

User-centred innovation: Service design and Scottish public libraries

Siobhan Flannigan

Dept. of Computer and Information Sciences

University of Strathclyde

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This dissertation was submitted in part fulfilment of requirements for the degree of
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Declaration

This dissertation is submitted in part fulfilment of the requirements for the degree of MSc of the University of Strathclyde.

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Abstract

The research contains an exploration of service design, a user-centred approach for delivering services. Used throughout the private sector and increasingly in the public sector, this dissertation aims to determine if service design would be a useful tool for public libraries and what the critical success factors for implementing it in Scottish public libraries are. To investigate this, a literature review was carried out, an interview with a Service Designer conducted, as well as two case studies performed - one with Aarhus Libraries in Denmark, where service design has been used extensively for many years, and one with Glasgow Libraries in Scotland, where a project embracing the principles of service design was piloted. The study found that service design has been demonstrated to be a valuable process, and while outcome evaluation has been limited until recently, where this has been measured has indicated positive results. In order to implement service design in Scottish public libraries there are a number of critical factors which need to be considered. From the public sector there needs to be political and management support for library services, the continued professionalisation of library staff, and for implementing service design. From the service design sector there is a need to define service design consistently to allow developments in the field and understanding for those who are external to it. Finally from libraries there needs to be evolution of the librarian role gaining new skills to engage politically in raising the profile of libraries, and for the user engagement necessary for well delivered service design. This will require investment in training and professional development and amendments to the librarian curriculum to ensure professionals are ready for this role.

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1. Introduction

1.1. Overview

Service design is a human-centred approach to delivering services that meet user needs. This dissertation conducts research into the usefulness of these processes for public libraries and how they might be implemented in Scottish public libraries. This chapter introduces the research. Section 1 provides the background to the research outlining the motivations and identifying the research gap. Section 2 introduces the research problem and objectives. Finally, section 3 outlines the structure of the dissertation with a summary of each chapter.

1.2. Background to the research

Public libraries across the wider UK are reaching a crisis point, one that is beginning to impact Scottish public libraries. In the information age where mass produced paperbacks are sold cheaply in supermarkets, e-books are quickly available for e-readers and information is accessible at the click of a button through the internet, libraries are suffering an identity crisis and are struggling to define their purpose in the 21st century. The results of this across England and Wales are catastrophic budget cuts leading to reduced services, volunteer-led services, or no service at all (Bury, 2013; Flood, 2014). This is already beginning to creep into Scotland with libraries suffering reduced budgets resulting in cuts to professional staff, decreased opening hours, reduced book buying budgets and closures (Public Libraries News, 2015; Eyre, 2015; CILIPS, 2015).

Drops in usage rates in many libraries cannot be denied, suggesting that libraries are struggling to meet the needs of their users by continuing to deliver services in ways which are unfit for the current information climate. However this does not mean that there is no role for libraries. Information overload and 'digital by default' services increases the need for information and digital literacy (Carnegie, 2015), there is continued need for reader development as the well-being and educational benefits of reading are investigated and promoted (Read On, Get On, 2015) and

library services are particularly essential for the poorest people in society who cannot afford books, e-readers, or computer and internet access (Carnegie Trust, 2015).

With such an important role in society, the need then is to evolve how libraries deliver services and explore how they can best meet the needs of their communities, making them fit for the modern age. A new style of service delivery is needed. This is what service design could provide. Service design has been used in the private sector for many years and has become popularised in the public sector in the UK over the last decade as a way of delivering services better. Yet it is not a process that has been embraced by public libraries, with few examples of it being implemented in the UK and as such there is almost no body of knowledge of service design in public libraries in Scotland, or the wider UK. Outside of the UK, particularly in the Scandinavian countries, this style of delivering services has been used by public libraries for many years and library use within these countries is consistently very high, suggesting that these libraries are needed and are operating in a way which is meeting the needs of their users.

1.3. Research problem and objectives

The problem for this research is to find out if service design processes are a useful tool for public libraries and can these processes be implemented in Scottish public libraries. With very little UK based research available, an exploration of the topic was necessary as a starting point. It will do this by exploring the answers to the following research questions

- Can service design techniques be adopted for delivering library services in Scotland?
- Have libraries implemented service design techniques into service delivery?
- Has the investment in service design had an identifiable or measurable impact on community use or user loyalty?
- How might the process of implementing service design techniques be improved in the future?

In order to answer these questions, there are three key objectives to the research:

- To establish through a literature review the theory behind service design, why it is important and how this has been practically implemented in the private and public sector and how it is relevant to library services.
- By conducting a case study of Aarhus Library and Glasgow Libraries demonstrate that service design techniques can be used by libraries and have an identifiable impact on community use and/or user loyalty.
- Evaluate the service design implementation process in both Aarhus Library and Glasgow Life and identify areas of best practice.

1.4. Dissertation Structure and Summary

This section will provide a summary of the chapters in this dissertation.

Chapter 1 Introduction provides the background for the research documented in this dissertation. It outlines the research problem and the objectives of the research. A summary of the content of each chapter is also provided.

Chapter 2 Literature Review presents a literature review of service design. Firstly it looks at the definition of service design and the processes and methods that it contains. Secondly it looks at the political theory which has provided the environmental for the increased popularity of using service design in public services. Lastly it will explore service design application out with and within Scotland.

Chapter 3 Research Methodology outlines the case study approach and design of the research project. First it provides the research questions and establishes the research objectives for answering these questions. Secondly it provides the reasons for, and limitations of, a case study approach and outlines the qualitative methods employed throughout the research.

Chapter 4 View from a Service Designer will present an interview with a service designer who has several years experience implementing service design in public services. It will look at the service designer's perspective of crucial success factors in applying service design in public libraries in Scotland.

Chapter 5 Case Study: Aarhus Libraries will provide a case study of Aarhus Libraries in Denmark, seen as world leaders in user-led innovation through service design. First it will put Aarhus Libraries into context as world leaders, and secondly it will contain the information obtained from interviews and document analysis to explore critical success factors in implementing service design in public libraries.

Chapter 6 Case Study: Glasgow Libraries will provide a case study of the community buying project carried out by Glasgow Libraries in November 2014. This case study aims to explore whether or not service design can be implemented in Scottish public libraries and what factors will need to be considered for success.

Chapter 7 Analysis will contain an analysis of the information gathered from the interview with a service designer, and the case studies of Aarhus and Glasgow Libraries. It will analyse the experiences of putting service design into practice and explore the critical success factors for implementing the human-centred approach in Scottish public libraries.

Chapter 8 Conclusion will provide conclusions to the research contained within this dissertation. It will discuss how the research performed against the objectives, interpret the findings and evaluate its contribution and the limitations of its contribution to knowledge.

1.5. Conclusion

This chapter has provided an introduction and background to the research topic and the research questions and objectives. It has provided an overview of the structure of the dissertation. The next chapter will contain a literature review of service design.

2. Literature Review

2.1. Introduction

This chapter presents a literature review of service design to provide insight into the current understandings of using design in service delivery as a concept and in practice.

In section 2.2 Service Design: An Introduction, the origins of service design will be explored and the difficulties in settling on a firm definition of service design identified. Examples of service design processes will be analysed as well as a sampling of the tools used in delivering service design. Finally the problem of evaluating the impact of service design will be examined.

Section 2.3, Service Design: In Public Services will establish the political theory behind policy changes which have affected all public services including public library provision, and why this has necessitated new ways of delivering services and the rise in popularity of using design techniques. Finally it will establish Denmark as global leaders in this area.

Finally, section 2.4, Service Design: In Public Libraries will establish Aarhus Libraries as global leaders in implementing service design, as well as explore service design application in the UK and Scotland, and will introduce design led projects piloted by Glasgow Libraries.

2.2. Service Design: An Introduction

Up until the mid 20th century, manufacturing dominated the UK economy. The emphasis was on the skills of product and industrial design for the development and manufacture of new products to be sold within the UK and exported to other countries. With a focus on product, quality assurance and control was also popularised during this time (Taylor, 1911; Shewhart, 1931).

As the manufacturing industry moved east for cheaper production costs, western economies have become increasingly reliant on the service industry. The Office for National Statistics estimates that approximately 78% of the UK's GDP is currently generated by the service industry (Office for National Statistics, 2015, p.2). Bitner and Brown (2008) claim this has resulted in a 'service imperative' where companies and governments need to focus on improving development of service research and innovation as well as on tangible products and technologies (2008, p.39). Service science originally emerged as an area of study in business schools in the 1970s with a narrower focus, through emphasis on marketing (Bitner and Brown, 2006, p.74). The concept of design thinking as both a process and a method was first prominently used by Peter Rowe, professor of Architecture and Design at Harvard University in his book *Design Thinking* (1987) and popularised during the nineties and 2000's as a number of design agencies, such as IDEO and Live | Work expanded, or were established, with a focus on applying the concept of design thinking to the rapidly growing service industry.

The application of design thinking and methods outside of the traditional object focused areas of design to areas such as service delivery and policy development has created an "ever expanding universe of design" (Currie, 2015) which is struggling to define itself as people look for "clear and definite knowledge about design thinking" (Dorst, 2011, p.521). Design thinking is a multi-disciplinary approach which contains elements from subject areas such as computer science, psychology, marketing, design and architecture, combining elements of art and science (Rowe, 1987; Buchanan, 1992) and for some the struggle to define design arises from the "diversity of ideas and methods gathered under the label" (Buchanan, 1992, p.5) and as the field develops the definition of design will continue to expand. Definitions of service design can emphasise various elements depending on the design problem that is being faced (Buchanan, 1992, p.16) and the background and preferences of the service designer. Confusion is further created with similarly ill-defined concepts such as user experience (UX) design which uses similar terminology and methods to service design but is seen as something separate.

One of the key modern texts on service design *This Is Service Design Thinking* offers several academic definitions of service design including “an emerging field focused on the creation of well thought through experiences using a combination of intangible and tangible mediums” (Copenhagen Institute of Interaction Design in Stickdorn and Schneider, 2014, p.30) and “service design aims to ensure service interfaces are useful, usable and desirable from the users point of view and effective, efficient and distinctive from the suppliers point of view” (Birgit Mager in Stickdorn and Schneider, 2014, p.31). These are broad definitions which provide the freedom to cover the multiple areas that service design can draw from, however it results in service design as a whole lacking specificity and each service designer or design company will often outline their specialist approach, creating numerous ways of delivering service design. It has resulted in a lack of cohesiveness within the specialism, as specialists try to create their own niche interpretation (Howard, 2015, p.42) rather than build on the knowledge and research that already exists. This problem is acknowledged by members of the design community and there is a desire to reflect on where they have been over the last twenty years to “better drive future research directions” (Sangiorgi, 2009, p.415).

Design thinking is defined by Tim Brown from IDEO as an approach where “innovation is powered by a thorough understanding, through direct observation, of what people want and need in their lives” (Brown, 2009). Brown emphasises an observational approach, in order to gain empathy for user needs and behaviours, but each service designer will employ different methods (IDEO, 2015). While there are attempts to produce lists of service design methods (see IDEO’s human centred toolkit, Hyper Islands toolbox, servicedesigntools.org and the Service Design Toolkit amongst a number of others), these tools may differ completely, differ in approach or differ in name. IDEO helped develop a *Design Thinking Toolkit for Libraries* in order to identify the methods that might be most relevant for librarians engaging in service design. For those looking for information on service design tools, there are no shortage of suggestions but this increases the difficulty in navigating the crowded waters if you are a new to service design. Common service design methods include:

- Personas

- Blueprinting
- Journey Mapping
- Diaries
- Motivation Matrix

What all these methods have in common is that they are human centred, engaging with people to understand what their needs and wants are. However there is no consistent service design process - service design agencies and often individual service designers have different approaches, even if they are rooted in the same principles.

Howard (2015) carried out a comparison of eleven perspectives on design thinking processes, comparing each of the perspectives stages to the others and identified that while terminology varies, “uniformity exists across process steps and tools” (p.41) following a linear process of problem definition and problem solution (Buchanan, 1992, p.15). For Brown this is divided into a three stage process – inspiration, ideation, and implementation (Brown, 2009, p.16).

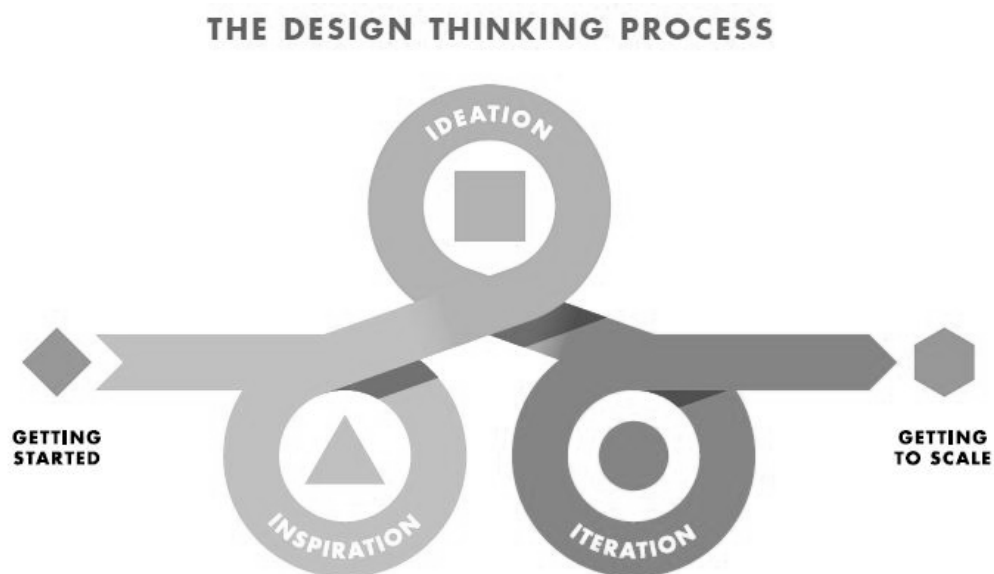


Figure 2.1: IDEO design thinking process (Source: IDEO, 2015, p.8)

The UK Design Council (2013, p.27), and other service design agencies such as Snook and DMA - Design Managers Australia (Snook and DMA, 2014, p.7) use the double diamond approach to split up the process – discover, define, develop and deliver.

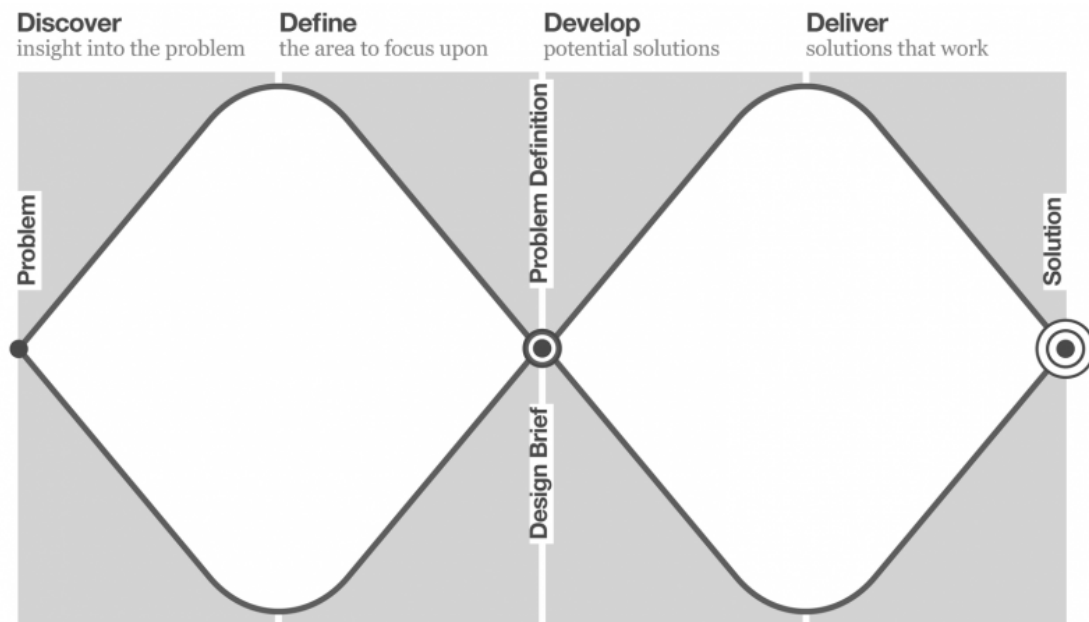


Figure 2.2: Double Diamond Approach (Source: Hunter, 2015)

Shift, a design lab established by Surry County Council in collaboration with design agency FutureGov, have a five stage process - discover, design, develop, decide, deliver (Shift, 2014, p.9).

