



Brighton & Hove  
City Council

# Overview & Scrutiny

Title:	<b>Culture, Tourism &amp; Enterprise Overview &amp; Scrutiny Committee</b>
Date:	<b>24 November 2011</b>
Time:	<b>4.00pm</b>
Venue	<b>Council Chamber, Hove Town Hall</b>
Members:	<b>Councillors:</b> Brown (Chair), C Theobald, Deane, Farrow, Hawtree, Hyde and A Kitcat
Contact:	<b>Julia Riches/Karen Amsden Scrutiny Support Officer</b>  julia.riches@brighton-hove.gov.uk/karen.amsden@brighton-hove.gov.uk

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**AGENDA**

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<b>30. ARTS COUNCIL</b> Presentation by Stephanie Fuller, Arts Council.	
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<i>Contact Officer: Paula Murray</i> <span style="float: right;"><i>Tel: 29-2536</i></span> <i>Ward Affected: All Wards</i>	
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<i>Contact Officer: Julia Riches</i> <span style="float: right;"><i>Tel: 01273 29-1084</i></span> <i>Ward Affected: All Wards</i>	
<b>35. ITEMS TO GO FORWARD TO CABINET, THE RELEVANT CABINET MEMBER MEETING OR COUNCIL</b> To consider items to be submitted to the next available Cabinet, Cabinet Member meeting or Council.	

## CULTURE, TOURISM & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE

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For further details and general enquiries about this meeting contact Julia Riches (email [julia.riches@brighton-hove.gov.uk](mailto:julia.riches@brighton-hove.gov.uk)) or email [scrutiny@brighton-hove.gov.uk](mailto:scrutiny@brighton-hove.gov.uk)

Date of Publication - Wednesday, 16 November 2011



## Agenda Item 25

### To consider the following Procedural Business:-

#### A. Declaration of Substitutes

Where a Member of the Committee is unable to attend a meeting for whatever reason, a substitute Member (who is not a Cabinet Member) may attend and speak and vote in their place for that meeting. Substitutes are not allowed on Scrutiny Select Committees or Scrutiny Panels.

The substitute Member shall be a Member of the Council drawn from the same political group as the Member who is unable to attend the meeting, and must not already be a Member of the Commission. The substitute Member must declare themselves as a substitute, and be minuted as such, at the beginning of the meeting or as soon as they arrive.

#### B. Declarations of Interest

- (1) To seek declarations of any personal or personal & prejudicial interests under Part 2 of the Code of Conduct for Members in relation to matters on the Agenda. Members who do declare such interests are required to clearly describe the nature of the interest.
- (2) A Member of the Overview and Scrutiny Commission, an Overview and Scrutiny Committee or a Select Committee has a prejudicial interest in any business at meeting of that Committee where –
  - (a) that business relates to a decision made (whether implemented or not) or action taken by the Executive or another of the Council's committees, sub-committees, joint committees or joint sub-committees; and
  - (b) at the time the decision was made or action was taken the Member was
    - (i) a Member of the Executive or that committee, sub-committee, joint committee or joint sub-committee and
    - (ii) was present when the decision was made or action taken.
- (3) If the interest is a prejudicial interest, the Code requires the Member concerned:-

- (a) to leave the room or chamber where the meeting takes place while the item in respect of which the declaration is made is under consideration. [There are three exceptions to this rule which are set out at paragraph (4) below].
  - (b) not to exercise executive functions in relation to that business and
  - (c) not to seek improperly to influence a decision about that business.
- (4) The circumstances in which a Member who has declared a prejudicial interest is permitted to remain while the item in respect of which the interest has been declared is under consideration are:-
- (a) for the purpose of making representations, answering questions or giving evidence relating to the item, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise, BUT the Member must leave immediately after he/she has made the representations, answered the questions, or given the evidence,
  - (b) if the Member has obtained a dispensation from the Standards Committee, or
  - (c) if the Member is the Leader or a Cabinet Member and has been required to attend before an Overview and Scrutiny Committee or Sub-Committee to answer questions.

### **C. Declaration of Party Whip**

To seek declarations of the existence and nature of any party whip in relation to any matter on the Agenda as set out at paragraph 8 of the Overview and Scrutiny Ways of Working.

### **D. Exclusion of Press and Public**

To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

*NOTE: Any item appearing in Part 2 of the Agenda states in its heading the category under which the information disclosed in the report is confidential and therefore not available to the public.*

*A list and description of the exempt categories is available for public inspection at Brighton and Hove Town Halls.*





**BRIGHTON & HOVE CITY COUNCIL**

**CULTURE, TOURISM & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE**

**4.00PM 29 SEPTEMBER 2011**

**COUNCIL CHAMBER, HOVE TOWN HALL**

**MINUTES**

**Present:** Councillors Brown (Chair); C Theobald, Deane, Farrow, Hawtree and Hyde

**Co-opted Members:**

**PART ONE**

**13. PROCEDURAL BUSINESS**

**13.1 Declarations of Substitutes**

There were none. Councillor Ania Kitcat sent her apologies.

**13.2 Declarations of Interests**

Councillor Mo Marsh declared an interest as a Board Member of the Brighton Dome and Festival.

**13.3 Declaration of Party Whip**

There was none.

**13.4 Exclusion of Press and Public**

In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

**RESOLVED:** That the press and public are not excluded from the meeting.

**14. MINUTES OF THE PREVIOUS MEETING**

14.2 Paula Murray, Commissioner for Culture updated the Committee on the Residents' Card. A group of Officers were looking at the idea, particularly the financial implications. A 'low tech' version that was targeted at less affluent young people was underway.

14.3 The minutes from the 30 June 2011 were agreed.

## **15. CHAIR'S COMMUNICATIONS**

15.1 The Chair welcomed everyone, particularly Andrew Comben, Chief Executive of Brighton Dome and Festival and the Cabinet Members, Councillor Amy Kennedy and Councillor Geoffrey Bowden, to the meeting.

15.2 The Chair informed the Committee that since there had been a late report, agenda Item 24A, she was re-ordering the Agenda to allow Item 24A to be taken after Item 20 as both referred to setting up scrutiny panels.

15.3 The Chair informed the Committee of a number of recent and forthcoming events.

15.4 Brighton & Hove City Council had funded the Brighton & Hove Chamber of Commerce to produce an online guide to local business support provision called the Business Support Finder. The website would be officially launched in October and would act as a one-stop-shop for new and existing businesses to find the assistance they needed.

15.5 September saw the first Brighton Digital Festival which was extremely successful with over 70 events.

15.6 Following the disappointing news that the Brighton and Hove Arts Commission was unsuccessful in its bid for funding to the Arts Council for White Night, organisers had managed to keep the festival on track by pulling in favours and last minute supporters. White Night would be held on Saturday October 29 2011.

15.7 Portslade Aldridge Community Academy (PACA) had now signed the lease for Foredown Tower and had taken possession of the building. It will be used for several things including Adult community courses (eg ICT), and providing a community enterprise base for projects undertaken by 11-18 students from PACA.

15.8 The Royal Pavilion's year-long fashion exhibition *Dress for Excess* had been awarded the Sussex Fashion Outstanding Achievement Award 2011. It was awarded the accolade at the First Sussex Fashion Awards held at the Royal York Hotel in Brighton on 16 September 2011. It runs until 5 February 2012.

15.9 The Sports Development Team organised another successful programme of Summer Fun Sports Courses. A total of 895 young people took part in 67 courses that were offered over the summer holidays.

15.10 City Reads was Brighton & Hove's annual big read – when everyone was encouraged to read the same book and take part in one of the many linked events. This year's title was *The Long Song* by Andrea Levy.

15.11 Whitehawk's marvellous new library was officially opened on Monday 19 September.

## **16. PUBLIC QUESTIONS**

16.1 There were none.

## **17. WRITTEN QUESTIONS AND LETTERS FROM COUNCILLORS**

17.1 There were none.

## **18. PRESENTATION ON THE BRIGHTON DOME AND FESTIVAL**

18.1 The Chair introduced Andrew Comben, Chief Executive, Brighton Dome and Festival. Mr Comben gave a presentation to the Committee on the recent highly successful Festival. The Guest Director was Aung San Suu Kyi who accepted the Freedom of the City during a visit by Mr Comben to Burma. The residents of Brighton & Hove had embraced the themes of freedom, human rights and democracy that ran through the Festival.

18.2 Mr Comben highlighted some of the events of the Festival. There had been a huge range of visual arts including the installation in the old fruit and vegetable market which was collaboration between Lighthouse and the University of Brighton. 38,500 people listened to the installation in Fabrica and 95,000 attended the outdoors events. In St Anne's Wells Gardens, 12,000 people attended over 2 nights to see the fire installation. In Queen's Park, lotus flowers representing political prisoners had been made and people recited lines from the Declaration of Human Rights.

18.3 There were a total of 142 events, attended by 153,000 people involving 10 premises and 30 free events.

18.4 There had been enormous press interest and the 60% rise in press interest since 2008 continued this year. This year's Festival showed that it was a festival of ideas as much as a festival of entertainment. The highlights for next year will be released in October 2011.

18.5 In response to a question about the knock-on effect on arts in the city, Mr Comben told the Committee that it was a very important part of cross-fertilisation of ideas. Resident audiences had been interested in developing work and had been shown work in progress prior to the Festival. The issue of the work of focus groups was raised and Mr Comben offered to share that information with any member: it was too detailed for the current meeting. It did show that the mix of events this year was good. They had the highest ticket sales ever at £800,000.

18.6 Following a question on music venues and the Dome, Mr Comben said that a new music producer had been appointed to work on the programme for the Dome. The Dome had lost out in the past as it was not as big as some promoters wanted. Mr Comben ended by confirming that the funding for the Children's Parade was secure as it was fully funded by the Festival.

18.7 The Committee praised Mr Comben for a fantastic Festival and thanked him for his time in attending the meeting.

## **19. CABINET MEMBERS - CLLR KENNEDY AND CLLR BOWDEN**

19.1 The Chair welcomed the Cabinet Members to the meeting to outline their portfolios and the challenges in their areas.

19.2 Councillor Amy Kennedy, Cabinet Member for Planning, Employment, Economy, and Regeneration explained why the portfolios had been reorganised and her portfolio now included planning.

19.3 The City Employment and Skills (CESP) steering group had been looking at training and apprenticeships for young people. The current employment level in the city was 71% and the city needed 6,000 new jobs to retain this percentage. The revised CESP would be launched on 4 October 2011 at the Economic Partnership meeting.

19.4 A review of the Economic Strategy was starting with partners. It was encouraging to see the progress in environmental industries in the city. Talks were underway with EON about plans for wind farms and the potential for new jobs and new skills.

19.5 The difficult financial climate had led to many major projects stalling. A review would be undertaken in the next few months and there was a role for scrutiny in this. The review would look at what was needed for the city and what could be done on the land available.

19.6 In answer to questions, Councillor Kennedy confirmed that there was increasing partnership working across the region. The Local Enterprise Partnerships (LEPs) had facilitated closer working with other local authorities. Cheryl Finella, Economic Development Manager, explained that the 71% employment figure was below the south east region figure but it was part of a benchmarking exercise. The 6,000 new jobs related to current population projections: these jobs were needed by 2014 just to stay at the same level of employment.

19.7 Councillor Geoffrey Bowden, Cabinet Member for Culture, Recreation & Tourism explained that the economic situation presented the major challenge to the Administration's commitment to the city's cultural offer. The Festival was regarded as the 'jewel in the crown' and partnership was crucial to delivering culture in the city. He highlighted a project being undertaken by the University of Brighton and Wired Sussex called 'Fusion'. The digital sector was playing an increasingly important role in cultural activities and employing significant numbers. He was keen to make culture more accessible to all.

19.8 Changes to Arts Council funding had presented challenges to this year's White Night festival. The Pavilion was performing very well in terms of visitor numbers and provided income which could then help to support the rest of the portfolio. The city's cultural offer was essential to tourism, a sector which contributed more than £730m of economic activity. The range of attractions on offer to tourists had made it one of the country's top destination choices.

19.9 Recent sport-focussed successes include the triathlon and the programme of activities for children in the summer holiday and he reminded the Committee that he had given the go-ahead for triathlon and night/day London to Brighton cycle ride. The city was working to become a premier eco-tourist attraction and use the opportunities arising from the creation of the National Park. An increasing number of hotels were improving their green credentials, including Jurys Inn.

19.10 Improvements had been made to the Brighton Centre, which was at 68% capacity and making an important contribution to the city's economy. The challenge was to determine what arrangements to make for this site in the longer term.

19.11 The library facilities in the city were praised and their role as 'community hubs', was to include enabling access to council services.

19.12 In answers to questions, Councillor Bowden emphasised the range of music venues which were available in the city and praised recent initiatives to improve library services. He confirmed that a balance was being struck between making the best use of assets, such as the Pavilion, and protecting them from undue wear and tear.

## **20. AD HOC PANEL ON ACCESS TO CULTURAL SERVICES FOR OLDER PEOPLE**

20.1 Paula Murray, Commissioner for Culture, introduced this scoping report which had been produced in response to Councillor Farrow's request to scrutinise this issue. While the availability and accessibility of cultural activities was good in relation to older people, this panel could focus on areas for improvement. The Committee highlighted that according to Age UK, older people were those over 55, and asked for the panel to: consider all forms of culture, make better use of less popular venues and attract residents from outer parts of the city.

**RESOLVED:** the Committee agreed to establish this Ad Hoc Scrutiny Panel and co-opt a Member from the Older People's Council.

24.(A) The Committee then considered the report on the Support for the Retail Sector, in order to determine which panel to carry out and how to prioritise them. This report was introduced by Tom Hook, Head of Scrutiny, who explained that this request to establish a panel followed a 'Streets Ahead event' and was supported by the Leader of the Council. Cheryl Finella, Economic Development Manager, felt that this panel could develop a collective way of helping the city's retail sector respond to seasonal pressures. Tom Hook confirmed that both panels could be completed by May 2012.

**RESOLVED:** the Committee agreed to establish this Scrutiny Panel and carry it out as a priority before the panel agreed at 20.1.

## **21. UPDATE ON ENVIRONMENTAL INDUSTRIES**

THIS ITEM WAS TAKEN BEFORE ITEM 22.

21.1 Cheryl Finella, Economic Development Manager, introduced the report which described the work of their new team member to support this sector. The city's environmental industries had 3 key strengths; waste management, numbers of consultants and technical support. A survey had identified that the key issue for the sector was how to secure more premises and move on space. She highlighted some key achievements including; working with learning providers to prepare for job opportunities, business engagement and the submitted bid for Interreg funding. In response to questions from the Committee, Cheryl Finella agreed to provide a progress update on working with Eastbourne on Solar Panels.

**RESOLVED:** The report was noted and agreed to receive a further update in 12 month's time.

## **22. BRIGHTON & HOVE'S PROGRAMME - 2012**

22.1 Paula Murray, Commissioner for Culture, gave a presentation on the city's programme for 2012 (please see minute book for a copy of the presentation). With one year to go, it was clear that interest and enthusiasm was growing. The challenge was to take advantage of the global interest and maximise the positive social (e.g. engaging residents) and economic (e.g. tourism) effects it could have on the city.

22.2 Highlights for 2011 would include the 5 Rings Walks Challenge, the upcoming White Night and Oska Bright Film Festival. Events in 2012 would include participation in the Boat project and being one of the 70 locations for the Torch Relay. The bearers of the torch would be announced next month. The torch would arrive on Monday 16<sup>th</sup> July in convoy from Portsmouth, and the aim would be to maximise the opportunities in the preceding weekend. Sponsorship opportunities would be offered to local businesses, and a marketing campaign was being run, including extra work from VisitBrighton.

22.3 In answer to questions from the Committee, David Murray, Commissioner, Place, confirmed that activities would be taking place in the city to celebrate the Queen's Diamond Jubilee. Paula Murray noted that some events for the January in the 2012 calendar were still to be confirmed.

**RESOLVED:** that the Committee notes the contents of the report, in particular the plans already in place, and supports an approach to increase the potential level of activity and benefits for the city.

## **23. WITHDEAN SPORTS COMPLEX MASTERPLAN**

23.1 Ian Shurrock, Commissioner, Sport and Leisure introduced the report. The Withdean Sports Complex was a large site and a key venue. This report had been brought to the Committee to get some early feedback on Members' views on the future of the stadium. Following a question, Toby Kingsbury, Sports Facilities Manager, explained that the athletics track had not been replaced because of the possibility that Whitehawk Football Club might be using the stadium. The best time of year to replace it would be early spring or autumn and that would have prevented Whitehawk FC using it. David Murray, Commissioner, Communities told the Committee that Officers were very keen to seek members views in order to proceed with the development of the Masterplan, which was part of the citywide Sports Facilities Plan.

23.2 Committee members stated that they were of the opinion that the Withdean Sports Stadium should first and foremost be an athletics stadium. Concern was also expressed over the delay in replacing the track.

23.3 David Murray explained that an 'enabling' development meant that if something was done on one site, investment could also be made elsewhere. There were a range of sites that needed work so officers were looking at how to enhance sites in other parts of the city. A question was asked whether there was a mini Olympic games planned. The issue of car parking was discussed and the placing of the car parks was part of the overall consideration of the site.

23.4 It was agreed that Members should consider the questions posed in the report and feed back any comments to Officers.

**RESOLVED:** that the report be noted and that Members feedback any views they have to the relevant Officers.

**24. WORK PROGRAMME**

24.1 The Work programme was agreed. It was also agreed that Members would be contacted with new dates for both the Libraries Workshop and the Seafront Workshop.

**25. ITEMS TO GO FORWARD TO CABINET OR THE RELEVANT CABINET MEMBER MEETING**

25.1 There were none.

**26. ITEMS TO GO FORWARD TO COUNCIL**

26.1 There were none.

The meeting concluded at 6.55pm

Signed

Chair

Dated this

day of





<b>Subject:</b>	<b>Commissioning Culture for diverse agendas</b>		
<b>Date of Meeting:</b>	<b>24<sup>th</sup> November 2011</b>		
<b>Report of:</b>	<b>Strategic Director: Communities</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Paula Murray</b>	<b>Tel:</b> <b>29-2534</b>
	<b>E-mail:</b>	paula.murray@brighton-hove.gov.uk	
<b>Wards Affected:</b>	<b>All</b>		

## **1. SUMMARY AND POLICY CONTEXT**

- 1.1 Brighton and Hove is moving to a model of commissioning service delivery across all areas. One of the pilot areas for this has been in the services dealing with domestic violence. One of the aims of a commissioning model is to open up the potential for a wider range of partners and delivery organisations to be part of service delivery. Cultural partners in the city are being engaged in the agenda to deal with domestic violence through the commissioning process. This report outlines the progress to date and the future plans in this pilot area.

## **2. RECOMMENDATIONS**

- 2.1 That the committee note the contents of this report, thank the Brighton and Hove Arts Commission for its proactive role and offer any further advice or guidance for future plans.
- 2.2 That the Committee receive a further update on this activity to a future meeting.

## **3. RELEVANT BACKGROUND INFORMATION**

- 3.1 Commissioning services in the area of reducing and alleviating Domestic Violence was selected as an area for pilot activity as part of the city council's move to a commissioning model. The Brighton and Hove Arts Commission, the city's independent cultural partnership, is working with the city council in developing pilot activity in the cultural sector in parallel to deliver on this agenda.
- 3.2 One of the reasons to focus on this area was the broad relevance of domestic violence to a very broad constituency; it affects the lives of many people nationally and locally. It is an issue of huge significance and impact on people's lives and in terms of budget; the costs locally of domestic violence are in the region of £32m.

- 3.3 The Brighton and Hove Arts Commission was asked to host a number of sessions on Domestic Violence for the cultural sector and the first of these was held in late August of this year. The session presented the findings of the detailed audit process on domestic violence in the city in a clear and accessible format. The information was also circulated in a summary document. The presentation was followed by a question and answer session plus some small group discussions.

The session was very successful; bringing together two different worlds with their own professionalism, practice, language and history. We were able to start with very clear statistics; good information presented in a really clear way, both in writing and with the presentation. The specialist officer making the presentation was completely on top of the subject and able to answer any questions that were asked and it was a safe space where there was room for any questions that people might have. We also had organisation there that had done some work in this area to talk briefly to the work done.

- 3.4 An initial action plan has been formed from that session falling into immediate, medium and longer term objectives:

- In the immediate term, there will also be more of the sessions for further sets of cultural organisations replaying the same session for those who were unable to attend but are interested in getting engaged. We have also been able to develop a small event programme to mark the UN initiative – 16 days to mark efforts to end violence against women and girls – this will be a small programme of events from November 25th through to December 10<sup>th</sup> including a play written around these issues with discussion panel following the performance, some sports and self defence sessions and a comedy evening. We would hope that in the longer term this would become a feature of the city’s cultural calendar and inspire a wider range of artistic work to be commissioned.
- In the Medium term, the groups of cultural organisations who attend the initial sessions will be invited to be part of a more permanent network that will meet regularly. This could form the basis of a consortium for bidding for funds/work for example and be a where best practice is developed and disseminated.
- The Arts Council has also expressed an interest in funding elements of this initial activity.

- 3.5 This is early days, there is a lack of funding in preventative work and it will take time to make the case for using cultural providers in this kind of area. However, the session was successful and there is energy behind the immediate action plan and some longer term aspirations. We are fortunate to have an engaged and talented creative sector in this city and need to continue to explore ways to use it more and more.

#### 4. CONSULTATION

- 4.1 There has been consultation in the preparation of this report with senior service area officers, members of the Brighton and Hove Arts Commission.

#### 5. FINANCIAL & OTHER IMPLICATIONS:

##### 5.1 Financial Implications

There are no direct financial implications arising from this report. Any costs arising from the sessions held this financial year will be met from existing resources. The costs of any future initiatives will need to be identified and funded in due course. The £32m estimated cost to public services referred to in paragraph 3.2 is detailed in the Chief Executive's report Domestic Violence: Intelligent Commissioning Pilot, Spring 2011.

<http://www.bhlis.org/resource/view?resourceId=889>

*Finance Officer consulted: Michelle Herrington*

*Date: 08/11/11*

##### 5.2 Legal Implications

There are no legal implications as a direct result of this scoping report.

*Lawyer consulted: Bob Bruce, Principal Solicitor*

*Date: 01/11/11*

##### 5.3 Equalities Implications

There are no direct equalities implications arising from this report itself. However, the impact of projects that may arise from the initiatives outlined in the report would have positive equalities implications particularly in terms of the gender agenda.

##### 5.4 Sustainability Implications

There are no direct sustainability implications arising from this report.

##### 5.5 Crime & Disorder Implications

There are no direct crime and disorder implications arising from this report. However, there could be positive implications for the reduction of crime and disorder from projects or initiatives that stem from the work outlined in this report.

##### 5.6 Risk and Opportunity Management Implications

Both risk and opportunity management implications have been considered in the shaping of the initiative to date that is outlined in the report. Further risk and opportunity management implications resulting from any work supported out of the initiative would be considered as part of future projects.

##### 5.7 Corporate / Citywide Implications

The initiative is citywide in its scope both in terms of initial information and networking sessions and any resulting projects; domestic violence is a citywide issue.

**SUPPORTING DOCUMENTATION**

**None**

# CULTURE, TOURISM & ENTERPRISE OVERVIEW AND SCRUTINY MEETING

## Agenda Item 32

Brighton & Hove City Council

**Subject:** *Libraries Consultation – Systems Thinking Approach*  
**Date of Meeting:** **24 November 2011**  
**Report of:** *Director of Communities*  
**Contact Officer:** Name: **Sally McMahon** Tel: **29-6963**  
E-mail: [sally.mcmahon@brighton-hove.gov.uk](mailto:sally.mcmahon@brighton-hove.gov.uk)  
**Key Decision:** No Forward Plan No.  
**Wards Affected:** All

### FOR GENERAL RELEASE

#### 1. SUMMARY AND POLICY CONTEXT:

- 1.1 The purpose of the report is to update the Committee on the results of recent libraries consultation and to note the action plans arising from this work.
- 1.2 This report highlights the main findings from a project to apply a systems thinking approach to libraries services review, where the customer is engaged in a conversation with open questions, as opposed to the more traditional survey approach where the questions are mainly closed with a range of predetermined answers suggested.
- 1.3 Managers and staff spoke with 2,328 people between May and September 2010 and the results were analysed to see where the service had failed to meet either the demands from customers or their values. The purpose of focusing on failure demand and value is to help the service identify the main areas on which to focus improvement activity.
- 1.4 The results of the systems thinking review shows that Brighton & Hove Libraries satisfy a significantly high number of the demands (87.2%) and values (89.8%) placed on it. However, there is a small but important 12.6% of demands and 7.9% of values not being achieved and where services can be improved. The action plan developed as part of this review focuses on ways to reduce that failure demand or value.
- 1.5 This customer research is part of a comprehensive approach to consult with users and non-users and to identify the library needs of people in the city. The range of methods used include: regular user surveys in libraries, and also online; community engagement activity to identify the needs of specific communities; customer comments and complaints; feedback from events and activities; city wide residents' survey; public meetings related to specific developments.

## **2. RECOMMENDATIONS:**

- 2.1 To note the results of the review of libraries services using a systems thinking approach.
- 2.2 To approve the actions to improve Libraries Services as outlined in section 3.9 and appendix 1.

