



Newfoundland & Labrador
Public Libraries

Hours of Operation Service Delivery Standards

Prepared by Hours of Operation Working Group

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Executive Summary

Public libraries need to be open when the public can make effective and convenient use of them. Part A of this report demonstrates inequity in the current allocation of operating hours. Current allocations are not connected to service delivery expectations. There is inconsistent offering of evening and weekend hours. Rational allocation of operating hours can be achieved by organizing libraries into types primarily based on catchment area population: Central (Main) and Urban, serving populations of 20,000+; Middle (population of 6000-19,999); Neighbourhood (population of 3000-5999) and Rural (population less than 2999).

Part B outlines rationale for changing current hours of operation practices. During the Organizational and Service Review conducted by EY, improving library hours was a key theme in public consultation and stakeholder sessions. There were calls for increased and more varied hours, including evenings and weekends, to improve access for working people and families. Operating hours in neighbouring jurisdictions show prioritization of evening and weekend hours. Additional operating hours at some locations can benefit staff by providing sufficient time for program/service delivery as well as triggering benefits and a living wage. Improved recruitment and retention can help the organization. The *Guidelines for Rural/Urban Public Library Systems* (2012) developed by the Administrators of Rural and Urban Public Libraries in Ontario (ARUPLO) recommend a range of operating hours running from 20/week minimum for small branches to 65/week for those in urban centres.

Part C summarizes Hours of Operation recommendations, including a proposal for standardized operating schedules by library type across the province, with variations for “essential”, “enhanced”, and “excellent” service delivery. Other recommendations include: an overall increase in operating hours (no library open less than 20 hours/week) and allocation of operating hours based primarily on catchment population. Allocations will be subject to regular review and adjustment based on changing communities and demographics. Operating hours will prioritize access and customer service over staff convenience, with all sites offering a combination of morning, afternoon, evening and weekend hours. As core operating hours, evening and weekend hours will represent, at a minimum, 30% of opening hours at all locations. Libraries will be open a minimum of 4 consecutive days per week, with 7 days per week as the standard in population centres. Operating hours in school-housed locations will be scheduled outside regular school hours, to facilitate full public access while complying with *the Safe and Caring Schools Policy*.

Part D considers the impact of these proposed changes on current library operations. Better hours will not translate into more hours for all locations. Adjustments in allocations may be needed. The report ends with two impact models. One shows the level of operating hours required to apply the essential service standard to 95 locations. Pending funding approval, overall hours of operation would increase by 19%, going from 2090.5/week to 2488/week. Enhanced service means a 37% increase (to 2869 hours/week) and excellent service a 60% increase (to 3345 hours/week). The second model, based on divestiture and amalgamation of 19 physical sites and reallocation of current hours among remaining sites, shows that essential service could be met within existing levels of operating hours. Application of the standard would bring operating hours from 2090.5/week to 2088/week (a 0.12% decrease). Enhanced service would require a 14.5% increase (to 2393 hours/week) and excellent service a 32% increase (to 2763 hours/week). While some flexibility in application of the proposed standard may be needed (especially in relation to operating schedules), too many such adjustments may perpetuate existing patterns of inconsistency and inequity of operating hour allocations.

Part A: Existing Hours of Operation

As demonstrated in the *Organizational and Service Review of the Newfoundland and Labrador Public Library System* [hereafter *Organizational Review*], existing hours of operation between libraries are inconsistent and there is disconnect between allocation of operating hours and catchment population levels for individual libraries. At least one library serving a population of <1000, for example, currently offers more opening hours than a library serving a population of ≥6000. The *Organizational Review* noted that Newfoundland and Labrador Public Libraries [hereafter NLPL] operate at 24% less hours annually compared to other Canadian jurisdictions (n=1169 for NLPL average; n=1535 for national average), suggesting that increased hours of operation are needed to bring NLPL to the national average. (36) Projected increases in operating hours resulting from implementation of the proposed recommended hours of operation standard, pending funding approval, are discussed in Part D of this report.

