

This item was submitted to Loughborough University as a PhD thesis by the author and is made available in the Institutional Repository (<https://dspace.lboro.ac.uk/>) under the following Creative Commons Licence conditions.



For the full text of this licence, please go to:
<http://creativecommons.org/licenses/by-nc-nd/2.5/>

**LOUGHBOROUGH
UNIVERSITY OF TECHNOLOGY
LIBRARY**

AUTHOR/FILING TITLE		
EVANS, G.I.		

ACCESSION/COPY NO.		
040129325		
VOL. NO.	CLASS MARK	
15 JUN 00	LOAN COPY	

0401293254



LOCAL GOVERNMENT STRUCTURES
AND THE
PUBLIC LIBRARY SERVICE
IN WALES

BY

GERAINT I EVANS

Volume II
Appendices

Submitted in partial fulfilment
of the requirements
for the award of
Doctor of Philosophy
of the Loughborough University of Technology

1995

© By Geraint I Evans 1995

APPENDICES

1 - 45

A high number of appendices are necessary because virtually none of the material included here is in the public domain. The bulk of the material is in the form of District Council Applications for library powers in 1973-74 and 1984-86, and County Council Responses to those applications. Some of the material is held in local authority archives, but the collection is scattered and incomplete. The Welsh Office holds records of the applications, but access to that collection would be difficult. The inclusion of these appendices means that the core material relating to this study is brought together in one source.

APPENDIX 1
CLAUSE 199 - LOCAL GOVERNMENT BILL, 1971

(1) The local authorities for the purposes of the Public Libraries and Museums Act 1964 in Wales shall be county councils and district councils and, subject to the provisions of section 5 of that Act, each of the following authorities, that is to say—

(a) the council of a county;
(b) the council of a district who have been constituted a library authority under the following provisions of this section;
shall be a library authority for those purposes.

(2) The council of a district in Wales may at any time before 1st April 1974 apply to the Secretary of State for an order constituting the council a library authority and the Secretary of State may, if he thinks it expedient to do so having regard to—

(a) the capacity of the council to provide an efficient library service for their district; and
(b) the effect which the order would have on the library service which is to be provided by the council of the new county comprising that district;

and after consulting the council of the new county, make an order constituting the district council a library authority as from a date, not earlier than 1st April 1974, specified in the order.

(3) While the Secretary of State is considering an application by the council of a district for an order under subsection (2) above, he may make an order constituting that council a library authority for a period beginning with 1st April 1974 and ending on a date specified by the Secretary of State on deciding to make or not to make the order applied for.

(4) A council of a district in Wales which is not a library authority may within the period of six months beginning with any review date apply to the Secretary of State for an order constituting the council a library authority and if, after consulting the authority which is then the library authority for that district and after taking account of any likely changes in the area and population of that district and of any other matters appearing to him to be relevant, the Secretary of State is of the opinion that the order would lead to an improvement in the library facilities in that district and would not prejudicially affect the library facilities in the country or the area of the joint board, as the case may be, he may make an order constituting the council a library authority as from a date specified in the order.

(5) Where during the said period of six months the Secretary of State is satisfied, after consulting the council of a district which is a library authority and such other library authorities as appear to him to be concerned, that if the council of the district ceased to be a library authority, that would lead to an improvement in the library facilities in that district or in the county or area of the joint board, as the case may be, he may by order provide that as from a date specified in the order the council of that district shall cease to be a library authority.

(6) An order under this section constituting a district council a library authority may impose on the district council such conditions as the Secretary of State thinks fit for securing the performance by them of their functions under the Public Libraries and Museums Act 1964.

(7) A statutory instrument containing an order under this section shall be subject to annulment in pursuance of a resolution of either House of Parliament.

(8) In this section "review date" means 1st April in 1981 and every tenth year thereafter.

APPENDIX 2
CLAUSE 207 - LOCAL GOVERNMENT ACT, 1972

Public
libraries and
museums
(Wales).
1964 c. 75.

207.—(1) The local authorities for the purposes of the Public Libraries and Museums Act 1964 in Wales shall be county councils and district councils and, subject to the provisions of section 5 of that Act, each of the following authorities, that is to say—

- (a) the council of a county;
- (b) the council of a district who have been constituted a library authority under the following provisions of this section;

shall be a library authority for those purposes.

(2) The council of a district in Wales may at any time before 1st April 1974 apply to the Secretary of State for an order constituting the council a library authority and the Secretary of State may, if he thinks it expedient to do so having regard to—

- (a) the capacity of the council to provide an efficient library service for their district; and
- (b) the effect which the order would have on the library service which is to be provided by the council of the new county comprising that district;

and after consulting the council of the new county, make an order constituting the district council a library authority as from a date, not earlier than 1st April 1974, specified in the order.

(3) While the Secretary of State is considering an application by the council of a district for an order under subsection (2) above, he may make an order constituting that council a library authority for a period beginning with 1st April 1974 and ending on a date specified by the Secretary of State on deciding to make or not to make the order applied for.

PART IX

(4) A council of a district in Wales which is not a library authority may within the period of six months beginning with any review date apply to the Secretary of State for an order constituting the council a library authority and if, after consulting the authority which is then the library authority for that district and after taking account of any likely changes in the area and population of that district and of any other matters appearing to him to be relevant, the Secretary of State is of the opinion that the order would lead to an improvement in the library facilities in that district and would not prejudicially affect the library facilities in the county or the area of the joint board, as the case may be, he may make an order constituting the council a library authority as from a date specified in the order.

(5) Where during the said period of six months the Secretary of State is satisfied, after consulting the council of a district which is a library authority and such other library authorities as appear to him to be concerned, that if the council of the district ceased to be a library authority, that would lead to an improvement in the library facilities in that district or in the county or area of the joint board, as the case may be, he may by order provide that as from a date specified in the order the council of that district shall cease to be a library authority.

(6) An order under this section constituting a district council a library authority may impose on the district council such conditions as the Secretary of State thinks fit for securing the performance by them of their functions under the Public Libraries and Museums Act 1964.

(7) A statutory instrument containing an order under this section shall be subject to annulment in pursuance of a resolution of either House of Parliament.

(8) In this section "review date" means 1st April in 1984 and every tenth year thereafter.

APPENDIX 3

Circular No 6/73

29 March 1973

Joint Circular from the

DEPARTMENT OF EDUCATION AND SCIENCE, ELIZABETH HOUSE,
YORK ROAD, LONDON SE1 7PH, AND
WELSH EDUCATION OFFICE, 31 CATHEDRAL ROAD, CARDIFF CF1 9UJ

CONSTITUTION OF DISTRICT COUNCILS IN WALES AS PUBLIC LIBRARY AUTHORITIES

INTRODUCTION

1. The Local Government Act 1972, which implements the Government's proposals for the reorganisation of local government in England and Wales, received the Royal Assent on 26 October 1972. Welsh Office Circular 238/72 describes the new structure of local government areas and authorities in Wales. The Department of Education and Science's Circular 5/73 outlines both for England and Wales the main opportunities which the 1972 Act brings with it for the development of the public library service and offers guidance on some of the main practical issues likely to arise generally during the transition from the existing to the new structure and for a period thereafter. Welsh Office Circular 277/72 gives general guidance on "agency arrangements".
2. The present Circular applies only to Wales and is concerned with Section 207 of the 1972 Act and the provisions in it whereby both county councils and district councils constituted library authorities under it will be library authorities for the purpose of the Public Libraries and Museums Act 1964. It is issued after consultation with the Local Government Staff Commission for Wales and the local authority associations.

COUNTY LIBRARY AUTHORITIES

3. As described in paragraphs 6-9 of Circular 5/73, the Secretary of State for Education and Science sees clear advantages in establishing larger library authorities, coterminous with those responsible for education, the social services, and (if the Government's proposals are adopted) for health. This change will bring much larger resources within the ambit of each new authority and create fresh opportunities for the development of the comprehensive and efficient service which they are required to provide under the 1964 Act. The Secretary of State

considers that the strengths and cohesion of a unified county library service bring significant benefits to the whole area comprising the county.

4. It is likely that over most of the Principality it will be appropriate for the county councils to be the sole library authority within their areas; paragraph 16 of the Consultative Document for the Reform of Local Government in Wales indicated that only in a few instances would it be likely to be appropriate for districts to be given separate powers. This is not to suggest, however, that the district councils do not have a valuable part to play. The Secretary of State expects that the new county library authorities will wish to take an early opportunity to initiate arrangements to consult with district councils as suggested in paragraphs 19-22 of Circular 5/73 so as to take advantage of the previous authorities' experience and knowledge of their communities' needs and interests; and she will welcome the widespread development of this form of co-operation.

5. Section 101 of the 1972 Act enables a local authority to arrange for the discharge of any of its functions by any other local authority. It thus provides for what have become known as agency arrangements for the exercise of certain functions of a county library authority, as distinct from its powers, by a district council which is not a library authority. Many new district councils will no doubt prefer that decisions be taken first on whether they should be constituted library authorities under Section 207 of the Act. However, the conclusion of agency arrangements and the constitution of district councils as separate library authorities need to be considered together, since both will affect the provision of library services throughout the whole new county. While, therefore, both these matters will no doubt be considered by the existing authorities, and the results of this consideration placed before the new county and district councils when they are elected, further discussions should take place as necessary between the new county and the new district councils before the latter decide whether to apply for an order under Section 207.

6. Advice on applications in respect of agency arrangements is given in paragraphs 23-28 of the Department's Circular 5/73. The Secretary of State, when considering an application from a new district council for separate library powers, will wish to compare the merits of agency arrangements and of separate powers in the particular circumstances. In granting her approval under Section 207, the Secretary of State may make it conditional on a district council entering into such co-operative arrangements with the county library, or possibly with other libraries, as she may specify, for example, with regard to the provision of services to education. Such arrangements may involve payments from one authority to another.

CONSTITUTION OF DISTRICT COUNCIL AS LIBRARY AUTHORITY

7. Where a new district council elected under the 1972 Act are of the opinion that there are special local needs which justify an application for the constitution, exceptionally, of the district council as a separate library authority, the Secretary of State for Education and Science will consider

such an application in accordance with Section 207 of the 1972 Act and in the light of the criteria set out in paragraphs 8 to 12 following.

a. CRITERIA FOR APPLICATIONS

8. The most important considerations are those set out in Section 207(2) of the 1972 Act, namely:-

- i. the capacity of the council to provide an efficient library service for their district; and
- ii. the effect which the order would have on the library service which is to be provided by the council of the new county comprising that district.

9. As these considerations are expressed in general terms, councils may welcome some indication of how they may be expected to be applied in practice. The following paragraphs outline the main factors which will be taken into account when a district's application is examined.

10. First, as a rule, an applicant district will be expected to have a substantially larger population than the minimum of 40,000 required for new library authorities by the 1964 Act. Moreover, except in special circumstances, a claim will be considered only from a district which is either a mainly urban area or is an area with a substantial urban nucleus.

11. Secondly, an applicant district council will normally be expected to include all or a major part of the area of a substantial existing library authority. Because of the need to maintain and develop a comprehensive and efficient service in the district, the Secretary of State will take into account the standard of service provided by existing authorities.

12. Thirdly, it is equally as important to ensure high standards throughout the county as a whole. The Secretary of State will therefore have regard to the effect of agreeing to any or all of the applications on the library service of the county of which the districts form part, and will take into account the views of the county council concerned. For example, there would be serious objections to acceding to an application from a district which was the administrative centre or natural focal point of the county, or which represented, either by itself or collectively with other district applicants, a significantly large proportion of the county's population, thus impairing the county council's capacity to provide a comprehensive and efficient library service in the remainder of the county.

b. TIMETABLE AND PROCEDURE FOR APPLICATIONS

13. Section 207(2) empowers a district council to make application at any time before 1 April 1974, and the Secretary of State to make the order

constituting the district council a library authority from a date to be specified, not being a date before 1 April 1974. The Secretary of State attaches very great importance to the objective of establishing the new structure of library authorities in the Principality from 1 April 1974 on a sound and secure footing with a minimum of delay and hopes that authorities generally will share this view. Although Section 207(3) provides for interim orders to be made with effect from 1 April 1974 on a without prejudice basis, she is anxious to dispense whenever possible with the need to use these powers and seeks the help of authorities in enabling the objective above to be achieved.

14. Applications should be made to the Department of Education and Science (Arts & Libraries Branch, 38 Belgrave Square, London SW1X 8NR), by 30 June 1973 at the latest, a copy being sent direct at the same time to the council of the county comprising the district so that consultation as required by Section 207(2) will be facilitated. Individual applicants will appreciate that the need for this consultation, and the effect of the general considerations set out in paragraph 8 if more than one application for separate library powers or proposal for agency arrangements is received from within the area of one county, constitute additional reasons for applying early. The observations of the county on the application should reach the Department not later than 23 July 1973.

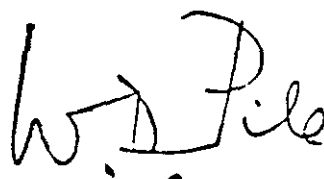
15. In submitting their application a district council should set out the grounds for it, a forecast of likely population changes in the district, and reasons why their special circumstances could not be equally well met by suitable ongoing consultation and agency arrangements. They are also asked to provide the usual statistics of library services in respect of the financial year 1972/73 and a corresponding forecast for 1973/74 in respect of each present library authority in their area.

16. In commenting on a district council's application, a county council are asked to include in their statement of views a note indicating whether a similar application is expected from any other district within the county and giving details of any agency arrangements concluded or offered to any district within the county. They are also asked to say what arrangements would be made for the library service in the applicant district's area, and for involving the district council in it, if the application for separate library powers is refused.

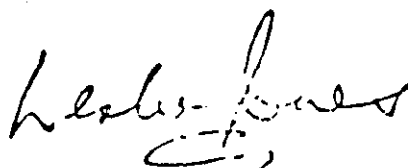
c. CONSEQUENTIAL APPLICATIONS UNDER SECTION 110 OF THE ACT

17. The Secretary of State will aim to reach decisions on applications for separate library powers where possible within a month of the receipt of the county council's observations but otherwise by the end of September at the latest. In the case of district councils which have applied unsuccessfully for separate library powers, she is prepared to extend the time limit for the receipt of an application for a direction in respect of agency arrangements under Section 110 of the 1972 Act from 17 September 1973 (paragraph 27 of the Welsh Office Circular 277/72) until one month after her decision on the

application for separate powers. The necessarily tight timetable means that district and county councils ought to study both alternatives concurrently (as well as other methods of securing district council participation through appropriate consultation arrangements) if the Secretary of State is to be able to reach decisions in time for authorities to make the necessary consequential preparations before 1 April 1974.

A handwritten signature in dark ink, appearing to read 'W D Pile'. The letters are cursive and somewhat stylized, with a large 'P' and a distinct 'W'.

W D Pile

A handwritten signature in dark ink, appearing to read 'Leslie Jones'. The signature is written in a cursive style, with the first name 'Leslie' and the surname 'Jones' clearly distinguishable.

Leslie Jones

APPENDIX 4

LLANELLI DISTRICT IN THE COUNTY OF DYFED

Application from the District Council of Llanelli, under Section 207 of the Local Government Act 1972, for the constitution of the Council as a separate library authority

1. The Llanelli District Council, in support of its application for the constitution of the District Council as a separate library authority, sets out below its case according to the criteria contained in paragraphs 8 to 12 of the Joint Circular No. 6/73, issued by the Department of Education and Science and the Welsh Education Office on 29th March, 1973.
2. Population of the District and its Distribution
 - 2.1 The population of the Llanelli District will be some 80,000.
 - 2.2 Within a radius of approximately 3 miles of the town centre of the present Borough of Llanelli, more than 50,000 of the population of the new Llanelli District is concentrated in a highly urbanised environment, the area enclosed by this radius also containing almost all the industrial sites in South-East Carmarthenshire, which is a highly industrialised area, (See Appendix 3 map). With the exceptions of a few scattered hamlets and farms the remainder of the inhabitants live in communities with populations ranging from some 6,000 in Burry Port to 240 in Llannon, the majority being in the 2,000 – 3,500 population range. The area covered by the new Llanelli District measures, across the middle of the area in each case, some 13½ miles from East to West and 10½ miles from North to South, forming a highly convenient administrative unit for library purposes. The large majority of the population of the District can be served from fixed service points, necessitating only a small number of container-type or mobile library service points to ensure full and frequent coverage of the whole of the District. (see para. 9 for detailed proposals regarding service points).
3. The Special Library Needs of the District compared to the Needs of the remainder of Dyfed
 - 3.1 The industrial and environmental pattern of the Llanelli District is unique in the new county of Dyfed. As stated in para 2.2 the District is highly industrialised, but, except for a few isolated instances, there has never been significant industrial activity in the remainder of Dyfed west of Kidwelly. Llanelli, and the areas surrounding it, were built on and developed because of coal, heavy industry and shipping. Today, the industrial activities carried on in the area, of the Llanelli District, are steel, tinplate, foundry work, heavy engineering work, steel fabrication, metal working, copper working, car body pressings, motorcar components, needle bearings, coalmining, petro-chemicals, civil and mining engineering and a diverse pattern of light engineering, and other light component factories producing consumer goods including boats and furniture. (See appendix 3 map, for distribution).
 - 3.2 This industrial pattern does not exist in the remainder of Dyfed. There, the majority of the inhabitants obtain their living from agriculture and agricultural products with education, administration and some Government Research Departments, again mainly agricultural, providing some employment, while, in the far West, around Milford Haven, there is a complex of highly specialised and technical oil installations, which are not big employers of labour.
 - 3.3 The industrial nature of the area of the Llanelli District has had a big influence on the make-up of the bookstock of the present Llanelli Public Library, the stock in the Lending Library being particularly strong in technical subjects dealing with industrial operations and processes carried out in the area and in the fields of management, labour relations and trade union matters. In the Reference Library there has been a parallel concentration on these subjects and, in addition, an industrial information service, for the benefit of industry located within and without the Borough, has been built up by the acquisition of technical and other yearbooks, directories, dictionaries, British Standards, Government Publications etc. This service has been freely available to all industry in the area irrespective of whether the company made a rate contribution to the Llanelli Borough, or not. This concentration of industry in the area has also had a big influence on the nature of the bookstock in relation to education for employment, the stock being particularly strong in those subjects which are studied by the many apprentices and by those going on to further technical education, and by students who enter higher education establishments. (See appendix 7. Booklist).

- 3.4 The Council is fully aware of the great importance of these aspects of Library service to the Llanelli area in the past and acknowledges that the increasing demands which industry will make on technological, scientific and managerial knowledge and skills will make these aspects of library service even more important to the highly industrialised Llanelli area in the future. The Borough Council in the past, has, without the aid of rate contributions from most industries in the Llanelli area, the majority of which were outside the old Borough boundaries, provided these services without undue strain on local resources. With the vastly increased rateable value of the enlarged Llanelli District, the Council maintains that it can provide for the immediate and future library needs engendered by the industrial nature of the area and for the general service needs. They see no logical reason why a service, the demands on which will differ so greatly from those which will be made on library services in other parts of the County of Dyfed, should be controlled from a remote point when experience shows that a viable, efficient service, geared to the specific and specialised needs of the area, can be provided at the local level. To be effective, a service orientated towards industrial needs must be easily accessible to the industrial users and, in the case of the organisations in the Llanelli industrial complex, every firm is within easy reach of the proposed District Central Library situated in the present Borough of Llanelli (See appendix 3, map).
4. The Effect on the County Service of Dyfed with the Llanelli District as an Independent Library Authority.
- 4.1 The Council claims that to take the Llanelli District out of Dyfed would in no way impair the efficiency or effectiveness of the county to provide a library service to the remainder of the County area, where there is community of interest in relation to employment, and to a way of life based on market towns and small communities in a largely rural environment. On the other hand, as has been stated, the large majority of the population of the Llanelli District live in a highly urbanised environment. The granting of independent powers to the Llanelli District would ensure the continuation of the specific kind of library service which such an area requires and would ensure the continuation of the specialised services – when compared to the needs of the remainder of the County of Dyfed – which the Llanelli District must have because of its highly industrialised nature, the specific needs of which are fully appreciated locally.
- 4.2 For these very strong reasons and for other complementary reasons, set out below, the Council maintains that direct control over a service, which has to face demands and needs not encountered in any other area of Dyfed, should be in the hands of the District Council, which is ready to make the resources available to provide a viable service.
- 4.3 With the Llanelli District out of Dyfed, the remainder of the County will still have a population and a rateable value greater than two other Welsh Counties, and Dyfed would therefore be equally as well placed as these counties to provide an efficient service.
5. Services provided by the present Borough of Llanelli in the new Llanelli District.
- 5.1 The Borough of Llanelli, a constituent part of the new Llanelli District, adopted the Public Library Acts in 1898 when an Urban District Council. Since the mid-1930's a modern public library system has been developed the standards of which, in relation to books, staff and the range of service provided, are above average for England and Wales. (See appendix 1 for statistical summary) Significant developments in the services provided during the last 30 years are as follows:
- 5.2 The systematic build-up of the reference library stock to provide a general reference service in depth and an information service, with emphasis on the needs of industrial and commercial users, with whom there is close co-operation. The present stock is some 25,000 volumes and the reference library can seat up to 40 readers.
- 5.3 The development of the Government Publications Library. For the last 30 years all Government Publications, United Nations, OEEC and other official publications likely to be of use to the locality have been purchased, the collection now numbering many thousands of items including all extant Public General Acts and Statutory Instruments.

- 5.4 A representative collection of Ordnance Survey Maps has been built up since 1939, the policy, being to buy all 1" and 2½" maps published; all miscellaneous maps such as tourist and route plans, land utilisation etc; maps covering the County of Carmarthen and bordering territories in the 6" scale; and all 25" and 50" maps issued for the area of the new Llanelli District (i.e. the old Borough and Llanelli Rural District area and Kidwelly.)
- 5.5 The first gramophone record library in Wales was established in 1951. Today the Library's stock numbers some 6,000 long playing records, both mono and stereo, complemented by some 10,000 items in full, miniature or vocal scores or instrumental parts, and 1,500 books on music and composers.
- 5.6 In 1952 a library service to all local hospitals was established. Four hospitals are served at present.
- 5.7 In 1957 a local film collection of both movie (16 mm.) and still films (colour and black and white prints and transparencies) was established, with a view to providing a local film archive for the Llanelli area. Today the collection contains some 2,000 transparencies, more than 10,000 black and white and colour prints, ranging in date from the early 1880's to the present day, and 50,000 plus feet of 16 mm. film, mostly colour, and including copies of films shot in Llanelli in the early 1900's. All of this film material is local, and provides a visual, historical record of the Llanelli area covering almost 90 years, including full coverage of any physical changes in the last two decades. (See also para. 6.4).
- 5.8 In 1962 a medical collection was set up for all general practitioners and hospital staff in the area. Local doctors contribute an annual sum towards the cost of the collection, which includes medical text books and periodicals, with multiple subscriptions to circulating medical libraries for the loan of very specialised material.
- 5.9 In 1969 a Local History Research Group was set up to produce monographs on aspects of the History of Llanelli and, eventually, to produce a general scholarly history of the Llanelli area. The Group is sponsored by the Library Committee, with the Borough Librarian as Co-ordinator, and the Council will make money available for the publication of the monographs, the first two of which are expected to appear within the next 2 years. Each member of the Group, which now consists of 9 members, is expert in the particular field he or she is studying, the majority being lecturers at Universities and other Higher Education Establishments. (See also para. 6.6.).
- 5.10 Between 1970 and 1972 the Llanelli Borough Library was significantly extended and modernised to provide: an adult lending library of more than 5,000 sq.ft.; a spacious children's library with separate reference and study area; a separate music and record library, adjoining the adult lending library; additional reference library space, including a separate local collection room; and display areas including a dual purpose exhibition/meeting hall which can seat up to 200 people. (See appendix 4: brochure).
- 5.11 With the completion of the library extension, a full programme of "cultural" activities, which were temporarily curtailed because of pressure on space and then the building of the extension, has been resumed in the exhibition and meeting hall and in the foyers. (See also para. 7.).
6. The Local Collection and Local History Activities.
 - 6.1 The present Llanelli Borough and the densely urbanised areas of the Llanelli Rural District surrounding the Borough Boundaries owe their growth to the Industrial Revolution. Before 1800 Llanelli was a village of little significance, its population in 1795 being only 600. The history of the Llanelli area, therefore, is largely the history of its industrial growth. In the last 150 years this industrial growth led to the establishment of a wide variety of industries — many now defunct — including coal, on which its growth was initially based — there are more than 460 known shafts and adits within a radius of 5 miles of Llanelli Town Hall — tin, lead and copper smelting, iron, steel and tinplate. The growth of Llanelli as a port kept step with its industrial growth, four harbours being constructed during the 19th Century and the early 1900's and there was supporting ship-building activity, especially during the second half of the Nineteenth Century.

- 6.2 The Local Collection in Llanelli has been built up over the last 75 years and, with the bound files of local newspapers, which go back to 1863, is the most significant and comprehensive collection of basic source materials on the history of the area in existence. Over the years, many valuable donations of original documents have been made to the collection by industrial firms and the records of the Stepney Estate, which cover coal-mining, the port, industry generally and land transactions, are also in the collection.
- 6.3 The documents in the collection are backed by a large number of maps and plans, originals and copies, of the area — including originals and copies from Coal Board Depositories of all plans, still extant, of the mine workings in all the significant collieries worked in the area — and by earlier editions of local Ordnance Survey maps.
- 6.4 A complementary illustrations collection has also been in existence for over 50 years and has been greatly augmented over the last 20 years by the acquisition or copying of hundreds of unique items held by individuals. The Llanelli Borough Council are fully aware of the importance of the pictorial element of the local collection and 15 years ago they set up a film unit, based on the Public Library, to record on still and movie film the whole of the local scene at a time when many old industries were in decline and when large scale redevelopment of the town centre and the older industrial areas was being carried out. This pictorial coverage of the area is undoubtedly the most extensive and intensive of any area in England and Wales, certainly in connection with a local history collection. Prints and transparencies from the collection have been used by the Department of the Environment for Exhibition by the Tourist Organisations for publicity purposes and by publishers to illustrate books, and sequences from 16mm. movie films in the collection have been used in television programmes by both B.B.C. and I.T.V. producers. Many unique printed items in the local collection have also been photographed on micro-film. The District Council, as an independent library authority, would wish to continue and to further develop the film element of the local collection.
- 6.5 Tapes of conversations with aged local inhabitants who have spent a life-time in a particular activity in the area — whether it be industry, the port, an aspect of sport or whatever; the only criteria are the personal knowledge and the ability to recall events and conditions of the particular person — are also made for the local collection. These, with the pictorial material, can form the flesh to cover the bare bones of local history contained in printed and manuscript sources.
- 6.6 As mentioned above, the Local History Research Group is based on the Public Library and the work of individual members is co-ordinated by the Borough Librarian. For the last 2 years the Borough Council has set aside a sum of £800 each year for the publication of the first monographs to be produced by members of the Group, but the need for further research has led to delay in the finalisation of the first two manuscripts for publication. These will now be finished during this year. No satisfactory, reliable and well-researched general history of the Llanelli area exists in an easily accessible format and the area's industrial history, particularly, is most inadequately represented in print. The District Council shares the present Borough Council's view of the importance of these local history monographs — and of the production of a reliable general local history — to the inhabitants of the area, especially as the studies will cover not only the old Borough area but most of the area surrounding it. If constituted as a Library Authority and, thereby, being in a position to control the programme, as the Borough Council can at present, they would continue to support the Group and to see their valuable work for the area brought to a successful conclusion.
- 6.7 The proper exploitation, for the benefit of the community to which the material relates, of this aspect of library service, which the Council considers to be of the utmost importance educationally and culturally to the District, calls for a special knowledge of Llanelli's old industrial processes and a command of film techniques including editing of movie films the preparation of scripts and commentaries and sound track laying. The co-ordination of the areas of study and the work of members of the Local History Research Group and the supervision of the publishing of a member's work also calls for specialised local knowledge and also entails the involvement, in varying degrees, of senior staff in addition to the Local History Librarian. The scale of activities entailed in these forms of recording events for posterity and of unfolding past local history for those living today is far wider and the activities are themselves more intensively pursued than is common in libraries at present. The present Borough Council is proud of its pioneering work in this field. The District Council is equally persuaded of the importance of the work already being done in Llanelli and would wish to continue and, where possible, to extend these activities. They appreciate that operations on this scale entail extra expenditure over and above that normally expended on local collection activities but, in view of the impor-

tance of the work to the local community, they would be prepared to meet this expenditure and so to continue and to expand the work already being done, work which, they consider, can only be done through the Public Library. If they do not control these activities by virtue of their being constituted as an independent library authority, then these activities will inevitably be drastically curtailed because of the unlikelihood of a far greater amount of money being spent on one aspect of service in one area of Dyfed compared to the remainder of the County, and of the need to involve staff, at all levels and in varying degrees, in the building up and the exploitation of the collection.

7 Cultural Activities

- 7.1 The present Borough Council controls a spacious Museum and Art Gallery at Parc Howard Mansion (See Appendix 5: Town Guide: P.20 and Map. p.41) and has provided additional exhibition concert and meeting facilities in the recently extended and modernised public library. (See Appendix 4: Brochure). In these premises the Borough Council presents a full and varied programme of exhibitions and related cultural activities, under the overall control and direction of the Borough Librarian. The various activities in the two establishments are co-ordinated to provide continuous and contrasting events from March to October, activities in the period November to February being usually concentrated in the Public Library because of the early winter closing of the Park.
- 7.2 The range of exhibitions and other activities provided at these establishments is indicated in the list of exhibitions etc. mounted or housed in 1972-3 and those arranged for 1973-4 (See appendix 6. a. and b; Programmes of Exhibitions).
- 7.3 In their efforts to provide as full and varied a range as possible of exhibitions and other cultural activities in the Llanelli area. (the facilities in Llanelli are the only properly equipped and staffed premises in East Carmarthenshire for the holding of exhibitions) the present Borough Council attaches great importance to their having control of both premises and to these activities being administered by one of their officers, the Borough Librarian, especially as he originates many of the activities carried on, particularly in the Public Library. In addition to the programme of exhibitions set out in Appendix 6, local history lectures illustrated with slides, film shows of local events and recorded music programmes, all originating from library materials, are held in the Public Library Exhibition Hall; plans are being made to house, in the Public Library, recitals and other events sponsored by the West Wales Association for the Arts; and the Public Library will also be closely involved in the events organised by the re-formed Llanelli Arts Association, which recently suspended its activities for a short time because of the demolition of the public hall, where many of the concerts and recitals they arranged were staged. The Library also acts as a centre for the collection and dissemination of information on local regional and national cultural and related events.
- 7.4 The District Council attaches equal importance, in their desire to provide a full, varied and integrated range of cultural activities to the new Llanelli District, to their ability to control, as is done by the Borough Council at present, all the factors involved in providing or catering for such a range of services. It would be their intention as the authority responsible for the Llanelli District Library Service as well as for cultural matters generally in the District, to continue to provide – and to extend as additional facilities and as the Theatre become available – these services in the present Borough as the focal point of the District; and also, on an applicable scale, to provide them in other significant centres of population in the District, where the larger branch libraries would be provided with accommodation for the promotion of local cultural activities (See para 9 for details). In addition to the Museum and Art Gallery at Parc Howard, the facilities at the Llanelli Public Library and those proposed to be provided in branch libraries, the District Council will also control a Public Hall at Burry Port which can seat more than 500 and which has very good facilities for the production of drama, opera and other activities; it is also proposed to build – a public appeal for funds is currently being conducted in the Llanelli District – a several purpose Theatre in Llanelli, where a wide range of cultural activities will be accommodated.
- 7.5 The Council is convinced that this widespread and diverse cultural activity, which they will provide, sponsor, or encourage by the provision of facilities, can only be successfully pursued if they have full control of all the agencies which will contribute towards the activity. They regard the Central Public Library as the natural focal point of the activity in a compact highly

urbanised area, not only in relation to the events which would actually be mounted on library premises but also in relation to the originating role of the library service, if it were under their control, for much of the material which would make up a significant sector of cultural activity; in relation to the co-ordination of the activity over the whole of the area by one officer; and in relation to the role of the Central Library and branches as cultural information centres for the whole of the area. If they do not control the Public Library service they are convinced that the wide range of cultural activities provided in the area at present — which would be extended if they control the library service together with other institutions such as the Museum and Art Gallery and Halls and Theatres which would contribute to the general level of cultural activity — will be seriously affected and undoubtedly diminished. This would be to the great detriment of the population of the Llanelli District, who enjoy, at present, as comprehensive a range of cultural activities, originating from, organised by or generated by the Public Library, as can be found in any other library authority area in Wales.

8 Standards of Service

8.1 The general standard of service in the existing Borough of Llanelli, measured both in relation to expenditure on particular aspects of the service and on the range of services provided, has been well above the national average for England and Wales for many years.

8.2 The latest available I.M.T.A. Public Library Statistics cover 1971 – 72. In that year the following amounts were spent, per 1,000 of population served on specific aspects of service by the existing library authorities which will be included in Dyfed:-

Authority	Employees	Books	Newspapers and Periodicals	Gramophone Records	Other
Cardigan	649.98	361.18	6.25	0.52	1.76
Carmarthen	335.26	237.12	2.91	NIL	NIL
Pembroke	464.68	239.24	0.18	1.18	0.07
Llanelli	999.01	410.01	26.96	15.76	8.53
	Binding	Stationery etc.	Miscellaneous	Total Expenditure	
Cardigan	6.70	35.43	11.13	1225.27	
Carmarthen	13.17	14.43	21.92	742.44	
Pembroke	5.26	18.05	5.30	1043.26	
Llanelli	45.96	56.94	41.86	1878.75	

8.3 The higher expenditure figures for the Borough of Llanelli on every aspect of service listed above, reflect the higher level of service and the greater range and depth of service provided by the Borough compared to the services provided by the existing county authorities. This level of expenditure by the Borough has been increased in the last 2 years (as brought out in appendix 1.) to take account of the continuing expansion of the service and for increases in costs: for example, some estimated items of expenditure per 1,000 for 1973-4 are: Total 2458.58; Employees 1203.22; Books 525.35; Newspapers & Periodicals 31.44; and Gramophone Records 23.

8.4 The District Council shares the Borough Council's view of the importance of a high standard of library service to the people they represent and, as the library authority for the District of Llanelli, would seek to maintain and extend the range and quality of the present Borough services as the Central Library for the District, and also to provide a high level of service over the whole of the District area (See para. 9 for Proposals for the Library Service). Staff employed and the amount spent by the Council on books would be in accordance with standards currently accepted by the Minister, the Council having due regard, in laying down the establishment and deciding book expenditure, to the increased range of services, over and above the basic service, as set out in this application, which they would provide.

8.5 As the expenditure figures in para. 8.2 show, the standard of service in the Llanelli area is, at present, considerably higher than in the other library authorities in Dyfed. As the Library Authority for the District the Council would seek to maintain and improve this high standard of service in the whole of the District. If they are not constituted as the Library Authority, then they are of the opinion that standards in the Llanelli District would inevitably deteriorate. Under a single county authority the future provision in the District would be the same as in the remainder of Dyfed but standards in the county would not rise to the level of those now existing in the

Llanelli Borough for many years, to the inevitable detriment of the population of the Llanelli area.

9 Proposals for a Library Service for the District.

9.1 As the Library Authority for the Llanelli District, the Council would set up a network of permanent, movable and (conventional) mobile service points to provide a modern service to the whole of the population they will represent.

9.2 The administrative centre of this network would be the existing Llanelli Public Library, which is ideally suited in relation to location, size and facilities for this role and where there is the added advantage of an adjacent council-leased building for branch and mobile library servicing.

9.3 The Council would propose to take steps to set up the following services immediately it is constituted as a Library Authority.

9.3.1. Burry Port. The Council will take into ownership a Memorial Hall, which, suitably altered and furnished, would make an ideal branch library for this community of 6,000. It will also be possible to provide in this location, good children's library facilities and adequate space for local cultural activities. Open more than 30 hours per week.

9.3.2. Kidwelly. The Council will take into ownership the old Kidwelly Town Hall. This interesting stone building can be adapted, renovated and furnished to provide on the ground floor a fine branch library, with good children's library facilities, to serve this ancient Borough. The upper floor can be brought into service as a cultural and meeting centre for Kidwelly. Open 20 - 30 hours per week.

9.3.3. Urban Llanelli. The growth points of the highly populated areas surrounding the present Borough boundaries are the Pemberton/Llwynhendy/Bryn area; the Felinfoel area; the Bynea area; and the Dafen area. The need for permanent purpose-built library buildings in these areas has been felt for many years, particularly in regard to a properly organised service for children. As a temporary measure, and to provide a service on 1st April 1974, the Council would erect the following Terrapin Reska type buildings in these areas:—

Bryn.	Library to serve 4,000 people. Open more than 30 hours per week.
Felinfoel.	Library to serve 3,000 people. Open more than 30 hours per week.
Bynea.	Library to serve 3,000 people. Open 20 - 30 hours per week.
Dafen.	Temporary service from Container Library with some residents using Terrapin libraries at Bryn and Felinfoel.

9.3.4. The remaining significant centres of population would be served on one whole day per week by two Terrapin Container Libraries, the proposed itinerary being:—

Monday	Pontyberem	10 - 4.30	Tumble	10 - 4.30
Tuesday	Ponthenry	10 - 4.30	Crosshands	10 - 4.30
Wednesday	Pontyates	10 - 4.30	Tycroes	10 - 4.30
Thursday	Trimsaran	10 - 4.30	Hendy/Forrest	10 - 4.30
Friday	Pembrey	10 - 4.30	Llangennech	10 - 4.30
Saturday	Pwll	10 - 4.30	Dafen	10 - 4.30

9.3.5. The remaining small centres of population and outlying communities would be served by one mobile library on a weekly basis, the mobile also being used to restock container libraries, which will remain in the field.

9.3.6. Sites have been surveyed for all temporary buildings and library hard standings, the majority of them being on land which will be owned by the District Council.

9.4 In a five-year programme, the Council would seek to build permanent branch libraries with full facilities for children's services and designed to cater for local cultural activities to serve the expected population growth areas, as follows:—

Bryn	Branch library c. 4,000 sq. ft.
Felinfoel	Branch library c. 4,000 sq. ft.
Bynea	Branch library c. 3,000 sq. ft.
Dafen	Branch library c. 2,500 sq. ft.

(See also appendix 2: Service point distribution map)

9.5 As each permanent building is completed the Terrapin building would be removed and re-erected in one of the larger centres of population in the outlying areas. The completion of the programme would free the container libraries from some of their commitments, thus allowing 2 days stay each week by the Containers in the larger remaining centres of population. (See also appendix 2. Service Point Distribution Map).

9.6 The Council is concerned that a high standard of library service should be maintained to all communities in the District. They consider that their proposals for a branch library or container library service to all the outlying significant centres of population, together with the central library facilities, which will be easily accessible to the serious student from any part of the District, will provide this high standard, the service points being adequately staffed with professional librarians, and the whole lending stock being made available to all service points through internal transfer arrangements. If they are not constituted as the Library Authority for the District, the Council fears that, because of the necessity to establish and develop branch libraries and other service points throughout the whole of the Dyfed area, a service to the Llanelli District on the scale they envisage – and which, they are convinced is necessary – would not be established for many years, to the detriment of the population of the District.

10 Future Industrial and other Development in the Llanelli District

10.1 As stated in paragraph 3, large scale industrial activity in Dyfed is almost entirely concentrated in the new Llanelli District in South Eastern Carmarthenshire, the area making up the District and the adjoining Ammanford area being scheduled as a Development Area. The Plans for the continued industrial expansion of the Llanelli area include a link road to serve the area from the M4 extension.

10.2 These improved road communications, together with the financial advantages accruing to an industry which sets up in a Development area, will undoubtedly attract industry, but similar conditions are also to be found in many other areas of England and Wales. It has been the experience of the Llanelli Borough and Rural District Councils that to have control of as many local services as possible – including land for development – gives them a much stronger hand to play in the fierce competition to attract new industry. They can offer services which they control knowing that what they offer can be done; and so often the balance has been tipped in Llanelli's favour by the Council being able to offer these inducements, which have included an industrial information service and a good general library service, which they controlled.

10.3 The District Council is equally persuaded of the importance of these additional inducements – which include easy access to coastline and countryside, municipal parks, swimming baths, sporting facilities, general cultural opportunities and so on – and place great importance on their having control of the industrial information service they could offer to a new industry from their independent library service and on the general standard of that library service, which can be a telling factor in attracting not only the new industry but also the key personnel to operate it.

10.4 An information service geared to local industrial needs is, as is stated in paragraph 3, needed, in any depth, only in South East Carmarthenshire in the whole County of Dyfed. The scope of this service must be expanded as the diversity of industrial activity – which is the aim – increases in the Llanelli District. The Council submits that it is essential, as a contribution to the factors which can affect the area's natural industrial development, that a service which will be needed, almost exclusively, only in its area should be controlled by the District Council.

10.5 In addition to the expected industrial development of the Llanelli District it is proposed to establish a Country Park in the Western Area of the District, which will have great significance in the development of the tourist industry in the Llanelli District. At a planning enquiry in 1972 the four constituent councils of the District, supported by the Carmarthenshire County Council, successfully opposed a proposal by the Ministry of Defence to use Cefn Sidan Beach

and country inland of the beach as an artillery test range. The authorities submitted that the area, which contains a magnificent 5 mile stretch of beach, forestry and unspoiled country, should be used for amenity purposes and put forward their outline for a Country Park. These plans are going forward and the Llanelli Rural District Council, in whose area the Park is situated, has applied for a Compulsory Purchase Order to be made for the beach and surrounding countryside.

- 10.6 The establishment of the Country Park, which the District Council wholeheartedly supports, is important not only to the Llanelli District, but also to many thousands of visitors from England and Wales who will use its facilities every year. Kidwelly, Pembrey, Burry Port and Llanelli will undoubtedly be called upon to provide residential, catering and amenity facilities for these visitors in the future. The Council will be directly involved in the provision of amenities and considers it most important, in this respect, to have control of the library services in the area, not only to provide general library facilities for visitors and exhibitions and other events for their diversion in the libraries at Kidwelly, Burry Port and Llanelli, but also a general Country Park holiday information service, which would be based on the Central Library and which would use branch libraries, in or near the Country Park area, as information centres. If they do not control the service, then they see little prospect of this kind of service being operated through the local library system.

11. Co-operation with other Authorities

- 11.1 The existing Llanelli Borough Council has always been ready to co-operate with other library authorities especially neighbouring authorities. At present, there is an agreement with the Carmarthenshire County Council which permits any county resident to use the Borough Library free of charge, the County Council making an annual payment, which is at present £2,905, this sum covering the use of the library by many County residents and by industrial firms situated outside the Borough boundaries. Cordial relationships also exist with Swansea Public and University Libraries with whom there is the closest possible co-operation. Good relationships also exist with the County Archivist who refers many requests for information on the History of the Llanelli area to the Borough Library.
- 11.2 Llanelli Public Library has consistently, over the years, lent far more books to other libraries, through the Regional Library Bureau and the National Central Library, than it has borrowed through these agencies.
- 11.3 The District Council is well aware of the advantages of co-operation and would, as an independent authority, carry on the policy of the Borough Council. The Council envisages many situations where the independent Llanelli District Library could co-operate with neighbouring authorities, especially the County Library Service of Dyfed. The Council would be most willing to discuss any aspect of the library service where close co-operation might be desirable; and, especially, the use of the Llanelli Industrial Information service by Dyfed libraries; the use of any of the District's proposed permanent or container libraries by extra-District residents; and the use of the District's music stock by Dyfed libraries.

12 Concluding submissions

- 12.1 The Council has the capacity to provide an efficient library service for the District. But, equally important, it also has the will and the desire to provide an efficient service and a long tradition, among council members and officers, of administering an efficient service, in greater depth and scope than is usually provided by authorities at present, for its residents, industrial concerns and commercial undertakings.
- 12.2 The area which the Council represents has little in common, in relation to the way in which its residents obtain their livelihoods, with the remainder of Dyfed. The taking of the District out of Dyfed will not affect the capacity of the Dyfed authority to provide an efficient service to the remainder of the County.
- 12.3 The Council considers that it has sufficient population and rateable value, coupled with its further industrial expansion and the establishment of the Country Park, to provide an efficient service to an area which is compact and which is centred on a highly developed urban heart in which more than 50,000 people reside.

- 12.4 The District Council, has within its area, an existing library authority which has provided a consistently high standard and wide range of service for many years, a service which, moreover, has been available to most of the District residents through the goodwill and desire to co-operate shown by the Borough Council.
- 12.5 Considered geographically and industrially, the Llanelli District is a continuation, the westward boundary, of the South Wales industrial complex. The administrative centre for Dyfed is to the West of the area and the natural focal point of the County, with its agricultural tradition, is to the West. Objection to this application cannot, therefore, be made on the grounds that it is a natural focal point of the County or the administrative centre. Llanelli has, in reality, always stood somewhat apart from the remainder of the County of Carmarthen and of West Wales, because of its industrial background which was responsible for its growth.
- 12.6 In the years which led up to the drafting of the Local Government Bill, many organisations in Wales expressed opinions and made submissions regarding the treatment which should be accorded, in the Bill, to Wales. In regard to the Public Library Service in Wales, both the Library Advisory Council for Wales and the Welsh Education Office came to the conclusion that the situation in Wales called for special treatment and that, under certain conditions, District Councils should be designated as Independent Library Authorities. These conclusions were incorporated in the Bill and are now embodied in the Act in Section 207.
- 12.7 The Llanelli District Council submits that paragraphs 1 - 11 of this application contain powerful and convincing reasons why the Llanelli District should be constituted as an Independent Library Authority and would further submit that the situation which exists in its District closely resembles that which was envisaged by the Library Advisory Council for Wales and by the Welsh Education Office when they made their recommendations regarding District Authorities.

LLANELLI DISTRICT IN THE COUNTY OF DYFED
APPLICATION FOR CONSTITUTION AS A SEPARATE
LIBRARY AUTHORITY

APPENDIX I STATISTICAL DETAILS OF LLANELLI BOROUGH SERVICE

1.1	Financial Statistics		1972/73	1973/74	
		Probable 72 / 73	Expenditure per 1,000 population	Estimate 73 / 74	Expenditure per 1,000 population
Employees	(28)	28.525	1,093.74	31,380	1,203.22
Premises	(29)	7.815	299.65	5,685	217.22
Books	(30)	13.605	521.66	13,700 Small increase due to Govt's request to limit increases in overall expenditure	525.36
Newspapers/ Periodicals	(31)	800	30.67	820	31.44
Gramophone Records	(32)	550	21.08	600	23
Other	(33)	220	8.43	325	12.46
Binding	(34)	1,370	52.55	1,625	62.3
Other Supplies	(35)	795	33.16	675	25.88
Printing, Stationery, Postage, Telephones	(39)	1,290	49.46	1,325	50.8
Miscellaneous	(40)	520	19.93	550	21.088
Debt Charges	(41)	6,210	234.27	7,435	285.08
TOTAL EXPENDITURE:	(43)	61,700	2365.79	64,120	2458.58

LLANELLI DISTRICT IN THE COUNTY OF DYFED
APPLICATION FOR CONSTITUTION AS A SEPARATE
LIBRARY AUTHORITY

1.2	OTHER STATISTICAL DETAILS	1973 / 74
Total Population Served	(2)	26,080
Density of Population per acre	(3)	12.6
Product of l.p. rate	(4)	£22,700
Professional Posts	(5)	5
Other Non-Manual Posts	(6)	11
Manual Posts	(7)	2
Total	(8)	18
Open 60 hours and over (Excl. mobiles)	(9)	1 (61)
Homes, Hospitals and other Institutions.	(15)	4
Book Stock 31st March 1973		
On Open Shelves	(16)	69,235
In Reserve	(17)	34,900
Reference Books	(18)	21,379
Books on Loan 31.3.73	(19)	15,872
Total:	(20)	141,386
Books Added to Stock 1972-73		
Reference	(23)	1,379 + 378 Pamphlets
Other adult Non-Fiction	(24)	2,892
Adult Fiction	(25)	3,704
Children's Books	(26)	1,409
Total:	(27)	9,384

**LLANELLI DISTRICT IN THE COUNTY OF DYFED
APPLICATION FOR CONSTITUTION AS A SEPARATE
LIBRARY AUTHORITY**

**APPENDIX 6 (a) CULTURAL ACTIVITIES ORGANISED BY LLANELLI BOROUGH
LIBRARY. March 1972 – February 1973**

Exhibitions Held

2nd March – 4th April	Wave Motion. (C. Mus. in W.) (Sci. Mus)	P.H.
1st April – 30th April	Victorian Watercolours (V. & A.)	P.L.
5th April – 26th April	Archaeology from the Air (C. Mus. in W.)	P.H.
13th May – 4th June	Whistler Etchings & Engravings (V. & A.)	P.H.
22nd May – 3rd June	Curmarthenshire Children's Art Exhibition.	P.H.
2nd June – 24th June	Llanelli Art Society Summer Exhibition.	P.H.
15th June – 24th June	Llanelli Art Society Overflow Exhibition.	P.L.
22nd July – 13th August	Fine Bird Prints (V. & A.)	P.H.
29th July – 14th August	Llanelli Photographic Society Annual Exhibition	P.H.
31st July – 19th August	Curmarthenshire Artists Annual Exhibition	P.H.
5th August – 17th Sept.	English Creamware (V. & A.)	P.L.
18th August – 9th Sept.	Welsh Paintings (Tony Evans) Exhibition (W.W. Arts Assn)	P.L.
23rd Sept – 22nd Oct.	Dolls in the 19th Century. (V. & A.)	P.H.
1st Oct – 24th October	Modern British Watercolours. (V. & A.)	P.L.
4th Nov – 25th Nov	On the Beach (C. Mus. in W.)	P.L.
4th Nov – 26th Nov.	The Fashionable Image (V. & A.)	P.L.
6th Nov – 28th Nov.	Early Cinematography. (C. Mus. in W.)	P.L.
1st Dec – 16th Dec.	Llanelli Art Society Winter Exhibition.	P.L.
6th January - 27 th Jan.	Trade & Industry in Wales (C. Mus. in W.)	P.L.

OTHER EVENTS

The Borough's main permanent art collection is housed in Parc Howard. The paintings are on display – together with the materials housed in a separate Museum Room which make up the Museum collection, – at all times, except when wall space has to be cleared for travelling framed exhibitions.

When hanging space permits – i.e. when there is no travelling framed exhibition, which occupies wall space, on display in the Public Library – the growing collection of Llanelli paintings (of local scenes or by local artists) is displayed in the Exhibition Hall.

Book exhibitions, chiefly of library-held material (The Gregynog Press, The Golden Cockerel and other fine presses, The Folio Society, other illustrated books, examples of early printing etc. etc.) are on permanent display in five showcases in the main and exhibition room foyers of the Public Library.

Concerts of recorded music are held in the Exhibition Hall, including lunch time concerts. Film shows are held in the Exhibition Hall. Films projected are usually library-produced films of local subjects but films on painting, sculpture etc. circulated by the Arts Council are also shown.

Lectures on Local History and Llanelli's Development, illustrated with library slides, are held in the Exhibition Hall of the Library.

The Exhibition Hall is also used, when exhibition commitments permit, for important meetings of local societies: for example, the Inaugural Lecture of the local branch of the W.E.A., Llanelli meetings of the Curmarthenshire Antiquarian Society etc.

P.H. = Parc Howard

P.L. = Public Library

**LLANELLI DISTRICT IN THE COUNTY OF DYFED
APPLICATION FOR CONSTITUTION AS A SEPARATE
LIBRARY AUTHORITY**

**APPENDIX 6 (b) CULTURAL ACTIVITIES ARRANGED BY LLANELLI BOROUGH
FOR MARCH 1973 - FEBRUARY 1974**

Exhibitions arranged

3rd March - 24th March	Illustrations from Magazine Woman (C.Mus. in W.)	P.L.
7th April - 27th April	Experiments for Everyone (C. Mus. in W.)	P.L.
7th April - 27th April	Pond and Stream Life (C. Mus. in W.)	P.L.
14th April - 12th May	Ancient Monuments in Wales (C. Mus. in W.)	P.H.
14th April - 26th May	Monuments of Early Christianity in Wales (Outdoor) (C. Mus. in W.)	P.H.
28th April - 20th May	Contemporary photography (V. & A.)	P.L.
23rd May - 12th June	Llanelli Hywel Girls Choir 25th Anniversary Exhibition	P.L.
25th May - 9th June	Carmarthenshire Children's Art Exhibition	P.H.
15th June - 30th June	Llanelli Art Society Annual Exhibition	P.H.
15th June - 30th June	Llanelli Art Society Annual Exhibition: Overflow.	P.L.
30th June - 14th July	South Wales Group	P.H.
7th July - 29th July	Sickert Etchings (V. & A.)	P.L.
27th July - 11th August	Carmarthenshire Artists	P.H.
11th Aug - 2nd Sept.	Kenneth Armitage Sculpture Exhibition (Arts Council)	P.H.
26th Aug - 31st Aug.	Bible Exhibition.	P.L.
15th Sept - 7th Oct.	Victorian Music Titles (V. & A.)	P.H.
15th Sept - 7th Oct.	Modern Drawings (V. & A.)	P.L.
22nd Sept - 28th Oct.	Wedgwood Ware (V. & A.)	P.L.
30th Oct - 30th Nov.	Swansea & Nantgarw Porcelain (C. Mus. in W.)	P.L.
26th Nov - 7th Dec.	Llanelli Art Society Winter Exhibition.	P.L.
8th Dec. - 28th Dec.	Water in Wales (C. Mus. in W.)	P.L.
29th Dec - 20th Jan 1974	Compassionate camera (V. & A.)	P.L.
9th Jan - 5th February	Railways (Sci. Mus.) (C. Mus. in W.)	P.L.

OTHER EVENTS

A similar range to that held during 1972 - 73.

P.H. = Parc Howard.

P.L. = Public Library

APPENDIX 5

DYFED COUNTY COUNCIL'S OBSERVATIONS ON
THE APPLICATIONS OF LLANELLI DISTRICT COUNCIL
AND CEREDIGION DISTRICT COUNCIL
FOR CONSTITUTION AS PUBLIC LIBRARY AUTHORITIES

In accordance with Circular 6/73 of your Department both the Llanelli and Ceredigion District Councils have supplied me with copies of their applications to you for consideration to be constituted Library Authorities under Section 207 of the Act. Each member of my Council was supplied with full details of each application. Owing to pressure of work arising from reorganisation the first opportunity for a full debate by the whole Council did not arise until 18th July.

There was a full and frank expression of views on the state of the present library services in the existing four authorities. The Council was fully aware of the challenge presented by a unified authority which was to ensure that the standard of service now enjoyed by one or more of the existing authorities would not only be safeguarded but extended to every part of Dyfed to ensure equality of service to all ratepayers. There was an added challenge of facing the whole reorganisation with a new determination to employ the total resources of the new county including books and other media and audio and visual aids in the most efficient and economic manner possible. Another challenge was to attract staff with the best academic and professional qualifications.

My Council has strong objections to the loss of either Ceredigion or Llanelli. The criteria referred to in paragraph 12 of Circular 6/73 have special application to this county, namely:

- a) Both form a significantly large proportion of the county's population (130,000 approx.) against 315,250 for the whole county;
- b) A reduction in rateable value from £26,738,459 to £16,627,650, a loss of £10,110,809.

I would contend that the above losses in population and rateable value "would impair the Council's capacity to provide a comprehensive and efficient library service in the remainder of the county."

The experience of library authorities in Wales, including that of Carmarthenshire, indicates how much more difficult it is to improve library services when parts of the area have independent powers. Members representing independent authorities are often apathetic towards the county library and when they are substantial in number could make all the difference between success and failure. Lack of interest and enthusiasm combined with a loss of revenue create formidable obstacles to library progress. When developments as envisaged in your publication "The Public Library Service - Reorganisation and after" call for revolutionary changes and reorganisation over a wide area, then, the small independent authority can hinder progress. In other major aspects of public service the whole area is treated as one unit and it would be a tragedy if the library with its great potential public service were to become an exception.

If I correctly understand the main message of the above publication it is that of integration: integration between the public library and the school library; between books and non-book material; between libraries and cultural activities. Any dilution would create the opposite effect of that advocated and would be a complete negation of the Government's policy.

Since the Minister who recommends library standards also decides whether or not authorities like Ceredigion and Llanelli are to be allowed independence I respectfully suggest that the responsibility rests with her if the remainder of Dyfed finds it difficult if not impossible to meet all the challenges that face the new authorities.

Librarian's Development Plan

On 18th July my authority appointed Mr. Alun R. Edwards, M.A., F.L.A., Librarian of Cardiganshire Joint Library as the new Dyfed County Librarian. Since he has not had sufficient time to compile a comprehensive report for the Council I have asked him to outline briefly his plans for development and he will be recommending to the Dyfed County Council as follows:

1. Acceptance of the four existing independent libraries at Carmarthen; Llanelli; Haverfordwest and Aberystwyth as District Libraries and to do everything possible to strengthen their status and effectiveness.
2. He does not favour the appointment of a Deputy County Librarian but will recommend that the four District Librarians should have equality of status under his leadership. Each would be eligible to deputise for the County Librarian as and when required. In this way continuity would be achieved with the least disturbance and the status of each respective Librarian is maintained.
3. Each District Library would continue normal district library functions and in addition specialise in particular aspects of librarianship for the whole of Dyfed, e.g.

Llanelli to specialise in industrial libraries and gramophone records.

Ceredigion to specialise in cultural activities and cassettes.

4. Increase the number of professional staff to meet the minimum standards: 1 per 6,250 population. To meet this minimum standard would require the recruitment of 10 graduate trainees annually who, after one year's training would be released on full pay to attend a college of librarianship.
5. The bookfund required to achieve minimum standards will be in excess of £150,000 (excluding school libraries). This will allow each of the existing authorities to spend in excess of what they now receive and enable Dyfed to provide the whole range of suitable British non-fiction publications, all of which would be available as of right to all borrowers throughout Dyfed. This should treble the number of current non-fiction titles now made available.

The Dyfed Library will participate in computer cataloguing and classification from April 1974. Negotiations are already taking place between the librarians of the University College of Wales, Aberystwyth, the National Library and Dyfed to consider ways and means of cooperation in book selection,

processing and incorporating all of Dyfed's resources in one catalogue and available at all service points. Books would then be interchangeable by delivery van service making calls at least once a week at all libraries in Dyfed, the National Library of Wales and the University Library. Books and non-book material would be included.

6. The Schools Resources Department to be located at Carmarthen will work in close cooperation with the Trinity Teachers Training College at Carmarthen. A possible effect of the James Report on the College will be a reduction in the number of students and staff and this would give the School Libraries Department an opportunity to develop resources for the whole of Dyfed's schools and children's libraries which will be integrated.

Secondary and Technical Schools with over 800 pupils should have a qualified librarian. Secondary Schools with less than 800 pupils will share a qualified librarian/cultural organiser with the local branch library.

7. As soon as the Library Advisory Council's Report on Public Libraries as Cultural Centres is published the Librarian has undertaken to make a comprehensive report to my Council. In the staffing structure one of the four major departments advocated will be that of Cultural Activities which will include Visual Aids. There will also be one senior assistant next in seniority to the District Librarian in each District with direct responsibility for developing cultural activities. The development already commenced in Cár diganshire to build libraries as cultural centres at Aberystwyth and Cardigan is recommended as the policy for the remainder of Dyfed. In rural areas such centres will be either incorporated in the secondary school or built as a secondary school library/branch library/cultural centre on the secondary school campus.

8. Provision of Service Points.

The provision of full and part time branches and mobile library services to follow the population pattern:

Urban population over 4,000 and close to a large town to have full time branches opening for over 30 hours per week provided the user potential is satisfied and that the resident population does not look to the large town to satisfy its more exacting requirements, e.g. Felinfoel area.

Population over 3,000 for relatively isolated communities some distance from any large town to have a full time branch and open at least 30 hours per week. Adequate facilities for children's and cultural activities; homework accommodation and exhibition space to be provided.

Population over 1,500 to have the following alternatives:

- a) Part-time branch opening 15-20 hours per week,
- b) Joint provision for school library/branch library/cultural centre in a building on the secondary school campus or within the school library,

- c) Trailer library for one or more days per week as stop-gap.

Population below 1,500

Village services at fortnightly intervals by large mobile library with adequate stopping places.

Rural areas and homes outside the villages to have house calls from smaller mobile libraries at intervals of not more than a month.

9. Housebound and handicapped to receive a monthly service from small mobile libraries. Industrial areas such as Llanelli with a high rate of housebound and handicapped will find this service invaluable.

10. A five-year programme is recommended to provide new buildings to ensure the following:

- a) that projects already recommended by the previous authority are carried out, e.g. new District Headquarters at Aberystwyth.
- b) Buildings being vacated as a result of local government reorganisation can be adapted to provide new branch libraries and cultural centres, e.g. Kidwelly and Burryport.
- c) New urban branches in areas with a population over 4,000 e.g. Felinfoel.
- d) New branch libraries for isolated communities over 3,000 population to be provided with libraries cum cultural centres, e.g. Pontyberem (projected population 3250).

Comments on Individual Applications.

Ceredigion

The one authority which has succeeded in implementing the integration theory as advocated in your Report is the Cardiganshire Joint Library, where the Cardiganshire County Council the Aberystwyth Borough Council and the Cardiganshire Education Committee delegated all their powers to one committee. The book-stock has been common to schools and children's libraries. When the Tregaron Branch Library was recently reopened as a Cultural Centre and library for schools and adults all the stocks were arranged in one sequence irrespective of whether they originated from the Joint Library or the Education Committee.

Similarly with cultural and Welsh books activities the Joint Library Committee delegated their functions to a sub-committee of the education committee as this was the most practical method of obtaining the cooperation of teachers and voluntary workers throughout the county. The cost of organising activities - quiz competitions, book discussion groups etc., have been shared by both committees.

While all members of the staff are members of one organisation a proportion of the salary of those involved in educational activities is apportioned to the Education Authority.

It would be difficult if not impossible to attempt to disintegrate a pattern that has worked so efficiently for the last 25 years. Integration with the Education Department has been so fundamental that it is not possible to envisage the effect of dissociation with education.

It is absolutely clear that under the existing legislation it will not be possible for Dyfed to delegate any of the school libraries functions to Ceredigion. Furthermore, the sharing of the cultural centre at Tregaron would become difficult. The same would apply to Lampeter where a start on a library building on the secondary school campus is expected before the end of the present financial year.

The Dyfed County Council is expected to accept responsibility for schemes and plans that have already been accepted by a previous authority. This has special application to the capital development programmes agreed upon by the Cardiganshire Education Committee, the Cardiganshire Joint Library and the Cardiganshire County Council. These include the erection of a Cultural Centre at Aberystwyth comprising of the major lending library for North Cardiganshire; Ceredigion District headquarters; Headquarters for Ceredigion Schools and Resources Centre; Visual Aids Department and Museum (total cost approximately £600,000). This expenditure has been approved by the Welsh Office from the Large Projects Pool for Locally Determined Schemes. The site should be cleared and a start made before the end of the present financial year.

Another scheme approved is the School Library/Branch Library/Cultural Centre on the Lampeter Secondary School campus. (Cost approximately £30,000).

The site for the Cardigan Cultural Centre has been approved and the plans are now being prepared.

In the application submitted by the Ceredigion District Council no reference whatsoever is made to any of the above schemes. It is not considered that the Ceredigion District, with all the pressures for other capital expenditure, would be able to proceed with these projects for many years.

Fortunately each of the major District Libraries in Dyfed have either recently extended (Llanelli) or have new premises (Haverfordwest) or are about to move to new premises (Carmarthen). The only District lacking new buildings will be the Aberystwyth District and this will receive the priority it deserves by my authority.

Llanelli

The importance of Llanelli as a small borough library has always been recognised but this caters only for a population of 26,080 and not to a Llanelli District with a population of 76,781 (1971 Census). It does not follow, with respect, that because Llanelli has been undeniably an efficient small borough library that it will be equally efficient in organising new mobile and branch libraries for the new extended area. In Carmarthenshire such experience is confined to the County Library and the County Librarian informs me that the total number of books issued outside the Llanelli Borough exceeds that of the Borough itself.

The proposals for a library service for a district as set out in paragraph 9 of the Llanelli District's application can now be compared with the Dyfed Librarian's development proposals.

- 9.3.1. Burryport. The Dyfed Librarian accepts the proposal in its entirety provided arrangements can be made to take into ownership the Memorial Hall.
- 9.3.2. Kidwelly. This proposal is also accepted in its entirety provided arrangements can be made to take into ownership the old Kidwelly Town Hall.
- 9.3.3. Urban Llanelli. The two areas with over 4,000 population are qualified under the Dyfed Librarian's formula for permanent purpose built library buildings are Bryn and Felinfoel. The other two, Bynea and Dafen are at present adequately covered by mobile library services.
- 9.3.4. The Llanelli District proposes purchasing two Terrapin Container Libraries to serve the twelve centres of population for one whole day per week. Many of these areas now have part time branches and others receive mobile library services at fortnightly intervals. In order to obtain a clear comparison of the present position we have accepted the itinerary as proposed by the Llanelli District together with their figures of projected population. (see APPENDIX 1)

The the total number of books issued by Carmarthenshire County Library within the new Llanelli District in 1972-3 was 802,330 - an average of 15 per head of population for the area outside the Llanelli Borough (see APPENDIX 2).

The existing service could only be improved by an additional mobile library. It is submitted that the container libraries would not be an improvement as so many of the areas have no natural centres. Several stops at or near the doorstep is more satisfactory. Moreover, all the container libraries close at 4.30 p.m. whereas the existing branch libraries open in the evening. The time-tables of the existing mobile libraries have been adapted to cater for the requirements of shift workers.

Two purpose built large mobile libraries and one small mobile library for house visits should meet the requirements of all areas not already provided for by branch libraries.

The Bains Report emphasises the need for full cooperation between the new library authorities and this is most desirable in the interests of library service in the area.

10. The future industrial and other developments are already covered in paragraph 3 where Llanelli as a District Library within Dyfed would be expected to specialise in industrial libraries throughout the county.

It is appreciated that Llanelli has been active in cultural activities especially in recent years but they need not be concerned that this aspect will not receive the attention it deserves. A strong cultural department would be set up for the county and special staff appointed at all district levels including Llanelli.

When one considers that there are more bilingual people in the Llanelli District than in the whole of Cardiganshire (1961 Census) it is more than surprising to find no reference whatsoever to this in Llanelli District's application (65.8% of the population are bilingual). According to the Welsh Books Council the total number of Llanelli Borough's standing orders for Welsh books is one. Some English libraries place standing orders for single copies. According to the Hansard Reports for the Lords and the Commons, one of the reasons for giving special consideration to Wales in the Act was the incidence of the Welsh language.

Carmarthen will increasingly become the most important administrative centre in the whole of Dyfed. It is situated only 15 miles from Llanelli and is considerably nearer parts of the new Llanelli District. Llanelli should enjoy considerable advantages from its proximity to the administrative headquarters.

An integrated library authority would offer the Llanelli District all the children's and schools' facilities and a wide range of non-fiction titles and material other than books together with the expertise of staff and far better promotion prospects.

Final submissions.

Finally, I would reiterate that in both cases, Llanelli and Ceredigion, the viability of Dyfed Library in terms of population and rateable value would be severely impaired. The new Dyfed Library can ill afford the loss of revenue from the Llanelli industrial areas, apart from South Pembrokeshire what is left is a low-rated and relatively poor agricultural area.

I realise that the pace of Local Government Reorganisation on both County and Districts has been such that it has been impossible to have joint negotiations. Should the Minister still require it and allow us the time, my authority would be only too glad to cooperate.

IOAN BOWEN REES

County Secretary.

APPENDIX 6

CYNON VALLEY DISTRICT COUNCIL.

Application for an Order under Section 207 of the
Local Government Act 1972 constituting the Council
as a library authority.

The new Cynon Valley District embraces the present Urban Districts of Aberdare and Mountain Ash, whose Councils are already library authorities with well developed services, together with the Parishes of Rhigos and Penderyn, within the present Neath, and Vaynor and Penderyn Rural Districts, whose library services are at present provided by the Glamorgan and Breconshire County Councils respectively. These four elements in fact, already have a unity that is properly reflected in the title of "Cynon Valley" adopted for the new District. All have more in common with one another in terms of geography, communications and economics than with any other areas. The two main urban centres of Aberdare and Mountain Ash are conveniently situated to serve the valley community whilst the two rural parishes are becoming increasingly linked with them and one another, through ex-urban residential development. The social basis of the new District is homogeneous, providing a firm foundation, in community spirit, for the development of amenity services. But the demographic pattern is varied, ranging from traditional-type mining villages to scattered rural settlements. This last offers opportunity for diversification of services, and a variety of organisation and method in their implementation. The potential, therefore, exists for a healthy, firmly based, locally administered library service, offering a good range of service to the public and spread of experience for staff, at all levels.

Uniting the urban areas and the rural hinterland is, in local terms, a new development which, in itself, is likely to generate new thinking, and there is ample evidence that the new Cynon Valley District Council will embrace with enthusiasm any new opportunities that present themselves. This is nowhere more true than in the sphere of the public library service. The well-developed library services already provided by the Aberdare and Mountain Ash Councils constitute the base from which progress towards enhanced facilities can be made; but more fundamentally, they have also created in the valley, a very healthy and lively spirit of what may be called "library-mindedness".

Taking Aberdare first, library powers were adopted there as long ago as 1903, and the first public library in that District opened in the following year. The service was maintained and developed despite the very serious economic difficulties which prevailed in the first half of the century. This was done in a manner which commanded a general respect that developed into admiration on the part of many, when, on the 25th September, 1963, the Council, despite the many calls on their financial resources opened the new purpose-built Central library buildings in the town centre. But the local service has never been restricted to the Central library premises. During the past 70 years, links have been maintained with the several Workmen's Institutes in the District. These institutions built and financed by the workmen themselves out of their meagre earnings, have given a very special character to society in the South Wales Valleys, and have moulded the ideals of the community in education and social service; and their influence exerted through the abilities of those who have been educated and trained within them, have reached out into world history.

In the changed circumstances of the present day, it is obviously necessary to keep the exact relationship between the public library service and the Institutes under regular review, but the maintenance of some such links still clearly has value. Indeed, it can be the

guarantee, as well as the implementation of community identification with the public service, as something very much belonging to the people, and of the library as a building through whose doors anyone may step without any feeling of entering strange territory. At a time when many people, Librarians not least among them, are perturbed by the phenomenon of alienation, and by difficulties of image and identification that inhibit large sections of the public, especially in areas seemingly comparable with the Cynon Valley, from using their library services, this sense of familiarity and freedom is a priceless asset. The limits of this identification are, it is claimed, those of the organic community that has nurtured it, that is, in local terms, the Cynon Valley. Beyond lie all the disadvantages and losses inherent in remote control and dilution.

Even though there is an interval of sixty years between the provision of public library services in the two localities, the Mountain Ash story is, in the result, not all that different from Aberdare. Since its adoption of library powers in 1964, (without opposition from the Glamorgan County Council, who were apparently in no position themselves to provide any such service) the Mountain Ash Urban District Council have striven to emulate their friendly neighbour at Aberdare, who have always been ready with advice and practical help. The new system was firmly based on the four Institute libraries already existing. Two of the branches are still housed in Institutes, but meanwhile, a Central library has also been established at Mountain Ash. This is, admittedly in converted premises acquired by the Council but they are very roomy and have been skilfully transformed for their present use. There again, community identification with the service, and interest in its progress and activities has been most marked, as a large file of press cuttings that are available, will show.

By any standards, the Cynon Valley District, is well provided with service points. Although not all of these are full time or in purpose built premises, nobody in the populated areas, is more than a mile from a service point. At the Mountain Ash end, the provision of full time branches per head of population is double that recommended by the Bourdillon Working Party on Standards, whilst at the Aberdare end, as a supplement to the network of smaller static service points, a mobile library service has been provided for the past 11 years. At Aberdare too, a new purpose built District library has very recently been opened at Hirwaun sited with the needs of the northern parts of the new District much in mind. System built premises have also just been completed in the expanding Cwmbach district of Aberdare.

But if the basic bricks and mortar are seen as the physical skeleton, the book stocks provided and maintained are the flesh and blood of the library service. The appended summary, (qualifying some figures that have recently appeared elsewhere), gives statistics relating to these book stocks, in terms of expenditure, provision on the shelves and in reserve, and issues, expressed on a total population and per capita basis. Comparison of these figures with those of any other library service, including that of the Glamorgan County Council, is not in any way feared.

On this last basis alone, and without looking beyond the point of bare essential provision, it is contended that the existing services, and the spirit in which they are administered, could only suffer by being transferred from local control exercised, at District level. But there is more to the argument than that. In the new thinking that is current as to the true function of libraries, and their role in the local community, they appear as cultural centres, supporting and indeed generating a much wider scope of activities than book provision.

All this is, however, no novelty for the Cynon Valley. Aberdare, in particular, has specialised in patronage to the arts and the encouragement of interest in local history. The Council's action in promoting

competition for a mural at the new Central Library is still spoken of, in artistic circles, as a model of what an enlightened local authority, even medium size only, can do. The town was undoubtedly fortunate in having among its citizens the well known scholar, the late W.W. Price. The Council's action in perpetuating his memory at the Central Library by a research room bearing his name and containing much of his prolific written output, is an example of the sort of initiative which is always most effective, and sometimes only effective at a local level, because it is generated by civic pride in a distinguished fellow townsman. It is these same considerations that have led to the donation to the Aberdare Central Library of a distinguished piece of sculpture by R.L. Gapper, commissioned by a local voluntary Committee, ahead of the late Alun Lewis, a son of Aberdare and a tragic casualty of the Second World War. A special collection of his works is also housed at the Library; whilst in other parts of those premises, programmes of lectures and musical events have frequently been held.

It is a natural consequence of these conditions and circumstances that there should have been assembled at the Aberdare Central Library, over the years, a valuable collection of non-book and miscellaneous local history material. It is moreover entirely consistent with the wider local view held as to the functions of a municipal library, that these quasi museum functions should have been exercised in library premises rather than any specifically provided under Museum Act powers. The status and future of this collection, should the effective control of the Library pass out of local hands, is a matter of deep concern in the area, not least because of the knowledge that much of this material would not have been donated by its previous owners save to a local establishment and Aberdare custodians.

Mountain Ash, too, coming fresh to the task have vigorously explored new fields. A gramophone record lending service is in operation, and is going from strength to strength. Reproductions of great art are being systematically acquired and displayed. An ambitious programme of exhibitions made possible by the considerable space available at the Central Library there, has been inaugurated. Certain of these have been quite prestigious and spectacular, but all have commanded much public interest and appreciative support. Whether this would be so, or at least to anything like the same extent, if the selection and provision of these events were in the hands of persons less knowledgeable of local interests and therefore less responsive to local needs, is extremely doubtful.

Examples, in relation to the local library service both at Aberdare and Mountain Ash, of the "public participation" so much now sought in so many different spheres of local government activity, could be proliferated almost indefinitely. If more are required, they can be found, virtually weekly in the columns of the local press. In the present context, one more only is quoted. Aberdare have, for a number of years, recruited a "consumer panel" of interested townspeople who advise and assist the Librarian in a variety of ways. Such support is clearly only forthcoming on a basis of close local identification with the service. Could it reasonably be expected that such persons would give their voluntary and unpaid labours to some remote and impersonal system, even if those responsible for the latter were disposed to seek it?

In Aberdare and Mountain Ash alike, the public have recognised the Library services as a positive factor in the life of the local communities, and are accustomed to a steady expansion of the scope of their activities. Under the new Cynon Valley District Council they could look forward to a further programme of expansion of this service which could include some or all of the following:

(1) A building programme.

- (a) The desirable extension of the Aberdare Central Library for which provision was made in the original design and construction;

- (b) A new, more conveniently sited Central Library at Mountain Ash; leaving
- (c) The present Mountain Ash Central Library to be converted into an administrative centre and a much needed repository for reserve stock;
- (d) Further expansion and improvement, as appropriate of district/branch library provision; and
- (e) The development of ^abuilding at Aberdare, containing items of mining equipment of local industrial archaeological interest, recently acquired from the National Coal Board as a centre for a local history collection.

(2) Mobile Library service.

The present Aberdare mobile library service could be extended to cover any urban communities in the Cynon Valley, for which no sufficient provision may at present be made; and with a second vehicle the rural areas of Rhigos and Penderyn could be similarly served. Provision could also, through this agency and co-operation with the Meals on Wheels service (as already tentatively explored in Mountain Ash and Aberdare) be made for the particular needs of house-bound readers.

