



Llywodraeth Cymru  
Welsh Government

# Guidance on Community Managed Libraries and the Statutory Provision of Public Library Services in Wales

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# Community Managed Libraries and the Statutory Provision of Public Library Services in Wales

## A. Executive Summary

1. Recommendation IX of the *Expert Review of Public Libraries in Wales 2014*<sup>1</sup> proposed that the Welsh Government issue guidance to local authorities and the library sector outlining specific criteria which should be met to ensure community managed libraries can be included as part of the statutory public library provision of a library authority.
2. The aim of this document is to outline the criteria which should be met by community managed libraries. In addition, this document aims to identify in Appendix 1 what related data can be included in local authorities' annual returns in accordance with *Libraries making a difference: The fifth quality framework of Welsh Public Library Standards 2014-17*<sup>2</sup> (the Standards).
3. Following due consideration of the evidence and the responses to the 'invitation to comment' on the draft guidance, the intention is to accept the following recommendation from *The Independent Trust and Community Libraries in Wales Report* (the Report):

*Of the various kinds of community library models that have been developed in Wales in recent times, the only model that appears to offer the best prospect of sustainability and viability, and a suitable emphasis on service quality, is the model that has a close and formal working relationship with the local authority library service, namely Model C (Currently being rolled-out by Conwy CBC) – the library authority -led community library. Where such an arrangement exists on a formal basis, then a library authority should be able to include the services offered by such community [managed] libraries as part of its statutory provision, but only at the discretion of the library authority.*

4. The responses received to the issuing of the draft guidance (as noted in para. 3 above), reinforced the view that any criteria for the statutory provision of public libraries should be based on the Core Entitlements within the Standards. Therefore, community managed libraries should meet the following Core Entitlements in order to be considered as part of the local authority's statutory provision of public libraries:

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<sup>1</sup> Welsh Government. (2014). *The Expert Review of Public Libraries in Wales 2014*. Available from <http://tinyurl.com/okdznb5>

<sup>2</sup> Welsh Government. (2014). *Libraries making a difference: The fifth quality framework of Welsh Public Library Standards 2014-2017*. Available from <http://tinyurl.com/pde7toz>

### **Customers and Communities**

**WPLS CE 1:** *Ensure friendly, knowledgeable and qualified staff are on hand to help.*

**WPLS CE 2:** *Stage a range of activities to support learning, enjoyment and enable users to obtain the maximum benefit from the available resources.*

**WPLS CE 3:** *Provide access to a range of services and resources to support lifelong learning, personal well-being and development, and community participation*

### **Access for All**

**WPLS CE 4:** *Be open to all members of their communities.*

**WPLS CE 5:** *Be free to join.*

**WPLS CE 6:** *Provide a safe, attractive and accessible physical space with suitable opening hours.*

**WPLS CE 7:** *Provide information resources for individuals and groups with special needs.*

### **Learning for Life**

**WPLS CE 8:** *Lend books for free*

**WPLS CE 9:** *Deliver free access to information*

**WPLS CE 10:** *Provide free use of the Internet and computers, including Wi-Fi.*

**WPLS CE 11:** *Deliver free use of online information resources 24 hours a day.*

**WPLS CE 12:** *Provide access to high quality resources in a range of formats, including those in the Welsh language, reflecting changing forms of publication.*

**WPLS CE 13:** *Share their catalogues, to enable a single search of all Welsh library resources.*

### **Leadership and Development**

**WPLS CE 14:** *Promote libraries to attract more people to benefit from their services.*

**WPLS CE 15:** *Regularly consult users to gather their views on the service and information about their changing needs.*

**WPLS CE 16:** *Work in partnership to open up access to the resources of all Welsh libraries.*

**WPLS CE 17:** *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.*

**WPLS CE 18:** *Provide a clear, timely and transparent complaints process if things go wrong.*

5. In response to requests from local authorities, Appendix 1 provides further guidance on what data can be included as part of a local authority's return in relation to the Standards. This proposed guidance allows library authorities to include some data resulting from support provided to community managed libraries, even though they may not meet the criteria for inclusion as part of the

statutory provision of public library services.

6. It is recommended that the guidance outlined in this document should be implemented from April 2015 and be piloted for a period of one year. The guidance will be reviewed by April 2016 and any amendments then issued.

