City and County of Swansea

Notice of Meeting

You are invited to attend a Meeting of the

Scrutiny Performance Panel – Service Improvement & Finance

At: Committee Room 5 - Guildhall, Swansea

On: Wednesday, 7 February 2018

Time: 10.30 am

Convenor: Councillor Chris Holley OBE

Membership:
Councillors: P Downing, P R Hood-Williams, L James, M H Jones, P K Jones, J W Jones, I E Mann, B J Rowlands and D W W Thomas

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Agenda

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1 **Apologies for Absence.**

2 **Disclosure of Personal and Prejudicial Interests.**
www.swansea.gov.uk/disclosuresofinterests

3 **Minutes.** 1 - 2
To approve & sign the Notes of the previous meeting(s) as a correct record.

4 **Public Questions**
Questions must relate to matters on the open part of the Agenda of the meeting, and will be dealt with within a 10 minute period

5 **Quarter 3 Budget Monitoring** 3 - 22
Ben Smith - Head of Financial Services & Service Centre

6 **Welsh Public Library Standards - Annual Performance Report 16/17** 23 - 66
- Karen Gibbins - Principal Librarian
- Frances Jenkins – Strategic Manager Tourism Marketing and Events
- Councillor Robert Francis-Davies – Cabinet Member for Culture, Tourism and Major Projects

7 **Work plan 2017/18** 67 - 70

Next Meeting: Monday, 12 February 2018 at 10.30 am

Huw Evans
Head of Democratic Services
Contact: Bethan Hopkins - 636292

City and County of Swansea

Minutes of the Scrutiny Performance Panel – Service Improvement & Finance

Committee Room 5 - Guildhall, Swansea

Tuesday, 12 December 2017 at 9.00 am

Present: Councillor C A Holley (Chair) Presided

Councillor(s)	**Councillor(s)**	**Councillor(s)**
P R Hood-Williams	L James	P Jones
I E Mann		

Officer(s)
Bethan Hopkins   Scrutiny Officer
Richard Rowlands   Strategic Delivery & Performance Manager.
Ben Smith   Head of Financial Services & Service Centre and Section 151 Officer

Apologies for Absence
Councillor(s): P Downing, M H Jones, J W Jones and B J Rowlands

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1   **Disclosures of Personal and Prejudicial Interests.**

None

2   **Notes, Conveners Letter and Response**

Approved

3   **Public Questions**

None

4   **Annual Review of Performance 2016/17**

- This is Swansea Councils account of progress in meeting last year's priorities set out in the Corporate Aims
- There will be a very similar report produced next year but it will as result of the requirement under the Wellbeing and Future Generations Act so there will be some differences
- Services submit self-evaluations scored on a matrix. The self-evaluations relate to activities under the Corporate Aims and these scores are reviewed by the Performance Team for accuracy and fairness

- The matrix was set up to create a consistent approach to scoring across all services
- The Panel highlighted safeguarding, improving pupil attainment, creating a vibrant and viable city, tackling poverty and building sustainable communities for comment
- Richard Rowlands commented that the self-assessment is only relative to the to the activities set out in the Corporate Aims, it is not an assessment of the overall picture or broader economic position
- Overall the comments were positive in relation to performance but there are some questions and comments which can be found in the letter

5   Quarter 2 Budget Monitoring

- Ben Smith came to discuss the Quarter 2 Budget Monitoring
- There is £12m in reserves with an estimated £8m overspend forecast
- The budget needs to be balanced year on year and not over a period of years
- Some areas (Social Care) has an element of increasing the budget at the start but generally this does not happen
- The summaries of overspends was discussed. This is a result of the pace and scale of saving not being achieved
- There is £500k grant money spare to cover some of the overspend but the grants are reducing in the coming years so this won't be available going forward
- The contingency fund is entirely committed for 2017/18 and this is mostly for ER/VR
- Generally there is underspend on capital but this is put fully into the earmarked reserves. This is to be used to help smooth impact of development spending
- There is no recommendation that any money be put into Corporate Services next year
- Every post has to go to Corporate Management Team for recruitment approval

6   Work Plan 2017/18

- Highways and Transport Commissioning Review to be scheduled March 2018
- An item on Budget Proposals will be added to the 10th January meeting and the Perception Survey item will move to March

Letter to Cabinet Member

The meeting ended at 10.15 am

Chair

**Report of the Cabinet Member for Service Transformation
& Business Operations**

Cabinet – 8 February 2018

Revenue and Capital Budget Monitoring 3rd Quarter 2017/18

Purpose:	To report on financial monitoring of the 2017/18 revenue and capital budgets, including the delivery of budget savings.
Policy Framework:	Budget 2017/18 Transformation and Future Council (Sustainable Swansea –fit for the future)
Consultation:	Cabinet Members, Corporate Management Team, Legal Services and Access to Services.
Recommendation:	It is recommended that the comments and variations in this report, and the actions in hand to address these, are noted.
Report Author:	Ben Smith
Finance Officer:	Ben Smith
Legal Officer:	Tracey Meredith
Access to Services Officer:	Sherill Hopkins

1. Background and Introduction

1.1 This report details forecast variations from the agreed budget for 2017/18, including the latest assessment of the delivery of savings.

1.2 In respect of Revenue Budgets, this report provides a consolidated forecast which combines:

- projected variations (mainly shortfalls) in relation to budget savings agreed by Council in February 2017

- Variations arising from other service pressures not directly linked to specific savings plans (e.g. increased demand)

1.3 The report includes comments from Directors in relation to the variations highlighted and the action that is in hand or proposed as appropriate.

2. Revenue Outturn Forecast Based on September Position

2.1 Appendix 'A' to this report details the approved Revenue Budget for 2017/18 and the forecast variation at this time.

2.2 Other than projected variations on Directorate expenditure, it is still too early to forecast variations that may arise on some significant Corporate items including the level of Council Tax collection (although it more often than not achieves a modest surplus) – it is assumed at the current time that these remain largely as per the approved budget.

2.3 The overall Directorate position is summarised below:-

DIRECTORATE

	FORECAST VARIATION 2017/18 £000	SAVINGS VARIATION 2017/18 £000	OTHER VARIATION 2017/18 £000
CORPORATE SERVICES (inc. all Business Support)	2,640	1,650	990
PEOPLE - POVERTY AND PREVENTION	-360	0	-360
PEOPLE - SOCIAL SERVICES	4,172	3,765	407
PEOPLE – EDUCATION	497	0	497
PLACE	0	3,794	-3,794
NET DIRECTORATE EXPENDITURE	**6,949**	**9,209**	**-2,260**

2.4 Directors' comments on the above variations are shown at Appendix B :-

2.5 Within the *Sustainable Swansea* Delivery Programme, work continues to develop service delivery plans that will include all savings requirements across all strands. This includes the cross cutting nature of new reviews as well as the completion of current in-flight reviews.

2.6 The above potential overspend remains a significant risk and needs to be addressed on a whole Council basis as it is unlikely at the present time that alternative savings

will be deliverable within budgets during the remaining few months of the financial year. A number of the overspend items follow on from the outturn position for 2016/17 and need to be considered in the light of the forecast savings going forward within the 2018/19 budget, Medium Term Financial Plan, and the cumulative effect of non-achievement savings on the MTFP deficit going forward.

2.7 Corporate Management Team has re-enforced the current arrangements for budget monitoring in particular :-

- focus on corrective action;
- increased control;

2.8 Offsetting opportunities do exist to ameliorate some of the identified service pressures, totalling at least £0.946m, as follows.

- Some £1m was set aside in the budget for the potential costs relating to the impact of the Apprenticeship Levy. The final costs relating to this levy will only be known once final employee related costs are calculated at the year end. Based on the initial costs for the first half of the year it is likely that the entire allocation will be required as a minimum. Should this not be the case then any saving will be proposed to be used to further mitigate service pressures.

- In setting the budget for 2017-18 it was anticipated that several specific grants could be reduced as part of the overall funding package from Welsh Government and a contribution to the reserve established in 2016-17. In the immediate aftermath of the "Brexit" result of the EU referendum, there are ongoing future uncertainties over long term wider grant funding. The budgeted contribution in 2017-18 is £0.946m. Should all of this in year contribution not be required then it could be utilised to offset, as a one off, an element of the current potential overspend for 2017-18. At this stage of the year it is assumed that the full £0.946m will be available to partially mitigate the forecast overspend.

2.9 Conversely, it should be noted that on basis of bids already committed to the Council's existing Transformation Fund reserve this remains wholly committed and cannot therefore be used to fund further transformative work unless and until monies advanced for existing plans start to crystallise additional and significant savings to pay back to the fund, not merely help unlock already planned budgeted savings.

3. Contingency Fund Provision for 2017/18

3.1 There is no carry forward of previous years underspends into the contingency fund for 2017/18. As such, the contingency fund is set at the £5.4m contribution set out in the budget report approved by Council on 23rd February 2017.

3.2 The current potential calls on the contingency fund for 2017-18 are:-

Contingency Fund 2017/18	Prediction 2017/18 (£m)
Contribution for year	5.400
Balance to fund ER/VR	-3,386
Community Budgets	-44
Part Reinstatement of Parks Savings	-47
Pathologists	-136
DoLS legal	-63
City Deal – CCC top slice	-50
DoLS Social Services	-285
Legal IGU and PSB Support	-37
City Centre Regeneration team	-450
Waste vehicle replacement underwrite	-237
Interim arrangements – finance and service centre	-20
Swansea market initiatives	-75
Social Services bringing forward recruitment re invest to save proposals	-70
Corporate Building Services additional back-pay	-500
Balance 31st March 2018	**Nil**

The above table lists potential calls on the budgeted contingency fund. The final amounts will be dependent on a number of factors during the year including speed of implementation, actual costs/commitments incurred, final Directorate outturn position. Updates will be provided during the financial year as part of the routine quarterly reporting to members

Any departures under ER/VR in 2017-18 are again currently planned to be charged to the contingency fund as a one off cost to release future revenue savings. It would be prudent given the experience in 2016-17 and the accelerated budgetary savings pressures likely to bear upon the authority to assume the in year call on the contingency for the purposes of funding ER/VRs to be at least £7m, even at this half year stage. This amount clearly exceeds the current amount available in the contingency fund as detailed above. Therefore, any excess cost will fall to the Restructuring Reserve. At this juncture, it is likely that some further £4m, as a minimum, will be required from this reserve in 2017-18.

The S151 officer proposes to reserve his final position on the recommended levels of use of the restructure reserve and contingency fund until the success or otherwise of reducing the forecast overspend is known at year end. One clear option available would be instead to charge the whole costs of ER/VR in 2017/18 to the restructure reserve. Whilst this change in past custom clearly uses up a larger element of the restructure reserve faster than would be at all desirable it would "free up" £3.4m of the

contingency fund which would then be used to offset in year the overspend and significantly slow any potential draw from general fund reserves at outturn from a forecasted above £6m to below £3m in 2017/18.

3.3 The initial scale of potential overspends for 2017/18 remain significantly in excess of any potential sums available to offset that shortfall. The current indication is that there still needs to be urgent and decisive action to pursue additional savings across the Council, as even if not now achievable during 2017/18, they need to be ready for 1 April 2018.

3.4 The action being taken includes working through existing plans on an accelerated delivery basis :

- Management and Business Support Review: ongoing comprehensive review of the management structure across the Council and future requirements given the Council's priorities, future challenges and the changing nature of the role of managers
- Reducing the Pay Bill: review of options to reduce employee costs across the Council as part of our overall future workforce strategy (subject to trade union consultation at the appropriate time)
- Commercialism through third party Procurement Savings and Income Generation: review of further options to increase income from fees and charges, trading etc, in addition to the targets already set for 2017/18
- Progressing Commissioning Reviews and Cross Cutting Themes.
- Implementation of the Leading Learners transformation programme for Education that outlines a range of projects.
- Further implementation of the Adult Services Saving Plan through which we have identified mechanisms for bringing down overall costs.
- Strengthening and tightening further the extant spending restrictions which have been reviewed, refreshed and reissued by Corporate Management Team.

