

City of Cardiff Council

Future provision of Libraries Services in Cardiff

City of Cardiff Council Libraries

City of Cardiff Council currently invests £3.9 million per annum in its Library Services. Library services are delivered from a network of buildings across the city and through locality-based mobile provision through neighbourhood librarians and the mobile delivery service.

Public library services are regulated by the Public Libraries and Museums Act 1964.

This requires local authorities to provide comprehensive and efficient library services. Within Wales the Deputy Minister for Culture and Sport supervises the library services provided by local authorities through the Welsh Public Library Standards (WPLS).

This is now at the start of the 5th framework.



The Library Service aims to:

- Be pivotal in helping communities develop their information literacy skills in order to become digitally included.
- Contribute to the public health agenda by supporting health literacy.
- Support the child poverty agenda by providing gateways out of poverty by inspiring children to enjoy reading.
- Work collaboratively with partners within diverse communities to enhance knowledge and skills through improved literacy, enrich quality of life and empower individuals to realise their full potential.
- Support customers in accessing services in the way they want by embracing developing and emerging technologies outside of the existing building infrastructure.

The Library service in Cardiff will remain committed to these aims and delivery of the benefits they represent for the citizens of Cardiff.



Cardiff Libraries were open for **45,465 hours** last year.



Libraries received **861,098 virtual visits** (i.e. online hits to the web pages and catalogue).



Events held within the library attracted **62,740 visitors**, and a further **41,541** attended external library events.

Loaned **1.8 million books**, plus **17,000 eBooks**, to Cardiff citizens.

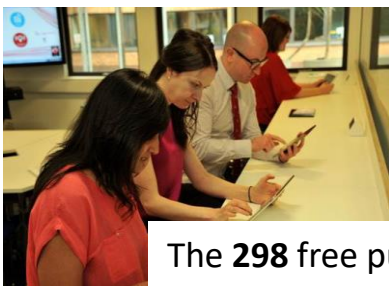


City of Cardiff Council Libraries Services

The Libraries Service has **184,310 registered users**.



Of these, **82,735** have used their card in the last 12



The **298** free public access PCs were used for a total of **324,854 hours**, in additions to the free Wi-Fi at 9 library locations.

Why do we need to change?

There are two key reasons for undertaking a review of Library provision in Cardiff.

Reason for change – Financial Pressures

Firstly, the financial pressures facing the council means that the organisation has to **evaluate the services it currently provides**. The Medium Term Financial Plan (MTFP) made clear that in order to achieve financial stability there would need to be a fundamental change in the organisation's approach to delivery.

Additionally, the Welsh Local Government Association (WLGA) Peer Review stated:

'the harsh reality is that not everything can be supported, not everything can be improved and some things will need to be reduced or be discontinued completely. Ultimately choices will revolve around reduction and/or cessation in services, demand management and service innovation.'

Proposals to review the delivery of library services in Cardiff will need to deliver £2 million of savings in line with the MTFP projection, £1 million of which to be achieved in year one.

Reason for Change – Changing Demand

Secondly, the demands placed on the service are changing and a review is required to not only see how we can meet this demand, but also how we can increase access and encourage more residents to use the service.

Of the active users, 72,282 stated their residential address as being within Cardiff. This represents 21% of the population of Cardiff (351,710) as using their local library within the last 12 months. To put this in perspective of the budgets, **this represents an annual subsidy of £54 per active Cardiff Resident user per year**. There is a massive potential market in Cardiff, which could be accessed by reshaping the service.

In recent years, Library services across Cardiff (in common with national and international trends) have experienced a significant change in the types of service people want. There are clear indications that customers want to access multiple

Council services from one location and the previous high demand for PC use is being replaced with customers wanting to use open access Wi-Fi. Cardiff will be investing in open access Wi-Fi for all its library buildings and more significantly has tracked the demand for complementary community uses within the library 'space'.

The service has been developing over recent years to meet these needs and has moved away from simply being a building filled with books. The needs of the neighbourhoods will continue to evolve and meeting these demands will require further development. There will be focus on libraries to be a place where people connect including use by community and social clubs, reading groups as well as learning and training sessions. The future model will include space for people to access the Council and partner services that they need including applying for jobs, getting advice and assistance in applying for passports / driving licences.

