

Developing a Needs Based Library Service – J. Pateman

“What do you think to St Westbury’s Park Nursery in Bristol refusing a place to three year old Christopher Townsend? The reason given is that he lives in a house with a garden and can speak English. They prefer to give places to less advantaged children. Had it been the other way round, it would have been classed as discrimination and all hell would have been let loose. But what beggars belief is that having a garden and speaking your native tongue can be classed as an advantage. (Bette Vickers, Lincolnshire Echo, 1 July 2004)

The language of needs has become a dominant concept in the contemporary discourse on public services. Here are some recent views on public libraries:

"Some are vital agents of change in their communities, reaching out to the people who need them most whether they are long standing users or not. Others are much more passive - they lend books and they respond to the demands of their regular public... So I think we need to define libraries' modern mission. The future success of libraries depends on their renewing and communicating a sense of mission which is relevant to the needs of society today... What individual library authorities do must reflect the needs of their local communities".

“What they offer needs to be what people want, at a time and place that is useful to them, and in a way that makes them want to come back again and again. They are ideally placed to become again central points in local communities. But they can only take back this role if they consult local people and put them in the driving seat. Not just once, but as a continuous dialogue. The best libraries do this. They involve, engage and inspire their customers. We want the others to follow suit. There will be leadership training for all library services. There will also be additional work on helping libraries better understand the needs of local people, so that they can provide what is important to people locally.”

“The proposals are presented as a framework to encourage imaginative innovation and greater operational effectiveness and efficiency, adapted to local need and circumstance. I firmly believe that if we focus on this vision we will deliver a public library service able to respond to the needs of society at the beginning of the 21st century”.

A needs based library service is predicated on the assumption that everyone has needs and everyone has different needs. Therefore a needs based library service is a universal concept which can be applied to any library service in any circumstances at any time. Definition: “A needs based library service has the appropriate strategy, structure and culture which enables it to identify, prioritise and meet community needs”.

It can be summed up in the phrase “From each according to their ability (staff), to each according to their needs (community).” In other words, a needs based library service gets the most out of its staff (through workforce

development); and takes positive action to meet the greatest needs (through outreach, advocacy and intervention) in the community.

As I said just now, Developing a Needs Based Library Service is not a new concept. It is part of a historical tradition and continuum which started in the mid nineteenth century. Public libraries were founded to educate the poor and disadvantaged. They were not established for the rich or the middle class. They were not intended to be neutral, universal or open to all. They were targeted, focused and pro poor. They were an early form of positive action (not discrimination). Developing a Needs Based Library Service is a return to this tradition and these values of self help and self improvement for those who need us the most but who tend to use us the least.

Developing a Needs Based Library Service is not a return to Victorian values in the sense that public libraries were established primarily as a means of social control – to control the leisure time and reading habits of the poor; to keep them away from pubs, gin houses and penny dreadfuls; to stop them reading and discussing “seditious literature”. Social change and improvement was a secondary consideration. Developing a Needs Based Library Service is primarily about social change – enabling, facilitating and empowering individuals and communities; giving them the information they need and helping to level the economic, social and political playing fields of life.

Developing a Needs Based Library Service is not an end in itself but a means to an end. It is not a blue print or just a set of policies and procedures. It is a new way of thinking and a new way of working. It is about hearts and minds, attitudes and behaviours, as well as services and systems. It is a framework and infrastructure which enables and facilitates change. The three basic components of this framework are Strategy, Structure and Culture.

Strategy

The first stage in the transformation process must be the development of a robust strategy and a clear vision for tackling social exclusion which all stakeholders can sign up to. This strategy will help to prevent your objectives from being blown off course and will provide a common platform and language for everyone involved to work from. This strategy should form part of the overall objectives of the service:

- inclusion
- learning
- regeneration

Research indicates that public libraries are only actively used by up to 30 per cent of the population. The much touted figure of 60 per cent is a myth. Up to two thirds of the population may own a library ticket, but only half that number use the library on a regular basis. Those who do actively use libraries are fairly homogenous in terms of race, class, age and gender. They tend to be white, middle-class, middle-aged and female. This has been described as the “dominant” reader – a person whom many library staff identify with in terms of language, culture, attitudes, beliefs, values and behaviour.

