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Library Access identifies and sets out a wide range of initiatives to support access for people with disabilities to public libraries and their services. It is based on research into practices in other jurisdictions and provides public library service providers with an important agenda for action.

Library Access is published jointly by the Equality Authority and An Chomhairle Leabharlanna. Both organisations share a commitment to the inclusion and participation of people with disabilities.

The Equality Authority has a broad mandate to combat discrimination and to promote equality under the Employment Equality Act, 1998 and the Equal Status Act, 2000. The Equal Status Act prohibits discrimination in the provision of goods and services and requires that reasonable accommodation be made for customers with disabilities, subject to a nominal cost exemption. An Chomhairle Leabharlanna has highlighted its commitment and that of public libraries generally to inclusion in launching the A Space for All initiative. An Chomhairle Leabharlanna's assertion that "the public library service is continually changing to meet the increasingly diverse needs of people" provides an important starting point for implementing the ideas in this publication.

2003 is the European Year of People with Disabilities. This provides an opportune moment to take stock of the progress that has been made by public library services to include users with disabilities. It is also a time for ambition – a moment to identify how current achievements can be enhanced and further developed to secure wider participation by people with disabilities in all aspects of public
Library services. Library Access seeks to provide the mechanisms by which this goal can be achieved. A broad uptake of these approaches will ensure that the European Year of People with Disabilities will have a lasting legacy within the public library service.

An Chomhairle Leabharlanna and the Equality Authority are committed to ongoing co-operation in support of more planned and systematic approaches to the reasonable accommodation of people with disabilities throughout public library service. It is hoped that this co-operation can support libraries in implementing the approaches set out in this publication.

We are grateful to Alun Bevan of An Chomhairle Leabharlanna who conducted and drafted the research. We are also grateful to Maureen Gilbert for her expert advice and support to the project.

Norma McDermott
An Chomhairle Leabharlanna

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Introduction

Context and aims
An Chomhairle Leabharlanna and the Equality Authority share a commitment to the inclusion and participation of people with disabilities in the public library service. On the basis of this the two organisations have formed a partnership to develop the Library Access project.

Library Access focuses on the reasonable accommodation of people with disabilities in public libraries and aims to:

- support planned and systematic approaches to the reasonable accommodation of people with disabilities.
- develop practical supports for providers of library services to make the adjustments and to provide the facilities necessary for the reasonable accommodation of existing and potential library users with disabilities.
- stimulate effective change and the implementation of good practice in the provision of an inclusive public library service.
- support compliance with the Equal Status Act, 2000 alongside a broader ambition for the inclusion of people with disabilities.

Library Access begins from the premise that the exclusion of people with disabilities arises from society's attitudes, practices and responses to their needs, rather than from any impairment people with disabilities may have. The initiative includes within its ambit people with any type of disability, including physical, mobility, sensory, intellectual and mental health issues. The aim is to support equality for people with disabilities in access to and participation in public library services.
The Equality Authority has a broad mandate to combat discrimination and to promote equality of opportunity under the Employment Equality Act, 1998 and the Equal Status Act, 2000. In its Strategic Plan 2003-2005 the Equality Authority commits itself to "developing channels of communication, initiatives and materials to support service providers in particular sectors to develop reasonable accommodation [of people with disabilities] approaches". It is out of this commitment that the Equality Authority sought to develop Library Access in partnership with An Chomhairle Leabharlanna.

The Equality Authority's focus on reasonable accommodation flows from the provisions of the Equal Status Act, 2000. The Act prohibits discrimination by providers of goods and services on nine different grounds, including discrimination against people with any type of disability. In addition it requires providers of goods and services to accommodate the needs of people with disabilities through adapting what they do and how they do it where, without these adaptations, it would be very difficult or impossible for people with disabilities to obtain those goods or services. The starting point for providing reasonable accommodation for customers with disabilities is by assessing their needs. There is no obligation to provide reasonable accommodation where the cost involved is greater than nominal cost. In most instances reasonable accommodation involves low cost or no cost.

A service provider is not confined to just making reasonable accommodation. Positive action is allowed under the Act to address any disadvantages or to meet any special needs people with disabilities might have in accessing goods and services.

