

**HUB & LIBRARY STRATEGY (2019 – 2023)**

**CABINET PORTFOLIO: HOUSING & COMMUNITIES  
(COUNCILLOR LYNDA THORNE)**

**AGENDA ITEM: 8**

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**Reason for this Report**

1. To approve the Hub and Library Strategy 2019 – 2023
2. To approve the approach to the development of the Library Collections Policy

**Background**

3. In 2011 Cabinet set out its commitment to the development of Hubs. Since that date 12 hubs have been delivered, Central Library Hub and 11 community hubs. The programme has been very successful, bringing together council and partners to provide a wider range of services, in modern and vibrant buildings based in the heart of the community. The Hub programme has increased both the range of services available and the take up of those services.
4. In 2018 Cabinet agreed to extend the Hub programme across the remainder of the city, using existing library buildings to provide additional services with a focus on wellbeing and supporting independent living. Work has commenced on this extended programme, Hub staff are in place in all the buildings and have been trained to provide a range of advice. Further partner services and community groups and events are also now in place. Plans have been produced for the refurbishment and extension of Rhydypennau and Whitchurch, consultation has taken place on these proposals and funding secured for the works which will commence shortly.
5. Work is also underway to develop the first specialist Youth Hub at Butetown Pavilion, this refurbished building will provide joined up advice and support for young people alongside traditional youth services in a relaxed setting. It is anticipated that work will be completed by spring 2020.
6. Cardiff's Library Service is embedded in the Hubs. The Service performs well against the Welsh Public Library Standards. In 2018/19 Cardiff met 11 of the 12 Core Entitlements under the standards, the approval of the

attached Strategy will allow the service to be compliant with all the core entitlements by meeting the requirement that: *“Libraries in Wales will provide access to the library service’s strategy, policies, objectives and vision”*.

7. There are also 16 quality indicators under the Library Standards. Cardiff is the best in Wales in 4 of indicators in 2018/19:
  - Visits per capita (2,600,848);
  - Virtual visits per capita (799,897)
  - Active Borrowers (91,000)
  - Volunteers (214).
8. Cardiff ranks second and third in Wales in a further 8 indicators and Cardiff’s Library Service is also one of only two services in Wales to deliver a full Health and Well-being service.
9. There are only two quality indicators that are an issue. While Cardiff is now the only Council in Wales meeting the target for overall number of staff, the target for qualified staff is not met. While several staff are undertaking NVQ level 3, this will not help achieve the requirements, as only degree level qualifications are accepted for the standard. Cardiff does however have a strong Library Strategy team with qualified staff. This team leads, develops and promotes the services across the city.
10. Cardiff also does not meet the target for spend on books, however because of good value achieved through procurement the service does meet the needs of citizens. £539,000 was spent on books and other resources in 2019/20 and 70,294 items were purchased. To achieve the standard in full, additional funding in excess of £200k would be required.
11. The Council has a proactive approach to providing books and other resources both in hard copy and digitally. A wide range of books for all age groups are purchased including a copy of every book published in Welsh and also a selection of books and other resources in community languages. There is also a local studies collection based at Cathays Heritage Library and a legacy collection of historical books and manuscripts. Currently there is no clear policy in place for retaining, sharing and disposing of the library stock, as a result a very large number of books are stored and best use is not made of the historical collection. A clear policy is required to inform the future of the library collections and proposals for this are set out later in this report.

## **Issues**

### **Hub and Library Strategy**

12. The draft Hub and Library strategy 2019 – 2023 sets out a single vision for the services supported by key aims and more detailed “we will” commitments.

## **Vision**

13. Delivering high quality services and support in the heart of the community

## **Key Aims**

14. The key aims of the strategy are to:
  - Continue to develop our network of hubs to provide services across the city based on local need:
  - Providing a wide range of literature and other resources to meet the needs and aspirations of our citizens.
  - Encouraging reading through a wide range of events and activities.
  - Supporting our children and young people.
  - Providing high quality information and advice and promoting digital inclusion.
  - Tackling poverty by helping people into work and encouraging learning.
  - Promoting health and wellbeing and bringing communities together.
  - Celebrating our heritage and culture.
15. Public consultation took place around these key aims and the response to this consultation has helped to inform the detailed commitments set out in the Strategy.

