the Riverside County Community Foundation, individuals, businesses, and the Carris McGraw Foundation have made contributions. LSTA and CDBG provided a second year of funding, and CDBG and California's Public Library Fund are providing a third.

Instructor

The Cybrary showcases the emerging importance of the role of librarians in imparting information skills and in guiding patrons to information, educational, and cultural resources. In the course of project development, the instructor role has evolved into a far more formalized function. Training materials and activities have been created and continue to be developed by the librarians who, in turn, train and guide the trainers—the para-professionals and tutors. Using an "information superhighway" theme, the coordinating librarian and ECC staff have developed a "driver" training workbook for children ages ten and up and a detailed tutor-training manual based on the activities in the workbook. The driver analogy begins by comparing the components of the computer to a truck, which the student is learning to drive. (A truck has two fuel tanks—the floppy and CD-ROM drive; the mouse is the steering wheel, etc.) The training covers the basic components and uses of a computer and how to access the library's online catalog and the Internet. The *Cybrary Tutor: Training Manual* follows the training activities given in the *Cybrary Connection Driver Training Workbook*. The workbook's table of contents includes the following:

- Section 1: The Computer
- Section 2: The Keyboard
- Section 3: E mail
- Section 4: Word Processing
- Section 5: Creative Software

- Section 6: The Web
- Section 7: Obtain Your License

Each section is followed by a number of activities that are checked off as the student completes them. The first two sections introduce the child to the basic parts of a computer and how to care for it. Section 3 uses an offline, net-worked (within the Cybrary) e-mail program that introduces the importance of keeping passwords confidential and the fun of sending messages. Sections 4 and 5 cover some of the most frequently used software functions and show the students how to print their work on the two networked printers, one in color and the other on a monochrome laser printer. In Section 6 children are shown how to access RPL's Web OPAC using their library cards. They also learn Internet safety, how to use a Web browser and a search engine, how to evaluate a Web site, and how to create a home page. In Section 7 the students take the "driver's test," and then receive their Cybrary License, which entitles them to come in and use the Cybrary whenever it is open. They also receive a certificate, their own floppy disk containing work saved, and their workbook. The length of time taken to complete the workbook varies with each child, but usually takes about five hours over the course of several days. In addition, the Cybrary license expires every six months and must be renewed. This is accomplished by selecting and completing one activity from a list of choices that go beyond the original basic introduction given in the workbook. At least twenty tutors each work a minimum of four hours a week assisting the youth in training, doing homework, or working on additional activities.

The librarian's goal is to stimulate discovery by focusing on information fluency. The Cybrary is not a homework center responding to assignments of the formal educational institutions, and the public librarian is not a teacher with a formal curriculum to teach. Rather, youth are free to explore and use the resources as their own needs, interests, and imaginations dictate. Young people can learn computer skills quickly, but they need to have the opportunity to apply their skills in a setting that allows them to pursue their individual interests, with tutors who provide knowledgeable guidance and a system that promotes positive social interaction rather than isolation.

Before tutors can begin to work with youth, they receive three to four hours of training by Cybrary staff. An eighty-page *Cybrary Tutor Training Manual* developed by the project librarian is used in the training. The manual provides very detailed and careful instruction, even suggesting phrasing to use when training youth. In order to maintain consistency and quality of instruction, tutors are not allowed to vary from the training format.

More than five hundred young people completed their "driver" training during the first year of operation and nearly two hundred students from UCR, RCC, and elsewhere have received instruction via the tutor manual on how to assist youth. There are always children waiting to use the computers, being trained, doing homework, reading, playing board games, or just interacting positively with students from other schools whom they might otherwise be unlikely to meet.

The Cybrary Project has focused on training both children and adults to enhance their ability to obtain and use desired information. There appears to be a growing demand by public library customers for training in the use of electronically accessed and formatted materials. Citizens from other areas of the city are asking to have Cybraries established in their own neighborhoods. Public librarians now have a great opportunity to enhance their training role in the development of information fluency.

Volunteer Recruiter

The viability and success of the ECC depends on its volunteers. Because volunteers work closely with youth, they were recruited through educational institutions rather than from the general public. Finding and developing mutually beneficial relationships with institutions that can provide these volunteers is therefore crucial. A carefully devised program first must be in place before any approach is made. A significant commitment of time must be devoted to main-

taining these institutional relationships. Staff meetings speak to classes on campus at UCR to inform students about the project and visit faculty and administrators from whom vital support is received. An invitation to visit the Office of the President at UC Berkeley as an affiliate of the UC Links program resulted in a contribution toward the purchase of additional materials for the Cybrary.