The *Organizational Review* noted that 21% of NLPL libraries (n=20) do not meet the catchment population threshold of 1000 persons which is required to trigger existing NLPL standards. Of those falling within prescribed thresholds, 39% do not meet the existing standard for operating hours. A summary of inconsistency in existing operating hours can be found in Table One.

Table One: Current Operating Hour Ranges by Population Band
(Extracted from *Organizational and Service Review*, p. 39)

| Population Band | Number of Libraries | Range of Current Operating Hours |
|-----------------|---------------------|----------------------------------|
| ≥ 6,000 | 15 | 20-51 |
| 5,000-5,999 | 6 | 15-42 |
| 4,000-4,999 | 4 | 20-28 |
| 3,000-3,999 | 10 | 12-33 |
| 2,000-2,999 | 16 | 12-26 |
| 1,000-1,999 | 23 | 13-30.5 |
| < 1,000 | 20 | 10-25 |

It can be administratively useful to organize libraries into types based on population served. This is especially true for the development and administration of service delivery standards. Table Two presents a structure of library types linked to population figures for the communities they serve, as well as the existing range of operating hours within those types. It demonstrates again the inconsistency in allocation of operating hours between similar libraries, as well as highlighting disconnect between current hours of operation and service delivery expectations. As a point of clarification, “Central (Main)” for NLPL refers to the A.C. Hunter Library in St. John’s.

Table Two: Current Hours of Operation by Library Type

| Library Type | Catchment Population | Number of Locations | Range of Operating Hours |
|----------------|----------------------|---------------------|--------------------------|
| Central (Main) | 20,000+ | 1 | 52 |
| Urban | 20,000+ | 5 | 35-49 |
| Middle | 6000-19,999 | 10 | 20-49.5 |
| Neighbourhood | 3000-5999 | 20 | 12-33 |
| Rural | <2999 | 58 | 12-30.5 |

Along with inconsistency in how hours are allocated between like libraries, there is discrepancy between libraries in the offering of evening and weekend hours. Circulation statistics suggest the positive impact of evening and weekend hours on usage. In 2015-16, among the top 10 circulating branches (excluding PRL), 10/10 had evening open hours while 7/10 had weekend open hours (8/10 excluding Burin, unautomated at that time, and adding Port au Port). A summary of the percentage and number of libraries currently offering evening and weekend operating hours can be found in Table Three.

Table Three: Number of NLPL Sites Currently Open Evenings & Weekends, by Division

| Division | Evenings | Weekends |
|---------------------------|-----------------|-----------------|
| Central N= 33 | 100% N = 33 | 6% N = 2 |
| Eastern N = 29 | 89.5% N = 26 | 41.5% N = 12 |
| Western N = 29 | 93% N = 27 | 24% N = 7 |
| PRL (St. John's) N = 4 | 100% N = 4 | 100% N = 4 |
| Overall N = 95 | 95% N = 90 | 26% N = 25 |

Part B: Hours of Operation: Rationale for Change

Establishment of new service delivery standards around hours of operation was recommended in the *Organizational Review* (40). The report noted how “a well-designed operating schedule can significantly influence the demand and usage of library services and the outcome achieved” as well as enhance customer satisfaction. (36) Improving library hours was a key theme in public consultation and stakeholder sessions, with calls for “more operating hours” and “more varied hours including evenings and weekends to allow for flexibility around work schedules and other activities.” This was less so in public and front-line staff surveys. It is easy to speculate on the reasons why library staff might be less enthusiastic about increased evening and weekend opening hours, yet it is worth noting that within the current collective agreement Article 16 (Hours of Work) anticipates evening and weekend working hours (16.05-16.07). The CA includes also a management right to change work schedules, providing employees receive two weeks’ notice of the change. (16.04)

Data collected during the organizational review process show that 92% of surveyed library users are “at least somewhat satisfied” with the days their local library is open. (77) Survey data collected on current timing of library use among library users show greatest use during afternoons (56%), followed by evenings (38%) and mornings (19%). While valuable, these data may be understood to reflect existing patterns of open hours rather than preferred times. When questioned on preference, a total of 50% of surveyed library users indicated either “weekends” (21%), “Sunday” (16%) or “Saturday” (13%) as preferred times to visit their library. A preference for evenings was expressed by 40%. It is important to note that these data do not capture preference of those who are not currently library users and who indicated “inconvenient hours” as one of a range of reasons for not using public libraries. Overall, data

suggest need for operating hours that include a combination of morning, afternoon, evening and weekend hours.

