CITY & COUNTY OF CARDIFF

DINAS A SIR CAERDYDD

ECONOMY & CULTURE SCRUTINY COMMITTEE   **11 NOVEMBER 2016**

LIBRARIES PERFORMANCE

Report Overview

1.   This report is split into two sections, providing Members with appropriate information to consider the following areas of the Library Service:

   - Welsh Public Library Standards – Annual Report 2015/16
   - Summer Reading Challenge 2016

A. WELSH PUBLIC LIBRARY STANDARDS – ANNUAL REPORT 2015/16

Purpose of Report

2.   To update the Committee on the performance of Cardiff Libraries against the *Fifth Assessment Framework for Welsh Public Library Standards (WPLS): Annual Report 2015/16*. The Committee has monitored the Council's progress against the Standards for a number of years and agreed to continue to do so as part the work programme confirmed in October 2016.

Background

3.   The Welsh Government launched the first set of Public Library Standards (WPLS) for Welsh authorities in 2001, to be implemented over a three year period from 2002/03 to 2004/05. This was a set of national standards with a procedure for performance management that generated comparative performance information. It was intended as a support mechanism to effect improvements and greater efficiency in libraries, which local authorities have a

statutory duty to provide under the Public Libraries and Museums Act 1964. There is consensus within the library profession and across local authorities that the Standards have driven improvement in libraries across Wales.

4.   The fifth quality framework of Welsh Public Standards 2014-2017 – *'Libraries Making a Difference'*, has been developed to monitor how well library services deliver benefits such as literacy, digital inclusion, cohesive communities, and health and well-being for the people of Wales. This framework has moved away from the standards and performance indicators used in previous years and has instead introduced core entitlements and quality indicators to measure the impact of library services. The full document can be found via the following link: https://goo.gl/JHrV7B .

5.   The desired outcome of the fifth framework is that libraries deliver all the services and facilities listed as core entitlements. The framework has been themed around four areas of core service, with each containing a number of core entitlements and quality indicators. The core services and related entitlements are as follows:

Customers and Communities
- **WPLSCE 1** – Libraries in Wales will ensure friendly, knowledgeable and qualified staff are on hand to help.
- **WPLSCE 2** – Libraries in Wales will stage a range of activities to support learning, enjoyment and enable users to obtain the maximum benefit from the available resources.
- **WPLSCE 3** – Libraries in Wales will provide access to a range of services and resources to support lifelong learning, personal well being and development, and community participation.

Access for All
- **WPLSCE 4** – Libraries in Wales will be open to all members of their communities.
- **WPLSCE 5** – Libraries in Wales will be free to join.
- **WPLSCE 6** – Libraries in Wales will provide a safe, attractive and accessible physical space with suitable opening hours.

- **WPLSCE 7** – Libraries in Wales will provide appropriate services, facilities and information resources for individuals and groups with special needs. Special needs can be caused by physical and health impairment, economic disadvantage (e.g. long term unemployment), cultural difference (e.g. language, new arrivals), educational background, or other circumstances that require special library services.

Learning for Life
- **WPLSCE 8** – Libraries in Wales will lend books for free.
- **WPLSCE 9** – Libraries in Wales will deliver free access to information.
- **WPLSCE 10** – Libraries in Wales will provide free use of the Internet and computers, including Wi-Fi.
- **WPLSCE 11** – Libraries in Wales will deliver free use of online information resources 24 hours a day.
- **WPLSCE 12** – Libraries in Wales will provide access to high quality resources in a range of formats, including those in the Welsh language, reflecting changing forms of publication.
- **WPLSCE 13** – Libraries in Wales will share their catalogues, to enable a single search of all Welsh library resources.

Leadership and Development
- **WPLSCE 14** – Libraries in Wales will promote libraries to attract more people to benefit from their services.
- **WPLSCE 15** – Libraries in Wales will regularly consult users to gather their views on the service and information about their changing needs.
- **WPLSCE 16** – Libraries in Wales will work in partnership to open up access to the resources of all Welsh libraries.
- **WPLSCE 17** – 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.
- **WPLSCE 18** – Libraries in Wales will provide a clear, timely and transparent complaints process if things go wrong.

