

The Northern Ireland Library Authority

Proposal for the Organisational Structure

**Commissioned by DCAL on behalf of
the NILA Implementation Team**

from

Kentwood Associates

January 2007

Preface

In our view, the establishment of a single library authority for Northern Ireland is an imaginative and innovative proposal. It will provide an opportunity to build on the achievements over many years of the Education & Library Boards and to lead the way in service delivery. We see the opportunity for the library service to speak with a single voice, to negotiate local and regional partnerships, to ensure service delivery to target groups and to benefit from pooled knowledge and experience.

In undertaking the work represented in our report we have been enthused by the opportunities that will be open to the new service. It is clear to us that many of these lie within the sphere that we have, in the broadest sense, called *learning*. But there is scope for partnerships, and some of them will generate income, within *cultural and creative experience, economic regeneration, community development* and *heritage*. These represent the key business areas where we believe the service can make a difference in meeting needs and fulfilling aspirations.

We believe that this new service, based on regional leadership, local delivery and local engagement, will provide a model for elsewhere in the United Kingdom and further afield. There is increasing awareness that small, independent library services can be expensive and less effective, with little, or no scope for economies of scale. Thus, what happens to the library service in Northern Ireland will be watched with interest.

The proposals in our report have been subject to an iterative process involving workshops with library managers from the current five services and the NILA Implementation Team. We have also held discussions with DCAL officials and staff representatives. Because it has been an iterative process, what follows is in places different to what some participants have seen at an earlier stage. We do not claim endorsement for our proposals by any group or individual.

We would like to thank all of those who took part and shared with us their knowledge of the past and present, as well as their ideas for the future. We hope our proposals for the organisational structure will enable NILA to deliver a service that will make a difference in the lives of the people of Northern Ireland.

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January 2007

1. Introduction

- 1.1 Our approach to the issues on which we have been asked to advise has been to see the Northern Ireland library service as a new entity, not as a merger of the current five public library services. We believe this distinction to be important if the opportunities available through the creation of a single library service are to be fully realised, economies achieved and shortfalls in skills addressed.
- 1.2 Because we see it as a new body, we believe it would be inappropriate and ineffective to expand the structure of any of the existing services or to import a structure wholesale from elsewhere. Whilst some elements within our proposals have been tested in other services, we believe our proposals as a whole to be unique and, more importantly, to be appropriate to the needs of the new Northern Ireland library service.
- 1.3 We follow the dictum that *form follows function*. This is why we have first sought to identify the library service's key business areas. Only after we felt we were clear about these, were we able to consider how the organisation could be structured to deliver them. We see our proposals as being evolutionary. We do not expect it will be possible to create this structure in its entirety from the start of the new service. Nor should this be regarded as a permanent structure. It must be flexible in order to meet changing priorities and local needs as they are identified.
- 1.4 Our proposals are set out in various sections of the report. For ease of access they are repeated without further comment in Section 11. A chart setting out our proposals for the senior organisation is attached as Appendix 1; a second chart lists strategic responsibilities in more detail in Appendix 2.

2. The Brief and Methodology

- 2.1 We have been asked to provide professional advice on human resource and workforce planning issues. This report covers one aspect of the Brief, namely:

"To provide professional advice and assistance to the CE (Designate) on key aspects of organisational design, including the structure of the new organisation, the level and number of appointments"
- 2.2 Other requirements set out in the brief regarding the development of a Competence Framework and mechanisms to populate the new organisation, will be submitted separately.
- 2.3 We discussed the current and potential key business areas with DCAL, the Chief Executive Designate and the Chief and Assistant Chief Librarians of the current five library services. We read relevant reports such as *Tomorrow's Libraries* and *Framework for Change*, as well as national policy papers from the Museums, Libraries & Archives Council.

- 2.4 From background research and from our previous work in Northern Ireland, we brought knowledge of current structures and service priorities. We also brought to this debate our experience of working with some 40 library services in the UK, and with services elsewhere in Europe, in the USA, Australia and New Zealand.

3. Key Business Areas

- 3.1 It is vital that the library service is clear about its key business areas. These derive from Government priorities and the needs and aspirations of local communities. A business area is not the same as a key activity. The activity provides a means through which to deliver business objectives.
- 3.2 From published reports and from discussions with DCAL and others, we believe we have identified six key business areas for the Northern Ireland library service.