Volunteers at the Cybrary have a different relationship with staff and patrons than that which usually occurs in public libraries. While volunteers in the traditional library setting generally work to support clerical and shelving tasks or in Friends of the Library book sales and rarely with the public directly, Cybrary volunteers work directly with the youth who use the facility. In fact, the project is completely dependent on volunteers. Cybrary volunteers also receive elaborate training and intense supervision. Those who choose to become Cybrary tutors generally are familiar already with the basic technology. They also have a greater commitment and incentive to work for the project, either to obtain grant funds or course credit. The UCR students must write reports about their experiences at the

More than computers—youth meet new friends and get help with their homework.



site, which can provide valuable feedback about the strengths and weaknesses of the project.

Professional Supervisor

The two professional librarians involved do not directly deliver the services offered at the Cybrary. Instead they have developed the process and provide professional oversight and training for those directly serving the youth. The librarians' role is no longer tightly linked to a building, equipment, or collection. They can bring their expertise to a location and interested individuals and then step back to guide the process. This role contrasts with the hands-on delivery of services provided by many traditional librarians. A program and organizational development role emphasizes channeling the efforts of nonprofessionals, but very thorough planning and oversight are essential to successful implementation.

Even more fundamental to success is the commitment to convey and maintain the principles of the profession and the institution of the public library. All policies and procedures are informed by these principles as interpreted by the professional librarians and the Board of Library Trustees.

Youth Services Coordinator

The most unique aspect of the Cybrary is the environment: not a traditional library, not a classroom, not a computer lab, not a club, and not home. Yet most youth who use it feel a sense of ownership. They know it is designed for them. Many aspire to be tutor assistants and help in the training process. Some have offered to vacuum and wash windows. About fourteen young people serve on the ECC's Youth Advisory Committee. They have asked for more books for the

are represented among the registered students, enabling the youth to meet others from outside their immediate schools and neighborhoods. They have also met the city's mayor and the council person for the Hartside ward, who accepted invitations to speak at the Cybrary. Other speakers included an author of children's books, a curator from the Riverside Municipal Museum, and a poet and artist sponsored by the Riverside Arts Foundation through the "River of Words" Project.

Positive socialization and interaction is a key ingredient, though unanticipated, in the success of the Cybrary setting. The youth are free to come and leave, as they would in a traditional public library. The only constraints are the Cybrary Rules:

1. I will leave my food and drink outside.
2. I will have clean hands before touching the computer.
3. I will walk, not run, inside the Cybrary.
4. I will handle all software very carefully.
5. I will remove all software from the computer when I am done using it and return it to the place it belongs.

However, unlike most traditional library settings, interaction with others is encouraged. Board games and books are available for the children to use on their own or in working with the tutors.

At the Cybrary the librarian, paraprofessional staff, and volunteer tutors play vital mentoring roles with their young, diverse, multilingual, unopinionated, but very enthusiastic clients. Needless to say, the Cybrary is not quiet.

The ECC started with eight networked computers and recently doubled that number when usage after the first

... most youth who use [the Cybrary] feel a sense of ownership. They know it is designed for them.

ECC's collection and to have quiet hours set aside for students to work on homework. There is a core group of students who regularly use the Cybrary to do their homework using computer software and information resources. Twelve different schools in the surrounding area

year far exceeded expectations. It is open thirty hours per week in the afternoon and evenings to accommodate after-school hours for children and their families. Besides Internet access and software applications, the Cybrary also provides more than one hundred differ-

ent CD-ROM titles (mostly educational), reference books, and children's reading material. Parents must sign an authorization form for a child to use the site and complete an application for the child to receive a Riverside Public Library card. Students who complete the basic computer training receive a Cybrary License and a Certificate of Achievement. Adult family members of Cybrary graduates are also offered free computer training on whatever they desire, but adults must be accompanied by a child.

A computer club supervised by an adult volunteer advisor spontaneously formed among the youth. Club activities have included creating a Cybrary calendar that will be sold to raise funds for the site. Tutors will be involved in helping to develop other activities designed to increase information skills and fluency.