## **B. Introduction**

7. In accordance with the Public Libraries and Museums Act 1964 (1964 Act) there is a statutory duty for every library authority (local authorities) in Wales to provide a “comprehensive and efficient library service for all persons desiring to make use thereof”. Responsibility for implementing the 1964 Act in Wales is devolved to the Welsh Government and it is currently the duty of the Deputy Minister for Culture, Sport and Tourism to “superintend and promote” the improvement of public library services in Wales.
8. In support of this duty, the Deputy Minister launched the *Expert Review of Public Libraries in Wales 2014* (the Review) in October 2014.
9. A key consideration for the Panel responsible for the expert review was whether a community managed library should be included as part of local authorities’ statutory provision of public library services.
10. The Review Report made three key recommendations:
  - *Community managed libraries (as outlined in para. 83) should not be considered as part of statutory library provision at the present time, subject to the findings of the research proposed in recommendation IV and IX. Data relating to libraries which are not part of statutory provision should not be included in returns under the Welsh Public Library Standards Framework.*
  - *CyMAL should take immediate steps to collect evidence and assess the impact of proposed changes to library service provision on the communities affected within the context of statutory requirements in Rhondda Cynon Taf CBC, Neath Port Talbot CBC and Blaenau Gwent CBC [This has now been extended to other authorities as different models become apparent] to inform future decisions by other local authorities. CyMAL should publish a report after an initial 3 month period of research and a full report after 12 months.*
  - *CyMAL should work with stakeholders to develop guidelines and appropriate documentation for partnership agreements setting out the minimum requirements which would enable a community supported library*

*to be considered as part of an authority's statutory provision. Relevant legal advice should be sourced as part of this process. The criteria for a community supported library to be included as part of the statutory provision should be developed by CyMAL by January 2015 for implementation from April 2015.*

11. Following on from these recommendations, this paper aims to outline the key criteria in informing whether or not a community managed library could be included as part of the local authority's statutory library provision, and also any impact which may occur on the collection of data in relation to the Welsh Public Library Standards.
12. In developing the criteria, the following evidence sources were consulted:
  - *Public Libraries and Museums Act 1964*<sup>3</sup>
  - *A Local Inquiry into the Public Library Service Provided by Wirral Metropolitan Borough Council led by Sue Charteris*<sup>4</sup>
  - *Independent Trusts and Community Libraries in Wales: Research into the nature of the current and planned provision, December 2014, commissioned by the Welsh Government*<sup>5</sup>
  - *Libraries Making a Difference: The fifth quality framework of Welsh Public Library Standards 2014-17*
  - *Stakeholder responses to Community Managed Libraries in Wales and the Statutory Provision of Public Library Services: Draft guidance for comment*<sup>6</sup>
  - Evidence from various judicial reviews in relation to library services

### **C. What is a Community Managed Library?**

13. The term “community managed library” refers to maintaining individual libraries designated for closure by means of community intervention of different types. It is the most commonly adopted term by the public library sector, and is used by the Chartered Institute of Public Finance and Accountancy (CIPFA).
14. Different models of Welsh community managed libraries identified in the Review were as follows:

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<sup>3</sup> Her Majesty's Stationery Office. (1964). *Public Libraries and Museums Act 1964*. Available from <http://www.legislation.gov.uk/ukpga/1964/75>

<sup>4</sup> Department of Culture and Sport. (2009). *A Local Inquiry into the Public Library Service Provided by Wirral Metropolitan Borough Council Led by Sue Charteris*. Available from <http://tinyurl.com/ogzr3qw>

<sup>5</sup> Roberts, DHE. (2014) *Independent Trusts and Community Libraries in Wales: Research into the nature of the current and planned provision, December 2014, commissioned by the Welsh Government*. Available from <http://wales.gov.uk/CyMAL>

<sup>6</sup> Welsh Government. (2015). *Community Managed Libraries in Wales and the Statutory Provision of Public Library Services: Draft guidance for comment*. Available on request from Museums, Archives and Libraries.