At this time we see these as being encompassed within:

- Support for learning up to age of 19
- Adult Learning, including basic skills
- Cultural and creative development
- Social inclusion and support for community development
- Access to the heritage of Northern Ireland
- Support for small businesses and people who are economically inactive

- 3.3 We believe that these are the areas in which the library service can make a significant difference and in which it is well placed through its resources and staff skills to contribute to the goals of Government and local communities. Whilst the public library will inevitably be used by some as a leisure facility, this is generally a declining area of use and we do not see it, and nor did anyone to whom we spoke, as a key business area.
- 3.4 It has been put to us that in addition to the six areas listed above, the promotion of reading is a business area for libraries. On reflection we see this as a key activity, integral to each of the business areas. We highlight the importance of reading and reader development as an activity for the library service and the necessity that the service offers a wide-ranging stock, supported by well-informed staff. But this is not all the library service can, or should, do.
- 3.5 The identification of these key business areas will contribute to the organisation of the staff into delivery teams.

4. Key Activities

- 4.1 Having already identified reading and reader development as a key activity, we have considered what else should be recognised as being essential for the service to undertake if it is to achieve its objectives in the six business areas.

At this time we suggest the following as key activities:

- Provision of wide ranging and up-to-date stock tailored to local need
- Offering access to on-line resources
- Promotion of reading and reader development
- Providing information to all
- Offering space to learn and acquire knowledge
- Providing access to Northern Ireland's written and oral heritage
- Enabling opportunities for cultural and creative experience
- Providing space for the community to come together.

- 4.2 In addition to their inclusion as key activities, we see both the provision of stock and providing access to on-line resources as the essential tools through which the library service will deliver its objectives. We will return to how these tools might be managed in Section 7.
- 4.3 To the key activities should be added marketing and fund raising. Whilst not a direct service to the public, it is essential that the facilities and resources of the library service are consistently and professionally marketed to users and non-users alike. It is also important that the library service is aware of the needs and aspirations of the communities it serves. In this respect, marketing is linked to research. We also see the need for the library service to be more active in its quest for additional sources of funding. We recognise the pressure on the budget for public services in Northern Ireland and believe the library service must be prepared to offset this by obtaining long and short-term support from other sources.
- 4.4 As with the business areas, the identification of these key activities will contribute to the organisation of the staff into delivery teams.

5. Target groups

- 5.1 Traditionally, the public library service has been all things to all people. Indeed, as by definition it is a *public* service, it must be available to all. We do not argue with that position; for us the public library service is a guarantor of equality of opportunity for everyone. But within its key business areas there are likely to be members of the community who require more support and more encouragement than others to take advantage of what the library service can offer.

Target groups for the library service should evolve from its key business areas. From published papers and local discussions, at this time we see these groups as being:

- Children
- Young adults
- Elderly people
- People with social, educational or health disadvantages
- People from ethnic minority groups
- Small businesses and people who are economically inactive

Some members of the community may be members of more than one of these groups.

- 5.2 As with business areas and key activities, the identification of these target groups will contribute to the organisation of the staff into delivery teams.

6. Strategic Management Functions

- 6.1 We believe this is a library service that should be regionally led, locally delivered and locally engaged. This section considers the aspect of regional leadership, which we see as being small in size, with as many senior posts as is efficient being located in the field. In our vision the central organisation would comprise the Chief Executive, the three strategic managers we describe below, a small policy unit and the appropriate business support staff.

- 6.2 We take strategic management to mean:

- Horizon scanning
- Identifying priorities
- Setting objectives
- Allocating resources
- Reviewing performance

We do not believe that strategic management is about operational, day-to-day, management of geographical or specialist services, except where an issue directly affects the performance of the service as a whole.

- 6.3 We see strategic managers as those who at a senior level manage a broad sweep of activity with a common theme. Usually, strategic managers will be at the second tier of the organisation (the Chief Executive being at the first) and together with the Chief Executive will form the strategic management team.

- 6.4 In the Northern Ireland library service we see three distinct functions at the level of strategic management. These comprise:

- **Service Development**

The library service must focus its development on its key business areas because these provide its *raison d'être*. We see these coming together at a strategic level under the description of service development and a single senior manager having responsibility for the six key business areas identified in Section 3.2. Service development would primarily, but not exclusively, be pursued through the work of staff grouped in specialist teams. We have described this in greater length in Section 7. We see the need for a single head of service development, who would have overall responsibility for the various strands of specialist activity that deliver the library service's business areas. They would not have responsibility for any geographic area of the library service. We see this as an important distinction in their role from that of service delivery.