(3) Extension of Services.

By the recruitment of good young senior staff the following services, all of which require close local interest and control, could be developed:

- (a) Reference facilities (already enjoyed at a high level, at Aberdare) to be developed at all points, including service to industry, Open University, Citizens, Advice etc;
- (b) Children's Librarian, to visit schools, organise activities, competitions, exhibitions and arouse interest generally, among junior readers (tomorrow's adult users); and
- (c) Extension officer, in effect an Arts Officer to initiate and organise exhibitions, concerts, recitals, readings, etc., not all necessarily on library premises, and to maintain liaison with all special-interest groups in the district and to co-operate with the new South-East Wales Regional Arts Association.

It should be emphasised that many of these possibilities, are already implicit in the basic present policies of both existing Councils, and are to some extent already practised by them. It is fully appreciated that claims for powers cannot be advanced, unless there is a corresponding willingness to pay for what is needed and provided, even though many of the above proposals would, in fact, involve very little extra cost. Public opinion will in any case, it is considered, look both sourly and cynically upon arguments for a transfer of powers away from the area, that are based on claims of economy. It is the incidence of these economies which count, and a suspicion, (possibly without substance, but persistent nevertheless), does exist locally that any such are unlikely to be exercised at headquarters level, under a centralised system. There are good grounds for saying, in the Cynon Valley, that where public money is seen to be well spent, public opinion is not hostile, and, as it cannot be over-emphasised that the existing locally controlled library services in the Cynon Valley, do enjoy a very substantial and most valuable measure of public goodwill.

It seems obvious that under any other arrangement save for local control at District level, a completely different order of priorities would prevail; and the Cynon Valley, already, relatively speaking, very well supplied, would command little priority, and would have to give way

to other less fortunate places having at present no local service or a very indifferent one. And so the expansion that would undoubtedly be possible under Cynon Valley District control, would become, looking at the prospect realistically, impossible under County control. The net result, therefore, would be standstill at the very time when the residents of the Cynon Valley have become used to progress and expansion in the library service. In the result, these residents are unlikely to be very pleased; the County Council would find itself the target of furious criticism at the diminution of service provided; and the transfer of responsibility from the District Council(s) will quickly be seen to have created far more problems than it ever could have solved.

The quality of any service provided depends very much on the calibre of the staff employed and of their attitude to their duties. The loyalty of staff is something which is all too often taken for granted, but at the present time of unparalleled upheaval, account must be taken of it and its likely continuance, at all levels. Absorption into a larger system might result in more opportunities up to a point, but, that point is well below the aspiration level of an able and ambitious officer. At present, there are in the new Mid Glamorgan County area, five posts for Chief Librarians all of whom shoulder full responsibility for every aspect of their services and are answerable directly to their respective Councils and Committees. If all of these were to be absorbed into a County service, there would only be one top appointment in that whole area, and if the precedent of the existing Glamorgan County Council were followed, the status of the County Librarian would not be that of a Chief Officer, but rather that of a departmental head, operating at a level several degrees below the Director of Education. Under such a system the Chief Librarian's advice will not be heard in Committee, while the heads of the absorbed urban services, by whatever titles they might be designated, would under the new Chief Librarian exercise such limited powers, as are today, in some County services, adequately performed by regional librarians at early stages of their professional careers. The resulting loss is two fold. The dynamism provided by ambition and full responsibility is switched off; the effects become pervasive and standards are inevitably lowered. With a locally appointed Chief Librarian "the buck stops here". The public know this and rely upon it, both to express praise and encouragement, and to express criticism and blame. Under a remotely controlled system, the buck stops well over the horizon, well beyond the reach of the average member of the public, who will quickly realise that not much purpose would be served by making his representations to the relatively junior functionary in charge at local level. Apathy and disinvolvement quickly set in, and, in the long run, everybody loses.

The projected net increase in population of 12,000, by the end of the Century, projected in the "Glamorgan Planning Study" for the Cynon Valley, as a "growth point" in the County, (and for which provision is already being made in certain other services), bids fair to ensure that the enhanced level of library service described herein would not be provided for a diminishing body of users.

Viewing the future with the eyes of the past, and taking into account the existing performance of the two main elements of the Cynon Valley District, together with the expressed will of the latter, there can be little doubt of the capacity of that new Council "to provide an efficient library service for their district". And this is the first qualification that has to be established, in ~~an~~ application under Section 207 of the Local Government Act 1972 for the conferment on a District Council in Wales of library powers. No more is said in this context save that if the Secretary of State, having considered the foregoing has any remaining doubts on this particular point, she is cordially invited to visit the area and to see the present situation for herself.

By way of interpolation, it is however mentioned before turning to the second statutory criterion to be established, that there is an obvious and definite significance in the fact that it is District Councils in

Wales alone who are enabled to initiate applications under Section 207 (ibid). This consideration assumes a still deeper significance when it is recalled that the Secretary of State (for Wales) in his paper "Local Government in Wales" (1967) made the point that "...in industrial South Wales... the valley pattern of settlement is different from that found in most other parts of Britain...." It is against this background, in particular, that the present application must be considered.

The second statutory criterion requires the Secretary of State (for Education and Science) to consider "the effect the Order would have on the library service which is to be provided by the Council ^{of the new County} comprising that district", that is, in the present case, the Mid Glamorgan County Council. In this context, the following contentions are advanced.

Firstly, it is the effect on the new Mid Glamorgan County Council and not the present Glamorgan County Council that has to be considered. Much has been said about the effects of the division of the latter authority into three units, South, Mid and West Glamorgan. This is not the place to re-traverse those arguments, but it remains a fact that in 1974 and for some time to follow the new Mid Glamorgan County Council will be in the throes of post amputative trauma. Their difficulties are appreciated by the District Council but that sympathy is the greater because of the sharp difference in the circumstances of the Cynon Valley where the new District represents a very natural grouping of existing authorities who, in relation to the library service, have substantially had common purposes and aims for a number of years.

Secondly, the Welsh Office Consultative Document "The Reform of Local Government in Wales" (1971) which foreshadowed the Local Government Act 1972, made it clear that the real apprehension felt by the Department in relation to library (and certain kindred) functions was that "their provision by the district council (should) not substantially damage the service in the remainder of the County". It will be seen that to be relevant it is the possible damage to the County service that is relevant (and not whether it might benefit from the inclusion of the district service); and to be strictly relevant that possible damage has to be substantial.

On the former of these two last points, it is understood that in Mid Glamorgan, the Rhondda Merthyr and Cynon Valley District Councils are making applications under Section 207 (ibid), but that the remaining Ogwr, Rhymney Valley and Taff Ely District Councils are not. It is not for the Cynon Valley to comment on the merits of the Rhondda and Merthyr applications, but if all three were to be ²¹⁴ ~~passed~~, this would represent a total population of 229,300 (mid 1970 estimate) situate in contiguous areas, whilst the three remaining Districts (within which a County library service would operate) represent a total population of 304,010 (on a 1970 estimate) also situate in contiguous areas. This latter population is greater than that of certain of the new Welsh Counties, and nearly equals certain others. It represents, moreover, an area in which a County service has traditionally operated and contains the present Glamorgan County library service headquarters town.

This situation is very relevant to the other point made earlier as to substantial detriment. There is no doubt that the combined Ogwr/Taff Ely/Rhymney Valley area, would offer sufficient scope for a viable County service operating in that combined area alone. It is equally, no part of the Cynon Valley purpose to denigrate the past performance of any other local authority in this or any other field, but in the same way as they themselves see scope for further expansion in their own community library service, there can be little doubt that there are even greater opportunities existing in that "residual" area. Looked at from that standpoint, it could be argued that it would be the addition to the latter area, of Districts like the Cynon Valley that are well

able to care for themselves, in library service provision, that could damage the development of the Mid Glamorgan County service by adding to its tasks at a time and in a situation of undoubted difficulty.

As a third main point, in this same connection, it is represented that the capacity of the Glamorgan County Council, (had that authority been perpetuated undivided), with the County tradition of provision of library services of a basically rural character to undertake with equal success the present municipal library services, would have had to be proved. A fortiori, the capacity of an attenuated Mid Glamorgan County to do this has to be questioned. Under the strict statutory provisions this is not what has to be proved, but the Departmental Circular (6/73) (Paragraph 16) does import consideration of the quality of a future County service in a new District seeking autonomous library powers.

What, then, would be the effects of transferring responsibility for the library service in the Cynon Valley from the new District to the new County.

The first and most obvious would be the absorption into a County system, designed for one set of circumstances, of urban services, designed for a completely different set of circumstances. This would, in any circumstances be likely to have proved an indigestible meal. The prospect would be daunting enough in the most favourable situation, but here it would not even be a full county system that would be doing the swallowing, but only a fraction of the present one. Mid Glamorgan will have much internal reorganisation to contend with, and, for them to concede the District case would be to lessen their own burdens. It would lessen the strain on the staff at a critical period, it would lessen the financial burden, and it would completely short-circuit the "political" tension that would be otherwise generated. There would also be gains to Mid Glamorgan of a more positive and constructive nature. Freed from the embarrassments and complexities of attempting to absorb systems which have developed their own distinct individualities, the new County would be able to go ahead with the excellent programme of development already initiated by the present County. And it would go without saying that the Cynon Valley District Library Service would always be ready to co-operate with the Mid Glamorgan system in every possible way, so that the friendly and helpful relations which have always prevailed could continue to flourish.

The real answer, it is represented, in conclusion, lies in the application to the library service of the precept enunciated in the publication "Local Government in Wales" mentioned earlier, namely "...for those functions that can be carried out by small authorities close to the people, to be so carried out, and for those functions that need to be organised over a large area to be so organised." The Cynon Valley District can provide an efficient library service, and the Mid Glamorgan County Council does not need to attempt to do so.

Acting Clerk of the Council's Office,
Town Hall,
Aberdare.

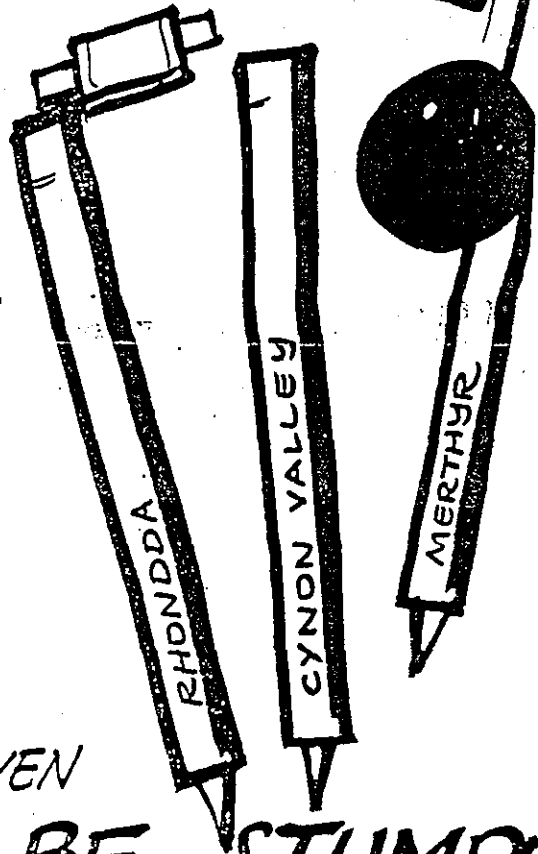
27th June, 1973.

(6100)

M.C.C.

(Mid-glamorgan County Council)

aim to
**BOWL OUT
LOCAL LIBRARY
AUTHORITIES**
BY TAKEOVER



^{EVEN}
DON'T BE STUMPED!
WRITE YOUR M.P.
TODAY OR

The Secretary,
Department of Education and Sci
Arts and Libraries Branch
38 Belgrave Square,
LONDON SW1X 8BQ.

L5/2/1.

APPENDIX 8

MERTHYR TYDFIL DISTRICT COUNCIL

LOCAL GOVERNMENT ACT 1972

SECTION 207

APPLICATION FOR AN ORDER CONSTITUTING THE
DISTRICT COUNCIL A LIBRARY AUTHORITY

SELWYN JONES
CHIEF EXECUTIVE AND
CLERK,
TOWN HALL,
MERTHYR TYDFIL.

LOCAL GOVERNMENT REORGANISATION

LIBRARIES

At a meeting of the Merthyr Tydfil District Council held on the 27 June 1973 at which twenty-seven members out of a total membership of thirty-three councillors were present the following resolution was passed:-

- (a) That the report of the Chief Librarian of the County Borough of Merthyr Tydfil be received
- (b) That the Chief Executive Officer and Clerk be authorised to submit to the Secretary of State for Education and Science pursuant to Section 207 of the Local Government Act 1972 an application for an order to be made constituting the District Council a Library Authority."

The Council desire to submit the following in support of their application for direct conferment of library powers:-

1 General Background of the Community Served

- 1.1. Merthyr Tydfil is and has been a County Borough since 1908 and during this period the County Borough Council has been responsible for all public services in the area.
- 1.2. There has in consequence grown up a feeling of loyalty to the authority and the tradition of public service immediately answerable to the public.
- 1.3. There has also developed, as a result of the close contacts between the electorate and the elected representatives, a corporate body of knowledge about the needs of the area, its tradition, the wishes of the people and the manner in which they want their services to run.
- 1.4. Coal mining is still a major industry in the County Borough. There are two large collieries, one at Treharris and the other at Merthyr Vale.
- 1.5. The introduction and establishment of substantial new industries and the preparation of sites for industrial growth coupled with the progress made in redeveloping the Town Centre and in providing new schools is evidence that Merthyr Tydfil is alive to the opportunities of the present and the future.

1.6. Educational Facilities

- 1.7. Within the County Borough are four comprehensive, one special and thirty-two primary schools.
- 1.8. Of these, three comprehensive schools, sixteen primary schools and the special school have all been built since the War.
- 1.9. Three of the new comprehensive schools are particularly well equipped with new quarters which include school libraries for the junior and senior sections.
- 1.10. There is no College of Education but there is a Technical College which is centrally placed and is also a centre for leisure and cultural activities.

2 The Library Service and the Community

- 2.1 The Library Service is under the control of the Libraries Committee of the County Borough Council. The Council in turn is a constituent member of the Regional Library Bureau.
- 2.2 The Public Libraries in the County Borough of Merthyr Tydfil consist of four separate buildings.
- 2.3 The Central Library (opened in 1935) contains a Lending Department (Adult and Junior) Reference Department and a Newspaper Room. It is well placed in the centre of town.
- 2.4 There are branch libraries at Dowlais and Treharris and a small part-time branch library at Troedyrhiw. Two mobile libraries serve Aberfan, Merthyr Vale outlying housing estates and every isolated pocket of population.
- 2.5 Dowlais & Treharris have trained Librarians in charge, and as well as reading rooms have large lending departments with separate rooms for Adult Borrowers and Children.
- 2.6 Recently two members of the Staff qualified as Librarians following training at the College of Librarianship, Aberystwyth and now occupy senior posts in the Central Library as a Children's Librarian and Reference Librarian.

2.7 Co-operation with other Libraries

- 2.8 There is close co-operation with the Merthyr Tydfil Technical College, The Teachers' Centre and the local Societies such as the Historical Society, the Photographic Society and the Art Society.
- 2.9 There is informal co-operation with the neighbouring Public Libraries at Aberdare, Mountain Ash and Brecon.

2.10 Service to Schools

- 2.11 A scheme for School Libraries was started in 1948 in response to requests from schools and where there was no near Public Library.
- 2.12 This service now extends to all the schools within the County Borough with the full co-operation of the teachers in their selection of books and their distribution. Book Stocks are exchanged annually on request.
- 2.13 Teachers have access to the Library at the Teachers' Centre, Ynysfach but they also use the Public Library for special needs. The establishment of the Teachers' Centre has been dependent upon the expertise, guidance and exchange of materials between the Central Librarian and the Teachers' Centre Warden.
- 2.14 When engaged on project work the school children are encouraged to make use of the Central Library's local history materials.
- 2.15 The newly established Dolygaer Outdoor Pursuits Centre had begun and will continue to develop a link with the Central Library facilities to afford appropriate reading material for leisure time periods to those in residence.

2.16 Service to the Community

- 2.17 The Borough's six Homes for the Aged are served by the Merthyr Libraries.

- 2.18 The four hospitals within the area of the County Borough are also supplied with books when requested.
- 2.19 The Welsh Hospital Board has commenced the building of a new District General Hospital on the Council's Gurnos Estate which when completed will include 364 beds, with large departments in the general specialities.
- 2.20 The New Hospital is expected to be ready for use towards the end of 1975 and will serve Merthyr Tydfil, Aberdare and Mountain Ash and northern part of the Rhymney Valley.
- 2.21 Consequently the continuation of a locally directed library Service in Merthyr Tydfil would be clearly advantageous in relation to that development.
- 2.22 A service to house-bound readers is provided by the Public Library.

3 General Service

- 3.1 The Merthyr Tydfil Authority is a member of the Drama Association of Wales and sets of plays are supplied as and when requested to local Drama Groups.
- 3.2 Copies or extracts from books, journals or periodicals can readily be made available with the use of equipment contained in the Town Hall adjacent to the Central Library.
- 3.3 The Central Library also possesses a microfilm reader with microfilm records of the Local Newspaper the "Merthyr Express" and also the "Western Mail".

4 Future Developments

- 4.1 The much needed extension to the Central Library to its rear is now possible, as existing temporary buildings have been evacuated.
- 4.2 The extension will greatly increase the facilities of the Central Library by making available a lecture room, a children's study area, a new workroom, a Mobile Library Loading Bay, a record library and an exhibition area in conjunction with the Council's Museum and Art Gallery.

5 Museum and Art Gallery

- 5.1 The Museum and Art Gallery at Cyfarthfa Castle which comes under the jurisdiction of the Library and Museum Committee with the Chief Librarian as Curator, is likely to remain a function of the District Council.
- 5.2 The Cyfarthfa Castle Museum is believed at present to be the only museum in the whole of the Mid Glamorgan County of Glamorgan.
- 5.3 The Museum is visited frequently by numerous organised school parties throughout the year. It has become an accepted cultural heritage of Merthyr Tydfil with considerable scope for further development. Evidence of the popularity of the Museum is the fact that 6363 people visited the Museum in April and 4234 people in May of this year.

6 New District Council

- 6.1 The new Merthyr Tydfil District Council will embrace the present administrative area of the County Borough of Merthyr Tydfil plus the parish of Vaynor acquired from Vaynor & Penderyn Rural District Council and the ward of Bedlinog acquired from Gelligaer Urban District Council in the Counties of Brecon & Glamorgan respectively.

- 6.2 The Parish of Vaynor is not just a new suburb, but an integral and ancient part of Merthyr Tydfil. There is a dependance on Merthyr Tydfil which provides the inhabitants of the Parish with its shopping and sports and amenities centre.
- 6.3 The two additional areas can be quite easily assimilated by the Merthyr Tydfil Library Service.
- 6.4 The new District Council will, therefore, be administering an area already possessing to a great degree local community of interest and feeling of community upon which a local library service should be based.
- 6.5 The population served by the new District Council will be 65,000.

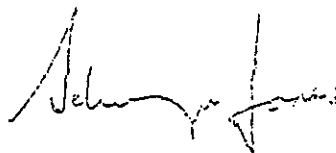
7 Direct Conferment of Library Powers

- 7.1 The Public Library Service is essentially a local personal service and its value is largely dependent on what is available locally in the way of books and information with decisions being made instantly from an intimate knowledge of the needs and tastes of the local community.
- 7.2 The present Library service is considered to be an efficient one and as such the District Council should be responsible for the whole of the service within the District.
- 7.3 With the direct conferment of library powers the new District Council could expand its existing services and project new ones. It would facilitate the development of the library as part of the local cultural activities for which the District Council would have primary responsibility and also the development of those activities which are often most satisfactorily based on or associated with the local library.
- 7.4 If the library service is to become a County service there will be a danger naturally and necessarily of the new District Councils competing with one another.
- 7.5 If the Library service is to be the responsibility of the new Mid Glamorgan County Council full scale decentralisation would be essential. Local libraries would be needed in the Towns and larger villages. Elsewhere there would have to be issuing points supplemented by a mobile service for the remoter parts and for special categories of borrowers anywhere. For these to be provided as a decentralisation of a County Service would be administratively inconvenient and wasteful of resources.
- 7.6 Merthyr has shown a determination to resolve its own problems and to conserve the community.
- 7.7 Merthyr feels that the problems and needs of the Valleys are not shared by those areas in the South of the County of Mid-Glamorgan.
- 7.8 This diversity of interest and need is probably unique within the Principality and it would not create a precedent if this were given special attention.
- 7.9 The Social impact of the Heads of the Valleys Road must be appreciated. This road has transformed the northern part of the Mid Glamorgan County for it gives much quicker access to the Midlands and (with its associated roads) to the Severn Bridge.
- 7.10 A fast link from it to the coast will be provided by the new North/South Trunk Road to Cardiff and further extension will improve communications to West Wales.

- 7.11 No one would deny the Valley movement to Cardiff but emphasis must also be given to a modification of this traditional orientation.
- 7.12 There is an increasing tendency towards "inter-visitation" between the Valley towns linked by the roadway.
- 7.13 Consequently the direct conferment of library powers would go some way to retaining the solidarity of community life as known and respected in the Valleys generally and in Merthyr Tydfil in particular.
- 7.14 Merthyr Tydfil has a long tradition of library service; it had adopted the Public Library Acts before achieving in 1905 Borough Status and had also assumed responsibility for the old subscribers library in 1846.
- 7.15 Freed from the responsibility of 'taking over' the Merthyr Library Service the new County would be enabled to proceed unheeded with its own excellent programme of development already initiated by the present County.
- 7.16 Full co-operation with the Mid Glamorgan County Council with its Library Service can be assured.
- 7.17 The Library service is a personal one and administered by the District Council the public will be able to recognise in whom the responsibility lies for decision and accordingly can make known its wishes directly. Whereas in a remote controlled system this direct contact with those responsible for providing a public service is not possible.
- 7.18 Although the concurrent function of Museums is not directly within the terms of this application it must be noted that the District Council wish to retain control of its Museum Service in order to develop in detail the local aspects of the service. If the District Council has to contribute to a County Museums Service, it will be paying twice over for its own Museum.
- 7.19 Undoubtedly, there is much room for expansion of the Merthyr collections, in particular in the field of industrial archeology of the time when Merthyr Tydfil was pre-eminent not only in Wales but in the World.
- 7.20 It is right that the collections should reflect primarily the story of Merthyr Tydfil; the Cyfarthfa Castle is an ideal setting and it is hoped that expansion of the Museum can take place there.
- 7.21 With the extension of the museum service and direct conferment of library powers secured, the District Council Libraries Museums and Arts Committee becomes a worthwhile Committee at local level for the elected representatives.
- 7.22 In order to compare the expenditure on the Library service provided by the County Borough and County Councils, reference has been made to the latest Library Statistics published by the Institute of Municipal Treasurers and Accountants, extracts are reproduced in the attached table. Costs are based on the unit "per 1000 population served".
- 7.23 These costs show that Merthyr Tydfil has consistently spent more on the Library service over the last three years. Expenditure of itself is, of course, no measure of the quality or efficiency of the service provided but it does indicate that the County Borough Council has regarded the Library service as an important one to the community requiring adequate financial provision; this is a view endorsed by the District Council.

- 7.24 All library buildings in the County Borough are debt free; if the County figures are adjusted to exclude this significant element of debt charges in their costs, differences in expenditure are even more significant.
- 7.25 Expenditure on "books, binding, newspapers and periodicals" is one example of expenditure upon which difference of population scale should have no marked effect (the population served within the County area being $7\frac{1}{2}$ times greater than the Borough population). Even so, expenditure on this item was greater in the County Borough for 1969/70 and 1970/71.
- 7.26 In 1971/72, this situation was reversed, but it is significant that the County expenditure increased by about 35% over the previous year in doing so.
- 7.27 In the same year, Revenue Contributions to Capital Outlay amounted to no less than £57.62 (a unit cost only exceeded by "Employees" and "Books etc") and suggests that the year in question could well have been an abnormal one.
- 7.28 It is worthy of mention that the County Borough increased its Book Fund provision in the estimates between 1971/72 and 1973/74 by 30%. Even after making allowance for the increased purchase price of books, this figure makes provision to increase the growth of the book stock.
- 7.29 Bearing in mind what has been stated above, the District Council consider they have proved
- (1) That they have an efficient library service serving a population of ^{55,000}~~40,000~~
 - (2) That the library service still include the whole of the area of a substantial existing library authority
 - (3) That the capacity of the new Mid Glamorgan County Council to provide a comprehensive and efficient library service in the remainder of the County will not be impaired.
- 7.30 Accordingly, pursuant to S 207 of the Local Government Act 1972 and the Circulars made thereunder, the District Council hereby respectfully make application that the Secretary of State by the powers vested in her will make an order constituting the Merthyr Tydfil District Council a library authority.

Yours faithfully,



Chief Executive Officer and Clerk.

EXTRACTS FROM IMTA STATISTICS - LIBRARY SERVICE

GROSS EXPENDITURE PER 1000 POPULATION SERVED

405

		<u>Popn.</u> <u>Served</u>	<u>Employees</u>	<u>Premises</u>	<u>Books, Binding</u> <u>News & Per.</u>	<u>Mobile</u> <u>Libraries</u>	<u>Other</u> <u>Transport</u>	<u>Estab.</u> <u>Expns.</u>	<u>Agency</u> <u>Misc.</u>	<u>Debt</u> <u>Charges</u>	<u>Rev.</u> <u>Contns.</u>	<u>TOTAL</u>
1969/70	MTC	56,360	373.85	100.45	186.70	26.20	0.70	37.60	6.40	—	—	731.90
	GLAM	402,980	259.90	38.80	143.25	13.30	3.00	28.35	—	51.15	9.45	547.20
1970/71	MTC	56,130	459.93	103.46	194.00	21.56	0.78	45.79	8.46	—	—	832.98
	GLAM	406,460	311.31	43.00	187.37	14.08	3.37	32.00	—	53.15	53.32	647.60
1971/72	MTC	55,100	552.11	101.92	218.64	21.13	0.82	58.36	9.06	—	—	962.04
	GLAM	416,790	378.76	51.49	253.46	20.53	4.56	37.99	—	48.34	57.62	852.75

MERTHYR TYDFIL COUNTY BOROUGH COUNCIL

LIBRARY REVENUE ESTIMATES

	<u>Net Call</u>	<u>Books & Periodicals</u>
1969/70	41,569	10,140
1970/71	42,940	10,450
1971/72	49,960	11,340
1972/73	58,190	13,050
1973/74	63,650	14,820

APPENDIX 9

RHONDDA DISTRICT COUNCIL

LOCAL GOVERNMENT ACT, 1972
SECTION 207

Case in support of an application to the
Secretary of State for Education and Science
for an Order constituting the Rhondda District
Council a Library Authority for the purposes of
the Libraries and Museums Act 1964

W. NOEL THOMAS,
Acting Clerk/Secretary

June, 1973

RHONDDA DISTRICT COUNCIL

Case in support of an application to the Secretary of State for Education and Science in pursuance of the provisions of Section 207 of the Local Government Act, 1972, for an Order constituting the Rhondda District Council a Library Authority for the purposes of the Libraries and Museums Act, 1964.

Sub-section (2) of Section 207 of the Local Government Act, 1972, provides that the Council of a District in Wales may apply for an Order constituting the Council a Library Authority and the Secretary of State may make such an Order if he thinks it expedient to do so having regard to the following factors and after consultation with the Council of the new County:

- (a) the capacity of the Council to provide an efficient library service for their District; and
- (b) the effect which the Order would have on the library service which is to be provided by the Council of the new County comprising that District;

The Rhondda District Council are of the opinion that they satisfy these factors and they accordingly submit a formal application to the Secretary of State to make an Order constituting the Rhondda District Council a Library Authority for the purposes of the Public Libraries and Museums Act, 1964, as from a date not earlier than 1st April, 1974.

1. INTRODUCTION

It has been said that the quality of an Authority can be measured by the way in which it carries out permissive functions as well as complying with its legal duties. The

foundations of the Borough's present-day library service were laid down at a time when the provision of the service was still permissive.

2. ADOPTION OF THE ACTS

The Library Acts were adopted by the Rhondda Council in 1933. There was already a strong tradition of libraries and reading in the area which had been fostered by the Miners' Institutes and this accounts for our late entry into the public library field. In the years between the Wars the Institutes were in financial difficulties and the Acts were primarily adopted to assist them in continuing to provide books for the people in their localities. A qualified Librarian was appointed and the first "Public Library" was established in small shop premises in Pentre. With the aid of two young school-leavers books were issued from here to Pentre residents and collections of books were despatched, and interchanged at intervals, to the various Miners' Institutes.

3. FOUNDATIONS LAID FOR A MODERN SERVICE

It was soon realised that this arrangement was not satisfactory, nineteenth century in its outlook, and not in accord with standards accepted in more up-to-date services. The Librarian was, therefore, instructed to formulate a plan for a service on more modern lines. This was duly presented and adopted in principle by the Council.

4. THE PLAN

In order to understand the plan it is necessary to be familiar with the Rhondda area, and two facts are particularly relevant:

- (a) The Valleys have no natural focal point.

- (b) The Rhondda consists of a series of small townships merging into each other and following the line of the Valleys formed by the two rivers.

The usual plan for a large town service (a large Central Library with smaller branch libraries on the perimeter) could not be followed. Neither, being a completely built-up area, could it be run on lines suitable for a rural community. The plan evolved was a hybrid one merging the two concepts and its unusual features have attracted much interest in the profession.

It was decided to provide a number of Branch Libraries (small Town Libraries) at strategic points in the Valleys, linked together by an administrative centre. To the borrower the Branch in his district would be "The Library", but, because it was closely linked with all the others, it would have certain hidden advantages.

The cornerstone of the concept was to be the Union Catalogue duplicated at each Branch, which would give the borrower and staff a complete guide to the stock of the whole system and its location, enabling the easy interchange of specially requested books between the various Branches. Each Branch Library was to have a lending library, children's library and study and reference facilities. The system was to be administered from Headquarters which would also undertake certain other central library functions.

5. INTERVENTION OF THE WAR YEARS

The War, of course, hindered any building development. All that could be done to foster the growth of the service in the meantime was done as, and when, the opportunity arose. Temporary Branches were opened, in shop premises in some areas and buildings for projected Branch Libraries were acquired ready for adaptation.

6. THE POSITION IN 1948

(a) Stocks and Issues:

In five years, 1942-1947, the book stock had more than doubled and numbered over 54,000 volumes. This number did not include 15,219 books which was the stock of the Schools' Library Service. It was especially strong in technical works of all description. The greatest use was made of these books by constantly circulating them amongst the various Branches and Institutes. Issues showed dramatic increases as follows :-

March 1940 - 121,020

March 1947 - 338,432

(b) Catalogues:

All the books were catalogued on cards. In addition several useful printed booklets on certain topics such as music and gardening were compiled and proved of great help to borrowers and the libraries of Institute Libraries.

(c) Schools' Library Service:

A growing feature of the service of the libraries in Rhondda was the work with children. Besides an average annual issue of 55,000 children's books from the libraries, there had been since September 1943 a Schools' Library Service with a stock of over 15,000 volumes. The work was carried out by a Children's Librarian especially trained for the work. Great emphasis was placed on the closest co-operation between teacher and child on the one hand, and the library and its staff on the other.

(d) Special Collections:

The Central Library included a growing library of music scores and music literature available on special tickets.

Endeavour was also being made to bring together at the Central Library any historical works relating to the area to form a local collection for the use of the many local history students.

(e) Exhibitions and Lectures:

Various book exhibitions such as the National Book League "1001 Best Books of the Year" were promoted. There were also exhibitions of the work of local artists and photographers.

A series of music discussion groups with a visiting lecturer and illustrated by gramophone records were organised in conjunction with the University Council of Wales.

7. THE NEW LIBRARIES

The opening of the Tonypandy Branch Library in May 1950 saw the beginning of our drive to provide more acceptable premises for our branch libraries. Then followed :-

Porth	1953
Treherbert	1958
Tylorstown	1960
Ferndale	1966
Maerdy	1967
Treorchy	1971

Typical of the responsible attitude of the Authority to finances at the time was its decision to use adapted buildings. Sites and money for new buildings were not freely available whilst fairly cheap buildings, suitable for adaptation, were. In at least one case, i.e. Porth - the building was donated to the Authority. A much earlier start could also be made than if we had waited for new buildings. This was the situation when we came to establish the new branch library at Ferndale.

Ferndale Branch Library

The Authority had two alternatives when it came to decide where the new branch library at Ferndale should be located. They could either erect a completely new building in the area or come to an amicable arrangement with the local Institute Officials to rent part of their building for library purposes. The Ferndale Workmen's Hall and Institute was a large building, ideally situated in the centre of the shopping area. It possessed a cinema, often used for concerts, a dance hall, and other amenities. The Authority was offered three large rooms - the former billiards room, newspaper room and library room - a total of 3,544 square feet. The offer was accepted and plans prepared for establishing a modern Branch Library within the walls of the Institute.

The adult lending library on the first floor, 1,696 square feet, with its stock of 6,500 books, 500 music scores, browsing area, reading tables and ample floor space bears little resemblance to the old billiards room. The former Library room enabled us to provide a useful study and reference room, unusually generous in size for a Branch Library.

As in all other Branches, considerable emphasis was placed here on work with children and the bright and attractive room designed as a children's library contained a varied stock of some 5,000 books to suit the tastes of all ages, with a specially appointed children's librarian in attendance.

The first gramophone record lending library for Rhondda was established at Ferndale and soon used appreciatively by local music lovers.

Treorchy Library & Libraries Administrative Centre

From 1941 until 1971 the administrative headquarters of the Rhondda Libraries Service was housed in former school premises at Pentre, and with each extension to the service the inadequacies of this building became more apparent.

In 1968 the Authority acquired at Treorchy approximately $\frac{3}{4}$ acre of land, previously occupied by a large dwelling and Doctor's surgery, together with two old cottages and a derelict colliery stables.

A new purpose-built building, constructed at a cost of some £100,000 was opened in December, 1971. Ideally situated on flat ground near the shopping area this provides a library service for Treorchy and district with more specialist facilities to serve a wider area. There are lending facilities for adults and children, the main Reference Library, and a separate Music and Gramophone Library. The administrative centre, in addition to the normal staff accommodation has a large workroom and book stock fitted with electrically operated mobile shelving capable of accommodating some 50,000 books. The Schools' Library Service, formerly housed in a Branch Library, has its own workroom (fitted with manually operated mobile shelving) and specially constructed exhibition room which interested teachers are encouraged to visit in order to examine the latest children's literature displayed there.

Extensive use is made of the accommodation provided in the entrance hall for reading magazines and newspapers.

18. PRESENT POSITION

(a) By today there is good coverage for the whole of the area with a majority of the residents being within accessible distance of one or other of the service points.

We will stress the fact that the Council voluntarily provided a comprehensive and efficient library service long before the Public Libraries Act 1964 placed a duty on every Library Authority to do so. There are eight service points consisting of the Headquarters Library, six Branch Libraries and one part-time Distribution Centre.

(b) Expenditure

The Authority has allocated increased expenditure on the libraries service as follows :-

<u>1939/40</u>	<u>1951/52</u>	<u>1961/62</u>	<u>1972/73</u>
£1,806	£18,244	£39,363	£130,000

(c) Staff

The Staff of the Libraries service which consisted originally of a qualified Librarian and two unqualified assistants has now grown to 39 full-time and 5 part-time. Of this number ten are fully qualified and three are partly qualified librarians. With the aim of increasing the number of qualified staff the Authority some years ago, introduced a scheme for recruiting Pupil Librarians. Suitable candidates are employed at regular intervals and after a period of practical training are seconded with full pay and expenses to attend full-time courses of study at one of the Colleges of Librarianship. The Authority has also actively encouraged the use of part-time study by granting day release to enable assistants to pursue courses at nearby Technical Colleges. Several members of staff have qualified in this manner.

(d) Book Stock and Issues

Annual Issues of books have increased substantially from some 400,000 in 1951/52 to 600,000 for 1972/73 and the number of registered readers has increased during the same period from 15,000 to 32,000. There has been an obvious need to increase the stock of books and for the period under review this has grown from 91,000 to over 160,000.

(e) Schools Library Service

The Authority is one of the few in Wales which has a library service to schools, the stock of which consists of some 48,000 volumes. This is administered by a qualified librarian and about 21,000 books are issued annually to the 55 schools in the area. The cost of the books is borne by the Education Authority but all administrative expenses are defrayed by the Rhondda Council. The service is now housed in the Headquarters Library at Treorchy. It must be stressed at this point that the schools library service has benefited from the Borough Library Service and not vice versa. That is to say the Borough Library Service would be what it is, irrespective of there being a schools library service, or the fact that the Borough Council was an Excepted District under the Education Act, 1944.

(f) The Music Library

Some years ago the Authority appointed a qualified Librarian to be responsible for building up a special music library. This now consists of 5,000 scores and 5,000 books about music and these are being constantly called upon by other libraries in Wales as well as by borrowers in Rhondda.

(g) The Gramophone Record Library Service

Established originally some seven years ago there are at present two service points for the distribution of gramophone records, viz. at Ferndale in the Rhondda Fach and at Treorchy in the Rhondda Fawr. The stock consists of 4,300 records which includes a nucleus of the recognised classical works, supplemented by light classical and popular works. As would be anticipated in our area the main interest is in choral music, but tastes are nevertheless quite varied. The present issues are fast approaching 16,000 per annum.

(h) The Local Collection

An important collection of books, newspaper cuttings, photographs and other material relating to the area has been built up over the years and is in constant demand, especially by college students. Recently the Reference Librarian has undertaken the task of interviewing local inhabitants with a view to compiling a verbal history of the Rhondda on tape.

9. FUTURE PLANS

There is at present under construction at Ton Pentre a small Branch Library which is due to be occupied in the summer. Well sited near the shopping area it will serve the needs of borrowers at Ton Pentre, Gelli and lower Pentre and will replace the library in the old converted school premises at Pentre. It includes shelving for some 6,000 adult and children's books as well as seating arrangements for consulting a selection of newspapers and magazines.

The Authority has also agreed to the establishment of two new part-time distribution centres at Penygraig and Ynyshir during the current financial year. Long-term plans

include the establishment of service points at the large council estates of Rhiwgarn and Penrhys.

10. CONCLUSION

The needs of a borrower in Rhondda, or in Leeds, are much the same, ranging from a simple request for a good book to read to specialist request for more obtruse reading involving professional use of bibliographic and expertise in knowledge of bibliographical sources. It is in the provision of a good service which will meet these requests that local conditions have to be taken into account. Building up a balanced stock with bears some relationship to needs of an area cannot be done without knowledge of local conditions. In Rhondda, a cultural community, many students take external degrees. Although there is no university within the boundaries of Rhondda, university students avail themselves of the facilities of the Reference Library during holiday periods. Assistance is also afforded to students attending the Colleges of Technology which have developed in and around the Rhondda.

In a comparatively short space of time the Rhondda Borough Library Service has become an integral part of the life of the community.

It is understood that the Secretary of State in considering the Council's application will take into account three main factors :-

1. As a rule, an applicant district will be expected to have a substantially larger population than the minimum of 40,000 required for new library authorities under the Public Libraries and Museums Act, 1964. Moreover, except in special circumstances, a claim will be considered only from a District which is either a mainly urban area or is an area with a substantial urban nucleus.

The population of the District of Rhondda is 88,450, and the area will be well known to the Secretary of State as being an urban area.

2. An applicant district council will normally be expected to include all or a major part of the area of a substantial existing Library Authority. Because of the need to maintain and develop a comprehensive and efficient service in the District, the Secretary of State will take into account the standard of service provided by existing Authorities.

The Rhondda District Council would expect to include all of the area of a substantial existing Library Authority.

It will be seen from the foregoing document that a library service of a very high standard has been provided and, it will, indeed, be a simple matter not only to maintain the service but also if and when necessary, to expand the service. It will be recognised from the statistics referred to in the statement that the Rhondda Borough Council has provided a substantial library service; the Rhondda District Council will continue to provide such a service.

It would seem that the size and quality of the service in the other districts in Mid-Glamorgan do not compare with Rhondda, and there could be considerable advantage in granting Rhondda's application to remain a library authority thereby enabling the Mid-Glamorgan County Council to concentrate on providing and developing a library service in the remainder of the County.

3. There would be a serious objection to acceding to an application from a district which was the administrative centre or natural focal point of the County, or which represented, either by itself or collectively with other district applicants, a large proportion of the County's population, thus impairing the County Council's capacity to provide a comprehensive and efficient library service in the remainder of the County :-

The Rhondda is neither the administrative centre nor the natural focal point of the County, and again it does not represent a significantly large proportion of the County's population.

It has been suggested that economies of scale in relation to staff facilities and ancillary services would accrue from a County service.

The District Council believe that economies in the administration of the Library Service could be effected only by a contraction of the service, particularly since it would appear that the level of administration of the County Service is proportionately higher than that of the District Council Services.

It may possibly be said that there are greater opportunities for staff advancement and for staff specialisms in a County service as opposed to a district service.

The Rhondda District Council wish to point out that they have no problems in the recruitment of staff, as can be seen from the number of qualified staff, nor in providing facilities for staff to specialise, as has been mentioned earlier.

We accept the aspect that the larger service in the geographical sense provides facilities across district boundaries, but it is the Council's experience that the general public come into Rhondda from neighbouring areas to take advantage of the service provided; we are happy to continue such an arrangement.

With regard to the expenditure of public money on a library service, it is felt that a responsible attitude must be adopted in this connection, and while a generous provision has been made in the past for the development of the library service it has not been wasteful. Recently the Libraries Department was the subject of an organisation and methods investigation, and the Department was subsequently re-organised.

The representatives of the Rhondda District Council would be pleased to attend upon the Secretary of State to develop the case in support of the application that an Order be made constituting the District Council a library authority.

APPENDIX 10

LLANELLI DISTRICT IN THE COUNTY OF DYFED

APPLICATION FROM THE DISTRICT COUNCIL OF LLANELLI
UNDER SECTION 207 OF THE LOCAL GOVERNMENT ACT 1972,
FOR THE CONSTITUTION OF THE COUNCIL AS A SEPARATE LIBRARY AUTHORITY.

SUBMISSIONS MADE BY A DEPUTATION FROM
LLANELLI DISTRICT COUNCIL TO MR. N.A.F. ST. JOHN STEVAS,
MINISTER OF STATE, DEPARTMENT OF EDUCATION & SCIENCE AND
MR. DAVID GIBSON-WATT, MINISTER OF STATE, WELSH OFFICE
ON 19th. DECEMBER, 1973.

We have asked to be received by you today, Sir, because we have been deeply disturbed and bitterly disappointed by the refusal to constitute Llanelli as a separate library authority, despite our presentation of an outstanding case - a case firmly grounded on an outstanding record of past achievement in the provision of a public library service by the existing Llanelli Borough - which in our opinion and in the opinion of many neutral observers in Wales, professional and non professional, completely satisfied all of the criteria on which an application, we were repeatedly assured, would be judged.

We feel that the manner in which the applications for independence from Districts in Wales were rejected smacks of a breach of faith; that the action taken in this matter has nullified a statutory provision by the exercise of Ministerial discretion, a discretion exercised, moreover, in a manner contrary to all official statements regarding the manner in which applying authorities would be judged.

May I sketch, briefly, the history of the Welsh exemption section if I may so call Section 207. The first official intimation that District Authorities in Wales would be allowed to apply for library powers, was contained in Command 3340 "Local Government in Wales", published in July 1967, where it was stated in para. 32 "Some of the new districts particularly ... some existing library authorities in the larger urban centres, might be able to make a strong case to the Secretary of State for Education and Science to be considered as suitable bodies to exercise library powers for their areas."

At a meeting between the local authority associations and the Department of Education and Science held on 25th. February 1969 Dr. Elwyn Davies elaborated on the likely criteria by which District authorities in Wales would be judged. These were, in essence, the same as those contained in Circular 6/73 and I shall, therefore, not quote them but I must quote to you Dr. Davies's statement on behalf of the Department, that "The D.E.S. did not believe that the new counties would sweep away the existing libraries or diminish the range of cultural activities carried out in them." This, Sir, was the first of many assurances which have since been proved to be valueless.

The consultative document "The Reform of Local Government in Wales," February 1971, contained under libraries in appendix 2, Functions of County Councils - "Libraries (subject to a limited number of the stronger district councils exercising this function.)"

Following a meeting between Lord Eccles and the Smaller Public Libraries Group on 23rd. April, 1971 Lord Eccles wrote a letter to the Secretary on 7th. June, 1971 in which he said "our present intention is to apply the criteria which were made known at an earlier stage to the local authority associations" (i.e. on 25th. February 1969.)

Finally, Sir, the Department's Circular 6/73 set out the criteria on which a District Council's application for library powers would be judged, these being substantially the same as those put forward in February 1969. These criteria are crucial to our case and I must, therefore, quote them to you and relate them to our own circumstances.

Paragraph 8 (i) set out the first consideration, namely : -

"The capacity of the council to provide an efficient library service for their district"

No one can doubt that the Llanelli District Council has the capacity to provide an efficient service for their area. Moreover, the Council and the population at large, have an overwhelming desire and the will to provide such a service.

Paragraph 8 (ii) is bound up with Paragraph 12 and I shall deal with these together.

Paragraph 10 stipulated that :-

"First, as a rule, an applicant district will be expected to have a substantially larger population than the minimum of 40,000 required for new library authorities by the 1964 Act."

With a population of nearly 80,000 the District manifestly has a substantially larger population than the minimum of 40,000.

Paragraph 10 further stipulated that : -

"Moreover, except in special circumstances, a claim will be considered only from a district which is either a mainly urban area or is an area with a substantial urban nucleus."

The Llanelli district is mainly urban, containing centres of population ranging from 6,000 persons down to 1,500, conveniently grouped around a highly urbanised nucleus of some 50,000 population, to which these centres look for their shopping and entertainment needs and where the majority of the inhabitants find their employment as this urbanised nucleus is also highly industrialised.

Paragraph 11 stipulated that : -

"Secondly, an applicant district council will normally be expected to include all or a major part of the area of a substantial existing library authority."

The district contains all of the area of an existing authority where there has been a library service for more than 100 years and where the library acts were adopted more than 75 years ago.

Paragraph 11 further stipulated that : -

"Because of the need to maintain and develop a comprehensive and efficient service in the district, the Secretary of State will take into account the standard of service provided by existing authorities."

The standard of service in the present Borough is, and has been for many years, the highest in Wales. It includes not only a first class book service and a wide range of stock but also an information service to industry; the best music and record library in Wales; a very extensive local film library on movie and still film and the provision of a very full range of cultural activities. Although financed by the Borough only, this high quality and extensive service has been used for many years by industry in the whole of the District, as opposed to the Borough area, and by many thousands of readers who live in the District area, outside of the Borough. With the increased resources available to the District there is no doubt that it can "maintain and develop a comprehensive and efficient service in the district." The Borough alone has been doing this for the District area for many years.

Paragraph 12 stipulated that : -

"Thirdly, it is equally as important to ensure high standards throughout the county as a whole. The Secretary of State will therefore have regard to the effect of agreeing to any or all of the applications on the library service of the county of which the districts form part, and will take into account the views of the county council concerned."

The views of the Dyfed County Council on the Llanelli District's application were by no means unanimous, the majority in favour of opposing the application being, we believe, only 7 votes. Llanelli's case for autonomy received strong support because of Llanelli Borough's past record of service and the specialised needs engendered by the industrial nature of the area, which many members considered could be best and most economically met by the new Llanelli District.

Paragraph 12 further stipulated that : -

"There would be serious objections to acceding to an application from a district which was the administrative centre or natural focal point of the county."

No objection could be taken to Llanelli's application on the grounds of its being the natural focal point of the county. It is on the eastern boundary and has more in common, through its industrial background, with the South Wales industrial belt of which it forms the Western boundary.

Paragraph 12 further stipulated that there would be serious objections to an application from a district : -

"which represented, either by itself or collectively with other district applicants, a significantly large proportion of the county's population, thus impairing the county council's capacity to provide a comprehensive and efficient library service in the remainder of the county."

The taking out of the Llanelli District alone from Dyfed will, we maintain, in no way impair the County Council's capacity to provide a comprehensive and efficient library service to the remainder of the County. On the contrary, we feel that, with the problems which lie ahead for Dyfed, the taking out of the District from the County, which is vast in area, will ease these problems, leaving them free to concentrate on the difficult task of bringing sub-standard services up to standard and of providing an efficient library service to a predominantly rural county. These tasks will occupy all their time and

resources for the next decade and more. But it is unfair to tie Llanelli's application to any other, where circumstances are completely different. We firmly maintain that the Llanelli application should be judged entirely on its own merits and in the light of the special circumstances which apply to the Llanelli District, which are not found in any other part of Dyfed.

As we have already mentioned, Llanelli is a highly industrialised and urbanised area. The industrial pattern, covering steel, coal, the car industry, heavy and light engineering and a wide variety of manufacturing industries, present problems in the provision of technical and commercial information which are not met anywhere else in Dyfed. Even as a Borough, with smaller financial resources than the new District area, we have been able to satisfy these needs and we have the staff with the experience to deal with the problems which arise. We maintain that we, as a District, can best meet this specialised need, which is not met in any other part of Dyfed outside of the Llanelli District, and we know that the industrial concerns in the area would be most happy to know that the District Council, to whom they are all immediately accessible, was to continue to satisfy their vital information requirements.

The urbanised and industrialised nature of the area is also reflected in the general cultural pattern of the area, using the word in relation to the Arts generally. It is not a rural cultural pattern as exists in the remainder of the County. The many societies in the District have expressed, forcibly, their fears that the excellent relationship and the complete co-operation they have received from both the Borough and Rural District Councils in promoting their activities, will be disrupted if the remote administration of Dyfed is responsible for some of the services they make use of, while the District Council will still continue to be responsible for the main Art Gallery and the Museum. The strength and the success of cultural activities and affairs in the area is due to the Borough Council being responsible for all aspects of the services they make use of. They fear that the loss of this co-ordination and single control of facilities can only be to their detriment. On the merits of our case we are convinced that only one judgment can be made: the Llanelli District should be given the opportunity to prove its ability to provide an efficient library service to its District.

May I now come back to Section 207, Sir. The House, in general session and in committee recognised the circumstances peculiar to Wales by approving section 207 of the Act. We are certain, Sir, that it was not the intention of the House, when they debated the local Government Bill - during which, incidentally, English Members of Parliament fought hard for the provisions which applied to Wales to apply also to England, being convinced from Government statements that, thereby, there would be some advantage to the constituencies they represented - nor could it have been the intention of the Government, as is evident from the assurance given by Mr. Gibson-Watt on Second Reading, that applications - and, we mention here, our application in particular - should be so cynically dismissed, as appears to be the case, with the phrase "the interests of an efficient public library service would best be served by the County Council being the library authority for the area." and that the criteria consistently put forward since 1969 should be so blatantly disregarded. We maintain, Sir, that the kind of situation which the Welsh Office and the Library Advisory Council for Wales were thinking of when they made their recommendations for special treatment for Wales fits the case of the Llanelli District within the County of Dyfed exactly. Within the context of the County of Dyfed, as we have said, the Llanelli District is a compact, highly urbanised, highly industrialised area in the largest county in Wales, the remainder of which is mainly agricultural and faces none of the special needs of the industrialised Llanelli area. It has a consistent tradition of Library Service to a standard achieved by no other authority in Wales and has an elected Council who appreciate the vital need of the right kind of library service to Llanelli and who have confirmed, in their application, their intention, their determination - if they are given responsibility for the library service - to maintain the previously high standards and range of services and to extend these standards and range to the whole of the new District. Small wonder, Sir, that the then Chairman of the Library Advisory Council for Wales, during an official visit to Llanelli, when the whole range of services provided were inspected, said that Llanelli was an outstanding case for the conferment of independent library powers.

The case for the conferment of library powers on the Llanelli District has been fully set out in our application, with supporting statistical details and documentation. It is not my intention, Sir, to repeat this here this afternoon. We ask you to reconsider Llanelli's case to be constituted as a library authority by a fair examination of its outstanding record; of the way in which it meets the criteria, set out in Circular 6/73, by which the

Government pledged that an individual application would be considered: to put aside the prejudgment, the virtual sacrificing of our overwhelming case for the sake of the uniformity which we, and many others intimately connected with the library service in Wales, are convinced is now desired in some quarters - which is to treat Wales the same as England despite the provisions of Section 207, which the House deemed necessary to include in an extremely complex measure. The will of Parliament should not be thus flouted. We ask you also to have no fear of reaction from any other applying authority, whose case presents no comparison with the outstanding case put forward by Llanelli. We ask you, Sir, to act in the spirit of the Government's assurances during the passage of the Bill through Parliament.

We are deeply concerned over the future library service to the rest of the Llanelli District outside of the Llanelli Borough. We know from the difficulties which Dyfed will face during the next and subsequent years that there will be no development, no improvement in library services for some time and even then the task will be to bring the rest of the county up to Llanelli's standard - and that is a big task, Sir. And we know, from past experience in Llanelli Borough, particularly in relation to the water undertaking, that the efficient authority, with good services, is sacrificed, under re-organisation, to the needs of the less developed parts of the undertaking. In the case of the development of water supplies to the Llanelli area, there has been virtually no improvement no development since re-organisation 12 years ago. This is a situation we do not wish to see in relation to library services in the new Llanelli District, yet, with the library problems facing the County authority, we feel that it would turn out this way. It is not necessary that this should happen. We can provide the service the District inhabitants need and which they deserve. We have formulated plans to provide a modern service, administered to almost the whole of the population from permanent buildings - and I repeat, Sir, from buildings - in the shortest possible time and in an economical manner. The main library opened less than 2 years ago after extensive additions and complete modernisation, would be the Central Library - a function it performs now in practice - and, we also have other buildings in our control as a District Council - and I repeat, Sir, as a District Council: these buildings will not be County property if we do not control the library service - which

are admirably suited at little cost, to be made immediately into modern branch libraries in considerable centres of population in the District, outside of the present Borough of Llanelli, where the present standard of service from permanent buildings provided by the County of Carmarthen is abysmally low.

We speak here, Sir, not only for the District Council but for industrial firms and those who direct them and gain their livelihood from them; for trade unions, for the Trades Council; for the Chamber of commerce; for cultural societies in the area and for the thousands of individual users of the library - many thousands of them living outside the Borough in the new Llanelli District area - who are incensed by the decision not to grant us library powers and who are anxiously awaiting the result of this meeting.

I repeat, Sir, we ask you to give us the opportunity to prove our ability to provide an efficient library service to the whole of the new Llanelli District. We have the expertise; we have the tradition; we have basic materials in the outstandingly wide and high quality range of stock in the present library; we have the buildings; we have the development plans; we have the all important local knowledge of our own specialised needs engendered by an industrial economy; and we have the resources. Nothing will be lost Sir, but a great deal could be gained by the people affected in the District, given the current situation in Dyfed where it is the intention simply to maintain existing services - in the case of Llanelli by a regional service to the territory covered by the new Llanelli District - if we are given the opportunity to prove to you what we know: that we can best satisfy the library needs of the Llanelli District. We would be content for you to review the situation in 5 years and would be prepared to stand or fall by your judgment of our achievements.

By granting us this opportunity, Sir, you will also give the answer to the many critics who maintain that the treatment meted out to District Authorities in Wales in this matter of library powers is cynical, prompted by convenience and a desire in some quarters to see Wales treated the same as England, despite Section 207, which reflects the will of Parliament. You will also demonstrate that matters which affect Wales vitally are being decided fairly by the Welsh administration.

APPENDIX 11
HAROLD PRESCOTT'S LETTER DATED 6.3.74

Chairman Alderman T. Haskins CC, Banbury

Hon. Secretary H.A. Prescott FLA
Public Library, Llanelli, Telephone Llanelli 3538

Hon. Treasurer T.W. Muskett ALA
33 Grimsbury Drive, Banbury Telephone Banbury 2988

HAP/pjs

*Smaller
Public Libraries
Group*

6th. March, 1974.

Dear Minister,

I am instructed by my Executive Committee to write to you regarding the outstanding applications for designation as library authorities, made by District Councils in Wales to the Secretary of State for Education and Science under Section 207 of the Local Government Act 1972, decisions on which have been delayed so that the applications might be considered by the appropriate Ministers in the new Government.

My Executive Committee urges you to consider the cases from the standpoint of the Labour Party's attitude to the question of designation which was expressed during the debates on the Local Government Bill, when many individual Members of the Labour Party fought hard for the provisions in Section 207 (of which they approved and which they wished to be applied to the benefit of efficient District Councils in Wales) to be applied to England as well as to Wales; and from the standpoint of subsequent statements and opinions of Labour Party Members of Parliament when questions were asked in the House of Commons on the current position in regard to applications under Section 207 from District Councils in Wales.

My Executive Committee is convinced that, where a District Council satisfies the criteria laid down in Circular 6/73, issued by the Department of Education and Science, the public library needs of the inhabitants of that District will best be served by the District being the library authority. They also claim such a decision would ease one of the many problems, which, it is already clear, will face the new county councils in Wales, many of which are now seen to be too large in area and with centres of administration too remote from the people they were set up to serve.

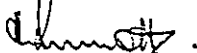
My Committee also urges you to consider each individual case for designation on its merits as it measures up to the criteria, laid down originally in 1969 when a Labour Government was in power, and which were later embodied in D.E.S. Circular 6/73. They consider that these criteria, fashioned by a Labour Administration, should be the sole criteria - as was the original intention when they were formulated - on which an application should be judged and that a Labour Minister should not be swayed by questions of Departmental convenience or a desire to impose a uniform pattern of library provision on England and Wales, despite the existence of Section 207. The Labour Party strongly supported the section in the debates on the Local Government Bill and Labour Party Members in the House clearly intended that the section should be applied so that the old Borough and Urban District Councils in Wales, with a good record of library provision in the past, should continue to be involved in responsibility for the provision of library services in the enlarged district councils, of which they now form a part.

continued/.....

My Executive Committee is confident that because of the Labour Party's attitude to the provisions of Section 207 when the Bill was debated and because the fair criteria, on which a judgment should properly be based, were laid down by a Labour Government, any individual application will be fairly judged by you on the basis of the criteria and that you will dismiss no detailed application cynically with the convenient phrase "the interests of an efficient public library service would best be served by the County Council being the library authority for the area."

To do so, despite the submission of an outstanding case by an individual District Council, would be to nullify the provision of Section 207 and effectively to end a District Council's hopes of securing responsibility for the public library service now and in the future. The converse is not true. A decision to designate a District Council as a library authority could be tied to a trial period, which would extend to the next review date, when, as specified in Section 207, sub-section 5, a District Council's administration of its library service could be considered. If the District Council's performance was then judged to be unsatisfactory, control could be passed to the County Council. Nothing would be lost but everything gained by a District authority if this solution were adopted, where an authority submits a case which satisfies the criteria originally put forward under a Labour administration.

Yours sincerely,



Hon. Secretary.

APPENDIX 12
LETTER TO LABOUR MPs DATED 8.3.74

Chairman Alderman T. Haskins CC, Banbury

Hon. Secretary H.A. Prescott FLA
Public Library, Llanelli Telephone Llanelli 3538

Hon. Treasurer T.W. Muskett ALA
33 Grimsbury Drive, Banbury Telephone Banbury 2988

HAP/pjs

*Smaller
Public Libraries
Group*

8th. March, 1974.

G.G. Jones Esq., M.P.
15 Glyndern,
Tanerdy,
Carmarthen.

Dear Mr. Jones,

As you will be aware, Members of the Labour Party, in the debates on the Local Government Bill and subsequently when questions on the designation of district councils in Wales as library authorities has been raised in the House, have shown that they are in favour of District Councils in Wales, who can show that they are able and willing to provide an efficient service, being so designated as library authorities.

The appropriate Ministers will shortly be making decisions on outstanding applications by some District Authorities in Wales to be designated under Section 207 of the Local Government Act 1972. I enclose a copy of a letter I have recently sent to the Ministers concerned. If you support the viewpoint, expressed by many Welsh Labour Members of Parliament, that efficient Districts in Wales, should be so designated, you might wish to give your support to this being done and make representations to the Labour Ministers concerned.

Yours sincerely,

Hon. Secretary.

Enc.

STATUTORY INSTRUMENTS

1974 No. 616

LIBRARIES

The District Councils in Wales (Libraries) (Temporary Designation) Order 1974

<i>Made</i>	29th March 1974
<i>Laid before Parliament</i>	29th March 1974
<i>Coming into Operation</i>	1st April 1974

Whereas in pursuance of the provisions of section 207(2) of the Local Government Act 1972(a) the councils of the boroughs and districts in Wales specified in the Schedule to this order have applied to the Secretary of State for Education and Science for an order constituting each of them a library authority; And whereas the Secretary of State for Education and Science is considering each such application:

Now, therefore, the Secretary of State for Education and Science in exercise of the powers conferred upon him by section 207(3) of the Local Government Act 1972 hereby makes the following order:—

Citation, commencement and interpretation

1.—(1) This order may be cited as the District Councils in Wales (Libraries) (Temporary Designation) Order 1974 and shall come into operation on 1st April 1974.

(2) In this order "Wales" means the area consisting of the counties established by section 20 of the Local Government Act 1972 (new local government areas in Wales).

(3) The Interpretation Act 1889(b) shall apply for the interpretation of this order as it applies for the interpretation of an Act of Parliament.

Constitution of library authorities

2. As from 1st April 1974 each of the councils of the boroughs and districts in Wales specified in the Schedule to this order is constituted a library authority for the purposes of the Public Libraries and Museums Act 1964(c) until such a date as is specified by the Secretary of State for Education and Science on deciding to make or not to make an order under section 207(2) of the Local Government Act 1972.

SCHEDULE

The District Council of Llanelli
 The District Council of Cynon Valley
 The Borough Council of Merthyr Tydfil
 The Borough Council of Rhondda

(a) 1972 c. 70.

(b) 1889 c. 63.

(c) 1964 c. 75.

Given under the Official Seal of the Secretary of State for Education and Science on 29th March 1974.

(L.S.)

Reginald E. Prentice,
Secretary of State for Education
and Science.

EXPLANATORY NOTE

(This Note is not part of the Order.)

This Order constitutes each of the councils of the boroughs and districts specified in the Schedule a library authority for the purposes of the Public Libraries and Museums Act 1964, as a temporary measure, while the Secretary of State for Education and Science is considering the applications of those councils to be made library authorities. The councils so specified are each constituted a library authority until such time as the Secretary of State decides to make or not to make an Order under section 207(2) of the 1972 Act.

APPENDIX 14

DYFED'S REACTION TO GRANTING POWERS

THE CASE FOR A SINGLE LIBRARY AUTHORITY IN DYFED

The present case for the opposition of Dyfed County Council to an Order under Section 207(2) of the Local Government Act 1972 constituting Llanelli District Council a library authority is essentially the same as that submitted in July 1973 when the application of Llanelli District Council was first considered. Indeed, the experience of the first two months of operating the Dyfed County Library system confirms that it is essential that there should be a completely integrated county based service if a comprehensive and efficient library service is to be provided.

In the first place we would submit that the case for Dyfed County Council is in accordance with the principles set out in the following Ministerial publications:

- (1) Circular No 5/73 (29 March 1973). Joint Circular from the Department of Education and Science and the Welsh Education Office - Local Government reorganisation and the Public Library service.
- and (2) Department of Education and Science. The Public Library service: reorganisation and after. ('A publication by the Libraries Division of the Department of Education and Science offering information of interest to librarians and library authorities.')

The relevant extracts are reproduced in Appendix 1.

The views and recommendations outlined in these two documents are generally accepted within the library profession.

The three basic principles on which the case is based are:

1. THE NEED FOR INTEGRATION OF LOCAL GOVERNMENT SERVICES.
2. THE LARGE LIBRARY AUTHORITY IS BETTER ABLE TO ACHIEVE THE ESSENTIAL OBJECTIVES OF THE 1964 ACT.
3. THE ESTABLISHMENT OF EXTENDED SPECIAL LIBRARY SERVICES, PARTICULARLY IN THE CULTURAL FIELD, AND IN THE PROVISION OF BILINGUAL MATERIAL.

Dyfed's Development Plan for the County Library service (copy attached) is also based on the recommendations made in the Department of Education and Science publications, and on the assumption that, the county would be served by one library authority.

B. THE LIBRARY SERVICE AND SOCIAL SERVICES

Dyfed Library co-operates with the Dyfed Social Services Department in accepting financial responsibility for providing the housebound, handicapped, partially sighted and Homes for the elderly with books and cassettes. Many of these cassettes have been produced by the Library to cater for the special interests of the elderly. In the future there will obviously be a need for even closer co-operation between the two services, co-operation facilitated when the services are coterminous.

C. THE LIBRARY SERVICE AND THE HEALTH AUTHORITY

As the Area Health authority is also coterminous with Dyfed, co-operation in supplying books, cassettes, etc for the patients and staff of all hospitals, would be facilitated. Consideration will also be given to the recommendation of the Department of Education and Science (The Public Library service. Para. 96) "It will be desirable to consider library services to patients in hospitals, to the housebound, and to handicapped readers as one service, and library authorities, after consultation with the area health authorities, may well need to review their establishments and to consider the appointment of a senior librarian for general supervision of the service to this group of readers."

D. CO-ORDINATION OF BUILDING PLANS

As building costs and interest rates continue to escalate it is imperative that the maximum facilities are made available in all present and proposed buildings. In the case of proposed new library buildings - especially Branch Libraries - serious consideration will be given to the possibility of joint use by other departments (e.g. Social services, Schools and Education, Community Centres, Consumer protection, Museums). Similarly, other departments will be expected to confer with the Library in planning new buildings. Acting as an independent library authority, the Llanelli District Council would build Branch Libraries presumably for library use only as no mention is made in their submission of their awareness of the importance of joint user arrangements. Under Dyfed, the erection of joint or multi-purpose buildings on sites earmarked for new libraries by Llanelli District could provide a degree of building priority.

2. THE LARGE LIBRARY AUTHORITY IS BETTER ABLE TO ACHIEVE THE ESSENTIAL OBJECTIVES OF THE 1964 ACT

This fact is not in dispute. If Llanelli District Council could be termed a 'large' library authority it would follow that it could achieve some of the objectives of the 1964 Act - not all of them in view of the need for liaison between coterminous authorities. But it is obvious that it would not, comparatively speaking, be a 'large' authority. Serving a population of 76,781, it would be one of the three smallest library authorities in England and Wales. Dyfed County Library (including the Llanelli District) would serve a population of 316,960. However, if Llanelli District was independent, the population served by Dyfed County Library would be reduced by nearly a quarter. The combination of loss of population and curtailment of financial resources would reduce the capacity of Dyfed County

Library to carry out the Development programme already planned in accordance with the Department of Education and Science publication 'The Public Library service: reorganisation and after'. This programme is based on the interdependence of each of the four 'Regions' and the centralisation of certain functions to achieve efficiency and to eliminate unnecessary duplication of effort and expense. In this connection, the two most important aspects are bookstock and staff.

A. BOOKSTOCK

Dyfed's overall bookfund would have trebled the number of titles purchased, including specialised books, Government publications and other pamphlets published in Britain as well as American and foreign publications. As the Bourdillon Report (1961) points out (para.59) "Schemes for regional and national inter-library co-operation cannot be relied upon to meet deficiencies to more than a marginal extent." Book selection would be a team effort and the professional staff involved already meet the Bibliographical Officer at monthly intervals to ensure the maximum coverage in all subjects and to avoid over-duplication of titles. In addition, an element of subject specialisation has been introduced so that, for example, Llanelli would specialise in books on industry, industrial problems and industrial information.

Computer cataloguing will keep every library within Dyfed informed of the location of all library books in the county. Requested books will be delivered by van at weekly intervals. In addition there would be a regular interchange of lesser used non-fiction stocks between the Regional libraries at Llanelli, Aberystwyth, Haverfordwest and Carmarthen, to the mutual benefit of all concerned. The continuing escalation in the price of books makes it imperative that the greatest possible use is made of the total book stock.

All this can only be achieved effectively within the area of a single large library authority. Co-operation between two or more separate library authorities could never achieve the complete integration of stock which is essential.

An independent Llanelli District library would adversely affect both library authorities. Llanelli would not be able to participate in the periodical interchange of books (apart from the interloan of specific titles) envisaged within Dyfed and the economical centralisation of many aspects of book-ordering, preparation, cataloguing and classification. Similarly, Dyfed with a necessarily reduced bookfund would be, to that extent, restricted in the acquisition of a wide and comprehensive selection of books.

B. STAFF RECRUITMENT AND PROSPECTS

Staff recruitment and prospects for advancement are probably the most crucial factors which can impede the efficiency and development of any library authority which is not large enough to provide opportunities for the appointment of specialists.

APPENDIX 15

SECTION 207 OF THE LOCAL GOVERNMENT ACT 1972

THE OBJECTIONS OF THE COUNTY COUNCIL TO THE REQUEST OF THE MERTHYR TYDFIL AND CYMMYR VALLEY DISTRICT COUNCILS AND RICHMOND BOROUGH COUNCIL FOR DESIGNATION AS LIBRARY AUTHORITIES

The Secretary of State has, as a temporary measure, constituted the three applicant Districts Library Authorities under the provisions of Section 207(3) of the Local Government Act 1972. The County Council were and still are extremely concerned both with the merit of the decision and the late hour at which it was taken, especially since by the time the County Council were notified of the Secretary's decision to grant temporary designation, a county wide library service was already in operation.

The Secretary of State has stated in Circular 5/73 29th March 1973 that the volume and character of the services provided by the public libraries have been greatly extended in recent years as the diverse and growing requirements of their users have called forth the need for them to have available greater and more varied stocks of books and other materials, to handle information in new formats and to be able to draw upon a wider range of professional expertise. Within the new statutory framework the fewer and larger authorities will be able to command more substantial resources than could their predecessors. They will thus be better able to cater for the wide range of requirements and so achieve the essential objectives of the 1964 Act to provide a comprehensive and efficient service.

Further, by its allocation of responsibility for public library services to authorities coterminous with those responsible for education, the 1972 Act will give fresh impetus to the development of links between public library and education services from which both will benefit. As public awareness of the importance and value of education has increased and the growing opportunities for it have been taken, so schools, colleges and other educational agencies have been making increasing calls on public libraries. With the further extension of educational facilities at all levels this trend is bound to continue, especially since newer educational methods produce greater demands for information sources of all kinds.

The designation of the Districts would lead to each one establishing their own acquisition, ordering, checking and cataloguing procedures whereas a County service could co-ordinate all these at the headquarters for the library service in Bridgend. The County would be better able to provide or improve supplies of book and non-book materials to all sections of the community. Some non-book services have to a small extent been provided by some of the Districts but their scope and the number of people served by them have, of course, been very restricted. The County is also at an advantage in having access to comprehensive and specialist support services provided by other departments of the County Council and there would be better liaison with the expanding education and social services together with the newly established Mid Glamorgan Area Health Authority. The County would also, because of the size and scope of the library service it would be providing and its ability to significantly contribute to the work and cost involved, be able to co-operate with institutions of higher education and central co-ordination and forward planning would avoid duplication of material, resources and effort and remove artificial divisions of responsibility.

The County have provided an establishment of 232 full time staff to run a County based service, of which 81 posts are graded for professionally qualified librarians and there is also provision for an annual intake of 4 trainees. These staffing provisions represent an improvement in the nationally accepted ratio of one member of staff for every 2,500 of population and very closely approximate to the Department of Education's aim of getting 40% of all posts filled by qualified librarians. The County therefore feel that being able to offer staff such ample career prospects would reward the library service with greater specialist expertise and would provide the specialist staff necessary to develop the links between the public library and education services.

The County have also made provision for the expansion of the service of book and non-book materials to housebound readers and homes for the aged and it is their intention, following consultation with the Area Health Authority, to provide a library service to

hospitals. Few of these services have been provided by any of the applicant Districts in the past.

The cases put forward by the Districts are retrospective and reflect a concern which is parochial and restrictive and a failing to appreciate that only a strong co-ordinated service will meet the varied needs of a demanding community. The main interest of the public is in the quality of the service provided and not in who is responsible for controlling that service - they can use and identify with a County branch library as effectively as they can with a library provided and controlled by a District. They will certainly benefit from the County's ability to work across District boundaries and will have access to the library in their natural focal point regardless of within which District Council's area it is situated.

The County have five new branch libraries in the building programme for 1974/75. These are at Bargoed, Rhymney, Aberkenfig, Abertridwr and Taffs Well and will be staffed by twenty one people of whom six will be qualified chartered librarians.

The County Council are extremely concerned that if the three applicant authorities are designated as library authorities the population served by the County service would be reduced from 533,000 to 304,000 with the result that the potential development of the proposed new County service would be seriously affected and much of its viability and economies of scale in manpower and equipment would be lost. The reduction in the size of the service would most seriously affect the professional staff dealing with the education service.

The establishment envisaged by the County would allow for plenty of heed to be taken by the District Librarian of local views and needs and the fears of the Districts about the anonymity of a service run from one County headquarters are utterly ill-founded. The County have offered the Districts extensive agency arrangements in the following terms:-

1. Joint District Committees (comprising members of the County Council and each District Council) to be serviced by the District Librarian.
2. Book selection within the financial policy laid down by the County.
3. Service to schools, homes for the aged, and the housebound.
4. Promotion of local cultural activities.
5. Supervision of the day to day management of the library buildings, including the determination of opening hours.
6. Enforcement of library bye-laws.
7. Purchase of furniture and equipment.
8. Advising the County on the selection of new library sites.

Of the three applicant authorities none has more than eight branches or more than thirty five members of staff and none can claim, therefore, to include all or a major part of the area of a substantial former library authority.

The County feel that the conditions suggested by the Secretary of State would be more than adequately satisfied by the designation of the County as library authority. To designate the applicant authorities as library authorities and then at the same time impose the suggested conditions would do nothing but fetter the discretion of the District Councils and at the same time substantially increase the administrative burdens of the service as a whole.

Circular 6/73 states at paragraph 4 "It is likely that over most of the Principality it will be appropriate for County Councils to be the sole library authority within their areas." The County are at a loss to understand how the Secretary of State can but refuse the applications for designation. The median size of a County library service in England is considered to be over 600,000 population and the Secretary of State has recently

refused Swansea and Cardiff District Councils designation as library authorities. Just as Swansea District Council forms a very large part of the administrative area of West Glamorgan and likewise Cardiff of South Glamorgan, so too the three applicant authorities form almost half of the administrative area of Mid Glamorgan. Surely, therefore, the Secretary of State must use the same criteria and refuse the present applications.

In conclusion, therefore, whilst the County would welcome the participation of the three Districts in the agency arrangements, co-operation cannot and never will be any substitute for co-ordination and unless a co-ordinated and integrated library service is developed for the whole of the County the chance to extend and enhance the many continuing desirable and highly pertinent developments within the sphere of the library service will be lost.

STATUTORY INSTRUMENTS

1975 No. 119

LIBRARIES

**The District Councils in Wales (Libraries)
(Borough Councils in Mid Glamorgan) Order 1975**

Made - - - - - 4th February 1975

Laid before Parliament 12th February 1975

Coming into Operation 6th March 1975

Whereas—

(1) in pursuance of the provisions of Section 207(2) of the Local Government Act 1972(a) ("the Act") the councils of the boroughs specified in the Schedule to this Order have applied to the Secretary of State for an order constituting each of them a library authority;

(2) the Secretary of State thinks it expedient to constitute each of the councils so specified a library authority having regard to the matters specified in paragraphs (a) and (b) of Section 207(2) of the Act.

Now, therefore, the Secretary of State, after consulting the County Council of Mid Glamorgan, in exercise of the powers conferred on him by section 207(2) of the Act hereby makes the following order:—

Citation, commencement and interpretation

1.—(1) This Order may be cited as the District Councils in Wales (Libraries) (Borough Councils in Mid Glamorgan) Order 1975 and shall come into operation on 6th March 1975.

(2) The Interpretation Act 1889(b) shall apply for the interpretation of this Order as it applies for the interpretation of an Act of Parliament.

Constitution of library authority

2. Each of the councils of the boroughs specified in the Schedule to this order is hereby constituted a library authority for the purposes of the Public Libraries and Museums Act 1964(c).

(a) 1972 c. 70.
(c) 1964 c. 75.

(b) 1889 c. 63.

Revocation.

3. The District Councils in Wales (Libraries) (Temporary Designation) Order 1974(a) as amended by the District Councils in Wales (Libraries) (Llanelli Borough Council) Order 1975(b) is hereby revoked.

SCHEDULE

The Borough Council of Cynon Valley

The Borough Council of Merthyr Tydfil

The Borough Council of Rhondda

Given under the Official Seal of the Secretary of State for Education and Science on 4th February 1975.

