Appendix 4

Llywodraeth Cymru
Welsh Government

Connected and Ambitious Libraries:

The sixth quality framework of Welsh Public Library Standards 2017-2020

Contents

3 Foreword

4 1. Introduction

10 2. Core entitlements

12 3. Quality indicators

22 4. Reporting, monitoring and assessment

24 5. The Well-being of Future Generations Act

26 6. Community managed libraries

Foreword

Public libraries connect people, information and culture. The Welsh Government and local authorities have an established record of working well together to achieve ambitious goals for our library services. I am delighted to be working collaboratively with local authorities on a new framework of Welsh Public Library Standards, to ensure that we continue to provide the citizens of Wales with high quality public library services.

As library users know, libraries provide everyone with a wealth of information, resources, activities and cultural opportunities. They are places of ambition and learning where people can gain new skills, leading to job success and prosperity; they encourage people to be active and healthy through a range of health information services and partnerships; and they connect and unite people, not only with each other and local communities, but also with culture and the world beyond Wales. They also make a valuable contribution to the seven goals of the Well-being of Future Generations Act.

All parts of the public sector are facing considerable financial pressure, including public library services. The expectations of citizens, for a high quality library service, need to be balanced with what is practical and possible to deliver, alongside the statutory requirement to provide a "comprehensive and efficient" service as specified in the Public Libraries and Museums Act 1964.

The Welsh Public Library Standards framework provides a mechanism to enable service providers to plan their provision, and for the public to know what they can expect from their library service. The framework also enables me to assess provision and performance of Welsh public library services as part of my statutory duty under the Public Libraries and Museums Act 1964.

I am pleased that this new framework increases the emphasis on outcome and impact measures to help identify the wider benefits of using the library service. In conjunction with promoting the Standards to make our library services as sustainable and efficient as possible, further consideration will also be given to the regional consortia model which was outlined in the Expert Review of Public Libraries and the Scoping a New Future for Welsh Public Libraries report.

I welcome this new framework of the Standards and the opportunities that it provides to continue the positive partnership between the Welsh Government and local authorities to continue to deliver an outstanding connected and ambitious public library service in Wales.

Ken Skates, AM

Cabinet Secretary for Economy and Infrastructure

1. Introduction

"Freedom, Prosperity and the Development of society and individuals are fundamental human values. They will only be attained through the ability of well-informed citizens to exercise their democratic rights and to play an active role in society. Constructive participation and the development of democracy depend on satisfactory education as well as on free and unlimited access to knowledge, thought, culture and information.

"The public library, the local gateway to knowledge, provides a basic condition for lifelong learning, independent decision-making and cultural development of the individual and social groups."[1]

1.1. The benefits of using public libraries

Library service engagement with individuals and with the wider community drives benefits in many of the Welsh Government's priority areas such as prosperity, resilience, equality, cohesive communities, culture, learning and health and well being. How the library interacts with its stakeholders – chiefly the users (and potential users) of the service – is key to the provision of a quality service. User perceptions of the services available derive from their experiences.

Libraries which engage appropriately with their customers will provide the maximum benefits both for individuals and the community. As well as providing training and learning support for individuals, libraries contribute to society in other ways, such as providing access to computers and e-government for digitally excluded members of the community.

The public library has a key role in social inclusion. It may be the only place in the community where users can spend time in a safe and neutral environment. Supporting job-seekers in their search for work contributes to the local – and national – economy. By providing specialist facilities and services for those in the community who might have special needs, libraries contribute to health and well-being. Such benefits will only be achieved if the library provides equality of access for all. Much information is now more easily accessible online – indeed, some is only available online – and libraries are uniquely positioned to facilitate access to resources which may be too costly for individuals (e.g. the cost of the basic hardware, Internet access or the resource subscription).

Libraries play a key role in providing information, promoting knowledge and developing skills for people of all ages and all walks of life. From children's first steps in listening to stories and learning to read, to providing quiet spaces for study, and supporting older people in using new technologies, libraries contribute to the delivery of literacy targets, information literacy and digital inclusion.

Good libraries play an important part in shaping people's views of local government. In order to deliver quality,

[1] UNESCO Public Library Manifesto, available at http://www.unesco.org/webworld/libraries/manifestos/libraman.html (accessed 23-08-2016)

sustainable services to the public, libraries need active leadership and a programme for development enabling them to respond in a timely way to the changing information and cultural needs of their local communities. Staff must have the skills, knowledge and confidence to deliver services and meet customer needs, demonstrated by appropriate professional qualifications. Libraries have the opportunity to contribute to a range of wider local and national government agendas, but this will only happen if the library is pro-active in promoting its role, based on a strong vision linked to those agendas.

1.2. What this means for the people of Wales

The sixth framework of Welsh public library standards builds on the developments in the fifth framework. It comprises 12 core entitlements and 16 quality indicators to monitor how well library services realise these benefits for the people of Wales. The mapping between benefits and indicators is not a simplistic one, as measuring outcomes and impacts at a service-wide level cannot be achieved directly, but must be inferred from broader indicators.