We suggest that at the second tier of the library service, there should be a Director of Service Development.

- **Local Engagement**

We believe that in the Northern Ireland library service it will be important to have a senior manager responsible for promoting engagement with local councils and other public service providers. They would also be the officer responsible for ensuring service delivery in individual communities meets agreed standards. Vesting the strategic management responsibility of operations in one post holder is important to ensure a single oversight and the best use of resources. A major important function of this role would be the responsibility for developing and maintaining local engagement, both through formal agreements and informal local initiatives. This would necessitate working through and with area and local managers. We have described this further in Section 9.

We suggest that at the second tier of the library service, there should be a Director of Local Engagement.

- **Business Support**

This function exists to ensure the service is properly supported to enable the other two functions to operate efficiently and effectively. It is also included so as to provide an “intelligent client” function as regards matters such as capital development, contract management and ICT support. The latter has particular importance to the library service. A further core activity would be the co-ordination of training and development that we see as being of increasing importance in supporting staff to meet future challenges.

As an indication of the areas that form business support, we see it as encompassing financial management, human resources, staff training and development, contracts and facilities management, capital development, research, quality systems and performance monitoring, marketing, fund raising, administration and transport. Not all of these functions represent separate posts and some support activity may be delivered under contract. The opportunity to undertake some support activity outside of the central base should not be overlooked.

We suggest that at the second tier of the library service, there should be a Director of Business Support.

6.5 We suggest that the library service strategic management team comprise the Chief Executive and the three strategic managers.

6.6 We also see the need for a small unit to aid the work of the Board of the Northern Ireland Library Authority and the Chief Executive. This would not be more than two or three people, but would act as a focus for policy and strategy development, provide support to the Board and the Chief Executive and service managers and be a centre for internal and external

communication. We believe that rapid and accurate communication will be a key component of success for the new service.

The unit could also act within the service as the “customer champion”. This would require them to investigate complaints and to present the case from the customer’s perspective.

7. Specialist Service Management

- 7.1 We favour each key business area being led by a Business Manager, with whom annual objectives would be agreed by the strategic management team and a budget devolved to the post holder to achieve them.

We suggest that at the third tier of the library service, there should be six Business Managers responsible for the areas identified in Section 3.2.
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Whilst not members of the Strategic Management Team, these six managers would none-the-less in practice operate strategically because of the breadth and depth of their responsibilities. Within their specific areas of responsibility they would be horizon scanning, setting objectives, allocating resources from the budget devolved to them and reviewing performance. We see the level of responsibility as analogous to that of the current Assistant Chief Librarians.

- 7.2 The six business managers meeting together with the strategic management team will comprise a planning and performance team to set overall objectives within policy, agree co-operation and joint working and monitor service performance. We see this as a key body in the management of the library service.
- 7.3 We recognise also that the decision as to whether or not there will be six business managers is dependent on the resources that are available. While we consider that a team of six people at this level is the optimum arrangement (and therefore we will continue to focus on this number throughout the report), there is merit in considering whether some of the business areas could be combined e.g. cultural and creative development could be combined with access to the heritage of Northern Ireland; social inclusion and support for community development could be combined with support for small businesses and people who are economically inactive. If such were the case the number of business managers could be reduced to, for example, four people. This would also have an impact on the number of geographical areas (see Section 8).
- 7.4 We envisage the key activities being delivered by specialist teams, reporting to the appropriate business manager. The number and nature of these teams requires further consideration but we see them as reflecting the service’s key activities and target groups.

As examples, we see:

- reading and reader development as located within *adult learning*
- business information within *economic regeneration*
- children's services within *learning to 19*
- digitisation, local studies and special collections within *heritage*
- performing and visual arts within *cultural and creative development*
- services for those with special needs within *social inclusion and community development*.

As priorities change, so business areas will change and thus the services within them. No aspect of the structure should be considered as beyond change, although it is preferable for a structure to be subject to evolution rather than revolution.

7.5 Specialist teams would comprise an individual in each group of libraries tasked to lead on that specialism. Individuals may have more than one specialism. The business manager might act as team leader or one of the team could be appointed to act as co-ordinator depending on whether the team is short term or not, has narrow or wide ranging goals, and at a practical level, the time available to the business manager. This aspect requires further examination and we think it would be best pursued when the three strategic managers are in post.