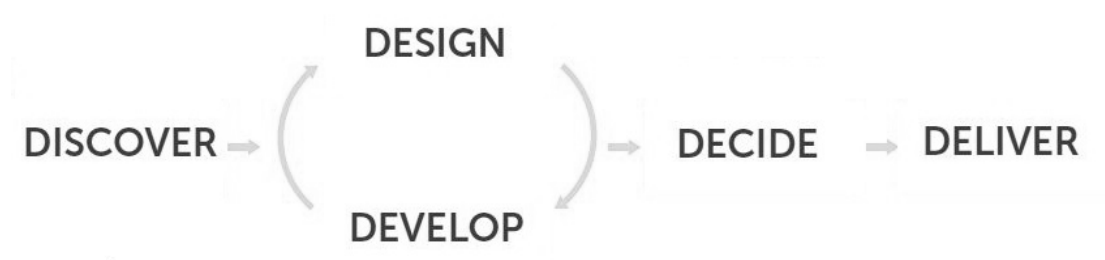


Figure 2.3: Shift Service Design Process (Source: Shift, 2014, p.9)

In the table below these three example processes split into the two stages of problem definition and problem solution are presented. Other design processes similarly separate into two with varying emphasis on each side.

	Problem Definition	Problem Solution
Brown (2009)	Inspiration	Ideation Implementation
Double Diamond	Discover Define	Develop Deliver
Shift	Discover	Design Develop Decide Deliver

Figure 2.4: Three example service design processes

Service design involves user engagement as the first step in the process – during the problem definition half of the design process. The ideation/development stage is also important for providing the opportunity to prototype or pilot services prior to large scale implementation allowing for refinement and trouble-shooting. This means that the end product will in theory have already taken into account the views of those being engaged with. This linear description of the process has been criticised as simplistic by those who believe that when design is applied to the ‘wicked, social issues’ inherent in public services, which do not “yield to any linear analysis and synthesis yet proposed” then design thinking too cannot operate in a linear fashion (Buchanan, 1992, p.15).

The process of service design operates in contrast to the traditional public sector engagement approaches involving consultation with individuals or groups, which has its roots in the relatively recent 1980’s as the individualism which formed the basis of Thatcherism borrowed the customer feedback strategies that were prevalent in the private sector (Pratchett, 1999, p.618). The Scottish Government defines consultation as:

a time-limited exercise when we provide specific opportunities for all those who wish to express their opinions on a proposed area of our work (such as identifying issues, developing or changing policies, testing proposals or

evaluating provision) *to do so in ways which will inform and enhance that work.* (2008, p.3) [Emphasis added]

According to this definition, consultation should have the ability to influence decisions that are made. This is also emphasised in the UK Government principles for best practice in consultation, stating that consultation should begin early when “views can genuinely be taken into account” (Cabinet Office, 2013, p.1). However with consultation generally occurring at the end of the decision-making process with those consulted feeding back on proposals, critics claim that it is nothing more than a tick-box exercise in place to avoid judicial review of the decision making process (Brindle, 2011).

Critics of the service design industry claim that there has been “little compelling academic or professional practice material on the impact and value of service design” with “no common method or framework for measurement” (Madano Partnership, 2012, p.3). While there are an increasing number of case studies to demonstrate how design thinking can be implemented, outside of qualitative feedback of those engaged in service design processes, there is little impact evaluation, although this is changing with the Design Council UK recommending good evaluation should be an integral part of funding applications for design led projects (2013, p.89). This is particularly important in the public sector where the current climate of funding constraints and an outcome focused approach means demonstrating that service design is more likely to be cost effective and achieve outcomes than the current methods. However, some argue that the performance of services are being measured in the wrong way, that “process may matter more than the result” (De Jong, 2014, p.140), and that this creates difficulties in demonstrating the value of service design (Polaine, Lovlie and Reason, 2013, pp.18-19).

2.3. Service Design: In Public Services

In order to understand the surge in popularity of design processes in public services, it is important to understand the political motivation. Political perspectives affect

public policy decisions which in turn influence service delivery. Understanding public policy allows us to understand why decisions are made (Cairney, 2015, p.1).



Figure 2.5: Influence in Service Delivery

Design thinking and its processes have surged in popularity as the concept of ‘co-production’ found its way into mainstream political rhetoric. This has mirrored the shift over the last decade in the political landscape from an individualist to a communitarian ideology. In 1971 the publishing of John Rawls *A Theory of Justice* promoted the idea of justice as fairness, demanding “fairness in outcomes and equality of opportunity” (Parsons, 1997, p.47). The criticism in reaction to Rawls, particularly in Robert Nozick’s *Anarchy, State and Utopia* (1974) kick-started a move towards an individualist view of society, where citizens are viewed as atomistic individuals, and offered a critique of the socialist based political ideology that had dominated Britain after the Second World War. This was an influential text for the individualism that would form the basis of Margaret Thatcher and Ronald Regan’s policies of the late 70’s and 80’s. However communitarians criticise the liberal individualism position for ignoring the influence that a persons community has in constructing identity (Parsons, 1997, p.52) and the communitarian theory is now becoming more dominant in the political world. Communitarians have criticised the political right for undermining social responsibilities and community by the increasing deregulation for free market capitalism, while the political left face criticism for shifting decision-making power from local communities and structures to centralised institutions (Stanford Encyclopaedia of Philosophy, 2012). The appeal of communitarianism lies in appearing to offer a ‘middle-way’ between excessive state regulation and an over-reliance on market forces (Parsons, 1997, p.52). Communitarian views have already found its way in to political rhetoric and policy. The influence of the politics of virtue espoused by communitarians can be seen in

the Conservative's 'Big Society', the localism agenda and the push for 'community empowerment'. Co-production aims to harness individual's viewpoints in the context of the community they are part of both providing the opportunity and placing the onus and responsibility on communities to be involved in the prosperity and decision making for their area.

It also attempts to alleviate the problems associated with 'bounded rationality'. Bounded rationality (Simon, 1991) is the theory that decision makers are limited by the information they have, either unable or disinclined to gather more and will rely on rules of thumb leading to suboptimal decisions (Cairney, 2012, p.98). A co-productive approach has decision makers gathering all the information at the beginning of the decision making process. Additionally, at a time when citizens are becoming increasingly disengaged from the traditional methods of engaging in decision making processes, with decreased involvement in the political mechanisms such as consultation feedback, membership of community councils and voting in elections (Hansard Society, 2015), that new ways of engaging the public in the activities of government at all levels are necessary (Newman and Clarke, 2009, p.137) as concerns over a democratic deficit grow (Pratchett, 1999, p. 619). This issue was highlighted in the guidance to the Localism Act:

Trying to improve people's lives by imposing decisions, setting targets and demanding inspections from Whitehall simply doesn't work... it leaves people feeling "done to" and imposed upon – the very opposite of the sense of participation and involvement on which a healthy democracy thrives.
(Department for Communities and Local Government, 2011, p.1)

The result of these political influences is the need for new models of service delivery which do not just impose state or individualist solutions (McMenemy, 2015). Critics of a communitarian approach question the capacity and responsibility of citizens to be involved in these processes (Newman and Clarke, 2009, p.138) and without adequate information and the guidance of experts it could lead to poorer quality services. Ling identifies that public involvement in decision making could also lead to

“institutional conservatism” as people tend to be resistant to change (2002, p.631) and may desire to maintain a service that is not successful.

This evolution in political philosophy is becoming apparent in the public policy landscape. The acceptance that societal issues cannot exist in isolation from one another and are instead cross-cutting ‘wicked problems’ with “a fundamental indeterminacy without a single solution and where much creativity is needed to find solutions” (Johansson-Skoldberg, Woodhill and Cetinkaya, 2013, p.125) has led to the need for new ways of devising policy solutions and the services to implement these policies. Design as the solution to this was first posited by Buchanan in 1992; however it is in the last 10-15 years that momentum has built in this direction as the political landscape has shifted. The traditional methods of creating services are being ushered out as a long-term programme of public sector reform is implemented. The roadmap for this public sector reform in Scotland can be found in the Christie Report. In 2010-2011, the *Christie Commission on the Reform of Public Services* carried out an extensive evaluation of public sector delivery in Scotland. The resulting Christie Report (Scottish Government, 2011) highlighted the series of complex problems facing public services over the coming years such as aging demographics and budget reductions, and proposed new techniques for delivering solutions to these problems. Additionally the report emphasised that from now on prevention of the problems should be the ultimate goal of reform and empowering “individuals and communities receiving public services by involving them in the design and delivery of services they use” (Scottish Government, 2011, p.vii) was emphasised as a key principle that must underpin all reform. The Scottish Parliament has demonstrated commitment to the principle of empowering communities by the passing of the Community Empowerment (Scotland) Bill in June 2015, designed to open up decision making and give more power to communities, while the Scottish Government has put resources in place to embed design into their processes by establishing a team of Service Designers. The UK government has also been active in embedding design although this has largely been in the context of digital services; the UK Government has published a ‘Service Design Manual’ (Government Digital

Service, 2015) explicitly for designing digital services which meet the following set of design principles:

- Start with [user] needs
- Do less
- Design with data
- Do the hard work to make it simple
- Iterate. Then iterate again.
- Build for inclusion
- Understand context
- Build digital services, not websites
- Be consistent. Not uniform
- Make things open; it makes things better

One output of this, Gov.uk, the UK Governments single online domain, is widely regarded as a successful implementation of design in digital public services (Brown, 2012; Sinclair, 2013). The Design Council (2013) actively promotes building design thinking into UK public services through their *Design in the Public Sector* project.

Some local authorities have been quick to adopt design into areas of their work, putting resources in place to introduce design thinking into the local authority. Surrey County Council, in collaboration with FutureGov established Shift, an innovation lab which aims to embed design across the council. Wakefield Council too established a six month Innovation Lab which allowed council staff to gain and develop their skills in user-centred design. However there is no consistency across the country with some embracing design, others who are dabbling through small projects and many continuing with the established forms of engagement. Possible reasons for this reluctance could include lack of knowledge about design (Design Commission, 2013, p.16), the councils role as commissioner of services rather than deliverer, and speaking different languages when it comes to outcomes and cost (Koehler, 2014).

Additionally the bureaucratic structure of government can impede the ability to implement design methods and the collaboration that is inherent in the process. For Bardach:

Almost nothing about the bureaucratic ethos makes it hospitable to inter-agency collaboration. The collaborative ethos values equality, adaptability, discretion and results; the bureaucratic ethos venerates hierarchy, stability, obedience and procedures (1998, p. 232)

The joined up government required for a positive design result implies the need to weaken these hierarchical values (Ling, 2002, p.630).

2.4. Service Design: In Public Libraries

The Local Government (Scotland) Act 1974 requires local authorities in Scotland by law to provide a comprehensive and efficient public library service (this is covered by the Public Libraries & Museums Act 1964 in England and Wales). Despite being the most popular civic resource offered by local government, with 28 million visits in 2013/2014 (Carnegie UK Trust, 2015, p.3) libraries are under threat. As a public service, libraries are subject to many of the same issues that currently face the public sector, with others that are unique to them. With reduced budgets to local government and demographics causing growing pressure on other public services such as community care, cultural services such as libraries are facing falling budgets and increasing obligation to justify their existence (Mason, 2014). At a time where billions of bytes of information are available via the internet and search engines such as Google, Yahoo and Bing seemingly provide the gateway to this information, the purpose and necessity of libraries is being questioned. While the library sector struggles to understand, measure and promote its value in the digital age, particularly in the local authority language of partnership working, prevention and outcome achievement, libraries all over England and Wales have closed (Brown, 2013) or been handed over to volunteers to manage and deliver (CIPFA, 2013). The rhetoric surrounding these developments has its roots in the communitarian approach in its narrowest interpretation – if communities need or want a library

service they can choose to operate it themselves thereby placing the decision in the hands of the community. These developments are too recent for the quality or long-term sustainability of volunteer-led library services to have been evaluated.

For Scottish libraries to avoid the same fate they now more than ever must ensure they are indispensable, providing a vital source of value to their communities (Chowdhury, Poulter and McMenemy, 2006) and in order for this to occur their purpose must be known. Service design provides a route for communities to define their libraries purpose. To achieve this, libraries must become more active in engaging with their communities and engaging the community in the library. This move towards 'bottom-up' decision making was acknowledged in the *Strategy for Public Libraries in Scotland* launched in May 2015 by Scottish Library and Information Council (SLIC) and Carnegie UK Trust (2015, p.9).

As previously discussed, this move towards co-production has been evident in the business world for a number of years where, in a competitive sales market, there has been a shift from a product based focus to engaging with consumers to design the ideal experience (Prahalad and Ramaswamy, 2004). As consumer experiences become better, public service users bring these same expectations to public services (De Jong, 2014, p.138). These lessons can be adapted and applied to public services such as libraries which need to evolve and engage to provide value to their communities. However while there is a growing body of literature on service design in the public sector, and some, mostly Scandinavian research on service design in academic libraries, there is very little on service design in public libraries, particularly in a UK context.

While Anglo-American politics were becoming increasingly individualist, the Scandinavian countries, particularly Denmark, were embracing a communitarian approach with various laws passed during the 1990s in attempts to localise decision making (Bang et al, 2000).

Aarhus is the second largest city in Denmark, located in the Aarhus municipality on the east coast of the Jutland peninsula. Its libraries are considered to be amongst the world leaders in implementing service design. In 2013 a \$1 million grant from the Bill & Melinda Gates Foundation through its Global Libraries Initiative (Hadro and Schwartz, 2013) was provided to Aarhus Libraries in Denmark, in partnership with Chicago Public Library in the U.S providing the opportunity to work with IDEO design agency to create a new model for innovation and service delivery in public libraries. The final output of this process, the *Design Thinking Toolkit for Libraries*, was launched by IDEO in 2015. The Toolkit helps identify best practice, processes and tools that libraries could use to develop, expand or improve their service offer. Aarhus Libraries are viewed as one of the most innovative library services in Denmark, having an innovation strategy (Citizens' Services and Libraries, 2013) in place which outlines the vision for the libraries following much of the principles of service design outlined earlier. A new Main Library Dokk1 at the Urban Mediaspace opened in Aarhus in 2015 and this has been designed as a 'human centred library' that aims to be a 'library for the future'. The processes and lessons learned from designing the new main library informed the development of the *Design Thinking Toolkit for Libraries* they collaborated on (Aarhus Kommune, 2015). This type of cultural innovation has helped Aarhus receive the title of European Capital of Culture for 2017 (Berndtson and Ostrom, 2014).

While service design in libraries has not been implemented in such an extensive way in Scotland and the UK there are small pilot projects being conducted that provide the opportunity to investigate whether or not service design could be put into practice successfully. Glasgow Libraries are part of Glasgow Life an arms length external organisation (ALEO) established in 2007 to deliver cultural and leisure services on behalf of Glasgow City Council. Glasgow Libraries have had some success in pilot projects such as the partnership with Macmillan Cancer Support as they look to expand and develop the services they have on offer (Social Value Lab, 2014). As a particular example of engaging with the community to design services, Glasgow Libraries has recently completed a pilot project in community buying that involved young people in helping to choose books for the library catalogue.

'Community buying' shares its roots with patron-driven acquisition. Patron driven acquisition (PDA) is most often found in academic libraries (Reiners, 2012) but is increasingly being implemented in public libraries such as Chicago Public Library, one of the partners in the *Design Thinking Toolkit for Libraries* (Medley, Murphy and Sposato, 2014). Where the Community Buying process focused on a short-term project developing the physical library collection through in person user engagement, PDA allows users to request the purchase of books through the library catalogue. The core of both PDA and community buying is the same – providing users the opportunity to choose books they like for the collection. The success of the community buying project in Glasgow Libraries could lead to other public libraries piloting the project and provide further motivation to implement service design thinking across the organisation.