The table below shows the indicators in this framework which are most directly related to some of the key benefits of using public libraries. Libraries which perform well on these indicators will be engaging appropriately with their customers to make a difference to their lives.

Outcomes and impacts	Core entitlements	Quality indicators
People in Wales will be able to increase their knowledge / skills having used the library	**2, 3**	**1, 3, 5**
People in Wales will be able to take part in reading and other cultural events organised by the library service	**3**	**4, 6, 9, 10, 12**
People in Wales will feel part of a community using the library service	**3, 11**	**1, 7, 8**
People in Wales will be able to take advantage of the opportunities offered in the digital world using the library service	**2, 6, 7**	**4, 9, 11**
Personal health and well-being is enhanced by using the library	**3, 4**	**1, 4**
People in Wales can participate more fully in local affairs via the facilities in the library	**3, 6**	**3, 11**

Other core entitlements and quality indicators are concerned with the effective management of services, which underpins the effective delivery of the outcomes and impacts. All can be related to one or more of the seven goals of the Well-being of Future Generations Act; details are given in Section 5.

1.3. Fulfilling the statutory duty

The Public Libraries and Museums Act 1964[2] makes it a duty of the relevant Welsh Ministers (currently the Cabinet Secretary for Economy and Infrastructure) **"to superintend and promote the improvement of the public library service provided by local authorities and to secure the proper discharge by local authorities of the functions in relation to libraries conferred upon them as library authorities under this Act".**

[2] Available at http://www.legislation.gov.uk/ukpga/1964/75/contents

Under the same Act, library authorities are required to **"provide a comprehensive and efficient library service for all persons desiring to make use thereof"**.

Since 2002, the Welsh Ministers have fulfilled this duty through the Welsh Public Library Standards (WPLS, or, the Standards). The first framework ran from 2002 to 2005 with subsequent frameworks covering the periods 2005-08, 2008-11, 2011-14 and 2014-17. Each individual framework evolved to reflect the changing needs and expectations of public library users. In addition to the fulfilment of statutory duties, the WPLS framework plays a valuable role in supporting the development of public library services.

There is general consensus among stakeholders concerned with the provision of public library services in Wales that these performance measurement frameworks, introduced and administered

by the Welsh Government for the sector, have helped public library services to improve in a number of ways and in key areas. For example, as a result of the Standards, there have been significant improvements in service areas such as the delivery of requests and provision of ICT facilities and services, leading to enhanced outcomes for library customers.

Local authorities have a statutory duty (under section 7 of the Act) to provide a library service and encourage both adults and children to make full use of that library service. The performance indicators listed here will assist the Welsh Government in assessing whether or not local authorities in Wales are fulfilling their duties under the 1964 Act, and in assessing the comprehensiveness and efficiency, in terms of the manner of delivery, of library services in Wales.

1.4. Community managed libraries

Since about 2014 the number of independent and semi-independent libraries in Wales, frequently referred to as community managed libraries, has increased. Guidance issued by the Welsh Government in 2015 on community managed libraries has now been updated and is included here, at Section 6, rather than in a separate document, as previously. It includes criteria to be fulfilled in order that a community managed library might be included in the library service's annual return as part of the statutory service, and details of the data to be provided on all community managed libraries.

1.5. The sixth quality framework

The aims of this sixth framework of Welsh Public Library Standards are to:

- enable the Cabinet Secretary for Economy and Infrastructure to fulfil the statutory requirements of the 1964 Act in respect of superintending the provision of a 'comprehensive and efficient' library service by local authorities;
- provide a robust assessment of the performance of library services;
- have clear links to the Welsh Government's programme for government[3], to ensure credibility across local government in Wales;
- be relevant and useful to all local authority library services in Wales;
- be transparent, easily understood and accepted by all stakeholders;
- incorporate outcome measures to show the benefits of using libraries;
- act as a driver for improvements to library services and local communities; and
- minimise the burden of data collection on library authorities.

[3] Taking Wales Forward 2016-2021, available at http://gov.wales/docs/strategies/160920-taking-wales-forward-en.pdf

The framework has been based largely on the fifth framework, updated to take account of the changed local authority environment within which library services must work, and continues to provide opportunities for libraries to deliver services in innovative ways and the flexibility to make best use of the resources available to them. It will come into operation on 1st April 2017, and libraries will make their first report against its requirements in the summer of 2018. This document describes the new framework in detail.

Section 2 lists the 12 core entitlements, and self-assessment prompts will be provided in the guidance for library staff.

Section 3 describes the 16 quality indicators, which are of three broad types.

- Input indicators are concerned primarily with what the library service will provide for the citizens of Wales in key areas in order that the core entitlements can be delivered.
- Output indicators are concerned with levels of use. When considered alongside input indicators, they can give an indication of the efficiency of delivery of the service.
- Outcome and impact indicators measure the direct or indirect effects of the library service on its users, and on the wider community. They show the difference libraries make to people's lives.

