

<b>Report To:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	14 December 2016
<b>Executive Member/Reporting Officer:</b>	Councillor Gerald P Cooney – Executive Member Healthy and Working Emma Varnam – Interim Assistant Executive Director, Stronger Communities
<b>Subject:</b>	<b>NEW DELIVERY MODEL FOR TAMESIDE LIBRARY SERVICE</b>
<b>Report Summary:</b>	<p>In June 2016 an Executive Decision was taken to commence public consultation on a new vision for the Tameside Library Service. The new vision includes the implementation of technology to allow customers to use the service independently whilst significantly extending the opening hours at most libraries. This would be achieved by a mix of staffed and Open+ operating hours; the latter being when a library member has opted to become an Open+ Member allowing access to the service and facilities when there are no staff present. The vision also included increasing the number of volunteers to support staff to deliver the service. Implementation of the vision would allow the 8 libraries around the Borough to be retained in an affordable way at a time when the Council is subject to unprecedented cuts to the budget which are set to continue through the current comprehensive spending review.</p> <p>The public consultation was conducted over a six week period from the 4 July to the 14 August 2016. In addition to the public consultation on the Council's Big Conversation website additional specific engagement was undertaken with young people. Specific targeted work was undertaken with the Bengali Community in Hyde to ensure awareness of the vision and the consultation taking place.</p> <p>This report details the results of the consultation and recommends new operating hours in each library with a mix of staffed and Open+ operating hours.</p>
<b>Recommendations:</b>	<p>It is recommended that:</p> <ol style="list-style-type: none"> <li>(1) The operating hours for each library site are as detailed in Appendix 5 are agreed;</li> <li>(2) The hours are implemented as soon as all relevant technology is in place to support unstaffed operating hours which is anticipated to be spring 2017.</li> </ol>
<b>Links to Community Strategy:</b>	The Tameside Library Service provides a wide range of services that contribute to the aims of the Community Strategy 2012-22 in particular the service promotes lifelong learning, health and wellbeing and employment skills whilst supporting communities.
<b>Policy Implications:</b>	This report recommends that a new model of library service provision is implemented to meet demand, considerably extend opening hours whilst being affordable and cost effective.
<b>Financial Implications:</b>	In November 2015 Strategic Planning & Capital Monitoring Panel

**(Authorised by the Section 151 Officer)** (SPCMP) recommended to Executive Cabinet the wider investment of £496,200 in a range of vital technological improvements required to deliver a modern, progressive library service. Provision of £180,000 was available within the Capital Programme at that time. SPCMP recommended a further capital allocation of £316,200 to finance the remaining balance and this was subsequently approved by Executive Cabinet. The annual revenue impact of the approved capital expenditure if borrowing is deemed to be the most appropriate method of financing will be £37,375 over a 10 year period. It has been agreed that this revenue cost will be met corporately and will not be a cost against the directorate budget.

The investment of £496,200 will result in recurrent annual revenue savings of £185,000 due to reduced staffing expenditure (it should be noted this sum excludes the annual repayment costs associated with the level of borrowing required for the investment). The investment will deliver payback over a four year period. It is expected that the annual recurrent revenue savings will be realised from 1 April 2017. However, there will be a part year impact in 2017/2018 if there is a delay to this date.

Section 7.2 of this report refers to the relocation of Ashton Central Library into the new service centre that will replace the Council Office building in 2018. There is current budget provision in the Vision Tameside capital programme scheme to fund fixtures and fittings in the new Ashton Library. Four companies have been approached to give an estimate of the associated costs. These will then be assessed against the available budget within the scheme.

Section 7.4 of this report refers to the consideration of the possible relocation of Droylsden Library. This is currently being evaluated and will be the subject of a separate report in due course.

**Legal Implications:**

**(Authorised by the Borough Solicitor)**

Under the Public Libraries and Museums Act 1964 the Council is obliged to provide a comprehensive and efficient service for all individuals who live, work or study in the Borough and who are desirous of using the service.

The Council also has a statutory duty to deliver services in the most effective and efficient way possible. It is important that when subject to significant reductions in budget that the Council reviews all its functions and the way they are undertaken.

The service has undertaken consultation and engagement with those currently affected as set out in the report. The decision taker will need to consider and take into account any feedback which may affect the making of the decision or require moderation, and consider any equality impact.

The decision taker will also need to ensure they read and take into account the Equality Impact Assessment before making their decision, as case law now requires them to do so to mitigate the risk of challenge. It is not sufficient to simply read the summary.

The procurement of the equipment / technology must be procured in accordance with the Councils Procurement Standing Orders and the Public Contracts Regulations 2015. It is understood that the equipment can be procured via an ESPO pre-procured framework which would satisfy the above requirement.

The use of CCTV in the new service delivery model should include adequate signage to ensure customers are aware of the system and given the appropriate contact details of the system owner. This will ensure the system complies with the Information Commissioners CCTV Code of Practice.

**Risk Management:**

Relevant technology to support Open+ operating hours will need to be robust and reliable in order for the vision to operate in an effective way. An assessment of the technology was included in the procurement process.

Customers may choose not to utilise libraries in Open+ mode meaning libraries will be busy during staffed times. The implementation of self-issue technology will enable customers to return and discharge items even when staff are present and will assist in minimising queues.

**Access to Information:**

The background papers relating to this report can be inspected by contacting Mandy Kinder, Head of Customer Care and Advocacy

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## **1. INTRODUCTION**

- 1.1 In June 2016 an Executive Decision was taken to commence public consultation on a new vision for the Tameside Library Service. The new vision includes the implementation of a new library management system and technology to allow customers to use the service independently whilst significantly extending the opening hours at most libraries. This would be achieved through the provision of staffed hours alongside Open+ hours; the latter would be when the library is available for members who have opted to become an Open+ Member allowing access to the service and facilities when staff are not present. The vision also included increasing the number of volunteers to support paid staff in delivering the service. Implementation of the vision would allow the 8 libraries around the Borough to be retained in an affordable way at a time when the Council is subject to unprecedented cuts to the budget which are set to continue through the current comprehensive spending review.
- 1.2 The public consultation was conducted over a six week period from the 4 July to the 14 August 2016. In addition to the public consultation on the Council's Big Conversation website additional specific engagement was undertaken with young people. Specific targeted work was undertaken with the Bengali Community in Hyde to ensure awareness of the vision and the consultation taking place.
- 1.3 This report details the results of the consultation and recommends future opening hours in each library with a mix of staffed and Open+ hours. A full equalities impact assessment has been undertaken on the new delivery model to consider any impact on groups with a protected characteristic.