More Libraries Services are available online through the Digital Library in the form of e-books and e-zines. This means that customers do not always need to visit a library to pick up the latest book. However, the demand will remain to: access literacy and learning opportunities e.g. storytimes and reading groups, socialise through reading groups, use as a space to read, access Council / online services and to benefit from specialist Librarian knowledge



External factors that may affect the changing demands placed on the Library Service.

- Economic changes – library use increases during a recession. If there is a continuing economic improvement it is likely that the traditional approach to library provision will see a decrease in footfall.
- Welfare Reform change – demand may increase amongst those affected by policy changes who are subsequently encouraged to seek work, or required to access central government services online.
- New technology – libraries becoming a place to access technology that is not available at home.
- Mainstreaming of technology – e-readers and tablets becoming standard in most homes.

- An aging population that is more tech-savvy, comfortable using and embracing emerging technology and using social media to keep in touch.
- The rise in open access learning – as more people take courses and learn outside of the traditional college and university structures, the demand on libraries may increase to provide a learning environment and research facility.

However, it is crucial that we further understand the needs of the current and potential users of the service. The proposed consultation exercise will enable further insight into the needs of the local community that can be fed into any future redesign.

How can we meet this challenge?

City of Cardiff Council in order to meet the challenges is looking to reshape the service through adopting six key themes. These themes inform the evaluation of potential options, set the structure for the future business model and provide the basis on which consultation would take place.

Meeting the challenge – Community Hubs



The Council has embarked on an ambitious Hub Programme with the following aim:

'Cardiff's citizens will be able to access the services they need in the way they want to, through joined up services and closer working between Cardiff Council and its partners.'

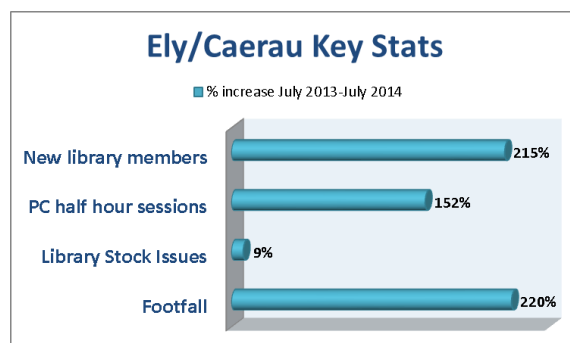
A core of generic Council services would be available at each Hub with options for the delivery of specialist Council and partner services as required by the neighbourhood. The key to future Hub provision is to improve the local service offered by integrating and decentralising services that meet local need, whilst reducing costs by disposing of buildings and sharing facilities.

To test the vision of future service delivery, three Hubs have been running. The first two Hubs opened in Llanrumney and Trowbridge / St Mellons Libraries in the autumn of 2011.

| Llanrumney and Trowbridge/St Mellons Hubs 2013/14 | | |
|---------------------------------------------------|-----------------------------------------------------------|-------|
| Customer Satisfaction | Overall the hub met my requirements / I got what I wanted | 99.7% |
| | Satisfied with Hub staff | 99.9% |
| | Satisfied with Hub facilities | 99.8% |

The third Hub opened in May 2012 at Loudoun Square in Butetown. It is based in a building owned by Cardiff Community Housing Association and provided alongside a Health Centre.

Following the success of the pilot, plans are being developed to extend the Hub provision across the city. The Ely / Caerau Hub opened on the 23rd June 2014 and has brought the previous Area Housing Office, Library, and Local Training and Enterprise Centre together in one building. Since opening, the Ely / Caerau Hub has proved very popular.



A representative from CyMAL (Welsh Government policy division that covers Libraries) has visited and provided positive feedback stating they will be using the site as an example of good practice. This approach has allowed for the closure of the old library and housing office achieving £127,000 general fund savings on non-employee related costs.

There is scope to roll out the Hub Programme to continue to bring services together and make savings. However, it is to be noted that in line with the agreed Hub Strategy it is not possible for all branch libraries to become Hubs due to: either the suitability of the building, the opportunity to bring existing revenue streams together or the need in the area.

Meeting the challenge – Mobilisation of the Library Service

As part of Libraries' aim to 'support customers in accessing services in the way they want by embracing developing and emerging technologies outside of the existing building infrastructure'. There has been a trial of additional services through a qualified Neighbourhood Development Librarian (NDL).