Most indicators will be reported every year; some may be reported once in the three year period, for example, where user survey data are required. For some indicators, formal targets are set, although such targets are not appropriate in all cases.

Libraries will be expected to compare their performance on all indicators with previous years, and to meet the targets where these are set. Benchmarking of authorities will be possible when all results are available.

[4] See http://gov.wales/topics/culture-tourism-sport/museums-archives-libraries/?lang=en for details

The nature of the geography, distribution of population and other factors within individual authorities can cause significant variations in the approaches necessary to the planning and delivery of library services. For this reason, Welsh library authorities are offered alternatives against which to measure their services in some of the indicators described, and should choose the most appropriate to reflect their circumstances.

Definitions of the various terms and guidance on methods of data collection are not specified in this document; however these will be included with the reporting template provided to library services, and are available on request[4]. In all cases, detailed guidance on data collection and calculation will be provided to library authorities to ensure consistency and

comparability. Existing data will be utilised wherever practicable. Where appropriate, international standard definitions and methods have been adopted.

Section 4 of this document details the reporting requirements, which include an element of self evaluation and descriptive reporting in addition to key service statistics and the performance indicators, and describes the monitoring and assessment process. A holistic view of assessment will be taken.

Library performance will be judged on all the aspects of the framework, including compliance with the core entitlements, ranking on the quality indicators, how many quality indicators are met in full and in part, and the narrative providing evidence of the impact of the service on individuals and the community.

Library provision spans a range of Welsh Government outcomes, offering a range of services which often support two or more of the outcomes simultaneously. The Well-being of Future Generations Act[5] lists seven broad areas of priority, and **Section 5** of this framework document aligns the core entitlements and quality indicators with these areas, giving examples of the contribution the library service makes.

[5] See http://gov.wales/topics/people-and-communities/people/future-generations-act/?lang=en for details

2. Core entitlements

A set of core library entitlements for Welsh citizens was first incorporated into Making a Difference, the fifth quality framework of Welsh Public Library Standards. These entitlements have been revised and refocused for this sixth framework, to enable the public to know what they can expect from their public library service.

These entitlements are initially self-assessed by each authority. A number of questions are specified in the Guidance document, which the authority is required to take into account when making their self-assessment. It is not necessary to be able to answer every question positively to meet the core entitlement, but justification for the assessment, which could refer to other relevant provision, should be provided in the return. The self-assessment will be moderated by MALD, the Independent Adviser, and a small Reference Group of senior librarians to ensure consistency between authorities.

WPLSCE 1 Libraries in Wales will be free to join, and open to all.

WPLSCE 2 Libraries in Wales will ensure friendly, knowledgeable and qualified staff are on hand to help.

WPLSCE 3 Libraries in Wales will provide access to a range of services, activities and high quality resources in a range of formats to support lifelong learning, personal well-being and development, community participation, and culture and recreation.

WPLSCE 4 Libraries in Wales will provide appropriate services, facilities and information resources for individuals and groups with special requirements.

WPLSCE 5 Libraries in Wales will provide appropriate safe, attractive and accessible physical spaces with suitable staffed opening hours.

WPLSCE 6 Libraries in Wales will lend books for free, and deliver free access to information, including online information resources available 24 hours a day.

WPLSCE 7 Libraries in Wales will provide free use of the Internet and computers, including Wi-Fi.

WPLSCE 8 Libraries in Wales will provide access to services, cultural activities and high quality resources in the Welsh language.

WPLSCE 9 Libraries in Wales will work in partnership to share catalogues and facilitate access to the resources of all Welsh libraries.

WPLSCE 10 Libraries in Wales will work with a range of partners to promote and deliver services to new and diverse audiences, enabling more people to benefit from those services.

WPLSCE 11 Libraries in Wales will regularly consult users to gather their views on the service and information about their changing needs.

WPLSCE 12 Libraries in Wales will provide access to the library service's strategy, policies, objectives and vision, in print and online, in a range of languages appropriate for the community.

3. Quality indicators

The quality indicators in this sixth framework build on the previous framework, and include additional measures covering the outcomes and impact of the library service. They fall into two broad types; those which are provided for monitoring and benchmarking performance over time and between authorities, and those which have specific targets.

WPLSQI 1 Making a difference

This selection of indicators assesses the impact of library use on people's lives in a variety of ways. Although some are relevant to other areas of this framework, they are grouped together here as being key to the overall customer experience.

Authorities will report, at least once in the three year period:

a) the percentage of adults who think that using the library has helped them develop new skills;

b) the percentage of young people who think that the library helps them learn and find things out;

c) the percentage of adults who have found helpful information for health and well-being at the library;

d) the percentage of adults who experience the library as an enjoyable, safe and inclusive place;

e) the percentage of adults who think that the library has made a difference to their lives.

Data will be collected from user surveys of adults and of children, which should be conducted in accordance with good statistical practice, at least once during

the three-year period of this framework. Authorities will be given guidance on the conduct of the survey and wording of questions to ensure comparability. Respondents answering 'not applicable' or 'don't know' should be excluded from the calculation.