3.5 It should be noted that at this time, although the Council continues to pursue a number of VAT related claims, and some are more advanced than others, there is NO certainty of substantial windfalls from VAT refunds or any other external source being received in the current year.

4. Revenue Budget Summary

4.1 The position reported above reflects the best known current position. A net £6.9m of shortfall in revenue budgets, offset by, a one off, £0.9m of identified additional savings. This leaves a forecast overall £6.0m overspend forecast for the year at the end of the third quarter.

4.2 Corporate Management Team have reinforced the expectation that overall net expenditure must try to be contained within the limits of the current year budget as set by Council. Where that is not possible in year then the next course of action is to rebase budgets in time 2018/19. This is proposed to be achieved by a combination of additional budget recommended by Cabinet to go into social services (broadly equal to the now lower level of current year forecast overspend) and rapid, permanent reductions in corporate services budgets which the Corporate Director (Resources) has undertaken to fully achieve by 1 April 2018. It is envisaged that the overspend in

Corporate Services will be largely addressed by the implementation of the final phase of the Business Support Commissioning Review agreed previously by Cabinet in 2016 which sees the Council adopt a 3 tier/business support hub model.

4.3 As previously mentioned, it is too early to provide an accurate forecast as to the potential outturn on corporate items such as Council Tax collection which is in itself potentially affected by the effects of welfare reform measures, but offset by an often increasing tax base.

4.4 Included in the projected budget for 2017/18 for other corporate items were budgeted increases in capital finance charges, recognising the need to commence funding for the ambitious Capital Programme. As previously reported in Quarter 2, it is deemed prudent to report a £2m underspend on the projected budget. However noting the projected upward pressure on interest rates in the coming months and years, and the ongoing scale of likely capital investment, which in the case of the City Deal is likely to be significantly in advance of grant part funding, it is prudent to commit this £2m underspend to an equalisation reserve to deploy when capital is ultimately drawn down and needs to be serviced. This approach was agreed by Council in its review of reserves.

4.5 The overall judgement at this point is that there remains urgent need to identify significant additional budget savings across all Council Services to improve the 2017/18 position. Based on the level of the current forecast this achievement for 2017/18 is looking unlikely given the few remaining months of the year in which to make such cost reductions. In forming this view it is noted that this is a decrease in the forecast overspend position when compared to the second quarter, however, it still remains a significant budget issue for the current and future years.

4.6 There remains a degree of confidence that some further minor inroads can be made into the forecast overspend position by ongoing management and member action. Equally, the scale remains such, that it would be on balance very unlikely that spending can be fully contained in year. Attention has therefore equally been focussed on rebasing 2018/19 budgets in corporate services (cost reductions with effect from 1 April 2018) and social services (additional budget proposed).

4.7 Furthermore there are increasing risks around building general inflationary pressures and the potential for feed through effects to current and future public sector pay awards which are set at national level (e.g.; recent settlements for firefighters and teachers and a proposed higher than expected local government pay offer) which if not fully felt in terms of impact in the current year will further add to spending pressures in next year's budget, especially if, as now looks confirmed, not directly funded by any increased government grant support.

4.8 Detailed monitoring of budgets will continue to be carried out and reported to Departmental Performance and Financial Management meetings on a monthly basis. As there is no significant improvement in the overall forecast compared to the second quarter forecast additional measures, as set out above, have been implemented in order to seek to move closer to a balanced budget for 2017/18 and equally importantly to rebase the budget position for 2018/19.

5. Capital Budget

5.1 Expenditure to 31st December 2017 is £54.131 million, summarised as follows:

Directorate	Budget 2017/18	Actual to 15/12/17	% spend
Corporate Services	2,785	1,168	41.9%
People	12,773	7,524	58.9%
Place (General Fund)	50,452	16,488	32.7%
Place (HRA)	51,886	28,951	55.8%
Total	**117,896**	**54,131**	45.9%

Expenditure on major capital schemes is detailed in Appendix C.
* Figures based on actual spend to 15 December 2017 which may only have 7 or 8 months costs relating to external invoices.

6. Housing Revenue Account

6.1 There is a forecast underspend of £100k for HRA Revenue management and maintenance costs mainly as a result of lower than expected employee and supplies spend. The additional revenue costs resulting from work undertaken with regard to fire safety will be met from existing budgets.

6.2 In addition, current forecasts in relation to the capital spend on the Housing Revenue Account indicate that there is likely to be slippage in the original budgeted spend from 2017/18 into later years. Budget changes will be reported within the HRA Capital report due to go to Cabinet in February. As a result, there will be a reduced borrowing requirement compared to the original budget and a forecast reduction in borrowing costs of £250k.

6.3 The additional capital costs relating to the installation of sprinklers in high rise blocks will be met from savings on other capital schemes.

7. Legal Issues

7.1 There are no legal issues contained within this report.

8. Equality issues

8.1 The Revenue budget of the Council was approved following the application of the corporate Equality Impact Assessment (EIA) process throughout the Budget setting process. It is essential where service levels are affected by changes to the Revenue Budgets (including savings options) that the EIA process (alongside consultation and engagement as appropriate) is applied to ensure due regard is paid to the potential equality impacts of any proposals prior to decision making.

Background papers: - None

Appendices: Appendix A – Revenue Budget forecast 2017/18
             Appendix B – Directors comments on variances
             Appendix C – Commentary on Savings Tracker
             Appendix D – Savings tracker chart
             Appendix E – Savings tracker summary
             Appendix F - Expenditure on major Capital Schemes

REVENUE BUDGET PROJECTION QUARTER 3 2017/18

DIRECTORATE	BUDGET 2017/18 £000	PROJECTED 2017/18 £000	VARIATION 2017/18 £000
CORPORATE SERVICES	44,054	46,694	2,640
PEOPLE - POVERTY AND PREVENTION	6,527	6,167	-360
PEOPLE - SOCIAL SERVICES	101,552	105,724	4,172
PEOPLE – EDUCATION	164,373	164,870	497
PLACE	52,370	52,370	0
NET DIRECTORATE EXPENDITURE	**368,876**	**375,825**	**6,949**
SPECIFIC PROVISION FOR APPRENTICESHIP LEVY	1,000	1,000	0
OTHER ITEMS			
LEVIES			
SWANSEA BAY PORT HEALTH AUTHORITY	84	84	0
CONTRIBUTIONS			
MID & WEST WALES COMBINED FIRE AUTHORITY	12,275	12,275	0
CAPITAL FINANCING CHARGES			
PRINCIPAL REPAYMENTS	15,316	14,316	-1,000
NET INTEREST CHARGES	15,893	14,893	-1,000
NET REVENUE EXPENDITURE	**413,444**	**418,393**	**4,949**
MOVEMENT IN RESERVES			
GENERAL RESERVES	0	0	0
EARMARKED RESERVES	4,953	6,007	1,054
TOTAL BUDGET REQUIREMENT	**418,397**	**424,400**	**6,003**
DISCRETIONARY RATE RELIEF	400	400	0
TOTAL CITY AND COUNTY OF SWANSEA REQUIREMENT	**418,797**	**424,800**	**6,003**
COMMUNITY COUNCIL PRECEPTS	965	965	0
TOTAL REQUIREMENT	**419,762**	**425,765**	**6,003**
FINANCING OF TOTAL REQUIREMENT			
REVENUE SUPPORT GRANT	231,170	231,170	0
NATIONAL NON-DOMESTIC RATES	79,531	79,531	0
COUNCIL TAX - CITY AND COUNTY OF SWANSEA	108,096	108,096	0
COUNCIL TAX - COMMUNITY COUNCILS	965	965	0
TOTAL FINANCING	**419,762**	**419,762**	**0**

Directors comments on budget variances   **Appendix B**

Director of Corporate Services

Variance	£000	Explanation and Action
Savings Variation		
Comms & Consultation :		
Creation of a single Comms & Marketing function.	100	This saving has been reviewed in light of changes across the Council as a result of Commissioning Review recommendations.
Performance :		
Consolidation of Performance reporting functions : Council wide	115	This saving has been reviewed and will be delivered. The issue is one of timing as the saving will not be achieved until 1st April 2018.
Sustainable Swansea (Directorate Target) :		
Business Support	1,000	As highlighted in the last two quarterly reports, Directors have been working together to ensure a corporate approach to Business Support, including how this target can be met through federated delivery of the Business Support model and associated savings. The project plan also contains other areas of transformation to deliver the saving including: Vacancy and contract management, savings as a result of changing the way the Council works with suppliers, in a way which helps both parties. Pilots have already started. This saving will be made by Corporate Services by 1st April 2018.
Senior Staff savings	435	The Directorate has identified where savings need to be made across Services. The timing of delivery has been the main issue.
Other Variation		
2016-17 workstream savings un-achieved. Training, Lean Systems & Terms & Conditions	990	The Directorate has identified where savings targets have not been achieved and carried forward. Some of the savings have not been achieved due to timing, where others are as a result of changes in the environment. The Directorate has a plan to ensure the savings are delivered by the 1st April 2018.

As a result of pro-active budget management some areas may produce additional underspends by the year end which may be able to further mitigate the above current forecast. There are some rising contract costs , which are outside the Councils control

which may also have to be met by the year end. Decisions have been made in the current financial year to mitigate the overspend currently being reported and this will be reflected in the next year's base budget.

Director of People

Social Services

Variance	£000	Explanation and Action
Savings Variation		
Review of contracts and efficiencies	170	Work in this area has had some success, but further detail remains
Use of Direct Payments	570	Challenging targets have been set for the use of Direct Payments as an alternative to more traditional services.
Additional Income	708	Increased charges and robust processes have had a positive effect on the department's income levels. The introduction of the Abacus System in December will have an immediate and ongoing positive impact
Domiciliary Care – Reduction in use of double handed calls	450	Work in this area is projected to achieve significant in year savings although a deficit remains.
Outcome based assessments	700	Savings will be achieved due to ongoing Western Bay work. All opportunities for further savings will be reviewed although the pressure of cases coming through transition remains.
Maximising Health Contributions to Packages of Care	529	Work to achieve this is ongoing, although it must be recognised that our Health Partners are in a similar financial position and have similar aims for this area
Child and Family - Safer LAC Reduction	638	Whilst the Safer LAC reduction scheme remains a success story for the Department, an increase in certain placement types combined with a reduction in placements with an element of cost recovery presents a pressure.
Other		
External Domiciliary Care	577	These areas are exposed to both demographic and cost pressures. Work to ensure all placements are appropriate and cost effective continues with commissioning reviews pending.
External Residential Care	897	
Internal Staffing and Services	-1,023	Tight vacancy/contract management and the use of grant funding has provided opportunities for underspends in this area.
Third Party Spend	-141	
MHLD Complex Care	1,147	This is a continuation of the previous year's overspend and remains an area of significant pressure. Additional budget has been allocated to this area as a result of grant funding from Welsh Government
Looked After Children and Special	578	This is a continuation of the unachieved saving and is due to pressure on prices and demand. .

Guardianship Orders		
Additional Grant Income	-700	The receipt of unbudgeted grant income has offset some pressures.
Balance Sheet Adjustment	-928	A review of the balance sheet provides a one off opportunity to use dormant balances to support the current year's revenue position.