- Elements of resources and staff provided/ 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 (e.g. Carmarthenshire).
  - Limited resources and regular staffing (defined hours) provided by the local library service, the building in community ownership and assistance from volunteers (e.g. Conwy).
  - Resources and some assistance in terms of supervision and guidance provided by more senior staff by the local library service with the building in community ownership and mainly run by volunteers (e.g. Neath Port Talbot).
  - The transfer of the building and resources to the community and entirely run by volunteers with minimal ongoing assistance from the local library service in managing the facility (e.g. Rhondda Cynon Taf).
15. In addition to the consideration of differing models, the Review underlined the invaluable support of volunteers. Without such support, the Welsh public would have been significantly disadvantaged by the closure of an even greater number of public libraries. In developing the criteria therefore it is important to recognise the important contribution made by volunteers to the work of community managed libraries.
16. Research undertaken in Wales by Prof Roberts (noted above), and research undertaken by Mike Cavanagh<sup>7</sup> on a UK basis has underlined the varied nature and quality of provision delivered via community managed libraries. This research highlights the need to set criteria to identify whether community managed libraries should be considered as part of the statutory provision of libraries.

#### **D. Key Considerations in Developing the Criteria**

17. The statutory duty of a local authority to provide a “*comprehensive and efficient library service for all persons desiring to make use thereof*” is of central importance to the development of relevant guidance. As outlined in the Review, one of the weaknesses of the 1964 Act is the lack of detailed information as to what constitutes a “*comprehensive and efficient service*”. No clear detailed guidance on the issue of what constitutes a “*comprehensive and efficient*” service has been forthcoming as a result of the recent judicial reviews in relation to public library services. In Wales, there is the Welsh Public Libraries

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<sup>7</sup> Cavanagh, M. (2014). *Are Community Managed Libraries Effective?* Available from <http://tinyurl.com/pqy2uth>

Standards Framework, which has been developed in partnership with key stakeholders, to assist in the operational definition of what is a “*comprehensive and efficient*” public library service.

18. The following paragraphs outline some of the main guidance that is currently available to assist with the interpretation of the 1964 Act.

### Wirral Enquiry

19. Section 8 of the Wirral Enquiry provided the guidance outlined below:
  - *securing and keeping a wide range of free resources, including books and other printed matter, pictures, sound recordings, films and other materials, to browse and borrow in sufficient number, range and quality;*
  - *to meet the general requirements (and any special requirements) of both adults and children living, working or studying in the local area;*
  - *free independent information and advice from staff; and encouraging use and participation of the service, for example, through clear and easy ways to join, access, shape and influence the service.*

### The Standards

20. The Review suggested that the criteria for including, or not, community managed libraries as part of the statutory provision, ‘... *could be based on the core entitlements outlined in the Fifth Standards Framework*’. The responses to the recent draft guidance on statutory provision strongly supported basing the criteria on the current Standards rather than creating a new set of criteria.
21. The Core Entitlements, taken from the Standards and outlined below, are designed to ensure that the library service engages with its customers and potential users, providing opportunities for individual and community development.

#### ***Customers and Communities***

***WPLS CE 1:*** *Ensure friendly, knowledgeable and qualified staff are on hand to help.*

***WPLS CE 2:*** *Stage a range of activities to support learning, enjoyment and enable users to obtain the maximum benefit from the available resources.*

***WPLS CE 3:*** *Provide access to a range of services and resources to support lifelong learning, personal well-being and development, and community participation*

#### ***Access for All***

***WPLS CE 4:*** *Be open to all members of their communities.*

***WPLS CE 5:*** *Be free to join.*

**WPLS CE 6:** *Provide a safe, attractive and accessible physical space with suitable opening hours.*

**WPLS CE 7:** *Provide information resources for individuals and groups with special needs.*

### **Learning for Life**

**WPLS CE 8:** *Lend books for free*

**WPLS CE 9:** *Deliver free access to information*

**WPLS CE 10:** *Provide free use of the Internet and computers, including Wi-Fi.*

**WPLS CE 11:** *Deliver free use of online information resources 24 hours a day.*

**WPLS CE 12:** *Provide access to high quality resources in a range of formats, including those in the Welsh language, reflecting changing forms of publication.*

**WPLS CE 13:** *Share their catalogues, to enable a single search of all Welsh library resources.*

### **Leadership and Development**

**WPLS CE 14:** *Promote libraries to attract more people to benefit from their services.*

**WPLS CE 15:** *Regularly consult users to gather their views on the service and information about their changing needs.*

