

CyMAL

EVALUATION OF LIBRARIES FOR LIFE

FINAL REPORT

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EXECUTIVE SUMMARY

1. INTRODUCTION

1.1 Background

Libraries for Life (LfL) is the Welsh Assembly Government's (WAG) strategic development programme to improve library and information services in Wales. It is managed and delivered by CyMAL: Museums Archives and Libraries Wales, a policy division of the Welsh Assembly Government. The development of Libraries for Life was informed by the results of the @your library Development Programme 2005-2007, the first official libraries initiative funded by the Welsh Assembly Government and administered through CyMAL.

The LfL strategy recognised the important role that the library sector plays in achieving a number of the key priorities set out by WAG in its One Wales¹ strategy. In addition, libraries were identified as playing a critical role in placing the citizen at the heart of service delivery and contributing to meeting the aims described in the Making the Connections programme (2005) for public service reform and Delivering Beyond Boundaries action plan². LfL has a £10.5 million budget over three years (2008-2011). It uses a mix of all-Wales initiatives, regional activities and local projects to benefit library services: this approach means that the programme can provide targeted activities and support at different levels, ensuring that local and regional needs are met whilst also working to meet national objectives.

1.2 Evaluation

Scotinform Ltd was commissioned by the Welsh Assembly Government to conduct an independent evaluation of the LfL strategy as a whole and to evaluate the six individual work strands and the support activities. In order to achieve this there were a number of specific objectives which the evaluation addressed: to assess the development of libraries between 2008-2011; to evaluate the extent to which the outputs and outcomes of Libraries for Life have been achieved; and to evaluate the impact of Libraries for Life on library services.

The evaluation was conducted between November 2009 and January 2011. During this period extensive primary research was undertaken to assess the impact of each work strand and to identify the overall impact of LfL to date. The Social Return on Investment (SROI) model was adopted as the method for capturing the social value created by LfL and translating this into financial measures for two of the work strands.

2. EVALUATION OF WORK STRANDS

2.1 Evaluation of Work Strand 1: Community Learning Libraries Programme (CLLP)

The CLLP is one of LfL's main work strands. With a budget of £7.5 million between 2008 and 2011, the Programme has provided financial assistance to 55 refurbishment projects in public library services.

The CLLP Adviser's reports showed that the Programme had met or exceeded all the strand's expected outputs and outcomes. The investment has made a significant impact and offers excellent value for money. The positive impact of CLLP funding was confirmed in the primary research: stakeholders were very positive about the investment programme and staff identified that the funding had not only improved the physical space in the library, but it had also improved working conditions and morale. Reports published by the Society of Chief Librarians³ and

¹ One Wales: a progressive agenda for the government of Wales (2007)

² Beyond Boundaries Citizen Centred Local Services in Wales (2006)

³ Brighter, bolder, better: impact of the Welsh Assembly Government's Community Learning Libraries Capital Development Investment: Society of Chief Librarians (Wales)

Wrexham CBC⁴ suggested that the investment was 'essential' in providing better service to local communities.

The evaluation concludes that the CLLP has had a significant impact on the public library service in Wales. The role of the CLLP Adviser has been critical in ensuring that projects are monitored and because of this the CLLP has resulted in the completion of library refurbishments across all local authorities. The effect of providing funding to libraries at a time when many local authorities have been considering cutbacks cannot be measured, but appears to have led to significant improvements to libraries which were unlikely to have taken place otherwise.

2.2 Evaluation of Work Strand 2: Online Information Services

The development of ICT provision alongside more traditional library services was identified in the LfL strategy document as essential if libraries are to continue to be relevant to their communities and attract new users. The importance of online information services was established through several research studies cited in the evaluation of the @your library programme and emphasised in the One Wales strategy document.

The National Library of Wales (NLW) is responsible for delivering the Strand. The activities are funded through an £800,000 budget for 2008-2011 which covers two main areas of activity:

1. **Resource Discovery and Delivery (RDDW):** focussing on the creation of an all-Wales online catalogue and an integrated inter-library lending (ILL) scheme. The RDDW activities have successfully built on work conducted under the @your library strategy with the national launch of Cat Cymru. This represents a major achievement and goes a long way to providing a mechanism for libraries of all types to access resource discovery facilities. The next stage in the development of Cat Cymru is to increase usage by library users by encouraging library staff to promote it. Country comparator research identified that Wales was at the forefront in the development of a national catalogue.

The development of a national ILL scheme has progressed and the results of four regional pilot schemes have shown that ILL can work effectively, but they have also identified a number of problems with implementation even at a regional level.

2. **Online Content and Resources:** the development of the central web portal, library.wales.org has led to significant growth in usage, and staff and library users who had accessed the site were positive about the resources it offers. The NLW has also successfully continued to develop the all-Wales procurement of e-resources, with benefits in terms of reducing costs and delivering value for money. The online resources provided include newspapers, reference material and family history resources.

Overall, there has been significant progress in this strand, with the launch of Cat Cymru and development of library.wales.org being notable achievements. Although the Strand had not achieved all its original outputs/outcomes and its impact has been limited by a number of issues identified in the evaluation, these activities represent encouraging progress.

2.3 Evaluation of Work Strand 3: Regional Framework

Central to the vision of LfL is the development of an integrated network of libraries, covering public, educational and workplace libraries and the National Library of Wales. This approach was informed by the successful development of regional partnerships in the @your library programme.

The budget for the Regional Framework activities between 2008 and 2011 is just over £1 million. The main activities are managed by Regional Development Officers (RDOs) who are employed and managed by organisations in each partnership area. They undertake a very broad range of

⁴ Mystery Shop Q1 2009 (Twelfth Man) – Wrexham Borough Council 2009

activities, working with local and national organisations to develop local, regional and national partnerships and co-ordinate and support LfL activities in the regions. The Society of Chief Librarians (Wales) also receives funding for a Development Officer (SCL(W)-DO) to help achieve the Society's role to develop public libraries in Wales.

In broad terms, the original outputs/outcomes for this Strand have been achieved, with some regional exceptions for different reasons. The framework of regional partnerships across Wales appears, in principle, to be an effective way of delivering national objectives, but the formation of effective partnerships from existing partner organisations has proved challenging.

The conclusion of this evaluation is that, despite the significant impact of the RDOs in some regions, the current structure is likely to continue to lead to inequalities in service across the regions and the RDO role should be reviewed with the aim of providing greater consistency across Wales.

2.4 Evaluation of Work Strand 4: Marketing

The need for an all-Wales branding and promotional plan was identified in a series of reports in 2003 and 2004⁵. Based on these reports, and the WAG policy of widening public access, @your library set out to increase awareness of library services through marketing and reader development activities. A five year Marketing Plan (2006-2011) was produced and this formed the basis of the activities in the LfL Marketing Strand.

The Marketing Strand activities are managed by Wrexham CBC with funding of £530,000 over three years (2008-2011). Two Marketing Officers (working 1.5 FTE) carry out a range of activities, including the marketing and promotion of the work strands, developing annual library marketing campaigns and competitions, developing an online staff toolkit, running marketing training and setting up the Marketing Innovation Awards. Information on the marketing activities is cascaded through Heads of Service and Marketing Champions (representing local authorities, HE/FE institutions and NLW) in each region.

The main outputs/outcomes set for the Marketing Strand have been achieved through the work of the Marketing Officers. The launch of three annual library marketing campaigns is a significant achievement and the objective of the marketing strategy to raise awareness of the full range of library services amongst users appears to have been successful, although without baseline data prior to LfL it is not possible to quantify the impact the campaigns have had.

The model of delivering marketing through national Marketing Officers appears to have worked effectively: there has been clear strategic direction and the management by Wrexham CBC has been effective. The evaluation concludes that Marketing should remain a critical part of future library strategies and confirms the results of previous studies that promotion of library services is absolutely key to increasing usage.

2.5 Evaluation of Work Strand 5: Workforce Development

The importance of workforce development in improving customer service in public services in Wales has been recognised as a priority for many years, with the Delivering the Connections Action Plan⁶ identifying as a priority the need to 'strengthen the workforce by working with staff representatives to ensure that employees at every level are equipped with the skills and support needed to provide the best quality of service'.

The Workforce Development Strand is a grants programme for improving the skills of the library workforce. Between 2008 and 2011, the programme awarded £170,000 in annual bursaries and

⁵ Mapping Social Inclusion in publicly funded libraries in Wales LISC Wales (2003) and assessment of CyMAL's 2004/2005 Library Development Grant Programme

⁶ Beyond Boundaries Citizen Centred Local Services in Wales (2006)

training grants and provided funding for training and awareness-raising workshops and sessions for library staff across Wales. The Strand Leader is CyMAL's Training and Development Adviser who is responsible for overseeing the grants programme and reporting on progress to the Advisory Group.

Staff views on the activities under the Strand were very positive and the current approach to workforce development was seen to be effective in developing the skills and knowledge of library staff. The main results of the training were that staff shared learnings with other staff and/or changed the way they did their job. Both these are very positive outcomes and suggest that the training has had real impact.

2.6 Evaluation of Work Strand 6: Welsh Public Library Standards (WPLS)

The Welsh Public Library Standards (WPLS) Framework was first introduced by the National Assembly for Wales in 2002 to help improve public library service standards. The first Standards (2002-2005) aimed to provide a framework for public library authorities to define and measure service levels. This was intended to be used as a management tool by library services to help design development strategies and measure improvements in service. There have been two subsequent Frameworks (2005-2008 and 2008-2011) which have acknowledged development in service levels, particularly in online service provision.

The important role of WPLS in providing a baseline for public libraries and a 'springboard for developmental activity' was recognised in the LfL strategy which explicitly included the third WPLS Framework as a strand activity. The Framework is administered by CyMAL through its Standards team, supported by a Reference Group comprised of officials and representatives of the Welsh Assembly Government, heads of public library services in Wales and an Independent Adviser.

Wales has made significant progress in developing and implementing a comprehensive framework to measure the performance of libraries. There is strong support for the Standards, both from library authorities, who identified the WPLS as very important in providing data to support funding applications or oppose proposed cutbacks, and from the SCL(W) which described the WPLS as 'essential'.

3. EVALUATION OF SUPPORT ACTIVITIES

Challenge Grants: Challenge grants have provided funding for a range of projects reflecting specific priorities. A total of £165,000 has been awarded to 12 projects to explore and develop areas such as digital inclusion, information literacy and ethnic reader services. The availability of flexible funding which can be used to respond to specific needs has proved to be a valuable tool in helping to achieve the aims of the LfL strategy.

Delivering the Entitlement - Public Libraries: Delivering the Entitlement is the way in which LfL set out to meet the commitment in the One Wales strategy to ensure: 'Wales's libraries will be dramatically improved so that they can develop free access to cultural materials for all'. The progress towards achieving the eight entitlements is measured through the WPLS 14, which states: 'library authorities in Wales shall implement the Citizen Entitlements for public libraries in Wales'. The WPLS Annual Report for 2009-2010 shows that of the 22 Welsh local authorities, 18 are currently meeting this standard and four are partly achieving it. All local authorities are meeting five of the eight entitlements.

Programme Management: The programme management structure for the strategy consists of a Programme Manager for day to day management and an Advisory Group of stakeholders to monitor activities. The evaluation concluded that the Programme Manager has a significant workload to fulfil which is unlikely to be achieved under the current allocation of one day a week. This approach was adopted due to changes in personnel. It was suggested that a full review is

conducted to look at and clarify the resources required for the Programme Manager and the Advisory Group in future strategies.

4. OVERALL IMPACT

The SROI model was selected as the evaluation framework as it is designed to gather the full range of impacts of the programme; measuring and accounting for the social, environmental and economic outcomes and using monetary values to represent these outcomes. The evidence collected for the SROI analysis focused on the CLLP and Workforce Development Strands and showed the range of benefits from both these activities. The investment in community libraries and library staff across all disciplines of the library sector in Wales has generated positive outcomes beyond the expected targets laid out in the strategy document.

The overall conclusion on the impact of LfL was that it has effectively built on the work carried out under @your library and delivered on WAG priority areas outlined in the One Wales strategy, Better Outcomes for Tougher Times and recent strategies on Digital Inclusion and Social Inclusion. There is evidence from CIPFA (Chartered Institute of Public Finance and Accountancy) of real growth in the Welsh library sector during the period of the strategy. This is in comparison with a decline in usage in other areas of the UK and suggests that LfL has had a significant and very positive impact.

CyMAL's investment in the LfL strategy has had a significant impact in supporting the library sector to develop library and information services to the benefit of the citizens of Wales. The evaluation has shown that the investment in LfL has offered excellent value for money and the continued development of national and regional partnerships has led to improved services in many areas without a significant increase in resources. It is important that this work is continued and the areas for improvement identified in the evaluation are implemented. The ongoing development of the strategy will ensure that all citizens can benefit from access to high quality libraries and library services.

1. INTRODUCTION

1.1 Evaluation Background

Libraries for Life (LfL) is the Welsh Assembly Government's (WAG) strategic development programme to improve library and information service in Wales. It is managed and delivered by CyMAL: Museums Archives and Libraries Wales, a policy division of the Welsh Assembly Government located in Aberystwyth. CyMAL provides advice and support to the sector, advises the Minister for Heritage, and operates a grant programme for the sector. The LfL programme has a £10.5 million budget over three years (2008-2011): with such significant investment it is important to evaluate the impact of the funding and the return on investment.

The Welsh Assembly Government commissioned Scotinform Ltd to conduct an independent evaluation of the LfL strategy: by assessing its impact on library services and users the study will help inform decisions on future policies and investment in the libraries.

1.2 Libraries for Life Background

The development of Libraries for Life was informed by the results of the @your library Development Programme 2005-2007. This Programme was the first official initiative funded by the Welsh Assembly Government and administered through CyMAL. It specifically set out to develop a strategic framework for bilingual library service provision in Wales. The evaluation of @your library⁷ identified a range of positive outcomes from the Programme and identified areas for development which have been used in the development and implementation of LfL.

The wider context which informed LfL illustrates the extent to which it built on developments within UK and Wales. Of particular note is the Welsh Assembly Government key strategy document, One Wales⁸ which identified libraries as key to its arts and culture objectives, specifically stating: "*Wales' Libraries will be dramatically improved so that they can develop free access to cultural material for all, fit for the 21st century*". The Making the Connections programme (2005) for public service reform is proceeding under the Delivering Beyond Boundaries action plan⁹: this places the citizen at the heart of service delivery and identified libraries as critical to achieving this aim.

In 2007 it was recognised that there was significant work still to be undertaken in developing library services in Wales and CyMAL was able to secure additional funding for a further programme of library investment. The LfL strategy recognised the important role that the library sector plays in achieving a number of the key priorities set out by WAG in its One Wales strategy, not only in the development of the culture and heritage of Wales, but also in developing the Welsh economy; providing information that can improve the health and wellbeing of the Welsh people; providing access to lifelong learning; and ensuring that resources are accessible to all.

The strategic programme was based on a wealth of new evidence relating to libraries collected by CyMAL and drew on research and examples of best practice in Europe and beyond¹⁰. It uses a mix of all-Wales initiatives, regional activities and local projects to benefit library services. This approach means that the programme can provide targeted activities and support at different levels, ensuring that local and regional needs are met whilst also working to meet national objectives.

⁷ Evaluation of @Your Library: An Initial Strategic Development Programme 2005-2007 by Dr Anoush Simon and Dr Sarah Horton (October 2007)

⁸ One Wales: a progressive agenda for the government of Wales (2007)

⁹ Beyond Boundaries Citizen Centred Local Services in Wales (2006)

¹⁰ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

The Libraries for Life strategy comprises six work strands which all interlink to achieve the aim of providing first class library services in Wales. The work strands are:

- Strand 1: Community Learning Libraries - capital investment programme
- Strand 2: Online Information Services (led by National Library of Wales)
- Strand 3: Regional Framework - Sustainable Partnerships
- Strand 4: Marketing - National Marketing Strategy (led by Wrexham CBC)
- Strand 5: Workforce Development
- Strand 6: Welsh Public Library Standards (WPLS)

There are also strands whose activities support these work strands and the implementation of the LfL programme:

- Challenge grants
- Delivering the entitlement agenda - public libraries
- Programme Management

CyMAL has worked in partnership with a range of organisations to deliver the LfL programme. It is overseen by an Advisory Group which meets every two months and consists of representatives of the library sector in Wales, relevant CyMAL staff and Project Officers. The Group's responsibilities¹¹ are to:

- Advise CyMAL about relevant/other development activities of interest/concern to the library domain
- Agree the Programme plan, review Programme activities, provide direction where relevant to Strand leaders and monitor risk and financial expenditure
- Provide support to CyMAL on the dissemination of the Programme activities
- Comment on evaluation strategies and the forward plan for 2011.

In addition to the Advisory Group, there are bi-monthly meetings of the Marketing sub-group (Marketing Champions) and Regional Development Officers (RDOs). Regular meetings are also held with the National Library of Wales which is leading Strand 2.

LfL is delivered by a Programme Manager who also oversees the work of some of the Strands. The Programme Manager was originally a full time post based in the Department of Information Studies at Aberystwyth University, but since March 2009 the Programme Manager has been a member of CyMAL staff and works one day a week on LfL.

All projects undertaken through LfL are monitored through visits, progress reports, phone calls or direct involvement on project boards. A summary of the expenditure allocated for each year is shown in Table 1.1.

Table 1.1 LfL Summary of Budgets

Work strand/activity	2008-2009	2009-2010	2010-2011 (predicted)
Community Learning Libraries- capital investment	£1,513,115	£3,000,000	£3,000,000
Online Content and Resources	£215,485	£ 325,688	£243,976
Regional Partnerships	£319,185	£355,006	£369,210
Marketing	£209,428	£153,565	£170,000
Workforce Development	£54,838	£56,489	£59,896
Challenge grants	£ 55,343	£24,219	£85,691
Welsh Public Library Standards (WPLS)	£3,824	£400	£800

Source: CyMAL LfL budgets

¹¹ Libraries for Life Programme 2008-2011 Advisory Group: Terms of Reference

1.3 Evaluation Objectives

The overall aim was to conduct an evaluation of the Libraries for Life strategy as a whole and also to evaluate the six individual work Strands. In order to achieve this there were a number of specific objectives which the evaluation addressed:

- **Overall development** - assessing the development of libraries between 2008-2011
- **Outputs** - evaluating the extent to which the outputs and outcomes of Libraries for Life have been achieved
- **Services** - evaluating the impact of Libraries for Life on library services

In order to meet these objectives there was a requirement to:

- survey library users and non users in order to identify any impacts the developments have had
- survey library staff to assess the impact of the developments on the workforce

1.4 Report Outline

The report is divided into 15 Sections:

Section 1: Introduction

Sections 2-3 describe the evaluation process and methods

Sections 4-12 examine each of the Work Strands and activities in turn using the evidence from the evaluation:

- Section 4: Strand 1 - Community Learning Libraries - capital investment programme
- Section 5: Strand 2 - Online Information Services
- Section 6: Strand 3 - Sustainable Partnerships
- Section 7: Strand 4 - Marketing
- Section 8: Strand 5 - Skilled Workforce
- Section 9: Strand 6 - Welsh Public Library Standards (WPLS)
- Section 10: Challenge Grants
- Section 11: Delivering the Entitlements - public libraries
- Section 12: Programme Management

Section 13: Social Return on Investment

Section 14: Overall Impact of Libraries for Life

Section 15: Overall Conclusions

2. EVALUATION PROCESS

2.1 Summary of Evaluation Process

The evaluation has been conducted from November 2009 to January 2011. During this period extensive secondary and primary research has been undertaken to assess the impact of each Work Strand and to identify the overall impact of LfL to date.

The evaluation tasks have included:

- Internal consultations with CyMAL staff, including relevant Strand Leaders
- External consultations with key partner organisations and external Strand Leaders
- Review of background documents and evaluation reports
- Literature review of comparator countries
- Survey of library organisations and consultations with Heads of Library Services
- Quantitative and qualitative research with library staff
- Quantitative and qualitative research with users and non users
- Preparation and agreement on the Social Return on Investment (SROI) model

During the course of the evaluation there have been two internal interim reports:

Initial Review Report (March 2010): this report summarised the results of the initial internal and external consultations and the survey of libraries. The key issues from the consultations were highlighted and the topics for the primary research programme agreed following discussion of these results.

Mid Term Review Report (September 2010): the results of the quantitative research with library staff, users and non users were detailed in this report. The programme of qualitative research was agreed as a result of discussion on the key issues to emerge from the quantitative research programme.

2.2 Final Report

The final report includes the results from all aspects of the evaluation, including the Initial Review Report and Mid Term Review Report. Some of the findings from the previous reports have been summarised in order to avoid duplication or repetition of results.

Throughout the report the following conventions apply:

- The term 'participant' is used to refer to individuals taking part in qualitative research
- The term 'respondent' refers to individuals taking part in quantitative research
- Where responses add up to more than 100% this is due to multiple responses
- Where responses add up to less than 100% this is the result of 'no replies'
- Throughout the report * indicates less than 1%

3. EVALUATION METHODS

3.1 Summary of Methods

This section of the report describes the methodologies and samples used in the evaluation, including:

- Consultations with internal and external stakeholders
- Survey of organisations responsible for managing libraries in Wales
- Online survey of library staff
- Online survey of library users
- Face to face survey of non users
- Online and face to face focus groups with staff, users and non users

3.2 Consultations

Consultations were conducted in February and November 2010 either in person or by telephone with:

- Strand Leaders
- Other relevant staff at CyMAL
- RDOs and line managers
- Wrexham Borough Council Marketing Group and Marketing Champions
- Heads of Library Services
- Other stakeholder/partner organisations

3.3 Survey of Libraries

The survey of the organisations responsible for libraries in Wales was conducted in February 2010 with the objectives of identifying: the data currently available that could be used in evaluation of the Strands and Libraries for Life programme; any previous relevant surveys; planned activities in support of LfL; and details of partnership working. In addition, organisations were asked about the availability of staff and users' contact details for the Stage Two Surveys of Staff and Users.

The survey was conducted by sending the link to an online questionnaire to relevant organisations. The samples of local authorities, universities (HE) and health libraries were provided by CyMAL and RSC Wales emailed the link to FE colleges. Prior to the questionnaire being sent out, CyMAL emailed the local authority, HE and health libraries to explain the objectives of the survey and ask them to take part. Scotinform emailed the questionnaire link to the libraries and then sent a reminder to all libraries, with local authority libraries also being telephoned by Scotinform to ask them to complete the survey.

A total of 35 responses were received: the table below shows the response from each sector:

Table 3.1: Library survey responses

Type of organisation	Number of questionnaires sent	Number of questionnaires returned
Local authorities	22	18
Universities	15	6
Colleges	23	6
Health	38	5

3.4 Quantitative Surveys

Scotinform conducted quantitative research with three audiences: library staff, library users and non users. The quantitative research was part of Stage Two of the evaluation, which also included qualitative research (see section 3.5) with the three target groups.

The objectives of conducting the surveys were to:

- provide baseline data for the evaluation of Libraries for Life
- identify the impact the Libraries for Life work strands have had on library services
- identify the impact the strategy has had on library users and non users
- provide data for the Social Return on Investment assessment

Table 3.2: Methodology and Sample for Quantitative Surveys

Target audience	Methodology	Completed questionnaires	Profile of respondents
Library staff	Online survey - email link sent to staff by Heads of Service in local authority, university, college and health libraries	298	Three quarters from local authority libraries and majority from South East and South West Wales Good representation across all work levels
Library users	Online survey link published on library websites Paper copies of the questionnaire distributed by selected libraries in each region	681	Good response from all Welsh regions except Mid Wales. Respondents were predominantly female, with a relatively even spread of ages from 16-65 years old. One third in employment and a quarter retired. One third had some understanding of Welsh.
Non users*	Face to face interviews across the regions	542	Quotas set to achieve a representative sample in terms of gender, age, region, Welsh language proficiency, disability and ethnicity.

*The definition of non user was: a local resident who had not visited a library in Wales in the previous 12 months, but was interested in services offered by the libraries.

3.5 Qualitative Research

The qualitative research was used to add depth to the quantitative surveys by exploring views on the impact of LfL; assessing the effectiveness of marketing campaigns; and identifying key areas for development. The research approach and methodology was agreed following discussion of the quantitative findings at the Mid Term Review meeting (September 2010)

A total of sixteen focus groups with library staff, users and non users were held in November 2010. 101 participants were involved in the groups: 19 staff, 40 library users and 42 non users. Participants for the groups were recruited through a mix of methods: volunteers from the quantitative survey; emails to staff; and face to face recruitment of users and non users. The groups were held face to face and online in order to ensure that participants from across Wales could take part.

Table 3.3: Details of focus groups

	Description	Location	Number of participants
Staff	Public library	Cardiff	8
Staff	Public library	Online	5
Staff	Public library	Online	7
Staff	HE/FE	Online	3
Library users	Over 35 year olds	Swansea	5
Library users	Over 35 year olds	Online (rural South Wales)	5
Library users	Under 35 year olds	Aberystwyth	5
Library users	Under 35 year olds	Online (rural North Wales)	8
Library users	Mixed ages	Wrexham	9
Library users	Students	Online	8
Non users	Over 35 year olds	Swansea	8
Non users	Over 35 year olds	Online (rural Valleys)	5
Non users	Over 35 year olds	Online (rural Mid Wales)	8
Non users	Under 35 year olds	Swansea	8
Non users	Under 35 year olds	Aberystwyth	7
Non users	Under 35 year olds	Online (rural North Wales)	6

The original proposal to conduct a focus group with Heads of Service was amended to one to one depth interviews due to the nature of the interviews and resources required to conduct a group across Wales. A total of 7 depth telephone interviews were carried out with Heads of Service across public, FE and HE library services.

3.6 Country Comparators

A country comparator review on each strand has been provided in order to set Libraries for Life in context and to highlight approaches to library management in other comparable countries. In view of similarities in governance, society and size the comparisons focus on examples from the UK, Ireland and Scandinavia.

The main sources of information were policy documents produced by the respective country governments and information available online from organisations with responsibility for the management of library services.

A country comparator section is included within each strand section of the report.

3.7 Social Return on Investment

Social Return on Investment (SROI) is a method of capturing the social values created by a project by translating social benefits into financial measures. It was adopted as the method for the evaluation based on the experience of the study team and the recommendations from two studies:

- research commissioned by the Museums, Libraries and Archives Council (MLA)¹² reviewed the most effective methods of measuring the economic impact of museums, libraries and archives. The recommendations from the study were that Social Return on Investment (SROI) was the appropriate methodology for assessing the impact of the sector
- a subsequent Department for Culture, Media and Sport (DCMS) study¹³ confirmed that a return on investment approach could provide evidence on the impact of libraries.

¹² Economic impact methodologies for the museums, libraries and archives sector (Jura Consultants): MLA Council (June 2008)

¹³ Capturing the impact of libraries (bop consulting) DCMS (January 2009)

Social Return on Investment (SROI) is a framework for measuring and accounting for the concept of value; it measures change in ways that are relevant to the people or organisations that experience or contribute to it. It tells the story of how change is being created by measuring social, environmental and economic outcomes and uses monetary values to represent them. SROI is about value, rather than money. Money is simply a common unit and as such is a useful and widely accepted way of conveying value.

There are two types of SROI:

- **Evaluative**, which is conducted retrospectively and based on actual outcomes that have already taken place.
- **Forecast**, which predicts how much social value will be created if the activities meet their intended outcomes.

For this evaluation, we have used SROI in its **evaluative** form.

4. WORK STRAND 1: COMMUNITY LEARNING LIBRARIES - CAPITAL INVESTMENT PROGRAMME (CLLP)

4.1 Strand Description

The need for capital investment in Welsh public libraries has been identified in a number of recent reports and documents. The significant deterioration of the country's network of over 300 public libraries was recognised in the One Wales strategy document¹⁴ in 2007 which identified the establishment of a major programme of capital investment and refurbishment of the local public library network as a key activity.

Prior to this, the concerns about the inadequacy of Welsh library buildings and consequent constraints on the growth of library services were described in a 2006 report on capital investment in public library buildings¹⁵. This report states "*parts of the existing buildings network is a real cause for concern in terms of physical condition and fitness for purpose, and is undoubtedly a major constraining factor to the development and improvement of services*". It cites research¹⁶ conducted as part of the @your library project as highlighting the 'fundamental issue' that old and underfunded public libraries have on public's perceptions of libraries and likelihood of use. This research showed that the poor physical state of libraries was a significant barrier in local libraries' drive to attract users. One of the key recommendations of the capital investment report was the creation of a fund to support library building and library improvement projects.

Evidence from the Republic of Ireland's capital investment programme (see Section 4.9) suggests that investment in modern public libraries has real benefits in improving service delivery, improving access and increasing usage.

Recognising the critical importance of capital investment in the development of Welsh public libraries, the LfL strategy established the Community Learning Libraries Capital Investment Programme (CLLP) as one of its main work Strands. With a budget of £7.5 million for 2008 to 2011¹⁷, this Strand aims to refurbish public libraries to attract users through the provision of new facilities for community learning. In order to do this the CLLP provides financial assistance to public library services to refurbish and improve the environment of public library buildings and to develop modern innovative services

The outcomes set for the Strand in the strategy were¹⁸:

- 10% increase in visitor numbers for refurbished libraries in the first 6 months following refurbishment
- Increase in the number and type of activities held in libraries
- Introduction of new services utilising the latest technology, for example WiFi
- Refurbishment of 20% of public libraries open 10 hours or more by 2011

Included in the evaluation of this Strand is one outcome from the Online Information Services Strand (Strand 2) which has been funded through the CLLP grants:

- Pilot Wi-Fi provision in 10 local authorities

¹⁴ One Wales: a progressive agenda for the government of Wales (2007)

¹⁵ Capital investment in Welsh public library buildings - Hywel E Roberts (November 2006)

¹⁶ focus group research undertaken in support of the National Marketing Strategy (2006-2011)

¹⁷ Pilot funding was made available in 2007-08 and 15 libraries were funded in that initial year which is outside the scope of this evaluation

¹⁸ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

4.2 CLLP Refurbishment Activities

The Community Learning Library grants have a specific focus on improving community engagement, improving learning opportunities and space, as well as overall refurbishment.

The CLLP has funded a total of 55 projects: the breakdown by year is shown in the table below.

Table 4.1: Summary of CLLP Grants 2008-2011

	Number libraries receiving capital grants	Expenditure
2008-2009	16	£1,482,241.26
2009-2010	23	£2,962,804.43
2010-2011	16	£3,000,000 - predicted

Source: CyMAL (2007-2010) and CLLP Interim Report 2010-11 (Hywel Roberts)

The refurbishment projects have been monitored by Hywel Roberts, an external consultant who acts as the Community Learning Libraries Programme Adviser. As part of his Adviser's role, Hywel Roberts has produced comprehensive interim and final reports on the CLLP. These reports assess the refurbishment projects by describing the progress made against the objectives, initial evidence of the project's impact and providing detailed case studies of the relevant projects. Each recipient of a grant must also produce an end of project report.

The Adviser's reports resulted in changes being made to the CLLP during the course of the strategy, most notably the introduction of two Bands of funding in 2009. Between 2007-2009 the limit for funding was £110,000: in 2009-2010 there was an increase in funds (see Table 4.1) and two funding bands (Band A under £120,000 and Band B up to £300,000) were introduced.

The monitoring of projects ensures not only that they are progressing according to plan, but also that funding can be re-allocated if it becomes available (for example through efficiency savings made in the purchase of online resources).

An analysis of the refurbishment grants awarded by organisation shows that all library authorities have received support through the CLLP.

Table 4.2: List of refurbishment capital grants received by local authority area 2008-2011

	2008-09	2009-10	2010-11
Anglesey	Llangefni Library	Benllech Library Amlwch Library (2)	Llangefni Library Menai Bridge
Blaenau Gwent	Tredegar Library	Abertillery Library Blaina Library (2)	
Bridgend	Sarn Library	Pyle Libray	
Caerphilly	Nelson Library Rhymney Library (2)	Pengam Library	Bargoed Library
Cardiff		Cathays Library	Fairwater Library
Carmarthenshire	Llandeilo Library	Burry Port Library	Carmarthen Library
Ceredigion	Cardigan Library		Aberystwyth Library
Conwy	Abergele Library		Llandudno Library
Denbighshire			Rhyl library
Flintshire		Connah's Quay Library	
Gwynedd	Barmouth Library	Dolgellau Library Nefyn Library (2)	Tywyn Library
Merthyr Tydfil	Dowlais Library		
Monmouthshire		Monmouth Library	
Neath Port Talbot	Sandfields Library	Cwmafan Library	Glynneath Library
Newport	Pillgwenlly Library	Duffryn Library	
Pembrokeshire	Milford Haven Library		
Powys	Ystradgynlais Library	Llanfair Caereinion Library	
Rhondda Cynon Taff	Treorchy Library	Maerdy Library Hirwaun Library Beddau Tyn y Nant Library (3)	Tylorstown Library Pontyclun Library (2)
Swansea	Pontarddulais Library	Brynhyfryd Library Gowerton Library (2)	
Torfaen			Pontypool Library
Vale of Glamorgan		Rhose Library	Cowbridge Library
Wrexham		Wrexham Library Overton Library (2)	Ruabon library Cefn Mawr Library

Source: CyMAL list of capital grants (excludes WiFi)

Note: In addition to the 55 libraries refurbished between 2008 and 2011, 13 libraries were funded in 2007-2008, making a total of 68 libraries funded through CLLP.

The progress reports identified the significant impact of the investment through the CLLP and showed that the funding offered significant value for money. Initial problems with persuading local authorities to submit project reports were noted as being solved in the Interim Report for 2010-2011 and the Adviser was able to show evidence of progress under each of the Programme's objectives:

- Provide a more modern and attractive environment
- Improve accessibility
- Enhance educational provision
- Provide people and communities with the means to help themselves
- Increase the number of library visits
- Improve ICT facilities such as WiFi
- Attract disadvantaged and non users to use libraries
- Increase the number of items borrowed
- Increase the number of community activities
- Strengthen Wales' cultural identity and help create a bilingual country
- Develop a more environmentally friendly building

The Society of Chief Librarians has conducted research to '*demonstrate to the Welsh Assembly Government and other key partners, the significant impact that the community learning libraries is having on the public library network and the overall value that this has brought to communities and individuals across Wales*'¹⁹. The report uses seven case studies of libraries which have received CLLP funding to provide evidence of the impact of the capital investment on the libraries' staff, services, users and communities. The findings confirm the progress described in the Adviser's reports and concludes that '*continuing investment in public library estate is essential to attaining the 'One Wales' vision and provide better services across to local communities*'.

The positive impact of the refurbishment programme was confirmed in qualitative research commissioned in 2009 by Wrexham CBC²⁰ as part of a review of marketing. The report noted that where there was good customer service 'matched with a refurbished building, there was a noticeable improvement in the visitor experience'.

4.3 WiFi Projects

In addition to the refurbishment projects, the CLLP funds WiFi projects for all types of libraries as part of the strategy's modernising services agenda. The benefits of WiFi provision in public libraries was documented in research carried out by MLA in 2006²¹ This funding is not assessed by the Strand 1 Programme Adviser, but goes through the normal Challenge grant procedure administered by CyMAL.

Fifteen WiFi project in ten local authority areas have been funded between 2008 to 2011 under the Challenge grant scheme; twelve in public library services and five in colleges. Some refurbishment projects funded through CLLP have also included WiFi as part of the work, but there is no separate report available on the WiFi element of these projects. The budget for the individual WiFi projects was £56,811 in 2008-2009, £27,504 in 2009-2010 and £16,780 in 2010-11.

¹⁹ Brighter, bolder, better: impact of the Welsh Assembly Government's Community Learning Libraries Capital Development Investment: Society of Chief Librarians (Wales)

²⁰ Mystery Shop Q1 2009 (Twelfth Man) – Wrexham Borough Council 2009

²¹ Review and Evaluation of WiFi in Public Libraries: MLA (2006)

Table 4.3: List of WiFi grants

2008-09	2009-10	2010-11
Rhondda Cynon Taf	Neath Port Talbot	Neath PT College (FE)
Vale of Glamorgan	Gwynedd	Coleg Powys (FE)
Torfaen	Conwy (Llandudno)	
Ceredigion	Newport Council	
Blaenau Gwent	Merthyr Tydfil College (FE)	
Gwynedd		
Yale College (FE)		
Coleg Gwent (FE)		

Source: CyMAL

Individual project reports have identified that the introduction has had a range of benefits, including increasing usage of the library, attracting non users (including tourists) and in contributing to wider local ICT objectives. The reports also show that there have been significant technical and other problems which have caused delays in introducing WiFi for some projects. Overall, however, the libraries are positive about the impact and anticipate that it will have long term positive outcomes for users.

4.4 Evidence of Strand 1 Outputs/Outcomes

In addition to the impacts described earlier, the extent to which the outputs/outcomes set in the strategy have been achieved is shown below. These findings are based on the Programme Adviser's reports and quantitative evidence provided by CyMAL. This clearly illustrates that the Programme has met, and indeed exceeded, the outputs/outcomes set in the strategy.

Table 4.4: Evidence of Outputs/Outcomes

Target Outputs/Outcomes	Evidence
10% increase in visitor numbers for refurbished libraries in the first 6 months following refurbishment	Over a six month period after modernisation, overall increases in visitor numbers are between 12.5% and 61% compared to a six month period immediately before the library was refurbished*.
Increase in the number and type of activities held in libraries	Increase in the number of events held in the modernised libraries is between 25% to 148%. Significant proportion of community activity is in new partnerships with organisations.
Introduction of new services utilising the latest technology, for example WiFi	ICT facilities have improved very significantly in both quantitative and qualitative terms. 15 WiFi projects have been funded by capital grants between 2008 and 2010. ²²
Refurbishment of 20% of public libraries open 10 hours or more by 2011	In total, 68 libraries have been supported by the CLLP refurbishment programme. Based on a total of 338 public libraries ²³ this represents 20% of the total.
Pilot Wi-Fi provision in 10 local authorities	Achieved ²⁴

Source: unless otherwise stated - CLLP Progress Reports 2008-2010 and Interim Report 2010-2011 (Hywel Roberts)

* Note the visitor numbers for some libraries are based on sample surveys: visitor numbers for projects which involve long term refurbishment programmes may take longer than average to achieve the target.

²² CyMAL Capital Development Programme – capital grants claimed 2008-2009 and 2009-2010

²³ CIPFA data for 2007/08

²⁴ Challenge grants 2008-2011

Whilst the CLLP has met the original outputs/outcomes set for the Strand, the evaluation has also assessed what the effect of meeting these targets actually means in terms of its overall impact and its impact on staff, users and non users. This part of the evaluation is drawn from the primary research conducted by Scotinform, including the consultations with key partners, Strand Leaders and Heads of Service; surveys of libraries, library staff, users and non users; and focus groups with library staff, users and non users.

4.5 Views on Overall Impact of CLLP

There were very positive views amongst the library sector on the impact that the funding through the CLLP has had on the library sector in Wales.

- Consultees were very positive about the impact of the CLLP funding and felt that it had a major impact in improving local libraries for local people.

“This is visible, so the public can see improvements and it attracts people - pulls them in - it has helped combat the stereotype of libraries, it is bringing libraries into the 21st century”

- Heads of Service believed this Strand was the most important one and the one that had had the most impact:

“This strand is the success story of LfL and the number one area that should be protected in the future in terms of funding. “

“The CLLP strand has raised the profile of libraries more than anything else. It has increased membership and in places helped us keep up our membership levels which we were at risk of losing because of an ageing population.”

- Local authority libraries’ managers views were also very positive: all respondents thought the Strand was effective, with 14 of the 18 respondents saying it was ‘very effective’.

“The funding has certainly breathed new life into many library buildings across Wales and I believe the public have genuinely embraced the new developments this has provided. Long may it continue.”

“This has been a lifeline for public libraries. These grants have enabled us to modernise our libraries and significantly upgrade facilities, making a huge difference to the communities we serve. The improvements have also made libraries very visible across the authority and resulted in increased partnership working.”

- Library staff: 90% of staff whose libraries had received funding through the Programme were able to identify the impact that the investment had had on their library. The key areas of impact identified were the positive impact on staff working conditions and morale; creating a better place to work, increased usage, and improved facilities/services.

“Opportunity to safeguard assets and develop better services. It is the most important and clearly demonstrable area of impact within the Libraries for life strategy and reflects the value placed on libraries by the Welsh Assembly Government.”

Of particular importance was the availability of funding for libraries at a time when local authority budgets were being cut. Whilst it is not possible to ascertain the amount of funding which local authorities contributed to CLLP projects which might not have been available otherwise, it is clear that the CLLP funds was matched by significant expenditure from other sources. In 2009-2010, for example, the £2.9 million funding through CLLP accounted for 69% of the total funding of the

projects (£4.2 million)²⁵.

“The refurbishments have coincided with a reduction in LA spend and so we wouldn’t have been able to fund the improvements.” Head of Service

“This initiative has enabled us to undertake capital works which it is doubtful would have done otherwise. The funding is realistically generous and has been effective in ‘persuading’ our Finance dept to support our applications.” Library manager

“It’s been a life-line for authorities with many static service points like ours - we would never have managed to persuade our own authority to refurbish and re-equip them.” Library staff

4.6 Impact of CLLP on Staff

The impact of this Strand on staff was not specifically identified as an outcome in the original strategy, but the evaluation process has shown that the refurbishment of libraries has had a significant and positive impact on the library staff involved.

Staff working in refurbished libraries generally had a more positive and motivated attitude than those who were working in other libraries towards their jobs, the service and Libraries for Life. The refurbishment of libraries was perceived as having had a positive impact on staff morale and contributing to a better and happier atmosphere.

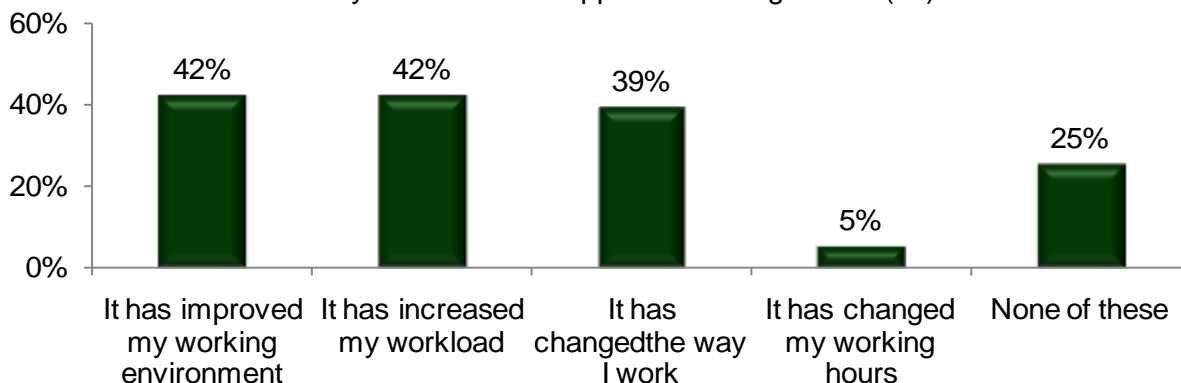
Heads of Service in public libraries commented that staff had become more enthusiastic and motivated as a result of working in CLLP funded libraries.

“Staff morale has improved tremendously - they are proud of the product - they can sell it to customers - you can see this product - one to be proud of.”

These positive attitudes were confirmed in the staff survey: as Chart 4.1 shows, the main impacts of the CLLP identified by staff working in refurbished libraries were improvements to the working environment and changing the way staff worked.

Chart 4.1: Impact of the CLLP on staff

Base = all staff whose library had received support from Programme (64)



Source: Scotinform staff survey

The main ways in which staff felt the Programme had **improved their working environment** were:

- Improved space within the library creates a better environment
- Better lighting and decoration
- Modern facilities

²⁵ CyMAL Capital Development Programme funding data 2009-2010

- Less cluttered/less dowdy

The main ways in which staff felt it had **changed the way they work** were:

- Introduction of self-service facilities means more time for staff to do other tasks
- Allowed development of new activities/services
- Changes to shifts/different ways of working in new library

Although a high proportion (42%) of staff felt that CLLP had increased their workload, this was not necessarily seen as a negative impact of the funding. Two thirds of those who felt it had increased their workload said that this was because they were involved in the project management or implementation of the refurbishment and many described this as a positive aspect of the job, despite the increased workload. The development of project management skills is also mentioned in the Assessor's 2009-2010 Progress Report, which states 'project management competence continues to be at a very satisfactory level'.

Other staff mentioned the additional workload because of new facilities, increased usage or new service: those that had seen their day to day workload increase were generally positive about this.

4.7 Impact of CLLP on Users

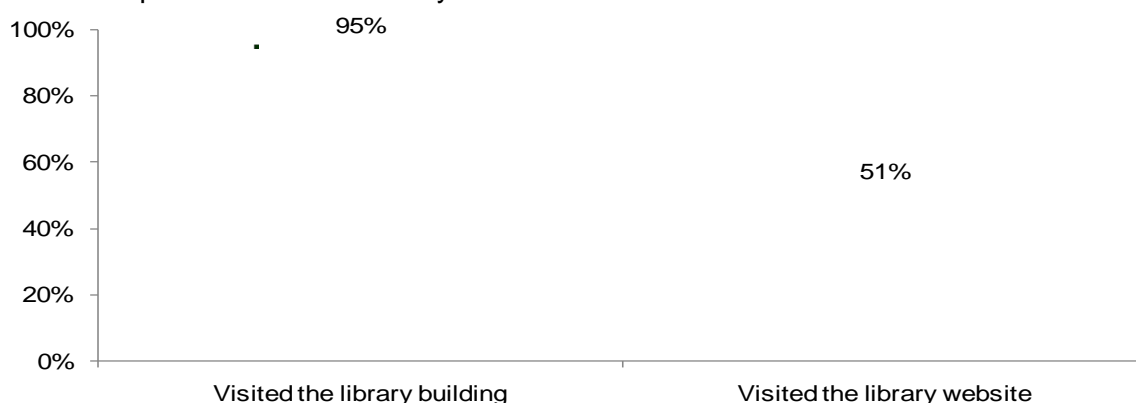
In order to assess the impact of modernising libraries the results have been analysed to identify users of libraries which have been modernised over the past two years or received CLLP funding through LfL. In total, 42% of respondents used modernised/CLLP libraries, and comparisons between these users and users of other local authority libraries have been made when evaluating the impact of CLLP on users

4.7.1 Current library usage

Asked about the library they use most often, the vast majority of library users had made a physical visit to the library in the previous twelve month period whilst just over half of library users had visited the library website. The survey also established that 22% of library users had used a mobile library at some point in their lives.