Authorities may conduct more frequent surveys if they wish to do so and report accordingly.

WPLSQI 2 Customer satisfaction

Customer satisfaction is a key element of library performance. As with the indicators concerned with library impact (QI 1), some of these are relevant to other areas of this framework, but are grouped together here as being key to the overall customer experience.

Authorities will report:

a) the percentage of adults who think that the choice of books available in the library they use is 'very good' or 'good';

b) the percentage of adults who think that the standard of customer care in the library they use is 'very good' or 'good';

c) the percentage of adults who think that the IT facilities provided in the library they use are 'very good' or 'good';

d) the percentage of adults who think that overall the library they use is 'very good' or 'good';

e) the average overall rating out of ten awarded by users aged 16 or under for the library they use.

Data will be collected from user surveys of adults and of children, which should be conducted in accordance with good statistical practice, at least once in the three-year period of this framework.

It is appreciated that not all authorities wish to use the CIPFA PLUS suite of survey instruments (from which the above indicators are drawn), and guidance will be issued to ensure that authorities which choose to use their own surveys will have comparable results. Authorities may conduct more frequent surveys if they wish to do so and report accordingly.

WPLSQI 3 Support for individual development

Libraries shall ensure that the following services are offered in all static service points open for 10 hours per week or more:

a) basic support in the use of the ICT infrastructure provided (including Wi-Fi) and in accessing the range of electronic information resources available;

b) training to improve literacy, numeracy, information and digital skills, and assistance in developing or enhancing capabilities to identify and access appropriate resources efficiently and effectively; critically evaluate information; and apply information appropriately to further objectives, such as educational, employment, health and well-being.

Training programmes may be developed and delivered with appropriate partners outside the library service;

c) support for users to access local and national e-government resources;

d) reader development programmes/ activities for both adults and children.

The format of the support offered and frequency of any specific timetabled sessions should be appropriate both for the size of the service point and local community needs.

WPLSQI 4 Support for health and well-being

a) Libraries shall ensure that the following services are offered in all static service points open for 10 hours per week or more:

i. Book Prescription Wales scheme

ii. Better with Books scheme

iii. Designated health and well-being collection

iv. Information about healthier lifestyles and healthy behaviours - leaflets, books etc

v. Signposting to health and well-being services

b) Authorities will report the number of static service points open for 10 hours per week or more in which the following services are available on a regular basis

i. Shared Reading groups (reading aloud together)

ii. Book clubs (discussion of chosen book)

iii. Macmillan cancer or other health information partnerships

iv. Dementia Friendly services

v. Mental health awareness activities

WPLSQI 5 User training

This indicator assesses the extent to which sessions offered match local need, and the impact of those sessions for the participants. Reader development sessions; literacy, numeracy, information and digital skills sessions; ICT sessions, etc., should all be included. Include sessions arranged in collaboration with partner agencies. User training may have a general audience, or be targeted towards specific sub-groups of the population e.g. children, carers, unemployed persons, etc.

Sessions may require advance registration, or be open to all on a drop-in basis. Include sessions also reported under WPLSQI 4.

Authorities will report:

a) the total number of attendances at pre-arranged training sessions organised and/or hosted by the library service at its own service points or at other locations within the authority during the year, divided by the resident population, multiplied by 1,000;

b) the percentage of attendees at such sessions who said that attendance helped them to achieve their goals;

c) the number of customers helped by means of informal training during the year, divided by the resident population, multiplied by 1,000.

Part b) of this indicator should ideally be derived from a simple feedback form offered to all attendees, but may be based on sessions during one or more sample periods.

Part c) of the indicator may be derived by sampling. Authorities will be provided with guidance to ensure consistency of reporting.

WPLSQI 6 User attendances at library events

The purpose of this indicator is to estimate the attraction of library events for the library's population to be served, and the extent to which such events meet local need.

a) Authorities will report the total number of attendances at events and activities organised by the library service at its own service points or at other locations within the authority during the year, divided by the resident population, multiplied by 1,000.

Include events with literary, cultural or educational intent, e.g. author visits, reading groups, literary discussions, digital and information literacy workshops, genealogy workshops, health literacy, financial literacy, job seeking etc.

Events specifically for children are included, such as storytelling, poetry, music. Include events delivered by partner organisations in collaboration with the library service.

b) Libraries shall ensure that events or activities for those who have special requirements are offered in all static service points open for 10 hours per week or more. The events or activities may be promoted specifically for an intended group, or open to all, but with a clear target group in mind.

Special requirements can include physical and health impairment, economic disadvantage (e.g. long-term unemployed), cultural difference (e.g. non-native speakers, new arrivals), educational background, or other circumstances that require special library services. Authorities should provide specific examples of such events and list joint working with relevant social inclusion organisations and partners.

WPLSQI 7 Location of service points

No stipulation is made with regard to minimum opening hours of static libraries (on a site by site basis) however, authorities are asked to consider the viability of service points which are open for fewer than 10 hours per week. Equally, no stipulation is made with regard to length or frequency of mobile library stops, however it is expected that mobile libraries will visit each scheduled stop at least 12 times per year.

