EMPOWER THE CITIZENS
– through more targeted service, digitisation and involvement in tomorrow's libraries and citizen service access points

Plan for implementation of longer opening hours, better and more targeted service of citizens at libraries and citizen service access points, more online offers and better help for vulnerable citizens
Copenhageners are to have community centres and libraries that promote cultural activity, information and education. Copenhageners are also to have easy access to service targeted at their situation as well as online possibilities for dealing with their wishes and needs. A plan for the implementation of the library strategy can exploit the possibility for synergy that has been created through the merger between Citizen Service and the Culture and Leisure Department.

'Empower the Citizens' is a combined plan for the development of libraries and Citizen Service that can give the Copenhageners:

- Longer opening hours
- More activities at the libraries
- Greater involvement in cultural offers
- A more targeted service
- New digital offers
- Digital service
- New competences

An ambitious reorganisation of the existing library service and Citizen Service is necessary in order to carry out initiatives that address new user requirements, the media development and the resource pressure caused by the growing number of Copenhageners. 'Empower the Citizens' is a massive investment aimed at creating the foundation for improved service. The investments are funded via a reorganisation of the current service.

Background
Copenhagen Libraries is in a transition phase where physical books are still in great demand, but where there is also an increasing demand for e-books and other digital materials. This causes a financial strain on the purchases account. The libraries' staff and service are also experiencing increased pressure. Every day, many Copenhageners turn up at the libraries and receive individual guidance about practical issues, payment, localisation of materials, help to search or guidance in relation to general information needs.

The libraries struggle to meet the demand with the existing staffing and service. It will become even more difficult when the libraries have to provide service for the extra 1,000 new Copenhageners who move into the city every month. It is also difficult to offer library service to the 40% of the Copenhageners who rarely or never use the libraries.

The library strategy therefore suggests that Copenhagen Libraries should carry out a service reorganisation and invest purposefully in a digital library and digital service.

With the development of a digital library and digital service, Copenhagen Libraries will be able to offer an even better service to more Copenhageners. The citizens will have easy access to e-books, online help to find relevant materials, guidance in relation to specific information needs and answers to practical
questions. This gives the citizens a better service and takes the pressure off the staff at the physical library. The physical and digital library should be designed so that citizens can, to as great an extent as possible, use the facilities and materials on their own.

The library strategy’s starting point is that the library’s role changes in step with new societal needs. The focus is directed more specifically at reading, digital literacy and the library’s role as a gathering point in the local community. Citizens increasingly demand digital media, activities and involvement rather than traditional borrowing and returning of books. At the same time, the libraries' objective of servicing all Copenhageners increases pressure on the resources. Digital technology makes it possible to reorganise the library service while at the same time differentiating the service. This will release resources to provide service for non-users and the citizens who are not self-reliant.

Citizens are to have better access to the libraries’ collections and facilities so that they can, to as great an extent as possible, use these when they need them. The starting point is trust in the citizens and a belief that the citizens who can serve themselves will also want to do so. Obviously, the libraries also need to ensure that more people become self-reliant, and then be available to the citizens who need personal guidance.

The merger of Citizen Service and the Culture and Leisure Department has made it possible to continue to build on the concept that was created when Citizen Service KVIK was established in 2011. Since Citizen Service KVIK was set up, Udbetaling Danmark (the authority responsible for the collection, disbursement and control of a number of public benefits) has taken over significant parts of the former classical citizen service tasks, just as many tasks directed at citizens have been digitised. It would be a natural continuation of the development of the City of Copenhagen’s citizen access to distribute general tasks across more access points, so that citizen service becomes even more accessible to the citizens. Today, citizen service is about meeting the citizen where the citizen is, i.e. offering citizen service close to the citizen’s everyday life and current life situation. It is also about supporting citizens in the use of digital self-service solutions, which are becoming more widespread, user-friendly and in demand, while at the same time ensuring that help is at hand for those who cannot manage on their own.
Copenhagen Libraries cannot meet the strategy’s objective about making a greater difference to more Copenhageners without investments in an extensive reorganisation of the existing service. Differentiated service, digitisation and involvement of citizens are the tools for creating tomorrow’s libraries and citizen service in Copenhagen. Such a comprehensive restructuring of service requires a combined plan that can be communicated to the citizens, as well as investments in competence development and new technology.

‘Empower the Citizens’ aims to speed up the development of both library service and citizen service. The plan consists of a number of mutually supporting initiatives, as known in the Citizen Packages. The plan contains three large areas: targeted library service, digital library and integrated citizen service.

