

WIGAN LIBRARIES

VISION 2005-2015

FULL VISION DOCUMENT

GETTING WIGAN ACTIVE

Physically active

Mentally & creatively active

Active in our communities and as citizens

PURPOSE OF THE LIBRARY SERVICE

Libraries the Wigan Way means a combination of accessible materials, services and spaces that support the development of a knowledge economy by signposting customers to information, learning and their community

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EXECUTIVE SUMMARY

1. In March 2004, Wigan's Library Service was performing relatively poorly. This was clearly evident from the Service's score against National Public Library Standards, with the achievement of only 14 out of 26, and the National Position Statement score being assessed as poor against delivery of the National Strategy, and poor against the delivery of Public Library Standards.
2. Part of the reason for this can be identified as lack of investment over a long period of time, and partly to the quality of the management and leadership.
3. To move the Service forward it was agreed that a new vision for the Service needed to be created: a vision that would set out a framework for future development of the Service; that would provide leadership and direction; and that would mean the allocation of resources to and investment in the Service.
4. The development of this vision started early in 2004, when an outline vision or hypothesis was developed, based on what was already known about the Service. The basis for, and the outline vision, is contained in sections 1-4 of the full Libraries Vision document.
5. This outline vision was then tested out and developed in a number of ways, including:
 - External challenge using a peer group
 - Best practice visits
 - Best practice research papers
 - Views of key stakeholders
 - Views of users and non-users
 - The Development of a model for Town, Area and Community Libraries
 - The Development of links with the Education sector
 - The Development of a Performance Management Framework
6. This work has resulted in the development of a 10 year vision for the Library Service 2005-2015 that sets out the purpose of the Service, what the Service will achieve, what types of service will be provided, where the Service will be located and how the Service will be provided.

Purpose of the Service

7. Libraries the Wigan Way means a combination of accessible materials, services and spaces that support the development of a knowledge economy by signposting customers to information, learning, and their community.

What the Service Will Achieve

8. The Service will support the development of a Knowledge Economy. Libraries are places that support learning and provide information and these, in turn, support the development of skills and knowledge. If a library service is to encourage the development of these skills, then the first thing it must achieve is an increase in the number of visits to the Service, as this will increase the potential number of people who can develop their skills and increase their knowledge, using the available services.
9. The Service will signpost customers to information, making sure that individual libraries are appropriate places to provide public service information, and that when in a library, people can find the information they are looking for.
10. The Service will provide a range of learning opportunities supporting the achievement of Level 4 at KS2 English, improvements in Key Stage 1 Literacy, improvements in the % of the population with basic literacy skills, and improvements in the % of the population with NVQ level 2.
11. The Service will support the development of community networks by helping to increase the number of community groups in an area by providing a community base and providing community information.

What Types of Service Will Be Provided

12. To support the delivery of knowledge economy outcomes, and to directly deliver outcomes relating to information, learning and the community, libraries should aim to be co-located with other services. Stand alone location means isolation and dislocation from other services that are delivering these outcomes. Careful consideration is needed of the types of service that are appropriate to locate within each instance.
13. ICT is a generic service that is essential to access information and learning opportunities. It will be at the heart of any library provided anywhere and be used to encourage digital skills and e-Government services.
14. Core services will be delivered that directly support the delivery of Information, Learning and Community Outcomes, e.g. Information – People’s Network; Learning – Reading Groups; Community – Community Information.

Where Services Will Be Located

Town Libraries Co-located in Wigan and Leigh

15. In Wigan and Leigh a Premier service will be provided. In Wigan this will be as part of a Joint Service Centre, as proposed within the Private Finance Initiative Project (PFI). Whatever happens with the PFI Project, the current building is not suitable for a Premier library and provision of a Joint Service Centre should be progressed. In Leigh, the library will be further developed at the Turnpike Centre as part of a cultural facility.

Area Libraries in Area Joint Service Centres

16. Below the level of two Town libraries, there will be 3 or 4 Area libraries that are ideally located within Area Joint Service Centres providing access to a wide range of public information. These will be co-located and integrated with other service providers. Location of these facilities should be as close as possible to the retail area, and the library should be the shop front of the Joint Service Centre. Work with other service providers will take place to assess the most appropriate location.

Community Libraries in Community Facilities

17. Below the level of Area libraries, consideration will be given to the provision of flexibly provided Community libraries that can be located within:
 - wider community facilities
 - education and learning facilities
 - services targeted at and more easily accessible to young people

Once again, locations close to retail areas would be the main preference for location, with the library acting as the shop front. Work with other service providers will take place to assess the most appropriate location. If these libraries were flexibly provided in terms of staffing, ICT, and virtual facilities, it may be possible to retain the current number of facilities by sharing buildings and staff.

Outreach Libraries supported by the Library Service and managed by the community

18. In locations that express a need for a library and are not near to an existing static library, but do not warrant a service managed and staffed by the Library Service, consideration should be given to an outreach library. This service would be enabled by the Library Service but managed by the community. The Library Service would support this service with basic book stock and People's Network Computers. The community would be contracted to deliver to a level of service that means outreach libraries can be considered part of the overall Library Service.

How the Service Will Be Provided

19. The Service will be provided in a mixed way that creates a balance. Balanced in terms of hierarchy: Town, Area, Community, Outreach. Balanced in terms of types of co-location: Joint Service Centres, Education and Learning Facilities, Cultural Facilities, Community Facilities.
20. Services will be provided that link to people's lifestyles, so that the library is easily accessible and not an effort to use. This means that being close to the retail area where people go, and being provided with other services where people already are, is essential.
21. All elements of the Service will ensure they provide easy access to all members of the community. In particular, barriers to access and use for particular socially excluded groups need to be eliminated, so these communities, groups and

individuals are able use the library to support the development of their full potential.

22. The Library Service in Wigan will never be a high quality service, receiving comparatively high levels of funding, and therefore, performing excellently. Realistically, the Service will aim to provide a quality that meets local people's needs. This will be done by good consultation and engagement with local people, and setting service standards that are relevant to Wigan.
23. The work undertaken in 2004/05, without major additional resources, has improved performance against National Public Library Standards from 14 out of 26, to 21 out of 26. The score against the position statement has also improved from poor, and poor to good and fair. It has become clear from this work and the creation of the vision that there are a number of key areas of the Service that need investment if the vision is to be implemented:
 - Buildings – both the development of new co-located facilities and the refurbishment of existing
 - Opening Hours and Staffing – the extension of opening hours to meet the public's needs
 - Programming – the programming of the library space with events, activities and programmes of development that attract people to the library
 - Materials – improvements to the range and depth of the bookstock and on-line information sources
 - Marketing – the branding and promotion of the libraries to make people more aware of the Service and to encourage people to explore the library space
 - ICT – the development of the People's Network and other computer-based initiatives.

Implementation, Monitoring and Evaluation

24. Implementation plans will be developed in 2005 for the first three years of the vision. These plans will cover the five vision themes identified above (23). These plans will use an additional £300,000 per annum revenue funding that has been allocated to deliver the vision.
25. The Buildings Implementation Plan will focus on:
 - the development of Wigan and the Turnpike Town Centre Libraries, both of which it is hoped will receive funding in 2005;
 - the development of four area libraries of which funding has been allocated to refurbish Golborne and Ashton;

- the development of Platt Bridge Community Library which is due to open in 2006.
26. The Implementation Plans will set clear targets against key performance indicators, with the main priority being on increasing participation. As a minimum, the target for 2005/06 will be an increase in library visits of 10%. The Implementation Plans will also set out key activities, milestones and responsibilities.
 27. At least annually the Implementation Plans will be taken for review and agreement to the Board of the Trust.
 28. The Three Year Implementation Plan will be flown down into the Service's Three Year and Annual Delivery Plan. This is reported on internally quarterly each year.

1.0 INTRODUCTION

Library Services are at a key stage in their development nationally, regionally and locally. Nationally, with a Framework Strategy and Public Library Standards in place. Regionally, with a new agency for Museums, Libraries and Archives being established that will feed into any new regional structure. Most importantly, locally, with the realisation that the current Service is not sustainable in its present format, and that with joint funding streams potentially available now is the time to review the Service.

This paper starts the process of creating an outline vision for a library service in 2020. It pulls together what we know at the moment from the following sources:-

- Local, National and Regional Perspective
- Current Best Practice
- Current Service
- Key Stakeholder Views

Conclusions from what we know are then developed into emerging issues, which are in turn developed into an outline vision. This outline vision is aimed to provoke a discussion about a future library service in Wigan. This vision starts with a view of where we want to be in the future, not where we are now.

The final section of this document maps out a process for how this outline vision might be tested out over the coming months to turn the outline vision into a final vision by September 2005.

2.0 BACKGROUND INFORMATION

This background information section summarises in four parts key information that is needed to support the development of a future vision for the Library Service: Local, National and Regional Perspective; Current Best Practice; Current Service; Key Stakeholder Views. At the end of each of the four sections, conclusions (28 in total), are made on the information available, and these are developed into issues for consideration in section 3 of this document.

2.1 Local, National and Regional Perspective

The State of the Borough of Wigan

2.1.1 In October 2003, the Local Futures Group carried out an assessment of Wigan Borough against an E3 model of Sustainable Economic Development. This model scores the Borough in relation to key criteria set out under the headings of Economy, Society and Environment. For each criteria Wigan scored between an A and E, with A being the highest score and E the lowest. The data used is for the year 2001/02.

2.1.2 Libraries are seen as places for learning, gaining knowledge and information. Therefore, key areas that scored an E and that potentially relate to outcomes that the Library Service might support include Industrial Structure, Education and Skills, Deprivation, Health and Crime.

2.1.3 The report ends in a summary. Some of the key points included in this summary are as follows:-

- Low proportion of business in knowledge driven sector
- Only 17% qualified to NVQ4; in contrast, 35% qualified below NVQ level 2.
- One quarter of the workforce have poor literacy
- Low levels of self-employment reflect the need to foster greater enterprise culture.
- A key policy challenge is to build a more competitive knowledge economy.
- A key policy challenge is to create a socially inclusive knowledge economy

2.1.4 In the area of Economy, the following are key measures that the Library Service might support work towards improving:

- Average weekly earnings, presently at £328.60 compared to a Greater Manchester average of £354.60.
- Wigan is ranked 330 out of 408 areas for employment in knowledge driven sectors.

- The % of the population with poor literacy is 25.8% compared to a Great Britain average of 24.4%.
- The % of the population with poor numeracy is 26.6% compared to a Great Britain average of 24.4%.
- The proportion of people qualified below NVQ level 2 is 35.5% compared to a Greater Manchester average of 32%.

2.1.5 In terms of population profile, nearly 75% of the population falls in the three age brackets 0-15, 25-44 and 45-64. As elsewhere, the trend is towards an ageing population.

2.1.6 In the areas of Society, the following are key measures that the Library Service might support work towards improving:

- the proportion of knowledge workers is 30.8% compared to an average of 35.8% in Greater Manchester;
- the average total income is £16,500 compared to £17,521.90 in Greater Manchester.
- Wigan is the 63rd most deprived area on the Index of Multiple Deprivation out of 354 areas.

2.1.7 In terms of nearest neighbours for Economy, the following might be worth investigating for comparison: St Helens, Tameside, Gateshead, Wrexham, Oldham and Kirklees.

Museums, Libraries and Archives

2.1.8 The Public Library Service is a huge asset, handed down by generations of social reformers, beginning in the 19th Century. As a statutory public service, a framework for library services is outlined in the 1964 Public Libraries and Museums Act.

2.1.9 This present Government, working through the Department for Culture, Media and Sport (DMCS), has set a strategic context framework for modern public libraries. This has included the development of Public Library Standards (2001) with nationally set performance measures and targets. It has also included the statutory requirement to write an annual plan for each Public Library Service which is assessed and marked. Annual Library Plans were introduced in 1998 and then were superseded by Library Position Statements in 2003. Most recently, in 2003, the Government published 'Framework for the Future', which is seen as a long-term strategic vision for the Public Library Service.

2.1.10 To support the delivery of this Framework, 'Resource' a non departmental body, managed by a board of Councillors who are accountable to the DCMS, was established in 2000 to advise the Government and the library sector on the development of museums, libraries and archives. In 2004, Resource was renamed the Museums, Libraries and Archives Council (MLA). Their national framework 'Investing in Knowledge' was launched in 2004 and they have a

national plan and funding for supporting the implementation of Framework for the Future. 'The knowledge bank of England' is a current theme they are using to brand the services they support. Regional Museums, Libraries and Archives agencies (MLA-NW) have recently been established and have received a three year funding agreement from the national agency, which includes delivering elements of Framework for the Future. The national agency is also commissioning work and pilots to implement Framework for the Future centrally, using professional agencies such as the Society of Chief Librarians and individual local authorities.

2.1.11 This national and regional structure is new and still fluid. There is a lack of clarity at present about the division of roles, responsibilities and funding between the national and regional MLA agencies. This needs to be defined, and any local agency implementing a vision needs to be lobbying to be part of pilots and funding initiatives to test out the delivery of the national and regional vision.

Framework for the Future

2.1.12 Published in 2003, 'Framework for the Future' (FFTF) has been, on the one hand, welcomed by the sector as a much needed national vision but, on the other hand, criticised as not being visionary enough and not setting out a strategic implementation framework.

2.1.13 The vision for libraries in 2013 is outlined as follows:

- Anyone seeking a book can be guaranteed to get access to it through the library, whether or not it is still in print.
- All babies and new parents are invited to become library members within the first year of the baby's life, as well as being exposed to the opportunities for early years reading.
- All school age children can join a homework club, engage in summer activities or join reading groups.
- All families in Surestart areas are given intensive help in promoting reading.
- Any adult struggling with adult basic skills can turn to a library for personalised intensive help.
- Any member of a public library can also access materials held in libraries and in higher and further education.
- Anyone seeking opportunities for learning and training can be guided to a course through a library.
- Any community group can turn to the library for help in creating, hosting and managing community content online.
- Any citizen can engage with Government services, debate and consultation through a library.

- Anyone can ask a library for information through a national on-line service.
- All of these services will be offered in premises for purpose, either within the library building or through outreach.

2.1.14 This vision is then linked to a future mission for libraries which FFTF stated should meet the following four criteria: Evolution - building on traditional core skills, including promoting reading, informal learning and self help. Public value – focusing on areas where intervention will deliver the largest benefits to society, including adult literacy and pre-school learning. Distinctiveness – building on libraries' open, neutral and self-help culture. Local interpretations of national programmes – development of national programmes which are sufficiently flexible to be adaptable to local needs.

2.1.15 Three areas of activity are then identified that meet these criteria. Firstly, the promotion of reading and informal learning. Secondly, access to digital skills and services, including e-government. Thirdly, measures to tackle social exclusion, build community identity and develop citizenship.

2.1.16 Potentially, it should be reasonably easy to flow down the vision of Framework for the Future into a vision for a Public Library Service and link it to local agendas, allowing for it to be flexed to meet local needs. However, patterning out how this vision might be implemented is where creativity and work is needed. Some authorities have spent much time creating a local vision that redefines the purpose of the Service and what it should achieve. Others have spent their time on creating a strategic plan to implement the vision.

Public Library Standards

2.1.17 Currently, there are 19 Public Library Standards, with 28 related performance measures and targets. The Standards cover the following key areas:

- Distance of a library from local households
- Time that services are not available to visitors
- Opening hours (covers 2 Standards)
- Access to on-line catalogues
- Access to electronic workstations and the internet
- Book issue period
- Number of books allowed to be borrowed at one time
- Percentage of book requests met within specified times
- Number of visits to the library website (no longer used)
- Number of library visits
- Success rates in obtaining a book
- Success rates for a search or enquiry
- Library users' rating of the knowledge of staff
- Library users' rating of the helpfulness of staff
- Quality index for stock (not yet developed)
- Additions to stock
- Time taken to replenish stock
- Nos of staff with appropriate information management & ICT qualifications

- 2.1.18 The Public Library Standards are currently under review, and an announcement is due shortly about changes to the Standards. It is likely that the changes will mean less performance measures and more of an emphasis on outcomes and the profile of the local community.
- 2.1.19 The Public Library Standards have been welcomed and seen as a driver of change and improvement in library standards. Any future vision for a local library service should include these Standards as performance measures. Dependent upon the future changes to the Standards, work is needed at a local level to develop outcomes or achievements that are at the larger level of a vision for the Service. Work is then needed to link these outcomes to the Standards. Work may also be needed to create local performance measures and targets where the Standards do not adequately cover the breadth of the vision.

