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Report of the Assistant Director (Lifelong Learning and Culture)

Library Service Restructure

Summary

1. The purpose of this report is to seek comments from the Executive Member and Advisory Panel on a new staffing structure for the Library Service, prior to it being referred to Full Council.

Background

2. Since the publication of the government's vision for Public Libraries – Framework for the Future in 2002, there has been fundamental change in both the delivery and direction of library services nationally.   This has been reflected locally in a series of reviews over the last 2 years – the key ones being the Scrutiny Report – Putting Libraries at the Heart of the Community and the IDeA Peer Review.

3. These reviews set out a vision for the service and make recommendations for change necessary to realise that vision:

Scrutiny report

- Roles and responsibilities of all staff must be clarified

- Service delivery must be designed around the promotion of reading rather than looking after books

Peer Review

- A structure is needed where line management responsibilities, job descriptions and working practices enable staff to deliver a quality service

- The service's priorities must be clarified and made explicit ensuring that staff activity is focussed on their delivery

4. As a response to these recommendations the staffing structure needs to change so that it can work as a single entity to meet the challenges of delivering a 21st century library service.

Consultation

Leisure and Heritage Scrutiny Board 2005

5. The Leisure and Heritage Scrutiny Board produced its final report, *The Council's Library Services - Putting Libraries At The Heart Of The Community* in

September 2005. This report gave the service a very clear vision for the future – *one that puts learning at the heart of the service and centres around the principle that libraries should not just be libraries but places that add value to their communities in a whole host of ways. They should be spaces that are:*

- Modern, contemporary - designed to meet the needs of the communities they serve

- Outward looking - connected with the surrounding landscape and community, drawing people in

- Welcoming - where staff are proactive in helping people make sense of the complex world of information sources

- Customer first - combining the design principles of a modern layout of a bookshop with the traditional values of a library service

- Engaging – inspiring people to join a reading group or a homework club, listen to storytelling, sign up to an evening class, discover their family history, have a coffee, meet new people, surf the internet, access any book ever published, look for job opportunities, learn with their families, hire the latest DVD, access information that enables them to make informed life choices and supports independent living

IDeA Peer Review

6. One key outcome of the Peer Review that underpins the restructure has been the delivery of a programme of cultural change through Go MAD (Make a Difference) thinking consultants. Transformational change can only be achieved if it is built upon a fundamental shift in the culture. We wanted to begin the transformation of the service through the thinking of our staff. Every member of staff has been through the programme which had the following aims:

- Building a common language and methodology for service transformation
- Clarifying leadership roles and responsibilities
- Gaining employee buy-in to the vision for and aspirations of the service
- Developing a personal responsibility culture
- Replacing a problem-focused orientation with a possibility-based mindset
- Raising ambition and increasing confidence to deliver
- Developing skills to motivate, support and challenge self and others
- Stimulating creativity and innovation
- Promoting effective teamwork by building productive relationships with peers and partners
- Improving communication and raising profile internally and externally

Staff Consultation

7. The decision was taken to restructure the service to enable it to realise this vision and a model was created to state its aims and intended outcomes. The Model in Annex A sets out the activities that would involve staff in the consultation. Our aim was to keep staff informed through the process and involve as many as possible in work on how the new structure might look and

work. This was an opportunity for staff to use the skills and techniques they learned on the Go MAD programme.

8. A letter was sent to all staff on 15 June 2006 explaining why a restructure was needed and what the process would be. The letter asked staff to return a proforma detailing how they wanted to be involved in the process. This was followed with a newsletter which was also sent to every member of staff along with a copy of the Model.

9. There have been a number of small groups looking at different parts of the service led by the library management team. The work done by these groups has informed the final proposed structure and raised issues that will form the basis for a 5 year plan which will look in more depth at different areas of the service. The dialogue with staff has continued since the publication of the proposed structure. There has also been a meeting with Unison to discuss the new structure.