An Chomhairle Leabharlanna has established the centrality of inclusion to its work and that of public libraries generally through the adoption of its A Space for All initiative. This campaign, along with the publication A Space for All at Your Local Library, highlights
the continually changing nature of the public library service as it seeks to meet the diverse needs of current and potential library users. It is this commitment which led An Chomhairle Leabharlanna to develop Library Access in partnership with the Equality Authority.

This publication is the first step in the co-operation between the two organisations. It began with research to identify examples of good practice in libraries and similar public institutions in relation to the inclusion and reasonable accommodation of people with disabilities. Many of the featured initiatives appear to have been driven by legislation such as the Americans with Disabilities Act (1990), the Australian Disability Discrimination Act (1992) and the UK’s Disability Discrimination Act (1995) and Special Educational Needs and Disability Act (2001). In Ireland, however, equality of access to facilities and services by people with disabilities has always been a key concept in public library provision. In many ways the reasonable accommodation of people with disabilities should be second nature to library service providers.

Barriers to this equality of access undoubtedly exist. These include inadequate building design, particularly in older library buildings, financial constraints and a lack of awareness of the possibilities for positive change. None of these is insurmountable – for example, even if the building fabric cannot be improved or major funding sources tapped in the short term, there is much that can be done involving low, or even no, financial outlay.

Reasonable accommodation brings additional benefit to the public library in that it improves access for everyone and underpins a quality customer service approach.

While the focus of this publication is reasonable accommodation of library users with disabilities, it is important to note that the Employment Equality Act 1998 also requires employers to make
reasonable accommodation for employees with disabilities. This requirement is subject to a nominal cost exemption – however the transposition of the EU Framework Employment Directive will require employers to provide reasonable accommodation unless it imposes a disproportionate burden.

The reasonable accommodation of employees with disabilities also requires planned and systematic approaches. The provision of reasonable accommodation for employees with disabilities should have a positive impact on customers with disabilities and vice versa.

**Putting Library Access into practice**

There are many published sources of information and support for library facility planners taking initiatives for the reasonable accommodation of library users with disabilities. These are listed in the section on resources and further reading. Library Access is the first such dedicated resource published in an Irish context.

Library Access draws from good practice in other jurisdictions to establish an underpinning framework for a planned and systematic approach to the reasonable accommodation of existing and potential library users with disabilities. The elements of this framework are:

- consultation
- policy formation and planning
- disability audit
- inclusive design
- training
- marketing
- quality control.

Approaches to reasonable accommodation relating to each of these elements are described in separate sections of this publication. Each section is intended to provide a stimulus and a suggested starting
point for the introduction of practical initiatives by providers of public library services.

In implementing these ideas it is important to recognise that people with disabilities come from all sections of society – all age ranges, all ethnic groups (including Travellers), both genders, all sexual orientations and people with children. This diversity will have practical implications for any approach to making reasonable accommodation for people with disabilities.

Approaches to reasonable accommodation need to be integrated into all areas of service provision. This means that all existing services – from reference collections to children’s story-telling, from local history to membership forms – should be examined in order to determine whether they contribute to inclusivity or inhibit it. The aim must be to achieve a service which is sufficiently robust and flexible to cater for all users. The material presented in the following sections is intended to provide the basis for such an examination and to support the initiatives necessary for the inclusion of people with disabilities.
The recognition of the diversity within the population of people with disabilities in Ireland precludes any prescriptive or top-down approach to reasonable accommodation. It is therefore vital that adjustments to the service are user-driven.

Consultation with people with disabilities, through user groups, individually or through support groups and other agencies, is crucial. There are many examples of libraries establishing formal advisory groups with representation from local disability groups and agencies working with people with disabilities. Individuals also have useful insights to offer and it is important to facilitate their contributions as well.

People with disabilities have a right to have an input into service planning – after all, they know their own needs and requirements better than anyone. Consultation with current and potential users with disabilities of public library services is an essential starting point for reasonable accommodation. In this way needs are identified and assessed and appropriate responses can be defined.

Whatever the purpose of the consultation, be it to identify needs, develop policy, strategies or plans, new products or services, there are simple ways and means of ensuring the consultation process is accessible for people with disabilities. Getting the consultation process right for people with disabilities means getting it right for everybody.