Strategies, Programmes, Partnerships and Organisations

- 2.1.20 There are a number of national and regional strategies and programmes that are underway or being developed that will support the delivery of a library vision. In addition, there are a number of key partnerships and organisations that will support the delivery of this vision. An initial list of these programmes is detailed under the three areas identified in 'Framework for the Future'.

Books, Reading and Learning

- Reading Agency
- Time to Read
- Inspiring Learning for All
- Bookstart
- Start with the Child
- Surestart
- Learning and Skills Council
- Learn Direct
- Government Skills for Life Strategy
- Regional Purchasing Consortium

Digital Citizenship

- National E-Government Strategy
- People's Network

Community and Civic Values

- Community Strategies
- Meeting Community Needs

- 2.1.21 Once there is clarity about a local vision, the relevant national and regional strategies, programmes, partnerships and links with organisations can be developed at a local level to implement the vision. Local programmes will need to be developed where national and regional programmes do not meet local needs.

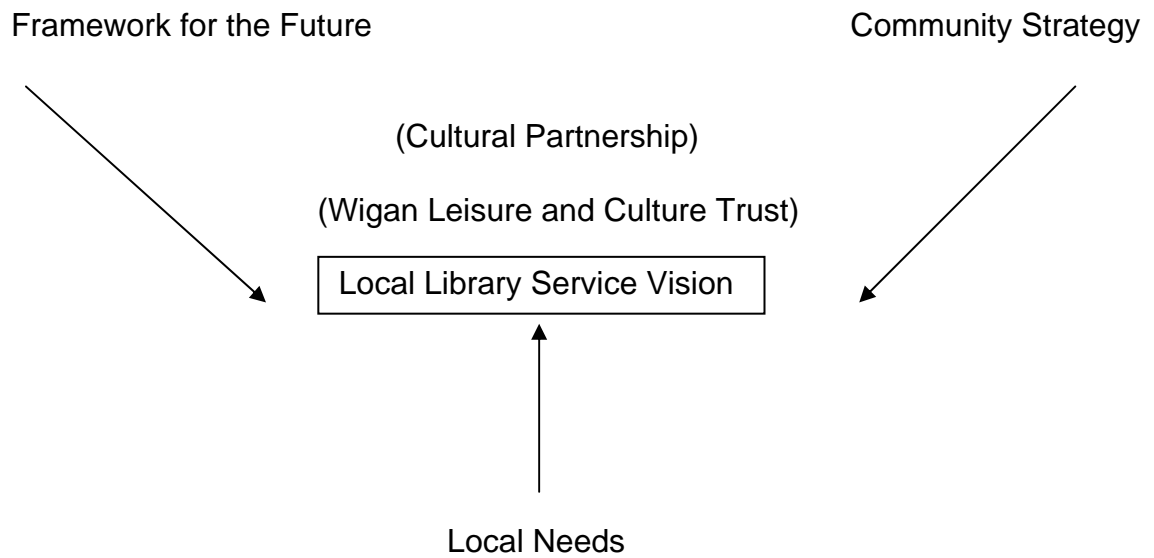
Wider Strategic Issues

- 2.1.22 There are potentially two key national drivers that any local vision needs to recognise and be organised to meet. Firstly, the professional lead developed by the Government and flowed down by the DCMS and Framework for the Future. Secondly, the wider community planning framework developed by the Government and flowed down through Community Strategies, Local Strategic Partnerships and Council Performance Plans and Frameworks. Meeting both these frameworks and demonstrating a 'golden thread' is important to ensure performance targets and standards are met. Whilst these are the drivers that any local vision needs to meet, a local vision must be based on local needs.
- 2.1.23 In creating a vision for a library service, meeting local needs is essential. Meeting local needs is not enough, however, to ensure that people realise a service is meeting their needs and start using it. If the service has not been used in the past, then people will actively be changing their behaviour if they are to use it in the future. It is therefore important in creating a vision that structures and initiatives are built in that support behaviour change.

Conclusions

1. The State of Wigan Borough potentially could deliver some outcomes and performance measures for a future Library Service vision that relate to improving Economy and Society. These would be high level outcomes and measures that the Service could contribute towards. In a similar way, MLA is promoting libraries' contribution towards being one sector that delivers the knowledge bank for an area. If the Service aspires to these outcomes and performance measures, then work will need to be done on linking lower level measures that the Library Service delivers to these higher level outcomes (ref 2.1.1&2.1.2).
2. Framework for the Future potentially provides a point for developing a local Library Service vision with a mission, 11 vision statements for the future, and areas of activity structured under three headings. The format of vision statements could be used to develop a vision (ref 2.1.12-2.1.15).
3. Lobbying needs to take place at the national and regional levels of MLA to ensure there are opportunities for Wigan to pilot and benefit from funding to test out Framework for the Future (ref 2.1.8-2.1.11).
4. If Framework for the Future vision statements are used, work is needed to develop outcomes that relate to any vision statements developed (ref 2.1.13).
5. The Public Library Standards, along with other local measures, could be used as outputs to indicate if the larger outcomes are being achieved and to support the development of key actions (ref 2.1.17).
6. National and Regional programmes of activity, where appropriate, could be used to deliver some of the actions required for the vision. Where these programmes do not meet local need, local programmes will need developing (ref 2.1.20 - 2.1.21).

7. Structures and initiatives that support behaviour change need building into any vision (ref 2.1.23). From national research this could include:
 - fully exploiting services which are enjoyable;
 - targeting influences on infants, children and young people;
 - pattern of provision to meet lifestyle patterns;
 - engagement of significant figures around individuals who can support behaviour change, e.g. parents, teachers, employers;
 - developing some element of reciprocity, whereby people make a commitment to participation.
8. Thought needs to be given to how much time is spent on developing the vision (purpose: what the Service will achieve) as opposed to principles about implementation of the vision (what, where and how). It is suggested that some time is spent visioning and using available models to support this. However, given that key drivers that support the development of an outline vision are in place (Framework for the Future, Community Strategy, some Market Research), more time is needed on considering how an outline vision is implemented (ref 2.1.16).
9. This section has begun to identify the key areas that need to drive the development of the outline vision: Local Needs, The Community Strategy, Framework for the Future & Public Library Standards (see diagram overleaf). More information is included about local needs in the section on current service (2.3) (ref 2.1.16).



2.2 Current Best Practice

Components of Good Practice

2.2.1 From Best Value Reviews and Comprehensive Performance Assessment results, it is possible to produce a list of authorities quoted for best practice and why.

Identified Components of Good Practice/Service	Authorities quoted
1. Extensive stock renewal on annual basis, based on user consultation/active engagement	Hounslow (11% p.a.) Stockton on Tees Gateshead
2. Services provided specifically aimed at target groups, e.g. pre-school, homework clubs, introduction to adult learning, BME groups	Hounslow Bury Haringey Blackburn
3. Clear, published Service Standards and User Charter which is publicly available and reviewed each year	Hounslow Stockton on Tees
4. Clear Improvement Plan with actions prioritised according to high, medium and low impact	Tynedale
5. Broad range of accessible opportunities, programmes, events and services available, usually delivered in partnership with other agencies	Bury Haringey Stockton on Tees Coventry Tower Hamlets Sunderland Gateshead
6. Bright, attractive and accessible buildings in appropriate locations with friendly atmosphere	Stockton on Tees Tower Hamlets Blackburn
7. Single searchable database of public and academic libraries/24 hour remote access	Merseyside Libraries London Sunderland
8. Theming and arrangement of fiction and non-fiction book stock to appeal to identified readers, e.g. young adults	Gateshead
9. Provision of Information services to recognised standards, e.g. IAG for adult learners, Level 1 European Information Centre, Legal Services Quality Standard.	Gateshead

2.2.2 This list starts to pull together elements of good service practice which can be built into an outline vision, and determines visits that can be undertaken to test out whether this best practice is suitable for a Wigan vision.

Key Factors for Future Provision

2.2.3 A number of organisations have identified success factors for future libraries provision.

Identified Factors	Source
<p>1. Library provision to be provided around key cross-cutting priorities of –</p> <ul style="list-style-type: none"> • Provision of informal learning/routes back into learning • Support for formal education • Quality of life/enjoyment • Enhanced public access to information and knowledge • Modernised delivery (e-government) • Social Inclusion 	<p>DCMS, Audit Commission, Council for Museums, Libraries and Archives</p>
<p>2. Library space needs to be adaptable and accessible so that a range of functions and services can be provided throughout the day. Appropriate mixtures of the following facilities will be required –</p> <ul style="list-style-type: none"> • Meeting rooms • Publishing suites • People's Network/ICT training • Lounge areas for young adults • Long stay study space • Children and young people's spaces • Book and non book stock • Reading space • Information provision/guidance • Display space 	<p>CABE/Resource 2003</p>
<p>3. Each library to have its own bespoke programme of service provision based on understanding of local needs, underpinned by comprehensive electronic access to catalogues, reservations, issues, renewal, and payment of fines service.</p>	<p>Resource, DCMS</p>

2.2.4 This list starts to pull together future success factors that can be included in an outline vision for Wigan.

The Importance of Cost

2.2.5 The most recent comparable cost data available is for 2001/02.

Local Authority	Issues per 1000 Population	Visits per 1000 Population	Net Cost exc Capital Charges per resident	Cost inc Capital Charges per resident
Gateshead	8528	6474	21.05	22.89
Stockport	8461	4788	13.06	14.50
St Helens	8340	5004	18.78	19.69
Hartlepool	7189	7685	20.25	23.63
Warrington	7142	4093	13.33	
Wirral	6851	5977	15.84	16.64
Nottingham	6848	6771	16.36	17.75
Blackburn with Darwen	6799	9247	16.57	19.12
North Tyneside	6756	5209	13.78	17.46
Darlington	6748	4852	10.20	15.74
Sefton	6643	5368	10.44	13.30
Bolton	6623	4909	14.37	14.51
Sunderland	6604	5307	14.24	15.81
South Tyneside	6544	6755	14.86	21.39
Liverpool	6359	5069	21.21	30.07
Walsall	6322	4261	14.45	16.49
Dudley	6316	4474	10.93	11.69
York	6283	4134	11.92	12.62
Plymouth	6136	4484	11.48	12.82
Trafford	5862	5548	12.60	15.49
Oldham	5840	3654	0.00	
Rochdale	5808	3255	12.95	15.81
Rhondda Cynon Taff	5808	4235	12.42	13.79
Blackpool	5795	4405	13.45	14.86
Bury	5792	5202	12.31	13.92
Middlesbrough	5759	4370	14.47	17.15
Kirklees	5683	5499	13.04	14.78
Derby	5680	4921	14.48	15.58
Doncaster	5645	4893	13.85	17.49
Tameside	5555	5416	15.48	20.46
Knowsley	5548	6960	17.18	21.02
Halton	5465	4469	12.51	13.43
Wigan	5454	3474	12.17	13.08
Manchester	5326	7050	24.52	29.76
Kingston-upon-Thames	5214	4655	13.63	15.85
Coventry	5129	4973	12.88	13.51
Glasgow	5128	6798	21.43	26.36
Leeds	5112	4948	11.95	14.73
Leicester	5068	5778	17.82	19.71
Rotherham	5023	4042	13.89	17.43
Sandwell	5008	4347	14.46	16.34
Bristol	4989	4815	14.14	19.31

Solihull	4917	4199	17.45	23.76
Kingston-upon-Hull	4903	3420	18.56	21.81
Sheffield	4888	4036	13.03	n/a
Hammersmith & Fulham	4606	5130	19.35	19.47
Barnsley	4574	2969	9.63	11.89
Telford & Wrekin	4510	3742	8.55	9.52
Wakefield	4385	4754	11.69	14.41
Bradford	4327	4276	9.72	11.71
Birmingham	4297	4156	16.37	19.18
Stoke-on-Trent	4077	2991	10.95	14.60
Salford	3944	3117	12.46	15.71

2.2.6 This data shows that, in general terms, better performing authorities in terms of visits and issues spend more. However, value for money is a key element of a future vision. Within any vision clarity is needed about the level of quality that can be provided within set financial parameters.

Conclusions

10. The components of best practice provide details of how services might be provided in the future, and therefore should be built into this element of the outline vision (ref 2.2.1).
11. The factors for future provision provide details of the types of services that might be provided in the future, and therefore should be built into this element of the outline vision (ref 2.2.3).
12. As part of developing an outline vision, value for money will be an important issue. Any vision needs to have options for implementation that include different qualities of service for different costs, so that the relevant value for money model can be selected. Comparative information should be gained from other library services to inform this debate (ref 2.2.5).

2.3 Current Service

Performance against Framework for the Future

- 2.3.1 A draft interim position statement (29.03.04) summarises progress against the Framework for the Future vision statements (page 17).

Framework for the Future 2013 Visions	Satisfactory Progress by 2003	Priorities for 2004 onwards
Anyone seeking a book can be guaranteed to get access to it through the library, whether or not it is still in print.	✓	✓
All babies and new parents are invited to become library members within the first year of the baby's life as well as being exposed to the opportunities for early years reading.	✓	
All school age children can join a homework club, engage in summer activities or join reading groups.	X	✓
All families in Sure Start areas are given intensive help in promoting reading.	✓	
Any adult struggling with adult basic skills can turn to a library for personalised intensive help.	✓	✓
Any member of a public library can also access materials held in libraries in higher and further education.	✓	
Anyone seeking opportunities for learning and training can be guided to a course through a library.	✓	
Any community group can turn to the library for help in creating, hosting and managing community content online.	X	✓
Any citizen can engage with government services, debate and consultation online through a library.	✓	
Anyone can ask a library for information through a national online service.	✓	
All of these services will be offered in premises fit for purpose either within the library building or through outreach.	X	✓

2.3.2 This interim position statement also outlines the challenges the Service faces in trying to implement the Framework for the Future vision.

- Whilst we can guarantee to supply any book, whether in print or not, we do not meet the Public Library Standard 12 relating to the supply time of reservations.
- Whilst we are piloting a homework club model at one of our libraries and have 7 reading groups, not everyone of school age can join.
- Whilst libraries can signpost people struggling with adult basic skills to specialist support, we do not yet offer personalised intensive help.
- The cost of sustaining the People's Network hardware, software and communications is a major challenge for the Library Service.
- The introduction of smart card technology and using this technology to maximise knowledge about our customers.
- To make available Service resources so that any community group can turn to the library for help in creating and managing community content online.
- The Library Service is not planned and resourced to provide a 21st century library service. The building stock needs investment, and additional resources are needed to sustain ICT development, increase the range of materials and increase opening hours. Improvements in planning can achieve some improvement, but an increase in resources will be required to deliver the remainder.
- The Service has a tendency for introspection. A real challenge for all managers is to develop an outward looking approach which examines good practice elsewhere and applies it locally, so the Service is led in a dynamic way.