Chart 4.2: Library usage in previous twelve months

Base: all respondents in user survey



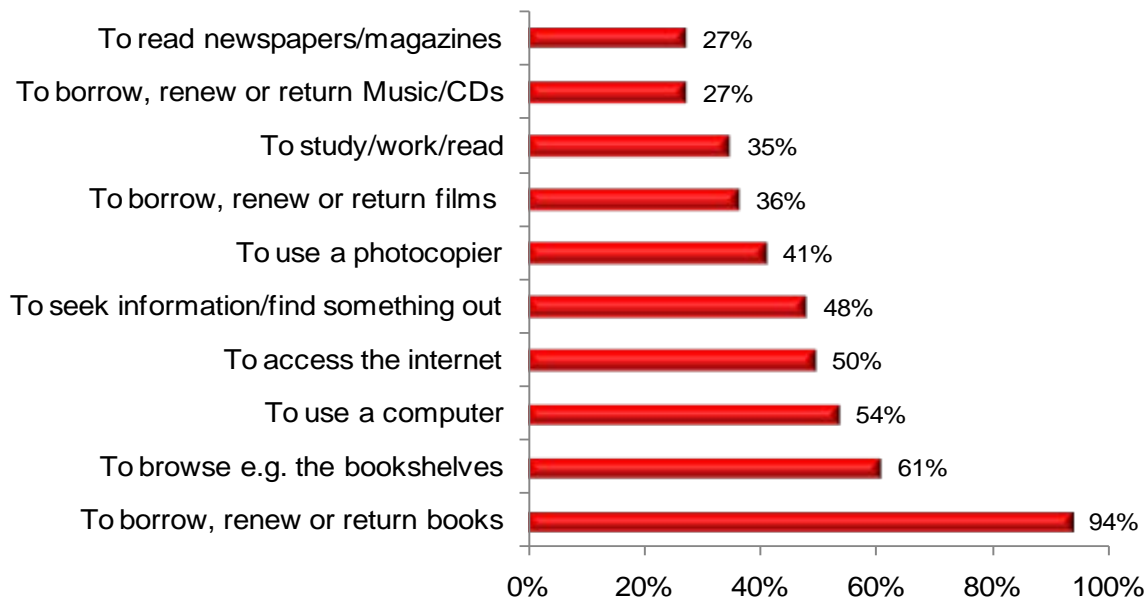
Source: Scotinform library user survey

Usage of the library's website varied by user type: females, younger library users and students were most likely to have visited their library website.

The top ten reasons for using libraries in the past two years are shown in the next Chart. The most common reason for using libraries was to borrow, renew or return books (94%), followed by

browsing, using a computer or accessing the Internet. Users accessing computers in a library were most likely to use them to browse the Internet (66%) or to use email (60%).

Chart 4.3: Main reasons for using library in previous two years
Base: all respondents in user survey



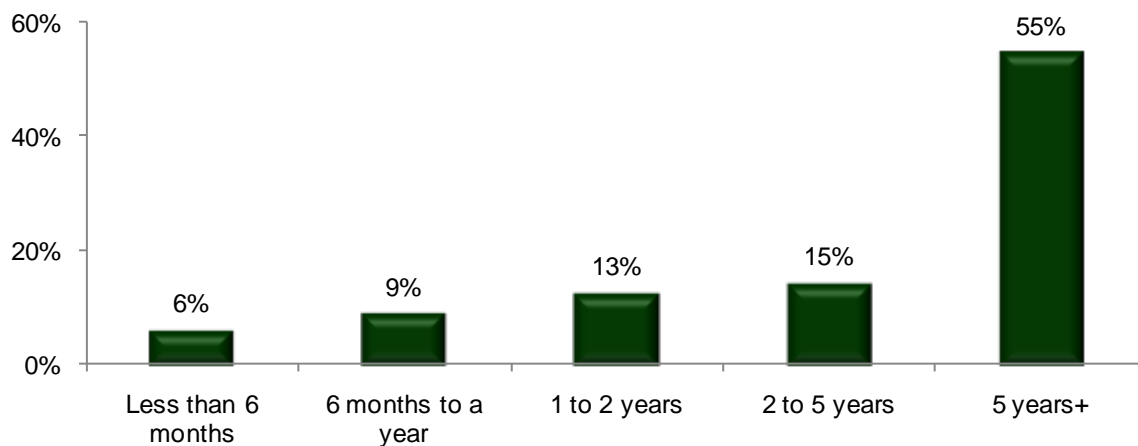
Source: Scotinform library user survey

Comparison of the responses on usage of services between libraries which have been modernised or received capital investment and other local authority libraries suggests the investment has increased usage of some services, particularly attendance at events, borrowing of films and music and user of photocopiers.

4.7.2 Duration of library usage

Chart 4.4 highlights that over half of users have been using their main library for 5 years or more. The figures also suggest that 15% of users had joined in the last year, demonstrating that Welsh libraries are attracting new audiences.

Chart 4.4: Duration of library usage
Base: all respondents in user survey



Source: Scotinform library user survey

Viewed by demographics, the results suggest that, although two-thirds of library users were female, more males had started to use a library in the last year (18%) than females (14%). The results also show that 16-24 year olds were more likely than older age groups to have been using a library for a year or less. This is most likely because of students joining college and university libraries.

The results in Table 4.5 suggest that modernisation and capital investment has helped to attract new users. 21% of modernised/capital investment library users had started using the library in the past two years, compared with 17% of users of other local authority libraries.

Table 4.5: Duration of library usage

Base: respondents from modernised libraries/libraries in receipt of capital investment (222) / other local authority libraries (316)

	Modernised/CLLP libraries	Other local authority libraries
	%	%
Less than 6 months	8	5
6 months to a year	4	4
1 to 2 years	9	8
2 to 5 years	14	12
Five years or more	63	69

Source: Scotinform library user survey

The focus groups with users confirmed the appeal of the refurbished libraries and also illustrated the barriers created by the poor physical state of a library.

“XXX library has given me a new lease of life..... The information and access is so much better, the decor - and surroundings are pleasurable even if you don’t take a book out.”

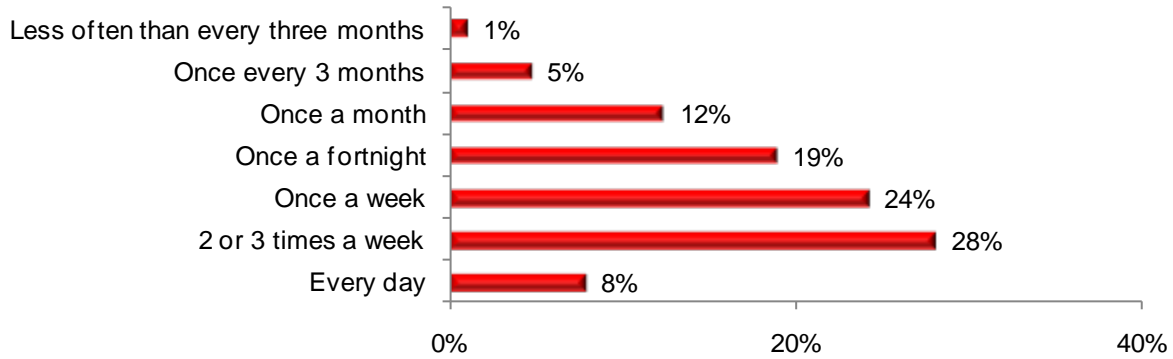
“I haven’t been there (her nearest library) for a few years, but it was a stand up place, you couldn’t sit down, it was dull, poor, a bit of a mess, on three floors so not easy for some people to get up to the top.”

A few participants mentioned that they would visit those libraries that had been refurbished in preference sometimes to their local libraries and would travel to do so.

4.7.3 Frequency of library usage

Chart 4.5 shows high frequency levels of library usage amongst users. 60% of users visit a library once a week or more often and the majority (91%) visit at least once a month.

Chart 4.5: Frequency of library usage
Base: all respondents



Source: Scotinform library user survey

The results show that male users are more likely than female users to visit a library at least once a week however in terms of age, no age group stood out as being more likely to visit at least once a week.

Table 4.6 shows that modernised libraries and libraries in receipt of capital investment experience more frequent visits from users than other local authority libraries. For instance 60% of users visit a modernised/capital investment library at least once a week compared with 55% for other local authority libraries.

Table 4.6: Frequency of library usage
Base: respondents from modernised libraries/libraries in receipt of capital investment (222) / other local authority libraries (316)

	Modernised/CLLP libraries	Other local authority libraries
	%	%
Every day	9	6
Two or three times a week	24	25
Once a week	27	24
Once a fortnight	19	22
Once a month	12	14
Once every three months or less often	7	5

Source: Scotinform library user survey

4.7.4 Changes noticed in past two years

In the focus groups with users, participants were asked about the main changes they had noticed over the last two years. Access to computers and the Internet were seen as one of the major changes and comments showed that this was seen as having a great benefit to all sections of the community

“Yes, my local library has just introduced WiFi. A great thing for students during holidays to get assignments done without distraction.”

Participants had noticed libraries were busier, “more 21st century” with a diverse range of activities being held there such as storytelling, speakers, etc. Classes, talks and other events were mentioned frequently by users, participants wished there was more on offer as everyone had good experiences of those they had attended.

“The atmosphere has changed a lot, much less formal and no more “ssshing”

“...nice place to go now, pleasant surroundings, I meet people at the cafe.”

Although participants were very positive in their descriptions of libraries - “accessible”, “welcoming” and “friendly” were words often used to describe libraries in the focus group - “dull”, “cramped” and “old-fashioned” were also used to describe some libraries that had not been refurbished.

“As I said there has been a refurbishment of our library, which has modernised it, probably the main thing is they have created a central aisle, where all the staff sort of work from, so there is much more information access, also enables people who just walk off the street to get information. Much more accessibility.”

One participant was very positive about the new disabled access, in particular the new lift that has been installed; this has had a positive impact on accessibility for her and her friends.

Where the library had been refurbished people noticed improvements to the space, although some participants felt that the space was still not being used to the best advantage.

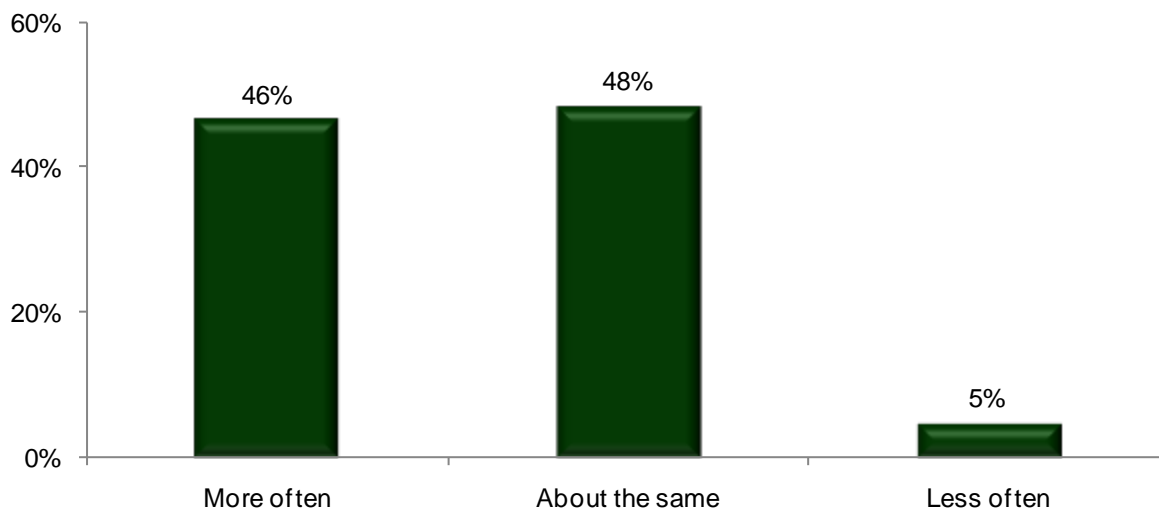
“Inside more displays, (Richard & Judy bookclub type thing!), many more computers (squeezing out the reference section), some geographical changes to counters.”

“I think they could do with enlarging my library, there is room for it, obviously get more books.”

4.7.5 Changes in frequency of library usage

Users were asked to compare their usage of libraries two years ago with their current usage. Almost half of users believed they were now using libraries more often and only 5% believed their usage had decreased in the intervening period.

Chart 4.6: Library usage compared to two years ago
Base: all respondents in user survey



Source: Scotinform library user survey

Table 4.7 shows that users of modernised/capital investment libraries (43%) were more likely than users of other local authority libraries (38%) to have increased their usage of libraries, confirming the positive impact of the refurbishments.

Table 4.7: Library usage compared to two years ago

Base: respondents from modernised libraries/libraries in receipt of capital investment (222) / other local authority libraries (316)

	Modernised/CLLP libraries	Other local authority libraries
	%	%
More often	43	38
About the same	51	58
Less often	5	4

Source: Scotinform library user survey

4.7.6 Reasons for changes in library usage

Users who indicated they were now using libraries more than they were two years ago were asked (unprompted) why this was. The most common reason highlighted by users for using libraries more often was because they were now studying at school, college or university. Other main reasons included to access computers and the Internet, to pursue an interest in reading and because the user had more free time than in the past (often because retired).

Table 4.8: Main reasons for using libraries more often (Unprompted)

Base: respondents who are using libraries more often (316)

	Reasons for using libraries more often
	%
Studying at school/college/university	30
Access to computer/Internet	18
Keen reader/more interested in reading	15
More free time than in past	13
To educate and entertain children	8
Variety of services on offer	5
New/existing facilities	4
Friendly/helpful staff	3

Source: Scotinform library user survey

The following quotes illustrate some of the main reasons provided by users for using libraries more:

“As I am studying for my degree, I need to use libraries more frequently for research purposes. Also during the summer vacation I like to catch up on my reading crime books which I do not always have time for during term time.”

“I have more use for their facilities with studies and personal development. The new XXX library is superb and provides a great, quiet atmosphere for work.”

“Currently unemployed so use the library during the week both for job searching and other uses.”

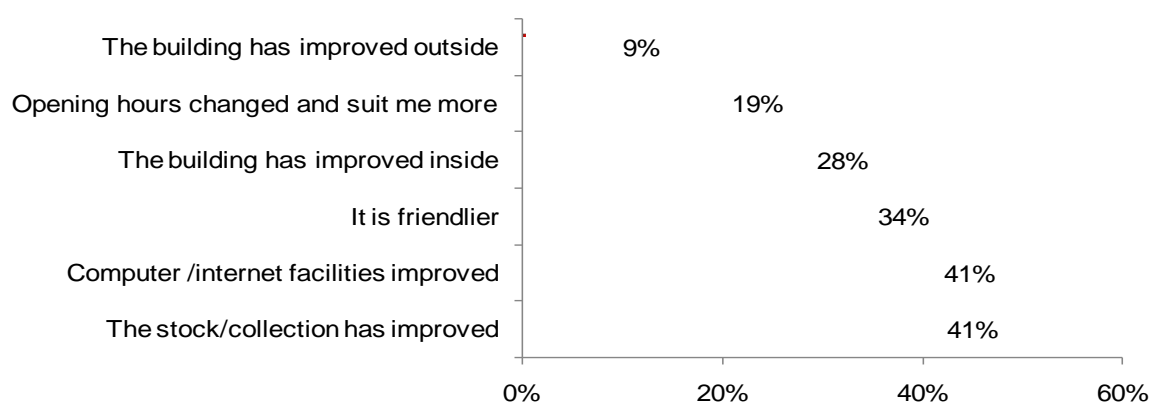
“Children older both want to use computers at same time, further education for me.”

“I’m interested in new subjects. Found out they (library) have friendly environment and up to date resources.”

“Recently joined the library book club. I have more time to read due to retirement.”

From a prompted list, the main reasons for using libraries more in the previous two year period included improvements to the stock/collection and computer/Internet facilities. Just over one quarter had increased their usage because the interior of their library had improved. The importance of positive staff attitudes was shown by the fact that 34% of users said they were using the library more often because ‘it is friendlier’.

Chart 4.7: Reasons for using libraries more often (Prompted)
Base: respondents who are using libraries more often (316)



Source: Scotinform library user survey

Table 4.9 compares the results for users of modernised/CLLP with other users. This shows that investment in interior work, improvements to collections and computer facilities has encouraged increased usage of libraries. Users of these libraries were significantly more likely to highlight improvements to the interior of building as a reason for increased library usage. They also were more likely to highlight improvements to the stock/collection, computer/Internet facilities and exterior of the building as reasons for using the library more often.

Table 4.9: Reasons for using libraries more often
Base: respondents from modernised libraries/libraries in receipt of capital investment (100) / other local authority libraries (128)

	Modernised/CLLP libraries	Other local authority libraries
	%	%
The building has improved inside	54	12
The stock/collection has improved	53	41
Computer/Internet facilities improved	48	39
It is friendlier	46	36
The building has improved outside	14	7
Opening hours changed and suit me more	14	17

Source: Scotinform library user survey

A small percentage of users indicated that they were now using libraries less than two years ago. The main reasons highlighted by these respondents included an end of academic studies, lack of free time and access to alternative resources such as e-books.

The following quotes illustrate some of the main reasons provided by users for using libraries less often:

“Less reason to go due to completing my education and also I usually buy books that are hard to find in the library.”

“No longer have regular times I can go and get books out/return them.”

“The hours I work make it difficult, I want to use the library online, to download e-books, but this is not possible in Wales, it is very easy in England but for some reason not here.”

“There are so many resources on-line.” / “Reading e-books more.”

“Books have become more accessible. Internet and supermarkets offer immediate and cheap access to bestselling editions.”

4.7.7 Suggestion for future development of libraries

Participants in the focus groups had a number of suggestions for development of libraries. The main suggestion was for longer opening hours: participants suggested that libraries should be open at weekends and in the evenings.

There were also high levels of interest in e-books amongst younger participants, particularly students. These participants were interested in e-books and would access a mix of fiction and non-fiction.

“They are good for on the go as you can store many books in one small item: but nothing beats having the book.”

The older age groups were not particularly interested in being offered access to e-books by the library, but there was a strong interest in having more audio books by all age groups

“Actually I think audio books you could download to your i-pod would be better than e-books”

Language learning was mentioned by a few participants and e-books and audio books were seen as vehicles for this by focus group participants.

The under 35 year old participants thought that libraries did not cater for their age group: they felt the children and older people benefited but that young people’s needs were not catered for. These participants were most likely to mention the need for a social space or more social feel to their library

“A place to hang out and meet new friends, yes and some kind of cafe- a small village would benefit from this.”

“Coffee /smoothie shop. A few comfy chairs.”

“.... more chairs, a big comfy sitting area is needed I think.”

“Our library is too small to have a cafe, but it could have a coffee machine which would be fantastic and I would use it.”

Other suggestions from participants were:

- more advice on books (‘if you like this, you should try ...’)
- quiet space where there are no computers and people are not allowed to talk

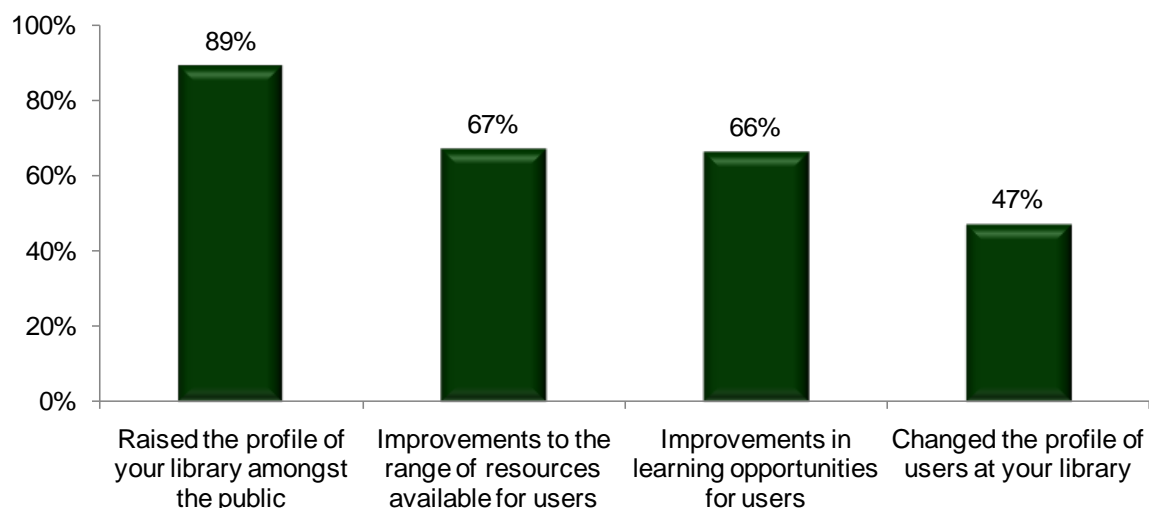
- more social space with comfortable seating/coffee machines

4.8 Staff Views on the Impact of CLLP on Users and Usage

4.8.1 Staff views on the impact of CLLP on users

Staff felt that the CLLP Programme's main impact on users was in raising the profile of the library, followed by improving the range of resources available and improving learning opportunities.

Chart 4.8: Staff's perception of the impact of CLLP on users
Base = all staff whose library had received support from Programme (64)



Source: Scotinform staff survey

Participants in the staff focus groups identified a range of new user groups as a result of the refurbishment of libraries:

- young people (8 mentions)
- families/children (6)
- non traditional audiences/people who have not used library before (4)
- schools (3)
- learners - IT/computers (3)
- 'silver surfers' (2)
- Welsh speakers (1)
- people from outside local area (1)

Staff participants had noticed an increase in numbers visiting libraries due to the refurbishment. The main reasons that staff thought the CLLP investment had increased usage of libraries was that it had counteracted the old, negative image of libraries and the publicity that libraries received when they were refurbished raised the public profile of the library and libraries generally.

"This has brought more people through the door. It has changed people's perceptions of libraries."

Staff commented particularly on facilities such as new toilets and better access as well as ICT equipment.

"It has brought Libraries to Life!"

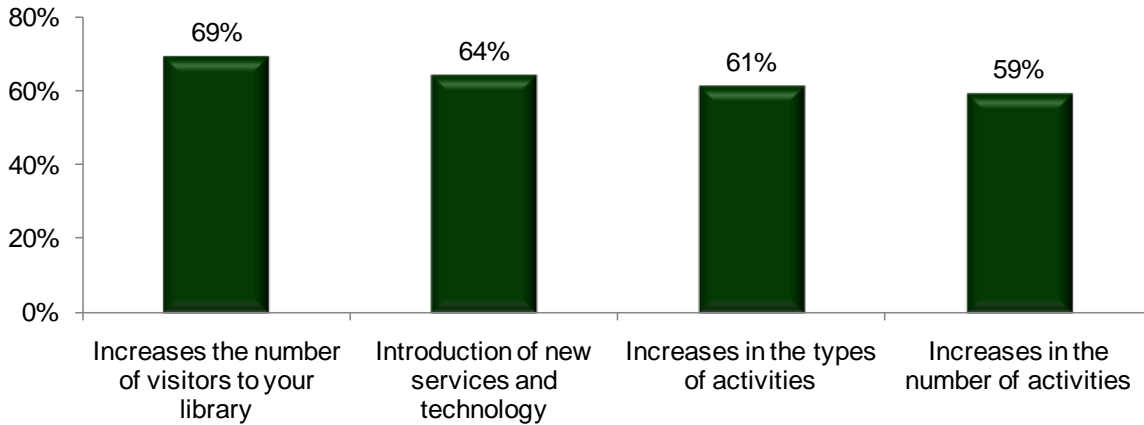
"People appreciate money being spent on them - they can see it"

4.8.2 Staff views on the impact of CLLP on usage of libraries

The CLLP was also perceived by staff as having a significant impact on usage of libraries: between 59% and 69% of staff said it had increased use in terms of the numbers of visitors, the introduction on new services and the number/types of activities.

Chart 4.9: Results of the CLLP on usage

Base = all staff whose library had received support from Programme (64)



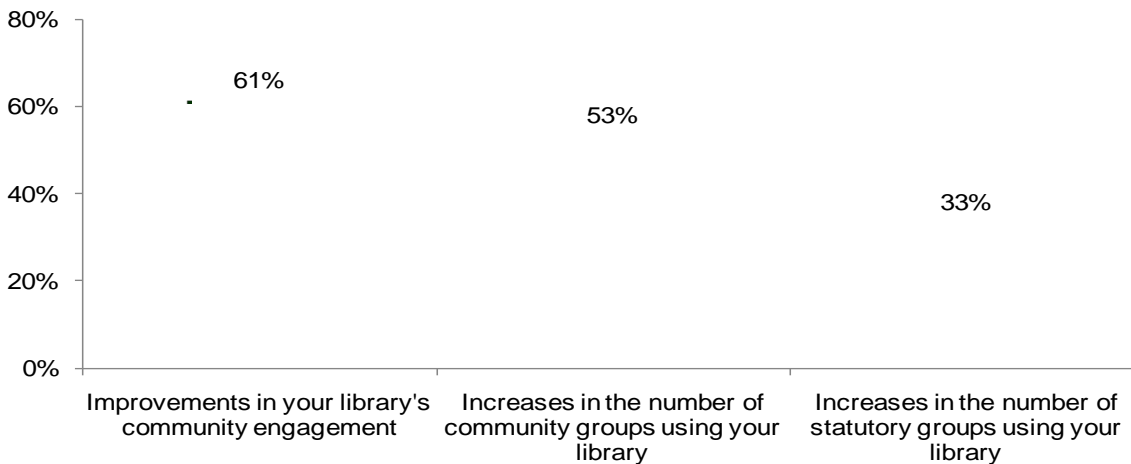
Source: Scotinform staff survey

4.8.3 Staff views on the impact of CLLP on community engagement

One of the main impacts that staff felt the CLLP had had was on improving community engagement and the use of the library by community groups. A third of staff felt that the Programme had increased usage by statutory groups, such as Careers Wales, making this the lowest area of impact.

Chart 4.10: Results of the CLLP on community engagement

Base = all staff whose library had received support from Programme (64)



Source: Scotinform staff survey

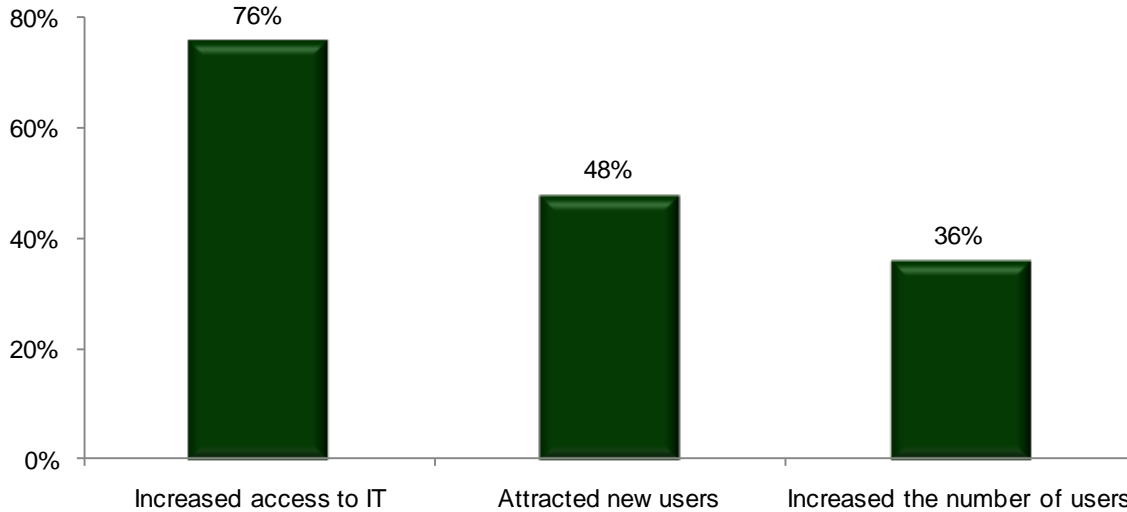
In the focus groups, staff were able to identify specific use of libraries by statutory groups and they felt the funding had encouraged use by a range of organisations.

“It has definitely helped with improving levels of engagement; more groups are using libraries as a facility. An AM and an MP are using a library as one of their surgery points and other groups use it “

4.8.4 Views on W-Fi facilities

56% of staff said that their library offered WiFi facilities to library users. Three quarters felt that WiFi had increased users' access to IT and 56% felt it had increased the number of users.

Chart 4.11: Result of introducing WiFi
Base = staff whose library offers WiFi to users (168)



Source: Scotinform staff survey

Staff in libraries where there was no WiFi were asked what they thought the impact of introducing WiFi would be. They anticipated that the main impact would be an increase in access to IT (76%) and were more likely than staff whose libraries had WiFi to expect WiFi to attract new users (65%) and to increase the number of new users (52%).

4.9 Suggested Developments for CLLP

There was strong support expressed for the continuation of the CLLP and suggestions by internal and external consultees for the development of CLLP focussed on the timescale of funding and reporting requirements of the current programme rather than significant changes:

- **Funding:** CyMAL to commit to funding longer term (e.g. three years)
- **Project timescales:** the current requirement to complete projects within a year is perceived as creating unnecessary difficulties for local authorities - particularly where planning consents are required
- **Reporting:** structure in place to ensure that local authorities submit reports on projects within specific timetable agreed at outset - sanctions to be imposed if not submitted on time
- **Consistency of reporting** from local authorities should be improved
- **Awareness:** improve awareness of availability of small scale grants
- **Standard Guidelines** for plans and statistics, DDA, removers/storers and realistic time schedules for works could be provided by CyMAL based on experience of so many library authorities

The suggestions for specific projects were:

- introduce a larger grant (£0.5 million) which could be used for schemes such as radical refitting of libraries
- focus on projects that attract new users - most library users are in the 45-50 age bracket and we need to encourage younger people to become regular users
- more specified teen sections are needed within libraries.
- target libraries that are currently housed in not built for purpose premises and are located away from the focal point of the community

4.10 Country Comparators

The comparison with the other UK regions and countries from Scandinavia identified two main approaches to capital investment in libraries:

- Allocated to libraries from a central fund similar to the CyMAL model
- Allocated by local authority areas without input from central government

4.10.1 Central Funding

Central distribution of funds to libraries is evident in Northern Ireland and the Republic of Ireland.

The investment strategy for **Northern Ireland** (2008/9 - 2018/19) has allocated £138 million to modernise library buildings. Over the past five years the Department of Culture Arts and Leisure has funded eleven new libraries and one major refurbishment²⁶: this compares with the CLLP investment of £7.5 million in 55 projects between 2008 and 2011.

A review of library services has analysed whether or not Northern Irish libraries are fit for purpose, have potential to deliver library services in the 21st century, are suitably located and are sustainable. In Belfast the review has allowed libraries to be categorised according to four types:

- Libraries that meet the key criteria (8)
- Libraries that require new builds or major refurbishments (8)
- Libraries that require to be clustered to consolidate provision (2)
- Libraries that are considered to be no longer viable (14)

In the **Republic of Ireland** the Department of Environment, Heritage and Local Government offers grant aid to libraries in three ways; towards the construction and refurbishment of public libraries, ICT advances in library services, and the purchase of library vehicles.

In common with the approach in Northern Ireland the policy document 'Branching Out - Future Direction's'²⁷ recommends an audit of existing libraries takes place with the provision of grant aid to underpin the necessary works established. The audit extends beyond library buildings so that there is potential for grant aid to address furniture, fittings, ICT and stock in new library buildings. This audit process allows the awarding authority more control in the allocation of funds by identifying where funds should be allocated and in what amounts.

In 2009-10 the Public Libraries Capital Programme held 8.5 million Euros for the development and refurbishment of libraries throughout the country.

It has also been recommended that libraries continue to benefit from a multiannual building programme, with a built-in time frame for proceeding to tender. As in Wales, this ensures timely draw down of allocated funds. Of note, the grant aid will also be determined in the light of potential funding from other sources, for example, a refurbishment of Kilkeel Library was funded through a combination of Department of Arts, Sport and Tourism, the Commissioners for Charitable Trusts and Clare County Council.

The approach to library funding in Northern Ireland and the Republic of Ireland demonstrates a large element of state control in the allocation of funds. In both countries library audits enable funding to be allocated by a central body. Elsewhere, the approach is very different with responsibility for allocating funds to libraries placed in the hands of local authorities as outlined in the next section.

²⁶ Department of Culture, Arts and Leisure, Future Building Projects

²⁷ Branching Out – Future Directions – the policy document which aims to drive the development of the public library service in the Republic of Ireland between 2008 and 2012.

4.10.2 Local Authority Funding

In both Scotland and England individual public library services are delivered by local authorities. As a result local authorities are responsible for allocating funding to library services from their own budgets, however, some additional central funding is available as described below.

In **Scotland** there is no central government capital investment funding of public libraries. The Public Library Quality Improvement Matrix (PLQIM) is a quality assurance tool developed by the Scottish Library and Information Council (SLIC). It is focused on the effect that library services have upon the individuals and communities they serve. In this sense it has more in common with the WPLS than with capital investment, but it is also used as the basis for awarding funding to individual projects, and in this context we can draw parallels with Challenge grants.

The matrix addresses access to information, community and personal participation, meeting readers' needs, learners' experiences, ethos and values, organisation and uses of resources and space, and leadership. In 2009/10 thirteen awards were made totalling £440,200. Examples of funding included efficiencies in book procurement (smartLINK) and the development of AskScotland, a national virtual reference service allowing access to library resources and collections.

In **England** non-local authority funding is provided by Museums, Archives and Libraries (MLA). Their 10 year strategy 'Framework for the Future' aims to improve and modernise England's public library services.

The main funding opportunities for libraries include:

- Sector improvement/Capacity building: working with Local Authorities to support service improvement
- Supporting innovation: funding of 'Get it Loud in Libraries' and development of a community of practice for library authorities on e-books.
- Levering investment: £4.5m for Boys into Books and £5m for Book Ahead.

The Big Lottery Fund managed an MLA £80 million Community Libraries Programme (CLP) from October 2006 to March 2007. The CLP provided funding to help libraries consider new ways of working and to improve accessibility and service provision. During the Programme 58 local authorities were awarded grants of between £250,000 and £2 million to renovate, extend or build new libraries. This approach was different than the one taken by CyMAL through the CLLP as it involved the local community in the development, delivery and management of their library services. The evaluation of the CLP²⁸ identified that there had been significant delays in the completion of projects, but that the funding had a significant impact on perceptions of library services, the engagement of libraries with their communities and on learning and skills development of users, staff and volunteers.

In Scandinavia, the Finnish model also places public libraries in the hands of local authorities who distribute state funding at their discretion. In addition the state allots discretionary subsidies to libraries for special tasks, such as establishing multi-lingual libraries - libraries for minority populations. It is noticeable that support has been especially forthcoming for projects involving partnerships between libraries or in cooperation with other administrative sectors.

The table below shows the capital investment in public libraries per head of population, comparing investment by CyMAL with investment by the Republic of Ireland and England. This illustrates that:

²⁸ Community engagement in public libraries: an evaluation of the Big Lottery Fund's Community Libraries Programme (ERS Research and Consultancy) – MLA June 2010

- the LfL's CLLP has involved an investment of between 49 pence and £1.00 a year giving a total investment of £2.48 per head of population over three years
- this compares with the MLA investment of £1.54 per head of population over six months and the Republic of Ireland's investment of £1.76 per head of population over one year.

Table 4.10: Capital investment in libraries - per head of population

Awarding authority	Investment £	Period	Population	Investment per head of population (per annum)
WAG / CyMAL - Libraries for Life	£3 million	2010-2011	2,999,300 ²⁹	£1.00
	£2.9 million	2009-2010		£0.99
	£1.4 million	2008-2009		£0.49
Republic of Ireland	£7.4 million (8.5 million euros)	2009-2010	4,239,848 ³⁰	£1.76
England -Big Lottery Fund, managed by MLA	£80 million	Oct 2006-Mar 2007	51,809,700 ³¹	£1.54*

* English funding through Big Lottery is for six months only

Source: Scotinform unless otherwise stated

4.10.3 Future Trends

In Finland and Norway library services receive high satisfaction scores in citizen surveys and library usage is amongst the highest anywhere. In these countries the bricks and mortar of the library estate are in good condition with many new and modernised libraries in place. The focus of capital investment has now shifted to other areas.

In **Finland** the Government plans to direct funding to long term projects that involve the entire country and have a long term impact on library activities to reinforce the existing expertise in libraries³². For example:

- Active participation in the National Digital Library 2008-11 project
- National projects supporting the utilisation of libraries joint meta-data
- Alternative forms of funding to address the changing needs of library users and developments in communications technology

In **Norway** the focus is on libraries as a meeting place and cultural arena in a digital age³³.

- It is forecast that the digital perspective will engage all types of libraries and will characterise all development of library services in the years to come.
- Collaboration and division of responsibility: Resource sharing and interlibrary loan collaboration are the backbone of the national library network. The scope of resource sharing among types of libraries will be fully explored.
- The library as a meeting place/arena of learning and culture: All libraries, particularly public libraries will emphasise *the library as a meeting place and arena of learning and culture*.
- Library services for all: Library services for the Sami people, national minorities and others

²⁹ Office of National Statistics 2009 Mid-Year Population Estimates

³⁰ Central Statistics Office, Ireland – 2006 population estimate

³¹ Office of National Statistics 2009 Mid-Year Population Estimates

³² Ministry of Education: Finnish Public Library Policy 2015, National Strategic Areas of Focus

³³ Norwegian Ministry of Culture, Libraries: Knowledge Commons, Meeting Place and Cultural Arena in a Digital Age

minority-language speakers increased and improved.

In Finland and Norway the focus is not on capital investment in the sense followed in Wales, instead there is a focus on increasing library partnerships and on digital developments with the belief that digital considerations will underpin future library planning.

“A fundamental perspective in this report is that the digital evolution will have a boundary-shattering impact on library services going forward.”³⁴

4.11 CLLP - Conclusions

The evaluation has shown that the CLLP Strand has achieved the outcomes that were set out in the strategy for the first two years (2008-2009 and 2009-2010). It seems likely that it will also be successful in the final year (2010-2011) as the Strand Adviser’s monitoring of projects is effective in identifying risks and supporting project managers.

Overall, the evaluation shows that the capital investment programme has had a significant impact on the public library service in Wales and further quantitative evidence of the impact of the capital investment programme is shown in the section on Social Return on Investment (SROI) (Section 13).

The role of the Adviser has been critical in ensuring that projects are monitored and, as a result, the CLLP has resulted in the completion of library refurbishments across all local authorities. Experience elsewhere, most notably with the CLP project in England, suggests that the creation of the role of the CLLP Adviser has had a major impact in ensuring the success of this Strand.

All local authorities have received funding through CLLP, and it is important that this continues if the impact of funding is to be spread across Wales. The Strand Adviser’s role in discussing future projects with local authorities means that potential projects have been identified for future investment in many local authority areas. This identification of projects on an ongoing basis is likely to be important as local authorities’ resources decrease and there is an increasing need to put forward a robust case for matched funding.

The CLLP funding has had wide ranging impacts on the library sector in Wales, on staff and on users. The effect of providing funding to libraries at a time when many local authorities were considering cutbacks cannot be measured, but appears to have led to significant improvements to libraries which were unlikely to have taken place otherwise.

Perhaps one of the most significant impacts of the CLLP has been on public library staff working in the funded libraries. The research showed that staff working in refurbished libraries had a more positive and motivated attitude than those working in other libraries. Specific benefits were that the refurbishment programme had improved their working environment and changed the way staff worked.

Whilst this evaluation has considered the short term impacts of the funding, there are already a number of areas that are likely to have longer term benefits for the library sector. One of the most important of these may be the development of project management skills of key library staff who have managed the CLLP projects: it is important that these skills are used in the future.

Refurbished libraries have reported significant increases in usage in the period following the refurbishment (according to the reports provided to the Programme Adviser) and staff in the staff survey also felt that one of the main impacts of refurbishment was increased usage. The WPLS statistics reported in Section 9 confirm that there has been an overall increase in library usage.

³⁴ Norway. Libraries: Knowledge Commons, Meeting Place and Cultural Arena in a Digital Age

Further evidence that the refurbished libraries are increasing usage from current users comes from the survey of users which showed that modernisation has increased frequency of usage.

Funding of WiFi projects has also provided successful in increasing usage and staff perceived the introduction of WiFi as a good way of attracting users. The problems with implementing projects suggest that there may be a need to monitor these projects more closely, either through the Programme Adviser or an equivalent.

5. WORK STRAND 2: ONLINE INFORMATION SERVICES

5.1 Strand Description

The development of ICT provision alongside more traditional library services was identified in the strategy document as essential if libraries are to continue to be relevant to their communities and attract new users. The importance of online information services was established through several research studies cited in the evaluation of the @your library programme and emphasised in the One Wales strategy document³⁵ where it was stated that ‘we will continue to invest in improving IT in libraries, including maintaining free, universal public access to the Internet, to help bring them into the 21st century’.

The online information services Strand incorporates two key areas of activity:

- **Resource Discovery and Delivery:** focussing on the creation of an all-Wales online catalogue and inter-library lending scheme, this has developed from the work of the Resource Discovery in Wales Project in 2004, funded by CyMAL and led by the National Library of Wales (NLW) and subsequent projects carried out by NLW under the @your library programme. The work by NLW showed that the development of a system capable of cross-catalogue search across Wales was problematic: a Resource Discovery and Delivery Working Group was convened and its report (published in 2007) identified a programme of activity for creating an all-Wales catalogue along with further research into the development of a national inter-library lending scheme.
- **Online Content and Resources:** the context for the development of online content and resources was established by the National Assembly for Wales in its strategic framework - Online for a Better Wales (2001). This led to the establishment of a number of all-Wales WAG funded projects, including Culturenet Cymru (developing online resources that explore and promote the heritage of Wales) and Ask Cymru (a bilingual online service based on the UK’s Ask a Librarian service). Under the @your library programme, the focus was on the procurement and delivery of high quality electronic services and the development of a central web portal (library.wales.org), along with specific grants from Challenge funding for collaborative projects.

Libraries for Life set out a programme of activities which were designed to build on the work carried out under @your library and contribute to the commitment in the One Wales document. The outputs/outcomes set for the Strand in the strategy³⁶ were:

- All-Wales procurement of online services delivered via libraries secured by July 2008
- All relevant online library catalogues searchable online by March 2009
- Wider choice of resources available to users
- Library members able to borrow items from any Welsh library
- Inter-library loan agreements in place by March 2009
- Improved stock management across Welsh libraries
- Expanded information services available via www.library.wales.org and enable the individual user to customise the service

In addition, there was one outcome which has been included under Strand 1 as it was funded through the CLLP budget: ‘Pilot Wi-Fi provision in 10 local authorities’.

³⁵ One Wales: a progressive agenda for the government of Wales (2007)

³⁶ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

5.2 Online Information Services Activities

5.2.1 Summary of activities

The online information services' activities include the implementation of an online service that allows library users and staff to search across web-enabled public library and academic catalogues; the development of an inter-library lending scheme; support for the library.wales.org website; and to develop joint procurement of resources.

The budget for Strand 2 is summarised in the next table:

Table 5.1: Summary of online content and resources budget

Year	Budget (£)
2008-2009	215,485
2009-2010	325,688
2010-2011 - predicted	259,676

Source: CyMAL LfL budgets

The National Library of Wales (NLW) receives funding for three FTE members of staff and is responsible for leading on the activities under Strand 2:

1. Resource Discovery and Delivery (RDDW)
 - Development of Cat Cymru
 - Brokering ILL schemes (through RDOs)
2. Online Content and Resources
 - Development of library.wales.org
 - Procurement of e-resources

Progress on the activities has been monitored through Progress Reports submitted to the LfL Advisory Group meetings (most recent report December 2010); and the LfL annual reports 'Measuring progress - key tasks, outputs and outcomes' (most recent report 2009-2010 with data up to January 2010). Additional information has been gathered from interviews with the National Library of Wales and data on specific activities.

NLW works in partnerships with RDOs to provide training and awareness sessions on the projects. Between July 2008 and February 2010 the Strand 2 sessions covered four broad topics, with participants ranging from the RDOs to library staff working in public and HE/FE libraries.

Table 5.2: Strand 2 Training sessions July 2008-February 2010

Service	Number of locations	Number of attendees
Library.wales.org promotion (2008/2009)	7	123
Library.wales.org - CMS training (2008/2009)	5	57
Cat Cymru - loan requesting (Jan-March 2009)	6	72
E-resources - cross sector staff training		
• Know UK & News UK/Typo 3 (March 2008)	8	97
• Know UK & News UK (May/June 2008)	8	41
• Newsbank (Jan/Feb 2010)	6	111

Source: National Library of Wales

5.2.2 Usage of Cat Cymru

Cat Cymru is an all-Wales search interface developed as a result the work of the RDDW Working Group which was convened as part of @your library. The Cat Cymru beta service was launched in May 2008 at the CILIP Cymru conference to provide a comprehensive online library catalogue for Wales. At the time of writing this report there was plans for a software upgrade which is likely to lead to the removal of the beta label.

Cat Cymru now includes all public library services and university libraries in Wales as well as about half of the further education colleges' catalogues (a number of Further Education College library catalogues are not compatible with the search software, WebFeat).