Public consultation feedback likewise included calls for “increased and more convenient hours of operation,” especially in relation to evening and weekend hours.(36) Currently, no library offers Sunday hours and only 37% (n=35) offer Saturday hours (see Table Three). In terms of potential operational changes that library users indicated could (a) increase their visits and usage of services and programs, (b) could improve programs, and (c) were most needed, “increased/better hours of operations” was top of the list. (83, 84, 89). For working people and school-aged children, evening and weekend hours are essential to increased library access. An additional consideration at some sites is the *Safe and Caring Schools Policy*, which restricts operating hours for school-based public libraries during daytime hours. Currently 29.5% (n=28) of NLPL locations are housed in school buildings. The recommendations in Part C of this report therefore include a separate schedule of operating hours for school publics, creating a subcategory of the Rural Library type described in Table Two. The school public schedule includes only hours funded as public library hours and therefore must be offered at times of unrestricted access. Additional operating hours for exclusive benefit of teachers and students within the school day would need to be considered by the Department of Education as a separate funding issue.

Changes in operating hours can benefit staff. In all divisions except PRL, “limited hours of operation” was cited by staff as a top challenge in program/service delivery, and “extended hours of operation” named as most significant opportunity to improve NLPL. (101,103) Stakeholder roundtable participants noted difficulty in recruiting qualified staff in rural areas, a trend linked to the limited number of working hours offered at many locations. These limited operating hours challenge the ability of staff to offer quality program delivery and service, especially for sole-charge libraries, most of which are located in rural locations. As an example of operating hours from another jurisdiction, Table Four summarizes recommendations from the *Guidelines for Rural/Urban Public Library Systems* (2nd ed. 2012) developed by the Administrators of Rural and Urban Public Libraries in Ontario (ARUPLO). The range of hours suggested run from 20/week minimum for small branches to 65/week for urban centres. Examples from other Canadian jurisdictions can be found in Appendix E of the *Organizational Review*.

Table Four: ARUPLO Standard for Operating Hours (2nd ed. 2012)

| Library Type | Catchment Population | Recommended Hours |
|--------------|----------------------|-------------------|
| Small | 1,000-5,000 | 20-25 |
| Medium | 5,000-10,000 | 25-35 |
| Large | 10,000-35,000 | 35-60 |
| Urban | 35,000+ | 65 |

While the focus of this report is on operating hours rather than staff hours, recommendations for hours of operation must consider the impact on staffing. There is potential to set hours which will increase public accessibility at our locations, and pending funding approval, move all NLPL employees to a level of working hours that can trigger benefits, bring employees above the poverty line, and create jobs with sufficient paid hours to attract and retain qualified staff. As is shown in Part C, schedules are designed, as much as possible, to avoid split shifts for staff. The proposed hours of operation, in application, must include some staff hours outside of opening hours to allow employees time for program preparation, completion of administrative tasks, and other duties related to library operations. This is especially true for sole-charge library staff. While outside the scope of this report, the question of sole-charge locations and potential Occupational Health and Safety concerns around working alone is a matter for further discussion within the NLPL visioning process.

Public libraries need to be open when the public can make effective and convenient use of them. When setting library hours, determining factors can include size of population within catchment area, proximity to other branches, commuter population and patterns, number of retired persons/young families living in an area, local school hours (for school-publics), level of remote access to online library services, and number of staff hours available. Public consultation is one step in this process:

Public libraries should be open at times when their customers might reasonably expect them to be open....Community consultation is a good starting point for establishing or reviewing opening hours. (*Standards and Guidelines for Australian Public Libraries*, 2nd ed. 2012)