2.5. Conclusion

The application of design thinking to service delivery brings with it a number of challenges – primarily the fluidity of its definition and the lack of base research and thorough evaluation frameworks. Yet it also delivers opportunities. The political landscape is shifting; the apparent move away from individualism to a communitarian ideology has left a gap in service delivery for an approach that contains the opportunity for engaging the community in decision making. The old approaches are on the way out and there is no shortage of feedback from those involved in the service design processes who value the new way that is being offered. With UK public services facing a number of challenges over the coming years and an obvious desire politically, particularly at Scottish and UK levels, for enabling communities to be involved in the decision making processes, libraries are well placed, and have the opportunity to be leaders in engaging with the community and engaging the community in libraries. In order to do so, review of the literature indicates a number of crucial elements in implementing service design into public libraries, these are:

- Supportive government

- Developed evaluation processes
- Deciding on process/methods
- Staff training
- Expert guidance
- Proactive engagement

These elements will be explored further in the case studies of Aarhus Libraries and Glasgow Libraries. The next chapter will present the methodology used for conducting the research contained within this dissertation.

3. Methodology

3.1. Introduction

This chapter outlines the case study approach and design of this research project. Firstly it will provide the research questions which guide the research and the objectives in order to provide answers to the research questions. Secondly it will outline the approach, why a case study was chosen and the advantages and limitations that it brought to this research. As 'case study' is an umbrella term, which can contain a number of research methods, the specific qualitative research methods used in each case study will be outlined. Each case study will be explored in depth and the specifics of how each was conducted will be outlined highlighting challenges that were faced and how these were overcome or limited.

3.2. Research Questions and Objectives

This research will explore the answers to the following four research questions:

1. Can service design techniques be adopted for delivering library services in Scotland?
2. Have libraries implemented service design techniques into service delivery?
3. Has the investment in service design had an identifiable or measurable impact on community use or user loyalty?
4. How might the process of implementing service design techniques be improved in the future?

To answer these questions, there are three key objectives to the research:

- To establish through a literature review the theory behind service design, why it is important and how this has been practically implemented in the private and public sector and how it is relevant to library services.

- By conducting a case study of Aarhus Library and Glasgow Libraries demonstrate that service design techniques can be used by libraries and have an identifiable impact on community use and/or user loyalty.
- Evaluate the service design implementation process in both Aarhus Library and Glasgow Life and identify areas of best practice.

3.3. Research Approach

A case study approach was chosen as the most effective way of conducting the research and answering the research questions. Schramm (1971) describes the essence of a case study as trying to “illuminate a decision or set of decisions: why they were taken, how they were implemented, and with what result” (1971, p.21). In contrast to traditional positivist approaches, which aim to control variables, Yin highlights that case studies provide the opportunity to study a phenomenon in its real-life context (2003, p.18).

This is important in the area of service design, particularly when it is applied to public services. The purpose of certain public services can be varied and the same service can exist in communities with vastly different, complex and inter-dependent social, economic and political needs or desires (Batley and McLoughlin, 2015). These issues can be described as “wicked problems” in that they are:

a class of social system problems which are ill-formulated, where the information is confusing, where there are many clients and decision makers with conflicting values, and where the ramifications in the whole system are thoroughly confusing (Rittel in Churchman, 1967, p.B-141).

This means that any implementation of design methods in libraries, which are public services, can be affected, both positively and negatively, by the social, political and economic environment of the library’s community. As outlined in the literature review, public services are facing many challenges – socially (e.g. the aging population), economically (e.g. reduced public sector budgets) and politically (e.g.

the potential for differing political ideologies at each level of government) so the implementation of design methods must be considered within the context of each of these areas.

Although service design has existed in varying forms for a few decades, the changing political landscape has increased its popularity in recent years. A knowledge base is only now beginning to be established as service design is applied to public services, and the existing knowledge base in service design use in libraries is limited. As such there is little conceptual framework in place and this research will be exploratory in nature. As Yin (2009, p.37) identified, an exploratory case study methodology must identify what is being explored, what the purpose of the exploration is, and what the criteria for success is. These objectives are outlined above in sub-section 3.2.

Case studies are often criticised for lacking the “rigour and objectivity” (Rowley, 2002, p.16) that other research methods may have and are viewed as a less desirable form of enquiry than experiments or surveys (Yin, 2009, p.14). While bias can exist in case study research, it can also exist in experiments and surveys, and as long as any bias is properly managed, this should not be a deterrent to using case studies, which can also yield many benefits. Case studies can provide insights through detailed exploration of an issue in context. Eisenhardt (1989) identified case studies as particularly useful in new research areas (p.548) and as service design is used little in libraries at the moment identifying two relevant case studies provides an opportunity to explore the use of service design techniques in detail and, while a useful research method in its own right, it can help to identify both areas of similarity and difference that can ‘derive new hypotheses’ (George and Bennet, 2004, p.20) and lay the ground work for future ‘structured’ research. Case studies can utilise both primary and secondary data and Silverman (2011) highlighted four advantages of the textual data that will form part of the case studies:

- richness of information from close analysis,
- relevance and effect,

- documents are naturally occurring and not produced from the researcher, and
- the accessibility and availability of documents (p.230).

For many researchers, a key criticism of a case study is that it does not allow for generalisations. However Yin (2009) argues that generalisation from case studies is possible so long as they do not aim for “statistical generalisation” but rather “analytic generalisation” (2009, p.38). This is as a result of the ‘cases’ resembling multiple experiments and as such any similarities which are demonstrated in each case can allow for claims of replication (Rowley, 2002, p.20). This repetition can be useful for “finding and describing patterns and structures” (Silverman, 2011, p.73) and increases the reliability of the conclusions of the case study research.

Other research methods were considered and options included conducting a survey of libraries that have used service design methods which would have provided statistical data. However because so few libraries have used service design methods limiting the number of participants, and qualitative insight and context for understanding was crucial to the exploration, a case study approach was favoured.

Ethics approval for conducting interviews with staff from Glasgow Libraries and Aarhus Libraries was applied for and granted from the Computer and Information Science (CIS) department of the University of Strathclyde. Additional ethics approval was requested in August to include an interview with a service designer to present a rounded view of implementing service design. The Service Designer founded their own service design agency and has worked extensively with the public sector over the last six years, gaining insight into the opportunities and challenges faced.

3.4. Service Design Interview

The interviewee was approached via email to be involved in the research. As requested by the participant the interview was conducted via email. This made it more characteristic of an open-ended questionnaire (see appendix 1). This had benefits in that it allowed the participant to have time to think through their

answers to the questions without the time pressure of a person waiting. This helped lead to detailed in-depth information. The limitations of this included no real opportunity to ask follow up questions meaning the initial questions had to be designed to ensure optimal information could be gathered. The participant requested the interview be anonymous, which allowed for challenges and criticisms to be explored more fully without concern for backlash or identification of organisations.

3.5. Aarhus Libraries Case Study

The 'bounded system' (Smith, 1978) in the case study of Aarhus Libraries was of Aarhus Main Library. This library was chosen as it is viewed as one of the leaders in implementing design methods in delivering the library services and was one of the two libraries (in partnership with Chicago Public Library) involved in developing the *Design Thinking Toolkit for Libraries* released by IDEO design agency. As design thinking is mainstreamed across all aspects of service delivery within the library, the library as a whole was considered to be the 'case' for this case study. One interview with two individuals from Aarhus Libraries was conducted via Skype as a result of distance.

The interview participant for Aarhus Libraries would need to have detailed knowledge of the process of implementing service design into the library. Knud Schulz is the Manager of the Main Library in Aarhus and has delivered many presentations on the process, therefore he was identified as an initial point of contact; he then recommended that Sidsel Bech-Petersen be involved in the interview. As Library Transformer at Aarhus Main Library, Sidsel is involved in delivering the new library services and developing future projects. They both agreed to be interviewed via email and were sent a brief outlining their rights regarding confidentiality, ethics and data protection along with an overview of potential questions. Additionally both interviewees were sent the transcript of the interview to review (see appendix 2), and minor details of misheard data were corrected.

The interview was semi-structured - questions and themes had been identified based on the research questions and the literature review; however the questions were open-ended to allow the opportunity for other issues to present themselves. Conducting interviews by Skype presented its own challenges. With accent barriers and delays on the internet connection, it limited how the interview conversation could flow and potentially affected the development of a rapport with the interview subjects. Conducting the interviews in person would have perhaps enabled a deeper conversation and further exploration of topics that was restricted by the use of Skype.

In transcribing the interview, a denaturalised approach (Bucholtz, 2000) was taken as the 'oral discourse' (Davidson, 2009, p.38) was secondary to the information content and therefore the "idiosyncratic elements of speech" (Oliver, Serovich and Mason, 2005, p.1273) such as pauses have not been transcribed, which also reduced the time needed for the transcription process, which often can be quite extensive. The transcription was then coded for themes (Daly, Kellehear, and Gliksman, 1997) (see appendix 4). These themes were identified based on pattern recognition (Fereday and Muir-Cochrane, 2006) from those derived from the literature review with room for any new themes that arose, resulting in the use of both deductive and inductive thematic analysis. The process of coding is repetitive requiring several passes as new categories become apparent, data that has already been coded must be re-evaluated for any examples of the new categories. The analysis from the interview was then supplemented with other available information including academic papers, government reports, and newspaper articles to produce a case study. A key challenge here was obtaining translated documents. Most are available in English; however some, particularly government documents are only available in Danish, or only parts, such as the Executive Summary, have been translated.

A major issue identified in the literature review is the fluidity of the definition and terminology associated with service design. To ensure thorough understanding of the information provided and to help alleviate any possible confusion or

misunderstanding, at the beginning of the interview, the interviewees were asked to provide their own understanding of the definition of service design.

Another key consideration was the concept of 'self presentation' (Silverman, 2011, p.178). 'Self presentation' is the concept that people will use their behaviour to manage the impressions that others have of themselves (Goffman, 1959). Jones and Pittman (1982) developed five strategies of self presentation, one of which included self-promotion where individuals will promote their accomplishments. The interviews were carried out in the place of work and concerned their workplace, therefore as Aarhus Libraries are viewed as world leaders in design in libraries, it was necessary to assume that there could be a desire to present the positive/successful aspects of the work and have less emphasis on the challenges/failures. This had to be considered in both the interview process and during document and resource analysis, where consideration of the purpose of the document or resource had to be kept in mind. By identifying this issue, the challenges of design implementation could be explored more fully in the interviews and through wider document and resource analysis to seek out critique, to provide a rounded view of service design implementation.

3.6. Glasgow Libraries Case Study

The 'bounded system' (Smith, 1978) in the Glasgow Libraries case study was defined more narrowly than that of the Aarhus Libraries case study. The Glasgow Libraries case was a pilot project lead by the Principal Librarian for Children and Young People and involved a 'community buying' project for the children's book sections in three Glasgow libraries – Castlemilk, Barmulloch and Knightswood. Design methods in the UK exist primarily in pilot projects rather than streamlined across the organisation and this case was chosen as best suited to provide answers to the research questions.

The case was composed of one interview with the Principal Librarian and content analysis of related documents, including feedback and evaluation. The Principal Librarian was identified as the key interviewee as she led the project from

conception to final evaluation and recommendations. The interviewee was contacted via email to request the interview and afterwards was provided with a copy of the transcript to verify the content (see appendix 3) which was consented to with no changes.

The interview was largely unstructured as very little background information was available prior to it being conducted, unlike with Aarhus Libraries where many documents and presentations are publicly available, although potential themes to explore were identified from both the literature review and the interview with Aarhus Libraries which was carried out first. In contrast with Aarhus, conducting the interview face to face, rather than via Skype, allowed a more natural flow of conversation and rapport to be built.

As with Aarhus in transcribing the interview, a denaturalised approach (Bucholtz, 2000) was taken, as it was the content of the conversation that was relevant and no conversation analysis would need to take place. The transcription was coded to identify themes (see appendix 4), both those identified in the literature review, any similarities with Aarhus, and any new ones that had not been previously identified.

The interviewee provided a progress report developed at the end of the community buying project titled '*Glasgow Libraries Stock Selection/Collections Development (Children and Young People): Community Buying Progress Report*'. This report is unpublished and it was requested that this report not be made publicly available at this time and so will not appear in the appendices, although permission to use the information from it in the case study of Glasgow Libraries was granted.

In order to place Glasgow Libraries in Scotland-wide context Freedom of Information (FOI) requests were used to obtain information about other local authority's library service including the number of librarians employed in the service. FOI request were sent to four local authorities – two other cities (Aberdeen City Council, and Dundee City Council) and two rural locations (West Lothian Council, and Dumfries and Galloway Council). A reply was received from each local authority, however Dundee

City Council could not provide the information needed, a separate FOI request would have to be submitted to Leisure and Culture Dundee but was out with the time frame of this dissertation.

3.7. Conclusion

This chapter has outlined the research methods for conducting the case studies an analysis of Aarhus Libraries in Denmark and Glasgow Libraries in Scotland and the interview with a service designer. Both studies explored and analysed the implementation of service design methods in public libraries. As public services the social, economic and political environment of public libraries can vary from library to library and case studies provided the opportunity to explore the implementation process of service design in detail and context and allowed common themes, and challenges to be identified for analysis. The interview with the service designer provided a rounded view of implementing service design from someone working externally from libraries. The following chapter will be the case study of Aarhus Libraries.

4. View from a Service Designer

4.1. Introduction

This chapter looks at implementing service design from the perspective of a service designer who has worked extensively with public services for several years. The contents of the interview are presented anonymously. This allowed for an open critique from someone specialising in service design. The aim of this is to obtain insight from someone whose expertise is service design rather than librarianship, providing a more rounded view for the analysis. Firstly it will look at the service designer's perspective on the benefits of using service design in the public sector, secondly it will look at the challenges faced and finally it will explore the critical success factors from a service designer's perspective on implementing service design in public services, particularly libraries.

4.2. The benefits of using service design in public libraries

This section explores the benefits of using service design in public services, with a focus on public libraries. The Service Designer highlighted that the process of service design:

Enables those who deliver services to design *with* the communities they serve. Public sector cuts and economic circumstances require new models, new ways of thinking and working; service design and its associated methodologies is a user focused, cost effective way of improving how public services are designed and delivered.

The literature review identified a number of advantages of service design. The multi-disciplinary approach allows a diversity of ideas and methods. It is human-centred and provides the opportunity to gain empathy with the users. The process involves engaging with users early in the process so that their views are genuinely taken into account. Service design stresses making the process simple and thus more efficient.

The service designer highlighted six key advantages that, in their experience, using service design in service delivery will bring to organisations:

1. It will Increase empathy towards colleagues and customers
2. It is a human centered approach of designing new products, services and systems
3. It allows organisations to view individual channels and interactions as part of a wider, more holistic experience
4. The pace of innovation inside a complex organisation. The mindset and methods lead to a more effective cross-team and cross-organisational working.
5. Thinking through making and learning by doing makes small simple ideas gain traction quickly, testing ideas in a low-fi way means resources are only invested in ideas that are more likely to succeed
6. The world is changing very fast and this means services and solutions that worked well a few years ago may not be right for today. This process is a way to respond and react to this in a positive, productive way.

Most of these correspond with those identified in the literature review, however the response adds that prototyping allows testing of ideas prior to large scale investment, that the process is positive, focusing on developing better services and that it leads to thinking bigger, by adjusting perspective from a silo mentality to a cross-organisational way of working.

4.3. Challenges for a service designer in the public sector

This section will explore the challenges that the service designer has faced in implementing service design in the public sector, specifically public libraries.

4.3.1. The evolving role of libraries

The Service Designer identified the changing role of libraries today and how the expectations of library users have changed:

The role a library plays in a community or a city has shifted dramatically over recent years. The expectations communities have on libraries has changed and they fit into peoples lives very differently from what they used to. In my experience this has led to a frustrated workforce.

This concurs with the literature review that the change in user expectations is having an effect, requiring evolution of the role of public libraries.

4.3.2. Cultural barriers

The changing role and expectations of libraries also results in an evolving role for librarians. The service designer has experienced challenges when working with management and librarians who are resistant to these changes “I have experienced cultural barriers; the mind set of management and staff is one associated with a very traditional perception of what the job of a ‘library’ and indeed what the job of a ‘librarian’ is”. Again, this emphasises the need for supportive government outlined in the literature review, however adds that librarians also need to embrace change.