## **2. BACKGROUND**

- 2.1 On the 24 September 2012 following an extensive public consultation exercise Executive Cabinet agreed a new library offer for Tameside's Library Service. The offer included the relocation of Mossley Library into George Lawton Hall, the closure of 5 libraries and a reduction in opening hours at the remaining 8 libraries.
- 2.2 The Council is facing unprecedented financial challenges with cuts to the budget totalling £130m from 2010 due to the Government's austerity measures. These challenges are set to continue through the current comprehensive spending review.
- 2.3 It is incumbent on all services, including the Library service, to continually review and refine the offer to ensure it is affordable in the current financial climate and achieves the required outcomes of those wishing to use the service.
- 2.4 Under the Public Libraries and Museums Act 1964 the Council is obliged to provide a comprehensive and efficient service for all individuals who live, work or study in the Borough and who are desirous of using the service. The challenge is to continue to deliver such a service within a financially sustainable framework.
- 2.5 The Library service in Tameside is highly valued by residents, however there is no doubt that the pattern of usage of library services is changing and nationally there is a downward trend in visits and issues. In common with national statistics a downward trend in both visits and issues can be seen in Tameside Libraries over the years. Digital technology including the internet, competitive broadband prices, access to cheap smart phones/tablets, gaming and e.books have all played their part in this downward trend. It is clear that the service must adapt and develop to ensure it continues to be current and relevant to residents.
- 2.6 An exciting new vision for the library service was developed and a report was presented at the Strategic Planning and Capital Monitoring Panel on 30 November 2015 to secure the relevant funding to take the vision forward. The vision included implementation of an up to

date, modern library management system providing a good level of interaction and self-service whilst delivering financial efficiencies. The on-line public access catalogue, available 24/7, allows improvement in delivery of services to users via an attractive public platform with increased functionality across a range of devices including mobile devices via an app. Features enhancing the customer experience include more refined search capability, a "What's New" category and access to e.magazines all in one place. The Library Management System is used by 7 of the Greater Manchester Authorities and by implementing this system customers can access over 2.8 million books.

- 2.7 The vision also included implementation of technology which, alongside staffed hours, would allow customers to become an Open+ Member and use libraries independently when there are no staff present. Additionally the increased use of volunteers to support paid library staff in the delivery of the service was included in the vision. Adopting this model would allow all 8 libraries to remain and significantly increase opening hours for library sites including where the library is now closed on certain days of the week. Strategic Planning and Capital Monitoring Panel approved the vision for the service and the financial investment required. The minutes of the meeting were subsequently approved by Executive Cabinet on the 16 December 2015.
- 2.8 On the 28 June 2016 an Executive Decision was taken to commence public consultation on a new delivery model for the Tameside Library Service. The Executive Decision report is attached at **Appendix 1** which provides full detail of the vision including the downward trend in both visits and issues to Tameside's libraries. Detail is also provided of the cost of the technology required to achieve the vision.

### **3. PUBLIC CONSULTATION**

- 3.1 Public consultation on the new delivery model for 21<sup>st</sup> century libraries in Tameside was undertaken for a 6 week period between 4 July and 14 August 2016 to seek views of residents, customers and anyone with an interest in the library service.
- 3.2 The consultation was in the form of a standard questionnaire with an introduction to explain the reason for the changes followed by a series of questions. Additionally there was a free format text box to allow people to provide any comments, views and suggestions they wished to be taken into account. Staff within Libraries and the Customer Service Centre at Ashton-under-Lyne actively encouraged people to complete the questionnaire and have their say.
- 3.3 The survey formed part of the Council's Big Conversation consultation which is prominently publicised via the Council's website. The consultation pack was also available in paper format from any Library or the Customer Service Centre at Ashton. The pack which was used as the basis for the consultation is included in the Executive Decision report at **Appendix 1**.
- 3.4 In order to encourage as many people as possible to express their views contact was made with the following organisations with a request to make their service users, tenant groups and members aware. The link to the on-line consultation along with a word document version for printing in paper format was provided.

Schools

Library user groups

Information Ambassador Network (298 ambassadors representing community groups/outlets and potentially reaching 13,393 people across Tameside)

Action Together

Registered Social Landlords

Greater Manchester Fire and Rescue Service

Citizens Advice Bureau

NHS

Job Centre Plus

Life Line Project  
 Emmaus Mossley  
 Social Marketing Group (includes partners from New Charter Housing Trust, Hospital, Age UK)  
 Peak Valley Housing (Hattersley Library is based within a building owned by Peak Valley)  
 Hyde Community Action (Bengali community)  
 Hyde Bangladeshi Welfare Association  
 Dukinfield Lively Library Club (incorporates visually impaired members)  
 Audio Readers Group  
 Specific sessions with Young People

- 3.5 Specific targeted work was undertaken with the Bengali Community in Hyde to ensure awareness of the vision and the consultation taking place. A Bangla Library Officer met with a representative of Hyde Community Action and also the Bangladeshi Welfare Association. Posters and paper copies of the consultation were provided along with a link to the on-line questionnaire.
- 3.6 Members of a book group at Vision First were made aware of the vision and the consultation. Assistance to complete the questionnaire was available, but nobody took up this offer.
- 3.7 Views of Elected Members and MPs were sought by way of a briefing note setting out the reasons for the consultation and encouraging their contribution.
- 3.8 Staff in the library service are fully aware of the vision and were encouraged to complete the survey so that their perspective could be included in the evaluation.