Performance against Public Library Standards

2.3.3 As at March 31st 2003, the Service meets 15 out of the 28 targets relating to the Public Library Standards.

2.3.4 The 13 targets not met are as follows (page 24):

Standards & Performance Measure	Current Performance 31/3/03	Trend from 2002	National Target	Greatest Issue
PLS3i – Aggregate opening hours per 1000 pop for all libraries	106	↑	128	*
PLS3ii – Proportion of opening hours that fall outside 9am-5pm	23%	↓	29%	*
PLS6i – Total number of electronic workstations available to users per 1000 pop	4	↑	6	
PLS6ii - % of static service points providing public internet access	88%	↑	100%	
PLS9i - % of requests met for books within 7 days	29%	→	50%	*
PLS9ii - % of requests met for books within 15 days	60%	↓	70%	*
PLS9iii - % of requests for books met within 30 days	82%	↓	85%	*
PLS11 – No of library visits per 1000 pop	3507	↑	3599	*
PLS12i - % of adult library users reporting success in obtaining a specific book	56%	↓	65%	*
PLS13i - % of adult library users reporting success in gaining information as a result of a search or enquiry	69%	↓	75%	*
PLS14i - % of child library users rating the knowledge of staff as good or very good	93%	↓	95%	*
PLS17 – Annual items added through purchase per 1,000 population	188	↑	216	*
PLS18 – Time taken to replenish lending stock on open access or available for loan	7.54yrs	↑	6.7yrs	*

Market Research

2.3.5 The first Citizens' Panel of 2004 asked a base of 250 residents of the Borough about their involvement in sport and active recreational activities during the last six months. The following are the key facts relating to libraries:

- 28% went to the library to borrow a book; the second highest involvement in any activity, equal with swimming and second only to walking. Out of the 69 people in this group, just under half had been 2-10 times, with 10% only once.
- 19% went to the library to look for information. Out of the 47 people in this group, just over half had been 2-10 times, with 9% only once.
- 13% went to the library to read something. Out of the 32 people in this group nearly all who answered went more than once.

- 6% went to the library to use the computers. Out of the 16 people in this group, all but one went more than once.
- 19% of the sample read in their spare time, 4% do adult education courses and 1% study.
- Out of a group of 50, 12% went to a library outside of Wigan to borrow a book.
- Out of 250 people, 24% felt facilities being easier to reach and opening hours which suit lifestyle would encourage them to regularly take part in sport and active recreational activities.

2.3.6 Prior to doing detailed cross tabulations of the Citizens' Panel work, the maximum percentage of people not using a library is 72%, and the minimum percentage using a library is 28%.

2.3.7 A health study undertaken in 2001 asked people how well placed they thought their home was for a library. Those wards where over 20% felt they were not well placed were Lightshaw, Newtown, Norley, Winstanley, and Worsley Mesnes. Those where over 10% felt they were not well placed were Abram, Bedford-Astley, Hindley Green, Hope Carr, Orrell, Tyldesley East, and Whelley. It was also concluded that Abram, Bedford Astley, Hindley Green, Hope Carr, Lightshaw and Orrell have poor access for all services. The survey also considered problems in areas, and concluded that 5 wards have higher than average proportions of the problems surveyed. These were Hindsford, Ince, Leigh, Newtown and Norley, and it was concluded that these have a strong relation to the Index of Multiple Deprivation.

2.3.8 The Library Service, using 2004 PLUS data, has broken down by postcode where users of individual libraries come from. The conclusions that can be drawn about catchment areas are as follows:

- Wigan is not a central library serving the whole town but a shoppers' and reference library, which explains why it is quiet in the evening and on Saturday afternoons. It serves Scholes/Whelley and Poolstock/Worsley Mesnes. Users north of the ring road prefer Beech Hill.
- Tyldesley has users from the Atherton area and not many from South Astley.
- Ince serves only Higher Ince.
- Abram does not service Platt Bridge and Bickershaw.
- Standish takes in users from Shevington, Wrightington and Coppull.
- Hindley takes in users from the north side of Platt Bridge.
- Golborne seems to serve Lowton quite well.

2.3.9 The Library Service is able to produce a whole Borough profile of who is using the libraries overall and individually, based on membership. The key facts from this profile are as follows:

- 38% of the adult population are library members.
- 72% of under -16s are library members.
- Those groups which make up a significantly higher proportion of library users than their percentage of the population are 10-14year olds, 55-74 year olds, those who are retired, and students.
- Those groups which make up a significantly lower proportion of library users than their percentage of the population are 15-44year olds and employed people.

2.3.10 In 2002/03, all issues went down in comparison to 2001/02, apart from talking books. There was a 6.5% decline in book issues and a 12.5% decline in audio visual.

2.3.11 In 2002/03, enquiries were 121% of the 2001/02 figure.

2.3.12 In 2002/03, visits were up by 9,000.

2.3.13 2003/04 data continues to show the theme of visitors increasing (by 44,000), enquiries increasing and issues decreasing.

2.3.14 The last CIPFA available data on issues, visits and cost is for 2001/02 and shows that:

- Wigan is placed 33rd out of 53 authorities for issues per 1000 population (5454).
- Wigan is placed 47th out of 53 authorities for visits per 1000 population (3474).
- Wigan is placed 41st out of 53 authorities for net cost (excluding capital charges) per resident (12.17).
- Wigan is placed 44th out of 53 authorities for cost (including capital charges) per resident (13.08).

2.3.15 On the whole, the comparable data shows that those authorities spending more have better performance on issues and visits.

2.3.16 The annual PLUS survey provides information about users' satisfaction. The key facts from the 2003/04 data are as follows:

- 87.5% of adult users rate the interior of the library as good or very good, and 91.8% rate the library as good or very good only.
- However, 78% think the opening hours are good or very good and 76.9% think the outside of the library is good or very good.

- 94% of adults rate staff knowledge and expertise as good or very good, and 96.6 rate staff helpfulness as good or very good.
- 69.5% were able to find the information they required and 61.8% were able to find a book. Whilst work is needed to meet Standards, both show an improvement.
- 86% of children rate the staff as good, and 88% rate the computers as good.
- However, 74.7% rate the library as looking good and 59.6% rate the opening hours as good.
- 98.4% of children rate staff knowledge and helpfulness as good or very good.
- 86% of children found the book they wanted, which is a significant increase.
- However, only 74.5% of children found the information they wanted; this is a decrease from last year, which means the Standard is missed.

2.3.17 With regard to specific courses and initiatives, the following information is available:

- The taking on of some Council Services (Access to Services Improvement Plan) at certain libraries has increased visits to these libraries.
- People's Network and Learn Direct sessions are increasing each year and this is increasing the number of library visits.
- As a result of the work on PSA, users at the 4 targeted high schools are increasing, with the response rate for pupils using the library in the last 12 months now averaging 45%, with variations across the schools from 30-54%. The favourite aspects of the library are the People's Network, and staff and information being available for homework queries.

Facilities Assessment

2.3.18 An assessment of current provision undertaken by the Trust highlights the main issues with the building stock as follows:

- 50% of libraries fall below the minimum acceptable standard for suitability and sufficiency.
- There is a maintenance backlog of £1,337,320.48.
- An additional investment of £233,385 is needed to meet the Disability Discrimination Act requirements.

2.3.19 This assessment proposes a principle for a future service based on quality rather than quantity, with members of the community having direct or indirect access to the quality standards. This principle is patterned out with 3 levels of provision, Premier libraries, Satellite libraries, Multi-Purpose libraries.

- 2.3.20 Two Premier Libraries are proposed at Wigan and Leigh, open for 65-70 hours and offering book collections; learning materials; separate children's area; separate area for young people; full collection of audio visual materials; separate information/reference area; study facilities; large newspaper and magazine collection; homework club facilities, including learning packages; large number of public access pcs; community space for activities; customer toilets; vending/coffee machines; easily accessible parking; access for people with disabilities.
- 2.3.21 Three Satellite libraries are proposed at Ashton, Atherton and Standish. These libraries will be open at times to meet community needs and will provide book collections; reading environments; curriculum support; some public access pcs; community information and photocopying services.
- 2.3.22 Nine Multi-Purpose Libraries are proposed at Orrell, Winstanley, Marsh Green, Beech Hill, Shevington, Aspull, Hindley, Astley, and Abram/Platt Bridge. Many of these would require moving from an existing site to a new multi-purpose site, and two would be new facilities. The facilities will be open at times to meet community needs and will be based with other agencies. Services will include a smaller range of on-site stock, access to 2 or 3 pcs and access to the full range of stock at other sites.
- 2.3.23 It is proposed that the static provision will be backed up by new mobile provision, including ICT, for those people who find it difficult to reach purpose-built facilities.

Conclusions

13. If the Framework for the Future Vision Statements are being used as part of a local vision, there is a clarity about where an emphasis needs to be placed to deliver this vision, with 5 of these areas being a priority for 2004 onwards. Challenges in delivering this vision have also been clearly defined, and the resource constraints identified (ref 2.3.1, 2.3.2).
14. If the local vision includes improvement against Public Library Standards, then the 13 targets not met need to be prioritised (ref 2.3.4).
15. Research indicated non-users of libraries to be between 62-72%. Work needs to be done to understand why this group of people don't use the library and what would encourage them to (ref 2.3.6).
16. There are locations in the Borough, generally those that are more deprived, where people feel they are not as well placed for a library (ref 2.3.7).
17. Research of current users points towards some factors which they are not satisfied with and may discourage other people to use the library: appropriate opening hours; the outside of the library (ref 2.3.16).
18. At present, the Library Service does not explicitly target market segments. Debate is needed around if and which market segments need to be targeted. If market segments can be targeted, future market research should be undertaken in these areas (ref 2.3.9). Initial thinking from staff suggests the following are potential key market segments:

0-5 years, as this influences future behaviour
12-16, as this is where use presently decreases
16-55 in employment, as this is where use is currently low
Those people who have information needs
Those people who have basic skill needs
Those people who need support to become literate
Those people in areas of high deprivation and who feel socially excluded

19. Still the most popular reason for visiting a library is to borrow a book, although book issues are decreasing. If this trend continues, it is likely that the number of visitors to libraries will decrease. A relatively large proportion of people read in their spare time (ref 2.3.5, 2.3.10).
20. 10% of people who borrow a book and 9% of people who look for information have only been once in the last 6 months. Work could be targeted on increasing repeat visits to increase participation in reading and learning (ref 2.3.5).
21. There are a variety of reasons for visiting a library, which means there is the potential for cross-selling other activities to the one the person has visited the library for (ref 2.3.5).
22. Visit to libraries are increasing, and it is likely that this is due to the enquiries brought about by taking on Council Services, the interest in the People's Network and Learn Direct, targeting work at schools. It is likely that targeted initiatives in this area will continue to increase library visits. Thought needs to be given as to how these new visitors can be encouraged to participate in the longer term in library activities, e.g. reading; learning (ref 2.3.17).
23. On the whole, comparable data shows that libraries spending more have better performance on issues and visits. Investment is needed in buildings, materials, more appropriate opening hours, and sustaining the People's Network (ref 2.3.2, 2.3.15).
24. Whilst more thought is needed about how libraries are located and with which other services, the facilities assessment does provide a potential geographical model to test out (ref 2.3.19). Work is underway that moves towards this model - provision at Wigan (PFI project), integration of library and gallery (Leigh), Platt Bridge (part of new school), Winstanley (co-location with other service), new mobile libraries. In each instance, careful thought needs to be given about the provision developed and using this as an opportunity to exit from other provision.
25. The potential of the PFI project at Wigan and the research on catchment areas, which shows that the present library does not act as a central library serving the whole town, suggests research is needed here, and an appropriate brief for the project should be developed (ref 2.3.8).

2.4 Key Stakeholder Views

The Council

2.4.1 The Council flows down the Community Strategy into its own corporate planning process. The recently drafted document 'Wigan Way' identified a future Council vision as being “The place that provides the best quality of life relative to the cost of living in the North West.”

2.4.2 This is flowed into three themes with high level objectives, as follows:

People reaching their full potential

- A good start in life for every child and young person
- Aiming for high achievement with access for all to education and training
- The skills and flexibility needed to get jobs
- Care and protection when it is needed
- Healthy lifestyles

Strong Communities

- People respect and value their different backgrounds and get on well together
- They use a wide range of leisure and cultural opportunities to enrich their lives
- A strong modern economy providing well paid jobs for local people
- A good standard of living for everyone

Places where people want to live

- People living in decent, affordable homes of their choice
- People and property are safe. They feel safe going about their daily lives.
- Quality amenities, environment and infrastructure across the Borough

2.4.3 The Council is currently leading a spatial planning project to co-ordinate how the future pattern of facilities delivers these priorities. A key funding stream for delivering this approach will be plans to develop schools for the future. Emerging themes from schools for the future are that secondary schools will become:

- self managing and innovative
- inclusive – meeting needs of all learners
- quality, flexible learning environments for all the community
- located in centres of population around Wigan’s township model
- partners with other learning providers, using ICT to cluster/join up
- providers of mixed academic and vocational subjects
- centres of provision for young people and their families – providing access to shared facilities (sports and libraries)

2.4.4 The Chief Executive identified, in a discussion paper, his thoughts about the main elements of the emerging Council vision relating to Libraries, as follows:

- 2 central libraries serving main population centres of Wigan and Leigh – co-located with mix of other training/skills/information providers.

- Range of access points across the Borough providing suite of services appropriate to communities served – possibly located in new secondary schools for future.
- Access agreements across HE/FE libraries.
- Fully automated search, order, issue, renew, fines, and continued capacity to respond to advances in ICT.
- The need to consider the future of hard copy.

2.4.5 The Council has a view that the costs/outcomes ratio will be a crucial driver of innovation and change in future.

Trust Board

2.4.6 At an away day in January, the Trust Board identified some initial priorities for visioning the future of libraries. These included the need to identify and focus on outcomes we want to deliver, and then build services that we require so as not to be 'building led'. It was outlined that such services need to have the following characteristics: Quality; Flexibility to respond to market changes; Sustainability; Diversity.

2.4.7 It was identified that a key driver behind the process is increased participation, with fair access and opportunities to participate.

2.4.8 A possible delivery model was drafted, including:

- 1 or 2 centres of excellence.
- Service delivery at township level, providing minimum guaranteed level of services.
- Delivery at neighbourhood level using community development approach, using virtual and human resource.

2.4.9 In discussing township and neighbourhood delivery, it was suggested that future developments should piggy-back on other major capital developments, e.g. Schools for Future, LIFT and/or co-locate with other multi product offers.

Libraries Staff

2.4.10 Earlier this year, both the Libraries' Management Team and Middle Managers participated in events considering a future library service. Key elements of future services that were identified include :

- Providing enjoyment and choice through accessible cradle to grave provision.
- Providing information; being an access point to other services; development of learning.
- Supporting active citizenship.

- Reader development.
- Child Development.

2.4.11 Success factors in current provision were identified and included:

- Partnerships (Learndirect, prison library, homework clubs and school support, children's services, reading/literature development).
- User focus (PLUS, PSA targets).
- Technology use (web site, on-line reference services, People's Network).
- Staff – motivated, skilled and knowledgeable.

2.4.12 Staff identified the following as issues to be addressed:

- Limited resources (especially front-line staff).
- State of current building/book stock
- Bureaucracy and slowness of systems and procedures
- Competing priorities
- Revised Public Library Standards

2.4.13 Some of the potential developments identified to be exploited were:

- Children's play – spaces for, activities and participation in, support for children's services.
- Emerging and developing lifelong learning infrastructure – Learndirect, Skills for Life, People's Network.
- Information provision – demand for; providing access to.
- The Library Management System.

Users/Non-users

2.4.14 A more detailed analysis of users and non-users is identified under Market Research (2.3.5-2.3.17). A summary of key facts that need to be considered in any vision are:

- There appears to be heavy use for most formal education years (5 to 14) but use drops off significantly after that until (presumably) retirement.
- There is low use by the working age population who, in Wigan, are often on low wages and long hours. The main barriers identified were more conveniently located facilities, open at more convenient times.
- Wigan and Leigh Libraries account for 41% of total library visits in the Borough.
- The Service is not meeting Standards relating to finding a specific book and finding information.