(L.S.)

Reg. Prentice,
Secretary of State for Education
and Science.

EXPLANATORY NOTE*(This Note is not part of the Order.)*

This Order constitutes each of the councils of the boroughs specified in the Order a library authority for the purposes of the Public Libraries and Museums Act 1964. They were previously so constituted, as a temporary measure, under the District Councils in Wales (Libraries) (Temporary Designation) Order 1974.

(a) S.I. 1974/616 (1974 I, p. 2471).

(b) S.I. 1975/120. (1975 I, p. 359).

APPENDIX 17

LLANELLI BOROUGH COUNCIL

District Library Authority in the County of Dyfed

tatutory review of District Library Authorities under Section 207 of the Local Government Act 1972

Population

The majority of Llanelli District's population of 75,100 is concentrated in a highly urbanised environment and, within a radius of some 3 miles of the town centre, more than 50,000 people reside. The remainder of the inhabitants live in communities with populations ranging from 6,000 (Burry Port) to 240 (Llannon), the majority of communities being in the 2,000 - 3,500 population range. The size of the District and the population distribution form a highly convenient administrative unit for library purposes. The large majority of the population can be served from fixed service points and all the improved branch libraries, which the Borough Council has built since 1974, have a comprehensive range of facilities. The Mobile Library Service, presently under review, has been consistently streamlined to a more effective use as improved branch library facilities have been developed.

Special library needs of the District

Even after the erosion of the industrial base of Llanelli in recent years the area still remains the most highly industrialised region within Dyfed. Llanelli remains as a concentrated centre of tinsplate manufacturing, engineering plants, metal working, car body pressings, motorcar component manufacturing, coal mining, petro chemical works, civil and mining engineering and a plethora of light engineering, light component factories, high technology and consumer goods production. Industrial estates have developed at North Dock, Bryngwyn, Trostre Road, Ponthenry, Hendy and other places. A new link road with the M4 Motorway and the proposed Loughor Relief road will make the District more attractive to businessmen and hopes are high that the huge investments by the W.D.A. will soon bear fruition. There has also been a vast upsurge in the area's tourist industry with the development of the excellent facilities at Pembrey Countryside Park.

The industrial nature of the area of Llanelli Borough is reflected in the bookstock of the Public Library, the stock in the Lending Library being particularly strong in technical subjects dealing with industrial processes carried on in the area and in the fields of management, labour relations and trade union matters. Recent developments in the field of high technology, coupled with the formation of the Enterprise Centre in Trostre Road, and the restructuring of the industrial base of Llanelli, have resulted in the government spending millions of pounds on retraining schemes. Llanelli Borough Library has foreseen the demand for textbooks and information required by the hundreds of local retrainees and close co-operation and liaison is maintained with the Llanelli Technical College and the Llanelli Skill Centre.

A public library service orientated towards the industrial needs of an area such as Llanelli Borough must be easily accessible to the industrial users. The stock must also reflect the need of the industrialists, apprentices and retrainees while staff experience and expertise in dealing with complicated enquiries is imperative. Llanelli Public Library is within easy reach of all organisations in the Llanelli industrial complex, it has a stock capable of satisfying the needs of the organisations and experienced staff, both in the Lending and Reference Departments, with the expertise necessary to answer the complicated enquiries.

3. The effect on the County Library Service of Dyfed with Llanelli Borough remaining as an Independent Library Authority .

To allow Llanelli Borough to remain as an Independent Library Authority will in no way impair the efficiency or effectiveness of the County to provide a library service to the remainder of Dyfed, where there still is community of interest to employment and environment. Dyfed's way of life continues to be based on market towns and small communities in a largely rural environment. The retention of independent powers by the Llanelli Borough Council will ensure the continuation of the specific kind of library service which the industrial area requires and will ensure the continuation of the specialized services which the residents and the organisations must have because of the Borough's highly industrial nature. Llanelli

Borough Council's continued independence as a Library Authority will leave Dyfed County with as large a geographical area as almost any other Welsh County and a population and a rateable value greater than two other counties in Wales, and Dyfed would be equally as well placed as these counties to provide an efficient service.

4. History

Llanelli Borough Library's history originates from the pre 1840's with the establishment of reading rooms and a Mechanics' Institute in the town. Generous bequests by local gentry and industrialists ensured the establishment of a sound collection of unique local history material which has been augmented continually. The Borough Council adopted the Public Library Acts in 1898 and since the mid 1930's a modern public library has been developed.

For several decades prior to the reorganisation of local government and consistently since 1974, in relation to books, acquisitions, staff and the range of service provided, Llanelli Borough Library has performed above average in England and Wales.

5. Services provided by Llanelli Borough Library

Reference Library: The systematic build-up of the Reference Library over the years ensures the provision of a general reference service in depth and an information service to industry, tourists, and the unemployed, with emphasis on the needs of industrial and commercial users.

A selective acquisition over the last 40 years of Government Publications, United Nations, O.E.E.C., O.E.C.D., W.H.O. and other official publications, likely to be of use to the locality, have been made. All Public General Acts, Statutory Instruments, Business Monitors, British Standards etc. are acquired as well as statistical data, commercial directories, business dictionaries, technical publications and general reference stock. The Central Reference Department now houses more than 33,000 volumes, a representative collection of Ordnance Survey maps built up since 1939, a tourist information collection of all Britain's resorts and a selection of Continental resorts, a collection of college prospectuses, a Medical Library, files of back numbers of periodicals and detailed information on local societies, organisations etc.

6. Local History

The Local History Department has an extensive collection of unique and valuable documents built up over 140 years and more. Included are bound files of local newspapers from 1863, indexed files which are not available anywhere else and which form the most significant and comprehensive collection of basic source materials on the history of the area in existence. Over the years, many valuable donations of original documents have been made by industrial firms, local landowners, the port authority, local government authorities and many others. The documents in the collection are supported by a large number of maps and plans, originals and copies, of the Llanelli area. The unique mining plans have proved invaluable to developers, contractors and the N.C.B., both on work within the Llanelli District area and without.

A complementary illustrations collection has been in existence for over 60 years and has been greatly augmented over the last 10 years, both by the donation of unique items by individuals and the pictorial survey of the whole Borough area by a member of the Local History Research Group. The film unit, set up in the Public Library some 25 years ago to record on still and movie film the whole of the local scene, now has some 100,000 feet of 16 mm film in stock. Prints, transparencies and films from the collection have been borrowed by various institutions like the B.B.C., H.T.V., Ffilmiau'r Nant, Welsh Maritime Museum and others to produce programmes and exhibitions.

Tapes of conversations with aged local inhabitants are continually added to the Local History Collection and these complement the documentary sources.

Local History Research Group

In 1969 a Local History Research Group was formed to produce monographs and scholarly works on the history of the Llanelli area. The group, which is sponsored by the Borough Council and with the Borough Librarian as Co-ordinator, is comprised of six members who are proven academics, researchers and writers, and all hold University posts. Theirs is a labour of love and the Borough Council has

guaranteed to cover the costs of publishing their work, all costs being recovered through the sale of the published works. To date, two substantial, scholarly and well reviewed publications have appeared and sales have proved so encouraging that second prints are being considered. Six titles are expected to be published at annual intervals over the next six years and such a pioneering project would not have been possible if the subjects had not been confined to a locality of the size and nature of the Llanelli Borough district, or if the Llanelli Public Library did not possess such an extensive Local History Collection and the staff expertise, since all editing work and photographic reproductions are done by Borough Library staff.

The Borough Council appreciates the value of this work to the local community; work which it considers can only be done through the local Public Library for, if it does not control these activities as an Independent Library Authority, then these activities will inevitably be drastically curtailed.

1. Cultural Activities

The Llanelli Borough Council owns and controls a spacious Museum and Art Gallery at Parc Howard Mansion (see page 21), and exhibition/concert and meeting facilities in the Nevill Memorial Hall of the Public Library. In these premises the Borough Council presents a full and varied programme of exhibitions and related cultural activities, under the overall control and direction of the Borough Librarian (see page 20). In order to provide a full and varied programme of exhibitions and other cultural activities in the Llanelli area, the Borough Council attaches great importance to having control of both premises and to these activities being administered by one of their officers, the Borough Librarian, especially as he originates many of the activities carried on. In addition to the programmes of exhibitions, local history lectures illustrated with slides, film shows of local events, record recitals, concerts and meetings are held at the Public Library.

The branch libraries which the Borough Council has built since 1974 have exhibition areas and facilities for holding small meetings and discussion groups. The Central Library, however, has developed as

the natural focal centre of the area's cultural activities and the compact, highly urbanised area lends itself ideally for this purpose, as well as allowing the Borough Librarian to originate and co-ordinate such activities over the whole Borough. All the population of Llanelli Borough enjoy as comprehensive a range of cultural activities as is offered by any other library authority in the whole of Wales.

Music Library

The Music Library originated through the generous bequests of hundreds of musical scores and publications from local music lovers who patronised the Mechanics' Institute and later the Public Library. The collection has been continually augmented during the years and in 1951 the Llanelli Borough Library commenced the first gramophone record library in Wales. Today the Library's stock number some 14,500 items of sound recordings on records and tapes, complemented by some 15,000 items in full, miniature or vocal scores or instrumental parts, and 2,000 books on music and composers. The department's resources are well used by residents from outside the Borough; 217 members from the County area regularly use its facilities and compliments for its exceptionally high standards are regularly received.

Standards of Library Service in the Llanelli Borough area

The standard of the service provided by Llanelli Borough Library can be ascertained from the enclosed statistical tables of expenditure, income, issues, bookstock, staff structure, branch library developments, services offered and others. The tables prove that the Borough Library's standards compare very favourably with any library authority in Wales. The importance of a high standard of library service is readily recognised by Llanelli Borough Council and every effort to maintain and effectively improve these standards is made.

Conclusion

Llanelli Borough Council has the proven capacity to provide an efficient library service for the whole of the District, a library service of greater depth and scope than is usually provided by other library authorities at present. The region has sufficient population and rateable value to provide an efficient service to an area which is compact, highly urbanised and has a heavy concentration of residents.

Geographically, industrially and traditionally the Llanelli District has always stood somewhat apart from the remainder of the County of Carmarthen; it has no affinity with the other District Councils within Dyfed and, in reality, it is a continuation of the South Wales industrial belt.

During the years preceding the drafting of the Local Government Bill, many organisations in Wales made recommendations regarding the treatment which should be accorded, in the Bill, to Wales. In regard to the Public Library Service in Wales, both the Library Advisory Council for Wales and the Welsh Education Office came to the conclusion that the situation in Wales called for special treatment and that, under certain conditions, District Councils should be designated as Independent Library Authorities. These conditions were incorporated in the Bill and were embodied in the Act in Section 207; the performance of Llanelli Borough Council's Public Library Service has justified these recommendations and conclusions. Modern trends favour the allocation of more responsibilities to District Councils especially Districts with special needs. This is highlighted by the latest reorganisation of the Health Service and the formation of the East Dyfed Health Authority. The Public Library Service is a very personal and localised service, far better suited, if the resources are available, for a District Council to administer.

APPENDIX 18



REVIEW OF LIBRARY FUNCTIONS

PUBLIC LIBRARY AUTHORITIES

WALES : 1984

DYFED COUNTY COUNCIL
MARCH, 1984.

REVIEW OF LIBRARY AUTHORITIES: 1984

1. Introduction

- 1.1 The criteria for constitution of District Councils as library authorities are set out in the Local Government Act, 1972, c.70 Sec.207 (2).

*The Secretary of State may, if he thinks it expedient to do so having regard to:-

- (a) the capacity of the council to provide an efficient library service for their district; and
- (b) the effect which the order would have on the library service which is to be provided by the council of the new county comprising that district ... make an order constituting the district a library authority ...

- 1.2 The review date of 1984 enables the Secretary of State 'within a period of six months beginning with any review date (Sec. 207 (4) to constitute 'a council of a district in Wales which is not a library authority'.

- 1.3 The Secretary of State is also empowered [Sec.207 (5)] 'by order provide that as from a date specified ... the council of that district shall cease to be a library authority.' In this case the Act refers to the Secretary of State satisfying himself 'that if the council of the district ceased to be a library authority, that would lead to an improvement in the library facilities in that district or in the county'

As far as Dyfed is concerned it must be stressed that the exclusion of Llanelli in 1974 seriously limited the county service and inclusion now would lead to an improvement in the library facilities for the county.

2. Llanelli Library Service

- 2.1 It can be argued that there does exist an effective library service within the District Council's boundaries, within the limitations of the population and size of the unit.
- 2.2 It is also obvious that without Llanelli, the county service, without its largest urban conurbation is deprived of the resources of an industrial based urban library. Duplication of some expensive commercial and technical resources becomes inevitable. At worst, the county is unable to provide an effective technical and information service in depth to the remainder of the county without considerable duplication and wasteful use of resources.

The resources required to prove an effective countywide information service to industry and commerce are largely already located at Llanelli.

3. Dyfed Library Service

- 3.1 The strength of Dyfed lies in its size. The arguments prior to 1974 emphasise the need to integrate services, the advantages of public library authorities being coterminous with education, social services and health service areas. (See Appendix 1. para.1).
- 3.2 Even now, about ten years later, it is difficult to appreciate the logic of treating Wales differently from England by dividing for Wales only, urban from rural areas in the same county. (See Appendix 1. para. 2).
- 3.3 The importance of specialist staff is reflected not only in the staffing structure (See Appendix 2) but also in the service to education and the disadvantaged. In Dyfed, the schools in the Llanelli area are served by the county (See Appendix 3) and the specialist service to the disadvantaged in the Llanelli area is an unique attempt to fully utilise the resources of the Cultural Services Department (See Appendix 4). In both of these functions the lack of a local base clearly aggravates the difficulties and costs of services.
- 3.4 In Dyfed the establishment of one Cultural Services Department responsible for libraries, museums, archives, and support for the arts is not only unique in Wales, but in accord with forward thinking for co-ordination of services in 1973 (See Appendix 1. para.3).

- 3.5 There is a particular benefit to this co-ordination for a service to the community. The programme of cultural activities prepared by the Cultural Services Department utilises effectively the resources of the libraries, museums and archives in the county. There are four professional curators on the staff of the department which significantly adds to the potential in arrangement of exhibitions whether of paintings or three dimensional objects.

The establishment by the county of the Cultural Services Department has resulted in the co-ordination of the related activities of different disciplines.

- 3.6 The study of the local history of the community, by the community in the county is made more effective now that resources are common. The community finds this easier and more satisfactory at a time when this is an important facet of library usage.
- 3.7 The changing image of public libraries is reflected increasingly in the emphasis placed on Information Technology. New technology has been utilised by the county's library services, for example for collection and storage and exploitation of community information resources. The Development Board for Rural Wales and the Aberystwyth Area Library for example not only published an important information resource for the Ceredigion area, but also placed the information on file at the county's main-frame computer.
- 3.8 The impact of the computer on the Dyfed Library Service has been considerable. A computerised book acquisition and cataloguing service has been implemented since 1974. Computerised book issuing and stock control by means of light pens is operating in one Area Library now, and it is to be implemented at the other two Area Libraries in 1984/85. Already a joint working party of Dyfed and the National Library officers is planning for implementation of Phase 2 of the National Library of Wales' automation programme with the county's service. The installation of the new Merlin DX network of communication for the county in 1983/84 will facilitate further advances in technology for the library because at the same time the County Council has adopted a firm, progressive and high priority programme of information technology.

The community can benefit considerably now from the technological advances available through the County service.

Because the county has developed and is developing further a sophisticated integrated network of automation, there exists a degree of expertise which the Llanelli library service lacks. Inevitably, if Llanelli wishes 'to go it alone', now it is going to be more costly.

- 3.9 The large unit is capable of a degree of professionalism which is beyond the resources of the small library. This is illustrated by the maintenance of a staff training programme, designed to ensure the maximum effectiveness and dedication of all staff members in servicing the community. (See Appendix 5).
- 3.10 The efforts made by the County Library service to encourage and foster Welsh language and culture are well appreciated. (As an example of specific programmes see Appendix 6 for activities relating to Llanelli). A copy of the County Programme for 1983/84 is enclosed.
- 3.11 The County Council is the statutory library authority. The statistics of the service are readily available in the CIPFA returns, including the development of service since 1974 in terms of capital expenditure. In addition, the County Council has clearly defined policy objectives which are outlined in the 1982 Position Statement (copy included). Within the resources allowed, the implementation of the objectives is on-going.

The library service in Dyfed is an effective and progressive modern service operating within acceptable cost-effective parameters.

4. Co-operation: District Library: County Library

- 4.1 The Secretary of State in 1973/74 had under consideration this question of library functions, there were obviously references made to co-operation. A letter from the Secretary of State dated 1st May, 1974 refers to this. (See Appendix 7).

Co-operation from 1974/84 has not gone further than the normal courtesies observed between neighbouring libraries.

5. FINANCIAL CONSIDERATIONS

- 5.1 Any review to be comprehensive requires an assessment of existing and alternative financial provision. The quality of service implication is fundamental and an important aspect of value for money investigation.

<u>Expenditure</u>	<u>Dyfed Library Service</u>	<u>Llanelli Borough Council</u>	<u>Welsh Counties Average</u>
	<u>£</u>	<u>£</u>	<u>£</u>
<u>Employees</u>	2,677	2,981	3,115
<u>Premises</u>	492	404	560
<u>Books</u>	770	1,155	906
<u>Other Acquisitions</u>	90	142	48
<u>Book Binding</u>	22	98	45
<u>Other Supplies</u>	15	45	16
<u>Mobile Libraries and Other Transport</u>	151	147	101
<u>Computer Services</u>	63	-	15
<u>Other Establishment and Miscellaneous Costs</u>	603	808	418
<u>Capital Financing Charges</u>	536	238	324
	<u>5,419</u>	<u>6,018</u>	<u>5,548</u>

<u>Income</u>	<u>Dyfed Library Service</u>	<u>Llanelli Borough Council</u>	<u>Welsh Counties Average</u>
	£	£	£
Fines and Fees	71	64	123
Specific Grants	102	-	30
Other Income	69	52	36
	242	116	189
Net Expenditure (per 1000 population)	5,177	5,902	5,359
Net Rateborne Expenditure	£1,339,730	£442,085	

(Reference: CIPFA figures unit costs per thousand population based on 1983-84 estimates)

5.2 Clearly the variation in financial provision earmarked for the library service in both authorities, together with the allocation of such resources within the library service, will reflect the policy decisions of the respective councils in the light of relative priorities and need both between and within the services they administer. Certainly the spend per head in Llanelli is higher than that in Dyfed but this fact alone will not of necessity be indicative of a higher (or better) standard of service. Indeed the higher unit costs could well reflect the diseconomies of (small) scale in the Llanelli situation.

5.3 In the event of an unified library service, whilst it is difficult to evaluate the financial implications with any accuracy it is possible to make some general observations.

5.3.1 In any situation where services are running side by side as in the context of library provision in Dyfed, there will inevitably be to some extent a duplicacy of input whether in terms of manpower or of other areas of expenditure.

5.3.2 There is little doubt that rationalisation of provision/ resources would be considered during any discussion on integration. Variable cost centres would require attention with a view to either providing a more

5.3.2 (continued)

effective library service for the same net cost, the same standard of library service at a lesser cost or some other agreeable level. Central administrative charges of the administering authority would with only a marginal increase cater for the additional demands inherent in the larger service, whilst the cessation of library functions in the other authority would in so doing remove the need for central department involvement. Such action would release staff time and resources to other services.

- 5.3.3 As stated previously it is difficult at this stage to evaluate the financial implications. The economies of scale accruing from an unified service, the provision of a consistent level of service throughout the administrative county together with the underlying philosophy at all times of attaining better value for money would seem however to be some of the more significant criteria upon which the arguments for integration of the present parallel provisions would revolve.

- 5.3.4 The legal requirement to fix a separate rate for Library Service only (as a result of Llanelli's independent status) has a restraining effect upon the library service to the remainder of the administrative county. It is maintained that as an integral part of the general county precept the library service would have this not inconsiderable limiter removed.

For Example:

10% increase in S.C.P. rate = 0.17p or £43,135 cash

whereas a cash increase of £43,135 on the General Rate =

0.1367p or 0.1% increase

*The restraining influence of the Special County
Precept rate is therefore obvious.*

APPENDIX 19

LLANELLI BOROUGH COUNCIL

District in the County of Dyfed

Statutory Review of District Library
Authorities under Section 207 of the
Local Government Act 1972

SUPPLEMENTARY STATEMENT

Llanelli Borough Council was constituted a library authority in 1974 because it satisfied the criteria set out in Circular No. 6/73 of 29th March ¹⁹⁷³ 1983, which indicated how the considerations in Section 207(2) of the Local Government Act 1972, would be applied in practice.

During the interview with the review panel and the subsequent inspection of the Library by two members of the panel, members of the panel, while acknowledging the excellence of the various aspects of the Llanelli service under discussion at any particular time, continually referred to the advantages which would accrue to the county generally if the Llanelli District Library Service were to be taken over by the Dyfed County Library Service. The point was made so often, that the inevitable impression was created that the issue had been prejudged by members, who had already made up their minds on what their recommendation would be, despite the extremely strong case for the retention of powers presented by Llanelli Borough Council.

In the interests of the inhabitants of Llanelli - and it is their interests which should be the overriding consideration of the panel - the Borough Council maintains that the Council's continued satisfying of the circular's criteria and the Council's performance as a Library Authority since 1974, which has manifestly demonstrated its ability and its willingness to provide a comprehensive and efficient service, have overwhelmingly made the case for the Council to retain its powers to provide a library service.

In further support of its application, the criteria contained in Circular 6/73 are set out:

- 1 "An applicant district will be expected to have a substantially larger population than the minimum of 40,000..."

The population of Llanelli, in a compact area, is 75,100.

- 2 "Except in special circumstances, a claim will be considered only from a district which is either a mainly urban area or is an area with a substantially urban nucleus".

The urbanised heart of Llanelli embraces a population of some 50,000, with the remainder of the population residing in communities ranging from 7,000 to 1,500 people, making the area an extremely compact administrative unit for library purposes, where the vast majority of the population can be properly served from ground service points. Moreover, the Llanelli area is the only highly industrialised area in the County, and its special needs can be efficiently and quickly satisfied from the Central Library at the heart of the urban nucleus.

- 3 "An applicant district council will normally be expected to include all or a major part of the area of a substantial existing library authority. Because of the need to maintain and develop a comprehensive and efficient service in the district, the Secretary of State will take into account the standard of service provided by existing authorities".

This criteria was obviously satisfied when the Borough Council was created a Library Authority in 1974. The standard of service it has provided in its district since that time has been as high as the standard in any other library authority in Wales, and at a very much higher level than the standard provided by the County Council in the remainder of the County of Dyfed.

- 4 "... there would be serious objections to acceding to an application from a district which was the administrative centre or natural focal point of the county, or which represented, either by itself or collectively with other district applicants, a significantly large proportion of the county's population, thus impairing the county council's capacity to provide a comprehensive and efficient library service in the remainder of the county".

Neither of these considerations was seen to be valid in 1974, in regard to Llanelli's application, and they are also not valid in 1984.

The Council maintains that its continued satisfying of the criteria - on which existing district library authorities should be judged, and on which any district, which is not a library authority at present, will be judged if an application is made by a district to exercise library powers - and its proven record as an authority which has provided a comprehensive and efficient service since 1974, must lead to its being confirmed as a library authority when the Review of its performance has been completed. Should the Council's Library powers not be renewed, it will not be because it does not now satisfy the criteria nor because of its record of performance as a library authority. Yet these factors should be in the forefront of the minds of the members of the panel when considering Llanelli Borough Council's case, as they are the outstanding, indeed the only, considerations which should be applied to a judgment which will vitally affect the residents of the Borough of Llanelli. These residents will inevitably be most detrimentally affected should the County Council assume responsibility for the Llanelli Borough Library Service. General standards of library provision in the Borough will fall in terms of bookstock and staff and the quality and the range of services generally will be dragged down to the level of the County Library Service, where further cuts in service have recently been implemented by the closure of branch libraries, by restricting hours of opening on Saturdays - a day on which more Llanelli residents use the Borough Central Library and larger branch libraries than on any other in the week - and by curtailing mobile library services.

The views of Llanelli residents cannot be conveyed to the Secretary of State or to the panel other than through this submission, so it must be said here that, since it became known in the Borough that a Review of Llanelli's performance as a library authority during the last ten years was to be undertaken, there has been universal condemnation, from individuals and from groups and organisations - with no dissentient voice - of any recommendation that the Llanelli Borough Council should cease to be a library authority. In fact, they are appalled at even the remote possibility that the Llanelli Library Service might become the responsibility of the County Council, with the consequent imposition of Dyfed County Library standards of service on a district which has received and greatly appreciated a high standard of library service for the last fifty years.

In providing a comprehensive and efficient service, as it is its statutory duty so to do under the Public Libraries and Museums Act 1964, the Borough Council does not consider itself to be a high spender, although it is admitted that its expenditure levels, which are matched by some library authorities in Wales, are higher than many authorities who are manifestly failing to carry out the statutory duty laid on them to provide a comprehensive and efficient service. The Council maintains that the reasonable levels of expenditure on the service are very effectively utilised because of the nature of the area generally and because of the structure of the service, which does not require large amounts of money to be spent on administration. Moreover, within these reasonable expenditure levels, the Borough Council is able to provide;

a first class general lending service to all of the inhabitants, through the central library, the branch library network and mobile libraries, which satisfies their general and special needs for information - backed by very occasional calls on the Regional Library Bureau and the British Library which all libraries have to use for some of their requirements - and their recreational needs both for non-fiction and fiction;

wide-ranging, separate facilities for children, which include study facilities in the central library and the newer, larger branches, in all branch libraries;

an excellent music library of scores of all kinds and books on music, with a comprehensive collection of music on disc, tape and, during the last year, compact disc, which receives and answers many musical enquiries from the whole of the County of Dyfed and from West Glamorgan;

a general reference library service, which is extremely adequate to satisfy the general needs of the community and which is heavily used by the public because of the confidence they have in its ability to answer their general enquiries;

an industrial information service, within the general reference library service, which has been referred to in the Council's previous submission and which will be dealt with again below;

a large local history collection, many thousands of items of which have been donated, because the donors knew that their valuable material would thus be best preserved, exploited and integrated with the large existing body of material and would, moreover, thus be easily available on the spot to Llanelli people;

a unique collection of more than 100,000 feet of 16 mm movie film and many thousands of black and white and colour prints and transparencies on the Llanelli area, forming a complementary visual archive to the printed material and manuscripts in the local collection;

a library service to all sheltered homes and homes for the aged within the Borough;

hospital library services in all hospitals;

a service to the housebound.

In providing this wide range of services to high standards the Borough Council maintains that, within its reasonable levels of expenditure, it provides them both economically and efficiently and, moreover, in providing them, they are carrying out the wishes of the inhabitants of Llanelli. All of the considerable volume of feedback from the public on the service over the years, from a multiplicity of channels, is appreciative and complimentary and there is never any intimation that the reasonable levels of expenditure are not, indeed, well spent.

In its earlier submission the Borough Council stressed the special nature of the Llanelli area compared to the remainder of the County of Dyfed. It attaches great importance to the Public Library's role in satisfying the special needs which the industrial nature of the district engenders for technical, commercial and scientific information, together with the extensive retraining programmes which require specialised information and staff expertise. Llanelli Borough Library's information services directly support the industrial, commercial and business activities of the region; it has a special information service for small manufacturing firms and a constant liaison with agencies like the Small Firms Service, who serve small firms wishing to set up business in the W.D.A.'s factories within the Borough. The Council's policy towards this end is reflected in the library's bibliographical and technical resources.

The special needs of the Llanelli district are totally different from the needs of the rest of Dyfed. Full and proper consideration of these local needs are given by the locally elected Borough Councillors who formulate policies designed to bring co-ordination and a unity of purpose to the Authority's departments. Examples of this are the establishment of Borough Council supported workshops,

the high technology centre, the Enterprise Centre, and the industrial advice agencies - all of which are complemented with a back-up service from the Borough Library.

In addition, the Borough chief officers who are responsible for these industrial development services have direct access to the Borough Librarian and the services he controls, as an integral part of the whole concerted Borough Council effort to attract new industry. Were the Council to lose control of the public library factor in this concerted effort of all the Borough Council services it is responsible for, this relationship will inevitably be destroyed. Its operation and its success depend on single control over all the factors involved, including expenditure, which is reflected, in part, in the levels of expenditure on the public library service.

The Borough Council is also greatly concerned regarding the consequences to the integration of cultural activities in the Borough if it was to lose control of the Public Library Service. The Borough Librarian is also the Curator of Art Galleries and Museums and is, therefore, responsible for administering, not only the Public Library Service, but also the Art Galleries and Museum at Parc Howard. A year-round programme of exhibitions, integrated between Parc Howard and the Public Library Gallery, is arranged by the Borough Librarian and small exhibitions also mounted in the larger branch libraries by the Borough Librarian, in his additional role as Curator, from materials which form part of the Borough Council's stock of works of art, which it holds as the authority controlling Gallery and Museum Services in the Borough. These functions would be separated if the Council was to lose control of the Library Service, as the Borough Council would continue to exercise its Gallery and Museum functions, thus forcing the Council to employ separate curatorial staff to carry out the duties performed, at present, by the Borough Librarian and his staff.

But the consequences would be more far reaching than this. Because one officer is, at the present time, responsible for arranging the programmes of exhibitions and other cultural events in the Galleries at Parc Howard and in the Central Library and the largest branch

libraries, exhibition activities, particularly, can be integrated, so that there is a proper balance between the kinds of exhibitions on display at the various exhibition areas at any one time. This is extremely important, as there are three exhibitions on display simultaneously in different exhibition areas in the Parc Howard Galleries and the Central Library Gallery, with a proper balance as to content because one officer is responsible for booking all the activities.

The Borough Council also has a close relationship with societies in Llanelli - the art society, the photographic society, the committee controlling the annual Llanelli Festival of Music and Drama, for example - and the Borough Council's representative in its dealings with these organisations - the Borough Librarian and Curator - is able to take a decision to house a particular activity in the Galleries at Parc Howard or the Central Library Gallery because he controls all of these facilities.

As Curator, the Borough Librarian also controls the museum collections of the Borough, including the largest collection of Llanelli Pottery held in any one place. In his dual capacity he can decide which items in the museum collections, particularly items from the pottery collection, can be exhibited in the central and branch libraries from time to time, thus making those members of the public, who might not visit the museum but who regularly use a public library, aware of this important local cultural heritage.

The Borough Librarian, as Curator, also has an extremely important role in the operation of the recently constituted Kidwelly Heritage Museum. The Council acquired the Kidwelly Tinplate Works, in which this museum will be housed, and has purchased all of the major items of industrial machinery which were once used in the Llanelli area and which will be displayed in the museum now being formed in the old tinplate works, which the Council has leased to the Trust together with land surrounding the works. The Borough Librarian has an important co-ordinating role in this venture and is able to call on the Council's technical officers for advice when necessary on behalf

of the Trust, on whose controlling body the Council has representatives. As plans mature, the Borough Librarian, as Curator, will make available to the Trust appropriate items from the museum collections and supply movie and still photography items as well as industrial documents to augment the collections and to breathe life into the large, static items of machinery. He will also take an increasingly important co-ordinating and supervisory role as the project progresses.

The Borough Council also has plans to commence in the near future, a loan collection of paintings etc using the Council's many purchases by the Curator for the Parc Howard Galleries, and other sources. The collection would be administered from the central public library. As the purchased pictures, which will form the large part of this collection, are owned by the Council in its capacity as the body responsible for Galleries and Museums, these would not be available, as of right, to any other authority which might take over responsibility for the public library service.

In fulfilling these functions efficiently and economically through the dual responsibilities of its Borough Librarian and Curator, the Council considers it is playing its full part in providing a wide variety of cultural activities, as recommended in the D.E.S. Library and Information Services Publication No. 5 "Public Libraries and Cultural Activities". The Minister, commenting on the Report, said "... many helpful ideas ... have [been] brought together ... to help local authorities to use their resources as effectively as possible for the provision of cultural activities based on the public library, and with the Borough Librarian and Curator as the controlling officer for all the activities, the Council maintains that it is using resources as effectively as possible to this end. This will not be the case if it loses its library function.

To carry out its functions generally, the Borough Council operates an estates department and maintains a small building and repairs section and electricians within the Architect's Department. This means that land for branch library development can, in almost every case, be made available immediately for a new building from land already in the ownership of the Borough Council; the Architect is able to consult

frequently and quickly with the Borough Librarian on the design lay-out and services of a new building for the library service; repairs to buildings and the rectifying of electrical faults can quickly be completed because the labour forces concerned are immediately available.

The Borough Engineer is responsible for the operation of all the Borough transport, including garaging and repairs in the extensive workshops which are necessary to service the large number of vehicles the Council has to operate to carry out its functions. In this capacity, the Borough Engineer provides garage facilities for the mobile libraries, his workshops ensure proper maintenance and the speedy return to an operational state of any mobile library which needs repair, their fuel needs are met from the Council's main depot and administrative procedures in relation to annual vehicle tests, licensing and other measures necessary to keep vehicles on the road are also dealt with by his staff, who have to perform these duties in regard to the general transport undertakings.

The Parks Superintendent, who is responsible for all open spaces, gardens and the floral and horticultural services required around any public building, is responsible for this function, in consultation with the Borough Librarian, where floral decoration, shrubs, grassed areas etc are provided around library buildings set in their new grounds.

All of these considerations are perhaps peripheral to the Council's main task of providing a comprehensive and efficient library service, but the Council maintains that the carrying out of these essential procedures when they are needed, speedily, efficiently and economically is a factor which must reinforce the powerful case set out above for its retention of library powers. This, however, resides mainly in the general standard of library service it has provided, not only in the last ten years but also for many years before 1974: in the range of services it has provided, and is still willing and well able to provide in the future, economically and efficiently; in the integration of public library and cultural activities under the control of one officer reporting to one committee, including the local history publishing programme and the film archive, which would

almost certainly be discontinued under another authority; in the inevitable and speedy deterioration in standards generally which would occur if the county council assumed control of the service; and finally, in the wishes of the inhabitants of Llanelli who are totally opposed to the Llanelli Public Library Service being operated by the County Council.

Llanelli Borough Council wishes to draw attention to the views of the Earl of Gowrie, Minister for the Arts, at the Office of Arts and Libraries, as expressed in the latest issue of the Library Association Record, wherein he states " ... a uniform service is neither desirable nor financially practicable. Services should be tailored to the local community with multiple facilities".

APPENDIX 20

MARCH, 1984.

CYNON VALLEY BOROUGH COUNCIL

STATEMENT OF CASE FOR RETENTION

OF LIBRARY FUNCTION

Notification has been received from the Welsh Office that the Secretary of State for Wales is to undertake a review of the four district library authorities in Wales, of which Cynon Valley is one. This review is held under the provisions of Section 207 of the Local Government Act, 1972 and takes place as and from 1st April, 1984 (S.207 SS8).

When, in 1973, Cynon Valley District Council made a bid to become the library authority for the area, the views of appropriate organisations within the valley were sought, and it became evident that there was widespread support for retention of the function previously vested in the Aberdare and Mountain Ash Urban District Councils. An application for an Order pursuant to Section 207, constituting the Council as a Library authority was, therefore, made in June, 1973 and in March, 1974 confirmation was received that the function was to be vested in the District (now the Borough) Council.

Since receipt of the Welsh Office letter on 17th February, 1984, the Vice-Chairman of the Borough Libraries Committee, Councillor R.K.J. Grant and the Librarian, Mr. Richard Arnold, have met with a Working Party appointed by the Welsh Office while representatives of that Working Party subsequently visited Cynon Valley to examine the situation at first hand. The position is now, as I understand, that a decision will soon be made as to whether a change in the vesting of the library function will take place, on the basis that such change would lead to an improvement in the library service in the district or in the County. It should also be borne in mind that under the terms of the same section of the 1972 Act, a Council of any of the 33 districts in Wales which are not library authorities may, within six months of 1st April, 1984, apply to the Secretary of State for an Order constituting that Council a library authority. ~~Essentially~~, therefore, there will be some activity (as yet undefined) on the part of Welsh districts, with this end in view.

In view of the fact of the holding of a review, it is, therefore, the desire of the Cynon Valley Borough Council that consideration be given to a Case which in practice, confirms the strong desire on the part of the Borough Council to retain the library function, and sets out reasons why the status quo should prevail in this respect.

I wish, therefore, at this stage to set out the various reasons which lead Cynon Valley Borough Council to submit with the utmost confidence that the library function should remain with them, not only for the next ten years, i.e. until the next review, but permanently.

(1) The Case originally submitted in 1973 (copy herewith as Appendix I to the present document) set out clearly the many and varied reasons why the function should stay with the then District Council. These reasons and the theme which runs through the entire document, of maintaining the service as a progressive, positive and important factor in the life of the local communities, are still most relevant and are readily reiterated eleven years later as the central plank of the updated Case.

(2) It would be wise in presenting the "1984" Case to draw out the basic points made in the original Case, in order to remind all concerned of the grounds for requesting retention of the library service by the Borough Council. These were as follows:-

(a) The two previous main authorities, Aberdare and Mountain Ash Urban District Councils were both libraries in their own right prior to 1974, so that the background and experience was already present which combined with the natural community spirit of the valleys, provided the ingredients and the impetus for a soundly-based district library service.

(b) The longstanding and efficient service provided by Aberdare U.D.C., typified by the opening in 1963 of the Central library building, the maintaining of close links with the various Workmen's Institutes and the essential familiarity of the service to the locality, made it eminently suitable as one of the bases of the new service.

(c) Similarly, the more recently established service of Mountain Ash U.D.C. showed the dedication which led to progress in building up from an "Institute" service to a full-scale district service in ten short years, and the community identification which proved its readiness to act on the second basis for the new service.

(d) Service points throughout the district were well in line with and even in excess of the criteria set out in the Bourdillon Report.

(e) Book stocks provided were substantial and compared favourably with those of any other library service.

(f) Even apart from the library facility, a close interest in and patronage of the arts and local history has always been taken, e.g. the Mabinogion mural and the W.W. Price Research Room, both in the Aberdare Central Library.

(g) The Mountain Ash Library has specialised in a gramophone section and the holding of prestigious exhibitions - possible through the ample space there.

(h) Public participation has been a regular feature in both libraries - a characteristic which arises out of close local identification with the service.

(i) Future expansion, notably in extending Aberdare Central Library, building a new Mountain Ash Central Library and expanding and improving the branch library service; consolidating and extending the Mobile Library Service; and developing other aspects of the library service, notably reference facilities, children's activities and exhibitions, recitals etc. Doubts were expressed whether these facilities and these priorities would obtain at a larger County level.

(j) Calibre of staff was very important and in this connection, a separate Cynon Valley service would mean a Chief Librarian who was locally appointed, and a Chief Officer in his own right, with direct access to a Committee - in other words, a readily accessible service and responsibility.

(k) There can be little doubt of the capacity of the new Council "to provide an efficient library service for its district".

(l) As far as the effect on the Council of the new County, i.e. Mid Glamorgan, was concerned, it was pointed out that even without the three prospective library authorities, the County population would be in excess of 300,000, i.e. well up to the average population of the other Welsh counties. Moreover,

there was sufficient scope for further expansion in that residual area, which would not be helped by the addition of Cynon Valley. Finally, the ability of the new County to undertake a municipal library service as distinct from a rural type service had to be questioned.

(m) Cynon Valley would always be ready to co-operate closely with Mid Glamorgan, but the Borough Council believed strongly that it could carry out an efficient service in its district.

I am sure that this powerful and impressive Case was largely instrumental in Cynon Valley District Council gaining the library function which it has appreciated and valued greatly over the post reorganisation years.

(3) However, we are now in 1984 and Cynon Valley Borough Council now puts forward reasons for desiring retention of the function. How then can it justify this claim, bearing in mind in particular the real purpose behind the review, i.e. to decide whether a change would lead to an improvement in the library facilities in the district or in the county.

(4) I suggest that there are two elements to be considered in the updated Case, these being an account of the progress and development of the service in the Borough since 1974 on the one hand, and the manner in which any improvement could possibly be effected by a change in the Council administering the service.

(5) The former element has to reflect a positive outlook and indeed Cynon Valley claim that this has been the key note of the service as administered since 1974. The Borough Council determined at the outset that the library function would rank on an equal footing with every other function administered by them and with this in mind the first procedural step was to set up a Libraries Committee consisting of 38 Members of the Council meeting once per month. This decision was taken in order to emphasise the importance of the function; to reflect the Council's recognition of the trust placed in it as one of only four Library authorities throughout England and Wales; and to show a realisation of the extremely "local" nature of the service whose needs tended to vary in differing parts of the Borough. The Council's Librarian became a member of the eight strong Management Team, in other words holding the same status as, e.g. the Chief Transport Officer, Chief Amenities and Recreation Officer and Chief Housing and Environmental Health Officer. As far as the function is concerned the Committee is in the forefront of decision making while the Chief Officer has a direct presence at the top level of Officer management. I submit that this is evidence of the determination of the Borough Council to ensure that its stewardship is effective in every sense.

(6) The next step had to be the improvement and development of library buildings and indeed the quality of the libraries service through its premises throughout the Borough. At a very early stage increasingly stringent Central Government economies made it evident that the programme of expansion mooted in the original Case would be extremely difficult to accomplish. Nevertheless the plan for the extension of Aberdare Central Library was prepared and although it has not yet been put into production it is ready for execution whenever the financial situation improves. A site was defined and acquired for the new Mountain Ash Library at a central and desirable location; however, the same financial crisis made fruition of this project impossible and the site was instead utilised for a new Telephone Exchange which was sorely needed in the area. Nevertheless the strategy is still the same and this project will be proceeded with as soon as finance permits. In the meantime the present Central Library has been

improved so far as is possible and is still very much a reasonable and well used centre in a convenient part of the town.

The third strand of the programme has been readily followed up and the Borough Council is proud of the number of District/Branch libraries situate within the Borough and also the standard of such libraries. The Hirwaun and Cwmbach branch libraries were modernised on reorganisation while in the South the Abercynon Library has been further improved. Most of all the former Institute building at Penrhiwceiber has been replaced by a new purpose-built library and admirably fulfils the need in that part of the Borough. The only Institute type building still being used in the Council's direct service is at Ynysybwl where the particular needs of the village are deemed to be fully catered for as the library building is situate in a central building which is one of the main ~~Wales~~ ^{hubs} of the community. To sum up this aspect the Borough Council feel that their plans for the main libraries are still very much on-stream while they are constantly looking at ways and means of improving branch libraries which in number and quality can compare with any in Wales.

(7) One other very similar aspect involves the links between the Council and the Workmen's Institute Libraries of which there are three in number at Trecynon, Aberaman and Cwmaman. Very careful consideration was given early in the life of the Borough Council as to the question of taking over of these libraries. However, it was felt that it would be preferable to advocate continuation of their life separate from but linked closely with the Borough Library Services. The Council follow a policy of financial assistance to these libraries and in particular comprehensive assistance was given recently to Trecynon which was a main factor in its being able to continue its life as a separate Institute. Briefly, the reasons for deciding against any absorption were as follows:-

- (a) The desire to perpetuate the continuation of independent, community-inspired activities in areas where they had flourished for generations, rather than sacrifice them by "take-overs".
- (b) The fact that the Institute did not include exclusively library facilities, but simultaneously undertook a host of other community-based facilities.
- (c) The basic feeling that scope for an efficient, truly "local" library service had to be that based on a modern, well run Council library service, functioning hand in hand with some traditional, community-run Institutes, independent, but still liaising with and receiving grants from the Council.

I submit that time has proved this contention accurate and the results have been beneficial to all concerned.

(8) The building and maintaining of a sound and comprehensive book stock has always been of paramount importance, and with this in mind, the book fund has been consistently increased, year by year, to keep pace as far as possible, with inflation. I enclose, as Appendix II to this document statistical information over the four years 1979/83 which shows quite clearly the nature and extent of the service provided. It is worthy of note that the book fund represents 15% of total council expenditure, and that the library registered membership figures represent 5% of the total population of the Borough.

** See Schedule 2. - 74.6% of the Council Expenditure.*

In view of the fact that the potential improvement of services in the County is mentioned, and the Mid Glamorgan County Council may or may not be an applicant for the transfer of the service, it would be wise to consider the published estimates of both Councils for the year 1984/85, which are

enclosed as Appendix III to this document. These figures reveal the quality of the provision for the library service in Cynon Valley, and while no reflection is intended on the County provision, it must be quite clear that the borough service is not being bettered in the County-based districts. I submit that the various figures shown provide conclusive evidence that the pledges made in relation to services provided have been faithfully kept, notwithstanding unprecedented financial controls imposed by central government, which were certainly not contemplated in 1973!

(9) The provision of capable and efficient staff who can combine ability with a friendly and helpful manner was considered to be of utmost importance and it is claimed that this ambition has been amply fulfilled. The staff number 30 of whom 6 are fully qualified, while the Council are most conscious of the need of senior staff for inservice training. It is the consistently expressed desire of the Council to encourage attendance of staff at courses run by appropriate bodies, notably the College of Librarianship; moreover, the general policy of the Council recognises the right and need of staff to better themselves in this way. The same policy applies to junior members of staff who wish to attend day release courses relevant to the posts they hold.

(10) The importance of a Mobile Library is very much appreciated, and this vehicle regularly operates in the more outlying parts of the Borough, notably the rural areas of Rhigos and Penderwyn. There is a regular schedule of calls and the service has earned much praise, particularly from the old and housebound.

(11) The initiative taken ~~in~~ reorganisation in providing other artistic and cultural services has been retained and extended, and this in no small way contributes to widespread public interest in the service. The gramophone service in Mountain Ash continues; the concentration upon exhibitions of varying kinds in both central libraries continues; particularly strong links continue with the local history societies and photographic societies; and the availability of documents for research purposes, via the W.W. Price Research Room is a source of particular pride. The Council are about to proceed with the establishment of an Oral Archive, with the objective of recording on tape for posterity the recollections of the older generation in the valley. Last, but by no means least, a major feasibility report entitled "A Museum for Cynon Valley" has recently been produced, wherefrom a recommendation that a museum be established was accepted by the Council. Inevitably, action will be delayed until financial circumstances are more favourable, but significantly, the details have been agreed and the Council is optimistic for the future of the scheme.

(12) Close links have been effected with the schools of the Borough and series of visits to schools have been established in order to gain the interest of school children and to encourage them to use their local libraries. Bookmarks and posters have been produced and sent to all local schools, together with a circular letter to all head teachers, inviting schools to visit the libraries. There is also full co-operation with the County Reading Adviser, who is concerned with the reading development of children. I would emphasise here the strong desire of the Council to forge even closer and stronger links with the schools.

(13) The library service in Cynon Valley is determined to be forward thinking, and never hesitates to break new ground if this is deemed to be advantageous to the service and the Borough. The oral archive has already been mentioned, and to this can be added the desire to play a full part in the National Library Automation Project service for cataloguing which is certainly a sign of progress. Furthermore, on a more local basis, a Manpower Services Commission funded project to index by surname the entries in the Census returns for Cynon Valley

was started in 1983 - hopefully as an ongoing project. The Aberdare Parish Returns for 1851 have been transcribed and those for 1861 largely completed. Moreover the Council now has its own computer and advantage can be taken of this asset.

(14) Particular attention has been allocated to the question of Welsh books. As a Borough which is proud of its Welsh heritage, there is a policy decision to purchase two copies of every Welsh book published, these to be made available to any library where they may be needed. Unfortunately, demand is not as great as the Council would wish - if it does increase, the number of copies purchased would be readily increased.

(15) The Borough Council prides itself on providing an efficient local service - indeed it is felt very strongly that the library function is essentially local, with a close bond being maintained between the service and readers of all ages within the area. Cynon Valley claims to have this bond and this affinity in abundance and to have inherited the mantle of the former Aberdare and Mountain Ash Urban District Councils in this connection - and indeed spread it over Rhigos and Penderfyn as well! It is significant that possession of the library function within the District Council was firmly implanted in the minds of the people of the area in 1973/74 who identified with and were very proud of "their" libraries. Indeed there was a groundswell of support at that time. Any transfer of the function now - after ten years of reorganisation - would be pointless and incomprehensible to the man in the street. Even during the short period since this present review has become news, many people have visited the libraries and Town Hall, to express concern and resentment at any prospect of transferring the service from Cynon Valley Borough Council. The message is "leave well alone"!

(16) There is no formal system of co-operation with the Mid Glamorgan County Council, but whenever any assistance or help is required it is readily provided. One example of joint action with the County is the production by the library staff of a directory of local organisations with Cynon Valley Citizens Advice Bureau and Mid Glamorgan Social Services Department. I stress here again that the Borough Council are always ready and willing to co-operate with the County; however, the opportunity does not seem to have arisen.

(17) I now come to the second element and ask (in the terms of Section 207) how it could be expected that any improvement could be effected in the event of Mid Glamorgan County Council declaring an interest in taking over the service. It is submitted that it would be completely unrealistic to expect any improvement - indeed it is highly likely that the quality and level of service could deteriorate. I make this statement for the following reasons:-

(a) The statistics already produced show clearly that on a whole variety of aspects, including notably provision of books and total expenditure, the County Council fall short of the contribution provided to the library service by Cynon Valley and its colleague districts. If, therefore, this provision was perpetuated in a County take-over of the function, the library service would inevitably deteriorate.

(b) The Mid Glamorgan County Council is particularly hard-pressed financially, this situation being reflected in an increase in its precept of 26p as opposed to 14p for Cynon Valley (after a three year standstill). How unfair, therefore, to impose upon an authority in this parlous situation, the further burden of an additional library service. What improvement could possibly be expected to the district service (which could be expected to have its available finance reduced) or the County service (which would have another "mouth to feed")? At a time of acute financial problems what on earth is the point of the County entering into the trauma of taking over a service

which will inevitably involve administrative upheaval with the financial implications inseparable from it.

(c) As previously stated, the Cynon Valley service satisfies the essentially "local" nature of the library function, with senior staff easily accessible and identifiable and the centre of administration being close at hand. The Borough Council claim with ample justification that the library service and its requirements are constantly in the forefront of Council thinking. It is suggested that this is far preferable to the inevitable remoteness of a County-based service.

(d) Many events since 1974 have served to rebut the claim that "bigger is better" - indeed the proposals of the present Government to abolish metropolitan counties and the decision several years ago to vest a much larger proportion of the planning function in Districts, provides substantial proof of a recognition of the ability of smaller authorities to serve the public better. Furthermore, the very recent decision to retain the Waste Disposal function in Welsh District Councils confirms the realisation of the Secretary of State for Wales of the need to retain the "local element" in local authority functions. Indeed, it might be preferable to consider extension of the Library function to other Districts, rather than a removal from the four.

(e) In their objection to the Borough Case in 1973, Mid Glamorgan County Council stressed their ability to work across District boundaries. This claim was rendered valueless by their obvious failure in 1964 to make the effort to take over the "Institute" service in Mountain Ash. If they were so anxious to provide a County-wide service, why did they not do it then? In the event, Cynon Valley is now and was before reorganisation a District-orientated service with no County presence. It is submitted, therefore, that there is now even less reason than in 1973/74, why the service should be lost to the Borough. There is no local desire, there is no County "presence" or tradition in this field, and there is no evidence whatsoever of any lack of ability or efficiency which would call into question the future of a Borough-based service.

(f) It would be far preferable, therefore, and eminently logical if the County Council were to concentrate upon their own existing services in the three districts where they have a library service. These already cover an area and population well up to the average of other Welsh counties and fully consistent with the need and size of a library authority. If, however, the three districts themselves apply for and achieve the library function, the question of improvement of the county facility would become academic. That, of course, remains to be seen!

(g) To sum up, again in the light of the terms of reference of the review, it is submitted that under no circumstances could removal of the library function from Cynon Valley Borough Council lead to an improvement of the library service in the district as there is no evidence of any other body or organisation who could do the job equally or as well. Furthermore, in the event of Mid Glamorgan County Council aspiring to the function, there is no evidence that transfer to that authority would lead to any improvement in the function as already carried out in other parts of the county - indeed it is highly probable that the consequential burdens would lead to a deterioration in the county.

I conclude, therefore, by emphasising in the strongest possible terms the burning desire of Cynon Valley Borough Council to retain the library function and their earnest request to the Secretary of State that they be allowed to carry on with the good work which they have undertaken for the

- 8 -

benefit of the Borough and its people for many years past.

G.W. HOSGOOD,

Chief Executive.

Rock Grounds,
ABERDARE,
Mid Glamorgan.

APPENDIX 21

MERTHYR TYDFIL BOROUGH COUNCIL

STATUTORY REVIEW OF DISTRICT LIBRARY AUTHORITIES

INTRODUCTION

Sub Section (5) of Section 207 of the Local Government Act 1972 provides that where during a period of six months from the 1 April 1984, the Secretary of State for Wales is satisfied, after consulting the Council of a District which is a Library Authority and such other library authorities as appear to him to be concerned, that if the Council of the District ceased to be a library authority, that would lead to an improvement in the Library facilities in that District, he may by order provide that as from a date specified therein, the Council of that district shall cease to be a library authority.

The Borough Council were notified by way of a letter from the Welsh Office, dated 27 February 1984, that the Secretary of State intended to undertake in advance of the statutory date, a review of the Merthyr Tydfil Library Authority and the Borough Council's Librarian and the Chairman of the 'Libraries Committee' were invited to meet, on the 7 March 1984 the Special Panel which had been set up to advise the Secretary of State in this matter.

The Borough Council were represented at that meeting by the Deputy Leader of the Council, the Chief Executive and Town Clerk and the Borough Librarian and an exhaustive discussion took place on the level and efficiency of the library service which the Council had provided from 1 April 1974.

The Borough Council are of the opinion that the Secretary of State should not make an Order that they cease to be a Library Authority, as there is no apparent evidence to suggest that this would be an improvement in the library facilities in the Borough.

continued/...

HISTORICAL

The Council's Library Authority has been an integral section of the Leisure Services Department since the reorganisation of Local Government on the 1 April 1974. For a major part of that period, the Council's expenditure as a whole has been severely fettered by Central Government and the Library service has, of necessity, competed for resources not only within the Leisure Services sector but against the whole range of other services provided by the Council

Within the Leisure Services sector itself, the Council has almost completed an intensive ten year capital programme to provide leisure, sporting and recreational facilities for a population with an increasing percentage of leisure time to occupy. Notwithstanding, it is interesting to note from the Table of Net Expenditure (Appendix A) for the Borough Council for the years 1974/75 - 1984/85, that estimated expenditure on the library services for the forthcoming financial year is 4.9% of the total budget, compared to 2.7% in 1973/74. This increase is more significant in real terms (that is after taking inflation into account) as the estimated expenditure on the library service for 1984/85 shows a growth of 18% over the 1974/75 figure, compared to an overall cut of 12% in the Council's total expenditure on all services. It is also significant to note during this period of restraint on expenditure, that Book Issues per '1,000 population' have increased by 10.8% in the same period.

DEVELOPMENT OF THE SERVICE

Evidence of the Council's intention to concentrate on the library service during the next 10 year programme is shown by the increase of £10,000 in the book purchasing fund for 1984/85 and by the fact that the Council has increased its net expenditure on the library service by 54% since 1982/83. 26.2³/c.

As part of the ten year development programme, the Council propose to build a new Branch Library on the highly populated Gurnos Estate, which will clearly greatly benefit an area which is generally lacking in facilities at the present time. The Council regret that it was not possible to develop this facility in the last ten year

continued/...

programme, but other capital projects were considered to have a higher priority. The Council also intend to extend the roof of the Town's Central Library, to allow development of the services provided thereat and the Junior Library facilities will also be extended and improved as part of that development.

A new Central Library is the long term target of the Council, but one has to accept in the light of current financial restraint that this would be very much a long term proposal. It must be stressed, however, that the present location of the Central Library is ideal and that it will still meet the peoples needs in both the short and medium term.

The service provided by the Branch Libraries at Dowlais, Troedyrhiw, Cefn Coed and Treharris in support of the central Library will continue to be reviewed to ensure that they provide a supplemental service for the outlying areas of the Borough and the Council intend to ensure that essential re-building and maintenance work will be carried out within the next ten year period, which will almost certainly involve substantial capital expenditure towards the latter thereof. In addition two new mobile libraries will be delivered during 1984 and thus strengthen this much-valued service.

With regard to staffing, the post of Deputy Librarian has recently been vacated due to the ill health of the post-holder and it is Council's intention to advertise for a qualified and experienced person to fill this important post. The Borough Council will continue to pay attention to staff developments at all levels and to ensure that increased resources will be allocated for in-service training. The Council will develop 'on site' instruction in collaboration with the College of Librarianship, Wales.

The Council has always aimed to extend the library service to the disadvantaged and although out-reach activity of this type is of necessity restricted, the Council maintain an essential mobile service to both units of sheltered accommodation within the Borough and to the Junior Schools, albeit that they have come within the umbrella of the County Council for the last ten years.

continued/...

The Council believe that modern technology will play an increasing role in the library service and are prepared to meet this exciting new challenge. The Council's own Chief Librarian has mooted the idea of forming a South-East Wales Library Group to initiate discussions and exchange views on the best methods of introducing such technology. Such a Group, operating under the umbrella of the recently formed Chief Librarians of Wales Meeting, would have both the power and commitment to come forward with a wide range of suggestions and recommendations to and through the National Library. To this end, the Borough Council welcomes the Welsh Office grant to the National Library for the introduction of computer facilities and will play its full part in such technological advancement, for the benefit of the community at large.

The Council also intend to establish within a short time an informal group to explore new patterns of co-operation with the community at large, with an emphasis on voluntary and junior participation.

THE ALTERNATIVE

The Borough Council are of the opinion that the Mid Glamorgan County Council would not provide an improved library service to the Borough. A mere glance at recent County statistics reveals that the County's Libraries Expenditure for 1984/85 results in a Special Rate levy of 2.1 pence on the Three District Councils and on this basis, if Mid Glamorgan were currently the Library Authority for the Merthyr Tydfil District, they would only raise an additional £279,980 from this levy, as compared to the £313,030 which the Borough Council have included in their approved Estimates. A commitment to increase expenditure would be required by Mid Glamorgan to equal that of the Borough Council.

It is difficult to imagine that such a commitment would be realised having regard to the financial situation of the County Council in terms of Government targets etc. In addition, the County Council's proposed expenditure on library services for 1984/85 shows a fall in real terms of 7% over its 1974/75 expenditure compared to the Borough Council's own growth in real terms of over 13% for the same period.

continued/...

Moreover, in addition to providing marginally more service points in relation to population size than Mid Glamorgan, the Borough Council's service points are open an average of 38.86 hours per week compared to only 29.09 hours for Mid Glamorgan service points.

The Borough Council have no objection to this brief paper being forwarded to the County Council for their observations and comments thereon, but would expect to have an equal opportunity to comment on any written submission which may be made by the County Council to assume responsibility for the provision of the library service in the Borough of Merthyr Tydfil. Notwithstanding, the Borough Council would welcome the opportunity to co-operate with the County Council with a view to standardising the service provided by both authorities and to utilise resources and staff expertise to mutual benefit.

In conclusion, the Borough Council would wish to draw the Working Party's attention to a unique factor relating to the library service in Merthyr Tydfil and that is the functional role played by the Chief Librarian, who operates under the dual title of Arts Officer and as such is responsible for the provision of the Council's museum and Arts service. Whatever the outcome of the review of the library facilities in the Borough, the Council would retain its magnificent museum, which as members of the Working Party will probably be aware attracts many thousands of visitors each year. Accordingly, if the Borough Council were to 'lose' the library service, they would have to make immediate appointments to look after the museum with a consequent increase in overall costs to the ratepayers of the Borough and the Borough Council believe that this factor should be borne very much in mind.

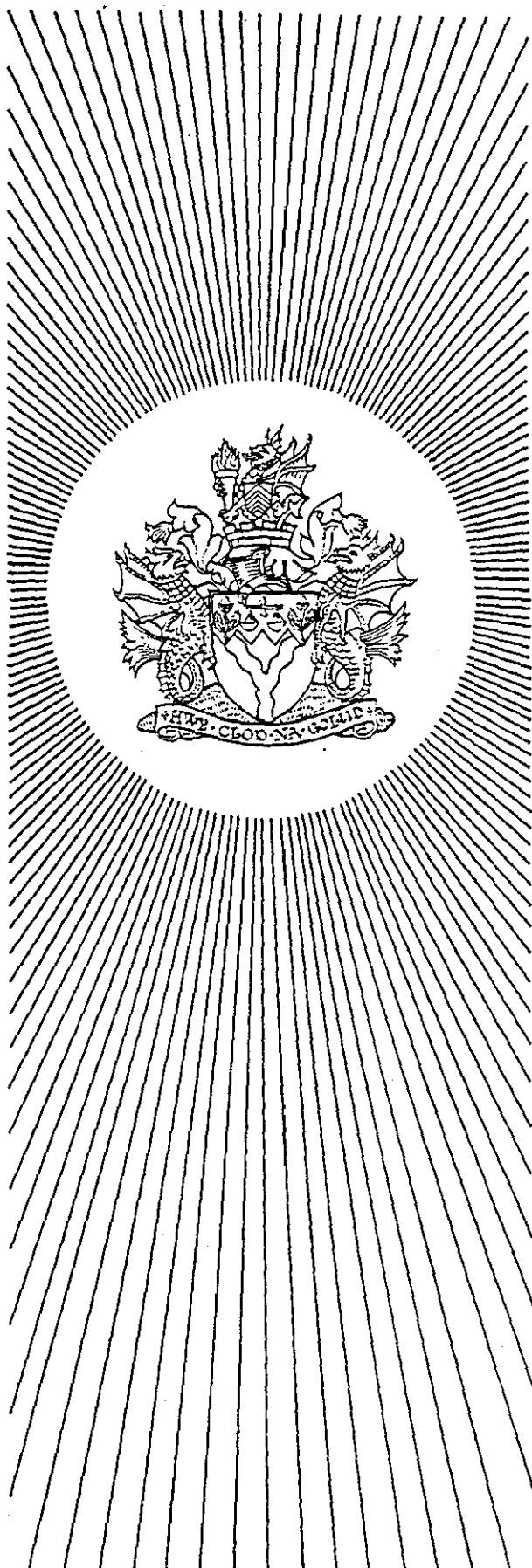
SELWYN JONES
CHIEF EXECUTIVE AND TOWN CLERK

RHONDDA BOROUGH COUNCIL

**Statutory Review of
District Library
Authorities**

**ADDENDUM
SUBMISSION**

MARCH 1984



RHONDDA BOROUGH COUNCIL

SUBMISSION TO THE SECRETARY OF STATE FOR WALES

RE: STATUTORY REVIEW OF DISTRICT LIBRARY AUTHORITIES:
S.207 OF THE LOCAL GOVERNMENT ACT 1972

1. PREAMBLE

My Authority is pleased that further meetings are to be held with the Working Party and that an addendum submission will be accepted by the Secretary of State.

By its very definition, the review, if it is to be worthwhile and of any purpose whatsoever, must be thorough. This will now be the case.

2. STATISTICAL DATA

Arising out of the meeting with the Working Party, it was clear that further statistical evidence was required, and the following additional information which was specifically requested, is provided:-

Book Fund/Book Stocks	-	Appendix 1
Reference Services	-	Appendix 2
Mobile Library	-	Appendix 3
School Library Services	-	Appendix 4
Table of Expenditure on Library functions in relation to other Council Expenditure	-	Appendix 5
Library Department: Co-operation with other departments	-	Appendix 6

For ease of reference, the information originally submitted is also reproduced in Appendices 7 to 10 inclusive:-

Service Points	-	Appendix 7
Statistical Survey 1974/83	-	Appendix 8
Stock Additions 1979/83	-	Appendix 9
Library Expenditure 1983/84	-	Appendix 10

3. REVIEW CRITERIA

The Working Party confirmed that the most important factor to be taken into account in the review process was whether library facilities would be improved

by transferring this function from the Rhondda Borough Council to the Mid Glamorgan County Council. It is imperative therefore that not only should the performance of the Rhondda Borough Council be analysed but also the track record and performance of Mid Glamorgan County Council.

4. FINANCIAL TARGETS

To emphasise the important points in the foregoing paragraphs, the Secretary of State should be mindful of the fact (as was explained to the Working Party) that Rhondda Borough Council has reduced its local rate poundage in each of the last three years, and again in 1984/85; the Council also keeps within the approved target on Revenue account. Even so (as the statistical evidence clearly demonstrates), Rhondda has maintained a relatively high percentage spend on the library service through a policy of good housekeeping allied to a positive realisation of the importance of this service.

It is questionable in the extreme to expect Mid Glamorgan County Council to maintain the same level of service provided in Rhondda over the last 10 years, let alone improve it and still remain anywhere near target. Even with their present functions, it could be argued that they have not been as good housekeepers as Rhondda Borough Council. They have recently increased their rate by 26p in the pound. Indeed, the comparison between the two authorities can be clearly seen from the table set out below. To give them additional library responsibilities, will merely exacerbate the situation.

<u>Financial Year</u>	<u>Mid Glamorgan County Council</u>	<u>Rhondda Borough Council</u>	<u>Total</u>
1980/81	118.4	35.6	154.0
1981/82	143.7 + 25.3 (21.4%)	33.3 - 2.3 (- 6.4%)	177.0
1982/83	143.7 NIL (NIL)	30.3 - 3.0 (- 9.0%)	174.0
1983/84	153.0 + 9.3 (+ 6.5%)	28.0 - 2.3 (- 7.6%)	181.0
1984/85	179.0 + 26.0 (+ 17.0%)	27.0 - 1.0 (- 3.6%)	206.0
Cumulative	+ 60.6 (+ 51.2%)	- 8.6 (- 24.2%)	

The position and service in Rhondda, it is contended, will decrease and standards in the other areas in Mid Glamorgan will also fall. The reasons for saying this is that the County Council, at present, spend on average the product of a 2p rate in providing library facilities in Rhymney Valley, Ogwr and Taff Ely. 1984/85 County Council estimates indicate that in the afore-said areas, the cost per head of population in providing the library service at November 1983 prices, is £4.90. In the Rhondda it is £6.20. The County Council spend £1,674,000 with income of £75,000 and Rhondda Borough Council £524,000 with income of £20,000; making a net figure of £504,000. Therefore, the County Council would have to increase their current level of spending even to maintain Rhondda's present service.

The ratepayers in Rhondda are getting value for money now, whether they would from the County is debateable. If this is the case, why introduce a change for change sake? If the choice was left to the ratepayer, logically the status quo should prevail.

5. TOPOGRAPHY

In 1973, it was argued that Rhondda was unique, its very geographical

peculiarities making it essential that the provision of a service such as libraries, was better achieved on a district rather than a countywide basis.

The experience of the last 10 years has certainly borne this out. To change a successful pattern and administer it now on a countywide basis (the nerve centre of which is not within the physical boundary of the County anyway), would be a retrograde step. The effect on the service would be dramatic.

Big is no longer necessarily beautiful. Rhondda is over the minimum population figure laid down under the Public Libraries and Museums Act 1964, but on a countywide basis, grass root accountability (the very essence of local democracy) would suffer. Economies of scale would not necessarily follow as can be evidenced by what the County has done in Rhymney Valley, Ogwr and Taff Ely. Rhondda Borough Council has met its library responsibilities efficiently and cost effectively. To tamper with this now is unnecessary and financially counter productive both from the viewpoint of Rhondda residents and those in the aforementioned areas.

6. LIAISON WITH COUNTY COUNCIL AND OTHER DISTRICTS IN MID GLAMORGAN

The Borough Council, though competent to run an efficient library service within its own area, has always taken great pains to foster links with other authorities. Indeed, before embarking on the mobile library project, advice was sought, not only from the County Council, but also from neighbouring districts already having such a service.

In fact, Rhondda Borough Council has never taken an ivory tower attitude to this particular service or indeed, to any other within its perview. A clear example of this is the School Library Service (See Appendix 4). This is operated by joint agreement between Mid Glamorgan and ourselves. Since 1974, the role played by this part of the library service has widened.

In addition, Rhondda Borough Council is the only district in Mid Glamorgan making regular use of the Borough Joint Liaison Committee comprising both leading County and Borough Members. Apart from the aforementioned incidences of co-operation, the County Council have very rarely contacted this Authority on library matters. Obviously, they must be satisfied with the way in which the service is being administered, otherwise, they would have raised relevant issues in the Borough Joint Liaison Committee, the appropriate vehicle established for that very purpose.

7. REALISATION OF PLANS PROPOSED IN 1973

As the Minister can verify in the case presented by the former Rhondda District Council, it was stated that a Branch Library was to be constructed at Ton Pentre; two part time distribution centres were to be established at Penygraig and Ynyshir and long-term plans were to include the establishment of service points including the establishment of service points at the large Council estates of Rhiwgarn and Penrhys.

The Members of the Working Party who visited Rhondda, will testify that the branch library at Ton Pentre has been provided; in our opinion it is an excellent facility ideally located, extremely well used and excellently run.

With regard to the provision of the appropriate facilities in the other locations, a conscious decision was taken, given the various factors prevalent

at the time, not to provide a static service at these various points. Instead, it was decided to provide a facility to these areas via the mobile library and by doing so, one could better assess the exact requirement in each particular location. Indeed, the mobile library facility has adequately met all demands on the service at both Rhiwgarn and Penrhys. As the next paragraph will show, the building of a branch library at Ynyshir has been scheduled for the financial year 1985/86.

Rhondda Borough Council's commitment over the past 10 years cannot be rebutted. Despite severe financial restrictions at certain times the table reproduced at Appendix 5 shows that the Council has maintained its expenditure on the Library Service at about 20% of the total recreation and amenity expenditure and at least 6% of all Council expenditure.

With regard to the Statistical Survey at Appendix 8, the Working Panel made reference to the decrease in book expenditure in the 1980/81 financial year. Written confirmation of the comments made by the Borough Secretary at the meeting was requested.

To reaffirm the situation, 1980/81 was when the Government forced severe cut-backs of all local authority expenditure and Rhondda was no exception. During that year a number of measures were introduced by the Borough Council in order to achieve a reduction in the Council's overall expenditure. These included reduction in refuse collection from twice a week to once a week; substantial reduction in parks manning resulting in a number of parks being totally unmanned; closure of all the Council's rate paying stations; closure of the Council's staff canteen; closure of a swimming pool, and the rationalisation of the Council's repair and maintenance workforce. This meant a substantial reduction in the manual workforce through redundancies, and in addition the Council lost 1 in 6 of its staff posts.

Thus, substantial savings were made during this financial year, and obviously one would expect to see a reduction in the amount of library books purchased by the Authority in line with the other traumatic costing exercise. One would argue that unless the library service was of such importance to the Council, the reduction in this particular head (bookstocks) would, of necessity, have been even greater.

8. PROPOSALS FOR FUTURE DEVELOPMENT

It is hoped that an honest appraisal of the past 10 years demonstrates that Rhondda Borough Council ought to be entrusted with the administration of the library service for another 10 years. Already an ongoing plan based on the demands that have to be met, has been mapped out and will undoubtedly come to fruition as and when financial resources allow. The Council has already taken policy decisions to construct a branch library at Ynyshir; to extend the bookstore at Treorchy Library; to provide a video-cassette lending library service and to replace the present mobile library vehicle. Capital monies have been provisionally allocated for the aforesaid projects at Treorchy and Ynyshir for 1985/86.

The Council is also acutely aware of the need to re-site certain of the branch libraries in the Borough. Cases in point being those at Ferndale and Porth. At the former, the branch library was opened in 1966 at the Ferndale Workmen's Hall and Institute. Although well situated on the main road in a busy shopping area, the library operates from the first and second floors of the Institute

(adult lending - first floor; juvenile, reference and gramophone record/cassette departments - second floor). Indeed, because of the difficulty of access, the library has never reached its full potential and consequently, because of this and other factors, the Council has instructed the appropriate officers to look at alternative accommodation. Purchase of and use of vacant D.H.S.S. premises is being actively considered.

At Porth, the branch library opened in 1953, has served the community well. The existing premises is reasonably well sited but despite an extensive repair programme in 1980, considerable additional expenditure is essential if the condition of the building is not to be allowed to deteriorate further. Therefore, an alternative site is being sought.

Enquiries by individuals and official organisations, together with the increasing number of elderly residents in the Borough, indicate the need for library provision to those who are unable to use the public library. This provision could and should be extended to serve hospitals and homes for the aged. As you are aware, the term of the Public Libraries Act, 1964, Section 7(2)(c) encourages active co-operation between library authorities and outside bodies. The way ahead, it is believed, is via the concept of a housebound service. Approaches along these lines have already been discussed with the Area Health Authority.

Lastly, the Acting Borough Librarian is reviewing the possibility of introducing computers into her Department. It is not proposed to introduce computers to carry out all library functions. The role of the public library in a community such as Rhondda is parallel to that of the community centre, and it is that feature of communication with library users which it is desirous to retain. There are aspects of library routine, however, where the introduction of a computer would be of considerable benefit, e.g. recording loans to schools, defaulting borrowers, statistics, classification and cataloguing, regional and national inter-lending schemes, ordering requirements. Routine work, if undertaken by the computer, would release staff for professional activity.

Thus, much will happen over the next few years if the Borough Council is allowed to continue with its considered programme for the future. Any change now would obviously put such expansion plans and future development in jeopardy. Again, the only people to suffer would be those that use the service, and ultimately no doubt, the ratepayer.

9. CONCLUSIONS

In summary it is contended by my Authority that the administration of library functions in the Borough should remain as at present for the following reasons.

- 9.1. Rhondda's unique geographical situation makes it essential from a topographical point of view alone that library administration is carried out on a district rather than a Countywide basis.
- 9.2. The Borough Council has clearly demonstrated over the last 10 year period that it is totally capable of carrying out the library functions efficiently - the Borough's past record bears the test of the closest scrutiny and its future policy is both well defined and tailored to meet the needs of providing an expanding service at a minimum cost to the ratepayer.

- 9.3. Indeed, the Audit Commission's exhortation for local authorities to strive for greater economy, efficiency and effectiveness would be best met by Rhondda Borough Council continuing for the next 10 years to provide library facilities for the ratepayers in their area.

Gwyn Evans
Chief Executive Officer

Municipal Offices,
Pentre,
Rhondda.

March 1984.

APPENDIX 23

THE 1984 REVIEW OF THE LOCAL GOVERNMENT ACT 1972
AND ITS POSSIBLE IMPLICATIONS ON THE PUBLIC LIBRARY
SERVICE IN MID GLAMORGAN

THE CASE FOR
A COUNTY WIDE LIBRARY AUTHORITY

SUBMITTED BY
THE MID GLAMORGAN COUNTY COUNCIL

March 1st, 1984

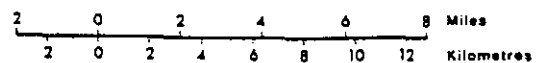
MID GLAMORGAN



KEY

- County boundaries
- District boundaries
- Major roads
- Passenger railways

Scale 1:250,000 or about 4 miles to 1 inch



THE LOCAL GOVERNMENT ACT 1972

- 1.1 The Local Government Act 1972 c.70 s.207 provided that in Wales district councils could apply to the Secretary of State for constitution as library authorities. The criteria are set out in s.207 (2) viz:

... 'the Secretary of State may if he thinks it expedient to do so having regard to -

- (a) the capacity of the council to provide an efficient library service for their district; and
- (b) the effect which the order would have on the library service which is to be provided by the council of the new county comprising that district.

- 1.2 The review date for the Local Government Act 1972, as it affects the public library service is 1st April, 1984. (Local Government Act 1972 Ch.7 Sec.8).

- 1.3 The provisions of the Act requires the Secretary of State to undertake a review of district council library authorities to decide whether a change would lead to an improvement in the library facilities in the district or in the county.

- 1.4 The provisions of the Act enables a district in Wales which is not a library authority to apply to the Secretary of State for an order constituting the council a library authority (Ch.7 Sec.4).

- 1.5 The Secretary of State is also empowered within the six months from the review date 'by order provide that as from that date specified in the order the council of that district shall cease to be a library authority ...'

- 1.6 The one criterion implicit in the Act to guide the Secretary of State in his decision and which appears in both sections 4 and 5 is the clause

'that would lead to an improvement in the library facilities ... in that district ... or in the county'.