#### 4. RESULTS OF THE CONSULTATION

- 4.1 A full report detailing the results of the consultation has been produced and is available at **Appendix 2**.
- 4.2 In total 807 responses were received to the Big Conversation survey on-line. Based on consultation best practice, a data cleansing exercise was undertaken to remove invalid responses (eg blank responses and duplicate entries).
- 4.3 Following the data cleansing process there were 794 valid responses. The percentage of responses from each demographic group are tabled below:

**Figure 1: Population, library users and achieved sample**

Demographic Group	Tameside Population	Library Users	Achieved Sample following cleansing
<b>Gender</b>			
Male	49.57%	40.23%	33.38%
Female	50.43%	59.77%	66.62%
<b>Age</b>			

0-15	19.47%	33.43%	0.2%
16-64	64.94%	48.83%	58.8%
65+	15.59%	17.74%	41%
<b>Ethnicity</b>			
White	90.93%	86.20%	95.02%
BME	9.07%	13.80%	4.98%
<b>Disability</b>			
Yes	20.9%	2.46%	26%
No	79.1%	97.54%	74%
<b>Carer</b>			
Yes	10.97%	Not known	20%
No	89.03%	Not known	80%

- 4.4 A total of 66.62% of respondents were female, while 33.38% were male. This is different to the balance of the wider Tameside population (50.43% female, 49.57% male). These figures are more representative of the active users of the library service 59.77% female 40.23% male.
- 4.5 Individuals of pensionable age were over-represented in the consultation compared to the general population. Those under 15 years old were significantly under represented (only 1 fell into this age group). Separate consultation was undertaken with this age group and some responses from adults focused upon issues for children and young people.
- 4.6 Weighting of the data to account for over and under representation of particular sections of the population has not taken place given that the Big Conversation was open to all residents and is not a fixed/controlled sample.

### **Key findings from the consultation**

#### **Question 2 - Are you a registered member of a Tameside Library**

- 4.7 Among those who answered the question 95.29% of respondents stated that they were a registered member of a library, whereas only 4.71% were not.

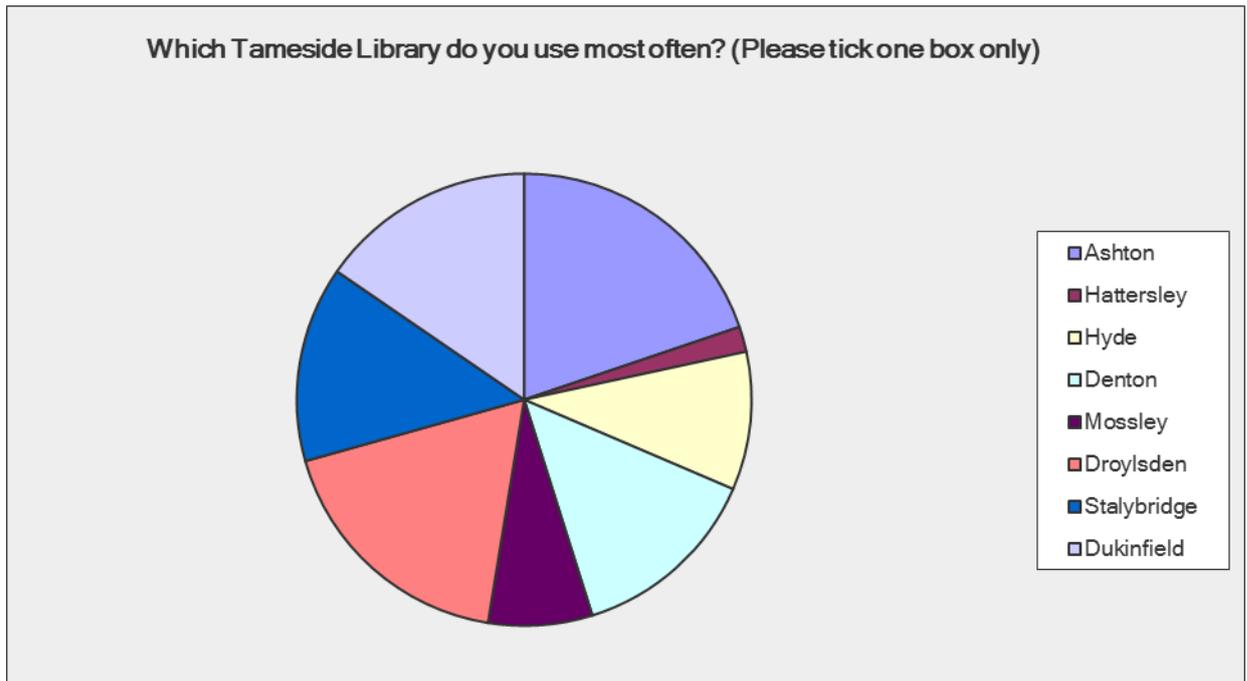
#### **Question 3 – Have you used a Tameside Library within the last 12 months?**

4.8 96.97% indicated that they had used the library in the last 12 months and 3.03% had not.

**Question 4 – Which library do you use most often?**

4.9 It can be seen in the graph below that 19.76% (150) of responses were received from people who used Ashton Library most often. The next most commonly used libraries among respondents to this question were Droylsden at 18.05% (137) and Dukinfield at 15.42% (117). With regard to Mossley 56 indicated they used this library and only 14 responders used Hattersley Library.