Authorities shall ensure that they meet the following criteria for the location of service points and mobile library stops, according to their population density:

Population density	% of households	Distance from library
20 or more persons per hectare	**At least 95%**	Within 2 miles of a static service point
More than 1 but fewer than 20 persons per hectare	**At least 75%**	Within 2.5 miles (or 10 minutes travelling time by public transport) of a static service point, or within ¼ mile of a mobile library stop
1 person or fewer per hectare	**At least 70%**	Within 3 miles (or 15 minutes travelling time by public transport) of a static service point, or within ¼ mile of a mobile library stop

WPLSQI 8 Library use

Seven measures of use of the library are required, covering the physical and the electronic resources provided. Together, they assess the library's success in attracting users to its services.

Authorities will report:

a) the total number of visits to library premises during the year divided by the resident population, multiplied by 1,000;

b) the total number of external visits to the library's website during the year divided by the resident population, multiplied by 1,000;

c) the total number of active borrowers divided by the resident population, multiplied by 1,000.

d) the total number of library members

e) the total number of book issues (adult and children separate)

f) the total number of audio-visual issues

g) the total number of electronic downloads

The data used should be those as reported to CIPFA for the public library actuals return.

WPLSQI 9 Up-to-date and appropriate reading material

This and the next indicator are designed to ensure adequate investment and an appropriate balance of resources across various sections of the community.

a) Library authorities should achieve

- either a minimum of 243 items acquired per 1,000 resident population or a minimum spend of £2,180 per 1,000 resident population annually.

Books and e-books, periodicals, audio-visual material and electronic resources are all included.

Authorities should include their contribution to consortium purchases where relevant.

b) Library authorities will report

- The percentage of the material budget spent on resources for children.

WPLSQI 10 Welsh language resources

This indicator is designed to ensure materials in Welsh are provided in line with local requirements and the socio-demographic characteristics of the population.

a) Authorities should achieve:

Either a minimum of 4% of the material budget, or, a minimum of £750 per 1,000 Welsh speaking resident population.

Authorities will also report:

b) Total issues of resources in the Welsh language per 1,000 Welsh speaking resident population.

WPLSQI 11 Online access

a) Every static library should provide

i. A minimum of one device giving public access to the Internet and networked digital content. Computers, laptops, tablets, and other mobile devices are all included.

ii. Wi-Fi access for users to bring their own laptops or mobile devices.

b) Authorities will report the total number of devices giving public access to the Internet

i. Available in static libraries, per 10,000 resident population

ii. Available in mobile libraries.

Computers, laptops, tablets, and other mobile devices are all included.

c) Authorities will report the percentage of available time allocated for use of public access ICT equipment actually taken up by users. This should be aggregated across all libraries in the authority, including mobiles.

WPLSQI 12 Supply of requests

This indicator measures the efficiency of the public library service in responding to requests for material which is not immediately available.

Authorities should achieve:

a) A minimum of 64% of requests for material to be notified to the user as being available within 7 calendar days of the request being made;

b) A minimum of 79% of requests for material to be notified to the user as being available within 15 calendar days of the request being made.

Requests for pre-publication material shall be counted from the date of publication. Material which is not owned by the library but must be acquired by purchase or by inter-library loan is included in the calculations.

WPLSQI 13 Staffing levels and qualifications

i. Library authorities shall achieve total establishment staffing levels for the service of 3.6 (full time equivalent) per 10,000 resident population. Staff who do not work directly in service provision, e.g. cleaners, are excluded. Include only those staff paid from the library service budget.

ii. The total number of staff (full time equivalent) holding recognised qualifications in librarianship, information science or information management per 10,000 resident population should not fall below 0.65. Staff with qualifications in cognate areas, such as ICT, heritage or leisure management or education and learning may be included in the calculations if they occupy posts on the library staff establishment which require those qualifications, and when the qualifications held are relevant to their current roles and functions within the library service.

Include only those staff paid from the library service budget.

iii. The designated operational manager of the library service shall, either be the holder of recognised qualifications in librarianship, information science or information management, or, have undertaken relevant library management training within the last 3 years.

Authorities will also report:

a) where this post sits within the local authority management structure;

b) the post held by the most senior professional librarian (where different); and

c) where that post sits within the local authority management structure.

iv. A minimum of 1% of aggregate staff working hours should be spent in training and personal / professional development during the year. All library staff should be encouraged to undertake training and development relevant to their role and responsibilities, and to improve their skills.

v. Library authorities may offer members of the community the opportunity to volunteer, to support additional services in libraries managed and run by the library authority. Such opportunities can, for example, enhance the life skills and employability of individuals, contributing to tackling poverty outcomes.

Where there is community involvement in delivering the library service at a branch level, we expect there to be paid staff working alongside the volunteers in the libraries, for some of the time.