2.0

THE REVIEW

- 2.1 It is anticipated that several district councils in Wales will apply to the Secretary of State for library powers.
- 2.2 Pressure for certain changes in the allocation of functions is being generated by such bodies as the Association of District Councils whose 'present policy is to seek in the short term the transfer of responsibilities for residential accommodation for the infirm and libraries to all districts'. (see Local Government Chronicle, 6 May, 1983 p.495)
- 2.3 In reaching a decision on the allocation of library functions to either a district wishing to opt out of a county or to a county where an existing district library authority ceased to act as such, the Secretary of State will take cognisance of certain criteria (c.207 S.4, 5 & 6). These criteria include -
- (a) 'consulting the authority which is then the library authority for that district and
 - (b) taking account of any likely changes in the area and population of that district and of any other matters appearing to him to be relevant.
 - (c) that the granting of library powers 'to a district would not prejudicially affect the library facilities in the county'.
 - (d) that the result of any action taken by the Secretary of State 'would lead to an improvement in the library facilities in that district or in the county'.

3.1 On 1st April 1974 all of the eight newly created counties in Wales assumed public library powers and responsibilities. Many district authorities had applied to be constituted as library authorities in 1973 but the then Secretary of State for Education and Science (Mrs. Thatcher) informed them that their applications had been unsuccessful 'having regard to the criteria specified in paras. (a) and (b) of Section 207 (2).'

3.2 The General Election of 1974 resulted in a change of government and on 29th March 1974 the new Secretary of State (Mr. Reginald Prentice) wrote that 'following consultation with the Secretary of State for Wales (Mr. John Morris) as a temporary measure an Order would constitute Lanelli as a library authority'. This was confirmed, as was the status of Merthyr Tydfil, Rhondda and Cynon Valley subsequently.

THE PRESENT POSITION IN MID GLAMORGAN

- 4.1 The Mid Glamorgan County Library Service was established in April 1974 when parts of the former Glamorgan County Library, the public library of the former Urban District of Pontypridd, parts of Monmouthshire and of Breconshire were merged to form one unit. The original intention to include the existing library services of Cynon Valley, Merthyr and Rhondda in the new County of Mid Glamorgan faltered at a very late stage in the reorganisation of local government when all of these three Districts were accorded library powers independent of the County Authority. In consequence the Mid Glamorgan County Library provides a service in only three of the six Districts within the Administrative County namely those of Ogwr, Rhymney Valley and Taff Ely.
- 4.2 Since April 1974, the four library authorities within the Administrative County have operated independently of each other. With the exception of members of the District Council's library staffs attending the County Library's staff training courses during the past year and a tentative verbal agreement between the County Library and the Merthyr Library for the joint acquisition of microfilm copies of the Merthyr Express, the lack of professional or service liaison between the four library authorities has been a somewhat sad feature of the last ten years.
- 4.3 A highly satisfactory level of co-operation has been developed between the County Library and the three District Councils of Ogwr, Rhymney Valley and Taff Ely during the past ten years. A particular feature of this co-operation is the District Councils' contribution to the community information service provided in the public libraries whereby the publications of the respective Council's are made available to the public.

5.0

THE PRESENT ORGANISATION

- 5.1 The library service in Mid Glamorgan County Library area is provided by a network of 30 branch libraries, and 3 mobile libraries, all of which are co-ordinated from a centralised administrative, bibliographical and distribution centre at the County Library Headquarters, Bridgend.
- 5.2 In addition to these service points, the County Library provides a somewhat limited service at 7 Library Centres administered by various Workmen's Institutes. The County Library provides collections of books in these Centres and contributes towards the running costs of the buildings and the salary of the local librarian who is responsible to the Institute Committee and not the County Library. As a result of the recession in the coal industry during the past ten years and the consequent closure of many collieries, several of the Workmen's Institutes, previously sustained by the mining industry are being closed. Two of these Institute Libraries, at Caerau and Ogmore Vale, were closed recently. Until suitable accommodation is found to house branch library facilities in these two communities a service is being provided by a mobile library.
- 5.3 The County Library provides a service to the Disadvantaged. In this respect it works closely with the County Council's Social Services Department whose remit covers the whole of the Administrative County. The County Library Service provides collections of books in forty six Homes for the Aged and Sheltered Accommodation in the County of which ten are situated in the Districts of Cynon Valley, Merthyr and Rhondda. The mobile library service operated by the County Library also visits fourteen sheltered accommodation units and three community centres in the County Library area at fortnightly intervals. A four weekly book delivery service to accredited housebound readers is provided and it is intended that this facility be developed and extended in consultation with the Social Services Department. A number of young housebound readers are also served by the Library's children's service while the House of Trees in Rhondda, the Adult Training Centre in Ystrad Mynach and the Preswylfa Observation and Assessment Centre in Bridgend are examples of institutions which call for special bibliotherapy and which are served by the County Library Service.

- 5.4 The concept of providing and disseminating information of concern to local communities has gathered momentum in public libraries throughout the country in recent years. In Mid Glamorgan this type of information is being provided in most of the service points but particular attention is given to this facet of the service in the larger full-time branch libraries. In the context of community information provision the library at Rhymney is cited as one where this service has been well developed. As part of this development an income tax clinic under the auspices of the Inland Revenue has been held there while the Social Services Department has held weekly Advice Centres aimed at the social and welfare needs of local inhabitants. By providing community information in the library and supplementing this with interpretive facilities, the public library is able to extend its role in society without incurring additional expense. Specialist information packs prepared by the Citizens Advice Bureau are also available for referral purposes in three of the larger libraries.
- 5.5 A particular feature of the central co-ordinating role of the County Library Headquarters is that it attends to approximately 30,000 requests for specific books required by library users throughout the County Library area every year. In addition a total of approximately 500 books is supplied to libraries outside the County through the National Interlending Service while about 400 volumes are borrowed from other libraries through this service. The success of the Readers' Request Service is due in part to the large stocks of books available throughout the County Library area and which are immediately available to all library users regardless of where they live.
- 5.6 Stock mobility in the County is enhanced by regular weekly deliveries of new books and other materials to all branch libraries while an exhibition vehicle provides the same points with a selection of books with which bookstocks are exchanged and renewed.
- 5.7 The provision of library services to educational establishments is not a statutory function of the public library service under the terms of the Public Libraries and Museums Act, 1964. This service is usually undertaken by the county library on an agency basis on behalf of the Education Authority. In Mid Glamorgan the Education Department has overall responsibility for library provision in schools throughout the County.

This service is currently provided by a direct financial allocation to the Rhondda Borough Council for school library services provided within its boundaries, by similar allocations to individual schools in the County and by the County Library Service which provides collections of books in the seven schools in the County which were transferred from the former counties of Brecon and Monmouth. There is no formal county-wide schools library service in Mid Glamorgan similar to those found in all but two of the county authorities in England and Wales. The County Library service, however, provides a full library service to the seven schools already mentioned and school teachers avail themselves of the special project collections maintained at the County Library Headquarters. A schools library service is evolving gradually and plans are being formulated to provide a county-wide library service to the schools in Mid Glamorgan. The assimilation of the present four library authorities into one county-wide coherent unit would greatly facilitate progress in this direction.

5.8 The County Library provides a reference and information service through its network of 30 branch libraries. A central collection at County Library Headquarters provides the nucleus of this service and a system of circulating up-to-date works of reference is co-ordinated from this base. The application of the new technology to enable the library to improve and extend its information services is at present under consideration. Particular emphasis in this respect is also placed on the close and developing liaison with the Library at the Polytechnic of Wales which is located within the County Library area and the Industrial Information Service at the Industrial Resource Centre, Treforest, which is also in the County Library area.

5.9 The Mid Glamorgan Collection of local studies materials is housed at the County Library Headquarters in Bridgend but satellite collections are maintained at all branch libraries to meet the needs of each community. Developments in this field of library activity include the acquisition of specialised materials for local research produced in microforms. An additional facility recently developed is a book classification scheme for local studies materials which is sufficiently hospitable to incorporate the needs of the whole of the administrative county.

6.0

EXPENDITURE ON THE LIBRARY SERVICE

- 6.1 The net expenditure per 1,000 population in the Library Service in Mid Glamorgan has increased from £1,714 in 1975/75* to £4,854 in 1982/83*. Although this reflects an increase of 183.2% over a period of ten years, it is in fact a much lower rate of increase than that shown by most other library authorities in the country. The rate of increase in the three district library authorities in Mid Glamorgan during the same period is :-

	<u>1974/75*</u>	<u>1982/83*</u>	<u>% increase</u>
Cynon Valley	1720	5342	210.6
Merthyr Tydfil	1338	4102	206.6
Rhondda	272 ^o (1800) ⁺	6254	247.4

These figures indicate clearly that the Mid Glamorgan County Library Service is being provided more economically than most county authorities in England and Wales and much cheaper per head of population than in all but one of the districts within the Administrative County of Mid Glamorgan.

- 6.2 The net rate borne expenditure on the Library Service in Mid Glamorgan has increased from £544,026 in 1974/75* to £1,600,777 in 1982/83*. Comparative figures for the three district authorities are given in Appendix 14 of this report. These figures show that the County Authority spends a total of £1 million more on its library service than any one of the three district library authorities and its total resource materials collections and specialist staffing resources are consequently much greater.

* CIPFA Public Library Statistics - Actuals

+ Extrapolated expenditure figure based on 1975/76 - 1982/83 figures.

^o Figure quoted in CIPFA statistics

6.3 Although the overall expenditure and total expenditure on the library service per thousand population is often less in Mid Glamorgan than in other library authorities, thus reflecting a more economical approach to this provision, the County places a high priority on the acquisition of resources. This is seen as an investment expenditure and is reflected in the comparatively large amounts spent per head of population by the County on the purchase of books (see Appendix 11).

7.0

MATERIAL RESOURCES OF THE COUNTY SERVICE

- 7.1 The basis on which any service is provided is dependent, of course, on the base on which the financial resource is generated. In Mid Glamorgan County Library area the product of 1p rate is well over £250,000 and for the whole of the Administrative County it is currently £381,697. The product of a penny rate in each of the districts is as follows:- Cynon Valley £44,361; Merthyr Tydfil £44,212; Rhondda £37,697. A county wide service would benefit from a stronger financial base which would lead to improved library services to all inhabitants of the County.
- 7.2 The population trends in the County are also relevant in forecasting future levels of service. Whereas the population figures for the three district authorities have shown a decline of 9,900 over the past ten years, the County Library area's population has increased by 13,000 over the same period. A fully integrated county wide service based on a population of 533,800 would be particularly strong and could be administered more economically as one unit than as four distinct and unco-ordinated services at present. (see Appendix 1).
- 7.3 Appendices 5 - 9 provide comparative figures for bookstock resources in the County and in the three districts over the period 1974/75 to 1982/83. The figures in Appendix 5 show that there are now 114,000 more books available on the open shelves to the library users of Mid Glamorgan than there were in 1974. This has been achieved by the provision of additional buildings and on a greater emphasis being placed on increasing the availability of resources. Judicious culling of reserve stocks has resulted in a much stronger back up stock at County Library Headquarters to meet the needs of the public through the Readers' Request Service. The number of books actually on loan to readers on a given day in 1982/83 was 34,313 more than on the corresponding day in 1974/75. Although book prices have increased enormously in the past ten years, judicious selection and purchasing has ensured that the number of books currently purchased is more or less at the same level as in 1974/75.
- 7.4 During the year ending the 31st March, 1983, the Mid Glamorgan County Library spent £333,725 on its bookstock resources while Cynon Valley and Rhondda expended £57,000 and £106,800 respectively. The Merthyr library service spent £30,000 on the purchase of books during the same period. In the current year Mid Glamorgan will have spent £401,000 on bookstock resources and a sum of £382,000 is earmarked for this purpose in 1984/85.

8.0

STAFFING RESOURCES OF THE COUNTY SERVICE

- 8.1 The Authority is mindful of the need to provide staff of the appropriate calibre in adequate numbers to enable the County Library to provide a comprehensive and efficient library service. At the same time the Authority is conscious of the high cost of providing staff and is aware of the need to maintain a critical eye on manpower trends.
- 8.2 Since 1974, the Authority has undertaken three reviews of the organisational structure of the County Library Service. The third of these reviews is expected to be implemented in April 1984. Details of this new organisational structure are given in Appendices 3.1 and 3.2.
- 8.3 In order to provide improved professional services in branch libraries and to enhance career prospects for all staff the County Library will be introducing the Group Library concept with effect from April 1984. This concept, details of which are given in Appendix 3.2, will strengthen the functional role of libraries at community level while maintaining the links with the County Library Headquarters and its support services. The concept of the Group Library structure is sufficiently flexible and hospitable to incorporate a library service for the whole of the administrative county of Mid Glamorgan.
- 8.4 Appendix 3 provides details of staffing resources in the four library authorities in Mid Glamorgan. From these figures it is clear that from the 129 non-manual staff employed by the Mid Glamorgan County Libraries, it is possible to provide more specialist posts and services than can be expected of the smaller district authorities. The number of professional posts in the Mid Glamorgan Libraries exceeds the total number of staff in each one of the district library authorities. Even so, the total expenditure on staff in Mid Glamorgan is considerably less per 1,000 population than in the three district authorities and reflects the economical deployment of staff which is possible in a large authority. This economy of scale is aptly illustrated in Appendix 4.1 which shows in the form of a graph how production in terms of book issues per member of staff has increased in the Mid Glamorgan County Libraries since 1974.

9.0

LIBRARY BUILDINGS

- 9.1 . The Mid Glamorgan Library Service is fully centralised at the County Library Headquarters at Bridgend from where administrative and bibliographical support services for the thirty branch libraries, seven library centres and three mobile libraries are provided. Since April 1974 the Authority has incurred capital expenditure on purpose-built branch libraries as follows:-

1974	Bargoed Rhymney
1976	Aberkenfig Taffs Well
1978	Abertridwr
1981	Nelson

- 9.2 The total cost of these buildings amounted to £533,537, an indication of the Authority's commitment to the library service in the County. During the same period Rhondda spent £14,859 on capital projects in the library service while Cynon Valley incurred an expenditure of £7,000 in 1982/83 on similar developments.

- 9.3 The County Authority has recognised the need for the provision of purpose-built libraries in fifteen other communities in the County. A capital building programme to this effect forms part of the County's agreed commitment to the future of the library service in the County. The communities for which new purpose built libraries are planned are:-

Llanharry	Llanbradach	Caerphilly
Caerau	Newton	
Gelligaer	Penttyrch	
Pontycymmer	Bettws	
Ogmore Vale	Cilfynydd	
Tonyrefail	Machen	
Talbot Green	Brackla	

9.4 The importance of acquiring or reserving suitable sites for proposed new branch libraries and incorporating these in Local Plans in advance of the developmental stage is recognised. The County Authority has therefore secured, reserved or allocated suitable sites for library purposes at Llanharry, Gelligaer, Pontycymmer, Ogmore Vale, Tonyrefail, Talbot Green, Llanbradach, Pentyrch, Bettws, Brackla and Caerphilly in readiness for a continuation of the library building programme.

9.5 In addition to the County's planned building programme, the Authority is also conscious of the need to improve existing library premises to meet the increasing demands on the library service and to adapt other premises in the Authority's ownership to provide library services in those communities whose libraries have disappeared following the closure of Workmen's Institutes.

10.0

EDUCATION AND TRAINING OF LIBRARY STAFF

- 10.1 It is generally recognised that every library should have a staff training programme based primarily on the needs of the organisation but catering also for career development. The report on the Education and Training of Library Staff in Wales issued by a Working Party of the Library Advisory Council for Wales stated that such a 'programme should be carefully planned and its content continuously evaluated to ensure that it meets training needs and is cost effective'.
- 10.2 The Mid Glamorgan County Library has a developing and on-going training programme for all staff at all levels covering the whole range of training and re-training needs from the initial induction courses through to post qualification and refresher courses.
- 10.3 A significant development in staff training is the level of co-operation that exists between the County Library and the College of Librarianship Wales at Aberystwyth. A particular feature of this co-operation is the number of on-site courses provided by the College staff at County Library Headquarters in Bridgend. Other staff training courses provided by the County Library have been made available to other neighbouring libraries and members of staff from South and West Glamorgan, Cynon Valley, Merthyr and Rhondda have attended.

10.4 In-house and on-site demonstrations of the new technology including viewdata terminals and computer applications for library purposes have been made available to library staffs while a Large Print Convention arranged by the four large print book publishers in the United Kingdom to which staff of neighbouring library authorities were invited was a recent notable feature of the County Library's education and training programme.

10.5 All professional members of staff are encouraged to participate fully in professional matters by attendance at conferences, meetings and courses arranged by the Library Association, its constituent branches and groups and by other relevant bodies.

11.0

CURRENT AND FUTURE DEVELOPMENT

- 11.1 Current development and expansion of the library service in Mid Glamorgan, as in all other local authorities, is confined to the present somewhat constrained financial framework of the Authority.
- 11.2 A much greater emphasis is now placed on local and staff initiatives to develop aspects of the service for the benefit of users. In this respect, the library organises exhibitions, lectures, competitions and literary events which draw people into the libraries which in turn encourages greater use of the library service.
- 11.3 A further aspect of current development of the library service is the increasing level of co-operation with outside bodies and organisations. To the fore is the developing liaison with the Welsh Arts Council, the South East Wales Association for the Arts, the Extra Mural Department of the University College, Cardiff, the Open University and the University of Wales Press. During the past and forthcoming months all of these organisations will have contributed to the programme of activities organised by the County Library by staging exhibitions or by financing lectures and talks by writers and authors. Such activities are seen as part of the Library Service's role and responsibility for the Arts in Mid Glamorgan.
- 11.4 A current and on-going programme of maintaining and developing the mobile library service in the County Library area is given high priority. This service is under constant review and in April, 1984 the number of stops served by the mobile library will increase by 42 stops from the present 226 to 268 mobile library serving points. This development is being achieved by careful route planning and at no extra cost to the Authority. At present nearly 9,000 people avail themselves of the fortnightly visits of the mobile library service in Mid Glamorgan.

11.5 Future development within the library service falls into two categories namely that to which the County has a policy of commitment and that which is considered to be a desirable growth area. The Authority is committed to providing a comprehensive and efficient library service and to encouraging its use by members of the public. The County Council is also committed to a library building development programme, details of which are given in Section 9.3 of this submission.

11.6 The desirable growth area is concerned with the introduction of an automated library system incorporating the application of the new technology to the provision of information. In this particular area of development it is envisaged that such automation will include fully automated systems for book acquisition, control and distribution utilising library-dedicated equipment.

THE CASE FOR A COUNTY-WIDE LIBRARY SERVICE

- 12.1 Having been established in the depressing economical climate of the Twenties and Thirties and developed during the immediate post-war years, county library services are accustomed to financial constraints. These experiences have stood county library administrators in good stead and, despite the financial constraints of recent years, library services in many of the larger county units have improved.
- 12.2 These improvements are evident in Mid Glamorgan and are highlighted in Appendix 4.0 of this submission showing that the number of books issued from County Library service points has increased by 26% between 1974 and 1983. During the same period book issue productivity has increased from 13,684 volumes per head of staff in 1974/75 to 21,687 per member of staff in 1982/83 an increase of 58%.
- 12.3 These improvements have been achieved by the elimination or reduction of routine tasks, the streamlining of administrative procedures, a greater emphasis on the selection and exploitation of bookstocks, the improvement of library buildings and an increase in the number of service points. Stock and staff mobility are a feature of a county-wide service and are better managed in a large resourceful unit.
- 12.4 Access to knowledge and information is not confined to the printed word. New technology which has gathered impetus during the past decade and its adaptation to information retrieval is a corollary to the printed word. Such resources are most effectively and economically provided to the greatest number of people by a comprehensive and efficient public library service based on the large unit.
- 12.5 The large county unit provides education and social services with which the library service is a close ally. To provide the fullest contribution to the needs of the community, the library service must be provided coterminously with both education and social services. Fragmentation of resources negates human effort.

- 12.6 The large unit can reduce the level of expenditure per capita by reducing over duplication of copies of books likewise being more capable of purchasing the more expensive but lesser-used titles. Overall coverage of the 50,000 or so titles published annually in the United Kingdom becomes a possibility in the large unit whereas the smaller unit can only attempt at acquiring a selection of the more popular titles.
- 12.7 The greatest strength of the larger unit lies in its ability to employ specialist staff and to hold specialist collections of books and other materials in order to give support to local units. The large unit, where it is well organised, will provide specialist staff with specialist qualifications and experience to provide a county wide service. Such members of staff are an expensive commodity and need the demands of a large unit to exploit their full potential.
- 12.8 The main development facing any public library system is the application of automation to routine processes such as book ordering, cataloguing, bookstock location and lending controls. Although the size of the authority is not the critical factor, there are undoubted economies of scale. The computerisation of book ordering, accessioning, cataloguing and classification, stock recording and control become a reality in a large unit and can prove to be another factor in providing more economical and purposeful deployment of staff at a time when these resources are being pruned.
- 12.9 All of the four present library authorities in Mid Glamorgan have a worthwhile contribution to make to the wellbeing of their respective communities. Each one of these libraries holds valuable materials and employs good quality staff. It is only when these resources are assimilated into one cohesive unit that all of these benefits are made available to all of the inhabitants in all of the communities within the County.

APPENDIX 24
MINUTES OF LISC MEETING

1. The Library and Information Services Council met on 26 April to discuss library provision in Wales in the context of the Secretary of State's review of district library authorities under Section 207 of the Local Government Act 1972.
2. The attached papers were prepared as background to the discussion and circulated prior to the meeting to all members. Present were Mr Graham Ewins (Chairman) County Cllr Glyn Hughes, Mr Prescott, Mr Dan Mason, Mr Geoff Thomas, Mrs Gillian Clark and Mr George Llewelyn.
3. The Chairman said that LISC's role was of necessity confined to commenting on the "appropriate authority" for library powers and not on the particular merits of existing authorities or on any new applications that might be made.
4. Mr Prescott and Mr Geoff Thomas spoke briefly about their papers - and their particular experiences. Discussion then revolved around the six points at paragraph 6 of Mr Beauchamps paper.
5. Inevitably views expressed reflected personal experiences with the inevitable tendency to revert to the situation in Llanelli and Dyfed. In the final analysis the service provided reflected the professionalism or otherwise of those charged with administering the service. It was agreed that the Library Committee - at either District or County level should be a standing committee of the authority and not part and parcel of other "leisure" functions of the authority.
6. Summing up the lengthy discussion the Chairman said that a) the standard of service to users was the point of paramount importance; b) This services could be provided in several ways; c) The importance attached to the employment of professionally qualified staff could not be overemphasised; d) Resources at County level were in most cases superior to those available to District Authorities.
7. Two specific motions were put to the vote:-
 - i) It was the view of LISC(W) that no further District Councils be designated as library authorities (Four in favour two against).
 - ii) That LISC(W) wishes the Secretary of State by Order to provide that in 1984 as from a date specified the District Councils in Wales operating library services cease to be library authorities and no other district authorities are designated as library authorities.
(Three in favour two against).
8. LISC(W) believes that if the Secretary of State considers District Authorities should be retained, specific standards should be established and their services monitored to ensure that those standards are met.

APPENDIX 25
LETTER FROM ALLAN ROGERS, MP RHONDDA DATED 11.3.84 TO
THE SECRETARY OF STATE
THE SECRETARY OF STATE'S REPLY DATED 27.3.84

Mr DM Timlin

MOS reply
wasos



HOUSE OF COMMONS
LONDON SW1A 0AA

70 Cemetery Road,
Porth, Rhondda.

Secretary of State for Wales,
Welsh Office*,
Cardiff.

March 11, 1984

Dear Secretary of State,

ACKNOWLEDGED

Re: Statutory Review of District Library Authorities

I understand that your Department is urgently reviewing district council library authorities.

I feel that it is essential that the Library service remains with the Borough Council.

They have carried out the function diligently for the past 10 years and re-organisation for its own sake would be expensive and wasteful of limited resources.

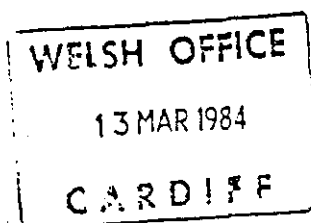
I am concerned about the composition of the reviewing panel. Although they are extremely well qualified and worthy, the bulk of experience is at County level and I well remember the arguments of 10 years ago!

Before any final decisions are made, I would be grateful if I could meet you to discuss the matter.

Yours sincerely,

Allan Rogers

Allan Rogers, M.P. Rhondda



Y SWYDDFA GYMREIG
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2ER
Tel: 01-233 3000 (Switsfwrdd)
01-233 7448 (Llinell Union)

Oddi wrth yr Is-Ysgrifennydd Seneddol



WELSH OFFICE
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2ER
Tel: 01-233 3000 (Switchboard)
01-233 7448 (Direct Line)
From The Parliamentary Under-Secretary

MOS/411/84

27 March 1984

Dear Sir,

Thank you for your letter of 11 March to the Secretary of State about the current review of District Library Authorities as provided for in the Local Government Act of 1972.

I have noted your views about the present position and your reservations about the composition of the reviewing panel. I am satisfied that those involved have a sufficiently wide spectrum of experience to ensure that a totally professional and impartial review is undertaken.

I am, of course, willing to discuss the issue with you in due course, but such a discussion will I am sure you will agree be more meaningful when I have received the recommendations of the review panel.

Ysgrifennydd

Wyn Roberts

WYN ROBERTS

Allan Rogers Esq MP
House of Commons
London SW 1

APPENDIX 26

CHAPTER 5

RECOMMENDATIONS

120. We have conducted our investigation impartially on a professional library basis, taking into account only those factors which affect the provision of library services. Among these are the severe financial limitations on county authorities. There is the risk of over-burdening diminishing resources which would not lead to the expansion and improvement in the four autonomous Districts which the Panel feels might occur in a more favourable financial climate.

121. In the light of our investigation we are of the view that the Cynon Valley Borough Council falls short of its responsibilities as a library authority; we have considerable reservations about the library service in Merthyr Tydfil and Rhondda; Llanelli alone of the four District Councils can with some justification claim to provide a comprehensive and efficient service. Only if the Secretary of State imposes strict conditions upon the four District Authorities involved as is allowed under Section 207 (6) of the Local Government Act 1972, and institutes regular monitoring of their development would we recommend that their independent status be confirmed.

122. WE RECOMMEND that the following conditions be imposed on all four districts:-

i. each District shall be prepared to co-operate in any arrangements, especially in the introduction of new technology, for the compilation of records of holdings of all public libraries within their county area.

ii. each District shall be prepared to co-operate with the County authority, and with other district library authorities within the county in making arrangements whereby the resources both of library materials and staff expertise in the Districts and the County can be built up and used for the benefit of users in the District and County as a whole.

iii. the District Councils shall not impose any charges on County readers which it does not impose on its own readers.

iv. The District Councils shall be asked to submit regular reports of development and progress, and to maintain a continuous flow of information to the Welsh Office. The Department will need to consider carefully its professional advisory support service so that proper monitoring of the information is conducted. At reasonable intervals to be decided by the Secretary of State an impartial team should be invited to assess development and advise the Secretary of State.

123. We RECOMMEND that specific conditions be imposed on individual District Authorities as follows:-

Cynon Valley

i. complete integration of the present library services within the Authority's area to remedy the existing pattern of disparate services.

- ii. an improved annual bookfund allied to a systematic programme of bookstock maintenance.
- iii. formulation and implementation of a library development plan.

Merthyr Tydfil

- i. a more equitable distribution of financial resources within the Leisure Services Department to ensure improved funding in capital and revenue terms for the library service.
- ii. an improved annual bookfund allied to a systematic programme of bookstock maintenance.
- iii. formulation and implementation of a library development plan with particular reference to the maintenance and development of library service points.

Rhondda

- i. a more equitable distribution of financial resources within the Recreation and Amenities Department to ensure improved funding in capital and revenue terms for the library service.
- ii. a systematic programme of bookstock maintenance.
- iii. formulation and implementation of a library development plan with particular reference to the maintenance and further development of library service points.

Llanelli

- i. that the position of the presently operated joint service points within the Borough Council area at Cross Hands and Pontyates be resolved.
- ii. adoption of an open access policy within the Central Reference Library at Llanelli.

124. PROVIDED THAT the authorities are prepared to give a written assurance that they will act upon these conditions we are prepared to RECOMMEND that the Secretary of State confirms the Boroughs of Cynon Valley, Rhondda, Merthyr and Llanelli as district library authorities.

125. The Panel would emphasise that the above recommendations should not be viewed by any other district authority as setting a precedent in respect of any applications which might be made by them to the Secretary of State for district library status as provided for under Section 207(4) of the Local Government Act 1972.

APPENDIX 27

WREXHAM MAELOR BOROUGH COUNCIL
PUBLIC LIBRARIES IN WALES - AN APPLICATION BY WREXHAM MAELOR BOROUGH
COUNCIL FOR AN ORDER CONSTITUTING THE BOROUGH COUNCIL AS A
LIBRARY AUTHORITY.

1. The Statutory Position:

Section 207 (4) of the Local Government Act, 1972, provides that a District Council in Wales which is not a library authority may within a period of 6 months beginning with any review date (namely 1st April, 1984) apply to the Secretary of State for an Order constituting the Council a Library Authority.

The relevant Minister did not consider it expedient in 1974 to constitute the new Borough Council of Wrexham Maelor a Library authority. However, for over 100 years prior to that decision part of the Authority had been a Library Authority and in latter years a highly respected one. The Borough Council has always held the opinion that they had the capacity to provide an efficient Library service for their district and could improve upon the library facilities in its district. The present Borough Council hope that the present Secretary of State for Wales will share their opinion.

Accordingly, the Council's appropriate Committee considered a report on the existing library service and subsequently the Borough Council at its Meeting on 25th July, 1984, resolved to apply for an Order under the provisions of Section 207 of the Local Government Act, 1972, based upon the best available information and in accordance with guidance given by the Welsh Office of the Association of District Councils.

2. The Borough Council's record in providing other Cultural/Recreational Services

The Borough Council has a fine clear record of providing for the cultural and recreational needs of its inhabitants, during the past ten years in spite of the various economic constraints and would apply its endeavours with equal diligence to its Library Service. Its achievements include the following:-

- 4 -
- (i) Plas Madoc Leisure Centre
 - (ii) Wrexham Memorial Hall together with 28 Community Centres in the larger centres of population and in some of the more sparsely populated parts;
 - (iii) Promotion of the Arts with the assistance of the Welsh Arts Council and the North Wales Arts Association and the Wrexham and District Arts Association leading to the Wrexham Maelor Festival in the Spring of each year and other events later in the year.
 - (iv) Provision of Concerts, Plays, Orchestral performances, Arts Exhibitions, Musical events and Welsh culture and language events.
 - (v) Play leadership schemes in 32 communities with an attendance of over 20,000 children clearly showing that the Borough Council can provide for its younger inhabitants.
 - (vi) An international outlook on life - we are twinned with Markeissher Kreis in West Germany and the Council is exploring the possibility of further twinning links. We also send delegates to the European Parliament each year and have entertained their representatives in the Borough.
 - (vii) The Council has appointed a Museums Research Officer to research the feasibility of setting up a museum service for the Borough and the present proposals for the future overall development of the service.
 - (viii) The provision of theatres within the Borough is also being examined. The Council financed a private review by a local Consultant in conjunction with the local Arts Association and more recently has engaged specialist national Consultants. Under active consideration are three possible sites which the Council will develop as a hotel, conference centre, theatre and museum complex. If the Council had been appointed the Library authority in 1974 our role in regard to such matters would have been more clearly settled.

3. Financial Record over the past years.

The Council has made provision within its estimates for substantial sums to be available for capital expenditure within the cultural field and by pursuing such a policy has been able to increase the number of Community Centres and further develop other Centres such as Plas Madoc Leisure Centre and Wrexham Memorial Hall.

Sadly, the Borough Council's enthusiasm for capital projects has been constrained many times since 1974. This situation has placed the Borough Council in a very difficult position but within these constraints it will continue to increase and improve its leisure and recreation facilities. Its spending in the current financial year includes development at New Broughton Community Centre; improvements to Wrexham Swimming Baths; New Memorial Hall, Broughton and the new Community Centre at Marford. This capital expenditure is of course supplemented by expenditure on sporting facilities which one might consider are closely linked to cultural facilities in as much as they provide for the well-being of the inhabitants of the Borough. Within this total context the provision of library facilities will be uppermost in the Council's mind if the Secretary of State agrees to make the appropriate order.

4. Financial Considerations

An analysis of the Estimated Expenditure for 1983/84 on the Public Library Services as published in the CIPFA Statistics, shows that Clwyd has the highest gross expenditure per thousand population of all the Welsh Counties with a figure of £6,444 compared with the Welsh Counties average of £5,548. The figures for net expenditure show Clwyd in third place with an estimated net cost of £6,168 per 1000 population compared with the average of £5,359. The particular areas where Clwyd have considerably higher costs than other counties are employees and premises which are both expenditure headings capable of being reduced by efficient management. The estimated cost of providing the Library Service in the Wrexham Area, based on figures provided by the County Treasurer of Clwyd, is as follows:-

	£
Employees	288,900
Premises	84,000
Transport	9,700
Establishment Expenses	14,400
Miscellaneous	7,500
Debt Charges	47,400
Book Stock	100,000
Other Costs currently borne centrally	<u>86,000</u>
Total Estimated Costs	638,700
LESS Income	<u>32,000</u>
Total Estimated Net Costs	<u>606,700</u>

The latest population figure for Wrexham Maelor (June, 1983) was 113,900 and using the estimated net cost figure above this gives a net expenditure per 1,000 population of £5,326 which compares very favourably with the Clwyd figure of £6,168 the overall Welsh Counties average of £5,359 and the Welsh District Councils average for 1982/83 of £5,542.

In addition the Borough of Wrexham Maelor has its own computer facilities which would be more than capable of dealing with the requirements of Stock Control, Public Lending Rights, records and on-line information systems which are currently provided by the central computer in Clwyd.

To summarise from the above it would appear reasonable to assume that there are areas where savings could be made in the provision of an efficient library service to the inhabitants of Wrexham Maelor without having a detrimental effect on the standards of service provided.

5. The Political will of the Council

The Borough Council had no hesitation when called upon by the Association of District Councils to apply for the appropriate Order during the current review period as it has always been the Borough Council's view that it should have remained a Library Authority from 1974 onwards. During the relevant

statutory prescribed time 1973 - 1974 the former Borough Council with the full support of the "shadow" authority submitted its case for Library functions. The Borough Council at that time had been a Library Authority who was forward looking enough to have provided a new cultural centre in Wrexham; today known as the Wrexham Library and Arts Centre. This facility which is the pride of the County Council's Library services was brought to fruition by the Borough Council but sadly was handed over to the County Council after the Minister had decided against the Borough Council continuing as a Library authority. During the course of the next few pages it will be clearly seen that the decision in 1974 has meant that the library service to the ratepayers of the Borough of Wrexham Maelor has not significantly improved and the service to all ratepayers in the County of Clwyd has suffered by concentrating this function with one authority which if shared between two or more of the authorities would have significantly improved the quality of life for all rather than reduce the quality to a much lower level.

6. Characteristics of Area

Wrexham Maelor is the largest Borough in North Wales with a population of over 111,000. It has an urban centre where 36% of the population live and a further 47% live within a radius of 6 to 10 miles (over 92,000 population in total), which is above the minimum required for library authorities by the Public Libraries and Museums Act, 1964. As such the Borough forms a highly convenient administrative unit for Library purposes. In the rural areas community centres are provided and these make excellent units for developing into branch libraries with adequate ready made car park facilities.

Furthermore, both the County Council and the Borough Council have projected substantial increases in the population of the Borough up to 1991 although there is disagreement over the precise figures likely to be achieved. All things considered Wrexham Maelor is an ideal local government unit for exercising library functions.

7. Background to the Library Service

Prior to re-organisation in 1974 the Library facilities in the Borough of Wrexham were provided by the then Borough Council. The library building contained adult and children's lending departments with browsing areas; music and gramophone records department with headphone listening area; a reference library together with special provisions for study and research. The building was physically linked to an adjoining Arts Centre as it was intended by the Borough Council that they should complement each other in providing a purpose built cultural centre serving Wrexham and its environs. Even in those days the library service extended well beyond the town of Wrexham as many of its users came from the areas now forming part of the new Borough of Wrexham Maelor. In Wrexham rural district there were 3 full time branch libraries, 3 part-time branch libraries and 5 part-time centres provided and maintained by Denbighshire County Council, whilst in the Maelor Rural district there was one part-time centre at Overton, provided by Flintshire County Council.

It would appear from a perusal of the files and records that at the time of Local Government re-organisation a number of schemes and projects were in hand. In the Borough of Wrexham the development of the new Arts Centre and Library building together with proposals for a Civic Theatre in the Wrexham Rural district, a branch library at Llay and Broughton and later on branch libraries at Coedpoeth and Gwersyllt. In the Hawarden Rural district plans were in hand to extend a branch library at Marford.

8. A Critique of the present Library Service

Sub-Section 4 of Section 207 of the Local Government Act, 1972, provides that if "..... the Secretary of State is of the opinion that the Order would lead to an improvement in the Library facilities in the district and would not prejudicially affect the library facilities in the County, he may make an order constituting the District Council library authority." However, an analysis of the library facilities handed over to the County Council in 1974 indicates that the County Council has effected only marginal changes many of which were

conceived prior to reorganisation and therefore the ratepayers of the Borough of Wrexham Maelor are receiving much the same library service. The position in 1984 is:-

(i) Wrexham Central Library and Arts Centre

This facility existed prior to 1974 (with the exception of the Arts Centre which was under construction at the time of "the handover" - see Page 3 of this report). Since that time there has been a reduction in the level of service effected by fewer opening hours of the Library.

(ii) Brymbo Branch Library

This part-time facility is open 15 hours per week whereas prior to 1974 it was open for 27 hours each week.

(iii) Brynteg Branch Library

This facility is new and probably one of the few improvements effected by the County Council since 1974. However, the proposal was under consideration in 1974. Three part-time branch libraries opened 3 hours each week in separate parts of this large dispersed community whereas the new library operates for 15 hours a week. The community of Broughton has a population of 6,120 and therefore should be open between 30 and 60 hours per week.

(iv) Cefn Mawr Full-time Branch Library

This facility is open for 34 hours per week and this was the position prior to 1974.

(v) Coedpoeth Branch Library

This part-time facility is open 26 hours per week and this arrangement existed in 1974. Furthermore Coedpoeth is situate within the community of Bersham which has a present population of 4,747 and therefore should be open 30 - 60 hours per week.

(vi) Gresford Branch Library

This full-time facility is open 31 hours per week, but was only a part-time facility in 1974.

(vii) Llay Branch Library

This part-time facility is open for 14 hours each week and in 1974 it was only open for 8 hours per week. However, the population of the present community of Llay is 4,598 and therefore perhaps the facility should be open for longer periods.

(viii) Overton-on-Dee Branch Library

This facility opens 3 afternoons per week and the arrangements did exist as such in 1974.

(ix) Rhos Branch Library

This full-time facility is open 35 hours per week as it was prior to 1974.

(x) Ruabon Branch Library

This full-time facility is open 36 hours per week and has not changed since 1974.

(xi) Gwersyllt Branch Library

This facility is open for 12 hours per week and did not exist in 1974. However, the present population of the community is 8,820 and improvements may be required to bring it up to nationally recognised standards.

*(xii) Rhostyllen Branch Library *

This part-time facility opens for 4 hours per week as it did prior to 1974. Rhostyllen is in the community of Esclusham Below which has a population of 2,241 and it would appear therefore that this arrangement is inadequate.

(xiii) Mobile Libraries

The present routes for mobile libraries by Mobile No. W/XP, Mobile No. WXQ and Mobile No. W/XR, appear to visit most parts of the Borough of Wrexham Maelor and this modern development in library services had been welcomed by the inhabitants of the rural parts of the Borough. However, there is also a preponderance of stops in the town of Wrexham and other urban areas.

(xiv) Housebound Service and Sheltered Accommodation

The present service provided for the housebound is again an innovation.

The Borough Council would accept that population is not the only criterion for the provision of Public Libraries in Wales. This criterion is referred to in both the 1964 Act and the 1972 Act, therefore it must weigh heavily in Parliament's view what is required to justify the provision or improvement of library services. On this criterion there are 2 communities with populations above 1,500, namely Allington with a population of 2,003 and Pen-y-Cae with a population of 3,262. The Borough Council would examine ways of improving library facilities in these communities. In Allington for instance the Council is committed to providing a Community Centre and this could be developed along with a Library facility. Furthermore the County Council has only effected marginal changes in the library service in Wrexham Maelor since 1974 and therefore it is reasonable to conclude that the library service at the time the County Council assumed responsibility in 1974 was adequate. However, after ten years of changes improvements will be needed probably along the lines set out on the following pages.

Therefore the first requirement in improving the service by the Borough Council would be to establish the aspirations of the ratepayers and this could be effected through market research as part of the overall package for executing its library functions when they have been taken over by the Borough Council from the County Council. The demands would then be tailored to meet the requirements of Central Government's fiscal policies. The same attitudes would be adopted by the Borough Council towards the library service as towards its other services, in as much as it would seek to reconcile its desire to improve the quality of life for its ratepayers with the central Government's need to maintain public expenditure within reasonable bounds. The Borough Council would be the first to accept that such reconciliation has not always been achieved.

9. Proposals for the Library Service within the Borough of Wrexham Maelor
(a) General

The Borough Council possesses sufficient will and financial resources to provide a library service for the Borough of Wrexham Maelor to the highest

standards. With the town of Wrexham as an urban centre having a population of more than 40,000 (as required by the 1964 Act) and the majority of the remainder of its population living within a 6 mile radius, the Borough is an ideal unit of size, topography and population to provide a comprehensive and efficient library service. However, the Borough Council lacks the professional expertise at the present time to comment in too great a detail on the present services and this requirement of the 1972 Act that applicants should say how they would improve the library service places an onerous burden of almost impossible proportions on all applicant authorities. The Borough Council would therefore seek to establish the exact deficiencies of the service it takes over, prepare a comprehensive programme for improvement and set about its task, provided these could be reconciled with any financial constraints placed upon it by Central Government. Furthermore by freeing Clwyd County Council from the responsibility of providing a library service in the Borough of Wrexham Maelor the County Council would be able to concentrate its efforts on the remainder of the County, and all residents of Clwyd should benefit from the laudable decision by the Secretary of State for Wales.

(b) Immediate Proposals to Operate the Service

The Borough Council would take over responsibility for the existing staff of the County Council serving the area of Wrexham Maelor on terms and conditions no less favourable than enjoyed by the staff at the present time. Any changes necessary to integrate the existing staff structure of the library into the overall staff structure of the Borough Council would be effected as vacancies occur within the structure. It has always been the Borough Council's policy towards its own staff to protect an individual's salary and conditions of service and this policy would apply to staff transferred from the County Council.

During the integration period following the date of transfer the Borough Council would use its best endeavours to maintain the existing level of service to the public.

(c) Proposals for Longer Term Development

The Borough Council would be cognisant of the fact that in 1994 the Secretary of State for Wales (or his successor) would once again be reviewing the library service in the Borough and therefore the Council's policy to be evolved during the 10 years would always be in line with national standards set out in the Report of the Ministry of Education Working Party on Standards of Public Library Services in England and Wales (1962) and the Department of Education and Science's report "Public Library Service Points" and have regard to the fiscal policies of successive Central Governments. The Chief Librarian or most Senior Officer transferred would be expected to carry out a professional appraisal of facilities and with access to all the facts. Market Research would be carried out through contact with local Councillors, Community Councils, and users of the various library facilities to establish the demands, needs and aspirations of users with a view to effecting improvements. The initial reaction to what those developments and improvements would be is rather sketchy at this time but would more than likely lead to:-

- (i) the development of Wrexham Central Library and Art Centre in conjunction with the already stated policy of the Borough Council to develop on a site somewhere in the Borough as a hotel/conference/museum/tourist centre and one of the sites to be seriously considered must be adjacent to the Guildhall and Wrexham Central Library. This would make that part of the town the "Municipal Zone" containing most of the public buildings including Law Courts, Police Station, Swimming Baths, some Government Offices together with the Guildhall and Central Library.
- (ii) the Borough Council would also seek to co-ordinate its leisure and recreational activities with the new library service. This would lead to an integrated approach to the development of branch libraries and community centres and would be in line with current thinking in the library service to develop branch libraries etc., as "resource

centres", thereby providing not only for lending of books and records but also a meeting place for children, outside organisations, the unemployed and all other voluntary groups. The integration would also aid the development of linked activities both indoor and outdoor to provide for the needs of children during the holidays and the unemployed all the year round. For instance, playleadership schemes could have indoor areas for wet weather and outdoor facilities for dry periods within the same complex.

The Borough Council would also make every endeavour to open existing Branch Libraries and new Libraries to satisfy the national criteria and meet any local demands for "un-social" hours to cater for shift workers etc.

- (iii) Mobile Services would also be examined and integrated to meet the changing needs of a mobile population. From an examination of the rounds certain parts of the urban core of the town has frequent visits by the mobiles. Prima facia, it would be seen that in those parts of the town there would be a demand to adapt or develop existing community centres and or/day centres to provide part-time branch library facilities permanently. Such a decision would then free the existing mobiles to make more frequent visits to the more rural parts of the Borough and thereby improve those library facilities for those residents as well.
- (iv) Housebound services and sheltered accommodation - The Borough Council already has an impressive record of providing Warden Controlled housing schemes known as "sheltered units" as will be seen from the Appendix and therefore, would be in a good position to enhance the services to the housebound and integrate the needs of the residents

of sheltered units. For instance the communal areas of the larger units may make ideal meeting points for the exchange of books and information.

- (v) The opening of the new District General Hospital together with the proposal by the North East Wales Institute to establish a High Technology Centre in Wrexham and other business and commercial development in the "new technology" era will inevitably lead to the demand for books on specialised subjects and therefore the Council is mindful of its responsibility to industrialists and developers and would actively pursue a policy of establishing a library of such specialised books to meet the expected demand.

10. Thanks:

Members and Officers of Wrexham Maelor Borough Council would finally record their grateful thanks and appreciation to Mr. W. Gwyn Williams, A.L.A., M. Inst, A.M., the County Librarian at Mold and Mrs. Marion Roberts, Area Librarian at Wrexham for their kindness and willingness in providing information and assistance to the Borough Council in the preparation of this application.

APPENDIX 28

CYNGOR SIR CLWYD COUNTY COUNCIL

REPLY OF CLWYD COUNTY COUNCIL TO THE APPLICATION BY WREXHAM MAELOR BOROUGH COUNCIL FOR AN ORDER CONSTITUTING THE BOROUGH AS A LIBRARY AUTHORITY

<u>CONTENTS:</u>	<u>Page</u>
INTRODUCTION	I
SECTION A THE IMPLICATIONS OF THE FRAGMENTATION OF LIBRARY SERVICE PROVISION IN CLWYD	2 - 14
SECTION B OBSERVATIONS ON THE WREXHAM MAELOR BOROUGH COUNCIL SUBMISSION	15 - 23
SECTION C CURRENT LIBRARY & MUSEUM PROVISION IN THE WREXHAM MAELOR AREA : SERVICE POINTS, STAFFING, FINANCE, ETC.	24 - 33
SECTION D MACHINERY FOR CONSULTATION BETWEEN WREXHAM MAELOR BOROUGH COUNCIL AND THE COUNTY LIBRARY SERVICE	34 - 36
SECTION E CONCLUSION	37
APPENDIX I LIBRARY PROFILE FORM	

ENCLOSURES:

ANNUAL REPORTS OF COUNTY LIBRARIAN 1982/83, 1983/84

INFORMATION COMMUNICATIONS' NETWORK FLOWCHARTS

CLWYD LIBRARY & MUSEUM SERVICE ANNUAL ABSTRACT OF STATISTICS 1983/84

POLICY DOCUMENTS: CLWYD COUNTY COUNCIL

CULTURAL, LIBRARIES AND RECREATION COMMITTEE: REVIEW OF SERVICES 1983/84
1984/85

WREXHAM LIBRARY ARTS CENTRE AUTUMN PROGRAMME 1984

CLWYD LIBRARY FESTIVAL PROGRAMMES 1983, 1984

SECRETARY OF STATE - REVIEW OF LIBRARIES
SECTION 207 LOCAL GOVERNMENT ACT 1972

INTRODUCTION

This report sets out the County Council's position with regard to the provision of Library Services in Clwyd in the context of the application by Wrexham Maelor Borough Council under Section 207 of the Local Government Act 1972 for an Order constituting the Borough Council as a Library Authority.

The comments made by Wrexham Maelor Borough Council tend to be almost exclusively negative with regard to the Service, have a particularly limited remit and take no account whatsoever of the major changes and developments in the Library sphere, over the last decade, where the County Council has been in the vanguard of Public Library Service development. Little or no acknowledgement, for example, is given to the major developments in the spheres of provision for the disadvantaged on the one hand and significant assistance to the established or would-be industrialist on the other.

A significant critique of the Wrexham proposals for a future Library Service is difficult as such proposals as are put forward tend to be limited and of a generalised nature. The lack of expertise on the part of the Borough is frankly acknowledged in the submission whilst there is, throughout the whole submission, a seemingly complete lack of awareness of the role of public library services at a time of rapid change within society.

The following statement demonstrates the positive approach and significant developments adopted and carried out by the Clwyd County Council in the provision of library and information services throughout the County and also the failure of the Borough Council to justify the validity of their submission.

A. THE IMPLICATIONS OF THE FRAGMENTATION OF LIBRARY SERVICE PROVISION
IN CLWYD

Circular 6/73 of the Department of Education and Science and Welsh Office, para 12, specifies particularly that:
"there would be serious objections to acceding to an application from a district... which represented... a significantly large proportion of the County's population, thus impairing the County Council's capacity to provide a comprehensive and efficient Library service to the remainder of the County".

There is no doubt that the standard and level of service provision would be seriously impaired if Wrexham Maelor District was severed from the Clwyd County Library and Museum Service by the granting of autonomous Library powers. The standard of service would be impaired not only in the County as a whole but also in the Borough of Wrexham, itself. For convenience, the implications of fragmenting the Library Service are considered under the following main headings:-

1. Economies of Scale
2. Cooperation with other agencies and statutory bodies

1. Economies of Scale

The economic advantages of operating a County Library Service have been stated time and time again by Government Departments and by the Roberts and Bourdillon Committees on which the 1964 Public Library and Museums Act was based. To segregate any district would not only defeat the economies of scale of a countywide operation, but would also seriously weaken central services and support facilities provided at County level.

Such economies of scale are particularly vital at the current time when financial difficulties coincide with an unparalleled period of inflation in basic library materials (e.g. average book prices have risen from £3.05 in 1974 to over £13 in 1984). In these circumstances standards can only be maintained by the provision of a countywide service.

The Library and Museum Services' policy is to provide access throughout the County to its full range of facilities but this does not mean that any one library has to have this full range actually on the premises.

Books and other materials are moved daily between the County's libraries in response to telexed requests for items and information. Developments in information technology and transfer are fully utilised to provide access to both local, national and international data bases. To duplicate this level of provision in the Wrexham Area and in the remainder of the County would result in large and unnecessary additional costs being incurred and in the under utilisation of expensive intellectual resources as outlined below:-

(a) Utilisation of Information Technology

(i) Issue and Stock Control System

A computerised stock and issue control system was introduced at Wrexham Library in 1983 to achieve the maximum utilisation of available resources. Although this was initially installed at only one library, the system was designed for extension, in due course, throughout the County with no additional central computing costs. Indeed within the next two years, three more libraries will become 'computerised' - Colwyn Bay, Kinnel Bay and Rhyl - which issue some 580,000 items per year, thus doubling the use of the centrally based library computer facilities. Additionally the need to reprocess for computer purposes all the stock held in Wrexham created the opportunity to develop a new and much improved stock catalogue, compiled to the highest and most modern of standards.

Wrexham Maelor Borough Council states in Section 4 of its submission that it "has its own computer facilities which would be more than capable of dealing with the requirements of stock control" etc. Unfortunately it is insufficient merely to have a computer of adequate size. An immediate problem arises from the fact that the County computer is an IBM machine, whereas the Borough has an ICL computer. The software to run the system would therefore be incompatible thus necessitating a complete rewrite. It would be presumptuous to forecast how much this would cost the Borough, but it should be pointed out that the County Library Service enjoys the benefits of a comprehensive computer system which has cost in excess of £70,000 to develop. Nor do the problems end there, for the Borough would be left without a database. It is true that the relevant data could be "stripped off" the County's database, but the Borough would need to write programmes in order to utilise it.

An important fact that has been overlooked by the Borough is that only half the stock control system is accounted for by the mainframe computer. The heart of the system is a Plessey (now called D.S.Ltd) mini computer housed in Library Headquarters in Mold. Since this would be needed by the County for its own libraries at Colwyn Bay, Rhyl and Kinnel Bay (with others to follow), the Borough would be faced with the prospect of purchasing their own at a cost of £33,000.

Furthermore, there is no guarantee that the barcodes on books and readers' membership cards would be compatible with the software developed by the Borough. Should this not be the case, it would cost approximately £23,500 to replace them and would take about 12 months to create the new records. Since Wrexham is a statutorily designated sampling point for Public Lending Right, such an upheaval would cause considerable difficulties. It would also be necessary, of course, to rewrite the software to supply the Registrar of Public Lending Right with the information he requires.

All the Wrexham central library bookstock is on the new computerised catalogue. However a substantial proportion of the bookstock of the remaining libraries in the Wrexham Maelor Area is on the old computer catalogue (non-fiction) or on the old card catalogue (fiction and children's books). Being an early example of a computerised catalogue, the "old" Clwyd catalogue can only be amended by batch processing. It is quite certain the County could not afford the enormous staff costs of amending this file, and similar considerations would apply to the card catalogue. The result would be fairly serious for the Borough which would have no record of a substantial part of its stock, but for the County it would present a problem on an even larger scale. Because the old catalogue is not capable of easy amendment, the unamended catalogue would be virtually useless to Clwyd because of its total unreliability with some 17.5% of the stock now no longer in the County's libraries but still on the catalogue. It would be the library users of Clwyd (including the Borough) who would suffer in that it would be very much more difficult to locate requested items and thus to adequately exploit the scarce intellectual resources of the library service.

As an alternative to purchasing a new computer and rewriting software, but again requiring additional expense, the Borough could

hire facilities on the County's computers. This would cost £15,490 per annum for the mainframe computer, and £5,000 for the Library Service mini computer. It would mean that the Borough would be dependent on the County Council to the extent of having to adhere to the same loan periods, overdue frequency notification, and days of opening at Bank Holidays etc. as the County Library and Museum Service.

(ii) Information Provision

In an ever more complex world, already dubbed by social historians the 'information age', the role of the library as the major information provider both to the individual and the organisation is of ever greater significance. Accurate and up-to-date information is vital for the industrial and commercial regeneration and restructuring of Clwyd.

The Headquarters Reference Library has been developed as a major Information Centre servicing all other libraries in the County, County Council Departments, Statutory and non-statutory agencies and groups and other information centres. If Wrexham as an independent authority was to provide an equivalent level of provision it would be necessary to duplicate the Headquarters Library stock of some 13,000 major reference works.

In response to growing demands upon its services, the Headquarters information centre has expanded its computerised information facilities to provide direct access to national and international data bases. Much of the information held on such files was not previously available to the public in Clwyd, whereas it is now 'electronically' accessible and is of particular value to all those individuals and firms who are involved in the research and development work so vital to the economic regeneration of the County.

In the Wrexham Library itself, there is an IBM Personal Computer which potentially could be developed to provide this degree of international accessibility. However, current experience has shown that it is more economic to have one main access point in a county the size of Clwyd thus avoiding unnecessary duplication of expensive subscriptions, hardware, software and telecommunication costs and most significantly allowing the effective deployment of specialised

and expensive staff skilled in suitably formating enquiries and interrogating computer data bases.

It is significant that the Welsh Office has recognised the work of the Library and Museum Service in this area through the allocation of Urban Aid Grants to cover the hardware costs of this technology.

(b) Bookstock and Other Materials

The total bookstock in the Wrexham Maelor Area, as of March 31st 1984 was 270,312 volumes plus 2,099 records and cassettes and some 60 pictures available for loan. As a County service, the residents of Wrexham also have access via the request system, which successfully satisfied 38,515 readers requests in 1983/84. (see Annual Abstract of Statistics enclosed) to the Library's complete stock of some 1.7 million books, 12,873 records and cassettes and 673 pictures. It would be impossible for the Borough Authority to ever develop an intellectual resource of similar depth or size to match the current potential availability. Equally if the Borough were successful in their submission the population of the remainder of the County would lose 17.5% of its bookstock, 16.4% of its aural collection and 10% of its art collection.

The provision of a non-fiction, educational video collection is a prime example of how services can only be provided because of the economies of scale of a countywide service. Although the video tapes are housed and displayed in Wrexham Library, they are a county collection available for loan in all service points throughout the County. Indeed in its first year of operation almost 20% of video issues were from libraries outside the Wrexham Area. If the Borough gained library powers, a duplicate set of videos would have to be purchased by one or other of the Authorities at an approximate cost of £12,000 with again the danger of the under-utilisation of an expensive resource.

(c) Mobile Library Service Provision

In line with the Library and Museum Services' policy of continually assessing the method of service provision in order to maintain the efficient management of resources, a review of Mobile Library services was conducted in 1984. This scientific analysis was based on the

principle that everyone with access to the mobile service should retain that access but through the more effective deployment of both staff and vehicles considerable savings could be achieved. It proved possible to reduce the Library fleet by five vehicles and some £40,000 in a full year. This has been achieved through the deployment of vehicles across District Council boundaries so that of the two mobile libraries and one trailer library currently based in the Wrexham Maelor area, the mobile library operating from Rhosllanerchrugog spends almost 50% of its operating time in the Glyndwr area. It would therefore be necessary for the County to retain this vehicle and in consequence the Borough would need to purchase a new vehicle at a minimum cost of £26,000, employ additional staff at approximately £10,000 per annum and purchase new stock at some £40,000.

(d) Exhibitions and the Arts

The County Library and Museum Service is fully mindful of its responsibility to foster and promote cultural activities generally and has adopted a positive policy in line with D.E.S. Library Information Series No.5 'Public Libraries and Cultural Activities'.

Particular attention is also paid to promoting the indigenous culture of the community served, as stressed in paras. 74-81 of the above document, especially para 74 which states:

"In Wales, however, cultural activities are especially significant in nourishing the national heritage, public library authorities regard their provision as an important part of the service they offer to the public",

and para 76:

"The fact that Wales is a bi-lingual country adds an extra dimension to its cultural heritage, and particularly enriches the literary element in Welsh culture. A close link between public libraries and other cultural facilities is a natural consequence of this, and libraries play a constant and effective part in preserving and stimulating the use of the Welsh language".

Although the Borough quite rightly asserts that it was responsible for the building of the Library Arts Centre, it is only reasonable to

forcefully state the County Library and Museum Services' purposeful and deliberate policy of developing the Arts Centre as its leading gallery. However the Arts Centre is only one of many exhibition areas developed by the Service as part of its declared policy of making artistic and cultural experiences available to the whole community. Indeed some 478 exhibitions were staged in Clwyd Libraries during 1983/84 together with over 100 artistic performances. This policy of the Clwyd Library and Museum Service is recorded and praised in the Welsh Arts Council Report (1981) by Nicholas Pearson on "Art Galleries and Exhibition Spaces in Wales". As can be seen in this quotation, Clwyd's stance is unique in Wales:-

"However, it is clear, that, within Wales, Clwyd County Council runs the fullest and widest exhibition service. Within the Clwyd service some form of exhibition space and programme appears to be common, and the provision of exhibitions is policy within the whole service". (pp.105)

The Arts Centre has a twofold role in this County pattern of provision, namely as a 'premier' gallery in its own right and also as a co-ordinator and provider of exhibitions for other venues extending from Colwyn Bay in the North West to Llangollen in the South East. The staff at the Arts Centre under the direction of the Services' Arts and Exhibitions Officer, provide the expert advice on the visual arts for the whole county.

The success of Clwyd's provision has been recognised by the Welsh Arts Council through:-

- (i) Designating Wrexham Library Art Centre as a centre of excellence for the Arts in Wales.
- (ii) The considerable increase in its grant aid to the County from £350 in 1977 to £27,000 in 1984/85. It should be noted however that the increase in grant aid was expressly for the development of a County Arts and Exhibitions Service.

Even in the current financial climate, the County Council's continued support for the Arts is amply demonstrated by the inclusion of a major Arts Centre in the new Rhyl Library now under construction, the ambitious development of Bodelwyddan Castle as a National Art Gallery,

and the inclusion of gallery facilities in the new Denbigh Library. All of these can gain from the expert input of the existing Arts staff, whose employment is made possible by the economies of scale to be gained from a countywide network.

(e) Staff

A library service by definition is labour intensive. The expertise and training of the professional librarian is of paramount importance in determining the type and level of service experienced by the community. It is possible over the expanse of a county-network to provide at comparatively low cost to any one library, expert and specialised staffing and advice. Thus the Library and Museum Service has on its establishment a County Children's Librarian, Schools' Library posts, a Welsh Services Librarian, a Museum Development Officer, professionally qualified Cataloguers and Bibliographers, etc. If Wrexham became an independent library authority, the County would still need to employ such personnel but the cost of their employment would be met from a significantly smaller rateable base; equally the Borough would either have to employ additional specialist staff or accept a lower level of service.

The quality of staffing in the Wrexham area would also be adversely affected through the diminution in the provision of staff training consequent upon the removal of specialist guidance and the practical problems of allowing training opportunities from within a numerically small staff base.

(f) Central Services

Sections 1(a) and 1(e) show that considerable economies can be made by using centrally based staff and facilities. This is very much the situation in respect of 'central services' in Clwyd as for example through the following activities:-

(i) Cataloguing Services

All materials for the whole County are processed and catalogued centrally. Additionally by exploiting new information technology, based at Mold, materials are catalogued at the time of ordering using computer-based on-line communications with library suppliers.

This not only reduces staff and unit costs but also assists in a speedier supply of items to the public.

(ii) Bibliographic Services

Nowhere are economies of scale more apparent than in the field of bibliographic services, where a comparatively small staff is able to carry out stock selection, stock editing, acquisition and distribution, and provide inter-library loans, on a countywide basis. Similar economies can also be made in the purchase of bibliographies which are very expensive. A large organisation is able to provide the standard bibliographies in most service points whilst acquiring only single centrally located copies of the more esoteric and expensive bibliographic works. This is particularly so in the fields of science and technology. A smaller authority such as the Borough would still need to purchase the full range of bibliographical aids, but without the prospect of intensive utilisation of such expensive resources.

(iii) Administration

The economy of scale principle is again evident in this context, where an organisation employing some 291 staff with 75 service points and an annual budget of some £2.84 million (gross) has a total administrative staff of only 4 people. By removing Wrexham Maelor Borough the County would need no less Administrative staff, and it is probable the Borough would need to take on three staff for administration.

(iv) Transport

The County is able to provide a daily delivery to major service points, and weekly delivery to smaller ones, to provide a constant supply of new and requested books, records and videos. This is achieved with just two vans. It is difficult to see how the Borough could provide this level of service without significantly adding to their transport costs.

(g) Finance

The examples of the cost effectiveness of a countywide network discussed above are reflected in the financial facts of the current situation.

The gross expenditure on Libraries in the Wrexham area in 1983/84 was some £550,000. The percentage of the rate precept used to fund the Library Service was 1.59% of a total precept made on Wrexham Maelor in 1983/84 of £15,865,600. Thus the Wrexham area's direct contribution to the Library Service was £250,000. The additional expenses noted in paragraphs (a) - (e) would obviously also have to be found without any corresponding fall in expenditure by the County as many of the services would still have to be maintained in their current form but for only the remaining five districts in Clwyd. It should also be noted that the Borough Council would have to take responsibility for a total debt of £327,880 on capital projects which are outstanding on Library and Museum Service premises in the Wrexham area.

The fragmentation of the Library Service in Clwyd therefore makes certain activities both financially and administratively impractical to both authorities. Additionally, on a smaller scale other practical examples are evident, for example:-

- (i) A major element in the development of the Reference and Information Service has been the pursuit of a policy of the dissemination of information at community level paying particular attention to researching local information needs. Where local community information is not available the library service has taken the initiative and produced appropriate materials, e.g. the 'Who Can Help Directory', and the 'Clwyd Directory of Societies and Organisations'. It would obviously be nonsensical to produce such documents if the Wrexham area were excluded, but it is only financially and practically possible because the necessary research is undertaken by existing County Library staff located throughout the County.
- (ii) Exhibitions/Performances - fees for performances and expenses such as publicity, etc. are financially manageable because it is possible to offer a series of bookings in different parts of the County. As Wrexham is the main population base, it is of paramount importance to retain the Arts Centre as an integral part of such an exhibition/performance network.

2. Co-operation with other agencies and statutory bodies

In paras 6-9 of the Department of Education and Science Circular 5/73

the Secretary of State for Education and Science (then) saw clear advantages in establishing Library authorities coterminous with those responsible for education and social services and health. In the ten years following that circular Library service provision has developed an even closer working relationship with such services - and with agencies such as the County Industrial Development Unit, Clwyd County Council/North East Wales Institute Centre for Innovation, etc. through increased levels of support and joint projects particularly in the Library Service to Schools and other Educational establishments, Adult and Further Education, services to the housebound and handicapped, old peoples homes, day centres, hospitals, clinics, services to industry and commerce, etc. Additionally close links have been forged with other agencies such as the Citizens Advice Bureau, the Clwyd Voluntary Services Council, the Department of Health and Social Security, Manpower Services Commission, etc. on a countywide basis for the provision and dissemination of community/welfare information and advice.

The fragmentation of the Service in Clwyd would seriously impair the countywide provision and planning of such support services and joint ventures, and it is unlikely that the Borough Council could make the necessary provision in its own area - certainly in the short and medium term, thus depriving the residents, and those being educated and retrained in the Wrexham area, of the significant benefits resulting from such arrangements.

The value of such an integrated approach to service provision is more than amply demonstrated in the following examples:-

(a) Education Department

Individual schools, even in an economic climate far more favourable than that currently prevailing, could in no way provide for themselves the range and depth of resources necessary to support education in the final quarter of the twentieth century. The school curriculum is constantly changing and developing. New teaching methods, new subjects, and new insights into traditional subjects present a kaleidoscope of change. It is against this background of changing demand that the Schools Library Service operates paralleling the countywide network of the Education Department and providing full support for the official bi-lingual policy of Education Services in Clwyd. The Schools Library Service has four major functions:-

1. To support the curriculum and curriculum changes

2. To support the development of children's leisure reading
3. To support the in-service education and professional development of teachers
4. To support the development of school libraries

This range of services is provided to all 72 primary schools, (including 4 Welsh-medium schools), 11 secondary schools (including one Welsh-medium school), and the Area Teachers Centre in the Borough of Wrexham Maelor by the centrally based Schools Library Service from a county stock of 308,000 books, cassettes, records, charts, posters and videos.

Overlaying these four service functions is the Advisory role of the Schools Library Service. This is a wide-ranging role to which we are committed on a number of levels - on book selection, library organisation, reading developments, study skills, planning and development and in-service education. It is significant that the Schools Librarian is a member of the Education Advisory Team and this has ensured that the necessary library support for any curricular developments or other educational initiatives are fully considered at the early planning stages. This approach is fundamental to the effective implementation of educational policy.

It is difficult to conceive how a Borough-based library authority could attempt to maintain this level of provision.

(b) Adult Education

The provision of adult education demands a close working partnership between the County's Adult Education Service, other continuing education providers within the area and the Library Service. The Library Service in Clwyd has recognised the growing importance of adult continuing education in a world of greater and often enforced leisure time, particularly in Wrexham where the high unemployment levels of almost 20% give added importance to the need for retraining and updating for new job opportunities. The library has taken the initiative in co-ordinating the activities of the various educational agencies via a joint county based committee on adult and continuing education. As well as its traditional role as the provider of material support for courses and for individual students, many of the libraries in the Wrexham area are actively involved in providing premises for both formal and informal learning groups and also in the dissemination of information.

regarding educational opportunities available both locally and nationally.

(c) County Councils' Industrial Development Division

The County Council's Industrial Development Division has formally recognised the Library Service as the Industrial Information and Advisory Service for the County. Close liaison is maintained centrally and is reflected in the two departments successful joint submission to the Welsh Office for Urban Aid grants to finance the establishment of Business Start Points in the six major libraries in the County. Each of these receives an enhanced stock on commercial subject areas and most importantly has access via a private local viewdata system to the County's Industrial Development Division's own data base.

Thus the entrepreneur in Wrexham is able to visit the Library and have immediate access for instance to:-

- what factory sites are available - with full details of rents, grants, facilities, etc.
- marketing and technical information regarding his proposed product,
- lists of source of supply, of outlets, exhibitions, etc.,
- details of EEC Contracts available for tender,
- contact via the Library Service to a network of statutory and non-statutory bodies - W.D.A., North Wales Exporters Club, etc.

Much of the input to the local information data bases is the responsibility of specialist County Library service staff, and access to this data base is only available through terminals located at County premises. Such facilities are also utilised for the promotion of tourism and tourist information and close working relationships have been developed with the Welsh Tourist Board and the North Wales Tourism Council particularly in designating 11 libraries in the County, including Wrexham, as Tourist Information Points.

B. OBSERVATIONS ON THE WREXHAM MAELOR BOROUGH COUNCIL SUBMISSION

Section 1

Despite the Borough Council's claim that they "could improve the library facilities in the District", their subsequent submission contains no evidence to substantiate this claim. Indeed later in the document they are forced to admit that "the Borough Council lacks the professional expertise at the present time to comment in too great a detail on the present services and this requirement of the 1972 Act that applicants should say how they would improve the library service places an onerous burden of almost impossible proportions in all applicant authorities". On the same page (pp.10) far from improving the Service, the Borough is now hoping to "maintain the existing level of service to the public".

It is also apparent from the submission that the Borough Council have failed to recognise the changing role of public library services in the post-industrial society with regard to the provision of community and industrial information, services to the disadvantaged, particularly the unemployed, and the role of libraries in education, in that their submission appears to concentrate largely on libraries as a leisure service.

Section 2

The unspecified list of activities fails to note the extent to which the Library and Museum Service underpins and in some cases is the sole provider of the artistic and cultural activities within the Borough.

Para (iii) 1. Wrexham and District Association for the Arts -
3 officers of the County Library and Museum Service
are executive committee members, one of whom was
the Secretary of the Association when it was
regenerated in 1980. The Association also holds
all its meetings and the majority of its public
events, free of charge on library premises.

Para (iv) 2. Concerts, plays, etc. - virtually all events are
promoted by other agencies with the only Borough
Council involvement being that of "landlord", e.g.

Orchestral Concerts - Welsh Arts Council National
Tours.

Exhibitions - the Arts Centre and the Art College
between them provide 90% of exhibition
provision.

Welsh Culture and Language - the Library and Museum
Service is the main
provider throughout the
District whether through
public performances,
support for learner groups
or establishing Grwpiau
Trafod.

Theatre provision - the bulk of theatre provision in
the Borough is undertaken by the
Grove Park Little Theatre and the
Wrexham Library Arts Centre.

The extent of the County Library and Museum Services'
activities in the Wrexham Area can be gauged from the
enclosed Autumn Programme for the Library Arts Centre.

Para (v)

The play leadership schemes run by the Borough Council
operate for only four weeks each Summer and can at
best be described as an exercise in supervision, using
inexperienced staff (mainly students on vacation) with
only very limited sports equipment.

In contrast the Library and Museum Service in co-operation
with the County Council's Social Services and Education
Departments organise, during both Easter and Summer
holidays, book-based playschemes in areas of social
deprivation. Staff are given training by educational
experts, so that the playschemes follow a purposive
programme of activities designed to encourage development
of personal and social skills of children.

Para (vii)

Museums - Whilst it is noted that the Borough Council
have appointed a (temporary) Museums Research Officer,
the County Library and Museum Service has in post a
qualified Museum Development Officer which significantly
is 50% funded by the Council of Museums in Wales.

This Officer chairs the 'Joint Officers Working Group on Museums in Clwyd' mentioned in Section D of this Report. The Service also opened, in 1983, an Industrial Heritage Centre at Bersham highlighting the development of the iron industry in the Wrexham area. The excellence of the centre was recently highlighted by the award of the British Tourist Authority Certificate of Merit 1984 and the Carnegie Interpret Britain Commendation 1984.

It should also be noted that the County sees significant benefits in linking museum development with the Library Service in regarding both activities as community resource bases and in recognising the economies gained from common support services and administrative services.

Para (viii)

Theatre provision - it should be noted that the 'driving force' behind the 'Theatre Survey' referred to, was not the Borough but the Wrexham Arts Association, who were also responsible for organising the necessary finance. Despite the suggestions in the last sentence of this paragraph in the Borough Council's submission, the Consultant's Report concludes that a theatre of some 300-400 seats should be built adjacent to the Arts Centre and that the County ownership of the Centre is in no way detrimental to this concept.

Section 3

The Borough Council states that "sadly" their "enthusiasm for capital projects has been restrained many times since 1974". It is difficult to ascertain from their following comments what significant improvements they could anticipate if granted library powers.

Section 4

The Borough Council rightly attests to the need for "efficient management", a concept the County Library and Museum Service has amply fulfilled in recent years. As noted in the 1983/84 Annual Report the cost of the Library and Museum Service is £6.28 per head of population, or a mere 12p per person per week. It has been possible to achieve such a high level

at such a low unit cost by continually assessing the method of service provision. . See Section A, 1(c) Mobile Library Service Provision as an example of such examinations.

The Borough Council seems to be arguing that it could provide a cheaper library service based on figures provided by the County Treasurer. This calculation assumes that no additional expenditure is required as a result of the Borough operating its own library service. However, the Borough would require considerable investment if it was to be able to offer the level of service currently provided by Clwyd on a county basis (e.g. facilities available through the County Library Headquarters).

The bland assumption regarding the compatibility of the Wrexham Maelor Borough's computer and the County Library Service computers is totally incorrect as has been demonstrated in Section A, 1(a) Issue and Stock Control System.

The submission then makes a conditional assumption, i.e. "... it would appear reasonable to assume..." As set out in para.4, the Borough has not demonstrated either an ability to provide an efficient service nor any areas where savings could be achieved. In point of fact the Borough would have to make a considerable investment merely to maintain the current level of service presently offered by the County Council (i.e. to acquire the information support services currently required of a modern library and provided through the Clwyd Library Headquarters). Moreover, it is admitted in para.9 (a) that "... the Borough Council lacks the professional expertise at the present time to comment in too great detail on the present services..."

Section 5

Despite the Borough's statement that there has been no improvement in service, which assertion is not borne out by their submission, the public's response to the Library in the Wrexham area is in direct contrast as shown in the following figures for the whole of the district.

	<u>1975</u>	<u>1984</u>
MEMBERSHIP	39,262	44,055
ISSUES	1,068,637	1,205,051

The introduction into the pre-1974 Borough area of mobile library

services, library services to the housebound, community information services, outreach activities, the introduction of new information technology, etc. shows a high level of library service development and improvement in the Borough (see Section 8 below) during the past decade.

Section 6

The submission draws attention to the potential use of Community Centres as branch libraries. It should be noted that such co-operation is already a feature of Library Service provision throughout the County and indeed is evident in the Wrexham Maelor Area itself at Gwersyllt.

Section 7

The information contained in this section appears factually correct although no recognition is given to the fact that many of the schemes and projects noted have been subsequently implemented by the County Library and Museum Service.

Section 8

The Borough Council asserts that "... an analysis of library facilities handed over to the County Council in 1974 indicates that the County Council has effected only marginal changes..." There is no evidence of any analysis in the report upon which this assertion can be based other than "... it would appear from a perusal of the files and records..."

This critique reveals the limited viewpoint held by the Borough Council of Library and Information Services, in particular in so far as the Borough uses only two quantitative criteria for the evaluation of service provision, namely:-

- a) the physical characteristics of the building
and
- b) the number of hours that the library is open

Before proceeding, there is an obvious inherent contradiction in the Borough's case. This section asserts the need for an increase in hours in many libraries (quite dramatically say in Coedpoeth) and also the creation of new branch libraries, whereas previously the submission states that the current expenditure on both "employees and premises... are both

expenditure headings capable of being reduced by efficient management". Extended hours and new premises will inevitably increase both building and staffing costs.

To return to the criteria used by the Borough, it totally ignores the quality and levels of service provided. It is thus not surprising that the submission concludes by the simplistic assertion in (v) that the new technology development particularly in the field of bio-technology can be adequately serviced through "a library of ... specialised books" thus ignoring all the vital developments in information technology of the last decade.