**Figure 2: Which Library used most often**



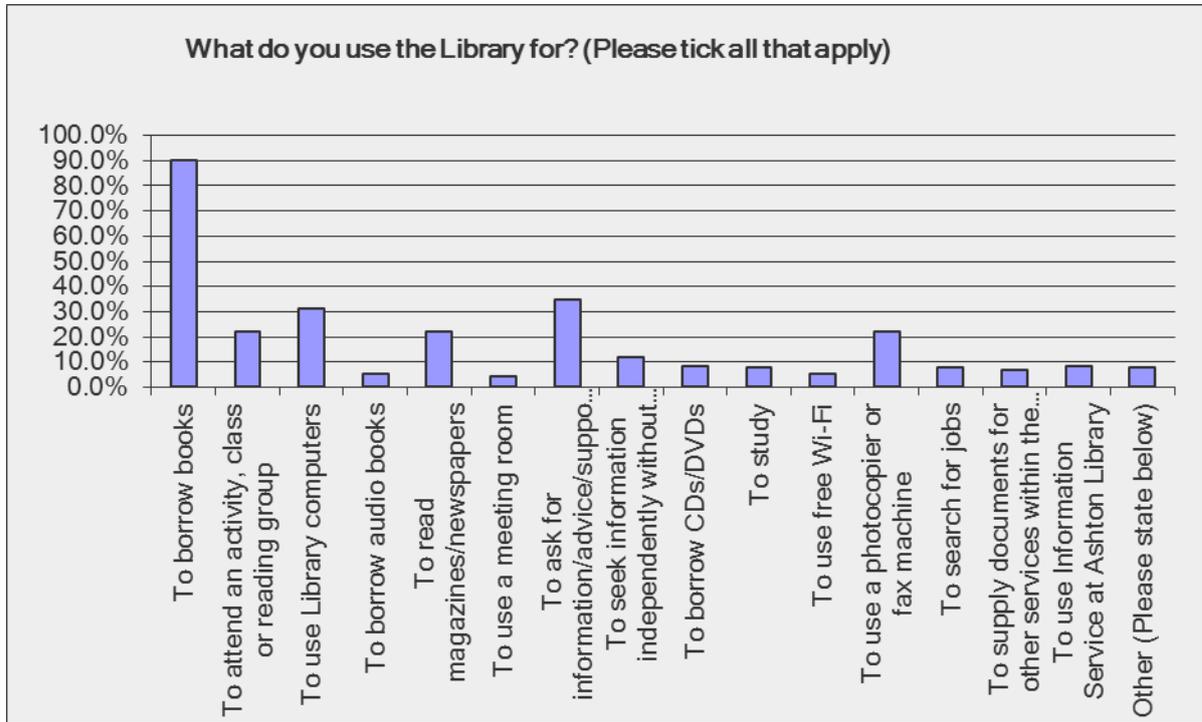
**Question 5 – What do you use the Library for?**

4.10 Respondents were asked to tick all that applied to them. From the table below it is evident that the vast majority (679) out of 754 responders to this question use the library to borrow books.

4.11 Just over a third of responders (262) indicated they used the library ask for information/advice/support from staff and just under a third (236) used the service to access a PC.

4.12 The least used reason was to use a meeting room (31), to use free Wi-Fi (41) and to borrow audio books (41); however, the latter is to be expected as the demographic of users requiring these services is much lower. 57 other comments around a variety of topics including making payments, local studies, and attend activity.