Ask Me: guidelines for effective consultation with people with disabilities, NDA, Dublin, 2002
To be effective, consultation needs to be on-going, rather than a once-off event. A rolling programme of consultation will ensure that needs are met and that targets are accurately identified and achieved. It will also provide feedback for quality control and future development. The creative potential inherent in the consultation process can add value to all aspects of public library services.
Policy formation and planning

The first step is the production of a **written disability policy**. This could be part of a wider equality policy. This could also form part of a larger local authority policy, especially for those library authorities whose local authority is implementing the Barcelona Declaration.

A disability policy would set out the commitment of the library to the full inclusion of current and potential library users with disabilities. It should establish steps that are to be taken to ensure this commitment is realised. The disability policy could usefully commit to the designation of a specific senior member of staff as disability co-ordinator. The Disability Co-ordinator can function as the professional focal point for policy development, the implementation of appropriate services and quality control, as well as being an easily-identified point of contact for users and staff.

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Each policy should:
• be an integral part of the... forward plan
• include a commitment to consulting users and potential users
• be endorsed by the governing body
• have a senior member of staff with responsibility for it.
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Next, and arising out of the policy, a plan of action should be made. The plan should aim to maximise use of library services by facilitating access to them for current and potential users with disabilities. It should address the following areas of concern:
• policy formation and planning
• disability audit
• inclusive design
• training
• marketing
• quality control.

The aims and goals of each element of the plan should be clearly delineated, with timelines and clear targets, as well as arrangements for monitoring and review. These should build on an identification of baseline standards.

“Improving provision for disabled users in our domains makes sense in terms of economics and audience development as well as in terms of social justice.


The focus on policy formation and planning should ensure that key decisions are assessed for their likely impact on current and potential library users with disabilities. It is important that, for all library policies and plans, any practical problems are identified by staff in consultation with people with disabilities and that solutions to these are devised. Disability audits will assist this process.
Disability audit

Conducting a disability audit relating to all aspects of the services offered by any public library will reveal baseline information vital for the targeted inclusion of people with disabilities. It will enable decision-makers to ensure that priority, both financial and in terms of staff time, is given to improvements that will deliver best value in terms of increased accessibility and user satisfaction.

“...library staff approached Enfield Disablement Association to ask for their help in checking library buildings for accessibility. The request resulted in a project in which an EDA representative and a librarian visited every library looking at such things as level access, manoeuvrability for wheelchairs, shelf height, lighting and signage. The disabled access report which followed highlighted areas which needed changing and gave some idea of the costs involved.

Improving access through partnerships / Muriel Hill. Library Association record 14(3) 1999, p73-74.

A comprehensive disability audit will include:

- looking into the local demographics of disability in order to assess needs. This will provide information on current demand and unmet need which can be used as a springboard for developing facilities and services into the future. Research in relation to local demographics will also facilitate the establishment of links with people with disabilities and support services, which can be used to
set up mechanisms for the provision of customer feedback and the ongoing assessment necessary for effective quality control

• an assessment of all services currently available in the library from the perspective of inclusive design and service delivery. This would focus on:
  - the physical environment
  - all aspects of the services.
Self-assessment by library staff should be supplemented by information from library users with disabilities and other people with disabilities in order to gauge customer satisfaction with the level and nature of provision currently on offer.

This will provide details of most necessary adjustments to existing services. Resources will need to be allocated and a plan of work drawn up to include changes to the physical environment, collection development and standard procedures.

• An audit of relevant staff skills, knowledge and experience. This will provide information on the current capacity of library staff to communicate effectively with and to make reasonable accommodation for library users with disabilities.

Responsibility for the disability audit could be allocated to the Disability Co-ordinator. The involvement of all library staff in the audit process will also help to increase staff ownership of the evolving policy and practice and thus will enhance planning and implementation.
The concept of inclusion applies to all aspects of services, including collections, as well as to the physical environment and access to information technology. All library programmes and facilities should be as accessible as possible to as many people as possible. The inaccessibility of building fabric, even if entirely irremediable, should not preclude the introduction of other improvements.