Each area includes a number of specific projects, which together implement the library strategy over a period of four years, creating tomorrow’s libraries and citizen service. It is a prerequisite for the plan that extensive investments are made, but the plan also implies that the investments are funded through cost optimisation that will release resources permanently.
The specific proposals

Targeted library service
A targeted focus on the citizen and more citizens at the libraries is the core of the library strategy. In order to release resources and labour for this initiative, the existing operations and service are to be reorganised. Simultaneously, the self-service opening hours will be extended so that even more libraries are open from 8 am to 10 pm. This will give citizens the opportunity to use the libraries in a way that fits in with a busy everyday life. The aim is to organise staffing so that the total number of staffed opening hours is not reduced as compared to today. The staffed and unstaffed library space is also to be used more efficiently, e.g. through user activities and more reading places.

- New self-service concepts – targeted service and increased self-service
- Citizen involvement and voluntary work – more activity among the bookcases
- Call centre – flexible, digital library service
- Proactive effort
  - Search and literature guidance
  - Reading campaigns
  - Targeted efforts aimed at non-users
- Competence development as supporting action
An increasing part of the library use is digital, and many enquiries at the physical library are about search, use of digital systems or e-resources. It is therefore natural to develop the digital service and guidance so that staff hours are released at the physical library. It must be easy and simple to find materials at the physical library and easy for the users to make use of the digital solutions. The citizen/institutions must be thoroughly informed about the library service level in a given area, and the library must deliver the expected service. The users who have the necessary competences can use self-service or be referred to digital service. The resources that are released from very time-consuming individual guidance tasks are to be used for proactive and targeted efforts and service of vulnerable users, and contribute to the cost optimisation that will pay for the investments in the service reorganisation.

Copenhagen Libraries works deliberately at including citizens more in cultural activities, particularly in connection with events and the many reading clubs. However, there is a great potential for creating even more activities in the library space through greater involvement of citizens.

**Digital library**
Copenhageners are to have a world-class digital library. This requires new IT systems, new digital materials and the digitisation of existing collections. The digital conversion means more digital offers and less shelves, but more people, in the library space. The digital effort makes it possible to give more Copenhageners a flexible library offer around the clock.

- New system for digital media – The Danes’ Digital Library
- New system for printed materials – collaboration with school libraries
- More e-books – digitisation and channel strategy
- Competence development as supporting effort

A digital library offers easy access to both printed and digital materials as well as new services with personalisation, recommendations and access from mobile platforms. E-books are to be purchased, and physical books are to be digitised, so that instead of the current 5,000 Danish e-book titles, the number will reach 25,000 e-book titles. The use of e-books is already increasing, and increased use means savings in handling and
storage of books as and when e-books replace some of the physical lending.

Copenhagen Libraries has joined the inter-municipal collaboration about The Danes' Digital Library, where new solutions for digital media are developed in collaboration with the other municipalities.

Concurrently, a new system is being developed for printed materials, which will become an integrated part of the digital library. With this system, Copenhagen's public and school libraries will, for the first time, get a common library system that facilitates new forms of library service for the *Folkeskole* (primary and lower secondary school).

The content of the digital library is to be delivered through a channel strategy, where new digital material is given higher priority, while at the same time, a digitisation of the existing physical collections is launched.

The investments are funded by the reduced need for student assistants who handle physical books, when books are discarded because of the digitisation of the collection.

**Integrated citizen service**

The City of Copenhagen is to be present where the citizens are. With the proposal, the citizen service is strengthened and expanded in relation to the other access points of the Culture and Leisure Department, and collaboration is established with *SOF* (the Social Services Department) and *BIF* (the Employment and Immigration Department) in order to create a more holistic citizen service for the citizens based on the citizens' abilities and needs. At the same time, education and proactive initiatives related to improving the citizens' digital knowledge will continue. The proposal supports the efforts that are important in the dialogue with both the IT literate citizens and the less IT literate citizens, where success with the digital self-service solutions depends on the concrete task and context. The proposal also creates new and better opportunities for the establishment of an improved service for citizens who, for instance, have trouble keeping up with the increased digitisation and/or who are a part of the target group of vulnerable citizens.

The proposal will be implemented through the establishment of a Citizen Service unit at e.g. Jemtelandsgade in connection with the library, which, on a par with the other Citizen Service units at the libraries, can handle the majority of the tasks that are currently handled at the Citizen Service centres. This new unit will replace the existing Citizen Service centre in Sundby. At the same time, staffing will be increased at *HNG myndighedscenter* (authority that handles case work for certain citizens with permanent reduced functional capacity) and at the existing Citizen Service units at the libraries that experience the greatest influx of citizens after the closure of the two Citizen Service centres.