Conclusions

26. In this section, key stakeholders have been identified including the Council, Trust and Users/Non-users. It is proposed that these are the three main sets of stakeholder views that should drive the vision. Whilst it is recognised that views from the Cultural Partnership and the Local Strategic Partnership are crucial, the Council planning process (The Wigan Way) should flow down the views of the Local Strategic Partnership, and the Trust planning process should flow down the views of the Cultural Partnership.
27. If a library service is to respond effectively to developing a knowledge & information society then, in terms of key stakeholders, it must meet the challenges of:
- New learning environments created by Schools for the Future (buildings, individualised learning and so on) (ref 2.4.3).
 - Resources being available to invest and develop ICT provision – to meet user expectation and to deliver services in new ways (ref 2.4.4, 2.4.13).
 - Staff being able to develop and deliver a range of bespoke services, not bogged down in activity that could be undertaken in other ways (ref 2.4.12, 2.4.13).
 - Significant opportunities to work with the children and families agenda, expansion of FE/HE, and support for more active citizens/communities (ref 2.4.3,2.4.13).
 - Demonstrating the outcomes that can be delivered in relation to cost (ref 2.4.5).
28. Key stakeholder views need to be built into the outline vision, and the outline vision will need to be tested out with key stakeholders, in particular: The Council; The Trust (Board and staff); users and non-users.

3.0 EMERGING ISSUES

This section takes the conclusions from the background information and identifies emerging issues that should be considered in developing an outline vision for Wigan. These emerging issues are arranged under headings that will help formulate an outline vision: Purpose of Service; What the Service Should Achieve; Types of Service; Location; How Services are Provided. References are given to which conclusions the issues have been developed from.

This section is meant to read as a menu of emerging issues that Wigan could select from to develop an outline vision. The purpose of the next section will be to select and prioritise the issues that are most relevant to Wigan, and to develop an outline vision based on the best knowledge and information held at present.

3.1 The Purpose of a Library Service

3.1.1 The State of the Borough of Wigan report highlights the need for developing a socially inclusive and more competitive knowledge economy. (ref C1).

3.1.2 The Museums, Libraries and Archives Council is promoting the role of Museums, Libraries and Archives to be “The Knowledge Bank of England” (ref C1).

3.1.3 Framework for the Future develops a mission for the Library Service which should meet the following four criteria (ref C2, C4, C13):

- Evolution
- Public Value
- Distinctiveness
- Local Interpretations of National Programmes

3.1.4 Wigan Council has developed future priorities in ‘The Wigan Way’, and this includes a vision statement, as follows (ref C26):

“The place that provides the best quality of life relative to the cost of living in the North West.”

3.1.5 Libraries staff have identified that the Service should (ref C28):

- provide enjoyment and choice through accessible cradle to grave provision;
- provide information and learning, be an access point to other services, and develop learning;
- support active citizenship.

3.2 What Services Achieve

3.2.1 The State of the Borough of Wigan report identifies areas within the local economy and society that need improving (ref C1):

- Average weekly earnings
- Employment in knowledge driven sectors of the economy
- % of the population with poor literacy

- % of the population with poor numeracy
- Proportion of the population qualified below NVQ level 2
- Proportion of knowledge workers
- Total household income

3.2.2 The Framework for the Future vision has 11 Vision Statements (ref C2):

- Anyone seeking a book can be guaranteed to get access to it through the library, whether or not it is still in print.
- All babies and new parents are invited to become library members within the first year of the baby's life, as well as being exposed to the opportunities for early years reading.
- All school age children can join a homework club, engage in summer activities or join reading groups.
- All families in Surestart areas are given intensive help in promoting reading.
- Any adult struggling with adult basic skills can turn to a library for personalised intensive help.
- Any member of a public library can also access materials held in libraries in higher and further education.
- Anyone seeking opportunities for learning and training can be guided to a course through a library.
- Any community group can turn to the library for help in creating, hosting and managing community content online.
- Any citizen can engage with Government services, debate and consultation through a library.
- Anyone can ask a library for information through a national on-line service.
- All of these services will be offered in premises for purpose, either within the library building or through outreach.

3.2.3 The Wigan Way has three themes, with the following high level objectives (ref c26):

People reaching their full potential

- A good start in life for every child and young person
- Aiming for high achievement with access for all to education and training
- The skills and flexibility needed to get jobs
- Care and protection when it is needed
- Healthy lifestyles

Strong Communities

- People respect and value their different backgrounds and get on well together
- They use a wide range of leisure and cultural opportunities to enrich their lives
- A strong modern economy providing well paid jobs for local people
- A good standard of living for everyone

Places where people want to live

- People living in decent, affordable homes of their choice
- People and property are safe. They feel safe going about their daily lives.
- Quality amenities, environment and infrastructure across the Borough

3.2.4 The costs/outcomes ratio will be important in any future service (ref C12&C27).

3.2.5 The Trust's Board has identified that the following principles should be at the centre of any future service: Quality, Flexibility, Sustainability, Diversity. A key outcome of increasing participation was identified (ref C28).

3.2.6 Staff have identified that the following principles should be at the heart of any future service: Reader Development, Lifelong Learning, Information, Child Development. (ref C28).

3.3 Types of service provided

3.3.1 Framework for the Future identifies the following three key areas of future provision for a library service (ref C2):

- Promotion of reading and informal learning
- Access to digital skills and services, including e-government
- Measures to tackle social exclusion, build community identity and develop citizenship

3.3.2 Current national and regional programmes that relate to these three key areas of provision are as follows (ref C6):

Books, reading and learning

- Reading Agency
- Time to Read
- Inspiring Learning for All
- Bookstart
- Start with the Child
- Surestart
- Learning and Skills Council
- Learn Direct
- Government Skills for Life Strategy
- Regional Purchasing Consortium

Digital Citizenship

- National E-government Strategy
- People's Network

Community and Civic Values

- Community Strategies
- Meeting Community Needs

3.3.3 Key factors for future provision highlighted by a range of agencies include (ref C11):

Library provision to be provided around key cross-cutting priorities of:

- Provision of informal learning/routes back into learning
- Support for formal education
- Quality of life/enjoyment
- Enhanced public access to information and knowledge
- Modernised delivery (e-government)
- Social Inclusion

3.3.4 Library space needs to be adaptable and accessible, so a range of functions and services can be provided throughout the day. Appropriate mixtures of the following facilities will be required:

- Meeting rooms
- Publishing suites
- People's Network/ICT training
- Lounge areas for young adults
- Long stay study space
- Children and young people's spaces
- Book and non-book stock
- Reading space
- Information provision/guidance
- Display space

3.3.5 Each library to have its own bespoke programme of service provision based on an understanding of local needs, underpinned by comprehensive electronic access to catalogues, reservations, issues, renewals, and payment of fines service.

3.4 Where services are located

3.4.1 The Trust's Facilities Assessment patterns out future provision as follows (ref C24):

- Two Premier libraries are proposed at Wigan and Leigh, open for 65-70 hours and offering book collections; learning materials; separate children's area; separate area for young people; full collection of audio visual materials; separate information/reference area; study facilities; large newspaper and magazine collection; homework club facilities, including learning packages; large number of public access pcs; community space for activities; customer toilets; vending/coffee machines; easily accessible parking; access for people with disabilities.

- Three Satellite libraries are proposed at Ashton, Atherton and Standish. These libraries will be open at times to meet community needs and will provide book collections; reading environments; curriculum support; some public access pcs; community information and photocopying services.
- Nine Multi-Purpose libraries are proposed at Orrell, Winstanley, Marsh Green, Beech Hill, Shevington, Aspull, Hindley, Astley, Abram/Platt Bridge. Many of these would require moving from an existing site to a new multi-purpose site and two would be new facilities. The facilities will be open at times to meet community needs and will be based with other agencies. Services will include a smaller range of on-site stock, access to 2 or 3 pcs and access to the full range of stock at other sites.
- It is proposed that the static provision will be backed up by new mobile provision, including ICT, for those people who find it difficult to reach purpose-built facilities.

3.4.2 The Chief Executive of the Council has discussed future provision as follows (ref C26):

- 2 central libraries serving main population centres of Wigan and Leigh, co-located with a mix of other training/skills/information providers.
- Range of access points across the Borough providing a suite of services appropriate to the communities served – possibly located in new secondary schools for the future.

3.4.3 The Trust Board discussed possible delivery models including (ref C26):

- 1 or 2 centres of excellence.
- Service delivery at township level, providing minimum guaranteed level of services.
- Delivery at neighbourhood level using community development approach, using virtual and human resource.

3.4.4 In discussing township and neighbourhood delivery, it was suggested that future developments should piggy-back on other major capital developments, e.g. Schools for the Future, LIFT and/or co-locate with other multi-product offers (ref C26).

3.4.5 Potential projects that could pattern out a geographical provision include (ref C24, C25):

- Provision at Wigan (PFI project), integration of library and gallery (Leigh), Platt Bridge (part of new school), Winstanley (co-location with other service), new mobile libraries. In each instance, careful thought needs to be given about the provision developed, and using this as an opportunity to exit from other provision.
- The potential of the PFI project at Wigan and the research on catchment areas, which shows that the present library does not act as a central library serving the whole town, suggests research is needed here and an appropriate brief for the project should be developed. If this project does not develop, other options for a central Wigan Library need considering.

3.5 How services are provided

3.5.1 If Public Library Standards are to be achieved, services need to be provided in a way that meets the following criteria (ref C5&C14):

- Distance of a library from local households
- Time that services are not available to visitors
- Opening hours (covers 2 Standards)
- Access to online catalogues
- Access to electronic workstations and the internet
- Book issue period
- Number of books allowed to be borrowed at one time
- Percentage of book requests met within specified times
- Number of visits to the library website (no longer used)
- Number of library visits
- Success rates in obtaining a book
- Success rates for a search or enquiry
- Library users rating of the knowledge of staff
- Library users rating of the helpfulness of staff
- Quality index for stock (not yet developed)
- Additions to stock
- Time taken to replenish stock
- Nos of staff with appropriate information management & ICT qualifications

3.5.2 To support behaviour change, services will need to be provided in a way that (ref C7):

- fully exploits services which are enjoyable;
- targets influences on infants, children and young people;
- patterns provision to meet lifestyle patterns;
- engages significant figures around individuals who can support behaviour change, e.g. parents, teachers, employers;
- develops some element of reciprocity, whereby people make a commitment to participation.

3.5.3 Identified Components of Best Practice highlight services being provided in the following ways (ref C10):

- Extensive stock renewal on an annual basis, based on user consultation/active engagement .
- Services provided specifically aimed at target groups, e.g. pre-school, homework clubs, introduction to adult learning, BME groups.
- Clear, published Service Standards and User Charter which is publicly available and reviewed each year.
- Clear Improvement Plan with actions prioritised according to high, medium and low impact.
- Broad range of accessible opportunities, programmes, events and services available, usually delivered in partnership with other agencies.
- Bright, attractive and accessible buildings in appropriate locations with friendly atmosphere.
- Single searchable database of public and academic libraries/24 hour remote access.
- Theming and arrangement of fiction and non-fiction book-stock to appeal to identified readers, e.g. young adults.
- Provision of Information services to recognised standards, e.g. IAG for adult learners, Level 1 European Information Centre, Legal Services Quality Standard.
- Library layouts that have a focus on ease of access for the customer and that facilitate efficiency of service.

3.5.4 Current service provision suggests the following needs to be done in the future (ref C15-23):

- Work needs to be done to understand why 62%-72% of people don't use the library.
- There needs to be appropriate opening hours and an improvement to the outside of libraries.
- Particular market segments need to be targeted to use the Service:
 - 0-5 years
 - 12-16 years
 - 16-55 years in employment
 - Those with information needs
 - Those with basic skills needs
 - Those who cannot read
 - Those in areas of high deprivation and who feel socially excluded

- Book borrowing needs to be encouraged
- An emphasis needs to be placed on increasing repeat visits
- Cross-selling of activities needs to occur
- Targeted initiatives need to be developed
- Investment is needed in building, materials, more appropriate opening hours, sustaining the People's Network

3.5.5 The Chief Executive, in discussing a future vision, has highlighted the following (ref C26):

- Access agreements across HE/FE libraries
- Fully automated search, order, issue, renew, fines, and continued capacity to respond to advances in ICT
- The need to consider the future of hard copy

4.0 AN EMERGING VISION

This section proposes for discussion an outline vision for a Library Service in Wigan. It takes the emerging issues from the last section and filters these issues based on key factors that should drive the vision. References are made back to the emerging issues section, where appropriate. These key factors with reasoning for their selection are:

- The State of the Borough of Wigan and the Wigan Way – these documents and approach form the basis of the community's and Council's strategic approach to developing Wigan as a borough.
- Framework for the Future and Public Library Standards – these initiatives provide the most important national and regional context for provision, with any assessment of a Library Service being based against these.
- Needs of Local Communities and Customer Views – libraries should relate to their local communities and continue to provide for their existing and loyal customer base.

Whilst not driving the vision, more detailed evidence and information from the following sources is used to help shape the vision:

- Current Performance – this tells us the scale of gap between vision and current position
- Current Best Practice – this tells us how the vision can be delivered
- Key Stakeholder Views – this tells us people's views about the vision and how it can be delivered

4.1 What will be the purpose of the service in Wigan?

“Libraries the Wigan Way means a combination of accessible materials, services, and spaces that support the development of a knowledge economy by signposting customers to information, learning and their community”

Sources

- State of the Borough of Wigan (ref 3.1.1)
- The Wigan Way (ref 3.1.4)
- Framework for the Future (ref 3.1.3)

4.2 What will the service achieve in Wigan?

4.2.1 A contribution towards larger Wigan Outcomes that support the development of a knowledge economy (ref 3.2.1):

- Decreasing the % of the population with poor literacy
- Decreasing the % of the population with poor numeracy
- Increasing the proportion of the population qualified to NVQ level 2

4.2.2 Specific delivery of Information, Learning and Community Outcomes (ref 3.2.2):

Information

- Anyone can go to a library to ask for information about any topic.
- Anyone can find out about how to access any public (Government) service in Wigan, the region and nationally.
- A number of public services can be directly accessed on site.
- Any member of a public library can access information and materials held in higher and further education libraries.

Learning

- Anyone seeking a book can be guaranteed to get access to it, whether or not it is still in print.
- All babies and parents are invited to become library members within the first year of the baby's life, as well as being exposed to opportunities for early years reading.
- All school age children can join a homework club, engage in summer activities or join reading groups.
- Any adult struggling with basic skills can turn to a library for personalised intensive help.
- All families in Surestart areas have accessible help to promote reading.
- Anyone seeking opportunities for learning and training can be guided to a course through a library.

Community

- As a public space any member of the community can enter the library.
- Any community group can turn to the library for help in creating, hosting and managing community content on line.
- All services will be offered in premises fit for purpose and relevant to the community where they are located.

4.2.3 A generic outcome that the Service should aspire to is increased participation. Ways need to be found of measuring increased participation by library users in information, learning and community activities. A basic measure of increased participation will be the % of the community using the library and how often. This is as the new Library Service will be designed to provide information, learning and community activities, and therefore any increased interaction with the library is a basic measure of increased participation (ref 3.2.5).

4.3 What types of service should be provided in Wigan?

4.3.1 To support the delivery of knowledge economy outcomes and to directly deliver outcomes relating to information, learning and the community, libraries should always be co-located with other services. Stand alone location means isolation and dislocation from other services that are delivering these outcomes (ref 3.3.3).

4.3.2 Services that should be considered to be co-located with libraries and in which circumstances are detailed below (ref 3.3.3):

- Other public services that may be grouped together to form a Customer Service Centre – To provide easy access to public services in areas of larger population, e.g. Wigan, Leigh, townships, but not neighbourhoods.
- Other public services that may be grouped together to form a work and customer base, with the library providing electronic access to information for both workers and customers.
- Education and Learning Service providers to develop a specialist learning environment at a local level, e.g. schools.
- Cultural Services, e.g. Integrated Arts Facilities at a Wigan, Leigh or township level.
- Services targeted at, and more easily accessed by young people, e.g. Surestart; Leisure Centres.
- Local Community Services at a neighbourhood level, e.g. retail, Community Centre, Health Facility.