In 2010 Cat Cymru recorded 7,000 to 8,000 searches a month, but the volume of searches has not increased significantly since July 2009 when it was agreed that the service would not be actively promoted to users due to staff concerns about resourcing increased numbers of requests for material. The limited use of this resource is clearly a concern given the evidence of the importance of resource discovery in the development of library usage.

Table 5.3: Usage of Cat Cymru

Month	Searches	Full Record View
May 08	167	n/a
June 08	28	n/a
July 08	38	29
Aug 08	31	29
Sept-08	39	20
Oct-08	47	33
Nov-08	21	8
Dec-08	35	20
Jan-09	174	42
Feb 09	2516	1287
Mar 09	5536	3349
Apr 09	6365	4218
May 09	6391	4262
Jun 09	6044	4258
Jul 09	7642	4719
Aug 09	7003	4978
Sept 09	7570	5392
Oct 09	8622	5295
Nov 09	7618	6615
Dec 09	4635	3967
Jan 10	6891	5658
Feb 10	7783	6794
Mar 10	8616	6877
Apr 10	6646	4654
May 10	7150	5588
Jun 10	7343	6492
Jul 10	7394	6614
Aug 10	7895	5478
Sept 10	8703	7839
Oct 10	8038	7468
Nov 10	7008	6801

Source: LfL Progress Report December 2010

5.2.3 Inter-library Loans (ILL)

The LfL ILL activities were a development of a number of existing ILL schemes. The first significant scheme was LINC y Gogledd, started in 2002 as a partnership between Bangor University and Conwy, Gwynedd and Anglesey library authorities; this introduced free reciprocal borrowing across the public library and FE sectors. A number of other schemes were developed which @your library was able to build on by providing Challenge funding to assist existing library partnerships. The RDDW Working Group report in 2007 identified that ILL was an important step in addressing the resource discovery needs, but concluded that there was a need to develop a national resource discovery system to see what impact this had on demand for ILL.

ILL became possible through Cat Cymru from February 2009 when a beta version of the WebFeat interface was made available to allow online requests for items. Cat Cymru allows a request to be made directly to request the item on inter-library loan, although this then has to be manually transferred to the relevant library by NLW staff. It has dealt with about 50-60 requests a month since the launch of the service.

Progress on ILL has been monitored in a paper by NLW³⁷ in March 2009 and an Inter-library Loan Discussion Day (November 2009) organised by the LfL Programme Manager to review progress and identify the key issues for the development of an all-Wales ILL system. The Discussion Day included a review of the four ILL projects funded through LfL and has been used as the basis of the summary for each project, updated where relevant from reports on each project.

The four pilot schemes, funded by Challenge grants, set out to test different regional delivery models across Wales:

- **Linc y Gogledd** in North Wales: development of the existing service through van delivery to include all six local authorities in the region, this has faced logistical problems in ensuring a reasonable time between request and delivery, but remains one of the more successful ILL services.
- **Linc y Canolbarth** in Mid Wales: initial findings from the development of a postal delivery system in Ceredigion and Powys in 2009-2010 has shown very low usage and the Partnership has been exploring working with the South West region in 2010-2011 for an ILL scheme based on postal delivery.
- **Books4U** in South East Wales: this built on a previous project (Gateways to Learning), but bringing in 5 new authorities and some HE and FE libraries. It started in February 2009 and operates through a courier van system. During its first year it recorded 14,000 requests for books and loaned around 12,000 items for customers. According to the latest statistics, between April and December 2010, the service dealt with 11,591 requests and the same number of loans between April to December 2010. Books4U is perceived as having achieved success, despite issues with stock management policies at libraries (some libraries are lending significant numbers of books).

As a result of the Books4U scheme, the authorities in South East Wales have undertaken a review of the status and material held in major stock reserves at six local authorities. The aim is to eliminate unnecessary duplication of holdings and investigate ways of achieving efficiencies. This Public Library Shared Stock Reserve project is positioned within the RDDW initiative and managed by one of the RDOs, but is being funded through an Inspiring Learning grant from CyMAL.

³⁷ Cat Cymru ILL requesting and Regional Delivery Services: a national perspective: NLS (March 2009)

- **SWAP Pilot (South West Wales Area Partnership)** this had two elements which are described in an evaluation paper:
 - **Passport Scheme** in South West Wales: this is not an ILL scheme, but is an extension of the previous ATLAS and PACT schemes which allows the public access to any libraries involved in the scheme. It enables users to join 12 partner libraries, but they may only borrow books in person using their passport. The first Passports were produced in August 2009 and it recorded 1,224 users by March 2010. SWAP was awarded a further grant for 2010-2011 to develop the pilot phase of the scheme. (note: a similar scheme exists through Linc y Gogledd and in Wrexham.)
 - **ILL scheme** between partners using Cat Cymru and postal delivery: the evaluation describes a number of problems when the pilot scheme was launched in September 2009 which led to it having limited impact. The main issue was that staff/partners did not feel that Cat Cymru was robust enough as a public tool or for staff use (some staff preferred the Unity system). Over the seven month pilot (September 2009 to March 2010), 114 items were requested and 234 items were loaned, suggesting very limited use of the service. The conclusion of the evaluation is that the pilot has been 'fraught' with difficulties, including poor administration, negative perceptions of Cat Cymru and confusion over how the scheme works.

One other ILL scheme operating in Wales is the Book Express Scheme in Newport which allows local residents to order books online for delivery by post. This scheme is independent of LfL and allows online order of books which are delivered to the borrowers' home address by post.

Swansea Libraries conducted a project to identify the cost implications of sourcing ILL data through Cat Cymru and alternative sources (including purchasing, Unity catalogue or the British Library). The report on this project³⁸ identified that:

- ILL requests made up only 0.14% of all requests during the six month pilot period of the ILL scheme
- the average cost to fulfil an ILL request ranged from £3.35 for Cat Cymru to £5.22 from Unity and £12.50 from the British Library
- Cat Cymru, although the cheapest option, has issues with the accuracy of the data and the amount of time taken to place and hold on the system

The findings from this survey confirm the issues identified with Cat Cymru later in this section (section 5.8).

The aim of having a national ILL system in place has not been achieved, with Library Services preferring to have regional loaning agreements. RDOs have brokered agreements on ILL in the regions, using the pilot schemes (described earlier) to test out different methods of delivery, but usage remains very low, particularly in Mid Wales.

The table below illustrates the usage figures of Cat Cymru requests to date (note this does not include Books4U data as this is not recorded through Cat Cymru).

³⁸ South West Wales Area Partnership: follow up report on cost and resource issues surrounding the Resource Discovery Pilot based on data collected by Swansea Library and Information Services February 2010-July 2010

Table 5.4: Summary of Cat Cymru Loaning Statistics by Region February 2009- December 2010

Area	ILL Requests	
	Feb 2009- March 2010	April-December 2010
North Wales	251	381
Mid Wales	27	27
South West Wales	119	194
South East Wales	605	396

Source: LfL Progress Reports

5.2.4 Usage of *library.wales.org*

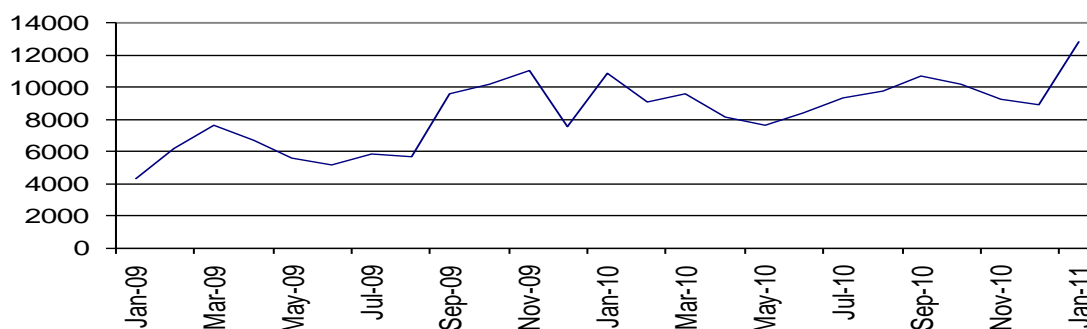
The *library.wales.org* was launched in May 2006 and following extensive development work, the portal's usage has grown during the LfL strategy period from 3,774 visits in July 2008 to over 12,000 in January 2011. Visits reached over 10,000 in October 2009 and remained at approximately that level for the past year, but there was a significant increase in January 2011 which probably reflects the launch of the Fancy That marketing campaign in January.

When it was created the bilingual library portal was intended to be a first port of call, or a gateway, for people to find out about their library and to access a range of material and information online. Over time its functions have increased: members of the public can access the electronic reference material via the portal (see later section), find their local library, search Cat Cymru, join a library online, and, since autumn 2010, access Ask Cymru. There are also 'useful links' of pre-selected websites on a range of topics, although usage figures for the whole portal suggest that these are one the least used areas of the website. There is a concern that as more facilities have been added to the portal its original aim may have become less obvious to users.

For librarians, the portal is the entry point for the Staff Toolkit. This was originally a marketing toolkit hosted externally but following the collapse of the company, the National Library of Wales agreed to take on the maintenance of the toolkit. The marketing project officers use the toolkit as a repository for much of their marketing materials. Access to the staff toolkit is by generic password. Two large 'sub sections' have also been added to the website, namely Information Literacy and Inspiring Learning. The former relates to the one of a CyMAL funded project, and the latter is information about the inspiring learning framework for evaluating projects.

The portal is also used as a single web address which can be used on marketing materials and as the call to action in campaigns.

Chart 5.1: Total visits to *library.wales.org* by month (January 2009-January 2011)



Source: National Library of Wales

Figures for usage of AskCymru and Join a Library are summarised below:

- AskCymru, an electronic enquiry service, was launched in January 2006 and re-launched in December 2010. In 2008 and 2009 the number of questions submitted to Ask Cymru was 446 and 404 (2010 data not yet available).
- Join a Library service which allows users to register as a library member online. This service is used very little: only 28 requests were received in 2010.

5.2.5 Online information sources

Wales was the first country in the UK to develop joint procurement of online newspaper and reference services for public and academic libraries. The NLW has continued to co-ordinate this activity and successfully developed a range of online information services. This activity is measured by recording usage of the services as described below:

- The e-Resources subscribed to by the National Library of Wales under LfL are:
 - Newsbank
 - Ancestry Library
 - Groves Art Online/Music Online (public libraries only)
 - Family history resource (Ancestry.com) [although access is onsite in libraries and archives only, not remote through websites]
- two other e-resources are funded through LfL: European Resources Online and Land, Life & Leisure (Mid Wales only)

A description of each e-Resource is shown in the following sections.

5.2.6 Online reference services

The procurement and delivery of high quality electronic information service for libraries in Wales was delivered under the @your library strategy. Following a full procurement exercise, the NLW procured electronic reference (Know UK) and newspaper (News UK) resources from ProQuest on behalf of all libraries in Wales. The contract included online and face to face training of 186 librarians. The Newsbank subscription replaced subscriptions to KnowUK and NewsUK in January 2010 and it was rolled out across Wales in February 2010. There were a total of 65,000 user sessions of Newsbank in 2010, with public, HE and FE libraries recording significant usage (see next table). The main users were WAG and NLW, accounting for over 40% of user sessions.

Table 5.5: Usage of Newsbank by library type

Type	Number of institutions accessing	Total user sessions		
		2008 NewsUK	2009 NewsUK	2010 Newsbank
Public libraries	22 library services	9123	7809	10600
FE libraries	20 colleges	1973	1411	14018
HE libraries	12 universities	9150	10027	12894
NLW		2022	3962	5900
WAG		n/a	n/a	21,552

Source: National Library of Wales online newspaper total annual usage

5.2.7 Family history resources

The first subscription to ancestry.com was taken out in the second phase of @your library in March 2007, giving all public libraries, archives and record offices access to this popular resource. Under

LfL, the subscription started in March 2009 and usage has grown from 280,000 user sessions in 2009 to over 1.3 million user sessions in 2010

Table 5.6: Usage of ancestry.co.uk library

	Number of user sessions
2009 (contract started in March 2009)	289,244
2010	1,372,626

The contract for Ancestry Library is due to expire at the end of February 2011 and following a consultation exercise with the archive and library services in Wales, the 1911 census was identified as an 'essential' resource. As only one provider provides access to this service, the NLW have negotiated with Find My Past for a contract due to start in March 2011. This will provide access to family history resources for citizens in Wales to use in public libraries and record offices.

5.2.8 Groves Art and Music Online

The subscription to Groves Art and Groves Music was negotiated for public libraries from January 2010 to March 2011. There were 8,700 user sessions of Groves Art and Music Online between January and November 2010. The resource was used in all local authorities, with usage highest in Cardiff which accounted to a third of all user sessions.

5.2.9 European Sources Online

The LfL programme has provided grant funding of £45,372 over three years to Cardiff University for subscriptions to European Sources Online (ESO) for Welsh libraries and other relevant bodies. ESO is a subscription-based electronic information service providing information on the EU, the countries of Europe and on issues of importance to citizens, students, researchers and other stakeholders in Europe. The editorial base of ESO is the European Documentation Centre (EDC) of Information Services at Cardiff University. ESO has subscribers across the UK, other countries in Europe and in the USA. Access in Wales is through either the library portal (library.wales.org), or from libraries' own webpages.

The subscription means that this resource is available to six Europe Direct Information Centres in Wales, all public library authorities, all schools, FE and HE institutions, National Library of Wales, National Assembly for Wales (NAW), Welsh Assembly Government (WAG), think tanks such as the Institute of Welsh Affairs, NGOs and voluntary bodies such as Citizens Advice and Wales Council for Voluntary Associations (WCVA).

5.2.10 Land, Life & Leisure

Under LfL, the Mid Wales partnership project paid for subscriptions for libraries in the Mid Wales region to have access to the Land, Life & Leisure database. Land, Life & Leisure is an agricultural bibliographic database of land-based literature whose focus is both practical and scholarly. The creation of the database has been led a team at Aberystwyth University. Online access is via the library portal or libraries' own websites, with usage extended to the South West Wales partnership area 2010-11.

5.3 Evidence of Strand 2 Outputs/Outcomes

The extent to which the outputs/outcomes set in the strategy have been achieved is shown below, based on the LfL Progress Reports and feedback from the National Library of Wales. Progress on this Strand has been patchy: the development of library.wales.org, the launch of Cat Cymru and the all-Wales procurement of e-resources have achieved the target outcomes, but use of these resources remains limited. The unwillingness of some library services to engage with a national ILL system has meant that there has been very limited progress on these two outcomes. This issue is discussed later in this section when the result of the surveys of Heads of Service and staff are summarised.

Table 5.7: Evidence of Outputs/Outcomes

Target Outputs/Outcomes	Evidence
All-Wales procurement of online services delivered via libraries secured by July 2008	This has been delivered by NLW and there is ongoing work to procure resources. Newsbank usage in the public libraries and the HE sector is growing and usage in the FE sector is increasing for some colleges, but other colleges have very low usage figures. Online family history resources have been available through a contract with Ancestry Library (ends Feb 2011). New contract with Find My Past due to start in March 2011.
All relevant online library catalogues searchable online by March 2009	Cat Cymru launched in May 2008 and all relevant catalogues now available (a small number of FE Colleges do not have catalogues that are compatible with the system.)
Wider choice of resources available to users	NLW has developed a form with the 22 local authorities to allow new library members to access a wide range of material by registering online to use NLW services remotely. This will be implemented by March 2011.
Library members able to borrow items from any Welsh library	This has not been achieved, but there are agreements within individual regions.
Inter-library loan agreements in place by March 2009	ILL agreements in place regionally, but not nationally. Regional Partnership agreements on regional loaning are in place in all four regions.
Improved stock management across Welsh libraries	Not achieved nationally, but partially achieved in South East Wales through the Public Library Shared Stock Reserve project
Expanded information services available via library.wales.org and enable the individual user to customise the service	Information services expanded via library.wales.org.uk, but users not able to customise service
Pilot WiFi provision in 10 local authorities	WiFi projects funded through Strand 1 - CLLP in 10 local authority areas between 2008-2010 - see section on Strand 1

Source: National Library of Wales and LfL Progress Report 2009-2010 and December 2010

The primary research conducted as part of the evaluation identified the wider impacts that Strand 2 has had on staff, users and non users. The findings from the research are described in the next sections: they confirm that the impact of the online information services' activities is far from clear.

5.4 Views on Overall Impact of Online Information Services Strand

Unprompted comments in the staff survey showed that staff were generally positive about Strand 2: just over 60% of those aware of the Strand made positive comments.

The key areas of positive comment related to the impact that ILL and Cat Cymru had had on users, but the online resources were also seen as having a positive impact on staff and on the development of relationships with other local authorities. Negative comments focused on technical problems with Cat Cymru and issues with library.wales.org.

Overall, staff identified positive impacts of the Strand and, despite some reservations, felt that it had benefits for staff and users.

Table 5.8: Unprompted comments on impact of Online Information Services Strand
Base = staff respondents aware of strand (218)

	%
No impact/not relevant to job	18
Positive comments - total	61
○ <i>Positive comments on Cat Cymru unspecified</i>	22
○ <i>Positive comments on the benefits or impacts of ILL and searching the catalogue for customers/borrowers/users</i>	17
○ <i>General positive comments on impact/added value of resources</i>	12
○ <i>Positive comments on benefits to staff development/training</i>	6
- <i>Positive comments on developing relationships with other local authorities/libraries</i>	5
Negative comments - total	14
○ <i>Cat Cymru slow/not user friendly/search poor/difficult to navigate</i>	7
○ <i>Library.wales.org slow/not used/prefer other sites</i>	5
○ <i>Increased staff workload</i>	2

Source: Scotinform staff survey

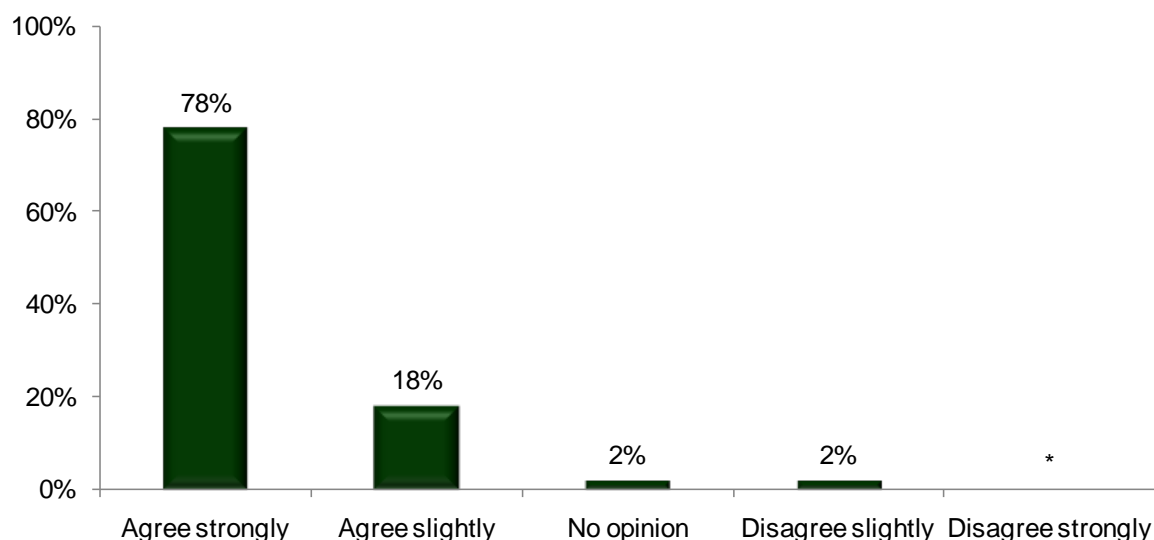
The qualitative research and consultations confirmed the positive perceptions of the online resources work, but also identified a range of concerns about the Strand amongst a minority of participants.

- Awareness of library users of library.wales.org was seen as a major issue and the main reason for low usage of resources
- Although staff were generally positive about Cat Cymru, a significant minority expressed concerns that promoting this service to their users would lead to them being 'swamped' with requests for material
- The negative views on ILL noted earlier in this section was confirmed by the qualitative research, with library staff and Heads of Service expressing reservations about the benefits of an all-Wales ILL system
- There were concerns amongst Heads of Service that library.wales.org is replicating what is on offer from other websites

Despite the criticisms of the online resources, the staff survey showed that staff are very positive, in principle, about introducing ICT to libraries (see next Chart). Significantly, however, local authority staff had more negative attitudes towards ICT than staff in other types of libraries: three quarters of local authority library staff agreed with the statement shown in Chart 5.4, compared with over 90% of staff from other types of libraries.

Chart 5.2: Agreement with statement: 'Developing ICT provision alongside more traditional library services is essential if libraries are to continue to be relevant to their communities'

Base = all staff respondents



Source: Scotinform staff survey

5.5 Impact of online services on staff (library.wales.org and Cat Cymru)

5.5.1 Staff views on online services

Awareness of the online services amongst staff was quite high: 85% of staff were aware of Cat Cymru and 70% were aware of the library.wales.org portal. Heads of Service, however, highlighted that low staff awareness as one of the reasons for low usage of the online services, along with staff not being trained on how to use the some sites. They also commented that some library staff were ambivalent about the online services provided via library.wales.org: several interviewees mentioned that their staff did not use them and preferred obtaining information from other sources.

Staff attitudes towards online resources varied hugely: some were very supportive, perceived real benefits to users and the opportunity to attract new users; others felt they did not have the time either to look at online resources or to meet the additional demand from users.

There were a number of other positive aspects of the website and online catalogue identified by staff and consultees:

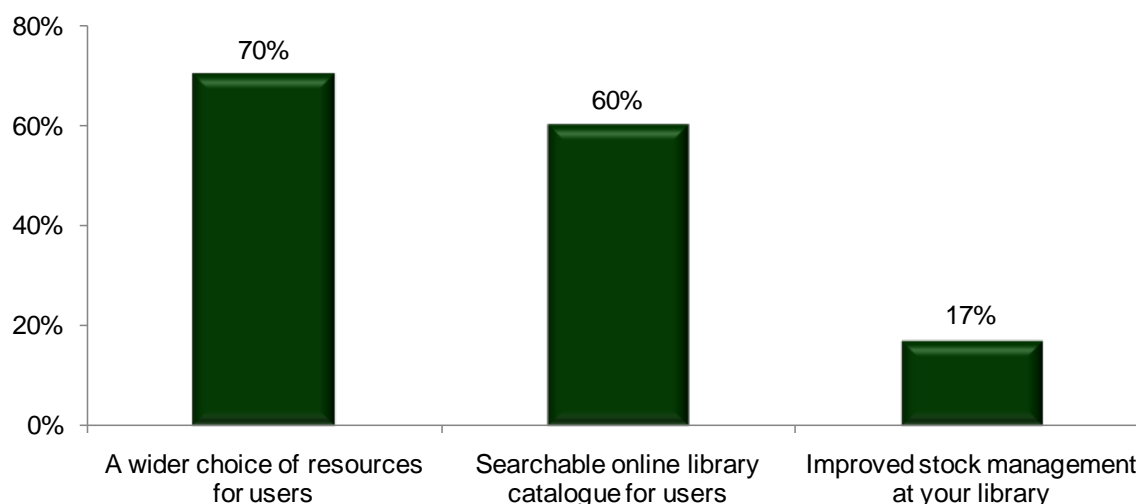
- The cross-sectoral approach and the opportunities that offered to users of all types.
- Enabling users to access resources such as ancestry research sites
- Offering users access to library services at home
- Introduction of library services in minority languages

One issue that emerged from the local authority staff focus groups and interviews with local authority Heads of Service that was felt to have an impact on the use of library.wales.org.uk was the problem of Internet access at service points. This was confirmed in the staff focus groups, with several staff saying they could not access the online resources because their use of the Internet was restricted. Others said that the security policies of the authority's IT department restricted the online services they could offer or that their authority did not have the resources to support the service (one example given was that the IT department did not have time to put the relevant icons on the desktops of computers).

The Heads of FE and HE library services stated that academic staff and students were not interested in using library.wales.org. They all felt that the ‘the one size fits all’ approach does not work for an online resource of this nature and that it was more appropriate to enable local provision.

The development of online content and resources was perceived as having resulted in making a wider choice of resources for users by 70% of staff, confirming the unprompted comments on the impact. It was also perceived as resulting in a searchable online catalogue for users, but was unlikely to be seen to have improved stock management.

Chart 5.3: Results of development of online content and resources (prompted)
Base = staff aware of online content and resources (261)



Source

Source: Scotinform staff survey

5.5.2 Staff use of Cat Cymru

Two thirds of staff (68%) who were aware of Cat Cymru had used it during the course of their job: this represents 58% of all library staff. Staff in local authority libraries and HE/FE libraries were likely to have used the catalogue, but those in other libraries were very unlikely to have accessed it. Senior library staff were more likely than those on lower work levels to have used it: approximately three quarters of Library Managers, Branch Librarians and Subject Librarians had used it.

The negative views and issues with accessing the Internet in libraries noted earlier in this section may explain why only 60% of staff who were aware of Cat Cymru said they had promoted it to users: local authority library staff were far more likely than HE/FE staff to promote the online catalogue to users.

Some Heads of Service were positive about Cat Cymru and felt that it was not being used to full potential:

“Staff feedback for Cat Cymru has been that it is a very positive development - really valuable to them and to users.”

Others said it was a very good idea but not well used and was cumbersome, lacking functionality

“I don’t use it, support it or promote it. There are other options available out there that need to be explored e.g. Unity, that would be far more beneficial and would make more sense if CyMAL paid a subscription to that rather than start from scratch.”

“Cat Cymru - a waste of time and money - Inconsistent - unreliable”

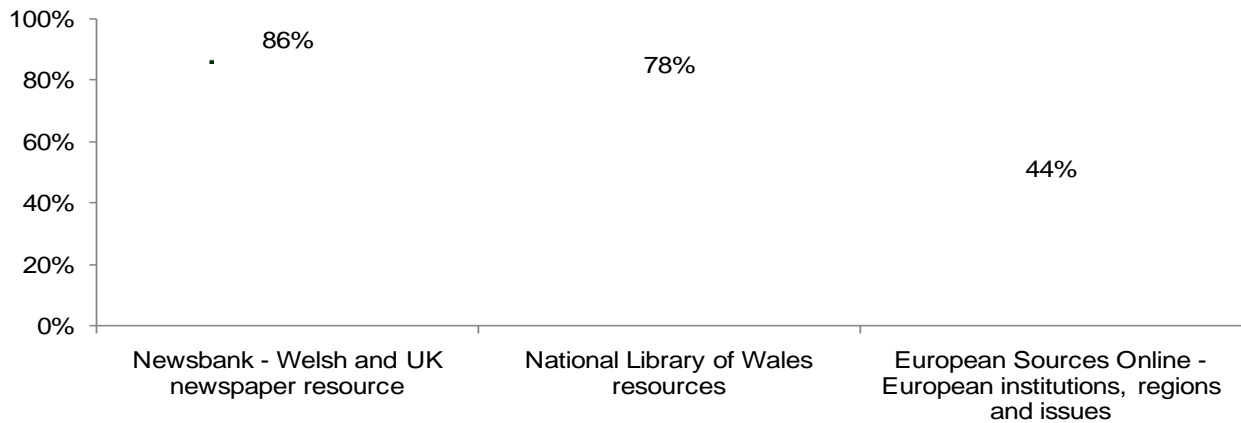
Information from CyMAL indicated that library services were consulted prior to the procurement of Cat Cymru. The procurement process to obtain the software for a catalogue of Welsh libraries included a demonstration day with demos by the bidding suppliers. The outcome was that the majority of librarians preferred the system offered through Cat Cymru as they did not want the additional work involved in having to regularly submit records to a union catalogue such as Unity, in addition to which the searchable catalogue would always be slightly out of date.

5.5.3 Staff use of Reference Resources sections of library.wales.org

Staff were most likely to be aware of Newsbank and the National Library of Wales resources, but less than half were aware of the European Sources Online and only a quarter were aware of Land, Life & Leisure. HE/FE library staff were more likely than local authority library staff to use all these sections, particularly the European Sources Online and Land, Life & Leisure (Mid Wales only).

Chart 5.4: Staff Awareness of Reference Resources (prompted)

Base = all staff aware of library.wales.org (253)

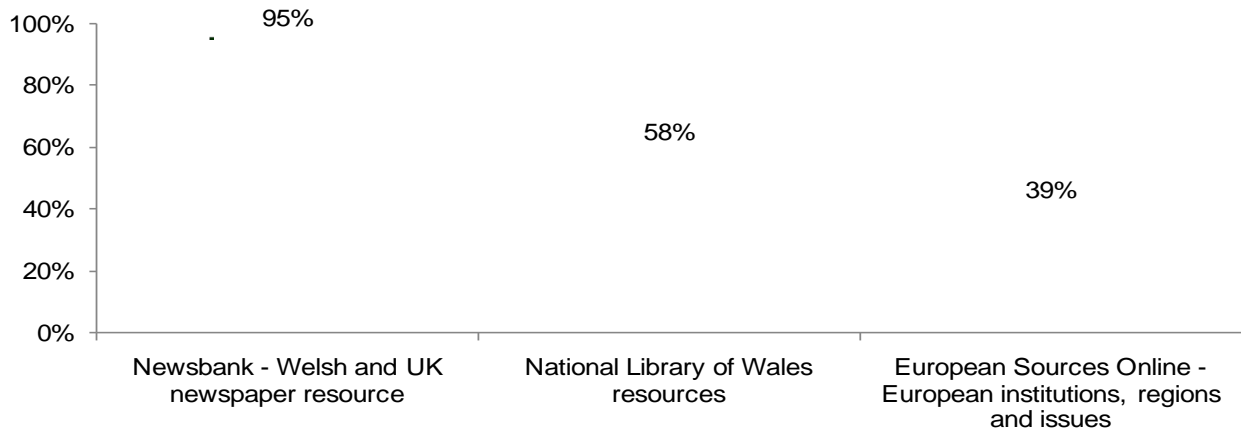


Source: Scotinform staff survey

Staff were most likely to have promoted Newsbank: 95% of staff aware of Newsbank had promoted it to users, suggesting that this is perceived as likely to be of interest to users.

Chart 5.5: Staff Promotion of Reference Resources to Library Users

Base: staff aware of each resource



Source: Scotinform staff survey

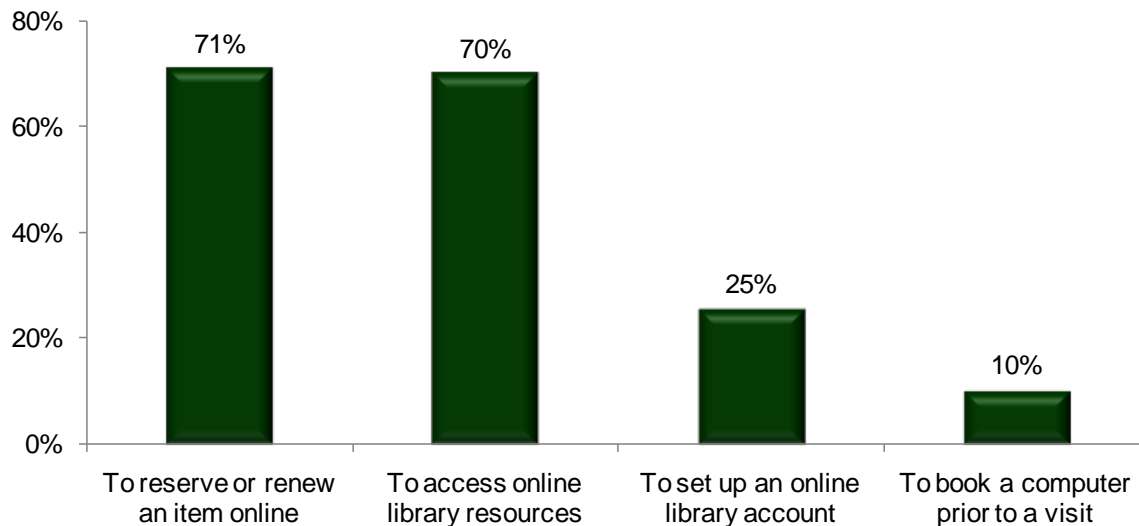
5.6 Impact of Online Resources on Users

5.6.1 Awareness and usage of library websites

As shown in section 4.7, 51% of library users had accessed the website of the library they used most in the previous 12 months. The main reasons that users gave for accessing library websites were to reserve or renew an item online or to access online library resources (see next Chart).

Chart 5.6: Usage of library websites in previous 12 months

Base: respondents who had visited library website in previous 12 months (346)



Source: Scotinform library user survey

Most participants in the user focus groups had visited their local library website, most often through their local authority website. They used it primarily to renew and reserve books, this was a service widely used, appreciated and seen as a great convenience for users. They also browsed the library catalogue.

5.6.2 Users' awareness of online resources

41% of library users were aware of library.wales.org. Users most likely to be aware of their library website were aged 45 years+ (50%), women and in employment.

There was a very low awareness of library.wales.org amongst focus group participants: in most groups nobody had heard of it. Once they were shown it and the services available many said they would be likely to access it and explore its usefulness. Participants thought the range of things on offer was good and would be of use to them, but also suggested that the site's usability and design should be reviewed.

"It looks good, but it should be more visible if you want it used."

"Unappealing to the eye, unstructured.. I can't navigate my way around it easily."

Local authority staff expressed concerned about the general public's awareness of library.wales.org and Cat Cymru, and suggested that lack of awareness was the main reason for a perceived lack of use of the resources. The staff focus group discussions identified, however, that not all staff were prepared to promote the website to their users. This was partly due to concerns that it would increase their workload and partly to negative perceptions about the site.

"I don't really like the layout."

“I think it needs to be more plain language”

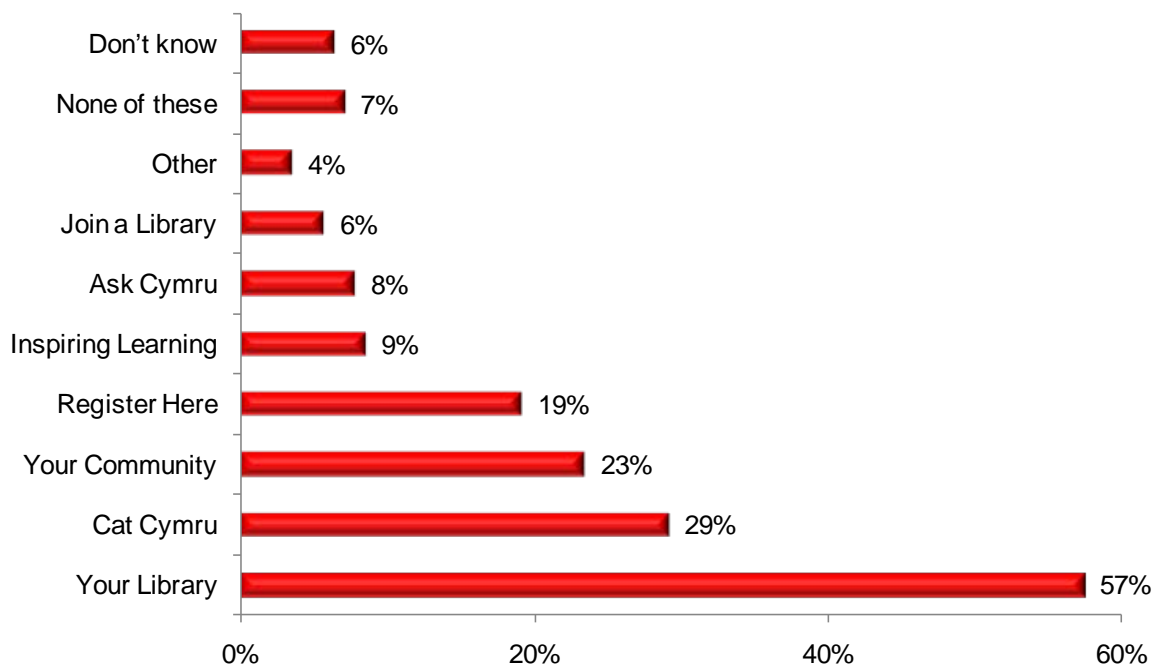
Staff participants highlighted that some of the button titles such as Cat Cymru and Ask Cymru were seen as vague and confusing for members of the public.

“CAT Cymru - why not just say ‘catalogue’ or ‘find a book?’”

5.6.3 Users’ usage of library.wales.org

Just over half (51%) of the users aware of library.wales.org had accessed it: this equates to 21% of all users surveyed. ‘Your Library’ was the section most used by those accessing library.wales.org. This section contained details on opening hours, contact information, and what’s on at your local library.

Chart 5.7: Sections of library.wales.org accessed
Base: respondents who had accessed library.wales.org (141)



Source: Scotinform library user survey

5.7 Impact of Inter-Library Loans

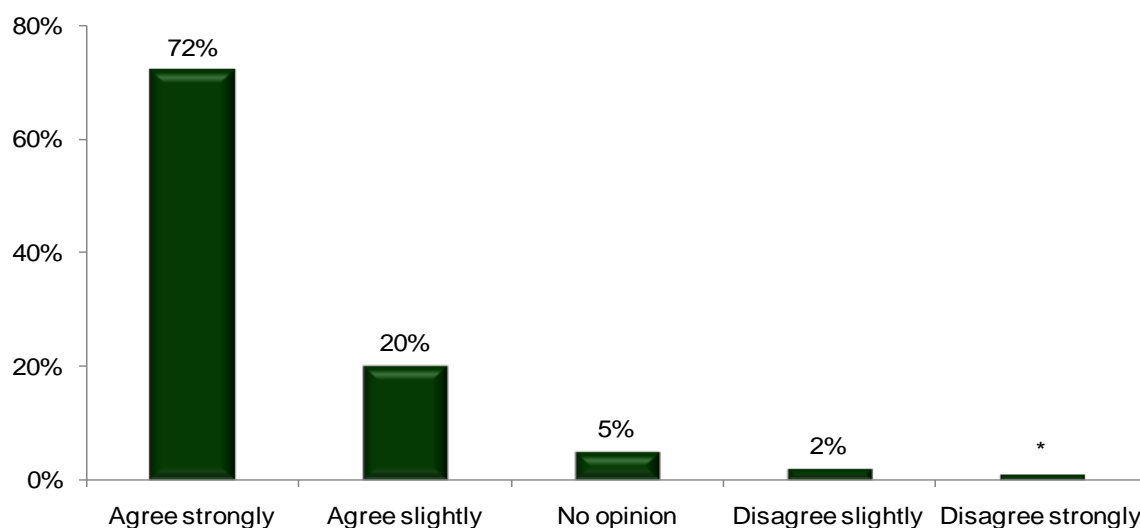
5.7.1 Staff views on ILL

88% of staff said that their library was part of the regional ILL service, with 93% of local authority libraries and 72% of FE/HE libraries saying they were part of ILL.

Staff had positive attitudes towards ILL: there were high levels of agreement that “Welsh libraries should be encouraged to participate in borrowing agreements to ensure that publicly funded library resources are available for interlibrary loan’ (see next Chart). Staff in local authorities were most positive about ILL schemes, but only 2% of respondents disagreed with the statements, showing that there are positive attitudes across all library types.

Chart 5.8: Agreement with statement 'Welsh libraries should be encouraged to participate in borrowing agreements to ensure that publicly funded library resources are available for interlibrary loan'

Base = all staff respondents



Source: Scotinform staff survey

Library staff across all library types felt that ILL improved working relationships between FE, HE and public libraries, but they were often unsure about arrangements and the links between institutions and the ILL schemes in place.

Staff were also positive about the importance of ILL to users: 77% of staff felt it was very important to offer ILL to users and a further 17% said it was quite important, with staff working in local authority libraries more likely than those in the HE/FE libraries to perceive it as important.

The reasons that staff felt that the ILL service was important highlights the key benefits:

- Widening access for users by increasing the stock available
- Increasing the choice available to users
- Making best use of budgets available/reducing costs without reducing service
- Increased user satisfaction/users more likely to use libraries

Only six staff respondents did not think ILL was important, their reasons were:

- Difficult to get users to return books
- ILL service is costly in terms of numbers of customers
- Public should realise there are limitations on resources and budgets
- Mainly used for fiction and public not worried about getting book
- Other regional libraries use it as an excuse not to order stock
- Drain on our resources - we are a net contributor
- NHS Wales operates its own ILL service, too costly to offer this to general public

The positive impact of ILL was commented on by participants in the staff focus groups: specifically they said it had increased capacity and some issues have gone up significantly. A few participants noted that recent user satisfaction surveys had confirmed that users liked the ILL scheme. Although some staff reported an increase in workload, they felt the ILL schemes maximised resources.

There was a mixed response from the Heads of Service to ILL and this may explain the limited success the scheme has had to date.

“This has been very successful; our core users really appreciate the service. I am not sure how many new users it has encouraged but it has definitely enhanced the offer for those who use it but at the moment they are a small minority. It is a lot of effort for a small number of people but it is perceived as a mark of efficiency and it is expected.”

“Staff are very positive about it as they like to be able to say yes to requests from our users.”

“It is a brilliant idea - an all Wales resource that is free for customers - but”

“This region doesn’t use this to any great extent. The system is reliant on staff, and most of ours have been in position for a while and tend to stick to tried and trusted avenues rather than newer ones. This is a shame because I think it has potential.”

FE and HE Heads of Service whose institutions were involved in ILL reported that they had high levels of use:

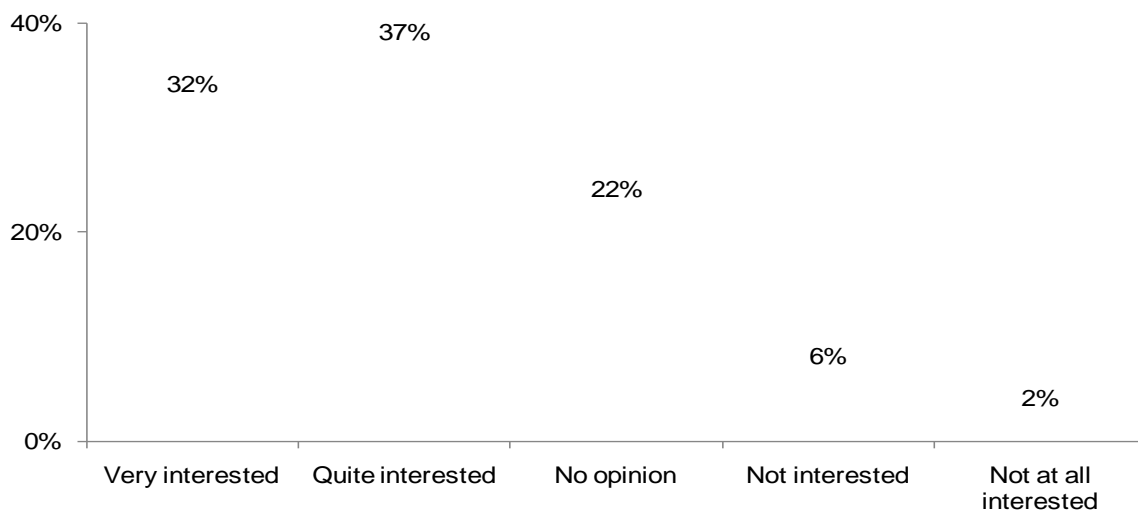
“We promote reciprocal borrowing - there is a very high take up of this - students have passports - we have 80-100 outside borrowers registered.”

5.7.2 Users’ views on ILL

70% of users had requested a book or item that was not available in their library. Chart 5.9 shows the level of interest amongst other users (those that had not requested a book or item not available in their library). Overall, 69% of these users were very or quite interested in an ILL service.

Chart 5.9: Interest in ILL

Base: respondents who had not requested a book through ILL (196)



Source: Scotinform library user survey

Further analysis of all users highlights that female users and older users (45-64 years olds) were the age group most likely to be interested in this service.

There was a mixed response to ILL in the focus groups. Most participants did not know the service was available, but when it was described to them, the majority were interested in it. They thought it should be free as otherwise they would prefer to buy books from Amazon or other online sites.

5.8 Suggestions for Development of Online Information Services

The main areas identified in the research for the development of online information services were:

Final unprompted comments on the development of online content and resources identified the key issues that staff felt should inform future library strategies: improved awareness, more joint promotion and provision of training for frontline staff.

- **Improved awareness/marketing/promotion** (11 respondents)
 - library staff
 - general public
 - children
 - schools
 - college students

These comments should be viewed in the context of the findings earlier in the section that some library staff are reluctant to promote many of the online resources and services that have been developed under Libraries for Life.

- Introduce **more joint procurement**/joint working/investment (6 respondents)
- Provide **support/training for 'frontline' staff** to make sure resources used properly/increase IT support from local authorities (5 respondents). This point was also mentioned in the focus groups.

Users were also asked in the survey about their levels of interest in a **'borrow anywhere, return anywhere'** scheme, which is one of the Citizen Entitlements (see Chapter 11). The results showed that interest in this service was high with 43% of users saying they were 'very' interested and a further 25% saying they were 'quite' interested.

5.9 Suggestions for Development of ILL

For the future, Heads of Service suggested looking at reviewing ILL: what works and how it works.

"There should be continued expansion with careful monitoring of its use and impact."

"CyMAL needs to look at entitlements - because the customer doesn't have to pay they don't think about whether they really want or need it. The number of requests doubled when charges were dropped meaning that some LAs were losing money."

The issues and comments from staff participants and other consultees suggest that there are a range of perceived barriers to the development of ILL:

- Funding - particularly for post, transport, staffing
- Involvement - need for all local authority libraries to be involved for system to work effectively
- Attitudes of some local authorities - negative attitudes of authorities and staff
- Equality of stock management - some authorities bearing a much higher burden than others
- Transport - issue of transport of items should be addressed
- Speed of service - current system is too time consuming/slow: users likely to be dissatisfied with speed of service
- Clarity - need for clear system to be in place
- Perceived need - no need to develop Welsh system - use existing systems (UK ILL scheme and/or Unity system)

5.10 Country Comparators - Online Information Services

Examples of library websites that provide citizens with an introduction to national library services are outlined in the table below. It is noteworthy that not every country under review provides centralised online information about libraries, for instance, no such website resource could be found in the Republic of Ireland, Norway or Sweden.