6. The quality of these services and facilities, and the achievement of the core entitlements will be assessed against a broad range of performance indicators

and outcome-based measures – these are referred to as Quality Indicators (WPLSQI) and can be found listed throughout the document *''Libraries Making a Difference'.*

Annual Report 2015/16

7.   It is a duty of the Welsh Ministers to superintend and promote the improvement of public library services in Wales. In accordance with this duty the Welsh Government undertakes an Annual Review of each local authority library service. The Museums, Archives and Libraries (CyMAL) Department's evaluation of Cardiff's performance was received in September 2016 and can be found attached at **Appendix A**. The evaluation is based on self assessment data submitted by the authority against each Core Entitlement (WPLSCE) and Quality Indicator (WPLSQI).

8.   The evaluation found that:

- Cardiff is meeting all 18 core entitlements in full (in 2014/15 Cardiff met 17 of the 18 core entitlements in full, and partially met one)
- Of the seven quality indicators which have targets, Cardiff achieved three in full, two in part and failed to achieve two (in 2014/15 this was four in full, two in part and failed to achieve one)
- The Council's Library Service has key strengths in community engagement and its visitor levels
- The main areas of concern are the staffing and acquisitions budgets (the same areas identified in 2014/15).

9.   The Core Entitlement Cardiff is now meeting, which was not met in 2015/15, is **WPLSCE 15 – Libraries in Wales will regularly consult users to gather their views on the service and information about their changing needs**. Customer surveys and consultation was carried out in February 2016 following a period where the Service had not carried out a standard user survey for a number of years.

10. The Annual Assessment report splits the Quality Indicators into three sections:1) Quality indicators with targets; 2) impact measures; and 3) quality performance indicators and benchmarks. Below is the overview of Cardiff's performance against the quality indicator standards.

Quality Indicators with targets – Cardiff is achieving 3 in full, 2 in part and failing to achieve 2 of the indicators – as shown in the table below. In comparison with 2014/15, performance against QI 9 has declined from fully met to partial; performance against QI 10 has improved from partially to fully met; and QI 16 has declined from fully met to not met.

Quality Indicator	Met?	
QI 3 Individual development:		Met in full
a) ICT support	✓	
b) Skills training	✓	
c) Information literacy	✓	
d) E-government support	✓	
e) Reader development	✓	
QI 5 Location of service points	✓	Met in full
QI 8 Up-to-date reading material:		Not met
a) Acquisitions per capita	✗	
or Materials spend per capita	✗	
b) Replenishment rate	✗	
QI 9 Appropriate reading material:		Partially met
a) % of material budget on children	✗	
b) % of material budget spent on Welsh	✗	
or Spend on Welsh per capita	✓	
QI 10 Online access:		Met in full
a) All service points	✓	
Computers per capita	✓	
b) Wi-Fi provision	✓	
QI 13 Staffing levels and qualifications:		Partially met
a) Staff per capita	✗	
b) Professional staff per capita	✗	
c) Head of service qualification/training	✓	
d) CPD percentage	✓	
QI 16 Opening hours per capita	✗	Not met

Impact measures – In 2014/15 Cardiff did not report any figures in this area as it did not conduct any impact surveys. The table below ranks Cardiff in comparison with other authorities returning the relevant data (where 1 is the highest scoring authority).

Performance indicator		Rank	Lowest	Median	Highest
QI 1 Making a difference					
b)	% of children who think that the library helps them learn and find things out:	91%	9/12	86%	93%	99%
e)	% of adults who think that the library has made a difference to their lives:	87%	6/13	36%	87%	97%
	% of children who think that the library has made a difference to their lives:	85%	3/11	57%	73%	93%
QI 4 b) % of attendees of training sessions who said that the training had helped them achieve their goals:		100%	1/17	85%	97%	100%

Quality performance indicators and benchmarks – these indicators do not have targets but allow performance to be compared across the 22 local authorities in Wales. As can be seen, in some areas Cardiff is ranked first in Wales, and in others is amongst the middle or lowest performing local authorities. Members may wish to note the following in relation to quality performance indicators:

- Cardiff has maintained its position as number 1 in terms of library visits per capita and virtual visits per capita (QI 6).
- The use of ICT equipment has fallen from 46% to 35% (QI 11).
- Supply of requests has declined, leaving Cardiff one of the lower ranked authorities.
- Cardiff is ranked number 1 in terms of total volunteers and volunteer hours, with large improvements made on 14/15 figures.