Options

10. The proposed structure is set out in Annex B. Key elements of this are:

- Three new strategic areas are proposed – Learning; Reading and Information; Children, Young People and Families. These areas will be led by a strategic manager, with the lead for Learning being taken by the Head of Service as it has a wider application across Libraries and Heritage

- It is proposed that these areas will be headed by strategic managers whose role will be key for the development of the service – building partnerships and representing the service locally and nationally. They will also create the bridge between policy and practice – supported by the Area Manager role, ensuring that all staff are clear about their roles and responsibilities and that the service is operating as "one service"

- The Performance and Quality role will ensure that continuous improvement is embedded across the service and will facilitate intelligence led planning. It will also lead on producing community profiles to support the work of community engagement

- The library service has 3 IT networks: the Flexible Learning Centres network, the People's Network and the Library Management System (Unicorn). These will be managed by the IT Development role, liaising with corporate IT and developing innovative use of IT

- There are a range of specialist roles which will concentrate on areas that have been identified as priorities for the service – for instance, Family and Local History, Read Write York, Schools' Liaison and Young People

- Community engagement is a priority for the way in which we will deliver our services and the Area Manager role and the Lending Services Manager role will lead on this – they are ideally placed to develop links with their communities. This function will be supported by the Customer Service Managers. This will enable each library to understand its community better and work with local people more effectively

- The Reference and Information function is a key element of a modern library service – providing a high quality enquiry service that is not available anywhere else. This will be supported by a team of Information Specialists who will be trained to deliver a high level reference and information service

- Extra staffing hours have been put into the community libraries to enable them to better deliver the frontline service. It has also been possible to increase opening hours by 16 hours a week and reduce the amount of single staffing

- To ensure that policy is understood and delivered across the service, there will be a number of "champion roles" within the 3 strategic areas. This concept will be developed after the new structure is in place. It is also designed to give all staff opportunities to develop their skills

- The caretaking function will be managed by Neighbourhood Services as a part of their overall caretaking service for the Council. The details of this are still in negotiation, but it will be within the existing budget

- Relief staff will be booked centrally by the administration team at Back Swinegate, thus freeing up staff time to deliver the service

11. The structure will be supported by a number of teams:

- **Library Strategy Team** – led by the Head of Service with the Strategic Managers supported by the IT Development Manager and the Performance and Quality Manager as needed. This team will consider regional and national initiatives, Framework for the Future action plan and determine the direction of the service – this will include taking forward the Asset Management Plan; the implementation of the concept of Library Learning Centres and the marketing of the service

- **Library Management Team** – led by the Head of Service with the Strategic Managers; the Area Managers and the Lending Services Manager; IT Development Manager and the Performance and Quality Manager. This team will turn policy into practice, inviting other staff as required. It will monitor progress on the 5 year plan, budgets and performance indicators

- **Quality Improvement Team** – led by the Performance and Quality Manager. This team will also continue the Go MAD work – ensuring it is sustained

Analysis

13. Through the implementation of these measures we will refocus the staff team on the core priorities outlined above. In so doing we will deliver the proposed budget savings of £30k within the Leisure and Culture budget portfolio whilst increasing the available opening hours to the public by 18.5 hours per week – allowing the service to move closer to the national standard on opening hours. There will also be a substantial reduction in single staffing. There will be the possibility of redundancies, but we will work to minimise this through the redeployment process.

Corporate Objectives

14. The new structure will enable the service to focus on the revised corporate priorities in the LAA and the Corporate Improvement Statements. It will also enable it to better meet the five Lifelong Learning and Culture priorities:

- Making York more eventful
- Engaging in learning
- Being healthy
- Building, stronger, safer and greener communities
- A vibrant cultural infrastructure

Implications

15. The report has the following implications:

Financial

16. The table below shows that in 2007/08 the total cost of the staffing structure and arrangements set out in this report total £1,497k. Total funding available in 2007/08 including the existing budget for the current structure and a number of other funding sources total £1,536k. The resulting budget surplus of £39k will ensure that the budget saving already included in the 2007/08 budget of £30k will be achieved.

17. It should also be noted that the maximum cost of the new structure (if all staff have reached the top of their respective grades) only generates a saving of £9k when compared to the maximum cost of the existing structure. All though it would be unusual for this situation to arise in practice, if it did further savings of £21k would need to be found within the service to maintain costs within the approved budget.