Table 5.9: Examples of Online Library Information

Country	Library information online	Description
Northern Ireland	Libraries NI: http://www.ni-libraries.net/	Introduced as the 'first point of call' for information about Public Libraries in Northern Ireland and aims to support the provision of high quality library and information services for everyone in Northern Ireland. The site provides on local libraries, online library resources, services, events, news and catalogue access as well as a personal portal which allows users to customise their own librariesni page.
Republic of Ireland	Library.ie http://www.library.ie/	Library.ie publishes news and information about libraries in Ireland including jobs and careers, events and current issues (for staff) and information on libraries, events, learning opportunities and catalogue searches (for library users).
Scotland	Scotland Information Landscape: http://www.scotlandsinformation.com/scie/index.cfm	Scotland's Information Landscape is a distributed information infrastructure for Scotland, designed to be sufficiently generic to support the specific activities of archives, libraries, museums, and other cultural information organizations through the sharing of common data and services. Seven resources are available including; Ask Scotland, Cooperative Information Retrieval Network for Scotland (CAIRNS), Research Collections Online (RCO) and Scottish Collections Network (SCONE).
Finland	Libraries.fi: http://www.libraries.fi/	Libraries.fi provides access to Finnish Library Net Services under one user interface. The portal serves as a starting point especially for users seeking information about libraries, culture and information services. Features include access to information on libraries (including staff details), Ask a Librarian, information for library staff, information on Finish books, authors and publishers.
England	People's Network http://www.peoplesnetwork.gov.uk/	The People's Network has enabled Internet linked computers to be sited in virtually every public library in the country with the majority having broadband access. It has also provided ICT training to library staff so they can help people learn digital skills and find the information they want. The site allows users to ask librarians questions, discover digital materials and join local reading groups.

The online information services highlighted above mirror many of the services provided by library.wales.org. There are some additional services offered including:

- Check borrowings and request and renew items online (Northern Ireland)
- View online exhibitions (Northern Ireland)
- Personal portal enabling customised pages (Northern Ireland)
- Presence on twitter and facebook (Scotland - Ask Scotland)
- A range of advanced catalogue searches in one location (Scotland) - <http://www.scotlandsinformation.com/scie/index.cfm>
 - **Ask Scotland:** the national online enquiry service for Scotland on Scottish topics; answers prepared by reference staff of Scotland's public libraries.
 - **CAIRNS:** the Co-operative Information Retrieval Network for Scotland. Details of information resources held in Scottish libraries and interesting online resources
 - **RCO:** Research Collections Online is an analysis of the subject strengths of the larger general libraries in Scotland which support learning, teaching and research.
 - **SCONE:** SCONE, the Scottish Collections Network, provides descriptions of collections held in Scottish libraries, museums and archives.
 - **Scotland's Information:** Scotland's Information provides a map-based search service for descriptions of collections held in Scottish libraries, museums and archives.
 - **SDDL:** The Scottish Distributed Digital Library contains collections of texts, images, and sounds in digital format, distributed over the World Wide Web, with Scottish themes.
 - **SLIR:** SLIR Online is the web version of Scottish Library and Information Resources. It provides contact details of libraries and other information services located in Scotland.
- Ability to search for library professionals by skill/knowledge area (Finland)
- Connect with people in the local area through book clubs and online forums (England)

Online Reference Sources

Of relevance to Wales is the 'Reference Online' service available in England. This is a subscription-based electronic service for English public libraries brokered by the MLA. It enables authorities to buy services from 22 suppliers who are now part of a Framework Agreement. These suppliers offer general reference material, online newspapers, and business and financial information (see below list). The Framework Agreement is available for use by English public libraries over a period of four years from April 2008 to March 2012. The Framework Agreement requires use of a Model Licence and Pricing Schedule between suppliers and library services.

Reference Online offers:

- General Reference: Including Credo Reference; KnowUK; Oxford Reference Online Premium Collection; Who's Who; World Authors; and much more
- Newspapers: Including The Guardian and Observer; Daily Mirror and Daily Express; NewsUK and more
- Music and Performing Arts: including Alexander Stree Press online listening and reference; Encyclopaedia of Popular Music, Grove online, and more
- Children and young people: Stories from the Web is an interactive and creative reader development website designed specifically for Library Services
- Business information: Including the Dun & Bradstreet range; FAME; Key Note; Kompass; MINT; and MarketLine Business Information

Inter Library Loan Services

ILL services are a common feature within national library networks. As in Wales this is an area that most of the countries under review are working to improve and extend. The importance of an effective ILL service is demonstrated in Norway.

“Resource sharing and interlibrary loan collaboration are the backbone of the national library network.”³⁹

Denmark's Electronic Research Library (DEFF) is an organisational and technological partnership between research libraries co-financed by the Ministry of Science, Technology and Innovation, the Ministry of Culture and the Ministry of Education. DEFF offers a '**BOOKS TO YOUR DOORSTEP**' service which allows members of the public to order materials by post from large research libraries. The materials can be returned by post (at a cost) or delivered to a participating library (for free).

The vision of the service is that it should be an addition to the use of other research libraries and resources. All Danes can use the service, though the institutions involved are mainly of the academic and research type e.g. University libraries. Nonetheless the service is an example of a model that could be adopted in Wales for public libraries.

Another example of an ILL system operating in a country of similar size to Wales is the '**BorrowBooks**' service in the Republic of Ireland. This initiative of the Irish public libraries is supported by The Library Council ([An Chomhairle Leabharlanna](#)) and [the Department of the Environment, Heritage and Local Government](#) and funded by the Information Society Fund⁴⁰. The scheme was partly used as a model for the development of Cat Cymru (see 5.2).

BorrowBooks.ie is an online service which allows Irish library users to search across the Irish public libraries' online catalogues to locate and request items not held in their own library service. Users must be a member of a public library to use the service. Other features include:

- Book and non-book items can be requested, though lending policies may vary on CDs/DVDs
- The service is free, though in some cases a small administration fee is applied.
- Loan requests between library services take approximately two weeks.
- A limit of 5 active requests per user is set and only one item should be entered per request for.

The system in the Republic of Ireland is not without fault as currently the library services in county Carlow, Cork City and County Kildare are not participating in BorrowBooks until further notice.

The importance placed on ILL collaboration in Norway where '*it is an established goal to find mechanisms that can bolster resource sharing and collaboration among libraries*' means that current ILL developments in Norway are worth considering.

- The Ministry of Culture and Church Affairs and Ministry of Education and Research plan efforts to harmonise legislation in the entire library field in order to bolster interlibrary loan cooperation and the exchange of resources between libraries. Common guidelines for interlibrary loan cooperation will be revised.
- An important goal is to lay the groundwork for a service for joint searches of library catalogues and a service of user-initiated interlibrary loan being realised within a reasonable period.
- The National Library and the Norwegian Archive, Library and Museum Authority are leading the **Biblioteksøk project** (Library Search). The creation of *Biblioteksøk* will be an important precondition for also developing search capabilities across the archive, library and museum sector.

³⁹ Norway. Libraries: Knowledge Commons, Meeting Place and Cultural Arena in a Digital Age

⁴⁰ The Information Society Fund: established by the Irish Government in 1999 to meet objectives of the Governments Action Plan on the Information Society

- The National Library will have primary responsibility for utilising expertise, technology and resources for developing *Biblioteksøk*. There will be a need to encourage players to upgrade technological infrastructure so that they can participate in such a service.
- Funding will be used to bolster interlibrary loan collaboration, such as transport schemes and other mechanisms that can strengthen resource sharing.

5.11 Online Information Services - Conclusions

There has been significant progress in this Strand, with NLW successfully launching the online searchable catalogue (Cat Cymru); increasing the all-Wales procurement of e-resources; and developing the bilingual website, library.wales.org. Although the Strand had not achieved all its original outputs/outcomes and its impact has been limited by a number of issues identified in the evaluation, these activities represent encouraging progress. There are notable successes for the Strand, but the reluctance of the library sector to engage wholeheartedly with these services means that the impact has been limited.

The RDDW activities have successfully built on work conducted under the @your library strategy with the national launch of Cat Cymru. This represents a major achievement and goes a long way to providing a mechanism that provides libraries of all types with resource discover and delivery facilities. Cat Cymru is well used by the majority of library staff but the research suggests that some staff, especially HE/FE library staff, were unwilling to promote it to users. Although some staff were very positive about Cat Cymru, others expressed concerns about the design, usability and comprehensiveness of the catalogue. This suggests that there may be a need to review the usability of Cat Cymru to make sure it has met the needs/expectations of staff.

One of the aims of Cat Cymru is to fulfil part of the resource discovery and delivery agenda by enabling the people of Wales to find and request items that are not available from their local library service. The decision by Heads of Service to progress with regional ILL schemes, rather than through a national ILL scheme, has made it difficult to implement consistently across Wales. Funding of pilot schemes for delivery has shown that ILL can work very effectively (as evidenced in South East Wales), but has also highlighted a number of issues in implementing ILL even at a regional level. The evaluation has identified a range of barriers to implementing an all-Wales ILL system, including technical, management and capacity issues. These reflect the concerns that were raised in the RDDW Working Group report in 2007 and suggest there is considerable work to be done to progress ILL. On the positive side, the majority of staff recognised the benefits of ILL to users and users appear to be interested in having access to the service. Heads of Service, however, highlighted the reluctance of staff to engage with ILL in some areas, and this does seem to be one of the main barriers to progressing with this initiative. The key issue of the resources required to provide service needs to be addressed, and a system set up which recognises the differing requirements of local authority areas (e.g. the success of the 'van' system in South East Wales cannot necessarily be replicated in more rural areas).

One specific area for review is the current arrangement of NLW monitoring use of ILL whilst regional partnerships take responsibility for its development under the overall management of CyMAL. This appears to have led to a lack of resourcing for ILL in some areas and the establishment of a successful ILL system/s is likely to require resources to be allocated for a central person/organisation to take overall responsibility for this element of LfL.

The use of library.wales.org has grown significantly during LfL, and staff and library users who had accessed the site were positive about the resources it offers. Usage has levelled out in the past 12 months and the research findings suggest that an awareness campaign is required in order to increase usage.

The NLW has successfully continued to develop the all-Wales procurement of e-resources, with benefits in terms of reducing costs and delivering value for money. The family history resource has proved the most popular online resource and, given its popularity with library users, should be a priority for funding. NLW has been proactive in looking for a supplier which best meets the requirements of users: this is important if it is to continue to attract users in a highly competitive market.

6. WORK STRAND 3: REGIONAL FRAMEWORK - SUSTAINABLE PARTNERSHIPS

6.1 Strand Description

Central to the vision of Libraries for Life is the development of an integrated network of libraries, covering public, educational and workplace libraries and the National Library of Wales. This approach was informed by the successful development of partnerships in the @your library programme. Partnership development was one of the key aims of the previous strategy, and the evaluation report identified partnership working as 'one of the successes of the Programme'.

Some cross-sectoral partnership projects pre-dated @your library: in North Wales the GaLW (Gateway to Libraries in Wrexham) project was established in 1999, followed by Linc y Gogledd in 2001; in South West Wales the ATLAS (Access to Libraries in Swansea Bay) was established in 2001; in South East Wales BAVALINC (Bridgend and Vale Libraries in the Community) was set up in 2003 followed by CLIC (Cardiff Libraries in Co-operation) in 2004, and NEWLIS in Newport was also in operation.

During @your library a number of other cross-sectoral partnerships were established: Gateways to Learning in South East Wales, Linc y Canolbarth in South West and Mid Wales and PACT in South West Wales. The activities undertaken by these CyMAL-funded projects included developing access agreements, such as ILL, and reader development activities.

Partnership working was shown to have a number of very positive outcomes, detailed in the LfL strategy, and had widespread support from local and national organisations. The vision for LfL was to develop a partnership structure in Wales based on 4 regional partnership areas to address all-Wales work programmes as well as local issues. In addition it aims to extend partnership working with professional bodies in library and information services and in non-library bodies. In order to do this LfL recognised the evidence from the existing partnerships that there was a need to provide staff resources to co-ordinate regional partnership working and produce maximum benefits for library services.

The outcomes set for the Strand in the strategy⁴¹ were:

- 4 regional partnerships operational in Wales in 2008
- 5 Regional Development Officers employed by the regional partnerships in 2008
- A partnership programme developed to deliver the National Year of Reading in Wales in 2008-09
- Improved training opportunities for staff
- Annual programme of regional events for users

6.2 Regional Framework Activities - Regional Development Officers

The main activities under the Regional Framework are managed by the Regional Development Officers (RDOs) in each partnership area. The role of the Society of Chief Librarians (Wales) Development Officer (SCL(W)-DO) is described in section 6.3.

The budget for Strand 3 is summarised below:

Table 6.1: Summary of regional framework budget

	£
2008-2009	£319,185
2009-2010	£355,006
2010-2011	£369,210

⁴¹ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

The partnerships receive annual funding for the RDO posts through Challenge grants (£55,000) and training grants of £5,000: these are applied for each year. The five RDOs are employed and managed by organisations in their region: they report to CyMAL's LfL Programme Manager at bi-monthly progress meetings.

Table 6.2: Summary of RDO structure

Region	RDOs	Host organisation/Employer	Comments on operation of post
Mid Wales	full time RDO	Coleg Powys	
North Wales	full time RDO	Bangor University (one year) Glyndwr University	RDO has had long term absences due to personal circumstances
South East Wales	two RDO posts: 1.Information Literacy, Information Technology and Resource Discovery 2.Staff Development, Training, Marketing, Reader Development	University of Wales Newport Vale of Glamorgan Council	Initially two full time posts, in 2010 became one full time and two part time posts
South West Wales	Part-time freelance RDO (2008-10), with part time admin support. 2010-11 - full-time RDO	Swansea University (2008-2010) Pembrokeshire CC (2010-2011)	Initially an external freelance consultant, in 2010 a secondee was appointed from Pembrokeshire CC (July 2010)

Source: CyMAL

The activities in the regional framework strand are overseen by the LfL Programme Manager who also prepared an Induction Pack and held an induction day for RDOs and the Society of Chief Librarians Wales Development Officer (in December 2007). Progress in the four regions has been monitored through the RDO reports to the Programme Manager: bi-monthly Progress Reports (monthly from April 2010) and annual summaries of progress. In North Wales there has been infrequent reporting and no reports are available for 2010 due to the RDO suffering from long term absences. There have been mid term Reviews by the LfL Programme Manager in 2009 (summer) and 2010 (September).

The RDOs work across all the Strands, with their main focus being on:

- Strand 2: Developing awareness and usage of regional online resources (with NLW)
- Strand 3: Developing regional library partnerships and framework
- Strand 4: Marketing campaigns, events and activities (with Marketing Officers)
- Strand 5: Workforce development (with CyMAL)

The Progress Reports and discussions with RDOs and their managers showed that the activities undertaken by the RDOs vary significantly across the regions. This is partly due to the nature of the RDO (full time v part time), but also due to the difference in organisations managing the RDOs, the partners involved and local priorities. The current situation has resulted in inconsistent progress across the regions and highlights a gap in the strategic management of the RDOs. Mid Wales and South West Wales have entered into close collaborative working to overcome some of the issues they faced in progressing with activities and CyMAL currently anticipates a formal merger of these two regions in 2011. This collaboration involves the two full time RDOs working on themes across both regions (similar to the South East model).

The RDOs undertake a very broad range of activities, working with local and national organisations. Their main aim is to develop local, regional and national partnership to achieve the core vision of LfL of the development of an integrated network of libraries.

In addition they co-ordinate and support LfL activities in the regions:

- Working with NLW to increase awareness of the online resources, provide training for library staff, update sections of library.wales.org and develop Cat Cymru (see section 5)
- Supporting the ILL pilot schemes (see section 5)
- Working with regional library partnerships
- Supporting the marketing activities and campaigns (see section 7)
- Organising and delivering training (see section 8)

The formation of partnerships within each region was cited in the consultations as creating specific challenges for some RDOs. In Mid Wales and South West Wales the RDOs have been responsible for creating partnerships from the existing partnerships and this consolidation process has been time consuming for the RDOs. The table below summarises the origins of each partnership and the key partner organisations in each region.

Table 6.3: Scope of Regional Partnerships

Region	Original partnerships	Main partners
North Wales	Linc y Gogledd extended to North East GALW	6 local authorities, 2 universities, FE colleges and health libraries
Mid Wales	Formed through existing partnership in Ceredigion (Linc y Canolbath) and adding new partners from Powys - two very large rural regions and consultees commented this was 'not a natural partnership'.	2 local authorities, 2 universities, 1 FE college and 2 health libraries
South East Wales	Formed from 3 partnerships in SE Wales - Gateway to Learning, Bavalink and Cardiff Libraries in Co-operation (CLIC)	10 local authorities, 5 universities, 6 FE colleges and health libraries
South West Wales	ATLIS in Swansea, PACT in Pembrokeshire and Carmarthenshire.	4 local authorities, 2 universities, 4 FE colleges and 2 health libraries

Source: interviews with RDOs

The annual training grants of £5,000 per RDO allow the regional partnerships to offer a range of tailored training courses and events: these are organised by the RDOs in three regions and by the Training Group in North Wales during the RDO's absence. End of year reports have been submitted to CyMAL for all except one annual training grant (no end of year report was submitted by North Wales in 2009-2010) A sample of the end of year reports has been reviewed as part of the evaluation and these showed evidence that the funding has been used both to set up new courses and to support courses organised through other Strands (e.g. training on e-resources). The reports provide evidence of very positive feedback from participants, with some RDOs conducting follow up evaluations six months after completion of the training to identify its longer term impacts. In addition the funding is cited as having supported collaborative training, suggesting that it is increasing partnership working in some areas.

The reports also highlight issues of poor attendance on some courses, with staffing levels in libraries making it difficult to release staff for training. This was also recorded as an issue in the mid term review report produced by the LfL Programme Manager⁴² and ways of overcoming this have

⁴² RDO mid term review (Summer-Autumn 2009)

been explored in the 2010-2011 programmes (reports not yet available). In North Wales it was noted that they face specific problems with administering the courses in the absence of an RDO.

6.3 Regional Framework Activities - SCL(W) - Development Officer

The Regional Framework strand includes funding for a full time Development Officer for the Society of Chief Librarians Wales (SCL(W)-DO). The Development Officer is a member of the LfL Advisory Group and the post is hosted by Wrexham CBC who also provides administrative support. Annual funding of £48,000 is sought from CyMAL for the DO post each year.

Table 6.4: Summary of SCL(W) -DO budget

	£
2008-2009	44,971
2009-2010	48,000
2010-2011	47,585

Source: CyMAL LfL budgets

The DO is perceived by SCL(W) as important to help it achieve its aim of taking a leading role in the development of public libraries in Wales, to ensure that the contribution of libraries to national and local strategies is recognised and developed⁴³. There is no documentation of the expected outcomes of the LfL funding (£142,000 over 2008-2011), but in a Forward Planning Paper in March 2010 the role of the Development Officer was described as ‘essential’ to helping SCL(W) deliver its activities. This paper recommended that the DO focussed on ‘developing SCL Wales; raising the profile and emphasising the value of SCL and public libraries’.

Progress reporting arrangements for the DO were agreed with the LfL Programme Manager in the spring of 2010 (prior to that there was no agreed reporting). The SCL(W)-DO has provided CyMAL with three quarterly progress reports in 2010 (June/September/November). These reports focus on the activities of the SCL(W) as a whole and do not specify activities of the DO during the quarter. The activities listed below have, therefore, been extracted from other papers and identify some of the activities undertaken since 2008:

- Brighter, Bolder Better Report 2009 (demonstrating the impact of CLLP funding)
- Addressing the Digital Divide Report 2010 (demonstrating the role that public libraries have in addressing the digital divide in Wales)
- Working with the BBC and CyMAL on the BBC First Click campaign⁴⁴, including collating information and co-ordinating a block application form for Challenge funding
- Contributing to the discussions of Framework 4 of the WPLS and the future service options for Wales
- Preparing papers on proposed legislation and responding to strategic debates, plans and strategies
- Research and evaluation activities on the role of libraries in specific areas (ICT, Community Learning, E-learning, benefits of reading)
- Regular attendance at LfL Advisory meetings
- Facilitating a study into Workforce Development (March 2009) and chairing the working group set up as a result of the study
- Building partnerships with CyMAL, Lifelong Learning UK (LLUK), CILIP, WLGA and CORL

⁴³ SCL website: <http://www.goscl.com/about-the-scl/>

⁴⁴ First Click is a BBC campaign aimed at encouraging people to use the Internet. SCL(W) has led an initiative in Wales for local libraries to host basic computer courses

6.4 Evidence of Strand 3 Outputs/Outcomes

The extent to which the outputs/outcomes set in the strategy have been achieved is shown below, based on the LfL Annual Progress Reports. In broad terms, these initial outputs/outcomes have been achieved, with the exception of North Wales where the long term absences of the RDO have meant the position has not been filled for significant periods. It should be noted that outputs/outcomes were not specified for the SCL(W)-DO post.

Table 6.5: Evidence of Outputs/Outcomes

Target Outputs/Outcomes	Evidence
4 regional partnerships operational in Wales in 2008	4 regional partnerships established in 2008
5 Regional Development Officers employed by the regional partnerships in 2008	5 RDOs operational since 2008 North Wales RDO was unable to work for extended period due to long term absences
A partnership programme developed to deliver the National Year of Reading in Wales in 2008-09	The Welsh Book Council's National Year of Reading report highlights good working partnerships with libraries.
Improved training opportunities for staff	Regional training being delivered through RDOs
Annual programme of regional events for users	Reader development events across all regions and sectors. All authorities took part in Summer Reading campaign.

Source: Libraries for Life Measuring Progress Reports 2008-2009 and 2009-2010

The impact of the Regional Development Officers' work was explored in the primary research, the results of which are detailed in the next sections. This shows that the RDO have significant impacts in some regions, but it also highlights the inconsistencies across regions and across activities.

6.5 Views on Overall Impact of Regional Framework

The initial consultations and interviews with Heads of Service showed that the regional partnerships are perceived as the foundation for LfL: good partnership working was seen as enabling all other Strands to happen and to operate effectively.

Perceptions of consultees was that the main thrust of the RDO role was to facilitate, promote and maintain partnerships and partnership working: this is seen as vital by everyone.

"..... can't be underestimated - getting people talking to each other, sharing, putting in bids together, joint training, sharing resources and shared services make sense."

The regional partnerships meant that local/individual libraries who had found it difficult to fight their corner, now feel they are seen as better able to provide a stronger, collective voice to highlight the role of libraries and raise their profile.

Inconsistencies in approach and delivery across the regions were identified as an issue for the Strand. The reasons given for this inconsistency were the structure of RDO posts, the nature of the partnerships and circumstances such as sickness.

"We had identified training need, everything was in place - we could not take it forward"

"Bit of a forced partnership in Mid Wales"

There was a perceived lack of clarity and guidance on the framework at the start of LfL in 2008. All the RDOs and their managers mentioned that clear aims, objectives and a purpose were not communicated at the start.

“When the RDO posts were created there should’ve been more control by CyMAL”

“Some consistency - guidelines - direction - some sort of template of expectations”

“I would have liked them to talk to line managers more”

It was felt, however, that communication has improved since the change in Programme Manager in 2009 and there was now effective communication and clarity of purpose.

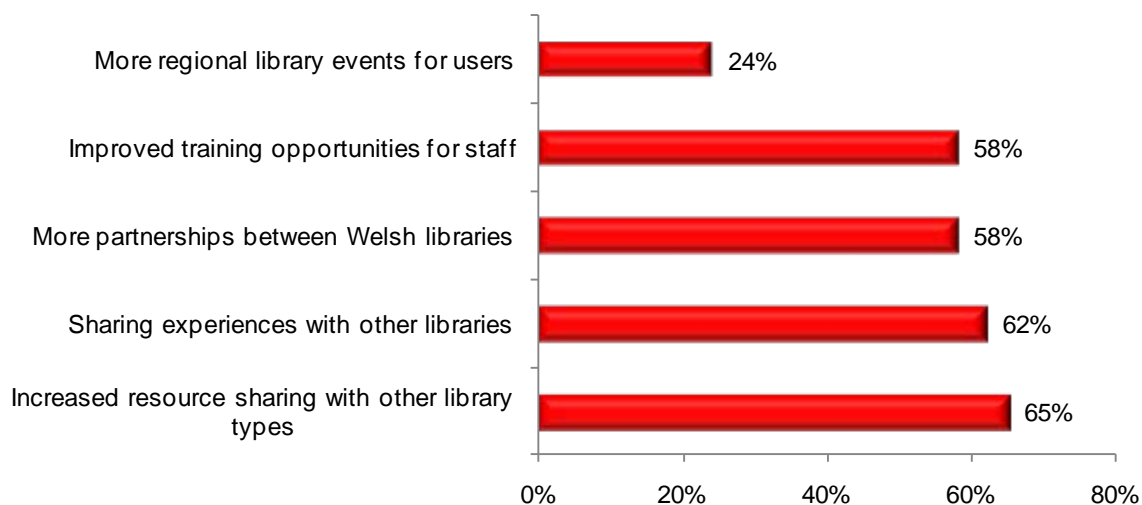
“Our communication with CyMAL has improved over the last year - it’s good”

6.6 Impact of Regional Framework on Staff

6.6.1 Impact of regional library partnerships

Approximately 60% of staff thought that regional library partnerships had resulted in increased resource sharing, shared experiences, more partnerships and improved training opportunities. They were unlikely to think that more regional events for users had happened as a result of the partnerships, suggesting that the direct impact is perceived to have been focussed on libraries and library staff rather than users.

Chart 6.1: Results of regional library partnerships
Base = staff involved in partnerships (194)



Source: Scotinform staff survey

Heads of Service saw training as one of the main areas to benefit from the regional partnerships and of the successes of the Regional Development Officers roles.

“The main benefits of this strand have been the training and the networking. It has been nice to meet up with others on a regular basis.”

Library managers highlighted the benefits they had experience of participating in partnerships:

“We’ve benefited immensely from being part of a library partnership so I would be very pleased to see them continue in the future. We’ve received a lot of training & staff development which we would not have received otherwise; we got the opportunity to keep in touch with other libraries in the area and share best practice; we’ve been able to coordinate our reader development activities a lot better with the partnership’s support. The library partnerships work well as they are, in my opinion.”

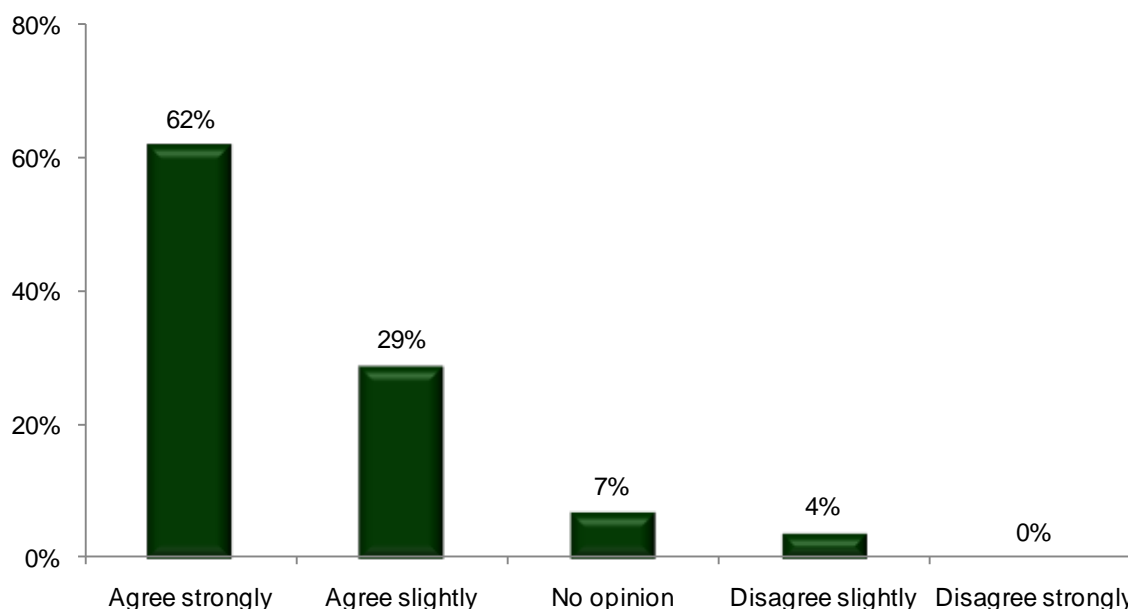
6.6.2 Overall views on regional partnerships

86% of staff said they would welcome the development of more regional library partnerships, indicating that there is significant support for the partnerships.

62% of staff agreed strongly that ‘It is important that public, educational and workplace libraries and the National Library of Wales develop partnerships covering the whole of Wales in order to delivery national objectives’, suggesting positive attitudes towards regional partnerships. FE/HE libraries were less likely than other types of library to agree with the statements.

Chart 6.2: Agreement with statement ‘It is important that public, educational and workplace libraries and the National Library of Wales develop partnerships covering the whole of Wales in order to delivery national objectives’

Base = all staff respondents



Source: Scotinform staff survey

Staff focus group participants were unanimous in their positive attitudes to partnership working and saw it as an area for continued development.

“You can get quite isolated in your little county and to go out and do courses that are region wide is great.”

“Regional partnerships are essential in times of cutbacks, providing they don’t remove local accountability for what is done in each authority.”

Heads of Service had high levels of involvement in the regional partnerships, attending board meetings and also involved with different projects. Some felt it has been imposed, forced onto them

and where the RDO was not effective or visible had even been a burden. One expressed a lack of clarity.

“What are we trying to achieve? Economies of scale? Benefits of end users? - CyMAL need to define more clearly what they want to get out of these partnerships - we spend a lot of time working on them.”

Public libraries were thought to have benefited the most but FE and HE libraries were keen to see them continue.

“The agendas seem to be very public orientated. In the future I hope these partnerships - with communication and networking opportunities continue as I think we have a willingness to learn from each other.”

“Wales is not large - working in regions makes sense but in other ways it is putting up geographical barriers.”

Overall, though, there was support for the concept of regional partnerships from staff:

“We should all be working in the same way, same rules and regulations and they should all be implemented at the same time with staff fully informed and ready to go rather than libraries coming on board at different times. E.g. joining online - all should have the same rules about joining. Should all have the same policies on fines, extended loans etc.”

“I think it's time for a national local authority library service in Wales. There is no point in us all operating in our individual silos with all the inequities that this involves for customers. We could learn more from colleagues in FE/HE especially with regard to developments in IT and eResources.”

One respondent felt that developments within the local library sector would limit the impact of partnership development:

“Unfortunately, most Welsh Library Authorities have just installed or are installing new Library Management Systems with a large variety of computer systems suppliers. If every Library Authority had compatible Library Management Systems the sky would be the limit for regional cooperation in Resource acquisition, delivery and marketing, stock exploitation and interlibrary loan systems.”

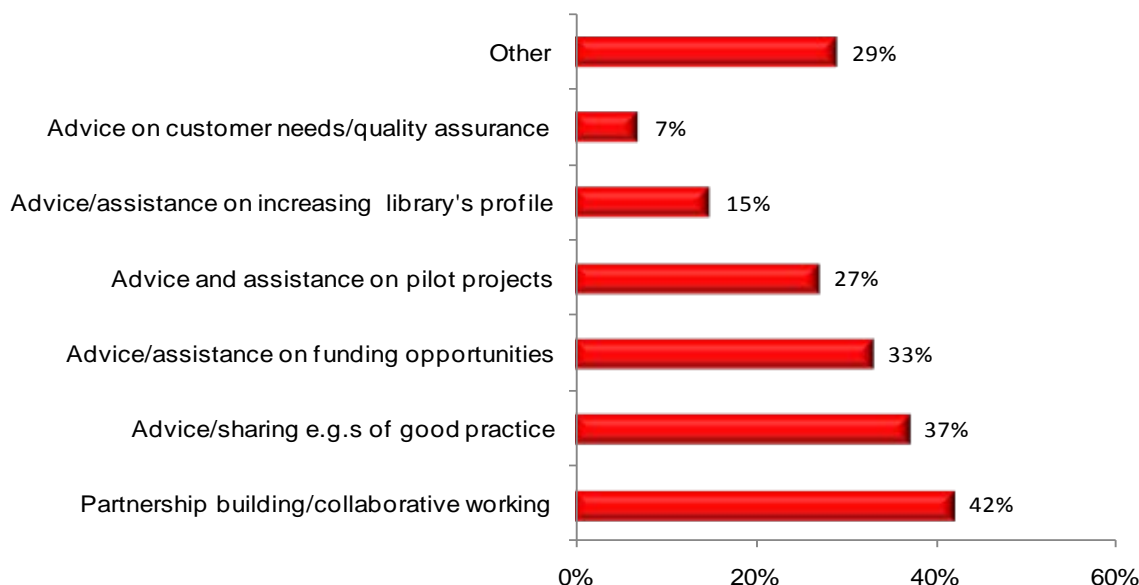
6.6.3 Impact of Regional Development Officers

37% of staff had had contact with a Regional Development Officer (RDO). Contact with RDOs varied significantly across work levels. All except one of the Heads of Service and three quarters of Library Managers had had contact with a RDO, compared with approximately 40% of Branch or Subject Librarians.

The main areas of contact with RDOs involved building partnerships, sharing examples of good practice and advice on funding opportunities. RDOs were unlikely to have been involved in advising on marketing activities or customer needs.

Chart 6.3: Contact with RDO

Base = staff who have had contact with RDO (110)



Source: Scotinform staff survey

29% of respondents mentioned 'other' RDO involvements: these related to training opportunities (unspecified)/events or attending meetings.

The RDOs were praised in the staff focus groups as being helpful and supportive. The following point was made by many members of staff in the focus groups:

“RDO’s should be made permanent - so they can make long term plans”

“.. the RDOs have really moved projects along”

Comments from staff participants on the current RDO role confirmed that it was not necessarily consistent across the regions:

“Should have a /more defined role - there seems to be variation between regions as to what they actually do.”

“I have not had much dealings with the RDO's but when I have come across them they seem to be a little out of touch with the reality of delivering library services in terms of timescales when organising events etc.”

The Heads of Service interviews confirmed this perception: they felt that much depended on the individual RDO in post. Some RDO's were seen as *“lacklustre”* with *“dubious benefits”* whilst others were *“fantastic”* driving things forward on all fronts.

“RDO’s - and Regional Networks - chicken and egg - the RDO’s are there to work for us but there is a lack of vision. Should the vision come from CyMAL or from us?”

“The regional partnerships - they have been forced on us - imposed.”

“Some good RDO - worked well. Others - it became more of a burden - lacklustre to say the least.”

“My faith has been restored in the RDO role and I would like to see it continuing in the future.”

Other comments highlighted the important role that RDOs played in communication between CyMAL and the libraries:

“I think the RDOs have played an important role in liaising between CyMAL and Welsh library services - helping to deliver CyMAL's objectives "on the ground" and making library staff aware of what projects, funding streams etc. are available.”

“RDOs have an important liaison role between sectors and can help to establish a cohesion between sectors, establishing closer working relationships and partnerships between the sectors. Also vital in establishing what local needs are and enabling partner organisations to identify funding opportunities to benefit local communities.”

There was also recognition by staff and Heads of Service of the amount of work involved in managing an RDO post:

“Management of the RDO post needs to be very proactive and there needs to be some way that all partners recognise the workload involved in this.”

“Administration and organising are the main things - we could not hope to do this, impossible - so need RDO's to do this.”

6.7 Development of Regional Framework

The main issues raised, unprompted, about the development of regional library partnerships were by internal and external consultees were:

- Need to try and involve FE/HE libraries in partnerships
- Benefits of sharing resources within partnerships (training, purchasing)
- Difficulties in partnerships operating across wide geographical areas
- Partnerships with UK libraries should be considered
- Difficulties in combining different library types in partnerships because of differences in approach

Heads of Service thought that in the future there should be more of a focus on the administration and organising, co-ordinating and creating opportunities for staff training and funding opportunities; possibly more flexibility in the future, bringing in people as a backup. It was also suggested that RDO's might have a function - training, information literacy, staff development, performance measurement, etc. - instead of a regional remit.

Staff participants suggested more involvement and partnerships with schools. This point was made repeatedly:

“Should have a stronger link with schools - start young! Perhaps assume every child on starting school will receive library card?”

FE and HE participants were keen on exploring new ways of working between institutions and also with public libraries, although did see some barriers such as time and transport.

“Crossover with public libraries could be expanded beyond regional schemes - more access to LLGC would be great”

“Working more closely with other HE/FE institutions across Wales would be beneficial”

6.8 Country Comparators - Regional Framework

A review of library partnership approaches in the rest of the UK reveals recent approaches and current trends in response to the economic downturn. It is noteworthy that regional partnerships/officers are not present elsewhere in the UK and Ireland but that instead the government departments responsible for libraries are encouraging the library sector to develop its own partnerships within and outwith the public sector.

Recently, in Northern Ireland stress has been placed on the potential for partnerships to *'support and enhance cultural experience, neighbourhood regeneration, and economic development'*⁴⁵ whilst in the Republic of Ireland the latest policy document on libraries highlights the need to *'develop partnership approaches and further cooperation on educational issues both with the education sector and with agencies involved in lifelong learning'*.

Examples of libraries getting involved in partnerships from both these countries include:

Magic and Fun with Libraries NI: Libraries NI, in partnership with W5 (Interactive Discovery Centre) held a series of free events to introduce children to the magic of science. The educational outreach team from W5 visited 11 libraries across Northern Ireland as part of an ongoing Libraries NI Science Initiative.

Local Studies Service: each of the five Education and Library Boards in Northern Ireland maintains a Local Studies Service. The aims are to collect, conserve and to make accessible information about Ireland in general and Northern Ireland in particular. Staff work in partnership with relevant community groups and societies to further the aims of the Local Studies Services and the five Services work closely with the Centre for Migration Studies.

Celebrating learning in Westmeath: the FÁS eLearning at the library programme is a partnership involving FÁS⁴⁶, the public library service, and An Chomhairle Leabharlanna (The Library Council). The programme offers people the chance to learn some basic computer skills and also offers participants the chance to use the skills they've learned to advance to further online courses using the FAS e-college facility. Nationwide 4,400 people have participated in the scheme to date and the scheme is to be extended to 120 libraries by early 2011.

In England, the Department for Culture, Media and Sport (DCMS) has highlighted the need for libraries to create better partnerships during the economic downturn, for instance, working locally with different services/organisations. The Future Library Programme, a partnership between national and local government aims to get different library authorities to work together with the ultimate aim of creating cost efficiencies whilst ensuring libraries play a central role in local communities. Initially ten projects have been identified and these will be offered practical support and advice from DCMS and the MLA. Two projects demonstrating partnership working are:

Going Digital, Going Local; transforming libraries in Northumberland and Durham: faced with similar issues relating to broadband access, digital exclusion and rural outreach, Northumberland and Durham County Councils have joined together on a project which aims to put libraries at the heart of their communities.

- The two councils wish to make use of shared arrangements relating to IT and professional support to offer access to a range of councils and other services.
- Communities will use libraries to learn, make transactions, obtain information, develop information handling skills, and access employment opportunities

⁴⁵ Delivering Tomorrows Libraries: principles & priorities for the development of public libraries in Northern Ireland

⁴⁶ FAS: Ireland's National Training and Employment Authority

- Community engagement will focus on improving IT skills and confidence through the use of volunteers, overcoming on-line borrowing challenges, and looking at new models for rural communities including partnerships with rural transport providers.

Modernising Library Services in two rural counties - Herefordshire and Shropshire: Herefordshire and Shropshire Councils face many similar challenges, not least delivering services to sparse populations in highly rural areas. The project will:

- consider the use of new models of service delivery building on existing experience
- look at a range of delivery and management options to offer sustainable services e.g. charitable trust status or neighbourhood run libraries

The advice to libraries elsewhere in the UK seems clear - try to develop mutually beneficial partnerships with external bodies and liaise and cooperate with other local authorities to create efficiencies in library provision.

6.9 Regional Framework - Conclusions

The framework of regional partnerships across Wales appears, in principle, to be an effective way of delivering national objectives, but the formation of partnerships from existing partner organisations has proved challenging. In particular the Mid Wales partnership area has not been a 'natural' fit: this issue has been addressed and a merger with South West Wales is currently underway. The RDOs have certainly helped develop a more sustainable partnership structure and the provision of staff resources has achieved the aim of accelerating developments across Wales to the benefit of library services and users.

A review of the activities of the RDOs has shown the huge range of tasks that they can undertake, depending on the focus of the regional partnerships. The enormity of the role is demonstrated by the fact that in two regions the partnerships have divided the role between two RDOs so that each can focus on specific functions.

The impact of the RDOs has been significant and they are perceived as contributing to much of the success of the LfL strategy. Whilst much of the initial focus was on creating and maintaining the regional partnerships, there have also been significant successes in a range of projects, particularly through setting up and running pilot projects. There have, however, been clear inconsistencies in the RDO involvement across the regions; only in South East Wales are the RDOs perceived as having been very successful, in the other three regions their effectiveness has been limited by a number of factors identified in this section.

A further limitation is that the ability of the RDOs to deliver depends on the capacity within each region: there has to be additional (human) resources available locally to progress initiatives once they have been developed. In the current climate, neither CyMAL nor local library services have access to additional resources to support the development of activities.

The RDO's involvement in training, both through supporting the Workforce Development Strand activities and through organising local training, has resulted in some very positive outcomes.

This raises the question on whether the regional approach can succeed when current funding limitations means that it effectively relies on one post per region? The conclusion of this evaluation is that, despite the evident success of the RDOs in South East Wales, the current structure is likely to continue to lead to inequalities in service across the regions and the current RDO role should be reviewed with a view to providing greater consistency across Wales.

The SCL(W)-DO post is clearly an important position for SCL as an organisation, and the activities undertaken are perceived as having helped achieve the overall aims of LfL relating to public libraries. The SCL(W)-DO post is an important position for SCL as an organisation, and the activities undertaken are perceived as having helped achieve the overall aims of LfL relating to public libraries. The evaluation has shown that it has proved difficult for SCL(W) to identify the specific outcomes of the LfL funding of the SCL(W) post, although where specific projects have been undertaken, such as the specific reports and BBC First Click campaign, there are clearer outcomes and greater transparency.

7. WORK STRAND 4: MARKETING

7.1 Strand Description

The need for an all-Wales branding and promotional plan was identified in a series of reports in 2003 and 2004⁴⁷. Based on these reports, and the WAG policy of widening public access, @your library set out to increase awareness of library services through marketing and reader development activities. The @your library evaluation identified the importance of the continuity of marketing activities with projects such as the Summer Reading Challenge (launched in 1999), IT training and reader development projects.

A five year Marketing Plan (2006-2011) was produced in 2005-2006, including undertaking qualitative research with users⁴⁸ to investigate public perceptions and awareness and use of library services. The Plan set out clear objectives for 2006-2011:

- Develop a clear vision for the true role of libraries
- Create a sense of a national service with a national approach and purpose
- Raise awareness of the full range of library services amongst both users and non users
- Re-position libraries in the minds of non users - libraries to be front of mind and relevant to users
- Increase the currency of libraries within local government and the Assembly
- Increase the value of library services in the minds of staff
- Increase the mutually beneficial cooperation between academic and public libraries

The outcomes set for the Strand in the strategy were to⁴⁹:

- Produce an annual action plan by April of each year
- Stage an annual library campaign
- Circulate a quarterly staff newsletter
- Fund at least five regional or sectoral reader development initiatives each year
- Achieve a 75% good or excellent rating on all staff training courses
- Stage eight training courses on a regional basis

7.2 Marketing Activities

The Marketing Strand activities are carried out by Wrexham CBC who won the contract after a procurement exercise, through two Marketing Officers (working 1.5 fte). The funding received by Wrexham CBC is shown in the table below:

Table 7.1: Marketing budget 2008-2011

	£
2008-2009	209,428
2009-2010	153,565
2010-2011	170,000

Source: CyMAL LfL budgets

The Marketing Officers produce annual Action Plans and progress is monitored in bi-monthly Progress Reports to the LfL Steering Group and the LfL annual reports. The information on activities in this section has been gathered from these reports, from interviews with the Strand Leader and Marketing Officers and through library.wales.org.

⁴⁷ Mapping Social Inclusion in publicly funded libraries in Wales LISC Wales (2003) and assessment of CyMAL's 2004/2005 Library Development Grant Programme

⁴⁸ focus group research undertaken by Twelfth Man in support of the National Marketing Strategy (2006-2011)

⁴⁹ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

The Marketing Officers rely on Heads of Service and Marketing Champions in each region to cascade marketing information and build up capacity to support marketing activities, including marketing training. The Marketing Champions, recruited during @your library, meet in sector specific groups every two months and have two cross-sector meetings a year. The effectiveness of a cascade system depends on the individual's interest in/understanding of marketing and the amount of time they have available to carry out the tasks. Marketing Officers have conducted training sessions for Marketing Champions, but communications of marketing activities in the regions and HE/FE institutions remains patchy.

Marketing activities can be summarised under the following areas:

- Assisting in the development of LfL by marketing and promotion of the other Strands
- Developing annual library marketing campaigns and competition
- General and targeted PR
- Developing an online staff toolkit on library.wales.org
- Running marketing training courses
- Running the Marketing Innovation Awards

Each of these is described in more detail below.