4.3.3 ICT is a generic service that is essential to access information and learning opportunities. It should be at the heart of any library provided anywhere and be used to encourage digital skills and e-government services (ref 3.3.1).

4.3.4 Core Services that directly support the delivery of Information, Learning and Community Outcomes, e.g. (ref 3.3.2).

Information

- People's Network
- On-line catalogue of materials and service
- Specific Information Services, e.g. Children's, Adults, Local Information

Learning

- Reading Groups
- Learn Direct
- Literacy Projects
- Numeracy Projects

- Basic Skills Projects
- Bookstart
- Schools Library Service

Community

- Community Information
- Community Projects
- Care Services

4.4 Where will services be located in Wigan?

Premier Libraries Co-located in Wigan and Leigh

4.4.1 In Wigan and Leigh a Premier service should be provided. In Wigan this should be as part of a Joint Service Centre as proposed within the PFI project. Whatever happens with the PFI project, the current building is not suitable for a Premier library and provision of a Joint Service Centre should be progressed. In Leigh the library should be further developed at the Turnpike Centre as part of a cultural facility. Further work is needed to consider the options for extending and developing this facility. In both facilities the library should be the shop front (ref 3.4.1, 3.4.2, 3.4.3).

Area Libraries in Area Joint Service Centres

4.4.2 Below the level of two Premier libraries, consideration should be given to 3 or 4 Area libraries that are ideally located within Area Joint Service Centres. These should be co-located and integrated with other service providers. The facilities assessment considered Ashton, Atherton and Standish as the appropriate locations for the next level of libraries. These are also the sites identified initially as Premier Access Points, along with Golborne, to implement the Council's Access to Services Strategy. Location of these facilities should be as close as possible to the retail area, and the library should be the shop front of the Joint Service Centre. Work with other service providers should take place to assess the most appropriate location (ref 3.4.1).

Community Libraries in Community Facilities

4.4.3 Below the level of Area libraries, consideration should be given to the provision of flexibly provided Community libraries that could be located within: (ref 3.4.1)

- wider community facilities
- education and learning facilities
- services targeted at and more easily accessible to young people

4.4.4 Once again, locations close to retail areas would be the main preference for location, with the library acting as the shop front. Work with other service providers should take place to assess the most appropriate location. If these libraries were flexibly provided in terms of staffing, ICT, and virtual facilities, it may be possible to retain the current number of facilities by sharing building and staff.

4.5 How will the service be provided in Wigan?

Mixed Provision

4.5.1 The Service will be provided in a mixed way that creates a balance. Balanced in terms of hierarchy: Premier, Area, Community. Balanced in terms of types of co-location: Joint Service Centres, Education and Learning Facilities, Cultural Facilities, Community Facilities (ref 3.4.1, 3.4.2).

Lifestyle Link

4.5.2 Services should be provided that link to people's lifestyles so the library is easily accessible and not an effort to use. This means being close to the retail area where people go, and being provided with other services where people already are, is essential (ref 3.5.2).

The Building

4.5.3 Buildings should feel modern, light and airy. Parts of the library need to be designed to meet the needs of the people that are going to use it, e.g. children, young people, those studying (ref 3.5.3).

4.5.4 The library should be clearly visible through the window and from any shared reception area. In this way people will be led to the library, and when libraries are not staffed self-service will be possible (ref 3.5.3).

Staffing

4.5.5 In Premier libraries, having specialist staff to provide learning, meet information needs and deal with customer enquiries will be essential. These staff may also deal with queries from Area and Community libraries. Self-service would be one way of books being issued. Less staff will be counter based (ref 3.5.4).

4.5.6 In area libraries a number of joint staff may manage the library with specialist staff, in terms of learning and information needs being available at various times. On-line ICT could be used for enquiries. Self-service could be used to issue books when staff are not available (ref 3.4.2 & 3.4.3).

4.5.7 In Community libraries, joint staff may manage the building. Volunteering could be developed to deal with queries. On-line ICT could be used for enquiries. Programmed learning activities could take place as appropriate and as part of a wider learning programme. Self-service could be the main way of issuing books (ref 3.4.2, 3.4.3).

4.5.8 All libraries will have staffing in some form, whether it be dedicated staff, joint service staff or volunteers, to ensure that there is an inviting environment that can be easily accessed (ref 3.4.2, 3.4.3).

4.5.9 Teams of specialist staff will be based at the two Premier libraries but will visit the area and community facilities, e.g. Information Services, Learning Support, Children's Services, Care Services (ref 3.4.2, 3.4.3).

The Service

- 4.5.10 The level of service to be provided at each library will be clearly published with Service Standards (ref 3.5.3).
- 4.5.11 Each library will have a programme of activities that are clearly published and marketed to the community (ref 3.5.4).
- 4.5.12 Libraries will be open for longer hours, due to a more flexible approach involving shared staff, self-service, volunteers (ref 3.5.1, 3.5.4).
- 4.5.13 Libraries will deliver a Borough-wide Information Strategy for the Local Strategic Partnership (ref 3.3.3).
- 4.5.14 Libraries will be at the cutting edge of delivering the e-Government agenda. Up to date ICT hardware and software will be available in all libraries (ref 3.3.3).

The Materials

- 4.5.15 The range of materials will be increased (ref 3.5.1).
- 4.5.16 Premier libraries will have a full range of extended materials, with the materials fund being concentrated on these libraries (ref 3.5.1).
- 4.5.17 Area libraries will have a smaller range of stock (ref 3.4.2, 3.4.4).
- 4.5.18 Community libraries will concentrate on paperback, early years and community materials (ref 3.4.2, 3.4.3).
- 4.5.19 Access to higher and further education materials will be negotiated with HE/FE Colleges and with certain schools over a period of time (ref 3.5.3).
- 4.5.20 All materials will be accessible for booking at all service points via an on-line catalogue (ref 3.5.3).
- 4.5.21 Regular stock renewal will take place and will involve user consultation (ref 3.5.3).
- 4.5.22 Where materials are on display they will be attractively laid out to meet the needs of the user (ref 3.5.3).
- 4.5.23 Careful consideration will be given to the need for hard copy, as opposed to electronic information (ref 3.5.5).

Marketing (ref 3.5.4)

- 4.5.24 The brand of a library needs to be kept but developed. All facilities will be termed a library but be part of a Joint Service Centre.
- 4.5.25 Location is essential, with the library needing to be near retail areas, jointly located, located in the shop front of a premises and be visible from the entrance area.

- 4.5.26 Products provided need to be designed to meet the needs of those people using the library and those that services are being targeted towards.
- 4.5.27 Products should be free at the point of delivery.
- 4.5.28 General brand promotion will take place to raise people's awareness about what a modern library is and how to use it.
- 4.5.29 Customer profiling will be the main way of promoting the service provided to relevant users.

Cost vs Benefit (ref 3.2.4)

- 4.5.30 By providing services in a more flexible way with other service providers, it will be easier to demonstrate libraries' contribution to broader knowledge, learning, information and community outcomes.
- 4.5.31 Being prepared to move from existing buildings to more appropriate buildings with co-location will reduce costs.
- 4.5.32 Joint use of buildings and staff will provide cost efficiencies.
- 4.5.33 Self-service and volunteering will support increased opening hours.

5.0 TESTING OUT THE EMERGING VISION

A key element in the process of developing Wigan's vision for libraries in the future will be to test out our deductive reasoning, interpretation of evidence and service modelling via appropriate mechanisms. This section describes those mechanisms in more detail.

External Challenge : National and Regional Perspectives

Peer Group

- 5.1 A Peer Group will be established by the Museums, Libraries and Archives Council (North West) involving senior library figures from across the region. This group will bring together those authorities keen to look at ways of re-visioning their service. It will provide an opportunity for outline visions models to be discussed, challenged and tested.
- 5.2 The Museums, Libraries and Archives Council has committed to establishing this group during May of 2004. Through a facilitated workshop and e-mail discussions, the group will challenge Wigan's analysis of its Library Service and its proposals for the future, whilst also providing suggestions for improvement.
- 5.3 This area of work can be led internally.

Best Practice

Visits

- 5.4 The purpose of the best practice visits is to provide evidence as to 'what works' in terms of library and information services provision.
- 5.5 The table overleaf identifies some of the authorities to be included on these visits, and the aspects of good practice that need to be examined in more detail. A clear and consistent analysis of these visits will take place. This will concentrate on what the authorities' vision is in terms of purpose, what it is trying to achieve, what services are provided, where they are provided and how they are provided. It will also concentrate on the authorities' strengths in provision.

Libraries Revision : Study Visits

Aspect of Good Practice	Authority to Visit								
	Blackburn	Tower Hamlets	Sunderland	London Libraries (LLA)	Bury	Gateshead	Liverpool	Knowsley	Oldham
1. Recent new building/facility	•	•						•	
2. Use of ICT			•	•			•	•	
3. Bespoke services aimed at target groups	•				•				
4. Broad range of services and programmes delivered in partnership		•	•		•	•			
5. Provision of range of information services to recognised standards						•			
6. Increased participation/use by target groups						•			
7. High Score in CPA (3 or 4)	•		•		•	•			
8. Plans for new builds		•							•
9. Serving areas of social exclusion	•	•	•	•		•	•	•	•
10. Access agreements with formal education sector			•	•			•		
11. In first wave of Schools for Future			•			•		•	
Date visit arranged	27.04.04	7.04.04	tbc	N/A	23.4.04	26.4.04	tbc	tbc	tbc

Best Practice Papers in Key Areas

- 5.6 A number of best practice or forecasting papers needs to be drawn up to test out the outline vision. These should be short and concise documents that are no more than 5 pages in length. They should consider best practice or future issues and then apply them to the outline vision, making recommendations about how this vision needs to be updated or developed in more detail.
- 5.7 These papers should cover the following areas and be produced by the following sectors:
- The implications of a Modernised Knowledge Economy for Library Services – Economic.
 - The future of hard copy vs ICT and the implications for a Library Service – Forecasting.
 - How to develop a Library Service to meet the needs of Children, Young People and Families – Library.
 - How to develop a Library Service to meet the needs of the Learning Agenda – Library.
 - How to develop a Library Service to meet the needs of the Information Agenda – Library.
 - The role of libraries in the cultural sector and how this might affect the vision and the role of the Turnpike Centre in Leigh – Library.
 - Joint Service Centre provision in Wigan and the role and requirements of the Library – Council/Library.
- 5.8 The best practice papers will provide further challenge and evidence for the re-visioning process.
- 5.9 It is proposed that external consultancy support will be required to produce these papers. Three days work per paper at a rate of £1,000 p.d. could result in costs of around £18,000. In addition, using an external consultancy as a critical friend to challenge the libraries' vision may be a useful exercise and this might add another 2 days and £2,000 to the cost.

Views of Key Stakeholders

The Council

- 5.10 Views at both officer and Elected Member level will be required. Officer input will be through key meetings with the Chief Executive, starting on the 5th May. Council Member input will be via reports to Cabinet/Regeneration Panels after the June elections; dates to be set once known from Democratic Services. This process can be led internally.

Trust Board & Staff

- 5.11 Initial Board input was provided at an away day in January, and further time has been set aside in June. Senior staff have been engaged through away days, workshops and visits. This process will need to continue and can be led internally.

Cultural Partnership

- 5.12 The Cultural Partnership Convention in June will start the debate, and a process for further debate will be agreed at this session.

Users and Non Users

- 5.13 It is proposed that a series of focus group work is carried out at Wigan, Leigh, Atherton, Ashton and Standish to see how a future Service might be developed to meet the needs of these communities. Five focus groups provided externally may cost in the region of £3,000.
- 5.14 In addition, it is proposed that street surveys are carried out in the centre of communities where libraries are presently located to see what a future Community library might consist of for that area. 11 days work and analysis may cost in the region of £12,000.
- 5.15 A summary of what we know at present for users and non-users in each of the 16 areas will need to be inputted into this process.

Partners

- 5.16 In terms of Joint Service Centre provision, a range of key partners will need to be involved to explore the potential of co-location. It is envisaged that the process the Council has established to move forward a spatial strategy for the area will be the starting point for these discussions to occur.

Managing this Process

- 5.17 The following timetable (page 49) lays out what is needed, when by, and who should lead on individual elements of work.

What?	When By?	Who? – Lead	Cost
Key Council/Trust meeting	5/5 - ongoing	CE/RFH	
Meetings with senior staff	May - ongoing	IRB	
Initial Peer Group meeting	May	MLAC/IRB	
Board meeting	Early June - ongoing	RFH	
Spatial Strategy Workshops	June	RFH / IRB	
Cultural Partnership meeting	June - ongoing	RFH	
Discuss and agree briefs for user/non user work	End of June	PP/IRB	
Discuss and agree briefs for best practice papers with consultants	End of June	PP/IRB	
Complete visit research	End of July	IRB	
Research with users/non users	July/Aug	Consultants	£15,000
Best practice papers completed	July / Aug	Consultants	£18,000
Consultant challenge to vision	Sep	Consultants	£2,000
Finalise vision	Sep	IRB	

5.18 Once the visioning process has been completed, resources will need to be found to support the implementation of the visioning work. It is proposed that when initial work is commissioned to lead on best practice from the libraries sector and being the critical friend to challenge the vision, a partnership is developed that can then support the implementation work.

6.0 RESULTS OF TESTING THE EMERGING VISION

6.1 Introduction

6.1.1 In all, 8 pieces of work were used to test and develop the outline vision. These were:

- External Challenge using a peer group
- Best Practice Visits
- Best Practice Research Papers
- Views of Key Stakeholders
- Views of Staff, Users and Non Users
- The Development of a Model for Town, Area and Community Libraries
- The Development of Links with the Education Sector
- The Development of a Performance Management Framework

6.1.2 This section details the results of these pieces of work and then concludes how these pieces of work change and develop the outline vision.

6.2 External Challenge – Peer Group

6.2.1 Wigan MBC facilitated with MLA(NW) a NW Public Libraries Visioning Group. This group met 3 times between June and December 2004 and involved 6 authorities and MLA NW. The role of the group was identified as follows:

- To share best practice
- Challenge each other's work
- Joint Commissioning

Results

Best Practice - Change Management

- Use of consultants to assess location of future libraries
- Development of customer service standards
- Use of Opening the Book to deliver staff training to support the change management process
- Branding of the Library Service
- Performance Management Framework
- Clear plan for re-visioning
- Use of Best Value Review
- Library network promoted as the way to deliver the e-Government agenda
- Re-structure
- Use of improvement teams and staff conferences
- Ensuring targets with accountability and responsibility assigned to them
- Staff award schemes

Areas Considered for Joint Commissioning

- Schools Library Service
- Bibliographical Services

6.3 Best Practice Visits

6.3.1 A number of visits and detailed comparisons have taken place with library services that link to the outline vision, including: Bury, Bolton, Thameside, Blackburn, Oldham, Liverpool, Tower Hamlets, Camden, Leeds and Gateshead. In terms of overall comparison, the first five quoted were seen as similar to Wigan, in that these services do not have large budgetary resources but are striving to provide value for money services. The remaining five do have larger budgets than Wigan and, whilst providing valuable best practice ideas, these ideas need to be seen in this context.