Lincolnshire libraries are used actively by 20% of the population; 70% of these active users are over 45; only 30% are men. The vast majority are white. Although Lincolnshire does not have a large Black population, the diversity of the county is increasing. Lincoln University is making the city more cosmopolitan and thousands of migrant workers, mostly from Portugal and Brazil, have been attracted to work on the land in the south of the county. To those who say that race is not an issue in Lincolnshire, I would respond by saying that the biggest race riot of 2004 did not take place in London, Birmingham or Manchester, but in Boston, Lincolnshire: "Current of racism blamed for riots" (Lincolnshire Echo, 15 June 2004).

Our aim must be to get everyone to use our public libraries - from all parts of the community. Much wider (and higher) usage has been achieved elsewhere in the world (in Scandinavia and Cuba, for example) and it can be achieved in the UK if the correct strategies, structures and cultures are introduced. Our starting point must be the needs of the communities we serve. These communities can be divided into three broad groups and represented as concentric circles, like a target (see Model 1 – Dominant Paradigm).

Active library users make regular and full use of library services. They comprise up to 30 per cent of our communities. They are the core of everything we do. They can be represented as the centre of our target on which we focus all or most of our efforts. We are always asking users what they like about the service (the Public Library User Survey, for example) and what else they would like. Their typical response is to ask for more of the same, which tends to reinforce the status quo. These are people who use public libraries the most but need them the least.

Passive library users make occasional and limited use of library services. They comprise up to 30 per cent of our communities and can be represented by the middle ring of the target. They include lapsed users and those who are "easy to reach". They might have a library ticket but do not use it very often. Or they may have used the service in the past but stopped doing so when it no longer met their needs or when they could get their needs met elsewhere – by buying books or accessing the internet at home, for example. Also in this group are people who have never used libraries (because they are busy or do not realise what we have to offer) but who would do so with some minimum effort on our behalf (via some effective and targeted marketing, for example). These are people who make some use of the public library and who have some needs.

Non-users have never used libraries (for generations) and never will, unless we reach out to them, engage with them, identify their needs and involve them in the planning, delivery and monitoring of our services. They comprise up to 40 per cent of our communities (the outer ring of the target). They include the "hard-to-reach" and the "unreachable." These are people that need libraries the most but use them the least.

But how much do we actually know even about our regular users? Even a simple count of visitors does not go far enough. We need to know who these

visitors are, where they live, their ethnicity, class, occupation, gender, age, why they use the service, what they use it for, etc. Many library authorities do not capture all of this data. Staff are reluctant, and regard it as intrusive, to ask library users too many “personal” questions even though most people don’t think twice about giving their most intimate details (including income) to supermarkets, insurance companies, etc.

We need to adopt and adapt this private sector, market research approach so that we know exactly who is (and who is not) using our services. We can then target our resources more accurately to meet the needs of those who already use us (the minority) and start to make efforts to reach out to those who do not use us (the majority).

Public libraries were established 150 years ago to meet the needs of “the deserving poor”. They have, to different degrees and at different times in history, met some of those needs. But what they have never succeeded in doing is to meet the needs of “the undeserving poor” – in modern parlance, the homeless, the unemployed, travellers, asylum-seekers, refugees, migrant workers and ethnic minorities.

When forced to consider the needs of those who do not make up the core 30 per cent of library users, public libraries focus their attention on the “easy-to-reach”. So, for example, when *Framework for the Future* encourages libraries to become more socially inclusive, we start to tentatively move out from the centre of the target and reach out to lapsed users and those that can be easily persuaded to use us. Some of these people have been attracted back into libraries by the People’s Network, for example.

But at that point our efforts stop, and we do not continue moving out from the centre and middle circles of the target and into the outer ring. We do not engage with the 40 per cent of non-users whom we label as “hard to reach”. Some of these are being tempted into library buildings by the Peoples Network, but they are still not making full use of the range of services which they provide. The People’s Network is not being managed to target and meet their needs. And there is an increasing and disturbing tendency to charge for People’s Network access, to meet income targets rather than to meet needs. This is creating a two-tier network for the haves and have nots – which is the exact opposite of what was intended by government and the New Opportunities Fund.

As *Framework for the Future* suggests, our first task is to transform our library services so that they have the capacity to deliver lifelong learning, e-government and social inclusion. As part of this transformation, libraries must cease to put all their efforts into existing users and start to focus on the needs of non-users. To use the target model again, we need to start at the edge of the outer circle (see Model 2 – Transformation Paradigm).