Citizen Service will also be reinforced in several local areas in Copenhagen through the establishment of five unstaffed units – Citizen Service Mini – where screen technology is applied to provide the citizens with...
a quickly accessible and efficient service. The Contact Centre will also have increased staffing to handle the increased amount of telephone and video calls from citizens from the unstaffed Citizen Service units.

Citizen Service at Lærkevej currently manages a significant task of guiding citizens who are challenged by the digital solutions. This group of citizens feels the consequences of the increased digitisation and of the fact that tasks have been moved to centralised centres such as Udbetaling Danmark and SKAT (tax authority) without direct access, which a Citizen Service centre has traditionally offered. Citizen Service at Lærkevej will be replaced by two units that will continue to offer those citizens coherent case work based on the individual person’s life situation. Two Citizen Service units therefore need to be established, which will not issue passports and driving licences, at two other citizen access points where the citizens can best be reached. The two access points could, for instance, be located at the Job Centre on Lærkevej and at the Reception at the Social Centre on Matthæusgade. With Citizen Service staffing, and based on technology and experience from Bispebjerg Citizen Service, the two units can provide an improved service with help for citizens with special needs, or citizens who do not seek out the City's offers of their own accord.

The proposal also focuses on expanding educational activities and proactive initiatives aimed at making more Copenhageners digitally literate. The effort continues to build on existing initiatives such as 'IT for Senior Citizens' and the training course 'Digital Copenhagener'.

**Investments and optimisation**

As is the case for the citizen packages, business cases have been prepared for the three areas of the plan. The areas and the individual projects within the areas are mutually supporting and cannot be dealt with separately. Changes in one area should therefore imply a review of the overall plan.

<table>
<thead>
<tr>
<th>Investments</th>
<th>Optimisation</th>
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<tbody>
<tr>
<td>• IT systems</td>
<td>• Staff reduction (Citizen Service)</td>
</tr>
<tr>
<td>• Service development</td>
<td>• Staff reduction (libraries)</td>
</tr>
<tr>
<td>• More e-books</td>
<td>• Reduced rent</td>
</tr>
<tr>
<td>• Competence development</td>
<td>• Operational savings</td>
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<tr>
<td>• Digitisation</td>
<td></td>
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<tr>
<td>• New operating expenses</td>
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The investments include, in particular, new IT systems and the development of service and competences. The new systems and the service reorganisation will incur minor new operational costs. Cost optimisation refers particularly to the reduction in the number of employees as a consequence of the service reorganisation and digital service, but also minor savings on rent and operations.
Overall finances: (a detailed clarification of the finances can be found in Appendix 1: Finances for 'Empower the Citizens')

<table>
<thead>
<tr>
<th>DKK 1,000</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
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<tbody>
<tr>
<td><strong>Investments</strong></td>
<td></td>
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<tr>
<td>Targeted library service</td>
<td>9,116</td>
<td>9,460</td>
<td>3,200</td>
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<tr>
<td>Digital library</td>
<td>5,100</td>
<td>3,900</td>
<td>900</td>
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<tr>
<td>Integrated citizen service</td>
<td>4,625</td>
<td>4,775</td>
<td>700</td>
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<td><strong>Total investments</strong></td>
<td>18,341</td>
<td>18,135</td>
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<td><strong>Accumulated investments</strong></td>
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<tr>
<td><strong>Cost optimisation</strong></td>
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<tr>
<td>Targeted library service</td>
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<td>3,055</td>
<td>4,155</td>
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<td>Digital library</td>
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<td>2,700</td>
<td>5,063</td>
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<tr>
<td>Integrated citizen service</td>
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<td>0</td>
<td>2,216</td>
<td>3,693</td>
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<tr>
<td><strong>Total cost optimisation</strong></td>
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<td>9,013</td>
<td>14,561</td>
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<td><strong>Lasting cost optimisation from 2018</strong></td>
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<td></td>
<td>14,561</td>
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**The fully implemented lasting cost optimisation consists of:**
Rent savings: DKK 1.823 million
Savings on reduced shelving and increased discarding: 15 full-time equivalents (students)
Savings on targeted library service: 12 full-time equivalents*
Savings as a result of service reorganisation of citizen service: 6 full-time equivalents*
* : The aim is to achieve the reduction in full-time equivalents through natural wastage.