4.3.3. Procurement

Procurement is the process by which public bodies buy in services and contains strict rules and guidelines about what services can be bought and how they can be bought. The service designer highlighted that “the public sector often have no or very little process for procuring this kind of work [service design] which makes it very difficult to implement or start”. This links in with the need for a supportive government, providing the opportunity to try new methods of service delivery.

4.4. Critical factors for implementing service design

This section explores the service designers views on what the key success factors are for implementing service design in libraries. The literature identified six key factors – supportive government, developed evaluation processes, deciding on processes/methods, staff training, expert guidance and proactive engagement. The Service Designer also recognised six crucial factors from their perspective:

- Buy in from senior management
- A clear vision for why this work is happening and what the end goal is
- Quick wins; creating quick prototypes or interventions that can create small impacts
- Physical space for the work to continue (i.e open wall space, creative working area)
- Autonomy of staff to prototype (i.e how decisions are made and where permission needs to be sought)
- Learning from others sectors where this methodology is having an impact and creating change (for example, healthcare).

While there is some overlap – buy in from senior management echoes the supportive government and the learning from other sectors is similar to the idea of deciding on processes/methods (e.g. from sector specific toolkits or case studies), there are some new issues identified – having a clear vision and goal for the process, the need for physical space, the importance of prototyping and the ability of service level staff to prototype without having to seek permission.

4.5. Conclusion

This chapter aimed to gain a service designers perspective on the challenges and opportunities of implementing service design in public services, particularly libraries. Perceived benefits for the Service Designer include an empathetic workforce and increased innovation. However libraries and librarians must, in their view, accept their changing role in society and not be resistant to change. Finally to implement service design successfully there are a number of factors which need to be taken on board including management buy in, a clear idea of the end result and prototyping. The next chapter will be a case study of Aarhus Libraries in Denmark exploring how they have implemented service design in their libraries.

5. Case Study: Aarhus Libraries

5.1. Introduction

This chapter presents a case study of Aarhus Libraries in Denmark, primarily focused on Aarhus Central Library, and will examine the use of service design in a library setting.

The first section of this chapter will put Aarhus into Danish context and will demonstrate consistencies and differences between Denmark and Scotland in terms of library use and information needs.

The rest of the chapter will explore the information obtained from an interview conducted with Knud Schulz, Manager of the Main Library in Aarhus, and Mentor/Sponsor through the International Network of Emerging Library Innovators (INELI) co-ordinated by the Bill & Melinda Gates Foundation, and Sidsel Bech-Peterson, Library Transformer from Aarhus Libraries. This information will be supplemented with analysis of documentation from various sources as well as other information provided by Aarhus Libraries. This will allow the critical success factors in implementing service design to be identified which will be analysed in a further chapter.

5.2. Libraries in Denmark

The Danish population is approximately 5.6 million, only slightly higher than the Scottish population of approximately 5.3 million, however library use in Denmark is significantly higher, with around 36 million visits to Danish libraries a year (Statistics Denmark, 2014) compared to around 28 million in Scotland (Carnegie UK Trust, 2015, p.3), despite having less branches.

	Scotland	Denmark
Population	5,347,600	5,659,715
No. of public libraries	541	510
No. of visits per year	28,000,000	36,000,000

Figure 5.1: Scottish and Danish Libraries

The most recent legislation governing libraries is the 2000 Lov om Biblioteksvirksomhed (or Danish Act on Library Services 2000). This Act aims to “create an adequate framework for the library in the information society” (Danish National Library Authority, 2001, p.5) and it continues to oblige municipalities to run a public library service. It also provides for libraries to charge users for ‘extended services’, and expects them to establish such. Similarly to the UK, public libraries fall under the purview and funding responsibility of the local authority, or ‘municipality’ in Denmark although there is national management through KulturStyrelsen - the Danish Agency for Culture - in terms of legislation implementation and nation-wide project developments.

Many Danish libraries have collaborated to deliver citizens’ services within the library buildings. This includes social security, tax and benefits. The aim of this was to increase access to these services (Pors, 2010, p.262). Additionally around 35% of Danish libraries operate as ‘open libraries’. This programme has enabled libraries to extend opening to Danish citizens beyond staffed hours, allowing access to the building using their library or identification card (Larsen, 2013)

5.3. Aarhus Libraries and Service Design

Aarhus is the second largest city in Denmark. It has 18 public libraries with a new central library Dokk1 that opened in June 2015. The Citizens’ Services and Libraries department is responsible for management of the Aarhus Municipality public library system.

Service design, or ‘user-driven innovation’ as Aarhus used to call it, was initially brought in to the library by the staff, around fifteen years ago when they, as Schulz describes, “started to think that maybe librarians didn’t have the best solutions by themselves” and since then they have worked to try and “combine the need or support of users with the ‘professional part’, the technology, combining processes, understanding how users use the services”.

This learning and experience culminated in the development of the new Urban Mediaspace Aarhus, which contains the new Main Library and Citizens Services, Dokk 1. A core value in the development of Dokk1 was the “citizen as key factor” (City of Aarhus, 2013, p.8). The challenges faced, and knowledge gained, during the process of designing Dokk 1 was used to inform the development of a *Design Thinking Toolkit for Libraries*.

5.3.1. Design Thinking Toolkit for Libraries

The Bill & Melinda Gates Foundation approached Aarhus Public Libraries and Chicago Public Library through the Global Libraries initiative to be involved in developing an innovation model for public libraries across the world. They engaged design agency IDEO to be part of the project and the end result is the *Design Thinking Toolkit for Libraries*, launched in early 2015. The aim of the toolkit is to help librarians identify user needs and engage with their communities. As discussed previously in the literature review the favoured approach by IDEO when engaging in human-centred design is observation. At the same time Aarhus Libraries were designing and building a new central library, Dokk1, and many of the lessons learned during this process informed the development of the *Design Thinking Toolkit for Libraries*. Schulz emphasises that the toolkit is designed to be relevant to any size of library with differing capacities whether in a city in Denmark or a town in Nepal:

It is part of the fundamental idea behind the toolkit that it should work in a small library, maybe with two part-time staff members for example, for them to engage their local community and it should work in a Chicago library with many employees.

Adding that it would “make no sense if the model required consultants, they are so expensive, that small rural libraries would not be able to use it”.

The *Design Thinking Toolkit for Libraries* takes libraries through the 3 stage IDEO process – inspiration, ideation, and iteration – outlining steps, methods, advice, and case studies to guide libraries through their project from start to finish.

5.4. Defining Service Design

The terminology flux of service design has created confusion in defining the concept, which means that when looking at examples of service design understanding the definition of service design that is being worked with is crucial. For Bech-Peterson service design is:

about looking at all the stuff we have here in the library - staff members, users, technology, space, the media - and service design is about finding out how these things come together in the best way, how our users use the right technology and the right information materials.

Ultimately service design is about creating the best experience for users by ensuring that everything in the library works together effectively to meet their needs. Schulz adds that the design process is not only about how users want their problems solved but also about “what kind of support do they need and how can we mix the technology, service processes and knowledge in a way to support them”. Identifying and meeting user needs is core to Aarhus Libraries in what service design is.

The terminology flux is also something that has been experienced at Aarhus Libraries. Bech-Peterson pointing out that while service design appears to be a relatively recent phenomenon that the principles that are at the core of it have been practised for many years, simply under a different name- “we have been working with it for many years. It used to be called user-centred innovation and user-driven design.” This is also evidenced through the documentation. The first edition of the

Innovation Strategy published by Aarhus Citizens' Services and Libraries in 2009 contains several references to 'user-driven innovation' while the second edition published in 2013 contains no use of this phrase, the closest being 'collaboration-driven innovation' – it also contains no reference to 'service design'. A guide to user-driven innovation, *The Library's Voice*, was also published by Citizens' Services and Libraries in 2008. This guide outlines principles and methods that would currently be called 'service design' or 'design thinking' and the influence of which can be seen in the recently released *Design Thinking Toolkit for Libraries*. While the language has adapted, the key principle of service design – being human (or user) centred – has been practised for some time in Aarhus.

5.5. Innovative Government

Denmark and the other Scandinavian countries pursued a communitarian ideology through promoting active citizenship for the achievement of social rights. The Anglo-American countries pursued an individualist agenda based on the belief that citizens should have as little state interference in their life as possible. As outlined in the literature review, the UK and the US are now embracing aspects of a communitarian outlook. There are various factors that may have contributed towards Denmark's early communitarian political landscape. Denmark has a history of localism. Until 2006 there were 270 municipalities, the Municipal Reform at the beginning of 2007 reduced this to 98, however when compared with Scotland, a country of almost equivalent population size, which has only 32 local authorities, there is a clear emphasis on smaller, localised decision-making bodies. This has led to what is called 'little politics' (Bang, Box, Hansen and Neufield, 2000, p.380) which has encouraged citizens into civic engagement. The municipality of Aarhus in particular, has been at the forefront of engaging citizens in decision-making.

In 2004, Aarhus City Council elected to adopt the *Aarhus Model for Citizen Involvement*. This model outlines eight key principles for participatory democracy in the city - how citizens should be involved, and have the ability to influence, strategies, policies, plans and projects across the municipality. The eight principles are as follows:

- The citizen involvement must be based on the values of the City of Aarhus: Reliability, Respect and Commitment.
- Citizens must be involved in the start-up phase of a task.
- As a minimum, citizens have the right to be consulted.
- If an existing plan is changed, the reasons for changing the 'agreement' must be stated.
- Citizens should have a real opportunity to participate.
- Private-sector involvement in the development of the municipality or the local areas must be encouraged.
- The collaboration with organisations, councils and associations must be maintained and developed.
- Processes, methods and professional competencies should be continuously evaluated and developed. (Aarhus Kommune, 2004)

An innovative culture is promoted in the Citizens' Services and Libraries department through the aforementioned *Innovation Strategy* (Citizens' Services and Libraries, 2013). This strategy outlines key elements to making Aarhus Citizens' Services and Libraries innovative in their service delivery. This includes:

- Citizens as a focal point
- Partnership working
- Collaboration across the organisation
- Prototyping
- Management focus and commitment

While the strategy does not explicitly mention service design, the key criteria for innovation identifies areas which are often associated with it – user-led, collaboration, and prototyping.

Explicit support of design as a driver of innovation is provided by the Design 2020 Committee in *The Vision of the Design 2020 Committee* (Danish Enterprise & Construction Authority, 2011) which outlined their vision for design in the year 2020.

The vision included the “Danish public sector consistently utilising design to develop better and more efficient services” (2011, p.22) demonstrating a long term commitment to the impact that design can have in delivering public services. The roadmap to achieving this vision emphasises that public entities must be “more open to experimentation and innovation” and be less “risk-averse” (2011, p.25). Schulz also identifies this need for to have “the space to make mistakes”. Bech-Peterson encourages prototyping and that “it’s ok to find out that this thing didn’t work so we should not go in that direction and that is also good, to find out that it is not a good idea”. During the design of the new Aarhus Main Library they had a Transformation Lab which allowed them to test out ideas, even as simple as how library staff should be identifiable to library users.

A commitment to the importance of libraries to the process of innovation is evident in Aarhus, and this is expanding nationally. The *Policy for Citizens’ Services and Libraries 2011-2014* emphasises the importance of libraries role as “cultural and formative institutions” in a changeable world (2011, p.4). Nationally the publishing of *The Public Libraries in the Knowledge Society* (Danish Agency for Libraries and Media, 2010) highlighted that public libraries play a critical role in the knowledge society. Innovation in the library sector is encouraged through the *Model Programme for Public Libraries*, which the Danish Agency for Culture (previously the Danish Agency for Libraries and Media) were partners in setting up (Thorhauge, 2013). The *Model Programme* provides inspiration and best practice for public libraries. Further commitment to innovation in public libraries is demonstrated through intentions to role out the work that Aarhus Libraries have been doing across Denmark. Schulz identifies this commitment from the national Government:

They are providing support for spreading the model out to all Danish public libraries by transforming and setting up a Danish strategy this year, or next year, to spread it out to all Danish libraries, and that is nationally. There is an agreement from the national level that this is the direction that we are heading in.

5.6. Innovative Libraries

The policies and strategies in place allowing for innovation through design provide Aarhus Libraries the opportunity to develop their work. While acknowledging that public libraries play a crucial role in the knowledge society in *The Public Libraries in the Knowledge Society*, it also emphasises that libraries need to adapt to this new society. Schulz identifies the need to redefine the library “we need to think about how we can redefine the library, it’s not an idea of organised information, it’s an idea of supporting people in their lives” and emphasises that design thinking provides the opportunity to work with users to redefine what libraries mean “if you are trying to find out how to develop a library space that supports people, you have to know their needs and their lives and how they use things and the biggest advantage is giving you the right insight into that, otherwise your space won’t do that”. The *Committee for Public Libraries in the Knowledge Society* established a new four part model for what public libraries could do with their space – inspiration, learning, meeting and performance.

Seeing the library as space allows it to be more adaptable to user needs and Schulz particularly identifies a need for more ‘unstructured space’ now that “the media is inter-dependent, it is more important to support people and their needs than to organise a library by traditional librarian thinking”.

Partnership working is also highlighted as crucial to delivering services that users need. It is outlined in many of the strategies and policies as an important factor in innovative services and *The Public Libraries in the Knowledge Society* report made partnership working a key recommendation:

Amongst other things they [partnerships] can contribute to the library becoming more accessible because the citizens meet the library in new contexts...Partnerships can generally create the basis for more well-functioning and cohesive public services based on the citizens’ needs. Partnerships can also develop and challenge the library and thereby form the basis for innovation and new offers (2010, p.12).

Schulz further emphasises that in practice “it is the partners that are setting off the different kind of services, programmes, activities that will take place in this space”. Partnerships that Aarhus Libraries have developed include homework cafes with Save the Children Denmark and working with Aarhus University to develop products and knowledge. Building partnerships is considered a valuable method in, amongst other advantages, helping libraries achieve their objectives, building connections with the community and using resources in new ways (Citizens’ Services and Libraries, 2012, p.9).

The Main Library only opened in June 2015 so no evaluation of library services have yet been carried out. However Aarhus Libraries feels that the impact of using design in developing the library and its offering is evident already through the impact that users have had on the design process. Schulz highlights the impact that users had during the process “we can see from the designing process that we can see how the library has changed from the first draft, there is a lot of different places in the library where we can point to where the users influenced the designing process”. Bech-Peterson believes that it will have increased user satisfaction of the library “because it has changed to fit their needs better and it has become their space rather than the librarians space”, emphasising the ownership that library staff now feel users have in the library. This idea of ownership is also evident through the largely successful ‘open libraries’ mentioned earlier. Loss of stock is no bigger a problem than in non-open libraries and there have been very few instances of vandalism (Larsen, 2013).

5.7. Innovative Librarians

An evolving and increased role for libraries means increased need for librarians. As Schulz maintains “a library needs professional staff support to organise all this”. Additionally there are increased expectations of their librarian’s skills and knowledge to support these developments. If a library is to develop partnerships, librarians must be able to build these. To engage with communities, librarians must be skilled in community engagement. The report from the *Committee on Public Libraries in the Knowledge Society* acknowledged the increased demands on librarians to help

libraries fulfil their new intended roles (2010, p.13) and while “people want to engage and want to talk about what they think and what their life looks like”, Bech-Peterson highlights the challenges that librarians face in developing new competencies - “they are used to talking with users but in another way, they are having to go out and be a designer and do this interview with users and it is like a whole new set of competencies you have to have to do that”. Furthermore, the community engagement is not the only new competency, but also the skills to analyse the outcome of that process:

When you have been out talking to users and you are coming home with a lot of insights, a lot of material and now you ask ‘what are we actually going to do about this?’ That is one of the hardest parts in the design process because it takes a lot of time, a lot of analysis.

Having the appropriate skills is not the only challenge when it comes to community engagement. Aarhus Libraries are very proactive in their engagement and actively go to citizens’ homes to engage with them. This can help gather more rounded insight by including non-or-infrequent library user’s views. Schulz indicates, however, that for some librarians this new aspect of their role can be daunting “the fear of the professional staff of being involved with the users. That is really a challenge. To us, to our staff members, to go home and visit users in their private homes and talk with users about how the library could facilitate their needs”.

Schulz also emphasises that convincing other staff involved with the library development, such as the architects and engineers, of the value in engaging with users was a challenge as “it was very hard for them to expect that they would get anything from the users that they could use” but added that they did get value from it.