Areas that have traditionally used mobile library services could follow the targeted provision model, with managed collections being made available by NDLs in selected community buildings. In these Communities Buildings, the NDLs could support volunteers to provide a service.

There is a need to maintain and improve the housebound service, which provides a vital service to the most vulnerable in Cardiff. It is proposed that the service would link in with the Independent Living Project and in particular with the development of a Gateway Service, so that this client group is aware of, and can access the libraries' services. In parallel with this it is proposed for libraries to work with other Council services or volunteer groups that are already visiting this vulnerable client group. This will ensure that there is sufficient resource to meet the new client groups on a regular basis.



Meeting the challenge – Community Involvement

The Library Service is highly valued by the community in Cardiff. Through building on community relationships, opportunities exist to work collaboratively in order to build a sustainable library service. It is acknowledged that the local authority does not have all the solutions in meeting the challenges identified. This will require support of local residents and community groups in both generating innovative solutions and supporting the delivery of certain services.

As part of the consultation on the proposed recommendations, stakeholder meetings with local community groups and Cardiff's six Community Councils will take place. This will gauge the potential support that these groups can provide in the future delivery of services.

A community/commercial café library approach may provide an innovative solution to enable the library service to be delivered from a greatly reduced financial footing. The council would maintain support from:

- the supply of books, audio books, large print book.
- the transfer of IT provision including
 - Computers
 - Public Accessible Wi-Fi to at least April 2020
 - Self-serve kiosks
- a training package for volunteers/host organisation
- professional support from the Neighbourhood Development Librarian

Potential locations where this could be successful:

- Already busy Library locations
- Areas of high passing footfall
- Libraries near parks/set within gardens
- Existing community buildings that community groups are looking to increase footfall

A Community Asset Transfer Toolkit has been developed that will help community and volunteer groups understand the mutual benefits of a transfer and assist them with the process.

Meeting the challenge – Alternative Delivery

There are a variety of potential new delivery models that have been researched and considered. This includes the whole transfer of the service to a Trust (as has taken place in other authorities). The benefits include saving in Non-Domestic Rates payments and the potential for limited efficiency savings. This option would require the budget to be transferred to the new organisation and the process can take over three years to implement. Therefore, the proposal for Cardiff is that the Library Service aims to achieve savings and expand delivery through an integrated Council and community delivery offer (where appropriate).

Meeting the challenge – Use of Technology

The increase in available technology has changed the pattern of demand for Library services. Service users are more frequently using their own mobile device within Libraries and public wireless internet is currently available in Central Library and nine branch libraries. It is proposed that over the next eighteen months this will be extended to all branch libraries. This will be delivered through the externally funded 'Super Connected Cardiff' project that aims to improve broadband and wireless infrastructure in the city. Additionally, it is proposed that where possible the layout and furniture in libraries will be altered to accommodate customers using their own devices.

The Library Service is also engaging with Electronic Data Interchange software to assist with the purchase of its stocks. This is enabling the service to become more efficient and the service more 'customer-focused' through the development of more efficient processes. Electronic Data Interchange capability is currently being developed to enable the service to partner with suppliers to deliver stock directly to branch libraries, and thus reduce the space required for central storage. This will deliver improvements to customers by speeding up access to requested stock.

Cardiff Libraries also utilise Radio Frequency Identification Device technology for stock management, self-service and security purposes. By utilising this technology, there are opportunities to provide stand-alone self-service kiosks that can be located in community buildings. These would provide a basic library provision and minimise the administrative tasks associated with delivering the service. This would free up qualified library staff to deliver more specialist services. Additionally, a locker system

could be implemented in non-library locations and offer a 24/7 service where they are filled and emptied, and the library user presents their card and the correct locker door opens to allow access.