Library authorities that use volunteers to deliver additional services 'in house' (as opposed to community managed libraries) shall ensure:

- a designated volunteer coordinator

from the library service's permanent professional staff coordinates those parts of the service involving volunteer workers;

- each volunteer receives a written role description;
- legal requirements are met for each volunteer in relation to their role;
- both induction training and continuing training is provided for all volunteers;
- volunteers are appropriately supervised; and
- they have achieved, or are actively working towards, Investing in Volunteers accreditation[6].

Authorities will report:

a) the total number of volunteers across the year;

b) the total number of volunteer hours during the year;

c) whether they have accreditation status relating to the NOS or are working towards this accreditation.

Note that in order to meet this indicator in part, the service must achieve at least three of the five elements, including (iii), relating to the qualifications of the operational manager.

WPLSQI 14 Operational expenditure

In the current economic climate it is not thought appropriate to set a target for overall library expenditure, but spending on the public library service will continue to be scrutinised closely.

Authorities will report:

a) the total revenue expenditure per 1,000 resident population;

b) the percentages of this total spent on staff, materials and information resources, maintenance, repair and replacement of equipment and buildings, and other operational costs;

[6] See http://iiv.investinginvolunteers.org.uk/inyourcountry/iiv-wales for more information

c) total capital expenditure per 1,000 resident population.

Authorities which complete the CIPFA public library actuals return should use the same data here.

WPLSQI 15 Cost per visit

This indicator is useful for justifying expenditure of public funds, giving a proxy for value for money, but it must be interpreted in conjunction with demographic indicators and quality indicators relating to use. It measures the cost of the library service related to the number of library visits, including virtual visits.

Authorities will report:

- The total expenditure on library staff and materials, net of generated income, divided by the sum of the number of physical visits to library premises (including mobiles) plus the number of visits to the library web site during the year.

Authorities which complete the CIPFA public library actuals return should use the same data here. The ratio will be automatically calculated from data provided for other indicators.

WPLSQI 16 Opening hours

i. Welsh public libraries should achieve a level of aggregate staffed (paid staff and/or volunteers) opening hours across all service points administered by the authority of no less than 120 hours per annum per 1,000 resident population.

ii. Authorities will report the total number of unstaffed opening hours across all service points administered by the authority per 1,000 resident population.

iii. This part of the indicator is concerned with the adequacy of the library service's maintenance programme and staffing strategy. Authorities will report:

a) the total number of hours of unplanned and emergency closure of static service points as a result of building failure or staff unavailability as a percentage of the total planned opening hours of all static service points during the year;

b) the number of mobile library stops and/or home delivery services missed as a result of vehicle failure or staff unavailability, as a percentage of the total number of planned mobile library stops and/or home delivery services during the year.

Scheduled opening hours not open as a result of adverse weather conditions, or any other cause beyond the library's control, are not included.

4. Reporting, monitoring and assessment

The statutory requirements of public library service provision in Wales are enshrined in the Public Libraries and Museums Act 1964. The performance indicators listed here will assist the Welsh Government in assessing whether or not local authorities in Wales are fulfilling their duties under the 1964 Act, and in assessing the efficiency of the manner of delivery of library services in Wales.

4.1. Reporting requirements

Each year, local authorities will be required to report their performance against the various elements of the framework. The return will include a compliance rating against the core entitlements – indicating whether these are fully met, partially met, or not met, with appropriate description / explanation. For all entitlements which are not fully met, the return should also include a strategy for improvement in the following year.

Individual authority returns will also include data showing performance against the quality indicators included in this framework, together with a comparison for the previous year. Where performance has declined, the return should include the authority's strategy to halt the decline. Where targets are not met, the return should include a narrative outlining proposals and a timescale to achieve these targets. These data will be drawn together to provide an overview of Welsh public library services as a whole, to assist with identification of good practice, and of areas where action may be required to bring about improvements.

Measurement of the impact of public library services – the difference those services make to people's lives – is not easily quantifiable. For this reason, a qualitative element will be included in the reporting.

Each authority's return should include at least one, but no more than four, specific case studies describing the impact which the library service has had on an individual, or on a group of individuals, during the year. This is expected to describe not only the service provided and the use made of that service, but also the outcomes for the individuals or members of group as a consequence. Guidance will be provided on the format of the case studies and appropriate material to include. Such case studies will build into a valuable source of evidence of impact and value, and will further promote the spread of good practice across Wales.

A second qualitative element of reporting will be a narrative that demonstrates how the library service is contributing towards both local authority agendas and wider Welsh Government priorities and strategic goals, including any relevant legislative frameworks. The purpose of this strand of reporting is to encourage libraries to be aware of the wider social drivers (e.g. health and well-being; digital inclusion including information literacy; literacy, including reading and the connection with digital literacy; community engagement and community benefits, including families, children and young people, older people, welfare reform; Welsh language and culture), to which their service should be able to demonstrate a contribution, and to make explicit their relevance and value to policy makers at local, regional and national level.

A short description of the authority's future direction and plans for the library service over the following year will be included. Authorities will also be required to confirm that feedback in the form of opinion on the year's performances achieved by each library service has been

adequately considered by the member with responsibility for library services and by the relevant management, scrutiny and performance monitoring procedures.