The *Ontario Public Library Guidelines* (6th ed., 2012) state that “in order to provide the best possible access to library service, open hours must be scheduled for the maximum convenience of residents of the community.” Hours of Operation should be regularly reviewed for how well they meet the needs of the community, as this may change over time in relation to shifting demographics or other circumstances. *Hours of Opening Standards for Member Libraries within Alberta’s Regional Library Systems* (2003, 10) recommend setting opening hours based on “actual and potential customer needs” and “maximum convenience for residents”: hours which will “normally include evening and weekend hours in addition to regular weekday hours.” Libraries housed in schools “must be open to the public outside of the hours during which the school is in operation for regular classes, including being open during evenings or weekends or both, and during the summer.” As stated within the Alberta standards, “exemplary” public library service means “library hours are fixed and include morning, afternoon, evening and weekend hours, based on assessment of users and potential users rather than on staff convenience.” (*Standards and Best Practices for Public Libraries in Alberta*, 2010)

Library standards for Hours of Operation in other Canadian jurisdictions can be found in Appendix E of the *Organizational Review* (104-6) Along with emphasizing customer service, reflected in the requirement for evening and weekend hours at all locations, the proposed standards for operating hours are generally linked to population ranges within the communities they serve and include options for levels of service to allow for flexibility of application. As will be seen in Part C of this report, the language of “essential”, “enhanced”, and “excellent” is used to describe these service options within the proposed NLPL standard. A survey of opening hours in neighbouring jurisdictions of New Brunswick and Nova Scotia (including Cape Breton) demonstrated an overall priority for evening and weekend hours, even in smaller locations.

Schedules for Halifax Public Libraries demonstrate also the importance of evening and weekend opening hours. A survey showed that all 14 branches are open on Saturdays and 4 are open Sunday afternoons. All branches are open a minimum of two evenings per week, with an emphasis on opening hours during the Tuesday-Saturday time period. The Cape Breton Regional Library also shows commitment to evening and weekend hours. This library consists of 12 branches and 2 travelling bookmobiles (servicing rural communities of Cape Breton County and Victoria County). While no branch is open on Sunday (unlike Halifax and New Brunswick), opening hours show a special commitment to Saturdays and evenings, which are prioritized over mornings at most sites. Especially noteworthy are opening hours in “bedroom towns” located approximately 30 minutes’ drive from Sydney (Glace Bay, New Waterford, North Sydney, and Sydney Mines). Servicing a commuter population, these libraries are open 4-5 evenings per week.

Before discussing the proposed Hours of Operation recommendations for NLPL, it is important to note that some library associations are advocating a move away from “prescriptive system-wide standards” which “[do] not recognize unique local circumstances and needs” in their real-world application. This was described in Goodrich (2005). Such criticism of standards should be understood as a caution against “one-size-fits-all” guidelines applied without consideration of community need. The variety of schedules based on library type, and options for flexibility within the proposed Hours of Operation, should help to address this concern.

Part C: Service Delivery Recommendation: Hours of Operation

To meet service delivery expectations, libraries need sufficient opening hours. Yet the number of hours assigned to each location must be cost effective based on demonstrated or expected usage. As demonstrated in the *Organizational Review*, allocation of operating hours to individual libraries has been inconsistent, with wide variation in hours of operation between similar libraries. To ensure equity of service delivery and patron access, appropriate Hours of Operation will be determined primarily by population ranges within catchment areas, with secondary factors including, but not limited to, usage, library type, community demographics and proximity to other branches. Consistent with practices in other jurisdictions, proposed NLPL standards for operating hours are linked to catchment area population ranges, and include options for essential, enhanced and excellent service levels. To maintain appropriate levels of service across all areas of the province, there needs to be regular review of existing allocations in response to changing populations and demographics, perhaps carried out every five years after release of Census of Canada data. Declining or increasing population levels within catchment areas for a given library would lead to an adjustment in operating hours.