## **“We Will” Commitments**

16. A wide range of commitments for taking the service forward are set out in the Strategy. Many of these commitments build on the work already underway in the Hub and Library services. Some of the main proposals for change and cross cutting themes are summarised below:

### **The continued development of the hubs**

17. As noted above the development of hubs is continuing with the delivery of community hubs across the north of the city using the existing library buildings. Plans are in place for the refurbishment and extension of Whitchurch and Rhydypennau and funding will continue to be sought for investment in the remaining buildings.
18. A commitment has also been made to develop specialist youth Hubs. Work is underway to transform Butetown Pavilion into a Youth Hub and funding is being sought for the development of a City Centre Youth Hub, this will be a joined up service across a range of council and partner services, dedicated to providing advice to young people in a relaxed setting.
19. Work is also underway to support Health partners to deliver a number of Health and Wellbeing Hubs, the first of these will connect with the Powerhouse Hub at the Maelfa, Llanedeyrn to create an extensive local centre for health, council and partner services.

20. It is recognised that some areas, such as Riverside, have considerable levels of deprivation but do not have a community hub. It is therefore proposed to review service provision in the most deprived wards without hub provision, to ensure local needs are met through the most effective alignment of services.

## **Volunteering**

21. The Hub and Library services already offer a wide range of volunteering opportunities. Volunteering can both help prevent social isolation and can be a pathway into work. The Strategy sets out a number of commitments to increase volunteering across the services, these proposals include working with partners and local community groups to offer events and activities outside core opening hours. Also providing a range of meaningful volunteering placements, and where appropriate assigning a work place mentor, to assist clients to become more job ready. Volunteering will be used to expand and enhance the offer in the Hubs and Libraries and will not be used to replace Council service provision.

## **Supporting our children and young people.**

22. The Strategy sets out clearly how the Hub and Library service will contribute to the Child Friendly City, setting out a wide range of commitments to improve support to our children and young people.
23. This is a challenging time for many young people and providing the right advice, positive activities and role models is important if the threat of knife crime, radicalisation and exploitation is to be reduced. The ambition to develop specialist youth hubs is set out above, and there is an opportunity to significantly improve the services available to young people.
24. Cardiff Youth Services are already co-located within Hubs in Llanedeyrn, St Mellons and Butetown Pavilion. The Hub and Community Inclusion Officers have worked with the Youth Service and other partners to ensure that more activities are available to young people in the Hubs. Experience in Butetown in particular has shown that by working more closely with partners and volunteers, a far wider range of youth activities can be provided and parents can also be encouraged to be positively involved. The refurbishment of the Butetown Pavilion to develop the first Youth Hub will allow even greater partnership working and volunteering to improve the activities and services available for young people.
25. While good progress has been made in improving the help available for young people, including through the Cardiff Commitment, it is recognised that there is a need for more targeted advice and support services, particularly for the most vulnerable young people. The development of the proposed City Centre Youth Hub will provide a wide range of advice and support in a relaxed setting, with a focus on into work activity and business start-up.

26. Further join up between services for young people, using the Hub principles, together with extended use of volunteers is proposed in the Strategy, this could achieve a far greater range of services, activities and events and a more joined up and consistent approach. These services could be provided over the full week including weekends and school holidays.
27. Young people have been fully involved in the design of the new hubs. In developing the Butetown Youth Hub for example, young people's views were first sought on the types of activities and advice that they would like to see in the hub, then further consultation sessions took place on the proposed decoration and layout. Amended designs were produced as a result and displayed in the building with questionnaires for young people to provide further feedback. The final design fully took into account the views of the young people.

### **Digital Services and Training**

28. Improving the digital offer in Hubs and Libraries is key theme running throughout the strategy. Supporting digital inclusion has long been an aim of the hubs and it is more important than ever as the move towards digital only services continues. However the Strategy takes this further to offer help, support and training for all levels of ability, including supporting the aspirations of our young people seeking a career in digital technology by improved training and facilities.

### **Advice Services**

29. Advice services are at the heart of the Hub services. It is vital that the advice provided is of a high standard. The Councils Money Advice Service will therefore be a pilot for the new Welsh Government's new Information and Advice Quality Framework standard (IAQF). There are also proposals to make housing advice more available in the Hubs, raising awareness at an early stage to prevent loss of accommodation, helping people to find a home through Home Finder Workshops and providing much needed homelessness support in the local community.

### **Tackling Poverty**

30. Ensuring everyone can share in the city's prosperity has always been integral to the hubs and a wide range of into work support is provided. The Strategy sets out plans to building on our current offer to employers, providing a valuable recruitment service, by undertaking CV and pre-assessment screening, providing interview technique sessions but also designing more sector specific courses to support clients wishing to start a career. This has already been successfully piloted for the care sector and this will be rolled out further.