## **3. RELEVANT BACKGROUND INFORMATION**

- 3.1 With training and support from Vanguard Consulting Ltd., paid for by the Museums, Libraries and Archives Council, the Libraries Service in Brighton & Hove started Systems Thinking work during 2010 in order to better tailor services to the needs of customers. This report is the result of the first phase of this Systems Thinking work ("Check") which comprised of questioning a range of customers and some key flow work to identify how resources are used to meet customer's demands.
- 3.2 Systems Thinking is a very different approach from the traditional survey work undertaken by the library service. In a survey, the questions are mainly closed and already pre-determined and a range of answers suggested. Thus the customer is restricted to only responding on certain topics and only within a certain range of answers. With Systems Thinking the customer is engaged in conversation with open questions. Thus they can talk freely about anything that is particularly important to them about the service. Staff record their responses in the customer's own language where possible so as not to lose the true essence of what they have said.
- 3.3 It is clear from what customers said that libraries are not just a transaction-based service. Many customers visit libraries because they value libraries, for example as a communal space and for social reasons. Thus the values that customers said they attach to libraries were analysed to the same depth as their direct demands on the service.
- 3.4 The top 80% of things that customers had come into the library for were:
  - Borrowing or using stock (48.8%)
  - Using ICT facilities (10.7%)
  - Gaining information and studying, including researching jobs (7.4%)
  - Meeting friends, bringing children in to play and read, and using the library as a community space (5.8%)
  - To sit and read or write (5.0%)
  - To attend an event or activity (3.2%)
- 3.5 The top 80% of things that customers said they valued about their libraries were:
  - Being able to borrow from a good selection of stock (21.6%)
  - Having a nice environment – nice building with good facilities which is welcoming, relaxing and family friendly (18.9%)
  - "I love everything about my library" (14.0%)
  - The library is part of their local community (12.9%)

- Welcoming and helpful staff (8.8%)
  - Services are free (5.0%)
  - Availability of ICT facilities (3.6%)
- 3.6 The results were analysed to see where the service had failed to meet either the demands from customers or their values. A failure is counted where the service failed to provide what the customer expected on the first contact, or where libraries currently do not provide the service. Also, for the purposes of analysis, customers expressing a fear of cuts in the service were counted as a “Failure”.
- The service failed to meet 12.6% of demands made on it
  - The service failed to meet 7.9% of customer values
- 3.7 The results show clearly that libraries are not monolithic and that customers in different libraries make different demands of the service and have differing values. The main differences in demands on the service were:
- Jubilee Library had a more than 10% lower proportion of demands for stock relative to the demands for other services compared with the other libraries in the city
  - Jubilee Library had the highest proportion of demands for gaining information and studying, including researching jobs. Connected to this Jubilee also had by far the highest proportion of customers wanting to sit and read or write.
  - Jubilee Library had the highest proportion of demands for meeting friends, bringing children in to play and read, and using the library as a community space. Community libraries came second on this and Hove had a much lower proportion (half that of community libraries).
- 3.8 There were much bigger differences shown in the responses from customers in different libraries about what they value in the service. The main differences being:
- Customers in the Community Libraries placed their highest value in the library as an integral part of their local community. Their next highest values were the quality of service they received from staff and that services were free.
  - Customers in Hove Library often said “I love everything about my library” without being more specific. They also placed high value on a peaceful, relaxing and friendly environment.
  - Customers in Jubilee Library most valued being able to borrow from a good range of stock. This was closely followed by valuing the building itself for its space and ambience, and finding it a peaceful and relaxing place to be.
- 3.9 The service will be working to improve the small, but important, percentage of demands and values that were failures. Cutting down on failures also cuts down on wasted work putting those failures right. The key recommendations of this report are that:
- Improve range of stock supplied, as well as the processing and flow of stock between libraries

- Seek opportunities to improve many aspects of the environment through wholesale redevelopment or refurbishment of libraries
- Review all library opening hours to better meet community need
- Modernise the ICT facilities, providing WiFi at Jubilee Library and changing the PC booking system to allow longer time slots
- Train and support staff to give a consistent standard of service
- Deploy staff to mirror customer demand at different times so that customers are well served, and staff less stressed
- Review and change the flow of back-office work to ensure that it directly supports the front-line offer in ways that are of value to customers. This will improve the service to the customer while cutting down on waste.

A copy of the detailed action plan is in Appendix 1

#### **4. CONSULTATION AND ENGAGEMENT**

- 4.1 The consultation was carried out between May and September 2010 across all service points including the mobile library. 2,328 people were asked, mainly users in libraries but also including outreach to community locations and events, and a web questionnaire. In this way the work covered non-users as well as current customers. 9,011 comments were captured overall.
- 4.2 The library customers were engaged in conversation with two open questions:
- What have you come into the library to do today? (Demands)
  - What do you value about libraries? (Values)
- 4.3 In addition to engaging customers in conversation, a system of Post-It notes was used in Jubilee Library to find out the views of customers who are difficult to reach. This was found to be particularly useful in reaching young people, those with mental health issues and those who preferred not to have their study or ICT time interrupted.
- 4.4 Staff also attended several outreach events in the community where further data was collected, including from non-library users and there was also an online questionnaire on the council website.
- 4.5 Enquiries coming in through the back-office service points (telephone, email and the national “Enquire” online system) were looked at.
- 4.6 In addition to the customer comments, managers spent time observing the front line, looking at the flow of work and finding out from front-line workers what helps and what hinders their giving a good service to customers.
- 4.7 A draft of this report was shared with other departments in the council who have done Systems Thinking work in order to gain a critical review of this work.



## 5. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

- 5.1 The actions proposed are expected to improve efficiency, the customer experience and deliver improved value for money. Implementation of a number of the actions is underway funded from the current budget. The proposals arising from the review of opening hours and seeking options for redevelopment/refurbishment of libraries will be considered in the new three year Libraries Plan which will be consulted on in the autumn and reflected in revenue and capital budget strategies.

Finance Officer Consulted: Anne Silley      Date: 2 August 2011

### Legal Implications:

- 5.2 There are no direct legal implications arising from this report.

Lawyer Consulted: Bob Bruce Principal Solicitor      Date: 12 August 2011

### Equalities Implications:

- 5.3 Programme of consultation and improving Libraries Services is part of an equalities strategy to widen access for all, and in particular to target services to the priority groups identified by the council. An equalities impact assessment has been completed on this research, and the improvements proposed will benefit all service users and in particular children and families, including loan parents; unemployed people; disabled people, and some targeted groups such as LGBT.

### Sustainability Implications:

- 5.4 *Sustainable Consumption and Production* : No implications  
*Climate Change and Energy*: No implications.  
*Natural Resource Protection and Environmental Enhancement*: No implications.  
*Sustainable Communities*: The involvement of local people in identifying improvements in services is one way libraries engage the community. The research has highlighted the important role of libraries in local communities including the community around Jubilee Library.

### Crime & Disorder Implications:

- 5.5 There are no crime and disorder implications.

### Risk and Opportunity Management Implications:

- 5.6 There is a risk that regular surveys may raise expectations which cannot be delivered within the current economic climate.

Corporate / Citywide Implications:

- 5.7 Consulting with library users supports the corporate priority to have 'Open and Effective Leadership' as it helps involve and engage local people in decisions about their local library services.
- 5.8 Improving Library Services will support the corporate priority to 'Reducing inequality by increasing opportunity', as they help increase opportunities through access to information and computer facilities, supporting learning and skills development, and broadening cultural understanding in the community.

Public Health and Wellbeing Implications:

- 5.9 Libraries deliver health and wellbeing information services, and Improvements to these services will benefit the wider community.

**6. EVALUATION OF ANY ALTERNATIVE OPTION(S):**

No other options considered.

**7. REASONS FOR REPORT RECOMMENDATIONS**

- 7.1 To improve the quality of libraries services, increase library use and to deliver better value for money.

**SUPPORTING DOCUMENTATION**

**1. Appendices:**

Action Plan – extract from full report

**2. Documents In Members' Rooms**

Consultation using Systems Thinking Approach Report August 2011

**3. Background Documents**

None

## Recommendations and Action Plan

Recommendations	Actions	Measures of success	Lead Officer(s) and Time
<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Flow of stock – look at time to deliver new titles to libraries. This includes looking at the Bibliographic Service Provider’s supply times, our processing and moving the stock to community libraries via courier.</li> <li>▪ Flow of stock – look at time taken to deliver Reservations to libraries. This includes looking at our processing, the courier service route and the effect of Bank Holidays on delivery times.</li> <li>▪ Broaden the range of stock of all types, especially at community libraries, and cut out duplication of Adult Fiction titles (unless needed eg large print and normal print copies). Ensure that the selection profiles reflect the need for a broad range of stock.</li> <li>▪ Where there is a series of books, ensure that we have the complete series as customers find missing books in a series frustrating (happens a lot with Children &amp; Young People’s stock)</li> <li>▪ Stock layout – Experiment with taking out crime, and possibly sci-fi and romance, Adult Fiction into their own areas at a few community libraries and see how customers react, with a view to rolling</li> </ul>	<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Stock Project</li> <li>▪ Courier Project</li> <li>▪ Rewrite stock profiles and ensure that Bertrams’ buyers understand the new specifications</li> <li>▪ Use Engage software to identify problems with serials. Inform the Bibliographic Service Provider of failures.</li> <li>▪ Experiment with Crime genre separately shelved in one or two libraries and monitor customer responses. Rollout more genres/other libraries dependant on</li> </ul>	<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Stock Project report and action plan completed</li> <li>▪ Courier Project report and action plan completed</li> <li>▪ Stock Project report and action plan completed</li> <li>▪ Reduction in number of missing copies from series</li> <li>▪ Body of evidence from experiments for use in informing further</li> </ul>	<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Stock Project Manager to be appointed (Autumn 2011)</li> <li>▪ Courier Project Lead to be appointed (Autumn 2011)</li> <li>▪ Stock staff and Stock Project Manager (December 2011)</li> <li>▪ Stock staff (March 2012)</li> <li>▪ Stock staff and library managers (March 2012)</li> </ul>

<b>Recommendations</b>	<b>Actions</b>	<b>Measures of success</b>	<b>Lead Officer(s) and Time</b>
<p>out to all libraries if customer reaction is positive.</p> <ul style="list-style-type: none"> <li>▪ Ensure that stock shelving and shelf tidying is done consistently so as to reduce the number of reservations that are failure demands on the service. This is particularly important at Jubilee Library.</li> <li>▪ Provide better central support from Jubilee Library to Hove Library and the Community Libraries from the managers with stock responsibilities.</li> <li>▪ Stock online services - Ensure that all items on the catalogue that are never likely to be available to customers are not seen on the public OPAC (ie the public catalogue in libraries and on the website) – customers do not like messages like “bring repaired since 2007” or “out of circulation”</li> </ul>	<p>responses.</p> <ul style="list-style-type: none"> <li>▪ Review Jubilee Library timetabling to ensure effective use of Library Officers and Assistants for shelving and to free managers’ time at regular intervals for supporting other libraries.</li> <li>▪ Change the necessary parameters in Spydus to hide unavailable stock and either set this up to be automated or set up a regular manual review to keep the data up to date.</li> </ul>	<p>work</p> <ul style="list-style-type: none"> <li>▪ Reduced failure demand for reservations</li> <li>▪ Improved stock in community libraries and Hove</li> <li>▪ Unavailable stock hidden</li> </ul>	<ul style="list-style-type: none"> <li>▪ Operations and Service Development Managers (December 2011)</li> <li>▪ Stock and library Service Development Managers (December 2011)</li> <li>▪ ICT manager (December 2011)</li> </ul>
<p><b>Environment</b></p> <ul style="list-style-type: none"> <li>▪ Improve many aspects of the environment through wholesale redevelopment or refurbishment of libraries.</li> <li>▪ To reduce the level of complaints about noise, staff should be encouraged to challenge inappropriate noise (eg. someone speaking very loudly on a mobile phone, a child running around screaming loudly, responding quickly to the alarm system, etc.).</li> </ul>	<p><b>Environment</b></p> <ul style="list-style-type: none"> <li>▪ Seek opportunities to improve many aspects of the environment through wholesale redevelopment or refurbishment of libraries.</li> <li>▪ Managers to ensure that staff understand that it is an expectation that they should challenge inappropriate noise.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reduced number of complaints and failures due to environment.</li> <li>▪ Reduced number of complaints</li> </ul>	<ul style="list-style-type: none"> <li>▪ Library Management Team (ongoing)</li> <li>▪ All managers (October 2011)</li> </ul>

<b>Recommendations</b>	<b>Actions</b>	<b>Measures of success</b>	<b>Lead Officer(s) and Time</b>
<ul style="list-style-type: none"> <li>▪ Provide a toilet and baby changing facility in every library.</li> <li>▪ Provide sufficient space for parents and children, with toys to play with, in every library.</li> <li>▪ Review use of space in Jubilee – seating and tables versus use for stock and activities. In the months leading up to exams use the Learning Centre as an extra quiet space for study with extra seats and tables.</li> <li>▪ Review the use of space in other libraries to ensure sufficient study and seating space.</li> <li>▪ Provide refreshments.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provide toilet and baby changing facilities when refurbishing or redeveloping any libraries.</li> <li>▪ Courier project needs to look at the movement of toys between libraries. If a wider distribution of toys is felt desirable, a larger toy budget would be needed.</li> <li>▪ Investigate the use of the Learning Centre in Jubilee Library as an extra quiet space for study with extra seats and tables.</li> <li>▪ Review the use of space in libraries.</li> <li>▪ Introduce refreshments in Jubilee Library.</li> <li>▪ Review how best to provide refreshments in all other libraries.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increased facilities</li> <li>▪ Improved movement of toy stock across the city</li> <li>▪ Extra seating and tables available during the exam period</li> <li>▪ Review completed</li> <li>▪ Refreshments available in all libraries</li> </ul>	<ul style="list-style-type: none"> <li>▪ Neighbourhood &amp; Enterprise Manager (ongoing)</li> <li>▪ Courier Project Lead (March 2012)</li> <li>▪ Marketing &amp; Income Manager and Libraries Facilities Manager (September 2011)</li> <li>▪ Service Development Managers (December 2011)</li> <li>▪ Library Managers (Jubilee July 2011, review other libraries by Dec 2011)</li> </ul>
<p><b>Services</b></p> <ul style="list-style-type: none"> <li>▪ Ensure all staff, including relief staff, are trained to the same level of customer service and that standards are maintained through proper management and supervision on the floor.</li> </ul>	<p><b>Services</b></p> <ul style="list-style-type: none"> <li>▪ Ensure that customer service standards form part of the induction training of any staff member or member of relief staff.</li> <li>▪ Ensure that customer service standards are maintained through managers regularly supervising on the floor.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Improved standard of customer service</li> </ul>	<ul style="list-style-type: none"> <li>▪ All Managers (September 2011)</li> </ul>

<b>Recommendations</b>	<b>Actions</b>	<b>Measures of success</b>	<b>Lead Officer(s) and Time</b>
<ul style="list-style-type: none"> <li>▪ Seek opportunities to improve Library opening hours</li> </ul>	<ul style="list-style-type: none"> <li>▪ Review all library opening hours.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Review completed</li> </ul>	<ul style="list-style-type: none"> <li>▪ Library Management Team (December 2011)</li> </ul>
<p><b>Information and Enquiry service</b></p> <ul style="list-style-type: none"> <li>▪ Review our information provision and seek new ways of working that will ensure better consistency of information regardless of the location or time of the customer request.</li> </ul>	<p><b>Information and Enquiry service</b></p> <ul style="list-style-type: none"> <li>▪ Review our information provision and implement new ways of working.</li> </ul>	<ul style="list-style-type: none"> <li>▪ New ways of working implemented</li> </ul>	<ul style="list-style-type: none"> <li>▪ Information &amp; Learning Manager (April 2012)</li> </ul>
<p><b>ICT</b></p> <ul style="list-style-type: none"> <li>▪ Provide WiFi at Jubilee Library.</li> <li>▪ Allow more than 1hr time slots.</li> <li>▪ Provide access to power points to plug in laptops, particularly at Jubilee Library.</li> <li>▪ Become proactive in monitoring the need to upgrade key software and putting in place ways to avoid customers being unable to open common file formats.</li> </ul>	<p><b>ICT</b></p> <ul style="list-style-type: none"> <li>▪ Provide WiFi at Jubilee Library.</li> <li>▪ Change booking system to allow greater than 1hr time slots.</li> <li>▪ Find a way to enable access to power points to plug in laptops, particularly at Jubilee Library.</li> <li>▪ Set up a system for monitoring the need to upgrade key software. Proactively ensure that customers are able to open common file formats.</li> </ul>	<ul style="list-style-type: none"> <li>▪ WiFi available to customers</li> <li>▪ Change in time slots</li> <li>▪ Sufficient supply of power points for customers with appropriate Health &amp; Safety precautions</li> <li>▪ Reduced customer complaints about the age of the ICT available</li> </ul>	<ul style="list-style-type: none"> <li>▪ ICT Manager (March 2012)</li> <li>▪ ICT Manager (September 2011)</li> <li>▪ Libraries Facilities Manager (March 2012)</li> <li>▪ ICT Manager (March 2012)</li> </ul>

<b>Recommendations</b>	<b>Actions</b>	<b>Measures of success</b>	<b>Lead Officer(s) and Time</b>
<p><b>Staff deployment and Back-office work</b></p> <ul style="list-style-type: none"> <li>▪ The deployment of staff on the front-line should be further checked against customer demand to ensure that we deploy staff in a way that maximises our capacity to meet customer demand.</li> <li>▪ Ensure that all back-office (“function”) work done is of direct value to our customers and is properly resourced.</li> <li>▪ Flow of “function” work done by staff should be looked at to ensure that the work is being done in the most time-effective way using all the tools available, such as ICT, in the most efficient manner.</li> <li>▪ The current model of teams of staff concentrating on similar function work should be made more flexible to better use the skills and abilities of staff and to encourage the sharing of knowledge.</li> </ul>	<p><b>Staff deployment and Back-office work</b></p> <ul style="list-style-type: none"> <li>▪ Check footfall against deployment in all libraries</li> <li>▪ Demonstrate that each piece of back-office work is making a necessary contribution to front-line priorities. If this cannot be demonstrated then that piece of work should be dropped. If the work is necessary, then ensure that it is properly resourced.</li> <li>▪ Carry out Systems Thinking flow work with front-line staff and identify with them where changes in work practice would be beneficial. This includes all work done in all libraries that is not directly on the front-line. It also includes ensuring that work is distributed effectively across the service.</li> <li>▪ Create opportunities for staff in all libraries to broaden their range of skills when looking at how to change the flow of the back-office work.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Better quality front-line service particularly during busy periods, and reduced levels of stress on staff at busy times</li> <li>▪ Reduced levels of back-office work while ensuring proper resourcing for work that is necessary</li> <li>▪ Reduced levels of back-office work by using the most efficient approach to it and deploying staff effectively to do it</li> <li>▪ Better focus and quality of back-office work, and more</li> </ul>	<ul style="list-style-type: none"> <li>▪ Library Management Team (March 2012)</li> <li>▪ Service Development Managers (December 2011)</li> <li>▪ All Managers (December 2011)</li> <li>▪ All Managers (December 2011)</li> </ul>

<b>Recommendations</b>	<b>Actions</b>	<b>Measures of success</b>	<b>Lead Officer(s) and Time</b>
<ul style="list-style-type: none"> <li>▪ Managers should ensure that they thoroughly understand the work their staff are doing in their function time and constantly review this to ensure that it is making a necessary contribution to front-line priorities. Individual Performance Reviews should include clear objectives and target setting for functional roles, and this information should be collated and reviewed by Service Development Managers.</li> </ul>	<ul style="list-style-type: none"> <li>▪ All managers to include careful setting of tasks and clear deadlines in IPRs and 121s</li> <li>▪ Service Development Managers to collate tasks and deadline information in their areas to monitor the ongoing relevance and efficiency of back-office work. This information to be shared across the SDM team with a view to flexible working.</li> </ul>	<ul style="list-style-type: none"> <li>▪ opportunities for staff to gain new skills.</li> <li>▪ Better focus of back-office work</li> </ul>	<ul style="list-style-type: none"> <li>▪ All Managers (immediate)</li> <li>▪ Service Development Managers (December 2011)</li> </ul>



**Customer Consultation using a Systems Thinking  
Approach in Libraries  
Brighton & Hove City Council**

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## Executive Summary

- Brighton and Hove City Council runs 14 static libraries across the city and one mobile library. There are more than 1.8 million visits to these libraries each year.
- We asked 2328 customers to comment about what they want from the library service and what they value about it. They gave us 9011 comments which are analysed in this report.
- In addition to the customer comments, managers spent time observing the front line, looking at the flow of work and finding out from front-line workers what helps and what hinders their giving a good service to customers.
- This was not a survey with set questions and staff were not allowed to lead the conversation, so customers were free to comment openly on anything that was important to them about the service.
- The top 80% of things that customers had come into the library for were:
  - Borrowing or using stock (48.8%)
  - Using ICT facilities (10.7%)
  - Gaining information and studying, including researching jobs (7.4%)
  - Meeting friends, bringing children in to play and read, and using the library as a community space (5.8%)
  - To sit and read or write (5.0%)
  - To attend an event or activity (3.2%)
- The top 80% of things that customers said they valued about their libraries were:
  - Being able to borrow from a good selection of stock (21.6%)
  - Having a nice environment – nice building with good facilities which is welcoming, relaxing and family friendly (18.9%)
  - “I love everything about my library” (14.0%)
  - The library is part of their local community (12.9%)
  - Welcoming and helpful staff (8.8%)
  - Services are free (5.0%)
  - Availability of ICT facilities (3.6%)
- The results were analysed to see where the service had failed to meet either the demands from customers or their values. A failure is counted where the service failed to provide what the customer expected on the first contact, or where libraries currently do not provide the service. Also, for the purposes of analysis, customers expressing a fear of cuts in the service were counted as a “Failure”.
  - The service failed to meet 12.7% of demands made on it.
  - The service failed to meet 7.9% of customer values.

- The results show clearly that libraries are not monolithic and that customers in different libraries make different demands of the service and have differing values. The main differences in demands on the service were:
  - Hove Library and the Community Libraries had a more than 10% higher proportion of demands for stock relative to the demands for other services compared with Jubilee Library.
  - Jubilee Library had the highest proportion of demands for gaining information and studying, including researching jobs. Hove came second followed by the community libraries. Connected to this Jubilee also had by far the highest proportion of customers wanting to sit and read or write.
  - Community Libraries and Jubilee Library had the highest proportion of demands for meeting friends, bringing children in to play and read, and using the library as a community space. Hove Library had a much lower proportion (half that of community libraries).
  
- There were much bigger differences shown in the responses from customers in different libraries about what they value in the service. The main differences being:
  - Customers in the Community Libraries placed their highest value in the library as an integral part of their local community. Their next highest values were the quality of service they received from staff and that services were free.
  - Customers in Hove Library often said “I love everything about my library” without being more specific. They also placed high value on a peaceful, relaxing and friendly environment.
  - Customers in Jubilee Library most valued being able to borrow from a good range of stock. This was closely followed by valuing the building itself for its space and ambience, and finding it a peaceful and relaxing place to be.
  
- The service will be working to improve the small, but significant, percentage of demands and values that were failures (see the action plan at the end of this report). Cutting down on failures also cuts down on wasted work putting those failures right. During the data collection period, managers observed the front-line and asked staff what helped and what hindered their being able to give a good service to customers. This information helps to shed light on why failures are happening. The main areas where failures occurred are:
  - Stock selection, availability and layout.
  - Environmental – especially lack of refreshments, lack of sufficient seating and tables, lack of facilities such as toilets and parking, and noise levels.
  - Fears of cuts in library services.
  - Library opening hours being insufficient.

- ICT facilities too old and lacks WiFi, time slots too small and lack of power points to plug in laptops.
- Inconsistent quality of customer service shown by staff.
- Non-users were also spoken to as staff went out into the community to ask questions. The results show a lack of understanding of the range of services available in a modern public library. Also, some non-users said that they did not have time to visit a library showing the importance of locally placed libraries close to other community facilities that people will be accessing.

- The key recommendations of this report are that:
  - Improve range of stock supplied, as well as the processing and flow of stock between libraries
  - Seek opportunities to improve many aspects of the environment through wholesale redevelopment or refurbishment of libraries
  - Review all library opening hours to better meet community need
  - Modernise the ICT facilities, providing WiFi at Jubilee Library and changing the PC booking system to allow longer time slots
  - Train and support staff to give a consistent standard of service
  - Deploy staff to mirror customer demand at different times so that customers are well served, and staff less stressed
  - Review and change the flow of back-office work to ensure that it directly supports the front-line offer in ways that are of value to customers. This will improve the service to the customer while cutting down on waste.

## 1. Introduction

- 1.1 Brighton and Hove City Council runs 14 static libraries across the city and one mobile library. The main central library, Jubilee Library, has approximately one million visits a year and does about half of the overall library transactions. Hove Library serves the West of the city around central Hove and has approximately 313,000 visits a year. The other libraries are small community libraries serving different communities in different areas of the city.
- 1.2 With training and support from Vanguard Consulting Ltd., paid for by the Museums, Libraries and Archives Council, the Libraries Service in Brighton & Hove started Systems Thinking work during 2010 in order to better tailor services to the needs of customers.
- 1.3 This report is the result of the first phase of this Systems Thinking work ("Check") which comprised of questioning a range of customers and some key flow work to identify how resources are used to meet customer's demands.
- 1.4 Systems Thinking is a very different approach from the traditional survey work undertaken by the library service. In a survey, the questions are closed and already pre-determined and a range of answers suggested. Thus the customer is restricted to only responding on certain topics and only within a certain range of answers. With Systems Thinking the customer is engaged in conversation with open questions. Thus they can talk freely about anything that is particularly important to them about the service. Staff record their responses in the customer's own language where possible so as not to lose the true essence of what they have said.
- 1.5 The results show clearly that libraries are not monolithic and there is a lot of difference in the demands and values from customers in different libraries. Therefore, while the overall analyses are useful, the report also breaks down the results into Jubilee Library, Hove Library and the Community Libraries. In this way the results can be used to look at the needs of different communities and to tailor services in local libraries accordingly. Results for individual community libraries are available but not included in this report.
- 1.6 It is clear from what customers said that libraries are not just a transaction-based service. Many customers visit libraries because they value libraries, for example as a communal space and for social reasons. Thus the values that customers said they attach to libraries were analysed to the same depth as their direct demands on the service.
- 1.7 While stock was shown to be extremely important to customers, libraries offer a wide range of services for a range of different customers, often

services which would be difficult to obtain elsewhere. Hence when reading the pie charts in the report it is useful to keep in mind that the stock segment makes other services look small when in fact they are by no means insignificant.

- 1.8 The results have been presented in this report mainly through pie charts and customer comments with little commentary. This is to let the customers speak through their own words about the service.