**WPLS CE 16:** *Work in partnership to open up access to the resources of all Welsh libraries.*

**WPLS CE 17:** *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.*

**WPLS CE 18:** *Provide a clear, timely and transparent complaints process if things go wrong.*

## **E. Supporting Evidence**

22. Alongside the research carried out by Prof. Roberts, Welsh Government Officials have undertaken investigations, utilising the Core Entitlements to assist in identifying whether a community library should be considered as part of the statutory provision. The research indicates that it is possible to utilise the Core Entitlements as criteria to help identify whether a community library should be considered part of the library authority's statutory provision. The paragraphs below outline how the Core Entitlements link in with the 1964 Act, coupled with the Wirral guidance factors and other research. There is also an attempt to quantify some of the Core Entitlements, for example the level of staffing required to meet the criteria, and some practical suggestions in relation to monitoring.

### The Core Entitlements

**WPLS CE 1:** *Ensure friendly, knowledgeable and qualified staff are on*

***hand to help.***

23. Both the Standards and the Wirral Inquiry guidance factors highlight the importance of the provision of skilled and knowledgeable employed staff in libraries.
- *Wirral - free independent information and advice from staff; and encouraging use and participation of the service, for example, through clear and easy ways to join, access, shape and influence the service*
  - *Standards – WPLS CE 1 Libraries in Wales will ensure friendly, knowledgeable and qualified staff are on hand to help.*
24. The responses to the draft guidance stated that they would prefer to define the level of paid staffing required in terms of the percentage of opening hours and that a level of 75% was too high in light of the current financial climate. Therefore, to meet the criteria employed staff should be available for 50% of the opening hours in the community managed library.
25. Libraries which serve a community which, in the view of the local authority's library strategy merits a library open for more 30 hours a week (from 1 April 2014) should have a customary complement (fully staffed during core opening hours) of library authority employed staff in place and any volunteer contribution is welcome in providing added value to this service.
26. Employed staff are currently provided in some community managed libraries in Wales by the local authority public library service (as in Conwy) or with assistance from funding from various sources, e.g. a contribution from the community council or grant (as in certain libraries in Carmarthenshire and Neath Port Talbot). Both these models meet the criteria.

***WPLS CE 2: Stage a range of activities to support learning, enjoyment and enable users to obtain the maximum benefit from the available resources.***

27. It is essential that a range of activities are provided in libraries for the benefit of the public. These activities can be provided by a third party, e.g. reading groups (possibly in partnership with the local authority's public library service), Digital Communities (the successor to Communities 2.0) in relation to ICT training or Flying Start in relation to parent and toddler activities. This would also encourage the wider use of library facilities for the community's benefit. There is some initial evidence that where community groups are taking an active role in managing aspects of a community library they look at opportunities to deliver additional activities in the building when the library is closed.

**WPLS CE 3: Provide access to a range of services and resources to support lifelong learning, personal well-being and development, and community participation.**

28. This criterion can be satisfied by the provision of a range of material, e.g. books, multimedia/audio-visual, Internet access and employed staff to support access and utilise these resources.

**WPLS CE 4: Be open to all members of their communities.**

**WPLS CE 5: Be free to join.**

29. This Core Entitlement is supported by Section 7(1) of the 1964 Act:

*It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof . . .*

30. Section 8(3) and 8 (4) of the 1964 Act state:

*(3) Nothing in any regulations under this section shall authorise any charges to be made by a library authority for lending any written material to any person where—*

*(a) it is the duty of the authority under section 7(1) above to make facilities for borrowing available to that person;*

*(b) the material is lent in the course of providing such facilities to that person on any library premises;*

*(c) the material is lent in a form in which it is readable without the use of any electronic or other apparatus; and*

*(d) that person is not a person who has required any such apparatus to be used, or made available to him, for putting the material into such a form in order that he may borrow it; but this subsection shall not prevent any regulations under this section from authorising the making of charges in respect of the use of any facility for the reservation of written materials or in respect of borrowed materials which are returned late or in a damaged condition.*

*(4) Nothing in any regulations under this section shall authorise any charges to be made by a library authority for making facilities available for any person to do any of the following on any library premises, that is to say—*

*(a) reading the whole or any part of any of the written materials for the time being held by the authority in a form in which they are readable without the use of any electronic or other apparatus or in microform;*

*(b) consulting (whether or not with the assistance of any such apparatus or of any person) such catalogues, indexes or similar articles as are maintained, in any form whatever, exclusively for the purposes of that authority's public library service.*