**The physical environment**

The aim is to ensure that people with disabilities can approach, enter, navigate and use public library spaces as easily as other people can. Subjects for consideration include:

- are there parking bays suitable for people with disabilities within easy reach of the library?
- are the footpaths near the library in good condition, with dished kerbs?
- is the approach to the library well lit and adequately signposted?
- is the entrance wheelchair accessible, well marked, clearly lit and kept free of obstruction?
- is there a buzzer to alert attention or gain assistance?
- is there a sign at the entrance to indicate that staff are willing to provide assistance to people with disabilities?
- are notices concerning available services and opening times clearly displayed?
- is the library laid out in such a way as to aid orientation and navigation?
- are aisles, corridors, doorways and spaces free of obstruction and sufficiently spacious to accommodate wheelchair users?
• can people with physical disabilities access all parts of the library and all library shelving, services and facilities safely and with ease?
• do counters and enquiry desks etc incorporate loop systems?
• does the library have textphone facilities?
• is signage adequately sized and finished?
• does signage to facilitate navigation of the library incorporate symbols as well as words?
• can people with specific requirements find their way easily to the part of the library that they need (eg easy reading section)?
• are furniture and fittings stable and placed so as not to obstruct circulation?
• is equipment intended for public use (eg photocopiers) available at accessible locations and heights?
• does seating have good back and arm support?
• are lighting levels adequate?
• are there desks and study spaces suitable for wheelchair users?
• do decoration schemes involve good colour contrast?
• are finishes and furnishings of a type that inhibits dust retention?
• are wheelchair accessible toilets provided?
• are floor finishes slip-resistant?
• is it possible for people with disabilities to leave the building quickly in the event of an emergency?
• are alarm systems suitable for alerting deaf people?

Irish guidelines for accessibility are detailed in Building for Everyone: inclusion, access and use (NDA, Dublin, 2002).

**Service delivery**

Subjects for consideration include:

• In what ways are library users with disabilities made aware of the facilities of the library and any assistance that might be available?
• are your application forms suitable for people with visual impairments?
• are library guides and other information leaflets available in alternative formats (e.g. large print, audio)?
• are standard versions printed on matt paper in 12 point sans serif type to suit people with visual impairments?
• do you provide printed library information and assistance suited to the needs of people with learning disabilities?
• are staff able to communicate effectively with deaf people?
• is the library catalogue accessible to all?
• do catalogue entries contain sufficient information to inform the user if the item is appropriate - for example are captioned videos so described?
• do you provide items of assistive technology? For example:
  - computer terminals and peripherals suitable for use by people with visual impairments and/or poor hand function
  - appropriate adaptations and software
  - print magnifiers
  - talking photocopiers
  - easy grip pens
  - tactile signs
  - up-to-date tactile map of the library
  - task lighting
  - induction loops
  - individual trolleys to hold books for disabled customers
  - speech synthesizers
• are instruction manuals on the use of assistive technology available in alternative formats?
• what alternative format collections does the library hold (e.g. large print, talking books, tactile books for children, Braille)?
  - how often are these changed or added to?
  - what provision is there for acquiring such material through inter-library loan channels?
• does the library provide alternative delivery methods for people who are unable to visit the premises, e.g.
  • home delivery – via mobile library or postal service
• liaison with community transport schemes?
• are reader development programmes inclusive, eg are book club items available in alternative formats to allow people with disabilities to participate?
• do library collections generally reflect the interests and experience of people with disabilities?
• are children's storytelling sessions geared only to the hearing and sighted?
• are library services marketed effectively to individuals and groups with disabilities?
• are loans/fines/charges policies flexible enough to reflect the fact that users with disabilities may require a more customised service?
• does the emergency egress plan include provision for the evacuation of people with disabilities?

"There are several book clubs in Cleveland Public Libraries, but one of them, the Talking Book Connection was founded as a book club that would only select books available in alternate formats. The group is composed of sighted, visually impaired and blind patrons.

Accessibility at Cleveland Public Library/Barbara T. Mates, Public Libraries 42 (1) 2003 p.28-31"
Staff who are well-trained in disability awareness issues are the library's most important asset. The disability audit should determine what useful skills staff already have. Disability awareness/equality training can address any deficits and help staff to build their level of confidence and competence. Disability awareness/equality training should aim to:

- promote an understanding of issues arising from and related to disability.
- counteract any stereotyping.
- encourage library staff to focus on individuals rather than impairments.
- teach staff how to interact with users with disabilities, listening and responding appropriately.