## 2. Methodology

- 2.1. The data collection was done between May and September 2010 across all service points including the mobile library. This was done by managers at all levels and front-line staff.
- 2.2. 2328 people were asked, mainly users in libraries but also including outreach to community locations and events, and a web questionnaire. In this way the work covered non-users as well as current customers. The number of users asked represents approximately 4% of all library users in the city (based on the number of active borrowers).
- 2.3. The library customers were engaged in conversation with two open questions:
  - What have you come into the library to do today? (Demands)
  - What do you value about libraries? (Values)
- 2.4. In addition to engaging customers in conversation, a system of Post-It notes was used in Jubilee Library to find out the views of customers who are difficult to reach. This was found to be particularly useful in reaching young people, those with mental health issues and those who preferred not to have their study or ICT time interrupted.
- 2.5. Staff also attended several outreach events in the community where further data was collected, including from non-library users and there was also an online questionnaire on the council website.
- 2.6. Enquiries coming in through the back-office service points (telephone, email and the national “Enquire” online system) were looked at.
- 2.7. A partial analysis was done twice during the data collection period to identify any age ranges of customers not properly represented, and further questioning done to rectify any imbalance.
- 2.8. A partial analysis was done twice during the data collection period to identify the days of the week and times that customers were approached at each library to ensure that a reasonable spread of data was collected, and further questioning done to rectify any imbalance.
- 2.9. The 2328 people who responded made 9011 separate comments about the service, of which 5034 were demands on the service and 3977 were values they associate with the service. Each demand and value was given a label:
  - “Failure” if the service failed to meet this
  - “Value” if the service succeeded in meeting it

- “Unknown” if it was not clear if the customer was satisfied or not (this only applies to a few records).
- 2.10. Since libraries cover a range of services and are valued for many reasons, each comment was put into a category and sub-category to aid overall analysis. This necessarily meant splitting up factors that were actually interrelated, so in the results in this report these have been reported together where relevant.
- 2.11. Some categories score lower than is realistic because customers tend to describe them as being in with something else. For example the “Information” category lacks any count of all the non-fiction books that people have referred to or borrowed, since customers tend to just use the word “book” irrespective of whether it is fiction or non-fiction. (To give a rough estimate of the under-reporting this causes, loans of non-fiction are about 43% of total book issues).
- 2.12. An overall analysis was done for all libraries combined. Also the results were broken down into Jubilee Library, Hove Library and the Community Libraries, both combined and individually. This was done to ensure that differences between different communities were captured. (The individual community libraries data is not included in this report).
- 2.13. Some libraries asked more customers than others which would have distorted the overall figures in favour of those libraries. Hence, in order to make the overall analysis accurate, a system of weighting results was used. Each library’s results were multiplied by a factor based on their proportion of the overall visitor figures in the previous year, so that their contribution to the overall figures was proportional to their customer base.
- 2.14. The overall balance of gender in the 2328 respondents compares well with that of the service as a whole:
- 55.4% Female respondents (56.5% of recorded customers)
  - 30.7% Male respondents (43.5% of recorded customers) - a little low but there are 11.8% respondents of unknown gender from using Post-It notes in Jubilee Library which is likely to be a source of male respondents.
- 2.15. The overall balance of age ranges in the 2328 respondents seems to compare quite well with that of the service as a whole (although exact comparisons are not possible owing to different age ranges being used):
- 22.8% respondents were 60+ (approximately 24% of recorded customers)
  - 55.9% respondents were 20s-50s (approximately 51% of recorded customers)

- 4.4% respondents were teenagers (approximately 6% of recorded customers)
- 7.1% respondents were under 16 (approximately 18% of recorded customers) – seems low, but parents often responded on behalf of younger children who comprise over 9% of our customer base (under 10s).

2.16. Senior library managers spent time observing service points across the service and talking to staff about what helps and what hinders their delivering a good service to customers.

2.17. Flow analysis was done of work in key areas eg stock supply and movement, in order to identify what work was being done to meet customer demands and how efficient this work is.

2.18. A draft of this report was shared with other departments in the council who have done Systems Thinking work in order to gain a critical review of this work.

### 3. Detailed Results

#### 3.1 Customer Perspective

“I want to return these books and borrow some more.” [Woodingdean, Female, 40s, with children]

“I can try books that I wouldn't normally try.” [Jubilee, Male, 40s]

“I've come to pick up a book I've ordered” [Portslade, Female, 50s]

“I came to borrow films and CDs” [Jubilee, Post-It note in foyer]

“I want to use the Internet” [Jubilee, Female, Late teens]

“I've come to use the Internet and to look at newspapers - I'm looking for a job” [Jubilee, Male, 20s, unemployed]

“I've come here to do my homework.” [Woodingdean, Child, 10]

“I came to read the newspapers.” [Whitehawk, Male, Elderly]

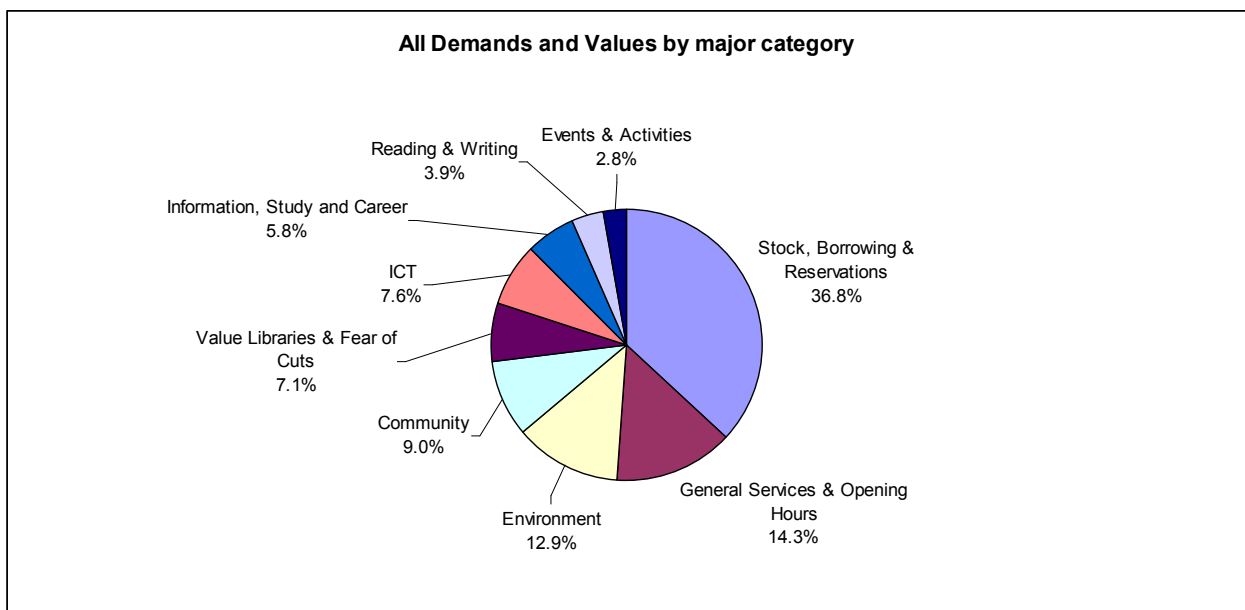
“It's a social thing - I meet people I have not seen in ages.” [Hove, Female Nanny, 20s]

“It's a great place to come with my son while my daughter is at nursery in the morning as he gets a lot out of it, especially if there is an activity going on like today.” [Jubilee, Female, 20s-30s, with 2yr old son]

“Have seen that the staff have great respect for people with, for example, mental health issues, staff are profound in the way they deal with this” [Hangleton, Female, 50s]

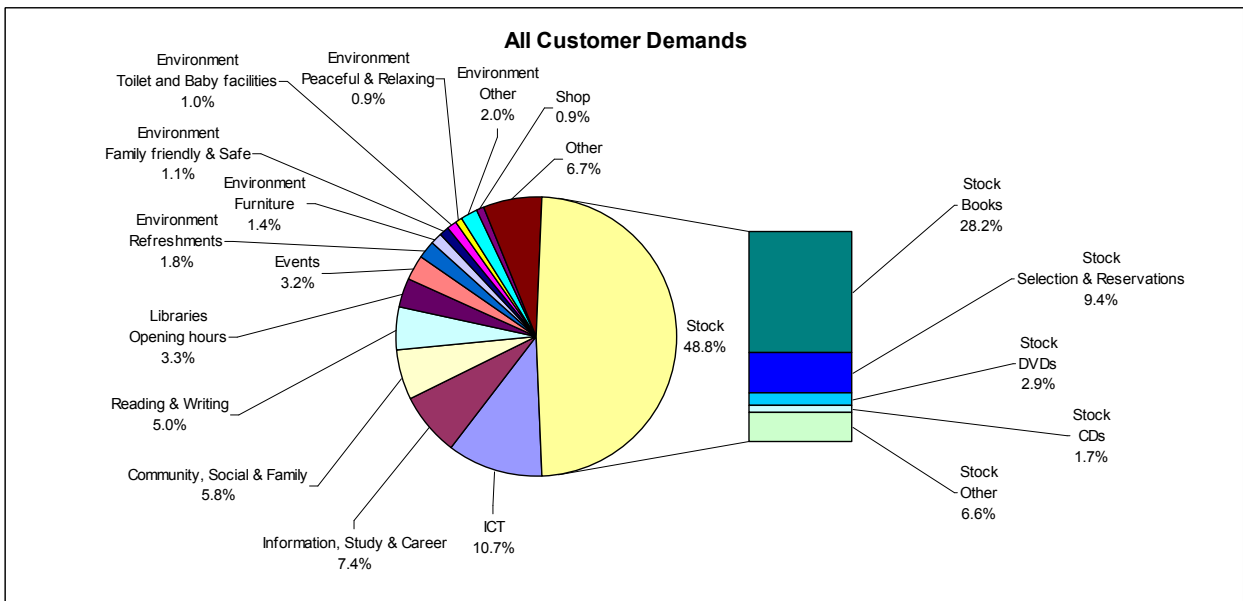
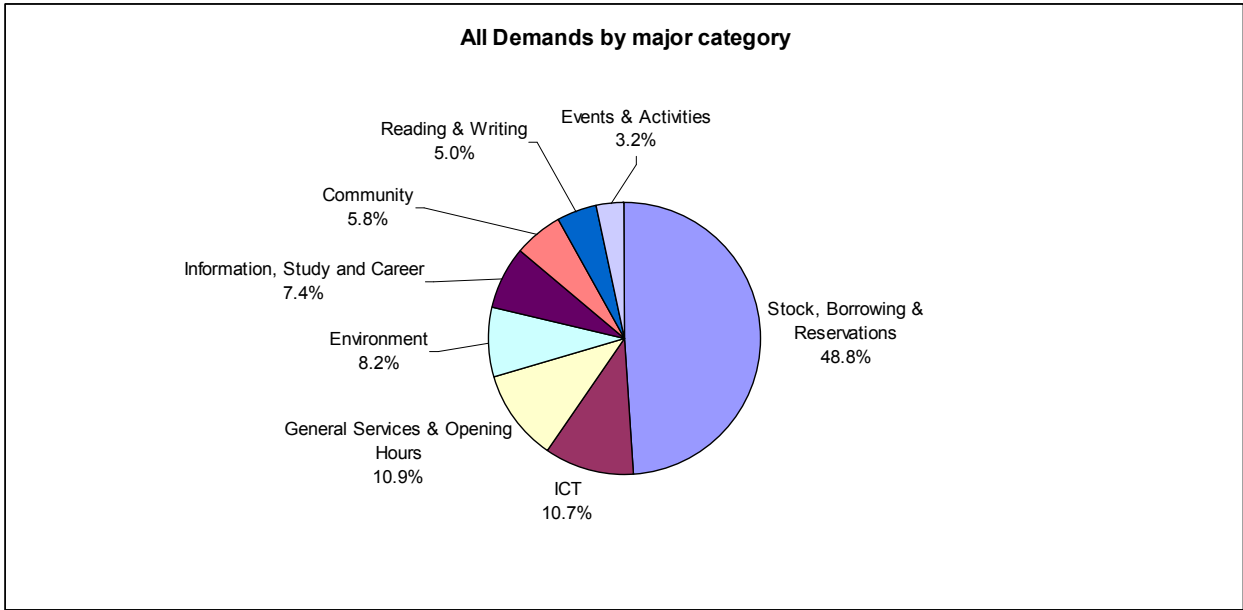
“It's a peaceful place to sit with a nice atmosphere” [Jubilee, Male, 20s]

To see an overall perspective of what our customers talked about, all their 9011 comments fall into nine major categories as the chart below shows:



### 3.2 Overall Analyses for all libraries together

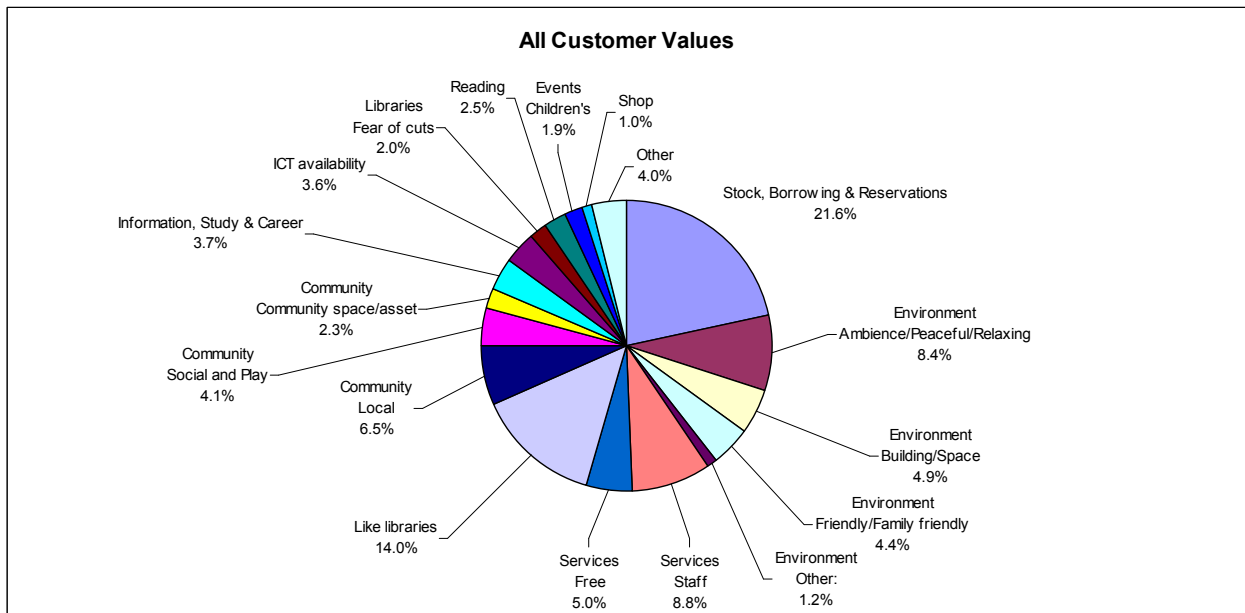
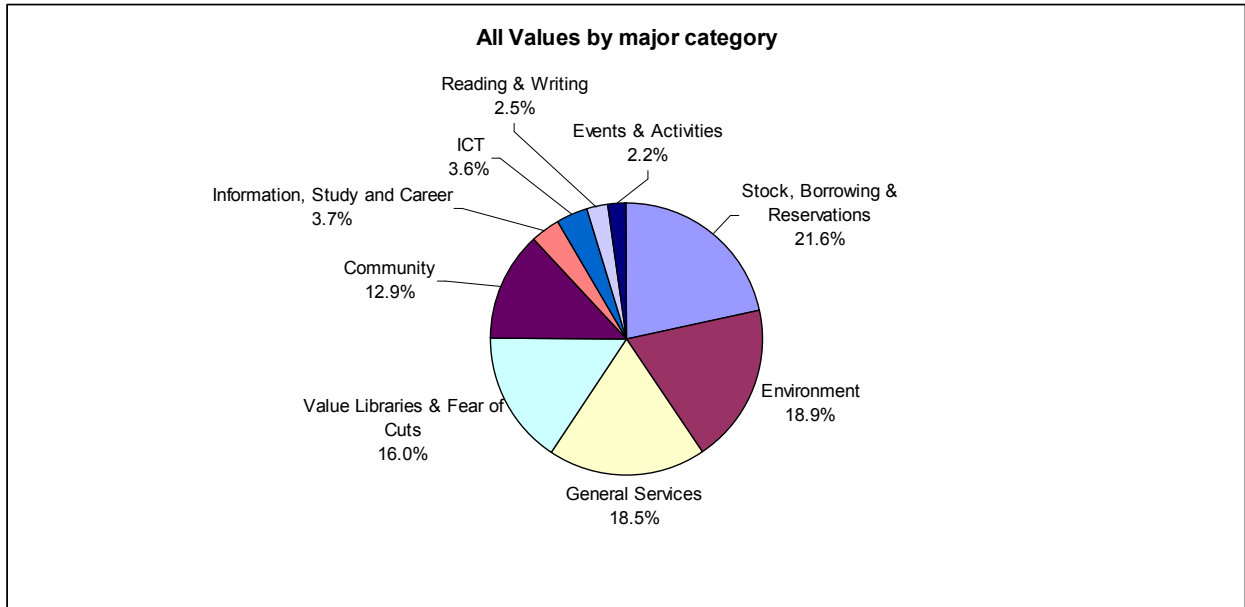
The two charts below show the overall customer demands from the data for all the libraries together. The first chart shows the breakdown by major category, the second chart shows the detailed breakdown of which sub-categories had the highest scores.



(Note: "Other" contains 21 subcategories of general services, each representing less than 0.7% of demands, including joining and photocopying).



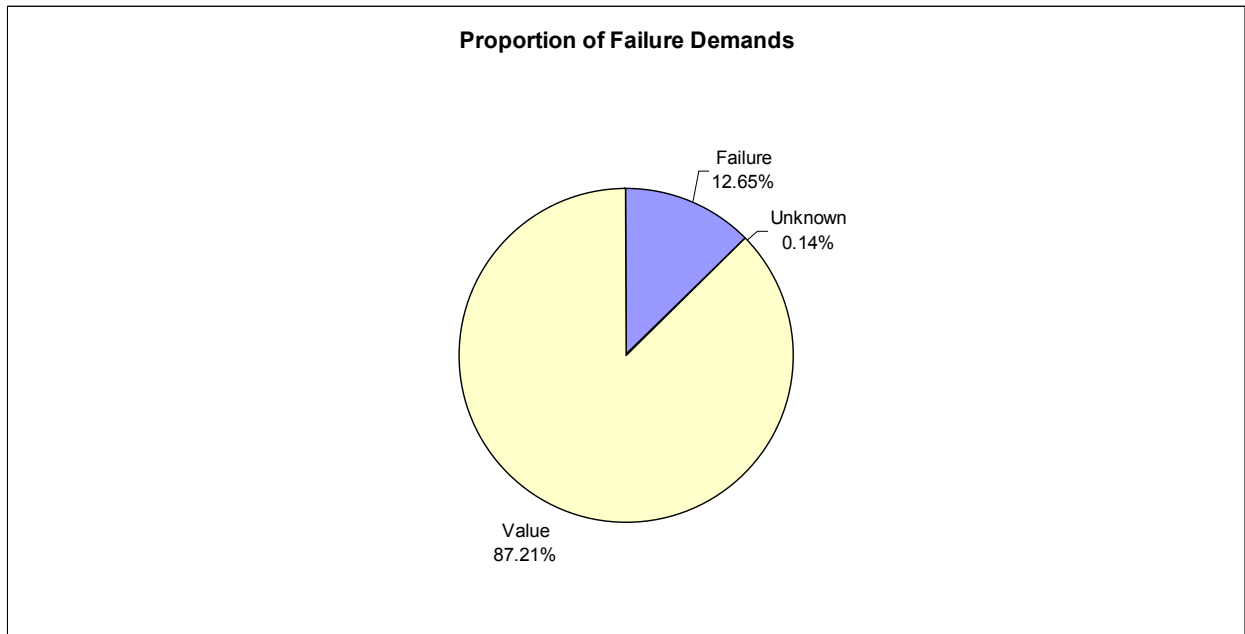
The two charts below show the overall customer values from the data for all the libraries together. The first chart shows the breakdown by major category, the second chart shows the detailed breakdown of which sub-categories had the highest scores.



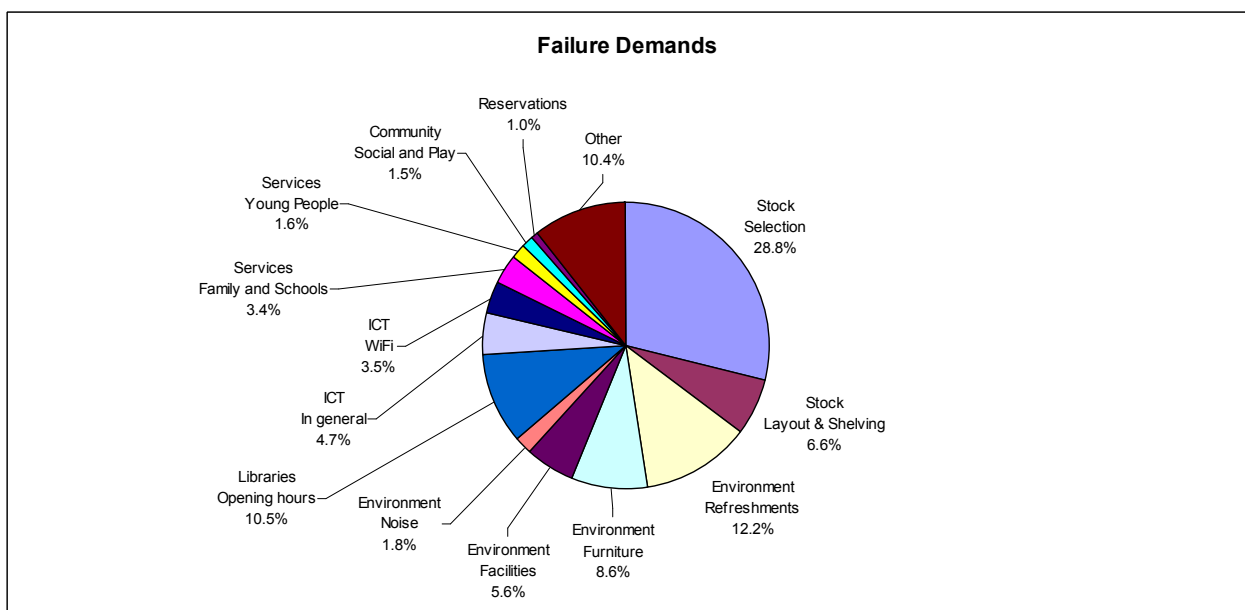
(Note: "Other" contains 12 subcategories, each representing less than 0.9% of values, including events for adults and young people, and general services such as family history and rare books).

### 3.2.1 Overall Failure and Non-Failure Demands

Across all libraries, total of 5034 demands were made on the service. This data has been weighted to ensure a realistic overall result across all service points. The weighted value of the 5034 demands is 4778.8 and of this 604.5 (weighted value – 12.65%) were “Failure Demands” where the service failed to provide what the customer expected on the first contact, or where libraries currently do not provide the service.



The 604.5 (weighted value, 666 actual number) failure demands break down as shown in the following chart. Below the chart are some of the typical comments from customers about these failure demands.





“Keep seeing the same books - can they be changed?” [Coldean, Male, Elderly]

“I would like to see crime novels in a separate section.” [Hove, Female, 50s]

“I would like coffee facilities and water perhaps from vending machines available at all times.” [Portslade, Female, 60s]

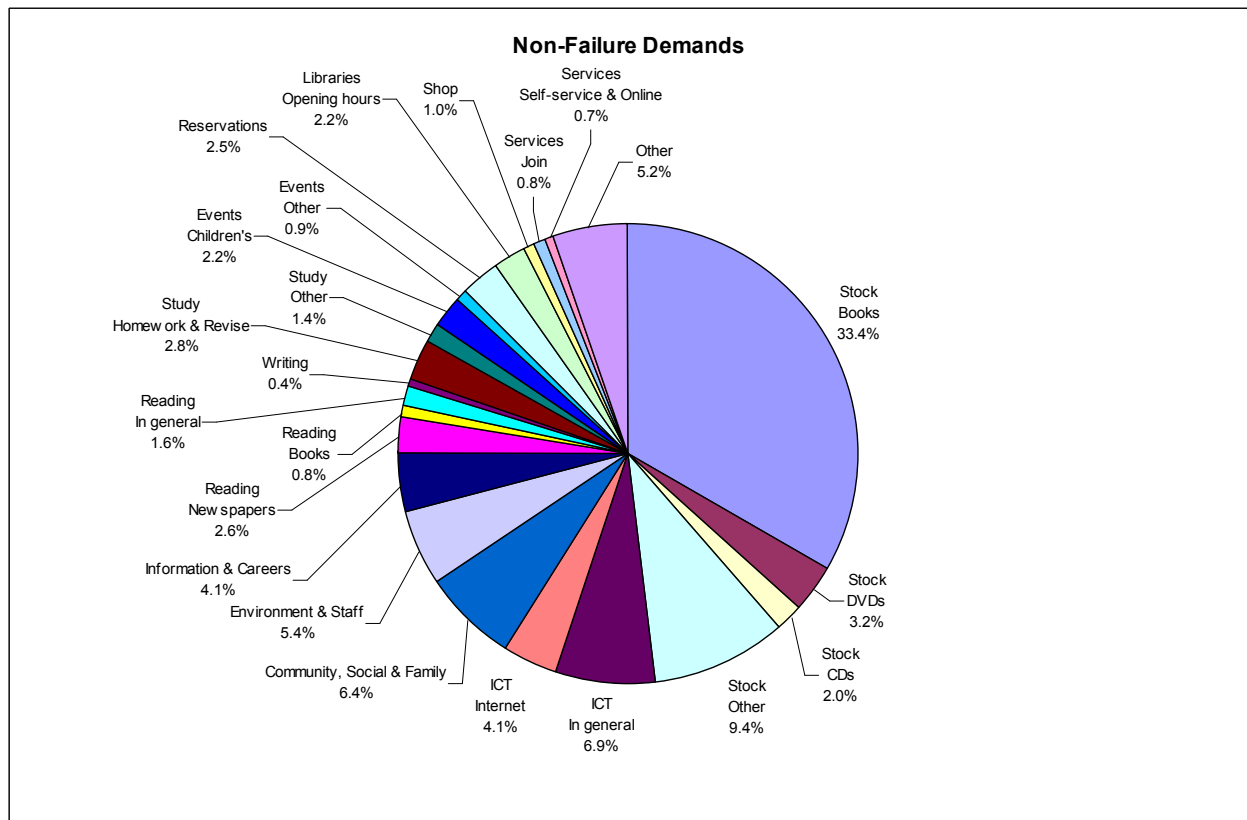
“I’m disappointed at the lack of seating” [Jubilee, Female, 20s]

“Toilet’s would be a great help because I bring them after school - we often leave early to go home to the loo.” [Saltdean, Female Nanny, 20s]

“I came here yesterday and was disappointed that it was not open in the morning. It should be open on a Monday morning.” [Hove, Male, 30s]

“I like to use the computers but they need updating.” [Whitehawk, Male, 50s]

The 4174.3 (weighted value, 4368 actual number) non-failure demands, where customers were satisfied with the result, breakdown as shown in the following chart and customer comments.