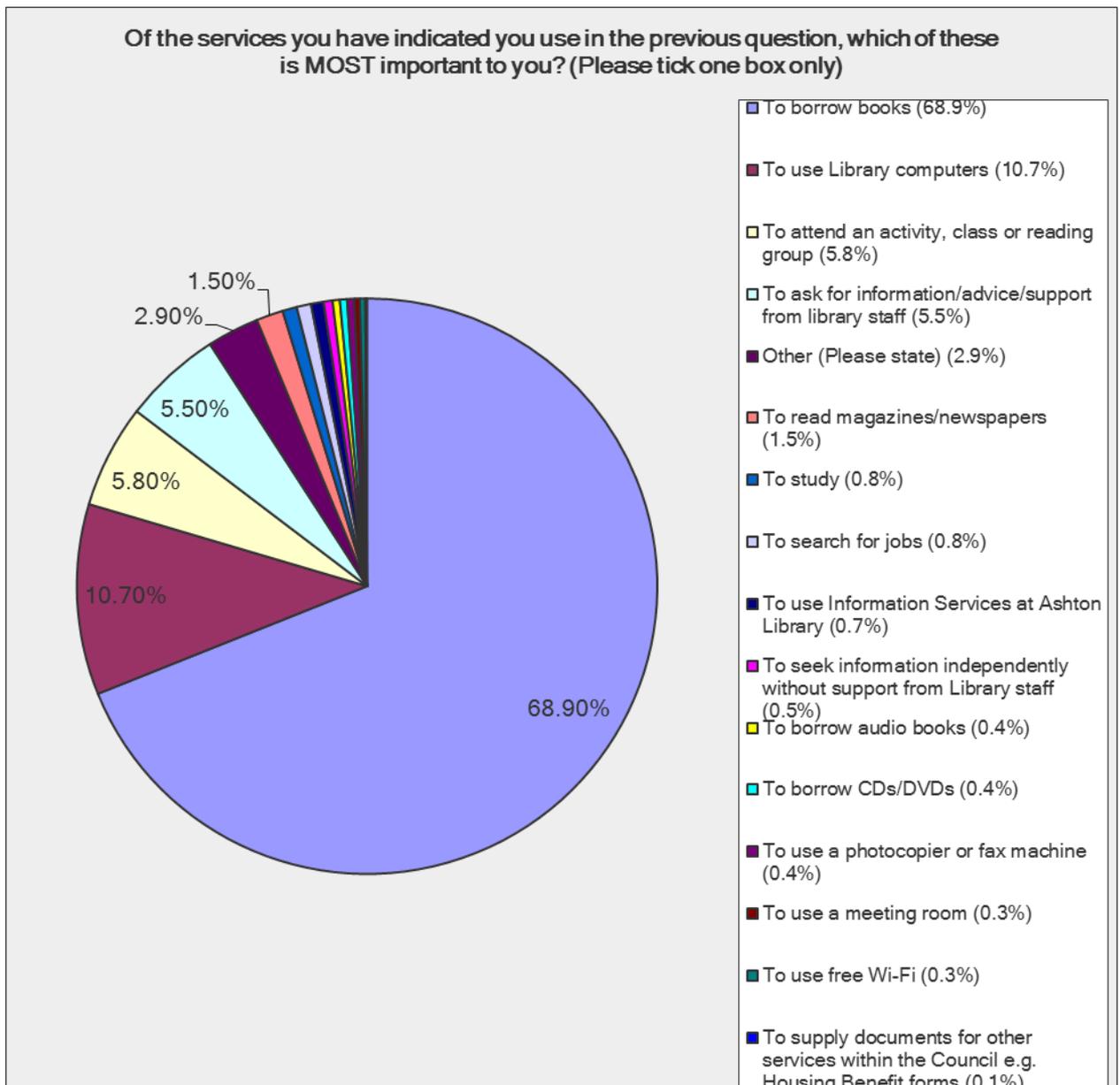
**Figure 3: Reason for using library**



**Question 6 – Of the services indicated you use, which is the MOST important to you?**

Responders were asked to tick only 1 box for this question and 746 people responded. In the table below borrowing books (514) is still the most important reason for people using the library. The next most important reason selected is 'to use library computers' a significantly lower number of respondents (80) selected this reason.

**Figure 4: Most important service used**



4.13 Whilst seeking information/advice/support from staff had featured higher than using a computer when asked what people used the library for, this had reduced significantly in importance when asked to indicate what the most important use of the library was. Using a computer was now more important at 10.72% (80) than seeking information/advice/support at 5.50% (41). Attending an activity, class or reading group had increased in importance and was now slightly higher than seeking information/advice/support at 5.76% (43).

4.14 Of the 15 services available to choose from the majority of responders used 4 – borrow books (68.9%), use computers (10.72%), attend and activity, class or reading group (5.76%) and seek information/advice/support from staff (5.50%) With the exception of read magazines/newspaper (11), responders indicated in single figures the importance attached to the other 11 services available.

**Question 7 – Which digital services, if any, do you use when visiting the library?**

4.15 Responders were asked to tick all categories that applied and just less than half of the 650 who answered this question (44.62%) indicated that they did not use digital services when attending the library. The remaining 56.48% indicated that they used one or more digital services whilst in the library including to check library account, renew books, use e.resources, download e.books, and check what activities are available.

### **Question 9 – Who do you usually go to the library with?**

- 4.16 The majority of people who responded to this question indicated that they attended the library alone (69.56%). Fewer people attended with children (13.48%), partner/spouse (11.35%) or with friends (1.34%).

### **Question 10 – How do you usually travel to the library (main form of travel?)**

- 4.17 Most people (50.40%) indicated that they walked to the library, followed by car (36.41%) and bus (9.89%). Single numbers of people used other forms of transport eg bike, tram, taxi, train.

### **Question 11 – Do you use any other libraries in Tameside or elsewhere (tick all that apply)**

- 4.18 63.47% of respondents indicated that they used at least one other library either within or outside Tameside. 36.53% indicated that they did not use another library. As residents were asked to tick all libraries that applied the total % is in excess of 100%.

### **Question 12 – If you do not use the Library service in Tameside, what stops you from doing so?**

- 4.19 27 responders answered this question and of these the majority at 44.44% indicated this was due to the opening time of the library not being convenient to them. Other responses were in single figures and included lack of time, prefer to buy books, find everything on-line, use e.books from another source etc
- 4.20 All the questions in the survey up to this point had been to gain an understanding of how people and organisation's use/might wish to use the library facilities. The questions in Section 2 of the survey were aimed at understanding views on the libraries vision and if, given the need to make budget savings, implementing technology to extend opening hours was preferable to closing more libraries.
- 4.21 Questions were asked around the use of self-service technology in order to gauge confidence levels and willingness to use within the community.

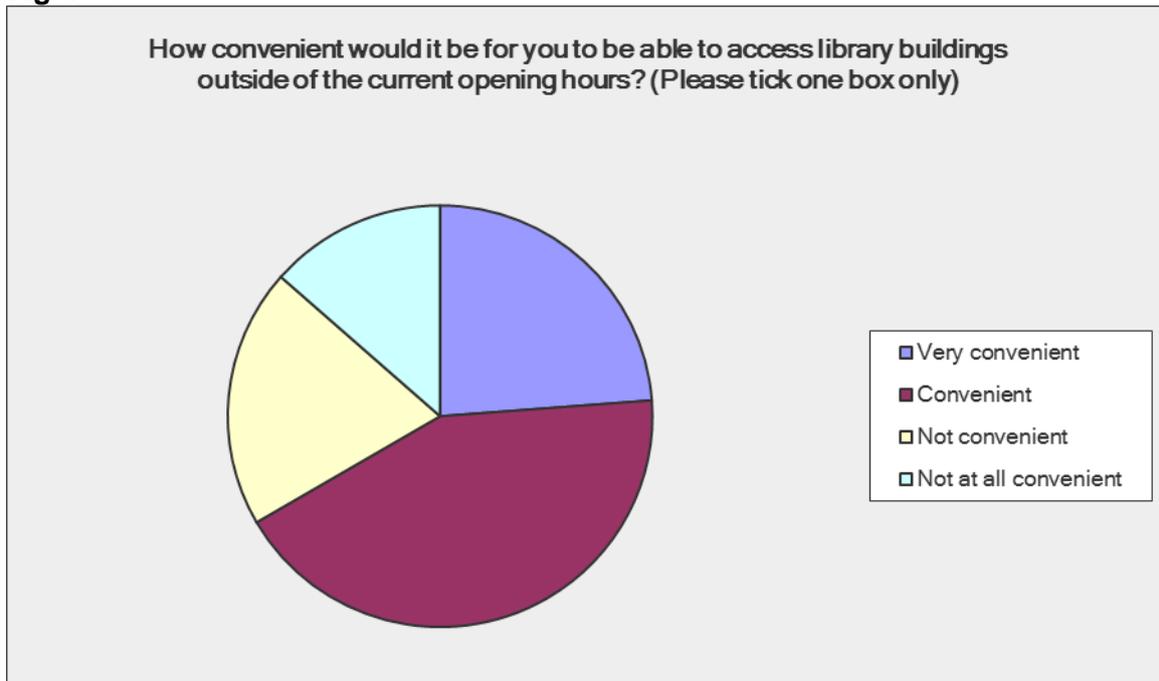
### **Question 13 – given that the council has less money to spend on services in the future, do you agree or disagree that our proposal to implement self-issue technology into libraries thereby increasing opening hours and reducing staffing hours is preferable to closing more libraries**

- 4.22 This question was a simple agree or disagree at this point in the survey as an opportunity of a free format text box was offered later for alternative views on saving money. 747 people answered this question of which 63.15% agreed and 36.85% disagreed.