	New Structure 2007/08 £	New Structure 2008/09 £	Max Cost of New Structure £
Cost of New Staffing Structure	1,425,790	1,446,250	1,476,990
Provision for Relief Staffing	45,360	45,360	45,360
Caretaking charge from Neighbourhood Services	25,700	25,700	25,700
TOTAL COST	**1,496,850**	**1,517,310**	**1,548,050**

Funded By:			
Current Staffing Structure	1,385,650	1,399,470	1,406,660
Relief Staffing Budget	63,850	63,850	63,850
Current Contribution to Flexible Learning Centres:			
- Library	20,000	20,000	20,000
- Adult Education	20,000	20,000	20,000
Early Years Contribution to Book Start	10,820	10,820	10,820
Arts Contribution to Literature Development	10,000	10,000	10,000
Homework Help Clubs (Ceasing Service)	19,300	19,300	19,300
Bookstock Budget Transferred	6,000	6,000	6,000
TOTAL FUNDING	**1,535,620**	**1,549,440**	**1,556,630**
Budget Surplus	38,770	32,130	8,580

Human Resources

18. The HR Service has been consulted in the management development of these proposals. The procedures by which management can implement the proposals are contained within the Council policies for Managing Change. The implementation will also need to be managed in accordance with the existing vacancy management procedure and establishment control procedure.

19. This proposal has significant HR implications. The current structure has 67.5 FTE, with the new structure having 67 FTE. The service is currently running with a vacancy of 3.38 FTE.

20. The revised structure contains a large number of new and revised posts. Therefore a number of posts have been deleted from the current structure, placing the staff in these posts at risk of redundancy. There are a significant number of staff that are currently in posts that will be deleted and are therefore directly affected by this proposal. These staff will be placed on the redeployment register and suitable alternative posts sought. There are a number of new posts within the revised structure which may be suitable alternatives for staff at risk. However, this is dependant on the posts being deemed a suitable match for individuals.

21. Redeployment will be actively sought for all staff affected by this proposal. However, if redeployment cannot be found for all staff concerned, redundancy costs will need to be factored into this proposal. Precise details of costs cannot be provided until the outcome of the redeployment process is known.

22. The majority of posts have been benchmarked by HR (subject to the outcome of job evaluation) and the grades confirmed. Due to time constraints, the reminder of the benchmarking will be completed prior to the assessment for change meeting, if the proposal is taken forward.

23. The paper also proposes to extend branch opening hours. The additional hours this will create will in the first instance be considered in relation to staff that may be on the redeployment register. If there are no suitable matches, this will be managed in line with the current vacancy management procedure and recruitment controls.

24. The careful management application of appropriate procedures and clear, consistent consultation with staff affected is vital at all stages.

25. Pensions: It is not possible at this time to identify actual redundancies and so the financial implications cannot be quantified. Any such costs will be met from the corporate redundancy and early retirement budget in 2007/08, but should be also be considered against the anticipated first year savings from the restructure proposals.

26. There are no Equalities, Legal, Crime and Disorder, Information Technology, Property, or other implications.

Risk Management

27. Key issues are:
    - Change on this scale will need to be effectively managed. We have made a start on this through the Go MAD training, which has equipped staff with the skills to manage and understand change. The new structure will better facilitate communication and will support staff more effectively
    - There will need to be a period of "bedding down" the new structure and this will be reflected in the Service Plan for 2007/08
    - There is a risk of redundancies and we will work closely with HR to minimise this through the redeployment process

Recommendations

28. The Executive Member and Advisory Panel is asked recommend to Council the approval of the new staffing structure set out in Annex B.

    Reason: To align the library service with national and local priorities

Contact Details

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Report Approved | √ | **Date** *05/01/07*

Charlie Croft
Assistant Director (Lifelong Learning & Culture)

Report Approved | *tick* | **Date** *Insert Date*

Specialist Implications Officer(s)

Richard Hartle	Jo Brighton
Finance Manager	HR Advisor
LCCS	LCCS

Wards Affected: **All** | √ |

For further information please contact the author of the report

Background Papers:

Putting Libraries at the Heart of the Community – report to the Executive
The IDeA Peer Review

Annexes
Annex A – Existing structure
Annex B – New structure