“You helped me get some books about human bones and muscles. Today at school my

teacher told me my homework was well researched. Thank you.” [Woodingdean, Secondary school child]

“It’s very useful to be able to come to my local library and be able to use the computers - I have been made redundant recently so I can come regularly and do my research.” [Portslade, Male, 30s]

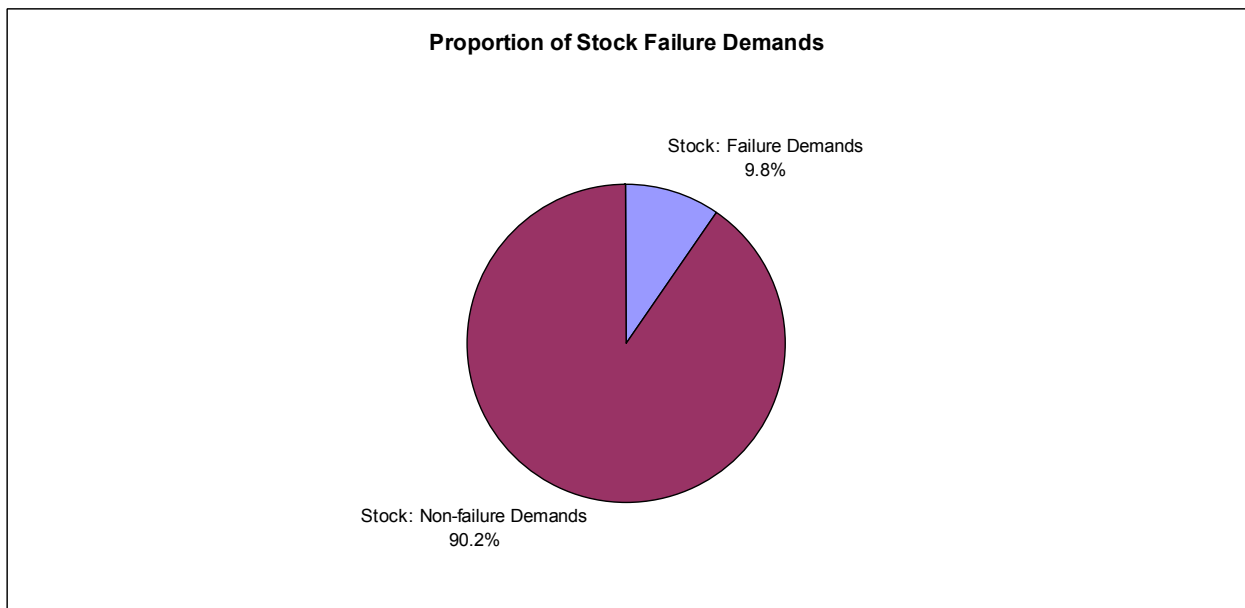
“I’ve come to bring my 2 children to play in the children’s section” [Jubilee, Female, 20s, with children]

“I’ve come to chat to staff.” [Mobile, Male, Elderly]

“I want to know who my local councillor is and where they have their surgeries. The library was the first place I thought of to find information like this out. I don’t take books out but I come here for information on a regular basis.” [Woodingdean, Male, 60s]

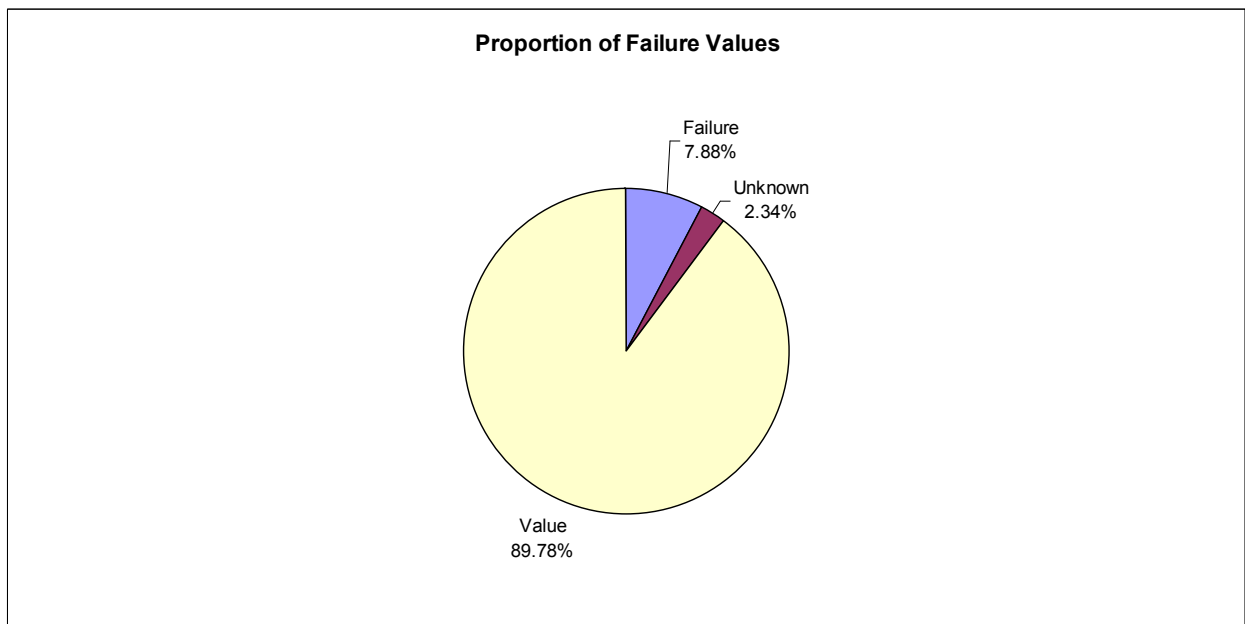
“My husband had a stroke. I went to Patcham Library to find information about it. I used the Internet and the books there. It was a great weight off my mind.” [Outreach, Female, 60s]

It is useful to look at the failure demands in the light of those demands that were non-failures. For example, although quite a few people felt that the stock was not meeting their needs, others complimented the libraries on the quality of the stock (see the chart below). It became clear from the comments that many customers were happy but that a few more experienced readers felt the range was too limited and too simplistic. Thus in correcting this issue the service must not lose sight of those customers who are satisfied and must seek to broaden its range of stock to encompass more customers’ tastes.

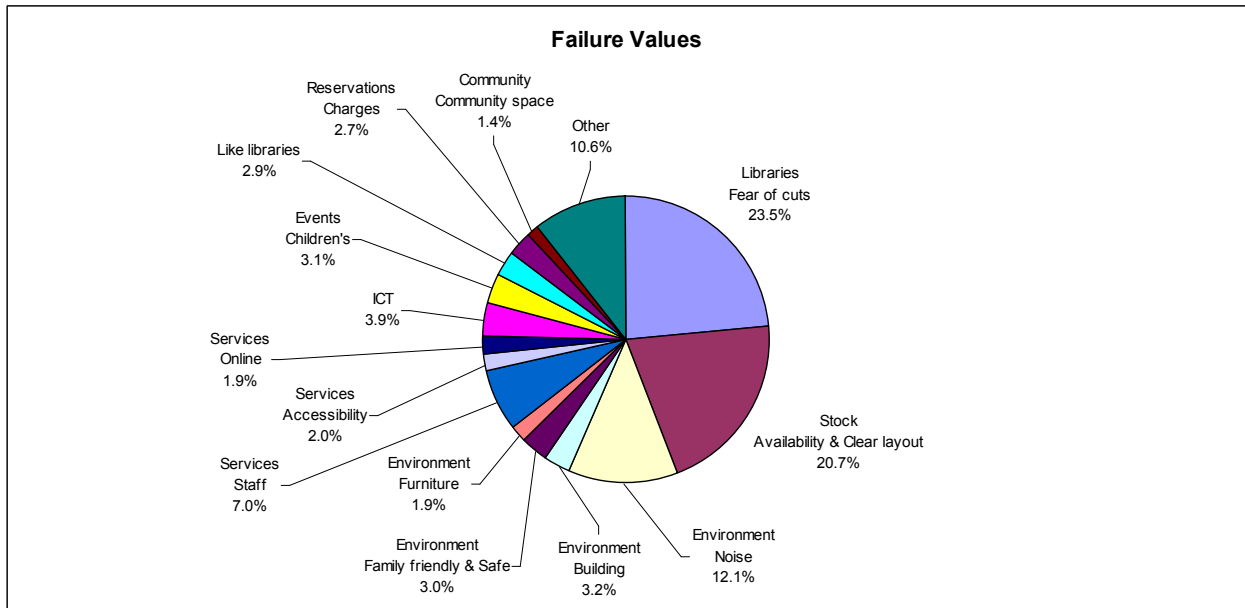


### 3.2.2 Overall Failure and Non-Failure Values

Across all the libraries a total of 3977 comments indicating what the customers felt was of value in library services were made. This data has been weighted to ensure a realistic overall result across all service points. The weighted value of these 3977 comments is 3775.3 and of this 297.4 (weighted - 7.9%) were “Failure Values” where the service failed to live up to the values that the customer expected. Many customers when asked about their values said they loved libraries without specifying why, so a sub-category of “Like Libraries” was included in the analysis to capture this feeling. Also, for the purposes of analysis, customers expressing a fear of cuts in the service were counted as a “Failure”.



The 297.4 (weighted value, 311 actual number) comments about the service failing to meet the values of customers are shown in the chart below, followed by some typical comments from this data.



“I fear for the future of the library service – I would like to see it remain as a service for the community” [Portslade, Couple, Elderly]

“Displays are not fantastic.” [Jubilee, Male, 30s]

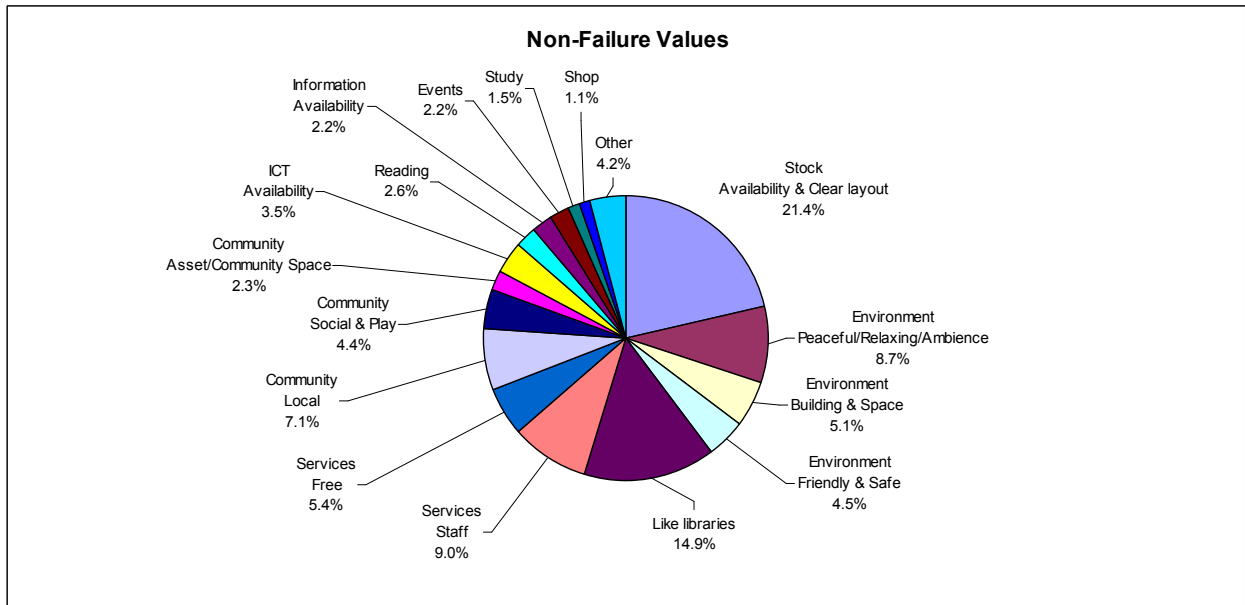
“The only thing that spoils it though is when parents don't keep their children under control.” [Westdene, Female, 40s]

“I like a one-to-one basis here [Hangleton] - the staff there [Hove] are too dismissive.” [Hangleton, Female, 40s]

“I don't want computers.” [Woodingdean, Female, 60s]

“My daughter's past all the kids' activities - There's little for her age until the holidays.” [Outreach, Female, 30s]

The 3477.8 (weighted value, 3666 actual number) comments from customers where their values were met are shown below with quotes from customers.



“The library is easy to use” [Jubilee, Female, Late Teens]

“It’s quiet and I like that - I don’t get interrupted here when I’m studying” [Hove, Female, 20s]

“I value it being light, airy and clean - especially for children” [Jubilee, Female, 40s with 5yr old son]

“Breadth of service is very important” [Jubilee, Male, Elderly]

“Excellent service. Good value for local rates. I’m very pleased with the service.” [Jubilee, Male, 60s]

“I am pleased that the library will offer help to people like me.” [Rottingdean, Female, Elderly]

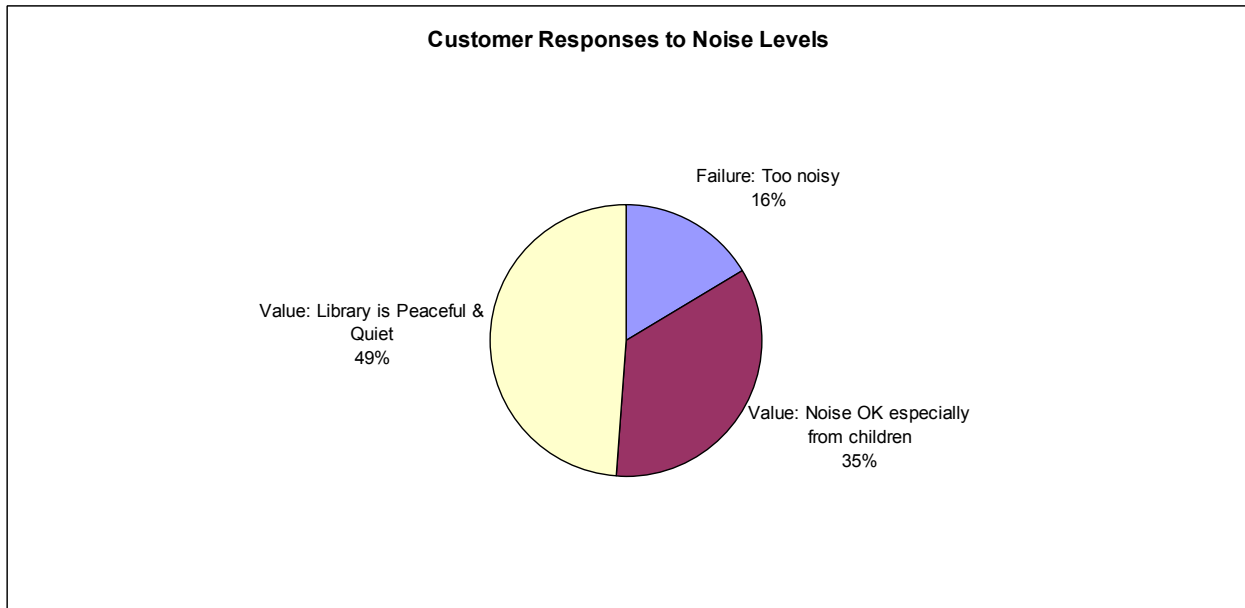
“I like how the people at the tills are really nice and helpful” [Jubilee, Girl, 10]

“It’s a free place to come, which is important. We have a small flat and this offers a big space [for my baby to play]” [Jubilee, Male, 30s with baby]

“It really has a local contact feel” [Portslade, Female, 60s]

“PC usage is superlative for me, it’s absolutely essential.” [Jubilee, Male, 40s]

It is helpful to look at the failure values in the light of those values that were non-failures. For example, although quite a few people complained of too much noise, others complimented the libraries on the peace and quiet, and further customers felt that it was good that libraries allowed noise and that it made them more family friendly. Thus an overall analysis of customer responses to noise is:

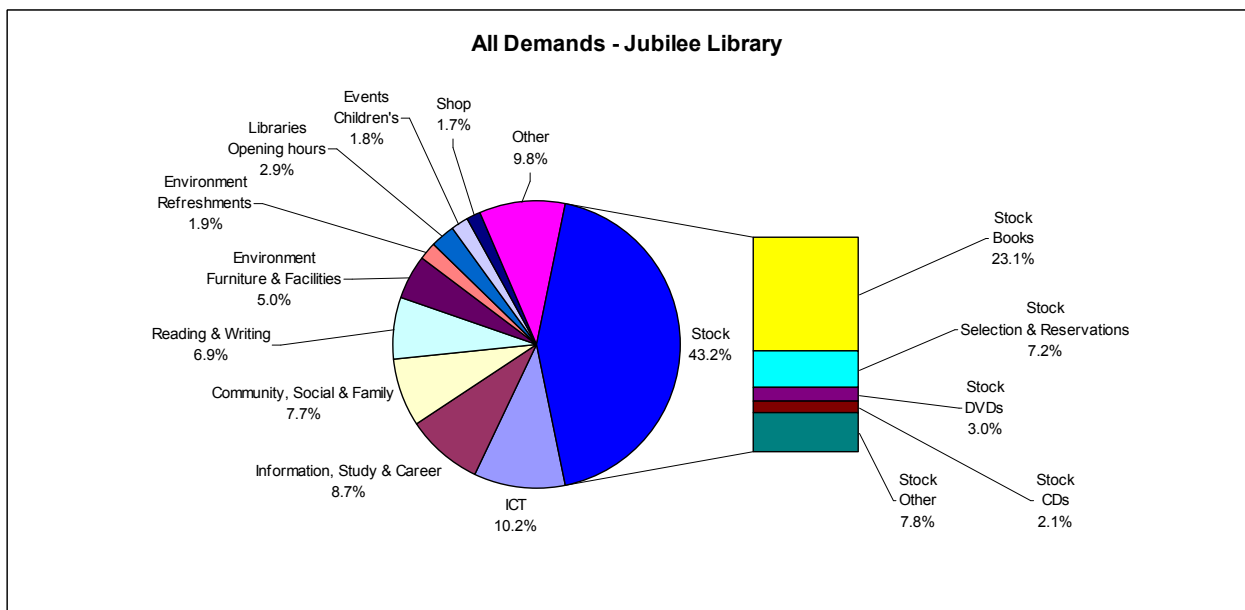
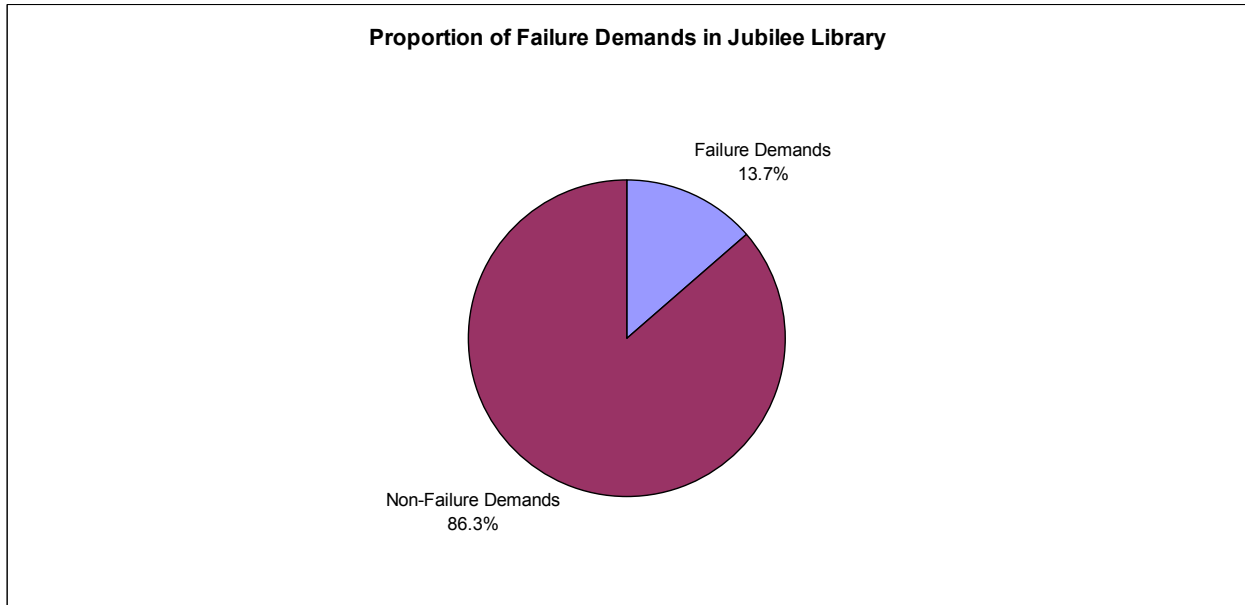


It is clear from this that there is a need for some noise within reason and that many customers are perfectly happy with this. To reduce the level of complaints about noise, staff should be encouraged to challenge inappropriate noise (eg. someone speaking very loudly on a mobile phone, a child running around screaming loudly, responding quickly to the security alarm system, etc.).

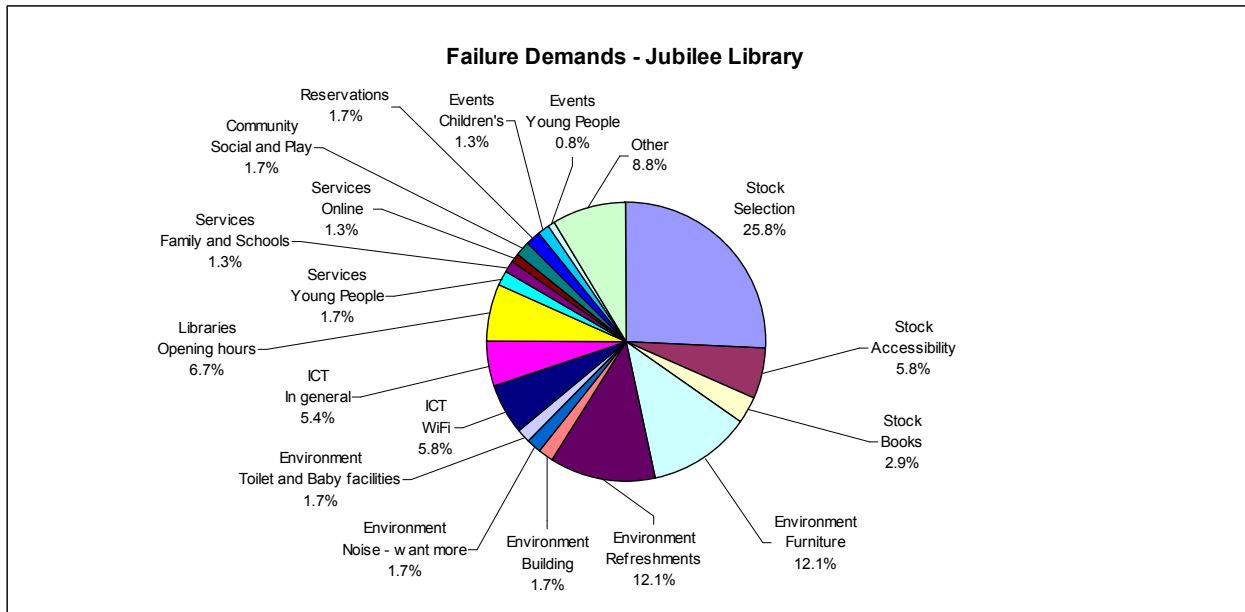
### 3.3 Jubilee Library Analysis

#### 3.3.1 Jubilee Library Failure and Non-Failure Demands

1747 demands were made of Jubilee Library in the comments, of which 240 (13.7%) were failure demands.



The 240 failure demands are shown in the chart below, followed by typical customer comments about them. Note that the flow work showed that there are a lot of known failure demands on the reservations system from this library but many of these do not appear under the category of “Reservations”, but appear instead in the customer’s language through their comments about stock.