7.6 In Section 4.2 we recognised the provision of stock and providing access to on-line resources as the essential tools through which the library service will deliver its objectives. We believe it is appropriate for contractual issues, and for bibliographical services supplied internally, to be managed within Business Support. However, we feel that stock in print form, in audio-visual format and as an on-line resource requires intensive management. It is vital to make effective use of these resources, matching them to service objectives and to local need. We think that this over-view is best placed as part of service development. We see the need for a resources manager undertaking this role and reporting directly to the Director of Service Development. In this position the resources manager would be a member of the planning and performance team.

We suggest there should be a resources manager, having strategic responsibility for the use of all forms of stock. They will be supported by a stock team and as with other specialist teams, we see this team based across Northern Ireland, not as a single team in a single place. As stock tends to be an area where local imperatives can interfere with overall effectiveness, it will be necessary to agree terms of reference for the team and in particular for the post of resources manager at an early stage.

7.7 In Section 9 we have referred to the need for the library service to be locally engaged and some ways in which this might be achieved. There is also a need for service planning to be advanced through specialist groups, working across Northern Ireland. This would ensure partnership opportunities were picked up at an early stage, advice was taken from appropriate agencies and the ability of the library service to deliver

Government and other agenda was re-enforced. For example, a panel advising on the children's library service might comprise representatives of Government, the proposed Education & Skills Authority, schools, voluntary agencies working with children, and so on.

We suggest that to ensure the appropriate development of specialist services, the NILA Implementation Team consider which services might benefit from representative panels.

- 7.8 The establishment of a key business area addressing the needs of children and young people to age 19, and specific mention of the children's library service in the preceding paragraph, raises for us the position of the schools' library service. We understand that, unlike the position in most services elsewhere in the UK, the school's library service in Northern Ireland may not be provided by the public library service. We think this is unhelpful given that both a children's service and a schools' service are dealing with the same children and that those children will turn to both services for curriculum support. There is no reason why a schools' service cannot be provided by the public library service under contract and shaped to meet the goals of the client department.

If it is not too late and if the key business area is accepted, we suggest that the delivery of the schools' library service should be reconsidered in the context of a business area to provide services for children and young people to age 19.

8. Area Management

- 8.1 We think it is very important that Assembly Members, councillors and local communities can identify the manager responsible for services in a particular area and that these post holders are in a sufficiently senior position as to be able to be held responsible for the service in that specific area. We are therefore suggesting a matrix arrangement wherein the six business managers proposed in Section 7.1 are additionally responsible for a geographical area and for service delivery and local engagement within it. These six managers would report to the Director of Service Development for their business area responsibilities and to the Director of Local Engagement for their geographical area.
- 8.2 One aspect of matrix management that concerns us is where an individual has two line managers for personal development. To avoid this we suggest that three of the business and area managers report to the Director of Service Development and three to the Director of Local Engagement. This is, however, only for matters relating to personal development, appraisal, discipline or counselling. It does not signify they would report to both directors on the same issues regarding their business or geographical responsibilities.
- 8.3 We ascribe major importance to the level of the Business Manager and for this reason have placed them in the third tier of the organisation. With the devolved decision making powers and with the budget responsibility they will carry, we think this is the appropriate point to join together

geographical and specialist responsibility. To do so at director level undermines the principle of separating service development from local engagement at a strategic level; to do so at a lower level will lack any serious ability to effect change.

- 8.4 If such a matrix arrangement were adopted, the boundaries of the geographical areas would need to be considered carefully. It is not within our remit to produce such a division, and we are conscious that we do not have sufficient knowledge of local provision in order to do this. Nor have we considered whether it is necessary or useful for the number of library areas to match those of other public sector organisations. But looking at the size and geography of a single library service, we do not see six areas, nor indeed four, as unreasonably large or too small to be coherent management units.
- 8.5 Within the geographical areas we see the need for more local groups of libraries, led by a group manager. The number would vary from area to area according to need. Reporting to them would be branch managers for each library. The position of mobile libraries within this structure requires further attention. We believe managers with geographical responsibilities, whether at area or group level, should be based in their locality and not in a central office.