The need for ‘T-shaped’ individuals across all sectors, with both breadth and depth of skills was emphasised in the *Vision of the Danish Design 2020 Committee* (2011, p.29). The T-Shape model originated with IDEO design agency and the Design 2020

Committee highlight the need for staff that “have deep professional knowledge”, are able to “share their perspective”, and “understands the perspectives of others” (2011, p.29). This means that the librarian role must be redefined in the context of new expectations and must expand beyond the skills traditionally associated with librarianship, having a breadth of multi-disciplinary skills and knowledge too.

5.8. Conclusion

The chapter provided a case study of implementing service design in Aarhus Libraries. Firstly it placed Denmark in context and explored how Aarhus Libraries have become a world leader in design in libraries, demonstrating why they were a useful case study subject. Next it looked at four key areas identified from the interviews and document analysis as critical factors:

- the terminology flux
- supportive innovation mechanisms put in place by government at all levels,
- focusing on user needs when developing library services, and
- the need for librarians to broaden their skills beyond those traditionally associated with librarianship.

The next chapter will be a case study of a community buying project carried out by Glasgow Libraries.

6. Case Study: Glasgow Libraries

6.1. Introduction

This chapter will be a case study of Glasgow Libraries and a pilot project they carried out in November 2014. The project was motivated by the Community Empowerment legislation, at that time just a bill, but now passed into law, and was led by Margaret Houston, Principal Librarian for Children and Young People. The project involved having children and young people participate in buying book stock for three libraries in Glasgow. This project was chosen as an example of how, despite not being implemented as that process, the principles of service design – user focused and involved design of library services – can be implemented in Scottish public libraries. This chapter will begin by outlining the structures and political landscape that Glasgow Libraries operates in, it will then examine the Community Empowerment bill which motivated the project and finally it will outline the background to community buying and examine the project that was carried out by Glasgow Libraries.

6.2. Glasgow Libraries

Glasgow is the largest city in Scotland, and the third largest in the UK. It is situated on Scotland's west coast and is a urban area with specific areas of severe deprivation and many of the social issues that result including increased mental health problems, lower levels of adult learning and higher crime rates (Shipton and Whyte, 2011), while also being home to some of the most affluent areas in the country. This presents unique challenges for Glasgow City Council in delivering services that meet the needs of a diverse population.

Glasgow City Councils culture and leisure services are managed by an arms length external organisation (ALEO) called Glasgow Life. It is a registered charity formally separate from the Council, contracted to deliver its services, but is still influenced by the local authority (OSCR, 2015, p.4). Glasgow Libraries operates as a sub brand

under Glasgow Life. Glasgow Libraries operates 32 public libraries, 29 school libraries and the Mitchell Library, one of Europe's largest public libraries. It is the largest in Scotland, accounting for 14% of library usage nationally (Glasgow Life, 2015, p.8).

6.3. Community Buying Project

Community buying shares its roots with patron-driven acquisition (PDA). While PDA focuses on e-book collection, the Glasgow Libraries Stock Selection/Collections Development (Children and Young people) Project (hereafter called the 'community buying project') at Glasgow Libraries allowed library users to be involved in physical book purchasing for their library. Margaret Houston led on this project and as Principal Librarian for Children and Young People, the pilot projects focused on the children's library collection, aiming to give them a direct voice and input into collections. The project had a number of objectives including:

- Build community around books and expand access to information, ideas and stories
- Develop relevant and inspiring collections that meet young people's changing needs and expectations
- Establish the library as a civic focal point and resource hub for young people in their community
- Involve young people in assessing library services, shaping library spaces and selecting resources
- To increase the involvement of local people in making decisions about what resources we select and how these are deployed

A budget was provided and a project team was formed composed of librarians with specialist knowledge of children and young people's books, secondary school librarians, frontline local library staff, and team members from Glasgow Communities. Three community libraries were chosen for the pilot – Barmulloch, Castlemilk and Knightswood – and six community buying sessions were planned to coincide with Book Week Scotland in November 2014.

Generally stock acquisition is provided by Glasgow Libraries book supplier, Peters based in Birmingham. The Principal Librarians will draw up a stock specification sheet which will guide the librarians who work with Peters in choosing stock. For this project the Principal Librarian worked with Peters to create a selection of approximately 900 books for the project participants to choose from. Initially, the children would score aspects of each book and make decisions based on these scores. When this proved too complex, the selection process was adapted and simplified to involve comments on post-it notes. Librarians were present to provide advice and guide the process.

6.4. Support of Government

National government policy and legislation is identified by Houston as the catalyst for developing the community buying project - “primarily where all this has come from is the governments drive to devolve services and decision in service making to communities” with the Community Empowerment Bill being the main motivation.

The concept of a community empowerment bill was first introduced in the Scottish National Party’s (SNP) election manifesto for the 2011 Scottish Parliamentary elections (SNP, 2011). After successfully achieving a majority to form an SNP government, the *Community Empowerment (Scotland) Bill* was introduced to the Scottish Parliament in June 2014. The proposed community empowerment legislation forms part of the programme for public service reform started by the publishing of the Christie Report in June 2011 (Scottish Government, 2011). One of the aims of the Community Empowerment Bill is to “empower community bodies...strengthening their voices in the decisions that matter to them” (Scottish Parliament, 2014, p.5). This Bill was passed into law in June 2015. Scotland currently has *National Standards for Community Engagement* (SCDC, 2005) in place, which the guidance for the *Community Empowerment (Scotland) Act* will refer to and in light of this it is under review to ensure it is an effective framework to meet the aspirations of the Act.

Each local authority has a community planning partnership composed of the public bodies responsible for that area. This partnership develops a Single Outcome Agreement (SOA) outlining the aims and objectives for that area. The Scottish Government have made clear that “if community planning partnerships are to unlock that potential, their foundations must be built on a strong understanding of their communities, and provide genuine opportunities to consult, engage and involve them” (Scottish Government, 2012, p.1).

The drive to engage communities in decision-making has not only been pushed forward by the SNP but has been promoted by other political parties. Scottish Labour, who are the majority party in Glasgow City Council had community empowerment built into their manifesto and it is embedded into the Glasgow City Council Strategic Plan 2012-2017 (Glasgow City Council, 2012, p.20).

For Glasgow Libraries there is real evidence of this filtering down from national government through local government and out to Glasgow’s ALEO’s. Community engagement was carried out in 2015 to develop a *Vision for Glasgow Libraries*. The vision aims to help shape Glasgow Libraries service delivery and will be published later in 2015. The community buying project is a result of these motivations showing how national policy and commitment at all levels can have an impact on service delivery.

6.5. Engaging Communities

In order to engage communities in the community buying project, Glasgow Libraries took a “two-pronged approach”:

We opened it to the general public, we put it on social media, the library staff would say, and we would have a talk about the books and people would join in. In addition we thought we would involve the schools and we involved the school librarians. One of the easiest ways to get young people involved is if you have a captive audience through the schools.

One of the prongs, engaging users through the schools was successful, but the sessions that were open to the public were less so “it was hard work to get people along” and those that did attend were largely students brought along after school by teachers. Houston says that getting people involved can be a challenge “I would have liked is to see more participation in the open events, but that can be really hard with a lot of events we do just to get people to attend in their own free time”. The difficulty in engaging library users individually has implications for expanding the project out further to user groups where there are not mechanisms such as schools to reach them.

However those that did engage were positive about the experience and open to continuing to be involved:

Now we are giving young people a say in what the book stock would look like, ultimately we can start looking at if we get young people interested in the content of the library then we could start looking at space and design later, almost like a user group who are there to consult.

The community buying project was viewed as a valuable project that could work to hook people into the library, even current non-users, and build upon the ownership created through choosing the books:

They indicated that they would be more likely to borrow books as they had chosen many. That they would be more likely to use the library and they expressed an interest in continuing to be involved in development of library collections and services.

6.6. Staff Involvement

The right staff involvement was viewed as “crucial” to the process. The project team included children’s librarians, school librarians, local librarians and community staff. As the project involved children’s literature it was essential that “staff had to have a very robust and good specialist knowledge of children’s books and authors, and were

devoted to young peoples reading, the benefits, and getting them involved”. This identifies two key criteria of the staff involve – the specialist knowledge of the topic, *and* the passion for engaging with service users.

There was no additional training for this project so choosing the right people to be involved was important, they had to have the skills and knowledge needed already in place – having people involved with experience in working with community engagement added these skills to the project. For some staff aspects of the project could fall a little outside their comfort zone - “some staff found sessions where teachers are involved, or to speak to a whole class at once a little daunting”.

The professional expertise that the librarians with specialist knowledge of children’s literature brought to the project was essential - “we have to have a first cut, its impossible to have access to every book that is published so you do need to have some first cut”. A need to have professionals guide the process was identified throughout. Glasgow Libraries worked closely with their book supplier to narrow down the options to a manageable amount while still offering users a broad range of options. It also meant that the people with specialist knowledge were there to provide support and guidance during the process of choosing books.

Having this knowledge and expertise enabled flexibility in the process so that when something didn’t work it could be changed quickly. For instance initially the students were asked to complete a scoring template about the books, but this proved complicated for them and this was changed to be less rigid by using post-its and opening up the feedback. Those with less experience may not have had the knowledge or skills to adapt the process.

6.7. Working with others

One of the most successful elements of the project was its contribution to the achievement of outcomes from the Curriculum for Excellence in the process. The Curriculum for Excellence aims to transform education in Scotland by supporting life-

long learning (Education Scotland, 2015). It contains three areas which should be reflected in all lessons across the curriculum:

- Health and wellbeing
- Literacy
- Numeracy

The community buying project contributed to all of these areas and feedback from teachers was positive. The contributions the project could make to literacy were clear; however it also contributed to the other two areas. The discussion and analysis of the books on offer and helping in the decision-making was viewed as contributing towards “personalisation”, a key aspect of health and wellbeing. After initial discussions in narrowing down the book selection, there was still more than the budget allowed so the concept of budgeting was introduced to the children and “there was good discussion around that and it was about refining and narrowing the choice, and understanding why, which was very practical like the real world”. This allowed the project to contribute towards the numeracy outcomes through financial management. This pilot demonstrated how libraries could help attain educational outcomes for schools as well as giving the library the opportunity to engage with its younger users.

6.8. Feedback and Evaluation

As mentioned the service design process often struggles to evaluate its impacts, with many focusing on the feedback of the process and the quality of the service, rather than the outcomes. In a public sector setting where the emphasis is on how each department can contribute to meeting the outcomes set out in the single outcome agreement for that local authority it is something that needs to be looked at.

Glasgow Libraries highlight that it can be difficult to evaluate - “it’s very hard and a lot of it is anecdotal from library staff reporting back that it has been of interest and that the books are being borrowed”.

This pilot project however was able to evaluate aspects of both. Feedback from those involved in the process was positive – “they [the participants] fed back on the individual books they wanted, but in general about the whole project, they loved it and they wanted it to become regular”.

Additionally they can measure the borrowing rates of the books that were bought in through the community, and these have proven to be popular – particularly as there has been targeted marketing of these by promoting that the books had been chosen through community buying “the children who had been involved came in to borrow the books and brought their families in to borrow the books so there was an element of ‘come and see what I have done’”, additionally the peer review aspect of someone of similar age recommending the book was revealed to be encouraging to library users.

Having groups of people involved also provided the opportunity to achieve other outcomes for this library:

We did take this opportunity while we had this audience to suggest the chatter books group, the summer reading challenge, story times, so it was an opportunity to talk about the wider library offer.

These outcomes are difficult to quantify unless you have the ability to track users to discover if they do take up additional services, however the opportunity to build a relationship is demonstrated and student feedback suggested that they would be more likely to use the library as a result of being involved in the project.

The positive results of the pilot community buying project have led to indications that in future a portion of the budget would be ring-fenced for further community buying projects with expansion to other libraries:

It’s something we would like to build in to our offer, make it an annual event and expand it to other, if not all, our libraries.

6.9. Conclusion

This project identifies the positive results that the principles of service design can have in public services. The community buying project encouraged children into the library and helped build relationships and impart new knowledge and skills. It demonstrates the importance of proactive government policy at all levels and shows how policy can drive service delivery decisions. The need to have knowledgeable and skilled staff to guide the engagement was highlighted as critical to the process. Engagement with the public, rather than via the schools, was highlighted as a particular challenge and suggests a key area for development. While this case demonstrates how service design principles could be implemented in public libraries, the process was not informed by it and there are a number of useful resources and toolkits, particularly the *Design Thinking Toolkit for Libraries* which could provide resources and information to help make this part more successful the next time around.

The next chapter will analyse the challenges and success factors in using service design in public libraries.

7. Analysis

7.1. Introduction

This chapter presents the analysis of findings from chapter 4, the interview conducted with a service designer, chapter 5, the case study of Aarhus Libraries in Denmark, and from chapter 6, the case study of the community buying project carried out by Glasgow Libraries in Scotland.

Section 7.2 will look at the implementation of service design in libraries, the experiences of Aarhus Libraries and Glasgow Libraries, the processes used and the issue with service design terminology.

Section 7.3 will analyse the challenges and opportunities from implementing service design in libraries from evidence gathered from the case studies. This will outline what some of the crucial factors are for implementing service design in libraries and what this might mean for Scotland.

7.2. Service design and libraries

Service design has been used in the business world for many years and in the public sector regularly over the last decade. With the changing role of libraries and the need to first define and then meet user needs, service design could be a valuable tool for libraries in developing their role for the 21st century.

Aarhus Libraries have been at the forefront of this thinking and have embraced user-led innovation through service design for many years, albeit using different language and it is seen by their staff as being successful and a valuable tool for ensuring that services meet the needs of users – what they consider the key function of a library. Being involved in this area for many years means that Aarhus is far ahead of Glasgow in terms of implementation and staff knowledge and experience, however the carrying out of the community buying project by Glasgow Libraries demonstrates that it is possible to successfully implement similar ideas in Scotland, although a

number of issues may need to be considered if it is to be mainstreamed as successfully as in Aarhus and these will be discussed further below in section 2.

As discussed in the literature review, service design has a terminology problem in that it is a fluid concept used to cover a broad range of processes and methods. Aarhus Libraries appear to have settled on service design as a process of ‘user-led innovation’ and use a number of design methods, many of which are available in the *Design Thinking Toolkit for Libraries*, to implement this. The Service Designer also sees designing services “with the communities they serve” [emphasis own] rather than for them, to be the crucial part of service design. While Glasgow Libraries did not implement the community buying project specifically as a design process, it was implemented on the same principles that are used by Aarhus Libraries – that of being ‘user-led’, and applied engagement methods which are much like those made use of by service designers. Despite not using the terminology associated with service design, it displays the “uniformity” of processes and steps (Howard, 2015) found in service design projects – *problem definition* and *problem solution* (Buchanan, 1992) and each step they took could be an equivalent to the example processes laid out in the literature review from IDEO, the Design Council and Shift. Glasgow Libraries indicated that while conducting desk research to inform the community buying project (the problem definition stage) they found few examples of this type of community engagement in service delivery occurring in public libraries across the UK. The Service Designer recommends looking to others for best practice as a key factor in successfully implementing service design; however the lack of consistent terminology used in service design creates difficulties for librarians searching for information on how to implement these processes in their libraries, and Glasgow Libraries highlighted this struggle. Service designers need to ensure a consistency of language to promote their field and build up the body of knowledge around service design. An increased dependability of language would help promote service design and reduce confusion, so that those developing design projects have the ability to recognise them as such and are able to utilise some of the many available resources such as case studies and toolkits. Being able to apply the design terminology to their project would have helped Glasgow Libraries utilise design

resources as part of the project, such as the *Design Thinking Toolkit for Libraries* developed by Aarhus Libraries and Chicago Public Library. This would have been particularly helpful as Chicago Public Library has piloted patron-driven acquisition, a similar idea to community buying. This would then enable Glasgow Libraries to contribute to building a body of knowledge in design-led projects in public libraries.

7.3. Implementing service design

The literature review highlighted crucial elements in implementing service design.

These are:

- Supportive government
- Developed evaluation processes
- Deciding on process/methods
- Staff training
- Expert guidance
- Proactive engagement

All these issues were raised in the case studies of Aarhus Libraries and Glasgow Libraries and the following section will discuss and analyse these issues and the impact they might have on using service design in public libraries in Scotland.