The Borough's physical and quantitative criteria shows a failure to comprehend the numerous developments in types of service and methods of service delivery in the Wrexham area since 1974. These include:-

(a) Utilisation of New Technology

- (i) The introduction of a stock and issue control system, see Section A, 1(d)(i).
- (ii) The technological provision of information - via Prestel sets and IBM Personal Computers giving access to bibliographic and information computer data bases throughout the world.
- (iii) The introduction of a Torch microcomputer with a Welfare Benefits programme to allow the individual to accurately check their benefit entitlements.
- (iv) The development of the Reference and Information Service as the disseminator of information at community level as described in Section A (3)(ii).
Community information collections (containing a vast range of personal, consumer and welfare rights information) are available at all libraries in the Wrexham area from the largest to the smallest library, on mobile and trailer libraries.
- (v) Community based Librarianship - the above paragraph highlights the major change in emphasis within the library since 1974, namely its change to a more active role closely

linked to its local community and that community's particular needs. Each and every librarian in Clwyd is charged with the active maintenance of good communications with their local community, at all levels. Through this link the services provided at any one library can be tailored to meet the needs of that library's own community. This close liaison has also helped create close working relationships with other agencies and statutory bodies (see also the Section on the Arts) including in the Wrexham area - Citizens Advice Bureau, Youth Training Agencies, local schools, etc.

- (vi) With respect to the comments regarding the hours of opening at specific libraries, it has already been noted that the proposed increases would inevitably increase costs. Further, the actual current opening hours are based on a detailed analysis of the actual requirements of each community. This data was collected via the attached 'Library Profile Form', (Appendix 1), which tabulates in great detail all possible statistical information regarding a particular library, a full description of the building's potential and uses and most importantly a review of the community it serves. This information was computer collated and subsequently analysed to establish staffing levels, opening hours and the provision of facilities at each library, with full cognisance being given to the findings of the Department of Education and Science L.A.M.S.A.C. Library Information Services Number 7 survey published in 1976.

- (vii) The submission notes that the "Housebound Service is an innovation". The scale of this innovation should be noted in that 550 housebound residents of the Borough are visited in their homes, once a month. They each not only receive a substantial collection of books, records, cassettes, etc. but via the specially trained assistant have access to a full range of informational facilities via the County Library and Museum Service. This aspect of service also co-operates closely with the County Social Services Department for referral purposes, and in many cases acts as a link between clients and social workers.

Additionally, collections of material are provided to 25 Homes in the Wrexham area.

On Page 9 - Wrexham declare their intention to establish service levels by undertaking market research. It is questionable whether this would be a valid exercise in terms of (a) the result it would give and (b) whether the Borough would be able to meet the aspirations of its population given the human and financial resources at its disposal in the present financial climate. In addition, as pointed out above, professional librarians are in close contact with their local communities in order to ensure the provision of appropriate services.

Section 9(a)

"The Borough Council possesses sufficient will and financial resources to provide a library service..." Whilst the Borough Council's will cannot be questioned, their level of financial provision has not been demonstrated.

The Borough Council states that the County Council would gain as a result of not having to provide a library service in Wrexham. This statement is highly questionable because it does not take into account the economies of scale which derive from the provision of a County Library Service as outlined in Section A of this response. The statement also takes no account of the expense which would accrue to Wrexham from having to duplicate county services and provide such a service for less than one third of the County's population, again as tabulated in Section A of this report.

Section 9(b)

Other than fulfilling its statutory obligation to honour the conditions of service of transferred staff, the Borough makes no proposals for the future operation of the service.

Section 9(c)

The submission's comments regarding the need for market research, contact with Councillors and attention to the needs of users are, as has already been stated, a statement of one aspect of the professional librarian's work and of the purpose of the sample Library Profile form (Appendix 1).

- Sub Para (i) The Municipal zone is already multi-bodied - Borough Council, County Council, Police Authority, D.H.S.S. etc. - and as noted previously the independent consultants envisage no problems in the provision of a municipal theatre attached to the County's Library and Arts Centre.
- (ii) The planned integration of libraries with leisure ignores the crucial information role of the service in particular in respect of industrial development as has already been described in Section A 2(c).
- (iii) Mobile Library Services - please see Section A 1(c).
With regard to the provision of urban mobile library visits there are only 13 stops within the town boundary out of a total 103 stops. The majority of the users of the urban service are elderly with four of the thirteen stops actually at Sheltered Housing Units.
- (iv) Housebound Service - please see comments in Section B, Section 8 (vii).
- (v) Please see Section B, Section 8.

The Borough Council's submission has also signally failed to appreciate the role of Public Libraries in Wales in fostering and promoting Welsh language and literature and in nourishing cultural activities and the national heritage generally. This aspect of the Public Libraries' role and Clwyd's declared policy in this respect is referred to in Section A 1(d) page 7, of this report.

Borough of Blaenau Gwent



STATUTORY REVIEW OF LIBRARY FUNCTIONS

UNDER SECTION 207

LOCAL GOVERNMENT ACT 1972



CONTENTS

1 - 2	Statutory Provision.
3 - 5	Introduction.
6	Characteristics of the Borough.
7	Brief outline of service currently provided by Gwent County Council.
8 - 11	Comments on service provided by Gwent County Council.
11 - 17	Outline of proposals for an improved library service which the Borough Council would seek to implement if they were designated as the Library Authority for the Borough of Blaenau Gwent.
18	Conclusion.

APPLICATION BY THE BOROUGH OF BLAENAU GWENT
IN ACCORDANCE WITH SECTION 207(4)
LOCAL GOVERNMENT ACT 1972
TO BECOME A LIBRARY AUTHORITY

Section 207 Local Government Act 1972 provides that:-

(1) The local authorities for the purpose of the Public Libraries and Museums Act 1964 in Wales shall be county councils and district councils and, subject to the provisions of Section 5 of that Act, each of the following authorities, that is to say -

- a. the council of a county;
- b. the council of a district who have been constituted a library authority under the following provisions of this section;

shall be a library authority for those purposes.

(2) The council of a district in Wales may at any time before 1st April, 1974 apply to the Secretary of State for an order constituting the council a library authority and the Secretary of State may, if he thinks it expedient to do so having regard to -

- a. the capacity of the council to provide an efficient library service for their district; and
- b. the effect which the order would have on the library service which is to be provided by the council of the new county comprising that district;

and after consulting the council of the new county, make an order constituting the district council a library authority as from a date, not earlier than 1st April 1974, specified in the order.

(3) While the Secretary of State is considering an application by the council of a district for an order under subsection (2) above, he may make an order constituting that council a library authority for a period beginning with 1st April 1974 and ending on a date specified by the Secretary of State on deciding to make or not to make the order applied for.

(4) A council of a district in Wales which is not a library authority may within the period of six months beginning with any review date apply to the Secretary of State for an order constituting the council a library authority and if, after consulting the authority which is then the library authority for that district and after taking account of any likely changes in the area and population of that district and of any other matters appearing to him to be relevant, the Secretary of State is of the opinion that the order would lead to an improvement in the library facilities in that district and would not prejudicially affect the library facilities in the county or the area of the joint board, as the case may be, he may make an order constituting the council a library authority as from a date specified in the order.

(5) Where during the said period of six months the Secretary of State is satisfied, after consulting the council of a district which is a library authority and such other library authorities as appear to him to be concerned, that if the council of the district ceased to be a library authority, that would lead to an improvement in the library facilities in that district or in the county or area of the joint board, as the case may be, he may by order provide that as from a date specified in the order the council of that district shall cease to be a library authority.

(6) An order under this section constituting a district council a library authority may impose on the district council such conditions as the Secretary of State thinks fit for securing the performance by them of their functions under the Public Libraries and Museums Act 1964.

(7) A statutory instrument containing an order under this section shall be subject to annulment in pursuance of a resolution of either House of Parliament.

(8) In this section "review date" means 1 April in 1984 and every tenth year thereafter.

3. "....there would be serious objections to acceding to an application from a district which was the administrative centre or natural focal point of the county, or which represented, either by itself or collectively with other district applicants, a significantly large proportion of the County's population, thus impairing the County Council's capacity to provide a comprehensive and efficient library service in the remainder of the county." The Borough is not the administrative centre or natural focal point of the County of Gwent. The population of the County of Gwent is 436,300 of which 79,220 reside within the Borough. Thus the capacity of the County Council to provide a comprehensive and efficient library service in the remainder of the county will not be impaired.

The transfer of the library function to the Borough Council will leave Gwent County with a geographical area greater than three other Welsh Counties and a population greater than four other counties in Wales, and Gwent would be equally as well placed as these counties to provide an efficient service.

Since local government reorganisation the Borough Council has throughout the Borough provided a comprehensive and efficient service in housing, recreation and leisure, environmental health, refuse collection, planning and under agreements with Gwent County Council and the Welsh Water Authority has exercised street lighting, highway and drainage functions.

The Borough has been involved in the preparation of formal and informal local plans and their implementation through the Urban Aid Scheme, landscape/environmental projects, conservation and administration of Commercial Improvement Areas. As a combined result of massive land reclamation and open cast coal extraction, 500 acres of land has been transferred into a major recreational area known as Brynbach Park. With the severe rundown of traditional coal and steel industries the Borough has in recent years made determined efforts to attract necessary finance and development in an attempt to create new job opportunities and thereby stem out migration.

With the aid primarily of the Welsh Development Agency, British Steel Corporation and the Welsh Office, thousands of acres of land have been reclaimed and approximately 180 new factories have been erected since 1974. Over one hundred new firms have been established in the area manufacturing such commodities as robots, automotive parts and mini computers. Additionally the Borough Council has recently acquired the Skill Centre at Tafarnaubach where opportunities are available for training and retraining so as to make available staff resources compatible with the needs of new technology. The Borough Council is the catalyst therefore for the area's economic regeneration.

Taking into account the Borough Council's record within local government service reorganisation, it clearly has the political will and management ability to make a success of the planning, operation and development of an efficient library service with the benefits of its closer contacts with the local community and provision of local services.

2. CHARACTERISTICS OF THE BOROUGH

The Borough of Blaenau Gwent which comprises basically of four valleys was formed on the 1st April, 1974 as part of the reorganisation of Local Government in England and Wales. The Borough comprises the former Urban Districts of Ebbw Vale, Abertillery, Tredegar, Nantyglo and Blaina, Brynmawr and Llanelli Parish. Since that date there have been minor boundary revisions in the Llanhilleth/Crumlin areas which means that the Borough now covers an area of 31,264 acres and has a population of 79,220. The majority of the Borough's population of 79,220 is concentrated in highly urbanised environments and more than half of the total inhabitants reside in the towns of Ebbw Vale (21,046), Tredegar (16,400) and Abertillery (12,950). (See Appendix 1). The remainder of the population live in communities with populations ranging from a few hundred (Llanelli) to 5,520 (Brynmawr) and 9,770 (Nantyglo and Blaina). The size of the District and the population distribution form a highly convenient administrative unit for library purposes. The large majority of the population can be served from fixed service points. The settlements owe their existence to a common factor, namely industrialisation.

The Borough Council wishes to stress the importance of the Public Library role in satisfying the special needs which the industrial nature of the Borough engenders for technical, commercial and scientific information, together with the extensive retraining programmes which require specialised information and staff expertise. The special needs of the Borough are totally different from the needs of the remainder of Gwent, thus making it essential that the provision of a service such as libraries, was better achieved on a district rather than a county wide basis. Local history, for example, is essentially a local aspect and the required degree of concentrated amassing of local history material and utilisation can be better achieved on a local, district basis. The Gwent County Council of necessity have to take a broad view of the provisions of the library service over the whole county whereas the Borough Council would undertake the service within its area and accordingly respond far more readily to the needs of the community.

The Library Service is considered to be ideal for administration at District Council level. It is in itself a small defined service well able to be administered by the Authority which has the closest links with the needs of the inhabitants.

3. BRIEF OUTLINE OF SERVICE CURRENTLY PROVIDED BY
GWENT COUNTY COUNCIL

The present library service provided in the Borough of Blaenau Gwent comprises of three full-time libraries based at Ebbw Vale, Tredegar and Abertillery and five part-time libraries at Cwm, Brynmawr, Blaina, Llanhilleth and Gilwern. The regional headquarters is located at Ebbw Vale whilst the one mobile library service, which is a weekly service, is based at Cwm. The opening hours per week of each service point are set out in Appendix 2 and the details of staff structure are set out in Appendix 3.

4. COMMENTS ON THE SERVICE PROVIDED BY GWENT COUNTY COUNCIL

The Borough Council considers that the Gwent County Council's library service is unsatisfactory and does not meet the needs of the inhabitants and the local authority of Blaenau Gwent for the following reasons:-

The overall expenditure on the public library service is at a very low level and is insufficient to provide a comprehensive and efficient service, which the County Council has the duty so to do under the Public Libraries and Museums Act 1964. This contention is supported by the C.I.P.F.A. Estimates of Expenditure which show that in 1983/84 on the service as a whole:-

Gwent County Council would spend £4,847 per 1,000 of population.

All Welsh Counties would spend an average of £5,548 per 1,000 of population.

All Counties (England and Wales) would spend an average of £5,676 per 1,000 of population.

Welsh Districts would spend an average of £5,811 per 1,000 of population.

This low level of overall provision is reflected in the level of service provided by the County Council in the Borough of Blaenau Gwent in the following areas:-

A. Staff

The full-time equivalent overall number of staff employed by the County Council in the Borough to administer the service, appears to be 23. From the information supplied to us, this figure is difficult to compute but it is thought to be fairly accurate in terms of full-time equivalent staff. Accepted standards call for at least 30 full-time equivalent staff to provide an efficient service to the population of Blaenau Gwent.

The number of qualified staff employed in the Borough is 10. The Bourdillon Standards call for at least 12 qualified staff to provide an efficient service to a population of nearly 80,000.

The salary grades attached to the professional posts in the Borough at present are:-

1 at S.O.(1); 3 at Scale 4; and 6 at Scale 3.

The performance of Gwent County Council in this most important aspect of public library provision is extremely low, both in relation to most of the other Welsh Counties and to most of the independent districts and certainly in relation to accepted standards. This level of provision must seriously affect the ability of the County Council to provide a comprehensive book service.

As a Borough Council, we are seriously concerned that the population of Blaenau Gwent is placed at a great disadvantage; firstly in regard to the number and thus the range of books added to the libraries they use and secondly, in the quality of the stock; because, where a book fund is low, it is inevitable that the more expensive titles, which are only available to the vast majority of the population through the public library are often not purchased, as they are primarily judged on a price criterion as opposed to a need criterion.

Were they to be designated as a library authority, the Borough Council would seek, as a matter of urgency, considerably to increase the amount spent on the books for libraries in the Borough so that residents, especially students and serious and purposive readers, would no longer be at this disadvantage compared to the majority of the population in England and Wales.

C. Premises

There are full-time libraries open five days per week at Ebbw Vale, (open 33 hours and designated as the Regional Library), Abertillery (open 35½ hours) and Tredegar (open 32 hours) and part-time libraries at Blaina (open 20½ hours), Brynmawr (open 21½ hours), Cwm (open 20½ hours), Gilwern (open 11½ hours) and Llanhilleth (open 20½ hours). The libraries at Tredegar and Cwm (a small branch which also provides a garage for the one mobile library) were both built in 1975, and were, presumably planned under the old Monmouth County Council. There has been no further development of new buildings under the Gwent County Council, although parts of the Borough have expanded significantly through housing development in the last 10 years.

D. Reference Libraries

There are reference collections in the three full-time libraries but none, including those housed in separate accommodation, provides more than a quick reference collection. Such a

collection might be considered adequate in any one of the full-time libraries, were it backed within the Borough boundaries, by a properly constituted reference library, with an adequate book stock, a full range of other material and with professional staff engaged full-time on the reference library service. This is not the case in the Borough of Blaenau Gwent (Reference library provision is dealt with in greater detail below).

E. Children's Library Services

There is no professional librarian engaged full-time on the provision of Children's Library Services in Blaenau Gwent and, in fact it appears that only one professional librarian based at County Headquarters is engaged full-time on the provision of children's services generally in the whole of the County. The Borough Council would accord a high priority to this most important aspect of library provision if it were granted library powers and their proposals are outlined below.

F. Music, Record and Cassette Library Provisions

There is no provision made in any of the County's libraries in Blaenau Gwent for residents who wish to borrow music scores, gramophone records or cassettes of recorded music. The Borough residents are, therefore, placed at a serious disadvantage compared to residents in the overwhelming majority of library authority areas in Wales and in England.

The Borough Council considers that this service is an integral part of modern public library provision (its proposals are outlined below).

G. Regional Headquarters Library in Blaenau Gwent

The branch library at Ebbw Vale is designated as the regional headquarters of the county library service in Blaenau Gwent, the building being constructed as a chapel and which was converted to its present use. This branch library is the busiest in Blaenau Gwent but the area of the building in which it is housed is totally inadequate to cater for this level of use and also to house the services for the whole of the Borough which should be housed in a regional library headquarters and which should act as the central library for the Borough. (The question of central library services for the Borough is discussed below.)

5. AN OUTLINE OF PROPOSALS FOR AN IMPROVED LIBRARY SERVICE WHICH THE BOROUGH COUNCIL WOULD SEEK TO IMPLEMENT IF THEY WERE DESIGNATED AS THE LIBRARY AUTHORITY FOR THE BOROUGH OF BLAENAU GWENT

It would appear to be a difficult matter for the County Council to furnish the Borough Council with accurate figures of the actual expenditure on the county library service in the Borough of Blaenau Gwent and we have no access to detailed expenditure estimates to enable us to calculate this figure. It is unlikely, however, that the expenditure will exceed the sum of £4,847 per 1,000 of population included in the C.I.P.F.A. Estimates for 1983/84 and is more likely to be below this. This figure compares unfavourably to the average expenditure of all Welsh Counties of £5,548 and even more unfavourably to the average of all Welsh Districts of £5,811.

Should the Borough Council be designated as a library authority, it would not be unreasonable, and would obviously be acceptable to the Minister, if in planning the new Borough controlled service the Council would set a ceiling of expenditure at its average the expenditure of the four independent Welsh Districts, which is currently accepted by the Welsh Office.

Expenditure at a level of £5,811 per 1,000 of population would enable the Council to spend at least an extra £75,000 on the service within the Borough, even based on the present figure of the overall county expenditure of £4,847 per 1,000 of population - (if the actual spending within the Borough by the County Council in 1983/84 proves to be less than that for the whole county, this differential of £75,000 would be greater) and this, without exceeding the accepted average level of expenditure on the service as a whole by the four Welsh District Councils.

The Borough Council maintains, therefore, that expenditure at the average level of the four Welsh Districts of £5,811 per 1,000 of population would provide sufficient money to enable them to finance the proposals outlined below, which would in the words of section 207(4) of the Local Government Act 1972 "lead to an improvement in the library facilities in the Borough of Blaenau Gwent" and that the considerable benefits which would accrue to the population of the Borough would be achieved by a level of expenditure no greater than that accepted by the Welsh Office for the cost of the services (on average) of the Independent Welsh Districts.

The Borough Council's proposals are set out below:-

A. Staff

The Borough Council considers that the staff and especially the qualified element of the staff, available to provide professional advice and assistance to library users in the Borough, is amongst the most important factors contributing to "a comprehensive and efficient library service". The Council would take immediate steps to improve the existing situation in the Borough area by appointing a Borough Librarian and professional librarians to control a Reference Library Service for the Borough and Children's Library Services (the duties of these professional librarians are outlined in the relevant sections that follow). They would also consult with other authorities to produce a career structure which would not place the authority at a disadvantage when competing to attract recruits to the service or professional librarians to fill specific posts.

B. Books

The figures of expenditure on books by Gwent County Council and the actual number of books added each year per 1,000 of population, as shown earlier, clearly show that the population of Gwent County generally, and the inhabitants of Blaenau Gwent in particular, are placed at a most serious disadvantage in this second important factor contributing to the provision of "a comprehensive and efficient service".

The Borough Council would take immediate steps to increase the book provision made within the Borough both in quality and in range, to bring it up at least to the general standard currently provided in Wales, and would afford particular attention to reference library material, where the needs of the Borough are clearly not being met at the present time.

C. Premises

Were the Borough Council to be designated as a library authority, it would not claim that additional or extended library premises could be provided immediately but it would place a high priority within its capital works programme to the provision of additional or extended service points.

The Borough Council considers:-

(i) that a central library containing all of those services which should be provided centrally to afford the population of Blaenau Gwent a "comprehensive and efficient service" is necessary in the Borough;

(ii) that branch libraries are necessary to serve the growing communities in areas such as Beaufort and Rassau where, at present, they have only a mobile service or if they wish to use a branch library are faced with a long and difficult - perhaps even hazardous where children are concerned because of the road pattern and the physical nature of the Borough - journey;

(iii) that all old peoples' homes and sheltered homes within the Borough should have library facilities provided within each establishment, as the inhabitants are usually, because of physical condition, confined within the establishment or if mobile, cannot venture far beyond the establishment. The Borough Council would treat the installation of small collections of books (300 to 500 volumes) in each of the various homes as an urgent priority. The residents would have unrestricted access to the collection and a proportion of the stock would be changed frequently to afford a continuous adequate choice.

The Council is also confident that it could provide a ground service point in developing areas, where there is currently only a mobile service or no service within a short distance.

The provision of a purpose-built central library to provide within one premises, all of those necessary services which should be provided in the Borough from a focal central point, must obviously be regarded as a longer-term priority but the Council is confident that a rearrangement of functions within the three main branch libraries could be carried out immediately to enable them to establish the nucleus of a properly constituted central reference library and a central music, record and cassette library.

D. A Central Reference Library Service

The Borough Council considers that the population of Blaenau Gwent generally and industrial, commercial and general council activities in the Borough are placed under a great disadvantage by the complete lack, save for a quick reference facility, of a properly organised and stocked reference library service in the Borough. As stated earlier, the Council, as a first and immediate step would appoint a suitably qualified professional librarian to set up a reference library service, which would attempt to satisfy the reference needs of the Borough generally.

The specific requirements of a reference library service to satisfy the Borough needs cannot all be set out in this application but the reference librarian would be expected to provide:-

(i) as wide a range of commercial, industrial and technical information as possible relevant to the commercial, industrial and technical activities carried on within the Borough and to provide an information service to the Borough Council departments. The present inadequate quick reference collection, which is especially deficient in commercial, industrial and technical information can, in no way begin to answer these needs;

(ii) all British Standard publications through subscription;

(iii) a representative selection of government publications, particularly statistical publications;

(iv) a full range of telephone directories covering the United Kingdom;

(v) a full range of Ordnance Survey Maps of the Borough area;

(vi) a local information service;

(vii) a local history collection which would systematically collect, catalogue and index material of all kinds relating to the industrial, commercial and social history of the Borough area.

The Borough Council attaches particular importance to the provision within the Borough of as complete a commercial, industrial and technical information service as possible, both to assist council departments responsible for the attraction of new industry and commercial undertakings, and to serve as an additional inducement, allied to other advantages the Council can offer, to firms to come to the Borough area; and of course, to provide a service to those firms which are established in or might be attracted to the Borough.

E. Childrens Library Services

The Borough Council attaches great importance to the provision of a high level of service to children. If school leavers are to compete successfully for the limited number of jobs available today, they have to be literate as well as numerate. The public library service has a most important role to play, outside of the formal education system, in producing a literate society and the Borough Council wishes to play its full part in encouraging the young people of the Borough to acquire, and to retain, the reading habit.

The Council considers that this important service should be under the control of a professional librarian who has specialised in children's work and would therefore, as stated earlier, seek immediately to appoint a suitably experienced, qualified librarian to control the service. The Children's Librarian would not only ensure that a satisfactory and relevant range of books, for both lending and reference use, is acquired but would also be expected to organise on a formal, continuing basis, activities designed to increase the use of books and the public library service - story hours, quizzes, competitions, formal school class visits, a service to play groups and related activities which at present are not provided on an organised, regular basis within the Borough.

F. A Library Service to house-bound residents

Those residents of Blaenau Gwent who, because of age, infirmity or physical disability, are house-bound or are only able to leave their homes with assistance or with great difficulty, receive no special individual library service in

their homes from the County Council, even though their circumstances eminently warrant such an individual service. The Council is especially conscious of the need to provide a library service to the homes of these less fortunate members of society and would, as the library authority, explore all avenues open to it to provide such a service. As a first step, this could be operated through the Borough Council controlled meals on wheels service operating on behalf of the public library as a delivery service but they would seek eventually to set up a wider-based service, to cater for all categories of house-bound residents, after a thorough study of the problem.

G. Music, Record and Cassette Library

The Borough Council would, as soon as possible, lay down the basis of a central collection of music in the Borough by purchasing miniature scores and instrumental parts and books on music on a regular and continuing basis, and also a central collection of recorded music and the spoken word. The proportions of gramophone records, cassettes or the new computer discs, which are becoming increasingly widely used, would be decided after consultations with library users.

H. A Central Library for Blaenau Gwent

The Borough Council has referred to the need for an adequate central library building in the foregoing pages. They make no claim to be able to provide this in a short time but they are convinced that they can make an early start on the provision of the central services, which would be provided for the use of the whole Borough - individual residents and industrial and commercial undertakings -, and house them temporarily in the existing full-time libraries until such time as adequate central premises, whether a new building or the extension of an existing service, are made available to permit them to be brought together and thus to be most effective.

I. Management

The Borough Council would determine at the outset that the library function would rank on an equal footing with every other function administered by them and with this in mind the first procedural step would be to set up a Libraries Sub-Committee which would have direct access to the Leisure and Amenities Committee.

6. CONCLUSION

There is no doubt that the proposals of the Borough Council for a library service under its control would lead to a most decided improvement in the library service provided in the Borough. The Council has the will to provide the service and has an excellent record in the provision of other local government services and, therefore, the necessary administrative experience quickly to establish a new style service.

Moreover by spending only at the average level of the existing independent library authorities in Wales, there would be sufficient revenue available - compared to the amount currently spent in Blaenau Gwent to operate a service which has many deficiencies, in the Council's opinion - to finance all of the proposals of the Borough Council.

The Council believes that the residents of Blaenau Gwent need and deserve a library service of the kind it has outlined above in its proposals. Given the opportunity it will implement its proposals and thus bring about "an improvement in the library facilities in the Borough".

R. LEADBETER M.A., I.P.F.A., F.R.V.A.
Chief Executive

SEPTEMBER, 1984

NEWPORT BOROUGH COUNCIL

Application to Secretary of
State for Wales
for the Council to be constituted
as a Public Library Authority

Section 207(4) Local Government Act 1972

G N COOK
Chief Executive
Newport Borough Council
Civic Centre
NEWPORT
Gwent

SUMMARY OF THE CASE TO THE SECRETARY OF STATE
REQUESTING NEWPORT BOROUGH COUNCIL BE CONSTITUTED
A LIBRARY AUTHORITY UNDER THE LOCAL GOVERNMENT ACT 1972

1. In the area of Newport Borough Council, the Library Service has not progressed since 1974. In fact it is submitted there has been a deterioration:
2. There appears to be no comprehensive library plan to cover long term policies and development of the service. Revenue expenditure has consistently been below the Welsh national average and capital programmes have been limited to only 6 new developments since 1974, and outside Newport Borough.
3. The County has been slow to carry out library developments and appear to have ignored the needs of the urban areas of Newport.
4. The evidence suggests that the present area covered by the County Council for library purposes is too big for them to deal with comprehensively and that improved results would be achieved if they concentrated on the area outside Newport Borough.
5. The County have never introduced any system informally or formally - for joint discussions or meetings concerning matters of common concern which may affect the operation of the library service in Newport.
6. Within the Newport Borough area the County have placed a far too heavy reliance on the use of mobile libraries instead of providing new libraries in urban communities. No account has been taken of unemployment trends, changes in the nature of population, or the relationship between recreation provision and libraries.
7. Reading Room facilities at Branch libraries have been reduced.
8. Fines for overdue books have increased substantially since 1974, being only one old penny in the former Newport County Borough prior to decimalisation in 1971.
9. Hours of opening have reduced significantly.
10. Professional staffing levels have reduced since 1979/80, with more dependence being placed upon other non-manual staff.
11. Book expenditure has been restricted and consistently below the average expenditure for Welsh Districts.
12. No attempt has been made to provide temporary libraries in those urban areas in greatest need.
13. The record of the County regarding gramophone records and cassette purchase and extension of these facilities has been poor.

14. The County have failed to take account of the benefits of new technology and the introduction of such in their libraries has not taken place on any great scale.
15. As the Public Library Service is only marginally connected with the School Library Service and is funded separately, there would be no adverse effect on the latter service if Newport assumed responsibility as the Borough Council would wish to work in close collaboration with the Schools Library Service.
16. Minimal improvements have been carried out in the Central/Reference Library accommodation of the building which compares unfavourably with the ambitious programme and activities of the Museum and Art Gallery.
17. There have been conflicts over the occupation and maintenance of the Central Library and Museum and Art Gallery building and the amalgamation of the Library with the existing Borough activities would be more economical and manageable.
18. Newport Borough Council regards the Library Service as being of the utmost importance and this attitude would be reflected in the standards the Council would ensure operated within the Service, should responsibility for the Library Service be returned to the Borough Council.
19. The Borough Council has the capacity, resources and determination to provide an enhanced Library Service to all its residents and calls upon the Secretary of State to constitute Newport a Library Authority under the powers vested in him by the Local Government Act 1972.

G N COOK

Chief Executive

GROUND'S FOR THE COUNCIL'S APPLICATION AND THE 1973 SUBMISSION

1. Prior to Local Government re-organisation in 1974 the Council submitted a detailed case showing overwhelmingly why the Borough should be responsible for library services. The main points made in that submission still hold good to-day and there is no doubt that the Borough Council have the capacity to provide an efficient library service for the area and the transfer of this function will not prevent Gwent County Council providing a full and efficient service for the remainder of Gwent.
2. The indications are that there has been no growth in the library service in Newport since 1974, no development of new facilities have taken place, hours of opening have been reduced together with reductions in staff affecting the service to the man in the street, and that little regard has been taken of changes in leisure time, industrial needs or advances in new technology. Appendix E sets out some socio/economic facts relating to the Borough.

HISTORICAL BACKGROUND

3. The former Newport County Borough Council had a long tradition of providing accessible libraries for the community. As far back as 1870 the Corporation adopted the Free Libraries Acts, aided by the Newport Mechanics Institute, who donated their building and books to "the people of Newport" as a start for the new service. Newport progressed this facility and in 1882 a new Central Library was built.
4. County Councils were enabled to provide Public Libraries by the 1919 Public Libraries Act, but even so it was some 6 years later when Monmouthshire County Council adopted the powers and in 1927 introduced a new service. This was based initially on boxes of books in schools and small town libraries at Pontypool, Abergavenny, and Monmouth. Later a number of branch libraries were created and a mobile service developed. After years in various buildings the County Library headquarters moved to Cambria House, Caerleon. This is now located at County Hall, Cwmbran, remote from the large populace of Newport.
5. Over the same period the Borough continued developing and adapting the library service to meet the changing nature of the urban population and the needs of an expanding large town. Several branch libraries had been opened and in 1958 a mobile service was introduced to serve remote areas of the town. In 1966 a temporary branch library was opened at Bettws, a large estate, and in 1968 the Central Library was transferred to a purpose-built building incorporating a Museum and Art Gallery in the centre of the Town. In 1971 and 1973 respectively, new branch libraries at Bettws and Ringland were completed. In total there were 8 libraries in the old Newport area in 1974, 2 others were in the area now included within the Borough.
6. Despite an ambitious programme for 3 new libraries and one replacement, formulated by the former Newport County Borough Council, the number of libraries remains unchanged since 1974.

CAPACITY

7. The population of Newport is 130,200. This is substantially larger than the minimum of 40,000 required for new library authorities.
8. The area is mainly urban comprising the former Newport County Borough area which accounts for 82% of the population of the Borough. The population per acre within the Borough is 2.8 compared with a population in Gwent as a whole of 1.9.
9. The Borough would be able to provide and develop a comprehensive library service by use of the staff, stock, buildings, facilities and equipment which would be transferred from the County, if an Order were made. Further reference is made to these individual aspects later in this document.

EFFECT OF AN ORDER UPON GWENT LIBRARY SERVICE

10. The constitution of the Borough Council as a library authority would cause no detriment to the remaining service which would be provided by the County Library Authority. The County service functioned quite satisfactorily without Newport between 1927 and 1973, and there is no reason why this should not happen again. Even the transfer of staff and equipment would only have a marginal effect upon the operation of the County service, enabling the County to concentrate upon a less demanding area.
11. The population of Gwent outside the Newport Borough is about 309,900 which is more than adequate for the administration of a library service. The population will still be greater than the population of Dyfed, Gwynedd and Powys and only marginally smaller than Mid-Glamorgan. Gwent outside the Newport Borough is geographically more compact than those 3 Counties and therefore easier to organise.
12. In all circumstances, it is submitted that the County of Gwent outside the Newport Borough will be large enough in terms of population and financial resources to provide a comprehensive and efficient library service, (without prejudice to any application which may be made by other Gwent District Councils).

COUNTY COUNCIL COMMENTS ON THE 1972 CASE

13. At that time the County Council accepted that the former Newport County Borough Council provided an efficient and comprehensive service and the fact that the Borough Council could do so in the future was not challenged. It was also accepted that Gwent excluding Newport could provide an efficient and comprehensive service.
14. The County Council's main argument was that the unification of the service could enable them to provide a more effective and economic service for the County as a whole. The Borough Council, at the time, felt that this was only a matter of opinion unsupported by any evidence.
15. Additionally, the County Council indicated that they had not decided whether or not the library service should be separate or integrated into the Education Service. They were prepared to forego integration if this enabled them to be responsible for the library service for the whole of Gwent.
16. The Borough Council has made no attempt in the present submission to analyse Gwent's School Library service. It is acknowledged that the public library service is involved, but the Borough would wish to collaborate with the Schools service and the Schools in Newport, to cater for their requirements.
17. In their document of comments upon Newport's case in 1972 the County made the following statement: "... Gwent are likely to build upon those elements in the existing Newport service which are commendable. It is anticipated that central and branch libraries would, initially, continue to function as at present, that their functions would be reviewed, and that the object of the review would be to extend and develop where necessary."
18. In 1984 we can clearly show that the County have failed to fulfil their promise of a decade ago.

PROVISION OF NEW FACILITIES

Development since 1974

19. It is in this area that the library service in Newport has shown nil growth since 1973, reflecting not only a lack of cogent development plans but also the need for operative control at Borough Council level. There appears to be no library development plan and a reluctance to commit capital resources to a new library programme.
20. Prior to transfer of the Newport libraries the following proposals were included in the County Borough's Capital Programme:-

Scheme	Capital Cost	1972/73	1973/74	1974/75	1975/76
* Ringland Branch Library	67,000	40,000	27,000		
Malpas Branch Library	68,000		48,000	20,000	
Branch Library Caerleon Road/St Julians area	68,000			68,000	
Branch Library Maesglas/Gaer	68,000				68,000
New Branch Library Pillgwenlly	67,000			67,000	
Mobile Libraries (one replacement and one new to cover extended areas)	10,000		5,000	5,000	

* It should be noted that this library was planned as a multi-purpose building to serve the Estate combining a Community Centre. The library was subsequently completed by the County Borough prior to transfer. To-day the use of the building is split between the Borough and County Councils.

21. In view of inflation and rising costs since 1973 the cost of implementing these proposals now would be in excess of £1.3m.
22. Apart from the completion of the Ringland Branch Library and the Mobile Libraries none of the remaining newbuild schemes have been implemented by the County Council. The only positive scheme to emerge from the County Council is a scheme to provide a library at Malpas. However, they have run into site difficulties and the scheme has only recently

been included in a firm programme despite the fact that the former Newport Borough Council had identified a site prior to re-organisation. The site now identified by the County requires a CPO and therefore there is some uncertainty whether the scheme will proceed.

23. Even taking account of the four major schemes referred to above which have not been progressed, the inability of the County to get to grips with the library needs of an urban population, fall way short of the criteria suggested by the Working Party referred to in the 1971 Department of Education and Science Circular - "Public Library Service Points" as follows:-

"In urban areas no person should normally have to travel more than one mile to a library. This should be less in heavily built up areas where natural centres of population are closer together and the density of population justifies the provision of more libraries."

24. Although in that document it was also acknowledged that it was not unreasonable for some readers to travel further, given modern transport, Gwent's lack of progress in areas with identified library needs is extremely poor.
25. An analysis of these areas makes it even more important that the library function is transferred to the Borough in order to rectify the deteriorating service to the ratepayers, and inhabitants. Details of areas covered by the four unimplemented schemes are set out below:-

(a) Malpas

An outer urban area of the Borough split by the main A4042 road, with a population of some 9010. Mixed housing comprising a large Council estate and private housing. Two large private estates completed during last 10 years. Contains a significant number of sheltered schemes for the elderly and 24 new elderly units have been provided by the Borough since 1974. Estimated population gain (east of Malpas Road) since 1974 is 550. 12.6% of the population are of pensionable age. Mobile library service presently provided once a week. Nearest library - Bettws (2 miles)

(b) Caerleon Road/St. Julians

A large urban area consisting of two individual communities but dominated by the large St. Julians Estate. Population estimated at 12,423 with an estimated increase of 1,200 since 1974, including the Old Barn Estate, with a large number of elderly. 216 new sheltered units provided since 1974. 20.3% of the population are of pensionable age and the unemployment rate has increased from 2% in 1971 to 10.9% in 1981.

(c) Maesglas/Caer

This area mainly consists of 3 large Council estates, including Duffryn completed since 1974. High level of unemployment particularly at Duffryn, with a large number of elderly and children. In the three areas, 396 new units of sheltered accommodation have been provided since 1974, with plans by the Borough for further schemes. Population gain since 1974 at Maesglas and Duffryn alone has been 3500. 11% of the population is of pensionable age and at Duffryn

unemployment is around the overall Borough level of 14.4%. A new private estate of some 115 dwellings is under construction at Maesglas and there are further plans for increased housing provision at Duffryn including private and public and a Home for the Frail Elderly. In terms of library facilities this is probably the most deprived area in the Borough and although the County Council indicated that the current building programme includes for a library in this area, this is not a firm commitment and a site is not identified. The area is heavily served by the Newport West Mobile and the nearest branch libraries are at Pillgwenlly or Stow Hill, some 2/4 miles away and inadequate in size or facilities.

(d) Pillgwenlly

This is an area containing a considerable amount of older houses, affected substantially by Council slum clearance in recent years. Accordingly, the area has mixed housing including five new estates built by the Borough. Although the population of the area has decreased marginally since 1974, it is still of a very urban nature being near the Docks and other light industries, and is substantially in need of improved library facilities. The existing building is old and formed part of the original Borough service before 1900. Having regard to a high unemployment level (32% - Newport Industrial Monitor), the provision of a number of sheltered housing schemes since 1974, and a significant number of elderly residents, library provision in this area needs urgent review with a view to enhancing the provision.

5. The above synopsis of the factors of these four areas more than demonstrates the lack of progress of the County in library provision in the Borough. There can be no doubt that if the service had remained within the ambit of the Borough the now urgent requirements of these areas would have by now been catered for. It is even more significant that the County have made no attempt to provide temporary facilities in these areas. This argument is reinforced by the Borough's record in these areas to date in terms of commitment to recreation provision and provision of sheltered housing. Community centres have been provided at Duffryn, Maesglas, Pillgwenlly and St. Julians, together with active support and finance for voluntary provision. High priority has been given by the Council under the Urban Programme for a community centre at Malpas. Significant economies could have been achieved if provision had been made for libraries in conjunction with an integrated leisure plan under the control of the Borough. The Council see the library service as very much a part of the local recreation service, and undoubtedly if it had been responsible for libraries provision would have been made as part of a comprehensive local leisure plan.

Other Areas of the Borough

7. Apparently, no long term plans have been drawn up by the County. It is important to note that since 1974 the County has only provided six new or converted buildings for library purposes - all of which have been outside Newport Borough. Apart from tentative proposals for libraries at Maesglas and Malpas (problems and sites to be resolved), no clear progress for the County as a whole has been formulated although it is understood that now (September 1984) they are at long last reviewing the development of a comprehensive library service.
8. This lack of development impetus may be the unhappy consequence of the library service having to compete for resources with services of a larger scale e.g. education, highways, etc., operated by the County. Under the control of the Borough it would be competing for resources with other

community based services and could expect a greater priority within the Borough's programme. It is submitted that the County service could develop much more satisfactorily without the problems and intricacies of dealing with Newport's urban community.

29. Since 1974 changing circumstances within the Borough, including settlement patterns, indicate that areas other than those indicated above are being deprived of efficient library services. Many areas have grown in population but the County is relying very heavily upon the two mobile libraries serving Newport urban areas without preparing longer term plans to provide permanent facilities.

30. Taking the Borough as a whole the following areas require urgent review in library terms:-

(a) Duffryn/Maesglas/Gaer (referred to above).

In view of the population growth in these areas and the physical geography of the areas, there is evidence to suggest that two new libraries are required, possibly based on the Duffryn/Maesglas area and the Gaer and adjoining areas to the north and west. At the Gaer alone 25.6% of the population are of pensionable age compared with 18.7% in 1971. Under the criteria for urban areas (DES Circular) both could be justified.

(b) Bassaleg/Rhiwderin area

This is mainly an area of private housing with a medium-size Council estate, but has grown considerably in recent years. Although mainly rural, population is now 3799, an increase of about 600, since 1974, with further housing development proposed under the County Structure Plan. 11.6% of the population are of pensionable age. There are plans for community provision by the Borough and the Community Council and permanent library provision could be justified. Nearest Branch library is at Rogerstone - over 2 miles away.

(c) Marshfield

Another area mainly consisting of Marshfield Village and adjoining outlying farming communities, of a rural nature. However, it is somewhat remote from the main Town library facilities and with a population of some 2,423 inhabitants. The Marshfield Ward includes other outlying rural areas. The population of Marshfield/Castleton villages alone is 1,280. Some permanent library facilities are justified, though not on the basis of a new purpose-built building.

(d) Stow Hill Library

This library serves the surrounding Handpost area and is generally well used. However, the accommodation is inadequate and some enhancement of facilities is needed.

(e) Caerleon

The present library is based in the Community College, a little remote from the main centre of population. This is a large area, being a former Urban District, and some upgrading of facilities are urgently required but to date no start has been made.

(f) Area East of the River

Generally this area is adequately catered for in library terms, with the exception of the St. Julians/Caerleon Road area referred to earlier in this report. However, the growth of population in the Liswerry Area (some 10,187 inhabitants) suggests a review at least of the facilities and location of the Carnegie library.

It is within the rural areas east of the town that the position needs to be re-assessed. Pockets of private developments have been carried out in recent years and further land earmarked for housing development in the County Structure Plan. There is no permanent library covering this large area, although there is a pocket of urban development at Underwood which consists of a Council estate and Leisure Centre, containing a population of some 2127 alone. There are library facilities at Underwood, run entirely by volunteers, which falls way short of the facilities which would be expected to be provided by a County Library Service in this area. Here again the whole area is heavily reliant upon the mobile service which it should be noted also serves the Magor area just outside the Borough boundary - an area of expansion, without permanent library facilities.

The number of book issues by the Newport East Mobile library has fluctuated from between 64,418 in 1977/78 to 49,921 in 1983/84. However, the average of the past 10 years has been 58,212 and taking account of the total population of the area of 5,836 a permanent library is justified.

The Mobile Library

31. Newport is served by two mobiles covering the East and West areas and based upon a fortnightly timetable. By and large the timetable is satisfactory but the heavy coverage of urban areas of the town must be questioned, and can only be related to the failure of the County to develop a comprehensive urban library service for the Town.
32. The provision of much-needed permanent branch libraries in various parts of the town would have relieved the workload of the mobiles, enabling a much improved and more frequent service to be provided in the remoter parts of the Borough. With the Newport East mobile issuing an average of 58,212 books over the past 10 years and Newport West issuing 47,792, it is submitted that a serious review of the need for permanent facilities is necessary.
33. The mobiles are currently garaged at Carnegie library. If the Borough took over the library function this arrangement could continue and vehicle maintenance undertaken cost effectively by the Director of Transport.

The Borough's Proposals - New Libraries

34. The Borough Council recognises that considerable resources will be required to pull the library service back onto a progressive course, after 10 years of standstill under Gwent County Council control. However, it is confident that the present inadequacies can be corrected and that sufficient resources can be made available to introduce a comprehensive development programme.
35. The Community Centre programme is nearly completed but the extension of the programme to cover libraries would be a logical progression and wherever possible they would be linked with existing provision. In this respect, the following action would be instigated by the Borough:-

- (a) A critical and detailed review of existing library facilities in the Borough, including changes in population, demographic features of communities, and existing community and recreational facilities.
 - (b) The compilation of a programme to provide new libraries, based upon priorities but certainly including a start on sites at Malpas, Maesglas/Duffryn and St. Julians. Sites in these areas can be identified and developed. Also, an examination would be undertaken of present facilities at Pillgwenlly, Stow Hill and Liswerry.
 - (c) A detailed examination of other areas of the Borough and the identification of the areas requiring enhanced facilities.
 - (d) Flexibility in order to change priorities as a result of the detailed investigations, and the preparation of a library development plan.
 - (e) Detailed examination of the servicing schedule of the two mobile libraries, in the light of the proposed new library provision with a view to improving the service and frequency of calls. The Council would continue arrangements for a mobile service to the few areas outside the Borough Boundary at Magor, Ponthir, etc., on an agency basis.
36. Again, the Council would have regard to the criteria set out in the DES Publication "Public Library Service Points" which indicates:-

"Housing Estates, which look to a main shopping centre beyond their own boundaries may often need branch libraries of this kind. In these and similar circumstances the branch library will often be the only social building available to the community in the evenings and may often become the meeting place and a social centre, as well as a library. We believe that such a development should be welcomed and encouraged and should be provided for by incorporating additional facilities such as exhibition space, meeting rooms and refreshment facilities in the planning of branch libraries where there is good prospect of their being used. In some areas there may be advantages in associating the branch library with other organised facilities of an educational, cultural or recreational nature."

EXPENDITURE ON LIBRARY SERVICE

OVERALL EXPENDITURE

13. The statistics prepared by CIPFA show that Gwent County Council is below the average for Welsh Counties in expenditure per 1,000 population on the library service as Appendix A illustrates. Indeed Gwent spends less per 1,000 population than the average for all Counties in England and Wales and less than the average for Library Districts in Wales. The figures for expenditure per 1,000 population in 1983/84 are -

	£
Gwent County Council	4,847
All Welsh Counties	5,548
Welsh Library Districts	5,935
Counties England and Wales	5,678

PURCHASE OF BOOKS

4. The percentage of the library budget spent on books in Gwent has generally been well below the percentage achieved by the Newport County Borough Council prior to re-organisation as the following table illustrates.

<u>Year</u>	<u>Total Expenditure</u>	<u>Books Expenditure</u>	<u>%</u>
	£	£	
<u>Newport</u>			
1970/71	121,722	25,103	20.6
1971/72	134,584	28,967	21.5
1972/73	162,493	30,800	17.6
1973/74	175,022	34,075	19.5
<u>Gwent</u>			
1974/75	808,019	122,713	15.2
1975/76	978,265	153,474	15.7
1976/77	1,052,024	104,474	10.0
1977/78	1,208,958	171,922	14.2
1978/79	1,336,277	198,132	14.8
1979/80	1,491,950	219,426	14.7
1980/81	1,796,326	253,075	14.1
1981/82	1,995,595	307,798	15.4
1982/83	2,143,401	377,612	17.6
1983/84 (Approx.)	2,139,200	381,600	17.8
1984/85 (Est.)	2,273,130	400,700	17.6

5. Appendix B shows that the expenditure per 1,000 population in Gwent on books has been less than the average for Welsh counties in every year since re-organisation. Although a detailed analysis has not been undertaken of the individual book categories (e.g. fiction, non-fiction) these figures suggest a failure to make adequate provision for books and other materials.
6. Appendix B also shows the total book stock held by the County from 1974/75 to 1983/84 with the number of books added during these years. The book stock at the end of 1982/83 is equivalent to only 2,094 for 1,000 population compared with the average for Welsh Counties of 2,805.
7. The figures also show that the number of books added by Gwent has fluctuated over the 10 years with a tendency towards reduction but a marked reduction from 86,620 in 1974/75 to 70,343 in 1982/83. The figure for 1974/75 has never been sustained by Gwent.

48. Of the Gwent stock of 940,588 some 290,509 books are held in Newport, mainly based on the large stock handed over by the County Borough in 1973.

49. The low level of book provision is shown by the following statistics taken from 1983/84 CIPFA statistics:-

Gwent spend £790 per 1,000 of population.

All Welsh Counties spend an average of £906 per 1,000 of population.

All Counties (England and Wales) spend an average of £948 per 1,000 of population.

Welsh Districts spend an average of £1,071 per 1,000 of population.

These expenditure levels are reflected in the number of new books added each year. In 1982/83 added per 1,000 of population in Welsh Counties were:-

Clwyd	263 volumes
Gwynedd	224 volumes
Dyfed	194 volumes
South Glamorgan	192 volumes
Powys	180 volumes
West Glamorgan	173 volumes
Mid Glamorgan	167 volumes
Gwent	160 volumes

In Welsh Districts the figures were:-

Rhondda	327 volumes
Llanelli	266 volumes
Merthyr	180 volumes
Cynon Valley	157 volumes

Book Issues

50. Newport	1972/73	934,155
Gwent (Newport Issues)	1979/80	1,160,601
	1980/81	1,137,361
	1981/82	1,050,891
	1982/83	1,078,106
	1983/84	1,110,719

51. It is admittedly difficult to draw any firm conclusions from these figures having regard to modern social influences, and changes in leisure patterns, but the small increase in issues since 1972/73 must be questioned. It should also be remembered that the Newport figures for 1972/73 do not include the libraries at Caerleon or Rogerstone, nor the additional mobile library now serving the area, which served an additional population of some 25,000. In real terms, therefore, these figures show an overall drop in the use of the libraries since 1972/73.

9. The level of book issues must, in part, be related to the absence of a positive County policy to encourage use, and this is supported by the reduction in opening hours, the non-provision of new libraries and declining book stock. Gwent has never carried out a users survey to try to identify requirements and preferences.

Discs and Tapes

3. Appendix B clearly shows that Gwent have in the last 10 years fallen behind other Welsh Counties in the provision of these facilities. Expenditure per 1000 population indicates that Gwent's performance ranged from 4.44 in 1977/78 to only 3 in 1982/83 compared with the Welsh average of 10.31 and 17 respectively. Clearly Gwent have failed to develop these services, which nowadays form such a basic part of modern leisure aids.
4. It is also significant that Gwent's gramophone record collection is based entirely on that provided by the former Newport County Borough. In July 1972 Newport had 670 records. The collection at Newport is now 1229 an increase of only 54% in 12 years. This facility was not provided in any of the County libraries and even now has only been extended to Cwmbran library on a very limited basis.
5. With regard to tapes Gwent has about 1394 cassettes, all in the spoken word, of which 229 are in Newport. These are generally available to the public. The stock cannot be described as satisfactory when compared with other Counties.
6. In fact when compared with all Counties in England and Wales (1982/83), Gwent has the lowest sound recording stock of those stocking these items. In Wales the figures are:-

Dyfed	22571
South Glamorgan	16082
Clwyd	13067
Gwynedd	11834
West Glamorgan	11497
Powys	6847
Mid Glamorgan	2917
Gwent	2400
7. Clearly Gwent have chosen not to develop this service or have simply neglected it. It is notable that many library authorities are now beginning to enter into the field of video recordings. No such start by Gwent is recorded in the 1982/83 statistics.
8. An examination of newspaper expenditure is equally cause for concern. Reading Room facilities in Newport are now only provided at the Pillgwenlly and Reference libraries.

Fines and Fees

59. It is significant perhaps to note that the fines for overdue books no stand at 15p per week (or part) in Gwent. It was only one old penny prior to decimalisation in 1971.

The Borough Programme

60. Upon transfer of the function the Borough would aim to rectify the present inadequacies in the following ways:-
- (i) A complete review of total book stock including all categories and reference items with a view to increasing the availability and choice of books to the public, and the establishment of clear links with related County services and Newport Schools.
 - (ii) Make sufficient provision in the Estimates to increase expenditure on book stock to the all Wales level to keep pace with inflation, etc.
 - (iii) Updating of gramophone and tape cassette collections with an examination of the feasibility of maintaining a video collection.
 - (iv) Review of newspaper and periodical purchasing with a view to making greater access available to the public.
 - (v) Critical review of the fines and fees system and income received.
 - (vi) The commissioning of a survey of users preferences and needs.

THE CENTRAL/REFERENCE LIBRARY

Prior to 1974

1. This library is the main library in Newport and has considerable facilities. It is acknowledged that this library has the best facilities and reference material in the County. However, it should also be noted that it was established by the former Newport County Borough and based upon a considerable local collection of books and other materials.
2. The library is housed in purpose-built accommodation, including a Museum and Art Gallery (operated by the Borough Council), which was opened in 1968. At that time, the library contained a central lending library, reference library, cataloguing room, staff offices, stock room, staff kitchen and a mess room.
3. A gramophone record library was introduced in 1972 with a collection of 670 records, in the central library.
4. Prior to 1974 the reference library had a large book collection (66,079 including 10,632 pamphlets) with long opening hours. There was an extensive local collection of 13,275 items, part of which was housed in an air-conditioned muniment room. In 1970 a microfilm reader was provided and recent newspapers recorded in microfilm format. Stored in the stock room were reserve stocks, bound volumes of periodicals, The Times and local newspapers. Books were checked and catalogued and processed for issue to the central and branch libraries.

Since 1974

5. The Newport central and reference libraries continue to be the main focus of Gwent library service although comparative facilities are slowly being developed at Cwmbran. This is significant and gives weight to the view that Gwent Library service is perfectly viable without the Borough, particularly with the normal book exchange arrangements which operate between library authorities. Apart from a few new additions of material such as Census Returns for Genealogical purposes, and a few microfilm readers, little or no development has taken place. Improvements have not been carried out to the library accommodation since 1974. This on its own may be unimportant; the building may be perfectly satisfactory as it is. But, coupled with the decline in book stock and opening hours it is believed by this Council, that to encourage users, facilities need upgrading from time to time.
6. In addition, there appears to be no organised industrial information in the Reference Library. The Council is aware that great emphasis is put upon this need by the Government as indicated in the HMSO Publication "The Future Development of Libraries and Information Services".
7. Over the same period the Borough has carried out many improvements to the Museum and Art Gallery. These include:-
 - (i) The provision of a Museum Shop and Information Centre at a central focal point within the building. The shop contains a wide range of stock and educational publications, together with souvenirs and gifts. The shop provides a service for the many visitors to the building as well as promoting public awareness of the facilities.

- (ii) The Museum has a fine and wide range of exhibitions covering matters from costumes and textiles to numismatics. An ambitious re-display programme is in progress and improvements to storage facilities have been completed.
 - (iii) Provision for temporary exhibitions, including exhibitors of national reputation.
 - (iv) Construction of a mezzanine floor.
 - (v) Work in connection with the collection and displays at Tredegar House and Country Park.
68. From this brief summary it can be seen that the Borough Council has committed a lot of resources into the activities of the Museum and Art Gallery. The educational and other social aspects of the facilities have not been ignored and efforts have been positively made to encourage public use. It is also significant that the position and policy of these activities are reviewed from time to time and a forward programme has been prepared.
69. The Borough Council consider that closer co-operation between the library and Museum and Art Gallery, by transferring the service to the Borough would be fruitful in terms of utilising the present promotional facilities and expertise of the Borough staff, which in turn would lead to a better public service. Libraries under the Borough's control would be utilised for greater community involvement, i.e. Exhibitions from the Museum.

Occupation of Building

70. The dual occupation of the Building by both the Borough and County has led to confusion and some conflict since 1974. Problems do arise on maintenance expenditure and other shared costs. On occasions Gwent have been reluctant to commit finance. Similar situations have arisen at Ringland Branch library which too is housed in a jointly occupied building.
71. In management terms, this situation is clearly unsatisfactory and there would be undoubted savings and better control if the library were transferred to the Borough.

The Borough's Proposals

72. The central library and Museum and Art Gallery Building was built in the context of wider development in the Town Centre, and is the focal point for activities in the area. Substantial improvements in the area adjoining the Town Centre will commence shortly, and the construction of a major Leisure Centre nearby makes it desirable for these cultural and recreation activities to be linked. In management terms it makes sense for the central library and the Museum and Art Gallery Building to come under the full control of the Borough Council.
73. It is acknowledged that the central/reference library is the major library in the County, but the Borough consider that the County Council could easily develop similar facilities at Cwmbran, and indeed a start has been made by Gwent in improving the status of this library.

Additionally, the resources of the Newport library would not be lost to the County. Many people from the rest of Gwent visit Newport and access to the facilities of the central library would be maintained and actively encouraged. The Borough would, of course, seek close co-operation with the County service, and participate with them in any interchange of books and other materials.

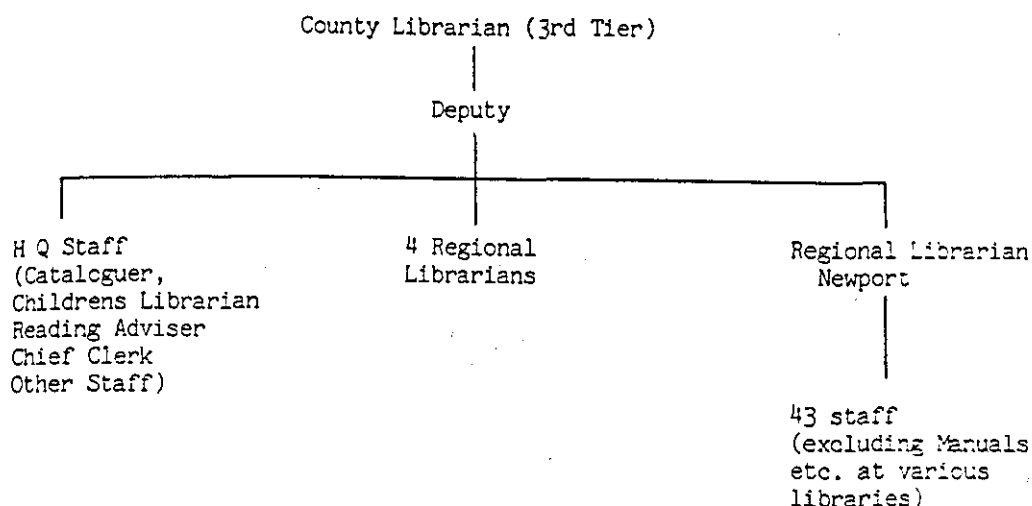
4. The Borough consider the advantages of closer links between the central library and the Museum and Art Gallery under common management outweigh those of the library as the Gwent major library, particularly as access to facilities would be maintained for those living outside the Borough. The greater co-operation between and information available to the Museum and Art Gallery will prove invaluable in promoting the library service. It is a fact that most visits to libraries by the public are leisure orientated.
5. By necessity, it would be the Borough's intention to carry out a thorough review of the joint facilities at the Building, with a view to:-
 - (a) Exploring how best promotional activities could be enhanced by, for example, arranging exhibitions, Saturday morning Reading Clubs and play leaders schemes.
 - (b) Developing a longer term programme of activities, on a co-ordinated basis;
 - (c) The development of new technology within the central and reference libraries.
 - (d) Discussions with the County regarding mutual co-operation and interchange of books and facilities.
 - (e) Developing the provision of a comprehensive range of commercial, industrial and technical information in the Reference Library for the benefit of these activities in the Borough, and to provide an information service to Council Departments. The Council in conjunction with the Community Projects Foundation, already sponsor a Community Development Team attached to the Newport Enterprise Agency, part of whose remit it is to ascertain the requirements of industry and commerce and in particular small businesses. The Council is, therefore, ideally placed to develop an information service on these lines.

MANAGEMENT STRUCTURE AND STAFFING

Present Structure

76. Under the present County arrangements the library service forms part of the Education Department with a County Librarian at 3rd tier level. Reports on the library service are submitted to the Leisure Sub-Committee of the Education Committee. Although based within the Education Department, the County Librarian has only limited responsibility for the Schools library service. There is no separate Committee vehicle solely concerned with the library service. There are no formal arrangements for inter-departmental discussions between other aspects of the County's functions:-

17. The Departmental Structure can be illustrated as follows:-



3. The Borough Council consider this Structure and particularly the control at Headquarters in Cwmbran to be too remote from the general requirements of the urban population of Newport. The standstill in the library service suggests that the integration of the service within a large Education Department, for administrative purposes, does not provide sufficient and adequate means of developing the library service. It is argued that local control by Borough Councillors dedicated to improving the services of a smaller but urban area, would bring about a better library service, than is allowed by the present composition of the Committee control made up of Members representing Gwent's various communities and interests.

STAFFING PROPOSALS

Present Staff Structure

2. The current staff employed by Gwent County Council (1983/84 statistics) totals 197 including 30 professional posts, 148 other non-manual posts and 19 manual posts. Only three other Welsh Counties have fewer professional staff and one other County more non-manual posts. Prior to 1979/80 the County employed 71 professional staff. This can only mean a greater

reliance by Gwent County Council upon other non-manual (including part-time) staff in providing their library service. This is supported by the cut-back in library opening times. In terms of staffing costs per thousand population Gwent is the lowest of all Welsh Counties at £2,643 and this is well below the Welsh average of £3,115 and all Counties of £2,971. However, there are only 32 fixed libraries in Gwent which is only marginally above Mid Glamorgan (30) and Powys (23). The fact that Gwent has a higher library population than any other Welsh County, and the low number of libraries, must be regarded as unsatisfactory.

THE BOROUGH COUNCIL'S PROPOSALS

Committee Structure

80. The library service would come under the control of the Leisure Services Committee. This Committee is assisted by two Sub-Committees - Indoor and Outdoor Recreation. These have the task of keeping under review the level and standard of service within their remit. They are responsible for identifying changing needs and demands and evaluating investment proposals and service objectives. It would be intended to extend the role of the Indoor Recreation Sub-Committee to include the library service. This Sub-Committee would report to the Leisure Services Committee and then Council. The Borough does not see a need to create a separate Library Committee, and consider the proposed arrangements to be perfectly satisfactory for formal democratic control and allowing the officers involved direct access to representation. However, the Council may set up a Library Sub-Committee for an initial period to facilitate the institution of the service. The arrangements will allow the maximum flexibility for in-depth research and consideration of the complexities of developing a library service and at the same time enable a close correlation with the wider leisure activities of the Council.

Staffing

81. Initially the staffing structure would be based on the staff and locations of the present Gwent Structure, though there is some doubt as to the present adequacy of the grading structure to provide adequate career opportunities for qualified library staff. However, the Council would wish to undertake a detailed examination of this Structure taking into account gradings, qualifications, effective use of staff, supervisory functions and value for money of the service provided. Additionally, it would wish to consider the need for a Childrens Librarian within the structure. It would be the aim to complete this review within twelve months and to consult closely with staff concerned and their Trade Unions, and other local authorities to assess their levels.
82. Newport's library service would be based at the Central Library. The Council would seek to integrate the back-up staff at the Museum to provide a joint support service i.e. typing, filing, etc. covering both the Museum and Library which offers advantages in flexibility.

Ancillary Staff

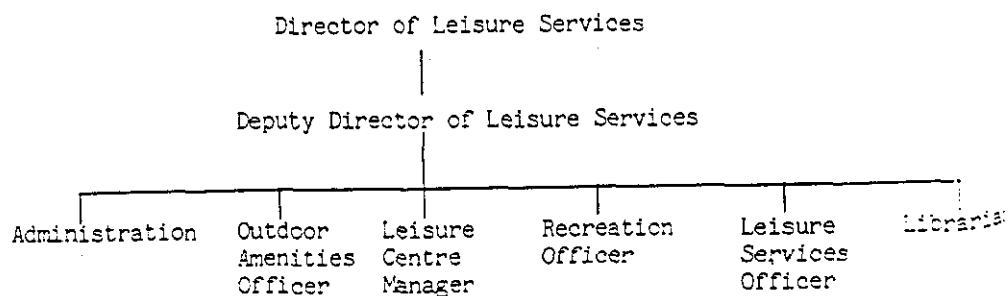
Some additional resources would be required for central organisation, ordering of new books, arranging cataloging, book binding and repairs. The existing arrangements within the County whereby repairs are carried out wherever possible by existing library staff would continue. Other major repairs could be carried out within existing Council resources. Similarly, with book binding, arrangements would be made with REMPLOY or other book binding firms, in accordance with the present County arrangements. The Central Library at Newport already have a large catalogue for books in the Town (but not all) and suppliers of books also carry out some cataloging themselves or upon request. Two additional assistants would be required for central back-up, cataloging, accounts and associated functions.

Borough Librarian

The Borough Council recognises the importance of the library service as an integral part of a comprehensive and co-ordinated leisure service. Accordingly, it would wish to recruit a Principal Officer as Borough Librarian to spearhead an improved service and to initiate the enthusiasm required for the management and administration of the service. The Grade of the post would reflect the enhanced status, duties and responsibilities demanded of the post.

1. The post would be based in the Leisure Services Department under the Director of Leisure Services. In this way, the Director will be able to co-ordinate the activities of the library in relation to the overall leisure service and provide access to the Council's Management Team of Chief Officers as part of the Council's corporate activities. The post would be a third tier post within the Department. The post would report to the Director of Leisure Services on all professional matters connected with the service.
2. More importantly, the Council recognises the need for close links with the Museum and Art Gallery. This is referred to elsewhere in the report but it would be proposed that the Librarian would be in close liaison with this aspect.
3. The broad duties and responsibilities of the Borough Librarian would be:-
 - (i) To seek the effective and integrated development of the library service in Newport.
 - (ii) To operate within the overall policies of the Leisure Services Department having regard to the inter-relationship of the service with other leisure and recreational activities.
 - (iii) To report to the Director of Leisure Services, the Management Team and the Council upon the operation and development of the library service.
 - (iv) To co-ordinate and supervise the work of all library staff.
 - (v) To liaise with other Council Departments upon the implementation of the new library provision and to review from time to time the requirements and level of service provided in the individual community areas of the Borough.

- (vi) To maintain and review the book stock, cataloging of books, and other library facilities for the welfare of the public.
 - (vii) To develop, in conjunction with other Council Departments, a comprehensive industrial development index, a scheme of information for voluntary and outside bodies, and other requirements to provide support and cater for the needs of Newport as a progressive and developing town.
 - (viii) To develop the use of the Central Library and its branches for community purposes, including lectures, exhibitions and other multi-purpose information points.
 - (ix) To contribute towards the wider aims of the corporate development of the town, in industrial, economic, educational and recreational terms.
 - (x) To closely liaise with the Curator of the Museum and Art Gallery, and to develop the use of the combined facilities for promoting the service for mutual purposes including exhibitions and promotion of the library service.
 - (xi) To provide such liaison and agency activities with the County Council, Regional Bureau for the interchange of book stocks, voluntary organisations and ethnic minorities, as is deemed appropriate within broad Council policies, and to liaise with the Education service and Head Teachers in relation to the development of children's reading.
 - (xii) To be responsible for book purchases and the categories to be added to stock, having regard to the views of other senior library staff.
88. In general terms the Council will be looking for a qualified person of considerable enthusiasm to develop the role in the context of Newport as Gwent's major town.
89. The staffing structure can be illustrated as follows:-



RELATED ASPECTS OF THE COUNTY SERVICE

New Technology

92. It is apparent that Gwent have had little regard to the benefits of new technology and accordingly development of modern aids in the County service are very limited. Additionally, they have done little to explore the use of the computer and other management aids to improve the efficiency of library administration. Even in the late 60's/early 70's many progressive County library services had introduced modern methods of photo-charging book issues. Apart from a photo-charging system at the Cwmbran Library, no such development can be traced in the Gwent service.
93. It is also noted that the County have played little part in the National Library of Wales Automation Development Project, although it is understood the County Librarian has attended a few meetings. If the service was transferred to the Borough, the Council would wish to be fully involved in the deliberations of this Panel, and to exchange views with neighbouring library authorities regarding new technology.
94. The Borough Council recognise the improvements in service which could be achieved by modern technological aids, and have the professional staff resources to spearhead new development. They would wish to develop along the following lines:-
- (a) A complete appraisal of the technological needs of Newport libraries, by the establishment of a Working Party to report, in due course, to Council.
 - (b) The medium term aim would be to introduce a photo-charging system for book issues, cataloguing and "instant" information by linking with the Council's computer.
 - (c) Interchange of ideas and aims with adjoining library authorities and affiliation to the Automation Development Project.
 - (d) The linking of the library service to the Council's proposed "area" computer network which will provide positive benefit in terms of financial and policy management and access to the Council's information system.

Service to Hospitals and Other Institutions

95. The statistics indicate that Gwent serve some 50 other establishments. These mainly take the form of a library service carried out by volunteers e.g. hospitals, homes, with a small supply of books by the library Department, or visits by mobile libraries. Time has not permitted a detailed examination of this aspect of the service, but there is evidence to suggest that no special library service is provided for those who are house-bound. Upon transfer to the Borough Council, it would be the intention to carry out a detailed examination of this aspect, particularly in relation to relieving the pressure upon the mobile service. An examination of the service currently provided to hospitals, elderly

persons homes, sheltered homes, particularly with an ageing population, points to the need to cater for these special needs. In particular, the Council would wish to encourage small stocks of books at these locations on a far wider scale than at present. The Borough's progress in providing sheltered accommodation provides an ideal opportunity to expand this service.

Liaison Meetings

96. Since the transfer of the function in 1973, the County Council have made no attempt to introduce any formal or informal arrangements with the Borough to consider matters of common concern affecting the library service. This would have been advantageous particularly regarding the provision of recreational and cultural facilities, and the documentation of industrial and commercial information.
97. It is significant that in their 1973 document containing their comments on the Borough Council's case for retaining library functions, Gwent stated:-

"... The non-agency ways of involving Newport in library matters include arrangements ... for periodic meetings between representatives of Members and Officers of the County Committee dealing with library matters, and of the District Council. In the event Gwent would no doubt wish to consult with Newport about the various alternatives so as to agree on the most beneficial and effective method of their involvement."

98. The Borough recognises the importance of inter-authority consultation and would wish, at an early stage, to make suitable arrangements both at Member and Officer level.

Exchange of Books and Other Library Materials

99. The Borough recognises the need for the interchange of books and other materials both on a County and Regional basis and is fully prepared to participate in the appropriate schemes.

Catering for Minority Groups

100. It is the present policy of Gwent to maintain a stock of books for minority Groups. In certain cases they have arrangements with suppliers who automatically supply certain books. On other occasions, books are purchased upon requests from readers. Here again, details of County stock have not been examined in detail and it must be assumed that the position is satisfactory, particularly regarding the stock of Welsh books.
101. However, it is of note that some library authorities are being much more positive in their relationship with Ethnic minorities. For example, South Glamorgan have a librarian specifically for this purpose. Newport has the highest population of ethnic minorities in Gwent. The 1981 Census indicates that there are about 3251 persons of African or Asian origin.

102. The Borough have actively and financially supported the establishment of a Community Relations Committee in Newport to represent the views of ethnic minorities. Accordingly, it is considered that this link could be fruitfully used to more accurately reflect the public library needs of ethnic minorities and this link would be pursued by the Borough Council.

School/Childrens Library Service

103. The Borough Council would be willing to co-operate fully with the operation of a School Library service in the Borough. The Council recognise the importance of an adequate childrens library service. Particularly, in the present climate of high unemployment, the library service has an important role to play in ensuring that children, particularly school leavers, are equipped with skills for the future. Accordingly, the Council would wish to consider the appointment of a librarian experienced in childrens work to control and develop this aspect. He/she would provide guidance on the categories of books needed, and to organise increased use of books and an awareness of the library service. This would take the form of organised school visits to libraries, competitions, story hours, quizzes, and services to play groups and other communal contact points which are currently not catered for by Gwent.

FINANCIAL CONSIDERATIONS

104. The Gwent County Council budget for the library service in 1984/85 amounts to £2,214,130 and is detailed in Appendix D. After allowing for grant the precept levied is about 1.88p in the £. Estimated current expenditure on the service (i.e. excluding capital charges) is £2,097,000, well below the provision for the library service included in the Rate Support Grant calculation (£2,331,000). Information about the amount to be spent in Newport is not available for inclusion in this report.
105. It is estimated that the service proposed by the Newport Borough Council can be provided within the average cost per head of population for Welsh Counties i.e. about £750,000. A budget on this basis is shown in Appendix D. The estimated staffing costs (based on the proposed staffing structure) would actually amount to £350,000 and not the £436,000 included on the basis of average costs. This budget is also within the additional Grant Related Expenditure Assessment which would accrue to the Borough. After taking into account the additional block grant which would be received it is estimated that the cost to the ratepayers of the service would be just below 2p in the £ for a greatly enhanced service. This is only marginally more than the precept being levied by the County Council on Newport ratepayers at present.
106. The capital resources needed to meet the developments proposed will be found from within the leisure services programme which has already been successful in funding a full programme of community centres etc. since 1974.

CONCLUSIONS

120. This document has shown that in Newport the County Public Library Service has declined noticeably since 1974. The County's service is one of the poorest in the country and they have failed to make improvements and to sustain the expenditure needed to develop the service.
121. Gwent have failed to take account of the requirements of Newport as the major urban area in the County and all evidence points to the complete lack of a library plan and a long term programme. Despite an ambitious capital programme by the former Newport County Borough Council the County have not provided any new libraries in the Town and it is clear that some parts of the Town are badly deprived of library facilities.
122. In almost every aspect of the service the County's record is poor. More particularly in the last 10 years (a) book expenditure has been limited; (b) hours of opening have reduced; (c) expenditure on other materials, including sound recordings have reduced; (d) more reliance has been placed on non-professional staff; (e) there has been too much dependence on mobile facilities in urban areas. Total expenditure is currently below the Grant Related Expenditure provision for Block Grant.
123. Gwent have consistently been below the average of Welsh Counties on most library activities. Gwent has the biggest library population of all Welsh Counties, but still only has 32 libraries (full and part time) - way below the majority of other Counties.
124. Overall, the evidence does suggest a lack of will on the part of the County Authority to develop the library service as part of wider recreational and social activities, the importance of which will grow given the present economic climate and unemployment trends.
125. The panel appointed by the Secretary of State for Wales to review the District Council Library functions (July 1984) state in their report:-

"...The example of some Counties in England and Wales which were formed from previously independent library authorities in 1974 points to no great loss of control of local operations and proves that an integrated library service for the whole County area may well be provided at much less cost and with a higher ratio of service achievement and efficiency.

... The Panel feels that there is an assumption that library services in the District Councils' areas would deteriorate under County Council control. We feel that the District Council's have not reasonably considered the advantages which the maximisation of resources over all the County area would bring."
26. These comments are singularly inappropriate to the service presently provided by Gwent County Council. The record of the former Newport County Borough Council and the record of the present Borough Council in providing effective and economically viable services to their residents, demonstrate and justify the return to local control of the operation of the library service. Ten years on and the library facilities offered in Newport have not progressed. This is an unacceptable position.

127. The library service operated by the former Newport County Borough Council was better than the County service, and enjoyed an enviable reputation at national level. The decision to transfer the function to Gwent in 1974 was largely based on the assumptions as stated by the Panel in July this year. The Gwent County service has not come up to expectation nor prior to this review has it produced any future plans to do so.
128. The separation of the library service from the major recreational and cultural services, is unsatisfactory as they are clearly inter-related. This will become even more apparent in the future given the advance of new technology and the need to review traditional operations and the dual use of buildings in the main areas of the Borough.
129. The management structure of the leisure facility makes it sensible to include the library service. By returning library facilities to Newport the following would be achieved:-
- (i) More control of a service so publicly orientated, and more sensitive to local needs.
 - (ii) The progressive development of a library plan for Newport's urban community.
 - (iii) The integration of the library service with other recreational programmes and facilities, leading to development of services in the whole of the Borough, both in the long and short terms.
 - (iv) A marked improvement in the service in all aspects of operation.
 - (v) Better value for money for the citizens of Newport with enhanced access to the facilities.
130. The Borough Council's record shows that it has the capacity, resources and determination to operate a progressive library service at an enhanced level than currently enjoyed by the inhabitants of Gwent.
131. The Borough Council regard the library service as being of major importance and under this Authority's control its future would be assured.
132. Having regard to the powers available under Section 207(4) of the Local Government Act 1974, the Borough Council is confident that the Secretary of State for Wales will wish to draw upon the lessons learned in the library service since 1974. The review powers in this Section were included for a specific purpose, and it is submitted Newport Borough Council, should be constituted a library authority.