Results

Facilities

- The development of co-located libraries, either on the high street or with other services, has been the major focus for development of new libraries e.g. Bury, Bolton and Tower Hamlets.
- Nearly all services have had recent investment either related to improving performance against Public Library Standards or delivering corporate Council agendas.
- The development of new libraries has often been linked to and paid for by the development of Council corporate agendas e.g. Access to Services (Bury, Bolton and Thameside).
- Oldham has used the Government's PFI initiative to design a new library linked to a gallery.
- Blackburn has used Prudential borrowing to raise capital of approximately £1m to fund the refurbishment of their central library including zoning and self-service.
- Tower Hamlets has located their new Idea stores near to supermarkets. The library has been re-named and the look of the library is based on strong zoning and branding. The brand would not allow co-location with public services such as Council Tax payment and Social Services.
- Tower Hamlets and Camden have major capital investment programmes for their libraries and have used learning as the key theme for development of these libraries.
- Liverpool has co-located libraries in certain instances with their customer contact points. Liverpool Direct, while being located in the library, always has a separate desk and reception.
- Bolton has linked a new public library to the development of a PFI school and manage integrated use of the library.
- The development of outreach libraries on the high street in old shops and with limited staffing has been one way Bury has avoided stretching the resources of the service too thinly.

- Asset Management has been the approach for Bury and Thameside to consider future locations and relocation of their libraries.

Services

- A Library Charter and Service Standards have been used to make it clear what service the library provides in Bury and Thameside.
- Bolton is developing its libraries to lead the delivery of a borough wide information strategy and promoting libraries as the centre of knowledge management.
- Bolton is linking the development of libraries to their 7 area forums and ensuring new developments are community driven with the theme of fewer buildings, better service.
- Bolton and Blackburn are encouraging the development of virtual services 24/7/365. This includes self-service, catalogues accessed at home, and virtual librarians.
- Many library services have changed their staffing structure to ensure a new vision can be delivered, and re-graded their staff where the development of new services has taken place with additional investment (e.g. Camden; Bury).
- Many services have extended their hours during evening and at weekends (e.g. Bury; Bolton).
- While many services are marketing towards new users, work is being done to ensure that the core users are still targeted, e.g. 50+ (e.g. Bury).
- Links are being made with local colleges to ensure shared catalogues (e.g. Bury)
- Liverpool manage their operations with someone troubleshooting operational problems to ensure they are dealt with as quickly as possible.
- Gateshead has considered radical technological solutions, eg. Cybrarian rather than staff and radio frequency identification tagging of books.
- Gateshead has looked at examples of the use of volunteers to share knowledge of libraries and tutor in basic skills. Gateshead run 'Lending time' which encourages volunteer links to libraries and receives external funding. Gateshead has also considered links with CVS.

6.4 Best Practice Research Papers

- 6.4.1 ABL Cultural Consulting was commissioned to develop papers highlighting best practice in key areas of the outline vision. These papers concluded with recommendations about how to use this best practice to develop the outline vision. These recommendations were prioritised 1 and 2 in terms of importance. Those recommendations given the higher priority rating of 1 are detailed here.

Results

Cross Cutting Issues

- Allocate adequate repairs and renewals for library ICT
- Consider appointing specialist staff to develop and maintain the library ICT systems
- Write a community needs document that profiles the needs of each community library
- Implement a regular programme of user and non user consultation
- Work in partnership with other libraries and use the private sector to develop ICT systems and content
- Ensure a consistent programme of staff training

How a Library Service will Support the Development of a Modern Knowledge Economy

- Provide learning tools to help the public understand and use technology and e-government services. This could include:
 - young people's computer courses or clubs
 - basic e-services and courses
 - older people's computer courses or clubs
- Work in partnership with, or as a portal for other organisations to provide information, events and guidance. This could include:
 - Local business and organisations ie surgeries
 - Further and Higher Education, i.e. outreach courses, reading lists, ICT programmes to support HE/FE courses
 - Council Services, i.e. set aside PCs purely to provide Council information
- Wigan libraries website currently lists the information it holds that may be of use to business users. This can be expanded to include links to other sources of information including local business information and market research.
- Relevant departments should work together to ensure cost-effective solutions and sustainability of ICT provision in libraries; for example, the Trust and Council's IT department in delivering sustainable programs for ICT development and maintenance.

- Libraries are often seen as accessible, free spaces. As such they can provide surgeries for small to medium sized enterprises in partnership with the Chamber, Princes Trust business initiatives or other business providers. Their location in the community means they would be able to provide this service to those who feel uncomfortable in more formal settings.
- Librarians already receive ICT training and this should be formalised and reviewed to ensure it is spread evenly throughout the Borough.
- The Library Service is implementing the Talis signpost facility, which is capable of returning searches, not just about the media held by the library, but also resources subscribed to by the library and any information held about local groups, societies and other local information.
- Librarians should be kept up to date with all authoritative sources of information on-line so that they can provide authoritative signposting to users. In practical terms this means librarians need to be given the time to search the web, and a budget with which to try out information subscription services to test their value.

How changes in hard copy versus electronic copy will affect the development of a library service

- *The Digital Divide.* The library may be able to make more items available on line but this will only serve those who are comfortable with computers and have easy access to them. The importance of delivering services to those without these skills should remain a core principle in developing the library. This will mean targeted book purchases in line with the needs of disadvantaged groups – this might include text books.
- *Build partnerships with publishers.* Recent trade articles have made much of the opportunity libraries represent to booksellers. It is still a new area and so the models for partnership are still being developed. Kent libraries have an online bookstore through which they take commission but if more specific referrals were allowed (eg through Talis) then such commissions could be increased. Developing this in conjunction with a bookshop would be a cost effective way to develop and make best use of such an investment.
- *Catalogue Support.* This is well underway at Wigan and soon users will be able to view listings of media, place orders and renew media on line. It had been given priority as it will allow better service provision by allowing stock to be better controlled and checked by the library and the user.

The Role of the library service in delivering services for children, young people and families

- *Employ a full time fundraiser/development officer and undertake a comprehensive fundraising programme.* It is anticipated that this role will raise money primarily through public sources rather than private sources, there are numerous grants provided by relevant grant giving trusts, government funding, and European funding. (post shared with lifelong learning recommendation)

- Initiate an attractive library membership form which includes options to be on particular mailing lists for different library provisions.
- Develop Surestart story bags
- Run a consultation programme, including children under the age of 8
- Run family programmes including ICT learning, with the option to extend to home-based learning.
- Run young persons' programme using multi media software and related to creative literacy themes.
- Extend the Schools' Service material to include fiction.

The role of a library service in delivering the lifelong learning agenda

- Employ a full time fundraiser/development officer and undertake a comprehensive fundraising programme. It is anticipated that this role will raise money primarily through public sources rather than private sources. There are numerous grants provided by relevant grant giving trusts, Government funding, and European funding (post shared with children, young people and families recommendation).
- Trial small scale volunteer programme for front-line People's Network assistance, with view to expand, if successful.
- Work in partnership with grass roots community organisations to refocus publicity for library provision for adults so that it is more accessible for currently excluded groups.
- Run a consultation programme with adults with basic literacy skills, both independent learners and parents.

The role of a library service in delivering the information agenda

- Types of information services provided in particular libraries should be determined by current patterns of use, together with analysis of the economic and social profile of the library catchment area that will indicate need.
- The bigger libraries should consider training all library assistants in the library to answer basic enquiries when they are on the library floor.
- Customer care training will be needed to ensure staff are equipped with interpersonal skills and that a uniform standard of customer care is delivered across the Library Service.
- Staff training will be needed in the efficient use of electronic networks and other on-line information.
- The Library Service should signpost enquirers to reliable internet sites and extend the on-line information service to other subscriber sites.

- The Library Service should consider locating staff within the People's Network areas of the library specifically to help people find their way around the internet.
- Partnerships with external providers of information should be built upon and expanded.

The role of a library service in delivering cultural and community services

- Wigan's Library Service should analyse current patterns of use and local census data to determine the optimum co-location solution for each library.
- Every co-location proposal should be assessed against the baseline criteria of a central location, adjacent to shops with good public and private transport access.
- Every co-location option should assess the type of new users that joint delivery might bring and whether it will deliver the users that the Library Service wishes to target.
- Co-location with cultural facilities offers great opportunities for joint exhibition, events and learning programmes and should be developed, in particular at Leigh.
- Where services are co-located, staff should work together to promote themselves as one service.
- Joint staff options need to be considered carefully to ensure that any change is to the real benefit of the user and the service.

The role of the library service in jointly accessing and delivering public services

- All libraries should be able to signpost people to the correct information or service backed up by good training and a quality network system.
- The current range of Local Government services that the libraries provide should be reviewed to ensure that there is adequate demand, staffing and that they enhance the Library Service's core mission.
- The Library Service should work in partnership with external organisations to provide advice about other public services. This should be in the form of surgeries or location of enquiry desks or offices within the libraries. The nature and extent of this provision should be determined by the needs of the individual library catchment area.
- Leigh Library should continue to provide an out of hours telephone service. It needs to be invested in by providing more telephone lines and staff to answer enquiries directly and advertised more widely.
- All other libraries should be able to answer basic enquiries and signpost people to the correct information or service but should not be advertised as providing call centre services.

- The library should develop a portal to signpost enquirers to Government and public service information web sites that have been verified by the library service.

6.5 Views of Key Stakeholders

6.5.1 Key stakeholders, including the Trust's Board, the Cultural Partnership, Council Members, Township Forums and staff have been consulted about the proposals. A summary of feedback from these groups is detailed below.

Results

- On the 4th June the Board received the draft vision positively. The main comments focused around needing to make the vision exciting and putting the vision into Plain English.
- At the Cultural Partnership Convention of the 20th June a working group agreed that the Library Service vision should focus around information, learning and community, that co-location as an additional service was good, and that weekdays evenings were a priority for extended opening. More detailed comments focused around the library as a public space; toilets, refreshments; use by older people; more informal less intimidating spaces; making it easier to find books.
- During September the vision was received positively by the Council's Cabinet and Full Council. The main comments focus around the sensitivities of re-locating Abram Library to Platt Bridge and the timescales for coming back with more detailed action plans.
- A programme of consultation has started with Township Forums, including presentations to each Forum. The main feedback so far has been around the re-location of Abram Library to Platt Bridge.
- The vision has been presented to all Trust Managers, the Library Management Team, Middle Managers and at a full staff conference in October. The vision has been received positively in all cases. Comments made at the library conference included: security is a vital issue for front line staff; safety of frontline staff is important; mobiles are going away from what they do best, i.e. delivering to people who are not able to get to main libraries; re-introduce leaflet telling people what is available in their library; libraries needed to be cleaner, better laid out and respond to customer requests more quickly; staff and support are needed to respond to the changes; the library name needs to be big enough in any future branding; more staff are needed and those on temporary contracts need job security; important to get everyone together in the future to share information; Lifelong Learning and Bibliographic services need more support and resources.

6.6 Views of Staff, Users and Non Users

6.6.1 Wigan MBC was commissioned to carry out focus groups with users and staff. 5 focus groups of users took place at the 2 town libraries and 3 out of 4 of the area libraries. 3 focus groups of staff took place involving town library staff, area library staff, and community library staff.

6.6.2 Wirthlin Europe was commissioned to carry out non-user research involving a survey of 400 non-users (giving 95% significance) and 2 non-user focus groups. They were also commissioned to pull together the results from the user, staff and non-user research into a final set of results. A summary of these results is detailed below.

Results

Perceptions of Libraries

- Libraries appear to be viewed very much in the traditional sense:
 - positively as a great source of information and a place to learn
 - negatively as boring, stuffy, out of date, not accessible, not welcoming, not well publicised
- It is difficult to shot views about libraries. Therefore, work needs to start at an early age

Non-Usage and Awareness

- Non usage is predominantly down to a lack of time and a lack of need
- However, awareness of the range of services and facilities on offer is fairly limited
- Traditional services and facilities are spontaneously mentioned
- Knowledge of specific learning, community and information services is limited
- There are communication opportunities to exploit to raise awareness

Future Provision of Services/Facilities

- Building awareness of services currently available had little impact on potential future usage
- Future facilities and services were more likely to tempt non-users. Those with most potential included:
 - large stocks of newly launched books
 - a service where you can order books and have them delivered
 - longer opening hours, particularly week day evenings
- Current users were generally happy with the service they received and did not want to see major changes to the libraries. They felt more money would be best spent on new book supplies rather than changing the look of libraries.

Future Provision Location/Co-Location

- When it came to thinking of libraries ‘outside of the box’, respondents struggled to envisage libraries of the future.
- A more convenient location would encourage 1 in 5 non-users to use a library – most likely to be on the high street (29% likely to use)
- Qualitatively the image of a ‘high street’ book shop appeared to offer the ideal:
 - themed rooms/weeks/nights
 - refreshments/toilets
- Quantitatively, the majority of respondents couldn’t think of any facilities/services they would combine with a library to encourage usage in the future, although qualitatively the concept of co-location was a good idea
- Going to the library was generally viewed as a leisure/educational experience. Therefore, it was felt potential co-location partners needed to reflect this

Future Provision – Concepts

- The idea of branding libraries was well received by users and non-users alike
- However, users in particular felt any branding should strongly incorporate the term ‘library’
- Non-users had reservations about the brand ‘explore’, and although no alternatives were suggested they felt the brand name should reflect ‘what you would expect to get from a library’
- Reactions to Bisset Adams’ external visuals were generally negative
- Non-users felt it needed to be made obvious that it was a library
- Non-users felt libraries did not necessarily need to be modern buildings
- There were suggestions of using external banners to promote and enhance the look of libraries
- Reactions to Bisset Adams’ internal visuals were generally negative
- Users felt they were uninviting, sterile and lacked comfort
- There were suggestions of making the inside light and airy, having a comfy area with sofas, and making the interior bright and cheerful

Ideal Library of the Future – Considerations

- Accessibility : Provide Convenience:
 - Suitable opening hours e.g. longer, weekday evenings
 - Location e.g. high street, alongside educational/leisure facilities
 - Transport needed e.g. car parking, bus routes
- Services/Facilities:
 - Refreshment and toilets
 - Themed rooms/weeks/nights
 - Sell books (second hand/discounted)
 - Home delivery services
 - Easy access to newly launched books
 - Flexible computer training courses
- Marketing:
 - Consistent brand name for libraries but don't lose the term 'libraries' altogether
 - Advertise in local papers e.g. cinema listings concept
 - Use banners outside the building to make libraries look more appealing and to promote activities within the library
- The Look and Feel:
 - Aim for a warm and inviting feel
 - Strike a balance between light and airy, and comfortable
 - Bright and cheerful

6.6.3 Developing the Town, Area and Community Model

A number of pieces of detailed work and projects have helped further develop the ideas around the town, area and community model. These are:

- The development of ideas for future branding of the Library Service and individual libraries undertaken initially by Bisset Adams who worked on the 'Idea' stores at Tower Hamlets
- Plans for developing the town libraries as part of a PFI project and an integrated library/gallery
- Refurbishment plans by the Trust for development of the 4 Area Libraries
- Plans for a Spatial Strategy that links ideas from all partners in the Borough for future building developments
- Plans for the development of new doctors' surgeries and children's centres

- Plans for the development of extended schools; in particular Platt Bridge and Pembeck
- Ideas for future community provision of services at Winstanley

Results

- The **brand idea** should focus on using the theme 'explore', as this focuses on what is going on in libraries, implies broadening of horizons, links global and local, and repositions libraries as something a bit more exciting and appealing to young people. The development of the brand should include:
 - a brand promise based on delivering a new experience
 - the idea of the library as an exploration portal
 - products and services, behaviour, the built environment and communication being linked to the idea on an exploration portal
 - the brand strategy relating to the three proposed levels of libraries i.e. premier (town), area and community
 - developing the concept of explore books/butterfly, which is based on transformation through learning at Wigan Libraries and includes: opening minds and doors to further learning opportunities; the metamorphosis of a butterfly reflecting the growth of individuals' learning and knowledge; a reference to books through the symbol with the analogy of pages of books to butterfly wings; links to the green issues of Wigan
 - the title of 'explore wigan libraries' linked to the book/butterfly logo
 - the use of the concept for: design of web pages; membership cards; uniforms; external banners/signs; internal signs; zoning the internal layout and sections of the library; developing the external look of the library; developing the internal look of the library.
- Initial ideas for a new **town library** in Wigan have been developed as part of the plans for a Joint Service Centre Public Finance Initiative but this is dependent upon public funding. Ideas have been developed for how the Turnpike Library and Gallery can be better integrated through physical development.
- The refurbishment of the 4 proposed **Area libraries** (Ashton, Atherton, Golborne, Standish) provide an opportunity to test out the development of the brand 'explore'.
- The **spatial strategy** work undertaken by the Council suggests that there are three existing levels of facilities: neighbourhood with a catchment of up to 1 mile; township with a catchment of up to 3 miles; boroughwide facilities. Work will be done with the Local Strategic Partnership to consider future connectivity between future facilities. At this stage there is a feeling that this will focus at a neighbourhood level and may be linked to community transport solutions.