Children are not the only ones to benefit from using the Cybrary. In the new and evolving Cybrary environment, everyone is on a learning curve. Adult tutors who had little experience with computers are given the opportunity to be trained. Some who think they may want to go into the teaching profession are given an opportunity to work with children in an instructional environment. UCR's School of Education values the ECC as an alternative training/field environment that is viewed as a less structured learning setting than the formal classroom for their ED 106 students. Because the Cybrary doesn't open until 2 p.m., mornings at the Cybrary are available for adult groups to reserve time for training. InfoPeople, California State Library's training program for librarians, holds periodic sessions at the Cybrary for those residing in the inland area. The Chamber of Commerce has reserved several training sessions for its members who want to learn how to use the Internet, especially for business information, and the State of California CalJobs program offers monthly training sessions on using its Web site for adults who are seeking employment. A school district from another county has brought its staff to view the Cybrary and contracted with one of the professional librarians to assist in training teachers to use electronic information resources with their students and to collaborate with their public library.

Access Services Coordinator

For the creation and management of this project, a commitment to make the

effort to stay up to date is more important than a broad knowledge of computers, software, and networks. Rapid change in technology frequently brings better and cheaper ways to function. Watching for ways to reduce costs and time is a constant activity. RPL does not have its own information technology

returning to the ECC to complete their training, get help with homework, and experience the pleasure of exploring.

Emulation by others also suggests success. Sets of *Cybrary Connection: Driver Training Workbook/Tutor Training Manual* have been purchased by other organizations, schools, and libraries that

roles of public service librarians are becoming more complex, and, as budgets have shrunk, more varied and demanding. The librarian needs to develop skills in a variety of areas that are often thought of as professions in their own right: organizational management, community relations, personnel selection, training, supervision, and grantsmanship; in addition, the librarian may need to fill the role of electronic technician, facility arranger, and manager, and requires thorough grounding in the ethics and traditional expertise of the library profession. Ultimately the public service librarian not only needs to get out from behind the desk or computer screen, but out of the building and into the community: speaking, recruiting, and training talented assistants, conducting needs assessment, fund raising, and developing networks and partnerships. Setting up a satellite library service point with support from the community no longer requires large capital expenditures to be effective and useful. The flexibility of such a site to adapt to changing technology and community needs may be particularly significant for the future of public library service. ■

wish to emulate the program (manuals can be ordered through the Cybrary's Web site at www.cybraryconnect.org). Other libraries and school districts have expressed an interest in copying all or part of the project. People in other parts of the city have also asked to have a Cybrary in their neighborhoods.

Significance

Librarians facilitate access to the cultural and informational resources of a society, and the rise of electronic forms accentuates the significance of this information navigator role. The Cybrary continues to serve the primary function of the profession while using new tools and techniques. The challenge is to maintain our expertise in this vital role and find new ways to perform it. Given the many well-known constraints public libraries face today, the Eastside Cybrary was developed to find a way to meet the service needs that its customers considered the greatest priority, and to do so with a least cost solution. The Cybrary is still evolving and will continue to evolve. Innovation inspires the project.

Drawing implications for library education, the future of the profession, and the public library as an institution may be stretching too far what can be gleaned from this one experiment. However, it does provide one indication of the possibilities.

A focus solely on "information studies" would seem to be much too narrow for satisfactory training of library professionals. Placing computers in a room and opening that room to the public does not a Cybrary make. The Cybrary experience suggests that the

Placing computers in a room and opening that room to the public does not a Cybrary make.

department, and those with technical expertise but without public service experience in a library rarely understand the difficulties that will be encountered, the service needs, or complexity unique to this environment.

The Cybrary has its own Web site (www.cybraryconnect.org). A librarian developed the content, but a library volunteer working with the librarian did the technical work. Young clients of the Cybrary also can create their own Web pages to be posted on the Cybrary's Web site for parents and friends to see. An interactive page allows the young ECC clients to submit reference questions and receive responses from the project librarian.

Measures of Success

The success of the project can be measured in a number of ways. Awards provide one measure. The Cybrary has received several: one for excellence from the Young Adult Library Services Association of the American Library Association; another for its outstanding contribution to the advancement of education from California's Senator Barbara Boxer, who visited the site; and the Helen Putnam Award for Excellence from the California League of Cities in the category of Arts and Quality of Life.

Demand also indicates its value. More than nine hundred children have received their Cybrary license and been registered to use the ECC after two years of operation. Eight to ten more children each week receive their license, and thirty to forty five children come to the ECC each day. Children demonstrate the value of the program by voluntarily

Friends of the Canterbury Public Library

**Everybody needs friends – Libraries are no different – Befriend your library
Join the friends now**

Who are Friends of the Library?