Meeting the challenge – Commercialisation

The fundamental principle of the Library Service is that it is open to all and free at the point of access and there is no proposal to change this. However, there is potential to explore the possibility of other sources of income from additional non-core services to support the financial sustainability of the service. This may include:

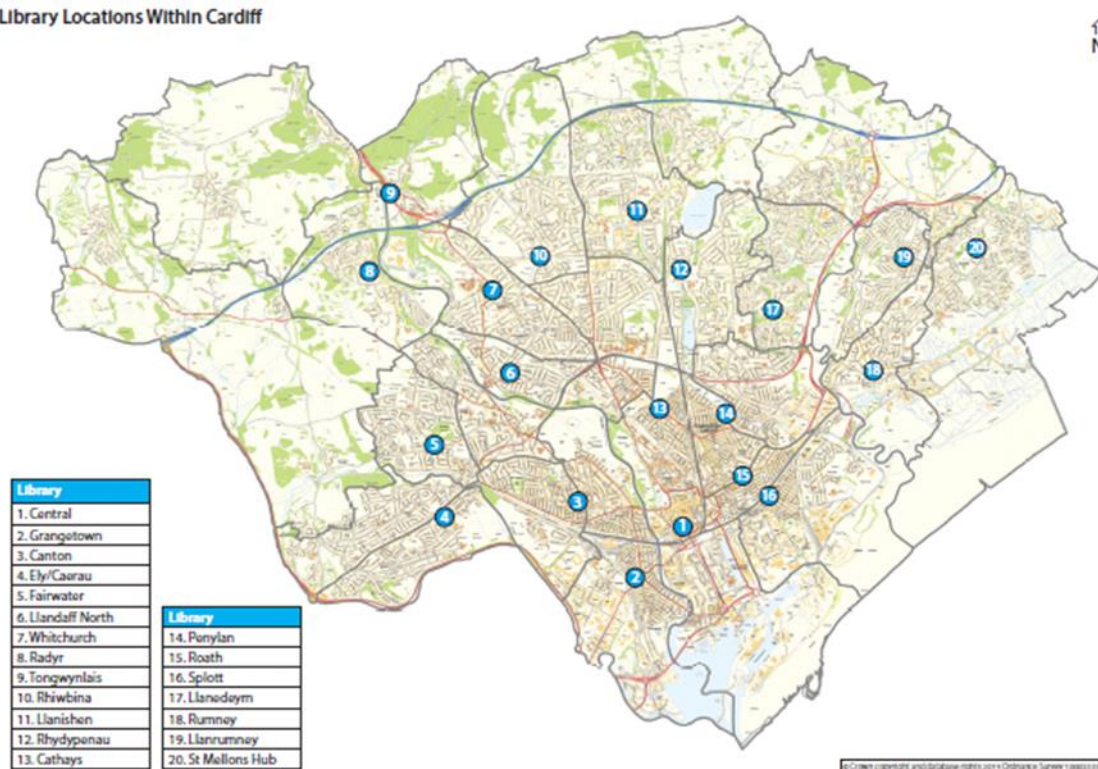
- **Sale of additional items in Libraries** This could include stamps, or e-readers with the benefit of having trained staff able to demonstrate and set up the software link with uses library membership.
- **Charging for specific courses** - This could include charging for specific courses, eg family history, e-reader courses.
- **Advertising / Commercial Sponsorship** - This could range from wholesale sponsorship of the service, to local sponsorship of a branch library, to the sale of advertising space on the delivery vans/mobile service or from the sponsorship of specific initiatives such as 'Summer Reading Challenge etc'. Also other options include, specific online advertising such as Google Pay per click from the online library.
- **Donations of money** - Opportunities for large scale philanthropist donations, to individuals leaving money in their wills, to small scale donations within the Libraries.
- **Cafes** - Where possible cafes can be installed in Libraries. Although, where either there is little space or the employee costs would restrict any income, there maybe options to locate the latest coffee vending machines inside libraries.
- **Further rental of space** - This could include photo booths or self service delivery lockers.

It is acknowledged that not all these opportunities are open to the Council and at this stage are included to understand the public perception to some of these ideas and to stimulate discussion with community groups to consider how they could support the delivery of a library service.

Review of current provision

Following the key themes of integrated service provision, community involvement, mobilisation, use of technology and commercialisation; a preferred option has been identified for each library building in the city. A detailed options appraisal document providing financial information, key data and the full range of options for each site can be viewed in the Libraries Options Appraisal appendix.