### **Question 14 – how convenient would it be for you to be able to access the library building outside of the current opening hours**

- 4.23 When answering this question 66.54% of responders indicated that it would be either very convenient or convenient and 33.46% indicated it would be either not convenient or not at all convenient. Figure 5 details the split between answers.

**Figure 5**

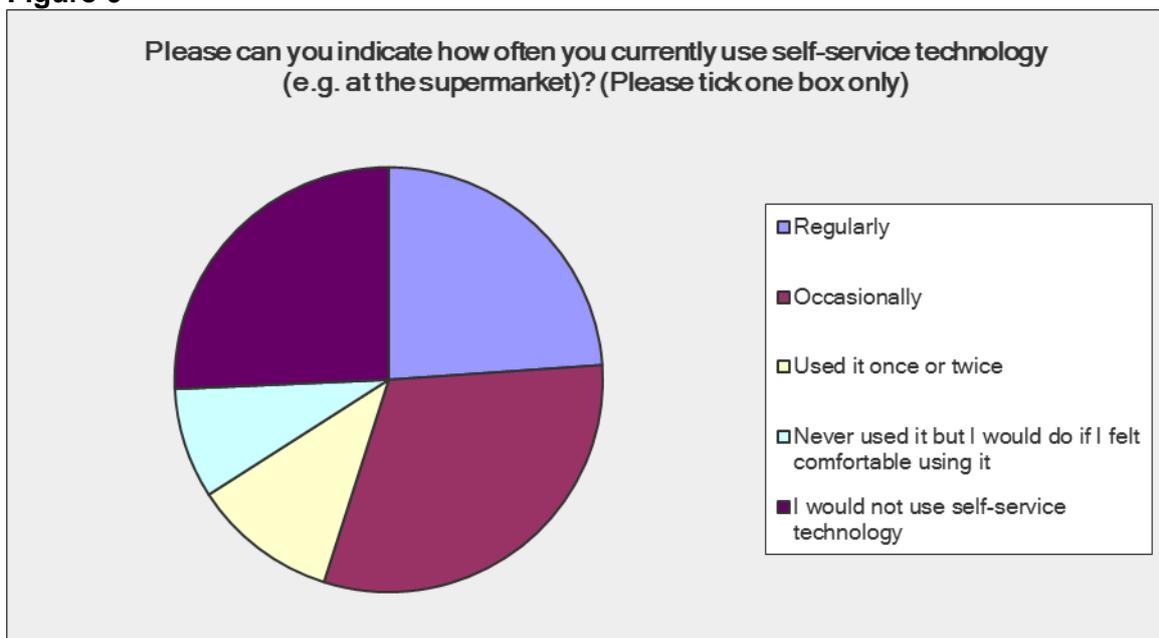


**Question 15a – self issue technology is similar to that used in supermarkets where customers are able to scan their own purchases. We intend to support users of our libraries to operate the self-issue technology initially to ensure they are comfortable with using it. Please can you indicate.....**

**a) How often you currently use self-service technology (eg at a supermarket)?**

4.24 With regard to use of self-service technology the graph in figure 6 below indicates that 65.88% of responders either use it regularly, occasionally or have done so one or twice. It could be concluded that these people would be willing to use self-issue technology in libraries. 8.40% indicated they have they have never used it but would do if they felt comfortable using it. A quarter of responders (25.72%) indicated they would not use self-issue technology.

**Figure 6**



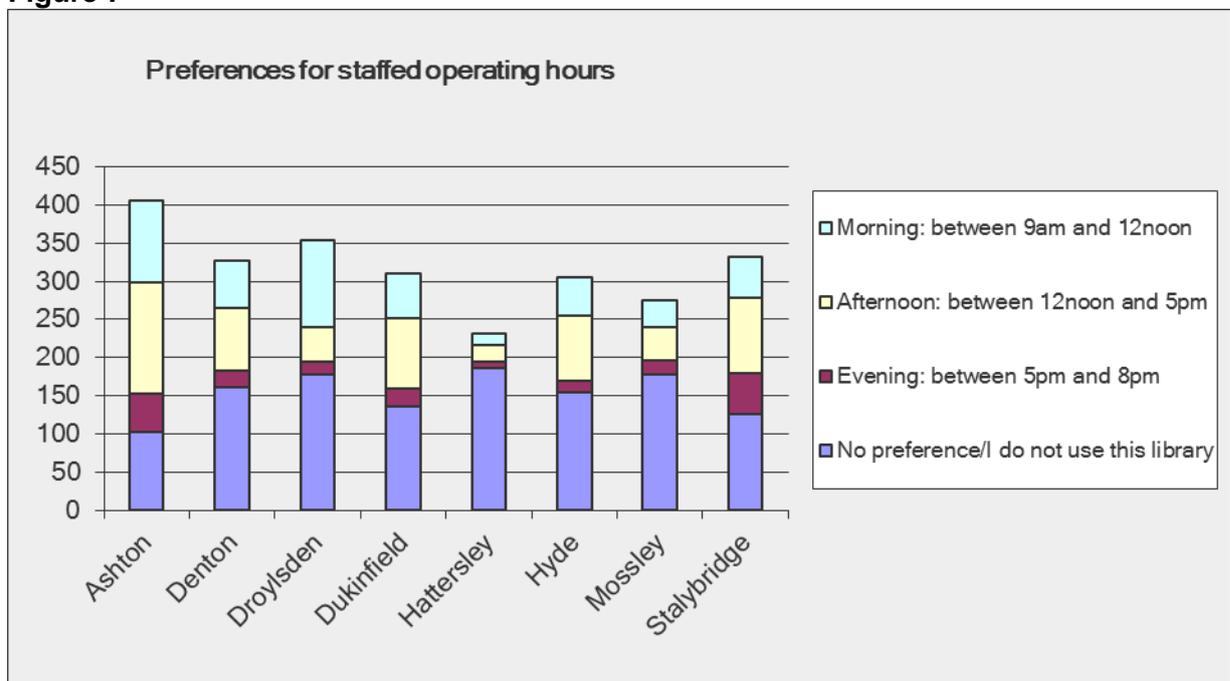
**b) How confident you currently are in using self-service technology**