Friends of the library is a non-profit organisation dedicated to supporting the public library system.

Friends of the library are people who know that a community with a first rate library is a better place to live.

Friends of the library bring together involved, caring people who are willing to work for excellent libraries.

How do friends enrich the library?

By focusing public attention on library needs, services and facilities.

By broadening community awareness and use of library services and resources.

By supporting and promoting one of our community's great assets.

By supporting the freedom to read and access to information for all.

References

1. *The Future's in the Balance: A Toolkit for Libraries and Communities in the Digital Age* (Washington D. C.: Benton Foundation, 1998), 2. Available at www.benton.org/Library/Toolkit/. Accessed 14 Oct. 1999.
2. *Buildings, Books, and Bytes* (Washington, D.C.: Benton Foundation, 1996), 84-85.
3. National Telecommunications and Information Administration (NTIA), *Falling through the Net: Defining the Digital Divide* (July 1999). The statistical information summarized here was taken from the charts found in the Charts Index at www.ntia.doc.gov/ntiahome/ntia99/contents.html. Accessed 14 Oct., 1999, and 20 June, 2000.
4. Roger J. Kemp, "A City Manager Looks at Trends Affecting Public Libraries," *Public Libraries* 38, no. 2/Mar/Apr. 1999: 116.
5. Kemp, "A City Manager Looks at Trends Affecting Public Libraries," 117.



Rewards for being a friend

The good feeling that comes from knowing you are helping to spread the joy of reading and the love of books.

A preview evening at the annual library booksale, which is staffed voluntarily by the friends.

Regular lunchtime speakers with popular introductions to a range of subjects.

A regular newsletter with information of



The purpose of the friends is:

To maintain an association of people interested in books and libraries.

To promote public use of the Christchurch City Libraries and appreciation of its value as an asset to the community.

To encourage the extension and improvement of library services.

To advocate and encourage strong library support to make a positive difference.

coming events, library services, book notes and other interesting material.

Discounts on selected books.

To assist in maintaining the Christchurch City Libraries as a free public library service.

**Friends of the Library value, support and promote the Christchurch City Libraries
The Christchurch City Libraries enhances and strengthens the knowledge bases available for all Christchurch citizens**

K226

Community Facilities - Cost Centres

APPENDIX J – Manukau Libraries V+LM Survey

MANUKAU LIBRARIES V+LM SURVEY FOR THE FINANCIAL YEAR 2000/01

I. SUMMARY

The Value Added Library Methodology (V+LM) has been developed by economist Suzanne Snively of PricewaterhouseCoopers, Wellington, working in conjunction with the Library and Information Association of New Zealand.

The aim of V+LM is to measure the value of library services (or any other 'public good' service) not just in terms of numerical outputs but in terms of 'value added' or 'return' to the community. The methodology offers alternative ways of estimating this value. In this exercise, the 'Market Price Proxy' approach has been used - in basic terms, this means estimating the cost of obtaining similar goods and services if libraries did not exist to provide them.

The result is a hypothetical but realistic estimate of the overall benefits of the service in dollar terms. Operational costs are then added to the cost of capital investment and the sum measured against the sum of benefits to give a hypothetical rate of return (this can be compared with standard commercial rates of return).

More important than the exact figures and percentages produced, however, are the tools that V+LM offers. If used correctly, these can help an organisation focus on action rather than activity, on results rather than processes. The information V+LM analysis provides will facilitate a higher quality of decision-making and ensure a closer alignment of resources with results.

Between January and March 2000 a pioneering V+LM study was undertaken in Manukau Libraries, using data from the 1998/9 financial year. This was the first time the methodology had been applied to a public library.

The methodology has since been adapted to more fully reflect the range of activities and services Manukau Libraries offers and to align with Manukau City Council's long-term goals.

The results of the 2000/01 survey are available as a companion document. The survey suggests that the library provides benefits of \$19,746,654 for an investment of \$12,723,063, an estimated rate of return of 55.2%.

This is a conditional result. Refinements to data gathering processes, methods of valuation, and accounting procedures will enable greater precision in future. As far as possible, measures of the *indirect* value of services should also be developed i.e. in terms of their outcomes for the community. Analyses of the different parts of the service could then help indicate where and how resources could be used most effectively.