Performance indicator		Rank	Lowest	Median	Highest	2014/15	Rank
QI 1 Making a difference							
a) new skills	71%	8/13	23%	72%	92%		
c) health and well-being	43%	10/13	26%	58%	93%		
d) enjoyable, safe and inclusive	95%	9/13	84%	97%	100%		
QI 2 Customer satisfaction							
a) 'very good' or 'good' choice of books	84%	11/14	74%	89%	97%		
b) 'very good' or 'good' customer care	93%	12/14	90%	97%	99%		
c) 'very good' or 'good' overall	95%	10/14	92%	97%	99%		
d) child rating out of ten	9.5	1/13	8.0	9.2	9.5		
QI 4 User training							
a) attendances per capita	134	2	5	30	390	39	5
c) informal training per capita	278	6/19	3	195	1017	115	15 / 21
QI 6 Library use							
a) visits per capita	6,185	1	2,467	3,967	6,185	5,955	1
b) virtual visits per capita	2,475	1	340	976	2,475	2,449	1
c) active borrowers per capita	217	3	45	157	273	232	3
QI 7 Attendances at events per capita	293	6	60	223	666	221	9

Performance indicator		Rank	Lowest	Median	Highest	2014/15	Rank
QI 11 Use of ICT - % of available time used by the public							
	a) equipment	35%	8	20%	31%	68%	46%	5
	b) Wi-Fi services	n/a		20%	60%	90%	n/k	
QI 12 Supply of requests							
	a) % available within 7 days	68%	18	57%	71%	86%	72%	9
	b) % available within 15 days	77%	20	71%	86%	96%	82%	17
QI 13 Staffing levels and qualifications							
	(v) a) total volunteers	103	1	0	18	103	31	4
	b) total volunteer hours	3,699	1	0	582	3,699	927	6
QI 14 Operational expenditure							
	a) total expenditure per capita	£16,536	6/21	£7,516	£12,749	£18,760	£17,410	4
	b) % on staff	40%	21/21	40%	58%	79%	49%	19
	% on information resources	9%	19/21	7%	13%	23%	10%	20
	% on equipment and buildings	16%	2/21	1%	3%	20%	20%	3
	% on other operational costs	34%	3/21	0%	20%	39%	22%	12
	c) capital expenditure per capita	£4,677	1/21	£0	£272	£4,677	£481	10
QI 15 Net cost per visit		£1.83	21/21	£1.83	£2.43	£3.53	*	
QI 16 Opening hours (see note)							
	(ii) a) % hours unplanned closure of static service points	0.04%	15	0.00%	0.00%	0.16%	0.17%	18
	b) % mobile stops / home deliveries missed	3.49%	17/19	0.00%	0.71%	23.44%	5.4%	19 / 19

11.   Highlights from the commentary of the CyMAL assessment report include:

- Adult satisfaction levels are below the median for Wales as a whole, but the results from the children's survey are better.

- Attendance at formal training has increased compared to last year, and is second highest in Wales. Rates of informal training have more than doubled.

- 97% of the population of Cardiff is within easy reach of service points.

- High levels of visits are likely to be a consequence of shared services through Hubs.

- The number of active borrowers has fallen, but remains third highest in Wales.

- Cardiff has trebled its use of volunteers during the year to 103, each giving an average of 36 hours to the service. Half of these are young volunteers recruited to support the Summer Reading Challenge.

12.   The concluding remarks of the Annual Assessment report state that *"Cardiff Library Service reports a mixed performance, but is continuing to develop, with strategies designed to deliver improved performance next year. Concern remains with the ongoing low staffing and low acquisition levels, however."*

Previous Scrutiny

13.   The Economy and Culture Scrutiny Committee monitored performance against the Welsh Public Libraries Standards fourth framework across 2012-14. Members raised the following recurring scrutiny issues during this period:

- staffing levels in libraries in Cardiff are a chronic issue with Cardiff being in the lowest quartile for the whole of Wales;
- qualification levels of staff are below the WLPS standard;
- the levels of new stock acquisitions have been an area of concern.

14.   The Welsh Public Libraries Standards fifth framework was first scrutinised by this Committee in November 2015. Following this meeting, Members wrote to the Cabinet Member to make the following points:

- Members were concerned that the Council was not carrying out the formal feedback surveys required by the Welsh Government, but were reassured that this requirement would be met in full for the 2015/16 annual return;
- Members welcomed the achievement of making superfast broadband available across the libraries in Cardiff, and hoped that this can help close the digital divide that exists across the city;
- Members were concerned that the appropriateness of some measures could be challenged given it was only one year into a three year framework.