Recommendation One = Number of operating hours will be standardized by library type. Level of operating hours appropriate for each library type will be determined by population served, library type and usage. Hours of Operation will be subject to regular review and adjustment. Based on practices in other Canadian jurisdictions, the following standard is proposed:

Table Five: Proposed Hours of Operation by Library Type and Service Level

| Library Type | Catchment Population | Essential Service | Enhanced Service | Excellent Service |
|----------------|----------------------|-------------------|------------------|-------------------|
| Central (Main) | 20,000+ | 60 | 64 | 68 |
| Urban | 20,000+ | 54 | 60 | 64 |
| Middle | 6000-19,999 | 42 | 45 | 49 |
| Neighbourhood | 3000-5999 | 30 | 34 | 38 |
| Rural | <2999 | 20 | 24 | 30 |

Assignment of library type and range of hours for current NLPL locations is summarized in Appendix A.

Public consultations completed for the *Organizational Review* identified a need for additional and more convenient hours of operation in order to enhance library services and heighten accessibility. Understanding that “a well-designed operating schedule can significantly influence the demand and usage of library services and the outcome achieved,” (36) and looking to the example of library service standards in other Canadian jurisdictions, we propose developing and implementing customer-service focused operating schedules which combine morning, afternoon, evening and weekend hours. To increase accessibility for working people, students and families, evenings and weekends will be considered core hours at all locations.

Recommendation Two = Evenings and weekend hours will be core to all library schedules, regardless of number of opening hours or staffing levels. At a minimum, 30% of open hours are to be weekend and evening hours. Any operating hours after 5 pm will be considered evening hours for the purposes of this calculation. For libraries located in communities with significant commuter populations, a higher percentage of evening and/or weekend opening hours may be appropriate.

The *Safe and Caring Schools Policy* restricts operating hours for school-based public libraries. (14). Recommendations for Hours of Operation separate public library opening hours from school hours. For public libraries housed in schools, any additional hours intended to serve students and teachers only will be in addition to the public library core hours and will be determined in consultation with school administration and funded separately.

Recommendation Three = Core hours of operation for public libraries housed in school buildings will be allocated and scheduled to facilitate public accessibility rather than exclusive use by the school community.

Customer service and convenience can be improved by offering schedules that are regular and predictable in similar libraries, keeping in mind the need for regular review and adjustment in response to changing community needs. Such review should occur at least every two years. Hours of operation standards will bring a degree of consistency and equity to library service delivery practices throughout the province, establishing the balance needed to meet operational requirements and manage organizational goals and objectives. Schedules should not change for the convenience of staff, excepting demonstrated undue hardship. At a minimum, all libraries are to be open four consecutive days per week. Libraries serving populations of 20,000 or higher are to offer open hours seven days per week. A proposed schedule for operating hours is below. As noted in Part B, the proposed schedules include options for “essential”, “enhanced” and “excellent” service delivery, consistent with practices in other jurisdictions.

Recommendation Four = Library schedules will be standardized, with similar libraries, regardless of location, offering predictable and consistent hours of operation. Standardized schedules will be subject to regular review and adjustment. At a minimum, all libraries are to be open at least four consecutive days per week, with seven days per week as the standard in population centres.

Proposed Schedule: Central (Main) Library Hours of Operation (60-68 hours/week)

| | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Sunday | Total |
|-----------|--------|---------|-----------|----------|--------|----------|--------|-------|
| Essential | 10-6 | 10-9 | 10-9 | 10-9 | 10-6 | 10-5 | 1-5 | 60 |
| Enhanced | 10-9 | 10-9 | 10-9 | 10-9 | 10-6 | 10-6 | 2-6 | 64 |
| Excellent | 10-9 | 10-9 | 10-9 | 10-9 | 10-6 | 10-6 | 10-6 | 68 |

Proposed Schedule: Urban Library Hours of Operation (54-64 hours/week)

| | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Sunday | Total |
|-----------|--------|---------|-----------|----------|--------|----------|--------|-------|
| Essential | 10-5 | 10-9 | 10-9 | 10-9 | 10-5 | 10-5 | -- | 54 |
| Enhanced | 10-6 | 10-9 | 10-9 | 10-9 | 10-6 | 10-5 | 1-5 | 60 |
| Excellent | 10-9 | 10-9 | 10-9 | 10-9 | 10-6 | 10-6 | 2-6 | 64 |