### **Health and Wellbeing**

31. Developing a strong health and wellbeing offer is key aim of the Strategy and there are plans to work more closely with health partners both in

providing more public health information and also in the creation of new Health and Wellbeing facilities. The Strategy also sets out proposals to work with partners to deliver more self-help groups such as Mental Health and Carers support groups. There are also proposals to deliver ageing well activities and independent living advice across the city and an increased programme of events to support the health and wellbeing of older people. The Strategy has clear proposals to support the Dementia friendly and Age Friendly City agenda.

### **Bringing Communities Together**

32. The new Community Inclusion Officers in the Hubs are working well, developing a wide range of activities to tackle social isolation for all ages, from coffee mornings to film clubs and Knit and Natter sessions. They are also encouraging people to become Active Citizens, making best use of the skills of those wanting to volunteer by creating new activities in the Hubs and encouraging groups to support each other. Building on this approach is a key aim of the Strategy and more work is planned to develop other community activity such as community recycling to include drop off points for school uniform recycling.

### **Library Collections Policy**

33. The draft Library Collections Policy at appendix 2 sets out the commitment to provide a comprehensive and up to date collection of books and other resources including:
- A wide range of fiction, including literary classics and first time authors.
  - Non-fiction, covering all areas, up to undergraduate level.
  - A comprehensive Children's collection for all ages.
  - A copy of every new title published in the Welsh Language.
  - An extensive selection of works in other languages including books, magazines and newspapers.
  - Up to date reference materials both in hard copy and on line.
34. The collection will include comprehensive E resources and targeted special collections such as health related books. Where books are not available they can be reserved either from local stock or via regional inter- library lending service. The draft policy sets out the intention to increasingly provide reference material in on line form, to ensure that it information is up to date.
35. The draft policy sets out the aim to continually assess the usage of these to ensure that they meet the needs of customers.
36. The collection includes a comprehensive local studies/ history collection at Cathays Heritage Library, plans are in place to promote these resources to schools and across the hubs to ensure that they are more accessible.

37. Cardiff holds a legacy collection of historical manuscripts and books. While the Library Service has some specialist storage at Central Library Hub this is very limited and much of the collection is stored in less than ideal conditions in the library stacks building at Dominions Way. Without improved storage and specialist preservation work the condition of the collection will deteriorate.
38. The cost of correctly storing, preserving and digitising the historical collection is prohibitive, and there are more appropriate organisations than the Council with the skill and knowledge to undertake this work such as the National Library of Wales and Cardiff University.
39. The draft policy sets out proposals to retain within the city the parts of the collection that have particular significance for Cardiff, whilst sharing other parts of the collection with specialist organisations who are better placed to restore and digitise these. Principles for sharing the historical collection are set out in the draft policy, and these will ensure that legal ownership of the collection will remain with Cardiff Council and that access for Cardiff citizens will be ensured.
40. Principles for stock disposal have been set out in the policy to be sure that the Library Collection remains relevant and in good condition. It is anticipated that with better stock management it may be possible to reduce the size of the current library stacks building at Dominions Way and move to a more appropriate building. This could reduce leasing costs.
41. The Library Collection Policy together with detailed proposals for sharing the historical collection will be the subject of a consultation with key stakeholders. It is proposed that taking this forward should be delegated to the Assistant Director for Housing and Communities in consultation with the Cabinet Member for Housing and Communities. Should there be any significant changes proposed to the draft policy as a result of the consultation, this will be returned to Cabinet for further consideration.

### **Consultation and Equality Impact Assessment**

42. Public consultation took place between August and September 2019 and a total of 2,364 responses were received. A separate survey was developed for children and young people to ensure their views were captured. The findings of the survey have been reflected throughout the Strategy.
43. Further consultation will take place with stakeholders about the Library Collection Policy and the intention to share the historical collections with specialist institutions and partners.
44. An Equality Impact Assessment has been carried out on the Strategy, no significant issues were identified and many positive impacts on those with protected characteristics were recorded. A copy of the Equality Impact Assessment can be found at Appendix 3.

## **Reason for Recommendations**

45. To agree the way forward for Hub and Library Services for the next 5 years.
46. To agree in principle the draft Library Collection Policy, to inform the purchase, maintenance, sharing and disposal of library books and other resources.

## **Financial Implications**

47. The report and appended strategy identifies a number of objectives for the period outlined. Such objectives will need to be met from existing revenue and capital budgets approved as part of the budget framework. Where external funding is secured or to be bid for, any projects or services delivered from this needs to be in accordance with the terms and conditions of such funding and also consider any ongoing revenue budget implications of changes to service delivery. Any approved changes in collections, property and accessibility to such will need to consider the costs of holding collections including any associated insurance implications.