9. Local Engagement

- 9.1 We have proposed that one of the second tier posts in the library service should be the Director of Local Engagement. This is because we are anxious that the service should be locally focussed and we see it as important that this is led at strategic level. In practice, the Director would devolve decision making to the area managers.
- 9.2 Effective local engagement, however, requires more than area or group management. It requires input from Councils, other forms of government, from local partnerships and voluntary agencies and from the community itself. We see this as enabling the people locally to participate in planning the work of the library service and in having an influence on local priorities. There are various ways in which this can be achieved, ranging from community agreements to user groups to friends' organisations. They could apply to individual libraries or to groups of libraries.
- 9.3 *Community agreements* represent the more formal end of the spectrum of local engagement. In Scotland they are part of the Community Planning process that encompasses local councils, government agencies and voluntary bodies. This aims to make sure that people and communities are engaged in the decisions made on public services that affect them, allied to a commitment from organisations to work together in providing better services. Public library services are involved in these plans and are committed to the objectives they set. In Wales, the Assembly has created Local Service Boards with similar goals.

In England, local councils have seen the introduction of Local Area Agreements (LAAs) in which all elements of public services active in a

specific area are brought together to achieve objectives within four blocks. These are:

- Children and young people
- Safer and stronger communities
- Healthier communities and older people
- Economic development and enterprise

Library services are integral to the delivery of LAAs, although it would be fair to say more obviously in some agreements than in others. A good example where the library's development plans grow from the LAA is in Leicester. Here, as elsewhere, library services have formed partnerships with education services, the justice system, social services and economic development agencies. This has brought additional funding to the service, raised awareness of the library's resources and delivered improved public services.

It would be possible for the Northern Ireland library service to enter into local agreements and partnership projects singly or jointly with local Councils and other agencies. The formal mechanism of Scotland's Community Planning or England's LAAs is not a pre-requirement for such action and would provide the library service with a tighter focus on local needs and aspirations.

9.4 Some library services in the UK have set up *user groups*, which may or may not be limited to those who actually use the library. In addition to representatives of users, the group might also include councillors and local organisations. The groups are generally far ranging in their membership in order to bring a variety of experience and advice. They meet to discuss the performance of the library and consider new initiatives. These are essentially consultative and advisory bodies. They may recommend action but they cannot enforce it and have no control over budgets or management. None-the-less, such groups can be beneficial in linking the library to local opinion, in identifying initiatives that would be most beneficial to the community and in helping to plan its future activities.

9.5 Arguably the most common form of local engagement with public libraries is through *friends' groups*. The number of friends' groups in the UK is unknown. Estimates suggest there may be some 40 groups active in London and about twice that number in the rest of the country. Unlike the US, Canada or Australia that is no national co-ordinating body. The role of most friends' groups can be summarised as:

- To promote the library
- To lobby on its behalf
- To encourage public use
- To raise funds for additional facilities

In England, some groups have also campaigned at a national level, for example by submitting evidence to the House of Commons Culture Select Committee on the role of public libraries.

- 9.6 The models of local engagement we have highlighted are not mutually exclusive. For example, it would be feasible to have both a formal local agreement and a local user group. To ensure local engagement, we think it would be useful for the NILA Implementation Team to give closer consideration as to whether any of the models we have described would be appropriate for the new library service.

10. Skills and Competencies

- 10.1 We will report separately on the necessary skills and competencies to ensure the efficient and effective delivery of the library service. However, we wish to make clear that in our view, the primary requirement for strategic and business management is the ability to plan and to manage resources to achieve objectives. Whilst it would be advantageous, we do not see a qualification as a professional librarian to be essential at this level. Other qualifications and experience of other disciplines may be equally valid.
- 10.2 We do not support, and are not suggesting, the idea that the library service does not need professionally qualified staff. In some aspects of service delivery, and particularly in specialist areas such as children's work and information services, it may be appropriate that such posts should be only available to those who hold such qualifications.
- 10.3 In our view, the main requirement for most posts, and certainly for those at managerial level, should be for staff to have the skills and experience appropriate to the responsibilities of the post. All staff, at whatever level, should be encouraged and supported to learn about the role and ethos of public libraries and to ensure their knowledge remains current and its application is appropriate.
- 10.4 We also draw attention to the need for the new library service to be able to call on skills that are not, or may not sufficiently, be represented within the current services. These include other European and ethnic minority languages, youth work, marketing and basic skills. We are not suggesting this list is anything other than indicative.
- 10.5 Finally, we hold the view that it will be necessary for the new service to ensure all staff have access to appropriate training opportunities to equip them for the roles to which they are appointed and for future career progression. Staff training is often delayed, subjected to budget reductions or inappropriate when delivered. This affects personal confidence and engenders a climate in which the organisation is presumed not to care. Staff are the organisation's greatest asset and we highlight the need for appropriate training and supported development.