The Social Services position is primarily due to structural budget issues and large shortfalls in planned savings for the year Significant management action has been taken to improve this position in year.

Education

Variance	£000	Explanation and Action
Continuing pressures from 2016-17		
One to One - Special Schools / Specialist Teaching Facilities	480	Delegation of one to one support for Special Schools under consideration for April 2018 but some pressures will continue and require tighter oversight and scrutiny to confirm underlying trends
Structural Budget Pressures	17	Ongoing issues carried forward from the previous financial year
Special Needs Transport Costs	588	This remains the most significant area of concern as it is inherently volatile and effectively uncontrollable and expectations continue to be raised by Welsh Government and through legal challenges
Non-Delegated Cost Pressures	240	Tighter monitoring and scrutiny of these areas may mitigate the pressures to some extent
Unachievable allocated corporate targets from 2016-17	205	Pro rata allocation of corporate savings targets remain undeliverable (Corporate terms & conditions, LEAN, Training etc.) and will require alternative savings to be identified in addition to existing Education specific MTFP targets. Cloud savings through corporate IT remain a further risk.
Total Pressures	**1,530**	
Continuing managed savings from 2016-17	-451	Mitigation of pressures by continuing impact of robust scrutiny of spending across all service areas
Further anticipated managed savings	-582	Additional anticipated but largely one-off savings
Total Managed Savings	**-1,033**	

There are further areas of uncertainty, particularly the level and cost of Out of County places which remains inherently volatile, the impact of the new model of EOTAS provision, and the impact of any further backdating of increases in business rates on school premises.

Poverty & Prevention

Variance	£000	Explanation and Action
Tackling Poverty Unit/Adult Prosperity & Wellbeing Manager	-120	Delay in recruitment & restructure from Tackling Poverty Unit to new Adult Prosperity and Wellbeing Manager has contributed to this underspend. Further underspend has been contributed to as we maximise the funds we can claim through WG grant in Q3 and Q4
Child Poverty Projects	-80	This budget is in place to support Child Poverty Projects as need arises. Grant funds are utilised fully in replace of core spend in this area; therefore there has been no significant call on this budget to date.
Young People's Services	-40	Small projected underspend due to timing of recruitment and selection process and maternity leave
Early Intervention Services	-40	Small projected underspend reflects miscellaneous savings and the impact of an unanticipated core budget transfer for one member of the Family Wellbeing team included in Families First budget profile 17/18
Partnership & Commissioning	-30	Early identification of projected savings for 18/19 due to maximising Home Office Grant Claim in 17/18
Joint People Directorate Commissioning	-50	Budgets have been pooled from across the Directorate to facilitate joint commissioning activities, however due to timing of sign off and to allow for a co-productive procurement exercise this budget will not be realised in 17/18 , therefore an in year saving will be made.

Work is ongoing to ensure budgets are profiled to maximise use of grant and to eliminate overspends in service areas. All savings for 17/18 have been applied to budgets and achieved.

Director of Place

Variance	£000	Explanation and Action
Savings Variation		
Cefn Hengoed	45	Budget removed, remains in operation by Leisure
Plantasia	100	Unachieved RAG savings as remains in operation.
Parks	23	Reduction in seasonal staff – not implemented.
Cleansing	17	7 day working – delay in introduction.
CB&PS – Develop mobile working and technological support	100	Delay in IT implementation

CB&PS – Asset reductions in line with commissioning reviews	200	Budget reductions over the last two years have been made on the basis of assets reductions in line with commissioning reviews, these have not been realised and therefore projected over spend is forecast.
Senior Staff Review	171	Unachieved saving due to "double counting" commissioning review savings in Culture and Leisure
Depot Saving	250	Unachieved saving due to delay in securing alternative premises now identified
T&C's	375	Unachieved saving as no changes made to corporate T&Cs
Commercial	1,150	Unachieved saving/savings achieved under individuals commissioning reviews
Total Savings	**2,431**	
Other Pressures		
Park & Ride	184	Income shortfall and Bus Operator overspend.
Bridges & Structures Team	70	Income shortfall
Highways Recycling	100	Termination of recycling arrangement
Highways back pay	257	Costs to be borne by Service – no corporate budget available
Waste Management	400	Vehicle Maintenance/Hire overspend less Landfill Tax underspend
Social Services Transport	352	Overspend on vehicle maintenance, hire & fuel budgets.
Total Other Pressures	**1,363**	
Mitigation		
CB&PS – general underspends	-540	Guildhall, Mail Room, Corporate Cleaning, Strategic Estates and Corporate Properties.
Overlap budgets	-1,393	Overlap across the various Sustainable Swansea work strands.
Accommodation Strategy	-200	Over achievement of savings.
Transport Support	-180	Underspend on Community Transport, Concessionary Fares and surplus income.
Marina	-248	Underspend maintenance budgets (set aside for Capital improvements but can't be committed until overall Directorate position clear).
Housing & Public Protection	-350	Housing General Fund, Housing & Public Health, Pollution Control and Registrars, primarily from additional income.
Property Development & Physical Regeneration	-125	Overachieved income (St David's Shopping Centre).

Other general underspends	-404	Various other underspends across Place
Total Mitigation	**-3,440**	
Latest year end forecast overspend	354	

The current projection shows an overspend of £354k at end of month 8 which is being used to assess year end final out-turn. Heads of Service have been tasked in identifying options to offset the anticipated £354k overspend and return a balanced budget at year end. The assumption contained within table 2.3 and Appendix A is therefore, for a balanced budget by the year end. Progress will continue to be closely monitored over the remainder of the current financial year.

Overall Target

The overall target was set by Council on 23/02/17. Taking into account the various savings streams (service savings, cross cutting savings, stopping services, increased council tax resources and unpicking some of the overlaps across streams) a stretch target equivalent to £18.727m is needed to balance the budget on its own. This tracker was predominantly compiled in early December towards the end of the first quarter.

Firm/To date

A strict interpretation of "firm" has been used. To qualify budget must have been allocated, removed and actual practical steps delivered to achieve the planned saving. **NON DELIVERY OF ORIGINAL SAVINGS**

Forecast

The overall weighted forecast is 67%, so very significantly short of where we should be. There is some progress on most areas of savings but limited delivery significant savings in the service savings, especially in Corporate Services and Social Services (both of which are consequently reporting significant over spending) and in senior staff savings in Corporate Services. **SOME LARGE GAPS**

Service Savings

There are gaps in assured and evidenced savings across two directorates, Social Services and Corporate Services . These are significant enough to indicate that the overall budget will remain overspent by year end. **SUBSTANTIALLY BELOW TARGET**

Senior Staffing

Of the £2.5m savings target set at budget, there is remains significant slippage in one directorate, Corporate Services. **SIGNIFICANTLY BELOW TARGET**

Delivery Strands

All now fully allocated into services - no cross cutting unallocated strands remain. **NO LONGER APPLICABLE**

Other Savings

The nature of these savings is that they are mostly fully assured right at the start of the year. The major exception is Council Tax which ultimately depends upon collection performance. It is also where mitigating actions taken to address gaps elsewhere are likely to be recorded as the year develops **TARGET MET**

Risks and Issues to Address This Time

Overall rate of progress is significantly below expectation and is therefore again red flagged for the whole year .

The risks are predominantly around assuring progress is actually occurring on Service Savings savings. Reassurance and revalidation work will be essential in the final quarter to ensure all savings are being fully captured.

Cabinet will in due course be advised of the third quarter position, which taken together with emerging additional overspends in Corporate Services, Social Services and, to a lesser extent, Education means that urgent action must continue to be taken on service spending.

Spending restrictions remain in place and will need to do so all year.
Immediate effort has been directed to:
Reminding every Head of Service they have NO authority to overspend and must take all endeavours to balance their budgets
Freezing recruitment to all but utterly exceptional circumstances posts
Stopping all overtime bar utter exception
Freezing all discretionary spend

Comments and feedback from PFMs

None to date
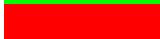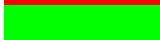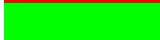
	£'000			£'000			£'000			To date	Forecast
Target	**18,727**		**To date**	**9,258**		**Forecast**	**12,552**		**Delivery**	**49%**	**67%**

	Target £'000	Forecast £'000	Firm £'000
Service Savings	12,252	6,438	4,994
Staffing	2,465	2,104	1,625
Other savings	4,010	4,010	2,640
Total	**18,727**	**12,552**	**9,258**

Service Savings	Target £'000	Firm £'000	Forecast £'000	Target Met		Assessment
Corporate Services	1,565	233	210	13%	🟥	RED
Education	314	194	314	100%	🟩	GREEN
Social Services	6,712	1,757	2,897	43%	🟥	RED
Poverty and Prevention	243	223	243	100%	🟩	GREEN
Place	3,418	2,587	2,774	81%	🟧	AMBER
	12,252	**4,994**	**6,438**	**53%**	🟥	RED

Senior Staffing	Target £'000	Firm £'000	Forecast £'000	Target Met		
Corporate Services	735	296	394	54%	🟥	RED
Education	98	98	98	100%	🟩	GREEN
Social Services	764	409	764	100%	🟩	GREEN
Poverty and Prevention	146	146	146	100%	🟩	GREEN
Place	722	676	702	97%	🟩	GREEN
	2,465	**1,625**	**2,104**	**85%**	🟩	GREEN

Other savings	Target £'000	Firm £'000	Forecast £'000	Target Met		
Council Tax (net)	3,263	1,893	3,263	100%	🟩	GREEN
Net levy savings	0	0	0	100%	🟩	GREEN
Reduced contingency fund	47	47	47	100%	🟩	GREEN
Use of Insurance Reserve	700	700	700	100%	🟩	GREEN
Use of General Reserves	0	0	0	100%	🟩	GREEN
	4,010	**2,640**	**4,010**	**100%**	🟩	GREEN

GRAND TOTAL	**18,727**	**9,258**	**12,552**	**67%**	🟥	RED

Classification		Jun	Sept	Dec	Mar
RED	Forecast below target by	30%+	20%+	15%+	5%+
AMBER	Forecast below target by	15-30%	10-20%	5-15%	0-5%
GREEN	Forecast below target by	15%	10%	5%	0%

	Capital expenditure on major schemes to 15 December 2017 (where spend greater than £250k)	£000's
People	YGG Lon Las Primary School new build	353
People	Pentrehafod Comp School Remodelling	5,202
People	Residential home for young people	314
Corp	Telephony System Replacement	363
Corp	Agile working laptops	423
Place	Waste - Tir John cell 16 (funded by provision)	394
Place	Waste - purchase existing generating station	1,135
Place	Culture & Tourism - 3G Pitch Morriston	258
Place	Culture & Tourism - 3G Pitch Penyrheol	645
Place	Highways & Transport – carriageway resurfacing	1,149
Place	Highways & Transport – invest to save schemes	933
Place	Corporate Building and Property Services	3,421
Place	Penybryn modular building	256
Place	Housing GF - Disability Facilities Grants	2,805
Place	Housing GF - Sandfields	390
Place	Housing GF - Mini Adaptation grants	349
Place	Housing GF - Houses into Homes loans	358
Place	Regeneration - Swansea Central	1,513
Place	Regeneration - Demolition of Oceana	391
	General Fund Total	**20,652**
HRA	HRA Adaptations programme	1,850
HRA	HRA Kitchens & Bathrooms	15,669
HRA	HRA Boiler replacements	1,020
HRA	HRA wind & weatherproofing (including High-rise flats / Llanllienwen / West Cross)	6,283
HRA	HRA repairs & improvements (including Easiform Sketty & Winch Wen)	1,338
HRA	HRA External Facilities	853
HRA	HRA More Homes	1,593
HRA	HRA other schemes	345
	HRA Fund Total	**28,951**
	Total schemes (GF and HRA)	**49,603**

Please do not use headers and footers on the report.