- The **Primary Care Trust** is developing a number of new doctors' surgeries as part of their LIFT programme. There are potential opportunities to build new libraries/doctors' surgeries on the existing sites of Standish and Aspull Libraries. Further opportunities may arise.
- Surestart is leading the development of **children's centres** with integrated children's services. One such example is Platt Bridge, which already includes a proposed new library. Further opportunities may arise.
- The development of a new extended **school at Platt Bridge** provides an opportunity to re-locate a community library (Abram Library) which is presently poorly situated and has low usage figures. This development provides opportunities to:
 - develop the idea of a co-located community library
 - consider how a public and school library might be integrated
 - consider how a library might be linked to children's services
 - develop joint management arrangements
- Proposals from the Winstanley Community and Pembeck school are for new small libraries not necessarily managed by the library service. The development of these schemes will allow consideration of whether '**outreach libraries**' are feasible in Wigan.

6.7 Developing Links with the Education Sector

6.7.1 Work was undertaken with both Wigan and Leigh College and Wigan MBC's Education Department to identify areas where joint work would improve the provision of library services and, in particular, the development of lifelong learning opportunities.

Results

- Areas for joint **action were agreed with the Education Department**. In terms of lifelong learning it was agreed the libraries provided a valuable location and had valuable resources to support lifelong learning activities. It was agreed that Education needed to lead on the development of learning programmes and support the funding of tutors in library settings. The five highest priorities for action were agreed as:
 - The development of family learning activities
 - The undertaking of joint consultation
 - The development of projects using Young Roots Funding
 - Mapping out of joint work on adult and community learning
 - The development of GCSEs that utilise the library setting
 - The development of ideas around extended schools that consider libraries as a potential element of the service
- It was agreed with **Wigan and Leigh College** to actively promote free membership of the library to all the students. In principle, it was also agreed to consider ways of opening access to the learning facilities in the College to community learners.

6.8 Developing a Performance Management Framework

6.8.1 Based on the outline vision, a performance management framework was developed jointly with Wigan MBC. This work focused on defining what was meant by high level objectives (knowledge economy, information; learning; community) and then setting performance measures. This framework will ensure that the way improvements to the service are measured relate directly to the vision.

Results i.e. Objectives, Performance Measures, KPIs (18/71/23)

- **High Level Objectives, Performance Measures and KPIs (4/8/4)**

Development of a Knowledge Economy:

- No of library visits per 1000 population*

Signpost Customers to Information:

- Appropriate place for public service information
- People can find information*

Provide a Range of Learning Opportunities:

- Level 4 at KS2 English
- Key Stage 1 Literacy
- % Population with basic literacy skills*
- % Population with NVQ level 2

Support Community Networks:

- Number of Community Groups in the area*

- **Service Level Objectives, Performance Measures and KPIs (14/67/19)**

Signpost Customers to Information (4/17/4)

Provide Access to Learning:

- Associated member of IAG partnership
- No accessing learning opportunities*
- No of people referred to courses

Provide Access to the Service:

- Libraries meeting access standards*
- Libraries meeting signpost standards

Provide an Access Point for Information:

- Library Satisfaction : Information*
- Children's Satisfaction with Information
- No of portal access to on line services
- No of public information transactions

Using ICT to access/deliver services:

- Individuals using PC learning packages
- No of electronic transactions
- No of electronic workstations per 1000 population
- No of static points with public internet access*
- % requests for books met within 7 days
- % requests for books met within 15 days
- % requests for books met within 30 days
- No of visits to the website per 1000 pop

Provide a Range of Learning Opportunities (5/22/5)

Participation of School Children:

- No of young people attending promotional session
- No of young people attending homework clubs
- No of young people attending reading groups*
- No of children's reading groups

Introduction of books/stories to babies and parents:

- % babies registering*
- % babies registering using a promotional bag
- Increase in library membership
- No of under 5s introduced to books/stories

Supporting the development of Skills:

- No completing skills for life courses*
- No starting skills for life courses

Improve Access to a Quality Bookstock:

- Number of Issues
- Number of Items available for loan*
- Annual Items purchased per 1000 pop
- Time to replenish lending stock

Using ICT to access/deliver services:

- Individuals using PC learning packages*
- No of electronic transactions
- No of electronic workstations per 1000 population
- No of static points with public internet access
- % requests for books met within 7 days
- % requests for books met within 15 days
- % requests for books met within 30 days
- No of visits to the website per 1000 pop

Support Community Networks (4/20/5)

Ensure Community Access:

- % library users from BME groups
- % households within 1 mile of a static library
- % households within 2 mile of a static library *
- Aggregate opening hours per 1000 pop *
- % opening hours outside 9-5 Mon-Fri
- No of library visits per 1000 pop

Provide relevant Community Services:

- CAMP rating
- Groups using the library as a primary base*

Improve Access to a Quality Bookstock:

- Number of Issues*
- Number of Items available for loan
- Annual Items purchased per 1000 pop
- Time to replenish lending stock

Using ICT to access/deliver services:

- Individuals using PC learning packages
- No of electronic transactions
- No of electronic workstations per 1000 population
- No of static points with public internet access*
- % requests for books met within 7 days
- % requests for books met within 15 days
- % requests for books met within 30 days
- No of visits to the website per 1000 pop

Effective Use of Resources (1/8/5:)

- CAMP rating *
- Average days sickness per employee *
- Expenditure per 1000 population *
- Expenditure on planned refurbishment
- Number of PCs replaced against % needed *
- Staff turnover
- Annual items purchased per 1000 population *
- Time to replenish lending stock

6.9 **Conclusions**

- 6.9.1 The results of the work to test and develop the emerging vision have not resulted in significant contradictions and therefore the need for major change.
- 6.9.2 The results of the work to test and develop the emerging vision have resulted in a significant increase in knowledge and understanding about the detail of the vision, i.e. the what, the where and the how. The final vision in the next section takes account of the results of this work, and this should then be used as the brief for the development of vision implementation plans.

7.0 THE VISION

7.1 Purpose of the Service

7.1.1 Libraries the Wigan Way means a combination of accessible materials, services and spaces that support the development of a knowledge economy by signposting customers to information, learning and their community.

7.2 What the Service Will Achieve

7.2.1 *High Level Objectives, Performance Measures and KPIs (4/8/4)*

Development of a Knowledge Economy

- No of library visits per 1000 population*

Signpost Customers to Information

- Appropriate place for public service information
- People can find information*

Provide a Range of Learning Opportunities

- Level 4 at KS2 English
- Key Stage 1 Literacy
- % Population with basic literacy skills*
- % Population with NVQ level 2

Support Community Networks

- Number of Community Groups in the area*

7.2.2 *Service Level Objectives, Performance Measures and KPIs (14/67/19)*

Signpost Customers to Information (4/17/4)

Provide Access to Learning:

- Associated member of IAG Partnership
- No accessing learning opportunities*
- No of people referred to courses

Provide Access to the Service:

- Libraries meeting Access Standards*
- Libraries meeting Signpost Standards

Provide an Access Point for Information:

- Library Satisfaction : Information*
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- Individuals using PC learning packages
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- No of electronic workstations per 1000 population
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Supporting the Development of Skills:

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- No starting skills for life courses

Improve Access to a Quality Bookstock:

- Number of Issues
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- Time to replenish lending stock

Using ICT to access/deliver services:

- Individuals using PC learning packages*
- No of electronic transactions
- No of electronic workstations per 1000 population
- No of static points with public internet access
- % requests for books met within 7 days
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- % requests for books met within 30 days
- No of visits to the website per 1000 population

Support Community Networks (4/20/5)

Ensure Community Access:

- % library users from BME groups
- % households within 1 mile of a static library
- % households within 2 mile of a static library *

- Aggregate opening hours per 1000 population *
- % opening hours outside 9-5 Mon-Fri
- No of library visits per 1000 population

Provide relevant Community Services:

- CAMP rating
- Groups using the library as a primary base*

Improve Access to a Quality Bookstock:

- Number of Issues*
- Number of Items available for loan
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- No of visits to the website per 1000 population

Effective Use of Resources (1/8/5)

- CAMP rating *
- Average days sickness per employee *
- Expenditure per 1000 population *
- Expenditure on planned refurbishment
- Number of PCs replaced against % needed *
- Staff turnover
- Annual items purchased per 1000 population *
- Time to replenish lending stock

What Types of Service Will Be Provided?

7.2.3 To support the delivery of knowledge economy outcomes and to directly deliver outcomes relating to information, learning and the community, libraries should always be co-located with other services. Stand-alone location means isolation and dislocation from other services that are delivering these outcomes. Careful consideration is needed as to what types of service are appropriate to locate with, in each instance.

7.2.4 Services that should be considered to be co-located with libraries and in which circumstances are detailed below:

- Other public services that may be grouped together to form a Customer Service Centre – To provide easy access to public services in areas of larger population, e.g. Wigan, Leigh, and townships, but not neighbourhoods.
- Education and Learning Service providers to develop a specialist learning environment at a local level, e.g. schools.

- Cultural Services, e.g. Integrated Arts Facilities at a Wigan, Leigh or township level.
- Services targeted at, and more easily accessed by young people, e.g. Surestart; Leisure Centres.
- Local Community Services at a neighbourhood level, e.g. retail, Community Centre, Health Facility.

7.2.5 ICT is a generic service that is essential to access information and learning opportunities. It should be at the heart of any library provided anywhere and be used to encourage digital skills and e-Government services.

7.2.6 Core Services that directly support the delivery of Information, Learning and Community Outcomes.

Information

- People's Network
- On-line catalogue of materials and service
- Specific Information Services, e.g. Children's, Adults, Local Information

Learning

- Reading Groups
- Learn Direct
- Literacy Projects
- Numeracy Projects
- Basic Skills Projects
- Bookstart
- Schools Library Service

Community

- Community Information
- Community Projects
- Care Services

7.3 Where Services Will Be Located

Town Libraries Co-located in Wigan and Leigh

7.3.1 In Wigan and Leigh a Premier service should be provided. In Wigan this should be as part of a Joint Service Centre as proposed within the PFI project. Whatever happens with the PFI project, the current building is not suitable for a Premier library and provision of a Joint Service Centre should be progressed. In Leigh the library should be further developed at the Turnpike Centre as part of a cultural facility. Further work is needed to consider the options for extending and developing this facility. In both facilities the library should be the shop front.

Area Libraries in Area Joint Service Centres

7.3.2 Below the level of two Town libraries, consideration should be given to 3 or 4 Area libraries that are ideally located within Area Joint Service Centres. These should be co-located and integrated with other service providers. The facilities assessment considered Ashton, Atherton and Standish as the appropriate locations for the next level of libraries. These are also the sites identified initially as Premier Access Points, along with Golborne, to implement the Council's Access to Services Strategy. Location of these facilities should be as close as possible to the retail area, and the library should be the shop front of the Joint Service Centre. Work with other service providers should take place to assess the most appropriate location.

Community Libraries in Community Facilities

7.3.3 Below the level of Area libraries, consideration should be given to the provision of flexibly provided Community libraries that could be located within:

- wider community facilities
- education and learning facilities
- services targeted at and more easily accessible to young people

Once again, locations close to retail areas would be the main preference for location, with the library acting as the shop front. Work with other service providers should take place to assess the most appropriate location. If these libraries were flexibly provided in terms of staffing, ICT, and virtual facilities, it may be possible to retain the current number of facilities by sharing buildings and staff.

Outreach Libraries supported by the Library Service and managed by the Community

7.3.4 In locations that express a need for a library and are not near to an existing static library, but do not warrant a service managed and staffed by the Library Service, consideration should be given to an outreach library. This service would be enabled by the Library Service but managed by the community. The Library Service would support this service with basic book stock and People's Network Computers. The community would be contracted to deliver to a level of service that means outreach libraries can be considered part of the overall Library Service.

7.4 How the Service Will Be Provided

Mixed Provision

7.4.1 The service will be provided in a mixed way that creates a balance. Balanced in terms of hierarchy: Premier, Area, Community. Balanced in terms of types of co-location: Joint Service Centres, Education and Learning Facilities, Cultural Facilities, Community Facilities (ref 3.4.1, 3.4.2).

Lifestyle Link

7.4.2 Services should be provided that link to people's lifestyles so the library is easily accessible and not an effort to use. This means being close to the retail area

where people go, and being provided with other services where people already are, is essential.

Social Inclusion

7.4.3 All elements of the Service need to ensure that easy access to the Service can be provided to all members of the community. In particular, barriers to access and use for particular socially excluded groups need to be eliminated so these communities, groups and individuals are able use the library to support the development of their full potential.

7.4.4 To ensure all elements of the community can access the Service, the following issues need addressing:

- To develop community profiles for each library that identify the make up of the community; key community networks; key community needs; key barriers to use of the library; recommendations for how opening hours, programming, materials, ICT and marketing should be adapted to suit each library.
- Ensuring that all staff have been made aware and trained to improve access to those who may be excluded from the Service.
- To reduce anti-social behaviour at libraries, as this could result in reduced use by those most unlikely to use the library.
- To ensure regular consultation locally with non-users and socially excluded groups, so the operation of individual libraries can change their operation to meet local needs.
- To provide better information to specific socially excluded groups about the service provided and how they can best access these services.
- To provide training and support to socially excluded groups to improve the use of ICT.

7.4.5 To ensure that the following groups are given individual consideration about the barriers faced and action needed to ensure they can access the Service:

- People with a disability
- People with a visual impairment
- People with a hearing disability
- People with health problems
- People with learning difficulties
- Black and Ethnic Minorities, Refugees and Asylum Seekers
- Carers
- People living in poverty, homeless or vulnerably housed
- People with low literacy levels
- People Unemployed
- Prisoners
- Ex-offenders
- Gay, lesbian and transgender

Cost vs Benefit

- 7.4.6 The Library Service in Wigan will never be a high quality service, receiving comparatively high levels of funding and therefore performing excellently. Realistically, the Service will aim to provide a quality that meets local people's needs. This will be done by good consultation and engagement with local people and setting service standards that are relevant to Wigan. Additional funding of £300,000 per annum will allow the Service to progress from its present status of fair (having progressed from poor by service improvements without additional funding) to a good service.
- 7.4.7 By providing services in a more flexible way with other service providers, it will be easier to demonstrate libraries' contribution to broader knowledge, learning, information and community outcomes.
- 7.4.8. Being prepared to move from existing buildings to more appropriate buildings with co-location will reduce costs.
- 7.4.9. Joint use of buildings and staff will provide cost efficiencies.
- 7.4.10 Self-service and volunteering will support increased opening hours.