APPENDIX 31

GWENT COUNTY COUNCIL

LOCAL GOVERNMENT ACT 1972 - SECTION 207

RESPONSE TO THE APPLICATION OF BLAENAU GWENT BOROUGH COUNCIL TO BECOME A LIBRARY AUTHORITY

In the statutory review of Library Services, the Secretary of State is to have regard to likely changes in area and population and other relevant matters, but he may only make an Order if he is of the opinion that:

- (a) such an Order would lead to an improvement in library facilities in the district; and
- (b) it would not prejudicially affect the library facilities in the remainder of the County.

The County Council contends that the submission of Blaenau Gwent Borough Council has not shown that either of these criteria are satisfied and that, further, the removal of any area out of the County Library Service as presently existing would be of no advantage or benefit to the ordinary library borrower.

The present Library Service administered by Gwent County Council was inaugurated in April 1974 and came about as the result of combining the Library Services of the County Council, Newport County Borough Council and parts of Brecon County Council. The aim of amalgamation was to pool the resources of these Authorities and thereby provide a more effective service throughout the new County of Gwent.

The County Council contends that the service within Gwent since April 1974, has progressed satisfactorily within the confines of available resources. It is true of all local government services that they could be improved if more finance were made available by central government; notwithstanding this the fund for new books increased from £130,900.00 in 1974/75 to £425,700.00 in 1984/85, for Gwent, of which the Blaenau Gwent area has received a fair share. In 1974/75, immediately on reorganisation of local government, the book stock for the Blaenau Gwent region stood at 120,000, whereas in 1983/84 it stood at 127,467.

Since 1974, a new purpose-built two-storey library has been opened in Tredegar and new service points have opened at the purpose-built library at Cwm and the branch library at Llannilleth. In addition, minor works of improvement have been completed at Ebbw Vale and Brynmawr. Areas such as Beaufort and Bassau, referred to in the Borough Council's case, are adequately served by the mobile library which covers the whole of the Blaenau Gwent area and is stationed at Cwm. If finance is permitted then the ideal solution may be a branch library at both of these locations. However, at the present time the mobile service is an acceptable method of providing lending facilities to the community and benefits the disadvantaged members of the community especially. The operation of the mobile service is continually under review, and in response to requests from the public and having regard to patterns of useage, stopping times are extended and curtailed and in some instances additional stopping points are introduced.

Staff

The present number of staff employed in the region is 29 (19 full-time, 10 part-time). The reference in the Borough Council's case to the Bournemouth Standards is misleading, as in addition to the 10 qualified staff employed in the Borough, a proportion of the work referable to the administration of the Library Service in the area of Blaenau Gwent is carried out at the Library Headquarters at County Hall. At present the duties of the County Hall staff extend to the whole of the area of Gwent. If the Borough Council were to be designated as a separate Library Authority, additional staff would be required for the area, without necessarily diminishing the requirements of the Library Headquarters. The four sections of the library staff based at Headquarters are:-

(i) Cataloguing Section:

Staffing (6) - Chief Cataloguer, Assistant-in-Charge,

3 Library Assistants, Typist.

All book stock for 32 branches and 10 mobiles are dealt with in this Section, where central catalogues are maintained of County stock and the classification of non-fiction stock. During 1983/84, over 86,000 books were added to stock and this Section is responsible for distribution of books to service points. Out of 42 service points, 9 are within the area of Blaenau Gwent Borough Council.

(ii) Bibliographic Services:

Staffing (5) - Bibliographic Officer, Assistant Bibliographic

Officer, Senior Assistant Librarian, Junior

Library Assistant, Typist.

All requests for particular books or subjects are co-ordinated in this Section unless a request can be dealt with at branch library level. It is the task of the Bibliographical Services to consider whether to purchase the book or borrow from another library; this latter entails dealing with the National Library of Wales (Aberystwyth) and the British Library keeping records

of any borrowing and ensuring prompt return to the original library. Also, in this Section the lending of books to institutions and old people's homes is dealt with (except those done directly from certain branch libraries).

Bibliographies on particular subjects are collated here and the reserve book stock based at Headquarters is supervised.

(iii) Services to Young People:

Staffing (5) - County Children's Librarian, Assistant

Librarian for service to schools, one

Library Assistant, Typist, Deliveryman/

Driver.

All junior books are selected by this Section and a collection of books is maintained at Headquarters, from which teachers choose stocks suitable for the needs of their schools.

During each term, about 140 schools are visited and books delivered and collected. Of these, 29 are in Blaenau Gwent representing 20 per cent approximately of the total.

(iv) Administration:

Staffing (4) - Chief Administrative Officer, Assistant

Administrative Officer, 2 Library Assistants.

All accounts and invoices for the whole library system are dealt with here and this Section is responsible for liaising with the County Treasurer and for budgetary control. All statistical and other returns from branches are checked and collated in this Section.

It is estimated that for all Headquarters functions, 15 per cent entails work directly concerned with libraries in the Blaenau Gwent area.

Reference Libraries

The County Council refutes the suggestion that the reference collections in the three full-time libraries provide no more than a quick reference collection. In Tredegar, Abertillery and Ebbw Vale, there are substantial

reference collections which are housed in separate areas; Tredegar has 1,900 reference books, Ebbw Vale 2,144 and Abertillery 1,340. These are by no means "quick reference collections", and in addition to general works of reference they contain a representative selection of Government publications, a full range of telephone directories covering the United Kingdom, trade and commercial directories, full range of ordnance survey maps of the Borough, general and scientific encyclopaedias as well as a local information service.

Of course, the five part-time libraries contain much smaller reference collections and the Central County Reference Library is at Newport. At the full-time branches at Abertillery, Ebbw Vale and Tredegar, there are small collections of local history material. The main County collection (which of course includes the Blaenau Gwent area) has built up since 1870 by Newport and is held at the Central Reference Library there. The Bibliographic Service at Headquarters in Cwmbran co-ordinates requests for works of reference that are made from the branch libraries throughout the County.

Children's Library Service

Although there is no Librarian directly responsible for work with children in the Blaenau Gwent region alone, the County Children's Librarian, which is a professional qualified post, includes the area in her activities and involves staff in working with schools and children, and she is of course available to, and does, advise staff in all areas. The School Library Service which is administered centrally at Cwmbran, comprises a central collection of books, posters and other materials and teachers come in to select materials for class use. Books are delivered to schools once a term and the collection acts as a resource centre for all schools within the County. The activities referred to in the proposals of the Blaenau Gwent Borough Council are indeed at present provided on an organised basis with story hours in the Summer-time, quizzes and competitions at the end of the Summer and at Christmas, and formal school class visits are now a part of the curriculum in most schools in the Borough. The County Council acknowledges the important role the Schools' Library Service plays and nothing is shown in the case submitted by the

Borough Council to suggest that its constitution as a Library Authority would improve the existing service.

Library Service to Housebound Residents

Although no specific service exists to the housebound as such, there are 115 old people's homes, sheltered housing complexes and other centres served from Library Headquarters at Cwmbran, and various branch libraries to all parts of Gwent. From Headquarters, exchanges are arranged of 300/400 books per year to 3 hospitals, 19 institutes and centres, as well as the Youth Custody Centre at Prescoed and the Detention Centre at Usk. Within the Blaenau Gwent area, 11 homes and 2 mobile stops serve these readers.

Regional Headquarters Library in Blaenau Gwent

The book issue figures for the Ebbw Vale Branch Library show that its use is increasing and its central position is ideally located, although some improvements to the building can no doubt be made. However, there really is no "centre" of the Blaenau Gwent area and the present arrangement with 3 full-time branches does appear to work satisfactorily within the confines of the existing budget.

Management

Matters relating to the Library Service are fully discussed in the Council's Leisure Services Sub-Committee which in turn reports to the main Education Committee of the County Council. In addition, the District Joint Leisure Committee acts as an ideal forum for discussion of particular problems relating to the Library Service within the area of Blaenau Gwent.

Summary

The County Council contends that the Blaenau Gwent case does not disclose that that area of the County is treated any differently from any other area. Unlike the existing District Councils in Wales which have been designated as Library Authorities, the area of the Blaenau Gwent Borough Council was not previously so designated. The Borough Council

has not costed out its proposals in any detail but has made reference to the level of expenditure of the County Council. It is true that the County's expenditure on libraries is less than the component in the grant related expenditure assessment for library expenditure. However, in 1984/85 the County's G.R.E. of £168.2million, compared with the target of £165.8million and, therefore, spending at G.R.E. for all services would have led to loss of grant. The loss of grant, through clawback (close-ending) and penalties would have amounted to £2½million which the County Council considers unreasonable in the present economic climate. Similar considerations will probably apply in 1985/86.

The proposals by the Borough Council mean an increase in public expenditure in libraries in Gwent for two reasons. Firstly, the proposals will cost an unspecified amount, and secondly, the inevitable loss of economies of scale which will result in an increased administrative cost per head in the remainder of the County.

Under the present grant system, the County Council would suffer grant losses through spending at G.R.E. while Authorities such as Blaenau Gwent with targets in excess of G.R.E., do not suffer in this way. The position is exacerbated by the fact the G.R.E. per head for the Library Service is less for counties than for districts, and this may well reflect the greater degree of efficiency when the Library Service is organised at County level.

In view of the Government's economic policies it would seem unlikely that additional public expenditure would be encouraged for this purpose. Accordingly, the grant system would probably be changed so that local ratepayers suffered the burden of additional expenditure, together with any grant losses resulting. Alternatively, corresponding reductions could be made in other services but the Borough Council gives no indications of where such reductions could be found.

There are clear advantages of scale in establishing larger Library Authorities:- Book ordering, cataloguing, accounts and administration are all functions effectively dealt with in one Library Headquarters for all five of the local authority areas within the County. The School Library Service is administered centrally at Cwmbran and includes Newport schools and is run under the aegis of the County Children's Librarian. The County Council believes that the present link between libraries and the Education Service should be maintained and this is best achieved while the Library Service is a County Council function.

For the last ten years a comprehensive book stock for Gwent has been built up, and, allowing for financial difficulties, as balanced a spectrum as possible for interests and subjects has been striven for in book selection. In effect, all Gwent readers have a stock of over 940,000 books as part of their immediate Library Service - to truncate this by separating Blaenau Gwent would deprive readers in these areas from books and information built up for the common good. At present the book inter-lending service operates so that if a particular book is requested which is in the County stock, it is lent to the reader by the County's own internal van delivery service, which calls each week at all 32 branch libraries throughout the County. If Blaenau Gwent Borough Council became an independent Library Authority, some new arrangement would be necessary, either the present scheme would continue with financial payments pro rata from both Authorities, or they would make their own delivery service. New books added to County stock (after transfer of powers) would not appear in the catalogues of either Authority and their new books would not be added to the Gwent catalogue. Therefore, it could become necessary to treat Blaenau Gwent as "out County" libraries, and to channel requests through the National Library of Wales as is the case at present for other Welsh Counties. A serious delay would be felt by readers and a deterioration in service could ensue.

Membership of the Welsh Regional Library Bureau ensures that the Library Service has access to locations for all books held in libraries in Wales, and delivery of requested books through the van delivery service. Separation of the County Library into district libraries would slow procedures considerably.

Financial restraints have meant that there may be deficiencies in the County Library Service. It is accepted that the Book Fund is below the Welsh average, but this is being corrected by additional provision being made to keep well ahead of inflation. The provision of records and cassettes is subject to the payment of a £3.00 fee to join, and all this money is used to replenish the stock. Again, if more money were available the stock could be improved even further.

The County Council contends that no evidence has been produced which suggests that the constitution of the Blaenau Gwent Borough Council as a separate Library Authority would lead to an improvement in the service for that area. Indeed, the opposite would appear to be more likely. Reorganisation is a traumatic experience at the best of times, but if Blaenau Gwent was successful in its bid, the rest of the County service would be fragmented and the interchange which exists at present would not prevail. The County Council sees the Library Service as being of the utmost importance, particularly in these days of high unemployment, but it seriously challenges whether Blaenau Gwent could provide an improved service. The County Council maintains that within the cash limits now imposed, the County Service cannot be bettered within the Blaenau Gwent area. The County Council, therefore, respectfully submits that the Secretary of State for Wales should make no Order under Section 207 which would lead to the designation of the Blaenau Gwent Borough Council as a Library Authority.

GWENT COUNTY COUNCIL
LOCAL GOVERNMENT ACT 1972 - SECTION 207
RESPONSE TO APPLICATION OF NEWPORT BOROUGH COUNCIL
TO BECOME A LIBRARY AUTHORITY

The present Library Service administered by Gwent County Council was inaugurated in April 1974, and came about as a result of combining the Library Services of the County Council, Newport County Borough Council and parts of Brecon County Council. The aim of this amalgamation was to pool the resources of these Authorities and thereby provide a more effective service throughout the new County of Gwent. In the statutory review of Library Services, the Secretary of State is to have regard to likely changes in area and population and other relevant matters, BUT he may only make an Order if he is of the opinion that

- (a) such an Order would lead to an improvement in library facilities in the district; and
- (b) it would not prejudicially affect the library facilities in the remainder of the County.

The County Council contends that the case put forward by Newport Borough Council has not shown that either of these criteria are satisfied and, moreover, it is further contended that any Order constituting the Borough Council as a Library Authority would indeed prejudice the Library Service in the remainder of the County.

Provision of Facilities

In its submissions to the Secretary of State the Borough Council contends that there has been a deterioration in the Library Service since 1974. This is not accepted, and indeed the service has progressed within the Borough in that time. It is true of all local government services that they could be improved if more finance were made available by central government; notwithstanding this the fund for new books has increased from £130,900 in 1974/75 to £425,700 in 1984/85 for Gwent, of which Newport received its fair share. In 1974/75 immediately on reorganisation of local government, the book stock for the Newport Region stood at 255,058 whereas in 1983/84 it stood at 290,509. The mobile service has been expanded since 1974 when one served the area, whereas now there are two. In addition a number of books are now being made available to wardens of sheltered homes, who arrange for them to be distributed to the senior citizens within the complex.

The Borough Council's submissions highlight the requirements of four areas within the Borough. The County Council's acknowledgement of these requirements is reflected in the fact that three of the areas cited viz: Malpas, Maesglas and Caerleon, are listed among the six libraries included in the Capital Building Programme for the County. In order of priority in that Programme, Malpas is first, Maesglas is fourth and Caerleon sixth.

Indeed the Council has considered in recent times development, or re-development for all four areas. Malpas is a classic example of this, whereby every effort has been made to develop the library in conjunction with the Community Centre already on the site. The development of the site has been thwarted because of complex legal problems which it is hoped to be resolved in the near future, and, indeed the Secretary of State has, within the last week, confirmed a

Compulsory Purchase Order which will allow the development of the site as a Branch Library to proceed. The site reserved for a library at Maesglas has been developed by the Newport Borough Council for other purposes. The County Council actively considered moving the Caerleon library to a better location in buildings in the village, but this was dependant upon the Borough Council occupying, or assisting other bodies to occupy, part of the building. In addition, consideration is being given to relocating the Pill library as the present premises exceed that which is necessary.

Whilst the special problems of these areas is easily identified, the solution is not necessarily as readily available. The Mobile Service which has expanded since 1974 is not a permanent answer, although it is an acceptable method of providing a service to the community and benefits the disadvantaged members of the community especially.

The operation of the Mobile Service is under continual review, and in response to requests from the public and having regard to patterns of usage, stopping times are extended and curtailed and in some instances additional stopping points are introduced. As permanent branches, such as that proposed for Malpas, become established, then the Mobile Service will be re-routed for the benefit of other communities in the area. At present the mobiles are serviced adequately and cost effectively at the County Council's Central Repair Depot at New Inn.

The Borough Council's proposals for new libraries are summarised as a commitment to review existing facilities and to compile a programme for the provision of new libraries. The County Council already has a Capital Building Programme which identifies three of the four areas cited and acknowledges the need for branch libraries. Also the provision of the Mobile Service is kept under review. The County Council submits

that there is nothing in the case made by the Borough Council that its constitution as a Library Authority would achieve any sooner the expressed aims of the County Council in respect of the provision of library facilities. The Borough Council's submission refers to the DES publication "Public Library Service Points" which points out the desirability in certain areas of associating Branch libraries with other educational, cultural and recreational facilities. This is acknowledged by the County Council and the proposed Branch Library for Malpas will be on a site which accommodates at present a Local Voluntary Community Association. It is the County Council's intention that dual use of the site should continue.

Many Branch libraries in the whole of the County are so situated that they are associated with other community interests. For example: Ringland Branch Library utilizes the same building as a Community and Health Centre, Blaenavon Branch Library shares a building with a school, Community Centre and Youth Club, Caldicot shares with a school and the Caerleon Branch Library is in the same grounds as the Comprehensive School. Blaina Branch Library shares a building with the Community Centre and both Brynmawr and Llanhilleth Branch Libraries share buildings with Community Institutes. Gilwern Branch Library is situated in the same building as the Village Hall.

Although no specific service to the housebound exists as such, there are 115 old peoples' homes, sheltered housing complexes and other centres served from Library Headquarters and various Branch Libraries to all parts of Gwent. From H.Q. 4 exchanges of 300 - 400 books per year are arranged to 3 hospitals, 19 institutes and centres, as well as the Youth Custody Centre ^{CARIFY} at Prescoed and the Detention Centre at Usk. Within the Newport area 6 homes. 2 hospitals and 6 mobile stops serve these readers.

Opening Hours of Libraries

While obvious cost savings can be achieved by reducing opening hours, a major reason for the reduction in opening hours has been a reaction to demand with changes in borrowing patterns as fewer readers use libraries in the evenings. Whilst the Borough Council refers in its submissions to increased leisure time available to the "public and unemployed", those in the latter category are able to make full use of library facilities during the current opening hours and no evidence suggests that the level of use and number of book issues have reduced as the result of curtailment of opening hours.

Indeed in 1982/83 a survey specifically of the use of the Newport Central Library was completed by the County Council's Management Services Department. That survey highlighted the fact that there was a steady downward trend in usage after the early morning peak and at that time a further reduction of opening hours was considered. This was resisted, (although other recommendations, such as extended lending periods, have now been adopted).

Reduced borrowing figures have not resulted from the reduction in opening hours but rather is part of a national trend which is affecting most public libraries. It is considered that the decline in book issues arises from other factors such as the influence of videos, the diminishing power of book funds, more people buying paperbacks as well as the natural "pendulum" effect which occurs after a period of rising book issues which was witnessed between 1974 and 1980. Past experience shows that book issues by libraries will most probably rise over the next few years.

Expenditure on the Library Service and General Financial Considerations

The Borough Council's submission makes reference to the fact that the County's expenditure on libraries is less than the component in the grant related expenditure assessment for library expenditure. However, in 1984/85 the County's GRE of 168.2 million pounds, compared with a target of 165.8 million pounds, and therefore spending at GRE for all services would have led to loss of grant. The loss of grant, through clawback, (close-ending) and penalties would have amounted to 2½ million pounds which the County Council considered unreasonable in the present economic climate. Similar considerations will probably apply in 1985/86.

The proposals by the Borough Council mean an increase in public expenditure on libraries in Gwent for two reasons. Firstly the proposals in Newport will cost an unspecified amount, and secondly the inevitable loss of economies of scale which will result in an increased administrative cost per head in the remainder of the County.

Under the present grant system the County Council would suffer grant losses through spending at GRE while authorities such as Newport with targets in excess of GRE do not suffer in this way. The position is exacerbated by the fact that the GRE per head for the library service is less for counties than for districts and this may well reflect the greater degree of efficiency when the library service is organised at county level.

In view of the Government's economic policies it would seem unlikely that additional public expenditure would be encouraged for this purpose. Accordingly, the grant system would probably be changed so that local ratepayers suffered the burden of additional expenditure, together with any grant losses resulting. Alternatively, corresponding reductions

could be made in other services, but the Borough Council give no indications of where such reductions could be found. Indeed their leisure budget will already be under great pressure from the opening of the new leisure centre later in the Spring.

The table of percentage of library budget spent on books in Gwent shown in the submissions by the Borough Council evidences an upward trend and indeed the figure for books expenditure in 1984/85 will in fact be £425,700, which represents, again, an increase in percentage terms over the previous year.

Newspaper expenditure and the level of fines are criticised.

Reading Rooms have been reduced as a deliberate policy in line with national thinking and fines have been increased in line with inflation and Gwent rates are about average in the national context. The time allowed for borrowing books has been increased from 2 to 3 weeks and in addition loan periods can easily be extended by attending the library, or telephoning so that there is no need for anyone to pay fines.

The Central Reference Library

Circular 6/73 issued on the 29th March 1973 by the Department of Education indicates that "there would be serious objections to acceding to an application from a district which was the administrative centre or natural focal point of the County, or which represented, either by itself or collectively with other district applicants, a significantly large proportion of the County's population, thus impairing the County Council's capacity to provide a comprehensive and efficient Library Service in the remainder of the County". Newport is indeed a natural central focal point of the County and the Central Reference Library has been developed

as the main library in the district and has the best facilities and reference material in the County. Whilst the Cwmbran library stock is being improved, the library at Newport is still looked upon as being THE central library for the County. In any event if the Newport area were to be taken out of the Gwent Library Service, the development of the Cwmbran Library to take the place of the Newport Central Library could not be completed for a number of years.

Comparison has been made with the Borough Council's development of the museum and art gallery. These have been improved with the aid of grants from the Arts Council and/or Council of Museums in Wales. The library accommodation could similarly be improved if such grants were available to the Library Authority, whether it be the County or the Borough Council. The "conflicts" that are said to have arisen out of the dual occupation of the building have been of an administrative or financial nature between the two Councils caused by the reorganisation of ten years ago. This has not affected the users of either establishment.

Since 1974 the Reference Library in Newport has been developed as THE County Reference Library. Although reference collections of varying sizes exist at all branch libraries, there can be only one central point where major reference material is collected, this is mainly due to the high cost of reference books and the need for specially trained staff to exploit the book stock. The continuation of the Newport Reference Library as the focal point for Gwent users is fundamental to the enhancement of the Reference Service in Gwent notwithstanding improvements in book stock etc. that is made in other areas.

Management Structure and Staffing

The Committee structure and staffing proposals of the Borough Council in their submission do not differ in any great degree from the existing arrangements. No separate Library Committee is proposed and the proposed arrangements which the Borough Council say are "perfectly satisfactory for formal democratic control" are precisely the arrangements as currently exist. It is certainly not accepted by the County Council that control by the Borough Councillors would bring about a better Library Service. Matters relating to the Library Service are fully discussed in the Council's Leisure Sub-Committee which in turn reports to the main Education Committee of the County Council.

Whilst the County Council have never been requested to form a liaison committee with Newport Borough Council to discuss library matters specifically, the District Joint Leisure Committee which already exists forms an ideal forum.

Whilst it is true that prior to 1979/80 CIPFA statistics show the County as employing 71 professional staff and 30 professional staff in the current year, this arises because prior to 1979/80 the County Council designated as professional posts all staff on Scale 3 and above, whereas other counties included staff on Scale 4 and above. The County Council now follows the national practice and the number of professional posts has not therefore diminished. Indeed it is the County Council's policy on staffing to recruit qualified librarians where possible as branch and mobile librarians. In the Newport region there are only three unqualified staff in charge of service points, (Carnegie and Stow Hill Branch Libraries and Newport West Mobile). These appointments were not made by the County Council, but two were by Newport and one by Monmouthshire, prior to 1974.

Undoubtedly additional ancillary staff would be required by Newport and in their submission they refer to two additional assistants. There could be no consequential savings in staff at the Library Headquarters at Cwmbran and it is in this area that economies of scale are evident. Four sections of the library staff based at Headquarters are:

(i) Cataloguing Section

Staffing (6) Chief Cataloguer, Assistant in Charge, Three Library Assistants, Typist.

All book stock for 32 branches and 10 mobiles are dealt with in this Section, where central catalogues are maintained of County stock and the classification of non-fiction stock. During 1983/84 over 86,000 books were added to stock and this section is responsible for distribution of books to service points. Out of 42 service points 11 are within the area of Newport Borough Council.

(ii) Bibliographic Services

Staffing (5) Bibliographic Officer, Assistant Bibliographic Officer, Senior Assistant Librarian, Junior Library Assistant, Typist.

All requests for particular books or subjects are co-ordinated in this Section; unless a request can be dealt with at Branch Library level it is the task of the Bibliographical Services to consider whether to purchase the book or borrow from another library. This latter entails dealing with the National Library of Wales (Aberystwyth) and the British Library, keeping records of any borrowing and ensuring prompt return to the original library. Also in this Section the lending of books to institutions

and old peoples' homes is dealt with (except those issued directly from certain branch libraries). Bibliographies on particular subjects are collated here, and the reserve book stock based at Headquarters is supervised.

(iii) Services to Young People

Staffing (5) County Children's Librarian, Assistant Librarian for Service to Schools, one Library Assistant, Typist, Delivery man/Driver.

All junior books are selected by this section and a collection of books is maintained at Headquarters from which teachers choose stocks suitable for the needs of their schools. During each term about 140 schools are visited and books delivered and collected. Of these 58 are in Newport, representing 41% of the total.

(iv) Administration

Staffing (4) Chief Administrative Officer, Assistant Administrative Officer, two Library Assistants.

All accounts and invoices for the whole library system are dealt with here and this section is responsible for liaising with the County Treasurer and for budgetary control. All statistical and other returns from branches are checked and collated in this Section.

It is estimated that for all Headquarters' functions 30% entails work directly concerned with libraries in the Newport Area.

Summary

The substantive improvements suggested in the case made by the Newport Borough Council are largely acknowledged to be the aims of the County Council for development of the County Library Service. The County Council contends, however, that no evidence has been produced which suggests that the County Service would be improved if the Borough Council were constituted as a separate Library Authority. Indeed, the opposite would appear to be more likely. Reorganisation is a traumatic experience at the best of times, but if Newport were successful in their bid, the rest of the County Service would be fragmented and the interchange which exists at present would not prevail. The Reference Library has been concentrated at Newport and this facility would either be lost to the County, or at least made far more complicated.

At present the book inter-lending Service operates so that if a particular book is requested which is in the County stock it is lent to the reader by the County's own internal van delivery service, that calls once each week at all 32 branch libraries throughout the County. If Newport became an independant Library Authority some new arrangement would be necessary. either the present scheme would continue with financial payments pro rata from both authorities, or they would make their own delivery service. New books added to county stock (after transfer of powers) would not appear in the catalogues of either Authority and their new books would not be added to the Gwent catalogue. Therefore, it could become necessary to treat Newport as 'out-county' libraries, and channel requests through the National Library of Wales as we do at present for other Welsh counties. A serious delay would be felt by readers and a deterioration in service could ensue.

The present Gwent School Library Service includes Newport schools and is run under the aegis of the County Children's Librarian. The County Council believes that the present link between libraries and the Education service should be maintained and this is best achieved while the Library Service is a County Council function.

For the last ten years a comprehensive book stock for Gwent has been built up and, allowing for financial difficulties, as balanced a spectrum as possible for interests and subjects has been striven for in book selection. In effect, all Gwent readers have a stock of over 940,000 books as part of their immediate library service - to truncate this by separating Newport would deprive readers in these areas from books and information built up for the common good.

There are clear advantages of scale in establishing larger library authorities:- Book ordering, cataloguing, accounts and administration are all functions effectively dealt with in one library headquarters for all five of the local authority areas within the County. The School Library Service which is administered centrally at Cwmbran, comprises a central collection of books, posters and other material and teachers come in to select material for class use. Books are delivered to schools once a term and the collection serves as a resource centre for all the schools within the County.

Membership of the Welsh Regional Library Bureau ensures that the Library Service has access to locations for all books held in libraries in Wales and delivery of requested books through the van delivery service. Separation of the County Library into district libraries would slow procedures considerably.

Financial restraints have meant that there may be deficiencies in the County Library Service. It is accepted that the book fund is below the Welsh

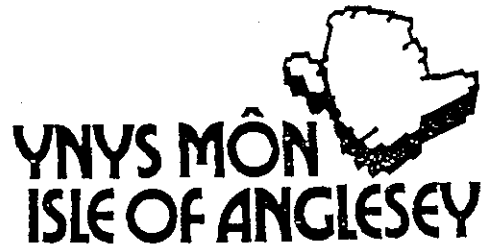
average, but this is being corrected by additional provision being made to keep well ahead of inflation. The provision of records and cassettes is subject to the payment of a £3.00 fee to join and all this money is used to replenish the stock. Again if more money were available the stock could be improved even further.

The County Council is well aware of the benefits of new technology. A recent O & M report suggested that computers were appropriate and is actively being considered. Microfiche equipment has been installed at Newport Library by the Gwent Family History Society enabling enthusiasts to trace the family history and last year the County Council in conjunction with the Borough housed a Housing Benefit Station at Newport Library.

The County Council sees the Library Service as being of the utmost importance particularly in these days of high unemployment, but it seriously challenges whether Newport could provide an improved service. The County Council maintains that within the cash limits now imposed the County Service cannot be bettered within Newport. If, however, the Secretary of State decided otherwise then the effect on the remainder of the County Service would be nothing less than disastrous. as the Newport Library itself is an important part in the county-wide service in terms of its reference library and other inter-change of books that takes place.

CONCLUSION

In the submissions to the Secretary of State the Borough Council has made reference to its record with regard to the performance of its other statutory functions. The County Council would make the same case in relation to its other functions, for example as Highway Authority and as the Education Authority. In considering whether the Borough Council should be constituted as a Library Authority it is the actual library user who really matters - the provision of books and information to the reader is the *raison d'être* of a library service. It is not accepted by the County Council that a dismembered County Library Service would be of any advantage or benefit to the ordinary library borrower - the present system works and should not be tampered with and the County Council therefore asks the Secretary of State for Wales to make no Order under Section 207 of the Local Government Act 1972 which would remove from the County Council its function as a Library Authority in any area of the County.



APPLICATION FOR
PUBLIC LIBRARY FUNCTION

UNDER
SECTION 207 OF THE
LOCAL GOVERNMENT ACT 1972

SUBMISSION OF THE YNYS MÔN - ISLE OF ANGLESEY BOROUGH COUNCIL

E. LEON GIBSON
CHIEF EXECUTIVE

SECTION 5 : THE PRESENT POSITION : THE LIBRARY SERVICE IN ANGLESEY
IN 1984

5.1 GENERAL

A Position Statement on the present level of expenditure and provision of services by the Gwynedd County Council on a County basis and, where data is available on a district basis for Anglesey, is best provided by abstracting information from the published CIPFA Public Library Statistics, Estimates 1984/85 (see Appendix 10) and from the County's own Area Library Profile (see Appendix 11).

	<u>Gwynedd</u>	<u>Anglesey</u> <u>Area</u>
Population served (mid June '84)	234,400	68,400
Actual Penny Rate product	£243,470	£73,500
<u>Staff Establishment</u>		
Professional posts	27	6
Other non-manual posts	78	18.33
Manual posts	11	2
Total posts	116	26.33
<u>Service points (branches)</u>		
Open 30 - 44 hours	10	2
Open 10 - 29 hours	22	5
Open less than 10 hours	10	3
Mobile Libraries	7	2
<u>Total estimated bookstock, April '84</u>	825,000	(not known)
<u>Annual Book Issues '82/83 Actuals</u>	2,316,158	632,510
<u>Book issues per head of population</u>		
1982/83 Actuals with mid year provisional population figures for 1982	9.98	9.23

Analysis of estimated expenditure per 1,000 population -
1984/85 Estimates

	<u>Gwynedd</u>	<u>Anglesey Area</u>
	£	£
Employees	3,561	not available
Premises	751	" "
Books	1,085	see below
Other e.g. Newspapers, records	53	not available
Other supplies and services	29	" "
Mobile Libraries	116	" "
Establishment charges	662	" "
Debt charges	691	" "
Total estimated expenditure per 1,000 population	6,948	" "
Income per 1,000 population	95	" "
Net expenditure per 1,000 population	6,853	" "
<u>Net rate-borne expenditure</u>	<u>£1,592,660</u>	

The Borough Council believes that the inferences drawn from any general inter-Authority comparisons would be of questionable validity, even on an examination of per capita statistics because of such varying factors as the provision of library services to a widely scattered population in rural areas and the proportion of elderly people who make heavy demands on the lending services. The Council will therefore concentrate its attention, in Section 6 on individual aspects of the service provided for the people of Anglesey.

5.2 THE BASIC STRUCTURE

For the administrative and functional aspects of providing a library service the County Library Service is divided into four Areas, each being self sufficient in staffing, service points and mobiles and with a designated allocation for the purchase of books and other materials. Bibliographical services and degree of Reference Enquiry referrals are dealt with by County staff.

The four Areas are :-

Anglesey	Coterminous with the previous County Authority
Meirionnydd	Mainly conterminous with the previous County Authority.
Arfon/Dwyfor	Mainly coterminous with the previous County Authority and including the independent Library Authorities for Caernarfon and Bangor.
Aberconwy	the independent library authorities of Llandudno, Conwy and parts of the old County Authorities of Caernarfon and Denbigh.

5.2.1 Committee Structure

The County Librarian is a designated Chief Officer, reporting directly with other chief officers to the County's Recreation, Amenities and Culture Committee. There is no Area Library Committee for Anglesey and the Area Librarian does not attend the Recreation, Amenities and Culture Committee of the County Council.

The County Library Headquarters forms part of the new County Headquarters at Caernarfon whilst the Area Library Headquarters are at Dolgellau, Caernarfon, Llandudno and Llangefni.

5.2.2 Staffing Structure

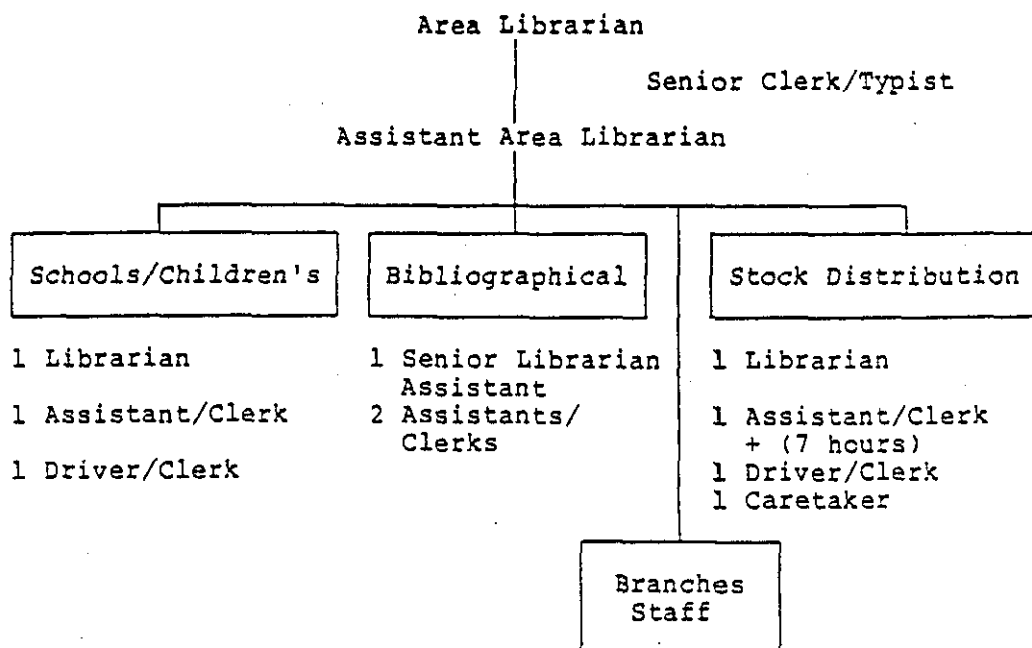
The Staffing Structure for the County Library Service is illustrated in Appendix 12.

This staffing structure reveals that the only centralised services are :-

Administration (in part)
Development and Training
Bibliographical Services (in part) but including :-

Computerised book ordering and cataloguing;
Information services.

5.2.3 Staffing Structure for Anglesey Area



Note : There are no Area specialist staff designated for :-

Reference and Information Services;
Cultural Services;
Local Studies.

5.2.4 Branch Libraries

The full profile for branch libraries is provided in Appendix 11. Their location and total opening hours are as follows :-

Amlwch	20	hours
Beaumaris	17	"
Benllech	10	"
Holyhead	40	"
Cemaes	7.5	"
Llangefni	40	"
Moelfre	11	"
Newborough	7	"
Menai Bridge	16.5	"
Rhosneigr	6.5	"

5.2.5 Mobile Library Service

The Area has two mobile libraries but only one driver/clerk, so that only one mobile library is in use at any one time.

The service schedules for villages and hamlets are shown in Appendix 13. One mobile library also provides a service for approximately 140 housebound readers.

The frequency of the whole of this service is four-weekly.

5.2.6 Resources for Books etc

The resources allocated for the various services in each area for the year 1984/85 are shown in Appendix 14. The allocations for the Anglesey Area are as follows:-

Books	£64,239	(+ £4,000 towards stocking new branch at Cemaes)
Newspapers & periodicals	£ 1,459	
Non-book media	£ 1,955	
Cultural	£ 281	

5.2.7 Educational

The resources for providing a library service for Primary and Secondary Schools and Further Education are provided on an Agency basis by the Education Authority.

5.3 CONCLUSION

The present Library Service provided by Gwynedd County Council is inadequate in a number of areas. The needs of Anglesey are more closely examined in Section 6 and the short fall detailed in Section 7.

SECTION 6 : AN ADEQUATE LIBRARY SERVICE FOR ANGLESEY : THE BASIC REQUIREMENTS

6.1 SOURCES

The basic requirements for an adequate library service for Anglesey as outlined in this Section are based on the statutory requirements of the Public Libraries and Museums Act 1964, on sound professional practice and on widely accepted recommendations included in the following publications :-

Standards of Public Library Service in England and Wales

Department of Education and Science : H.M.S.O., 1962
(Bourdillon Report)

Public Library Service Points

Department of Education and Science : Library Advisory Councils for England and Wales : H.M.S.O., 1971.

Library Services in Rural Areas

Department of Education and Science and the Welsh Office : Library Advisory Council for Wales : H.M.S.O., 1978.

Standards for Public Libraries

International Federation of Library Associations : Pullach/Munchen, 1973.

6.2 SERVICE POINTS

6.2.1 District/Headquarters Library (Llangefni)

The District Library should provide a full range of library facilities, including reference and study accommodation; it should be open for a total of at least 60 hours per week - subject to measured demand.

" If the capital equipment tied up in public libraries is not to be under used, the library services must be available whenever there is a reasonable need for them." *

It is reasonable to expect these hours to include Saturday provision and some late evening provision, at least until 8.00 p.m.

6.2.2 Branch Libraries

- i) Serving population of more than 4,000 (e.g. Menai Bridge)

A library open for at least 30 hours per week is required with a minimum shelf stock of 6,000 volumes with additional provision to meet the needs of a bilingual community.

*[Section 39 Public Library Service Points]

ii) Serving population of less than 4,000 (e.g. Amlwch)

The shelf stock should be at least 5,000 volumes and the opening hours should be a minimum of 15 to 20 per week.

iii) Serving communities with populations of less than 1,500 (e.g. Newborough, Rhosneigr etc)

The Borough Council endorses the view of the Library Advisory Council for Wales*, when it stated :-

" In a small community the branch library may be the only cultural or social provision and may therefore assume increased importance as a potential centre of community life. "

In the rural parts of Anglesey there is justification for providing branch libraries in such communities and in some cases for opening for longer hours than the 15 or so which might be expected :-

" The public library service remains as a means of enriching cultural life in rural areas and it is therefore vital that its contribution should be maintained and developed. "

In this context the Borough Council places great importance on the integration of Community Services, including libraries, and has made considerable progress in this respect in conjunction with the Education and Social Services Departments of the County Council.

6.2.3 Mobile Libraries

For most of the small rural villages and communities of under 1,000 population the Borough Council accepts that mobile libraries provide the most satisfactory means of bringing library facilities to the people.

Ideally, weekly visits should be provided but the Council accepts that fortnightly visits can often provide an adequate service provided that a sufficient number of volumes may be borrowed at one time. The present four-weekly service does not meet the minimum requirements of any of the published standards.

The above pattern of services needs to be supplemented by a personal delivery service to housebound readers. The Chronically Sick and Disabled Persons Act 1970 gives local authorities a special duty to provide library facilities where it is clear such provision is needed.

6.3 STAFFING

The recommendations on staffing made in the Report of the Working Party on Standards were described as minimum standards. They have now been surpassed by most authorities. They were :-

*[Library Services in Rural Wales]

- " A minimum standard of one non-manual staff member to every 2,500 population served should be aimed at by all libraries.

The Roberts Committee's minimum standard requiring 40 per cent of the non-manual staff to be qualified librarians is appropriate for municipal libraries serving up to about 100,000 population. "

The Borough Council believes that in order to provide a satisfactory service to the rural parts of Anglesey and in view of the dual provision made (i.e. Welsh and English) the standard and ratio need to be improved.

The basic minimum standard itself would require 27.2 non-manual staff of which 9 would be qualified librarians. (The present establishment is for 24.3 and 6 respectively) Requirements :-

6.3.1 Staffing Levels

i) District Library level

The District Library should have a qualified librarian on duty at all times in the public section.

ii) Branch Libraries serving population of more than 4,000

There should be a qualified librarian on the staff.

iii) Branch Libraries serving smaller communities

Not considered necessary that there should normally be a qualified librarian on the staff, but :-

- " Such branches should be equipped with telephones;
Each part time branch library should be attended by a qualified librarian for one quarter of its opening hours. "

iv) Mobile Libraries

Resources permitting, mobile libraries should be staffed by qualified librarians. Failing this, a qualified librarian should frequently attend.

6.4 BOOK PROVISION

The Bourdillon Report defined standards for book provision in terms of annual purchases which suggests a basic annual provision of 250 volumes per 1,000 population - for reference and lending purposes.

The Borough Council accept that to relate such a formula to Anglesey presents problems. With a population of 68,000 and an average book price of £13.60 as quoted in The Bookseller (28 July, 1984) the current bookfund would need to be £231,200. (The Gwynedd bookfund apportioned to the Anglesey area in 1984/85 is £64,239. plus £4,000 towards stocking a new branch at Cemaes).

Another approach would be to update the 1973/74 Anglesey County Library Bookfund to today's prices. The Bookseller (20 July, 1974 and 28 July, 1984) show the average price of books in 1974 to be £3.65 rising to £13.60 in 1984.

The County Library Bookfund for Anglesey in 1973/74 was £30,432 (£490.84 per 1,000 population served. (Source - Public Library Statistics, 1973/74) With the 272% increase in book prices illustrated by The Bookseller the current bookfund, in order to maintain 1973/74 standards would need to be £113,000.

Another formula is suggested in a report entitled Objectives and Development by the then County Librarian of Gwynedd in April 1974. He reported that a Working Group of County Librarians "converted the purchase stipulations into cash equivalents, and concluded that in terms of 1973/74 prices Gwynedd would need to spend on books 50p. per head of population (per annum)". At today's prices and with a 272% increase in book prices since 1973/74 one would therefore expect Gwynedd County's Bookfund during 1984/85 to be £432,264 (whilst the estimated bookfund is only £252,100). This same formula would today give Anglesey a Bookfund of £127,000.

The validity and application of these formulas may not be realistic in the current economic climate but the Borough Council accepts that a bookfund of approximately £100,000 per annum at today's prices is required for Anglesey to retrieve some of the lost ground and provide an acceptable level of service.

6.5 NON BOOK MATERIAL (e.g. Records and cassettes)

The Public Libraries and Museums Act 1964 requires that a Library Authority should have regard to the desirability of securing that facilities are available for the borrowing of gramophone records.

No specific standards are stipulated for this service; the Borough Council therefore accepts the recommendations of the Library Advisory Council for Wales in their Report Library Services in Rural Areas:-

- " It is appropriate in small service points of all kinds to provide for the distribution of media other than books and periodicals, but it will inevitably be impossible to carry more than a small sample collection of the material available. "
- " The commonest form of non-book material at present in use is recorded music, speech or sound on discs or cassettes and there are no practical difficulties in the way of providing these in even the smallest mobile library..."
- " It is indeed in the rural areas ... that facilities of this kind are especially valuable. "

6.6 PERIODICALS AND NEWSPAPERS

The IFLA Standards of "a basic provision of at least 50 periodicals... and in larger administrative units 10 periodicals per 1,000 population" is now considered to be beyond the means of all authorities.

The Borough Council accepts the view of L.A.C. Wales that "no strong case can be made out for the provision of newspapers and periodicals for reference purposes in part-time branches and that they should be provided on only the most selective basis in all branches..."

The Bourdillon recommendation would appear to be reasonable in that "every library giving a basic library service should provide a basic selection of at least fifty periodicals of general interest, together with additional titles reflecting local industrial and business interests, periodicals of a local or regional nature and at least three major daily papers."

6.7 A CENTRAL REFERENCE SERVICE FOR ANGLESEY

The Borough council is aware of the accepted standards for the provision of Reference Service as outlined in the Bourdillon Report and the Library Association's Standards for Reference Services. The Council is also aware of the heavy annual costs involved in attaining and maintaining such standards.

It is understood that the central Reference Services offered at the Area Headquarters do not in themselves come near to fulfilling these requirements. Indeed it is understood that Gwynedd County Council's policy is now to maintain present standards at all Area Headquarters Reference Libraries whilst building up a Reference Collection "of last resource" at Llandudno and a headquarters Reference Section at Caernarfon which concentrates on the information needs of the County Council itself.

Having regard to the present demand within Anglesey the Borough Council believes that the Reference Collection at Llangefni should be maintained at the present level with specific upgrading to meet the immediate industrial, business and commercial requirements of the island. This would form part of a co-ordinated approach by the Council to providing an Information Service (see below)

6.8 INFORMATION SERVICE

The Council believes that the Central Library's reference Services should be linked with the Information Service already provided by the Borough Council e.g. industrial information aimed at existing employers, potential employers, academic institutions, agencies and the general public. One example is the Business Directory recently published by the Council detailing firms in Anglesey and the products they offer.

The County Council's Information Service already proves useful to some Borough Council Departments and the Borough Council

believes that this link can be further enhanced and strengthened with the Borough Council itself providing considerable input. The Borough Council believes that the Central Reference resources at Llangefni should be linked in partnership with the information services already provided by the Borough's Economic Development Officer.

6.9 LOCAL STUDIES RESOURCES SECTION

The Borough Council believes that the Central Library at Llangefni should house the largest known collection of printed, sound and visual material recording the history and development of every aspect of life on the island. No other library can hope to specialise thus. The Council accepts the Library Advisory Council for Wales' view that the ultimate objective of a strong local studies section "must be to increase the informed interest of residents in the history and present nature of their community, and to enrich their own lives by indicating new areas for individual exploration."

The Central Library at Llangefni houses a wealth of printed and photographic material but has no resources in sound and video recordings. Such a service can only be established with the expertise and committed time of a designated Local Studies Librarian and provision will be made in the Development Programme for such a post on the establishment.

6.10 SERVICES TO HOSPITALS, OLD PEOPLE'S HOMES, SHELTERED HOUSING AND HOUSEBOUND READERS

The Council believes that a local comprehensive library service cannot be provided without due regard to the general and specific needs of Hospitals, Old People's Homes, Sheltered Housing Schemes and Housebound readers on the island.

The Council would seek to co-operate with the Anglesey Sector of the Gwynedd Area Health Authority and with the Area Social Services Department to measure the needs and to provide a satisfactory level of service.

All such 'outreach' provision needs to be reviewed and the assistance of volunteers needs to be co-ordinated. The service needs to be extended to meet the needs of those with sight problems and other forms of physical handicap.

In principle, the Council accepts the recommendations of the document The Libraries Choice (DES Library Information Series, No.10) (see Appendix 15) and would carry out a major re-assessment of policy in accordance with those recommendations.

6.11 LIBRARIES AND EDUCATION

In its very essence the Library Service is an educational force and resource. The Council believes that the Library Service should work closely with all educational establishments on the island - from the pre-school playgroup through to Further Education, whether at Coleg Pencraig, organised evening classes or self tuition.

The Council believes that the agency service provided for the Education Authority deserves continued support but the Council accepts the view of the Library Advisory Council for Wales that "The decision as to the extent of the public library's contribution to school library facilities is essentially a matter for the local education authority". The Council would wish to see a continuation and enhancement of the service.

In addition to this agency service, because of the remoteness of children in rural schools from alternative sources of books, particularly for recreational reading, the Library Authority has an obligation to provide a comprehensive service through school visits and holiday mobile schemes.

6.12 CULTURAL SERVICES

In providing books and other materials the library service is a cultural force in the community. It encourages reading, provides access to information and promotes learning. In addition to this the Library Service has an obligation to contribute to the total life-style of the community which it serves and of which it forms a part.

With its network of service points and its established links with a significant proportion of the community the Library Service stands in a central position to act as a catalyst and co-ordinator of cultural and artistic activity in the area and to measure the needs of various communities on the island, many communities now being without the leadership previously provided by resident Headteachers and Clerics.

To be an effective cultural force in enriching the life of the local community in Anglesey the Library Service requires not only the commitment of all library staff but also the leadership of a designated Cultural Services Librarian (cf. the staffing of such a service by Dyfed County Council).

The Borough Council believes that such a post in Anglesey could be linked with the responsibilities of a Local Studies Resources Librarian.

6.13 CONCLUSION

The Borough Council believes that the above framework of considerations forms the basis for an acceptable definition of the requirements for a "comprehensive and efficient library service" for the people of Anglesey in accordance with the provisions of the Public Libraries and Museums Act 1964.

SECTION 7 : SHORTFALL : A CRITIQUE OF THE PRESENT LIBRARY SERVICE

7.1 GENERAL

The purpose of this application is not to provide a wholesale criticism of the library services provided by Gwynedd County Council. This Council certainly does not take the view that there is any deliberate intention to deprive the people of Anglesey of an adequate Library Service nor does it purport to claim a monopoly of wisdom on this subject.

However, the Borough Council is concerned at the apparent inability of the County Council to channel adequate resources to provide the people of Anglesey with the library service it needs and which, in many respects, it enjoyed prior to 1974. In particular the Borough Council wishes to draw attention to the major areas of shortfall and deficiencies in the service currently being provided.

7.2 EXISTING SERVICE POINTS

7.2.1. District/Headquarters Library and Llangefni Branch library

As a purpose built (1973) County Library Headquarters the Central Library at Llangefni is well sited as a District Headquarters Library for Anglesey.

Since this library houses the area's central reference, information and local studies resources the hours of opening are inadequate to meet the reasonable needs of users and they need to be extended to include Friday evenings until 8 p.m. and Saturday morning opening from 10.00 a.m. to 1.00 p.m. Subject to a detailed study of local demand the cost of this extended pattern of opening hours could be offset by savings e.g. closing the library on Monday and/or Tuesday mornings.

7.2.2. Branch Libraries

The Borough Council is deeply concerned about Gwynedd County Council's inability to maintain the momentum of Branch Library development which existed in the early 1970's. Apart from the completion of a contractual commitment at Moelfre, entered into by the former Anglesey County Council prior to 1st April 1974, the only new Branch Library provided by Gwynedd County Council in ten years is the Branch Library due for completion at Cemaes. This is a dismal record compared with that of the early 1970's. Improvements to the Branch Libraries are required as follows :-

Amlwch	: New library. No immediate requirements.
Beaumaris	: Re-modelled library.
Benllech	: Inadequate rented premises. No telephone. Shelf stock : 3,500. No provision for an Audio Library

Service. Purpose built alternative premises urgently required. (The Borough Council recently sold a site to the County Council).

- Holyhead : No immediate requirements.
- Cemaes : Completion of purpose built premises (1984/85).
- Moelfre : No provision for an Audio Library Service.
- Newborough : No telephone. No Audio Library Service provision. Shelf stock of under 4,000 inadequate.

The Branch Library at Newborough is located in the Pritchard Jones Institute which still houses the remnants of the original bequested library, including a Cotgreave Indicator.

The restoration and preservation of much of the original bookstock should be a priority.

Consideration needs to be given to increasing the opening hours.

- Menai Bridge : The pressure on this library as reflected by issues per hour of opening is unacceptable. There are over 4,000 registered readers with only 16.5 opening hours and 21 staffing hours.

The staffing and opening hours at Menai Bridge needs to be urgently reviewed.

- Rhosneigr : A new purpose built library is required. The move to alternative rented accommodation at the same Bay Hotel Annexe has not significantly improved the facilities. A shelf stock of under 3,500 is inadequate. No telephone. No provision for Audio Library Service.

There is no branch library provision at Llanfairpwll, Valley and Trearddur Bay.

7.2.3 Mobile Libraries

The four weekly service provided by Gwynedd County Council is inadequate and is a serious deterioration in the fortnightly service provided prior to the late 1970's.

The cutback in the frequency of visits has resulted in a continuous decline in Mobile Library book issues from a peak of 118,809 in 1976/77 to an all-time low of 66,673 in 1983/84 a 44% reduction. (See Appendix 16 (a) and (b)).

During this time the only provision of a new branch library which could adversely affect the Mobile Library book issue total was the opening of Moelfre Library in 1977/78, but this library only accounts for 15,117 of the books issued in 1983/84.

7.3 STAFFING

One would expect a self contained unit such as the Anglesey Area to meet the (now somewhat dated) staffing requirements of the Working Party on Standards, i.e. one non-manual staff for every 2,500 population served.

This would provide Anglesey with a total non-manual staff of 27.2 of which 9 should be professional posts. The actual staffing is a total of 24.3 of which 6 are professional posts.

There is a deficiency in specialist staffing at Area level for example :

No Reference and Information Services Librarian.
No Local Studies Librarian.
No Cultural Services Librarian.
No Bibliographical Services Librarian.

(Note : it is only for the first and last of the above spheres of service that some degree of centralisation has been developed).

7.4 BOOK PROVISION

The present level of provision is described in Section 6.4. above.

It is almost impossible to measure the accumulated shortfall in book provision in Anglesey since 1974. The Borough Council estimates that an area bookfund of at least £100,000 per annum is required. (The interpretation of any of the Published Standards suggests a higher figure).

In years which are noted for their increase in leisure hours, whether enforced or otherwise, one measure of the success of a library service in meeting the needs of its population is the total number of books issued on loan. With this increasing leisure time, increasing unemployment and a steady and significant increase in the population one would expect a corresponding increase in book issues. However, the effects of an inadequate book-fund are now being felt and the number of books borrowed has declined from a peak of 697,402 in 1976/77 to 611,756 in 1983/84. (See Appendix 16 (a) and (b)).

Note : The Borough Council accepts that the present provision is augmented to a small extent by :

- (a) a small central collection at Caernarfon.
- (b) the Reference Library of Last Resource at Llandudno.
- (c) inter-area borrowing of requested material.

Section 8.8 will show that the Council would continue with a policy of inter-area bibliographical co-operation.

7.5 NON-BOOK MATERIAL (e.g. Records and Cassettes)

At present collections of records and cassettes are only held at Amlwch, Llangefni, Menai Bridge and Holyhead Branch Libraries and on Mobile Library 2.

The Borough Council believes that ALL service points on the island should hold at least a basic collection of cassettes (if not records). The view of LAC Wales is reiterated, as quoted in Section 6.5 :

"It is indeed in the rural areas ... that facilities of this kind are especially valuable."

Furthermore, it must be concluded that the standard of provision even in the four static service points and one mobile is inadequate and deteriorating; this is illustrated by a steady and significant decline in borrowing, from a total of 6,024 in 1979/80 to 2,397 in 1983/84 - a 60% decline in 4 years. (See Appendix 17)

7.6 PERIODICALS AND NEWSPAPERS

A total of 88 titles are purchased for the area with the following breakdown :-

- 74 periodicals
 - 7 Welsh Language local newspapers.
 - 2 English Language local newspapers.
 - 1 English Language Regional newspaper.
 - 4 English Language National newspapers.

Of the 74 periodicals purchased, 25 are historical (See Appendix 18) whilst there is no provision for drama, sport or computer studies. The Council would expect a larger degree of co-operation with academic libraries in the area over the purchase and availability of historical journals thus releasing some funding for a more widely based selection.

7.7 CENTRAL REFERENCE SERVICE FOR ANGLESEY

The Reference Collection at Llangefni needs to be upgraded to meet the immediate industrial, business and commercial requirements of the island. No attempt has been made to ascertain the information and reference needs of such establishments.

7.8 INFORMATION SERVICE

The information service now being provided by the Area Library Headquarters is almost impossible to measure and define. Most of the County's Information Service is centred at Caernarfon with little evidence of a 'satellite' link at Llangefni.

The Borough Council believes that the Reference and Information Service at Llangefni needs to be upgraded and professionally developed and exploited with the appointment of a Reference and Information Services Librarian.

7.9 LOCAL STUDIES RESOURCES SECTION

To date the total collection of printed and photographic material has not been fully catalogued and classified. This creates problems for potential users

There is no provision of sound and video recordings and this needs to be established and developed.

The Council believes that the wealth of material available can only be properly exploited, used and further enhanced with the appointment of a Local Studies Resources Librarian (as a shared responsibility with Cultural Services).

7.10 SERVICES TO HOSPITALS, OLD PEOPLE'S HOMES, SHELTERED HOUSING AND HOUSEBOUND READERS

The pattern of provision for Hospitals on the island is patchy and has only recently been introduced - to one hospital only.

The 'outreach' provision in total needs to be reviewed and the assistance of volunteers sought with the service extended to meet the needs of all physically handicapped people.

The four-weekly service for housebound readers needs to be provided on a fortnightly basis.

7.11 LIBRARIES AND EDUCATION

Evidence suggests that services for children on the island are reasonably adequate in proportion to the totality of the service e.g. the estimated expenditure on Children's Books is 13% of the total in 1984/85.

The Borough Council accepts that the standard of the agency service provided for the Education Authority is dependent on the level of financial provision made by that authority.

However, provision of books for children in rural areas during school holidays needs to be reviewed. At present they are not being provided with a comprehensive service for borrowing recreational material.

7.12 CULTURAL SERVICES

The resources in staff time and funding are totally inadequate to attempt to provide a basic level of service in extension

activities such as lectures, talks, book discussion groups, competitions, exhibitions, publications etc. No member of staff has a specific responsibility for developing such cultural services. cf. Dyfed Library Services.

The Cultural Services Fund for the whole of the Gwynedd Library Service in 1984/85 is £1,000 i.e. £281 for Anglesey or less than 1p per head of the population served.

7.13 CONCLUSION

It has been demonstrated above that there are serious difficulties in many areas in the present Library Service provided by Gwynedd County Council for the people of Anglesey.

SECTION 8 - THE BOROUGH COUNCIL'S PROPOSALS FOR A LIBRARY SERVICES FOR ANGLESEY

8.1 GENERAL PROPOSAL

The thrust of the Borough Council's submission is by now evident from the foregoing section. Much of the County Council's failure in providing a comprehensive library service to meet the needs of the island can be explained by its inability to allocate sufficient resources to maintain and develop the service at area and grass roots level.

For the first ten years of its existence the Borough Council has concentrated in the main on an ambitious Recreation Programme. The provision of Leisure Centres is now virtually complete and the intention for the next ten years is to promote an equally ambitious programme on the cultural side. One firm proposal is the establishment of an Anglesey Arts and Museum Centre adjacent to the Central Library in Llangefni, and closely allied to its services, to be built in 1985 - 1988.

The Council is prepared to allocate sufficient resources for an ambitious programme of development for the Library Service, based on the already identified needs, to include a strong capital programme and its revenue consequences.

The Borough Council's proposals for re-establishing an island based Library Services are as follows :-

8.2 COMMITTEE STRUCTURE

The Council would establish a Libraries, Arts and Museums Committee as a Sub-Committee of the Recreation and Leisure Services Committee with co-opted members who would have a contribution to make in this field (See Appendix 19).

Note : in 1987 (Borough Council Elections) the Council will review its Committee Structure and the status of this Sub-Committee would be considered for upgrading.

8.3 POSITION OF CHIEF LIBRARIAN

The Chief Librarian would be a designated Chief Officer within the Leisure Services Directorate, next in tier to the Director and with direct access to the Libraries and Arts Sub-Committee and the Council's Management Team. (See Appendix 20)

The Chief Librarian would be designated Chief Librarian and Arts Officer and would be responsible for co-ordinating the Council's policy and direction in relation to the Arts as well as the Library Service.

Priority : IMMEDIATE.

This officer would provide a comprehensive and cohesive approach to these closely allied services.

8.4 SERVICE POINTS

8.4.1. District Library Headquarters

The Council would take whatever steps are necessary to re-establish the Area Headquarters at Llangefni as a District Headquarters or Central Library. The Council would extend the Opening Hours of the public sector of the District Library to include Friday evening opening until 8 p.m. and Saturday morning opening from 10.00 a.m. to 1.00 p.m.

Priority : IMMEDIATE.

8.4.2 Branch Libraries :

Amlwch Branch Library

There are no immediate priorities but the Council would review the staffing and opening hours at this library.

Priority : DEVELOPMENT PROGRAMME.

Beaumaris Branch Library

Provision of an Audio Library Service.

Priority : IMMEDIATE.

Benllech Branch Library

The Council would honour any commitment by the Gwynedd County Council to provide a purpose built library for Benllech.

Priority : IMMEDIATE.

Holyhead Branch Library

The Council would review the staffing and opening hours at this library and review the adequacy of the commercial, business, industrial and maritime sections of the Reference Library.

Priority : DEVELOPMENT PROGRAMME.

Cemaes Branch Library

The Council understands that despite a substantial capital investment in a new library, the total opening hours will remain unchanged at 7½ hours per week. The Council will immediately review the opening hours at this library.

Priority : IMMEDIATE.

Moelfre Branch Library

The Council would review the opening hours at this Library.

Priority : DEVELOPMENT PROGRAMME.

Provision of an Audio Library Service.

Priority : IMMEDIATE.

Newborough Branch Library

The Council would discuss the whole future of the Newborough Library with the Trustees of the Pritchard Jones Institute with a view to restoring and preserving the best of the Foundation Collection and such artefacts as the Cotgreave Indicator. The Council would seek to assist the Trustees in their responsibility for this aspect of the Institute's history and tradition.

The Council would seek to refurbish the whole of the present Lending Section.

Priority : DEVELOPMENT PROGRAMME.

(Note : The Borough Council has provided a total of £25,000 in grant over the past two years to the Trustees for refurbishing the Institute Building excluding the library section).

Provision of an Audio Library Service. Provision of telephone for enquiries and referral service.

Priority : IMMEDIATE.

Menai Bridge Branch Library

The Council would review the staffing and opening hours at this library as a matter of urgency.

Priority : IMMEDIATE.

Rhosneigr Branch Library

The Council would proceed to provide a purpose built library at Rhosneigr.

Priority : DEVELOPMENT PROGRAMME.

In the meantime, the Council would provide an Audio Library Service and a telephone for enquiries and referrals.

Priority : IMMEDIATE.

8.4.3 Additional Static Service Points

In addition to the provision of any purpose built branch libraries included in the above, the Council, in their Development Programme would include the provision of a new Library at Llanfairpwll and would study the need for static service points at Valley and Trearddur Bay and the possibility of a dual-use school and public library on the campus of the Bodedern Secondary School.

Priority : DEVELOPMENT PROGRAMME.

8.5 MOBILE LIBRARIES

The Borough Council would re-establish a two-weekly mobile library service for villages, hamlets and housebound readers.

The Council accepts that this improved provision would entail the appointment of one additional Driver/Clerk but there would be no need for an additional mobile unit.

Priority : IMMEDIATE.

8.6 STAFFING

The Borough Council would guarantee the employment and salary grades of all existing staff and would proceed to review the whole structure as from April 1985.

The Borough Council would seek to improve the staffing of the service with the following proposals :-

Appointment of Chief Librarian and Arts Officer : new post
Priority : IMMEDIATE.

Re-designation of present post of Assistant Area Librarian to Reference and Information Services Librarian.
Priority : IMMEDIATE.

Appointment of Bibliographical Services Librarian. New Post.
Priority : IMMEDIATE.

Establishing the following posts on the staffing structure :-

Local Studies and Cultural Services Librarian.
'Outreach' Services Librarian.

Priority : DEVELOPMENT PROGRAMME.

8.7 BOOK PROVISION

The Council would establish a District Bookfund of £100,000 per annum initially at 1984/85 prices.

Priority : IMMEDIATE.

8.8 INTER-AUTHORITY BIBLIOGRAPHICAL CO-OPERATION

The Borough Council would seek to establish formal co-operation with Gwynedd County Council in :

- i) computerised cataloguing and data storage and retrieval;
- ii) inter-authority co-operative purchase of expensive Reference material;
- iii) inter-authority co-operation in meeting special requests
- iv) a formal agreement on no 'extra' district or county charge to borrowers.

The Council would support the Regional Libraries Bureau and would seek to co-operate with the National Library for Wales in any computerised data provision.

Note : Computerisation

The role of the computer in the Council's work is expanding rapidly. Most of the Authority's applications are on computers in one form or another and a development plan is being formulated to computerise the remaining areas of work.

The Council runs an ICL ME29/37 Computer and a Microdata Reality 6530 Computer. The ICL equipment is compatible with the ICL 2956 currently in use by the Gwynedd County Council and many of the Council's applications are run using the County Council machine for data storage of master files and the application software.

The Microdata computer is also compatible with the equipment currently being installed at the National Library of Wales and the two machines could communicate at will over the telephone network or by private line.

8.9 NON-BOOK MATERIAL

As previously outlined the Council would establish an Audio Library Service at all static service points and would seek to arrest the present decline in the level and use made of this service.

The 1984/85 Non-book material allocation for Anglesey is £1,955. The Council's policy would entail an initial expenditure of £5,000 on additional and duplicate material and subsequent annual purchasing funds of £3,000 at 1984/85 prices.

Priority : IMMEDIATE.

8.10 PERIODICALS AND NEWSPAPERS

The Council would seek to establish a degree of co-operative purchase of periodicals with Gwynedd County Council, Industrial and Commercial Organisations on the island and such academic institutions as the Normal College Bangor (Teacher Training) and the University college of North Wales Bangor.

8.11 REFERENCE AND INFORMATION SERVICES

The Council will seek to establish a central Reference and Information Service at Llangefni sufficient to meet the immediate needs of the island's inhabitants, commerce, business and industry.

This policy will involve upgrading certain sections of the Reference Collection.

The Council would proceed to link the Reference Library Service with the Information Service already provided by the Council.

The Council would seek formal co-operation with Gwynedd County Council in the use made of the County Information Service and would seek to contribute to that service.

As outlined above the Council would establish the post of Reference and Information Services Librarian by re-designating the post of Assistant Area Librarian.

8.12 LOCAL STUDIES RESOURCES

The Council would extend the Local Studies Section to include sound and video recordings.

As outlined above, the Council would include the appointment/designation of a Local Studies and Cultural Services Librarian in its Development Programme.

8.13 SERVICES TO HOSPITALS, OLD PEOPLE'S HOMES, SHELTERED HOUSING SCHEMES AND HOUSEBOUND READERS

The Council would co-operate with outside agencies and voluntary bodies to measure the needs of all such establishments and individuals and would carry out a major re-assessment of policy in accordance with the recommendations contained in Appendix 15.

As outlined above the Council would include the designation of an 'Outreach' Services Librarian in its Development Programme.

8.14 LIBRARIES AND EDUCATION

The Council would honour any agency agreement with the Education Authority with regard to the Schools Library Service

and would seek to enhance such co-operation. The Council would also work closely with all educational establishments on the island.

The Council would seek to improve the provision of recreational reading material for children in the remote rural parts of the island by the provision of Holiday Mobile Schemes etc.

Priority : IMMEDIATE.

8.15 CULTURAL SERVICES

The Council would seek to extend the cultural role of the Library Service in initiating and supporting extension activities and, as outlined above the Council would include the appointment/designation of a Local Studies and Cultural Services Librarian in its Development Programme.

8.16 FINANCE

8.16.1 Financing the Present Service

The Borough Council cannot readily identify the detailed cost of operating the existing library service in Anglesey nor the cost of operating the service should the library function be transferred to the Borough Council because this information is not available from the published accounts of the County Council.

The net estimated expenditure on Library Services in Gwynedd in 1984/85, to be met from precept and block grant, is £1,592,000. Assuming Anglesey's proportion of this cost is 30% of the total, in line with the proportion of population and the product of a penny rate, the cost of running the transferred service in Anglesey would be £477,600 at the present level of provision. Since, however, the net cost of the transferred function would be an exclusive charge on Anglesey ratepayers, and no contribution would be required towards the cost of providing the service to the other four districts in Gwynedd, who would be levied a special county precept to meet the cost of the service remaining with the County Council, there would be no additional rate charge on Anglesey ratepayers if the function was transferred to the Borough and the service continued to operate at its existing level.

In addition to this it is conceivable that former Anglesey County Council library central support staff who transferred to the Gwynedd County Council on reorganisation in 1974 would transfer back to the Borough Council, thereby enabling the County Council to reduce manpower and effect sufficient savings to maintain the precept at its existing level for the service remaining with the County.

8.16.2 Financing an Improved Service

The Borough Council has, however, in other sections of this submission, stated that it wishes to improve the Library Service in Anglesey. It is aware that this cannot be done without increased costs, both in terms of capital and revenue expenditure. In this respect the Borough Council is particularly fortunate in having at its disposal a source of finance arising from the levy it charges on the importation of crude oil at the Amlwch Oil Terminal, currently running at approximately £800,000 per annum, and expected to increase to £1,250,000 per annum from 1988/89 onwards. Under the terms of the Anglesey Marine Terminal Act 1972 this income must be used exclusively for the benefit of Anglesey or its inhabitants, and the Borough Council has made a policy decision that it should only be used to further the economic, cultural and leisure opportunities of the inhabitants of the island, and not to spend it on the more traditional statutory services it is obliged to provide.

The Borough Council, therefore, has the necessary resources to provide an improved service without additional cost to the ratepayers. It might be argued that this could be done under existing circumstances by supporting the present County library service on the island from this source of income. The Borough Council is very much aware of the trusteeship placed upon it by Parliament to use this income exclusively for the benefit of the inhabitants of Anglesey and it would not, under any circumstances, support from this source an exclusively County function on the island (as opposed to joint provision) thereby enabling the County Council to deploy resources it would otherwise have spent in Anglesey over the remaining area of Gwynedd. Clearly to do so would be contrary to the intention of the Anglesey Marine Terminal Act.

It should also be added that the development of the currently programmed Arts/Museum Centre service will enable the Council to absorb some of the additional costs of operating the library service within the overall concept without duplication.

Note : Further analyses of present and projected expenditure can be provided if required, but these will be of limited significance because of the large number of assumptions that will be required in their compilation.

8.17 THE PROPOSALS AND FINANCE

Financing : Conclusion

The Borough Council is confident it can operate a vastly improved library service without additional cost to the ratepayers of Anglesey or the remainder of Gwynedd.

SECTION 9 : CONCLUSION - THE APPLICATION

In the foregoing submissions, the Ynys Mon - Isle of Anglesey Borough Council has amply illustrated its desire and capacity to meet the relevant criteria required for its designation as a Library Authority in accordance with Section 207(4) of the Local Government Act 1972.

This report has shown that :-

- i) The area served by the Borough Council is unique in Wales, with its well defined island boundary. The size and separate identity of Anglesey arising from its special geography merits a different treatment from the remainder of the County Council area. There is nothing more special than an Island - particularly an island with the density of population and administrative ability to support such a dynamic and homogeneous social and community unit as Anglesey. The Island has a strongly integrated community, with traditions and a culture of its own. It has an individuality and independence of outlook and action with its own radical and pioneering approach to social and community needs. A number of organisations which have significant activities within Anglesey are established on an Island basis. At the same time the Borough Council has demonstrated a willingness to work with other Local Authorities and organisations beyond the Island to improve standards generally as well as to benefit the Island in particular.
- ii) The population of the applicant authority substantially exceeds the minimum 40,000 stipulated by the 1964 Act and has proved to be the most rapid 'growth area' within the County Council area. The Island is still experiencing strong migration growth in spite of the lack of employment growth.
- iii) The Borough Council's area includes all of the area of the former Anglesey County Council - the pre-1974 Library Authority for Anglesey.
- iv) The Library Service currently provided by Gwynedd County Council for the people of Anglesey is unsatisfactory, does not meet their reasonable needs and, in some important aspects, has deteriorated since 1974, with particular reference to branch library opening hours, depletion of book stocks from inadequate funding and infrequency of the mobile library service.
- v) The Borough Council has the will, the management ability and the resources to improve the service. In relation to resources the Council would be in the unique position of being able to employ the "Oil Revenues" to improve the service without resorting to the use of rate income.
- vi) The transfer of the Library Function to the Borough Council would not prejudicially affect the standard of the library service and its general viability within the remainder of the County Council area.

The Borough Council is confident that in the ten years since reorganisation it has made excellent progress in the discharge of those functions with which it was vested, and, as before 1974, it is equally confident that it has the ability to provide an efficient and improved Library Service for Anglesey.

Accordingly, the Ynys Môn - Isle of Anglesey Borough Council hereby respectfully requests the Secretary of State for Wales to make an order constituting the Council a library authority for the period beginning with 1st April, 1985.

* * * * *

APPENDIX 33

GWYNEDD COUNTY COUNCIL

Response of the Gwynedd County Council to the application
by Ynys Môn - Isle of Anglesey Borough Council for
the constitution of the Borough Council as a Library Authority
under Section 207 of the Local Government Act 1972.

H. Ellis Hughes,
County Secretary and Solicitor,
County Offices,
Caernarfon.

January, 1985

COSTING THE PROPOSED TRANSFER OF THE LIBRARY SERVICE.

5.1 BASIS OF COMPUTATION

Gwynedd County Council's 1985-86 budget awaits final approval. However, the Recreation, Amenities and Culture Committee have recommended 1985-86 base estimates for the Library service amounting to a total net expenditure of £1.517 million at November, 1984 prices, being the amount required to continue the existing service and to honour commitments. This is not the whole cost of the library service as it does not include the cost of central departments' recharges, yet to be allocated for 1985-86. These amounted to a total of £0.115 million in the revised budget for 1984-85, at estimated 1984-85 out-turn prices, and it is unlikely that the 1985-86 budgeted figure, at November 1984 prices, would vary more than 2% from this figure. Taking these two figures together, it is estimated that the Gwynedd Library Service, if continued to run on a county wide basis would cost £1.63 million in 1985-86, equivalent to £7,022 per 1,000 of the 1984 population (estimated at 232.4 thousands). The costs of the proposed transfer of service have been calculated on the same basis.

It is difficult to estimate the costs of the Anglesey proposals which are often vague and, in places, contradictory. For only two of their proposals are the financial implications spelt out in their submission - the increased funding of £100,000 for books and £5,000 (£3,000 in subsequent years) for non-book material. Elsewhere, sections 6, 7, and 8 give different proposals for some parts of the service. For example, we find the following proposals concerning the opening hours of Llangefni Library (which currently total 40):-

paragraph 6.2.1 - 60 hours per week

paragraph 7.2.1 - open Friday evenings + Saturdays but close Monday and/or Tuesday mornings - a possible reduction to 38 hours per week.

paragraph 8.4.1 - open Friday evenings + Saturdays but no closures proposed - an increase to 44 hours per week.

In this case, the third proposal has been used for costing purposes. In other places, vague proposals in section 8 have had to be quantified by reference to the statements made in section 6 or 7. Elsewhere we have had to make realistic assumptions about the implementation of Anglesey Borough Council's proposals which are outlined below.

5.2. THE IMMEDIATE COST OF THE SERVICE TO ANGLESEY BOROUGH COUNCIL

This basic estimate of how much the service would cost to run in 1985-86 ignores the longer-term costs arising from Anglesey's proposed capital developments, and does not include items which are proposed for their development programme. These costs include only those proposals which could be implemented immediately, plus some costs, not specifically mentioned, which we believe would be essential to continue the standard of service.

The following assumptions have been made

- (a) SCHOOL LIBRARY SERVICE - Were there to be a reorganisation, the schools library service, and the method of charging for it, would have to be thoroughly reviewed. The Director of Education would prefer that the service to schools in Anglesey should continue to be provided by the County Library Service, rather than by an agency agreement with the Borough Council. Therefore for the present purposes, it has been assumed that only the public library service would be taken over by Anglesey B.C. The librarian in Holyhead School, the schools/children's librarian currently employed in the Area Office and the schools vehicle and its driver would remain with Gwynedd County Council. It is assumed that they will vacate accommodation in Llangefni, making it available for the extra staff and bookstock proposed.
- (b) COMMITTEE STRUCTURE - A Committee of ten members meeting quarterly would be established.
- (c) SERVICE POINTS - The opening hours of Llangefni, Cemaes and Menai Bridge libraries (all cited as immediate priority) would be extended along lines suggested in Section 6. Staff time and premises running costs would increase accordingly. Telephones would be installed in Newborough and Rhosneigr.
- (d) MOBILE LIBRARIES - The additional driver/clerk would be employed and vehicle running costs would increase in proportion to the extra usage proposed.
- (e) STAFFING - The additional staff cited as immediate priority by Anglesey (Chief Librarian and Bibliographical Services Librarian) would be employed. In addition, we strongly believe that the increased administrative workload on the Llangefni Office arising from being an independent library authority would necessitate two extra clerical posts, the costs of which have been included.
- (f) BOOK PROVISION - The proposed bookfund of £100,000 is established.
- (g) NON-BOOK MATERIAL - The proposed extra expenditure to provide an audio library at all static service points is implemented.
- (h) INTER-AUTHORITY CO-OPERATION: COMPUTER COSTS - Certain assumptions have had to be made about the costs of computing support to Anglesey. In view of Anglesey B.C.'s oft repeated statement that they wish to stand alone on computer services, severing links with Gwynedd's computer system, it is surprising that they wish to co-operate on library computerisation. However, their existing computers are unlikely to be of sufficient capacity to hold an independent library cataloguing system, while the cost of new equipment would be prohibitive for such a small authority (Brent and Wiltshire authorities recently spent about £350,000 each on acquiring the necessary hardware and software for a library cataloguing system). Therefore, we believe it would be necessary for Anglesey to buy in such computer services from some external body if not Gwynedd County Council.