Cyngor **Abertawe**
Swansea Council

Report of the Principal Librarian

Service Improvement and Finance Scrutiny Performance Panel – *7th*
February 2018

Position statement for Swansea Council Libraries performance in relation to Welsh Public Library Standards (WPLS) 2016 – 17.

Purpose:	To provide the Scrutiny Panel with a report on the current position of Swansea Council Libraries performance in relation to the Welsh Public Library Standards (WPLS) 2016 – 17.
Content:	This report presents an overview of the current legislation and explanation of the current Welsh Public Library Standards framework together with a position statement for 2016 – 17.
Councillors are being asked to:	Councillors are asked to note the report and provide comment where appropriate.
Lead Councillor:	Councillor Robert Francis-Davies, Cabinet Member for Culture, Tourism and Major Projects
Lead Officer & Report Author:	Tracey McNulty, Head of Cultural Services Karen Gibbins Tel: 01792 636329 E-mail: karen.gibbins@swansea.gov.uk
Legal Officer: Finance Officer:	

1. Background

1.1 The Public Libraries and Museums Act 1964 makes it a statutory duty of all local authorities to "provide a comprehensive and efficient library service for all persons desiring to make use thereof".

In order to help define the terms "comprehensive and efficient", and to encourage and facilitate a development strategy for Welsh public libraries, the Welsh Government embarked on a series of assessment frameworks. The first Standards framework began in April 2002 and

since then a further four frameworks have been in force, with each framework changing over time in relation to the current economic, political and professional trends within the sector and wider Welsh Government agenda.

The fifth framework entitled "Libraries making a difference" is attached in Appendix A. This is the third and final year of the fifth framework of the Standards which covers the period 2014 - 2017. The framework consists of 18 core entitlements and 16 quality indicators, 7 of which have set targets upon which the authorities' performance is evaluated.

2. Current position – Welsh Public Library Standards (WPLS)

2.1   Swansea Council Libraries submitted its final response to the WPLS in June 2017. Museums Archives Libraries Division (MALD) have responded to the submission and a copy of the response is attached in Appendix B. The response underlines the current position of the library service within the final year of this standards framework.

2.2   Swansea Council Libraries met all of the 18 core entitlements in full. Out of the 7 targeted quality indicators, Swansea achieved 3 in full, 3 in part and did not meet 1. As a comparative indicator, the highest number achieved by a local authority was 7 (only one authority) and the lowest was 1.

2.3   The response stated that Swansea's return showed a continued strong performance on many of the traditional indicators of use, with high levels of active borrowers and audio-visual issues and also referenced good evidence of customer engagement. The case studies evidencing this can be found in Appendix C.

2.4   There were some areas of concern, such as declining expenditure on Welsh language items, low levels of staff per capita and low levels of staff training.

3. Areas of good performance

3.1   Physical visits to libraries have remained on a similar level to 2015 -16, ranking 6 out of 22 amongst libraries in Wales. Levels of active borrowers are the 3rd highest in Wales. Audio-visual and electronic issues per capita are the second highest in Wales and the service was commended for this within the assessment report from Welsh Government.

3.2   Customer satisfaction levels remain high, including 99% of customers saying that customer care is 'very good' or 'good'. On average, children rated the library they use as 9 out of 10, compared to 8 out of 10 in the previous survey carried out.

3.3 Swansea Libraries has improved performance on last year's return in supply of requests. 78% of requests are now available within 7 days, ranking 3 out of 21 in Wales.

3.4 Wifi provision has now been extended to all Swansea Libraries, an improvement on last year.

4.   Areas for highlighted for improvement

4.1 Declining levels of expenditure on Welsh language items was highlighted in the assessment report, with spend on material falling by 24% compared to last year. Some of this can be attributed to under reporting in the submission, however, this has been identified as a priority area for next year. Although demand for Welsh stock is low, all libraries have small collections, with larger collections being held at Central, Morriston and Clydach. Spend is prioritised around Welsh learners and young children.

4.2 ICT facilities do not meet the target set by the WPLS. This can be attributed to space constraints at smaller libraries. Swansea Libraries, however, have extended wifi provision to all libraries and use of available time on static PCs is ranked 7 out of 21 in Wales. Wifi use has increased across libraries and all libraries also have iPads for public use which are not included figures for networked public access computers.

4.3 Staffing levels remain below target, although it should be noted that they remain the 3rd highest in Wales. Staff with professional library qualifications also failed to meet the target and this figure is not expected to improve due to further reductions in management posts.

4.4 Staff training is referenced as an area of concern and this target was missed. This was due to increasing difficulty in releasing frontline staff and high staff turnover due to short term and temporary contracts. There is an element of under reporting the levels of training attended by staff and the library service has undertaken steps to rectify this for the next framework.

5.   Looking forward

5.1 From April 2017, Welsh Government introduced the sixth framework of Welsh Public Library Standards, Connected and Ambitious Libraries. The framework consists of 12 core entitlements and 16 quality indicators upon which the authorities' performance is evaluated.

5.2 Managers in the library service have attended training sessions arranged by Welsh Government in order to ensure that the reporting is robust and accurate. Measures have been put into place to ensure data gathering more accurately reflects service performance.

5.3   A greater emphasis has been placed on health and well-being within the WPLS, and the library service has ensured that service delivery reflects these changes through targeted health and well – being collections and events in libraries.

5.4   The new framework also challenges libraries to increase the number of events targeted at groups of people with specific needs, such as physical and health impairment, economic disadvantage (e.g. long-term unemployed), cultural difference (e.g. non-native speakers, new arrivals), educational background, or other circumstances that require special library services. Swansea Libraries are piloting new evaluation methods in order to capture the data needed to meet this quality indicator.

5.5   Swansea Libraries will continue to strive to improve the service's performance against the WPLS, with improved data gathering and more targeted events.

6.   Legal Implications

6.1   There are no legal implications.

7.   Financial Implications

7.1   There are no financial implications.

Background papers: *none*

Appendices:

Appendix A: Libraries making a difference. *The fifth quality framework of Welsh Public Library Standards 2014-2017.*

Appendix B: Welsh Public Library Standards 2014-17. *City and County of Swansea Annual Assessment Report 2016-17.*

Appendix C: Case studies submitted as part of the WPLS annual return for 2016 – 17.

Libraries making a difference

Llywodraeth Cymru
Welsh Government

www.cymru.gov.uk

The fifth quality framework of Welsh
Public Library Standards 2014-2017

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I know from my many visits and from meeting people at events that the public library is a very important and valued service at the heart of communities. It provides a friendly space for learning and leisure, for meeting people and taking part in events. The modern library is also available 24/7 through online services such as e-books, e-magazines, and other digital resources. In poorer parts of Wales, libraries provide vital free access to digital services including information about welfare benefits and jobs.

The economic forecast for the next three years represents a challenge for us all. I appreciate that local authorities will have to make difficult decisions about the services they provide. However, public libraries are a statutory service as laid out in the *Public Libraries and Museums Act 1964*. For over a decade the Welsh Government has implemented successive assessment frameworks which have helped bring a more consistent level of public library provision across Wales. I want everyone in Wales to continue to benefit from effective and relevant public library services and resources.

April 2014 sees the start of the next assessment framework. It has been prepared in consultation with the library sector and local authorities and reflects not only the difficult economic future, but also sets some aspirational targets. The framework includes impact and outcome measures for the first time. This will help to reveal the wide range of benefits that can result from using the public library service such as improvements to people's literacy skills, digital skills and health and wellbeing.

I am therefore pleased to publish this fifth framework of the Welsh Public Library Standards and to also acknowledge the continuing partnership between the Welsh Government and local authorities. Together we can work to ensure that library services in Wales remain at the heart of our efforts to improve the lives of the people of Wales.

John Griffiths AM
Minister for Culture and Sport
April 2014

1. Introduction

"Public, educational, and workplace libraries, are at the heart of their communities. The very reason for their existence is to inspire and assist people to make a positive difference to their lives. Libraries contribute to the social, educational, cultural and economic well being of the people of Wales."[1]

1.1. The benefits of using public libraries

Library service engagement with individuals and with the wider community drives benefits in many of the Welsh Government's outcome areas such as literacy, digital inclusion, cohesive communities, poverty, and health and well being. How the library interacts with its stakeholders – chiefly the users (and potential users) of the service – is key to the provision of a quality service. User perceptions of the services available derive from their experiences. Libraries which engage appropriately with their customers will provide the maximum benefits both for individuals and the community. As well as providing training and learning support for individuals, libraries contribute to society in other ways, such as providing access to computers and e-government for digitally excluded members of the community.

The public library may be the only place in the community where users can spend time in a safe and neutral environment. Supporting job-seekers in their search for work contributes to the local – and national – economy. By providing specialist facilities and services for those in the community who might have special needs, libraries contribute to health and well-being. Such benefits will only be achieved if the library provides equality of access for all. Much information is now more easily accessible online, and some is only available online, and libraries are uniquely positioned to facilitate access to resources which may be too costly for individuals (e.g. the cost of the basic hardware, Internet access or the resource subscription).

Libraries play a key role in providing information, promoting knowledge and developing skills for people of all ages and all walks of life. From children's first steps in listening to stories and learning to read, to providing quiet spaces for study, and supporting older people in using new technologies, libraries contribute to the delivery of literacy targets, information literacy and digital inclusion.

Good libraries play an important part in shaping people's views of their local authority. In order to deliver quality, sustainable services to the public, libraries need active leadership and a programme for development enabling them to respond in a timely way to the changing information and cultural needs of their local communities. Staff must have the skills, knowledge and confidence to deliver services and meet customer needs, demonstrated by appropriate professional qualifications. Libraries have the opportunity to contribute to a range of wider local and national government agendas, but this will only happen if the library is pro-active in promoting its role, based on a strong vision linked to those agendas.

1.2. What this means for the people of Wales

The fifth framework of Welsh public library standards comprises 18 core entitlements and 16 quality indicators to monitor how well library services realise these benefits for the people of Wales. The mapping between benefits and indicators is not a simplistic one, as measuring outcomes and impacts at a service-wide level cannot be achieved directly, but must be inferred from broader indicators. The table below shows the indicators in this framework which are most directly related to some of the key benefits of using public libraries. Libraries which perform well on these indicators will be engaging appropriately with their customers to make a difference to their lives.

[1] CyMAL (2011) *Libraries Inspire: The strategic development framework for Welsh libraries 2012-16*, p 7 Available at http://wales.gov.uk/topics/cultureandsport/museumsarchiveslibraries/cymal/libraries/librariesinspire/?lang=en

Outcomes and impacts	Core entitlements	Quality indicators
I am able to increase my knowledge/skills having used the library	1, 2, 3	1, 3, 4
I am able to take part in reading and other cultural events organised by the library service	3	8, 9
I feel part of a community using the library service	3, 15	1, 5, 6
I am able to take advantage of the opportunities offered in the digital world using the library service	1, 10, 11	8, 12, 13
My health and well-being is enhanced by using the library	3, 7	1
I can participate more fully in local affairs via the facilities in the library	3, 11	3, 12

Other core entitlements and quality indicators are concerned with the effective management of services, which underpins the effective delivery of the outcomes and impacts.