7.3.1. Evaluating impact

Evaluation was identified in the literature review as a key area of concern for implementing service design in libraries (Madano Partnership, 2012). The Service Designer emphasises that it is important that there is a “clear vision” for why the process is underway and that an end goal for the service design process is in place, this allows evaluation of whether the goal(s) have been met at the end of the process. In Aarhus, with the Main Library only just opening to the public in June 2015, there has been no formal evaluation yet. However the feedback from Aarhus Libraries seems to support De Jong’s (2014) view that the process is more important than the result. Aarhus equates success with engaging users in the process and delivering services that better meet their needs. Being able to see the impact that

users have on the process through the evolution of plans from idea to implementation stage is held up as an example of success. It is challenging to measure if services 'meet user needs' because there will likely be variances in what user needs are and research would perhaps either be superficial due to constraints or use time and resources to go in-depth. Glasgow Libraries similarly emphasised the feedback about the process, which was very positive. Glasgow Libraries was also at a point, some months after the pilot project to indicate impact through increased book borrowing of the books selected by the project participants, however other longer term impacts such as increased use of other library services as a result of promotion or entry to the library from the community buying project will be more challenging to track. Additionally other impacts from the project such as the delivery of elements of the curriculum for excellence through budgeting are particularly difficult to evaluate and relies on verbal feedback from the teachers and students involved. This "evidence vacuum" (Design Commission, 2013, p.16) and the difficulty of quantifying the benefits of service design is a challenge, however the sector is now looking more closely at possible frameworks for impact measurement (Sangiorigi and Prendiville, 2014) and with government now considering other metrics besides economics this area is continuously developing. Libraries have faced the challenge for several years of how to demonstrate their qualitative impacts, rather than simply the numerical counts of books issued and PC use, and the efforts to measure the impacts of design could also help libraries in this area and should be considered a key area for further research.

7.3.2. Engaging users

A paper by Bang, Box, Hansen and Neufield (2000) investigated how communitarianism has developed in the United States and Denmark and identified a marked difference in both societies. In the USA communitarianism has developed separately from the State through "voluntary associations, action groups and committees outside government" (2000, p.375), which for Bang *et al* (2000, p.385) allows the "core value of individualism" and the "yearn for community" to co-exist. With Anglo-American politics often following similar ideologies, particularly since Thatcher and Reagan in the 1970's/80's, this echoes the rhetoric of

communitarianism found in the UK, specifically that of 'The Big Society' ideal of the current Conservative government. By contrast, in Denmark communitarianism has developed through civic engagement with state institutions through councils and user boards (Bang, Box, Hansen and Neufield, 2000, p.380). This has implications for libraries as public organisations. The case studies demonstrate that Aarhus Libraries had no issues with user engagement and that people were eager to be involved, however Glasgow Libraries highlighted difficulty in engaging users in the sessions open to the public. Reasons were provided for why this might have been the case including time of year and the time of the sessions, however it was mentioned that it can often be difficult to engage users in events. This is mirrored in participation in other public body organisations, such as community councils (Hansard Society, 2015) and if too few people turn up to engage it raises issues about both how worthwhile it is and how legitimate the process is if a small number of people are making decisions that affect the community at large. This issue may not affect all libraries, some may already have well established links with their community however there is the possibility that it may prove difficult to encourage users to participate initially, and Glasgow Libraries identified that linking up through specific communities, such as local schools, made it easier to engage. Additionally, creating a positive experience for those who did participate encouraged them to think about participating again in future. Other factors include how Aarhus Libraries engaged, such as going to users houses to speak with them rather than have users come to events, and providing a gift, such as cinema tickets, for their time. This is much more time intensive and costly, and may be prohibitive for some places with limited staff and budgets, however it does allow in-depth interaction and relationship building.

7.3.3. The role of the librarian

While criticism of communitarianism questions the ability of users to be engaged (Newman and Clark, 2009 and Ling, 2002), the evidence from Aarhus Libraries and Glasgow Libraries suggests that the input from users can have value and benefit the library, but that there is a strong need for professional librarians to lead and guide this process. Aarhus Libraries identified the need for librarians to organise the process and create and develop the necessary partnerships as well as collate and

understand the feedback from users. Glasgow Libraries highlighted that librarians with specialist knowledge were needed to narrow choices to a manageable amount and provide advice on the available options.

Additionally the increased emphasis on proactive community engagement and design highlights the changing role of librarians in 21st century libraries (Feather, 2011), requiring librarians to gain and develop new skills. The Service Designer highlighted this changing role and the challenges that can arise if there is resistance to change by the profession. Aarhus Libraries agreed that some librarians struggled with aspects of their new role, in particular the proactive community engagement. In Aarhus staff received training for this, as it was seen as untenable to pay for specialists if the processes are to be mainstreamed across all the library branches. This approach is mirrored in the Design Commissions recommendations in their report *Restarting Britain 2: Design and Public Services* (2013, p.8) which recommends that all civil servants receive training in basic service design principles. In Glasgow, for the pilot, a different approach was taken by including community engagement staff on the project team to provide the necessary support. There was no specific design specialist or guidance used as part of the project which may have pre-emptively solved the initial problem with the scoring template for choosing the books. If Glasgow Libraries looks to expand the community buying project, and implement other user engagement projects, mainstreaming it as in Aarhus, then in future it may become necessary to take a similar approach to Aarhus and have the librarians working in Glasgow Libraries expand their skill base. With the need for service design projects in the public sector to be “scaled up” to be realistic being emphasised (Sangiorgi and Prendiville, 2014, p.2426, and Design Commission, 2013, p.19), this is something that needs to be considered.

The emphasis on the crucial need for professional staff in user-led design processes presents a challenge for many public libraries in Scotland. As the largest local authority in Scotland and a clear commitment to its library services through the city’s cultural strategy, Glasgow is in what is a fortunate situation amongst public library services in Scotland. Other local authorities are in the position where budget cuts

have led to a reduction in professional staff. For instance, West Lothian Council has only four qualified librarians to serve its 14 community library branches (see appendix 5). Dumfries and Galloway Council has only seven librarians and 24 community library branches (see appendix 6). This makes it difficult for them to be able to implement user-led projects for the libraries because there are simply too few librarians, who have the specialist knowledge that Glasgow Libraries highlighted as essential, to be involved in delivering them. This has serious implications for the ability of many public libraries in Scotland to be able to innovate and meet user needs through service design.

7.3.4. Collaboration and the visibility of libraries

A key factor in Aarhus Libraries ability to implement user-led innovation through service design is the support and structure of its Government from local through to national level. This was supported by the Service Designer who agreed that ‘management buy-in’ was crucial to the success of implementing service design.

A number of policies and strategies exist to support libraries, including the *Policy for Citizens’ Services and Libraries* (City of Aarhus, 2011) and *Aarhus Innovation Strategy* (City of Aarhus, 2013), and in other policy areas libraries are embedded. This provides a base from Aarhus Libraries to work from; innovative ideas do not need to be pushed upwards for approval but are instead encouraged from the top and the view from the Service Designer is that having staff with the autonomy to prototype without always seeking permission is a key factor in success.

The emphasis on collaboration and working together in Danish government is seen as crucial, and for some this collaborative environment has resulted from the Danish communitarian societal view as “self as part of a whole” (Lu, 2013) and that more individualist societies would struggle to implement the same style of working. There are added difficulties to working collaboratively for Scotland compared to Denmark. The municipalities in Denmark are much smaller in comparison to the closest Scottish equivalent, local authorities. For Denmark this means smaller departments which may make working together easier. However, the ‘silo mentality’ (Christie

Commission, 2011, p.ix) in Scottish governance has been recognised and there has been increasing emphasis in Scotland, and further across the UK, for increased 'partnership working', a factor which Schulz saw as crucial to the success of Aarhus Libraries, particularly the new Main Library. The benefits of partnership working are also evident in the Glasgow Libraries community buying project, with the pilot libraries (culture/Glasgow Life) working with local schools (education), and both benefiting from the collaboration.

According to Niegaard (2011, p.357) increasing visibility and awareness of libraries is high on the Denmark agenda. This is evident from Aarhus, with investment in a new Main Library, Dokk1, which has been promoted worldwide and will have an international opening at the Next Library Conference hosted by them in September 2015. Aarhus Libraries involvement in the Bill and Melinda Gates Foundation's Global Libraries Initiative and development of the *Design Thinking Toolkit for Libraries* also increases their profile as global leaders. Staff at Aarhus also develop their personal profiles, speaking at conferences across the world, and are involved in networks, such as Knud Schulz's participation in the International Network of Emerging Library Innovators (INELI). Nationally Denmark is also involved in promoting libraries. The much coveted *Public Library of the Year* award, open to libraries from all around the world (won in 2015 by Kista Public Library in Sweden), is awarded by the Danish Agency of Culture as part of the *Model Programme for Public Libraries*, furthering a global reputation for being amongst the leaders in library innovation. This is coupled with the growing involvement of public libraries politically in terms of developing local policies and strategies (Niegaard, 2011, p.345), and being engaged nationally in developing a vision for libraries in *The Public Libraries in the Knowledge Society*. While this 'politicisation' of the librarian profession has been criticised by some (Fisher, 2011) it is helping achieve a priority of creating "greater understanding among decision makers, politicians and library owners" (Niegaard, 2011, p.357). Promoting Aarhus, and Denmark, as leaders in library innovation, provides them with support to continue developing new ideas through design.

In Glasgow, and across Scotland and the UK, this type of activity is lacking, with no clear vision from libraries at local level, although this will change once Glasgow Libraries publishes their vision statement later in 2015. The only strategic document guiding Glasgow Libraries is inclusion in the *Glasgow Cultural Strategy* (Glasgow City Council) published almost a decade ago in March 2006 and it only aimed to provide direction for the next three to five years. There is very little indication of how Glasgow Libraries contribute to local outcomes, outlined in the single outcome agreements, which contribute to national outcomes. This is echoed across much of Scotland, and as previously discussed with many library services forced to reduce their numbers of professional librarians, there is a huge gap in who can promote and engage on behalf of libraries at local level.

As in Aarhus a number of libraries in Scotland, such as in West Lothian, have been combined with 'citizen services', however while the emphasis in Aarhus is on libraries delivering citizen services, bringing new users into the library, in West Lothian for example, this emphasis is reversed, with libraries being a part of the citizens services and the building having the term 'library' removed in favour of a more generic title. This greatly reduces the visibility of libraries in the community.

Libraries in Scotland need to promote themselves and politically engage. User-led innovation through design provides an opportunity to build relationships with their library users and engaging politically provides the opportunity to demonstrate how libraries can use these methods to achieve local and national outcomes.

7.3.5. Risks, Mistakes and Prototyping

Supportive legislation and policy is not the only way that local and national government support can be provided. Aarhus Libraries indicated the need to be able to make mistakes, i.e. to be able to take risks in what they do, in order to be innovative and deliver services that meet user's needs. The community buying project, which has not been implemented widely in other libraries, especially in the UK, was a unique project with little evidence to support whether or not it would be successful – allowing Glasgow Libraries to attempt the project required support from

the local authority to pilot the project even though the risk that it wouldn't be successful was there. Research indicates that those who are less willing to take risks are more likely to be employed in the public sector (Buurman, Delfgaauw, Dur and Van den Bossche, 2012, p.281), and a "dampening effect by elected officials" (Bozeman and Kingsley, 1998, p.117) could contribute towards a risk averse culture. Additionally, at times when budgets are becoming tighter, there may be a reluctance to try 'untested' projects at the risk they may fail and be regarded as a waste of money and resources. In service design there are attempts to mitigate the risk through emphasis on prototyping or piloting which was the case in both Aarhus and Glasgow Libraries and prototyping is stressed as a crucial factor in implementing service design successfully by the Service Designer. In Aarhus Main Library a Transformation Lab was put in place to prototype solutions while in Glasgow, the pilot of the community buying project allowed it to be tested in three libraries, with a successful pilot providing the evidence for expansion into other branches.

7.4. Conclusion

This chapter has discussed and analysed implementing service design in libraries, the challenges and opportunities, and the crucial factors which might affect Scottish public libraries.

The evidence from the case studies with Aarhus and Glasgow Libraries concurred with much of that which arose from the literature review. The key criteria that were identified from the literature review were elaborated and reviewed in light of the evidence from the interviews with the service designer, and with Aarhus and Glasgow Libraries, as well as relevant documentation. The crucial issues to be considered when implementing service design in Scotland are:

- Evaluating impact
- Engaging users
- The role of the librarian
- Collaboration and the visibility of libraries
- Risks, mistakes and prototyping

Additional factors which should be considered include the provision of space within libraries for user engagement and user needs, vision and goals from the library sector about the changing role of libraries and the embracing of new methods of service delivery to achieve these goals, and finally public sector procurement processes need to be re-evaluated to make it easier for public services to obtain the expertise of service designers.

The next chapter is the conclusion of the research carried out in this dissertation and recommendations for best practice.

8. Conclusion

8.1. Introduction

This section will provide conclusions to the research contained within this dissertation. Section two will discuss the interpretation of the research findings and section three will highlight limitations of the research and indicate areas for future research.

8.2. Research findings and recommendations

This dissertation aimed to provide an exploration of implementing service design in public libraries. The case study of Aarhus Libraries in Denmark demonstrates that service design techniques are suitable for use in public libraries and are felt to be a valuable tool in meeting user needs and delivering library services fit for the 21st century. By embracing user-led innovation at an early stage, Aarhus has become world leaders in service design implementation in public libraries.

The case study of the community buying project in Glasgow Libraries has demonstrated that it is possible to implement service design in Scottish public libraries and that they can have the same positive effect here that they had had in Aarhus. However this success might not be possible across all public libraries in Scotland. The interview with the Service Designer as well as the feedback from Aarhus and Glasgow Libraries presented possible success factors which may be critical to implementation. This is not to say that it is not possible, simply that these factors need to be taken into consideration.

From the **public sector** there needs to be political support and management buy-in to the processes to provide the space to implement and prototype. There also has to be a commitment to maintaining the professionalisation of librarians ensuring that local libraries have the expert staff in place to deliver the high quality services and engagement needed.

From the perspective of **public libraries** there needs to be a development of the role of librarians in terms of engagement both politically, feeding into the political processes within the public sector to promote libraries and how they can achieve local outcomes, as well as with users, ensuring that they are proactively engaging with users and the communities that they service. There should also be the investment in staff training to allow them to gain the skills needed for this, and university courses training librarians need to be delivering on this aspect too.

Additionally within the **service design** field there needs to be a consistency of terminology limiting confusion for those external to the field and the development of robust evaluation frameworks to allow measurement of what service design is delivering.

A core principle of service design is the concept of pilot projects or prototyping and this provides an ideal way for public libraries in other local authorities to test out ideas and the methods of service design implementation, provided the support to do so is there from management.

8.3. Limitations and Future Research

The limitations present in case studies outlined in the methodology in chapter three mean that these findings highlight possible issues, however that does not mean that they are generalisable to all libraries. As the case studies show there are many cross-cutting variables that can affect the implementation of service design in libraries and what this research explores is possible success factors in Denmark and what this might mean for Scottish public libraries. This does not mean that these will affect every library, or in the same way, but it instead highlights issues that librarians might want to take into consideration in the context of their library before they implement service design.

Future studies should aim to obtain an increased number of participants including local government politicians and management, a broader range of Scottish public

libraries and other service designers. Additionally, finding more examples of service design in practice in Scotland would be beneficial.

As a relatively new area of study, this dissertation indicates a number of areas that could be explored further in future research. Key problems for investigation include community engagement and involving users (and non-users) in the processes, the role of the librarian in Scottish public libraries, and the political engagement of librarians in local government. Furthermore the question of measuring qualitative outcomes in the public sector is highlighted as a matter of urgency.

8.4. Conclusion

This research has explored the implementation of service design in public libraries. While the study has its limitations, it has demonstrated that service design techniques can have a positive impact when put into practice, particularly when focusing on the process rather than outcomes.

As society moves away from individualism towards a communitarian political landscape, engaging with users is becoming a political reality and service design could be a valuable tool for public libraries. At the same time, libraries that are struggling to define their purpose in modern times can look to the community they serve and through meeting their needs, will have their role defined for them.