Way Forward

15.   Councillor Peter Bradbury (Cabinet Member for Community Development, Co-Operatives and Social Enterprise) will be in attendance, and may wish to make a statement. Sarah McGill (Director – Communities, Housing & Customer Services) and Isabelle Bignall (Head of Service – Customer Services) will be in attendance and will provide a short presentation on Cardiff's performance against the WLPS for 2015/16. They will also be available to answer any questions that Members may have.

B. SUMMER READING CHALLENGE 2016

Purpose of Report

16.   This report enables Members to evaluate the performance of Cardiff in the 2016 Summer Reading Challenge and test plans for the Summer Reading Challenge in summer 2017.

Background

17.   The Summer Reading Challenge is a reading promotion for children aged four to 11 that takes place across the UK. It is run annually by The Reading Agency (an independent charity, whose aim is to "inspire more people to read more", encourage them to share their enjoyment of reading, and celebrate the difference that reading makes to all our lives) through the public library network.

18.   Children's reading can 'dip' during the long school summer holidays and the aim of the Summer Reading Challenge is to address this. The target is to get children to read six or more books from the library during the summer holidays. It is free to join and every child who completes the Challenge receives a certificate. Children can read whatever they like - fact books, joke books, picture books, audio books – the only requirement is that they are borrowed from the library.

19.   The theme for the 2016 Summer Reading Challenge was the Big Friendly Read, linked to celebrations for the centenary of Roald Dahl's birth. In scrutinising the 2015 results, Members were informed that the Council was targeting a 70% completion rate for 2016, and looking to build upon relationships developed in previous years of the Challenge.

Previous Summer Reading Challenge Results

20. The following results have been achieved in Cardiff between 2013 – 2015:

	2013	2014	2015
Participation	4853	5,902	5,703
Completion	3207	3,776	3,669
Completion Rate	66.10%	63.98%	64.33%
Issues – children's stock		99,696	127,573

21. In previous years a wide programme of events have been undertaken to support the Summer Reading Challenge, including:

- School visits
- Author events
- Reading challenge parties
- Workshops
- World record attempts

The full programme of events was widely advertised, including social media such as Facebook and the Cardiff events page (https://goo.gl/5BxNEa).

Previous Scrutiny

22. Following its consideration of the 2015 Summer Reading Challenge, the Economy and Culture Scrutiny Committee wrote to the Cabinet Member – Community Development, Co-operatives & Social Enterprise to make the following points:

- Members note that the 70% target was not achieved but recognise it is an ambitious target to be the first authority in Wales to achieve it.
- Members recommend that Elected Members are formally included within planned promotional activities, given their role as school governors and an anticipated willingness for Members to get more involved.
- Members were glad the Council is committed to this initiative and recognise the benefits reach wider than just children's reading,

encouraging adults to visit libraries and raising their awareness of the services they offer.

23. Following its consideration of the 2014 Summer Reading Challenge results in May 2015, the Economy & Culture Scrutiny Committee wrote to the Cabinet Member: Community Development, Co-operatives & Social Enterprise to make the following points:

- Given the initiative is one that local authorities must opt-in to, Members were glad the Council is committed to supporting young people and addressing the literacy dip that can occur in the summer break.

Way Forward

24. Councillor Peter Bradbury (Cabinet Member: Community Development, Co-operatives and Social Enterprise) has been invited and may wish to give a statement. Sarah McGill (Director of Communities, Housing and Customer Services) and Isabelle Bignall (Assistant Director of Communities and Customer Service) will be in attendance and will provide an overview of the 2016 Summer Reading Challenge and targets for 2017.

Legal Implications

25. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the

Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

26. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

Recommendation

27. The Committee is recommended:

     a. to consider whether it wishes to pass on any comments, observations or recommendations to the Cabinet;
     b. to discuss whether it wishes to schedule any further scrutiny of these issues.

Davina Fiore
Director of Governance and Legal Services
4 November 2016

The following Appendix is attached:

Appendix A: *Fifth Assessment Framework for Welsh Public Library Standards: Annual Return 2015/16.*