A short user guide for the public and local authority members is available from CyMAL.[2]

1.3. Fulfilling the statutory duty

The *Public Libraries and Museums Act 1964*[3] makes it a duty of the relevant Welsh Ministers (currently the Minister for Culture and Sport) *"to superintend and promote the improvement of the public library service provided by local authorities…and to secure the proper discharge by local authorities of the functions in relation to libraries conferred upon them as library authorities under this Act".* Under the same Act, library authorities are required to *"provide a comprehensive and efficient library service for all persons desiring to make use thereof".*

Since 2002, the Welsh Ministers have fulfilled this duty through the Welsh Public Library Standards (WPLS, or, the Standards). The first framework ran from 2002 to 2005 with subsequent frameworks covering the periods 2005-08, 2008-11 and 2011-14. Each individual framework evolved to reflect the changing needs and expectations of public library users. In addition to the fulfilment of statutory duties, the WPLS framework plays

a valuable role in supporting the development of public library services. There is general consensus among stakeholders concerned with the provision of public library services in Wales that these performance measurement frameworks, introduced and administered by the Welsh Government for the sector, have helped public library services to improve in a number of ways and in key areas. For example, as a result of the Standards, there have been significant improvements in service areas such as the delivery of requests and provision of ICT facilities and services, leading to enhanced outcomes for library customers.

Local authorities also have a statutory duty (under section 7 of the Act) to provide a library service and encourage both adults and children to make full use of that library service. The performance indicators listed here will assist the Welsh Government in assessing whether or not local authorities in Wales are complying with their duties under the 1964 Act, and in assessing the comprehensiveness and efficiency, in terms of the manner of delivery, of library services in Wales.

1.4. The fifth quality framework

The aims of this new, fifth, framework of Welsh Public Library Standards are to:

- enable the Minister for Culture and Sport to fulfil the statutory requirements of the 1964 Act in respect of superintending the provision of a 'comprehensive and efficient' library service by local authorities;

- provide a robust assessment of the performance of library services;

- have clear links to the Welsh Government's agenda, to ensure credibility across local government in Wales;

- be relevant and useful to all local authority library services in Wales;

- be transparent, easily understood and accepted by all stakeholders;

- incorporate outcome measures to show the benefits of using libraries;

- act as a driver for improvements to library services and local communities; and

- minimise the burden of data collection on library authorities.

Introduced at a time of budgetary constraint, this framework provides opportunities for libraries to deliver services in innovative ways and the flexibility to make best use of the resources available to them. The framework has been developed using a variety of quality performance models as a basis to create a unique framework for Wales, incorporating input and output measures, as well as qualitative and impact/outcome elements.

It will come into operation on 1st April 2014, and libraries will make their first report against its requirements in the summer of 2015. This document describes the new framework in detail. It is appreciated that some areas of the framework may be more or less relevant in particular authorities and it is appreciated that library services will need to regard local priorities.

Library services contribute to a range of Welsh Government outcomes such as literacy, skills and learning, digital inclusion, poverty, health and well-being. Library provision spans these outcomes, offering a range of services which often support two or more of the outcomes simultaneously. The new quality framework has therefore been themed around four core service aspects:

- customers and communities;

- access for all;

- learning for life; and

- leadership and development.

Each aspect has a number of core entitlements and quality indicators associated with it, and has been related to wider government agendas. The desired outcome of the fifth framework is that libraries offer all the services and facilities listed as core entitlements. In order to assess the quality of these services and facilities, a range of performance indicators and outcome-based impact measures are

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described, to show how people are better off as a result of using the library service.

A set of **core library entitlements** for Welsh citizens is set out in *Libraries Inspire*, the strategic development framework for Welsh libraries for 2012-16. These have been formally incorporated into this fifth quality framework, and a small number of additional entitlements included. These additional entitlements will help to promote the wider societal role of public libraries, ensuring inclusivity and sustainability of the service.

The **quality indicators** included are of three broad types.

• Input indicators are concerned primarily with what the library service will provide for the citizens of Wales in key areas in order that the core entitlements described above can be delivered.

• Output indicators are concerned with levels of use. When considered alongside input indicators, they can give an indication of the efficiency of delivery of the service.

• Outcome and impact indicators measure the direct or indirect effects of the library service on its users, and on the wider community. They show the difference libraries make to people's lives.

Some indicators have been developed from previous frameworks; others are new, reflecting an increasing emphasis on the outcomes and impact of the public library service for the people of Wales. Most will be reported every year; some may be reported once in the three year period, for example, where user survey data are required. For some indicators, formal targets are set, although such targets are not appropriate in all cases. Libraries will be expected to compare their performance on all indicators with previous

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years, and to meet the targets where these are set. Benchmarking of authorities will be possible when all results are available.

The nature of the geography, distribution of population and other factors within individual authorities can cause significant variations in the approaches necessary to the planning and delivery of library services. For this reason, Welsh library authorities are offered alternatives against which to measure their services in some of the indicators described, and should choose the most appropriate to reflect their circumstances.

Definitions of the various terms and methods of data collection are not specified in this document; however these will be included with the reporting template provided to library services, and are available on request.[4] In all cases, detailed guidance on data collection and calculation will be provided to

library authorities to ensure consistency and comparability. Existing data will be utilised wherever practicable. Where appropriate, international standard definitions and methods have been adopted.

A final section of this document details the reporting requirements, which include an element of self evaluation and descriptive reporting in addition to key service statistics and the performance indicators, and describes the monitoring and assessment process. A holistic view of assessment will be taken. Library performance will be judged on all the aspects of the framework, including compliance with the core entitlements, ranking on the quality indicators, how many performance targets are met, and the narrative providing evidence of the impact of the service on individuals and the community.

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2. Customers and communities

Entitlements and indicators in this service aspect are designed to ensure that the library service engages with its customers and potential users, providing opportunities for individual and community development.

2.1. Core entitlements

WPLSCE 1
Libraries in Wales will ensure friendly, knowledgeable and qualified staff are on hand to help.

WPLSCE 2
Libraries in Wales will stage a range of activities to support learning, enjoyment and enable users to obtain the maximum benefit from the available resources.

WPLSCE 3
Libraries in Wales will provide access to a range of services and resources to support lifelong learning, personal well being and development, and community participation.

2.2. Quality indicators

WPLSQI 1 Making a difference
This selection of indicators assesses the impact of library use on people's lives in a variety of ways. Although some are relevant to other areas of this framework, they are grouped together here as being key to the overall customer experience.

Authorities will report, at least once in the three year period:

a) the percentage of adults who think that using the library has helped them develop new skills;

b) the percentage of children who think that the library helps them learn and find things out;

c) the percentage of adults who have found helpful information for health and well- being at the library;

d) the percentage of adults who experience the library as an enjoyable, safe and inclusive place;

e) the percentage of adults and the percentage of children who think that the library has made a difference to their lives.

Data will be collected from user surveys of adults and of children, which should be conducted in accordance with good statistical practice, at least once during the three year period of this framework. Authorities will be given guidance on the conduct of the survey and wording of questions to ensure comparability. Authorities may conduct annual surveys if they wish to do so and report accordingly.

WPLSQI 2 Customer satisfaction
Customer satisfaction is a key element of library performance. As with the indicators concerned with library impact (QI 1), some of these are relevant to other areas of this framework, but are grouped together here as being key to the overall customer experience.

Authorities will report:

a) the percentage of adults who think that the choice of books available in the library they use is 'very good' or 'good';

b) the percentage of adults who think that the standard of customer care in the library they use is 'very good' or 'good';

c) the percentage of adults who think that the library they use is 'very good' or 'good' overall;

d) the average overall rating out of ten awarded by users aged 16 or under for the library they use.

Data will be collected from user surveys of adults and of children, which should be conducted in accordance with good statistical practice, at least once in the three-year period of this framework. It is appreciated that not all authorities wish to use the CIPFA PLUS suite of survey instruments (from which the above indicators are drawn), and guidance will be issued to ensure that authorities which choose to use their own surveys will have comparable results. Authorities may conduct annual surveys if they wish to do so and report accordingly.

WPLSQI 3 Support for individual development

Libraries shall ensure that the following services are offered in all static service points open for 10 hours per week or more:

a) basic support in the use of the ICT infrastructure provided (including Wi-Fi) and in accessing the range of electronic information resources available;

b) training to improve literacy, numeracy, information and digital skills. Training programmes may be developed and delivered with appropriate partners outside the library service;

c) information literacy sessions for users (i.e. assistance in developing or enhancing capabilities to: identify and access appropriate resources efficiently and effectively; critically evaluate information; and apply information appropriately to further objectives, such as educational, employment, health and well-being);

d) support for users to access local and national e-government resources;

e) reader development programmes/activities for both adults and children.

The format of the support offered and frequency of any specific timetabled sessions should be appropriate both for the size of the service point and local community needs.

WPLSQI 4 User training

This indicator assesses the extent to which sessions offered match local need and would include: reader development sessions; literacy, numeracy, information and digital skills sessions; ICT sessions, etc., including sessions arranged in collaboration with partner agencies. User training may have a general audience, or be targeted towards specific sub-groups of the population e.g. children, carers, unemployed persons, etc. Sessions may require advance registration, or be open to all on a drop-in basis.

Authorities will report:

a) the total number of attendances at pre-arranged training sessions organised and/or hosted by the library service at its own service points or at other locations within the authority during the year, divided by the resident population, multiplied by 1,000;

b) the percentage of attendees at such sessions who said that attendance helped them to achieve their goals;

c) the number of customers helped by means of informal training during the year, divided by the resident population, multiplied by 1,000.

Part (b) of this indicator should be derived from a simple feedback form offered to all attendees. Part (c) of the indicator may be derived by sampling. Authorities will be provided with guidance to ensure consistency of reporting.

3. Access for all

Entitlements and indicators in this service aspect are designed to ensure that library services are delivered from buildings and facilities which are welcoming, inclusive and fit for purpose.

3.1. Core entitlements

WPLSCE 4
Libraries in Wales will be open to all members of their communities.

WPLSCE 5
Libraries in Wales will be free to join.

WPLSCE 6
Libraries in Wales will provide a safe, attractive and accessible physical space with suitable opening hours.

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

3.2. Quality indicators

WPLSQI 5 Location of service points
Authorities shall ensure that they meet the following criteria for the location of service points and mobile library stops, according to their population density:

No stipulation is made with regard to minimum opening hours of static libraries (on a site by site basis) however, authorities are asked to consider the viability of service points which are open for fewer than 10 hours per week. Equally, no stipulation is made with regard to length or frequency of mobile library stops, however it is expected that mobile libraries will visit each scheduled stop at least 12 times per year.

WPLSQI 6 Library use
Three measures of use of the library are required, covering the physical and the electronic resources provided. Together, they assess the library's success in attracting users to its services.

Authorities will report:

a) the total number of visits to library premises during the year divided by the resident population, multiplied by 1,000;

b) the total number of external visits to the library's website during the year divided by the resident population, multiplied by 1,000;

c) the total number of active borrowers divided by the resident population, multiplied by 1,000.

The data used should be those as reported to CIPFA for the public library actuals return. This is a performance indicator in the National Strategic Indicators, Leisure and Culture, for Wales (LCL/001), and the guidance for the collection of data and calculation of this

Population density	% of households	Distance from library
20 or more persons per hectare:	At least 95%	within 2 miles of a static service point
Between 1.1 and 19.9 persons per hectare:	At least 75%	within 2.5 miles (or 10 minutes travelling time by public transport) of a static service point, or within ¼ mile of a mobile library stop
1.0 person or fewer per hectare:	At least 70%	within 3 miles (or 15 minutes travelling time by public transport) of a static service point, or within ¼ mile of a mobile library stop

performance indicator is substantially the same for both frameworks.

WPLSQI 7 User attendances at library events per 1,000 population

The purpose of this indicator is to estimate the attraction of library events for the library's population to be served, and the extent to which such events meet local need.