4.25 54.86% of respondents to this question indicated that they were either very or fairly confident with 16.64% being somewhat confident. 28.50% indicated they were not at all confident. This is a slight increase from those indicating they would not use self-service technology and supports the intention to initially have staff available to show people how the technology works and build confidence with users.

**Question 16 – when scheduling staffed hours across the library service we will give consideration to our busiest periods, including when activities are taking place and to ensure a spread of hours across the Borough. However, we would welcome your views on which of the following time periods you would most prefer for staff to be available in the libraries you use.**

4.26 The Table in figure 7 below indicates that, with the exception of those using Droylsden Library, most people would prefer that staff are available in the afternoon. With the exception of Stalybridge the lowest preference was for evening staffed opening. With regard to Stalybridge 16.27% indicated their preference for morning and the same for evening staffed hours

**Figure 7**



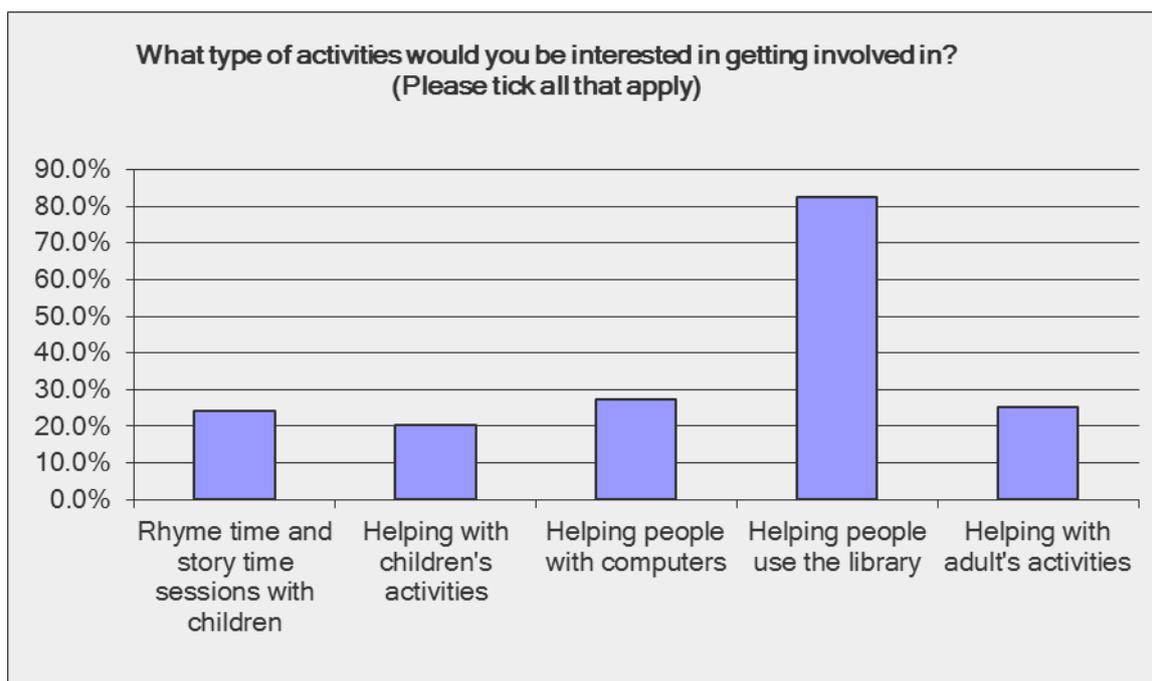
**Question 17 – Would you be interested in volunteering with Tameside’s Library Service?**

4.27 The majority of people (86.13%) indicated that they would not be interested in volunteering, with only 13.83% stating they would be interested.

**Question 18 – what type of activities would you be interested in getting involved in?**

4.28 The graph below details the activities that people would like to get involved in.

**Figure 8**



**Question 21 – If you have an alternative option on how the service could be delivered please tell us in the box below. Please explain how your approach would reflect the need to make savings whilst providing, wherever possible, an extended but still local library offer. If you have any other comments you would like to make about Tameside’s Library Service please also include these in this box.**

4.29 Question 21 provided the opportunity to respond to the consultation using open text. The responses were categorised into themes in order to identify important issues and so that each could be fully considered. Various themes were raised within some of the comments and such comments were classified under all relevant themes.

4.30 Of the total 794 responders to the consultation, 320 chose to provide comments. Comments and responses from all consultation have been grouped together and are contained in Section 6.

## **5. SUPPLEMENTARY CONSULTATION WITH YOUNG PEOPLE**

5.1 Recognising the Big Conversation questionnaire was not specifically designed for children and young people, it was felt that specific feedback should be sought from young people who may be users of the service/potential future users to seek their views on the vision for the service. A copy of the survey including collated results is at **Appendix 3**.

5.2 The Youth Service undertook consultation with 11 established groups of young people across the Borough. 175 young people took part on the consultation and expressed their views.

5.3 Of the 175 that took part, 96 (54.86%) were male and 79 (45.14%) were female. The age ranges were as follows:

- Under 13 years – 39 participants
- 13 – 16 years – 77 participants
- 17 – 19 years – 41 participants
- Over 19 years – 18 participants

5.4 The young people were asked a very similar set of questions to those on the Big Conversation but were also advised that there was likely to be an age restriction on young people being able to access in unstaffed mode. Currently children from age 8 years can access a library unaccompanied and from the age of 9 years can use computers providing a parent/carer has given their permission.