11. Proposals

- 11.1 This section repeats the proposals we have made elsewhere in this report. It does not contain any proposals, which have not already been put forward.

- 11.2 We propose that at this time the six key business areas should be:
- Support for learning up to age of 19
 - Adult Learning, including basic skills
 - Cultural and creative development
 - Social inclusion and support for community development
 - Access to the heritage of Northern Ireland
 - Support for small business and people who are economically inactive
- (Section 3.2.)
- 11.3 We propose that at this time the key activities of the library service should be:
- Provision of wide ranging and up-to-date stock tailored to local need
 - Offering access to on-line resources
 - Promotion of reading and reader development
 - Providing information to all
 - Offering space to learn and acquire knowledge
 - Providing access to Northern Ireland's written and oral heritage
 - Enabling opportunities for cultural and creative experience.
- (Section 4.1.)
- 11.4 We propose that at this time the target groups for the library service should be:
- Children
 - Young adults
 - Elderly people
 - People with social, educational or health disadvantages
 - People from ethnic minority groups
 - Small businesses and people who are economically inactive
- (Section 5.1.)
- 11.5 We propose that at the second tier of the library service, there should be a Director of Service Development. (Section 6.4.)
- 11.6 We propose that at the second tier of the library service, there should be a Director of Local Engagement. (Section 6.4.)
- 11.7 We propose that at the second tier of the library service, there should be a Director of Business Support. (Section 6.4.)
- 11.8 We propose that the library service strategic management team comprise the Chief Executive and the three strategic managers. (Section 6.5.)

- 11.9 We propose that there should be a small unit to support work of the Board of the Northern Ireland Library Authority and the Chief Executive. (Section 6.6.)
- 11.10 We propose that at the third tier of the library service, there should be a six Business Managers responsible for the areas identified in Section 3.2. (Section 7.1.)
- 11.11 We propose that the six business managers meeting together with the management team will comprise a planning and performance team. (Section 7.2.)
- 11.12 We suggest there should be a resources manager, having strategic responsibility for the use of all forms of stock. They should report directly to the Director of Service Development. (Section 7.6.)
- 11.13 We suggest that to ensure the appropriate development of specialist services, the NILA Implementation Team consider which services might benefit from representative panels. (Section 7.7.)
- 11.14 We propose that the delivery of the schools' library service should be reconsidered in the context of a business area to provide services for children and young people to age 19. (Section 7.8.)
- 11.15 We propose that the six business managers identified in Section 7.1 are each responsible for a geographical area and for service delivery and local engagement within it. (Section 8.1.)
- 11.16 We propose that for the purpose of personal development, three of the business/area managers report to the Director of Service Development and three to the Director of Local Engagement. (Section 8.2.)
- 11.17 We propose managers with geographical responsibilities, whether at area or group level, should be based in their locality and not in a central office. (Section 8.5.)
- 11.18 We propose that the NILA Implementation Team give closer consideration as to whether any of the models of local engagement that we have described would be appropriate for the new library service. (Section 9.6.)
- 11.19 We propose that all staff have access to appropriate training opportunities to equip them for the roles to which they are appointed and for future career progression. (Section 10.5)

12. Concluding Remarks

- 12.1 In considering our proposals, we think it is important to bear in mind the following:
- The Northern Ireland library service is a new entity, not a merger of the current five services

- It would be inappropriate and ineffective to expand the structure of any of the existing services or to import a structure from elsewhere
 - The library service will be regionally led and locally delivered
 - Local engagement should be a priority
 - The structure will be based on the dictum that *form follows function*.
- 12.2 The outline structure we have proposed is dependent on matrix management. We believe this offers advantages in terms of meeting community needs and Government expectations. It offers staff a broader horizon than a singly focussed role, as well as an opportunity to work closely together and to benefit from each other's skills and experience. It is a system of management that requires understanding and co-operation between managers so as not to de-stabilise the balance of priorities. We believe this to be achievable in the new library service.
- 12.3 We hope we have proposed an organisational structure that will enable the library service to meet the demands placed upon it and to flourish in the context of regional leadership, partnership and local engagement.

Kentwood Associates