Authorities will report:

- The total number of attendances at events and activities organised by the library service at its own service points or at other locations within the authority during the year, divided by the resident population, multiplied by 1,000.

Events include events with literary, cultural or educational intent, e.g. author visits, reading groups, literary discussions, digital and information literacy workshops, genealogy workshops, health literacy, financial literacy, job seeking etc. Events specifically for children are included, such as storytelling, poetry, music. Authorities may choose to report separately concerning events targeted at specific sections of the population, e.g. visually impaired readers; socially excluded groups.

4. Learning for life

Entitlements and indicators in this service area are designed to ensure that the library service provides a range of resources and services to meet people's needs.

4.1. Core entitlements

WPLSCE 8
Libraries in Wales will lend books for free.

WPLSCE 9
Libraries in Wales will deliver free access to information.

WPLSCE 10
Libraries in Wales will provide free use of the Internet and computers, including Wi-Fi.

WPLSCE 11
Libraries in Wales will deliver free use of online information resources 24 hours a day.

WPLSCE 12
Libraries in Wales will provide access to high quality resources in a range of formats, including those in the Welsh language, reflecting changing forms of publication.

WPLSCE 13
Libraries in Wales will share their catalogues, to enable a single search of all Welsh library resources.

4.2. Quality indicators

WPLSQI 8 Up-to-date reading material
a) Library authorities should achieve

either a minimum of 243 items acquired per 1,000 resident population

or a minimum spend of £2,180 per 1,000 resident population annually.

Books and e-books, periodicals, audio-visual material and electronic resources are all included.

b) Acquisitions during the year of materials for loan (including electronic materials for loan) should be equivalent to at least 11% of the lending stock at the start of the year.

WPLSQI 9 Appropriate reading material
This indicator is designed to ensure an appropriate balance of resources across various sections of the community.

a) The percentage of the material budget spent on resources for children should reflect the percentage of children in the resident population, within ±2 percentage points.

b) Either a minimum of 4% of the material budget,
or a minimum of £750 per 1,000 Welsh speaking resident population,

should be spent on the purchase of Welsh Language materials.

WPLSQI 10 Online access
a) Every static library and mobile library should provide a minimum of one device giving public access to the Internet and networked digital content. Authorities should achieve an aggregate total across the authority of no fewer than 9 such devices per 10,000 resident population. Computers, laptops, tablets, and other mobile devices are all included.

b) All static service points should provide Wi-Fi access for users to bring their own laptops or mobile devices.

WPLSQI 11 Use of ICT – % of available time used by the public
Authorities will report:

a) the percentage of available time allocated for use of public access ICT equipment (i.e. library-provided computers and other devices) actually taken up by users.

b) the percentage of time during which Wi-Fi services are available that they are used by the public.

This should be aggregated across all libraries in the authority, including mobiles.

WPLSQI 12 Supply of requests

This indicator measures the efficiency of the public library service in responding to requests for material which is not immediately available.

Authorities will report:

a) the percentage of requests for material which are notified to the user as being available within 7 calendar days of the request being made;

b) the percentage of requests for material which are notified to the user as being available within 15 calendar days of the request being made.

Requests for pre-publication material shall be counted from the date of publication. Material which is not owned by the library but must be acquired by purchase or by inter-library loan is included in the calculations.

5. Leadership and development

Entitlements and indicators in this service aspect are designed to ensure that the library service is professionally managed with adequate resources.

5.1. Core entitlements

WPLSCE 14
Libraries in Wales will promote libraries to attract more people to benefit from their services.

WPLSCE 15
Libraries in Wales will regularly consult users to gather their views on the service and information about their changing needs.

WPLSCE 16
Libraries in Wales will work in partnership to open up access to the resources of all Welsh libraries.

WPLSCE 17
Libraries in Wales will provide access to the library service's strategy, policies, objectives and vision, in print and online, in a range of languages appropriate for the community.

WPLSCE 18
Libraries in Wales will provide a clear, timely and transparent complaints process if things go wrong.

5.2. Quality indicators

WPLSQI 13 Staffing levels and qualifications

a) Library authorities shall achieve total establishment staffing levels for the service of 3.6 (full time equivalent) per 10,000 resident population. Staff who do not work directly in service provision, e.g. cleaners, are excluded.

b) The total number of staff (full time equivalent) holding recognised qualifications in librarianship, information science or information management per 10,000 resident population should not fall below 0.65. Staff with qualifications in cognate areas, such as ICT, heritage or leisure management or education and learning may be included in the calculations if they occupy posts on the library staff establishment which require those qualifications, and when the qualifications held are relevant to their current roles and functions within the library service.

c) The designated operational manager of the library service shall,

either be the holder of recognised qualifications in librarianship, information science or information management or have undertaken relevant library management training within the last 3 years.

Authorities will also report:

i. where this post sits within the local authority management structure;

ii. the post held by the most senior professional librarian (where different); and

iii. where that post sits within the local authority management structure.

d) A minimum of 1% of aggregate staff working hours should be spent in training and personal/professional development during the year. All library staff should be encouraged to undertake relevant training and development.

e) Library authorities may offer members of the community the opportunity to volunteer to support additional library services. Such opportunities can, for example, enhance the life skills and employability of individuals, contributing to tackling poverty outcomes.

Where there is community involvement in delivering the library service at a branch level, we expect there to be paid staffing working alongside the volunteers in the libraries.

Library authorities that use volunteer staff to deliver additional services shall ensure:

- a designated volunteer coordinator from the library service's permanent professional staff coordinates those parts of the service involving volunteer workers;

- each volunteer receives a written role description;

- legal requirements are met for each volunteer in relation to their role;

- both induction training and continuing training is provided for all volunteers;

- volunteers are appropriately supervised; and

- they have achieved, or are actively working towards, Investing in Volunteers accreditation.[5]

Authorities will report:

i. the total number of volunteers

ii. the total number of volunteer hours during the year

iii. whether they have accreditation status relating to the NOS or are working towards this accreditation.

WPLSQI 14 Operational expenditure

In the current economic climate it is not thought appropriate to set a target for library expenditure, but spending on the public library service will continue to be scrutinised closely.

Authorities will report:

a) the total revenue expenditure per 1,000 resident population;

b) the percentages of this total spent on staff, materials and information resources, maintenance, repair and replacement of equipment and buildings, and other operational costs;

c) total capital expenditure per 1,000 resident population.

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[5] See http://iiv.investinginvolunteers.org.uk/inyourcountry/iiv-wales for more information

WPLSQI 15 Cost per visit

This indicator is useful for justifying expenditure of public funds, giving a proxy for value for money, but it must be interpreted in conjunction with demographic indicators and quality indicators relating to use. It measures the cost of the library service related to the number of library visits, including virtual visits.

Authorities will report:

• The total revenue expenditure divided by the sum of the number of physical visits to library premises (including mobiles) plus the number of visits to the library web site during the year.

Authorities which complete the CIPFA public library actuals return should use the same data here.

WPLSQI 16 Opening hours

a) Welsh public libraries should achieve a level of aggregate opening hours across all service points administered by the authority (defined as those that provide access to materials, staff and a range of library services) of no less than 120 hours per annum per 1,000 resident population.

b) This part of the indicator is concerned with the adequacy of the library service's maintenance programme and staffing strategy.

Authorities will report:

i. the total number of hours of unplanned and emergency closure of static service points as a result of building failure or staff unavailability as a percentage of the total planned opening hours of all static service points during the year;

ii. the number of mobile library stops and/or home delivery services missed as a result of vehicle failure or staff unavailability, as a percentage of the total number of planned mobile library stops and/or home delivery services during the year.

Scheduled opening hours not open as a result of adverse weather conditions, or any other cause beyond the library's control, are not included.

6. Reporting, monitoring and assessment

The statutory requirements of public library service provision in Wales are enshrined in the *Public Libraries and Museums Act 1964.* The performance indicators listed here will assist the Welsh Government in assessing whether or not local authorities in Wales are complying with their duties under the 1964 Act, and in assessing the efficiency of the manner of delivery of library services in Wales.

6.1. Reporting requirements

Each year, local authorities will be required to report their performance against the various elements of the framework. The return will include a compliance rating against the core entitlements – indicating whether these are fully met, partially met, or not met, with appropriate description/explanation where relevant. For all entitlements which are not fully met, the return should also include a comparison to the previous year, and a plan for improvement in the following year.

Individual authority returns will also include data showing performance against the quality indicators included in this framework, together with a comparison for the previous year. Where performance has declined, the return should include the authority's strategy to halt the decline. Where targets are not met, the return should include a narrative outlining proposals and a timescale to achieve these targets. These data will be drawn together to provide an overview of Welsh public library services as a whole, to assist with identification of good practice, and of areas where action may be required to bring about improvements.

Measurement of the impact of public library services – the difference those services make to people's lives – is not easily quantifiable. For this reason, a qualitative element will be included in the reporting. Each authority's return should include at least one, but no more than four, specific case studies describing the impact which the library service has had on an individual, or on a group of individuals, during the year. This is expected to describe the use made of the service, and the difference that use made to the individuals or group. Guidance will be provided on the format of the case studies and appropriate material to include. Such case studies will build into a valuable source of evidence of impact and value, and will further promote the spread of good practice across Wales.

A second qualitative element of reporting will be a narrative that demonstrates how the library service is contributing towards both local authority agendas and wider Welsh Government priorities and strategic goals. The purpose of this strand of reporting is to encourage libraries to be aware of the wider social drivers (e.g. health and well-being; digital inclusion including information literacy; literacy, including reading and the connection with digital literacy; community engagement and community benefits, including families, children and young people, older people, welfare reform; Welsh language and culture), to which their service should be able to demonstrate a contribution, and to make explicit their relevance and value to policy makers at local, regional and national level.

Authorities will also be required to confirm that feedback in the form of opinion on the year's performances achieved by each library service has been adequately considered by the member with responsibility for library services and by the relevant management, scrutiny and performance monitoring procedures. A reporting template will be provided to authorities to ensure that reporting is consistent and comparable across Wales.

6.2. Monitoring and assessment procedures

The process of monitoring and assessing will be led by CyMAL: Museums Archives and Libraries division of the Welsh Government, and will follow the pattern established in earlier frameworks. Annual returns should be submitted by the deadline each year, and will be scrutinised for completeness by an

independent reviewer and a peer reference group. The independent reviewer will then prepare a formal written feedback report, covering all aspects of the framework, including all quality indicators and narrative elements, which will be delivered to each authority in the autumn, in time to address any issues raised as part of their formal service planning process. This feedback will be formally disseminated to library authority chief executives and also to council leaders, scrutiny officers or performance managers as well as to the managers of library services. The annual reports will be made public, via the CyMAL web pages.

The independent reviewer will prepare a summary overview each year, including an analysis of overall performances, and significant trends within those performances, against the entitlements and quality indicators. The highest, lowest and median performances in Wales will be calculated for each indicator. The overall analysis will be disseminated to all local authorities. At the end of the framework period a summary report will be published via the CyMAL web site.

The findings of these processes will be brought to the attention of the relevant Minister annually, highlighting achievements and trends and also problem areas, such as declining performances, incidences of non-compliance or recurring failure, together with a diagnosis of the causes wherever possible. Noteworthy improvements in performances and improving trends will also be drawn to the Minister's attention.

The core entitlements and quality indicators set out in this framework deal with aspects of the library service which are considered by the Welsh Government to be necessary – but are not necessarily sufficient – for the delivery of a comprehensive and efficient library service under the terms of Section 10 of the *Public Libraries Act 1964.*

As the ultimate sanction in the cases of failure to deliver a comprehensive and efficient library service, the Welsh Government can institute an inquiry, issue a direction and transfer the library functions of a library authority to itself or to another authority/organisation. Sanctions would be invoked in cases where, for example, a significant number of the core entitlements and performance targets are not reached, there is a failure consistently to reach the average performance of comparable Welsh authorities with no evidence of improvement over time, or performance across the service as a whole is consistently falling year on year.