Once we have met their needs, we can move into the middle circle and start to meet the needs of lapsed users and the easy-to-reach. We can then move into the centre circle and target active users. What should be remembered is

that, in satisfying those in the outer circle we are tackling social exclusion and also meeting many of the needs of those in the middle and inner circles. In satisfying those in the outer and middle circles we are promoting social inclusion. And by meeting the needs of all three circles we are creating social cohesion. In other words, as we move further towards the centre we are building a progressively more socially-inclusive service and moving along the exclusion-inclusion-cohesion continuum.

It is possible to develop new services for the socially excluded without at the same time alienating the core user group on whom our current performance depends. To do so we need to include current users in the change process. We need to give them the necessary information to understand that, within constrained resources, we need to target and redirect our budgets and services to meet the wide range of needs within our communities.

Our core user group is generally able to understand concepts such as equity and social justice. As well as these altruistic motives, there is also an element of self-interest – the included know that there will be a price to pay (both financially and in terms of crime, etc) if social exclusion is not tackled.

Finally, an inclusive library service does not only benefit the previously excluded – it benefits the already included as well. A service that is more closely tailored to meet the needs of its communities is likely to provide better services, stock, premises, staff, opening hours, etc to all of its users, old and new.

Structure

The next stage in the process is to remodel the service to enable it to deliver the strategy:

- staffing structure
- service structure
- outreach

You need to look at your existing service and staffing structures and make an assessment as to whether they are able to deliver the new strategy. It is likely that significant changes to the existing structures will be required. For example, if a library is in the wrong place or too small to deliver the strategy it might be a better to redirect these resources into a different part of the service which can deliver the strategy.

Similarly, if the staffing structure cannot deliver the strategy, it also needs to be changed. The staffing structure must be fit for purpose. It must contain the right number of posts, with the right job titles, job descriptions, person specifications and competencies to deliver the strategy. Some jobs may need to be completely redesigned to reflect the new service direction and the skills required to deliver them.

Changing the structure will also help to change the organisational culture. All cultures are based on language and so, by changing the language we use, we also start to change the culture. For example, many traditional library

structures are based on the old professionalisms of children's, lending and reference work. Staff within each of these areas were regarded as specialists and had little, if any, involvement in other service areas. Thinking of libraries in these ways is no longer relevant or helpful. It is more likely that the new strategy will be based on themes such as Inclusion, Learning and Regeneration. If so, then these terms should appear in the staffing structure and job titles.

But you should avoid replacing one set of specialisms with another. So, although a member of staff's lead responsibility might be Inclusion, they should also have secondary responsibilities for Learning and Regeneration. This will encourage multi-skilling and will produce a more flexible workforce. It will also increase the portfolio of transferrable skills that each member of staff has and should improve their job satisfaction and employability. If the service is targeting the socially excluded, all staff should have outreach in their job descriptions. This will make it clear that outreach is the job of all staff and not just those in "Special Services" or "Equal Access". The aim is to make outreach a normal part of activities. There are a number of ways to achieve this.

A good starting point is job titles, job descriptions, person specifications and competencies. If outreach is not built into the design of a post then the post holder can turn around and say that "outreach is not my job". When we restructured Merton libraries, for example, we made sure that outreach appeared in everybody's job description from Library Assistant to Head of Libraries.

What a job is called says a lot about the job. For example, in Lincolnshire we have Customer Liaison Officers (or CLOs for short). When I asked what CLOs did I learned that a significant part of their job is to go out into the community, engage with non-users, identify their needs, and connect them with their local library service. They were what I would call Outreach Workers. So, when we next restructure, that is what they will probably become known as.

It's like that TV commercial for varnish – "It does exactly what it says on the tin". In other words, it should be clear from a person's job title and job description exactly what it is that they do – and what can be expected from them. So job descriptions should not be long lists of duties – but a focussed description of the key responsibilities and tasks of the post. And these should be public documents for users and non users to see. In that way library staff can become accountable to the communities they serve, as well as to their employers.

Culture

The final stage in the transformation process is to develop the organisational culture to support the strategy and structure. This can be achieved through a combination of:

- service planning
- performance management

- workforce development

Social exclusion objectives and targets should appear in the Library Position Statement and individual Library Development Plans. These should then be translated into team and staff objectives. Targets should be set and performance reviewed as part of the appraisal process.

We need to measure the impacts and outcomes of our needs based approach and collect evidence which proves that we are improving the quality of life of the communities we serve. These success criteria and performance measures are best developed in consultation with those who our services are targeted at and who should be fully involved in the planning, delivery and monitoring of our services.