Currently no specific charge is made to the library service for their non-financial use of the computer, but Gwynedd would feel bound to charge an economic charge for such a service to Anglesey B.C. were the library service transferred. Two separate catalogues would have to be held on the computer and the economic charge to Anglesey estimated on this basis is £15,000. While Anglesey would be free to 'shop around' for a better deal, it is unlikely that anything significantly cheaper could be achieved.

(i) INTER-AUTHORITY CO-OPERATION: OTHER COSTS - At a number of points, Anglesey's submission mentions the possibility of co-operation in several fields. Although there would undoubtedly be organisational obstacles to overcome, this would be essential if Anglesey were to continue providing the same standard of service as is now provided by Gwynedd. Not only would there need to be co-operation on exchange of books, there would also need to be some joint use of highly specialist staff. Existing Gwynedd staff such as the Development Training Librarian and the Information Librarian who currently serve the whole of Gwynedd have no equivalents in the proposed Anglesey service, and their services would need to be made available to the Anglesey authority. Anglesey's Paragraph 8.11 mentions this in the case of the Information Service only. As a conservative estimate, a figure of £10,000 p.a. has been included as a charge to the Anglesey authority by Gwynedd for such services. Actual recharges are likely to be higher.

(j) CENTRAL COSTS - The addition of the library service to the Anglesey B.C.'s responsibilities would appreciably extend its scale of operations. Its total workforce and its gross expenditure would both increase by about 5%. There would inevitably be an increase in the workload in its central departments (Personnel, Administration, Finance, etc) to meet the general burden of providing another service. Certainly the Finance department would need extra staff to deal with over £0.5 million extra expenditure, while there would be incremental increases elsewhere. These increased costs would not quite be equal to 5% of the central department's costs (currently about £1 million), and it is estimated that an extra cost of £40,000 would be involved. (This figure compares with a total recharge of £86,000 from Anglesey B.C.'s Central Departments to its Planning Department in their 1983-84 estimates.

The Planning Department is of much the same size in expenditure and manpower terms as the transferred library service would be, although more dependent on legal services).

These assumptions together bring the estimated cost of the proposed Anglesey library service in 1985-86 to £0.53 million, or £7,773 per 1,000 of population.

5.3.

THE COST OF THE CHANGE TO GWYNEDD COUNTY COUNCIL

Some changes would need to be made in the administration of the service provided to the rest of Gwynedd. To estimate the cost of providing a service to the remaining four districts of Gwynedd at the same standard as at present, the following assumptions have been made -

(a) HEADQUARTERS OFFICE STAFFING - The County Librarian believes that no immediate savings could be made to his central staff because all have functions, to which there would only be a marginal change. Nevertheless, it has been assumed that -

- (i) some costs of specialist librarian staff, who otherwise could have spare time, would be recouped by the proposed charge made to Anglesey B.C. for sharing their services;
 - (ii) in the medium term, reallocation of work would enable two posts to be saved without loss to the standard of service provided.
- (b) SCHOOL LIBRARY SERVICE - It is assumed that the service to Anglesey libraries would continue to be provided by the Anglesey Area staff not transferred probably working from a Caernarfon base. For the sake of simplicity, they are assumed to occupy accommodation vacated by the clerical posts saved. Travelling expenses, however, increase.
- (c) GENERAL OVERHEADS - It is assumed that central establishment expenses are reduced in line with the reduced scale of operations. For central recharges, it is difficult to pinpoint exactly where savings would be made in Gwynedd County council's central administrative departments, in view of the loss of the Anglesey library service representing only 0.5% of Gwynedd County council's manpower or expenditure. Nevertheless, a saving of £20,000 in such recharges is assumed. This is equivalent to about 20% of the current recharges to the Library from the central administrative departments, or about 0.75% of the total recharged cost of these departments.

On this basis, the total cost of the remaining Gwynedd library service would be £1.23 million, or £7,502 per 1,000 of the population served.

5.4. THE DISECONOMIES OF THE PROPOSED CHANGE

On the basis of the above estimates, the service provided by the two authorities to the County of Gwynedd would cost about £130,000 more than the service provided by the single authority. This mostly represents extra costs of administrative staff providing no direct service to library users and often duplicating functions currently carried out only once. For the four remaining districts of Gwynedd, unit costs would rise from £7,022 per 1,000 population served to £7,502 - with no increase in the standard of service provided.

These results are hardly surprising; after all, the main rationale of local government reorganisation in 1974 was to achieve the economies of scale which result from operation by larger units. Where library services are currently run by district councils in Wales, their costs are higher for the population served than the Welsh Counties, although fewer books are issued per head of population. Powys, the smallest county, also has higher unit costs. The proposed change would make the Gwynedd Library Authority hardly larger than Powys, and the figures above show that the same pattern would be repeated in Gwynedd.

5.5.

PRACTICAL FINANCIAL IMPLICATIONS

If the Library Service were to be transferred as is proposed, the mechanism of the Rate Support Grant would have to be changed to take account of this. In the following calculations it has been assumed that the system would be as for Dyfed and Mid Glamorgan, and new GREs, GRPs and Targets have been estimated accordingly.

It should be noted that both the Borough Council and the County Council are aiming to set their expenditure levels in 1985-86 within the Government's 'target', although both are finding it difficult making the necessary reductions. The fact that sparsity is not a factor in library service need indicators compounds the problem.

If we assume that both authorities set their budgets for all services so as to spend just below target, and that no changes are made to other services, the transfer of the library service with its cost as estimated above, would have the following effect in 1985-86 (and every year thereafter) -

(i) Because of the higher per capita cost of the smaller-scale library service, Gwynedd exceeds its target, and would require about 0.8 pence extra on the precept chargeable to ratepayers outside Anglesey.

(ii) If Anglesey were not to use any 'non rate' revenues in aid of the rate fund, they too would exceed target, and the total cost to Anglesey ratepayers would be about 3 pence on the rates.

(iii) If Anglesey were to use £70,000 Shell revenues to get below their target, the total Anglesey rates would still be about 0.8 pence higher than they would have been.

The higher costs to ratepayers in the remainder of Gwynedd, although only a small increase, brings no extra service to these areas. In practice, however, it is likely what Gwynedd County Council would still wish to contain expenditure within target, and would have to make further cuts. This would inevitably entail a reduction in the services enjoyed by Gwynedd ratepayers outside Anglesey.

In the case of Anglesey, the higher standard of service proposed can only be achieved by using some of their Shell revenues towards the rate fund, year after year. There will be a reduction in activities which otherwise would have benefitted from this money. Such cuts may have to be on the island services. Moreover, there is no certainty that the Shell revenues will always be available.

5.6.

HANDOVER COSTS

The estimates of running costs made above do not include any of the extra costs which would be entailed on transferring the service. For example -

(a) considerable administrative time would be spent handing over records, property, and so on;

(b) the stock in Anglesey libraries would need to be re-labelled;

(c) the new Anglesey library staff would take some time at first to establish procedures and set up their operations.

Such costs would take up resources in the first year at the expense of direct service provision to the public.

5.7.

LONGER-TERM COSTS OF ANGLESEY BOROUGH COUNCIL'S PLANS

Anglesey's submission proposes several further developments to be included in a development programme. By their nature, it is difficult to cost such items precisely, so the following should be regarded as little more than indicative of orders of magnitude

(a) STAFF - The appointment of a Local Studies Librarian and an 'Outreach' Librarian are proposed. In addition, we believe the Authority would need a Children's Librarian, if, as we have assumed, they do not have the services of the schools librarian. Such extra staff would cost at least £25,000 per annum.

(b) OPENING HOURS - It is proposed that opening hours of some libraries would be reviewed as part of the development programme. We do not believe that such a review would result in sizeable extensions to opening hours, even when compared with the standards outlined in Section 6. Consequently we estimate extra costs would be in the region of only £1,000 per annum.

(c) CAPITAL PROGRAMME - The following developments are suggested -

(i) Purpose built library at Benllech (honouring Gwynedd's commitment).

(ii) Refurbish lending section of Newborough Library.

(iii) Provide a purpose built Library at Rhosneigr.

(iv) Provide a new Library at Llanfairpwll.

(v) Consider new libraries at Valley, Trearddur Bay and Bodedern.

More detailed assumptions about the timing and nature of such plans would be required to provide a cost figure. However, it is illustrative that the known full year running costs of the new Bethesda library are £25,000 and those of Cemaes library £12,000.

All in all, it appears that those Anglesey proposals which cannot be implemented immediately could easily add another £50,000 (or £730 per 1,000 population) or even more, if they go ahead with building projects financed by borrowing. While it is understood that the costs might not fall directly on the rates, it nevertheless represents expenditure which could otherwise be spent elsewhere.

6. The Effects on the Remainder of Gwynedd of constituting the Ynys Mon - Isle of Anglesey Borough Council a Library Authority.
- 6.1 Department of Education and Science Circular No. 5/73 referred to the clear advantages in establishing larger library authorities which would bring more resources within the ambit of each new authority and create fresh opportunities for the development of the comprehensive and efficient service library authorities are required to provide under the 1964 Act. Paragraph 6 of the circular referred to the "diverse and growing requirements" of library users and to the need for public libraries "to have available greater and more varied stocks of books and other materials, to handle information in new formats and to be able to draw upon a wider range of professional expertise". The Secretary of State at the time considered that the strengths and cohesion of a unified county library service would bring significant benefits to the whole area comprising the county.
- 6.2 The benefits which have accrued to the residents of Gwynedd from having a unified library service have been considerable. The economies of centralised ordering, cataloguing and book selection as described in detail in Section 2 have assisted to keep down the unit costs of providing a library service. The County has been able to invest in new technological developments so as to provide a more efficient service for library users by the better exploitation of stock. In addition it has been possible to introduce new initiatives such as an information service and to include on the establishment a staff training officer. The constituting of the Borough Council as a separate library authority would be a retrograde step and result in increased costs as the economies of scale would be reduced and the justification for new investment and initiatives would be less than it is at present.
- 6.3 The loss of Anglesey's resources both in staff and materials would render the library service for the whole county less effective and comprehensive. In particular the pool of expertise available for the whole County would be weakened and the existing benefits derived from a county source of materials would no longer be enjoyed.
- 6.4 As explained in Section 5 the County library service for the remainder of Gwynedd would be less cost effective. The cost per 1,000 population would substantially increase and this would not only threaten the viability of some of the existing specialist posts and services but would also jeopardise the level of service throughout the County. It is unlikely that the County Council would be prepared to provide the additional finance to maintain the existing level of service due to the penalties it would incur if it were to overstep its expenditure target as set by the Secretary of State. Consequently the library service would have to make expenditure cuts so as to keep within its budget. The calculations outlined in Section 5 suggest that cuts of the order of £50,000 could be required to meet the adjusted expenditure target. This would represent about 4% of the library service budget for the four remaining districts. No decisions have of course been taken as to how such reductions could be achieved but the options open to the library service would include the following:-

(a) Disband the Information Unit (also a loss of service to Anglesey as we have assumed they will share this service) saving about £13,000 (not of the charge to Anglesey but not allowing for extra costs in other County Council departments).

(b) Remove the Development and Training librarian post from the establishment (also a loss of service to Anglesey under our assumptions) saving about £8,000 (net).

(c) Close Deganwy library leaving its readers to use Conwy or Llandudno libraries (or some similar library) saving about £10,000.

(d) Close the four libraries which open fewer than five hours a week - Dinas Mawddwy, Dyffryn Ardudwy, Llan Ffestiniog and Trawsfynydd, all in Meirionnydd, saving about £6,000.

(e) Reduce the opening hours of full-time libraries. This should save about £1,000 per hour reduced per library. Reducing the opening hours by 2 hours a week in each of the seven full-time libraries would save about £14,000.

(f) Reduce the remaining bookfund. Each 1% cut is equivalent to £2,000 saved.

It should be noted the savings given are approximate estimates and some of these changes could not be implemented unless the Council were to change its policy of no compulsory redundancies. They do however illustrate the serious effect the transferring of the library service to the Borough Council in Anglesey would have on the service in the remainder of the County.

6.5 It is anticipated that it would be much more difficult to recruit staff to a smaller authority and reduced service.

6.6 Circular 5/73 refers to the advantages of having a library authority co-terminous with the Education and Social Services Authorities and with the Health Authority. In Gwynedd there is also close co-operation between the county archives service and the library service both in providing services to the public and jointly in the provision of services to the County's schools. The school library service in particular would suffer if the Borough Council were to be constituted a library authority. As stated in paragraph 4.2.7. the Education Authority would be unlikely to enter into any agreement with the Borough Council regarding a school library service in Anglesey but the cost of the service would inevitably increase due to the need to re-locate staff and to seek alternative accommodation. This service would be less efficient particularly in Anglesey but increased costs would inevitably lead to a reduction in the standard of service throughout the County.

7. CONCLUSIONS.

- 7.1 Gwynedd County Council has been the library authority for the whole of Gwynedd since local government reorganisation in 1974. Library matters are considered by the Council's Recreation, Amenities and Culture Committee which is a main Committee of the Council. The County Librarian is a Chief Officer who reports directly to the Committee and has access to the other main Committees of the Authority. The status of the Committee and Chief Officer responsible for library matters in the structure proposed by the Borough Council would be inferior to that enjoyed at present by the relevant Committee and Chief Officer of the Gwynedd County Council.
- 7.2 Gwynedd County Council has during the 11 years since reorganisation constantly provided a higher standard of service than the Welsh Counties average. The service is well managed and carefully monitored to ensure value for money and the best use of resources. Notwithstanding the financial difficulties faced by the Authority, new improvements and developments have been introduced so as to make the service more efficient and comprehensive. The present public library service in Gwynedd, in information provision, in support of personal education, in enhancing the quality of life and leisure time, in creating favourable opportunities for artists to exhibit their works, in promoting literature and in providing services to the disadvantaged is quite different from that which existed in 1973/74. In the Council's submission the predictions, aims and aspirations expressed in the Department of Education and Science Circular 5/73 viz that the larger authorities would be able to support more specialist staff, provide better training opportunities and career structure and remove the constraints imposed by inter authority boundaries have all been achieved in Gwynedd.
- 7.3 Despite the far reaching changes in the economic situation since 1973-4 there has been no deterioration in the level of service provided for the residents of Anglesey since local government reorganisation. Indeed in several respects there has been a substantial improvement in the facilities provided e.g. the total opening hours of branches in Anglesey have increased from 141.5 hours to 177 hours per week. Since 1974, and in the same period there has been an increase in the number of professional librarians serving the area from 3 to 7. In addition the area is able to benefit from the expertise and resources of the Headquarters at Caernarfon.
- 7.4 The Isle of Anglesey is not an urban area. It is less urban than the Boroughs of Aberconwy and Arfon as is distinctly less so than the other district councils in Wales which are at present library authorities. In no way does it meet the criteria of being "a mainly urban area or an area with a substantial urban nucleus" referred to in Paragraph 10 of Circular No.6/73.
- 7.5 The financial implications of constituting the Borough Council a library authority are considerable. The additional cost of providing a library service for the County of Gwynedd would be in the region of £130,000. This would result in the cost of the service for the remaining four districts of Gwynedd increasing by about £500 per 1,000 population served.

There would also be an increase of about £750 per 1,000 population served in Anglesey. The Borough Council claim that this additional expenditure would not fall upon the ratepayers but would be met from Shell Oil Revenues. However there is no certainty that the Oil Revenues will be available at all times in the future and if they were to cease then the additional burden on the Anglesey ratepayers would be substantial. In any case certain specialist services such as the service to industry could hardly be justified for a comparatively small unit such as Anglesey. The administration and efficiency of the school library service in the district would be also be rendered far more difficult.

The effects on the remainder of Gwynedd of constituting the Borough Council a library authority would be immediate and far reaching. The County Council would be unlikely to provide the additional finance to maintain the present standard of service and substantial cuts would have to be made as outlined in Section 6. Not only would certain County wide aspects of the service be affected e.g. information service and staff training, but cuts would also have to be made at local branch level.

- 7.6 The County Council submit that there is no firm evidence that the transfer of the library function to the Borough Council would lead to an improvement in the library facilities in Anglesey at least not without a substantial increase in expenditure which would be a wasteful use of resources at a time of financial stringency. On the other hand there are strong reasons for believing that the transfer of the function would lead to a less efficient and comprehensive service not only for the district but also for the County of Gwynedd as a whole. In the County council's submission therefore the statutory criteria set out in Section 207(4) of the Local Government Act, 1972 have not been satisfied. Moreover, in so far as they are still relevant, the Borough Council's case does not meet the criteria referred to in Circular No. 6/73 and in the Introduction to the Borough Council's submission. The Gwynedd County Council strongly oppose the application and the Secretary of State is asked not to make an Order constituting the Borough Council a library authority.

APPENDIX 34

TAFF-ELY BOROUGH COUNCIL

Statement of the Case for Library Status

- 1.0 Notification has been received from the Welsh Office that the Secretary of State for Wales is to undertake a review of Library Authorities. The review is held under the provisions of Section 207 of the Local Government Act, 1972 and takes place as from 1st April, 1984.
- 1.1 It is the earnest and sincere wish of the Borough Council to undertake the functions of the Library Service in common with other District Authorities in Mid Glamorgan (viz Cynon Valley Borough Council, Merthyr Tydfil Borough Council and Rhondda Borough Council).
- 1.2 The Borough Council has taken the initiative since 1974 in providing artistic, cultural and educational services so as to promote widespread public interest. The Borough Council would most certainly extend the existing level of the Library Service by utilising facilities in some of the 23 Community Centres established in all parts of the Borough - and the use of Leisure Centres in Pontypridd, Church Village and Llantrisant. It is to be noted with pleasure that the Hawthorn Leisure Centre won the Sports Centre Management Award for Wales in 1979 and was also runners up Great Britain in the same year.
- The Borough Council already has a full time Entertainments and Leisure Services Department which is responsible for many and varied functions including Pantomime, Concerts of Voice and Brass, Musical and Theatrical events.

- 1.3 It is accepted that the use of Community based organisations encourage inhabitants of all ages and background to become more alive to the affairs of their own environment and thus is a major force in the control of vandalism etc. The addition of Libraries to the Community would go a further step forward.
- 1.4 The Secretary of State will no doubt be examining the performance of the Borough over the past 10 years. It is true to say that the Borough Council has kept within every Government Guideline on Capital and Revenue Expenditure and has recognised the fact that there has never been any holdback of Rate Support Grant or excessive Rate increases for its services.
- 1.5 When examining the track record of Mid Glamorgan County Council the Secretary of State will no doubt bear in mind their overspending in recent years and the vast rate increases imposed - e.g. an increase of 26 pence in the pound for 1984/5.
- 1.6 The Borough Council feel sure the old adage "Big is not necessarily beautiful" will be uppermost in the mind of the Secretary of State.
- 2.0 In support of its case, the Borough Council submits the following reasons :-
- 2.1 Prior to the Local Government reorganisation in 1974, a large part of the Borough area, namely that covered by Pontypridd Urban District Council, had the privilege of exercising library functions. It is acknowledged that the functions were exercised to a high standard.

- 2.2 County Councils of necessity have to take a broad view of the provision of the Service over the whole County, whereas a District Authority would undertake the service within its area and respond far more readily to the needs of the Community.
- 2.3 The Library Service is considered to be ideal for administration at District Council level. It is in itself a small defined service well able to be administered by the Authority which has the closest links with the needs of the inhabitants. The Borough Council believe the most important factor to be taken into account in the review process is to ascertain whether library facilities would be improved by transferring the functions from Mid Glamorgan County Council.
- 2.4 The population of the Borough is 94,300 and more than twice the minimum of 40,000 required for new Library Authorities. Transfer of the Library Service to the Council would leave the County Council to provide the service in at least Ogwr and Rhymney Valley servicing a combined population of 235,000 (44%) out of a total population of 539,000 for Mid Glamorgan as a whole.
- 2.5 The Borough is in the main an urban area. It is also a growth area particularly in the Western area and has been for many years. The Borough is presently served by 13 Libraries/Reading Rooms (See Appendix 'A') and two mobile Libraries. This service is certainly rather sparse especially bearing in mind that the area of the Borough is 16,845 hectares. The facilities presently provided in the Western area are

indeed/....

indeed inadequate for the needs of the population in general, and industry and commerce which may require the reference Library facilities. The only Branch premises opened by the County Council in Taff-Ely area during the past 10 years were those at Taffs Well in 1976.

- 2.6 It is understood from the County Council that only 62,952 books were added to the stock for 1982/83 for the whole of their service. It is put forward that the building and maintaining of a sound and comprehensive up to date book stock is of paramount importance. It is to be regretted the policy of the County Library Service falls short on this point, especially when one considers that the Borough of Rhondda purchased 26519 for its own area.
- 2.7 A collection of gramophone records only exists in the Pontypridd Library and it is presumed to be the stock of the former Pontypridd Urban District Council. The Borough would extend this service.
- 2.8 The Borough would give serious consideration to setting up cassette facilities - a much need service for the future.
- 2.9 The Borough Council is of the opinion that a "domiciliary" service to the housebound, elderly and partially sighted should be extended if library status were to be granted to the Borough.
- 2.10 The Borough Council understands that reference facilities are only provided in the Pontypridd area - this aspect certainly needs to be extended to the Llantrisant and Tonyrefail areas in particular.

3.0 The calibre of Staff is regarded by the Borough Council to be of paramount importance and in this connection the Borough Council would appoint a Chief Librarian who was locally appointed and a Chief Officer in his own right with direct access to a Committee - a readily accessible service and responsibility.

At present all Chief Officers in the Borough are Members of the Management Team and a Borough Librarian would join them.

There are at present 39 Staff employed by the County for Library functions within the Borough. These are of course in addition to the Headquarter Staff at Bridgend.

3.1 As the Secretary of State is aware, the County Library Headquarters is not situated in the Borough of Taff-Ely.

4.0 The County Council has been unable to provide precise details of expenditure incurred on the service in the Borough as expenditure on this service is not analysed over districts. However, based upon the 1983/84 estimated cost per thousand population, the expenditure apportioned to the Borough is £405,820. Using this as a base amount, the cost to the Borough of administering the service in 1984/85 would be as follows :-

	£.
Estimated expenditure 1983/84	405,820
<u>Add</u>	
Allowance for inflation 5%	<u>20,290</u>
Estimated expenditure 1984/85	426,110
<u>Deduct</u>	
Rate Support Grant at 56%	<u>238,620</u>
Estimated rate - borne expenditure	<u>187,490</u>
Estimated Penny Rate Product	87,500
Estimated Rate Pounding	2.1 pence

- 4.1 The County precept for the Library service in 1984/85 is 2.1 pence and although the expenditure base used in the foregoing statement is conceded to be somewhat imprecise, it is considered that the Borough could operate the service within the rate poundage levied by the County Council, assuming Rate Support Grant at 56%, and given an appropriate increase in the Council's grant related expenditure assessment and revenue expenditure target.
- 4.2 However, the uncertainties of the level of entitlement to Rate Support Grant, revenue expenditure targets and capital allocations in future years are recognised. Any proposals for development of the library service would, of necessity, be relative to financial resources available to the Council as a whole. As stated earlier, the Council has complied with Government guidelines on capital and revenue expenditure.
- 4.3 Growth in population and rateable resources over the past ten years are indicated in Appendix 'B' and Appendix 'C' sets out details of expenditure on recreational facilities in the Borough during the past five years.
- 5.0 The Council is always ready to co-operate closely with Mid Glamorgan County Council, but strongly believes that it can carry out an efficient service within the Borough.
- 6.0 In conclusion, the Borough Council wish to emphasise in the strongest possible terms its desire to undertake library functions.

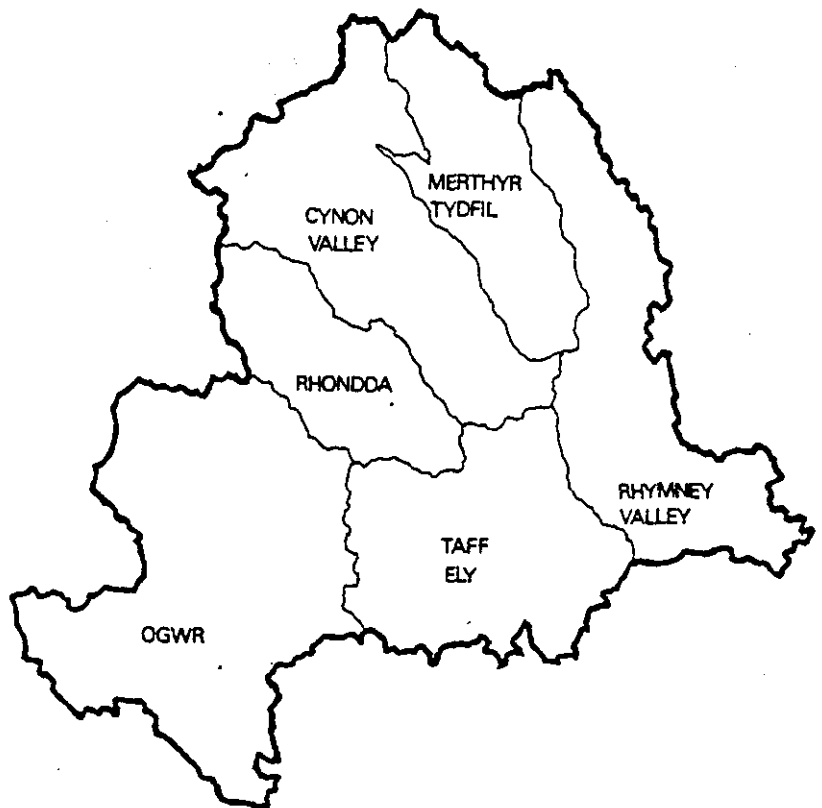
- 6.1 It earnestly requests the Secretary of State for Wales that it be allowed to foster this work in the belief that it is an extension of the good work which the Council has undertaken for the benefit of the Borough and its people for the past decade.

**THE 1984 REVIEW OF THE LOCAL GOVERNMENT ACT 1972
AND ITS POSSIBLE IMPLICATIONS ON THE PUBLIC LIBRARY
SERVICE IN MID GLAMORGAN**

**THE APPLICATION FOR LIBRARY FUNCTIONS
SUBMITTED BY THE TAFF ELY BOROUGH COUNCIL**

and

**THE RESPONSE OF THE MID GLAMORGAN
COUNTY COUCIL**



JANUARY 10th 1985

- 9.1 Having been established in the depressing economical climate of the Twenties and Thirties and developed during the immediate post-war years, county library services are accustomed to financial constraints. These experiences have stood county library administrators in good stead and, despite the financial constraints of recent years, library services in many of the larger county units have improved.
- 9.2 These improvements are evident in Mid Glamorgan and are highlighted in Appendix 5.0 of this submission showing that the number of books issued from County Library service points has increased by 27% between 1974 and 1984. During the same period book issue productivity has increased from 13,684 volumes per head of staff in 1974/75 to 21,979 per member of staff in 1983/84 an increase of 60%.
- 9.3 These improvements have been achieved by the elimination or reduction of routine tasks, the streamlining of administrative procedures, a greater emphasis on the selection and exploitation of bookstocks, the improvement of library buildings and an increase in the number of service points. Stock and staff mobility are a feature of a county-wide service and are better managed in a large resourceful unit.
- 9.4 Access to knowledge and information is not confined to the printed word. New technology which has gathered impetus during the past decade and its adaptation to information retrieval is a corollary to the printed word. Such resources are most effectively and economically provided to the greatest number of people by a comprehensive and efficient public library service based on the large unit.
- 9.5 The large county unit provides education and social services with which the library service is a close ally. To provide the fullest contribution to the needs of the community, the library service must be provided coterminously with both education and social services. Fragmentation of resources negates human effort.

- 9.6 The large unit can reduce the level of expenditure per capita by reducing over duplication of copies of books likewise being more capable of purchasing the more expensive but lesser-used titles. Overall coverage of the 50,000 or so titles published annually in the United Kingdom becomes a possibility in the large unit whereas the smaller unit can only attempt at acquiring a selection of the more popular titles.
- 9.7 The greatest strength of the larger unit lies in its ability to employ specialist staff and to hold specialist collections of books and other materials in order to give support to local units. The large unit, where it is well organised, will provide specialist staff with specialist qualifications and experience to provide a county wide service. Such members of staff are an expensive commodity and need the demands of a large unit to exploit their full potential.
- 9.8 The main development facing any public library system is the application of automation to routine processes such as book ordering, cataloguing, bookstock location and lending controls. Although the size of the authority is not the critical factor, there are undoubted economies of scale. The computerisation of book ordering, accessioning, cataloguing and classification, stock recording and control become a reality in a large unit and can prove to be another factor in providing more economical and purposeful deployment of staff at a time when these resources are being pruned.
- 9.9 All of the four present library authorities in Mid Glamorgan have a worthwhile contribution to make to the wellbeing of their respective communities. Each one of these libraries holds valuable materials and employs good quality staff. It is only when these resources are assimilated into one cohesive unit that all of these benefits are made available to all of the inhabitants in all of the communities within the County.

10.0

THE CASE AGAINST FURTHER DISTINTEGRATION

- 10.1 The County Council states categorically that the establishment of Taff Ely Borough Council as a library authority would result in the further disintegration of the public library service in Mid Glamorgan. Independent status to Taff Ely would result in a vacuum being created between the Borough of Ogwr and Rhymney Valley, and material and staffing resources would be dissipated and ratepayers would suffer a diminution of services.
- 10.2 The allocation of library powers to the Borough Council would militate against the spirit of the Local Government Act of 1972 which sought to achieve a more even and improved level of public service to all concerned.
- 10.3 The present arrangements for library services in the Mid Glamorgan County Library area allow for the appointment of specialist librarians whose expertise are utilised throughout the area served. The granting of independent status to Taff Ely would negate these arrangements and result in the appointment of another parallel, costly and unnecessary layer of professional staff.
- 10.4 The material resources currently held in the Districts of Ogwr and Rhymney Valley and especially those in central reserve collections at County Library Headquarters would be denied to the library users of Taff Ely should that Borough be accorded library powers.
- 10.5 The granting of independent library powers to District Councils located within the Welsh Counties has been viewed with considerable concern by county library authorities in England, and the Library Association, the professional association representing 24,000 librarians in the United Kingdom, has voiced its objections to the placement of library functions with the District Councils.
- 10.6 The efficient communication network which has been developed between the libraries in Mid Glamorgan and the mobile, delivery and circulating systems would be irreparably damaged in the event of Taff Ely Borough Council being granted independent library status.

SECTION 2.

SECRETARY OF STATE REVIEW OF LIBRARIES SECTION 207 LOCAL GOVERNMENT ACT 1972

THE MID GLAMORGAN COUNTY COUNCIL'S RESPONSE TO THE APPLICATION FOR LIBRARY POWERS SUBMITTED BY THE TAFF ELY BOROUGH COUNCIL

The receipt of the Case for Library Status submitted by the Taff Ely District Council is acknowledged and the Mid Glamorgan County Council welcomes the opportunity to comment where necessary on this Submission. The comments that follow relate to the paragraphs of the Borough Council's submission as appropriate and are numbered as such.

1.1 The Mid Glamorgan County Council believes that the public library service is best administered by the County Authorities and re-iterates its view that this service should be provided in Mid Glamorgan on a county-wide basis.

1.2 It is noted that the Borough Council "would most certainly extend the existing level of the Library Service ..." but in paragraph 4.2 it also recognises that "any proposals for development of the library service would, of necessity, be relative to financial resources available to the Council as a whole." The County Council does not consider these statements to form a sufficiently firm basis for the future of the public library service in Mid Glamorgan.

The Borough Council states that facilities in some of the Community Centres and three Leisure Centres would be utilised for library purposes and that these buildings form an integral part of the Entertainment and Leisure Services Department which is responsible for such activities as Pantomimes. In a later paragraph (3.0) it is stated that in the event of library status being conferred on the Borough, a Borough Librarian with chief officer status would be appointed even though some of the libraries would be provided in buildings under the control of another Chief Officer namely the Entertainment and Leisure Services Officer.

1.3 The County Council also recognises the need for libraries to be an essential community based function and as such provides branch libraries in multi-purpose community based buildings in Evanstown, Llanharry and Nantymoel. All of its other 27 branch libraries are situated in the best possible locations in their respective communities.

- 1.4) During the ten years of its existence the Mid Glamorgan
1.5) County Library Service has been carefully managed and at
no time has there been any overspending on its revenue
expenditure. The Borough Council appears to ignore the
evidence that the cost of the library service to residents
of Mid Glamorgan has been significantly lower than in the
three independent library authorities in the County and
that this has to be attributed to the economies made
possible in a large authority.
- 1.6 Public library services in Mid Glamorgan are provided in
communities ranging from a few hundred people to the
largest catchment area of about 40,000 people served by
the Pontypridd Branch Library. Although some of the
communities served are small they are all aware of the
strength of the resources available to them through the
'big' library authority that provides that support.
- 2.1 The Borough Council draws attention to the library service
provided by the former Pontypridd Urban District prior to
1974 and "that these functions were exercised to a high
standard". The County Council recognises that the former
Urban District spent more on its library service per capita
than most library authorities up until 1972. During the
following four years however it is noted with regret that
the expenditure on books per 1,000 population fell from
£411.81 in 1970-71 to £160.66 in 1973 when the average for
Welsh Urban Authorities was £254.69 per 1,000 population.
During the same period the net rate borne expenditure on
the library service in Pontypridd fell from £45.141 to
£35.719. This decrease is seen as a lack of real commitment
to the library service in that area at a time when it was
known that the County would be assuming library powers in
April 1974. The result of this neglect meant that the
County Library Service had to spend large sums of money
during the ensuing years to rebuild the library service
in Pontypridd.
- 2.2 The recent restructuring of the staffing needs of the
County Library Service points to the County's awareness
of the need to respond to the needs of local communities.
- 2.3 The County Council does not dispute that a comparatively
small District Council is "ideal for the administration
of a library service". It does oppose the establishment
of such an Administration however on the grounds that its
resources would be diminished, that it would be more

expensive to maintain present standards and that its inhabitants would be deprived of the overall resources of the County Service.

- 2.4 The minimum population figure of 40,000 is totally irrelevant in modern terms and a county-wide administration is the only acceptable means of providing an increasingly complex service to meet the education, information, recreational and leisure needs of the community.
- 2.5 The Mid Glamorgan County Council serves a predominantly urban environment and the population of the County Library area has increased by about 13,000 since 1974. Since 1974 the only new purpose built library erected in the Taff Ely District was the branch library at Taffs Well. The Borough Council's case ignores, however, the County's planned building development programme for the provision of purpose built libraries at Llanharry, Tonyrefail, Talbot Green, Pentyrch and Cilfynydd all of which are within the Borough of Taff Ely.
- 2.6 That the County Library purchased "only 62,952 books ... for 1982/83 for the whole of their service" while the Borough of Rhondda purchased 26,519 for its own area" is indicative of the economies of scale that may be practised in large authorities. The Borough's case ignores the need to make maximum use of available resources and to avoid the need to dispose of underused volumes often acquired for prestige purposes. It is also worthy of note that in 1983/84 the County Library acquired 76,395 books by purchase of which 24,811 were allocated to libraries in Taff Ely. This allocation represents 32% of the total book purchases of the service to a District whose population represents 28.5% of the County Library Area. In addition to the new book acquisitions, the circulating service operated by the County Library is also available to all libraries in Taff Ely as well as to those in the other two Districts.
- 2.7 The collection of gramophone records at Pontypridd Library was not acquired by the former Urban District Council. This collection was the property of the Mid Glamorgan County Library and was moved to Pontypridd where it was expected there would be a greater demand. A similar collection also exists at the Pencoed Library. The provision of this service is currently under investigation in view of the more modern forms of recordings being made available through pre-recorded cassettes, compact discs and video. The Borough Council commits itself to extending the gramophone record service. This is viewed with considerable concern not only as it is a somewhat outdated form of presenting recordings but also because this increased spending would be at the expense of

book purchases bearing in mind that the Borough would not be committing itself to increasing its spending on libraries beyond the 5% inflation level (see paragraph 4.0 of the Borough submission).

- 2.9 The County Library provides a service to the Disadvantaged throughout its Area and Appendix 9.0 gives details of these services provided within the Borough of Taff Ely. In addition, the County Library works closely with the Social Services Department of the County Council which assists in drawing the Library's attention to the needs of the housebound, elderly and partially sighted throughout the County.
- 2.10 The Borough Council is incorrect when it states "that reference facilities are only provided in the Pontypridd area". Collections of reference materials are available in all service points in the County Library area and this facility will be improved as and when new libraries are provided in Llantrisant and Tonyrefail. Details of reference library facilities are given in Appendix 8.0.
- 3.0 The County Council agrees with the sentiments expressed by the Borough Council in relation to the calibre of staff employed being of paramount importance.
- 3.1 The County Council does not recognise that the location of the County Library Headquarters outside the Borough of Taff Ely is relevant to the effective administration of public library services in Mid Glamorgan.
- 4.0 The Borough Council does not appear to anticipate spending more than the amount which it estimates the County currently earmarks for library services. Neither does it appear to take into consideration the benefits of the County Library Services which overlap District Council boundaries and which would be lost to local residents if the Borough assumed library powers.
- 4.1 Assuming the standards promised in the submission were met it would not be possible for the District Council to provide the service on the basis of a 2.1p rate precept and this would inevitably result in an increase in the cost of the library service to the residents of Taff Ely.

- 4.2 In this paragraph the Borough Council recognises that the future development of the library service will depend on the availability of adequate financial resources. The County Council is also aware of the current financial constraints on local authorities but draws attention to the ways by which these difficulties are overcome by economies of scale which are possible in larger authorities and which have already been applied in Mid Glamorgan.
- 4.3 The population of the three District Council areas in Mid Glamorgan served by the County Library has increased by over 13,000 since 1974. Less than half of this increase can be attributed to the Borough of Taff Ely. The population in the three Districts providing library services independently of the County has decreased over the same period and it is the County Council's view that this is a relevant factor in its case for a county-wide library authority. The statistics given in the submission on the Borough's expenditure on recreational facilities are unconvincing and do not give any indication of the percentage of total expenditure which the District Council would spend on the public library service.
- 5.0 The County Council welcomes the sentiments expressed by the Borough Council on the matter of co-operation and draws the attention to the Library Agency arrangements that have existed between the two Authorities since April 1974.
- 6.0 In England and Wales the responsibility for the provision of library services lies with the County authorities with the exception of the Metropolitan Districts in England and the four comparatively small District Councils in Wales. The Mid Glamorgan County Council believes that this service would be best and most economically provided by the County Councils.
- 6.1 In conclusion, the County Council reiterates its view that library services should be provided on a county wide basis coterminous with other services such as Education and Social Services and administered at that level.

---oOo---

APPENDIX 36



VALE OF GLAMORGAN BOROUGH COUNCIL

APPLICATION TO THE SECRETARY OF STATE FOR WALES
FOR POWERS TO OPERATE AS LIBRARY AUTHORITY

SUBMISSION UNDER SECTION 207 OF THE
LOCAL GOVERNMENT ACT, 1972

Civic Offices,
BARRY,
South Glam.
CF6 6RU.

J.R. Gau, IPFA, FRVA,
Chief Executive
29th September, 1984.

VALE OF GLAMORGAN BOROUGH COUNCIL

APPLICATION UNDER SECTION 207, LOCAL GOVERNMENT ACT 1972 FOR LIBRARY POWERS

To: The Secretary of State for Wales

Dear Sir,

The Vale of Glamorgan Borough Council has the earnest and sincere wish to undertake the provision of the Library Service in its area. This is an application with supporting data made under Section 207(4) of The Local Government Act 1972 for this purpose.

In support of this application the Borough Council submits the following information :-

1. The former Barry Borough Council and the Penarth Urban District Council both operated successful library services prior to Local Government Reorganisation in 1974.
2. The centre of the library service in the Borough is situated in Barry, where as many books are issued as in the main central library in Cardiff. This is the largest library in the Borough accounting for 40% of the books issued within the Borough and it is housed in a building which is owned by the Borough Council. Most of the administration of the library service in the Borough is carried out through Barry library.
3. It has always been considered in the Vale of Glamorgan Borough Council that the library service is a purely local service which should cater for the needs of individual areas. The District Council feels that it is, and always has been, the local authority which is closest to the public and in the best position to anticipate and respond to the needs and requirements of library users. The current provision of the library service by South Glamorgan County Council is considered to be too remote, especially as it is centred in Cardiff. In geographical terms the Borough constitutes a major part of the area of the present library authority. The population of the Borough exceeds 100,000, the largest proportions of this being concentrated in the urban areas of Barry and Penarth.

4. Since Local Government Reorganisation in 1974 with the library service under the control of the County Council, there has been little, if any, development of the service in the Vale of Glamorgan area. Increases in population in certain parts of the Vale have not benefitted from any increases in library facilities. Indeed, in certain areas the service has been reduced, e.g. the mobile library is less frequent in some areas than hitherto and three reading rooms have been closed.

5. An example of the lack of development of the library service in one particular area would be in Barry where since 1974 there has been no development or extension of the facilities in any way. The library there lacks adequate facilities for such items as records, cassettes, etc. and it is considered that the public finds the premises crowded and uncomfortable, particularly the childrens' section.

Before 1974 the library building in Barry was being continually extended and developed by the former Barry Borough Council but since then no development whatsoever has taken place. If an examination is made of the extra resources which the Vale of Glamorgan Borough Council has made available in the spheres of leisure activities and recreation it is clear that the Borough has a greater commitment in the provision of leisure facilities than South Glamorgan County Council. It is also claimed that had the library service remained with the Borough Council the library function would have shared in the growth and expansion which has clearly occurred in these other services. It seems obvious that, so far as the County Council is concerned, the level of funding both for revenue and capital expenditure is being given less priority in the Vale of Glamorgan area than the service demands. It is considered therefore that the Borough Council has the willingness to proceed with improvements to the library service but the County Council does not.

6. The details shown below indicate that issues of books in relation to population are higher in the Borough but the estimated financial resources allocated by the County Council to the Borough appear to be less in relation to population and number of issues. This indicates that the Borough area appears not to be receiving a fair share of the County revenue budget for the library service. The libraries element within the Rate Support Grant calculations provide a figure of £620,000 for the Borough area for the libraries service.

	<u>Population</u> <u>1982/83</u>	<u>Lending Issues</u> <u>1982/83</u>	<u>Estimated</u> <u>Expenditure</u> <u>1983/84</u>
Cardiff	279,800	2,701,823	£1,629,000
Vale of Glamorgan	110,000	1,222,288	£ 594,000
<u>Percentages of above</u>			
Cardiff	72%	68%	73%
Vale of Glamorgan	28%	32%	27%

7. Since 1974 there has been a decline in the library services provided in Barry by the County Council with the closure of three of the reading rooms in the town. In the draft capital estimates up to 1987/88, considered by the South Glamorgan County Council Libraries Committee on 26th September, 1983, excluding computerisation, the capital programme totals £2,502,000 of which only £204,000 relates to libraries in the Borough area as follows :-

	£
Completion of Dinas Powys	44,000
Remodelling Penarth	90,000
Rhose Extension	<u>70,000</u>
	204,000
	=====

It would appear also therefore that the Borough is not planned to receive a fair share of the County libraries capital budget for the next five years.

8. The Borough Council contends that libraries should be the focal point for cultural activities to which local and national organisations have recourse for information related to all their activities. In the field of research there appears to be a lack of technical publications, Acts of Parliament, tourist information and local newspapers which are so essential to support these activities. Local libraries in the Vale are not being expanded by the present library authority to support these needs and requirements. Unemployment, particularly in Barry, is very high and increasing but no extra facilities or information have been made available on a local basis to cater for this section of society.

9. Over the last ten years there has been a reduction in the number of qualified staff employed in certain large libraries and it is felt that this has resulted in a deterioration in the service. There also appears to be a lack of staff training leading to increased opportunities.

10. The present administrative arrangements for the library service in South Glamorgan provides a large number of staff situated at the centre in Cardiff. This appears to be top-heavy, costly and inevitably leads to remoteness and it is considered that these resources would be better deployed at local level where better value-for-money would be achieved. This would inevitably occur if the service were transferred to the Borough Council.

11. Under the present arrangements the Borough is not consulted in relation to any observations they might wish to make on the existing or future development of the service. The District Council's representation on the County Libraries Committee is considered to be completely inadequate as a process of consultation.

12. If the library function was transferred the Borough Council's aims and objectives in the provision of the service in the future, subject always to the availability of resources, would be :-

- (a) To provide a public library service which will orientate towards the needs and requirements of the population, taking into account the urban and rural characteristics of the area.
- (b) To effect an immediate improvement in the facilities available in order to encourage greater use of the service.
- (c) Consequent upon (2) to improve the facilities relating to reference libraries, music libraries, etc. which currently operate under very cramped conditions and probably therefore have a detrimental effect upon the demand for these services.
- (d) Within the target resources made available from Central Government to ensure sufficient amount of revenue and capital expenditure to sustain a continuing development of which is considered to be a very important service in the social, educational and cultural life of the community.

13. Conclusions

(a) The Borough Council takes the view that the library service in their area has not developed in the last ten years as well as the other leisure and recreational services which have been under its control. Additional resources have not been made available by the County Council to the library service in the Borough in relation to need, and as a result the library users are not being provided with the modern, expanding service to which they are entitled.

Conclusions (cont'd.)

(b) The concentration of library resources is being contained more substantially in Cardiff to the detriment of the residents of the Vale of Glamorgan.

(c) The library service is considered to be very much a local service which draws strength from the area's social and cultural activities and the involvement of local people. Cardiff is considered to be too remote from the Borough for this local involvement.

(d) Insufficient resources are being devoted by the County Council to such items as automation, Welsh material, childrens' library and the history and archives section.

Under the instructions of the Borough Council I hereby make application for the transfer of library powers to the Borough Council.

Yours faithfully,



Chief Executive

Civic Offices,
BARRY.
29th September, 1984.



County of South Glamorgan **Sir De Morgannwg**

REVIEW OF LIBRARY AUTHORITIES IN
WALES AND ITS IMPLICATIONS FOR THE
PUBLIC LIBRARY SERVICE IN SOUTH
GLAMORGAN

THE CASE FOR A COUNTY WIDE LIBRARY
AUTHORITY SUBMITTED BY SOUTH GLAMORGAN
COUNTY COUNCIL.

DECEMBER 1984.

1.0 INTRODUCTION

- 1.1 The provisions for the current review of library authorities in Wales are contained in Section 207 of the Local Government Act 1972; these enable a district council in Wales to apply to the Secretary of State for constitution as a library authority from any review date, the first review date being specified as 1st April, 1984.
- 1.2 The criteria for constituting a district council a library authority are specified in Section 207(2) as follows :-
 - a) the capacity of the council to provide an efficient library service for their district;
 - b) the effect which the order would have on the library service which is to be provided by the council of the new county comprising that district.
- 1.3 If the Secretary of State, after consulting the authority, which is then a library authority, is of the opinion that a change would lead to an improvement in the library facilities in that district and would not prejudicially affect the library facilities in the county, he may make an order constituting the district council a library authority from a date specified in the order.
- 1.4 South Glamorgan County Council strongly contends that the case put forward by the Vale of Glamorgan Borough Council fails on both the criteria mentioned in 1.2 above and submits the evidence contained in the following chapters in defence of its case to retain library services as an integrated county wide function.

2.0 The case for county wide library services

- 2.1 The case for library services to be administered at the first tier county authority was clearly made in various government publications issued during the period leading up to Local Government Reorganisation in 1974. The arguments put forward then are equally valid if not more so ten years later. The following extracts re-inforce the case for a county library service.
- 2.2 "Further, by its allocation of responsibility for public library service to authorities coterminous with those responsible for education, the 1972 Act will give fresh impetus to the development of links between public library and education services from which both will benefit. As public awareness of the importance and value of education has increased and the growing opportunities for it have been taken, so schools, colleges and other educational agencies have been making increasing calls on public libraries. With the further extension of educational facilities at all levels this trend is bound to continue, especially since newer educational methods produce greater demands for information sources of all kinds. In most areas where the public library authority and the education authority are the same, local arrangements already exist whereby the public library service provides supporting services for school and sometimes college libraries, so that the education service draws upon the wide resources of the public service's staff, stock and communications system to build up the essential strengths of the education library service, while avoiding unnecessary duplication of provision". (Local Government re-organisation and the Public Library Service. Department of Education and Science HMSO (1973) circular 5/73 (para.7)).
- 2.3 "Similarly, after 1st April, 1974, the public library authorities will be coterminous with those responsible for social services and, if the Government's proposals for the reorganisation of the National Health

Service are adopted, the areas of public library authorities and area health authorities will also generally be the same. Thus better opportunities should result for developing the part public libraries can play in meeting the library needs of the social and health service" (Ibid.Par.8).

- 2.4 "The volume and character of the services provided by the public libraries have been greatly extended in recent years as the diverse and growing requirements of their users have called forth the need for them to have available greater and more varied stocks of books and other materials, to handle information in new formats and to be able to draw upon a wider range of professional expertise. Within the new statutory framework the fewer and larger authorities will be able to command more substantial resources than could their predecessors. They will thus be better able to cater for the wide range of requirements and so achieve the essential objectives of the 1964 Act to provide a comprehensive and efficient service.

The creation of library authorities to service larger populations and with larger total resources will facilitate the co-ordinated development of library services over wider areas than has hitherto been possible. These new authorities will therefore be better able to meet the needs of their communities for comprehensive facilities. They will also be able more effectively and economically to deploy a specialist staff, whose services the smaller authorities have not always been able to command, and they will be in a better position to make full use of computers, photocopying and audio visual equipment, telex and other aids. They will also be able to develop services in co-operation with coterminous authorities for education, health and social services".Public Library Service - Reorganisation and after. Department of Education and Science HMSO (1973) (para7).

- 2.5 "The prospect of a substantial degree of unification of all aspects of the public library service within larger areas which can deploy more extensive resources, brings with it new possibilities for the effective and economic establishment of such extended special library services as the new authorities think are needed for all communities within their areas. The new structure will also make it possible for an authority to create a network of library service points (including both branch and mobile libraries) corresponding more closely to the needs of the particular localities but without the constraints formerly imposed by inter-authority boundaries. The need for direct charges to

extra district borrowers of books and similar materials will in consequence diminish. The new authorities will also doubtless wish to give early consideration to the most appropriate directions in which public library services can help to meet the library needs of educational, social service, health and penal establishments".(Circular 5/73 para.15).

- 2.6 "The Secretary of State believes that the new authorities will be particularly well placed to encourage and extend cultural activities for the community as a whole, using the resources of public libraries for example, by making available space for exhibitions and displays or by considering the joint use of premises for arts centres. Most library authorities will contain areas which are partly urban and partly rural, and will thus be able to draw on the strengths and variety of each type of area and activity for the benefit of their new areas. Authorities are asked to consider whether accommodation for these purposes can be increased by the use of buildings no longer needed for other civic purposes as a result of reorganisation".(Ibid. para.16).

3.0 SOUTH GLAMORGAN COUNTY COUNCIL. FACTS AND FIGURES.

3.1 South Glamorgan County Council was a new Authority created on local government reorganisation in 1974. It comprises the area of the former Cardiff City, Barry and Penarth Councils with some parts of the former Glamorgan County Council.

3.2 The County of South Glamorgan has an area of 41,629 hectares, a rateable value of over £50 million and a population of 391,600. Within the County area are two District Councils, Cardiff City Council and the Vale of Glamorgan Borough Council. There are also 4 Town Councils and 25 Community Councils.

3.3 The County Council has 80 members (to be reduced to 62 in 1985 under the Review of County Electoral arrangements) and provides the following services throughout the County.

Education.

Libraries.

Public Protection.

Roads.

Social Services.

Small-holdings.

Strategic Planning.

Airport (in conjunction with Mid and West Glamorgan County Councils).

Archives(" " " " " " " " ").

3.4 Some facts about the County.

Population 391,600

Under 5 25,600

5 - 17 70,800

18 - 64 237,000

65 - 74 34,500

Over 75 23,400

Average electorate per member 3,648

Employees 11,154

Effective Rateable Value £51,111,699

Exclusive penny rate product £565,375

Rate precept 1984/1985 132.4p.

3.5 Revenue Expenditure 1984/1985.

	£M.
Gross expenditure	173.8
Income/charge grants etc.	37.3
Net expenditure	136.5
Provision for inflation	4.5
Budgeted expenditure	141.0
Capital allocation	13.0

3.6 The County Council operates through the following committees:

Policy, including Finance Sub. Committee and Personnel Sub. Committee.

Agriculture.

Education.

Environment.

Libraries.

Public Protection.

Social Services.

- 3.7 The Libraries Committee is one of the Authorities main committees, which meets every 6 weeks, comprising 18 County Council members plus 3 representatives from each of the District Councils. This ensures that the interests of the District Councils in library matters are fairly reflected. The County Librarian has equal status with all other Chief Officers and has access to all committees as required; he also attends Chief Officers meetings.

4.0 SOUTH GLAMORGAN COUNTY LIBRARY

4.1 Organisation.

The library service in South Glamorgan is organised through a network of 32 branch libraries, 2 mobile libraries and the County Library Headquarters situated in Cardiff Central Library. The County is divided into 6 operational areas as follows:-

Cardiff Central Library.

Barry Central Area.

Vale of Glamorgan Area.

Cardiff East Area.

Cardiff North Area.

Cardiff West Area.

The Chief Assistant Librarian in charge of the Barry area has overall responsibility for administration over the whole of the Vale of Glamorgan District area. Details of the staff hierarchy and responsibilities are shown in Appendix 4.

- 4.2 The Central Library is arranged in four departments, each under a Departmental Head who has a co-ordinating role on a county wide basis for the service under his control, as follows:-

Reference Librarian..

Lending Librarian.

Bibliographical Services Officer.

Binder.

- 4.3 Area Librarians and Heads of Departments have a considerable degree of delegated authority for the day to day administration of the service under their control, and matters of policy are discussed and agreed upon at a monthly senior staff meeting comprising all the senior staff of the department (see appendix 4).

5.0 Bookstock.

- 5.1 The management of the bookstock of the County Library is the responsibility of the Bibliographical Services Officer who co-ordinates all aspects of acquisitions, withdrawals, book requests and stock editing.
- 5.2 Book selection is delegated to Branch Librarians and Departmental Librarians who are in the best position to assess readers' requirements. This policy applies to the smallest part-time libraries and to the mobile libraries.
- 5.3 Book selection is carried out by a combination of any of the following methods:-
 1. Advance publicity from publishers and suppliers.
 2. Book reviewing journals and newspapers.
 3. Regular visits to local bookshops.
 4. Regular visits to major library suppliers.
 5. Occasional approval collections.
- 5.4 The County Library ranks bookstock management as a very high priority, and regular meetings and seminars are held to appraise new developments. All of the staff involved in book selection have undergone intensive training courses and the Department has a detailed written book selection policy. Every Branch Librarian has to undertake a 'stock audit' to assess the continuing relevance of their bookstock, and the results are analysed by senior staff.
- 5.5 Books withdrawn from stock are sold at Branch Libraries and the income accrues to the Libraries Department.
- 5.6 The County Library is expanding rapidly its provision of paperback books, and all libraries have been supplied with at least two paperback stands.
- 5.7 The County Library participates fully in the Welsh Books Council scheme which ensures an adequate selection of Welsh titles at all service points. One copy of everything published in Welsh is kept at the Central Library, and additional copies of popular titles are bought over and above the Welsh Books Council scheme. A working party has recently been set up to assess the provision of material in the Welsh language and to devise ways of further exploiting this area of stock.

- 5.8 The stock of the Cardiff Central Library has a national and international reputation. It is the major public library collection in Wales, and ranks second only to the National Library of Wales in its coverage of Welsh and Celtic material. Its value in the field of scholarship is regularly referred to in academic publications.
- 5.9 The County Council is proud of its record in maintaining the Libraries' Bookfund at a level which provides a good selection of books at all service points. Its spending on books per 1,000 population compares favourably with the best authorities in the United Kingdom.

6.0 BUILDING AND CAPITAL PROGRAMME.

6.1 The County Library's building stock comprises a range of different types of buildings including purpose built Carnegie libraries dating from the early part of the century, converted buildings, and modern purpose built libraries in the newer areas of the County. The County probably has a higher ratio of branch libraries to population than most authorities, so the emphasis is on re-modelling and modernising existing branches rather than building new ones.

6.2 The following are schemes which have been completed and schemes which are planned in the current five year Capital Programme.

1978 Llantwit Major extension (doubling the size of an existing purpose built library).

1979 Cathays remodelling (modernising a Carnegie building)..

1982 Dinas Powys extension (doubling the size of an existing purpose built library).

1983 Grangetown remodelling (modernising a Victorian purpose built branch).

1985 Ely, new branch library (3,500 sq.ft.) to replace temporary building.

1985 Penarth remodelling (major alterations to a purpose built Carnegie library).

1986 Roath remodelling (modernising Victorian purpose built branch).

1986 Canton remodelling (modernising Victorian purpose built branch).

1987 Rhoose extension (doubling size of purpose built library).

1987 Trowbridge/St.Mellons (new branch library for expanding housing estate).

(Phasings and costings are shown in Appendix 3).

- 6.3 The major scheme for the next few years will be the new Central Library and County Library Headquarters. This is a joint project between the County Council and Cardiff City Council and a firm of property developers which will provide a complex of offices, shops and library in the centre of the city. The County will receive the shell of the building free of charge and will contribute £1.5 million to equip it as one of the most modern libraries in the United Kingdom. The library will be on 3 floors totalling 91,500 sq. ft.
- 6.4 The County Council is also negotiating with the Vale of Glamorgan Borough Council and a commercial developer to provide a replacement central library for Barry.
- 6.5 The Capital programme also includes provision for computerising all the libraries operations. £254,000 has been made available in the current financial year, and an annual sum of £50,000 included for the next few years to link up every service point in an integrated library and information system. The system selected is the Microdata "Urica" and Viewbase package.
- 6.6 The Five Year Capital Programme detailed above is very impressive and would be difficult to match by any library authority. The programme totals some £3.5 million and proves that the County Council is dedicated to providing a modern county wide library and information service to all sectors of the community.

7.0 SERVICES.

- 7.1 The day to day administration of the library service is delegated to Area Librarians and Heads of Department who are charged with delivering an efficient service to all client groups within their geographical or departmental areas. Outside the Central Library the approach is one of "community librarianship" where every Branch Librarian is expected to assess the needs of every element in their community including Business and Industry, Schools, local organisations and individuals. To this end, staff are encouraged to spend some of their time outside the library, developing contacts and responding positively to expressed needs. They are helped in this by having total control over their own stocks and book-fund, and by the support services a large Central Library like the one in Cardiff can provide.
- 7.2 The County Library is not responsible for a school library service; funds for school libraries being provided as part of the Education Department's capitation allowance. However a close liaison exists between individual schools and their local branch library. Organised class visits to the library occur regularly and the Branch Librarians visit schools to discuss their additional requirements in terms of back-up materials, particularly for project work. In addition, staff at Central Reference Library work closely with Education Advisers in developing curriculum material in the fields of Environmental Studies and Local History.
- 7.3 The County Library is presently extending the availability of non book materials to branch libraries. Records and cassettes were previously available only at the Central Libraries at Cardiff and Barry. In 1984, four branch libraries were equipped with a basic collection of cassettes and it is hoped to extend this service to all full time libraries over the next few years.
- 7.4 Working parties are at present investigating the feasibility of providing video tapes and computer programmes for loan, and these will doubtless be provided in the new Central Library.

8.0 COMPUTERISATION

- 8.1 A sum of £254,000 has been included in the Capital Programme for 1984/85 to acquire a computer for the library service, and the first phase of this development will commence in January 1985. £50,000 per annum has also been earmarked for the next five years to extend computerisation to every library in the County. The system chosen is Microdata "Urica" which has the capacity to run all routine library operations as well as providing an integrated public information service. If the current negotiations to replace Barry library are successful this will be one of the first libraries to benefit from computerisation. It is also planned to computerise the Penarth library as part of the proposed remodelling scheme.

9.0 STAFF AND TRAINING.

9.1 The Library department has a staff of 242 (206 FTE) including 46 - 22% professional posts. All new staff undergo a library induction course and also attend general County Council induction courses. Professional staff undergo a six week induction course to acquaint themselves with all aspects of the libraries work.

9.2 Staff training is a high priority within the department with overall control being vested in the Deputy County Librarian with assistance from a Research and Development Officer. Senior members of staff have attended Management Development courses run by the County Council and the Local Government Training Board, and all professional staff have to attend a three day management course. At present the libraries department is running a self-development course for all levels of staff to improve inter-personal skills. Training courses on specific professional topics are regularly organised and members of staff attend external courses run by the following organisations:-

Library Association.

Various Library Colleges.

The Association for Information Management.

Local Government Training Board.

Centre for Research on User Studies (Sheffield).

South Wales Provincial Council.

The Industrial Society.

9.3 The Department is proud of its record in staff training and development, and continues to encourage members of staff to undertake further training to improve their performance.

10.0 COMMUNITY INVOLVEMENT.

10.1 Every Branch Librarian is charged with responsibility for developing close links between the library and the community it serves, and considerable progress has been achieved in the last ten years. The following are the main areas of activity:-

10.2 Children and Schools.

Close co-operation exists between all branch libraries and their local schools. Members of staff visit schools, and class visits to the library are organised on a regular basis. A number of libraries display project work from their local schools. The County Library organises a programme of activities during school holidays involving story telling, work sheets, visits by authors, quizzes, and in the summer a mobile library visits Holiday Play Schemes. An annual inter-branch Book Quiz for children is also held.

10.3 The elderly and housebound.

Collections of books are maintained at Old People's homes with the stock regularly exchanged by the the Branch Librarian. In the Vale of Glamorgan District, a housebound library service is run in conjunction with Voluntary Organisations, and in Cardiff the local librarian arranges delivery of books to any housebound reader in their area.

10.4 Community information.

Every library maintains a file of local community information and provides a public diary of local events in which local organisers enter details of local events. The Reference library has compiled a directory of all local organisations, clubs and societies which is available at all branch libraries. Extensive notice board space is also made available to local organisations to advertise their activities.

10.5 The Arts.

The library works closely with the South East Wales Arts Council in providing joint funding for arts projects. Under this scheme, visiting authors are arranged for special occasions, e.g. National Book Week, local theatre groups put on performances for children and adults, and training exhibitions are arranged at libraries. A very successful seminar was recently held between the officers of South East Wales Arts and members of the library staff to explore future areas of co-operation.

10.6 The unemployed.

Whereas no special funding has been sought to develop special projects to aid the unemployed, the library department is active in advertising the help it can give to people seeking re-employment. Newspapers carrying job details are provided and these are linked with agencies which provide assistance to people starting their own business. A full range of DHSS benefit leaflets are available at libraries, and the department actively co-operated in a "Take up your Benefits" campaign recently organised by the County Council.

10.7 Local Radio.

A good relationship exists between the library and the local radio station which gives good publicity to any activity arranged by the department. In addition, members of staff regularly contribute to a library/book slot which the station has recently agreed to provide.

10.8 Ethnic minorities.

The County Council appointed an Ethnic Minorities Librarian in 1984. Books, periodicals and newspapers are provided in all the major languages, and the librarian liaises with staff in other Council departments to assess particular needs.

11.0 Comments on the application submitted by the Vale of Glamorgan Borough Council.

11.1 The submission by the Vale of Glamorgan Borough Council is based largely on theoretical assumptions, and contains numerous statements which are factually incorrect or distorted. South Glamorgan County Council contends that the library service in the Vale of Glamorgan has considerably improved since 1974 and that the area of the District Council is receiving a fair share of financial allocations. We would comment specifically as follows:-

11.2 The table of percentages shown in para 6 of their application bear out the equitable allocation of finance. The Vale of Glamorgan with 28% of the County population, receives 27% of the total allocation. This only leaves 1% to cover all the administrative and bibliographical support services provided by the County Library Headquarters. It is very doubtful if the District Council could provide the range of support services required at this low percentage.

11.3 Capital expenditure between 1974 and 1983 has been equitably allocated between schemes in the two districts:

Vale District

Cardiff.

Llantwit Major extension
Dinas Powys extension
Mobile library - refurbishment

Cathays remodelling.
Grange remodelling.

In addition, improved premises have been found for the part-time libraries at Sully and Wenvoe. The major items in the Five Year Capital Programme from 1984 are a new County Library headquarters and computerisation, both these schemes will improve the library service to the whole county. The County Council is currently negotiating with the Vale of Glamorgan District Council and a private developer to replace the Barry Central Library; this will have some capital cost implications to the County which will have to be accommodated within the Five Year Capital Programme. The municipal reading rooms housed in old detached buildings, were closed for very good reasons, the main one being that they were hardly ever used. The building fabric was deteriorating rapidly and the capital cost of remedial work could not be justified on usage grounds.

- 11.4 The statement that the number of qualified staff has decreased over the last ten years is simply not true.(para.9). In fact, we have added a senior professional post (Area Librarian) to be in charge of services to the Vale rural area. The county library encourages training at all levels (see section on Staff and Training) and a large number of Vale district staff regularly attend training courses.
- 11.5 The Vale of Glamorgan Borough Council are not justified in stating that the county library service is too remote to reflect adequately the needs of the local people. The administration of the service is largely decentralised with each Branch Librarian being allocated their own financial resources for the provision of books, periodicals and newspapers. The responsibility for building maintenance, staffing and cultural activities is delegated to the Chief Assistant Librarian who is based at Barry Library.
- 11.6 It is stated in para. 5 that there has been no development or extension of services at Barry since 1974. It is true that the present building is too cramped and gets overcrowded, but this is due to increased usage, particularly in the children's library which puts on an exciting programme of activities throughout the year. Barry Library's record in promoting cultural and artistic activities is one of the finest in the County, and considering the long running dispute between the two Councils over the ownership of the library building, the County Council has done everything it could to improve the service in Barry. The County Council could hardly be expected to expend large capital sums when they were not certain if they owned the building.
- 11.7 Para. 6 refers to a decline in book issues but this is not as significant as the Application makes out. In the period after re-organisation in 1974 it was discovered that the method of counting issues and related statistics in the Vale area was erratic and inaccurate. Guide lines were issued to every service point in the county and this resulted in a decline in the issue figures for Barry but which reflected an accurate picture of usage. Another factor which contributed to an overall decline in the county's issue figures was the decision to extend the loan period for books from two to three weeks. When these factors are taken into consideration there emerges a picture of increased usage of libraries over the ten year period.

- 11.8 We would concur with the statement in para.8 that the library should be the focal point for cultural activities. Barry's record in promoting this philosophy is one of the best in the county with a varied programme of cultural activities and exhibitions which are backed by a representative stock of books, records, cassettes, periodicals and newspapers.
- 11.9 The statement in para.11 that the Borough Council is not consulted on library matters, is not true. The Borough Council has three co-opted members with full voting powers on the Libraries Committee, and any County Councillor representing areas in the Vale, can raise matters relating to libraries with the County Librarian or at the Libraries Committee. The Vale of Glamorgan Borough Council must have been satisfied with the provision of library services because in 1979 they voluntarily gave up the partial Agency powers allocated to them in 1974.
- 11.10 It is doubtful if the library service to the Vale area would improve if the responsibility was to be transferred to the Borough Council. It is suggested in the Application that libraries would become part of a Leisure and Recreation Directorate; evidence nationally points to libraries receiving a decreasing percentage of the total allocated to Leisure and Recreation when they are located within such directorates.

APPENDIX 38

BOROUGH OF ABERAVON
BWRDELSDREB ABERAVON



APPLICATION FOR LIBRARY STATUS

Municipal Buildings,
Aberavon Seafront,
PORT TALBOT.

September, 1984.

1. INTRODUCTION

- 1.1 Section 207(4) of the Local Government Act 1972 provides that a District Council in Wales which is not a Library Authority may make application to the Secretary of State for Wales to become a library authority within 6 months of the review date, which is 1st April, 1984.
- 1.2 Afan Borough Council, as previously notified to the Secretary of State, wishes to make formal application to become a library authority.
- 1.3 The Council firmly supports the view of the Association of District Councils that District Councils should be responsible for library services. This was reiterated in the report "Future Changes in Local Government Structure, Functions and Finance" which was approved at the A.D.C. Annual meeting in June 1983. The Association has emphasised that the case for future change in local government functions must be founded on the need for stronger, independent and responsive local government which enables local people to decide on the application of community-based functions to meet the infinitely variable local needs and circumstances.
- 1.4 However, in applying for library status, with its consequent financial implications, the Council is mindful of the ultimate effect on the ratepayer, and therefore the bid is made subject to the transfer of equivalent Block Grant resources as are currently consumed by the West Glamorgan County Council on library services in Afan.
- 1.5 Ultimately, the Council supports a system of unitary local government based at the District level. It therefore welcomes the Secretary of State's decision not to transfer the Refuse Disposal function to the County Councils and would see the transfer of the library function to Districts as another logical step in the right direction.

3. FORMER LIBRARY SERVICE

- 3.1 In 1974, the Council was unsuccessful in its application for retention of library status.
- 3.2 The Borough had been a Library Authority since 1915 and the new Borough of Afan had no doubt as to its capacity to provide an efficient library service.
- 3.3 It was therefore a matter of considerable disappointment to the Council that the Secretary of State for Education rejected the Council's claim for library designation.
- 3.4 In 1973, there was within the Borough of Port Talbot (which would form by far the greater part of the new District of Afan) 5 full time Libraries serving various areas within the Authority, as well as a Centre in the village of Bryn open on 2 evenings a week (note: this centre is no longer provided).
- 3.5 The book fund in 1972/73 was £20,000 and the recommended Government Working Party Standards for the provision of books to the amount of some 12,500 volumes a year in the case of Port Talbot, were being observed. The book stocks of the former Authority totalled some 113,000 volumes.
- 3.6 The total lending library issues at Port Talbot at that time were some half a million books per year. There was in addition, a Reference service and Industrial Service for the benefit of many industrial firms in the area.
- 3.7 The Port Talbot libraries provided a comprehensive service to the Borough being open Monday to Friday from 9.30a.m. to 6.00p.m. (including lunchtimes); 2 of the Branches being open all day Saturday, while the others were open from 9.00a.m. to 1.00p.m.
- 3.8 The criteria set out in paragraphs 8 - 12 of Welsh Office Circular 6/73 were therefore more than satisfied in respect of the Council's application for library status.
- 3.9 Attached as an Appendix is a copy of the Borough Librarians annual report for 1972/73, from which may be appreciated the level of local service provided at that time. The Council would contend that, within the limitations of information available, it would seem that the library service has deteriorated since inheritance by the County Council; for example, and apart from the specific issues raised in Chapter 4, there are no longer any Open Days, Quiz Competitions with prizes, or pre-school story times in school terms, whilst exhibitions and school projects are somewhat limited, and are often confined to holiday activities.

4. CHANGES AND LIMITATIONS - LIBRARY SERVICE SINCE 1974

Issues

- 4.1 Book issues in the Port Talbot area have fallen since the service was administered directly by the former Port Talbot Borough Council:-

1971/72	-	514,671
1972/73	-	472,008

1983/84	-	453,366
---------	---	---------

- 4.2 These figures ought to be reflected against the present background of high unemployment in Afan, and the need to make the library service more attractive to the general public and more particularly the unemployed who have a greater amount of leisure time available to them.

Opening Hours

- 4.3 The opening hours of libraries in the Port Talbot area have been reduced since 1974:-

	<u>1972/73</u>	<u>1983/84</u>
Aberavon	50	44
Baglan	46½	40½
Cwmavon	46½	40½
Sandfields	46½	40½
Taibach	50	44
Reference Library	50	41½

(Effectively, a loss of 38½ hours library service in the Borough).

- 4.4 Prior to 1974, all branches were open lunchtimes, whereas there are no lunchtime openings at present.
- 4.5 On the subject of opening hours, the Department of Education and Science Library Advisory Councils publication "Public Library Service Points" advises:

"it is important that the maximum return should be obtained from investment in the public service. Cost is therefore one factor which must be borne in mind when opening hours are under consideration, but in real terms it may be disproportionately expensive to make facilities available for a shorter period in order to save staff. The function of the library is to encourage and facilitate the habit of reading and the quest for knowledge and information, not to issue as many books in as short a time as possible..... The actual times of opening

and closing should be related to local patterns of use. Meal time closing can cause considerable inconvenience and irritation and should be avoided whenever possible."

- 4.6 In the Upper Afan Valley area of the Borough, the branches/service points are open as follows:-

Cymmer Afan (Branch) - 30 hours

Blaengwynfi (Service point) - 4 hours (the recommended standard should be 15-20 hours)

Croeserw (service point) - 2 hours (- as above -)

Book Stocks and Acquisitions

- 4.7 Comparisons in the bookstock figures in respect of the Port Talbot area are as follows:-

	<u>1972/73</u>	<u>1983/84</u>
Aberavon	14,147	17,168
Bağlan	28,432	35,852 (includes bookstore 8,542)
Cwmavon	19,522	27,538
Sandfields	18,626	24,709
Taibach	32,846	34,134
(incl. reference library)	<u>113,573</u>	<u>139,401</u>

- 4.8 The current bookstock figures in the Upper Afan Valley area, are as follows:-

Cymmer Afan - 13,743
 Blaengwynfi - 2,500 (recommended standard is preferably 5,000)
 Croeserw - 2,000 (recommended standard is preferably 5,000)

- 4.9 The numbers of new books bought with the Bookfund in the Port Talbot area in the period 1969-1973 were:-

1969/70 - 11,389
 1970/71 - 13,900
 1971/72 - 10,591
 1972/73 - 14,108

- 4.10 This represented an average of 12,500 new additions per annum, and being in line with the recommended purchase of 250 books to be added annually for each 1000 population.

- 4.11 On the above basis, a total of 13,500 volumes per annum should be the current standard for the Afan area.
- 4.12 There are no specific figures available from the County Council as to the annual number of new books purchased for Afan, but in terms of volumes purchased in the County as a whole, there has been a decline from 252 to 145 per head of 1000 population over the period 1974/75 to 1982/83 (CIPFA statistics). On this basis, the number of new volumes in Afan in 1982/83 could be estimated at 7,800 compared with the recommended figure of 13,500.
- 4.13 The amount of spending on new book acquisitions by the County Council has fallen in the County area by 15% in real terms during the period 1974/75 to 1982/83, whilst the main decline in book purchases has taken place over the last three years (CIPFA statistics).

Library Developments

- 4.14 There have been no significant developments in the library service in Afan since 1974, and moreover, the Centre at Bryn has in fact been closed. No response has been forthcoming from the County Council to the request for information about any future library development plan for Afan. The DES "Public Library Service Points" advises on the desirability of a district library, with full range of services, being closely associated with a shopping centre which is a major focal point serving a population of 25,000 or more. There is only a branch library in the Port Talbot Town Centre, and whilst it would not be possible at this stage to give any commitment about providing such a major development should the library service be transferred to the Council, there would be every intention of examining the possibility in order to make the Town Centre and its library service more attractive - whereas, in the case of the County Council, there is no indication that the question of a district library facility is being considered.

Sheltered Housing

- 4.15 The Council has three sheltered housing complexes at Gwyn Court, Mozart Court and Michaelstone Court. The first two premises have a supply of about 50 books which are only changed every few months (4-6 months in the case of Mozart Court). Michaelstone Court does not receive a library service.

Communities without a Fixed Service Point

- 4.16 The villages of Glyncoŵrwy (pop. 1,400) and Bryn (pop. 800) do not have fixed library service points.

Gramophone and Cassette Service

- 4.17 There is no service of this nature provided in Afan.