Library Locations Within Cardiff



Recommended Options

| Area | Recommendation |
|-----------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Central Library | To be transformed into a 'Super-Hub' creating a state of the art city centre location where the public can access a wide variety of public services as well as traditional library facilities |
| Grangetown | Continue with plans to be delivered through a Hub based approach |
| Canton | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian. |
| Ely | Continue to be delivered through a Hub based approach |
| Fairwater | To be delivered through a Hub based approach |
| Llandaff North | To be delivered through a Hub based approach |
| Radyr | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian. |
| Tongwynlais | Expand the service in the area from the current 4 hours per week at no extra cost |
| Whitchurch | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian. |

| | |
|----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Llanedeyrn | Creation of a new Community Hub with a full library service |
| Llanishen | Creation of a new Community Hub with a full library service |
| Rhiwbina | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian. |
| Rhydypenau | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian. |
| Rumney | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian. |
| Llanrumney Hub | Continue to provide library services through the Community Hub |
| St Mellons Hub | Continue to be delivered through a Hub based approach |
| Cathays | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian. |
| Roath | Actively seek commercial, community and partner involvement with the continued supply of books, IT equipment (incl self serve kiosks) and support of the Neighbourhood Development Librarian in an alternative location if the condition of the property means that retaining the building is unsustainable |
| Penylan | Continue to be delivered through a Hub based approach |
| Splott | Creation of a STAR Hub, inclusive of a library on the Splott Park site |

Mobilisation
of the
Service

To review the mobilisation of the service including:

- Neighbourhood Development Librarians in each area
- Self-serve kiosks
- Council/Partner and Volunteer groups for housebound clients
 - Enhance the mobile library offer

The recommendations above mean that the authority no longer fully supports the delivery of the Library service through stand-alone provision, and will deliver integrated services on a Hub model. Where a public service Hub is not a viable option, community support will be sought to continue the service alongside either community or commercial led activities in a community Hub. These Hubs will receive continued support from the supply of books, ICT equipment (including self serve kiosks), training and profession librarian support from the Neighbourhood Development Librarian. A library service will therefore still be delivered from a Library building except in those circumstances where condition or accessibility of that building is unachievable.

It is acknowledged that for the savings to be realised against the branch libraries it may take some time to consider and implement the proposals from community or commercial interests.

If the decision, informed by the consultation, is to adopt these recommendations where community or commercial partners are to be sought, the council would be looking for a partner who could:

- Demonstrate that they are a credible organisation
- Provide a deliverable and sustainable business case
- Implement the changes in a timely manner
- Deliver the provision with minimal council assistance
- Retain a council supported library service either in the current building or nearby location should the condition or accessibility of the existing building make such a move necessary

Neighbourhood Development Librarian

In order to assist with the recommendations it is proposed for the Library Service to be mobilised to reach a wider customer base. In particular, this includes the targeting of those 'harder to reach' groups. This will be achieved through

- Each Neighbourhood Partnership Area to have their own NDL.
- All NDL's to be qualified librarian
- Provide outreach to develop links with local community groups, schools, partners and individuals.
- Active promotion of library services to areas with the aim of increasing take up of these services.
- Creative and imaginative delivery of reading, ICT and information sessions in the community.

The financial savings linked to the strategy include ensuring the provision of Neighbourhood Development Librarians in each Neighbourhood Partnership area of the city.

Community Self Serve Kiosks

Cardiff Libraries are committed to the accessibility of services to our customers. We are proposing to develop services within our community to ensure that customers retain access to services by developing new and innovative platforms of delivery. We will be working with Community partners to develop community drop off points in various locations and buildings within the Neighbourhood Partnership Areas.

Community Partners will be supported with the books, electronic kiosk and assistance from the Neighbourhood Development Librarian.

To support the delivery of the library service from alternative delivery points it is proposed that £32,000 is retained for investment in the self-serve kiosks.

Consultation and Assessment

The options contained within this report will require full public, local member and key stakeholder consultation. It formed part of the wider *Changes for Cardiff* consultation that commenced 21st November. This will enable consistency and support the City of Cardiff Council's commitment to involve local people and communities in conversations that will shape the future of public service through the Cardiff Debate.

Each of the proposed recommendations will be subject to a full assessment and consultation. This will include an Equality Impact Assessment and an analysis of the potential impact on the WPLS.