In terms of our own success criteria as a library service, in Lincolnshire we are measuring:

- increased active membership, particularly among target communities (young people, men, ethnic minorities). We need to increase active membership to at least 50% of the population (325,000 people).
- increased issues, particularly book issues, to reverse the 38% decline over the past ten years. We need to increase issues by 2.5 million pa to justify recent, and continuing, investment in the book fund.
- increased library visits, real and virtual, to reverse the 13% decline over the past ten years. We need to increase visits by 1.6million pa to meet the Public Library Standards.

Sustainability is another important factor. Work with ethnic minorities and other excluded groups needs to be bought in from the margins (funded by short-term grants and staffed by project workers) and put at the centre of what we do (mainstream funded and delivered by permanent staff). It is no good raising expectations in the community and starting the process of meeting those expectations, only to stop when the money runs out and committed staff move on. We need to be working in excluded communities for the duration and be setting targets for the next five, 10 or 15 years, in the same way that the government has set a 20-year target for eradicating child poverty.

When a service is transformed from a passive, traditional, provider-driven service to a proactive, needs-based, community-driven service, it is essential to provide a significant level of staff training, support and workforce development. Staff must be provided with the skills they need to work in new ways. There are a number of approaches to this:

- awareness training – what social exclusion is and how it can be tackled (The Network); cultural awareness training (Race Relations Amendment Act)
- training which helps staff to work with specific groups – courses on reaching out to looked after children and Travellers
- operational training – how to draw up a community profile, how to identify community needs, how to manage successful partnerships, how to make funding bids, consultation, marketing etc

- leadership and management training – the Investors in People Leadership and Management award clearly states that leadership and management requirements need to reflect social responsibility issues.
- Joint working – this involves short term project working and longer term integrated service planning, delivery and monitoring with the Youth Service, Adult Education, Social Services, Traveller Education Service, Ethnic Minorities Achievement Service, etc. In the process of watching how other professionals do their job it is possible for library staff to learn new skills.

In each case, staff training and development must be linked to job descriptions, competencies, service objectives and appraisal. For example, Lincolnshire County Council has just introduced a Competency Framework for all staff. Within this Framework there are two mandatory competencies – Health & Safety and Equality & Diversity. This means that, at all levels in the service, all staff must be able to demonstrate (with evidence) that they are competent regarding issues of Equality and Diversity. The level of competence will vary with the responsibilities of the post, but all staff must be able to demonstrate at least a basic awareness and knowledge of equality and diversity issues.

With these frameworks in place it is clear what is expected of existing staff with regard to new skills and competencies. It is also clear what we are looking for when we recruit new staff. We are no longer just looking for staff with technical library skills. We are also looking for staff with skills which can enable them to identify and meet community needs via outreach work, partnership working, funding bids etc.

Staff attitudes and perceptions play a vital role in the effectiveness of public libraries contribution to social inclusion policy and objectives. Questions to be considered include whether or not the ethnicity and social and cultural background of staff can be a key driver in maintaining a positive attitude towards community librarianship. It is necessary to test the theory that an inclusive organisation facilitates an inclusive public service, and that the ability to empathise through personal experience motivates the pro active and successful community librarian.

This will require an assessment of the relationships between staffs own ethnicity, social, cultural and professional background and their capacity to make an effective, empathic contribution to social inclusion objectives. This assessment should be based on the following data:

- staff demographics in terms of ethnicity, age, gender, social background, educational attainment, professional status, length of time in service, etc
- awareness of national social inclusion policy
- perceptions of the community role for the public library
- perceptions of socially excluded groups in locality
- perceptions (quantifiable) of extent to which these groups are being included

- brief coverage (quantifiable) of the ways in which exclusion is being addressed
- attitudes towards professional roles and responsibilities in addressing exclusion
- the extent of staff participation (including willingness to become involved) in social inclusion policy implementation
- the effects of internal politics, including communication, training and professional inclusion upon attitudes towards social inclusion policy
- the perceived impact of national government social inclusion policy and agenda on current practice
- which excluded groups staff feel that the library service particularly targets and how
- which groups staff feel that the library service lets down and how
- future plans for social inclusion at a local level

What are needs?