**WPLS CE 6: Provide a safe, attractive and accessible physical space with suitable opening hours.**

31. During consultation carried out as part of the Expert Review and the development of the fifth framework of the Standards, Welsh Government officials received a question asking who would decide if this Core Entitlement is being met. It is proposed that if a local authority would like to include a community managed library as part of their statutory service, a professional librarian from that service should assess the suitability of the library for inclusion.
32. A Welsh Government official or the advisor responsible for the Community Learning Libraries programme would visit a sample of library service points to assess compliance.
33. In deciding whether the opening hours and provision of stock by the local authority library service are suitable, the following comments of the Expert Panel should be taken into consideration:

*“In several instances there has already been a significant reduction in public library opening hours when establishing community managed libraries, compared to prior local authority provision. The Panel is concerned whether investing in the stock and facilities of a library open for such limited hours would offer good value for money regardless of the source of funding and support”.*

**WPLS CE 7: Provide information resources for individuals and groups with special needs.**

34. Councils have a legal obligation to have due regard to the provisions of the Equality Act 2010.
35. Section 7(2)(a) of the 1964 Act states:

*General duty of library authorities.*

*(a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children.*

In addition, the Wirral Inquiry – drew attention to the need to comply with equality legislation (paragraph 20):

*As noted above, the Inquiry has found the Council to be in **breach of its statutory duties** under the Public Libraries and Museums Act 1964, because it **failed to make an assessment of local needs** in respect of its Library Services. It therefore cannot have acted reasonably in meeting such needs in the context of its statutory duties and available resources, as, in the absence of such assessment or demonstrable knowledge of local needs; it was incapable of identifying a reasonable option for meeting such needs both comprehensively and efficiently.*

*In particular, there are some **specific needs for adults** that have not been addressed. These include the specific requirements for older people, disabled people, unemployed people, and those living in deprived areas.  
[bold text as per original]*

**WPLS CE 8: Lend books for free**

36. This Core Entitlement is covered by Section 8(3) and 8(4) of the 1964 Act which states:

*(3) Nothing in any regulations under this section shall authorise any charges to be made by a library authority for lending any written material to any person where —*

**WPLS CE 9: Deliver free access to information**

37. The Wirral Inquiry's guidance states that libraries should provide *free independent information and advice from staff*. It is therefore deemed essential that there are skilled and knowledgeable staff on hand in community managed libraries to provide assistance and advice to the public if that library is to be considered part of the statutory provision. The key question is the level of employed staff. High level assistance in relation to the management of the library is not considered sufficient to meet this criterion.

**WPLS CE 10: Provide free use of the Internet and computers, including Wi-Fi.**

38. With public services increasingly being delivered primarily online, such as Universal Jobmatch and Universal Credit, free computer and Internet access is an essential part of a modern public library's provision in tackling poverty and digital exclusion. The entitlement to free computer and Internet access was agreed by the WLGA on behalf of local authorities, the Society of Chief Librarians and the Welsh Government in 2008. Many authorities are continuing to support ICT facilities in community managed libraries and this criterion is therefore achievable.

**WPLS CE 11: Deliver free use of online information resources 24 hours a day.**

39. This can be delivered through the free online facilities provided as part of the local authority's public library provision or the National Library of Wales free online services available at: <http://www.llgc.org.uk/index.php?id=242>

**WPLS CE 12: Provide access to high quality resources in a range of formats, including those in the Welsh language, reflecting changing forms of publication.**

40. The Wirral Inquiry underlined the importance of:

*securing and keeping a wide range of free resources, including books and other printed matter, pictures, sound recordings, films and other materials, to browse and borrow in sufficient number, range and quality;*

41. In Wales this should also include Welsh language provision, and access to material in other languages used in the library's local community.

**WPLS CE 13: Share their catalogues, to enable a single search of all Welsh library resources.**

42. Community managed libraries supported by the local authority library service can meet this criterion by using the local authority's library management system. If the community managed library does not use / have access to the local authority's library management system then it will be deemed not to meet this criterion.