“There is a limited selection of books for the size of the library.” [Jubilee, Male, 30s]

“LGBT stock - Need more LGBT books and DVDs.” [Jubilee, Post-It note in foyer]

“Would like more music.” [Jubilee, Post-It note in Young People’s area]

“There are not enough copies of the Argus.” [Jubilee, Female, Elderly]

“More chairs and tables because there’s never anywhere to sit.” [Jubilee, Post-It note in foyer]

“It’s a shame they don’t have a cafe so I could have a cup of tea.” [Jubilee, Female, 50s]

“Please, please, please get WIFI.” [Jubilee, Post-It note in foyer]

“The connection speed on the computers could be a lot faster especially since you only have an hour.” [Jubilee, Male, 40s]

“People in IT need to have specialist IT knowledge so that problems are fixed sooner” [Jubilee, Male, 30s]

“It would be better to be allowed 7 hours a week on computers instead of 1 hour a day eg If you want to apply for a job application online or get into a piece of writing you don’t get much time.” [Jubilee, Post-It note in foyer]

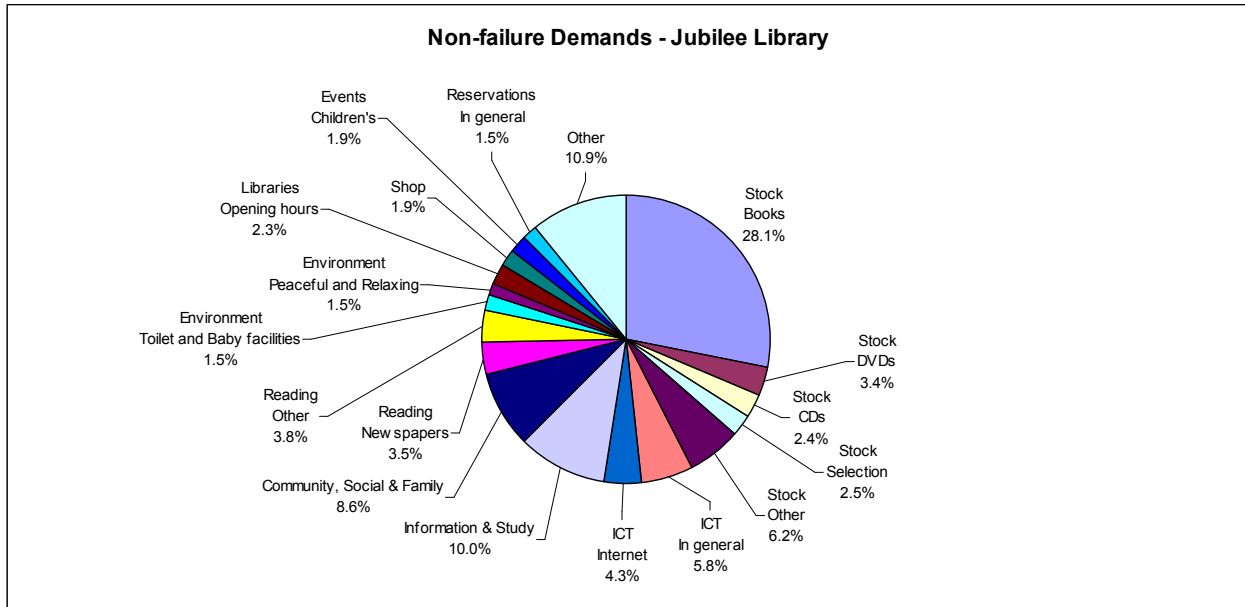
“Could open later at weekends.” [Jubilee, Female, 30s]

“Wish you were open on bank holiday Monday.” [Jubilee, Post-It note in foyer]

“Would like longer opening hours during exam season (at least till 8 every day).” [Jubilee, Post-It note in Young People’s area]



The remaining 1527 demands made at Jubilee Library were met to the satisfaction of the customer. Their comments are analysed and shown below:



“I also found the book I wanted for my holidays.” [Jubilee, Female, 50s]

“To get DVD for my child - we don't have a TV” [Jubilee, Female, 20s]

“I have recently taken out a Subscription card so have borrowed CDs starting with A through to Z - I am now browsing to see if I have missed any” [Jubilee, Male, 30s]

“Did some maths work on the computers.” [Jubilee, Female, 40s, with two children]

“I don't borrow books I just use the internet” [Jubilee, Female, Late teens, Deaf]

“I've come to do some work - I'm a freelancer so I was just reviewing my business plan. I saw I got an email about a new contract, so I'm actually working on a tender for a contract.” [Jubilee, Female, 30s]

“I'm meeting a client - I'm supporting them to use the Internet - I'm a housing support worker” [Jubilee, Female, 50s]

“Came today to meet up with friends who also have children” [Jubilee, Female, 30s, with two children 6yr and 4yr]

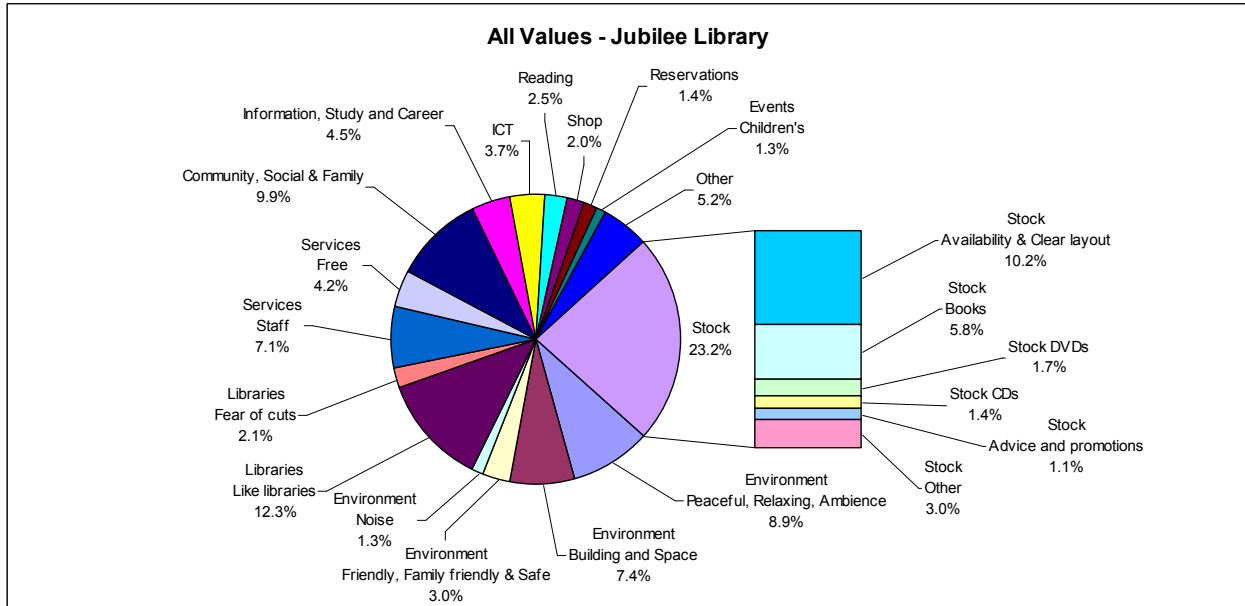
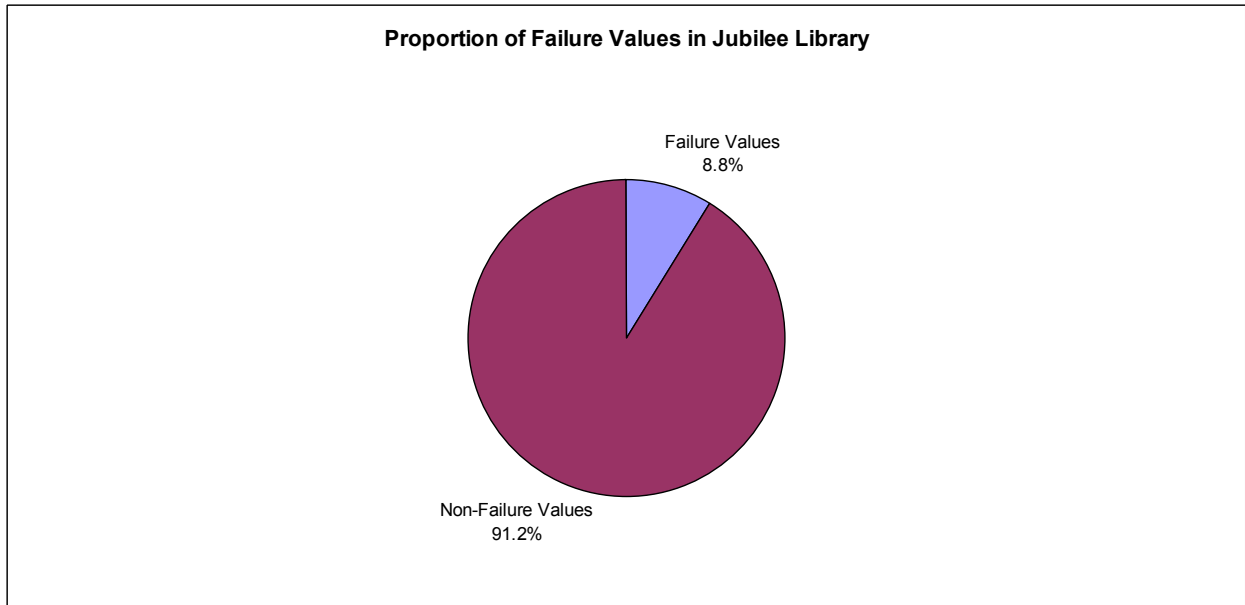
“To bring my two children to play in the children's section” [Jubilee, Female, 20s]

“Came in to read.” [Jubilee, Female, under 16]

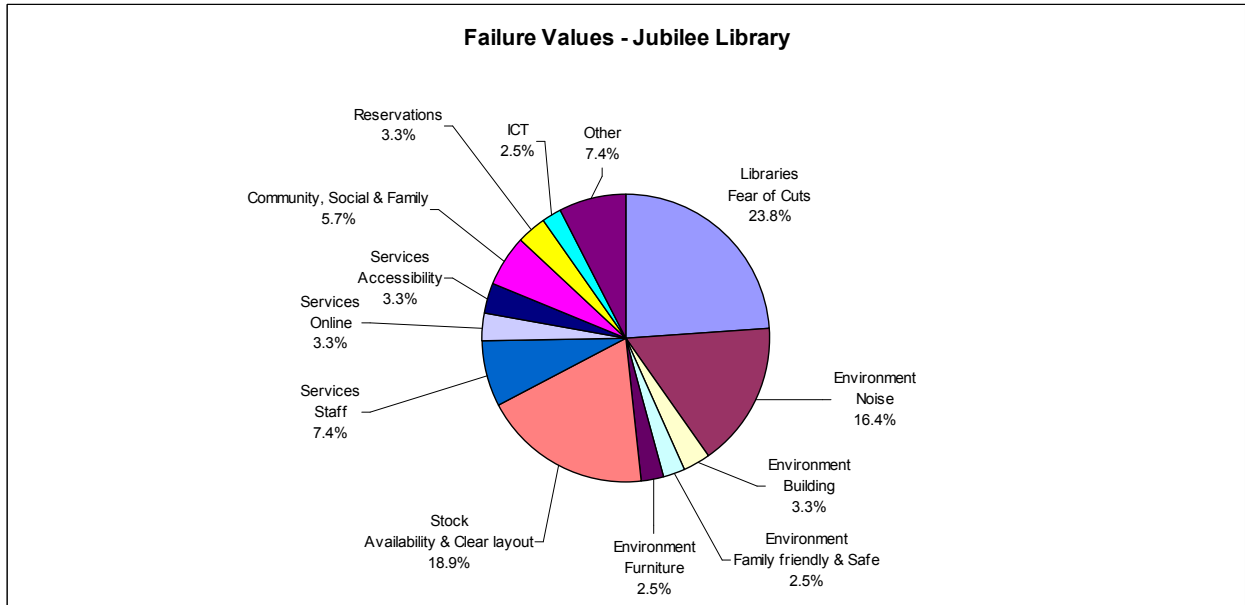
“Look at a foreign newspaper - the Italian one.” [Jubilee, Male, Elderly]

### 3.3.2 Jubilee Library Failure and Non-Failure Values

1387 comments were made by customers in Jubilee Library about what is important to them about the library service. Of these, 122 (8.8%) were not met by the service and hence count as failures.



The 122 failures are shown in the chart and quotes from customer comments below.



“There's such a lot in the news about libraries closing.” [Jubilee, Female, 60s]

“That it continues to be a good service that's always here.” [Jubilee, Female, 30s]

“It would be scary to use volunteers instead of professionals.” [Jubilee, Male, 60s]

“I have noticed that nothing happens when the alarm goes off.” [Jubilee, Female, 40s]

“It's a good place to write except for the noisy kids and people talking on mobiles.” [Jubilee, Male, 60s]

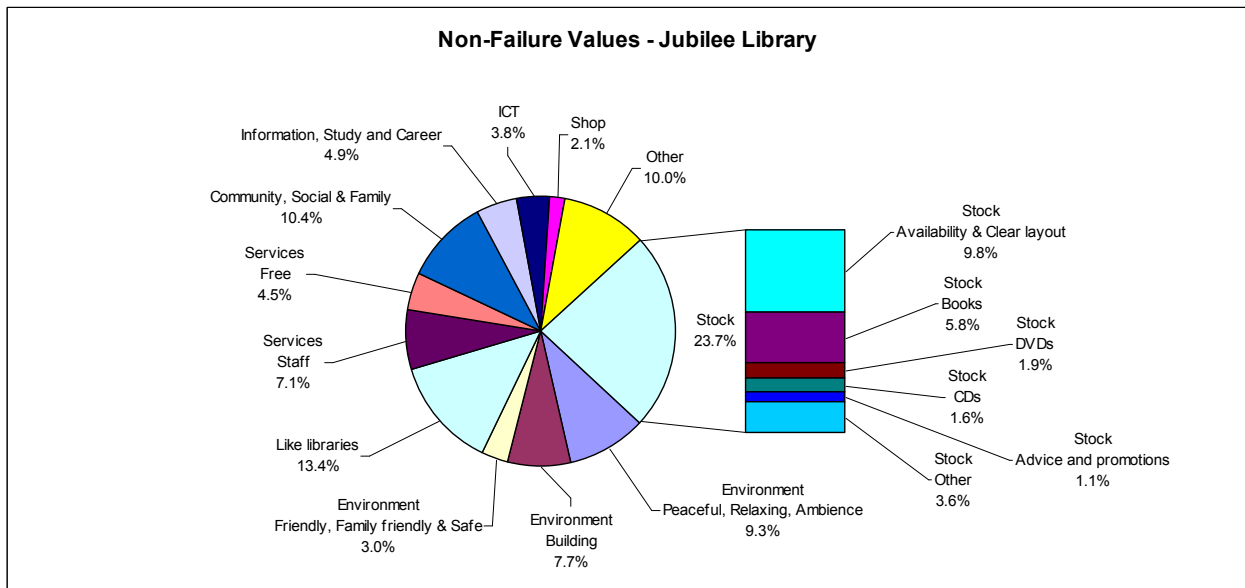
“Why is fiction all alphabetical instead of grouped by genre? Means you can't browse for other authors - bookshops have this, why not this library?” [Jubilee, Post-It note in foyer]

“Good access to the books is important - shelving upstairs is a bit cramped.” [Jubilee, Male, 40s]

“Staff should be more friendly.” [Jubilee, Female, 40s]

“Lack of staff - hanging around here for ages waiting to be served, because there are so few staff here now” [Jubilee, Post-It note in foyer]

The 1265 comments about values where the service successfully met them are analysed below, followed by typical quotes from satisfied customers.



“All well laid out.” [Jubilee, Female, 20s]

“The staff are always really helpful and knowledgeable about similar books and series he [son] might like” [Jubilee, Female, 20s-30s, with son]

“I like the audio books because I drive to work and like to listen to them as I drive” [Jubilee, Female, 40s]

“I value coming in here and being able to choose the books you want with no problems.” [Jubilee, Male, 70s]

“We often pass by the library – the children's area is very good for relaxing.” [Jubilee, Family – couple with small child]

“I like how colourful, big and quiet the library is.” [Jubilee, Male, under 16]

“An oasis of calm amid the day. Always a good option.” [Jubilee, Male, 30s-40s]

“I feel safe.” [Jubilee, Male, 40s]

“You can bring the kids unlike some spaces in city centre” [Jubilee, Couple, 30s]

“It's not one of the libraries where you have to be silent - It's very welcoming” [Jubilee, Female, 20s]

“Library is my 'Shangri-La' almost always something you want.” [Jubilee, Male, 20s]

“The informative staff you have here who are more than willing to help me look for books if I am unsure where to look.” [Jubilee, Female, 30s]

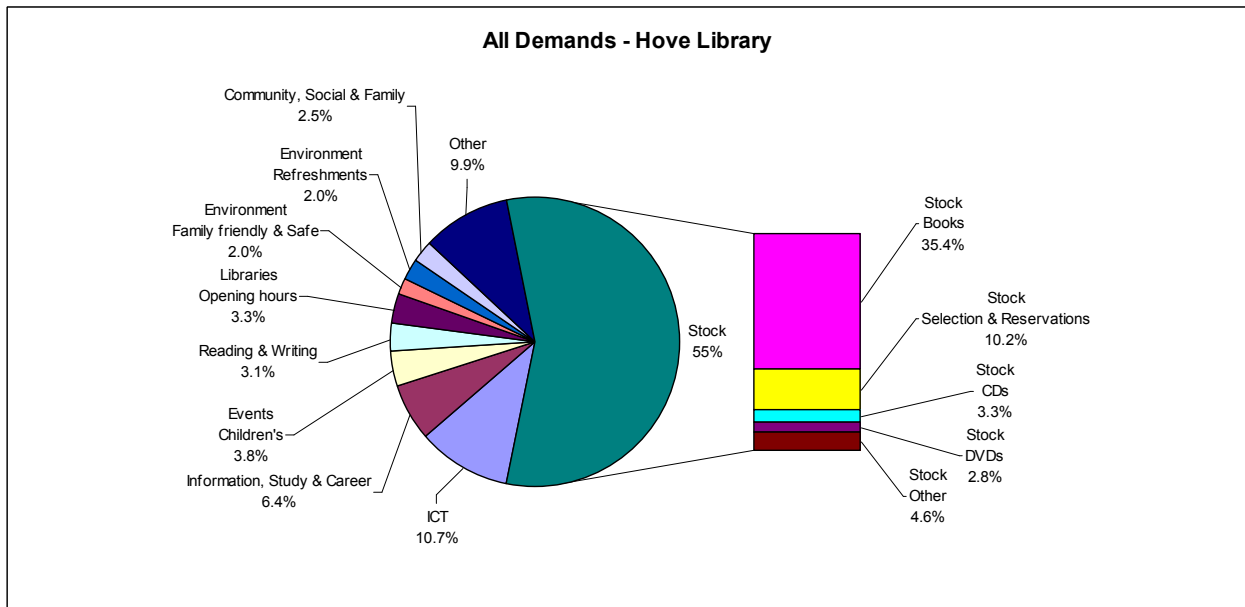
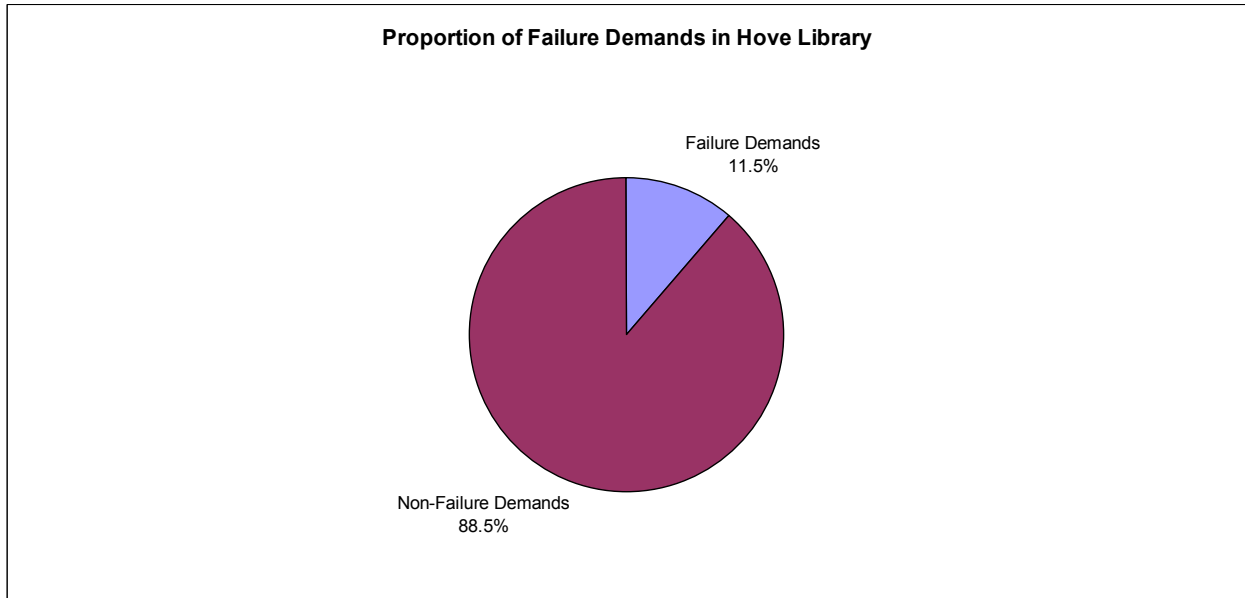
“The staff are accommodating of all the babies and their behaviour” [Jubilee, Female, 40s, with 6yr old and 1yr old]

“It helps me to engage with the community.” [Jubilee, Female, 30s]

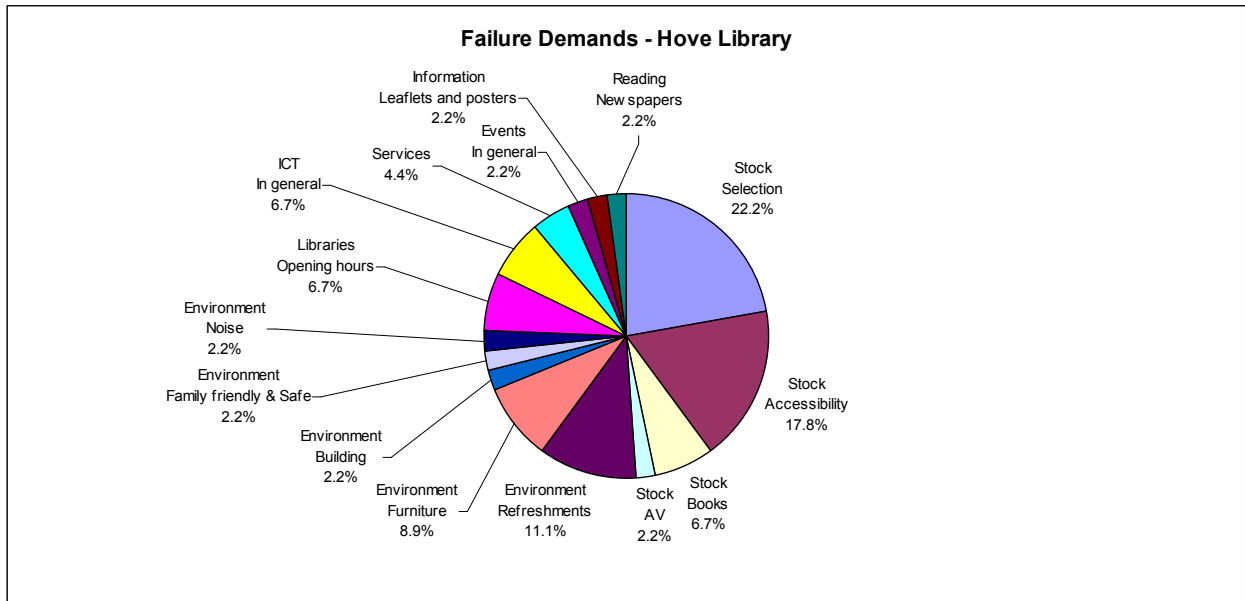
### 3.4 Hove Library Analysis

#### 3.4.1 Hove Library Failure and Non-Failure Demands

383 demands were made of Hove Library in the comments, of which 45 (11.5%) were failure demands.



The 45 failure demands are shown in the chart below, followed by typical customer comments about them.