Proposed Schedule: Middle Library Hours of Operation (42-49 hours/week)

| | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Sunday | Total |
|-----------|--------|---------|-----------|----------|--------|----------|--------|-------|
| Essential | | 10-9 | 10-5 | 10-9 | 10-5 | 10-4 | | 42 |
| Enhanced | | 10-9 | 10-9 | 10-9 | 10-4 | 10-4 | | 45 |
| Excellent | | 10-9 | 10-9 | 10-9 | 10-4 | 10-4 | 2-6 | 49 |

Proposed Schedule: Neighbourhood Library Hours of Operation (30-38 hours/week)

| | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Sunday | Total |
|-----------|--------|---------|-----------|----------|--------|----------|--------|-------|
| Essential | | 2-8 | 10-4 | 2-8 | 10-4 | 10-4 | | 30 |
| Enhanced | | 2-9 | 10-6 | 2-9 | 10-4 | 10-4 | | 34 |
| Excellent | | 2-9 | 10-6 | 2-9 | 10-4 | 10-4 | 12-4 | 38 |

Proposed Schedule: Rural Library Hours of Operation (20-30 hours/week)

| | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Sunday | Total |
|-----------|--------|---------|-----------|----------|--------|----------|--------|-------|
| Essential | | | 10-4 | 4-8 | 10-4 | 12-4 | | 20 |
| Enhanced | | 4-8 | 10-4 | 4-8 | 10-4 | 12-4 | | 24 |
| Excellent | | 4-8 | 10-4 | 4-8 | 10-4 | 10-4 | 12-4 | 30 |

Proposed Schedule: Rural School Public Hours of Operation (20-29 hours/week)

| | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Sunday | Total |
|-----------|--------|---------|-----------|----------|--------|----------|--------|-------|
| Essential | | | 3-9 | 3-9 | 3-6 | 10-3 | | 20 |
| Enhanced | | 3-6 | 3-9 | 3-9 | 3-6 | 10-4 | | 24 |
| Excellent | | 3-9 | 3-9 | 3-9 | 3-6 | 10-4 | 12-4 | 29 |

Hours of Operation Recommendations Summary:

- **Number of overall operating hours will be increased**
- **No library will have less than 20 operating hours per week**
- **Allocation of operating hours to library locations will be determined primarily on catchment population.**
- **Allocations will be regularly reviewed and adjusted to reflect changing communities and demographics. Declining populations could mean reduced operating hours.**
- **Evening and weekend hours will be core operating hours at all locations, representing at a minimum 30% of total open hours.**
- **Like libraries will follow standardized and predictable hours of operation schedules across the province. Schedules will be subject to regular review and adjustment.**
- **Schedules for operating hours prioritize access and customer service over staff convenience.**
- **All library schedules will reflect a combination of morning, afternoon, evening and weekend hours.**
- **All libraries will be open a minimum of 4 consecutive days per week, with 7 days per week as the standard in population centres.**
- **Operating hours in school-housed locations must be scheduled outside regular school hours, to facilitate full public access while complying with the *Safe and Caring Schools Policy*.**

Part D: Impact of Proposed Standards on Current Operations

The essential service hours of operation recommendation represents a substantial improvement in accessibility at all libraries and equity in service delivery expectations for like libraries. Better hours do not always translate into more hours, and some adjustments in existing hour allocations between locations would be needed during the implementation process. Pending funding approval,

applying the proposed standard for essential service delivery to current locations (a level recommended by the working group) will increase hours of operation from 2132/week to 2488/week, a 16.5% increase. As a point of comparison, application of the enhanced service delivery recommendations would bring operating hours to 2869/week (34.5% increase), with excellent service levels representing a 57% increase to 3345/total operating hours per week. (See Tables Six, Seven, and Eight)

Table Six: Total Operating Hours –Essential Service Recommendation (95 sites)

| Library Type | Number | Essential Hours/week | Total for Type | Current Hours | Change |
|---------------|--------|----------------------|----------------|---------------|---------|
| Central | 1 | 60 | 60 | 52 | |
| Urban | 5 | 54 | 270 | 217 | |
| Middle | 9 | 42 | 378 | 348.5 | |
| Neighbourhood | 18 | 30 | 540 | 431.5 | |
| Rural | 34 | 20 | 680 | 560.5 | |
| School Public | 28 | 20 | 560 | 522.5 | |
| Total | 95 | | 2488 | 2132 | + 16.5% |