Welsh Language Service

- 4.18 The percentage of Welsh speakers in the Borough is 9.8% (1981 Census) whereas the proportion of Welsh books in relation to the total stock is 5.2%.

5 PROPOSALS FOR IMPROVEMENT OF THE EXISTING SERVICE

- 5.1 The County Library Service has not been subject to an independent organisation and methods investigation since 1974. Such an investigation could improve the service by identifying and responding to local needs and demands.
- 5.2 In consequence, and in the short term, the proposals listed hereunder could be introduced at little cost and could be expected to provide an early benefit to users of the library service:-
- (a) utilisation of staff time during "quiet" periods to provide for more lunchtime and evening opening.
 - (b) reduced staff time by providing more information to borrowers. This could include pamphlets on book selection, author categories, topics, subject authors, new books etc.
 - (c) inclusion of all sheltered homes as part of a mobile library service or by providing book collections which are more frequently changed.
 - (d) improving book selection at stall library points by rotating book stocks.
 - (e) examine the potential benefits to the service and to cost effectiveness by incorporating libraries with other cultural/leisure services.
 - (f) consider the cost effectiveness of computer systems as a replacement for manual methods.
 - (g) provision of publicity and advertising of the library service to increase a waning public interest.
 - (h) increase book stocks at library points with a current total of less than 5,000 volumes.
- 5.3 In the longer term, a development plan would need to be established for the library service in Afan, incorporating the following possibilities:-
- (a) examination of the establishment of a District library facility in the centre of Port Talbot with full range of library facilities.
 - (b) provision of increased and/or improved branch library facilities, including for example, fixed service points in the Villages of Bryn and Glynccorwg.
 - (c) longer opening hours.

- (d) larger and improved book stocks (meaning an adequate book fund for the requisite number of new volumes per annum).
- (e) provision of Gramophone/Cassette library service.
- (f) development of personal delivery service to housebound readers.
- (g) utilisation of community/social centres as "in filling" service points for those people who are unable to travel far to a library - for example, old people, invalids, young children and mothers with babies.
- (h) examination and development of children's library services.
- (i) provision of industrial/commercial information service.
- (j) assessment and development of local features/exhibitions to provide unique services for Afan area.
- (k) increase in the number of Welsh books to the proportion of the population speaking Welsh.

5.4 The above long term programme for expansion of the service could not be an immediate commitment but would have to be phased throughout the next ten years, until the next review date. In determining the general and specialised requirements of a service necessary for Afan, due regard would be paid to the criteria set out in DES Library Advisory Council's publication on "Public Library Service Points".

5.5 Staffing levels would be commensurate with the standard of local service required and the need to achieve cost-effectiveness. Integration of the library service administration is expected with the existing leisure services management within the Authority.

6 FINANCIAL IMPLICATIONS

- 6.1 The present cost of the library service in West Glamorgan is £2,166,950. It has not been possible to obtain any analysis into the Afan Borough area from information supplied by the County Council. However, as an indication, the assessment based on population reveals that the cost of providing the service in Afan would be in the region of £317,000 (maximum of £350,000 envisaged to operate the service if detailed consultations were to take place with the County Council in any transfer of service.
- 6.2 It is assumed that the resources available to the West Glamorgan County Council, through the mechanism of the Block Grant element of the Rate Support Grant, would be available to the Council. It follows that there would be no immediate impact on the ratepayer in that the increase in the rate levy made by the Council (and the other Districts in the County) should be offset by a fall in the precept issued by the County Council.
- 6.3 It would be the Council's contention that no additional expenditure would need to be incurred, as in the short term, the level of service could be maintained or even improved by the more efficient use of existing resources. Such short term improvements would be the result of value for money studies carried out by the Council, either individually or jointly in consultation with the other Districts in the County.
- 6.4 The longer term financial implications for the Council could well involve additional expenditure given the Council's belief that the present service is inadequate. However, the determination of priorities between competing services within the District, lies clearly with the locally elected Members, who are well aware of the needs and demands of the area, and can more readily assess the priorities to be satisfied.

7 CONCLUSION

- 7.1 It is the Council's firm intention, if library status is returned, to aim to resurrect and as necessary improve upon the standard of local service provided by the former Port Talbot Borough Council.
- 7.2 In the recommendation of the Panel appointed by the Secretary of State to review the existing District Library Authorities, is a comment about the severe financial limitations on County authorities, with the risk of over-burdening diminishing resources, which would not lead to the expansion and improvement in the four autonomous Districts, which the Panel feels might occur in a more favourable financial climate.
- 7.3 The Education Service in particular in West Glamorgan is currently being subjected to severe cutbacks, and given the library service is only a sub-division of the Education Department, it cannot hope to receive the attention it deserves.
- 7.4 Whereas the Borough Council recognizes the need for cultural/recreational facilities to cater for the increased leisure time now available to the public, there has been little development of the County Library Service since 1974.
- 7.5 It is against this background that the Council seeks a transfer of the library service, which it believes can be best administered at District level, where response to local needs can be more effectively measured.
-

APPENDIX 39

NEATH BOROUGH COUNCIL

DISTRICT IN THE COUNTY OF WEST GLAMORGAN

APPLICATION FROM THE NEATH BOROUGH COUNCIL

UNDER SECTION 207 OF THE LOCAL GOVERNMENT

ACT 1972 FOR THE CONSTITUTION OF THE

COUNCIL AS A SEPARATE LIBRARY AUTHORITY

CHAPTER 9

A CRITIQUE OF THE PRESENT LIBRARY SERVICE

(A) Comparison of County Service to the rest of Wales:

Set out below are four tables indicating this comparison:-

1. Books Purchased per 1,000 population

	Reference Books		Lending Stock		Total Book Stock	
	WGCC	Av.all Counties	WGCC	Av.all Counties	WGCC	Av.all Counties
1974/1975	5	9	247	230	252	239
1975/1976	11	11	232	234	243	243
1976/1977	7	10	196	196	203	206
1977/1978	10	9	229	191	239	200
1978/1979	10	9	220	193	230	202
1979/1980	9	7	192	181	201	188
1980/1981	7	7	164	189	171	196
1981/1982	5	7	158	180	163	187
1982/1983	7	8	138	184	145	192
	71	77	1776	1778	1847	1855

Observations:

- i. Both reference and lending books purchased by West Glamorgan County Council per 1000 population are below the Welsh averages over the 9 year period.
- ii. There has been a consistent decline in the total books purchased per 1000 population per year by WGCC over the 9 year period. The fall has been from 252 books per 1000 population in 1974/75 to 145 books per thousand population in 1982/83, a reduction of 107 books or 42%.

2. Bookstock and Purchases 1982/83

	West Glamorgan County Council		Average for the four Welsh Districts		Average for all Welsh Counties	
<u>Population</u>	368,500		71,175		315,438	
<u>Bookstock @ 31.3.83</u>						
Reference Books	143,000		15,500		115,750	
per 1000 population		388		217		367
Lending Stock	682,000		213,250		769,125	
per 1000 population		1,851		2,996		2,438
Total Bookstock	825,000		228,750		884,875	
per 1000 population		2,239		3,214		2,805
<u>New Purchases 82/83</u>						
Reference Books	2,569		659		2,382	
per 1000 population		7		9		8
Lending Stock	51,001		16,290		58,209	
per 1000 population		138		229		184
Total Bookstock	53,570		16,949		60,590	
per 1000 population		145		238		1982

Observations:

- i. The total book stock per thousand population is greater in the Welsh Districts than the Welsh Counties, with West Glamorgan County Council below the average for the Welsh Counties.
- ii. The new purchases for both reference and lending books per thousand population is again greater in the Welsh Districts than the Welsh Counties, with West Glamorgan County Council again being below the average for the Welsh Counties.

3. % of Welsh Books in comparison to Welsh Speakers

	<u>% Welsh Speakers</u>	<u>% Welsh Books</u>
Neath	8.2	3.1
Briton Ferry	5.5	4.4
Glynneath	24.3	9.1
Resolven	13.5	6.4
Skewen	13.7	5.1
Mobiles	-	5.3
	<u>14.2</u>	<u>5.3</u>

Observations:

The above table indicates that the County Council are below population percentage in relation to percentage of Welsh Books.

4. Book Issues per head of Population

County	Population	Books Issues	Book Issues per head of population
West Glamorgan	371,900	3,386,000	9.1
Clwyd	385,600	10,500,000	27.2
Dyfed	253,100	2,656,871	10.5
Gwent	435,500	4,060,100	9.3
Gwynedd	234,100	2,295,028	9.8
Mid Glamorgan	332,100	2,784,858	8.4
Powys	110,000	1,143,000	10.4
South Glamorgan	391,600	4,374,880	11.2

Observations:

The book issues per head of population in West Glamorgan is the second lowest in Wales .

(B) Comparison with National Criteria:

The National standards on library services are contained in a Department of Education and Science document entitled "Public Library Service Points".

The following comparison has been made on the basis of the information available:-

1. Comparison of actual opening hours with the standards recommended in the Department of Education and Science Paper on "Public Library Service Points"

Library	Recommended Opening Hours Per Week	Actual Opening Hours					
		Total/ wk.	Sat. hrs.	Even* ings after 6.p.m.	Full Lunch Time	Days open per week	
						full	half
Neath - Lending)	more than 60	40%	7½	nil	nil	5	1
Reference)		41½	6½	nil	nil	6	-
Briton Ferry	more than 30	38	3	nil	nil	5	1
Glynneath	more than 30	39½	3	1	nil	5	1
Resolven	15 - 20	30	3½	2	nil	3	2
Skewen	more than 30	39½	3	1	nil	5	1
* Evening opening generally to 7.30.p.m.							

Observations:

- i. Paragraph 15 of the "Public Library Service Point" document indicates that a District Library should be open for a total of at least 60 hours per week. From the table above it is obvious that the main District Library situate at Neath falls well below this level.
- ii. Paragraph 39 of the "Public Library Service Points" document states that "In communities of 4000 or more we would normally expect this to include Saturdays until at least 5.00.p.m.". From the table above it can be noted that all the Branch Libraries in Neath within this criteria open for 3 hours only on a Saturday.
- iii. Paragraph 39 also states that Branch Libraries should remain open in the evenings as necessary according to local needs and Paragraph 40 states that District Libraries should normally make available reference and study facilities until at least 8.00.p.m. and if possible later. Again reference to the table indicates that this criteria is not being met at all as far as Neath and Briton Ferry Libraries are concerned and only marginally in the other libraries.
- iv. Paragraph 40 also suggests that meal time closing can cause considerable inconvenience and irritation and should be avoided whenever possible. In the last twelve months the County Council have initiated a policy whereby all libraries close for one hour at lunchtime.

2. Facilities in Existing District and Branch Libraries:

i. Neath District Library

Access to the Reference Library is only by means of a stairs which restricts the ability of old people and physically handicapped to use the facilities.

The Library has totally inadequate study facilities and meeting rooms and no refreshment areas. There is insufficient room for the mounting of exhibitions of artistic, historical and cultural nature. As regards equipment such as Televisions, Computers, Telex, Tape Recorders and Videos there is a lack of such items in the Library.

ii. Branch Libraries

The comments in the previous paragraph, except that relating to the Reference Library, applies to all the Branch Libraries.

iii. Part Time Centres

The villages of Tonna, Crynant, Seven Sisters and Pantyffordd are serviced by part-time Centres. As an example of the service provided at these centres, the Seven Sisters Centre is situated in the Sheltered Housing Complex owned by the Borough Council. The book stock is kept in three or four locked cabinets and would not seem to meet the requirements set out in Paragraphs 26 - 29 of the "Public Library Service Points" document. The minimum suggested requirement for a village with a population of 2500 (population of Dulais Higher, i.e. Seven Sisters) would be a small Branch Library open 15 to 20 hours a week with a total bookstock of 5500 to 6000.

iv. Mobile Libraries

None of the mobile libraries are based in Neath. According to Paragraph 42 of the Public Library Service Points document on a fortnightly visit basis a single mobile library should seldom be expected to service a population over 1200. A calculation of the population centres in the Neath area which are dependent upon this service gives a population figure of around 14000. Therefore this would indicate that one mobile library should be permanently committed to the Borough area.

v. Special Services

As far as can be ascertained the Library Service in the Neath area does not meet the important requirement of providing information for local businesses and industry. The Borough Council feels that this is a major omission.

vi. Relationships of Branch Facilities to Population Centres

When local government re-organisation occurred in 1974 all the Branch Libraries were already in existence and since April 1974 the County Council have not constructed any new Branch Libraries. The table below indicates those main population centres in Neath area which are not served by a Branch Library:-

<u>Lower Neath Valley</u>		<u>Dulais Valley</u>	
<u>Urban Centre</u>	<u>Population</u>	<u>Urban Centre</u>	<u>Population</u>
Dyffryn Clydach	2545	Onllwyn	1145
Cilfrew	1939	Dylais Higher	2505
Cadoxton	1551	Dylais Lower	1896
Bryncoch	5776		<u>5546</u>
	<u>11811</u>		

The Public Library Service Points document was based on the recommendations of a Working Party. Paragraph 104 of that Working Party document indicated as follows:-

"In communities having a natural centre which are not part of a larger urban area we suggest that a library open for 30 hours a week or more should be provided for populations of more than 4000, a library open for more than 10 but less than 30 hours per week for populations of 1000 to 4000 and a staffed mobile library service for communities below 1000."

Based on this criteria it becomes clear that there are urban centres within the Borough which would warrant the provision of a Branch Library service. No such provision has been made since 1974 and the Borough Council is not aware of any policy or strategy on the part of the County Council to meet this deficiency.

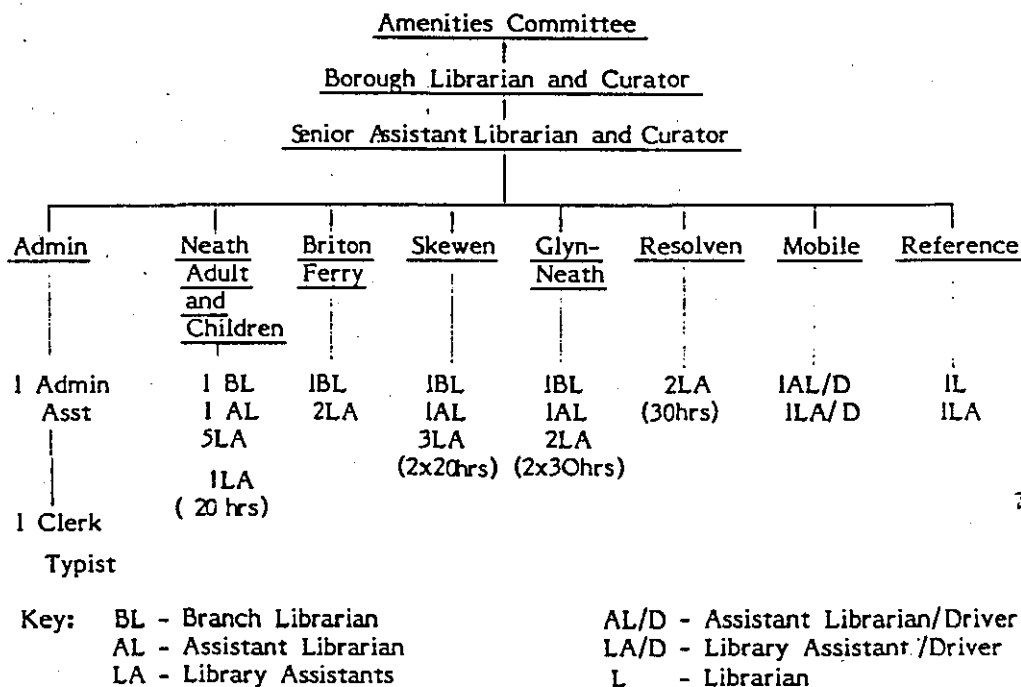
CHAPTER 10

PROPOSALS FOR OPERATION OF THE LIBRARY SERVICE 1985 / 86

As a starting point for operation of the service in 1985/86 the Neath Borough Council's position set out in the rest of this section is based on the following assumptions:-

1. That the County Council would transfer all existing library buildings to the Borough Council. This would include the outstanding loan charges on the buildings.
2. That the County Council would transfer to the Borough the existing bookstock in the area together with all other fixed assets, fixtures and equipment.
3. That the financial arrangements available to the County Council in the form of target expenditure figures and block grant in relation to library services in the Neath Borough area be made available to the Borough Council with a corresponding reduction for the County Council. The appropriate transfer of capital allocation from the County Council to the Borough Council would also be required.

(a) Provisional Management Structure



(b) Financial Estimate 1985/86 (based on population ratio of County Budget)

It has not been possible to obtain any satisfactory analysis of the total West Glamorgan County Council Libraries budget over the individual district area from the information available. However, as an indication of likely costs an assessment based on population ratio shows that the total West Glamorgan budgeted library costs would be shared between the 4 Districts in the following

way for 1984/85:-

	£	
Afan Borough Council	319,000	or 14.7%
Lliw Valley Borough Council	355,000	or 16.4%
Neath Borough Council	392,000	or 18.1%
Swansea City Council	1,101,000	or 50.8%
	<u>2,167,000</u>	

Appendix I shows the apportionment of this Neath share over the various heads of expenditure using the same basis, and a projection for 1985/86.

CHAPTER 11

PROPOSALS FOR LONGER TERM DEVELOPMENT 10 YEARS - 1985 - 1995

The Council would obviously only be in a position to decide definitively on this point once the Council has operated the service for a 12 month period. However, the following suggestions have emerged from the limited information available to the Borough Council:-

- (a) Utilisation of staff time during "quiet" periods to provide for more lunchtime and evening opening.
- (b) Reduced staff time by providing more information to borrowers. This could include pamphlets on book selection, author categories, topics, subject authors, new books etc.
- (c) Inclusion of sheltered homes as part of a mobile library service or by providing book collections which are frequently changed.
- (d) Improving book selection at small branch libraries by rotating book stocks.
- (e) Examine the potential benefits to the service and to cost effectiveness by incorporating libraries with other cultural services. The Borough Librarian would be responsible for the Museum.
- (f) Consider the cost effectiveness of computer systems as a replacement for manual methods.
- (g) Provision of publicity and advertising of the library service to increase a waning public interest.
- (h) To increase the amount spent on new book allocation. The provisional budget set out in Appendix I suggests an increase in commitment to book purchases.
- (i) To expand the Branch Library service in those areas which are at present not covered by the service. Two major discrepancies which seem to occur is the lack of a Branch Library in Bryncoch and in the Dulais Valley and the Borough Council would consider the construction of these as part of a 10 year plan.
- (j) To review the position relating to Welsh Books by conducting a consumer survey.
- (k) To improve the provision of records, tapes and video tapes available for lending.
- (l) To implement a policy of examining and improving, where necessary, the existing facilities in the Branch Libraries.

CHAPTER 12

CONCLUSIONS

1. The Neath Borough Council has the capacity to provide an efficient library service for the District. The Council has both the will and desire to provide an efficient service among both Council Members and Officers.
2. The Council considers that it meets all the statutory requirements contained in Section 207 and Circular 6/73.
3. The Council has a successful track record in providing efficient and cost effective services covering all the Leisure and Recreational facilities under its control.
4. The Council is proving its commitment to long term improvements by its present policy of preparing a 10 year Leisure and Recreational improvement policy for the district.
5. The Council's commitment to alleviating unemployment in the Borough through the encouragement of tourism and industry could be greatly assisted by the operation of Special Services within the Library Section.
6. The Borough Council has through its fiscal policy a proven record of sound financial management and this would obviously extend to the Library Service.
7. The topography and physical structure of the Borough area, both within the Borough boundaries and in relation to the rest of the County, lends itself to the operation of a self-contained Library Service. The existence of an urban nucleus again meets the requirements of Circular 6/73.
8. The service is substantially in the same position as in 1974 when the West Glamorgan County Council became responsible for the service. Whilst the Borough Council has enhanced its amenities there has been no parallel development of the Library Service.
9. When compared with National requirements and with the record of both the Welsh Districts and other Welsh Counties there has, in fact, been a deterioration in the service provided.
10. The Borough Council would establish a 10 year development plan as indicated in Chapter 10 and the development of this service would be in conjunction with the Council's commitment to improve Leisure and Recreational services to meet the increased demand created by the increase in leisure time available to the general public.
11. However, the commitment of the Borough Council to the service is dependent on the transfer to the Borough of the financial arrangements available at present to the County Council by way of target expenditure, block grant and capital authorisation. The Borough Council would expect a similar reduction in the allowances and targets of the County Council in order to avoid the situation whereby the ratepayers of Neath were being precepted for a service provided by the Borough Council.
12. The Neath Borough Council submits that Chapters 1 - 10 of this application contain powerful and convincing reasons why the National Borough Council should be constituted an Independent Library Authority.

APPENDIX 40

FORMAL APPLICATION TO THE
SECRETARY OF STATE FOR
WALES UNDER SECTION 207
OF THE LOCAL GOVERNMENT
ACT 1972 FOR THE DESIGNATION
OF SWANSEA CITY COUNCIL AS
A LIBRARY AUTHORITY

SWANSEA CITY COUNCIL,
SEPTEMBER 1984

CHAPTER 4 - THE CURRENT LIBRARY SERVICE

- 4.1 In support of this application for the library function an examination of the existing service has been undertaken. This has unfortunately proved incomplete because requested information on the existing service has been denied by West Glamorgan County Council. In May of this year the City Council asked for both financial and operating information on the current library service. In July, limited details were made available by the County Council. This included only a listing of central and branch libraries and the mobile service, together with details of opening hours, book stocks, staffing, annual issues and staff costs per service point. In early August further information was requested on mobile libraries, service to the housebound and to sheltered accommodation, provision for children, computer applications, branch library services etc. After a lengthy delay the applicant authority was informed that further detailed information would not be available.

It follows then, that this part of the City Council's application which deals with comment on the standards of the existing library service is less than complete and based in part on alternative sources of information.

- 4.2 To enable an objective comment to be made on existing library facilities a comparison has been made with the standards recommended in "Public Library Service Points", issued by the Department of Education and Science. The results of this comparison are detailed in the following paragraphs and the supporting appendices.

4.3 Book Stocks

Appendix III of this application shows a comparison between actual book stocks at branch libraries and those recommended. It will be appreciated that some six branches have a stock below 5,000 volumes, which is the minimum recommended level for a static service point. Seven other branches are below the advised standard while only five have a stock which is above the recommended figure.

A disturbing feature of low book stock is that it seems to discourage library use. Appendix IV is a graph of branch library stocks and borrowing rate per head of population. In those areas of urban Swansea where small book selection is offered to the public, there is a very low rate of library use. Conversely, when book stocks are high the demand per head of population increases

substantially.

There would seem to be a clear indication that public use of libraries is proportional to the quality of service provided and service points with a stock less than 5,000 have little public appeal.

4.4 Borrowing Levels

The overall public use of libraries in the current West Glamorgan area is 9.1 issues per year per head of population. This is below the comparable figures for pre-1974, when the County was mainly served by library authorities at district level (Appendix I).

When compared with the same period in the Swansea urban area the borrowing rate has fallen from 9.4 before 1974 to a current 8.3.

A comparison of books issued per head of population for county library authorities in Wales shows that West Glamorgan County Council has the second lowest borrowing rate (Appendix VIII).

4.5 Opening Hours

Appendix II lists the current opening hours of libraries in the Swansea area together with the standards recommended in "Public Library Service Points". In summary these can be expressed as:-

(a) Central Library

Weekly opening hours of the reference and both book and record borrowing sections are appreciably below the 60 hours recommended level. The reference library only is open at lunch times. Borrowing services are available only on one evening per week.

(b) Branch Libraries

Half of the branch service points open for less than the recommended hours. Five offer no Saturday service, five are open for a half day and only eight for a full six or six and a half hour service to the public. Apart from Pennard, only one evening per week, normally until 7.00 p.m. is available for book issues.

There is no lunch time service at any branch library.

Present opening hours would seem to be less than

satisfactory when compared with the recommended standards or indeed with the convenience to the public. It is particularly disappointing that no borrowing facilities are available at lunch time in the busy areas of the City Centre, Morriston, Mumbles etc. Neither is opening to 7.00 p.m. for just one night per week likely to be convenient to the library using public.

- 4.6 Swansea City Council administers 16 areas of sheltered housing. Mobile libraries visit just 2 of these and a limited supply of books is provided at one other. No library services are available to the remaining 13 complexes.

Comment from each of these sheltered housing areas confirms that a library service would be appreciated, especially if including volumes suitable to the needs of the elderly.

- 4.7 The areas of Penclawdd and Bishopston both have populations which are recommended to justify the provision of a static branch library, but both are currently restricted to the mobile library service.
- 4.8 The amount of spending on new book acquisitions by West Glamorgan County Council has fallen by 15% in real terms during the period 1974/75 to 1982/83. In terms of volumes purchased there has been a decline from 252 to 145 per thousand head of population over this 9 year period - a reduction of 42%. Appendix VI details books purchased since 1974/75. It should be noted that the main decline in book purchases has taken place over the last three years.
- 4.9 A comparison between the percentage of Welsh speakers in the Swansea area and the provision of books written in that language seems to indicate that an adequate service is provided. But this is strongly influenced by the large collection at the central library which clearly is intended to be of benefit to the whole County rather than specifically to Swansea. All branch libraries carry a stock of Welsh language books. A comparison in those areas with a high percentage of Welsh speakers indicates that the level of service is not equatable to potential use. Appendix VII summarises these percentages.
- 4.10 "Public Library Service Points" recommends a wide range of services and facilities that can be expected to be a part of an efficient library function. Comment on these cannot be included in this application since information on current standards has not been provided by West

Glamorgan County Council. These include provision to the housebound and disabled, the use of branch libraries as social buildings for the community, the size of branch libraries, exhibition areas, etc.

To replace the absence of formal information from the library authority, the views of a varied range of library users has been obtained and summarised as:-

(a) The central library facilities for borrowing and reference are far too small and restricted to provide an efficient service for the display and stocking of books.

(b) At least 5 branch libraries are too small and cramped to be used by more than a few borrowers at any one time.

(c) Very few branch libraries offer any sort of amenity to the community for meetings etc.

(d) Information to borrowers on book classification and selection is generally very limited.

(e) Libraries are rarely sited in areas where there is a high level of pedestrian activity.

CHAPTER 5 - PROPOSALS FOR THE IMPROVEMENT OF THE LIBRARY
SERVICE - SHORT TERM OBJECTIVES

- 5.1 Should this application be successful in granting to Swansea City Council the responsibility of the public library function, it would be the intention of the new authority to prepare an in-depth study of all aspects of the service. It is perhaps unfortunate that during the last 10 years, the current library authority has not undertaken an organisation and methods review of the service. This would be a matter of some priority should the City Council be designated as the new library authority. Such an investigation would be expected to identify a number of present practices which could be improved, both financial and from a basis of enhanced public service. .
- 5.2 It would clearly be unwise to predict improvements without being fully aware of current limitations, but an organisation and methods study would be expected to identify areas of improvement which would include:-
- (a) The utilisation of staff time during "quiet periods" to provide for more lunch time and evening opening.
 - (b) The provision of more information to borrowers on book selection, author lists, subject categories, new book lists etc. This would be intended to reduce current staff time which again could be channelled to increasing lunch time and evening opening.
 - (c) The inclusion of sheltered homes as part of a mobile library service or by providing book collections which are suitably selected and frequently rotated.
 - (d) An extension of the current survey on the disabled and the housebound, undertaken by the City Council's Planning staff, to identify the need to extend a library service to these members of the public.
 - (e) The improvement of book selection at small branch libraries by rotating book stocks.
 - (f) Consider the cost effectiveness of further computer systems as a replacement for current manual methods. This area would be extended to cover investigation of such practices as the control of borrowing, waiting lists, overdue issues, book classification, stock records etc.
 - (g) The provision of publicity and advertising of the

library service to increase a waning public interest. This would be particularly important in those areas served by small branch libraries and would be undertaken in conjunction with improvements in book selection in the areas of currently low public interest.

(h) Increase book stocks at branches with a present total of less than 5,000 volumes.

(i) Investigate the use of Welsh language books and redistribute stocks to those areas of highest demand.

(j) Study the existing staffing of the library service and determine levels to achieve optimum use of qualified and other staff.

- 5.3 The intended programme of short-term objectives would be based on an organisation and methods study but also supported with advice requested from the professional bodies representing the library service and from existing library authorities with a respected reputation for high standards of service.

CHAPTER 6 - PROPOSALS FOR THE IMPROVEMENT OF THE LIBRARY
SERVICE - LONGER TERM OBJECTIVES

- 6.1 It is difficult at this stage for an applicant authority to be specific on its long term proposals for library development and improvement. When comparing the current service with the standards recommended in "Public Library Service Points", there are clearly many deficiencies that should be rectified. Opening hours and book stocks are areas where it is hoped that an immediate improvement could be made. Longer term development would include the proper provision of acceptable branch library facilities and a re-assessment of the adequacy of the central library. This development implies resources beyond those expected from short term improvement.

The City Council would give some priority to the preparation of a 10 year programme of development. It would have little difficulty in identifying those areas for improvement but a firm financial commitment to cover all the current limitations would be inadvisable at this early date.

- 6.2 The library service is currently administered by West Glamorgan County Council as a secondary function within its Education Department. Should the service be designated as a City function, this authority would consider the merits of its integration with other cultural services - Art Gallery, Museums, Theatres etc. It would see this as a potential improvement to the status of the library service with the benefit of an identity within related functions and of management motivated towards providing a cultural service to the benefit and uses of the public.

The record of achievement by Swansea City Council in the field of cultural services is substantial and briefly summarised in Chapter 3 of this application. It is felt that a library service which is part of the City's policy on cultural and leisure activities could hardly fail to be enhanced in status and service to the public.

- 6.3 Without wishing to include financial commitment which may be subsequently impossible to achieve, the City Council is firmly of the opinion that a programme of development covering a 10 year period would allow improvements to take place. During this time all aspects of the service could be subject to an examination and development to give a level of service which relates to the public need. There is an awareness that the use made by the public of any local service is often dependant on

the attractiveness and quality of that service. The use of libraries in the Swansea area has diminished since 1974 in parallel with a deterioration of the service provided. It would be the objective of the City Council to redress that decline by improvement and development of the library function and, when related to a 10 year programme, it is fully confident that that can be achieved.

CHAPTER 7 - VALIDITY OF SWANSEA CITY COUNCIL AS A LIBRARY
AUTHORITY

- 7.1 Section 207 of the Local Government Act, 1972 and Circular 6/73 issued in March 1973, both clearly define the criteria required for a district council to be designed as a library authority. Swansea City Council has the capacity to provide an effective library service, as it did prior to re-organisation of local government services in 1974. There can be little doubt that such a transfer of responsibility would improve a service which is experiencing reduced public use, a lack of development to meet public needs and a restriction of financial provision, especially over the last three years.
- 7.2 The City Council is aware that the transfer of library responsibilities to a district council should not "impair the county council's capacity to provide a comprehensive and efficient library service to the remainder of the county". Granting the library responsibility to Swansea City Council would reduce the County involvement to a level of 180,000 population. This is well beyond the size of the library responsibility undertaken by Powys County Council and within 50,000 of the Gwynedd County Council service.
- 7.3 If other district councils of West Glamorgan also submit applications for the library function, this may result in a County responsibility for maintaining the service only at one district council area, to a population of approximately 60,000. Although this would be a substantial reduction from the current County service it would be little different from the level of responsibility, granted in 1974 and recently confirmed, given to the four district library authorities of Cynon Valley, Merthyr, Rhondda and Llanelli. Each of these Councils administers the library function to a population of between 60,000 and 82,000. A library service operated by a district council to a population of this size should be capable of similar administration by a county council.
- 7.4 If the validity of an existing county service is questioned when reduced to the responsibility of just one district council area, it may be replaced in that area by an agency service provided by a neighbouring district library authority.

CHAPTER 8 - FINANCIAL IMPLICATIONS

- 8.1 The present cost of the library service in West Glamorgan is £2.2 M (see Appendix IX). It has not been possible to obtain an analysis of costs at individual district council level from the information provided by the County Council. However, as an indication, an assessment based on population would show that the cost of running a library service at Swansea would be in the region of £1.1 M.

- 8.2 This application is made subject to the assumption that the financing of the library service will not be detrimental to this Authority.

It has therefore been assumed that the equivalent of the West Glamorgan County Council's current block grant entitlement, with regard to the provision of the library service in Swansea, will be available to this Authority. It follows that the method of re-distributing the grant should ensure that neither the County Council nor the District Council will be any worse off as a result of the transfer of this service.

Similarly, the additional expenditure incurred as a result of taking responsibility of the service should be fully reflected in the authority's target.

There should then be no immediate impact on the ratepayer, as the increase in the rate levy made by the District Council should be offset by a reduction in the precept issued by the County Council.

- 8.3 It is this authority's contention that in the short term, no additional expenditure need be incurred as the level of service can be improved by a more efficient use of existing resources. Such improvements would be the result of value for money studies and a detailed organisation and methods review.

- 8.4 The longer term financial implications for the District Council could well include additional expenditure as it is the Council's belief, that in the light of present day leisure, recreational and cultural needs, the present service is totally inadequate and should be improved. The financing of these improvements could be achieved by placing greater priority on the library service when compiling the annual budgets and introducing a programme of improvements which would be phased over the next ten years.

CHAPTER 9 - CONCLUSIONS

- 9.1 This application is submitted in the belief that the library service in the Swansea area can be substantially improved if administered by the District Council. The current standard of service is not to the level recommended by professional publications nor has it developed since 1974 to the same extent as other cultural services administered by Swansea City Council. It is the opinion of the applicant authority that the service is not good enough for the residents of this area; a view that would appear confirmed by a reducing public interest.
- 9.2 This application lists a number of deficiencies in service and apologises for its incompleteness, caused by the inadequate provision of information from the existing library authority.
- 9.3 Should this application be successful the City Council would initiate its own detailed organisation and methods study and obtain advice from professional organisations and other library authorities. It would expect this to enable immediate improvement to be made to the service. Longer term development would be subject to the careful preparation of a ten year programme which would be related to other cultural and leisure functions.
- 9.4 Since an improvement in the library service would seem to be entirely dependant on it being transferred to district council administration, it is the view of this applicant authority that such a change is essential. Anticipated difficulties that may be envisaged by the County Council when operating at a reduced level can be countered by the examples of at least two county library authorities in Wales as well as four districts, all of which have the support and approval of the Secretary of State.
- Agency facilities may also be available should the county responsibility be reduced to a single district council area.

APPENDIX 41

WEST GLAMORGAN COUNTY COUNCIL

REVIEW OF LIBRARY FUNCTION IN ACCORDANCE WITH

SECTION 207 OF THE LOCAL GOVERNMENT ACT 1972

STATEMENT FOR CONSIDERATION OF THE SECRETARY OF STATE

SECTION 1 - SUMMARY AND CONCLUSIONS

1. The test under Section 207(4) of the Local Government Act 1972 is whether a change will "lead to an improvement in the Library facilities (in the District) and not prejudicially affect the library facilities elsewhere in the County". In the County Council's judgment the Districts' submissions fail on both these counts.
2. If the current claims were conceded either in their entirety or individually, there is no way in which the County Council could maintain the current quality of provision within the remaining area(s) of the County, namely Lliw Valley District, on the basis of proportionate funding.
3. The economics of any change would be nonsensical. The fragmentation of the Library Service into Districts would inevitably be more expensive than the present system, with duplication of costs arising from administration, systems installation and management, and the provision of support materials. The rather approximate costing exercises undertaken by the District Councils are of little value and it is difficult to see how the District Councils could meet their objectives without significant increases in expenditure. This is supported by the report of the Panel appointed by the Secretary of State to review existing District Council library functions, dated July 1984 which stated that "examination of the Cipfa Public Library Statistics shows that autonomy (for District Councils) has resulted in higher operational costs for Libraries during the period under review". (see Section 2.1 & Section 4)
4. It is clear from reading the several submissions that there is little real knowledge of how a library service operates and the submissions are based upon a standard approach and common documentation.
5. The whole emphasis of the submissions by Afan, Heath and Swansea ignores the corporate nature of the service and the significance of its integration with the Education Service, and to a lesser degree, the Social Services. The District Councils' vision is of a library function operating almost entirely as a leisure based service. The integration of Library and Education services within West Glamorgan has been a particular feature and has led to a quality of provision which has attracted widespread recognition. The original circular 6/73 emphasised the clear advantage of establishing larger library authorities, co-terminous with authorities responsible for Education, Social Services and Health, and also stated that "the strengths and cohesion of unified County services bring significant benefits to the whole of an area". (see paras. 2.2 & 3.5.2.)

....2.

6. Notwithstanding significant financial pressures on the County Council, the Council has succeeded in developing its library service and has further plans to do so. There have been developments within the general field of adult lending services and currently particular emphasis is being placed on the improvement of information services. (see Section 3)
7. The management and administration of the service has been dynamic rather than static during the ten years in question, major changes having been introduced to reflect the evolving demands of the service. (see Section 3)
8. The allegations of District Councils that the service has deteriorated in the period from 1974 to 1984 are based on statistics which do not compare like with like. Comparison of statistics derived from a similar base indicate an improvement in performance across the County. (see paras. 2.3)
9. The development of an integrated computerised system has taken place much earlier than in many other authorities and is now well advanced. (see para 3.2.2)
10. Finally the arguments that led to the conclusion in 1974 that County Councils were the right bodies to be responsible for the library service apply equally, if indeed not more strongly today, as the Review Panel report referred to in 3 above confirmed. Those arguments are re-stated in Appendix D.

SECTION 2

OBSERVATIONS ON APPLICATIONS OF AFAN, NEATH AND SWANSEA DISTRICT AUTHORITIES

2.1 INTRODUCTION

- 2.1.1 Consideration has been given to the formal applications to be designated library authorities by three of the four district councils within West Glamorgan. While recognising the right of the district councils to make such applications, the County Council is disappointed that, at a time of intense pressure on limited resources within local government, some district councils within West Glamorgan have decided to exercise this right. Irrespective of the outcome the process of review will in itself be costly in terms of manpower, and, should the applications be successful, the duplication and fragmentation of the service will inevitably lead to higher costs throughout the County as a whole. In its review of District Council Library Functions published in July 1984, the Panel appointed by the Secretary of State for Wales stated: "Despite assertions to the contrary by the District Councils, there is no doubt from examination of the CIPFA Public Library Statistics that autonomy has resulted in higher operational costs for libraries during the period under review" (Para. 114), and "In terms of value for money, these statistical details considerably weaken the case for continued autonomous district library powers and point to the high price that has been paid for their existence since 1974" (Ibid. para. 116).

....3.

2.1.2 The County Council is particularly saddened to read the formal application of Swansea City Council. It is clear that the City Council considers that the County Council was less than helpful in supplying information, but the fact that detailed information of the sort requested is not held on a district by district basis and is therefore not readily available only serves to exemplify the integrated nature of the library service throughout the County as a whole. Such information as was readily available or easy to assimilate was provided on request.

2.1.3 All three submissions, and in particular that of Swansea City, appear to hinge on somewhat repetitious criticism of the present library service. It may be helpful, therefore, for accuracy of record to comment on some of the criticisms made and the assumptions on which they have been based before moving on to the positive case for retention of the present arrangements.

2.2 THE RELATIONSHIP BETWEEN THE LIBRARY SERVICE AND OTHER LOCAL GOVERNMENT SERVICES

2.2.1 One assumption is that the library service is a leisure based service. For example, it is stated that, in Swansea and Afan, the Library service would be included within the overall management of culture and leisure services in order to enhance its status and service to the public. Similarly, Neath Borough emphasise their contribution to leisure facilities and show the library service as part of an amenities committee. Though all public libraries include culture and leisure in their aims and objectives the main emphasis in a library service is towards the self-education of the individual. In this way, the library service can contribute to improving the quality of life in all its aspects, and to promoting opportunities for all to develop as citizens of an informed community.

2.2.2 If library services are to be integrated with other functions then it is much more appropriate for them to be placed within the education service. In 1973 the Department of Education and Science stated in a circular on Local Government Reorganisation and the Public Library Service: "Further, by its allocation of responsibility for public library services to authorities coterminous with those responsible for education, the 1972 Act will give fresh impetus to the development of links between public library and education services from which both will benefit. As public awareness of the importance and value of education has increased and the growing opportunities for it have been taken, so schools, colleges and other educational agencies have been making increasing calls on public libraries. With the further extension of educational facilities at all levels, this trend is bound to continue, especially since newer educational methods produce greater demands for information sources of all kinds."

....4.

More recently the Library Association has stated: "Library services are multifarious. They have a contribution to make to almost every local government programme area. In situations where services are divided between authorities it is therefore necessary to determine where the balance of advantage lies and to place responsibility for library services with those authorities which also administer services which have a dependance on libraries and where involvement between the services is greatest. There is little doubt that an objective assessment would link libraries and education in this way and that the 1974 reorganisation facilitated the extension and strengthening of library services for education developed by the former county authorities. This co-terminosity of education and library services has proved advantageous to the consumers of both services. To abandon these gains for supposedly closer links with cultural services would be folly."

- 2.2.3 The crucial link between the library service and the provision of education has been totally ignored in the submissions presented by all three district councils with the result that the tremendous strides made within West Glamorgan in terms of the contribution of the library service to education, and the beneficial effect that this work has had on the services to the public, in particular services to children and young people, has not been recognised. A more detailed assessment of these developments follows later in this response. The County can do no better than reiterate the view of the Library Association that it would be 'folly' to abandon the gains achieved by the links between Library and education Services in West Glamorgan.

2.3 COMPARISON OF PRESENT SERVICE WITH THAT AVAILABLE IN 1974

- 2.3.1 The second major assumption on which the Swansea City application in particular and to a lesser extent the submissions of Afan and Neath Boroughs are based, is that the level of library service in their areas has deteriorated significantly in the decade 1974-1984. This has a certain irony since the County Librarian previously held a very senior post in one of the former District authorities. However, the Districts' case is arrived at as a result of an analysis of a range of selected statistics presented as part of the submissions.
- 2.3.2 The annual Public Library Statistics reports presented by CIPFA contain the following note: "Users of the statistics are advised to use caution when making comparisons between authorities, since there are many local factors which could render such comparisons invalid." There are many varying practices between library authorities in the calculation of issue figures. Moreover, each authority's figures contain issues for service points where direct counting is not possible such as hospitals, residential homes, etc. The danger of basing assumptions on these figures can be clearly seen in statistics presented by Neath and Swansea authorities, relating to book issues per head of population, where the book issues for Cwmyd appear to be completely out

....5.

of phase with those for other Welsh counties. However, detailed examination of Clwyd library reports reveals that schools and playgroups were included in their figures, whereas this has not been the practice elsewhere.

- 2.3.3 Similarly, the attempt in the Afan Borough and Swansea City documentation to make a comparison of book issues based on statistics for 1971-72 on one hand and 1982-83 or 1983-84 on the other is unacceptable, since the ways in which the figures were built up almost certainly differed. A more accurate comparison, based on identical criteria would be to use the 1974-75 figures (viz. the first year of operation immediately following the transfer of responsibility) and those for 1983-84. This direct comparison shows an increase of approximately 15% in issues for the Swansea libraries from 1,137,750 to 1,309,993 (Appendix 'A'). Similar comparisons show that for the same period the total stock availability has increased from a collective total for Swansea Libraries of 223,858 to 350,240 (excluding record library), an increase of 56% (Appendix 'B'). Parallel figures for Afan and Neath indicate similar trends.
- 2.3.4 What is clear, therefore, is that the statistical evidence on which the main thesis of the applications is based is suspect and that a comparison of like with like suggests that there has in reality been a considerable increase in the level of service provided over the ten year period. Similarly, the all Wales figures presented by Afan and Neath Boroughs must be treated with caution e.g. book purchases and issues per head of population. It should be noted in passing that the submissions refer to Welsh language speakers as opposed to readers which again distorts the overall picture.
- 2.3.5 At the same time, there have been developments in the provision of specialist services such as local studies, commercial information, and the provision of books to residential homes, the housebound, etc., as well as the considerable development in services to education. Many of these specialist services did not exist as formal services prior to 1974, while others have been considerably expanded. For instance, though the Swansea City application makes mention of the sheltered home complexes that are not at present receiving a service, the County Library does provide a service, in the Swansea area, to four sheltered homes complexes, ten homes for the aged, four day centres, and twenty-six housebound readers, as well as providing informal services through branch libraries by the use of volunteers.
- 2.3.6 The assertion by Swansea that significant improvements could be made by the application of an organisation and methods survey is regarded as nothing more than pious hope. The record of the County Council is that, even within the increasingly severe financial constraints of recent years, the service offered to the public has not only been maintained, but has, in overall terms, improved.

....6.

2.4 OTHER CULTURAL/LEISURE ACTIVITIES

- 2.4.1 Swansea City Council is justly proud of its contribution to the enhancement of cultural and recreational facilities and the County Council fully recognises and welcomes the provision it has made.
- 2.4.2 Similar tribute must be paid to the contribution made by Afan and Neath Boroughs to the enhancement of facilities for cultural and leisure pursuits within their areas. Indeed, the County Council has been pleased to play its own small part in some of these developments, for example, by part-financing from the budget of its Education Committee the post of Education Officer at the Glynn Vivian Art Gallery referred to in Section 3.2 of the Swansea submission, together with funding from the same source, either in whole or in part, other posts including those in Leisure Centres/Swimming Baths and at the Museum to enable these facilities to have maximum use and impact.
- 2.4.3 If evidence of an authority's commitment to the enrichment of the cultural/recreational life of the community is helpful to the consideration of the case, then a number of initiatives of the County Council could be mentioned, including, inter alia, the establishment of such amenities as Margam Park, Afan Argoed Country Park, the Coal and Steam Centre, The Miners' Museum, and within the aegis of the Education Committee itself an established County Youth Orchestra which has won national acclaim, a County Youth Drama Company, which has recently had the distinction of a successful tour in Denmark, and the Margam Music Festival.
- 2.4.4 The County Council would, therefore, fully endorse the expressed view of the Swansea City Council that "there is a responsibility at all tiers of local government to provide services and facilities for the public to make full use of its leisure hours" and considers that its own record in discharging this responsibility is not without some merit.

SECTION 3

DEVELOPMENTS IN THE LIBRARY SERVICE IN WEST GLAMORGAN SINCE 1974

3.1 GENERAL

- 3.1.1 After the formation of West Glamorgan County Library in 1974, the first priority was the integration of four differing library systems into one uniform system. Even so, at that early stage, foundations were laid for the development of the system, and the County Library has grown continuously since then. During the ten years the bookstock has grown from 635,000 to 831,000 while book issues have risen from 2,900,605 to 3,478,155. Six libraries have been rehoused in new or improved premises, improvements have been made to

....7.

other library buildings, opening hours have been extended and by the end of 1984-85 all three mobile libraries will have been replaced by new vehicles. At the same time staffing levels have fallen from 181 full-time equivalent to 165.

- 3.1.2 Set out at Appendix 'C' is an extract from a report which was approved by Committee in March 1984. This has been accepted as the policy base for the development of the Library Service in West Glamorgan in the forthcoming years and detailed work is proceeding on aspects of implementation. It is against the background of this policy statement that the following evaluation of progress within the main operational areas has been compiled.

3.2 ADMINISTRATION AND BIBLIOGRAPHIC SERVICES

- 3.2.1 In 1974 the County Library was organised on the traditional basis of a County Library Headquarters and four District divisions, each headed by a District Librarian responsible for all library services within that District. Later review of the structure of the County Library showed that, due to the compact nature of the county it would be more efficient if the organisation were on the basis of function rather than area, and the staffing structure was revised to provide senior staff with functional responsibility for aspects of the service throughout the county. This has led to more efficient management of the County Library's resources and to the provision of a more equitable service to all libraries in the system. The process of reviewing the organisation and administration of the County Library is a continuous one and changes are made as needed.
- 3.2.2 The Bibliographic Services section of the County Library controls the purchasing of new stock, the movement of existing stock and maintains the stock records including the production of catalogues for use in the branch libraries. In 1974 it was decided to investigate the use of a computer to prepare catalogues and by 1976 the first phase of an integrated computer based system of stock management was operational. The County Library currently has a computerised system that deals with stock control from the moment of ordering through all the stages of receipt, preparation, cataloguing and classification to the point where the new book is ready for the shelves of a branch library. The system also deals with the movement of stock from library to library up to its transfer to reserve store or withdrawal. The final phase of the system, that of book issue in the libraries is at present in preparation. As a result of this use of an integrated computer system, the County Library is able to make better use of staff-time, has better management information available, and, possibly most important, for the public service, is able to produce a micro-fiche based catalogue that will enable users in every library to have access to the catalogue of the whole of the County Library holdings. This wider range of information at all levels will enable a better service to be given to all library users and will also allow for more efficient use of the County Library stock.

....8.

3.3 EDUCATION AND CHILDREN'S SERVICES

- 3.3.1 Library services to education are integrated with public library services to children within the 'Work with Young People' Section of the Library which aims to ensure a rational and co-ordinated approach to stock acquisition for children and young people throughout the County.
- 3.3.2 Prior to local government reorganisation in 1974, none of the four library authorities in West Glamorgan provided a resource service to schools. At the most, any School Library Service which did exist provided a limited loan of books only.
- 3.3.3 The Schools/Library Resource Centre opened in 1976, staffed by County Library personnel and funded partly from the County Library bookfund but mainly from the Education Curriculum Development Fund. At its start the Resource Centre consisted mainly of books with a smaller collection of A/V material plus a small reprographic unit. Stock totalled approximately 50,000 items in April 1977. During its nine years of operation the Resource Centre has developed considerably and now contains a stock of approximately 170,000 items. It currently serves all schools in West Glamorgan plus students in F.E. and H.E. during their teaching practice periods. The establishment of tertiary education in the county has resulted in the Resource Centre also providing professional support and advice on stock-selection, layout and staffing within this field of education. (Two County Library staff including one from the Resource Centre are currently on secondment in the Neath Tertiary College library). The Centre aims to support the work of schools within the county by providing a wide range of resource material for loan to: (a) individual teachers - to support their current term's work, and (b) to individual schools as block loans to supplement their school/classroom collections.

The Centre also works closely with the two Teachers' Centres in the Authority and can provide resource support for INSET, conferences, etc.

The following is an extract from a letter from the Welsh Office following a visit by the Library Adviser on 7 May, 1981: "The Library Adviser was considerably impressed by your Schools' Library Resource Centre which he saw as a fine example of what can be achieved by co-operation between Education and Library Departments within an authority. He went so far as to say that the Centre provides an excellent model which could be usefully duplicated by other library authorities."

- 3.3.4 Prior to 1974, the four previous library authorities all provided library services to children, but all varied in their approach and level of service offered. As with other aspects of the County Library the provision of services to children has now been rationalised and is currently the responsibility of a team of specialist librarians who supervise work with children throughout the county.

....9.

- 3.3.5 During the last ten years the quantity and range of books available to children has increased and the issues in children's libraries have correspondingly risen. In parallel with Adult Lending Services the Children's Services staff aim to satisfy the educational, informational and recreational needs of children in the community, and to increase their awareness of the value of books and reading. To this end they undertake many activities to encourage children to read and to use books and allied materials. These activities include talks on books and their use, given to groups of children and parents, exhibitions, story-times and activity sessions. The activities take place in libraries, schools and public places such as the Quadrant in Swansea and the Aberafan Centre where a Children's Week is held every summer as well as a session at Christmas time. During the Summer holidays a programme of events is organised for nearly every library. Children's Services staff also link with schools to give talks and exhibitions in the school as well as organising class visits to the public library. Playgroups are also contacted and advice on reading and suitable material provided. Within the public libraries the staff have developed the book-stock of the children's section, and have also developed the design, layout and furnishings of these sections to improve their use. At the same time experiments have been made in providing special collections for teenagers, for parents of young children, and in providing reading schemes, book-lists on a variety of subjects and advice on such matters as project work for school children. The development of services to children has been dependent on the availability of a team of specialist librarians backed by the resources of a large library system and has clearly shown the benefits of this situation.

3.4 REFERENCE AND INFORMATION SERVICES

- 3.4.1 In the period 1974 to 1984, the County Library has held the development of reference and information services as a high priority and has been able to use the full resources of a county-wide management structure to improve standards. In numerical terms, the three main reference libraries have increased in size during this time (Swansea from 74,158 to 131,808 items in stock; Neath from 2,001 to 7,102 and Afan from 5,049 to 8,880). The major information centre is Swansea Reference Library and a number of significant changes have been made to its organisation and structure. The management of Swansea Reference Library is linked to a close assessment of need within the urban area and the wider region. It is accepted that as a large information resource, it will meet requirements of people over a large geographical area (hence the high number of enquiries received by telephone and letter). The appointment of a full time Local Studies Librarian in 1974, was a recognition of much greater public interest in family and industrial history and in the development of the region.

....10.

3.4.2 A similar development has taken place in the provision of information for local commerce and industry. An assessment was made of local demand and requirements and a continuing investment has been made in probably one of the most extensive commercial information centres in Wales, with details of a very wide range of companies, products and services of the U.K. and overseas markets. Related stock management programmes have taken place in other subject areas as part of an ongoing programme of upgrading this service point to meet increasing demand.

3.4.3 The County Library has ensured posts at professional grading for the two regional reference centres at Neath and Taibach libraries. Librarians there have clerical support in providing a local information service, acting as a link with branches in their area, and liaising with the Swansea Reference team. Smaller reference stocks are being established in the larger branch libraries in order to meet very local, low level demand for information. Throughout the County Library, there is an emphasis on good communications. The Library aims to extend a community information service, from 'homework collections' at the smallest service points to a centre at Swansea which is capable of handling a very high number of requests for information, from directional to very advanced enquiries, from a wide sector of the general public.

3.5 ADULT LENDING SERVICES

3.5.1 The aim of Adult Lending Services is to satisfy the educational, informational and recreational needs of the community through loan collections of books and to promote the use of these collections and an awareness of their value.

3.5.2 In addition to the making available of lending material through the branch and mobile libraries, a section has been established to respond to the needs of the disadvantaged. This section deals with supplying books to homes for the elderly, day centres, the housebound, etc., in an effort to provide a service that eventually will be comparable to that available to the general public through the branch libraries. It has been recognised that there are many forms of disadvantage, and services have been developed to the prison, the hospital and other institutions and efforts have been made to increase the liaison with interested authorities responsible for the care of the disadvantaged.

3.5.3 In recent years expectations of what a library service can offer have increased and the library is no longer seen simply as a source of books alone. The County Library has acknowledged these changed expectations and is moving into the fields of non-book material for loan to the public. A Picture Loan Scheme has been established to lend framed prints and audio tapes of recordings of novels and other books are available for loan for the blind and visually handicapped. It is expected that these aspects of the service will play a greater part in the future development of the County Library.

....11.

4.0 FINANCE

4.1 Neither Neath nor Swansea has included any significant information regarding costs. Despite statements to the contrary in the submissions, both authorities were provided with a full analysis of the operating costs of each library in 1983/84. Book stocks are controlled centrally, consequently an analysis of expenditure on books at each library was not available.

4.2 Para. 8.1 of the Swansea submission gives an assessment of £1.1m as the cost of running a library service in Swansea. This assessment is, however, based on population and is of limited value since it fails to take into account factors such as density and distribution of population, socio-economic groupings in particular areas, requirements of mobile and hospital library services, location of central reference facilities, etc., all of which would have an effect on the cost of operating the service.

In addition, this method of apportionment assumes that central administrative costs would be reduced in direct proportion to the population factor and fails to take into account the economies of scale which result from a county-wide service.

4.3 Chapter 10 of the Neath submission containing the financial estimate for 1985/86 is, as with Swansea's submission, based on the County Council's expenditure analysed in proportion to population although some attempt has been made to make adjustments within the total for Neath's assessment of areas of need. This method suffers from the same limitations as outlined in relation to the Swansea submission; in fact Neath have assumed a fall in expenditure in real terms having allowed an increase of only 2.1% from 84/85 to 85/86.

APPENDIX 42

THE LIBRARY
ASSOCIATION

LA

7 RIDGMOUNT STREET
LONDON WC1E 7AE
TEL 01-636 7543
TELEX 21897 LALDN G

Patron: H M The Queen
Incorporated by Royal Charter 1898 Founded 1877
Registered Charity number 313014



15th November 1984

Mr. Wyn Roberts, MP,
The Parliamentary Under-Secretary,
The Welsh Office,
Gwydyr House,
Whitehall,
London SW1A 2ER

Ref: MED/RMS/jb/WLA

Dear Mr. Roberts,

Public Library Authorities in Wales

We understand that, acting under the provisions of the Local Government Act, 1972, The Welsh Office is considering the position of District Councils which have applied to be designated library authorities.

The Library Association's firm view is that the County Councils are the appropriate authorities to carry out public library functions in Wales. This view was, I understand, conveyed to you by a delegation from The Welsh Library Association last November. However, since the Secretary of State for Wales now has the matter under active consideration, it is appropriate to raise the matter with you again.

The provision of a "comprehensive and efficient" library service as required by the 1964 Public Libraries and Museums Act inevitably requires the acquisition of a substantial stock of books and other information materials, the deployment of many specialist staff and the provision of wide range of services. Demands on the public library service are not only continuing to increase in volume but also in sophistication. A democratic country such as ours depends on all its citizens having easy access to published information of all kinds. An effective public library system is an essential element in the provision of such access. Increasingly, public library services need to employ new technology in order to meet these demands being placed upon them and further to improve their efficiency.

....

Chief Executive: George Cunningham, BA BSc (Econ)

A further consideration is that in some cases the designation of one or more districts as library authorities may well adversely affect the ability of the county to provide an adequate service to the remainder of the area for which it is responsible. It was this 'Emmenthal Cheese effect' which was such an unsatisfactory feature of public library provision before the Local Government Act of 1972. The Library Association does not wish to see a return to that situation in Wales.

The Association believes that all these factors, coupled with the continuing financial restraint under which all public services have to operate, serve to underline the need for public library authorities to be of sufficient size to enable them to deploy adequate services on behalf of their user communities. In Wales, only the Counties have sufficient resources to do so.

I hope, therefore, that you will ensure that the views of The Library Association are taken into account when the Secretary of State considers the future pattern of public library service provision for Wales.

Yours sincerely,



George Cunningham
Chief Executive

Y SWYDDFA GYMREIG

GWYDYR HOUSE

WHITEHALL LONDON SW1A 2ER

Tel: 01-233 3000 (Switchboard)
01-233 7448 (Linnell Union)

Oddi wrth yr Is-Ysgrifennydd Seneddol



WELSH OFFICE

GWYDYR HOUSE

WHITEHALL LONDON SW1A 2ER

Tel: 01-233 3000 (Switchboard)
01-233 7448 (Direct Line)

From The Parliamentary Under-Secretary

MOS/1794/84

5 December 1984

Dear Mr Cunningham

Mr Wyn Roberts has asked me to thank you for your letters of 15 November about library matters in Wales.

The first letter, presenting the Association's views on the review of public library responsibilities, has been passed to the Panel appointed by the Secretary of State to consider applications from District Councils. Mr Roberts has asked me to assure you that your views will be taken fully into account in considering the future of library services in Wales.

Your second letter refers to the use of professional library advice in the Welsh Office, and is presumably in response to Mr Roberts's letter of 12 June. The services of the Department's Senior Librarian, in addition to the OAL adviser, is seen by Ministers as a considerable enhancement of the original situation, especially when compared with trends in other areas of administration. Mr Roberts is fully satisfied with this advice.

Yours sincerely

Simon Morris

SIMON MORRIS
Private Secretary

George Cunningham Esq BA BSc(Econ)
Chief Executive
The Library Association
7 Ridgmount Street
London WC1E 7AE

APPENDIX 43

KEITH BEST, TD, MP



HOUSE OF COMMONS
LONDON SW1A 0AA

ACKNOWLEDGED

26 November 1984

Wyn Roberts, Esq., MP,
Parliamentary Under-Secretary of State,
Welsh Office,
Gwydyr House,
Whitehall,
LONDON SW1

Dear Wyn,

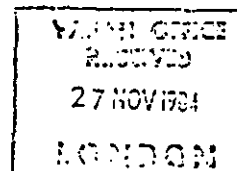
Ynys Mon/Isle of Anglesey Borough Council
Application for Public Library Function Under Section 207 of the Local
Government Act 1972

I have had a meeting with the Chief Executive and elected members of my Borough Council who are extremely anxious that Anglesey should have returned to it the public library function. You will know from your long experience of Anglesey that there is a strong parochial feeling there and a desire that as many matters as possible should be dealt with locally. This is my own view as well. The Borough Council has urged upon me the desirability for such a course and, no doubt, you will have seen the submission of the Borough Council, dated September 1984.

From a political point of view, I do need to be able to demonstrate to the Borough Council that the Welsh Office is able to listen sympathetically to ideas for keeping decision making on as many functions as possible at a local level and the matter of the public library function is being built up as a test case. Consequently, I should be most grateful if we could meet to discuss this and perhaps you could let me have your provisional views on the matter.

Yours ever,

Dictated by Mr Best and signed in his absence.



Y. YDDFA GYMREIG
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2ER
Tel: 01-233 3000 (Swistwrdd)
01-233 7448 (Llinell Union)
Odds with yr Is-Ysgrolennnydd Seneddol



WELSH OFFICE
GWYDYR HOUSE
WHITEHALL LONDON SW1A 2E
Tel: 01-233 3000 (Switchboard)
01-233 7448 (Direct Line)
From: The Parliamentary Under-Secretary

MOS/1860/84

7 December 1984

Dear Keith

Thank you for your letter of 26 November about Library responsibilities and the Isle of Anglesey Borough Council.

You will know that the Secretary of State has appointed an independent Panel to consider the applications for Library responsibilities from District Councils in Wales. They have met and will shortly decide on the detailed arrangements for their examination of applications. They will submit their report to the Secretary of State in due course.

I am anxious to ensure the total impartiality of the Panel and, for this reason, I am afraid that on this occasion I cannot agree to your request for a meeting, nor am I in a position to comment on any of the applications received from the District Authorities at this stage.

You may be assured that the Panel will have before them all relevant information and a full appreciation of the depth of local feeling.

Wyn Roberts

WYN ROBERTS

Keith Best Esq TD MP
House of Commons
London SW 1

APPENDIX 44

Views of the Welsh Library Association on the Report of the Panel Appointed by the Secretary of State for Wales to Review District Council Library Functions

1. The Welsh Library Association would refer to the letter of the Chief Executive of the Library Association to the Secretary of State in this matter and wish to state that full consultations were conducted between the Library Association and the Welsh Library Association on the Report of the Review Panel and that accordingly the letter accurately reflects our views and its contents are fully endorsed by us.
2. The purpose of this document is to enforce the views expressed in that letter and to remind the Secretary of State of our previously expressed views that proper arrangements for the monitoring of library services in Wales should be established and the need for a full-time Library Adviser for Wales.
3. The Welsh Library Association much regrets the Review Panel's decision to recommend acceptance of the application for library powers by the Newport Borough Council.
We would argue strongly that the right course of action is for Gwent to be given the opportunity to improve library services over the County as a whole.
4. We deplicate the costly duplication inherent in this recommendation in terms of personnel, central services and expensive intellectual resources.
5. Whilst accepting that the present level and scope of library services currently available in the Newport area is woefully inadequate and sympathising with the Borough Council in their wish to see improvements the Welsh Library Association is not convinced that the Borough Council has given sufficient thought to the longer term consequences on the overall expenditure of the Authority of developing a modern, comprehensive library and information service.
To quote from the Report:-

"Newport also do not attempt to cost their proposals for development" (p.41)

6. We must express some doubt about the actual commitment of the Borough Council to library services bearing in mind their proposals for the management of library services within the Authority.
Their submission states that:-

"the library service would come under the control of the Leisure Services Committee" (p.30)

"It would be intended to extend the role of the Indoor Recreation Sub Committee to include the library service" (ibid)

"The Borough does not see a need to create a separate library committee" (ibid)

Continued over ...

7. This structure places the post of Chief Librarian at third tier level below the Director and Deputy Director of Leisure Services. The Welsh Library Association would see this as a serious impediment to the operation and development of library services. The low status of the post would effectively deprive the Librarian of the opportunity to act as a representative of his services particularly in terms of access to elected members and, most important, to the corporate decision making machinery at officer level i.e the Council's Management Team of Chief Officers.
8. This structure closely resembles that pertaining currently in Gwent where the library service is "administered through the Leisure Services Sub-Committee of the Education Committee" and the County Librarian "reports in turn to the Assistant Director of Education (Leisure Services) and the Director of Education." (p.23). Bearing in mind that the Panel concluded that a "fundamental / weakness" of the Gwent Library Service was "the apparent failure to compete with other County Services and attract a sufficient proportion of County resources", (p.48) the Welsh Library Association would have expected the Panel to recognise the same potential problem in the context of the Borough Council.
9. The Welsh Library Association is opposed to the granting of library powers to the Newport Borough Council, but would express grave concern over the inadequate resourcing and low priority accorded to library services in Gwent as evidenced in the Review Panel's Report.
10. We believe it is now incumbent on the Gwent County Council to demonstrate a willingness to substantially improve their library services if they wish to retain library powers over the County as a whole. The Secretary of State should therefore stipulate a date by which time he would require the County Council to submit a comprehensive development plan and to institute proper monitoring to ensure its implementation within an agreed timescale.
11. The Report points, in general, to a disturbingly low level of public library services in Wales. Few Authorities can be said to be providing a "comprehensive and efficient" service.
12. The Welsh Library Association therefore urges the Secretary of State to exercise his powers to "superintend" public library services and ensure improved standards so that the people of Wales can enjoy the benefits of a comprehensive, modern and efficient library service at reasonable cost.
13. We believe the Review Panel is correct in its views that rigorous monitoring is the correct approach to the setting and maintaining of proper standards of service. We further believe that the Welsh Office will require proper professional advice in order to undertake this work and that there is a pressing need for a full-time Library Adviser in Wales.

Dwynwen Roberts
Hon. Secretary

October, 1986

STATUTORY INSTRUMENTS

1988 No. 1789

LOCAL GOVERNMENT, ENGLAND AND WALES

The Local Government (Council of the Borough of
Newport, Gwent, Library Authority) Order 1988

Made - - - - 9 1 1 1988 14th October 1988
Laid before Parliament 27th October 1988
Coming into force 17th November 1988

The Secretary of State for Wales in exercise of the powers conferred upon him by sections 207(4) and (6), 254(1) and (2) and 255(1) and (3) of the Local Government Act 1972(a) and of all other powers enabling him in that behalf, after consultation with the Gwent County Council being the library authority for the district for the purposes of the said section 207(4) and being of the opinion that the order would lead to an improvement in the library facilities in the Borough of Newport and County of Gwent and would not prejudicially affect the library facilities in the said county, hereby makes the following order:—

Citation and commencement

1. This Order may be cited as the Local Government (Council of the Borough of Newport, Gwent, Library Authority) Order 1988 and shall come into force on 17th November 1988.

Interpretation

2. In this Order:—

“the County Council” means the Council of the County of Gwent;
“the Borough Council” means the Council of the Borough of Newport in the County of Gwent;
“the Borough” means the Borough of Newport; and
“the properties” means the properties described in the Schedule to this Order used for the purposes of the provision of a library service in the Borough of Newport.

Constitution of the Council Borough of Newport, Gwent as a Library Authority

3. As from the 1st April 1989, the Borough Council is constituted as a library authority.

4. For the purposes of securing the performance by them of their functions under the Public Libraries and Museums Act 1964(b) the Borough Council shall:—

- (a) Co-operate with the County Council in making arrangements for:—
 - (i) the compilation of records of holdings of stock held at public libraries in the County; and
 - (ii) developing library resources for the benefit of the inhabitants of the Borough and of the County as a whole;

(a) 1972 c.70.
(b) 1964 c.75.

- (b) submit annual reports to the Secretary of State on the development and progress of the library service in the Borough;
- (c) appoint a Principal Officer as Borough Librarian to reflect the status and responsibilities of the post; and
- (d) take into account the Report published by the Department of Education in 1976 on the Staffing of Public Libraries, in deciding future staffing levels for the library service in the Borough.

Transfer of property vested in the Council of the County of Gwent for the purpose of providing library facilities

5.—(1) The properties shall by virtue of this order be transferred to and vest in the Borough Council on 1st April 1989.

(2) Subject to the provisions of paragraphs (3) and (5) of this article, all liabilities attaching to the properties shall by virtue of this order be transferred to and attach to the Borough Council.

(3) The provisions of paragraph (2) of this article shall not apply to any liability to pay compensation for the purchase of the land which comprises Malpas Branch Library.

(4) Subject to the provisions of paragraph (5) of this article, all contracts, deeds, bonds, agreements and other instruments subsisting in favour of, or against and all notices in force which were given (or have effect as if they had been given) by or to the County Council with respect to the properties shall be of full force and effect in favour of, or against the Borough Council.

(5) Any action or proceeding or any cause of action or proceeding pending or existing on 1st April 1989 by or against the County Council in respect of the properties shall not be affected by the provisions of this order, and may be continued, prosecuted and enforced by, or against the County Council.

Entitlement of the Borough Council to a lease of the Library at Caerleon

6.—(1) As from 1st April 1989 the Borough Council shall be entitled to a lease of the property comprising the public library which forms part of the Caerleon Comprehensive School.

(2) The lease of the aforesaid property shall be at a nominal rent and for such periods and on such terms as may be determined by agreement between the County Council and the Borough Council or failing such agreement, by the decision of a person agreed on by the two Councils, or in default of agreement appointed by the Secretary of State.

Fittings, furniture, equipment and stores

7.—(1) The fittings, furniture, equipment, stores, books, sound-recordings, long-playing records, audio cassettes and archival material in the properties and in the property described in article 6(1) of this order which have been provided for the discharge of the library functions of the County Council shall, except in so far as the Borough Council shall otherwise agree, by virtue of this order be transferred to and vest in the Borough Council on 1st April 1989.

(2) For the purposes of this article "equipment" includes records and the two mobile library vehicles registration numbers GHB 429N and HOW 400W.

(3) The provisions of articles 5(4) and (5) shall apply with respect to the matters transferred by paragraph (1) of this article.

Properties and liabilities to attach to the whole area of the Borough of Newport

8. Any interest in any property or any liability transferred by the preceding articles of this order to the Borough Council shall be held or discharged by them in respect of the whole area of the Borough.

Byelaws, etc.

9. Any byelaws and other regulations in force for the regulation of any of the properties or of the property described in article 6(1) of this order shall have effect as if they had been made by the Borough Council.

Vehicle licences

10. Any excise licence, operators' licence, road service licence, plating certificate or other document issued in respect of either of the vehicles referred to in article 7(2) of this order shall have effect as if it had been issued to the Borough Council and any reference to the County Council in any such licence or certificate or in any registration book or other document issued in respect of either such vehicle shall have effect as a reference to the Borough Council.

Loans

11.—(1) On 1st April 1989, any liability of the County Council to repay money borrowed for the provision of financial assistance in respect of the properties or of the property referred to in article 6(1) of this order shall, by virtue of this order, be transferred to and attach to the Borough Council.

(2) The provisions of paragraph (1) shall also apply to any liability of the County Council incurred at any time to repay money borrowed for the discharge of the liability to pay compensation referred to in article 5(3) of this order.

12. Where any liability or part of a liability referred to in article 11 of this order is charged indifferently on all the revenues of the County Council, the liability or part of the liability shall be charged indifferently on all the revenues of the Borough Council.

13. Any authorisation of the borrowing of money in force in respect of the liability or part of a liability referred to in article 11 of this order may be acted on by the Borough Council, subject to the terms applicable thereto.

Inspection of documents

14. Any officer of the Borough Council, duly authorised in that behalf, shall, for the purposes of the functions of the Borough Council as a library authority be entitled during ordinary office hours to inspect and take extracts from any books or documents of the County Council.

Provision for the protection of users of the Newport library services

15. On and after 1st April 1989 persons living in the County of Gwent outside the area of the Borough of Newport:—

- (a) shall be entitled to the same use of the facilities of the Newport Central Reference Library as is available to those persons living within the area of the Borough; and
- (b) shall not be subject to any charges for the use of any library facilities within the area of the Borough to which persons living within the area of the Borough are not subject.

Scheme for the transfer of officers

16.—(1) Subject to the provisions of article 18 of this order, the County Council and the Borough Council shall make a scheme by 1st December 1988 for the transfer of officers from the County Council to the Borough Council in accordance with the general principle that any officer employed by the County Council upon a function which within the area of the County Council will be, on and after 1st April 1989 by virtue of this order, the statutory responsibility only of the Borough Council, will be transferred to the employment of the Borough Council.

(2) For the purposes of this article and of articles 19 and 22 "employed by the County Council upon a function" means operational and administrative staff wholly or mainly employed in the functional service by the County Council.

17.—(1) Subject to the provisions of this article, the scheme made under article 16 of this order shall allocate the officers on the basis of the likely needs of the Borough Council as a library authority on and after 1st April 1989.

(2) In preparing the scheme the County Council and the Borough Council shall:—

- (a) consult the bodies representative of officers appearing to them to be concerned;
- (b) give all the officers likely to be transferred an opportunity to indicate any preference as to whether they would wish to be transferred; and
- (c) take account of the outcome of the consultation and indications as to preference under subparagraphs (a) and (b) above.

(3) Upon making the scheme the County Council and the Borough Council shall send copies thereof to the bodies consulted under paragraph 2(a) above and notify every officer coming within the provisions of paragraph 2(b) above the provision of the scheme in relation to him, including his new terms and conditions of employment.

18. If notice is given by either the County Council or the Borough Council that they are unable to make the scheme or any provision thereof, under article 16 of this order, the Secretary of State, or an arbitrator appointed by him, shall make the scheme and the provisions of articles 16 and 17 shall apply to the scheme.

Appeals by Officers

19.—(1) Within 28 days of the making of the scheme under articles 16 or 18 above, an appeal may be made by any officer employed by the County Council upon a function which within the area of the County Council will be, on and after 1st April 1989, by virtue of this order, the statutory responsibility only of the Borough Council.

(2) Such appeals may be made with respect to any decision concerning the future employment of the officer including the terms and conditions of that employment and as to whether the duties are reasonably comparable within the meaning of article 20(1) of this order.

(3) The appeal shall be made to the Secretary of State who shall decide it, after making such inquiry as he shall determine.

(4) On the making of the scheme referred to in paragraph (1) of this article officers shall be informed of the provisions of this article.

Protection of officers transferred

20.—(1) The new terms and conditions of employment referred to in article 17(3) of this order shall be such that:—

(a) so long as the officer is engaged in duties reasonably comparable to those in which he was engaged immediately before 1st April 1989, the scale of his salary or remuneration is not less favourable than that which he enjoyed immediately before 1st April 1989; and

(b) the other terms and conditions of his employment are not less favourable than those which he enjoyed immediately before 1st April 1989.

(2) In this article "terms and conditions of employment" includes any restriction arising under any Act of or any instrument made under any Act on the termination of the employment of any officer.

21. Any extension of service under any statutory provision effective on 1st April 1989 in relation to an officer transferred under the provisions of this order to the employment of the Borough Council shall continue to have effect as if it had been made by the Borough Council.

22. Notice to terminate any contract of employment may, with his consent and the consent of the Borough Council, be given to any officer before 1st April 1989 who is an officer employed by the County Council upon a function which within the area of the County Council will be, on and after 1st April 1989, by virtue of this order, the statutory responsibility only of the Borough Council.

Redundancy payment and payment of compensation

23. Any officer in the employment of the County Council who, by virtue of the provisions of this order is entitled to a redundancy payment under Part VI of the Employment Protection (Consolidation) Act 1978(a) and to compensation under the Local Government (Compensation for Premature Retirement) Regulations 1982(b) and under the Local Government (Compensation for Redundancy and Premature Retirement) Regulations 1984(c) shall be paid such redundancy payment and compensation by the Borough Council.

(a) 1978 c.44.

(b) S.I. 1982/1009.

(c) S.I. 1984/740.

General Provision as to Disputes

24. Any question as to the interpretation of this order may be determined by the decision of a person agreed on by the County Council and the Borough Council, or in default of agreement by the Secretary of State.

SCHEDULE

**PROPERTIES IN THE BOROUGH OF NEWPORT TRANSFERRED FROM
THE COUNTY COUNCIL TO THE BOROUGH COUNCIL**

1. Ringland Branch Library, Newport.
2. Pillgwenilly Branch Library, Temple Street, Newport.
3. Carnegie Library, Corporation Road, Newport.
4. Bettws Branch Library, Newport.
5. Maindee Branch Library, Newport.
6. Carnegie Library, Rogerstone.
7. *Central and Reference Library, Newport.*
8. Malpas Branch Library, Newport.
9. Stow Hill Branch Library, Newport.

14th October 1988

Peter Walker
Secretary of State for Wales