To date, it has not been necessary to implement any of these sanctions due to constructive discussion between the relevant parties.

Appendix: List of core entitlements and indicators

Welsh Public Library Standards 2014-17

City and County of Swansea

Annual Assessment Report 2016-17

This report has been prepared based on information provided in Swansea's annual return, case studies and narrative report submitted to Museums, Archives and Libraries Division of the Welsh Government.

1) Executive summary

Swansea is continuing to meet all of the 18 core entitlements in full.

Of the 7 quality indicators which have targets, Swansea achieved 3 in full, 3 in part and did not meet 1.

Swansea's return shows continued strong performance on many of the traditional indicators of use, with high levels of active borrowers and audio-visual issues. There is good evidence of customer engagement. However, there are still some areas of concern, such as the declining levels of expenditure on Welsh language items and the low levels of staff and staff training along with the lack of investment in stock. The service demonstrates the positive impact it has on the public and any future cuts are likely to reduce performance in this aspect.

- Four impact studies provide excellent evidence of the impact of services in a variety of areas. 86% of adults and 69% of children think that the library has made a difference to their lives.

- Swansea carried out a user survey in November 2016 and there were slight changes compared with previous surveys. On average, children aged 7-16 rated the library 9 out of 10 – compared to an average of 8 out of 10 in the previous survey in October 2014. Attendance at pre-arranged training sessions fell slightly in 2016-17 and remains below the median for Wales as a whole.

- Visits have remained on a similar level to 2015-16, although the number of virtual visits per capita remains the lowest in Wales. The number of active borrowers per capita is the third highest in Wales. Attendance at activities and events organised by the library has increased compared to last year, although the per capita level remains one of the lowest in Wales.

- Swansea has met the replenishment rate target but fails to meet overall acquisitions targets. Owing to uncertainty with the materials budget, the proportion of materials expenditure accounted for by children's stock failed to meet its target, due to proportional overprovision, although this was not intentional. Materials expenditure on items in the Welsh language continues to fall.

- Provision of ICT facilities also fails to meet the target, although all service points provide Wi-Fi access for the public. The number of requests increased slightly in 2016-17, and the proportion of those satisfied within 7 days is the third highest in Wales.

- The number of overall staff per capita remains below target, although it was the third highest in Wales in 2016-17. The proportion of total expenditure accounted for by staff, at 75%, is the highest in Wales. Spending per capita remains below the median for Wales as a whole.

Considering the four areas in the framework (*Customers and communities; Access for all; Learning or life;* and *Leadership and development*) in comparison to the rest of Wales, Swansea has a mixed performance in the area of *Access for all,* with some indicators amongst the best in Wales. Performance on indicators in the areas of *Learning for life* and *Leadership and development* is generally below the median for Wales.

Compared to the previous year, there are some areas of encouragement, particularly in relation to library use, but the staffing situation remains fragile, and the future direction of the service remains uncertain, especially if proposed funding cuts are implemented.

2) Performance against the standards

The standards framework comprises of core entitlements, quality indicators with targets, quality indicators with benchmarks and impact measures. Section 2 summarises achievements against the core entitlements, the quality indicators which have targets, the quality indicators showing performance against others, and impact measures. A narrative assessment of the authority's performance is made in Section 3.

a) Core entitlements

Swansea is continuing to meet all of the 18 core entitlements in full.

b) Quality indicators with targets

There are 16 quality indicators (QI) within the framework. Of the 7 which have targets, Swansea is achieving 3 in full, 3 in part and not achieving 1:

Quality Indicator	Met?	
QI 3 Individual development:		Met in full
a) ICT support	✔	
b) Skills training	✔	
c) Information literacy	✔	
d) E-government support	✔	
e) Reader development	✔	
QI 5 Location of service points	✔	Met in full
QI 8 Up-to-date reading material:		Partially met
a) Acquisitions per capita	✘	
or Materials spend per capita	✘	
b) Replenishment rate	✔	
QI 9 Appropriate reading material:		Not met
a) % of material budget on children	✘	
b) % of material budget spent on Welsh	✘	
or Spend on Welsh per capita	✘	
QI 10 Online access:		Partially met

Quality Indicator	Met?	
a) All service points	✔	
Computers per capita	✖	
b) Wi-Fi provision	✔	
QI 13 Staffing levels and qualifications:		Partially met
a) Staff per capita	✖	
b) Professional staff per capita	✖	
c) Head of service qualification/training	✔	
d) CPD percentage	✖	
QI 16 Opening hours per capita	✔	Met in full

There are some changes over last year when QI 9 was partially met.

c) Impact measures

The framework contains three indicators which seek to gather evidence of the impact that using the library service has on people's lives. Through these and other indicators it is possible to see how the library service is contributing towards educational, social, economic and health and wellbeing local and national agendas. These indicators do not have targets. Not all authorities collected data for the impact indicators, and ranks are included out of the numbers of respondents stated, where 1 is the highest scoring authority.

Swansea carried out an impact survey for both adults and children in November 2016.

Performance indicator		*Rank*	Lowest	Median	Highest
QI 1 Making a difference					
b) % of children who think that the library helps them learn and find things out:	94%	*9/19*	68%	93%	100%
e) % of adults who think that the library has made a difference to their lives:	86%	*10/19*	36%	86%	97%
% of children who think that the library has made a difference to their lives:	69%	*11/17*	58%	82%	98%
QI 4 b) % of attendees of training sessions who said that the training had helped them achieve their goals:	n/a		80%	97%	100%

Swansea provided 4 outstanding impact case studies which showed the real difference the library service makes, including illustrative quotes from users:

- Integration of vulnerable adults into the community.

- A user who was helped to stay in contact with family via email.

- A mother of three who found out about training opportunities with free childcare through the library and now has a part time job as a result.

- A child with autism and another with Downs syndrome who have improved communication skills in various library activities.

d) Quality performance indicators and benchmarks

The remaining indicators do not have targets, but allow performance to be compared

between authorities. The following table summarises Swansea's position for 2016-17. Ranks are included out of 22, where 1 is the highest, and 22 the lowest scoring authority, unless stated otherwise. Indicators where fewer than 22 authorities supplied data are those where relevant data elements were not available to some authorities. Figures reported in respect of the first two years of the framework for QI 4 to QI 16 are repeated for convenience of comparison. Note that indicators 'per capita' are calculated per 1,000 population.

Performance indicator		Rank	Lowest	Median	Highest	2015/16	Rank	2014/15	Rank
QI 1 Making a difference									
a) new skills	65%	12 /19	23%	71%	93%				
c) health and well-being	54%	11 /20	26%	56%	94%				
d) enjoyable, safe and inclusive	97%	12 /19	93%	98%	100%				
QI 2 Customer satisfaction									
a) 'very good' or 'good' choice of books	91%	6 /20	74%	90%	98%				
b) 'very good' or 'good' customer care	99%	4 /20	90%	99%	100%				
c) 'very good' or 'good' overall;	99%	2 /20	92%	97%	100%				
d) child rating out of ten	9.0	12 /19	8.6	9.1	10.0				
QI 4 User training									
a) attendances per capita	28	16	3	34	248	29	13	26	12
c) informal training per capita	n/a		1	156	712			22	20 / 21
QI 6 Library use									
a) visits per capita	4,604	6	2,453	4,033	6,751	4,616	5	4,718	7
b) virtual visits per capita	341	21 /21	341	922	2,299	340	22	313	21
c) active borrowers per capita	211	3	77	153	235	231	2	235	2
QI 7 attendances at events per capita	80	21	62	214	496	69	21	61	19
QI 11 Use of ICT - % of available time used by the public									
a) equipment	37%	7 /21	16%	32%	69%	40%	6	46%	6
QI 12 Supply of requests									
a) % available within 7 days	78%	3 /21	48%	70%	82%	81%	3	70%	10
b) % available within 15 days	85%	12 /21	65%	85%	96%	89%	7	87%	7
QI 13 Staffing levels and qualifications									
(v) a) total volunteers	24	11	0	24	209	25	8	30	5
b) total volunteer hours	1,603	6	0	798	5,156	1,900	4	2,375	2
QI 14 Operational expenditure									
a) total expenditure per capita	£11,589	12 /21	£6,745	£11,979	£16,968	£12,234	12 / 21	£15,127	9
b) % on staff	75%	1 /21	46%	58%	75%	70%	5 /21	56%	12
% on information resources	12%	14 /21	4%	13%	25%	13%	11 /21	12%	13
% on equipment and buildings	3%	14 /21	0%	4%	20%	2%	18 / 21	3%	15
% on other operational costs	9%	21 /21	9%	22%	37%	16%	13 / 21	28%	6
c) capital expenditure per	£78	14 /21	£0	£341	£16,692	£0	14 / 21	£40	14

Performance indicator	Rank	Lowest	Median	Highest	2015/16	Rank	2014/15	Rank
capita								
QI 15 Net cost per visit	£2.19 *14/20*	£1.50	£2.33	£3.30	£2.32	*13 / 21*	*	
QI 16 Opening hours *(see note)*								
(ii) a) % hours unplanned closure of static service points	0.00% *1*	0.00%	0.00%	0.48%	0.00%	*1*	*0%*	*1*
b) % mobile stops / home deliveries missed	n/a	0.00%	0.13%	8.33%	n/a		*n/a*	

Note: Rankings here have been reversed, so that 1 is the lowest scoring (best performing) authority.
* Income data for 2014-15 not provided to calculate this figure.

Data on Wi-Fi usage has only been provided by three authorities for 2016-17 and so is not included in the table above.

3) Analysis of performance

The core entitlements and quality indicators are divided into four key areas. This section of the report outlines performance against the quality indicators within these four areas, and compares results with those from the first two years of the framework.

a) Customers and communities

Swansea carried out a user survey of adults and children in November 2016 and there were some slight changes compared to the survey conducted in October 2014. There have been slight reductions in the proportion of adults that found helpful information for health and well-being, and the proportion of adults viewing the library as a safe and inclusive place and both are below the median for Wales as a whole. On average, children rated the library they use as 9 out of 10, compared to 8 out of 10 in the survey carried out in October 2014. All service points offer the full range of support for individual development. Attendance at pre-arranged training sessions has fallen slightly compared to 2015-16 and the per capita level remains below the median for Wales.

b) Access for all

Swansea meets the target for easy access to service points. Both physical visits to library premises and external visits to the library's website have remained on a similar level to last year, although the number of virtual visits per capita was the lowest in Wales in 2016-17.

The total numbers of both library members and active borrowers have both decreased compared to last year and it is noted that the last membership data cleanse was carried out during 2016. However, the number of active borrowers per capita is the third highest in Wales. There has been a slight fall in issues, but they remain above the median for Wales, and audio-visual and electronic issues per capita are the second highest in Wales. The service should be praised for these achievements. Despite a 17% increase in attendance at events and activities organised by the library, the per capita level remains one of the lowest in Wales, although the authority expressed concern that this figure is also under-reported.

c) Learning for life

Total materials expenditure is 10% down on last year and the per capita level is one of the lowest in Wales; however, the number of acquisitions increased slightly, although it

remains below the target. The lending stock replenishment rate target has been met. The proportion of materials expenditure accounted for by children's stock does not meet the target as it exceeds the proportion of the population accounted for by the under 16's by more than two percentage points; however, it is noted that this is due to uncertainty with the overall materials budget rather than any changes in the level of children's provision. Spending on material in the Welsh language has fallen by 24% compared to last year and at less than half of the target level this remains an area of concern.