The Marketing Officers work with the Regional Development Officers and the National Library of Wales to deliver their Strands by developing marketing to **promote the Strands' activities** for:

- library.wales.org portal
- Reader development/information literacy grants

They have also raised awareness of libraries by regular press releases and through three annual library **marketing campaigns/competitions**:

Table 7.2: Annual marketing campaigns

Campaign title	Date	Description
Fancy That - the Welsh Libraries Festival	January 2011	Series of events to demonstrate the activities on offer at Welsh libraries. Events are taking place to encourage visitors to try something new. In addition, five animated videos based on the Bibli family have been created.
Express Yourself	December 2009- January 2010	Bilingual Welsh library arts competition aiming to promote public, further and higher education libraries in Wales. 'Express Yourself' encouraged people of all ages to show off their creative talents based on the theme of 'libraries'. Entrants could choose any format including creative writing, dancing, drama, music, animation, painting, photography, drawing or sculpture.
Happy Days	October - November 2008	National and regional launch events, for a campaign involving posters, postcards, bookmarks, pop-up banners and online activity aimed at increasing library visitor figures and active borrowers in public libraries and to increase usage and awareness of higher and further education libraries amongst students and teaching staff in Wales.

Express Yourself and Happy Days have been evaluated by the Marketing Officers:

Express Yourself: the evaluation identified the impact of media coverage and showed that the original objectives of the project had been met (to some extent). The evaluation also identified the positive impact of the involvement of both public and academic libraries in a national campaign for the first time and the opportunity the competition offered in 'opening doors' to engage with new partners and organisations. A total of 1600 entries were received for the competition, with 18 winners chosen in different categories.

The Express Yourself Awards Ceremony in February 2010, hosted by Heritage Minister Alun Ffred Jones and Welsh Libraries Champion, actress and writer Ruth Jones, was attended by a member of the evaluation team who confirmed the effectiveness of the competition in engaging with a range of organisations, including primary and secondary schools, academic institutions, community organisations and individuals. She noted: "The standard work from the winners was extremely high and the atmosphere at the event showed the level of enthusiasm for the competition from the finalists."

Happy Days: the evaluation identified the impact of the campaign in terms of media coverage and advertising value. It was not possible to evaluate the campaign's effect on increasing the number of visitors and active borrowers due to low returns from local authorities, but library staff surveyed felt it had been effective in promoting the service. The Happy Days campaign won a Chartered Institute of Marketing Wales Award in October 2009 and was second in the IFLA Marketing Awards 2009, confirming the innovative nature of the campaign and providing additional publicity.

PR and media activities include the promotion of a celebrity spokesperson (most recently BBC Wales Weather Forecaster, Derek Brockway) to promote the library sector, issuing press releases and responding to press enquiries.

The Marketing Officers have also developed an **online staff toolkit** on the library.wales.org website. Managed by NLW, there have been a number of problems with keeping the information up to date as the Content Management System (CMS) is fairly complex and NLW periodically has experienced loss of staff on the team and thus lacked the resources required for regular updating. This resource has been developed to provide professional and marketing resources for library staff in Wales and includes:

- marketing toolkit
- information about grants and other resources
- background to campaigns
- details of the Marketing Innovations Awards
- promotion of relevant initiatives from the Welsh Assembly Government (e.g. Inspiring Learning for All)

The **marketing and innovation training** run by the Marketing Officers in 2008-2009 recorded very high levels of participant satisfaction for a retail innovations training day (Unleashing Potential - Leadership and Management development Programme run by Embervision). Subsequent training has been carried out through the Marketing Champions.

Reader Development Grants have been administered annually by the Marketing Officers. The budget for this was £10,000 in 2008-2009 and 2009-2010 and increased to £12,500 in 2010-2011. Five grants of equal size are available for reader development and information literacy activities for public library authorities (North/Mid & South West/South East) and the HE and FE sectors.

Marketing Innovation Awards were introduced in 2008-09 to recognise and reward innovation during the Happy Days campaign activity. The award was open to all library and information services in Wales. Ten entries were received for the first Award and the evaluation concluded that there had been a ‘mixed reaction’ to the Awards⁵⁰: but the report identified a number of areas that have been implemented for the 2010-2011 Marketing Innovation Awards. Entry numbers have risen for both 2009-10 and 2010-11.

Research⁵¹ was commissioned by Wrexham CBC in 2009 to ‘complement their national marketing activity for libraries in Wales’ and to provide a ‘snapshot of the service, messages, processes and experience in public libraries in Wales today’. This research concluded that the friendliness and welcome of staff has a major impact on the customer experience, and the training undertaken on physical presentation and display (pre LfL) had had a major impact where staff members had tackled these issues. The research also identified the positive impacts of investment in library buildings (see section 4 on CLLP) and highlighted that staff awareness of, and attitudes towards, ‘selling’ the library services was an issue.

7.3 Evidence of Strand 4 Outputs/Outcomes

The extent to which the outputs/outcomes set in the strategy have been achieved is shown below, based on the LfL Annual Progress Reports and information available through the library.wales.org website. The evidence suggests that the Marketing Officers have succeeded in meeting the main targets set in the strategy.

Table 7.3: Evidence of Outputs/Outcomes

Target Outputs/Outcomes	Evidence
Produce an annual action plan by April of each year	Annual action plan produced each year
Stage an annual library campaign	Annual library campaigns held 2008-2011
Circulate a quarterly staff newsletter	Libraries for Life staff newsletter produced 2008-2009: only one newsletter in 2010
Fund at least five regional or sectoral reader development initiatives each year	Reader development grants awarded each year to FE, HE and 3 public library groups.
achieve a 75% good or excellent rating on all staff training courses	High levels of satisfaction with innovations training in 2008-2009, Marketing Champions have now taken on responsibility for marketing training
Stage eight training courses on a regional basis	Workshops/courses conducted in 2008-2009. Training not part of marketing action plan in 2009-2010 and one event planned for 2010-2011 (academic sector training event)

Source: Libraries for Life Measuring Progress Reports 2008-2009 and 2009-2010, Marketing Action Plans and library.wales.org

Further evidence of the impact of the Marketing Strand was gathered through the consultations with organisations and research with library staff. In addition, users and non users’ awareness and perceptions of libraries were explored in the primary fieldwork. The results from these surveys are described in the next sections of the report.

⁵⁰ Evaluation of Happy Days campaign report by Marketing Officers

⁵¹ Mystery Shop Q1 2009 (Twelfth Man) – Wrexham Borough Council 2009

7.4 Views on Overall Impact of Marketing Strand

The consultations and interviews with Heads of Services showed that there are very positive perceptions of the impact of the marketing activities. The work of the Marketing Officers and Marketing Champions was seen as creating awareness of libraries and the services they offer.

“The marketing is very good, it’s professional and something libraries would not do otherwise.”

There were also positive comments about the online staff toolkit:

“...we have cherry picked what we need. It has given us the thinking about customer care and thinking about library space and presentation.”

Heads of Service identified one of the main benefits as the positive impact of marketing on staff morale. They did not, however, feel it had brought it significant numbers of new users, but believed that the benefits of marketing would be a *“gradual build up. Library usage is going up in Wales.”*

“It has not really helped get new users - this is hard because people don’t know what’s available. Changing the traditional image of libraries is the biggest challenge.”

The interviewees in the HE and FE sector were less positive than those in the public library sector: they were critical of the annual campaigns as they thought it was not appropriate to their sector and felt that the marketing activities showed a lack of understanding of their sector. It was felt that a blanket approach to marketing was not working for the HE/FE sector and the campaigns should be limited to public libraries.

“Happy Days worked with public libraries NOT with HE - it makes us cross!”

“The campaign approach is not the right one - What about marketing more through Web 2 technology?”

7.5 Impact of Marketing Strand on Staff

7.5.1 Awareness of marketing activities

Staff awareness of the LfL marketing campaigns was reasonably high: 74% of staff were aware of the 2008 Happy Days campaign and 71% were aware of 2009-2010 Express Yourself campaign.

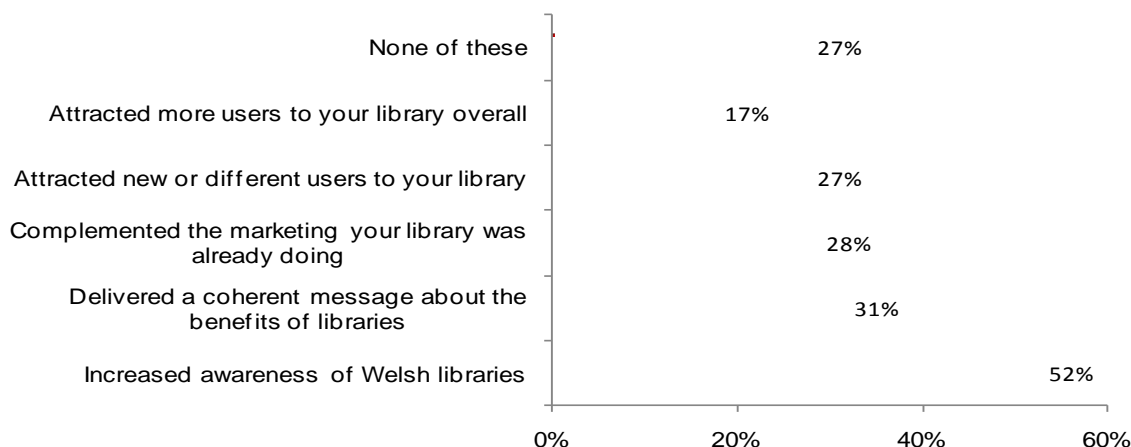
24% of staff were not aware of any of the activities: this increased to around 40% for FE/HE and other types of library, confirming the views of Heads of Service in these sectors that the campaigns were most effective for public libraries.

7.5.2 Impact of marketing activities

The main result of the marketing was perceived as increasing awareness of Welsh libraries (selected by 52% of staff). Approximately 30% of staff felt that it had delivered a coherent message about the benefits of libraries, complemented existing marketing or attracted new or different users.

Just over a quarter (27%) of staff felt that the marketing had not had any of these results: staff from education and other libraries were more likely than staff from local authority libraries to feel that there had been no impact.

Chart 7.1: Staff perceptions of results of marketing (prompted)
Base = all staff respondents

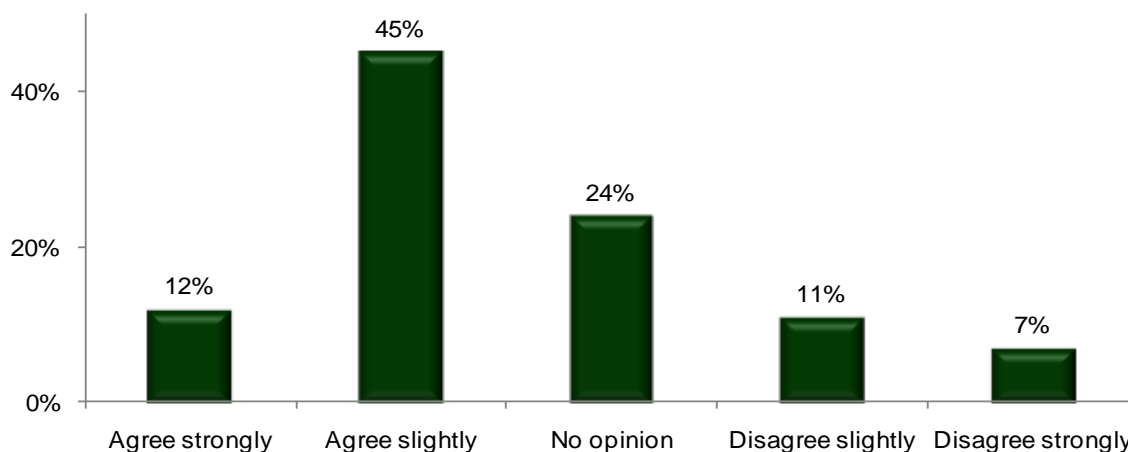


Source: Scotinform staff survey

Chart 7.2 (below) shows the positive levels of agreement with the statement ‘The current marketing of Welsh libraries involving campaigns, festivals and competitions has been effective in raising awareness of libraries amongst the Welsh public’. 57% of staff agreed with this statement (12% strongly agreed), suggesting the majority of staff are positive about the marketing activities.

Chart 7.2: Agreement with statement ‘The current marketing of Welsh libraries involving campaigns, festivals and competitions has been effective in raising awareness of libraries amongst the Welsh public’

Base = all staff respondents



Source: Scotinform staff survey

The unprompted comments on the marketing activities in the staff survey showed that respondents had very mixed views on marketing activities. Although some made positive comments, the majority of comments were neutral or negative:

- Marketing appears to have had no impact - other /not seen any evidence of impact (20 respondents)
- Marketing activities appear to be mainly targeted at existing users/people in libraries (18 respondents)
- Difficult to assess impact/may have had some impact (16 respondents)
- Positive comments on impact/profile in media (17 respondents)

These findings echo the results of the staff consultation carried out in 2009⁵² which identified that staff, whilst supporting marketing, felt that library promotions ‘fell into the trap’ of promoting to users and impact could be limited.

Eight respondents commented specifically on the Express Yourself campaign: six comments were negative and two were positive. Negative comments highlighted that the Express Yourself campaign and leaflet was ‘confusing’, it involved a lot of work for little return, and there was a disappointing response. Two respondents commented that it had offered a focus for marketing to customers.

The campaigns had a mixed response from Heads of Service: whilst Happy Days was praised, some FE/HE Heads of Service in particular felt the one size fits all approach did not work:

“Express Yourself - no uptake at all and bad timing. The one size fits all not working! Need to have a flexible approach - make sure timing is right and local implementation! - this must be approach in future.”

In the focus groups staff were positive about the campaigns; they felt marketing had to remain a high priority and liked the new Fancy That campaign.

“I think lessons have been learnt and the next campaign looks much more promising”

“The cartoon characters being developed were seen as having great potential.”

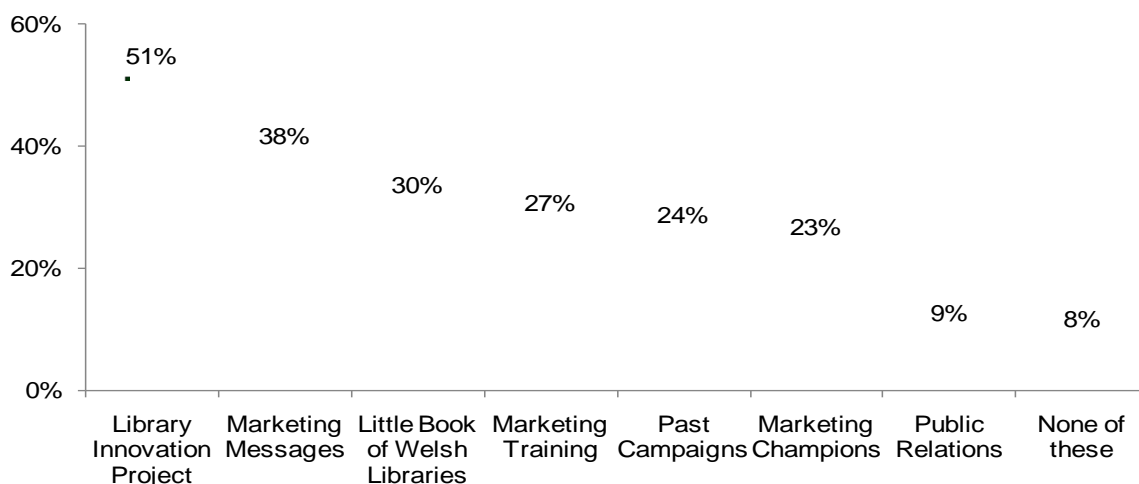
7.5.3 Views on Online Libraries Staff Toolkit

27% of staff had used the Online Libraries Staff Toolkit which staff can access through library.wales.org: staff working in FE/HE were more likely than those working in local authority libraries to have used the Toolkit.

The Library Innovation Project was the element which staff were most likely to have used, followed by Marketing Messages and the Little Book of Welsh Libraries. Lowest usage was for the Public Relations element.

Chart 7.3: Use of Staff Toolkit

Base = staff that have used the Toolkit (79)



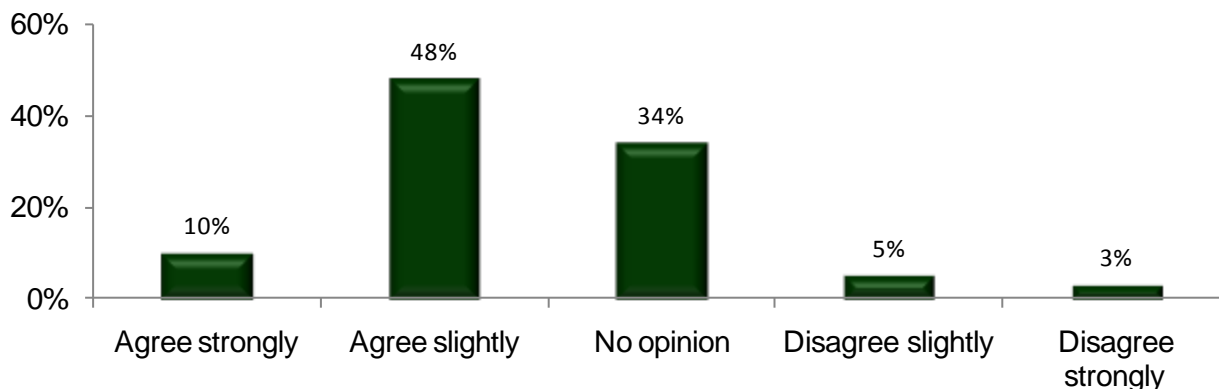
Source: Scotinform staff survey

⁵² Welsh Library Staff Consultations - twelfth man (2009)

Responses to the statement 'Using the online libraries marketing toolkit has helped improve the marketing of my library' showed that staff that had used the toolkit were fairly neutral in their response to it. Nearly half the users agreed slightly with the statement and a third had no opinion.

Chart 7.4: Agreement with statement 'Using the online libraries marketing toolkit has helped improve the marketing of my library'

Base = staff that have used the Toolkit (79)



Source: Scotinform staff survey

7.6 Impact of Marketing Strand on Users

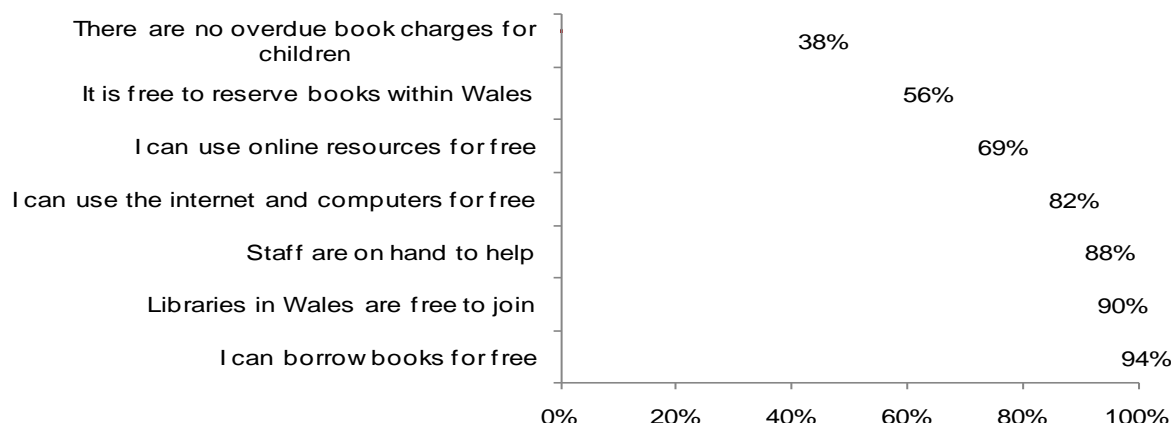
The evaluation of the impact of the Marketing Strand on users is based on the objective in the National Marketing Strategy for Libraries⁵³ to 'raise awareness of the full range of library services amongst users'. The core questions in the user survey focussed on awareness of library services and users' perceptions of the benefits of these services

7.6.1 Awareness of library services

Awareness of library services was high amongst users with more than 80% of respondents aware that they could borrow books for free (94%), join for free (90%), gain help from staff (88%) and use the Internet and computers for free (82%). Awareness was lower for some other features including free access to online resources (69%), free reservations of books within Wales (56%) and no overdue charges for children (38%).

Chart 7.5: Awareness of library services

Base: all respondents



Source: Scotinform library user survey

⁵³ National Marketing Strategy for Libraries April 2006-April 2011

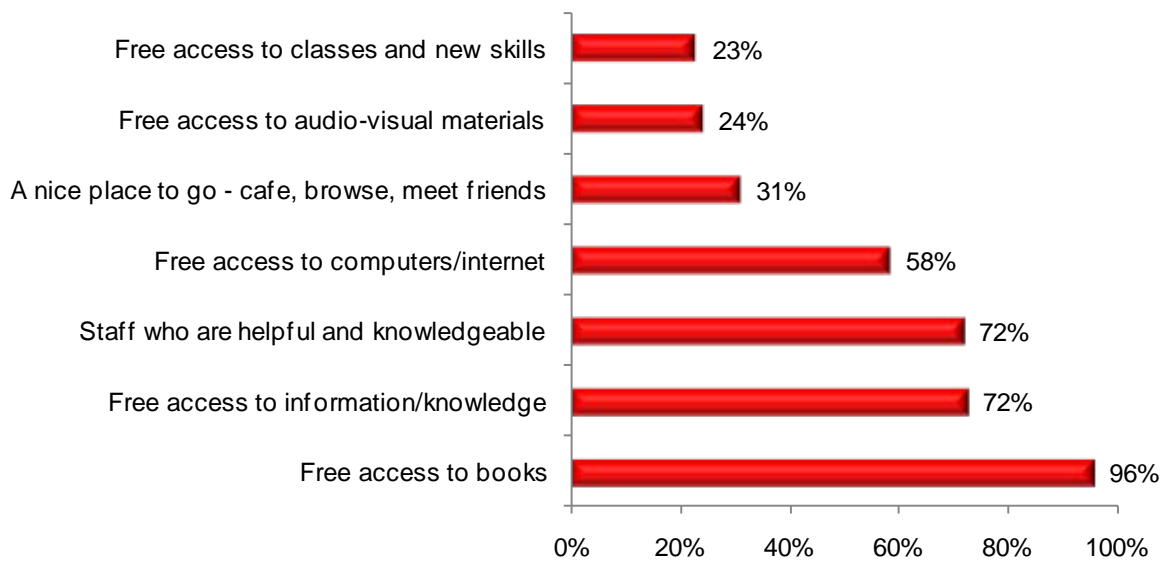
7.6.2 Users' perceptions of benefits of libraries

For users the main benefit of using libraries was free access to books: 96% of users highlighted this as the main benefit. Around three-quarters of users also felt that free access to information and knowledge and staff that are helpful and knowledgeable were important benefits.

Users were less concerned with some other library benefits. Around three-fifths of users felt that free access to computers and the Internet was a benefit and just under one third regarded libraries being 'a nice place to go' as a benefit. Finally, just one quarter of users thought free access to audio visual materials (24%) and free access to classes and new skills (23%) were important benefits of using libraries.

Chart 7.6: Benefits of using libraries

Base: all respondents



Source: Scotinform library user survey

Comments from the participants in the focus groups showed the importance of 'free' access to library services: for many, the money saving aspect of libraries was the main benefit of library usage.

"Saved money and met different people - mainly the money"

"I've saved loads of money getting access to books on random things."

7.6.3 Awareness of marketing

There was virtually no awareness of the marketing campaigns from any of the participants in the focus groups with users. Some university students had heard or Express Yourself and one other person had heard of Happy Days. Comments on marketing included:

"Awareness needs to be started at a young age - school trips".

"Libraries are busy enough without advertising."

"It is something that needs to be started at a young age."

Participants in the focus groups commented that they had not seen much marketing of libraries and felt that they should be more visible:

“Please be more visible! Cultural things are always hidden.”

Comments and suggestions for marketing libraries, to raise awareness of services and events included: email, on websites, posters and leaflets, local papers and the media and some other imaginative ideas. The comments often highlighted approaches that are already being taken, showing that the marketing strategy has adopted the right approach.

“I’m more likely to see a flyer that catches my eye than to actively seek out library events online, if I’m honest”.

“Leaflets come to my mind and big, striking posters.”

“I think in local newspapers, they could talk about the libraries, maybe even telling the story of the building.”

“Involving authors in marketing not celebs.”

Focus group participants thought that a different approach should be taken with young people

“For young people - Facebook, competitions (give away x-boxes) gadgets. Show them they can borrow music etc.”

“I think it’s important for local authorities to not come across as patronising to younger people which I think they often do.”

“Local posters and let them know it’s not just full of dusty old books, you can get dvd’s, books on cd (mp3 too now !) and that would appeal I think.”

7.7 Impact of Marketing on Non users

The evaluation of the impact of the Marketing Strand on non users is based on the objectives in the National Marketing Strategy for Libraries⁵⁴:

- to raise awareness of the full range of library services amongst non users
- to re-position the libraries in the minds of non users - libraries to be front of mind and relevant to individuals

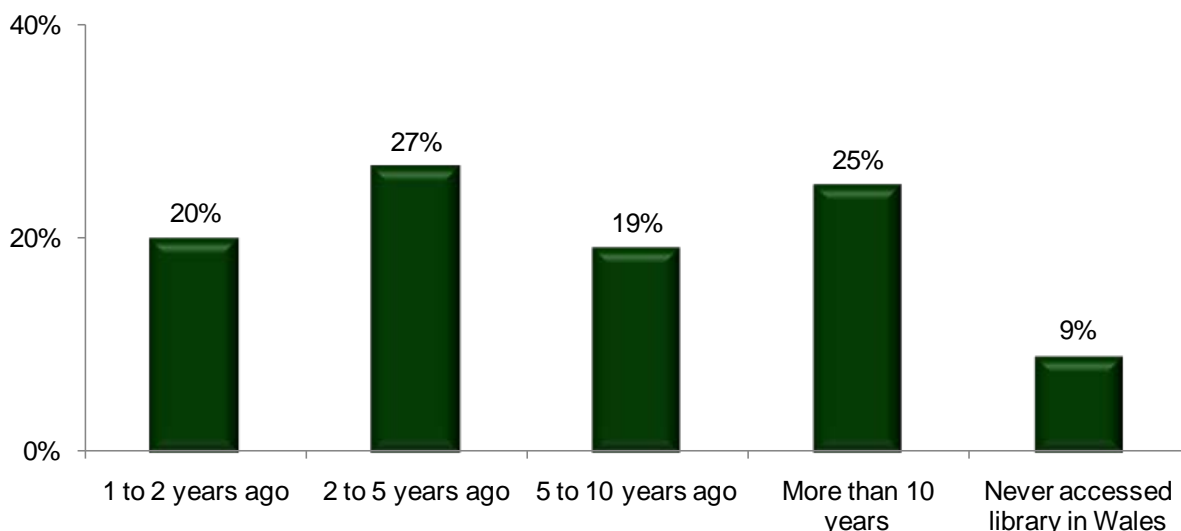
Note: non users were defined as people resident in Wales who had not visited a library in Wales in the previous 12 months, but who were interested in the services offered by libraries.

7.7.1 Previous use of libraries

In order to assess attitudes towards libraries, non users were asked to describe their previous use of libraries. As demonstrated by chart 7.8, non users varied from those who had last visited a library between one and two years ago (20%) to those who had never visited a library (9%). Non users were also asked about their usage of mobile libraries - 11% of non users had used a mobile library compared to 22% of library users.

⁵⁴ National Marketing Strategy for Libraries April 2006-April 2011

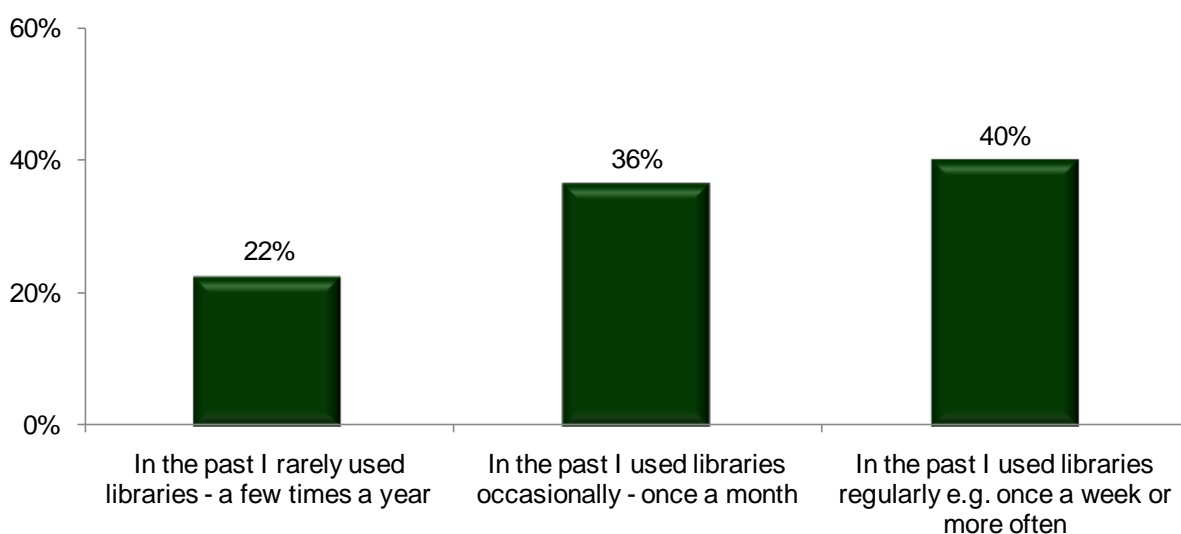
Chart 7.7: Last visit to a library
Base: all non user respondents



Source: Scotinform non user survey

Chart 7.8 shows that non users ranged from those who rarely used libraries (22%) through to those who had used libraries regularly (40%).

Chart 7.8: Frequency of previous library use
Base: respondents who had previously used a library in Wales(494)



Source: Scotinform non user survey

7.7.2 Previous uses of libraries

Amongst non users ‘to read and borrow books’ was clearly the most common reason for using libraries in the past: 78% said that this was the main reason. No other reason was cited by more than 14% of non users.

Analysis by demographic information shows that non users who used libraries to read and borrow books were most likely to be female in the oldest age group (65 years+).

Participants in the non user focus groups confirmed that borrowing books was the main reason that they had used libraries in the past. Other reasons mentioned were borrowing DVD's, helping children with homework and many participants had used their college or university libraries as students. Other specific reasons for visiting in the past included: to research university module topics, researching a medical condition, to find a car manual, family research, sending a fax, photocopying and Internet access.

"The last time I was in a library was about 2 or 3 years ago when I was on holiday - went to use the Internet."

"I haven't been to the library since I was probably at school."

"As a student I had to, and before the Internet I used them for research and for pleasure...newspapers, borrowing books/cd's etc"

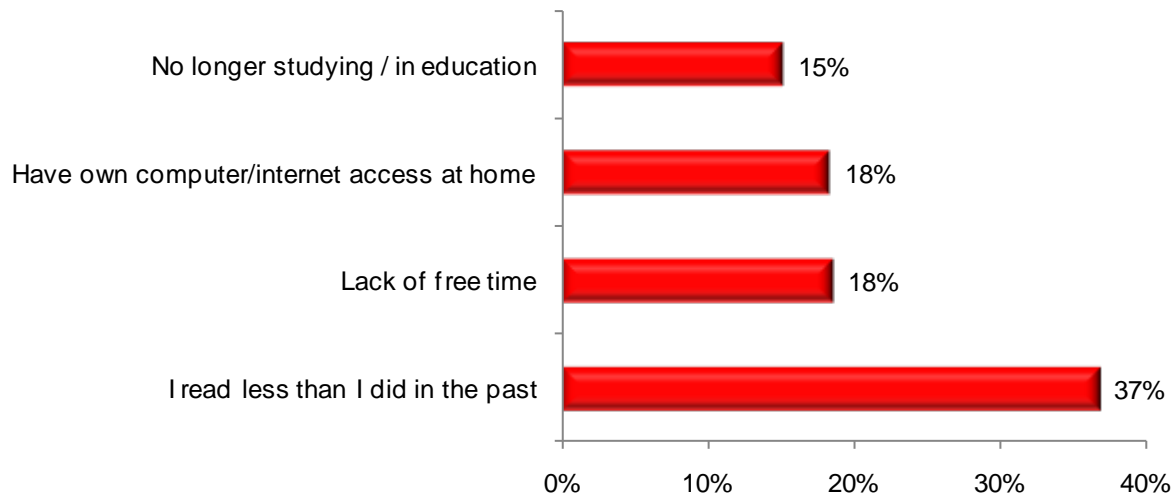
"I took my two children there, I have an eight year old and a sixteen month old and I just randomly take them in just to look at the books. I can't actually recall the time I borrowed books for myself."

7.7.3 Reasons for non use of libraries

Non users' main reason for not using a library in the previous 12 months was because they were reading less than in the past. This fact coupled with the finding in chart 7.8 that reading and borrowing books were non users main reason for previously using libraries suggests that a lack of interest or awareness of other library services may result in non usage.

Chart 7.9: Main reasons for non use of libraries

Base: respondents who had previously used a library in Wales (494)



Source: Scotinform non user survey

In the non user focus groups, participants gave two main reasons for no longer visiting libraries:

- books and DVD's are cheaper and freely available elsewhere such as from Amazon, charity shops and car boot sales
- increased use of the Internet and other services at home

“Occasionally if I want a particular book, rather than go and borrow it from the library with a time limit, I will either go or get it in a car boot sale or go and buy it in a book shop”.

“I think the Internet has all but killed the libraries for research purposes, anything you want you just go online, it is much easier, faster, it saves you leaving the house.”

“I bought books on DIY and gardening and any further information I would go onto the Internet to look it up.”

Under 35 year olds in particular did not feel that the public library had anything to offer them that they could not access elsewhere more easily.

Lack of visibility and knowledge of what was on offer was apparent in all focus groups.

“You keep forgetting about the Library sometimes I might go one of these days don't know much about my local library, but it is a valuable resource for those who use it.”

7.7.4 Awareness and views on libraries

Non users were asked a series of questions about their awareness, interest and rating of current library services. Where relevant, the results have been compared with users’ feedback to establish the main areas of divergence. Non users were also asked what measure would encourage them to use libraries more often.

Just 12% of non users were aware of library.wales.org compared to 41% of users. Table 7.4 shows non users’ awareness of services offered by libraries and compares these levels with those reported by users.

The results indicate non user awareness that books can be borrowed for free and that libraries in Wales are free to join is almost on a par with users’ awareness levels. Elsewhere, it is clear that non users are less familiar with the services on offer, especially regarding access to computers and the Internet, free access to online resources, free reservation of books, and the absence of overdue charges for children. These are services that library marketing could focus on.

Table 7.4 Awareness of library services

Base: all respondents

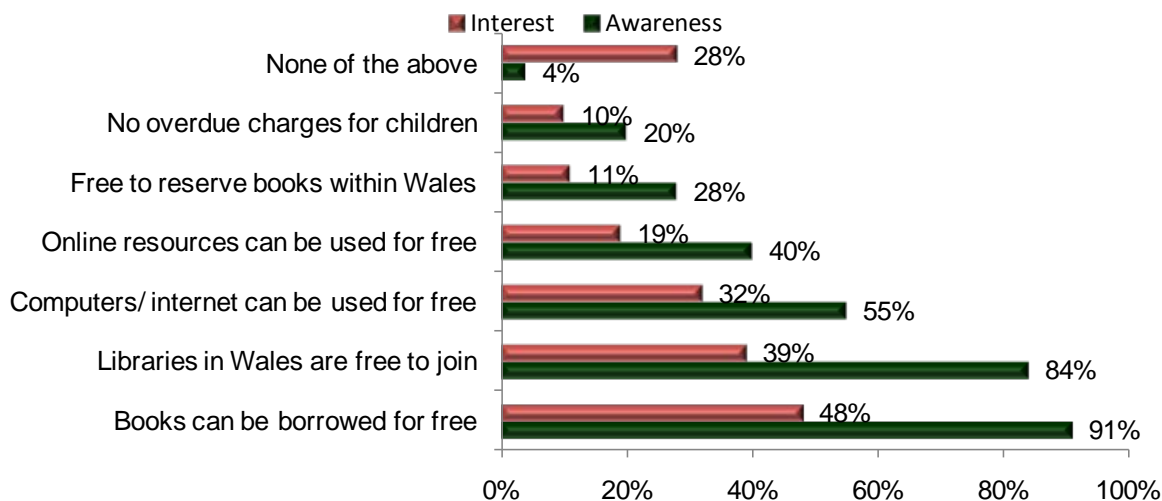
	Non users	Users
	%	%
Books can be borrowed for free	91	94
Libraries in Wales are free to join	84	90
Computers and the Internet can be used for free	55	82
Online resources can be used for free e.g. newspaper archives	40	69
It is free to reserve books within Wales	28	56
Children do not have to pay overdue charges on books	20	38

Source: Scotinform non user survey

7.7.5 Interest in library services

Chart 7.10 places non users’ awareness of services against interest in these services. It is noteworthy that in most cases around half of non users are interested in the service that they are aware of, suggesting that there is the potential to promote the service to non users.

Chart 7.10: Non user awareness and interest in library services
Base: all respondents



Source: Scotinform non user survey

In the non user focus groups many participants were aware of the basic services on offer, but many others were unaware of some, particularly DVD and CD borrowing and the availability of free WiFi. People under 35 were less likely to be interested in the services on offer.

“There is more than just borrowing books, but I wouldn’t necessarily be interested in most of them”

Classes were of interest to many focus group participants, most not knowing that these took place in libraries. There was particular interest in Ancestry.com and in audio books.

7.8 Suggestions for Development of Marketing

Consultees, including Heads of Service, mentioned the importance of getting libraries on television in order to raise the profile:

“One disappointment was that TV advertising did not go ahead as we could have really benefitted from that. For the future I think we need a greater presence in influential media.”

Comments also showed that consultees thought that future campaigns should be focussed on the wider sector:

It’s very good, but very public libraries orientated however and could benefit from being wider.”

The key messages suggested by staff for future marketing were:

- libraries do more than loan books
- free and unbiased access to literature from Wales and the World
- benefits of libraries
- celebrate libraries
- keep it interesting
- keep it fresh and informative
- ‘libraries made me’ campaign about how libraries changed people’s lives
- how useful/popular libraries are
- how up to date the material is

- give a local message
- emphasise the modern library service
- libraries are vibrant
- part of the community
- free service

The issues of cost highlighted the need to make staff aware of the impact that marketing activities have so that they can see the value of marketing campaigns.

“Is this really going to bring new people into the libraries? How are we going to measure the impact?”

Staff in the groups were well informed about marketing, and FE and HE staff called for more training in marketing for staff.

More marketing training but more specific to FE/HE for example one of the main training used by public libraries is very display focussed - this is marginal to us

We need to convince senior management teams that libraries and librarians are still needed in the digital age so information on promoting the service to managers would be helpful

7.9 Country Comparators - Marketing

There is no evidence of any co-ordinated marketing by central government of library services in Scotland and the literature review has highlighted a current debate within Scandinavian countries on the lack of marketing strategies for libraries.

Countries with dedicated websites for promoting public libraries (like Wales) are well placed to use these as platforms for further marketing of library services. This has given Northern Ireland the opportunity to promote ‘All Our Saturdays’ via the LibrariesNI website and the Republic of Ireland a channel through which to promote the ‘Library Services for Young People’ initiative. In England the Summer Reading Challenge scheme has its own dedicated website.

Examples of current national marketing campaigns for libraries in Northern Ireland, the Republic of Ireland and England are displayed in table 7.5.

Table 7.5: Examples of Library Marketing

Country	Marketing activity
Northern Ireland	All Our Saturdays celebrates sporting excellence in Northern Ireland and was on display in selected libraries throughout Northern Ireland during 2010. The exhibition was used to stimulate a range of activities - links with schools and the development of sports journalism and sports writing, education packs, inter-generational learning and reminiscence work. http://www.ni-libraries.net/all-our-saturdays/
Republic of Ireland	Library Services for Young People is a blog being developed to highlight examples of public libraries’ work with children and teenagers and to facilitate discussion on the topic by library staff and interested parties. The blog also aims to be a first stop for information on services for young people in public libraries in Ireland. http://www.library.ie/youngpeople/

Country	Marketing activity
United Kingdom	<p>The Summer Reading Challenge for children aged 4-11 is the biggest national reading initiative. It runs in libraries throughout the summer holidays, with incentives, activities and events designed to create interest in children's reading. The challenge for each child is to read six or more library books over the summer.</p> <p>http://www.summerreadingchallenge.org.uk/libraries/</p> <p>For the last 10 years all 22 Welsh local authorities have taken part, apart for one or two authorities who didn't take part in one or two years.</p>

There is awareness throughout the UK and Ireland that people and organisations are not sufficiently aware of the range of material, services and assistance that libraries can offer. In both Northern Ireland and the Republic of Ireland there is a recognition that libraries require 'a developed marketing strategy' rather than ad-hoc initiatives and that the library service needs to develop better marketing skills amongst staff and administrators.

In the Republic of Ireland the planned approach to increased and better marketing lays out one potential approach. In the period 2008-12 the focus for marketing is on:

- Examining what will convince more people that public libraries are a relevant and useful part of their lives
- Positioning libraries so that they are seen as community focal points and gateways for and to local authority, central government and cultural services.

In order to assist this 'Branching Out - Future Directions'⁵⁵ recommends the continuation of the Public Library Research with a stronger emphasis on dissemination and implementation of research findings. At national level, PLUS surveys and surveys of non users have been carried out in the past to establish attitudes to the public library service and should be repeated in order to highlight potential marketing areas.

7.10 Marketing - Conclusions

The marketing strand has effectively continued the strategy developed during @your library, with the Marketing Officers developing effective national campaigns and supporting the aims of LfL by increasing awareness of the library services. The evaluation was not able to quantify the increase in awareness as no data was available on awareness levels pre-LfL, but the results suggest that usage has increased and this is confirmed by the WPLS data in Section 9.

The model of delivering marketing through national Marketing Officers appears to have worked effectively: there has been clear strategic direction and the management by Wrexham CBC has been effective. One particular advantage of this model is that it has been possible to develop effective marketing campaigns across Wales. This has not prevented inconsistent approaches to marketing in the regions, but this is due to differing priorities of Heads of Service and Marketing Champions rather than different approaches. The decision to employ Marketing Officer was seen as a positive approach to strategic marketing and the enthusiasm that they conveyed to library staff was commented on.

Marketing should remain a critical part of future library strategies: this evaluation has confirmed the results of previous studies that promotion of library services is absolutely key to increasing usage. It

⁵⁵ Branching Out – Future Directions – the policy document which aims to drive the development of the public library service in the Republic of Ireland between 2008 and 2012.

was clear from the non-user survey that lack of awareness was one of the main reasons for not using libraries and this should be the focus for future marketing.

Specific conclusions from the review of the marketing strand are:

- The main target outcomes for the strand have been achieved by the marketing activities implemented by the Marketing Officers.
- The launch of three annual campaigns is a significant achievement: whilst the Express Yourself campaign may not have been entirely effective, it appears that lessons have been learnt from this in designing the final/third campaign.
- Library staff had mixed views on marketing, expressing concerns that it was targeted at existing users rather than encouraging new users to visit libraries. This is supported by the WPLS data (Section 9) showing that there has not been an increase in new members, but this data only goes up to March 2010 and it would have to be reviewed to see the 2010-2011 figures.
- The objective of the marketing strategy to raise awareness of the full range of library services amongst users appears to have been successful, although without baseline data prior to LfL it is not possible to identify the impact the campaigns have had.
- Non users' awareness of library services was lower than users' awareness and the results suggested the potential to promote the wide range of services to non users, particularly the changes in opening hours at many libraries.
- Both users and non users had very positive attitudes towards libraries, suggesting a positive base on which to build increased usage.
- Overall, marketing has been established as a successful element and a key Work Strand in the first two years of the LfL strategy.

8. WORK STRAND 5: WORKFORCE DEVELOPMENT

8.1 Strand Description

The importance of workforce development in improving customer service in public services in Wales has been recognised as a priority for many years, with the Delivering the Connections Action Plan⁵⁶: identifying as a priority the need to 'strengthen the workforce by working with staff representatives to ensure that employees at every level are equipped with the skills and support needed to provide the best quality of service'.

The @your library strategy recognised the importance of developing the skills of library staff and had two specific workforce development activities: research into training needs and opportunities and the provision of grant funding for training. The research report⁵⁷ produced as a result of @your library provided evidence of the priority areas that 'could be adopted by CyMAL as components for a strategic development programme, and particularly areas within that strategy where intervention and support is necessary'.

Based on this report and further analysis of the library sector in Wales, CyMAL set out the workforce development Strand of the LfL strategy to develop a grants programme for improving the skills of workforce. The grants programme has included bursaries for NVQs and diplomas in ICTL and the creation of two foundation courses. The strand awards annual bursaries and training grants and provides funding for training and awareness-raising workshops and sessions for library staff across Wales.

The key priority for this strand is to support the development of the existing sector workforce skills base in Wales. The Libraries for Life Strategy includes the following objectives for this strand:

- To develop the skills and knowledge of those who work in and for the sector in Wales
- To ensure that those who work in or for the sector are able to gain recognition for their skills and knowledge
- To develop a culture of Continuing Professional Development amongst those who work in and for the sector
- To support development of the future sector workforce skills base in Wales
- To provide advice to those aspiring to work in and for the sector
- To broaden entry routes into the profession
- To increase workforce diversity - a need identified by the Quantifying Diversity research commissioned by CyMAL
- To promote the dissemination of cross-sector skills information and knowledge
- To develop cross-domain knowledge amongst those who work in and for the sector.

Training opportunities funded by the Welsh Assembly Government via CyMAL are free to library staff working in public, educational and workplace libraries.

The Strand Leader is CyMAL's Training and Development Adviser who works in partnership with associations and councils to support workforce development initiatives and promote the attainment of professional accreditation.