## **Legal Implications**

48. Section 7 of The Public Libraries and Museums Act 1964 places a duty on the Council as Library Authority *“to provide a comprehensive and efficient library service for all persons desiring to make use thereof”*. The Council must do so in a way which meets the needs of local library users taking into account the resources available.
49. The report recommends Cabinet to approve the draft Hub and Library Strategy 2019-2023 which is annexed at Appendix 1. As and when individual proposals within the draft Hub and Library Strategy are developed legal advice should be obtained, legal implications may arise if and when the matters referred to in the draft papers are implemented, with or without any modifications. It is noted that public consultation was completed. This gives rise to the legitimate expectation that the outcome of the consultation will be duly considered when subsequent decisions are made. Accordingly, in considering this matter due regard should be had to the consultation feedback received.
50. The report also recommends Cabinet to agree in principle the draft Cardiff Library Collections Policy (annexed at Appendix 2) and to delegate authority to the Assistant Director (Housing and Communities) in consultation the Cabinet Member for Housing and Communities to further the Cardiff Library Collections Policy. It is mentioned that consultation will take place with stakeholders regarding the Cardiff Library Collections Policy. Any such consultation must be adequate and fair. The completion of such consultation gives rise to a legitimate expectation that the outcome of the consultation should be considered as part of the decision making process.



## Equalities Impact Assessment/public duties

51. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of ‘protected characteristics’. The ‘Protected characteristics’ are: • Age • Gender reassignment • Sex • Race – including ethnic or national origin, colour or nationality • Disability • Pregnancy and maternity • Marriage and civil partnership • Sexual orientation • Religion or belief – including lack of belief.
52. The decision maker should consider the EQIA set out in Appendix 3
53. Where a decision is likely to result in a detrimental impact on any group sharing a Protected Characteristic, consideration must be given to possible ways to mitigate the harm. If the harm cannot be avoided, the decision maker must balance the detrimental impact against the strength of the legitimate public need to pursue the recommended approach. The decision maker must be satisfied that having regard to all the relevant circumstances and the PSED, the proposals can be justified, and that all reasonable efforts have been made to mitigate the harm.
54. The Well-Being of Future Generations (Wales) Act 2015 (‘the Act’) places a ‘well-being duty’ on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
55. In discharging its duties under the Act, the Council has set and published well being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff’s Corporate Plan 2019-22. When exercising its functions, the Council is required to take all reasonable steps to meet its well being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
56. The well being duty also requires the Council to act in accordance with a ‘sustainable development principle’. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
  - Look to the long term
  - Focus on prevention by understanding the root causes of problems
  - Deliver an integrated approach to achieving the 7 national well-being goals

- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:

<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

57. The decision maker must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to the Council. All decisions taken by or on behalf 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. standing orders and financial regulations;
  - 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.

### **HR Implications**

58. There are no HR implications arising from this report.

### **Property Implications**

59. Relating to para 33, the lease at Dominion Way expires on 8/11/2021. It is an expensive property and from a strategic perspective we would seek to relinquish at the end of the lease and to down size into a more appropriate, modern facility suitable to meet the needs of a reduced store requirement for the service. Engagement with Strategic Estates at the earliest opportunity is recommended to achieve this. Obviously approval to reduce the stock / book stores through this report is key.

As a general comment within the property section:

- The body of the report outlines all key property implications and has been compiled in collaboration with Strategic Estates.
- The recommendations of the Hub and Library Strategy align with the Corporate Property Strategy 2015/20 and specifically the objectives relating to collaboration and modernisation.
- The Hub and Library Strategy will facilitate opportunities for partnership working, shared use of assets, potential running and maintenance cost

savings. Furthermore, the strategy provides scope for modernisation opportunities within existing Council assets to ensure they are better suited to deliver services in the future.

- Any future requirement to use existing Council land or property or undertake acquisitions or disposals to deliver the objectives of the Hub and Library Strategy, should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

## RECOMMENDATIONS

Cabinet is recommend to

1. Agree the Hub and Library Strategy 2019 – 2023 (attached at appendix 1)
2. Agree in principle the draft Library Collection Policy (attached at appendix 2) and authorise consultation with key stakeholders
3. Delegate authority to the Assistant Director (Housing and Communities) in consultation with the Cabinet Member for Housing and Communities to approve the final Library collection Policy. Should any significant change to the draft policy be proposed as a result of the stakeholder consultation, the policy will be returned to Cabinet for further consideration and approval.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>SARAH MCGILL</b> Corporate Director People & Communities
	14 February 2020

*The following appendices are attached:*

Appendix 1 - Draft Hub and Library Strategy 2019-23

Appendix 2 - Draft Library Collections Policy

Appendix 3 - Equality Impact Assessment

*The following background papers have been taken into account*

Hub and Library Consultation Report