“There used to be a better selection of books.” [Hove, Male, Elderly]

“Don’t over pack the shelves.” [Hove, Female, Elderly]

“Sometimes finds it hard to find [books in the] non-fiction sequence.” [Hove, Female, Chinese, 20s]

“Water cooler would be useful.” [Hove, Female, 20s-30s, with 6yr old child]

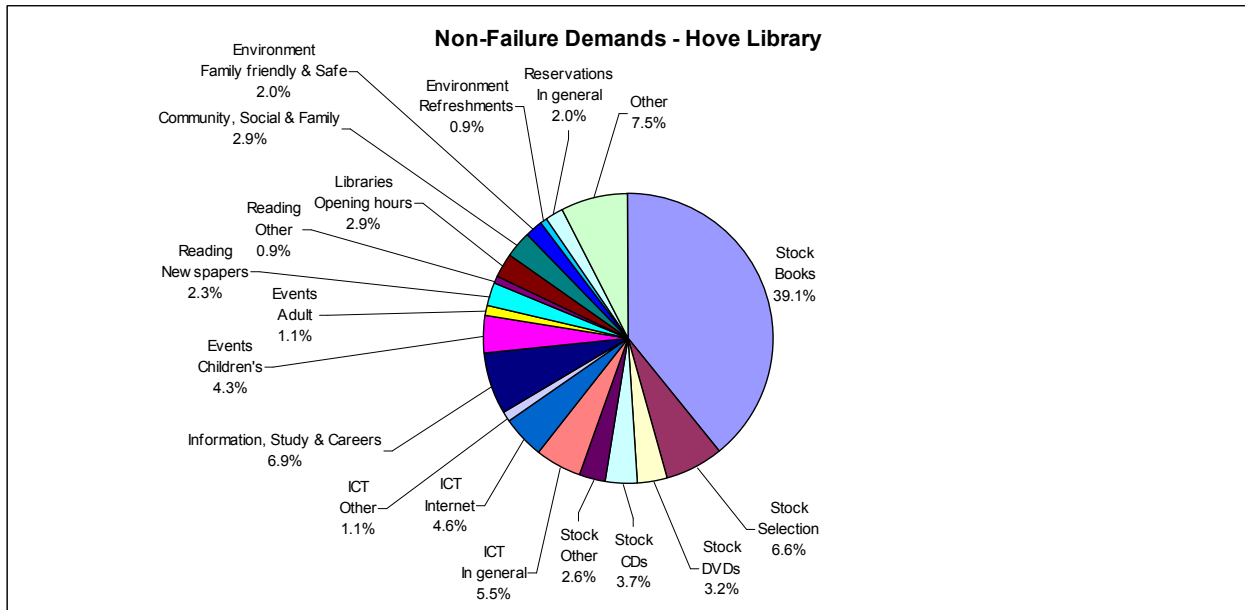
“Needs flexible space - comfy chairs for people who want to just sit and read.” [Hove, Male, 30s]

“Could you space out the chairs in the children’s area because when I read to my child I can overhear other parents reading to theirs so it makes it difficult to read together.” [Hove, Female, 40s, with child under 5yr, English second language]

“The opening hours are good, but I would like it if you were open on Monday mornings too.” [Hove, Female, 40s]

“I’ve come to use the internet, but I find it hard to book at times. I think there should be more computers and longer time slots available.” [Hove, Male, 40s]

The remaining 348 demands made at Hove Library were met to the satisfaction of the customer. Their comments are analysed and shown below:



"I'm in every day - mainly books for myself and my daughter." [Hove, Female, 40s]

"I use the internet because mine isn't working at home." [Hove, Female, 30s]

"I was looking at an article on a health issue." [Hove, Female, 40s]

"I've found some helpful leaflets so that should be useful." [Hove, Female, 40s-50s]

"I came in to use the computers as I am unemployed." [Hove, Male, 20s]

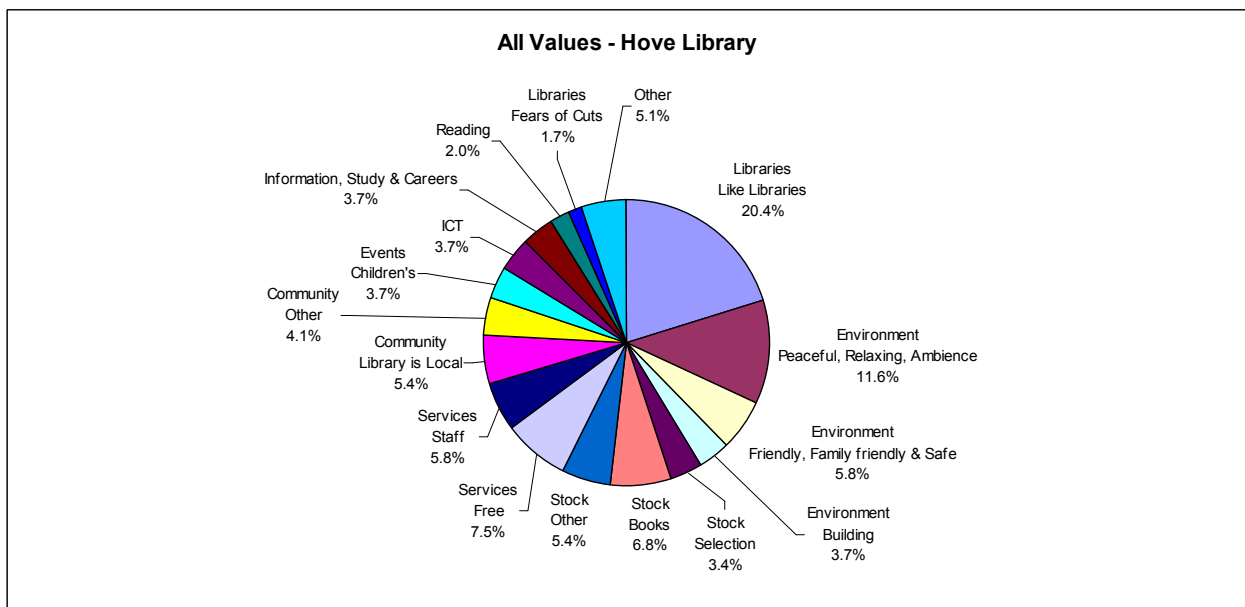
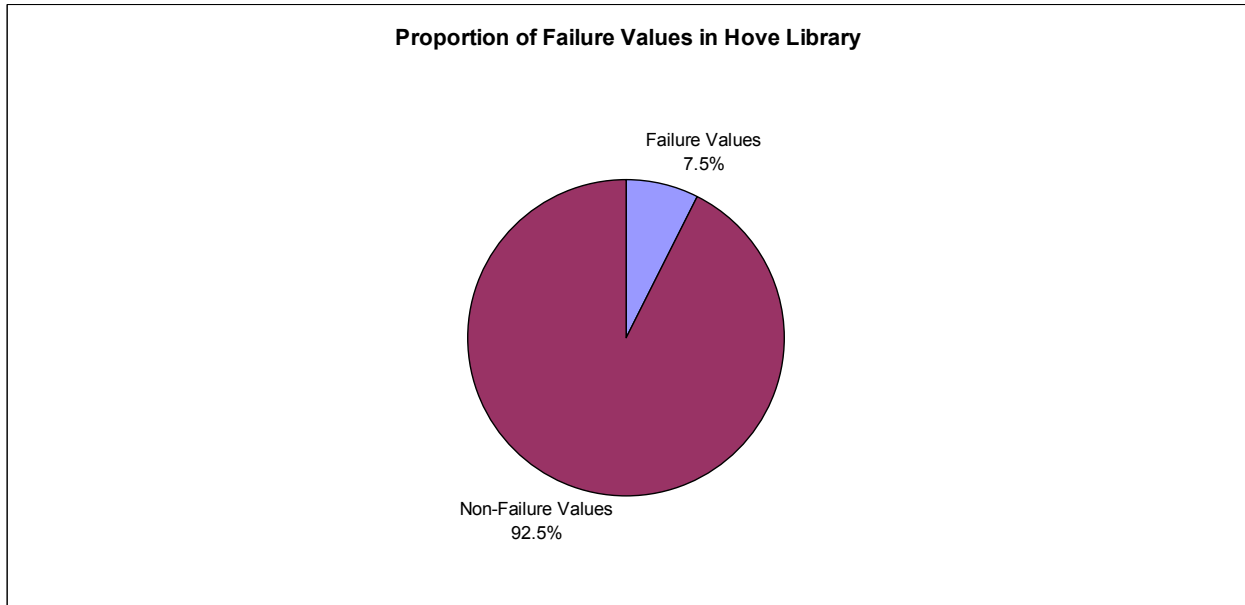
"Somewhere to bring the grandchild." [Hove, Couple, 60s]

"I had a leaflet for the Bookstart event so I brought my children." [Hove, Female, 30s, with children]

"I've come in to read the paper." [Hove, Male, 50s]

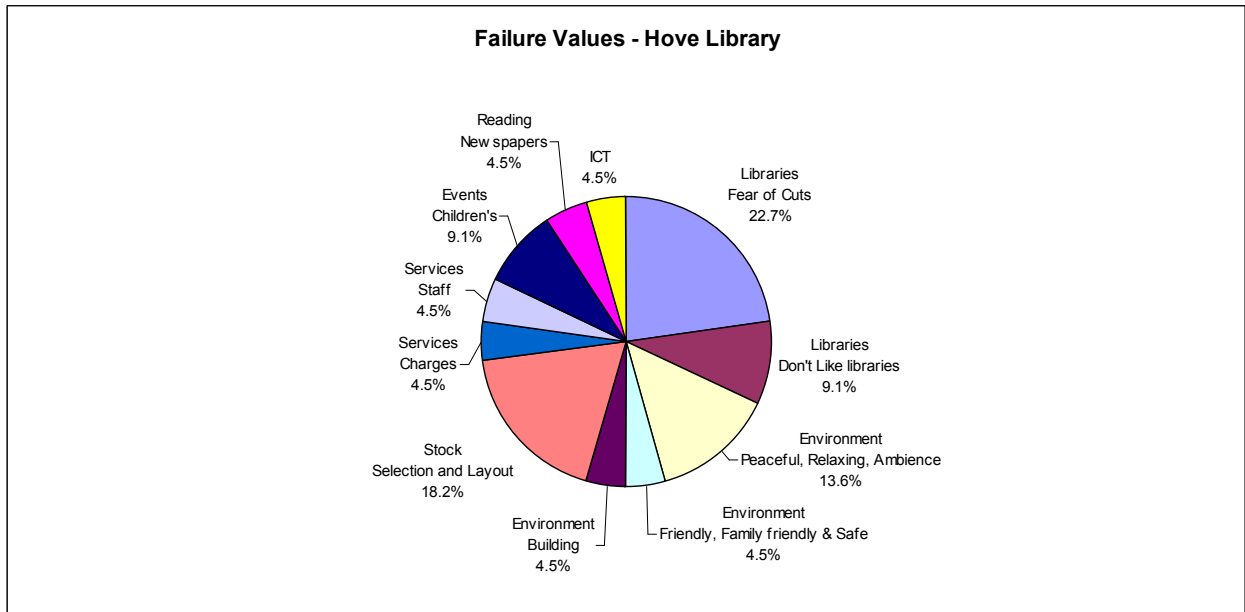
### 3.4.2 Hove Library Failure and Non-Failure Values

294 comments were made by customers in Hove Library about what is important to them about the library service. Of these, 22 (7.5%) were not met by the service and hence count as failures.





The 22 failures are shown in the chart and quotes from customer comments below.



"I'm so glad they didn't shut it, that would have been so stupid and short sighted." [Hove, Male, Elderly]

"I'm very happy with this library, don't ever close." [Hove, Female, 50s]

"With the internet there is a danger of losing the library resources." [Hove, Female, 30s]

"I like the old ways of being silent." [Hove, Female, Elderly]

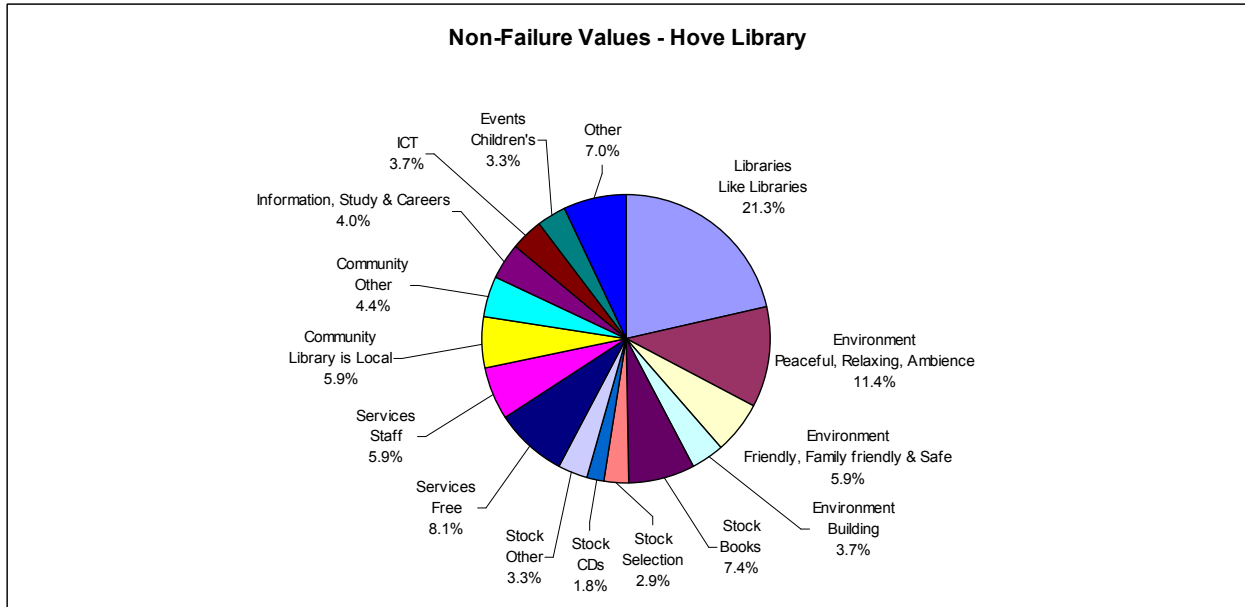
"I don't like the automatic doors especially at Hove as they open onto a main road." [Hove, Female, 30s-40s, with child under 5yr]

"Would you like to know of some improvements? Anybody who has disabilities can't get to high or low shelves." [Hove, Female, Elderly]

"Staff being available - sometimes I have been waiting and waiting here at different times of the day and there is no-one around." [Hove, Female, 20s]

"I like the activities in particular Baby Boogie, though sometimes I don't get in as it is full." [Hove, Female, 20s]

The 272 comments about values where the service successfully met them are analysed below, followed by typical quotes from satisfied customers.



“Love it - Use all the time for everything.” [Hove, Female, 30s]

“Think very highly of the library – Marvellous.” [Hove, Male, 20s]

“I like the feel of this library.” [Hove, Female, 60s]

“Not rushed in here.” [Hove, Male, 30s]

“I mostly value the books because I'm an enthusiastic reader” [Hove, Male, 50s]

“I think it's brilliant you can borrow things and you don't have to buy them, just bring them back.” [Hove, Female, 60s]

“With four children it's too expensive to buy all the books they want and see at school.” [Hove, Male, 30s]

“Personal contact with the children - staff try to build up a relationship with the children and make them feel at home.” [Hove, Female childminder, Elderly, with two children]

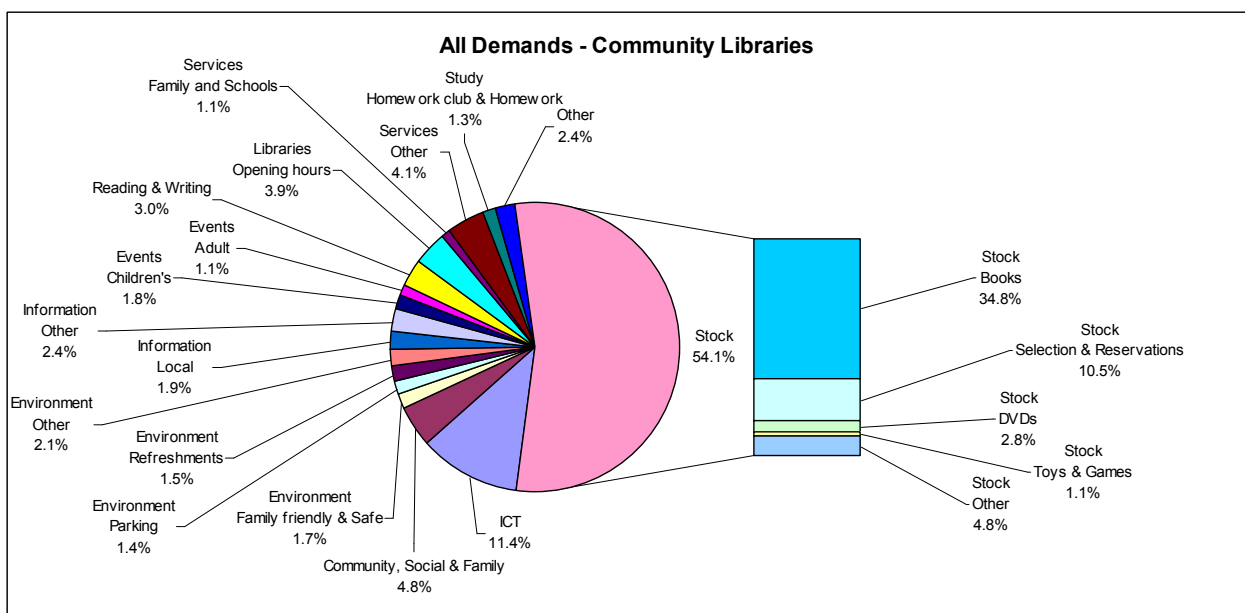
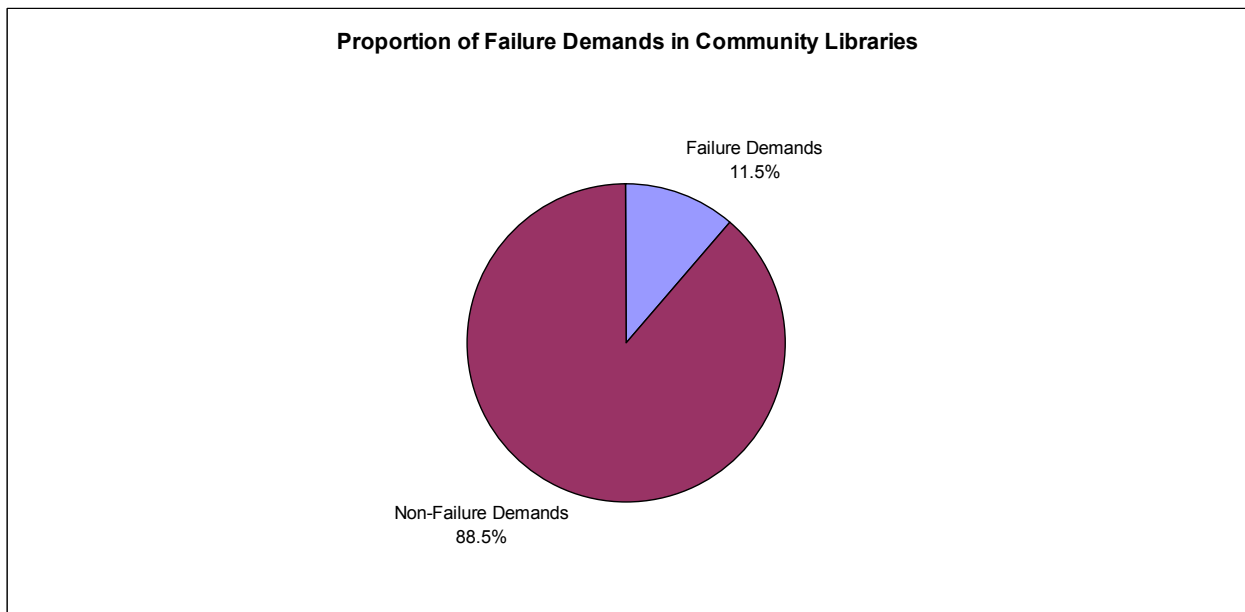
“It's near other groups I go to, so fits into part of my day.” [Hove, Female – mother, 20s-30s]

“Fantastic Community service.” [Hove, Female, 60s]

### 3.5 Community and Mobile Libraries combined analysis

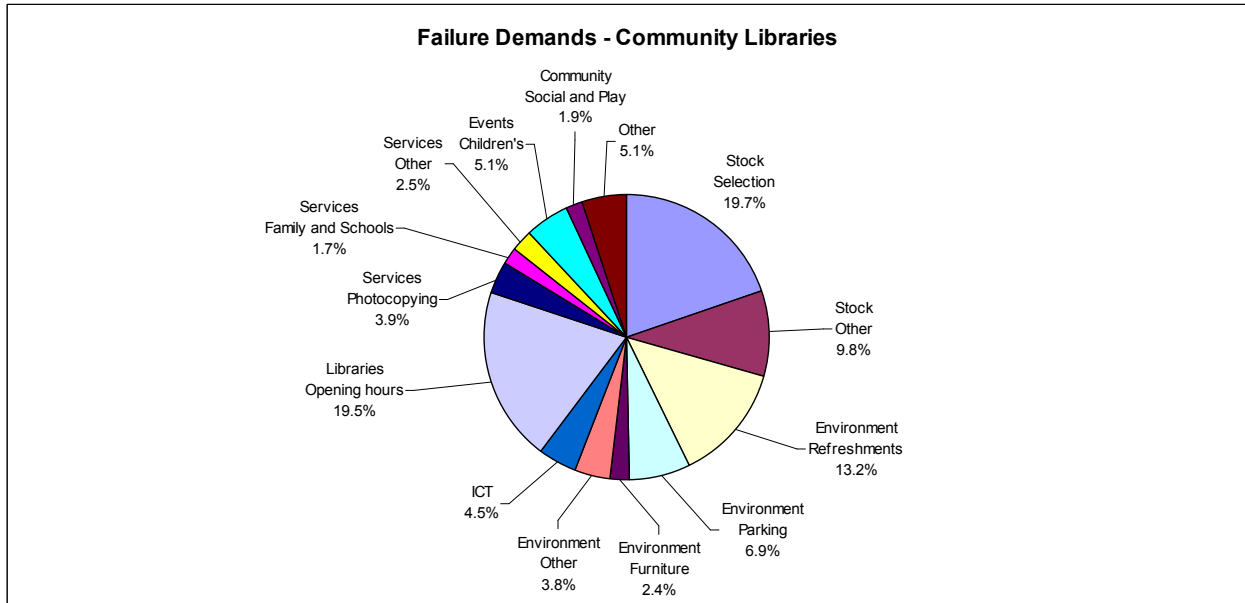
#### 3.5.1 Community and Mobile Libraries Failure and Non-Failure Demands

The charts below are for the combined data from all of the community libraries and the mobile library and the data is weighted to ensure a realistic distribution of data across different service points. 1530.2 (weighted value, 2655 actual total number) demands were made of these libraries in the comments, of which 175.3 (weighted - 11.5%) were failure demands.





The 175.3 (weighted value, 327 actual number) failure demands are shown in the chart below, followed by typical customer comments about them.



“I would like to see more cookery books for adults and gardening.” [Mobile, Female, 30s]

“Books-wise there isn't much for me here - the books are mostly for the younger ones or adults.” [Coldean, Male, under 16]

“Would be good to get some new releases so I don't have to pay for reservations.” [Mobile, Male, Elderly]

“More books would be good - I keep coming across the same titles from the same authors - I'd like to see more different ones” [Hollingbury, Male, 40s, with son]

“Would like tea and coffee.” [Whitehawk, Female, 50s]

“Nice if the adults could have a coffee - I bring mine in my back pack. Water would do for the kids” [Saltdean, Female, 40s]

“I need to use my car to get about, but the parking here is making me think twice about coming to the library.” [Woodingdean, Female, Elderly]

“I've come to moan about the parking. I am blocked in and can't get my car out - people are very thoughtless” [Patcham, Female, Elderly]

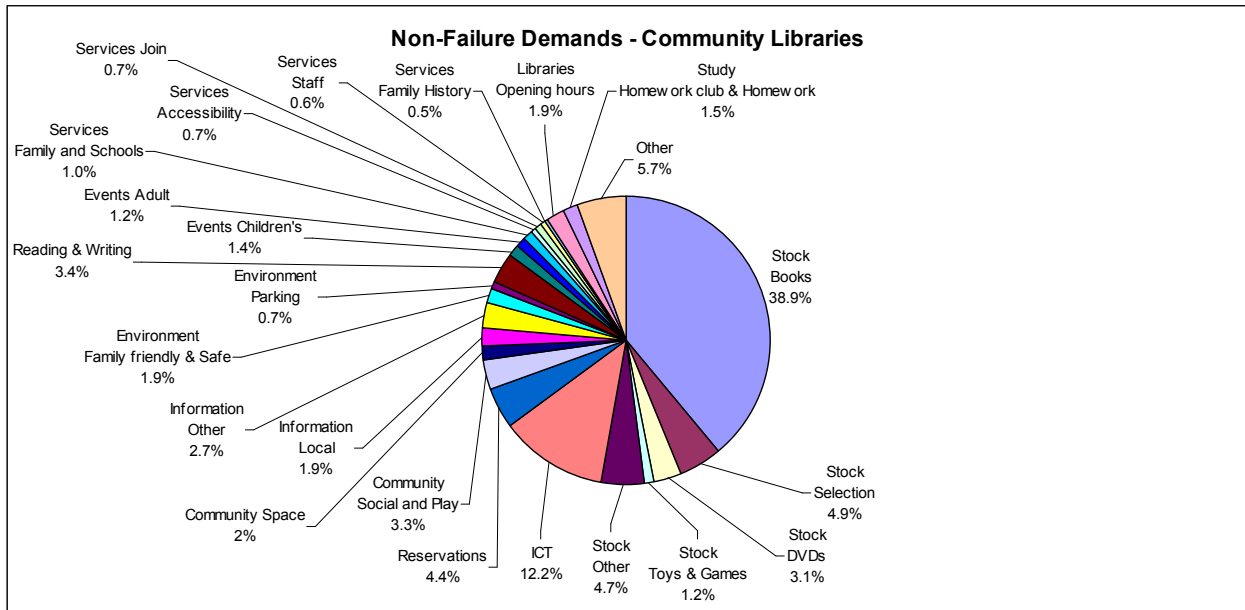
“The only thing on the down side is the parking - we can't park in the PCC spaces but I've seen patients come out of the doctor's who have parked in the library spaces.” [Portslade, Female, 50s]

“I wish you opened more days - I work and it is not always easy to get here.” [Patcham, Female, 30s]

“Opening times - I live in Lower Bevendean and the library times at Moulsecoomb don't match my needs or requirements.” [Portslade, Female, 50s]

“Opening times are a bit difficult.” [Saltdean, Female, 30s]

The remaining 1354.9 (weighted value, 2328 actual number) demands made at the Community and Mobile Libraries were met to the satisfaction of the customer. Their comments are analysed and shown below:



"It's my first visit today, my daughter wanted to come back because of the school visit - We've come to take out books." [Hollingbury, Female, 40s, with child]

"I've come to get some [books] for my homework." [Mile Oak, Child, under 16]

"To get books on the Amazon for a school project, and it is fun looking!" [Hangleton, Female, 40s, with son and daughter]

"To take books out - this is a bonus, I found exactly what I was looking for." [Portslade, Female, 40s]

"I love the good selection of books." [Coldean, Female, 40s – note similar comments were received from many libraries from customers of all ages]

"I like reading magazines." [Moulsecoomb, Female, 20s]

"I have read the paper today while I wait for my partner to get a book" [Rottingdean, Male, 60s]

"I want story bags for my grandchildren" [Mobile, Female, Elderly]

"I want you to help me set up an email so I can keep in touch with my daughter who is travelling around Australia." [Woodingdean, Female, Elderly]

"It's actually really useful because I don't have a printer at home." [Saltdean, Child, under 16]

"I came in last week and asked for computer courses available. You told me to get in touch with Rottingdean for silver surfers and I managed to get a cancellation and I have just come back from there inspired and ready to learn more. Please book me in for an hour on the computer next week for the BBC web wise course you told me about." [Woodingdean, Female, 60s]

“I don't have a PC at home so use library ones.” [Hollingbury, Male, 40s]

“I cannot afford the bus fare to Jubilee so want to be able to have help with finding a job in Coldean Library” [Coldean, Male, unemployed, 50s]

“I want to order Sandman series graphic novels - can you get them for me?” [Woodingdean, Male, 20s]

“I often come in to order books for my book group.” [Westdene, Female, 60s]

“I don't come here for books but for company, but I might start now.” [Woodingdean, Female, 50s]

“We have come in to meet up.” [Whitehawk, three childminders with five under 5yr olds]

“Meet friends here to look at books.” [Patcham, Female, under 16]

“Library's not bad, it's been good you listened and were interested in us. We have people to talk to in school but they're mostly boys or behaviour people - You're different, not one of them. It's been good talking to you.” [Patcham, Female, under 16]

“I like the Brighton & Hove information leaflets and local news.” [Mile Oak, Female, 30s]

“I got the leaflets that I wanted. I knew I would find them here” [Rottingdean, Female, 40s]