The outcomes set for the Strand in the strategy were⁵⁸:

- Forward strategy identified with employers
- 20 library staff supported via annual bursaries for academic and vocational qualifications

⁵⁶ Beyond Boundaries Citizen Centred Local Services in Wales (2006)

⁵⁷ Human resources in the public library services in Wales (2006): Hywel Roberts

⁵⁸ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

- New professional qualifications supported to meet the challenges of delivering a modern library service

The workforce development strand was identified as one of the SROI elements of the evaluation: this assessment is shown in Section 13 of this report

8.2 Workforce Development Activities

The work of this strand has been wide ranging and delivered through a number of mechanisms:

- Bursaries for Qualifications
- Regional Training and Workshops
- Online Training

This section of the evaluation report shows these differing delivery mechanisms and highlights the breadth of activities undertaken.

8.2.1 Bursaries for Qualifications

A total of £171,223 funding has been distributed in bursary grants to library staff over the period of LfL. (Note: this does not include the £25,000 which was allocated to the regions via the RDOs each year.)

Table 8.1: Workforce development budget

	£
2008-2009	54,838
2009-2010	56,489
2009-2010	59,896

Source: CyMAL LfL budgets

This funding has been used for the following qualifications:

Table 8.2: Workforce development activities

Qualifications - CyMAL Bursaries	No. of Students supported by direct CyMAL Grants			
	2008 -2009	2009-2010	2010- 2011	Total
MSc Information & Library Studies	4	8	5	17
MSc Information & Library Management			1	1
BSc Information & Library Studies	1	1	1	3
Foundation Degree in Library & Information Management		12	3	15
Information & Library Services NVQs levels 2 & 3	6	19	13	38
Application of ICT in Libraries*	21	25	24	70
Change Management		25	15	40
Conference attendance			1	1
Leadership	13		2	15
Total	45	90	65	200

Source: CyMAL

*Welsh library candidates were the first in the UK to achieve these qualifications

8.2.2 Regional Training and Workshops

Alongside the provision of funding for formal qualifications, CyMAL has made a range of training courses and workshops relevant to the sector available to library staff⁵⁹. Courses have included library specific training such as ‘*Cataloguing and Classification*’ as well as other courses designed to up-skill the workforce from leadership and management development through to personal safety training. Since the development of the RDO much of this training has been developed and delivered on a regional basis (a full description of the work of the RDOs can be found in Section 6 of this report on the Regional Framework). Along with the training delivered through the RDOs, training sessions focussing on Retail Innovations was delivered through the Marketing Team. Table 8.3 shows the number of training and workshop events delivered during the lifetime of the strategy:

Table 8.3: RDO Training and Workshop Events

Year	No. of events
2008/2009	28
2009/2010	13
2010/2011	45

Source: CyMAL

8.2.3 Online Training

Throughout the lifetime of the Strategy, training and awareness raising sessions relating to the use of online facilities within the library sector have been delivered by the National Library of Wales on behalf of LfL. Table 8.4 shows the number of library of staff who attended these sessions until February 2010 (*at the time of writing, more up to date figures were not available.*)

Table 8.4: Online Training Sessions

Training / Awareness Raising Session	No. of Attendees
library.wales.org - CMS Training	57
library.wales.org - promotion	123
Cat Cymru Loan Requesting - Staff Training	72
E-resources - Cross-Sector Staff Training	
<i>KnowUK & NewsUK / Typo3 CMS Training combined</i>	97
<i>KnowUK & NewsUK Training Sessions</i>	43
<i>Newsbank</i>	111
Total	503

Source: National Library Wales

Section 8.4 of this report considers the impact that the training and workshop programme delivered has had on library staff.

8.3 Evidence of Strand 5 Outcomes/Outputs

The outcomes/outputs for the Strand have been achieved, with the target for staff supported by bursaries exceeded and a support given to a new Foundation Degree.

⁵⁹ A full list of training and workshops can be found in Appendix One

Table 8.5: Evidence of Outcomes/Outputs

Target Outcomes/Outputs	Evidence
Forward strategy identified with employers	<p>Workforce planning meetings have been held with SCL(W) identifying key themes and areas for development of training programmes relevant to the public library sector.</p> <p>Workforce Development priorities identified are:</p> <ol style="list-style-type: none"> 1. Succession planning, leadership and recruitment 2. Training and Development from RDOs to concentrate on the following key themes: <ul style="list-style-type: none"> • Digital/ICT • Information literacy skills • Customer engagement/innovations training • Reader development
20 library staff supported via annual bursaries for academic and vocational qualifications	A range of bursaries have been made available to all library staff in Wales each year - for vocational and distance learning qualifications. The take up of these qualifications has been much higher than predicted at the outset of the strategy with 200 bursary grants being claimed for qualification training (see table 8.1)
New professional qualifications supported to meet the challenges of delivering a modern library service	Support provided to establish Foundation Degree qualification in Wales - commenced September 2009. 15 staff have been supported to date (see table 8.1)

Source: Libraries for Life Measuring Progress Reports 2008-2009 and 2009-2010 and Minutes from SCL(W) and CyMAL Workforce Meeting

8.4 Views on Workforce Development Strand

Internal and external consultees expressed positive views on the workforce development activities

- The strand was felt to benefit everyone: many members of staff have attended training at all levels up to part-time degree.
- The Foundation degree was seen as a good investment
- Training has raised awareness of the partnerships and the benefits of working in this way
- Training has improved awareness of citizen centred approach
- A strategic lead on training was enabled by LfL
- A good record of training is kept - training needs analysis, training audits and skills audits
- A major strength is being able to respond to need and especially bringing training to library staff - organising it locally / regionally as many staff are not able to travel

Heads of service saw the training strand as very useful and generally successful with many staff taking up opportunities particularly younger members of staff. They felt this was one of the most important things that the regional partnerships had facilitated and enabled.

“The CILIP training is expensive and being able to bring trainers from London is one of the main benefits of the regional partnerships. “

“We have had 13 people on ICT courses. Feedback on the courses has been very positive.”

They felt that a very important element of training was bringing staff together and that staff across Wales have got to know each other.

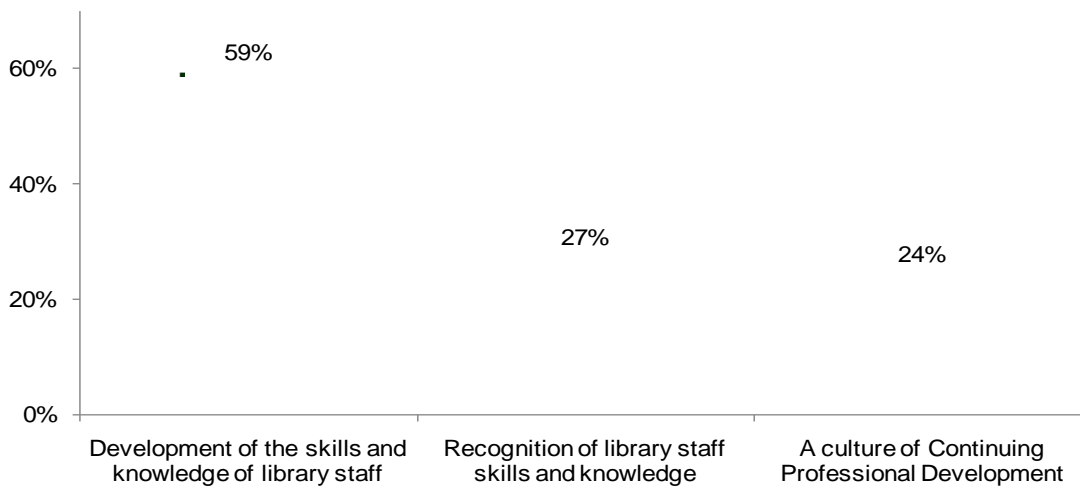
“....it opens up opportunities for cross library experiences and training.”

“..been good to get staff together - cross fertilization”

Barriers to training were seen by heads of service as cost and location: one of the main negative responses was lack of staff to cover.

The main result of the current approach to workforce development was perceived by staff to be the development of skills and knowledge, with staff less likely to think that the approach had led to recognition of library staff’s skills and knowledge or a culture of Continuing Professional Development.

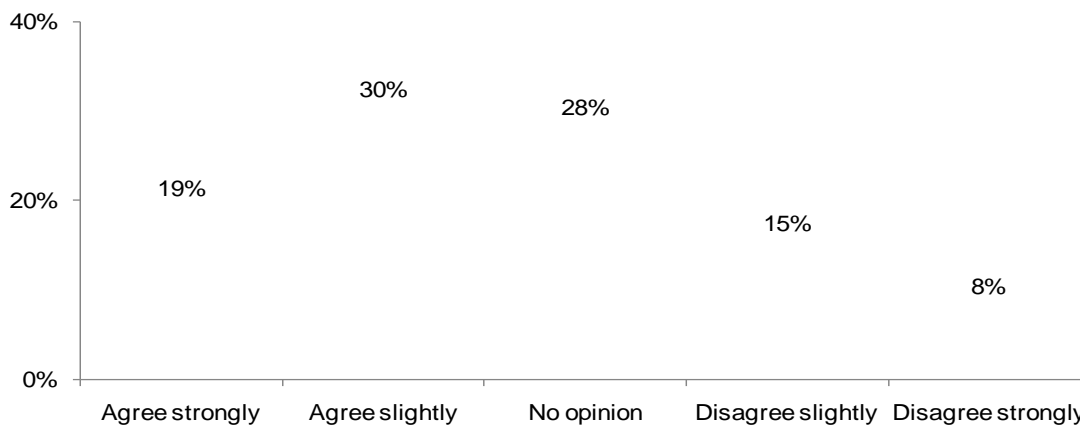
Chart 8.1: Overall results of current approach to workforce development
Base = all staff respondents



Source: Scotinform staff survey

There were mixed views on the statement ‘I am happy with the current opportunities available to me for training and gaining library and related qualifications’, with just under half the respondents agreeing with it, but nearly a quarter disagreeing. Staff on the lower work levels - Assistant Librarians and Library Assistants - were more likely than average to disagree with the statement indicating that they most dissatisfied with the training opportunities.

Chart 8.2: Agreement with statement ‘I am happy with the current opportunities available to me for training and gaining library and related qualifications’
Base = all staff respondents



Source: Scotinform staff survey

8.5 Views on CyMAL Funded Qualifications

18% of staff in the staff survey had undertaken one or more qualifications with CyMAL funding: it was clear, however, from the responses that the qualifications referred to were not necessarily funded through LfL grants.

Table 8.6: Involvement in CyMAL funded qualifications

Base = staff who have undertaken or plan to undertake qualifications (74)

Qualification	%
Information and Library NVQs (Levels 2 and 3)	18
Advanced Diploma in Application of ICT in Libraries	16
MSc Information and Library Studies	16
Foundation degree in Library and Information Management	5
BSc Information and Library Studies	5
Other*	16

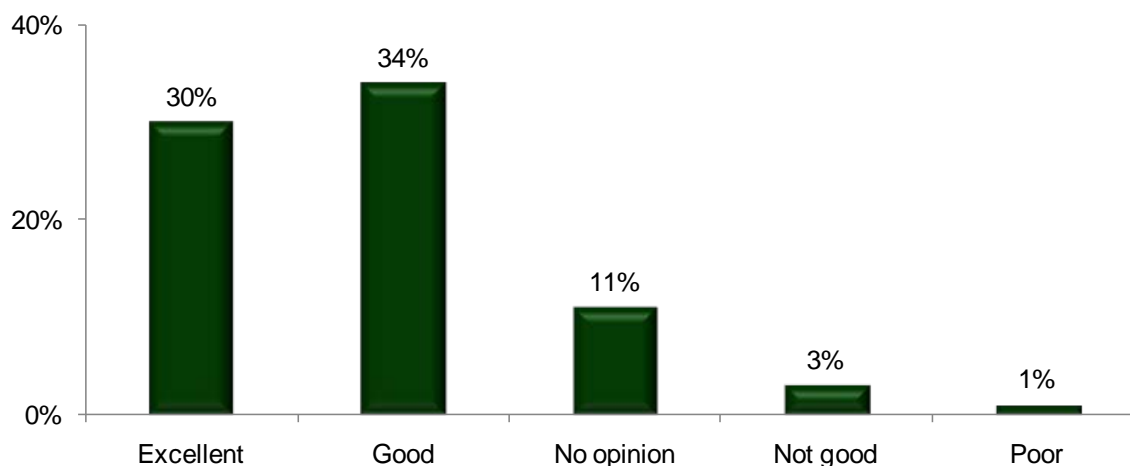
* Other qualifications were: distance learning MSc, Certificate in Genealogy, NVQ Assessors award, BLib Bachelor of Librarianship, frontline training, Grad B Lib, ECDL,

Source: Scotinform staff survey

One third of staff rated qualifications as 'excellent' and a further 34% rated it as 'good' (note high proportion of 'no replies' not shown in chart).

Chart 8.3: Rating of qualifications

Base = staff who have undertaken or plan to undertake qualifications (74)



Source: Scotinform staff survey

8.6 CyMAL funded training days/workshops

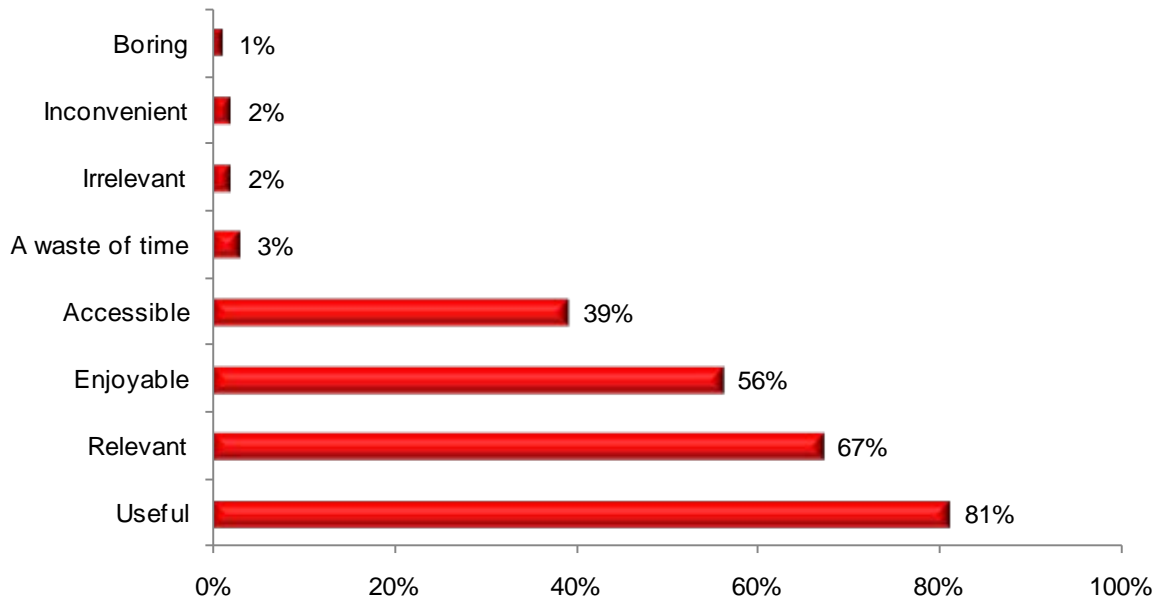
8.6.1 Attendance at training days/workshops

50% of staff had been on training days or workshops: staff across all library types had been involved in these activities. Heads of service and library managers were more likely than other work levels to have attended training days/workshops.

A total of 108 workshops and training days were mentioned by staff, covering Newsbank, e-books, Internet, computer programmes, information literacy, marketing, reader development, assertiveness, cataloguing, library use, innovation and mentoring (full list in appendix 1).

Staff who had been on training days/workshops were positive about the experience: 81% described them as 'useful' and 67% as 'relevant'. FE/HE library staff were more positive than staff in local authority libraries about the training days/workshops.

Chart 8.4: Views on training days/workshops
Base = staff who have attended (148)

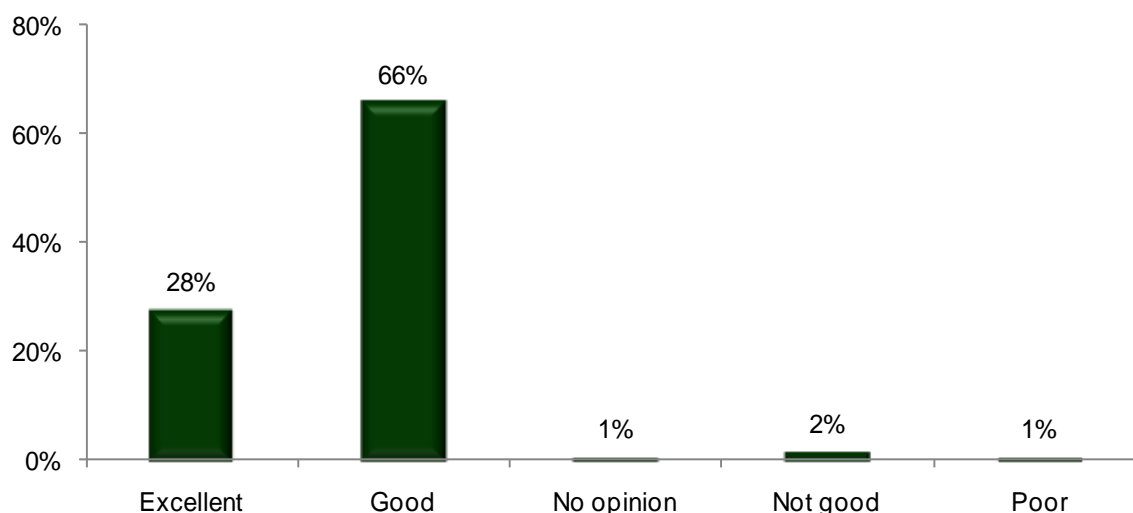


Source: Scotinform staff survey

8.6.2 Rating of training/workshops

The overall rating for training/workshops was very positive: 28% said they were 'excellent' and 66% said they were 'good'. Staff working in FE/HE libraries and those at the most senior work levels were more positive than other staff about the training/workshops.

Chart 8.5: Rating of training/workshops
Base = staff who have attended (148)



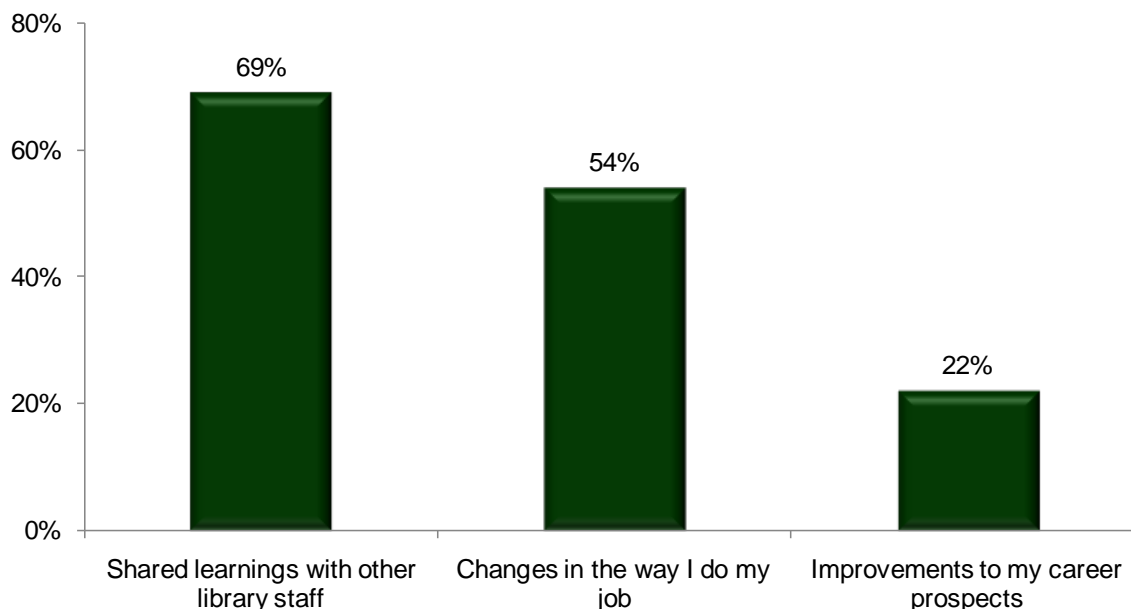
Source: Scotinform staff survey

8.7 Results of Qualifications/Training Days/Workshops

The main results of qualifications/training/workshops that staff had undertaken was that they had shared learning with other library staff, followed by changing the way they did their job. They were unlikely to have seen any improvements to their career prospects.

Chart 8.6: Results of qualifications/training/workshops

Base = staff who have undertaken qualifications/training/workshops (172)



Source: Scotinform staff survey

84 staff provided examples of how they had **shared learning with other staff**: the most common methods mentioned were through cascading, meetings, verbal feedback or written reports.

67 staff described how qualifications, training or workshops had **changed the way they did their jobs**. The main changes were: personal development, more aware of customer issues and more knowledgeable.

The only training mentioned specifically as change the way staff did their jobs was the Innovations training: six respondents described positive changes as a result of this project, mostly focussing on the changes which had resulted.

28 staff identified **improvements to their career prospects** as a result of qualifications, training or workshops. The main areas of improvement related to improved CVs, improved job prospects, better skills and better understanding of job/work environment.

Focus group participants thought frontline training was good and seen as a success with a high numbers of staff taking it up. The more specific and targeted training were praised and in general people felt that training had had a big impact particularly in giving staff new knowledge, information, skills and importantly confidence and renewed motivation.

“Can’t get complacent - this gave us new ideas”

“Reinforces what we are here for”

Negative points were:

*“We get more skilled and they expect you to do more and more - not reflected in pay
And also it was felt that making all staff aware of training opportunities was not always
achieved.”*

The RDO's role in planning and putting on a large range of courses from ECDL, evaluation, literacy, floorwalking, foundation phase learning, stacking, displaying, storytelling, local history, health and safety, fire marshalling and was commended by many.

*“Training always useful and beneficial to our relationship with users. For instance have used
local history training on events run in the library.”*

8.8 Suggested Development of Workforce Development Strand

Heads of service gave some suggestions for the future such as a single training programme across Wales with local implementation. They thought that perhaps in the future there could be a contribution towards training costs *“even 25%/50% would make a difference”*.

Staff being trained in IT and Information Literacy was seen as crucial. One head of a public library service expressed the view that

*“CyMAL should send out information if they want to see us moving in a particular direction.
For example: First Click. If CyMAL think we are to provide IT training to the public then
CyMAL should be explicit about levels of IT skills and training that are expected, now there is
a huge variation across Wales.”*

One specific issue raised by heads of service was the need to ensure that training was evaluated thoroughly: it was felt that currently it was not possible to know whether or not the training had worked.

73 staff made comments or suggestions on workforce development. The key issues mentioned were:

- Development of a structured career path/recognition of importance of professional qualifications (10 respondents)
- Encouraging staff to undertake training/recognise the benefits/increase awareness (9 respondents)
- Improve funding/make funding available (7 respondents)
- Improve access to training for library assistants/develop mandatory course for library assistants (5 respondents)

Other comments highlighted that staff would like to see more consultation on training needs by CyMAL and the RDOs.

*“This strand of the libraries for life support from CyMAL is extremely valuable and needs to
continue and be improved upon (more training courses and more often, plus more relevant
training courses - seek feedback from LMT on what training they would like for their staff) due
to its usefulness and effectiveness.”*

*“RDOs are not always making the right decisions or consulting enough. The cross-sectoral
agenda is not addressing training needs. Although I manage training and development within
my service, since the RDO was instituted, I have had very little input into this.”*

63 staff made suggestions for types of specific types of training they would like to have access to in the future:

- Customer care/how to engage with specific groups of customers (16 respondents)
- Library qualifications/professional training (12 respondents)
- IT training - ECDL (6 respondents)
- Management training (4 respondents)
- Online resources (3 respondents)
- Marketing (2 respondents)
- NVQs (3 respondents)

Additional comments suggested that not all staff were aware of the training available and the current provision was confusing:

“Completing one of the earlier questions in this survey is the first time for me to hear that CYMAL has provided funding for this kind of training so better guidance/readily available information would be better.”

“It is very confusing what training is currently on offer (via CyMAL; via RDOs; via other?) - mapping it all out and making it clearer would be useful.”

8.9 Country Comparators - Workforce Development Programme

An overview of approaches to library workforce development in the rest of the UK and Ireland displays a number of recurrent themes.

Some key issues facing library services in the UK and Ireland are:

- Relevance: A third of staff in Northern Ireland reported receiving training that they considered irrelevant
- Resources: Staff in Northern Ireland also reported gaining skills that they were unable to put into practice due to a lack of resources
- Development Plans: In Northern Ireland the majority of staff did not have a training and development plan
- In the Republic of Ireland wide disparities have been identified in participation rates across different authorities
- In Scotland some 35% of library workers will be retiring in the next 10-15 years.

An audit of skill needs amongst librarians in Northern Ireland identified the following:

- 79% of staff identified the personal use of ICT as a training need
- Key skills for staff included teamwork, customer service, reference/enquiry work and administrative skills

A common thread in approaches to workforce development is the important role library staff play in delivering the vision of library services.

‘Libraries need to be attractive to visit, welcoming, responsive to their communities, and imaginative in meeting need. Focusing the service towards the customer calls for staff

*development and action in the areas of access, stock and buildings*⁶⁰

*'The continued success of library and information services in the 21st century will be in the hands of staff'*⁶¹

Current priority areas identified in Northern Ireland include:

- Development and learning programme focused on current and future leaders of the service
- Engagement with particular groups in the community calls for skills relating to youth work, early years education or teaching.
- Frontline functions should be prioritised, enabling the concentration of staff in roles which provide direct support to library users
- Ensuring Library staff have access to information and librarianship qualifications locally

In Scotland all 557 libraries are now connected to the People's Network, an initiative which has delivered free access to the Internet and ICT resources. Key to the success of this initiative was ICT training for staff. To support the People's Network over 4400 library staff completed the European Computing Driving Licence (ECDL) or an equivalent qualification. Building on this knowledge base two new ICT qualifications are now offered to staff: Diploma in Applications of ICT in Libraries and Advanced Diploma in Applications of ICT in Libraries

In England, the MLA has worked with partners such as the Sector Skills Councils like Creative and Cultural Skills and Life Long Learning UK to assist workforce development in:

- widening entry routes
- greater workforce diversity
- staff development and continuing professional development (CPD)
- the development of national occupational standards
- leadership and the development of entrepreneurial skills
- guidelines for work placements

The vision of a modernised Library Workforce is presented in the modernisation review of public libraries: A policy statement (March 2010).

⁶⁰ From Delivering Tomorrows Libraries: Principles and Priorities for the Development of Public Libraries in Northern Ireland

⁶¹ Scottish Library and Information Council: Strategic Plan 2007-2010



8.10 Workforce Development Strand - Conclusions

The evaluation has shown that the Workforce Development Strand achieved its main targets of supporting staff qualifications and supporting the establishment of a new professional qualification as well as strategic development with employers.

The number of staff supported by bursaries has exceeded the initial target set. It was envisaged at the start of the strategy that 20 staff would be supported; however over the 3 years of the strategy 200 bursaries have been granted to staff.

Views on the activities under the Strand were very positive, but it was clear from responses that staff and stakeholders were unclear whether the training and support was funding through LfL or from other sources. This makes it difficult to evaluate the success of this from a users' perspective.

The current approach to workforce development was seen as developing the skills and knowledge of library staff, but there were clear differences across the work levels. Staff on lower work levels - Assistant Librarians and Library Assistants - were less likely than average to feel they had training opportunities.

The main results of the training were that staff shared learnings with other staff and/or changed the way they did their job. Both these are very positive outcomes and suggest that the training has had real impact. This impact is further quantified in the SROI analysis in Section 13.

9. WORK STRAND 6: WELSH PUBLIC LIBRARY STANDARDS (WPLS)

9.1 Strand Description

The Welsh Public Library Standards (WPLS) were first introduced by the National Assembly for Wales in 2002 to help improve public library service standards. The first set of Standards (2002-2005)⁶² aimed to provide a framework for public library authorities to define and measure service levels. This was intended to be used as a management tool by library services to help design development strategies and measure improvements in service. There have been two subsequent Frameworks (2005-2008⁶³ and 2008-2011⁶⁴) which have acknowledged development in service levels, particularly in online service provision. A fourth Framework has been issued for 2011-2014⁶⁵, which recognises the difficult economic environment in which public authorities are now operating.

The @your library strategy was formulated in the context of the development of these WPLS Frameworks, and the Standards were envisaged as a key aspect of evaluating its progress. The report on evaluation of the strategy did however recognise that the WPLS' objectives were different from, although complementary to, those of the @your library strategy. While both were developed in order to deliver service improvement, the WPLS focus was on individual library authorities achieving minimum standards in identified core areas of service provision. In contrast, the @your library objectives were broader, focusing on innovative cross-sectoral service delivery 'promoting a vibrant and dynamic public library service relevant to the needs of 21st century citizens'⁶⁶.

The important role of the WPLS in providing a baseline for public libraries and a 'springboard for developmental activity' is similarly recognised in the LfL strategy which explicitly included the third WPLS Framework as a strand of activity, and a means of analysing local authority performance. The third Framework can also be seen as responding to the recommendations of the Beecham report *Beyond Boundaries*⁶⁷, in generating 'comparative performance information to encourage sustained improvement'. In the specific context of the LfL strategy the WPLS provide the means to 'measure performance against targets and against comparative performance in Wales and elsewhere'.⁶⁸

The third Framework comprises 14 Welsh Public Library Standards (WPLS) grouped under key service aspects and 13 Welsh Public Library Performance Indicators (WPLPI). The WPLS are focussed on the core elements of stock, staffing and expenditure, whilst the WPLPI were introduced to facilitate assessment of the impact, effectiveness and efficiency of services.

9.2 Monitoring of WPLS

The Framework is administered by CyMAL through its Standards team, with the support of a dedicated Reference Group. This Reference Group comprises officials and representatives of the Welsh Assembly Government, notably CyMAL's WPLS Standards Adviser, heads of public library services in Wales, and an Independent Adviser, who chairs meetings of the group, and arbitrates on assessment whenever necessary.

The assessment process for each local authority comprises⁶⁹:

⁶² Comprehensive, efficient and modern public libraries for Wales - standards and monitoring 2002-05 (2001)

⁶³ Comprehensive, efficient and modern public libraries for Wales - promoting higher service standards 2005-08 (2005)

⁶⁴ Achieving higher standards: a performance measurement and assessment framework for public libraries in Wales April 2008-March 2011 (2008)

⁶⁵ Maintaining a valued service – the fourth framework of Welsh Public Library Standards 2011-14 (2011)

⁶⁶ Evaluation of 'your library: an initial strategic library development programme 2005-2007 (2007)

⁶⁷ Beyond Boundaries Citizen Centred Local Services in Wales (2006)

⁶⁸ Libraries for Life – Delivering a modern library service for Wales 2008-11 (2008)

⁶⁹ Achieving higher standards: a performance measurement and assessment framework for public libraries in Wales April 2008-March 2011

- Submission of an Annual Return in the summer of each year: this Return is based on a template issued by CyMAL in the spring. The information required for the third Framework is based on data already being collected by the library service, including the information required for annual returns to CIPFA (Chartered Institute of Public Finance and Accountancy) *Public Library Statistics*.
- The Annual Return for each authority is scrutinised and assessed by CyMAL officials, and the Independent Adviser. Formal feedback reports are then prepared and peer-reviewed by members of the Reference Group. This feedback is brought to the attention of the Minister for Heritage, before being disseminated to library authority Chief Executives, Council Leaders and Scrutiny Officers, and to the managers of the library services, in September of each year.
- An analysis of overall performance against the Standards and Performance Indicators is provided within each feedback report, including comparative performance data in the form of the highest, lowest and median performances for each Performance Indicator.
- A consolidated analysis of performance across the three years of the Framework is undertaken at the end of the Framework period; this is disseminated to all public library authorities in Wales, and thereafter also made public by the Welsh Assembly Government.

Where Annual Returns highlight low or problematic performance, follow-up visits may be undertaken with library authorities to discuss the issues and ways forward for improvement.

9.3 Evidence of Strand 6 Outcomes

The expected outputs and outcomes identified within the LfL strategy for the WPLS were:

- an analysis of the progress made by local authorities against the 2005-2008 Framework

A consolidated report on performance against the 2005-08 Framework was produced and disseminated in November 2008. This report highlights the following in terms of overall performances against the WPLS, which are indicative of positive outcomes:

- The average number of Standards achieved by Welsh library authorities improved in each of the three years of the cycle from 5.8 in 2005-06, to 7.8 in 2006-07, and 9.2 in 2007-08
- There is clear evidence of improvement in the percentage of Standards being 'achieved' or 'partly achieved' over the three year period: 2005-06 60%; 2006-07 69%; and 2007-08 73%

Despite some caveats, noting for example that there was significant polarisation between the better and poorer performing authorities, the report was able to conclude that the Standards Framework for 2005-08:

- provided a suitable mechanism for the measurement of individual authority performance, for the measurement of performance within the public library sector in Wales as a whole, and for the identification of significant trends within performances;
- provided a suitable management tool that appeared to assist library authorities in their quest for improved performances;
- provided a means whereby library users were provided with a better library service in many authorities in those areas of service assessed by the Framework, with improvements in certain service aspects in most, but not in all;
- provided a means whereby key information relating to strengths and weaknesses in performances assessed by the Framework could be identified and analysed, and problem

areas clearly identified, so that appropriate action could be taken and supported, both at individual library authority level and also at the national level.⁷⁰

With library authorities yet to report on the final year of the third Framework for 2008-2011, it is not possible to report definitively on the associated outcomes; a consolidated report on achievements is due to be produced in autumn 2011.

The aims of the third Framework were however broadly equivalent to those of its predecessor, namely:

- raising the quality and standard of public library services for the people of Wales; and
- providing a management support mechanism for library authorities and their managers that should encourage and develop higher service standards, assess public reaction and define effectiveness and efficiency more precisely.

Its outcomes can therefore broadly be assessed (as with those for 2005-08) in terms of positive progress in achievement of the Standards across the three years of the Framework, in which context progress between years one and two provides some indication of current performance trends.

9.3.1 Assessment of WPLS (14 Standards)

The table below shows the change in achievement of the WPLS between 2008-2009 and 2009-2010.

Table 9.1: All Wales change in performance between 2008-09 and 2009-10

Welsh Public Library Standard	Achieving
WPLS 1 Location of service points and access to them	+1
WPLS 2 Providing access to services for user groups with particular access requirements	0
WPLS 3 Opening hours	+3
WPLS 4 Appropriate access to resources and facilities provided by means of Information and Communication Technologies	+6
WPLS 5 Total collections	+2
WPLS 6 Annual acquisitions	+1
WPLS 7 Replenishment of stock	-3
WPLS 8 Expenditure on stock acquisitions	0
WPLS 9 Expenditure on Welsh language materials and Welsh Writing in English	+10
WPLS 10 Supply of user requests for materials	+3
WPLS 11 Staffing levels	-1
WPLS 12 Expenditure on buildings and other service points, and on their management	+6
WPLS 13 Community satisfaction	+6
WPLS 14 Library authorities in Wales shall implement the Citizen Entitlements for public libraries in Wales.	+11

Source: WPLS annual reports 2009/10

⁷⁰ The second framework of the Welsh Assembly Government's Welsh Public Library Standards April 2005 – March 2008: an overall assessment of performance by library authorities in Wales (2008)

The average level of Standards achievement among Welsh library authorities rose from 7 in 2008-09 to 9 in 2009-10. Based on WPLS annual reports for 2009/10 the majority of Welsh library authorities were performing particularly well in terms of 'access' to library facilities/resources. All authorities were achieving WPLS 1 and 2, with the majority also attaining WPLS 3, 4, and 14. It remains to be seen whether this progress has been maintained in the final year of the Framework, especially given the financial constraints that local authorities are facing. The prospect of lower investment in annual acquisitions for example, could make it difficult to attain WPLS 8 and investment levels will also affect authorities ability to meet WPLS 5, 6, and 7. It is also evident that WPLS 11, related to professional staffing levels, is posing a significant challenge to many authorities.

WPLS achievement across the four library regions for 2009/10 was fairly consistent, although the authorities in North Wales are meeting more of the standards than in the other three regions.

Table 9.2: Wales' regions performance against WPLS 2009/10

WPLS - Wales regions (2009/10)	Meeting	Partly Achieving	To Be Achieved
North Wales	70%	12%	18%
Mid Wales	64%	18%	18%
SW Wales	64%	18%	18%
SE Wales	63%	16%	21%

Source: WPLS annual reports 2009/10/Scotinform

9.3.2 Assessment of WPLPI (13 Performance Indicators)

The third WPLS Framework incorporates for the first time Performance Indicator data capturing information on levels of use, user satisfaction and expenditure. Whilst it is not currently possible to compare all the WPLPIs by Welsh region without access to final year data, the table below does highlight a number of areas where comparisons can be made based on the 2009/10 returns. The closure of Swansea and Cardiff libraries for significant periods during this timeframe should be noted. The WPLS assessment process has also noted possible issues with regard to the robustness of data collection in some areas, and the resulting comparability of data. These issues aside, regionally in 2009/10 the main differences to note are:

- The number of library members per 1,000 resident population was highest in SE Wales and lowest in SW Wales
- Despite the above, more people in SW Wales used the library service than in any other Welsh region
- The number of people attending events in Mid Wales and SW Wales was significantly lower than in North Wales or SE Wales
- Although all the regions exceed the minimum provision of 7 workstations per 10,000 of the population the provision ranged from 8.8 in SE Wales to 10.6 in North Wales
- Annual issues per 1,000 of the population were highest in Mid Wales and lowest in SE Wales
- Expenditure on staff training and development per member of staff was lowest in North Wales (£90.53) and highest in SE Wales (£286.559)
- Net expenditure on public library provision per 1,000 of the population was lower in Mid Wales (£14,636) when compared to the other regions

Table 9.3: Wales' regional performance against WPLPI 2009/2010

WPLPI - Wales regions (2009/10)	Welsh Average	North Wales	Mid Wales	SW Wales	SE Wales
1 The number of library members per 1,000 resident population	401.6	363.4	400	353.5	444.1
2(i) The number of people using the public library service during the year per 1,000 population	5815.3	5410.3	5665.5	6075.5	5988.5
2(ii) The number of people attending events and activities organised by the library service per 1,000 population	103.1	131.3	20.8	27.5	112.4
4(i) The total number of workstations with access to the internet and the authority's online catalogue per 10,000 population (minimum provision of 7)	9.9	10.6	9.9	9.8	8.8
5(i) The annual issues per 1,000 population	5237	5182	7099	6094	4555
9(i) The expenditure on staff training and development per member of library staff	£192.57	£90.53	£95	£111.47	£286.59
9(ii) expenditure on: Leadership bursaries, MSc or BSc qualification bursaries, NVQ bursaries or ICTL Diploma, Regional training consortia training	£3,077	£2,571	£3,606	£2,352	£3,565
13 The net expenditure on public library provision per 1,000 resident population	£16,586	£16,747	£14,636	£16,380	£16,963

Source: WPLS annual reports 2009/10/Scotinform

9.4 Views on WPLS

9.4.1 Stakeholder views

Consultations with CyMAL staff and Library Authority Heads of Service returned very positive views on the WPLS, with many saying they had raised standards in libraries and resulted in a higher profile for libraries within local authorities.

"They defend public libraries, they are evidence of good practice and highlight where we need to improve"

Issues raised related to a lack of flexibility and a perception that not all authorities complied with the WPLS requirements:

- Want standards that can be realistically achieved - feel some are not
- Some areas of WPLS are not allowing for regional/local circumstances
- Felt that the data gathered for the WPLS could be better used to promote good practice and raise awareness of what libraries do with the public

The positive views on WPLS confirm the finding in a forward planning paper by the Society of Chief Librarians Wales (SCL(W)) from March 2010 which stated that the WPLS are 'essential' to help deliver and monitor activities. Its recommendation was, 'to ensure that we have Welsh Public Library Standards and statutory legislation (Public Libraries Acts)'. To achieve this SCL(W) recommends development of the WPLS through: discussions on reporting arrangements and timescales; streamlining and focus on key indicators; and consideration of rural issues. Extensive discussions were held with the sector, including representatives of SCL(W), in the development of the fourth Framework, and many of these issues were raised and considered as part of this process.

9.4.2 Library views

Comments on the WPLS showed that libraries on the whole had found them a useful tool in developing services and a useful advocacy tool in supporting the libraries' case against cuts

"The standards have been essential in bringing about improvement and development to library services. In the current financial situation, libraries would be identified as an easy target for further cutbacks, were it not for the Standards and the necessity to report annually."

One specific area of concern for local library services was the impact of budget cuts on the ability to meet the Standards. These concerns have been taken into account in the development of the fourth Framework, and the performance levels expected of services.

The feedback from the library survey confirmed the positive views on the WPLS, with six public libraries saying that standards were very effective and nine rating them as quite effective.

Table 9.4: Effectiveness of WPLS

Base = all local authority respondents (18)

	No of respondents
Very effective	6
Quite effective	9
No opinion	2
Not very effective	0
Not at all effective	1

Source: Scotinform survey of library organisations

There were a few local authority comments on specific standards and suggestions for development of standards:

"There is no linkage between the various standards and PIs, to each other. In isolation some of the standards are not very relevant (e.g. space - more important than how much is how you use that space - i.e. the Quality). What do some of them tell us - how many books we have bought - yes, but not if they are of the 'right - quality. Some of the highest spenders are not the best performers - a major piece of work needs to be undertaken to correlate the different figures to make them more meaningful. There are some things missing - such as issues of rurality and how they affect the Standards. The 'one size fits all' approach doesn't work. Do the Standards need to be 'weighted'?"

"I don't think the standards improve services to the public but they have managed to prevent erosion of library services to a certain degree (so far). Improvement is down to sustainable investment in core services that are then robust enough to support development and change - I don't think the standards have achieved that. They've backed off from the difficult questions e.g. staffing levels are still 'indicative'. The move towards standards and PIs is good but I think the original core standards need

putting back in to the Framework otherwise libraries are vulnerable in the future when public service spending is reduced. As local authorities have produced these statistics for so many years I think CyMAL must have sufficient evidence for some hard-hitting longitudinal studies.”

9.4.3 Library staff views

Focus groups with library staff showed that participants saw the Welsh Public Library Standards as necessary and felt that they had a significant role to play in supporting libraries.

“Presumably they are the only thing that stops local politicians from axing resources to libraries altogether.”

“Some of them can be used to counter arguments about cutting book funds.”

“WPLS have been a great tool for us to improve our service.”

Some staff participants, however, felt that the WPLS were not always useful:

“There’s quite a few that aren’t useful because they aren’t a measure of quality. Such as floor space. They have been good in halting the decline in our book budget so I’m grateful there.”

Many staff were directly involved in collecting information/data and reporting and commented on uses made of the data:

“All this data ... It can be useful as long it goes somewhere and is used for comparison”

“I think it is quite useful, to work out if it is worth opening early in the morning for example.”

Overall, the consultations highlighted a number of common attitudes towards WPLS:

- One of the principle benefits of WPLS was in providing information which helped support libraries against cuts in their budgets. This was an area which staff felt the WPLS could be used more effectively e.g. by disseminating examples of good practice or by analysing long term trends
- Staff felt the data could be more widely used in highlighting libraries and in promoting them through the marketing strand.
- Whilst staff had no suggestions for changes to the Standards and felt that the current model had worked, they did feel that the WPLS should take more account of local and regional circumstances

9.5 Country Comparators - Welsh Public Library Standards

It is noteworthy that as long ago as 2008 the Department for Culture, Media and Sport (DCMS) in England abolished their Public Library Service Standards (PLSS); from April 2008 all local authorities were required by the government to report performance against 198 National Indicators, only one of which was library-specific. This approach has meant that there is very limited national data available on the performance of libraries in England over the past three years and is out of line with approaches elsewhere. The withdrawal of the requirement to report against the National Indicator set at the end of March 2011, means that currently there is no central government monitoring of library performance in England, although data collection does continue through CIPFA Public Library Statistics.

In Finland the current strategy is aiming to update library legislation and create national criteria for quality with a focus on the rights of patrons, equal availability of services, and levels of quality. From this renewed public library legislation national quality criteria will be created to develop and evaluate library activities.

Elsewhere in the UK, current approaches to measure the performance of libraries focus on the need to use indicators that reflect the libraries' role as a service for the general public.

*'As a public resource which can contribute to the quality of life of citizens and communities, libraries should be assessed in ways which are meaningful to the public and reflect their views.'*⁷¹

Two examples, from Northern Ireland and Scotland highlight current library standards:

In terms of performance monitoring the Department of Culture, Arts and Leisure in **Northern Ireland** has introduced a set of minimum standards for public libraries. The purpose is to ensure libraries meet minimum standards in key aspects of their work, demonstrate how libraries are meeting the needs of their local communities, help identify problem areas for immediate action, help indicate priorities for the library service, and ensure value for money is being provided. The 10 standards are:

- % of users reporting staff knowledge & expertise and helpfulness as very good/good
- % of households within a specified distance of a static library or mobile library stop
- Opening hours outside working day
- Annual stock budget per head of population
- Time taken to replenish the lending stock on open access or available on loan (8.5yrs)
- Total number of electronic workstations with Internet and libraries catalogue
- Requested items will be supplied in a timely manner
- Percentage of library users who view their library service as very good or good.
- Increasing the use of public access computers
- Increasing number of actual visits per 1,000 population

In **Scotland** the Public Library Quality Improvement Matrix (PLQIM) is a quality assurance tool developed by the Scottish Library and Information Council (SLIC) for Scottish public libraries. PLQIM is focused upon the effect that library services have upon the individuals and communities they serve. The 7 quality indicators offer a framework for self-evaluation as displayed in table on the next page.⁷²

It is notable that there are clear alignments between the coverage of the WPLS and the scope of the tools used in Northern Ireland and Scotland.