Table Seven: Total Operating Hours – Enhanced Service Recommendation (95 sites)

| Library Type | Number | Enhanced Hours/week | Total for Type | Current Hours | Change |
|---------------|--------|---------------------|----------------|---------------|---------|
| Central | 1 | 64 | 64 | 52 | |
| Urban | 5 | 60 | 300 | 217 | |
| Middle | 9 | 45 | 405 | 348.5 | |
| Neighbourhood | 18 | 34 | 612 | 431.5 | |
| Rural | 34 | 24 | 816 | 560.5 | |
| School Public | 28 | 24 | 672 | 522.5 | |
| Total | 95 | | 2869 | 2132 | + 34.5% |

Table Eight: Total Operating Hours – Excellent Service Recommendation (95 sites)

| Library Type | Number | Excellent Hours/week | Total for Type | Current Hours | Change |
|---------------|--------|----------------------|----------------|---------------|--------|
| Central | 1 | 68 | 68 | 52 | |
| Urban | 5 | 64 | 320 | 217 | |
| Middle | 9 | 49 | 441 | 348.5 | |
| Neighbourhood | 18 | 38 | 684 | 431.5 | |
| Rural | 34 | 30 | 1020 | 560.5 | |
| School Public | 28 | 29 | 812 | 522.5 | |
| Total | 95 | | 3345 | 2132 | + 57% |

Implementation of the recommended service delivery standards for library locations would have a significant impact on implementation of proposed changes in library operating hours. Divestiture and amalgamation of 19 physical sites, combined with reallocation of current operating hours to meet essential service recommendations would change the number of operating hours from 2132/week to 2088/week (a 2% decrease). Under that same model, enhanced service delivery recommendations

would bring operating hours to 2393/week (12% increase) and excellent service levels would result in a 29.5% increase to 2763/total operating hours per week. (See Tables Nine, Ten, and Eleven)

Table Nine: Total Operating Hours –Essential Service Recommendation (76 sites)

| Library Type | Number | Essential Hours/week | Total for Type | Current Hours | Change |
|---------------|--------|----------------------|----------------|---------------|--------|
| Central | 1 | 60 | 60 | 52 | |
| Urban | 5 | 54 | 270 | 217 | |
| Middle | 9 | 42 | 378 | 348.5 | |
| Neighbourhood | 16 | 30 | 480 | 431.5 | |
| Rural | 21 | 20 | 420 | 560.5 | |
| School Public | 24 | 20 | 480 | 522.5 | |
| Total | 76 | | 2088 | 2132 | -2% |

Table Ten: Total Operating Hours – Enhanced Service Recommendation (76 sites)

| Library Type | Number | Enhanced Hours/week | Total for Type | Current Hours | Change |
|---------------|--------|---------------------|----------------|---------------|--------|
| Central | 1 | 64 | 64 | 52 | |
| Urban | 5 | 60 | 300 | 217 | |
| Middle | 9 | 45 | 405 | 348.5 | |
| Neighbourhood | 16 | 34 | 544 | 431.5 | |
| Rural | 21 | 24 | 504 | 560.5 | |
| School Public | 24 | 24 | 576 | 522.5 | |
| Total | 76 | | 2393 | 2132 | +12% |

Table Eleven: Total Operating Hours – Excellent Service Recommendation (76 sites)

| Library Type | Number | Excellent Hours/week | Total for Type | Current Hours | Change |
|---------------|--------|----------------------|----------------|---------------|--------|
| Central | 1 | 68 | 68 | 52 | |
| Urban | 5 | 64 | 320 | 217 | |
| Middle | 9 | 49 | 441 | 348.5 | |
| Neighbourhood | 16 | 38 | 608 | 431.5 | |
| Rural | 21 | 30 | 630 | 560.5 | |
| School Public | 24 | 29 | 696 | 522.5 | |
| Total | 76 | | 2763 | 2132 | +29.5% |

Reallocation of hours between libraries can have a negative impact on staff and patrons at locations where current operating hours exceed recommended levels for essential service. This is the case in 14 locations (See Table Twelve). Usage statistics at some of these locations reflect the advantage additional operating hours can bring. In such cases, we have the option of leaving the number of operating hours as is (but red circled) and making adjustments to schedules only. In all cases, recommendations for essential hours should be understood as a minimum standard. Local boards,

where resources permit, would have the option of topping up operating hours to enhanced or excellent service levels.