“Because my mobile has not got any credit and my Mum will be worrying, can I or you call her to let her know I'm alright?” [Hangleton, Male, under 16]

“It's not frightening to come in like some libraries” [Coldean, Female, 60s]

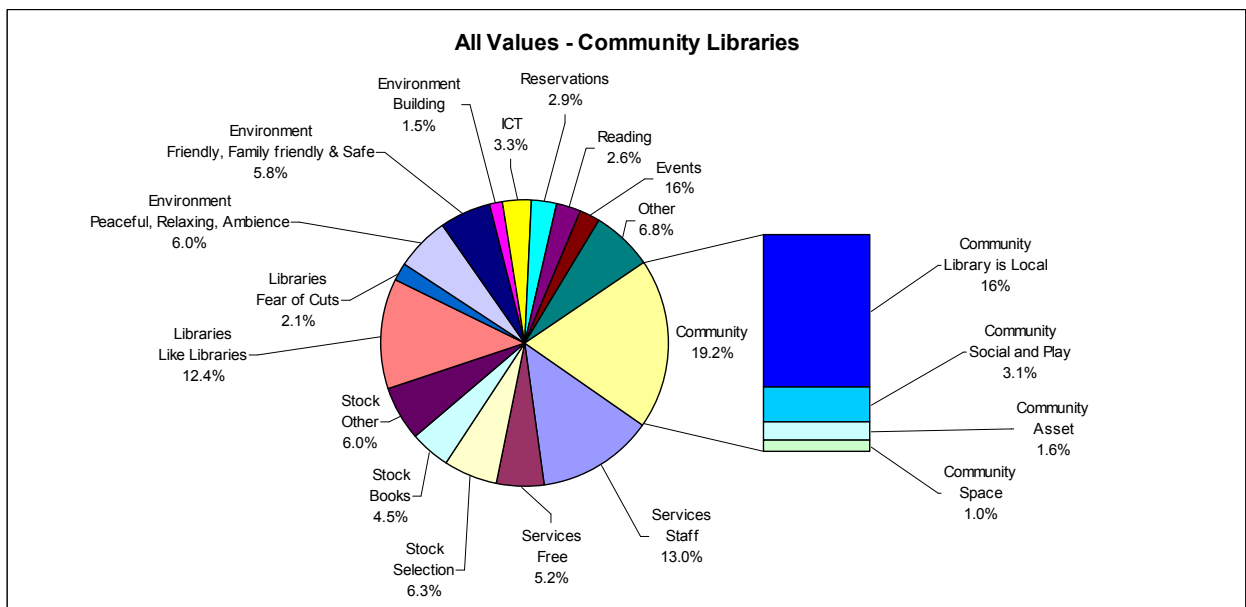
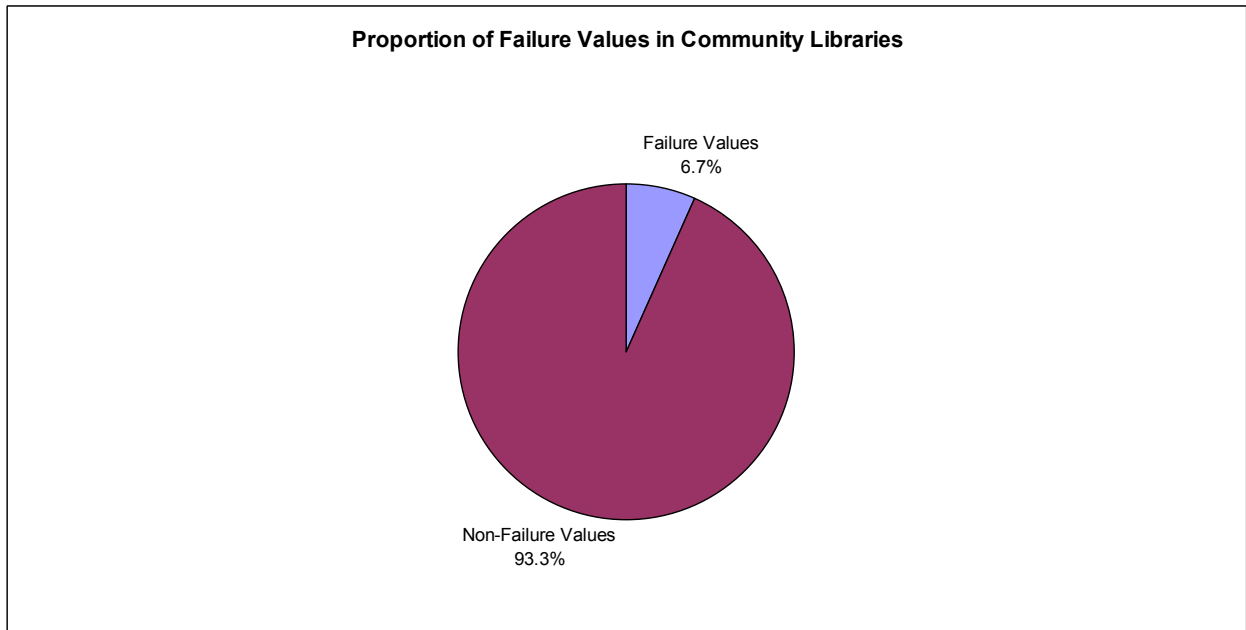
“I came here so I could relax” [Coldean, Female, under 16]

“To attend the Portslade Writer's group - I come once a month. I love attending” [Portslade, Female, 50s]

“Learn more about topics we are doing at school” [Woodingdean, Female, under 16]

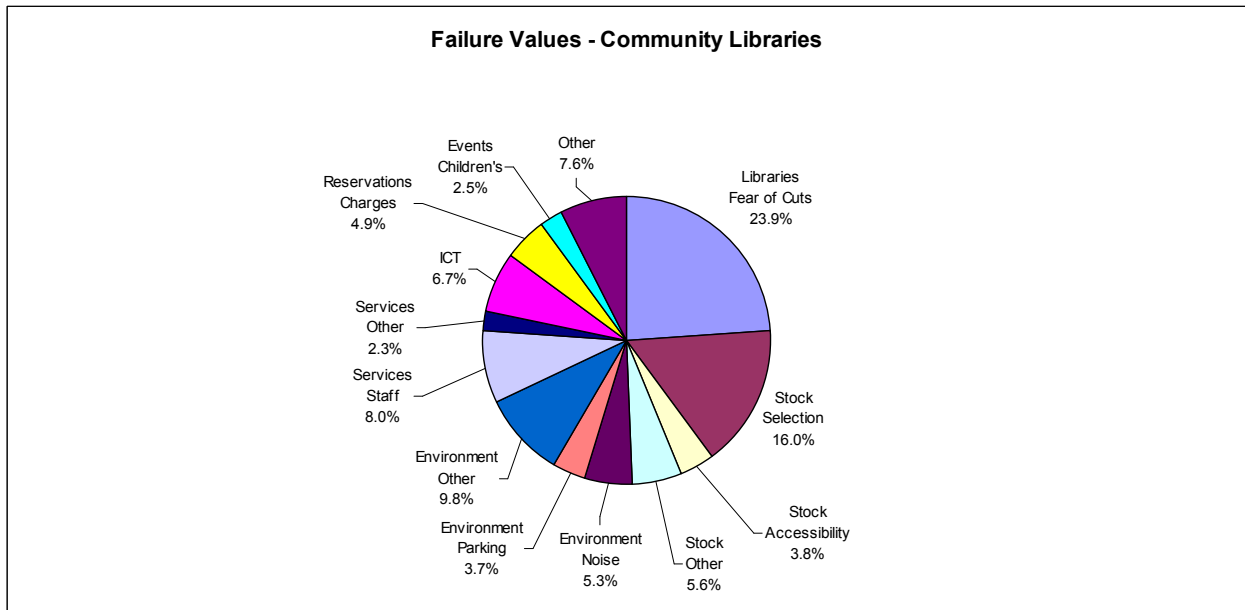
### 3.5.2 Community and Mobile Libraries Failure and Non-Failure Values

The charts below are for the combined data from all of the community libraries and the mobile library and the data is weighted to ensure a realistic distribution of data across different service points. 1239.6 (weighted value, 2112 actual total number) comments were made by customers in the Community and Mobile Libraries about what is important to them about the library service. Of these, 82.5 (weighted - 6.7%) were not met by the service and hence count as failures.





The 82.5 (weighted value, 149 actual number) failures are shown in the chart and quotes from customer comments below.



“Don't you take it away from us, we don't have a community centre or anything so this is our community space.” [Coldean, Female, Elderly]

“Not letting the sods at the council destroy the library service. Reading is a solitary thing and not something in your face, so seems to be thought of as a service which can be whittled away.” [Portslade, Female, 60s]

“I'm horrified about using volunteers instead of people and closing them down.” [Westdene, Female, 60s]

“I'd be the first to put my name on any partition to stop closures.” [Portslade, Male, 30s]

“I think the stock needs to be changed between libraries. I use Woodingdean as well and I keep seeing the same authors and books in each library.” [Rottingdean, Male, Elderly]

“I get DVDs here (which could have a better selection, but good overall).” [Hangleton, Female, Elderly]

“More copies of the books [for Homework Club] as they only have two copies of the books and it's annoying.” [Patcham, Female, under 16]

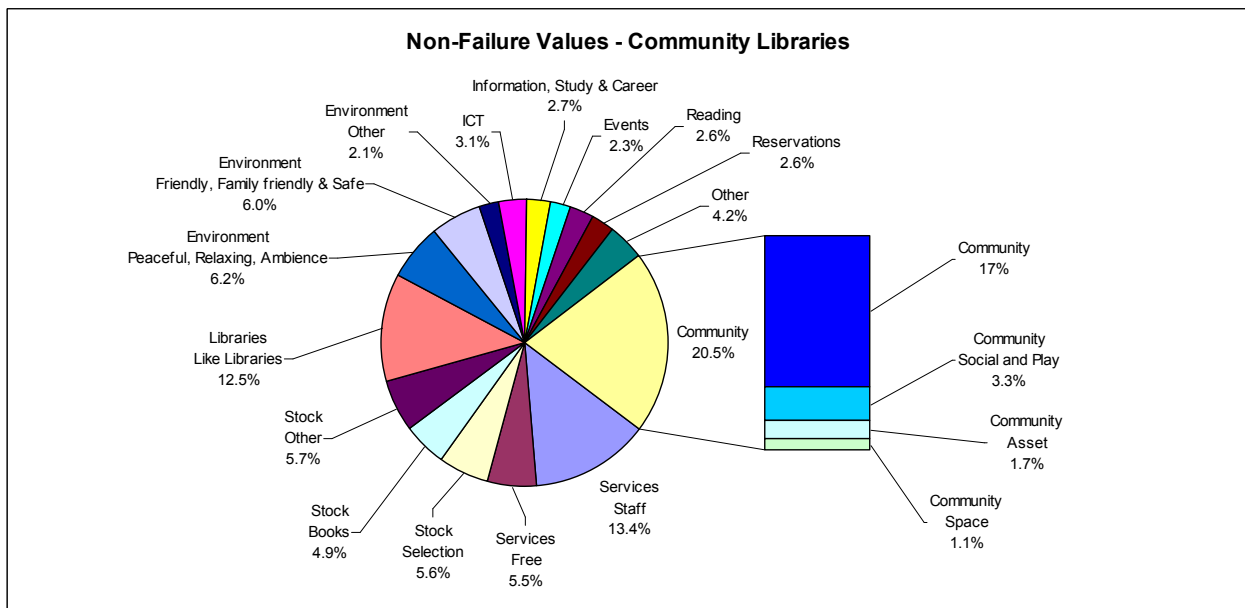
“Children's activities such as singing should be held in nurseries not libraries.” [Portslade, Couple, Elderly]

“Sometimes it's a bit noisy - I like a library to be a library - quiet if I am concentrating.” [Whitehawk, Female, 50s]

“Interaction with staff - doesn't like self service - at Hangleton the staff are here [gestures towards counter] I often can't find anyone to ask at Jubilee and Hove.” [Hangleton, Female, 40s]

“I like the extra assistance you give here, like today when you took the time to look on the catalogue. Last time I was told to keep checking the shelves.” [Mile Oak, Male, 50s]

The 1157.0 (weighted value, 1963 actual number) comments about values where the service successfully met them are analysed below, followed by typical quotes from satisfied customers.



“Well, it’s a community thing, it serves the community - all the ages; children, old people.” [Coldean, Male, 40s]

“The community feel.” [Hollingbury, Female, 40s]

“Hub of community.” [Patcham, Female, 60s]

“Brings people together under one roof.” [Portslade, Female, 60s]

“It’s fun to get to meet new people.” [Coldean, Female, under 16]

“I see the library as a great way to meet new people in the community, I like meeting new people and I worry because I’m getting older and I get lonely.” [Woodingdean, Female, 60s]

“Lovely space for children and parents to socialise.” [Whitehawk, Female, 20s]

“My youngest son really enjoyed the Summer read, it captured his imagination. It moved his reading forward; it gave him a focus and more of an interest to get the next book.” [Hollingbury, Male, 50s]

“I value helpful staff who know what they have in stock.” [Coldean, Female, 40s]

“Very friendly staff always helpful.” [Saltdean, Male, Elderly]

“The staff are friendly to the children which makes them comfortable to use it.” [Mobile, Female, 30s]

“Staff are a great help in pointing out what’s new and recommending new authors.” [Mile Oak, Female, 40s]

“Thank you for showing me the type of books to read with my child next. He was getting bored with books but now enjoying them again.” [Whitehawk, Female, 30s]

“The personal service” [Rottingdean, Female, 40s]

“I like the Recommended Reads and the extra assistance you give here, like today when you took the time to look on the catalogue” [Mile Oak, Male, 50s]

“It's a life line really if you've got a small child, they need lots of books and I can't afford to buy lots” [Hollingbury, Female, 20s-30s]

“I use the computers as I am unemployed and they are free - can't really afford to pay £1 or £2” [Coldean, Male, unemployed, 30s]

“We always find a book - the choice is very good” [Portslade, Female, 60s]

“This library has such a great range of homework and reading books” [Mile Oak, Female, 30s, with daughter approximately 10yrs old]

“There are lots of books - a nice choice” [Moulsecoomb, Female, 60s]

“Variety of books for the children - that's got them into reading and away from the TV” [Portslade, Male, 40s]

“Good to try toys out before buying it yourself - 'Try before you buy'” [Whitehawk, Female, 30s]

“Full of admiration for the libraries.” [Hollingbury, Male, 60s]

“The children love it down here.” [Portslade, Couple, 30s]

“I always enjoy coming to the library.” [Woodingdean, Male, 60s]

“It's a very comfortable place to be.” [Westdene, Female, 40s]

“A place you can come, browse and feel at home” [Whitehawk, Female, Elderly]

“It's a good place where kids can come and rest.” [Coldean, Female, 40s]

“It's small enough for my children to wander around without me worrying” [Hollingbury, Female, 40s]

“It's OK here. I'm OK here.” [Hangleton, Male, under 16]

“I feel safe here” [Moulsecoomb, Male, under 16]

### 3.6 Non-users

3.6.1 Staff went out to community places and activities to ask people about libraries. While many of those asked were users, some were not.

3.6.2 A web questionnaire was used which reached a few more non-users.

3.6.3 In total, 34 non-users were questioned. Their reasons for not being users fell into four main categories:

- 46% Did not feel that libraries were for them
- 27% Did not know what libraries had to offer them from the broad range of services or how libraries cater for all ages, including babies
- 18% Did not feel they had enough time
- 9% Went to other libraries (school or university) instead of using the public library service

3.6.4 These results clearly show the need to continue to advertise and market the full range of library services to the public, both locally and nationally, to improve the understanding of non-users about what libraries have to offer them.

“Suppose it’s OK for some people but not for me.” [Male, 30s]

“Never use libraries, don’t appeal.” [Male, 30s]

“Where is the library here?, [Female, under 16]

“Never got round to coming to the library - Didn’t realise how much you do.” [Female, 20s]

“Not a member - just moved here to teach.” [Male, 20s]

“Do I belong to the library - I don’t think so. Isn’t my baby too young?” [Female, 20s]

“No I don’t belong to the library - My kids are too small.” [Female, 20s]

“I don’t use it myself as I rarely read books - I read the same ten over and over.” [Adult, 40s]

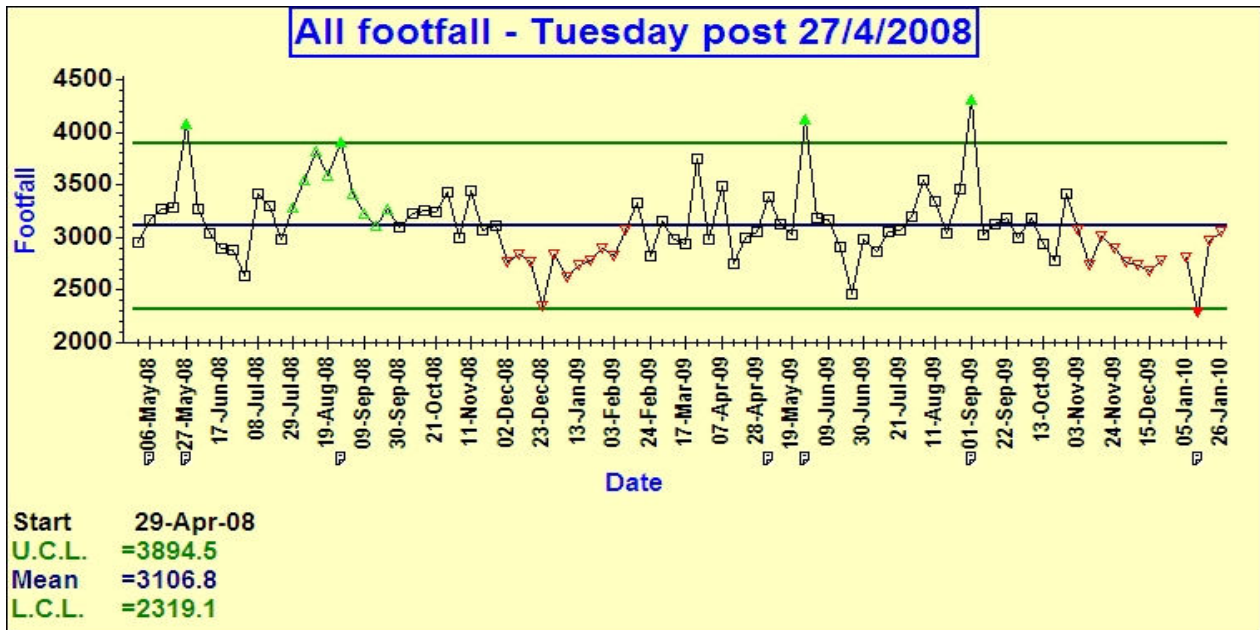
“I’m too busy to use libraries now. I buy books in charity shops or Amazon.” [Ex-user, Male, 50s]

“We use the school library but none of yours.” [Female, under 16]

“I’m a postgrad student at Sussex so I use their library.” [Male, 20s-30s]

## 4. Capability

- 4.1 The capacity of the service to meet these demands was looked at. In particular, new methods were adopted to look at data and management information in a graphical form set against time as opposed to the standard snapshot figures which managers had previously relied on.
- 4.2 This new method allowed monthly changes to be seen in the context of what was normal variation in the system. Thus managers did not waste time worrying about fluctuations that lay within normal variation, but could identify readings that were anomalous and needed further investigation.
- 4.3 For example, the new way of presenting data indicated where pressure points in the service occurred. By plotting footfall on Tuesdays against time in Jubilee Library, it became clear that there was a major increase on the Tuesdays following the Spring and August Bank Holidays, but nothing unusual about the footfall on the Tuesdays after the May Bank Holidays. Hence deployment of staff can be adjusted to accommodate the predicted busier days. It is recommended that further work around the details of staff deployment against customer demand is carried out.
- 4.4 The end-to-end time of services like the reservations service were looked at. There had been a recent introduction of charges for this service which had been introduced, in part, to improve end-to-end supply times. This was based on the pre-Systems Thinking premise that reducing the numbers of reservations would improve the supply time. The data when presented with a more Systems Thinking approach showed that this had not been the case. The delays in supply times were being caused by systemic problems in the movement and locating of stock as further flow analysis showed (see below), not by numbers of reservations placed. It is recommended that further work looking at the movement of stock between libraries is carried out.
- 4.5 For information, a typical new style of graph is shown below. Any data inside the two green lines are within normal variation, but data outside these lines is abnormal.



## 5. Observational Work and Work Flow

- 5.1 Managers carried out observational work both on the front-line and in the workrooms that support the front-line.
- 5.2 Flow charts were drawn for key areas of work and estimates made of how frequently each path through the flow chart was used.
- 5.3 Front-line staff were asked what helped and what hindered their being able to provide an efficient service to the customer. Their responses fell into the following main areas:
  - 33.3% were about ICT issues:
    - Lack of confidence in the Library Management System's searching facilities and information about holdings (some problems now improved with consortium work on the catalogue)
    - Speed issues (which have now been somewhat improved with recent upgrades)
    - Login issues – especially when there is a staff change-over on the front line (smartcard logins to be introduced autumn 2011)
    - Lack of serials and newspapers on the Library Management System (currently working with the third party bibliographic suppliers to rectify this).
    - Use of old systems (eg yellow cards for reservations) instead of the Library Management System (review of old back-office systems recommended).
  - 27.8% were about stock:
    - Failure demands on reservations caused by various issues (stock and courier projects recommended to look at these issues, along with ongoing work in Jubilee Library to ensure stock is reshelved correctly and quickly)
    - Delays in deliveries caused by the courier's route (project recommended to look at the service's use of the courier)
    - AV and audio stock comments from Community Library staff relating to the balance and quality of stock available (project to look at stock issues and library customer profiles recommended)
    - Duplicate stock (currently working with the third-party bibliographic suppliers to remove unwanted duplication)
    - Perceived lack of clear policy and procedure over donations (project recommended to look at stock issues like this)
  - 19.4% were about the layout and staff deployment in Jubilee Library.
    - The layout is now being modified using a project run by the front-line workers with managers providing guidance, but not imposing solutions. This enabled front-line workers to contribute their

considerable knowledge and experience into finding solutions to problems in the system.

- 11.1% were about training issues:
  - Reliance on relief staff who are less well trained and less aware of the range of services
  - Inconsistent use of the Library Management System and procedures (new customer service standards have now been introduced to form the basis of all training and performance management of staff)
- 8.3% were about lack of communication with the customer:
  - Out of date opening times on external notices (currently being replaced)
  - Poor signage inside libraries (especially Jubilee, currently under review)
  - Lack of visibility of staff (especially in Jubilee, new layout has helped with this)

5.4 An example of what was uncovered through this approach of observation and work flow analysis comes from the reservation flow work:

- When a customer comes to the enquiry desk on the upper floor at Jubilee Library asking for a specific book that we have, but that they cannot find, the staff member checks it is not out on loan.
- 50% of the time this is not the case and so the book should be on the shelf, so the staff member checks the shelves, both where it should be and recent returns.
- If the book still cannot be found then a reservation is put in for it – thus creating a lot more work to find it. Meanwhile, the customer leaves empty-handed and has to return to pick up the book at a later date. This is a clear Failure Demand – one which could have been avoided.
- When staff were asked to estimate how often this scenario led to a failure demand for a reservation, the reply was “on a good day when the shelving of returned books are up to date and the shelves are tidy, 10% of the time, on a bad day 85% of the time”.
- Thus the deployment of staff to keep shelving up to date has a large impact on the number of failure demands for reservations which, since they are also labour intensive to administer, ironically take time away from shelving time.
- Extra resources have now been put into shelving and shelf tidying in Jubilee Library reducing the level of resources dealing with reservations.

5.5 More work is recommended to look at the movement of reserved stock between libraries to further improve this service.



“I would like them [books] to be on the shelves (ie not lost as today).” [Jubilee, Female, 20s]

“I've come to get a book here that's not at Jubilee - I've come to pick it up but it's now at Jubilee.” [Hove, Male, 50s]

“Any reservations I put in inevitably makes the 'wait time' longer as you only have two deliveries a week on Mondays and Thursdays - As we are now paying for reservations how about extending the delivery service of them?” [Woodingdean, Male, Elderly]

## 6. System Conditions

- 6.1 Libraries are a statutory service under the Public Libraries & Museums Act 1964.
- 6.2 Brighton & Hove Library Service has a PFI contract covering Jubilee Library, so any changes involving the building require contractual variations.
- 6.3 Brighton & Hove Library Service covers its bibliographic services through the Jubilee Library PFI contract. Thus changes to stock procurement and processing need to be agreed with third parties and dealt with through contractual variations. This process is benchmarked every three years.
- 6.4 Brighton & Hove Library service will be expected to deliver the national offer for libraries.

## 7. Thinking

- 7.1 Many ways of previously thinking about the service are being challenged through this process. Already some smaller issues have been dealt with by a Systems Thinking approach of gathering information directly from the customer before taking decisions.
- 7.2 In a major shift from the normal approach, Jubilee Library has just had changes to the front-line desks and layout which was a project run by the front-line workers with managers providing guidance, but not imposing solutions. This has improved the customer experience and has helped staff eliminate some of the problems that were hindering them from giving a good service. It also empowered the front-line workers to contribute their considerable knowledge and experience into finding solutions to problems in the system – this both utilises their knowledge and gives them ownership.
- 7.3 Being open to further such changes in thinking will undoubtedly be of benefit to the customer and the service.