A reporting template will be provided to authorities to ensure that reporting is consistent and comparable across Wales.

4.2. Monitoring and assessment procedures

The process of monitoring and assessing will be led by MALD: Museums Archives and Libraries division of the Welsh Government, and will follow the pattern established in earlier frameworks. Annual returns should be submitted by the deadline each year, and will be scrutinised for completeness by an independent reviewer and a peer reference group. The independent reviewer will then prepare a formal written feedback report, covering all aspects of the framework, including all quality indicators and narrative elements, which will be delivered to each authority in the autumn, in time to address any issues raised as part of their formal service planning process. This feedback will be formally disseminated to library authority chief executives and also to council leaders, scrutiny officers or performance managers as well as to the managers of library services. The annual reports will be made public, via the MALD web pages.

The independent reviewer will prepare a summary overview each year, including an analysis of overall performances, and significant trends within those performances, against the entitlements and quality indicators. The highest, lowest and median performances in Wales will be calculated for each indicator where this is possible. The overall analysis will be disseminated to all local authorities, usually during an annual seminar. At the end of the framework period a summary report will be published via the MALD web site.

The findings of these processes will be brought to the attention of the relevant Minister annually, highlighting achievements and trends and also problem areas, such as declining performances, incidences of non-compliance or recurring failure, together with a diagnosis of the causes wherever possible. Noteworthy improvements in performances and improving trends will also be drawn to the Minister's attention.

The core entitlements and quality indicators set out in this framework deal with aspects of the library service which are considered by the Welsh Government to be necessary – but are not necessarily sufficient – for the delivery of a comprehensive and efficient library service under the terms of Section 10 of the Public Libraries and Museums Act 1964.

As the ultimate sanction in the cases of failure to deliver a comprehensive and efficient library service, the Welsh Government can institute an inquiry, issue a direction and transfer the library functions of a library authority to itself or to another authority/organisation. Sanctions would be invoked in cases where, for example, a significant number of the core entitlements and performance targets are not reached, there is a failure consistently to reach the average performance of comparable Welsh authorities with no evidence of improvement over time, or performance across the service as a whole is consistently falling year on year.

To date, it has not been necessary to implement any of these sanctions due to constructive discussion between the relevant parties.

5. The Well-being of Future Generations Act

Libraries have a clear contribution to make to the seven goals of the Well-being of Future Generations Act.

5.1. A prosperous Wales

Development of a skilled and well-educated population is a fundamental aspect of public libraries' activity. Examples of how this is achieved include providing access to a world of lifelong learning through relevant book stock and online information, and the provision of free IT equipment, broadband and Wi-Fi , which supports education, small businesses and job seeking. Core entitlements 2, 3, 6 and 7, and quality indicators 1, 3, 5, 7, 8, 9, 12, 13 and 15 all monitor aspects of public libraries' contribution to this goal.

5.2. A resilient Wales

Social and economic resilience is supported by encouraging and promoting individual personal development, enabling people and society to adapt to changing circumstances.

Regular consultation with users ensures that the services themselves are resilient and able to adapt to changing needs. Two core entitlements are particularly pertinent here, 3 and 11, together with quality indicators 4, 11 and 14. Examples of how this is achieved in practice include support for greater community involvement in running library services, and book stock that encourages a more resilient lifestyle with access to IT so people can self-educate about the issues.

5.3. A healthier Wales

Physical and mental well-being is a key offer of public libraries, not only by providing information on which to base informed choices for the benefit of health in the future but also designated collections and schemes such as Book Prescription Wales titles loaned through libraries, which directly benefit individuals with health concerns. Relevant core entitlements for this goal are 3 and 4; quality indicators 1, 4, and 6 monitor activity.

5.4. A more equal Wales

Libraries are welcoming, inclusive and offer pro-active outreach and public engagement activities in deprived and socially excluded communities. Support for government initiatives such as Universal Jobmatch and Universal Credit enable those without IT skills or facilities to fulfil their potential. Core entitlements 1, 2, 4, 6 and 7, and quality indicators 3, 4, 11, 13 and 14, all monitor public libraries' contribution to this goal.

5.5. A Wales of cohesive communities

Libraries offer a safe neutral place within the community which provides opportunities for people to connect with each other. The one-stop-shop or hub model being developed in many areas further connects local communities with the services they need. Other examples include support for community involvement through the provision of information about the local area. Core entitlements 1, 3 and 5, and quality indicators 1, 6, 13 and 16 monitor aspects of public libraries' contribution to this goal.

5.6. A Wales of vibrant culture and thriving Welsh language

With explicit provision in the current framework covering the provision of material in the Welsh language, libraries are well placed to contribute in this area. They promote and protect Welsh culture and language, and encourage participation in the arts and recreation through the availability of a good range of stock in Welsh, and a host of cultural events and activities. Core entitlements include 2, 3, 6, 8, 9, and 10, and quality indicators 2, 6, 8, 9 and particularly 10 are all relevant here.