Table Twelve: Locations Currently Exceeding Essential Hours Recommendation

| Location | Current Hours | Essential Hours | | Location | Current Hours | Essential Hours |
|----------------|---------------|-----------------|--|--------------|---------------|-----------------|
| Grand Falls | 49 | 42 | | Grand Bank | 22 | 20 |
| Gander | 49.5 | 42 | | Fogo Island | 23 | 20 |
| Stephenville | 47.5 | 42 | | Gambo | 29.5 | 20 |
| PAB | 42 | 30 | | Wabush | 26 | 20 |
| Placentia | 32 | 30 | | Hare Bay | 22 | 20 |
| Bishop's Falls | 34 | 30 | | Port-au-Port | 27 | 20 |
| St. Bride's | 25 | 20 | | Carmenville | 26 | 20 |
| Buchans | 22 | 20 | | | | |

The proposed service delivery standards will only impact the organization positively if they are applied. As stated in the *Organizational Review*, standards provide targets needed to plan, monitor and evaluate library operations as well as measure and report progress. (7, 35) Library associations have recently criticised the “one size fits all” mindset which can be associated with library standards. While some flexibility in application of the proposed standard may be needed in local circumstances, the case of NLPL demonstrates that too many such adjustments may perpetuate existing patterns of inconsistency and imbalance in allocating hours of operation. The use of library standards to set operational benchmarks may be declining, but such standards are needed to avoid arbitrariness and to help move NLPL towards a goal of fair, equitable and rational delivery of library services to the people of Newfoundland and Labrador.

Appendix A

Library Types and Proposed Ranges in Hours of Operation for Current NLPL Locations

| Library Type | Number | Hours Range | Locations |
|---------------|--------|-------------|--|
| Central | 1 | 60-68 | AC Hunter Adult (St. John's) |
| Urban | 5 | 54-64 | AC Hunter Children's & Marjorie Mews (St. John's); Mount Pearl, CBS, Corner Brook |
| Middle | 9 | 42-49 | Michael Donovan (St. John's), Torbay, Grand Falls-Windsor, Bay Roberts, Gander, Clarenville, Stephenville, Happy Valley-Goose Bay, Labrador City |
| Neighbourhood | 18 | 30-38 | Lewisporte, Whitbourne, Deer Lake, Harbour Grace, PAB, Brigus, Carbonear, Botwood, Bonavista, Holyrood, , Pasadena, Springdale, Placentia, Summerford, Victoria, St. Anthony, Bishop's Falls, Twillingate |
| Rural | 34 | 20-30 | Old Perlican, Catalina, Bell Island, Grand Bank, Port Saunders, Pouch Cove, Stephenville Crossing, Gambo, Wabush, Arnold's Cove, St. George's, Fortune, La Scie, L'anse au Loup, Glenwood, Baie Verte, St. Alban's, Southern Harbour, Cow Head, Woody Point, Robert's Arm, Norris Arm, Trepassey, King's Point, St. Bride's, Garnish, Cormack, Norris Point, Daniel's Harbour, Fox Harbour, Greenspond, Seal Cove, Harry's Harbour, Gaultois |
| School Public | 28 | 20-29 | Marystown, Glovertown, Burin, Winterton, Fogo Island, Wesleyville, St. Lawrence, Codroy Valley, Lourdes, Harbour Breton, Hare Bay, Port-au-Port, Burgeo, Cape St. George, Centreville, Carmanville, Bay St. George South, Musgrave Harbour, Rocky Harbour, Lark Harbour, Lumsden, Buchans, Sop's Arm, Hermitage, Point Leamington, Ramea, Cartwright, Change Islands |

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