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Appendices

Appendix 1: Transcript and briefing from interview with the Service Designer

Dear [redacted]

Thank you for agreeing to participate in the interview as part of the research process for my dissertation. The information you provide in the interview will give a service designers perspective on implementing service design in public services, particularly libraries. The information will be stored on the researcher's personal laptop with sole access by the researcher and her supervisor, David McMenemy. It will be kept for a period of 6-12 months after which it will be deleted. If the information has to be retained, additional consent will be requested from you. You can request that the information be deleted at any time. The information will be anonymous and you will not be identified in the research.

Thank you again for your participation.

Siobhan Flannigan

1. What do you feel are the benefits of using service design in public services, particularly libraries?

Service Design is a process that enables those who deliver services to design *with* the communities they serve. Public sector cuts and economic circumstances require new models, new ways of thinking and working; service design and its associated methodologies is a user focused, cost effective way of improving how public services are designed and delivered.

The main benefits are:

1. Increased empathy towards colleagues and customers
2. Human centred approach of designing new products, services and systems
3. Viewing individual channels and interactions as part of a wider, more holistic experience
4. The pace of innovation inside a complex organisation. The mindset and methods lead to a more effective cross-team and cross-organisational working.
5. Thinking through making and learning by doing makes small simple ideas gain traction quickly, testing ideas in low-fi way means resources are only invested in ideas that are more likely to succeed
6. The world is changing very fast and this means services and solutions that worked well a few years ago may not be right for today. This process is a way to respond and react to this in a positive, productive way.

2. What challenges have you experienced in implementing service design in public services (including libraries, if applicable)?

1. The role a library plays in a community or a city has shifted dramatically over recent years. The expectations communities have on libraries has changed and they fit into peoples lives very differently from what they used to. In my experience this has led to a frustrated workforce.
2. I have experienced cultural barriers; the mind set of management and staff is one associated with a very traditional perception of what the job of a 'library' and indeed what the job of a 'librarian' is.
3. The public sector often have no or very little process for procuring this kind of work which makes it very difficult to implement or start.

3. What factors do you feel are critical to the success of implementing service design in public services, particularly libraries?

1. Buy in from senior management
2. A clear vision for why this work is happening and what the end goal is
3. Quick wins; creating quick prototypes or interventions that can create small impacts
4. Physical space for the work to continue (i.e open wall space, creative working area)
5. Autonomy of staff to prototype (i.e how decisions are made and where permission needs to be sought)
6. Learning from others sectors where this methodology is having an impact and creating change (i.e healthcare)

Appendix 2: Transcript from interview with Aarhus Libraries

Dear Knud and Sidsel

Thank you for agreeing to participate in the interview as part of the research process for my dissertation. The interview will be semi-structured with an outline of questions below. You can decline to answer any questions and the interview will be transcribed and sent to you for approval of the content. The information you provide in the interview will be integrated with other information that is gathered during the research process to form a case study of Denmark libraries and service design. The information will be stored on the researcher's personal laptop with sole access by the researcher and her supervisor. It will be kept for a period of 6-12 months after which it will be deleted. If the information has to be retained, additional consent will be requested from you. You can request that the information be deleted at any time.

Thank you again for your participation.

Siobhan

Skype Interview with Aarhus Libraries – 7/07/15

SF – Siobhan Flannigan (Interviewer)

KS – Knud Schulz

SP – Sidsel Bech-Peterson

SF: Part of my dissertation will involve looking at the definitions of service design. Can you give me an overview of what your interpretation of service design is?

SP: Service design for me is about looking at all the stuff we have here in the library - staff members, users, technology, space, the media and service design is about finding out how these things come together in the best way, how our users use the right technology and the right information materials, for example, when should you use the website to inform people and when should you use other types of technology to inform people, when should we use staff to tell people stuff and when we can use other tools to help us out. It is about managing all these things together and make sure that it is effective and creates the best possible experience for our users.

KS: And to support them in their needs, sometimes in a way they didn't realise could exist. The design process is not only about what the users need and how they want their problems solved it is more about what kind of support do they need and how can we mix the technology, service processes and knowledge in a way to support them.

SF: Was the concept of service design something you brought to the library in your role, or was it already used in the libraries?

SP: We have been working with it for many years. It used to be called user-centred innovation and user-driven design, service design is a little bit about design thinking, it is also about user-orientated design and it's about elements of [...] so I think that it is the same and we have been doing it for many years.

KS: It was about 15 years ago when we started to think that maybe librarians didn't have the best solutions by themselves. They were thinking about the users, and we have worked for about 15 years to try and combine the need or support of users with the 'professional part', the technology, combining processes, understanding how users use the services that we already have.

SF: I have looked at the IDEO Design Thinking for Libraries Toolkit that you were involved in; it was partly the inspiration behind my dissertation. How did you get involved in this process?

SP: It is a long story, we have been working with this kind of thing for many years and the Gates Foundation wanted to do something for libraries to show how often they accelerate change, and that goes for libraries all over the world, so how could they give them some kind of toolkit or innovation model that they produce, so they asked us and Chicago to get together and look at what we needed to make it and then we found out that IDEO could be a great partner because they have been working with lots of big companies about their innovation processes so they came in as consultants and we started working on this toolkit.

SF: So the Gates Foundation approached you and then you approached IDEO to get involved?

KS: Yes, but we were in contact with IDEO already, we have been on a study tour at Stanford in San Francisco and those contacts there put us in contact with IDEO at their Headquarters in Palo Alto. When Gates wanted to accelerate innovation they looked at us and at Chicago and wanted us to do something together and look at what could be a good pattern for that worldwide and IDEO was talked about.

SF: Were you using the toolkit when you were designing your new library?

KS: I would say the toolkit was realised just when we had finished the designing of the new library.

SF: So you used the learning experiences from designing your new library to inform the toolkit.

KS: Yes, so you can see a lot of our experiences are in the toolkit but we haven't worked with the toolkit specifically to design the new library... some of the services and some of the interior design have been a part of the testing for the toolkit.

SF: Your experiences built the toolkit rather than the other way round.

SP: Yes, exactly.

SF: Do you use service design only in your main central library or do you use it in your smaller local libraries as well?

SP: It also happened in our local libraries. We have a lot of projects going on about involving their local communities and young people in developing their libraries, so they use it as well.

KS: It is part of the fundamental idea behind the toolkit that it should work in a small library, maybe with two part-time staff members for example, for them to engage their local community and it should work in a Chicago library with many employees.

SP: Definitely, so if you just want to produce a small thing and have only one afternoon a week to do something if you are a small library, then you can pick out some of the relevant, easy methods from the toolkit to help you with the development.

KS: Or if you are in a library in Nepal or Tanzania or South Africa you can use the toolkit with the basic elements in it to start your strategy in the local area.

SF: You would hope to see librarians no matter what size of library they are in being able to use the toolkit?

KS: It would be. We know that the toolkit has been translated into Spanish now in a network in South America, we know it will be used in Australia and New Zealand. We know it will be used in Africa--

SP: --Africa and Slovakia.

KS: And we know some parts of Asia want to use the toolkit and the Gates Foundation is talking about setting up an organisation that would use the toolkit.

SF: Moving on to the delivery and impact of service design. What kind of investments, in terms of staff training, community engagement as well as financial, did you make?

SP: Exactly that, we trained staff in libraries to use this so that we do not have to hire in expensive consultants, like IDEO, every time we want to do something, so the idea is that basically everyone would learn it at different levels, so one of our big investments was that there was a lot of staff members involved in the creating of the toolkit so IDEO came to us and we had to find out how their methods in designing thinking, user-centred design, can be used in a library setting. Then we had two project teams working very sensibly using their methods so they spent a lot of time trying out how this would apply to a library, so that was a big investment for us.

KS: It would make no sense if the model required consultants, they are so expensive, that small rural libraries would not be able to use it [...]

SF: That answered me next question about hiring in consultants so next in terms of service design, it emphasises the idea of prototyping and pilot projects. Is that something that you do?

SP: Yes, that is exactly what we do. We try things out [...] we have this space called the transformation lab which was to allow us to prepare for the new library and we still have that space that will let us keep on trying things out, so yes a lot of prototyping and if we, for example, want to change the service around the librarians desk, we try to mock it up, try to find out how we should make this space and how the librarians should look and what kind of things should they wear, a key hanger for example, to show the person to ask and lets us find out the right way to do things. And also it's ok to find out that this thing didn't work so we should not go in that direction and that is also good, to find out that it is not a good idea.

KS: Sometimes we say we celebrate the mistakes, but we do not celebrate them so much!

SF: Yes, celebrate the learning process, not the failure itself.

KS: But we need the space to make mistakes. We need the thinking in our mindset that mistakes are ok.

SF: Do you think that is something that is something that the Danish culture provides for that other places might be more averse to - the opportunity to make mistakes?

KS: There's a Dutch book about the risk level, the need for trust and that is something very much about the Scandinavian countries, or the Nordic countries, we are very trustful so we don't need a very specific hierarchy for example, for order keeping because people are willing to take some risks for themselves.

SF: So people don't feel they have to be very careful in case they get something wrong?

KS: It would be better if staff were to care about their users rather than caring about their bosses. It would be better to care about not making mistakes with the users, of course you can make mistakes during the design process, but make sure the focus is

on the users rather than on the bosses. On other reason why it might be easier to do this in Denmark is that we are trained a bit in using different competencies and using different ideas, we are not shy about using some from technology and using some from humanity, using some from society studies and mixing them and they can make part of the piece for whole of teaching.

SF: When it comes to engaging with the community, do you find them willing to engage?

KS: [...] previously when we were tendering projects we realised that we should have a discussion with the architects and the engineers in how we should involve users in the process. Already from them we were very specific with what we wanted, and it was very hard for them to expect that they would get anything from the users that they could use, but they did, they got some.

SF: You made sure they were engaging with users but they were a bit disbelieving that they would get anything useful from that. Do you find that's a common mindset when it comes to engaging with users?

KS: A lot of architects would say they are open at engaging users in the design process and sometimes they will listen to what the bosses and consultants will say in the library sector but they have never met the users. In this process, they met the users. So we had a lot of meetings in the afternoon and evening with the architects where we invited users to discuss what the new building should look like and what kind of services there should be.

SF: Do you think in smaller libraries, as community hubs, are likely to be able to engage with the community or do you think that is down to personal staff members.

SP: In smaller libraries it can be easier to get hold of users if you are for example doing focus groups because they are somehow much closer or maybe more involved with the staff members, but we haven't had any difficulty in getting users to

participate. People want to engage and want to talk about what they think and what their life looks like. It hasn't been difficult. You have to, of course, make sure they know what they are involved in, the format and perhaps something for spending two hours in the library, and if we go to peoples homes and interview them they get something like two tickets for the cinema because they have given their time. I don't think it has been difficult at all. Also when they come into the library, we can ask them 'we have done this new thing, what do you think about it, what is your immediate reaction to it?' People always want to give their input.

KS: But I think a lot of people, in cities, are very involved with their libraries. We have this thing where we have extra opening hours where we open the library at 7 or 8 without staff, then during the day it will be staffed and then the library will still be open until 10 or 11 o'clock and you only need your member card or insurance card to get in the door.

SF: So having that trust in library users helps them want to be involved in the library?

KS: Yes and training the users that the library is supporting them and their lives instead of that the library has formal regulation about learning or information, the library is a support to people's lives. It doesn't have an agenda itself.

SF: Has using the design techniques had any impact on library use or user satisfaction?

SP: I think it has increased user satisfaction of the library because it has changed to fit their needs better and it has become their space rather than the librarians space so it has become their space to do something. So I hope it has, but we do not have any measurements of it yet.

KS: We can see from the designing process that we can see how the library has changed from the first draft, there is a lot of different places in the library where we can point of where the users influenced the designing process. Here is where we

have created a special place for what the need might be tomorrow. It's a very free space, it's a good question to ask, what percentage of the library should be programmed beforehand and what percentage should be unprogrammed, because it is the process for the supporting the users needs that will end up programming the spaces. We don't have specific percentages, but it's a discussion we have had with Oslo and Helsinki, both cities are designing new libraries, how can we argue for an unprogrammed library? Because politicians want to know square metres and square feet for the reading media or the music media, but what we want and the users need is a lot of space that is unprogrammed so that the users can fill the space in future. So perhaps, I would say around 50% is unprogrammed. We are not making structures of media for departments; we have no departments in this library, we only have one special area and that is the family treatment section - that is the only place where we have special activities. And then of course we have the citizens services. But most of the library is unprogrammed and it was the last thing we did, to invest in the shelves and decide how the shelves should be laid out because it doesn't really matter. We had a discussion with our colleagues in Helsinki because they were having a discussion with their architect 'How about the music department? How about the children's department? How about the information department and newspapers?' Users have never asked for departments in the modern society, in the industrial society yes, when there was a need to make some orientation of the media, but now the media is inter-dependent and it is more important to support people and their needs than to organise a library in by traditional librarian thinking.

SF: Do you think this would be difficult to do for smaller local libraries? Many libraries here are having their space condensed, so having unprogrammed space might be difficult to do in practice.

KS: I think one of the real points for library managers is 'What are we doing with info libraries?' – We have libraries for physical media, different kinds, and we need to think about how we can redefine the library, it's not an idea of organised information, it's an idea of supporting people in their lives. It was one of Bryan, from

Chicago's thinking, what are we doing with a hundred branches when the media will disappear. His American branches are thinking about how to support people with the relevant information or relevant reading programme.

SF: So it's not about how many branches there are, but more focused on what's within the branches of the library and how they can support people?

KS: Its how to set up the arguments for having the branch, the best argument is that it is supporting its users.

SF: That lets us move on to the third section. We've covered some of this already, but in general what do you think are some advantages of using service design in the libraries?

SP: If you are trying to find out how to develop a library space that supports people, you have to know their needs and their lives and how they use things and the biggest advantage is giving you the right insight into that, otherwise your space won't do that.

SF: Moving on to the challenges, what do you feel are the most challenging parts of the process?

KS: One is the fear of the professional staff of being involved with the users. That is really a challenge. To us, to our staff members, to go home and visit users in their private homes and talk with users about how the library could facilitate their needs.

SF: So as part of your research process, you go to their houses and speak to people who might not necessarily be coming into the library?

KS: Yes.

SF: What do you think causes that fear? Is it simply something they are unfamiliar with...?

SP: I think it is because they are unfamiliar with it, because they are used to talking with users but in another way, they are having to go out and be a designer and do this interview with users and it is like a whole new set of competencies you have to have to do that, so I think that is one of the challenges. Another is that when you have been out talking to users and you are coming home with a lot of insights, a lot of material and now you ask 'what are we actually going to do about this?' That is one of the hardest parts in the design process because it takes a lot of time, a lot of analysis, you are talking about 'why are they saying this?' It is a long process and you have to do it a number of times before you are familiar with it.

SF: The next question we covered a lot, but do you see that going out to the community rather than the community coming to you as an important part of the process?

KS: I see the community as part of a process, not only of designing specific services but also a process linking a lot of institutions/organisations to the library at the same time, so we are partnering with them. That is one of the challenges for last two years is to partner before we had the new building to fulfil the different activities. We could see before we moved into the new building we have around 75 different partners and it is the partners that are setting off the different kind of services, programmes, activities that will take place in this space. That is very important because it is part of the ownership of the building. So the ownership is not belonging to what the boss or staff are thinking should happen, its also about what the partners are thinking and when we are talking about how to design the different things then we use the users.

SF: The next question is about the library staff, I know we have discussed this a bit earlier, but how important do you feel they are to this process?

KS: It would be impossible without the library staff. I think the difference between an open, public space and a library with an active staff support is from simmer to a hundred. Of course a library needs professional staff support to organise all this – partners, involving user. In the end the users will make a lot of influence.

SF: So the users will have a lot of involvement but you need the professional staff to support and guide that.

KS: Yes.

SP: Yes

SF: If we can talk about the culture again, is the Denmark culture, across government and society, how important a role does this play in allowing the use of service design in the libraries?

KS: Libraries in Denmark are owned and tax paid locally. Five regional libraries have some national money, and there is some national money to apply for specific projects and this money is important, but most of the money comes at local level.

SF: Is local government open to the way you are delivering services?

KS: They are providing support for spreading the model out to all Danish public libraries by transforming and setting up a Danish strategy this year or next year to spread it out to all Danish libraries and that is nationally. There is an agreement from the national level that this is the direction that we are heading in. But you never know, we have just got a new Minister for Culture with the new Liberal government so we never know what might happen at the national level.