ICT facilities do not meet the target, and the number of PCs per capita is the one of the lowest in Wales. The authority notes that this position is unlikely to improve given space constraints at smaller libraries. All service points provide ICT facilities and all offer Wi-Fi access for the public. ICT facilities are well used, but the Wi-Fi system does not allow usage time to be monitored, although the number of log-ins is recorded, and has increased compared to last year. The number of requests has increased slightly compared to last year, and the proportion of these satisfied within 7 days is the third highest in Wales.

d) Leadership and development
The overall number of FTE staff has fallen slightly in 2016-17 and remains slightly below the target. Despite this, the number of staff per capita was the third highest in Wales in 2016-17, although it is noted that that there are some vacancies and frozen posts within the figures given. The number of professional staff has increased slightly compared to last year, however, the per capita level remains below the median for Wales as a whole, and it is noted that further losses of professional posts are expected in 2017-18. The target for staff training has been missed again this year and the authority notes the increasing difficulty in releasing staff for training, and this area of the return is of some concern. A total of 24 volunteers each provided an average of 67 hours of service.

Total revenue expenditure includes an element for central charges that comes from the Corporate Building Service budget. Spending per capita has fallen by 5% compared to last year and remains below the median for Wales. The proportion of total expenditure accounted for by staff was 75% in 2016-17 and was the highest in Wales. The target for opening hours has been met and there were no unplanned closures or missed mobile library stops.

4) Strategic context
Swansea provided a clear narrative describing the service's contribution to Welsh Government priorities and strategic goals in the areas of access to information, pupil achievement, community and digital inclusion.

5) Future direction
The library service remains subject to review, and is facing further austerity challenges. It is encouraging that the service is included as a stakeholder in reviews of other council services. The library service will continue to use the WPLS framework, and apply resources to address digital literacy issues and the ambitions of the Wellbeing of Future Generations Act.

6) Conclusion
Swansea's return shows continued strong performance on many of the traditional

indicators of use, with high levels of active borrowers and audio-visual issues. There is good evidence of customer engagement. However, there are still some areas of concern, such as the declining levels of expenditure on Welsh language items and the low levels of staffing and staff training along with the lack of investment in stock. The service demonstrates the positive impact it has on the public and any future cuts are likely to reduce performance in this aspect.

Case Studies for WPLS 2016-17

Safeguarding vulnerable people

Gorseinon Library - Supporting those with Disabilities in the Community

Ms B is 32 and visits Gorseinon Library regularly. The manager saw her "excitedly whizzing around on her mobility scooter… searching for books on her mobile device then retrieving them off the shelves with a huge smile on her face."

Here are Ms B's thoughts.

"I feel that the libraries are doing an excellent job at engaging the community.
As a full-time wheelchair / scooter user it has been hard to feel included in society and staying bed-bound was often preferable to the stigma and abuse I'd get outside, from being refused entry, refused travel and denied services.
The library – both Penlan and Gorseinon, have been a refuge from all that negativity.
The staff at Gorseinon have been welcoming and encouraging. The groups they run for free are having a huge positive impact on myself and others.

Another example explains how gradually increasing interaction helped Mr A.
A lives alone locally and has advised us he suffers from mental health issues due to a dysfunctional childhood. Noise has a detrimental effect on his mental health and he likes the quiet. However staff have noticed that his tolerance of noise has improved, and whilst he comes to the library to read the paper they are pleased to see him socialising with other customers.
A states "*At a time when lots of support services are falling away, people need places which provide social and supportive amenities, libraries are not just about books (though my love of reading provides a valuable escape from my worries and stresses), they offer activities and reliable information service. A free and warm environment eases the financial pressures of living on benefits.*"

Building sustainable communities

Clydach Library – Tackling isolation

Libraries continue to play an important role in their communities as highlighted by the various groups that meet regularly whether it is walking, crafting, knitting, digital skills etc. They contribute towards social wellbeing, tackling isolation and poverty.

This extract is taken from a letter to Clydach library and perfectly highlights the difference the library makes to the local community.

"Over the years I have had numerous reasons to visit my local library in Clydach…
There's an occasion that particularly comes to mind when I was desperate to communicate with my son and the only way I could reach him was in an email. I wasn't computer literate and I was indebted to the staff in Clydach Library who helped me set up an email account and made this possible. This opened up a whole new world to me of communication that would not have been possible without their support. Sadly I lost my son last year and a friend recommended that I read the "chicken soup for the soul" books... I believe one copy needed to be ordered from America at a small cost and the comfort they provided was much needed on-going therapy. I often have difficulty with the complexity of the computer despite being on a course, again provided by the library but the helpful manner of the staff is always welcome and they go the extra mile to help.

Recently I have joined a "Colour yourself happy" group there every Tuesday. This gives me the chance to forget my worries and lose myself in the pictures. It also gives me an opportunity to mix with other people and enjoy conversation. For people like myself who don't have the luxury of the internet at home, our local library provides a much needed facility.
The services supplied by the library and the kind, helpful and generous staff who work there are an asset to the community of Clydach."

Creating a vibrant and viable city and economy

Pennard Library - Addressing employability

Adrien Rees from PACE (Parents, childcare and employment) visited Pennard library to to talk to mothers at the Library's weekly rhyme time session. The aim of the PACE project is to help parents return to work after a career break. A parent of 3 young children, Ms D, joined the project and took advantage of free childcare provided so that she could update her computer skills. She is currently working part time in a local Primary School, a job she would not have applied for without taking part in the scheme.

Below is a statement from Ms D.
"I am a local mum with three children, two attend the local Primary school, and my youngest is currently pre-school age. We frequently visit Pennard Library to attend children's events and activities such as rhyme time and crafty Friday sessions.

Occasionally representatives from various local council / government departments or charities attend such events as a way of engaging with the local community. At a visit from a Jobcentre plus employee I found out about a project which aims to help parents not currently working into training and employment through tackling barriers such as lack of childcare.

The European social fund project, PACE (Parents, Childcare and Employment) is a joint initiative supported by Welsh Government and Jobcentre Plus.

I immediately identified with the aims of the project, since I would like the opportunity to retrain and gain employment but cannot afford childcare costs. After speaking to the Parent Employment Advisor I found I was eligible to participate. As a result I will be able to access free childcare and undertake a level 2 Supporting Teaching and Learning in Schools course. Part of which will involve a work experience placement at the local Primary School. Gaining the qualification will enable me to apply for jobs such as a Teaching Assistant, Learning Support Assistant or Special Educational Needs Assistant."

Pupil Attainment

Mrs W has a 14 year old son with Autism. The child initially joined for books as he liked reading and would visit the library about once a fortnight. He started attending the arts and crafts club on a Monday and still continues to. This led to him attending holiday clubs and other after school activities and enabled him to meet new people and make friends. *"All this has been really useful to Lewis and has enabled him to mix with the community and overall the whole experience has really built his confidence."*

This is one of the many ways library services support pupil attainment and the service receives numerous comments about its children's services and staff.

In Spring 2016 a new child began coming to rhyme time. L has Down's Syndrome. Having seen L's mum signing during Old MacDonald the manager was inspired to learn basic Makaton sign language.

"L is 18 months old now and has been learning more signs though rhymetime. Furthermore, having Makaton to accompany the songs has meant that more children in the community have been exposed to it and are familiar with the signs. I am immensely grateful as these children will grow up with L and rather than seeing her as a 'different' child who communicates with sign language, they know the signs and will be able to communicate with her as an equal peer."

We are very lucky to live so close to this fantastic resource and be able to use it as we do!"

Work Plan 2017/18

- The Service Improvement and Finance Scrutiny Performance Panel Work Plan has been developed based upon core performance and financial monitoring reports, topic suggestions based on discussion at the Scrutiny Work Planning Conference. It provides a basic framework that allows for items to be added or removed allowing for flexibility throughout the year for any key issues that may arise.

- All meetings will be at 10.30am with a preparation meeting at 10.00am **if required** and will be held in Committee Room 5 in the Guildhall unless otherwise stated.

- The role of this report is to provide an outline of planned work. It can be altered to accommodate for issues which arise throughout the year.

Date and Location 10.30am – 12.30pm (10.00am Pre-Meeting when required) Committee Room 5	Items to be discussed
Meeting 1 Wednesday 2nd August	• **Role of the Service Improvement and Finance Panel** • **Officer Briefing** Richard Rowlands (Corporate Performance Manager) • **Work Plan**
Meeting 2 Wednesday 6th September	• **End of Year 2016/17 Performance Monitoring Report** Richard Rowlands (Corporate Performance Manager) • **Corporate Plan 2017/22** Richard Rowlands (Corporate Performance Manager) • **Capital Outturn and Financing 2016/17** Ben Smith (Head of Financial Services & Service Centre)

	• **Q1 Revenue and Capital Budget Monitoring 2017/18** Ben Smith (Head of Financial Services & Service Centre)
Meeting 3 Wednesday 4th October	• **Annual Report – Welsh Language Standards 2016/17 - _Confirmed_** Rhian Millar – Consultation Co-ordinator Ann Williams – Network 50+ Administrator • **Quarter 1 2017/18 Performance Monitoring Report** Richard Rowlands (Corporate Performance Manager) • **Local Government Performance Bulletin 2016-17** (Local Government Data Unit Wales)
Additional Meeting Monday 16th October 2pm	• **Public Protection Commissioning Review – Pre Decision**
Meeting 4 Wednesday 1st November	• **Recycling and Landfill - Annual Performance Monitoring _- Confirmed_** Ian Whettleton - Acting Divisional Officer • **Mid-Year Budget Statement 2017/18** Ben Smith (Head of Financial Services & Service Centre) • **Reserve Update** Ben Smith (Head of Financial Services & Service Centre
Meeting 5 Tuesday 12th December	• **Annual Review of Performance 2016/17** Richard Rowlands (Corporate Performance Manager) • **Quarter 2 Budget Monitoring** Ben Smith (Head of Financial Services & Service Centre)
Meeting 6	• **Quarter 2 2017/18 Performance Monitoring Report**

Wednesday 10th January	Richard Rowlands (Corporate Performance Manager) • **Corporate Complaints Annual Report - *Confirmed*** Cllr Clive Lloyd – Cabinet member for Transformation & Performance Tracey Meredith – Head of Legal, Democratic Services and Business Intelligence Andrew Taylor – Corporate Complaints Manager • **Budget Proposals** Ben Smith (Head of Financial Services & Service Centre)
<u>Meeting 7</u> Wednesday 7th February	• **Quarter 3 Budget Monitoring** Ben Smith (Head of Financial Services & Service Centre) • **Welsh Public Library Standards - Annual Performance Report - *Confirmed*** Karen Gibbins - Principal Librarian for Information & Learning
<u>Additional Meeting</u> Monday 12th February	• **Highways and Transportation Commissioning Review** • Phil John - Project Manager, Highways & Transportation • Mark Thomas – Cabinet Member Environment Services
<u>Additional Meeting</u> Wednesday 14th February	• **Budget Scrutiny** Ben Smith (Head of Financial Services & Service Centre)
<u>Meeting 8</u> Wednesday 7th March	• **Perception Surveys Report – *Confirmed*** Rhian Millar – Consultation Co-ordinator
<u>Meeting 9</u> Wednesday 4th April	• **Quarter 3 2017/18 Performance Monitoring Report** Richard Rowlands (Corporate Performance Manager) • **Charges - Highways and Waste**

	Chris Williams – Head of Commercial Services
	• **Annual Work Plan Review**
	Reflect on this year's work with any ideas for future scrutiny

To be scheduled:

- Audit Item