Abraham Maslow established the theory of a hierarchy of needs: human beings are motivated by unsatisfied needs, and certain lower needs must be satisfied before higher needs can be satisfied. Maslow identified five stages of needs which were expanded in the 1970's and 1990's to eight stages:

- biological and physiological needs
- safety needs
- belongingness and love needs
- esteem needs
- cognitive needs
- aesthetic needs
- self-actualisation
- transcendence

The needs of a newly arrived guest worker, who cannot speak English and does not have a house or a job, will be very different to the needs of a core library user, white, middle class, female, over 45.

How do we identify needs?

Developing a needs-based library service means that we must be able to identify community needs. There are a number of tools at our disposal to help us with this.

In April 2004 the Office of the Deputy Prime Minister (ODPM) published the English Indices of Deprivation 2004. This measures multiple deprivation at a small area level

and this is configured to create indices of multiple deprivation. The new Indices of Multiple Deprivation uses seven domains created from a wide range of criteria. They are shown below with the weighting given to the overall classification:

- income deprivation (22.5%)

- employment deprivation (22.5%)
- health deprivation and disability (13.5%)
- education, skills and training deprivation (13.5%)
- barriers to housing and services (9.3%)
- crime (9.3%)
- living environment deprivation (9.3%)

Lincolnshire County Council when compared with the 149 local education authorities is placed 94, which is the 63rd percentile with 100% being the least deprived. All shire counties are above the 50th percentile.

As with all averages for very large areas, this ranking masks the very significant areas of deprivation in Lincolnshire. There are areas all over the county that are deprived, as well as some very wealthy areas.

When the data is broken down to district / city council level there are 354 councils and the order in terms of greatest deprivation is shown below:

- Lincoln 66 (18.6%)
- East Lindsey 86 (24.2%)
- Boston 116 (32.7%)
- West Lindsey 173 (48.9%)
- South Holland 200 (56.5%)
- South Kesteven 253 (71.4%)
- North Kesteven 262 (74%)

The Wealth of the Nation study revealed that families in some parts of Lincoln were among the poorest in the county. Glebe Ward in Lincoln covers one of the most deprived estates in Lincolnshire. Three city council wards – Boutham, Park and Abbey – are listed as being among the 88 most deprived in the country.

How do we prioritise needs ?

Income deprivation is a major cause of social exclusion. One way of prioritising needs is to consider average household income. Recent research by marketing company CACI (based on census information and more than seven million life style surveys) looked at average household income in 2003. The average household income in Lincolnshire is £26,774, compared to £12,000 in Middlesbrough and £62,000 in West Malling, Kent. But there are significant differences in household income between areas across the County :

- Lincoln - £22,337
- East Lindsey - £24,000
- Boston - £24,000
- West Lindsey - £26,972
- South Holland - £27,774
- North Kesteven - £28,613
- South Kesteven - £30,800

There are also huge differences in income between households which are not very far apart. Canwick and Sincil Bank are a short distance from each other but a world apart when it comes to salaries. Villagers in Canwick and Branston earn an average £12,615 a year more per household than their neighbours in Sincil Bank. Other disparities are shown in the following figures:

- Wolds - £37,857
- Bourne East - £36,008
- Truesdale - £35,922
- Mablethorpe North - £18,043
- S. Grimsby - £16,565
- East Marsh, Grimsby - £16,275

It is likely that those with a lower than average annual household income (below £26,774) will have greater needs than those with a higher than average annual household income. So we can use this data to prioritise needs and target resources.

Education, skills and training deprivation

Another major cause of social exclusion is education, skills and training deprivation. The local Learning and Skills Council target client groups for Lincolnshire and Rutland include:

- refugees and asylum seekers
- hard to reach groups
- those living in remote rural areas
- those living in areas of multiple deprivation
- Black and Minority Ethnic Communities
- Lone parents
- Travellers
- Offenders, ex offenders and those at risk of offending

These groups and individuals are most likely to be found in the following priority districts and wards:

- East Lindsey – Ingoldmells, Mablethorpe, Sutton & Trusthorpe, Winthorpe, Scarborough, Trinity, St Clements, New Leake, Chapel St Leonards, Theddlethorpe St Helen, Wainfleet, Hogsthorpe, Withern with Stain
- West Lindsey – Gainsborough East, Gainsborough South West
- South Kesteven – Earlesfield
- Boston – Fenside, Holland Fen
- Lincoln – Tritton, Minster, Abbey, Castle, Longdales, Park
- South Holland – Deeping St Nicholas

Working with other education, skills and training providers is key to tackling social exclusion. It is interesting to note that Lincoln University attracts a wide

social mix, drawing a notable 35 per cent of its students from the lower social classes, and it exceeds all other social benchmarks.