Appendix 3: Transcript from interview with Glasgow Libraries

Dear Margaret

Thank you for agreeing to participate in the interview as part of the research process for my dissertation. Below is a transcript of our interview that took place on 15/07/15/. The information you provided in the interview will be integrated with other information that is gathered during the research process to form a case study of the Community Buying for Children and Young People project that you carried out in November 2014. The information will be stored on the researcher's personal laptop with sole access by the researcher and her supervisor, David McMenemy. It will be kept for a period of 6-12 months after which it will be deleted. If the information has to be retained, additional consent will be requested from you. You can request that the information be deleted at any time. Please sign below to indicate your agreement to the accuracy of the transcript and for this information to be used as part of the case study.

Thank you again for your participation.

Siobhan Flannigan

Interview with Glasgow Libraries – 15/7/15

SF – Siobhan Flannigan (Interviewer)

MH – Margaret Houston, Principal Librarian

SF: I'll just start by explaining what it is that I am doing. My dissertation is on service design in libraries so the idea is to look at where and how service design can be implemented in Scottish public libraries. I'm doing a case study of Denmark Libraries, who are quite proactive in this area and the other case study I would like to do is of Glasgow Libraries, the community buying project that you did with school pupils.

MH: The terminology can be a bit confusing to people I think, people can often think it means just the design of buildings, of space, which it needn't do.

SF: Yeah exactly, so I was hoping to discuss with you the process and learning points that you went through while implementing your project. It would be great if you have any documentation that you can share with me about the project.

MH: Yes I have my own documentation that I'm happy to share, summaries, initial scoping document, PIP document and then I have an interim and final report. I can send you most of these things electronically. Primarily where all this has come from is the governments drive to devolve services and decision in service making to communities, it could be through the community empowerment bill, it could also be with pieces of land that are unused and the community want to use it. From that Glasgow City Council were looking at how they could support this. It moved down to libraries and that's where the idea for the book selection came from. We have a stock specification document, and its really from me about what books we buy and this is really about letting our users have a say in that process. We look at things like what is going out and how popular it is, but is that enough? So now we are giving young people a say in what the book stock would look like. Ultimately we can start looking at if we get young people interested in the content of the library then we could start looking at space and design later, almost like a user group who are there

to consult. It was very new to us, we looked at a few libraries – Castlemilk, Royston and Knightswood, because the city library-wise is split into three areas. I can give you the paperwork to go with that. We had a two-pronged approach to this. We opened it to the general public, we put it on social media, the library staff would say and we would have a talk about the books and people would join in. In addition we thought we would involve the schools and we involved the school librarians. One of the easiest ways to get young people involved is if you have a captive audience through the schools, and the young people thoroughly enjoyed it. The approach of having open sessions wasn't great, it was hard work to get people along, next time we would focus it on families, the whole family can come to because that could be more popular rather than individual children. The attendance wasn't huge but the feedback was that they loved it, loved being able to talk about the books and being able to choose them.

SF: You mentioned this a bit, but can you elaborate on what motivated the project?

MH: Besides the Community Empowerment bill, it's also in GCC Strategic Plan 2012-2017 and also the Glasgow Labour manifesto picked this up and wanted to get involved in community empowerment so it really filtered down.

SF: It's interesting to see that the Community Empowerment bill is already having an impact.

MH: Oh yes, its empowering communities.

SF: Going back to service design/design thinking, you said it wasn't something you are familiar with.

MH: No, not in that terminology really.

SF: But the actual application of it...

MH: Yes.

SF: When you were going through this process, did the staff have any extra training in engagement or is that something that they were already skilled in.

MH: That's a good question because I think the staff involvement is crucial, I led it because it was the first time we had done it, but I think you have to think very carefully about what staff you involve. So very quickly it became clear to me that the staff had to have a very robust and good specialist knowledge of children's books and authors and were devoted to young peoples reading, the benefits, and getting them involved. So as in any organisation you have different levels of expertise. We did also involve the staff at each library but it was led by the librarians who worked with children and had huge knowledge of children's books and appropriate age-groups, so that was very important. Allied with that you want the local staff to be involved in setting things up and encouraging children to attend but they might not have the level of knowledge in working so directly with children.

SF: When I was speaking with Denmark Libraries they identified that some librarians struggled with the engagement aspects of service design, is that something you noticed?

MH: Some staff found sessions where teachers are involved, or to speak to a whole class at once a little daunting.

SF: What kind of feedback did you get from the process?

MH: Yes we got lots of feedback. I have quotes and feedback from both the students and the teachers involved. I will get that to you. The feedback is really positive. They fed back on the individual books they wanted, but in general about the whole project, they loved it and they wanted it to become regular. Jumping on, but I think this is something that we don't just want to do once and give it a tick, its something we would like to build in to our offer, make it an annual event and expand it to

other, if not all, our libraries, - maybe what we call our hub, main libraries. Also - to replicate the model in our school libraries. As well as running 33 community libraries we also run 27 school libraries and they have school librarians, which is a separate audience so we are certainly looking at the next stage expanding this with school libraries. As regards our book fund, I am now looking to allocate a percentage of that to community buying, so this is a percentage of money that children and young people can use, so we are looking to continue this.

SF: Have you thought about expanding this wider, say to the adult fiction?

MH: I think that is something that will be looked at, it's not in my remit as librarian for children and young people, but I would expect it, and I think its something that our users (and non-users, it might tempt them in) would embrace.

SF: Doing community buying as a percentage, do you think you still need that librarian role to choose books too?

MH: Yes, what we do, we have to have a first cut, its impossible to have access to every book that is published so you do need to have some first cut and we work very closely with our book supplier, Peters in Birmingham and they employ qualified and chartered librarians to choose the books that I specify through the stock specification. So I discussed with them what that first cut would look like, to include a percentage of non-fiction, as well as fiction, and both well-known and less well-known authors. Initially we had, I think, 900 books to choose from which is a lot when you see them piled up, and we let the children choose from them. Also librarians were walking around helping. A colleague also set up a presentation with book trailers, publishers are more and more coming out with trailers like movies as part of the marketing, so we had that running in a loop. We also had book reviews to help guide the young people rather than having a table of books and saying tell me what you want, tell me what you don't want. We circulate and ask how they are doing. What we initially did, was I had created a very short template that asked the children to score what they thought about the book – what did they think of the

cover, was it age group appropriate, the subject – to try and guide them that way and come up with an overall score but on the day that didn't work, it was too complicated, so we reacted immediately and gave out post-it notes and they stuck it back in the book. This was one of the teachers feedback, it was interesting. Teachers have to tie every thing they do in with the curriculum for excellence, they aren't going to come out and do something if they don't see it has clear benefits and links. So at one point I asked the teachers in Castlemilk for insight and she said it was about personalisation, it was about giving children personalisation and choice, to encourage them to read for enjoyment. They could see how relevant it was.

SF: It sounds like its not just about picking the books it's about getting the kids to think about 'what is a good book' –

MH: - Yes that's right, initially putting that down in a template was too difficult. Here's some of the feedback "I had a wonderful time" said Charlotte. "I liked it and think it is good we get to choose the books we would like", and this is one from a parent who came long to one of the open events "my son enjoyed looking at lots of different styles of books, narrowing them down, using the reviews, using the computers and getting his name printed inside the book. The staff were really helpful and enthusiastic and knowledgeable" and someone else said "I think this is a great way of getting books children likes and they should do this every year! It was great". "I really enjoyed myself today. I like being part of what happens at my local library". So these are direct quotes and I have them here. What we did when they had chosen the books, they seemed to like the majority of them so then we brought in the concept of budgeting, which the teachers loved. We said "we'd love to but everything but we have a budget like a household has a budget" so we then we had first of all a 'definitely not' pile and good discussions went on around that about why they liked it or didn't, then we had a 'must have' pile and a 'definitely must have that' pile. But we found that the majority were really wanted so then we introduced the concept of budgeting by saying "ok, we have this amount, but we are cutting to have to cut this by half" and then that would involve a staff member holding up a book and saying "right what do you think about this, should we get this" or "you've

already chosen two football books do you want another?” and there was good discussion around that and it was about refining and narrowing the choice, and understanding why, which was very practical like the real world.

SF: Have you carried out structured evaluation, for example, have you seen an increase in kids checking out the books?

MH: An increase in the books that were chosen. What we did with the chosen books was each library identified a book bay and what the libraries did was display the books there with a poster that had the children’s name or the class name. So the books are collected and put in a separate category. We got book binders and each book would have one wrapped around it, so right away people would notice that there was a promotion going on and people were drawn to that. The feedback from the libraries was that people were drawn to that and borrowed more from that area than any other, perhaps because it was their peer’s recommendations. And also the children who had been involved came in to borrow the books and brought their families in to borrow the books so there was an element of ‘come and see what I have done’.

SF: One of the issues with service design is that they might not be very good at evaluating the impact of projects so it can be difficult to demonstrate-

MH: - It’s very hard and a lot of it is anecdotal from library staff reporting back that it has been of interest and that the books are being borrowed. This happened during Book Week Scotland in November and then we had a discussion and made sure the children realised that we were going into Christmas and December and then we had to actually buy and process the books so we made it clear to the children and families that it would be January before they actually saw the collections in place, so from January the ‘Chosen by You’ sections went up, but we are now in July and we need to look at doing this again.

SF: We’ve already covered plans to expand the project a bit –

MH: - there's nothing terribly firm just now, but it will be expanded, and there will be a percentage of the book fund redlined or ringfenced, for the project and school libraries will look at doing this too.

SF: It's good to hear that you think it is useful in achieving outcomes –

MH: What I would have liked is to see more participation in the open events, but that can be really hard with a lot of events we do just to get people to attend in their own free time, rather than being included through their class.

SF: Yes I was wondering in terms of your community events, do you struggle to get people involved and what are the impacts if you only had three people attend an event.

MH: When I do it again, I am inclined to do it through the schools and also to target families and see if that can help. Maybe November wasn't a good time, dark nights (although some of them were a Saturday morning), but it's all about trial and error so I'd really have to sit down and think when I do it again, when will I do it. I want to be sure that any open events are worth it, because of staff time, and like you said I don't want three people turning up, but that is always a challenge in libraries no matter what you're putting on – unless you can get JK Rowling to come along, it is a challenge.

SF: So you would continue trying to engage the community –

MH: Of course, it could have been the time of year the event was held, think about how else we could reach people, would we involve youth groups, and also give families the opportunity... there's always lessons that can be learned. Dark nights, rain, sun, it's tricky. You can build on it every time. I think certainly the model that will be expanded to the libraries will work because there is a captive audience. We do have a principal librarian for schools so she will take the lead on that but I'll share

everything with her, a toolkit if you like. Also, what I had done before that was I had got in touch with some English local authorities that had carried this out just to see if there was anything I had missed while I was planning it but there wasn't really, not that many had seemed to do it.

SF: Was that specifically the community buying?

MH: Yes the community buying.

SF: You said this came about because of the council encouraging community empowerment, do you see this in other departments as well?

MH: I don't know, being based in the libraries I don't know, other departments could be doing it around green spaces or unused spaces.

SF: But the encouragement is there at the upper levels to do it?

MH: Absolutely, I would think it has filtered down but I don't know specifically what it would look like in other departments.

SF: The next questions are about the learning points from your experience and how other libraries might learn from your experience and identify what might be different in their libraries.

MH: I have some recommendations in this document. Again, I'll send this to you. Achievement of objectives. I'll just run through this. The objectives were met as participants learned about the library book buying process, learned that their opinions re: the library service were valued, were informed about additional library services. We did take this opportunity while we had this audience to suggest the chatter books group, the summer reading challenge, story times, so it was an opportunity to talk about the wider library offer. They gained knowledge about different genres, authors and the library layout. They shared their opinions about

books with their peers and library staff, which is key in the curriculum for excellence (taking turns, sharing...). They indicated that they would be more likely to borrow books as they had chosen many. That they would be more likely to use the library and they expressed an interest in continuing to be involved in development of library collections and services.

SF: Are there any things you would do differently during the process next time?

MH: Not a great deal. I think I had researched it enough and used the knowledge we had with community engagement. The only thing I can think is to revisit how we target it, how we market it to ensure a greater participation at open public events but there was nothing that we thought 'oh that didn't work' besides what I said initially about the pro forma that the children had to use, which was too onerous for them because it took them away from the book and what I was very mindful of was that I didn't want it to appear 'schoolish', I wanted it to be fun, but we reacted immediately to that and gave out post-it notes. "Further sessions should give greater emphasis to financial literacy budgeting" which we also touched on. We weren't sure on how that would go down but they were very interested to know that we can't just buy whatever we want. "Older teenagers were under-represented in the buying sessions" and they are traditionally the hardest to reach group but I think tackling this through the school libraries you would get them - so we might reduce our energies there. "Community buying for children and young people should be rolled out as an annual event within every library". This is my recommendation. "Consideration to ring-fencing a portion of the book budget". And these projects will always be easier the second time because we know more, but nothing would be significantly different, just thinking more about getting more people at the public events.

Appendix 4: Coding the Interview Transcriptions

1. Service design

- a- terminology
- b- design toolkit
- c- experience

2. Government support

- a- Focus on users not bosses
- b- Support to implement processes
- c- Room for failures/to learn
- d- hierarchy

3. Evaluation

- a- focus on feedback
- b- type of project
- c- process demonstrates impact

4. Staff

- a- Specialist knowledge
- b- Role in community engagement
- c- External staff

5. Community engagement

- a- proactive
- b- reactive
- c- trust
- d- feedback

Appendix 5: Freedom of Information (West Lothian Council)

25/08/2015

Dear Ms Flannigan

Freedom Of Information

Reference no. 101004788638

I refer to your request for information dated 02/08/2015., in which you enquired.

'1. How many qualified librarians work within West Lothian library services.

2. What is the current budget for West Lothian libraries? Has this increased or decreased from last year, and by how much?'

Response -

1. There are currently four staff that are chartered librarians, there is also another nine staff who have other library based qualifications (degrees, HNCs etc).

2. Net operating cost for libraries, museums and archives = £1,239,290 Has this increased or decreased from last year, and by how much? Decreased by £296,621

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Further details as to how to apply to re-use information supplied by us can be found on our website at <http://www.westlothian.gov.uk/freedom-of-information>.

If you have any complaint about the Council's handling of your request for information, you may require the Council to review its actions and decisions in relation to this response. Please write, within 40 working days from the receipt of this information, to Carol Johnston, Chief Solicitor, West Lothian Council, West Lothian Civic Centre, Howden South Road, Livingston EH54 6FF (Telephone: 01506 281605, email: carol.johnston@westlothian.gov.uk). The request should be in writing, email or other permanent format and should state your name, address and specify the original request for information and the reason for your dissatisfaction.

You may, within a further six months, if you are dissatisfied with the outcome or with the Council's failure to review its actions and decisions in relation to this response, apply in writing to the Scottish Information Commissioner, Kinburn Castle, Doubledykes Road, St Andrews, Fife, KY16 9DS (01334 464610; email enquiries@itspublicknowledge.info) requesting his decision in this matter.

Yours Sincerely

Steven Arthur
West Lothian Council

Appendix 6: Freedom of Information (Dumfries & Galloway Council)

Please find below the Council's response to your request 134999 which was received on 03/08/2015.

Details of request: Could I please receive data on:

1. How many qualified librarians work within Dumfries & Galloway library services.
2. What is the current budget for Dumfries & Galloway libraries. Has this increased or decreased from last year, and by how much?

Response:

Q1 - Dumfries and Galloway Council currently has 7 qualified Librarians.

Q2 - The Council currently operates an integrated delivery model for Library, Registration and local Customer Service Services. This means that there is no actual budget allocated to the delivery of the library service. The current budget for the delivery of the integrated services is £2,319,407. This is an increase of £65,447 from 2014/15.

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If you require any further clarification, please contact us. However, if you are not

satisfied with the way in which your request has been dealt with, you can request us to carry out an internal review of the decision by emailing FOI@dumgal.gov.uk within 40 working days of receiving this response. Thereafter, if you remain dissatisfied with our review decision, you can appeal in writing to:

The Office of the Scottish Information Commissioner

Kinburn Castle

Doubledykes Road

St Andrews

Fife

KY16 9DS.

Kind Regards

FOI Unit

Dumfries and Galloway Council