The Buildings

- 7.4.11 Buildings should feel modern, light and airy. Parts of the library need to be designed to meet the needs of the people that are going to use it, e.g. children, young people, those studying.
- 7.4.12 The library should be clearly visible through the window and from any shared reception area. In this way people will be led to the library, and when libraries are not staffed, self-service will be possible.
- 7.4.13 Access to buildings should be improved on a rolling programme.
- 7.4.14 Toilet facilities should be considered each time a library is improved.
- 7.4.15 The Mobile Library Service should be reviewed to ensure it improves access by the community to the Service. This should include replacement of vehicles.
- 7.4.16 The development of static libraries should be partly funded by the Council and other partners where they deliver corporate agendas for the Council and other partners.
- 7.4.17 Prudential borrowing raising capital through annual revenue payments should be considered where funding cannot be found to support the development of library buildings.
- 7.4.18 Consideration should be given to locating near supermarkets where this fits with local need and is feasible.
- 7.4.19 Where libraries are located with public service access points, consideration should be given to when receptions are integrated and when they are separate, dependent upon local needs and service synergies.

- 7.4.20 Where libraries are located in schools, integrated use of the community and school library should be achieved.
- 7.4.21 When considering future re-location of libraries, the following should be considered:
- asset management work carried out by the Trust
 - community needs profiles
 - current usage patterns of the library
 - possible opportunities for high street location
 - possible opportunities for co-location
- 7.4.22 Co-location proposals should be assessed against the baseline criteria of:
- a central location
 - adjacent to shops
 - good public and private transport
 - potential for use by new users
 - likelihood to retain existing users
 - synergy of other services with the Library Service
 - the likely footfall past or into the building
- 7.4.23 Qualitatively, the image of a high street bookshop appears to offer the ideal model for buildings, including: themed rooms/weeks/nights; refreshments and toilets.
- 7.4.24 The look and feel of the building should be: warm and inviting; light and airy; comfortable; bright and cheerful; comfy with sofas.
- 7.4.25 Wigan Town Centre should be developed through the PFI potential development. However, if this is not progressed, the options for developing the existing building or closing the library and running a town service through the other libraries in Wigan should be developed.
- 7.4.26 Proposals to better integrate the Turnpike Gallery and library should be developed.
- 7.4.27 The refurbishment of the 4 area libraries should be used to progress ideas about the development, look and feel of the library.
- 7.4.28 Community transport solutions should be considered to improve access to existing and new buildings.
- 7.4.29 There are opportunities for location with doctors' surgeries and children's centres and these should be thoroughly investigated for community libraries.
- 7.4.30 The development of the Platt Bridge Project should:
- develop the idea of a co-located library
 - consider how a public and school library should be integrated
 - consider how a library might be linked to children's services
 - develop the idea of joint management arrangements

7.4.31 The development of projects put forward by the community (e.g. Winstanley and Pembeck) should develop the idea of outreach libraries.

Opening Hours and Staffing

7.4.32 In Town libraries, having specialist staff to provide learning, meet information needs and deal with customer enquiries will be essential. These staff may also deal with queries from Area and Community libraries. Self-service would be one way of books being issued. Less staff will be counter based.

7.4.33 In Area libraries a number of joint staff may manage the library with specialist staff, in terms of learning and information needs being available at various times. On-line ICT could be used for enquiries. Self-service could be used to issue books when staff are not available.

7.4.34 In Community libraries, joint staff may manage the building. Volunteering could be developed to deal with queries. On-line ICT could be used for enquiries. Programmed learning activities could take place, as appropriate, and as part of a wider learning programme. Self-service could be the main way of issuing books .

7.4.35 All libraries will have staffing in some form, whether it be dedicated staff, joint service staff or volunteers, to ensure that there is an inviting environment that can be easily accessed.

7.4.36 Teams of specialist staff will be based at the two Premier libraries but will visit the Area and Community facilities, e.g. Information Services, Learning Support, Children's Services, Care Services (ref 3.4.2, 3.4.3).

7.4.37 Consideration should be given to using 'Opening the Book' to deliver staff training to support the change management process.

7.4.38 The use of improvement teams and staff conferences to engage staff in the change process should be developed.

7.4.39 Responsibility, accountability and targets should be delegated to those people in the best position to deliver.

7.4.40 Appropriate reward schemes should be developed for those staff that deliver against targets.

7.4.41 Where new developments with an increase in responsibility for staff are implemented, the grade of staff should be re-assessed.

7.4.42 Opening hours should be developed with the following being the main criteria:

- to meet local needs
- to extend weekday evening openings

7.4.43 In extending opening hours consideration, if feasible, should be given to:

- meeting the Public Library Standards for total opening hours
- extending opening hours on Sundays

- 7.4.44 The Town and Area libraries should consider training all Library Assistants to answer basic enquiries when they are on the library floor.
- 7.4.45 Customer care training will be needed to ensure staff are equipped with interpersonal skills and that a uniform standard of customer care is delivered across the Library Service.
- 7.4.46 Staff training is needed in the efficient use of electronic networks and other on-line information.
- 7.4.47 Consideration should be given to locating staff within the People's Network areas of the library, specifically to help people find their way around the internet.
- 7.4.48 Joint staffing arrangements need to be considered carefully to ensure they benefit the user.
- 7.4.49 Where services are co-located, staff should work together to promote themselves as one service.
- 7.4.50 Safety and security need considering for front-line staff.
- 7.4.51 Support and resources are needed for staff to respond to changes.
- 7.4.52 Libraries will be open for longer hours due to a more flexible approach involving shared staff, self service, volunteers.
- 7.4.53 Operations need to be managed smoothly to ensure development activities can be managed and integrated into the Service and staff morale remains high. Consideration needs to be given to the smooth operation of the Service, which will be achieved in future.

Programming

- 7.4.54 Each library will have a programme of activities that are clearly published and marketed to the community.
- 7.4.55 Libraries should be developed to lead the delivery of a borough wide information strategy and promoted as centres of knowledge management.
- 7.4.56 Libraries should be linked to the development of Township Forums, ensuring that new developments are community driven.
- 7.4.57 Volunteers should be developed in partnership with the CVS, and they should be used to help share the knowledge of the library, support the use of the People's Network and tutor in basic skills.
- 7.4.58 The development of business surgeries for small to medium sized enterprises should be considered in partnership with Regeneration, the Chamber and the Prince's Trust.

- 7.4.59 A full time development officer (and fundraiser) should be employed to find fundraising opportunities, carry out consultation and develop programmes for activities in the following areas:
- children, young people and families
 - lifelong learning
- 7.4.60 Surestart story bags should be developed.
- 7.4.61 A consultation programme should be undertaken with children, young people and families (including 0-8s), and to identify needs.
- 7.4.62 Family programmes of activity should be developed, including ICT learning with the option to extend to home based learning.
- 7.4.63 A young persons' programme of activity should be developed, including multi media software and related to creative and literacy themes.
- 7.4.64 A consultation programme should be undertaken with adults with basic skill needs, both independent learners and parents.
- 7.4.65 Partnership with external providers of information should be built upon and extended.
- 7.4.66 All libraries should be able to signpost people to the correct information or service, backed up by good training and a quality network system.
- 7.4.67 The current range of Local Government services that the libraries provide should be reviewed to ensure that there is adequate demand, staffing, and that they enhance the Library Service's core mission.
- 7.4.68 The Library Service should work in partnership with external organisations to provide advice about other public services. This should be in the form of surgeries or location of enquiry desks, or offices within the libraries. The nature and extent of this provision should be determined by the needs of the individual library catchment area.
- 7.4.69 Leigh Library should continue to provide an out of hours telephone service. It needs to be invested in by providing more telephone lines and staff to answer enquiries directly and advertised more widely.
- 7.4.70 All other libraries should be able to answer basic enquiries and signpost people to the correct information or service, but should not be advertised as providing call centre services.
- 7.4.71 Themed rooms, themed weeks of activity and themed nights should be developed.
- 7.4.72 Further development of key actions with the Education Department should be developed:
- Family Learning Activities
 - Joint Consultation

- Young Roots funding projects
- Adult and Community Learning
- GCSE projects that utilise the library setting
- Extended Schools

Materials

- 7.4.73 The range of materials will be increased.
- 7.4.74 Town libraries will have a full range of extended materials, with the Materials Fund being concentrated on these libraries.
- 7.4.75 Area libraries will have a smaller range of stock.
- 7.4.76 Community libraries will concentrate on paperback, early years and community materials.
- 7.4.77 Access to higher and further education materials will be negotiated with HE/FE Colleges and with certain schools over a period of time.
- 7.4.78 Regular stock renewal will take place and will involve user consultation.
- 7.4.79 Where materials are on display they will be attractively laid out to meet the needs of the user.
- 7.4.80 Careful consideration will be given to the need for hard copy, as opposed to electronic information.
- 7.4.81 The Schools Library Service and Bibliographic Service should be considered for joint commissioning with other local authorities.
- 7.4.82 Book purchases (including text books) need to be targeted to meet the needs of the disadvantaged, as the digital divide will mean use of this medium becomes more important to those who cannot access digital mediums.
- 7.4.83 Consideration to selling books should be developed.
- 7.4.84 Partnerships with booksellers need to be developed to look at opportunities for book stores within libraries.
- 7.4.85 Consideration should be given to the purchase of large stocks of newly launched books.
- 7.4.86 Consideration should be given to developing a Service where books can be ordered and delivered.
- 7.4.87 The Schools Library Service should be extended to include fiction.

Marketing

- 7.4.88 Marketing needs to target socially excluded groups and this should include:

- providing leaflets in large prints and alternative formats
- ensuring the website is updated, accessible and relevant to all groups
- encouraging people to gain confidence and use libraries through partnership working, e.g. careers partnerships
- organising open days and library visits
- using reader development initiatives to extend enjoyment of reading
- ensuring all events and activities are inclusive

7.4.89 The level of service to be provided at each library will be clearly published, with a Library Charter and Customer Service Standards.

7.4.90 Each library will have a programme of activities that are clearly published and marketed to the community.

7.4.91 The brand of the library needs to be kept but developed, and the name 'library' should not be lost in any advertising.

7.4.92 Products provided need to be designed to meet the needs of those people using the library and those that services are being targeted towards.

7.4.93 Products should be free at the point of delivery.

7.4.94 General brand promotion will take place to raise people's awareness about what a modern library is and how to use it.

7.4.95 Customer and community profiling will be the main way of promoting the service provided to relevant users.

7.4.96 Whilst services need to be targeted with an emphasis on non-users, work needs to be done to ensure core users are retained.

7.4.97 An attractive library membership form needs to be developed which includes options to be on particular mailing lists for different libraries and different activities.

7.4.98 Work in partnership with grass roots community organisations should take place to re-focus publicity for library provision for adults, so that it is more accessible for currently excluded groups.

7.4.99 Work needs to take place to launch and communicate the new library vision in plain English.

7.4.100 A leaflet needs to be made available to let people know what is available in their libraries.

7.4.101 External banners should be considered for promoting the libraries.

7.4.102 Advertising should happen in local papers, e.g. cinema listings concept.

7.4.103 The **brand idea** should focus on using the theme 'explore', as this focuses on what is going on in libraries, implies broadening of horizons, links global and local, and repositions libraries as something a bit more exciting and appealing to young people. The development of the brand should include:

- a brand promise based on delivering a new experience
- the idea of the library as an exploration portal
- products and services, behaviour, the built environment and communication being linked to the idea on an exploration portal
- the brand strategy relating to the three proposed levels of libraries, i.e. Premier (town), Area and Community
- developing the concept of explore books/butterfly, which is based on transformation through learning at Wigan Libraries and includes: opening minds and doors to further learning opportunities; the metamorphosis of a butterfly reflecting the growth of individuals' learning and knowledge; a reference to books through the symbol, with the analogy of pages of books to butterfly wings; links to the green issues of Wigan
- the title of 'explore wigan libraries' linked to the book/butterfly logo
- the use of the concept for the design of web pages; membership cards; uniforms; external banners/signs; internal signs; zoning the internal layout and sections of the library; developing the external look of the library; developing the internal look of the library.

7.4.104 If the 'explore' theme is used, it should be made clear what people can expect to get from a library.

ICT

7.4.105 Libraries should be at the cutting edge of the e-government agenda and should be used to deliver the e-government agenda.

7.4.106 Up to date hardware and software will be available in all libraries.

7.4.107 All materials will be accessible for booking at all service points via an online catalogue.

7.4.108 An emphasis should be placed on developing virtual services 24/7/365.

7.4.109 The People's Network should be made sustainable.

7.4.110 Links should be made with Wigan and Leigh College to ensure shared catalogues.

7.4.111 An adequate repairs and renewals fund should be made available for ICT.

7.4.112 Work should take place in partnership with other libraries and the private sector to develop ICT systems and content.

7.4.113 Provide learning tools to help the public understand and use technology and e-government services. This could include:

- young people's computer courses or clubs
- basic e-services and courses
- older people's computer courses or clubs

7.4.114 Work in partnership with, or as a portal for, other organisations to provide information, events and guidance. This could include:

- Local businesses and organisations, i.e. surgeries
- Further and Higher Education, i.e. outreach courses, reading lists, ICT programmes to support HE/FE courses
- Council services, i.e. set aside of PCs purely to provide Council information

7.4.115 Wigan Library's website currently lists the information it holds that may be of use to business users. This can be expanded to include links to other sources of information including local business information and market research.

7.4.116 Relevant departments should work together to ensure cost effective solutions and sustainability of ICT provision in libraries: for example, the Trust and the Council's IT Department, in delivering sustainable programs for ICT development and maintenance.

7.4.117 Librarians already receive ICT training and this should be formalised and reviewed to ensure it is spread evenly throughout the Borough.

7.4.118 The Library Service is implementing the Talis signpost facility, which is capable of returning searches not just about the media held by the library, but also resources subscribed to by the library and any information held about local groups, societies and other local information.

7.4.119 Librarians should be kept up to date with all authoritative sources of information on-line so that they can provide authoritative signposting to users. In practical terms, this means librarians need to be given the time to search the web and a budget with which to try out information subscription services to test their value.

7.4.120 Catalogue support should be further developed, and users should be able to view listings of media, place orders and renew media on line.

7.4.121 The Library Service should signpost enquirers to reliable internet sites and extend the on line information service to other subscriber sites.

7.4.122 The library should develop a portal to signpost enquirers to Government and public service information web sites that have been verified by the Library Service.

7.4.123 Flexible computer training courses should be provided to the public.

8.0 MOVING THE VISION FORWARD

- 8.1 Implementation plans will be developed in 2005 for the first three years of the vision. These plans will cover the five vision themes identified above (23). These plans will use an additional £300,000 per annum revenue funding that has been allocated to deliver the vision.
- 8.2 The Buildings Implementation Plan will focus on:
- the development of Wigan and the Turnpike Town Centre Libraries, both of which it is hoped will receive funding in 2005;
 - the development of four Area libraries, of which funding has been allocated to refurbish Golborne and Ashton;
 - the development of Platt Bridge Community Library, which is due to open in 2006.
- 8.3 The Implementation Plans will set clear targets against key performance indicators, with the main priority being on increasing participation. As a minimum, the target for 2005/06 will be an increase in library visits of 10%. The Implementation Plans will also set out key activities, milestones and responsibilities.
- 8.4 At least annually the Implementation Plans will be taken for review and agreement to the Board of the Trust.
- 8.5 The Three Year Implementation Plan will be flown down into the Service's Three Year and Annual Delivery Plan. This is reported on internally quarterly each year.

APPENDIX A – KEY REFERENCE DOCUMENTS

- 1 Notes from Peer Group meetings
- 2 Notes from Best Practice visits
- 3 Best Practice Research Papers (ABL Cultural Consulting)
- 4 Views of Staff, Users & Non-Users
(Non-User Review of Library Services – Wirthlin Europe)
- 5 Notes from Spatial Strategy meetings
- 6 Wigan Libraries – An Identity (Bisset Adams)
- 7 Notes from meetings with the Education Department
- 8 Performance Management Framework Diagrams

The above documents were the key pieces of research to test the outline vision.

APPENDIX B – IMPLEMENTATION PLANS

1 Programme Summary

2 Individual Plans:

- Buildings
- Opening Hours & Staffing
- Programming
- Materials
- Marketing
- ICT