5.7. A globally responsible Wales

A commitment to make the most efficient use of resources is embodied in the quality indicators. MALD works with the British Standards Institute and International Standards Organisation in developing and using quality indicators for libraries which conform to ISO 11620.

Further, the borrowing of books is a great recycling tool, reducing the impact on the environment. Libraries in Wales work together in book purchasing consortia, digital/e-book consortia and the All-Wales Library Management System. Core entitlement 12 is directly related to global good practice, while quality indictors 14 and 15 are related to the balance and efficiency of service provision.

6. Community managed libraries

Since about 2014 there has been a growing number of independent and semi-independent libraries in Wales, frequently referred to as community managed libraries. Guidance issued by the Welsh Government in 2015 on community managed libraries has now been updated and is included here rather than in a separate document, as previously.

Welsh Government guidance on community managed libraries recommends that for such libraries to be considered as part of the authority's statutory provision, they must meet the core entitlements contained within the Standards framework. For the purposes of the sixth framework of public library standards, community managed libraries which receive ongoing support from the local authority library service in terms of shared resources, qualified staff and a 'seamless' customer experience can be considered for inclusion in the return.

For example, libraries conforming to the following models may be eligible:

- Elements of resources and staff provided or co-ordinated by the local library service, with the building in community ownership and a contribution towards staffing from the community council with the staff employed by the library service.
- Limited resources and regular staffing (defined hours) provided by the local library service, the building in community ownership and assistance from volunteers.

Models involving the transfer of the building and resources to the community and entirely run by volunteers with minimal (or no) ongoing assistance from the local library service in managing the facility are not eligible for inclusion.

It is appreciated that different models may exist within a single authority, so that some community managed libraries may be included in the returns, while others may not. For full consideration of whether community managed libraries can be included in the statutory service, the following minimum criteria should be met, along with meeting all the core entitlements:

- A service level agreement with the local authority public library service to include resource sharing activities such as inter-library loans;
- Paid staff, whether funded by the local authority library service or from other sources (e.g. community councils) available for 50% of the library opening hours specified in the service level agreement;
- The provision of a range of material, e.g. books, multimedia/audio-visual, Internet access and staff to support access to and utilisation of these resources;
- Authority support for the ICT facilities, which should be free at the point of use;
- Full access to and use of the local authority's library catalogue including the ability to place reservations, for members of the public. Paid staff would be expected to have access to the LMS.

The purpose of these criteria is to ensure that the public receives a high quality, comprehensive and efficient public library service that is deemed worthy of the statutory service. It is possible for a community managed library to achieve all the proposed criteria outlined above, and if they meet these and the core entitlements, they could be considered for inclusion as part of the local authority's statutory provision of public library services.

As identified above, this is achievable by entering a partnership with their local authority public library service and/or working with community councils and groups.

6.1. Reporting and data collection

If community managed libraries are considered by the authority to be part of the statutory service and are included in the annual return, the guidance document on what data to gather and how applies to all the libraries. The same rigour should be used to gather data in community managed libraries as in other libraries.

In addition, the Welsh Government wishes to monitor the support and resources provided to community managed libraries within the authority, and the extent to which they have been included in the indicators in this framework.

All authorities will therefore be asked to provide the following information, as part of the contextual data in the return:

a) The number of community managed libraries for which the authority provides

i. Paid staff

ii. Full access to and use of the local authority's library catalogue for members of the public

iii. Support for the ICT facilities

iv. Shared and rotated stock services

v. A service level agreement including resource sharing activities such as inter-library loans

b) The total annual aggregate opening hours of community managed libraries within the authority.

c) The total number of staff hours per annum dedicated to supporting community managed libraries. Include front-line staffing and management support and administration time.

Separate figures for the above will be sought for those community managed libraries included in the return (i.e. those meeting all five bullet points above), and those not included, where available.

Image Credits

All images © Welsh Government – Welsh Libraries unless otherwise stated

Page 1: Wrexham Central Library

Page 3: Ken Skates AM (image: © Crown copyright (2017) Visit Wales)

Page 5: Top: Llanelli Library, Middle: Rhyl Library, Bottom: Torfaen Libraries

Page 7: Top: Computer training group, Prestatyn Library, Bottom: Cwmbran Library

Page 8: Llanelli Library

Page 9: Carmarthen Library

Page 11: Shared reading group at Ty Cae Nant Residential Home, Torfaen Libraries

Page 12: Reading at home service, Torfaen Libraries

Page 14: Baby and toddler group, Prestatyn Library

Page 18: Reference room, Llanelli Library

Page 19: Seren Walker, Cwmbran Library

Page 21: Welsh language discussion group, Aberkenfig Library

Page 24: School visit, Maesteg, Bridgend

Page 26: All Stitched Up, Blackwood Library

Page 28: Risca Library

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.
This document is also available in Welsh.

OGL © Crown copyright 2017 WG31019
Print ISBN: 978 1 4734 9294 3 Digital ISBN: 978 1 4734 9295 0