Good service behaviours such as active listening, a service orientation and a results focus work equally well with people with disabilities as with all other people. Think of the person first and the disability second. Accept people with disabilities as individuals. People with disabilities may have in common a disability, but the consequences of their disability will vary considerably from person to person.

Disability awareness training kit: A training resource for public library customer service staff. www.openroad.net.au/access/dakit

Disability awareness/equality training should be conducted with the participation of people with disabilities and is ideally located within the context of a generic customer care programme. Disability
awareness training should also form part of the induction programme for new members of staff.

Courtesy, confidence and being well-informed are the basic skills required. In addition staff should:

• know how to use any assistive technology provided by the library.
• be aware of the alternative formats available both within the library and from other service agencies (for example, NCBI Talking Books Service).

People with disabilities may also require familiarisation in the use of the library and its facilities. It is important that each service point has at least one person responsible for instructing the public in the use of the available assistive technology and library use generally.

An Chomhairle Leabharlanna will include training in the use of assistive technology and wider issues relating to serving people with disabilities in its public library staff training programme. Training needs assessment should, however, be an ongoing process. Staff move on, under-practised skills may be forgotten, new skills may be required. An assessment of training requirements on disability-related topics should form part of each library's general annual training review.
It is important that the implementation of the library's disability policy reaches into all levels of strategic activity. Planning and training is wasted if users, and potential users, are unaware of the services available. The current experience of people with disabilities leads them generally to consider that places and services do not cater for their needs. The implementation of a creative marketing plan will be required to increase the level of use of public libraries by people with disabilities.

"The whole purpose of an accessible marketing strategy is to include the previously excluded. This will only be achieved if all marketing materials are routinely provided in accessible formats.

Marketing library services by Alan Issler and Ian Jentle, in Library services for visually impaired people: a manual of best practice. www.nlbuk.org/bpm

Objective 5: Improve communication methods and provision of information to disabled people.
• Action 5.1: Ensure Departmental marketing activity reflects the needs of disabled people.
Consultation and the involvement of people with disabilities in the planning phase is where marketing of services starts. In order to make current and potential library users with disabilities aware of the library’s services and facilities, it will be necessary to use local disability networks, talking newspapers and the disability press to spread the word, as well as local press and radio. Activities planned to take place on the library premises should also be publicised appropriately to people with disabilities in the community. Publicity materials for ongoing library activities such as talks and exhibitions should routinely be produced in appropriate formats and, if possible, arrangements made to transport users with disabilities to the venue using community transport schemes. It is important to be honest about any deficits the library building or services may have, and the arrangements that the library has put in place to deal with them, so that current and potential users with disabilities are fully informed about what to expect.

It is conceivable that putting together information, making improvements to services and facilities and developing specific programming may in the short term yield little result. It takes time for any group of people to try out new services and facilities. Marketing strategies should be considered on a rolling basis, rather than as once-off events. An added benefit is that innovations in favour of people with disabilities often attract publicity and positive comment, so raising the profile of the library with the public in general.
Monitoring and evaluation are potent tools for the maintenance and improvement of service standards. A continuous process of quality control is necessary to ensure that:

• targets and standards are met.
• technological advance is monitored and assessed.
• quality of service provision is maintained.

Training and awareness programmes should be updated to reflect changes in services and refresher courses should be arranged if required.

The best indicator of quality assurance is use. Levels of use by people with disabilities of facilities and services should be monitored. Customer satisfaction surveys targeting people with disabilities should be conducted annually alongside the library's ongoing consultation process. All of these mechanisms will feed into the regular review of the library's disability policy and plans in order to ensure a programme of continual improvement.

A full review of the policy will be undertaken 3 years after implementation. This review should include direct contributions from disabled people.

www.bournemouth.gov.uk
Conclusion

Planned and systematic approaches to inclusion will secure equality of access for all, including people with disabilities. A particular focus is required on the specific needs of people with disabilities so that reasonable accommodation can be made and their inclusion secured.