“It helps me through the weekend. It's a lifeline. The books, CDs and DVDs are my way of coping. I'm on my own, my partner committed suicide. Thanks.” [Jubilee, Post-It note in foyer]

## 8. Recommendations and Action Plan

Recommendations	Actions	Measures of success	Lead Officer(s) and Time
<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Flow of stock – look at time to deliver new titles to libraries. This includes looking at the Bibliographic Service Provider's supply times, our processing and moving the stock to community libraries via courier.</li> <li>▪ Flow of stock – look at time taken to deliver Reservations to libraries. This includes looking at our processing, the courier service route and the effect of Bank Holidays on delivery times.</li> <li>▪ Broaden the range of stock of all types, especially at community libraries, and cut out duplication of Adult Fiction titles (unless needed eg large print and normal print copies). Ensure that the selection profiles reflect the need for a broad range of stock.</li> <li>▪ Where there is a series of books, ensure that we have the complete series as customers find missing books in a series frustrating (happens a lot with Children &amp; Young People's stock)</li> <li>▪ Stock layout – Experiment with taking out crime, and possibly sci-fi and romance, Adult Fiction into their own areas at a few community libraries and</li> </ul>	<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Stock Project</li> <li>▪ Courier Project</li> <li>▪ Rewrite stock profiles and ensure that Bertrams' buyers understand the new specifications</li> <li>▪ Use Engage software to identify problems with serials. Inform the Bibliographic Service Provider of failures.</li> <li>▪ Experiment with Crime genre separately shelved in one or two libraries and monitor customer responses. Rollout more genres/other libraries dependant on responses.</li> </ul>	<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Stock Project report and action plan completed</li> <li>▪ Courier Project report and action plan completed</li> <li>▪ Stock Project report and action plan completed</li> <li>▪ Reduction in number of missing copies from series</li> <li>▪ Body of evidence from experiments for use in informing further work</li> </ul>	<p><b>Stock</b></p> <ul style="list-style-type: none"> <li>▪ Stock Project Manager to be appointed (Autumn 2011)</li> <li>▪ Courier Project Lead to be appointed (Autumn 2011)</li> <li>▪ Stock staff and Stock Project Manager (December 2011)</li> <li>▪ Stock staff (March 2012)</li> <li>▪ Stock staff and library managers (March 2012)</li> </ul>

Recommendations	Actions	Measures of success	Lead Officer(s) and Time
<p>see how customers react, with a view to rolling out to all libraries if customer reaction is positive.</p> <ul style="list-style-type: none"> <li>▪ Ensure that stock shelving and shelf tidying is done consistently so as to reduce the number of reservations that are failure demands on the service. This is particularly important at Jubilee Library.</li> <li>▪ Provide better central support from Jubilee Library to Hove Library and the Community Libraries from the managers with stock responsibilities.</li> <li>▪ Stock online services - Ensure that all items on the catalogue that are never likely to be available to customers are not seen on the public OPAC (ie the public catalogue in libraries and on the website) – customers do not like messages like “bring repaired since 2007” or “out of circulation”</li> </ul>	<ul style="list-style-type: none"> <li>▪ Review Jubilee Library timetabling to ensure effective use of Library Officers and Assistants for shelving and to free managers' time at regular intervals for supporting other libraries.</li> <li>▪ Change the necessary parameters in Spydus to hide unavailable stock and either set this up to be automated or set up a regular manual review to keep the data up to date.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reduced failure demand for reservations</li> <li>▪ Improved stock in community libraries and Hove</li> <li>▪ Unavailable stock hidden</li> </ul>	<ul style="list-style-type: none"> <li>▪ Operations Managers and Service Development Managers (December 2011)</li> <li>▪ Stock and library Service Development Managers (December 2011)</li> <li>▪ ICT manager (December 2011)</li> </ul>
<p><b>Environment</b></p> <ul style="list-style-type: none"> <li>▪ Improve many aspects of the environment through wholesale redevelopment or refurbishment of libraries.</li> <li>▪ To reduce the level of complaints</li> </ul>	<p><b>Environment</b></p> <ul style="list-style-type: none"> <li>▪ Seek opportunities to improve many aspects of the environment through wholesale redevelopment or refurbishment of libraries.</li> <li>▪ Managers to ensure that staff understand that it is an expectation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reduced number of complaints and failures due to environment.</li> <li>▪ Reduced number</li> </ul>	<ul style="list-style-type: none"> <li>▪ Library Management Team (ongoing)</li> <li>▪ All managers</li> </ul>

<b>Recommendations</b>	<b>Actions</b>	<b>Measures of success</b>	<b>Lead Officer(s) and Time</b>
<p>about noise, staff should be encouraged to challenge inappropriate noise (eg. someone speaking very loudly on a mobile phone, a child running around screaming loudly, responding quickly to the alarm system, etc.).</p> <ul style="list-style-type: none"> <li>▪ Provide a toilet and baby changing facility in every library.</li> <li>▪ Provide sufficient space for parents and children, with toys to play with, in every library.</li> <li>▪ Review use of space in Jubilee – seating and tables versus use for stock and activities. In the months leading up to exams use the Learning Centre as an extra quiet space for study with extra seats and tables.</li> <li>▪ Review the use of space in other libraries to ensure sufficient study and seating space.</li> <li>▪ Provide refreshments.</li> </ul>	<p>that they should challenge inappropriate noise.</p> <ul style="list-style-type: none"> <li>▪ Provide toilet and baby changing facilities when refurbishing or redeveloping any libraries.</li> <li>▪ Courier project needs to look at the movement of toys between libraries. If a wider distribution of toys is felt desirable, a larger toy budget would be needed.</li> <li>▪ Investigate the use of the Learning Centre in Jubilee Library as an extra quiet space for study with extra seats and tables.</li> <li>▪ Review the use of space in libraries.</li> <li>▪ Introduce refreshments in Jubilee Library.</li> <li>▪ Review how best to provide</li> </ul>	<p>of complaints</p> <ul style="list-style-type: none"> <li>▪ Increased facilities</li> <li>▪ Improved movement of toy stock across the city</li> <li>▪ Extra seating and tables available during the exam period</li> <li>▪ Review completed</li> <li>▪ Refreshments available in all libraries</li> </ul>	<p>(October 2011)</p> <ul style="list-style-type: none"> <li>▪ Neighbourhood &amp; Marketing Manager (ongoing)</li> <li>▪ Courier Project Lead (March 2012)</li> <li>▪ Marketing &amp; Income Manager and Libraries Facilities Manager (September 2011)</li> <li>▪ Service Development Managers (December 2011)</li> <li>▪ Library Managers</li> </ul>

Recommendations	Actions	Measures of success	Lead Officer(s) and Time
	refreshments in all other libraries.		(Jubilee July 2011, review other libraries by December 2011)
<p><b>Services</b></p> <ul style="list-style-type: none"> <li>▪ Ensure all staff, including relief staff, are trained to the same level of customer service and that standards are maintained through proper management and supervision on the floor.</li>   <li>▪ Seek opportunities to improve Library opening hours, customers especially commented on: <ul style="list-style-type: none"> <li>- Opening Jubilee Library to 5pm on Sunday</li> <li>- Opening Patcham every day</li> <li>- Extending days Saltdean open</li> <li>- Opening Hove on Monday mornings</li> </ul> </li> </ul>	<p><b>Services</b></p> <ul style="list-style-type: none"> <li>▪ Ensure that customer service standards form part of the induction training of any staff member or member of relief staff.</li>   <li>▪ Ensure that customer service standards are maintained through managers regularly supervising on the floor.</li>   <li>▪ Review all library opening hours.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Improved standard of customer service</li>   <li>▪ Review completed</li> </ul>	<ul style="list-style-type: none"> <li>▪ All Managers (September 2011)</li>   <li>▪ Library Management Team (December 2011)</li> </ul>
<p><b>Information and Enquiry service</b></p> <ul style="list-style-type: none"> <li>▪ Review our information provision and seek new ways of working that will ensure better consistency of information regardless of the location</li> </ul>	<p><b>Information and Enquiry service</b></p> <ul style="list-style-type: none"> <li>▪ Review our information provision and implement new ways of working.</li> </ul>	<ul style="list-style-type: none"> <li>▪ New ways of working implemented</li> </ul>	<ul style="list-style-type: none"> <li>▪ Information &amp; Learning Manager (April 2012)</li> </ul>

Recommendations	Actions	Measures of success	Lead Officer(s) and Time
or time of the customer request.			
<p><b>ICT</b></p> <ul style="list-style-type: none"> <li>▪ Provide WiFi at Jubilee Library.</li> <li>▪ Allow more than 1hr time slots.</li> <li>▪ Provide access to power points to plug in laptops, particularly at Jubilee Library.</li> <li>▪ Become proactive in monitoring the need to upgrade key software and putting in place ways to avoid customers being unable to open common file formats.</li> </ul>	<p><b>ICT</b></p> <ul style="list-style-type: none"> <li>▪ Provide WiFi at Jubilee Library.</li> <li>▪ Change booking system to allow greater than 1hr time slots.</li> <li>▪ Find a way to enable access to power points to plug in laptops, particularly at Jubilee Library.</li> <li>▪ Set up a system for monitoring the need to upgrade key software. Proactively ensure that customers are able to open common file formats.</li> </ul>	<ul style="list-style-type: none"> <li>▪ WiFi available to customers</li> <li>▪ Change in time slots</li> <li>▪ Sufficient supply of power points for customers with appropriate Health &amp; Safety precautions</li> <li>▪ Reduced customer complaints about the age of the ICT available</li> </ul>	<ul style="list-style-type: none"> <li>▪ ICT Manager (March 2012)</li> <li>▪ ICT Manager (September 2011)</li> <li>▪ Libraries Facilities Manager (March 2012)</li> <li>▪ ICT Manager (March 2012)</li> </ul>
<p><b>Staff deployment and Back-office work</b></p> <ul style="list-style-type: none"> <li>▪ The deployment of staff on the front-line should be further checked against customer demand to ensure that we deploy staff in a way that maximises our capacity to meet customer</li> </ul>	<p><b>Staff deployment and Back-office work</b></p> <ul style="list-style-type: none"> <li>▪ Check footfall against deployment in all libraries</li> </ul>	<ul style="list-style-type: none"> <li>▪ Better quality front-line service particularly during busy periods, and reduced levels of</li> </ul>	<ul style="list-style-type: none"> <li>▪ Library Management Team (March 2012)</li> </ul>

Recommendations	Actions	Measures of success	Lead Officer(s) and Time
<p>demand.</p> <ul style="list-style-type: none"> <li>▪ Ensure that all back-office (“function”) work done is of direct value to our customers and is properly resourced.</li> <li>▪ Flow of “function” work done by staff should be looked at to ensure that the work is being done in the most time-effective way using all the tools available, such as ICT, in the most efficient manner.</li> <li>▪ The current model of teams of staff concentrating on similar function work should be made more flexible to better use the skills and abilities of staff and to encourage the sharing of knowledge.</li> <li>▪ Managers should ensure that they thoroughly understand the work their staff are doing in their function time and constantly review this to ensure</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demonstrate that each piece of back-office work is making a necessary contribution to front-line priorities. If this cannot be demonstrated then that piece of work should be dropped. If the work is necessary, then ensure that it is properly resourced.</li> <li>▪ Carry out Systems Thinking flow work with front-line staff and identify with them where changes in work practice would be beneficial. This includes all work done in all libraries that is not directly on the front-line. It also includes ensuring that work is distributed effectively across the service.</li> <li>▪ Create opportunities for staff in all libraries to broaden their range of skills when looking at how to change the flow of the back-office work.</li> <li>▪ All managers to include careful setting of tasks and clear deadlines</li> </ul>	<p>stress on staff at busy times</p> <ul style="list-style-type: none"> <li>▪ Reduced levels of back-office work while ensuring proper resourcing for work that is necessary</li> <li>▪ Reduced levels of back-office work by using the most efficient approach to it and deploying staff effectively to do it</li> <li>▪ Better focus and quality of back-office work, and more opportunities for staff to gain new skills.</li> <li>▪ Better focus of back-office work</li> </ul>	<ul style="list-style-type: none"> <li>▪ Service Development Managers (December 2011)</li> <li>▪ All Managers (December 2011)</li> <li>▪ All Managers (December 2011)</li> <li>▪ All Managers (immediate)</li> </ul>



<b>Recommendations</b>	<b>Actions</b>	<b>Measures of success</b>	<b>Lead Officer(s) and Time</b>
<p>that it is making a necessary contribution to front-line priorities. Individual Performance Reviews should include clear objectives and target setting for functional roles, and this information should be collated and reviewed by Service Development Managers.</p>	<p>in IPRs and 121s</p> <ul style="list-style-type: none"> <li>▪ Service Development Managers to collate tasks and deadline information in their areas to monitor the ongoing relevance and efficiency of back-office work. This information to be shared across the SDM team with a view to flexible working.</li> </ul>		<ul style="list-style-type: none"> <li>▪ Service Development Managers (December 2011)</li> </ul>



# **CULTURE, TOURISM & ENTERPRISE OVERVIEW AND SCRUTINY COMMITTEE**

## **Agenda Item 33**

Brighton & Hove City Council

**Subject:** **Outdoor Events Policy**

**Date of Meeting:** **24<sup>th</sup> November 2011**

**Report of:** **Strategic Director, Communities**

**Contact Officer:** Name: Ian Shurrock Tel: 29-2084

E-mail: [ian.shurrock@brighton-hove.gov.uk](mailto:ian.shurrock@brighton-hove.gov.uk)

**Wards Affected:** All

### **FOR GENERAL RELEASE**

#### **1. SUMMARY AND POLICY CONTEXT:**

- 1.1 The Outdoor Events Policy was approved back in January 1998 and a Charging Policy specifically in relation to outdoor events was approved in October 2005. Both policies need to be reviewed to reflect the increased importance of outdoor events to the economy of the city, the increased demand from promoters to hold outdoor events in Brighton & Hove, and the increasingly difficult balance needed to maximise event benefits while minimising the challenges that are faced in holding events. There have been over 250 approvals for outdoor events in 2011 ranging from small events on open spaces to Pride.
- 1.2 In addition, the council were the first local authority in the country to achieve the British Standard BS 8901 for Sustainable Events Management and the requirements of the standard need to be integrated within the Outdoor Events Policy.
- 1.3 The attractiveness of the city for outdoor events leads to a large number of events proposals which are often speculative but take up a lot of officer time to consider for approval. A clear framework is needed for the consideration and potential approval of event proposals.
- 1.4 The current economic climate has led increasingly to event organisers having funding for events reduced. Furthermore, agencies that incur costs when an event is held are also increasingly seeking to recover such costs. The viability of many outdoor events is therefore becoming a greater issue. The city has a strong reputation for partnership working to enable the benefits of outdoor events to be realised. The current economic climate

makes such partnership working even more important to enable the outdoor events programme to be maintained and developed.

## **2. RECOMMENDATION:**

- 2.1 That Members recognise the benefits of Outdoor Events and that Members' views are sought on the scope of the review of the Outdoor Events Policy.

## **3. BACKGROUND INFORMATION**

- 3.1 Outdoor events are at the heart of what makes Brighton & Hove such a distinctive dynamic city and are enjoyed by a great many of the city's residents and visitors. Outdoor events bring many benefits to the city but also present a range of challenges as highlighted below.

Benefits include:

- The creation of jobs through the contribution of outdoor events to the overall visitor economy of £732 million and 17,500 jobs per year. An independent economic impact study on the 2010 London to Brighton Veteran Car Run by the University of Brighton indicated a £1.1 million benefit to the city's economy. This benefit was achieved by the event attracting 66% of spectators from outside of Brighton & Hove of which 93% said they would watch again. Other examples include estimated economic impacts of £3.5 million from the Brighton Marathon and £20 million from the Brighton Festival.
- Developing a sense of community through both large scale events eg White Night and the community events held across the city which brings local people together whether as participants or spectators.
- Promoting sport and physical activity which encourages regular participation and benefits the health and well-being of the city's residents. The Takepart Festival of Sport gives opportunities for people to try sports and then the chance to participate regularly throughout the year at local sports clubs.
- Raising the profile of the city at regional, national and international levels eg Brighton Festival. Outdoor events make a major contribution to the positive reputation of Brighton and Hove as a distinctive city with a cultural and sporting offer enjoyed by residents and visitors alike.

- Providing opportunities for local and national charities to raise funds through participants being sponsored to take part in events. The London to Brighton Bike Ride is a major fund raising event for the British Heart Foundation.
- The council receiving income from commercial events eg Ladyboys of Bangkok, which helps to support community events.

Challenges include:

- Ensuring Safe Events

The enjoyment of outdoor events in a safe environment is of paramount importance and a multi-agency approach particularly for major events is undertaken in conjunction with the city's Safety Advisory Group. The Brighton Marathon was an event that was at least two years in the planning with a huge input from the emergency services before being approved.

Compliance with the Health & Safety Executive Event Safety Guide and Noise Council Guide helps to protect public safety and prevent public nuisance.

- Outdoor Event Approvals

The popularity of the city leads to the number of event proposals exceeding the capacity of the city to stage such events particularly during the peak summer months. A clear policy is needed to evaluate event proposals and the decision making process for event approvals.

The programme of outdoor events is approved at the Cabinet Member Meeting for Culture, Recreation and Tourism in December in respect of the following year. Due to the fluid nature of event proposals it is not possible to include all of the events in the report for that meeting. Therefore, further event proposals may be considered at later Cabinet Member Meetings or delegated powers used to approve events if appropriate. A proposal for an event may be referred to Cabinet if it is a large scale event being considered for inclusion in the programme for the first time. For example, the Shakedown Festival this year.

- Outdoor Event Venues

The council has licensed a range of parks and open spaces including the Old Steine, Seafront and Madeira Drive to hold events. These spaces are clearly identified as event spaces which is recognised as good practice to encourage community events. A balanced approach is required to prevent over use of these areas.

- Developing New Events

A regular calendar of outdoor events has developed over a considerable period of time which is the envy of many larger cities. However, the calendar should not be viewed as providing exclusivity for regular events at the expense of new proposals. For example, there are a series of running events held in the city and a balance is required to ensure the viability of existing events with new proposals.

There is a strong desire from event organisers for events to take place in the peak summer months. There is a challenge for the calendar of outdoor events to be spread even further throughout the year thus maximising the economic impact to the city.

Furthermore, outdoor events can often be viewed as individual “one off “ events but often ‘spin off’ events can be developed which create a challenge in terms of both timing and location eg London to Brighton Bike Ride, Nighttime Ride, Capital to Coast Bike Ride are all linked to the British Heart Foundation.

- Impact On Transport

Brighton & Hove is a relatively compact city with particular transport challenges. The need for large outdoor events to have suitable traffic management plans is important to minimise the disruption to the city. Such events include Pride, Children’s Parade and the London to Brighton Bike Ride which all require significant road closures. Road closures and/or significant increases in pedestrian and vehicle traffic must be properly co-ordinated and inevitably cause disruption for local residents, businesses and local transport services sometimes for as much as an entire day. Parking and transport needs can include not only the participants and the spectators of the events themselves but also the parking requirements of the organisers eg use of the Level for parking for events organised in New Road.

- Sustainable Events

Obtaining the British Standard for Sustainable Events Management (BS 8901) in respect of outdoor events was a significant achievement by the council. However, only by working in partnership with event promoters will it be possible to improve the sustainability of events by protecting and enhancing the environment, meeting social needs and promoting economic success. To ensure that continuous improvement takes place it is proposed that an Environmental Management System is developed via a partnership approach across council services with the following key benefits:

- Compliance with environmental and licensing legislation
- Environmental benefits eg waste and energy reduction
- Financial benefits eg reduced energy consumption
- Positive publicity and a new marketing tool for the council

- Motorised Events

The city has a rich history in the staging of motorised events including the internationally famous Veteran Car Run and the Speed Trials which was first held on Madeira Drive over a century ago. There is a challenge to ensure that the huge benefits of such events are maintained while every effort is made to ensure that negative environmental impacts are minimised.

- Damage to Infrastructure

Outdoor events do inevitably have an impact on grassed areas. A balance needs to be achieved between the use for events and maintenance of such open spaces, particularly where such areas have alternative uses for formal sport eg football pitches or casual recreation eg Hove Lawns. Access to event areas also needs to be considered – for example, large lorries may increase wear and tear/damage access routes to the event location.

- Residents Access

Access to an event area is often restricted to residents during an event including the set up and take down times. For example, Hove Lawns during Paddle around the Pier. The inconvenience to residents who do not wish to attend the event can often be mitigated by good communication of when the event is taking place and the impact on access.

- In addition, the infrastructure required to hold an event and spectator parking can impact upon the normal means of access for members of the public either on foot or cycling. Such parking particularly in public spaces such as parks must be managed effectively to meet health and safety requirements. A consistent approach to whether such parking is appropriate needs to be established eg Hove Park. Again a balance needs to be achieved so that the impact is minimised and the success of the event not compromised.

- Consultation / Publicity of Events

To ensure planning of events appropriate consultation needs to take place with key stakeholders including ward members. Furthermore, the publicity for events should be aimed at minimising disruption caused by events eg promotion of public transport options.

- Animal Welfare

The council has an existing policy in relation to performing animals and circuses: Where it is lawful to do so, the Council will not allow on land it owns circuses and other similar entertainment where caged and or performing animals are used. With exemptions as follows:

- Performances involving equestrian acts using only horses and ponies (animal welfare officers and a council appointed vet check equine welfare)
- Greyhound racing behind an artificial lure
- Horse racing
- Cat or dog breed shows
- Dog agility events
- The showing of birds, rabbits or other domestic animals

Again the tradition of the outdoor events programme needs to be recognised with Zippo's Circus regularly using Hove no1 Lawn for many years.

- Event Charges

A rationale for fees and charges for outdoor events is a particular challenge due to the diverse nature and scale of events. In effect each event is unique. A balance is again required that still attracts events to the city but generates income that is proportionate to the



event that is being staged. Outdoor events often have significant costs to stage eg stewards, fencing etc and charges imposed are critical to the viability of an event. Some events do generate a surplus from which a commercial return can be gained. However, this has to be balanced with those community events that require support to take place. At present events are charged according to the following categories:

- Commercial
- Charity (National & Local)
- Enthusiast
- Community / Voluntary

In addition, the following factors are also issues in relation to the cost of staging an event:

- Re-instatement deposits
- Licensing Fees and the use of sites licensed by the council for events
- Highways – Road Closure and Signage Costs
- Parking – loss of income on Madeira Drive and Parking Bay suspensions
- Cleansing costs

Clarity need to be achieved on the extent to which event organisers or the council meets such costs.

- Notice For Events

In order for the emergency services via the Safety Advisory Group to consider an event proposal a six month lead in time is required. This is following the council giving landlord's consent to the use of a site. Some event organisers for large scale events do not appreciate the necessity for sufficient notice for their event.

- Highways, Environmental Health & Licensing

While the council has responsibilities as the "landlord" of outdoor event areas, it is very important to recognise that the council has a range of statutory duties as the Highways and Licensing Authority. This will include requirements for the correct notice period, licences, signage and staffing. In addition, outdoor events inevitably create noise which is monitored by Environmental Health seeking a balance between necessary protection for residents and

a successful events calendar. Food hygiene is also monitored by Environmental Health.

- 3.2 Each outdoor event is unique which is why they create such an interest and excitement in the city. However, a policy that is all encompassing is very difficult to achieve given the wide range of challenges. Consultation will therefore be undertaken to revise the Outdoor Events Policy with a range of stakeholders both internal to the council and external partners including emergency services.

#### **4. CONSULTATION**

- 4.1 The challenges identified in the report have been drawn from feedback provided by internal colleagues during the course of the Outdoor Events Programme. Once feedback on the scope of the challenges has been provided, consultation will take place with internal and external stakeholders to inform the revision of the Outdoor Events Policy.

#### **5. FINANCIAL & OTHER IMPLICATIONS:**

##### Financial Implications:

- 5.1 There are no direct financial implications arising from the recommendations of this report. The 2011/12 income budget for outdoor events, which is based on the current charging policy, is £209k. The financial implications of any future revisions to the Outdoor Events Policy will be reported in due course.

*Finance Officer Consulted: Michelle Herrington*

*Date: 03/11/11*

##### Legal Implications:

- 5.2 There are no direct legal implications arising from this scoping report.

*Lawyer Consulted: Bob Bruce*

*Date: 01/11/11*

##### Equalities Implications:

- 5.3 Outdoor events play an important role in the reputation of Brighton and Hove as a city that is renowned for embracing equalities and diversity.

##### Sustainability Implications:

- 5.4 The Sustainable implications of outdoor events are embedded within the Environmental Management System being developed for outdoor events.

Crime & Disorder Implications:

- 5.5 Positive involvement in community events could be viewed as a means of discouraging anti-social behaviour.

Risk and Opportunity Management Implications:

- 5.6 The aim of the policy is to provide a framework that is able to manage the risk associated with outdoor events while maximising the potential benefits available.

Corporate / Citywide Implications:

- 5.7 Outdoor events are very important to the visitor economy of the city and major events have citywide implications. The Safety Advisory Group would consider the impact of major events on the city.

**SUPPORTING DOCUMENTATION**

**Appendices:**

1. None

**Documents in Members' Rooms:**

1. None

**Background Documents:**

1. Outdoor Events Policy: Arts, Recreation and Tourism Committee, 22/1/98
2. Outdoor Events – Charging policy: Environment Committee, 20/1/05.



**Culture, Tourism and Enterprise Overview and Scrutiny Committee Draft Work Plan 2011 - 2012**

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
<b>29 September 2011</b>		
Andrew Comben Brighton Dome & Festival	Information item	
Invitation to Cabinet Members – Cllr Bowden and Kennedy	Information item on priorities and challenges for the relevant Cabinet Members	
Scoping report – access to cultural activities for older people (Cllr Farrow’s letter)	Scoping report – may lead to a scrutiny panel; workshop or further reports	
Environmental Industries scrutiny panel - update	Monitoring scrutiny recommendations	
2012 Programme	To support the approach to 2012	
Withdean Sports Stadium Masterplan	Policy development input	
Scrutiny Work Programme	For agreement	

<b>Workshops</b>	
Seafront strategy on 12 December 10am – 12pm. Brighton Centre	Policy development input
Annual Libraries plan on 29 November 2011 2.00-4.00pm Jubilee Library	Policy development input

<b>24 November 2011</b>	
Invitation to the Arts Council - presentation	Information item (funding of arts projects)
Outdoor Events Strategy	Input into policy development
Commissioning culture for diverse agendas	Discussion item
Libraries – Systems thinking approach	Policy development item
Scrutiny Work programme	For agreement

<b>5 January 2012</b>	
Budget meeting - CANCELLED	

<b>1 March 2012</b>	
Libraries workshop feedback?	Feedback from workshop
Seafront Strategy feedback ?	Feedback from workshop
Major Projects?	Regular monitoring/feed in to Cllr Kennedy's review
Mytime Active?	Regular update on golf courses
Marathon?	Regular monitoring and information