⁷¹ From Delivering Tomorrows Libraries: Principles and Priorities for the Development of Public Libraries in Northern Ireland

⁷² Full details of the PLQIM can be found at <http://www.slainte.org.uk/files/pdf/slic/PLQIM/plqim.pdf>

Table 9.5: PLQIM quality indicators and public entitlements

Indicator	Public entitlements
Access to information	<ul style="list-style-type: none"> • Free access to a range of reference and information resources. • Support for the development of information literacy and digital literacy (ICT technical skills) to enable access and use of information services. • Access to international, national and local authority public information, such as information relating to benefits, careers and legislation.
Community and personal participation	<ul style="list-style-type: none"> • Opportunities to develop local information resources. • Community learning and literacy classes, including taster sessions and progression through learning partnerships. • Opportunities to explore community heritage, family and local history. • Access to a range of library services for people to support their personal development and participation in local community life. • Access to information about culture and, where appropriate, opportunities to explore culture. • Opportunities for special groups to use library services.
Meeting readers' needs	<ul style="list-style-type: none"> • Free access to reading material for reading and study, which is both up to date and in good condition, for a range of reading abilities across age groups. • Access to reader development activity. • Access to different formats such as large-print, spoken word or Braille. • Opportunities to improve literacy and numeracy.
Learners' experiences	<ul style="list-style-type: none"> • Support for the development of information literacy and digital literacy (ICT technical skills) to enable access and use of information services. • Community learning and literacy classes, including taster sessions and progression through learning partnerships. • Opportunities to explore community heritage, family and local history. • Access to reader development activity. • Opportunities to improve literacy and numeracy.
Ethos and values	<ul style="list-style-type: none"> • Access to a welcoming public space. • Equality and inclusion for all users, including provision of material in appropriate languages. • Minimal barriers to access, both to physical and virtual services and with clear signage. • Access to a clear complaints procedure. • Access to the support and guidance of trained staff. • High quality customer services.
Organisation & use of resources and space	<ul style="list-style-type: none"> • Buildings which are fit for purpose. • Access to adequate public library services which demonstrate Best Value. • Public library services which meet the Disabilities Discrimination Act.
Leadership	<ul style="list-style-type: none"> • Access to the local authority's policy objectives and vision for the public library service. • Access to the public library service's policies on resource and collections management. • Public library services offered through the National Entitlement Card, which is issued locally. • Access to the public library service's policies on Acceptable Use for Internet and computers. • Opportunity to express views about the public library service through consultations.

9.6 WPLS - Conclusions

The statutory requirements of public library service provision in Wales are enshrined in the *Public Libraries and Museums Act 1964*. The Welsh Public Library Standards provide the means for the Welsh Assembly Government to assess whether library services in Wales are complying with their duties under the 1964 Act.

Wales has made significant progress in developing and implementing a comprehensive framework to measure the performance of libraries, and it is clear that there is good library sector support for the continuation of WPLS, albeit with concerns voiced about the way information provided by library authorities is interpreted and how the WPLS can be used to improve library services. There is also strong support for the Standards at a strategic level, with SCL(W) describing them as 'essential' and the libraries identifying their importance in providing data to support or oppose proposed cutbacks.

The fourth Framework, 'Maintaining a Valued Service 2011-14', addresses some of the issues raised in this evaluation. The template to be issued for this new Framework 'will encourage a greater degree of self-assessment and analysis of performances by individual library authorities'. In addition, the WPLS will be measured against a reduced number of Standards and Indicators - 9 Welsh Public Library Standards and 8 Welsh Public Library Performance Indicators - that seek to encourage library authorities to ensure that the public can benefit from:

- the provision of suitable and appropriate access to public library service points
- a suitable and appropriate range of materials for public use
- access to adequate levels of staffing and a skilled workforce
- adequate capital investment in buildings, effective information and communications technologies and efficient managements systems for their library service

The focus of the fourth Framework on making 'a real difference to the lives of individuals and communities' places an emphasis on effective library service improvements and aligns the Welsh approach with those evidenced in other countries where a greater prominence is given to benefiting the library end user.

As well as assisting library authorities to manage their services in a period of financial austerity the fourth Framework specifically includes service Standards and Performance Indicators linked to the delivery of the following key current national policy agendas:

- Children and Young People's Plan
- Health and Well-being
- Social Care and Older People
- Equality and Diversity
- Digital Inclusion
- Reading and Literacy
- Employment
- Lifelong Learning and Re-skilling
-

Overall, the WPLS have achieved their overarching aim of 'raising the quality and standard of public library services for the people of Wales' and provided important evidence for libraries; there is clear support to suggest that they provide data that is useful and effective. The development of the fourth Framework appears to offer a very positive solution to the problems identified with the third Framework and provides a foundation for ensuring that public library services in Wales are maintained and supported in the difficult period ahead.

10. CHALLENGE GRANTS

10.1 Description of Challenge Grants

The Challenge grant scheme is administered by CyMAL to enable library services to achieve the goals set for the LfL strategy through funding innovation, providing evidence from pilot projects, rolling out examples of best practice, carrying out further research and enable targeted interventions where appropriate.

The rationale for the grant scheme, under the @your library programme, was the need to achieve the vision and goals set out in the One Wales strategy⁷³ and subsequent action plans and reports. The grants programme was, therefore, designed to be flexible and responsive, able to target specific areas (such as information literacy) and to fund national projects such as the RDDW activities.

10.2 Challenge Grant Activities

The Challenge grants have provided funding for the work carried out under the Works Strands, described in Sections 4-8 of the report. In addition, it has provided grants for specific projects listed by year below. Note: in 2010-2011 Challenge grants were renamed Innovation and Development Grants (application deadline of January) and Opportunity Grants (available from April).

Table 10.1: Details of challenge grants 2008-2011

	£
Challenge Grants total 2008-2009	55,343
Ethnic Services	15,373
Innovation projects	20,721
RDDW - resource discovery and delivery Wales	14,843
Building Design - Best Practice Study Tour	4,406
Challenge grants total 2009-2010	24,219
NWLP - multi-lingual access	5,000
Caerphilly Time Trek	5,153
Barry Library youth area project	9,976
Mid Wales Library and Information Partnership	4,120
Innovation and Development Grants and Opportunity Grants (2010-2011) - predicted	85,691
Innovation and Development grants (to Cardiff libraries, Cardiff University, Vale of Glamorgan and Neath Port Talbot)	58,875
Digital inclusion - two rounds of BBC first Click (Wrexham CBC)	15,016
WiFi research (part of UK research)	1,800
Alternative models (two rounds - WLGA)	10,000

Source: CyMAL - LfL budgets

All projects funded in 2008-2009 and 2009-2010 have submitted an end of project report to the Programme Manager. A sample of these reports have been reviewed during the evaluation process and they demonstrate the range of impacts that funding of specific projects can have. The impacts of one project from each year is shown below to illustrate the positive outcomes.

⁷³ One Wales: a progressive agenda for the government of Wales (2007)

Ethnic Services (2008-2009): £10,000 grant for Coleg Powys to develop a ‘transferable framework for assessing and meeting the needs of ethnic minorities in Wales, particularly those living or working in rural areas’. The grant provided funding for two projects:

- purchase of a foreign language book collection hosted at three sites by Coleg Powys: this proved particularly popular at one site where there was a large Polish community, and showed the potentially very high levels of interest in foreign language books. As a result of the project, Ceredigion public libraries purchased their own material and an evaluation produced by the Department of Information Studies at Aberystwyth University identified ways of developing partnerships in this area in the future.
- Life in Great Britain course: this was purchased from an external provider to help prepare applicants for British Citizen Tests. It was made available through all public workstations in Ceredigion public libraries, but usage was very low and Coleg Powys identified that there was a need to increase marketing and promotion of the resource.

Overall, Coleg Powys felt that both projects had benefitted library users and had the potential to attract new users. They identified that promotion of the resources was critical in the future and were working in partnership with the RDO to develop this.

Caerphilly Time Trek - local history learning festival: Caerphilly CBC was awarded a £5,153 grant to develop a Local History Learning Partnership and introduce a Festival to ‘celebrate the area’s distinctive past’. The grant funded a tutor who ran 6 taster sessions and 2 OCN courses in local libraries, the development of course materials and 7 heritage-themed events. Feedback from participants was very positive and showed that the taster sessions had led to participants considering carrying on with further research. There were, however, problems with tutor retention (the tutor left midway through the project) and developing partnerships within the timescale of the funding.

The project reports highlight the impact that a small amount of funding can have in enabling library services to test out new approaches. Whilst the projects did not necessarily achieve all the original aims, the organisations were able to identify what they had learnt and ways in which they could carry on with the work.

10.3 Conclusions

The Challenge grants have successfully provided funding for a range of different types of projects across the regions. They have offered the library sector the opportunity to form new partnerships and explore ways of attracting or developing new audiences: this helps to meet the objective in the One Wales strategy of improving libraries so that ‘they can develop free access to cultural material for all, fit for the 21st century’. They appear to have built on the core activities of LfL, particularly under the Regional Framework and Online Resources strands: this suggests that they are enhancing these activities and are a valuable tool in helping achieve the aims of the strategy.

11. DELIVERING THE ENTITLEMENT - PUBLIC LIBRARIES

11.1 Strand Description

Delivering the entitlement is the strand of the LfL strategy which sets out to ensure that ‘the citizens of Wales will benefit from the full implementation of 8 entitlements by March 2011’⁷⁴. These 8 entitlements (listed below) are the way in which LfL set out to meet the commitment in the One Wales strategy⁷⁵ to ensure: ‘Wales’s libraries will be dramatically improved so that they can develop free access to cultural materials for all’.

The entitlements were officially launched in September 2008 by SCL(W), WLGA and WAG. The public library users’ entitlements are listed below, with the timescale for three entitlements that were aspirational shown in brackets:

1. Free to Join
2. Borrow Books for Free
3. Free Use of the Internet and Computers
4. Free Use of Online Information Resources
5. Friendly Staff on Hand to Help
6. Children free from overdue charges (from April 2009)
7. Free Reservation of Requests for Books within Wales (from April 2009)
8. Borrow Anywhere, Return Anywhere in Wales (by March 2011)

11.2 Evidence of Implementation of Citizen Entitlements

The progress towards achieving the entitlements is measured through the WPLS 14, which states: ‘library authorities in Wales shall implement the Citizen Entitlements for public libraries in Wales’. The WPLS Annual Report for 2009-2010 shows that 18 local authorities are currently meeting this standard and four are partly achieving it. The WPLS Adviser’s final report in September 2011 will show the extent to which the entitlements have been delivered over the three years of LfL.

Details on the extent to which specific entitlements have been met to date have been provided by the LfL Programme Manager. This shows (see next table) that 5 of the 8 entitlements have been achieved, but there is still some way to go before the final 3 will be met.

Table 11.1: Progress on citizen entitlements

Entitlement	Outcome
Simple online membership registration	Achieved - developed as part of Cat Cymru, a central online Patron registration form is available for people to register with their local library online.
Free access to books	Achieved - borrowing books in all public libraries is free.
Free access to the Internet and computer facilities in library buildings	Achieved- using computers and accessing the Internet is free in all public libraries in Wales
Free access to online information services to library members	Achieved through services own provision, and through additional all-Wales provision of online resources such as newspapers, family history led by the National Library of Wales.
Support for users by courteous trained staff	Achieved - investment has been made in staff training and development throughout Libraries for Life.
The removal of all fines and reservation charges for children aged 15 and under (from April 2009)	Achieved by majority of services (some authorities still retain charges for children)

⁷⁴ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

⁷⁵ One Wales: a progressive agenda for the government of Wales (2007)

Entitlement	Outcome
Free reservation for books available within Wales (from April 2009)	Mostly met. CyMAL funded inter-library loans pilot projects have achieved this regionally, but not at a national level. Some authorities may still be charging for reserving books that are outside their local authority or region.
Agreements for members to borrow books anywhere in Wales, which could also be returned anywhere in Wales (by March 2011)	Partially achieved. Agreements have been made regionally for increased access, or for borrowing rights, through the inter-library loan pilots, but items are not 'returned anywhere'.

Source: LfL Programme Manager

There are two entitlements which will prove difficult to achieve across Wales:

- **Free reservation of requests for books within Wales:** the regional ILL pilots (described in detail in Section 5) have made significant progress towards achieving this regionally, but a national entitlement will not be achieved within the lifetime of LfL.
- **Agreements for members to borrow books anywhere in Wales, which could also be returned anywhere in Wales:** this has been partially achieved through the regional ILL scheme, but there has not been any progress toward the national 'return anywhere' element of this entitlement.

A report on Resource Discovery and Delivery (RDDW) by NLW (March 2009)⁷⁶ identified that some local authorities had concerns about the implementation of these two entitlements, citing that 'demand may outstrip supply in their region' if the free reservation entitlement was to be implemented. A Discussion Day on ILL⁷⁷ in November 2009 confirmed the library authorities' concerns about the logistics required to meet the 'return anywhere' entitlement and about the costs of implementing this at a time of financial constraints.

11.3 Conclusions

There has been good progress with development of the existing entitlements, particularly through the activities of the NLW under RDDW (Section 5). The regional pilots of ILL schemes show that there are significant issues to be addressed before the final two entitlements are achieved: this was anticipated in the original plan as these were identified as 'aspirational' entitlements. The likelihood of achieving these entitlements nationally is perceived as having decreased with the reduction in budgets and consequent reduction in resources available for implementation.

⁷⁶ Resource Discover and Delivery Wales (2009) NLW

⁷⁷ Inter-library loan discussion day 25 November 2009

12. PROGRAMME MANAGEMENT

12.1 Strand Description

The LfL strategy sets out the programme management structure of the programme:

- **Programme Manager** based in the Department of Information Studies at Aberystwyth University - responsible for securing the successful delivery of the LfL Programme
- **Advisory Group** of main stakeholders providing two monthly monitoring of programme activities
- **CyMAL Advisory Council** to provide a strategic overview

12.2 Strand Activities

The Programme Manager appointed in 2007 had fulfilled a similar role for @your library and was a full time post based at Aberystwyth University (as described in the strategy). In April 2008 the Programme Manager became part time and the Libraries Development Adviser in CyMAL took on the additional work. From April 2009, the Programme Manager role was then fully transferred to the CyMAL member of staff, who was allocated one day a week on LfL.

The workload for the Programme Manager is significant. In addition to the regular meetings held with the Strand project officers, they are also responsible for monitoring the other work strands and carrying out a range of activities to manage the Programme. Examples of specific activities undertaken since the post has been part time are:

- Preparing an induction pack for RDOs
- ILL Discussion day
- Reviewing end of year project reports
- Regular meetings with NLW
- Bi-monthly RDO progress meetings
- Bi-monthly meetings with Marketing Officers
- Preparation of reports and chairing bi-monthly Advisory Group meetings
- Budget management

The Advisory Group, consisting of representatives of the library sector in Wales, relevant CyMAL staff and Project Officers (the list of members is shown in Appendix Two), meets every two months to review progress. The Group's responsibilities⁷⁸ are to:

- Advise CyMAL about relevant/other development activities of interest/concern to the library domain
- Agree the Programme plan, review Programme activities, provide direction where relevant to Strand leaders and monitor risk and financial expenditure
- Provide support to CyMAL on the dissemination of the Programme activities
- Comment on evaluation strategies and the forward plan for 2011.

12.3 Views on Programme Management

Feedback on the Programme Management strand has been very limited:

- The Programme Manager's role was not specifically included in the primary research, but as already described (Section 6.5), there were very positive views on the improvements in communication since the appointment of the new Manager in March 2009. This reflected concerns about a lack of clarity and guidance at the start of LfL and a perception that clear aims and objectives were not communicated at the start.

⁷⁸ Libraries for Life Programme 2008-2011 Advisory Group: Terms of Reference

- The Advisory Group reviews the progress of the Work Strands at its bi-monthly meetings, and the minutes show that any issues with the programme are highlighted. Interviews with some members of the Advisory Group suggested that the extent to which the Advisory Group achieves the objectives of 'providing direction' for Strand leaders and 'support' for CyMAL on the dissemination of activities is less clear.

12.4 Programme Management - Conclusions

The feedback on Programme Management of LfL suggests that the Programme Manager has a significant workload which is unlikely to be achieved under the current allocation of one day a week. The extent to which the Advisory Group is achieving the aims set out in the Terms of Reference is unclear, but it appears to be more reactive than proactive in its approach to LfL. We suggest that a full review may be necessary to look at and clarify the resources required for the Programme Manager and the Advisory Group in future strategies.

13. SOCIAL RETURN ON INVESTMENT ASSESSMENT (SROI)

13.1 SROI Description

Measuring the impact of libraries and library strategies is a complex issue that generates significant research interest. Whilst most libraries are able to provide usage statistics (such as those published by CIPFA for public libraries and SCONUL (Society of College, National and University Libraries), it is often harder for them to show the impact they have on people's lives, or their wider value.

During the development stage of the evaluation we considered research that had looked at measuring the impact of libraries, including a recent study commissioned by the MLA (Museums Libraries and Archives Council) in 2008⁷⁹. The Social Return on Investment model was used by MLA to evaluate its libraries' building programme⁸⁰, focussing the SROI element of the evaluation on community engagement projects. It was chosen by MLA for its ability to measure social benefit and its ability to translate outcomes into tangible monetary values.

In addition we have used a report commissioned by the State of Florida in America: this was a comprehensive study to assess taxpayer return-on-investment in Florida's public libraries. The report was produced by a consortium of universities and tried to measure what monetary value could be placed on the benefits of a public library service to taxpayers.⁸¹

A key consideration for the evaluation of Libraries for Life was to design an evaluation framework that not only assessed the success (or otherwise) of Welsh Assembly Government investment, but also one that included a way of measuring the real impact of library services. For this reason, SROI was chosen as it is designed to gather the full range of impacts of the programme, using the model which developed by nef (new economics foundation)⁸², along with a range of other conventional research techniques.

13.2 Overall Approach to SROI Assessment

The starting point for developing our approach to SROI in this evaluation was a meeting with CyMAL staff. It was decided at this meeting that a full and rigorous SROI assessment could not be carried out on all strands of the Libraries for Life Strategy given the size of the programme of work and the complexity of the work being undertaken within each of the strands. Therefore it was agreed that the SROI element of the evaluation would concentrate on two of the strands: the **Community Learning Libraries Capital Investment Programme (CLLP)** and the **Workforce Development** strands.

It was also agreed that the assessment of the CLLP strand would focus on the specific activities through 2 case studies:

- Pontarddulais Library (South Wales)
- Wrexham Library (North Wales)

These two case studies were selected because they represent the breadth of types of libraries being refurbished in Wales. One is in the north, one in the south; one was refurbished at the beginning of the programme of work and one in the final year; one is a large city based library and one a small rural library.

⁷⁹ Economic impact methodologies for the museums, libraries and archives sector (Jura Consultants): MLA Council (June 2008)

⁸⁰ Community engagement in public libraries: an evaluation of the Big Lottery Fund's Community Libraries Programme (ERS Research and Consultancy) – MLA June 2010

⁸¹ Taxpayer Return on Investment in Florida Public Libraries (2004) Jose Marie Griffiths et al University of Pittsburgh & North Carolina Commissioned by Florida Department of State.

⁸² *A guide to Social Return on Investment (2009)* nef For Cabinet Office – Office of the Third Sector

13.3 SROI Assessment - The Process

The following section looks at the process for conducting the SROI and briefly describes the activities that have been undertaken to complete the Assessment.

13.3.1 Stage 1 - Establishing scope and identifying key stakeholders

The first stage was to identify the key stakeholders who will either have been impacted by, or have an impact on, the programme of work. In the course of initial meetings with CyMAL staff, key stakeholders were identified for the two main strands under consideration.

Consultations were then held with the key stakeholder groups including Strand Leaders, library staff and management through interviews and focus groups. In addition, relevant questions were inserted into the surveys of staff and library users and non users and desk research was carried out to review documentation such as the project applications and reports.

13.3.2 Stage 2 - Mapping outcomes

In considering measures of the change created by the activities of these two strands of the strategy, a number of possible indicators were explored.

The most *appropriate* indicators were selected to work with. The criteria for selection and appropriateness were that indicators must:

- Be sensible to measure (not requiring an inappropriate amount of resource - preferably with data already collected by existing systems);
- Be relevant to Libraries for Life; and
- Produce significant numbers to warrant data collection and work involved

13.3.3 Stage 3 - Evidencing outcomes and giving them a value

This stage involved finding data to show whether outcomes had happened and then placing a value on them. This data made it possible to calculate the financial proxy for the SROI assessment. In selecting indicators there was a trade-off between data availability and accuracy: when data was unavailable or difficult to obtain, proxies were used (a proxy is a value that is deemed to be close to the desired indicator).

13.3.4 Stage 4 - Establishing impact

Having collected evidence on outcomes and monetised them, those aspects of change that would have happened anyway or were a result of other factors were eliminated from consideration.

Deadweight: It cannot be assumed that investment leads directly to positive change without investigating this relationship further. In evaluating the outcomes and impacts of a policy, deadweight is what would have happened anyway, calculated through the use of benchmark data.

Attribution: Many actions contribute to the achievement of outcomes. Like deadweight, attribution involves finding out whether observed changes were the result of a given policy rather than merely coincidental, and whether they can be attributed to the programme being evaluated.

13.3.5 Stage 5 - Calculating the SROI

This stage involves adding up all the benefits, subtracting any negative impacts (e.g. reduction in usage) and comparing the result to the investment. At this stage we also tested the sensitivity of the results.

13.3.6 Stage 6 - Verification

The final stage of the SROI process is verification by the SROI Network panel. This report will be submitted in April/May 2011 and the process that we have undertaken will be peer reviewed and verified by the SROI Network.

13.4 Community Learning Libraries: Case Study 1 - Pontarddulais

13.4.1 Background

The grant for the refurbishment of Pontarddulais Library was awarded in March 2008; the amount awarded was £98,973 towards a total project cost of £117,594.95. At the time of the bid for Capital Refurbishment, Pontarddulais had a population of 10,724. The area is quite mixed with significant areas of deprivation; at the time of the bid it was an Objective 1 funding area and Convergence funds are now available to continue regeneration.

In a community consultation conducted by Pontarddulais Partnership in which 20% of residents were surveyed, all supported the need for a refurbished and updated library. 20% of respondents cited a difficulty in accessing local information and the survey highlighted a lack of youth provision in town.

The project objectives were to “Upgrade a dreary, uninspiring but basically sound library building inside and out into a welcoming and inspiring space”.

13.4.2 Work completed

The capital grant was used to renovate the library both externally and internally. We describe below some of the improvements that have been made with photographs to illustrate some of those changes:

External

- Sections of the outside were rendered and painted to update the look of the building
- New signage and down lighting was installed on the rendered sections
- A community notice board installed
- A raised brick planter was built
- Railings and canopy were renovated and painted to match the rendering
- Book drop box



As can be seen in the photographs above, the outside of the library has been transformed by the clever use of colour and signage.

Internal

- All walls repainted
- New carpet fitted throughout
- New lighting and false ceiling fitted
- New shelving, counter, computer benching, furniture and fittings installed
- New guiding
- Artwork and etched window film added
- New automatic doors installed
- New notice boards
- £35k of new stock added

- Children's area expanded by removing internal storage area.



The internal renovation of the library has led to a modern bright and welcoming area that is more flexible and usable.

13.4.3 Stage 1 - Establishing scope and identifying key stakeholders

An initial meeting took place with staff and management at Pontarddulais Library in June 2010. Over the following months, data for these case studies was collected through:

- *Semi-structured qualitative interviews* - with Head of Service, library management team and library staff ,and
- *Surveys (paper and web based)* - of users and non-users of the libraries
- *Desk Review of existing documents*, e.g. Applications and Reports

The following table shows the key stakeholders that were identified and the changes that were thought to have happened due to the refurbishment.

Table 13.1 Stakeholders and objectives

Stakeholders	Stakeholders' Objectives
Who does the CLL refurbishment in Pontarddulais have an effect on? Who has an effect on CLL refurbishment and LfL?	What do you think will change for them?
Library Staff	Provide Wales with renovated community libraries
	1. Improved working environment 2. Change in working practices
Library Services in Wales	Improved library offer
Customers / Users	1. Improved environment 2. More choice/stock 3. Improved access 4. Improved facilities
Community Groups	Improved venue and facilities
Statutory Organisations e.g. PCT, Careers Wales, schools etc.	Improved outreach opportunities
Authors / Artists	Venue and audience for work

The next table shows what inputs or investments have been made by each of the stakeholders. Where appropriate we have included a monetary value for the investment.

Table 13.2 Stakeholders' inputs/investments

Stakeholders	Inputs	
Who does the CLL refurbishment in Pontarddulais have an effect on? Who has an effect on CLL refurbishment and LfL?	What they invest (description)	What they invest (value £)
CyMAL - Libraries for Life	Funding for capital development	£98,973.00
Library Staff	not applicable	£0.00
Customers/Users	not applicable	£0.00
Library Services in Wales	Resources including match funding and time	£18,621.95
Community Groups	Rental fees	Information not available
Statutory Organisations e.g. PCT, Careers Wales, schools etc.	Rental fees	Information not available
Authors/Artists	Time	not measurable
Total		£117,594.95

13.4.4 Stage 2 - Mapping outcomes

In considering measures of the change created by the activities during the renovation of Pontarddulais library a number of possible indicators were explored.

The most *appropriate* indicators (see details in 13.3.2) were selected to work with. The following table contains the indicators that were seen as being appropriate to the SROI assessment:

Table 13.3: Indicators selected for SROI

Stakeholders	The Outcomes		
Who does the CLL refurbishment in Pontarddulais have an effect on? Who has an effect on CLL refurbishment and LfL?	How would you describe the change?	Indicator	Source
Library Staff	1. Improved working environment 2. Change in working practices	Qualitative reports of improved working environment	Scotinform Staff Survey Q3.2 Please tell us what impact the CIP has had on you and other staff at your library? And Staff Interviews
		"It has improved my working environment"	Q3.3 Has the Community Learning Libraries - Capital Investment Programme had an impact on you? All respondents across Wales
Customers / Users	Increased use because of improved community library facilities	Now using library more:	Scotinform User Survey Q1.7. Thinking about how often you used libraries two years ago. Are you using the library more?
		Reasons for increased usage	Scotinform User Survey Are you using libraries more often for any of the following reasons?
		<i>The stock/collection has improved</i>	
		<i>Computer /internet facilities have improved</i>	
<i>It is friendlier</i>	<i>The building has improved inside:</i>	CyMAL Records	
Library Services in Wales	Increase in visitor numbers	No. of extra visitors	

	Increase in issues	No. of extra issues	CyMAL Records
	Increase in new registrations	No. of new registrations	CyMAL Records
Community Groups	Improved venue and facilities	Not measurable	Not applicable
Statutory Organisations e.g. PCT, Careers Wales, schools etc.	Improved outreach opportunities	Not measurable	Not applicable
Authors / Artists	Venue and audience for work	Not measurable	Not applicable

13.4.5 Stage 3 - Evidencing outcomes and giving them a value.

This stage involved finding data to show whether outcomes had happened and then putting a value on them. We collected qualitative data from interviewing staff and it was at this point in the assessment that difficulties were encountered as staff did not feel able to place financial proxies on suggested indicators.

In the timescales available for developing the SROI assessment, it was not possible to consult with users about the SROI process, however to ensure that we gained the views of users about the refurbishment, we ensured that respondents to our users' survey who said that Pontarddulais was their main library could be extracted from the overall results.

After extensive research into available indicators this assessment concluded that only some of the indicators agreed could be given a financial proxy. However, the data collected through the survey, focus groups and interviews offers a detailed insight into the impact of the refurbishment. Those indicators where we have been able to collect data are discussed below.

For library staff, the **improvements to their working environment** have been beneficial and we decided to take this as the indicator for this stakeholder group. We placed a financial proxy on this indicator of £75 per member of staff for each year since the refurbishment; this is based on an accepted SROI financial proxy taken from the SROI Databank of Indicators, of the average cost of a business or Christmas night out. As there are 2 members of staff and the refurbishment has been in place for 3 years, this led to an overall social return calculation for this indicator of £450.

For users the changes have led to many **more visits**. The survey asked for the reasons for visiting the library more, we asked: "Are you using libraries more often for any of the following reasons?" Unfortunately, the number of responses received for Pontarddulais Library (3) was too small to be robust and we therefore could not place a proxy value on them. However those responded said:

"The stock/collection has improved": 33.3% (1/3)

"Computer /internet facilities have improved": 33.3% (1/3)

"It is friendlier": 33.3% (1/3)

"The building has improved inside": 66.7% (2/3)

For the relevant Library Service (City & County of Swansea) the benefits of the refurbishment that we considered were the **number of visits, issues and new registrations**. We looked at these in order to see if there had been a change.

Table 13.4: Changes to indicators 2008-2011

Indicator	Performance Against Previous Year
Visit numbers	Average 982 per year
Increase in issues	18% against previous year (5608)
New Registrations	Average 548 per year

Source: Pontarddulais Project Report to CyMAL

The table above shows that there has been an increase in the number of visits increase in issues and the number of new registrations. It has not been possible to identify a financial proxy for the increase in visitor numbers.

For the indicator of increase in issues we have applied a proxy of £11.17 which is the average price of a book in the UK (as at March 2010). (The source used for this indicator is the *Holt Jackson Index of Book Prices*.) As 33.3% of respondents to the survey said that they were visiting more because of improved stock/collection we have assumed a deadweight figure of 67% that is, what would have happened without the improvements. This has led to an SROI calculation of £62,014.95.

For new registration we have applied a proxy value of £413.15 per registration. This is based on a report by the American State of Florida⁸³, which calculated and monetised the cost to an individual of using alternatives to a public library. In this instance we have assumed a deadweight rate of 50% to ensure that we are not claiming all new registrations are due to the refurbishment and suggest that half would have happened regardless of the work carried out. This led to an SROI calculation figure for this indicator of £339,897.00.

When we consider all the indicators together we have an overall SROI calculation figure of £402,361.95. The table below shows the breakdown of this figure.

Table 13.5: Overall SROI Calculation

Indicator	Proxy Value
Improved working environment	£450.00
Increase in issues	£62,014.95
New Registrations	£339,897.00
Total	£402,361.95

13.4.6 Impact and conclusions:

The data collection phase of this assessment has highlighted that the refurbishment of the library was undertaken in response to an identified need that had been clearly identified by the local community and that it has been beneficial to all stakeholders. Using the small number of indicators and financial proxies that were appropriate and available we have calculated that **for every £1 of spend there has been £3.42 of Social Return on Investment; this equates to a ratio of 1:3.4**. This is a very positive outcome for the investment and shows that in the three years since the refurbishment the library has continued to attract new users, increase the number of visits and has created a more vibrant and welcoming community library.

13.5 Community Learning Libraries: Case Study 2 - Wrexham Library

13.5.1 Background

In 2010, Wrexham Central Library was awarded a grant from Libraries for Life of £310,000. This

⁸³ Jose Marie Griffiths et al University of Pittsburg & North Carolina(2004) *Taxpayer Return on Investment in Florida Public Libraries*. Commissioned by Florida Department of State.

was match funded by a contribution from Wrexham County Borough Council that totalled a project cost of £357,000.

The project objectives were to ‘increase usage, modernise the foyer area, improve the ambience of the library environment, facilitate an environment in the PC suite more conducive to learning, improve the ‘visitor experience’, modernise and extend the first floor and provide increased community learning facilities.’

13.5.2 Work completed

The capital grant was used to renovate the library both externally and internally, below is a description of the improvements that have been made with photographs to illustrate some of those changes:

- Demolition of existing stairs and installation of new stairs in a new location
- Extension to first floor mezzanine
- Construction of first floor community learning room
- Installation of new lift with full DDA compliance
- Installation of ICT facilities: Wi-Fi, RFID technology, security & self-service kiosks
- Installation of BFI Mediatheque: a digital jukebox of over 2000 films and TV programmes spanning the 20th century
- Purchase of promotional furniture and customer counters
- Improved bookstock (funded by Wrexham Council)
- New carpet (part-funded by Wrexham Council)
- Installation of internal automatic doors across foyer

Additional work, all funded by WCBC:

- Installation of cavity wall insulation
- New entrance frontage, including automatic doors
- Purchase of 35 public PCs with flat screen monitors
- Installation of solar film on roof-top glass panels
- Upgrade of internal CCTV system
- Internal signage
- Purchase of sculpture: Ex Libris
- Improvements to the first floor lighting by the installation of energy-efficient lights
- Hearing loop system: 2 ‘fixed’ & 1 portable

The following photographs illustrate some of the changes that have been made to the fabric of the library:

The entrance to the library has been updated with new signage

Old Signage



Refurbished Signage



Facilities within the library have been modernised and updated creating a welcoming and more user friendly environment.

View of old reception desk



New reception desk



13.5.3 Stage 1 - Establishing scope and identifying key stakeholders

During this initial stage of the SROI Assessment there was consultation with CyMAL staff, and in particular, the Strand leader. An initial meeting took place with staff and management at Wrexham Library in June 2010. Over the following months, data for this case study was collected through:

- *Semi-structured qualitative interviews* - with Head of Service, library management team and library staff ,and
- *Surveys (paper and web based)* - of users and non-users of the libraries
- *Desk Review of existing documents*, e.g. Applications and Reports

The following table shows the stakeholders that were identified and what was believed to have changed for them due to the Libraries for Life investment in Community Learning Libraries.

Table 13.6 Stakeholders and objectives

Stakeholders	Stakeholders' Objectives
Who does the CLL refurbishment in Wrexham have an effect on? Who has an effect on CLL refurbishment and LfL?	What do you think will change for them?
Library Staff	Provide Wales with renovated community libraries
	1. Improved working environment 2. Change in working practices
Library Services in Wales	Improved library offer
Customers / Users	1. Improved environment 2. More choice/stock 3. Improved access 4. Improved facilities
Community Groups	Improved venue and facilities
Statutory Organisations e.g. PCT, Careers Wales, schools etc.	Improved outreach opportunities
Authors / Artists	Venue and audience for work

The next table shows what inputs or investment has been made by each of the stakeholders, where appropriate we have included a monetary value for the investment.

Table 13.7 Stakeholders' inputs/investments

Stakeholders	Inputs	
Who does the CLL refurbishment in Wrexham have an effect on? Who has an effect on CLL refurbishment and LfL??	What they invest (description)	What they invest (value £)
CyMAL - Libraries for Life	Funding for capital development	£310,000.00 ⁸⁴
Library Staff	Not applicable	£0.00
Customers/Users	Not applicable	£0.00
Library Services in Wales	Resources including match funding and time	£47,000.00
Stakeholders	Inputs	
Who does the CLL refurbishment in Wrexham have an effect on? Who has an effect on CLL refurbishment and LfL??	What they invest (description)	What they invest (value £)
Community Groups	Rental fees	Not measurable
Statutory Organisations e.g. PCT, Careers Wales, schools etc.	Rental fees	Not measurable
Authors/Artists	Time	Not measurable
Total		£357,000.00

⁸⁴ £300,000 through CLLP & £10,000 through Challenge Grant

13.5.4 Stage 2 - Mapping outcomes

In considering measures of the change created by the activities during the renovation of Wrexham library a number of possible indicators were explored.

The most *appropriate* indicators (see details in 11.3.2) were selected to work with. The following table contains the indicators that were seen as being appropriate to the SROI assessment:

Table 13.8: Indicators selected for SROI

Stakeholders	The Outcomes		
Who does the CLL refurbishment in Wrexham have an effect on? Who has an effect on CLL refurbishment and LfL?	How would you describe the change?	Indicator	Source
CyMAL - Libraries for Life	Provided Wrexham with renovated library	Amount of investment	CyMAL Records
Library Staff	1. Improved working environment 2. Change in working practices	Qualitative reports of improved working environment	Scotinform Staff Survey Q3.2 Please tell us what impact the CIP has had on you and other staff at your library? And Staff Interviews
		Responded: "It has improved my working environment"	Q3.3 Has the Community Learning Libraries - Capital Investment Programme had an impact on ? <i>All respondents across Wales</i>
Customers / Users	Increased use because of improved community library facilities	Now using library more:	Scotinform User Survey Q1.7. Thinking about how often you used libraries two years ago. Are you now using libraries more?
		Reasons for increased usage	Scotinform User Survey Are you using libraries more often for any of the following reasons?
		<i>The stock/collection has improved</i>	
		<i>Computer /internet facilities have improved</i>	
		<i>It is friendlier</i>	
<i>The building has</i>			

		<i>improved inside</i>	
		<i>Opening hours have changed and suit me more</i>	
		<i>The building has improved outside</i>	
		Satisfaction levels with renovation: 95% of respondents pleased or very pleased with the refurbished library	Wrexham Library Customer Satisfaction Survey 2010
Library Services in Wales	Increase in visitor numbers	No. of extra visitors	CyMAL Records
	Increase in issues	No. of extra issues	CyMAL Records
	New Registrations	No. of new registrations	CyMAL Records
Community Groups	Improved venue and facilities	Not measurable	Not applicable
Statutory Organisations e.g. PCT, Careers Wales, schools etc.	Improved outreach opportunities	Not measurable	Not applicable
Authors / Artists	Venue and audience for work	Not measurable	Not applicable

13.5.5 Stage 3 - Evidencing outcomes and giving them a value.

This stage involved finding data to show whether outcomes have happened and then putting a value on them; it was at this point in the assessment that difficulties were encountered in identifying financial values and proxies as staff did not feel able to place financial proxies on suggested indicators.

In the timescales available for developing the SROI assessment, it was not possible to consult with users about the SROI process, however to ensure that we gained the views of users about the refurbishment, we ensured that respondents to our users' survey who said that Wrexham was their main library could be extracted from the overall results.

After extensive research into available indicators this assessment concluded that only some of the indicators agreed could be given a financial proxy. However, the data collected through surveys, the focus groups and interviews offers a detailed insight into the impact of the refurbishment. Those indicators where we have been able to collect data are:

For library staff, the **improvements to their working environment** have been beneficial and we decided to take this as the indicator for this stakeholder group. We placed a financial proxy on this indicator of £75 per member of staff for each year since the refurbishment; this is based on an accepted SROI financial proxy taken from the SROI Databank of Indicators, of the average cost of a business or Christmas night out. As there are 21 members of staff and the refurbishment has been in place for 1 year, this led to an overall social return calculation of £1575.

For users the changes have led to many **more visits**. During the survey we asked for the reasons

why people are visiting the library more (the question was “Are you using libraries more often for any of the following reasons?”). The number of responses received for Wrexham Library (21) was relatively small however we felt it was a sufficient sample to be able to place a proxy value on them. Those who responded said:

- “The stock/collection has improved”: 57% (12/21)
- “Computer /internet facilities have improved”: 52.4% (11/21)
- “It is friendlier”: 42.9% (9/21)
- “The building has improved inside”: 42.9% (9/21)
- “Opening hours have changed and suit me more”: 9.5% (2/21)
- “The building has improved outside”: 9.5% (2/21)

For the relevant Library Service (Wrexham County Borough Council) the benefits of the refurbishment that we considered were the **number of visits, issues and new registrations** to see if there had been a change in these.

Table 13.9: Changes to indicators

Indicator	Performance Against Previous Year
Visit numbers	increase of 1.47% (3,165)
Increase in issues	increase of 5.52% (8,997)
New Registrations	Total 3442

Source: Wrexham Library Project Report to CyMAL

The table above shows that there has been an increase in visits, though it has not been possible to offer a financial proxy for this overall figure. Based on this sample, however, we were able to identify a proxy value for those who were visiting the library more because computer/internet facilities have improved. The financial proxy used for this was the cost of an internet cafe and so we took the number of extra visits (3165) and multiplied by the percentage of those who say they visit more because of these improvements giving us a figure of 1658 visits. Through an internet search we established that the average cost of an internet cafe is £1 per hour so the SROI calculation is £1,658.

For the indicator of increase in issues we have applied a proxy of £11.17 which is the average price of a book in the UK (as at March 2010). (The source used for this indicator is the *Holt Jackson Index of Book Prices*.) As 57% of respondents to the survey said that they were visiting more because of improved stock/collection we have assumed a deadweight figure of 43% that is, what would have happened without the improvements. This has led to an SROI calculation of £57,283.00.

When looking at new registrations, we have applied a proxy value of £413.15 per registration. This is based on a report by the American State of Florida⁸⁵, which calculated and monetised the cost to an individual of using alternatives to a public library. In this instance we have assumed a deadweight rate of 50% to ensure that we are not claiming all new registrations are due to the refurbishment and suggest that half would have happened regardless of the work carried out. This led to an SROI calculation figure for this indicator of £711,633.50.

When we consider all the indicators together we have an overall SROI calculation figure of £771,174.50. The following table shows how this calculation was reached.

⁸⁵ Taxpayer Return on Investment in Florida Public Libraries: Jose Marie Griffiths et al University of Pittsburg & North Carolina 2004

Table 13.10: Overall SROI Calculation

Indicator	Proxy Value
Improved working environment	£1575,00
Increased use because of improved community library facilities	£1,658.00
Increase in issues	£57,238.00
New Registrations	£711,633.50
Total	£771,174.50

13.5.6 Impact and conclusions:

The data collection phase of this assessment has highlighted that in the 6 months following the refurbishment of Wrexham Library all stakeholders felt that the improvements had been beneficial and had a positive impact. Using the small number of indicators and financial proxies that were appropriate and available we have calculated that **for every £1 of spend there has been £2.16 of Social Return on Investment this equates to a ratio of 1:2.2**; which is a positive outcome in such a short period of time. It shows that the investment has attracted new visitors and increased the number of issues and visits. If these indicators continue to climb at a similar rate over the next two years, we would suggest that the SROI would be comparable to that of Pontarddulais Library (£3.42) in Case Study 1 where the benefits have been calculated over 3 years.

13.6 SROI Assessment: Workforce Development

13.6.1 Background to workforce development

The Workforce Development strand of the Libraries for Life Strategy was established to develop a grants programme for improving the skills of the workforce. Since the start of the Libraries for Life Strategy in 2008 the workforce development strand has distributed 200 grants amounting to £171,223 to library staff across Wales for training and qualifications. The following table shows a breakdown of the grants given year on year.

Table 13.11 Breakdown of workforce development grants

	No. of grants	Amount claimed
2008/09	45	54,838
2009/10	90	56,489
2010/11 (to date)	65	59,896
Total	200	£171,223

Source: CyMAL management data

The grants programme has included NVQs and diplomas in ICTL and the creation of 2 foundation courses. The strand awards annual bursaries and training grants (see details in Section 8). Bursary grants have been distributed to library staff for the qualification courses shown in following table. This shows a breakdown of the direct bursary grants that have assisted library staff in Wales to gain qualifications and the number of students that have undertaken extra training along with the types of qualifications that they have been studying for.

Table 13.12: Breakdown of grants and students

Qualifications - CyMAL Bursaries	No. of Students supported by direct CyMAL Grants			
	2008 -2009	2009-2010	2010- 2011	Total
MSc Information & Library Studies	4	8	5	17
MSc Information & Library Management			1	1

BSc Information & Library Studies	1	1	1	3
Foundation Degree in Library & Information Management		12	3	15
Information & Library Services NVQs levels 2 & 3	6	19	13	38
Application of ICT in Libraries	21	25	24	70
Change Management		25	15	40
Conference attendance			1	1
Leadership	13		2	15
Total	45	90	65	200

Source: CyMAL management data

Training opportunities funded by the Welsh Assembly Government via CyMAL are free to library staff working in public, educational and workplace libraries. Alongside training provided by employers and professional bodies, more training opportunities exist for library staff than at any time in the last decade or more⁸⁶.

13.6.2 Stage - Establishing scope and identifying key stakeholders

During this initial stage of the SROI Assessment there was consultation with CyMAL staff, and in particular, the Strand leader. These consultations identified that the most effective methods of gaining evidence for the assessment was through a combination of desk research, consultations with staff who have benefited from the strand and the staff survey, which included questions on increased levels of confidence, improved satisfaction when gaining qualifications or undergoing training. The following table shows the stakeholders that were identified and what was believed to have changed for them due to the Libraries for Life investment in workforce development.

Table 13.13: Stakeholders and objectives

Stakeholders	Stakeholders' Objectives
Who does the Workforce Development Strand have an effect on? Who has an effect on Workforce Development and LfL?	What do you think will change for them?
CyMAL - Libraries for Life	Provide Wales with an up-skilled library workforce
Library staff at: <ul style="list-style-type: none"> - Entry level - Paraprofessional - Professional - Middle Management - Senior Management 	<ol style="list-style-type: none"> 1. Accreditation of Learning 2. Access to Learning Opportunities 3. Structured pathways to career development 4. Increase in salaries for promoted staff
Customers/Users	<ol style="list-style-type: none"> 1. Improved quality of service 2. Improved access to information
Library Service HE FE Schools Health	<ol style="list-style-type: none"> 1. Increase in numbers of qualified staff 2. Succession planning 3. Networking Opportunities with other organisations 4. Contributing to priorities of WAG Skills and

⁸⁶ Libraries for Life: Delivering a Modern Library Service for Wales 2008-2011

Business	Employment Strategy 5. Meeting benchmark standards of Investors in People
Training Providers Course Providers HE/FE	1. Increase in numbers of students 2. Access to employer input
Professional Organisations (CPD)	Participants encouraged to attain professional recognition
Regional Development Officers	Strategic approach to identifying regional gaps and providing learning opportunities
Local Authorities - HR - Training Officers	Access to professional development resources
Library Services in Wales	Potential transferability of skilled staff across services/regions
Community	Increase in professional staff in community
Suppliers	More professional approach to procurement by library staff

The next table shows what inputs or investment has been made by each of the stakeholders. Where appropriate we have included a monetary value for the investment.