Consultation with people with disabilities, disability policies, ensuring policy and practice support the inclusion of people with disabilities, disability audits, inclusive design, training to develop an awareness of, and skills in relation to, disability issues, marketing that communicates effectively with people with disabilities and quality control with targets and standards in relation to people with disabilities – these are the key elements of the framework for a planned and systematic approach to achieving and going beyond reasonable accommodation for people with disabilities. Commitment, creativity and initiative within each particular library are the key resources necessary for making progress on implementing such an approach.

Progress is made possible by what has already been achieved by so many public libraries. Achievements to date provide crucial foundations that allow new and more ambitious steps to be taken. Progress is sought by people with disabilities seeking full participation in society. The current focus on people with disabilities as part of the European Year of People with Disabilities must lead to a long-term legacy of practical initiatives for their inclusion. Finally, progress is required as the obligations of the Equal Status Act, 2000 are met and, indeed, are exceeded in a manner that reflects this ambition for inclusion.
An Chomhairle Leabharlanna and the Equality Authority are confident that the practices set out in this publication will find a wide implementation across the public library service. Both organisations are committed to stimulating and supporting such an outcome and to the reasonable accommodation and inclusion of people with disabilities in all aspects of public library services.
Selected sources and further reading

Core resources


http://www.resource.gov.uk

www.resource.gov.uk

A series of 12 guides which are also available in 12 point clear print or 15 point large print formats, Braille, audio cassette and on the Resource website (www.resource.gov.uk):
1. Disability in context
2. Meeting disabled people
3. Training for equality
4. Audits
5. Disability Discrimination Act (DDA)
6. Inclusive information
7. Using technology
8. Access on a shoestring
9. Accessible environments
10. Outreach and partnerships
11. Consulting disabled people
12. Employment at every level


Further resources and recommended reading

General
A Space for All. Dublin: An Comhairle Leabharlanna (53-54 Upper Mount Street, Dublin 2), 2002

AHEAD (Association for Higher Education Access and Disability), is an independent non-profit organisation working to promote full access to and participation in third level education for students with disabilities in Ireland. Their website contains links to websites of possible interest to those seeking further information on disability issues.
www.ahead.ie

www.idd.ie/Barcelona_Declaration_online.htm


www.drc-gb.org/campaign/meeting/libraries.doc
National Network – Local Service: standards for the public library service in the republic of Ireland. – Dublin: Library Association of Ireland, 1999

http://www.resource.gov.uk

Examples of good practice
AccessAbility@Cleveland Public Library / Barbara T. Mates. Public libraries 42(1) 2003, p.28-31


Improving access through partnerships / Muriel Hill. Library Association record, 14(3) 1999, p.73-74.

Inclusive design - the physical environment
The ADAPTABLE approach: a practical guide to planning accessible libraries / Alan Cantor. Library hi tech 14(1) 1996, p.41-45


Building sight: a handbook of building and interior design solutions to include the needs of visually impaired people / Peter Barker, Jon Barrick, Rod Wilson. – London: HMSO in association with the RNIB, 1995.

The Centre for Accessible Environments is an information provider– and a forum for collaborative dialogue between providers and users on how the built environment can best be made or modified to achieve inclusion by design. Their website contains a list of useful publications.
www.cae.org.uk


**Inclusive design - services**

Briefings presently available include:

- Library and Information Services for Disabled People
- Library and Information Services for Deaf and Hearing Impaired People
- Library and Information Services for Visually Impaired People
- The Employment of Disabled People in Library Services
- Organising Meetings, Courses and Conferences
- Sexual Orientation and Libraries

Further briefings will be added in 2003, relating to age, learning disabilities and cultural and racial diversity.
www.cilip.org.uk/practice/equalopps.html

Guidelines and standards for Queensland Public Libraries. 10.3: Standards for services with people with a disability.

Irish National Disability Authority IT accessibility guidelines. 1.1 – Dublin: National Disability Authority. www.accessit.nda.ie


Training

The DEMOS project ran from 2000 to March 2003 and was funded by the Higher Education Funding Council for England under strand three of the initiative Improving Provision for Students with Disabilities. The project developed an online learning package aimed specifically at academic staff and examined the issues faced by disabled students in higher education. http://jardin.com/demos

Disability awareness training kit: a training resource for public library customer service staff. www.openroad.net.au/access/dakit/welcome.htm

Further information is available from An Chomhairle Leabharlanna. info@librarycouncil.ie