**WPLS CE 14: Promote libraries to attract more people to benefit from their services.**

43. It is essential that all libraries promote their resources to ensure that as many people as possible benefit from these facilities. There are examples of community managed libraries that have been successful in promoting their services. This can be achieved in partnership with the local authority / authority-wide trust by participating in marketing campaigns. If local authorities wish to include community managed libraries as part of their statutory provision, which only undertake their own promotional activities, clear evidence must be available, on request, of suitable promotional activity. Such evidence could include online information in relation to opening hours and services; printed promotional material and use of social media.

**WPLS CE 15: Regularly consult users to gather their views on the service and information about their changing needs.**

44. It is important that all libraries consult with their users in order to develop services to meet their needs. Community managed libraries could co-operate with local authorities in undertaking such consultations.

**WPLS CE 16: Work in partnership to open up access to the resources of all Welsh libraries.**

45. Many community managed libraries have service level agreements with the local authority public library service to be part of resource sharing activities such as interlibrary loans which would be sufficient to comply with the criterion.

**WPLS CE 17: 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.**

**WPLS CE 18: Provide a clear, timely and transparent complaints process if things go wrong.**

46. It is expected that community managed libraries can meet all these criteria, especially with the assistance of the local authority library service.

#### Judicial Reviews

47. Judicial Reviews have been monitored by Welsh Government officials to identify any guidance regarding defining a “comprehensive and efficient service”. All judicial reviews have related to the process undertaken by local authorities in reviewing their public library services. One of the most recent judgments was that by Mr. Justice Collins in the case between Simon Draper and Lincolnshire County Council<sup>8</sup> and this judgment also references previous cases.

48. Mr. Justice Collins in his judgment states:

*“Before going further into the proposals which led to the consultation exercise and the decision of 3 December 2013, I should consider what is required to provide a comprehensive and efficient service within the meaning of section 7 of the 1964 Act. I can, I think, do no better than cite the following observations of Ouseley, J in Bailey v London Borough of Brent [2011] EWHC 2572 (Admin):-*

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<sup>8</sup> High Court of Justice. (2014). Between: Simon Draper and Lincolnshire County. Available from <http://www.bailii.org/ew/cases/EWHC/Admin/2014/2388.html>

*"A comprehensive service cannot mean that every resident lives close to a library. This has never been the case. Comprehensive has therefore been taken to mean delivering a service that is accessible to all residents using reasonable means, including digital technologies. An efficient service must make the best use of the assets available in order to meet its core objectives and vision, recognising the constraints on council resources. Decisions about the Service must be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the borough."*

49. No further specific/detailed definitions are provided in the judgment, only general interpretations.

## **F. Conclusion**

50. The evidence above indicates that it is possible for a community managed library to achieve all the proposed criteria outlined above, and if they meet these 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. These models, once developed, can deliver savings through the transfer of the library building to the community group, with volunteers working alongside employed staff. The central criterion as highlighted above however is the provision of skilled and knowledgeable staff.
51. The model which provides skilled and knowledgeable staff does not deliver as much savings as other models, however, the purpose of developing the criteria is not only concerned with financial savings alone, but also ensuring people receive a quality comprehensive and efficient public library service that is deemed worthy of a statutory service.
52. Research reports mentioned in this document have underlined that, without support from the local authority public library service, community managed libraries have been unable to develop a model that delivers what can be considered a comprehensive and efficient service. Other models of community managed libraries can continue to provide a valuable service to their community and can work with the local authority library service to possibly become part of the local authority's statutory public library provision in the future.
53. It is clear from the research carried out by Professor Hywel Roberts, in preparing the *Independent Trusts and Community Libraries in Wales report*, that the model being developed by Conwy (Model C), could meet all the Core Entitlements and that the local authority could therefore include it as part of their statutory provision as part of the Welsh Public Library Standards return.

Other models in operation in Wales such as Pontyberem in Carmarthenshire and Sarn in Bridgend would also meet the criteria.

54. In order to differentiate between models of community managed libraries and to reflect the high level of support provided by local authorities (such as Conwy, Carmarthenshire and Bridgend), it would be appropriate to refer to local authority led community managed libraries that meet the criteria for inclusion as part of the statutory provision as Community Supported Co-Produced Library in line with the definitions outlined in para 163 on page 45 of the *Expert Review of Public Libraries in Wales 2014*.

## **G. Next Steps**

55. The enclosed guidance in Appendix 1 should be implemented immediately and piloted for a year (2015-2016). It should be used by local authority public library services and authority-wide trusts in completing their annual Standards returns for 2014-15.
56. The guidance will be reviewed by Museums, Archives and Libraries Division and any amendments issued by April 2016.
57. For further clarification please contact the relevant staff of the Welsh Government on 0300 062 2112.