Table 13.14: Stakeholders' inputs/investments

Stakeholders	Inputs	
	What they invest (description)	What they invest (value £)
Who does the Workforce Development Strand have an effect on? Who has an effect on Workforce Development and LfL?		
CyMAL - Libraries for Life	Funding for workforce development	£171,223
Library staff at: -Entry level -Paraprofessional -Professional -Middle Management -Senior Management	Individual time	Not Measurable
Customers / Users	Not applicable	£0.00
Public Library Service HE FE Schools Health Business	Staff Time	Not Measurable
Training Providers Course Providers HE FE	Resources (staff etc); Course development costs	Not measurable

Professional Organisations (CPD)	Not applicable	£0.00
Regional Development Officers	Time	Not Measurable
Local Authorities -HR -Training Officers	Cover cost of releasing staff for training	Not measurable
Library Services in Wales	Not applicable	£0.00
Community	Not applicable	£0.00
Suppliers	Not applicable	£0.00

13.6.3 Stage 2 - Mapping outcomes

In considering measures of the change created by the activities of this strand of the strategy, a number of possible indicators were explored.

The most *appropriate* indicators (see details in 13.3.2) have been selected to work with. Some of the stakeholders, therefore, have not been included in the following table which shows the indicators that we felt to be measurable.

Table 13.15: Indicators selected for SROI

Stakeholders	Outputs	The Outcomes		
Who does the Workforce Development Strand have an effect on? Who has an effect on Workforce Development and LfL?	Summary of activity (quantified)	How would you describe the change?	Indicator	Source
CyMAL - Libraries for Life	200	Qualifications gained	n/a	CyMAL Records
Library staff at: -Entry level -Paraprofessional -Professional -Middle Management -Senior Management	200	Career prospects improved	Improved career prospects <i>Improved CV</i> <i>Can apply for higher paid posts</i> <i>Have secured post with higher pay</i> <i>Increased skills/knowledge</i> <i>Improved</i>	Scotinform Staff Survey: Q8.11 How have the qualifications, training or workshops improved your career prospects?

			<i>confidence</i>	
	200	Satisfied with qualifications	Satisfaction Levels with qualifications: Responded: “Excellent or good”	Scotinform Staff Survey: Q8.2 How would you rate the qualification(s) you have undertaken (or are working towards)
	n/a	Found training useful, relevant, enjoyable and accessible	Usefulness of training/workshops	Scotinform Staff Survey Q8.6 Thinking about the most recent training day or workshop that you attended which of the following words would you use to describe them?
			<i>Useful</i>	
			<i>Relevant</i>	
			<i>Enjoyable</i>	
		<i>Accessible</i>		
	n/a	Satisfied with training	Satisfaction levels with training days/workshops: Responded: “Excellent or Good”	Q8.? Overall how would you rate the training days/workshops?
	n/a	Other colleagues benefit by shared learning	Sharing of learning with colleagues	Scotinform Staff Survey Q8.9 Thinking about the qualifications, training or workshops you have undertaken / attended, have they resulted in ?
			<i>Shared learning with other library staff</i>	
			<i>Changes in the way I do my job</i>	
			<i>Improvements to my career prospects</i>	
	n/a	Overall benefits to library staff	Benefits to library staff of workforce development	Q8.13 In your experience (personal or observed) has the current approach to workforce development within libraries resulted in?
			<i>Development of the skills and knowledge of library staff</i>	
			<i>Recognition of library staff skills and knowledge</i>	
			<i>A culture of Continuing Professional Development</i>	
Customers/ Users	n/a	Qualified, knowledgeable, skilled and confident library staff	Satisfaction with staff knowledge levels: Responded: “Agree Strongly/Agree	Scotinform User Survey Q6. The staff at my library are knowledgeable

			slightly”	
Library Service HE FE Schools Health Business	1. 25% of cost of qualification - Staff cover costs 2. Cost of study leave 3. Cost of study resources	Up-skilled and more highly qualified workforce	Not measurable	CyMAL Records
Training Providers Course Providers HE FE	Providing courses and training	Increase in students on courses	Not measurable	CyMAL Records

13.6.4 Stage 3 - Evidencing outcomes and giving them a value.

This stage involved finding data to show whether outcomes have happened and then valuing them. After extensive research into available indicators this assessment concluded that only some of the indicators discussed could be given a financial proxy. The data collected through survey and interviews offers a detailed insight into the impact of the Workforce Development Strand. Those indicators where we have been able to collect data are described below.

For library staff, we tried to ascertain whether the qualifications, training or workshops that they had undertaken had **improved their career prospects**. Therefore, during the staff survey we asked the open question “How have the qualifications, training or workshops improved your career prospects?” We received 28 unprompted responses, these were:

“Improved CV”: 18% (5/28)

“Can apply for higher paid posts”: 25% (7/28)

“Have secured post with higher pay”: 11% (3/28)

“Increased skills/knowledge”: 32% (9/28)

“Improved confidence”: 14% (4/28)

It was not possible to place a financial proxy on all benefits that those undertaking qualifications had identified; however, we did identify financial proxies for two of these indicators. Firstly, for those who had secured posts with higher pay; we were able to calculate the average likely increase in pay from the CILIP standard pay scales. For the three members of staff who had secured a higher paid post the average increase in pay is calculated at £6,564.00 per annum. The source for this indicator was the CILIP Standard Pay Scales giving us an SROI calculation of £19,692. In reality this figure may be higher as we did not survey every person that had gained a qualification. It was considered that we could potentially assume that 11% (22) of those gaining a qualification have gone on to a more highly paid position, which gives us a SROI figure of £433,224.00.

For library staff who felt that their confidence had improved we applied a financial proxy of £1195 which is the accepted proxy for this indicator, the source for this indicator was LDA Training for the cost of confidence training taken from the SROI Network Databank of Indicators. In this instance

we made the assumption that 9.5% of the total number of those gaining a qualification did improve their confidence, which gives an SROI figure for this indicator of £100,380.00.

Unfortunately, it was not possible to find financial proxies for any further indicators. It was not possible to calculate the total number of attendees at training workshops from the information provided as the figures available did not cover all elements of the training programme. We felt that this did not allow us to calculate a proxy from a robust sample; therefore the calculations are based purely on those 200 library staff members who received bursaries for qualifications. Should the complete figures for training/workshop attendees become available, these figures can be recalculated accordingly.

When we consider all the indicators together we have an overall SROI calculation figure of £533,604.00. The following table shows how this calculation was reached.

Table 13.16: Overall SROI Calculation

Indicator	Proxy Value
Career prospects improved	£433,224.00
Improved confidence	£100,380.00
Total	£533,604.00

13.6.5 Impact and conclusions:

The data collection phase of this assessment has highlighted that the Workforce Development Strand has been extremely well received by library staff and the responses gained during survey show a high level of satisfaction with the courses delivered and positive benefits and impact for the majority who have undertaken training.

Using the small number of indicators and financial proxies that were appropriate and available we have calculated that **for every £1 of spend there has been £3.12 of Social Return on Investment this equates to a ratio of 1:3.2**; but as previously discussed, this figure will be much higher as further data becomes available.

13.7 The SROI Process - General Comment

SROI is not all about money - perhaps inevitably with a name like SROI this is a common misperception. In the same way that a business plan contains much more information than the financial projections and the forecast return, SROI is not a number but a story about change which includes narrative, qualitative, quantitative and financial aspects. SROI considers stakeholders as investors and seeks to provide a mix of information to communicate the social return. We hope that by including details from calculations where there is no financial proxy available or where the sample is too small to provide a robust assessment, we have shown the wider impact of these elements of the Libraries for Life Strategy.

13.8 The SROI Process - Next Steps

Following acceptance of this report by the client, this report will be entered into the next round of Quality Assurance by the SROI Network. The date for the start of this process is May 2011.

13.9 Conclusions

The evidence collected for this report clearly shows that staff and users in public libraries have benefited through investment in refurbishment; increasing usage and users and staff working environments. Staff across the library sector have also benefitted from the investment in workforce development; with increased levels of skills and confidence and higher earning potential all being a direct result of that investment.

At the end of this assessment process, the SROI calculation for the two strands has shown very positive impacts, although it has not been possible to assess the impact in its entirety. The two

case studies undertaken for the Community Learning Libraries Strand have shown a more than reasonable level of social return, and should it be possible for this process to be extrapolated out to include all libraries that had received the grant for refurbishment; the overall figure for this strand could prove to be higher on average than for the two individual libraries. Similarly, for the Workforce Development Strand, when the total figure for training workshop attendees is available the overall SROI calculation will be much higher.

For future strategies we would suggest that the SROI process could be continued and that this report could be used as a baseline for measuring the impact of future delivery and investment. For this process to be more robust in future years, CyMAL should consider implementing more rigorous reporting structures internally and from third party deliverers, for example, the number of attendees at workshops. Other research into measuring the impact of libraries using methods such as SROI have also found that creating a structure where appropriate evidence is collected regularly is central to measuring impact in a robust way. As discussed in a recent report for the DCMS⁸⁷, the main challenge for evidencing libraries' impact is identified as:

“that the current evidence base still remains insufficient in a number of ways. Many of the weaknesses in the evidence base are generic, and have been identified in previous similar literature reviews, namely a:

- *predominance of one-off evaluations of time-limited programmes and pilot schemes over research on core services.*
- *lack of baselines against which to measure change.*
- *lack of in-depth qualitative research that analyses the specific nature of the interactions that take place in libraries”*

This process has been challenging and has to some extent given us new questions as well as answers. However overall, we would suggest that undertaking an SROI Assessment for the Libraries for Life Strategy has provided a valuable insight into the wider impacts and benefits that the investment in the library sector in Wales has had, and has highlighted areas of impact that would not normally be focussed on in a purely quantitative evaluation of spend against outputs. It has clearly shown that the investment, in community libraries and library staff across all disciplines of the library sector in Wales has generated positive outcomes beyond the expected targets laid out in the strategy document.

⁸⁷ Capturing the impact of libraries (bop consulting) DCMS (January 2009)

14. OVERALL IMPACT

In this section of the report we identify the overall impact of LfL to date by describing the evidence of change since 2008 and summarising the findings from the surveys which relate to the library sector in general and not to activities carried out as part of specific work strands. These findings should be viewed in the light of the extensive impacts identified in the sections reporting on the findings for each of the strands' activities.

It should be noted that the evaluation does not cover the full period of the strategy. The outcomes of activities and projects started in 2010-2011 will not be reported on until mid 2011 and for some ongoing strand work; reports will also not be available until the end of the financial year. Work carried out in the current year has been included in the evaluation where possible, but there is likely to be significant progress made which cannot be included in this report. The longer term impacts of the investment may also be significant, but do not form part of this evaluation.

14.1 Policy Context

Government strategy underlies the development and implementation of LfL and it has been shown in the report that the programme has successfully addressed a number of priority areas outlined in One Wales⁸⁸. We demonstrated earlier in the report that the LfL programme has achieved the following priorities set out in One Wales:

- improved libraries and developed free access to cultural material
- invested in improving IT in libraries and maintained free public access to the Internet
- established a programme of capital investment and refurbishment of the public library network

It has also made significant progress towards the vision originally set out in Making the Connections, a framework to improve customer service by placing the citizen at the heart of service delivery. We show in this section that users and non users place a high value on libraries as offering a very important service for local people and improving the quality of life of people in Wales.

The Heritage Minister recently (10/02/11) said at the launch of the consultation on 'Libraries Inspire' - the draft strategic development framework for Welsh Libraries 2012-15⁸⁹:

"Libraries have an important part to play in these difficult economic times. They inspire people to make a positive difference to their lives by assisting people to develop their knowledge and skills, and providing access to free resources that can help them into work."

This reflects what is outlined in Better Outcomes for Tougher Times: The Next Phase in Public Service Improvement⁹⁰ which leads on from Beyond Boundaries Citizen-Centred Local Services for Wales⁹¹

⁸⁸ One Wales: a progressive agenda for the government of Wales (2007)

⁸⁹ <http://wales.gov.uk/newsroom/cultureandsport/2011/110210librariesinspire/?lang=en>

⁹⁰ Better Outcomes for Tougher Times: The Next Phase in Public Service Improvement December 2009, WAG

⁹¹ Beyond Boundaries: Citizen-Centred Local Services for Wales June 2006

The impacts of LfL on the wider government agenda includes:

- a significant contribution to the Digital Wales strategy⁹² priority to improve ICT provision in libraries
- digital inclusion - a key element in Community Regeneration work in Wales for social inclusion
- links with the lifelong learning agenda, most recently through funding for development of the Information Literacy Framework Development in Wales⁹³
- collaborative working and creating new partnerships for more efficient, quality services responding to the needs of the people of Wales in line with the priorities identified in Better Outcomes for Tougher Times report.

In the evaluation of the overall impact of the LfL programme it is important to recognise that it was developed from the first strategic framework for the development of Welsh libraries, @your library. The results described in the previous sections show that LfL has built on the successes of the previous strategy to develop an effective programme of activities relating to online resources, marketing and workforce development. The gaps identified through @your library in capital investment and regional partnerships have also been addressed.

14.2 Evidence of Growth

One of the aims of the investment in LfL was to 'ensure that as many people as possible benefit from the services provided through regional and national library partnerships across Wales'. Figures from CIPFA published in November 2010 suggest that progress towards widening access has been significant. Usage of libraries in Wales has increased during the LfL programme, whilst over the same period the usage of libraries in the UK has declined. There was a 5.4% increase in library visits in Wales between 2008-2009 and 2009-2010: this compares with a decrease of 1.6% in England and 1.4% in Scotland

The LfL programme has also increased the general public's access to computers: in 2009-2010 there were 2.1 million hours of free computer use in libraries. Not only does this meet the priority area in the One Wales strategy to improve ICT provision in libraries, it also is a significant contribution to the Digital Wales strategy's priority to improve ICT provision in libraries across Wales, including areas of social deprivation.

This evidence of growth in the Welsh library sector at a time when other areas of the UK are in decline is significant and the research carried out during the evaluation provides qualitative and quantitative evidence of the impact. The findings from the research are described below.

14.3 Views of Heads of Service and Library Organisations on LfL

The survey of library organisations showed clearly that LfL was perceived as critical in the development of the library sector in Wales: LfL was perceived as 'very important' by 20 of the 35 in the survey of library organisations and quite important by a further 12.

Library organisations and Heads of Service mentioned, unprompted, a wide range of benefits from LfL activities which confirmed the impact of the individual strands. The comments, summarised below, were generally focussed on the impact of LfL on library customers, emphasising the impact that the funding has had on users:

- CLLP: led to significant improvements to buildings and services
- Online resources: greater access to and increased awareness of online resources

⁹² Delivering a Digital Wales December 2010

⁹³ /www.cardiff.ac.uk/insrv/news/ilframework.html

- ILL: has benefitted customers significantly
- Marketing has increased the profile of libraries within the profession and local authorities, and amongst local residents
- Workforce development: the training has increased the skills and confidence of staff
- Regional framework: RDOs have effectively developed partnerships and partnership projects, as well as offering significant benefits in working on workforce development and other areas

14.4 Evidence of Partnerships from LfL

The LfL strategy recognised the importance of working in partnership to achieve its objectives. The surveys showed that stakeholders were able to identify real impacts from working in partnerships with a range of organisations.

Examples of benefits identified by **local authority libraries** were:

“Has contributed significantly to the development of the North Wales Libraries Partnership and particularly LINC-y-Gogledd, also Reaching Out and the Regional Training Group. “

“On a regional basis, Libraries for Life has promoted greater cooperation between neighbouring library authorities including academic and public libraries, improving access to services and stock. Locally it has encouraged partnership working with a number of community organisations, including Communities First, Youth Service, Town Councils, by refurbishing buildings and encouraging the public to make greater use of their local libraries.”

“Through the award of a capital grant, the Library service was able to partner with the Llanfair Caereinion Institute Committee in order to refurbish and develop that Town's Institute.”

HE and FE libraries also gave details of partnerships:

“We are a member of the South East Wales Library Partnership and are linked with public and further education libraries in the Greater Gwent area.”

“My organisation has joined Linc-y-Gogledd which has meant that users have access to a wide range of resources (through inter-library loans) and are also able to make the most of all libraries within the area. The partnership is also valuable in that it is cross-sector and within it is incorporated the North Wales Libraries Training Group which has provided excellent training opportunities.”

The SE Wales Partnership, which was set up as a result of 'Libraries for Life', has obviously involved a wider range of partners and, from my viewpoint, has been able to focus effectively on staff development.”

Partnerships identified by **health libraries** were:

“Cadwyn y Canolbarth existed previously (as Linc y Canolbarth) but the RDO role has strengthened the group and helped the group be more proactive.”

“We are part of regional partnership and work with other members to deliver staff development opportunities, resource sharing and developing opportunities for closer working relationships in the future within the region.”

The extent to which partnerships had developed under LfL was shown by the range of organisations that libraries said they received support from, other than through LfL. In total they named over 25 organisations providing support (each organisations mentioned by one respondent unless specified):

Academi	HEFCW (Higher Education Funding Council for Wales)
Bangor University	Hywel Dda Health Board
Basic Skills Agency (3)	JISC (5)
Betsi Cadwaladr University Health Board	Library suppliers & related third parties
Bookstart	Macmillan Cancer
Cardiff University	Local health board
CILIP (Chartered Institute of Library and Information Professionals)	Reading Agency (2)
Communities First groups	SCONUL (2)
county councils [unspecified]	Surestart (2)
Cymorth [this means help./support so maybe it is just a general reference, or, there are some organisations called Cymorth...]	Welsh Assembly Government
Cyngor Llyfrau Cymru (Welsh Cooks Council)	WAG via Cardiff University
DCELLS	Wellcome Trust
Glyndwr University [moved from Bangor row]	WHELF (2) (Welsh Higher Education Library Forum)
Heads of the Valleys, Convergence funding	

14.5 Impact of LfL on Organisation

Libraries were asked specifically what impact, if any, LfL had had on their organisation. Virtually all consultees were able to identify significant impacts on their organisation and a selection of quotes are shown below for each type of library.

Public libraries identified the positive impact that LfL had had on their organisation:

“Considerable impact, through both the funding accessed, as noted previously, and it is helping to set the Library Service strategic direction at a local authority level.”

“Allowed us to be more imaginative and seek out partners leading to improved services locally. Access to resources across Wales.”

“It has given a focus, a new image for libraries (those that received grants), enabled us to experiment e.g WiFi, to have free online resources as part of an agreed offer, to have consistency with regards to the ‘offer’ for customers, having attention from the media and from the Assembly, having support during heated discussions in the Local Authority about the future ...”

“Provided capacity to develop new and existing ideas. Improved staff morale through improved buildings and new projects. Facilitated a change process involving staff at all levels. Established closer links with other services in South East Wales. Improved customer service through Books4U, reader development initiatives and refurbished buildings.”

HE libraries and FE libraries commented on the impact of LfL on their organisation:

“Improved training opportunities, contacts, e-resources subscriptions, ILLs.”

“We have benefitted from the reciprocal borrowing passport scheme, though, inevitably, we get more borrowers registering than anyone else in the region.”

“Added value for users, training for staff which given the difficult economic climate might not have otherwise happened.”

“One of our students won the Happy Days competition and this helped promote our Learning Centre. Also we were able to send all the positive feedback we received to our line managers and use the feedback to evaluate our work.”

Health libraries were also able to identify impacts of LfL, particularly relating to staff training and development:

“Access to free local professional training. Improved staff morale and added to CPD portfolios.”

“Key area is in access to development opportunities for library staff - we've been able to access development opportunities at a regional level that would previously not have been possible due to the associated costs of attending training which usually happens outside our region.”

14.6 Views of Library Staff on the Impact of LfL

Nearly two thirds of staff (189 respondents) made unprompted comments about changes they had noticed over the past two years which had affected the way their library operates or provides services.

Most comments were positive in both the staff survey and focus groups and illustrated how positive staff generally were about LfL.

“I believe that our library service has greatly improved over the last two years and our surveys and case studies indicate that the improvements in our services have been noticed by our clients as well. We've shifted to a lot more online content and having to market these additional resources has been a big challenge.”

“Our library has had a major refurbishment and this has improved working environment and job role both for customers and staff. Better services are available and we now have WiFi and RFID systems in place. The Gateways project (now Books4U) has been a major success with obtaining books for customers.”

Staff in the focus groups discussed how the diversification of library services had led to more and different members of the public using libraries. Some libraries were Information Points for the council, dispensing services such as licenses, garden waste and 'dog poo bags'. Helping people with employment issues and having advice groups in the library was also a recent development.

“It has diversified - in the last 2 years alone, from our perspective, we have tried and succeeded, we have diversified, become a lot more sexy and relevant. We have this lovely new building, new sexy library cards, an events programme.”

“The introduction of Cat Cymru has increased work but encouraged borrowers to reserve items. Since the closure of local council offices, we now supply commercial and recycling bags, we also issue permits and I can see the council information we issue increasing. The library has had a facelift and is more welcoming for the public. The local school has started using the library more.”

In FE and HE libraries the major changes recently included a shift toward e-resources with the expectations amongst users that everything is online, use of web 2.0 technologies and information literacy (IL) were the main changes reported with a resulting increase in staff time spent on delivering information skills training.

“There has been an increase in the delivery of IL sessions and a greater awareness of IL as a life skill.”

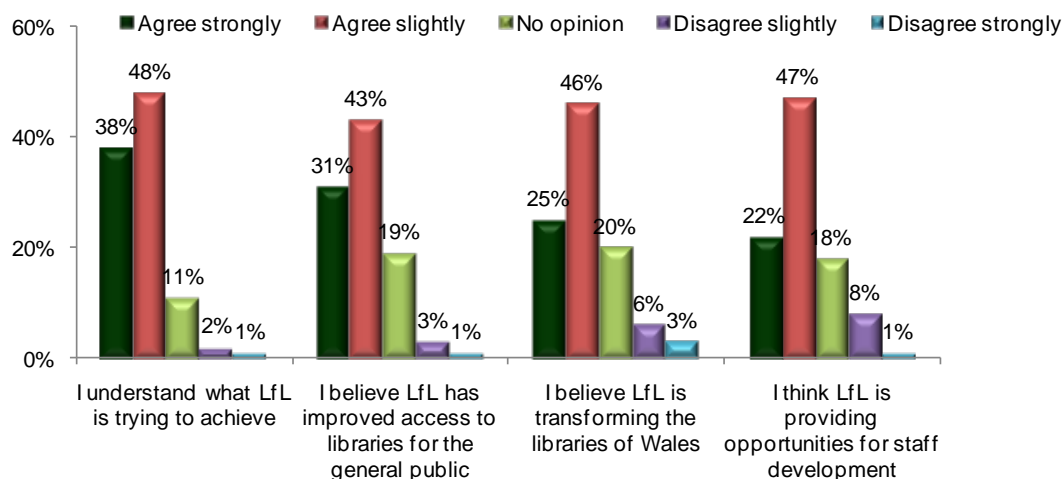
“Perceptions of libraries have changed amongst users, we need to market our wares a lot more.”

14.7 Views of Library Staff Towards LfL

The responses to a series of attitude statements showed that library staff had very positive attitudes towards LfL:

- 86% of staff agreed strongly or slightly that they understood what LfL is trying to achieve.
- Three quarters of staff agreed strongly or slightly that they believe LfL has improved access to libraries for the general public.
- Just over 70% of staff agreed strongly or slightly that LfL is transforming the libraries of Wales.
- 69% of staff agreed that LfL is providing opportunities for staff development.

Chart 14.1: Attitude towards LfL
Base = all staff respondents

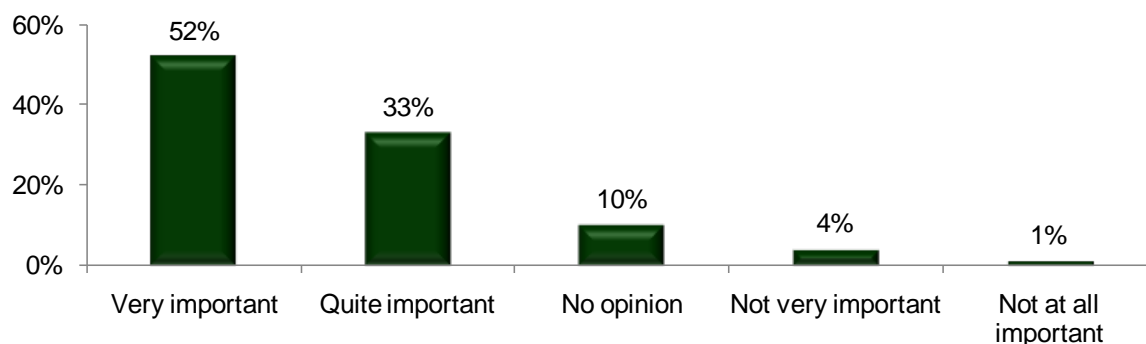


Source: Scotinform staff survey

The positive attitudes of staff towards LfL were confirmed by the perceptions of how important LfL was in providing support to libraries in Wales: 85% of staff said it was very or quite important’.

Respondents most likely to say that LfL was ‘very important’ were from local authority libraries or at senior work levels (Heads of Service, Library Managers and Branch Librarians).

Chart 14.2: Rating of importance of LfL in providing support to libraries in Wales
Base = all respondents



Source: Scotinform staff survey

14.8 Users' Attitudes Towards Local Libraries

Users' attitudes towards their local library were evaluated by asking them the extent to which they agreed or disagreed with a series of attitude statements. The table below compares the responses from users of modernised libraries with those from other local authority libraries. Overall, there were very positive attitudes towards local libraries, regardless of modernisation. The key difference was that users of modernised libraries were much more positive than other users about the surroundings of their library and they were also more likely to agree that their library is active in the local community.

Table 14.1: Agree strongly with statements on libraries

Base: respondents from modernised libraries/libraries in receipt of capital investment (222)/ other local authority libraries (316)

	Modernised/CLLP libraries	Other local authority libraries
	%	%
My library was easy to join	92	93
My library is accessible	89	87
The staff at my library are friendly	87	91
It is easy to borrow resources in my library	82	85
The staff at my library are knowledgeable	85	82
I would describe the library surroundings as pleasant	83	71
It is easy to find resources in my library	67	75
The computer provision in my library is good	60	59
My library is active in the local community	56	51
I am aware of events /activities that take place in my library	48	49
Website for my library is helpful & informative	37	41

Source: Scotinform library user survey

14.9 Users' Overall Attitudes Towards Libraries

Users' expressed very positive attitudes towards libraries in general, agreeing strongly that libraries 'offer a very important service to local people' and 'improve the quality of life of Welsh people'. By contrast they were likely to disagree that 'libraries are not important' and there was no reason to use libraries. The results in the two tables below show that users of modernised libraries were just as likely as other local authority library users to agree with positive statements and disagree with negative statements on libraries. This suggests that modernisation of libraries does not significantly

affect attitudes towards them: users are inherently positive about libraries. This finding was verified in the focus groups with users: the library service was highly valued by participants regardless of their use or access of modernised facilities.

Table 14.2: Agree strongly with attitude statements

Base: respondents from modernised libraries/libraries in receipt of capital investment (222) / other local authority libraries (316)

	Modernised/CLLP libraries	Other local authority libraries
	%	%
Libraries in Wales offer a very important service for local people	94	97
Libraries improve the quality of life of Welsh people	69	69

Source: Scotinform library user survey

Table 14.3: Disagree strongly with attitude statements

Base: respondents from modernised libraries/libraries in receipt of capital investment (222) / other local authority libraries (316)

	Modernised/CLLP libraries	Other local authority libraries
	%	%
Libraries are not important to me	75	74
Can't think of a reason for using libraries	81	81

Source: Scotinform library user survey

14.10 Non Users' Attitudes Towards Libraries

Non users were presented with the same attitudes statements shown to users. Their responses showed that they had very positive attitudes towards libraries:

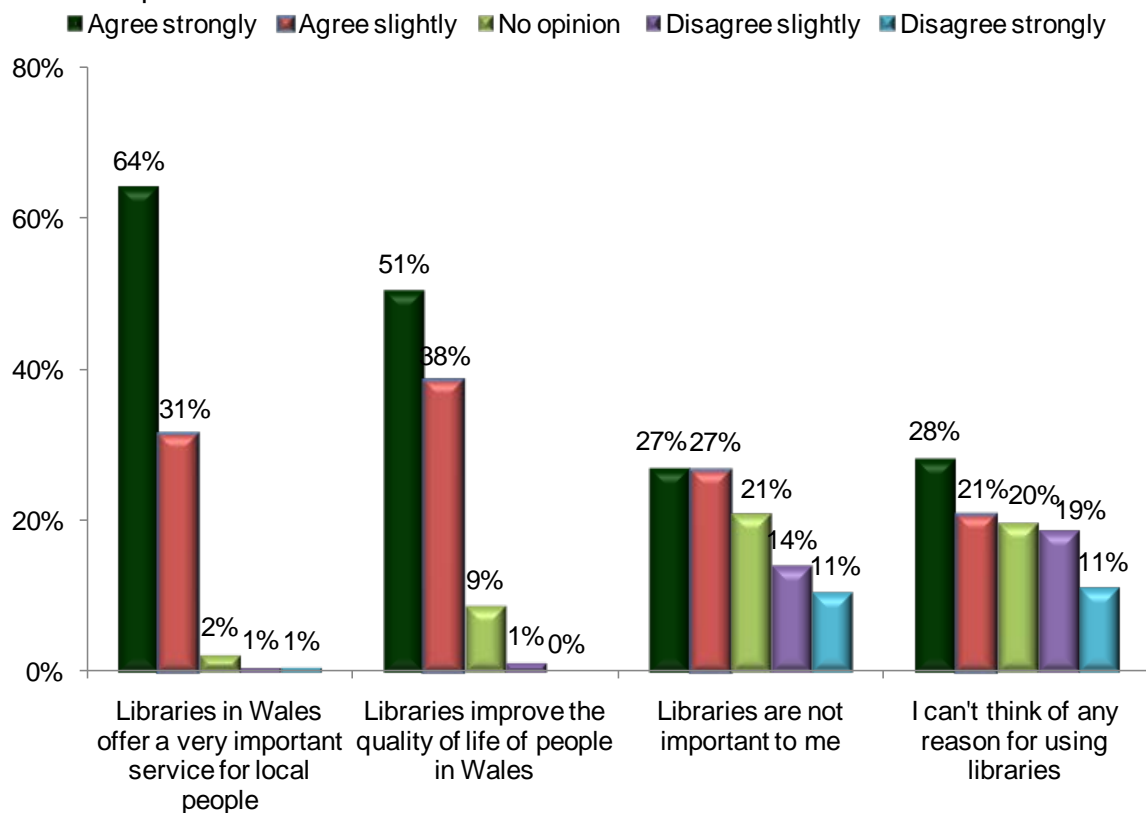
- 95% of users agree strongly or slightly that libraries in Wales offer a very important service for local people
- 89% of users agree strongly or slightly that libraries improve the quality of life of Welsh people

But they were also likely to agree that libraries were not important to them or that there was no reason to use libraries:

- 54% of users agree strongly or slightly that libraries are not important to them
- 49% of users agree strongly or slightly that they can't think of any reason for using libraries

Chart 14.3: Agreement with attitude statements

Base: all respondents



Source: Scotinform non user survey

In the focus groups conducted with non users, the majority of non users thought that libraries were a very valuable resource and were aware of the important community role fulfilled by libraries:

"I think it would be a shame if they closed the one in our village, because the kids can go in and use the Internet, because there is no youth club, also the kids can go in and do homework."

"Even though I don't use libraries, they are a valuable and really important to a lot of people."

14.11 Suggestions for Development of LfL

The consultees and Heads of Service suggestions for future priorities covered three main issues:

- development of partnerships/linkages
- staff training/workforce development
- identification of specific projects
- **Development of partnerships/linkages**
 - all-Wales library partnership
 - integration of library services with other services
 - sharing of services across libraries
 - engaging with HE sector
 - linkages with archives and museums
 - inclusion of school libraries
 - include health libraries in current strategy
- **Staff training/workforce development**
 - ICT training

- address issue of ageing workforce
- address succession management issues
- **Development of specific services**
 - reader development
 - information literacy
 - e-communications/e-resources
 - develop standard social networking policies

Library staff were also asked to comment on priorities for future development and any issues or concerns they had about the future of libraries in Wales. Their comments highlighted quite specific priorities and concerns:

- Develop marketing, especially to target specific user groups
 - older people, children, ethnic minorities, teen/young adults, outreach to non users
- Continue to improve access to ICT - more PCs/ greater access to WiFi
- Support for staff/more staff consultations
- Identify and fill the gaps created by funding cuts
- More training for staff (3 respondents)
- Continue with library refurbishments

14.12 Conclusions on Overall Impact

The strategy has effectively built on the work carried out under @your library and delivered on WAG priority areas outlined in the One Wales strategy, Better Outcomes for Tougher Times and recent strategies on Digital Inclusion and Social Inclusion. The full impact of LfL cannot be assessed until the end of the programme's activities, but this evaluation has identified that the strategy has met its targets and achieved very positive outcomes to date.

There is evidence from CIPFA data of real growth in the library sector during the period of the strategy (5.4% increase in visits) and, given the decline in other areas of the UK, this suggests that LfL has had a significant and very positive impact.

The primary research confirmed the impact that LfL has had on all stakeholder groups:

- All the audiences involved in the evaluation were positive about the overall impact that LfL had had on the library sector and the strategy clearly has support across all library types.
- The range of benefits related to LfL identified by libraries is very encouraging and this confirms the positive outcomes shown in the evaluation of the individual Strands. It was particularly encouraging that HE/FE and health libraries could identify benefits as they have generally not been as involved as public libraries in LfL.
- The strategy was perceived as resulting in major improvements in the library sector: the results showed that staff could identify impact and changes linked to all the individual work strands as well as the overall changes.
- The impact of LfL was felt to be restricted by financial constraints on local authorities and this was one of the main concerns for the future. The concerns that staff cutbacks would affect the ability of libraries to continue to implement changes is a key issue for the next strategy.
- The key suggestions for development related largely to extending the work under the current strands. One area to emerge strongly was the development of partnerships, which was seen as having the potential of cost-saving as well as developing services.

- Welsh residents, whether or not they use libraries, were very positive about the importance of libraries as a local service and the contribution that they have in improving the quality of life for Welsh people.

15. OVERALL CONCLUSIONS

This final section of the report summarises the conclusions of the evaluation under the key objectives:

- **Overall development** - assessing the development of libraries between 2008-2011
- **Outputs** - evaluating the extent to which the outputs and outcomes of Libraries for Life have been achieved
- **Services** - evaluating the impact of Libraries for Life on library services

The detailed conclusions are shown under each section of the report.

15.1 Overall Development - Assessing the Development of Libraries 2008-2011

The evaluation has identified the positive impacts that the LfL programme has had to date on the development of Welsh libraries. Whilst many of the impacts relate to public libraries, there is evidence that HE/FE libraries have also benefitted and their inclusion in the strategy has resulted in significant partnership working in some areas.

In terms of the work strands, each has been shown to contribute to the development of the library sector:

CLLP: the evaluation has shown that the capital investment programme has had a significant impact on the public library service in Wales. The CLLP funding has resulted in the completion of the refurbishment of 55 libraries across all local authorities. The role of the Adviser has been critical in ensuring that the CLLP projects are monitored and undoubtedly has meant that projects have been completed on time and within budget. The overall conclusion is that the effect of providing capital funding to libraries has led to significant improvements which were unlikely to have taken place otherwise.

Online information services: there has been significant development under LfL of the One Wales strategy objective of 'maintaining free, universal public access to the Internet, to help bring them into the 21st century'. The NLW has continued the work started during @your library by widening access to resources for library users with the launch of the online searchable catalogue (Cat Cymru); managing the all-Wales procurement of e-resources and developing the bilingual website, library.wales.org.

Sustainable Partnerships: the framework of regional partnerships across Wales which has developed under the LfL's regional framework has, on the whole, delivered national objectives. There have been some inconsistencies in development of sustainable partnerships, in particular in Mid Wales, but these have been addressed within the current strategy programme. The RDOs have certainly helped develop a more sustainable partnership structure and the funding of these posts has achieved the aim of accelerating developments across Wales to the benefit of library services and users.

The funding of the Development Officer for SCL(W) was shown to have helped SCL support LfL's aims in relation to public libraries. The difficulties in assessing the impact of the funding, however, has led to the conclusion that project-specific focus appears to be the most effective for this work so that the outcomes can be easily recorded and measured.

Marketing: The marketing strand has effectively continued the strategy developed during @your library, with the Marketing Officers developing effective national campaigns and supporting the aims of LfL by raising the profile of the library services. The evaluation was not able to quantify the

increase in awareness as no data was available on awareness levels pre-LfL, but the results suggest that usage has increased and this is confirmed by the WPLS data.

WPLS: Overall, the WPLS have achieved their overarching aim and provided important evidence for libraries; there is clear evidence from the research that the Standards are perceived as providing data that is useful and effective. The evaluation concludes that there is support from the library sector for the continuation of WPLS. Concerns expressed by stakeholders about the interpretation of and use of the WPLS appear to have been addressed in the fourth Framework and it seems likely that the Standards will continue to provide evidence to support the continued funding and support of library services by local authorities.

15.2 Outputs - evaluating the extent to which the outputs and outcomes of Libraries for Life have been achieved

The outcomes/outputs of LfL were set for the work strands individually and we show the conclusions for each in this section. It is important to note, however, that the evaluation has identified that the outcomes of LfL were wider than the individual strand outcomes. This is shown by the conclusion of the SROI assessment: *“LfL has clearly shown that the investment, in community libraries and library staff across all disciplines of the library sector in Wales has generated positive outcomes beyond the expected targets laid out in the strategy document”*.

CLLP: the evaluation has shown that the CLLP Strand has achieved the outputs and outcomes that were set out in the strategy for the first two years (2008-2009 and 2009-2010). It seems likely that it will also be successful in the final year (2010-2011) as the Strand Adviser’s monitoring of projects is effective in identifying risks and supporting project managers.

Online information services: although the Strand had not achieved all its original outputs/outcomes and its impact has been limited by a number of issues identified in the evaluation, these activities represent encouraging progress. There are notable successes for the Strand, but the decision by the library sector not to engage with all aspects of this strand, particularly with all-Wales initiatives relating to ILL, means that the impact has been limited.

Sustainable partnerships: in broad terms, the outputs/outcomes have been achieved, with the exception of North Wales where the long term absences of the RDO has meant the position has not been filled for significant periods. It should be noted that outputs/outcomes were not specified for the SCL(W)-DO.

Marketing: The main target outcomes for the marketing strand have been achieved through the marketing activities implemented by the Marketing Officers. The launch of three annual campaigns is a significant achievement: whilst the Express Yourself campaign may not have been entirely effective, it appears that lessons have been learnt from this in designing the final/third campaign.

Workforce Development: The evaluation has shown that the Workforce Development Strand achieved its main targets of supporting staff qualifications and supporting the establishment of a new professional qualification as well as strategic development with employers.

15.3 Services - evaluating the impact of Libraries for Life on library services

Citizen centred services, which were central to the development of the Libraries for Life Strategy, have improved considerably over the period of strategy implementation.

The specific impacts identified were:

- increased usage of libraries
- access to a wider variety of services, through working in partnership
- improvements to the physical appearance of libraries
- improved access to online resources and Internet services
- improved customer service

- greater understanding of the needs of library users
- better awareness of services available for users
- very positive attitudes towards libraries
- a more attractive offer to potential users

Specific impacts on library services identified through the SROI assessment were:

For the two CLLP case studies, benefits of investment in buildings

- Improved working environment for staff
- More attractive building for users
- Improved facilities for users
- Increase in new registrations
- Increase in number of visits
- Increase in issues

The benefits of the workforce development strand identified through SROI were:

- An improvement in skills and knowledge of library staff across Wales
- A more qualified library workforce
- Increased levels of confidence amongst staff
- Improved earning opportunities for those gaining qualifications

Under LfL, libraries have created diverse partnerships, providing a wide range of services to the community. From the findings of this evaluation and taking into account the current financial climate it seems likely that libraries could play an ever-increasing role in becoming a hub within communities. Linking the social to the other 'offers' of libraries - books, classes, events, information, access to IT and other services - will make a big difference in the future in achieving the WAG's agenda for One Wales.

15.4 Other Issues

The evaluation process has identified a number of other areas for consideration in future strategies:

Programme Management: the management of the strategy through a CyMAL Programme Manager has worked well, but there is a need to re-assess the time allocated to this role (currently one day a week) in order to ensure effective monitoring of the progress of projects and the overall programme. In addition the evaluation suggested that the role of the Advisory Group should be reviewed in order to make sure it is fulfilling its objective of providing support in the development and direction of the programme.

Scope of the strategy: there is evidence to suggest that the strategy has benefitted the public and HE/FE libraries and that there is now the scope to increase partnerships with health libraries and schools.

National v regional delivery: the strategy programme has effectively combined national and local activities to great effect. The delivery of marketing through national Marketing Officers supported locally by Marketing Champions and RDOs has been particularly effective. The regional partnerships have benefitted from the presence of RDOs, but it has proved difficult to provide consistent, co-ordinated service delivery when RDO involvement has been inconsistent.

Reporting and monitoring of projects - the evaluation has reviewed a wide number of reports and documents submitted to CyMAL and we recognise the resources required to submit these documents. We have also identified that there were some gaps in reporting, mainly due to positions not being filled or staff absences. For future evaluations it is important that a sustainable and effective system of recording progress is put in place. This system should be monitored by the Programme Manager and all reports should be submitted electronically.

Evaluation - the process of evaluation should be embedded in the strategy, with measurable outputs and outcomes set in a monitoring and evaluation framework.

15.5 Overall Conclusion

Through the process of undertaking an SROI assessment as part of the evaluation we have been able to show some of the added value that LfL has brought to the sector. For library staff, these benefits have included increased employability, improved working environment and higher levels of job satisfaction. For library users, benefits have included improved environments and facilities and more knowledgeable and up-skilled staff.

CyMAL's investment in the LfL strategy has had a significant impact in supporting the library sector to develop library and information services to the benefit of the citizens of Wales. The evaluation has shown that the investment in LfL has offered excellent value for money and the continued development of national and regional partnerships has led to improved services in many areas without a significant increase in resources. It is important that this work is continued and the areas for improvement identified in this evaluation are implemented. The ongoing development of the strategy will ensure that all citizens can benefit from access to high quality libraries and library services.

APPENDICES

APPENDIX ONE: LIST OF WORKFORCE DEVELOPMENT TRAINING COURSES

2008/2009

Course	No. of events
Best Practice	1
Career Development for Museum Professionals	1
Caring for Photographs Training Course	1
Cataloguing and Classification Training Course	1
Collection Care Meeting	1
Continuing Professional Development	1
Disability, Equality Training	1
Emergency Planning	2
Emergency Resources Training Course	1
Handling and Packing of Objects Training Course	2
Integrated Pest Management	1
Knowledge Harvesting	1
Module 1 Unleashing Potential - Leadership and Management development Programme - Embervision Ltd	1
Module 2 Unleashing Potential - Leadership and Management development Programme - Embervision Ltd	1
Module 3 Unleashing Potential - Leadership and Management development Programme - Embervision Ltd	1
Phase 1 Unleashing Potential - Leadership and Management Development Programme	1
Revisiting Collections MDA	2
Sharing Made Simple Workshop UKOLN	2
Supplier Specification Workshop NAG	1
The Appraisal Masterclass	1
The Foundation Phase	2
The Inspirational Manager	2

2009/2010

Course	No. of events
An introduction to the Dewey decimal classification and Library of Congress subject headings	1
Cataloguing and Classification	2
Digitisation Workshop	3
How to be a Confident and Effective Networker	2
MARC 21 : an introduction to the format	1
The Electronic Supply Chain: Turning Potential into Reality	1
The Inspirational Manager	3

2010/2011

Course	No. of events	Course	No. of events
Accreditation / Spotlight on Museums training	3	Inspirational Manager 2	3
Advanced Environmental Management	1	Introduction to Care of Textiles	4
Basic Archives skills	2	Jodi Awards	3
Costume Collection in Wales	1	Large Object Training	1
Croeso Cynnes - 1st Impressions	9	Museum Interpretation for the 21 st Century	1
Croeso Cynnes - Developing Your Team	2	Networking	1
Culturenet Cymru Digitisation Workshop	2	PAC Roadshow	1
Culturenet Cymru Peoples Collection	1	Paper Conservation	1
Emergency Salvage	1	Personal Safety Training	1
Emergency Salvage Powis Castle	1	RDA Briefing Event	1
Hazard Essentials	1	Retail Training	1
Historic Wallpaper study day	1	Safeguarding Children	1
Housekeeping Workshop	1		

APPENDIX TWO: LfL ADVISORY GROUPS MEMBERS (as of March 2010)

Advisory Group Members	
Name	Organisation (and representation)
Dylan Hughes	Wrexham (SCL)
John Woods	Bridgend (SCL)
Rhian Williams	Conwy (SCL)
Ann Jones	Monmouthshire (SCL)
Gareth Evans	Caerphilly (SCL)
Steve Hardman	Swansea (SCL)
Chris West	Swansea University (WHELF)
Rebecca Davies	Aberystwyth University (WHELF)
Priscilla Dawson	Swansea College (FE Colleges)
Karl Drinkwater Sam Oakley	RSC Wales (FE colleges)
Tricia Chapman	Bronglais Hospital Library / Hywel Da NHS Trust
Kathy Murphy Rob Phillips	National Library of Wales
Mandy Powell	CILIP Cymru
Lucy Tedd	DIS, Aberystwyth University
Rona Aldrich	Welsh Local Government Association (WLGA)
Alyson Tyler	CyMAL (Chair)
Huw Evans	CyMAL
Linda Tomos	CyMAL
Elizabeth Bennett	CYMAL (MINS)
Karen Mills	SCL Development Officer
Project Officers	
Jane Purdie	Project Officer, Wrexham (Strand 4)
Nicola Williams	Project Officer, Wrexham (Strand 4)

NB Some members left or joined over time