Health deprivation and disability

Another major cause of social exclusion is health deprivation and disability. Men living in Lincoln die on average two years and five months earlier than those in North Kesteven. But women can only expect to live one year less in Lincoln than in North Kesteven, according to West Lincolnshire Primary Care Trust's annual health improvement report. According to the NHS trust's director of health improvement, a high level of social deprivation in the city is to blame: "There is proof that areas where people don't all live in brand new, clean and warm houses and where there is a high level of unemployment, there is also a shorter life expectancy for everyone living there. It has been proved that if people are warm and safe in their homes, if they have a secure job and if they don't have children too young, they will live longer and be healthier."

- across Britain 5.4 children in every 1,000 die before their first birthday. In Lincoln that figure is 8 in every 1,000 (which doctors say is "significantly higher") compared to 5 in West Lindsey and 3.5 in North Kesteven.
- a child is more likely to die in infancy if it is born into a single parent family – the 2001 census shows 7.6% of families in Lincoln have just one parent, compared to 4.5% in North Kesteven and 4.9% in West Lindsey.
- deprivation also contributes to coronary heart disease – this causes the death of 82 out of every 100,000 Lincoln people each year, compared to 54 in North Kesteven and 69 in West Lindsey.
- Housing conditions are a contributory factor – less than 1% of people in Lincoln live in a house which was built in the last five years, compared to 4% in North Kesteven and 1.7% in West Lindsey
- Teenage pregnancies are another factor – the national average is 8 girls in every 1,000 get pregnant between the ages of 11 and 17. In Lincoln the figure is 12 in every 1,000, compared to 4 in North Kesteven and West Lindsey
- Fatal accidents are also higher in Lincolnshire than the national average of 16 accidental deaths per 100,000 people – in Lincoln the figure is 25, compared to 21 in North Kesteven and 24 in West Lindsey.

Lincoln falls into the category of an area of major deprivation, with Birchwood, Park and Abbey wards coming out worst. By overlaying health deprivation and disability statistics with the information about income deprivation and education, skills and training deprivation, it is possible to identify areas of multiple deprivation such as the Park and Abbey Wards of Lincoln. This picture of multiple and relative deprivation can be added to via holistic community profiling, observation and other evidence Eg "This community would give their last penny if it will help someone else." (St Giles estate,

Lincoln) ; “Fully booked village hall at heart of community’s thriving social life” (Welton village hall).

How do we meet needs?

Open To All? The Public Library Service and Social Exclusion (Muddiman et al, 2001), was an 18 month research project commissioned by the forerunner to MLA. Based on a series of discussion papers, a survey of all UK library authorities, and 8 in depth case studies, this research suggested that in order to tackle social exclusion and meet community needs, major changes were needed to public library strategy, structure and culture. Modernisation (through the People’s Network and other service improvements) was not enough; transformation was required through:

- the mainstreaming of provision for socially excluded groups and communities and the establishment of standards of service and their monitoring
- the adoption of resourcing strategies which prioritise the needs of excluded people and communities
- a recasting of the role of library staff to encompass a more socially responsive and educative approach
- staffing policies and practices which address exclusion, discrimination and prejudice
- targeting of excluded social groups and communities
- the development of community-based approaches to library provision, which incorporate consultation with and partnership with local communities
- ICT and networking developments which actively focus on the needs of excluded people
- A recasting of the image and identity of the public library to link it more closely with the cultures of excluded communities and social groups.

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Further reading

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“A needs based library service is one which has the appropriate strategy, structure and culture which enables it to identify, prioritise and meet community needs”

“From each according to their ability (staff) to each according to their needs (community)”

STRATEGY -----STRUCTURE ----- CULTURE

Inclusion
Learning
Regeneration

Service
Staffing
Outreach

Planning
Performance Mgt
Workforce Devlt

SOCIAL -----
EXCLUSION

SOCIAL -----
INCLUSION

SOCIAL -----
COHESION

Non users
40% of community
never use service
hard to reach
use least/need most
least

Passive users
30% of community
occasional/limited use
lapsed/easy to reach
some use/some need

Active users
30% of community
regular/full use
use most/need

What are needs?

How do we identify needs?

How do we prioritise needs?

How do we meet needs ?