## Appendix 1

### Welsh Public Library Standards Guidance on Inclusion of Community Managed Libraries

1. The main purpose of the Welsh Public Library Standards (Standards) is to assist in monitoring local authority / library authority investment in public library services and compliance with the 1964 Act. The aim of the information below is to help define what data should be submitted as part of the Standards return by the local authority / library authority in relation to the quality indicators. The term statutory provision used below includes community managed libraries that meet the recommended criteria in paragraph 4 above and also applies to authority-wide trusts.

#### Quality Indicators

##### Customers and community

2. **WPLSQI 1 and 2 Making a difference and Customer satisfaction** – If local authorities wish to include community managed libraries as part of their statutory provision, then they must ensure that they (or a lead body on their behalf) co-ordinate the delivery and ensure the robustness of the survey for all library branches/service points, including community managed libraries which form part of the statutory provision.
3. **WPLSQI 3 and 4 Support for individual development and user training** – only support and training provided in the libraries/service points that are part of the statutory provision can be included in the Standards return and any outreach activities provided by the library service's staff.

##### Access for all

4. **WPLSQI 5 Location of service points** – only libraries service points that form part of the statutory provision can be included in Standards returns.
5. **WPLSQI 6 Library use** –
  - Visits - only library service points that form part of the statutory provision can be included in Standards returns.
  - Web visits – visits to the local authority library service / authority-wide trust website as well as any share of online visits to national online services are to be included.
  - Active borrowers – only data available via the local authority library service library management system should be included.
  - Mobile libraries to be included as defined in previous frameworks.

- User attendances at library events in all libraries per 1,000 population – as defined in the Standards

## Learning for Life

6. **WPLSQI 8 Up-to-date reading material** – material purchased by the local authority for all community managed libraries can be included in the Standards return if they form part of the regular stock rotation of the library service. Stock should be rotated at least every month by the local authority (or authority-wide trust) library service.
7. **WPLSQI 9 Appropriate reading material** - material purchased by the local authority for all community managed libraries can be included in the Standards returns if they form part of the regular stock rotation of the library service. Stock should be rotated every month, by the local authority (or authority-wide trust) library service.
8. **WPLSQI 10 Online access** – devices funded, supported and with a commitment to be replenished as part of the local authority library service's (authority-wide trust's) provision in community managed libraries to be included.
9. **WPLSQI 11 Use of ICT – % of available time used by the public** – ICT provision and usage in community managed libraries can be included if the ICT use is recorded via the local authority library service's booking/management system.
10. **WPLSQI 12 Supply of requests** – Include requests provided via the local authority library service's requests/interlibrary loan system. Requests via community managed libraries can be included if they are issued via the local authority library service's library management system.

## Leadership and development

11. **WPLSQI 13 Staffing levels and qualifications**
  - Staffing levels and qualifications - Standards data submitted should only include staff funded by the local authority (or authority-wide trust). Paid for staff working in community managed libraries who are not funded by the local authority (or authority-wide trust) should not be included in the return. Additional funding raised by the community should not be included as part of the local authority's (or authority wide-trust's) expenditure.
  - Designated operational manager - as defined in the Standards
  - Staff training – Only training provided to employed staff of the local authority (or authority-wide trust) should be included in the Standards returns.

- Volunteers – All volunteers supported by a volunteer co-ordinator and that meet the criteria outlined on page 22 of the fifth Standards framework can be included as part of this Standards return.
12. **WPLSQI 14 Operational expenditure** - Standards data submitted should only include expenditure by the local authority (or authority-wide trust). Additional funding raised by the community should not be included as part of the local authority's (or authority wide-trust's) expenditure.
  13. **WPLSQI 15 Cost per visit** – only visits to library service points that form part of the statutory provision of the local authority can be included in calculating this Standards return as well as any share of online visits to national online services. Although the local authority's (authority-wide trust's) expenditure contribute to visits to community managed libraries that do not form part of the statutory provision, it is deemed that it would be difficult to collect valid visitor data from all these libraries.
  14. **WPLSQI 16 Opening hours** - only visits to library service points that form part of the statutory provision of the local authority can be included in calculating this Standards return.