**Question 2 – are you a registered member of a Tameside Library?**

5.5 Of 141 young people responding to the question, 92 (65.25%) indicated that they were library members, whereas 49 (34.75%) indicated they were not.

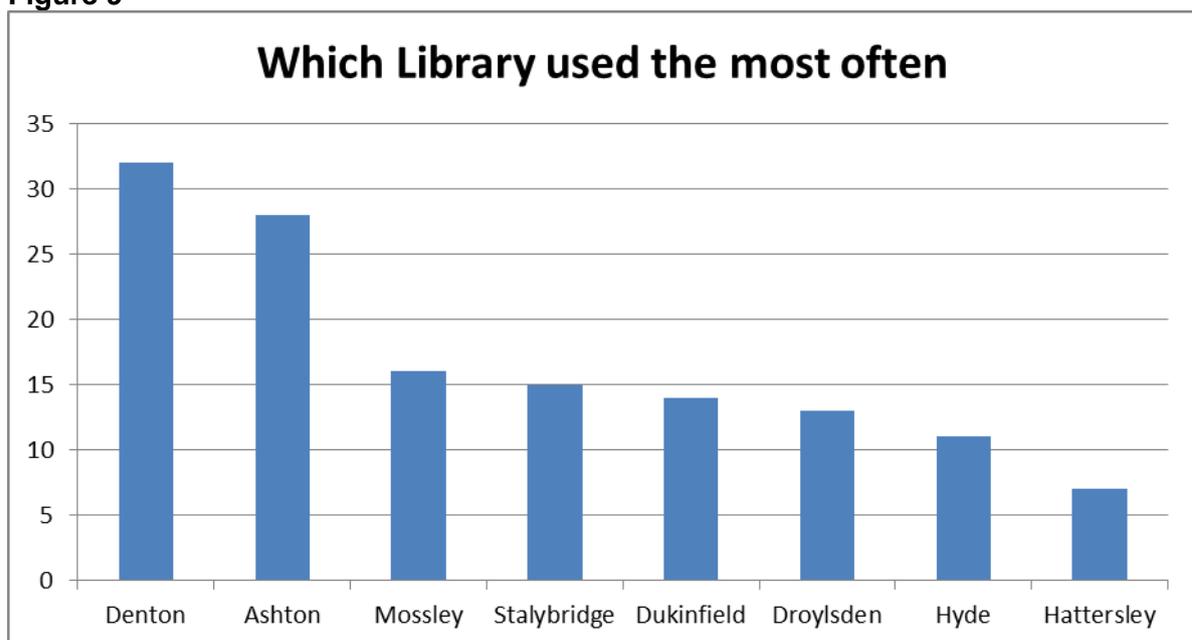
**Question 3 – have you used a Tameside Library within the last 12 months?**

5.6 149 people responded to this question. Of these, 109 (73.15%) indicated they had used a library within the last 12 months and 40 (26.85%) had not.

**Question 4 – which Tameside library do you use most often?**

5.7 136 responded to this question. Denton was the venue used by most responders at 32 (23.53%), followed by Ashton at 28 (20.59%). The least used was Hattersley by 7 responders (5.15%) and Hyde at 11 (8.09%). The graph at figure 9 below details which venues were used.

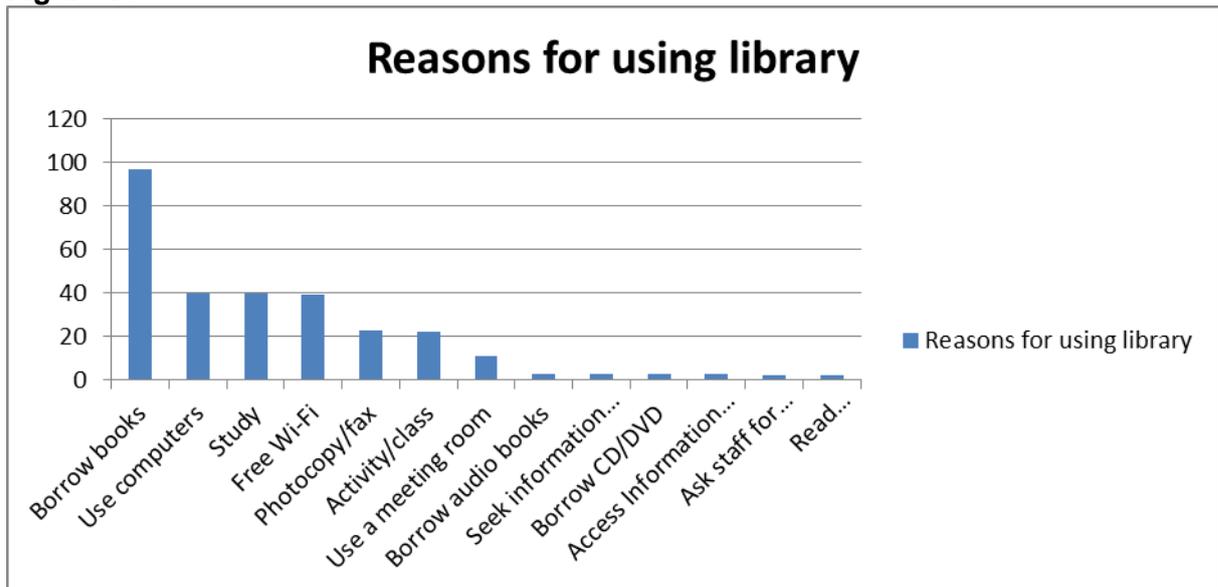
**Figure 9**



**Question 5 – What do you use the library for?**

5.8 Young people were asked what they used the library for and to indicate all that applied. From the graph in figure 10 below it is evident that the majority (97) out of 288 responses to this question use the library to borrow books. The next most popular reasons at 40 each were to use computers and to study. The least used services were to seek information/advice/support from staff and to read magazines/newspapers at 2 responses each.

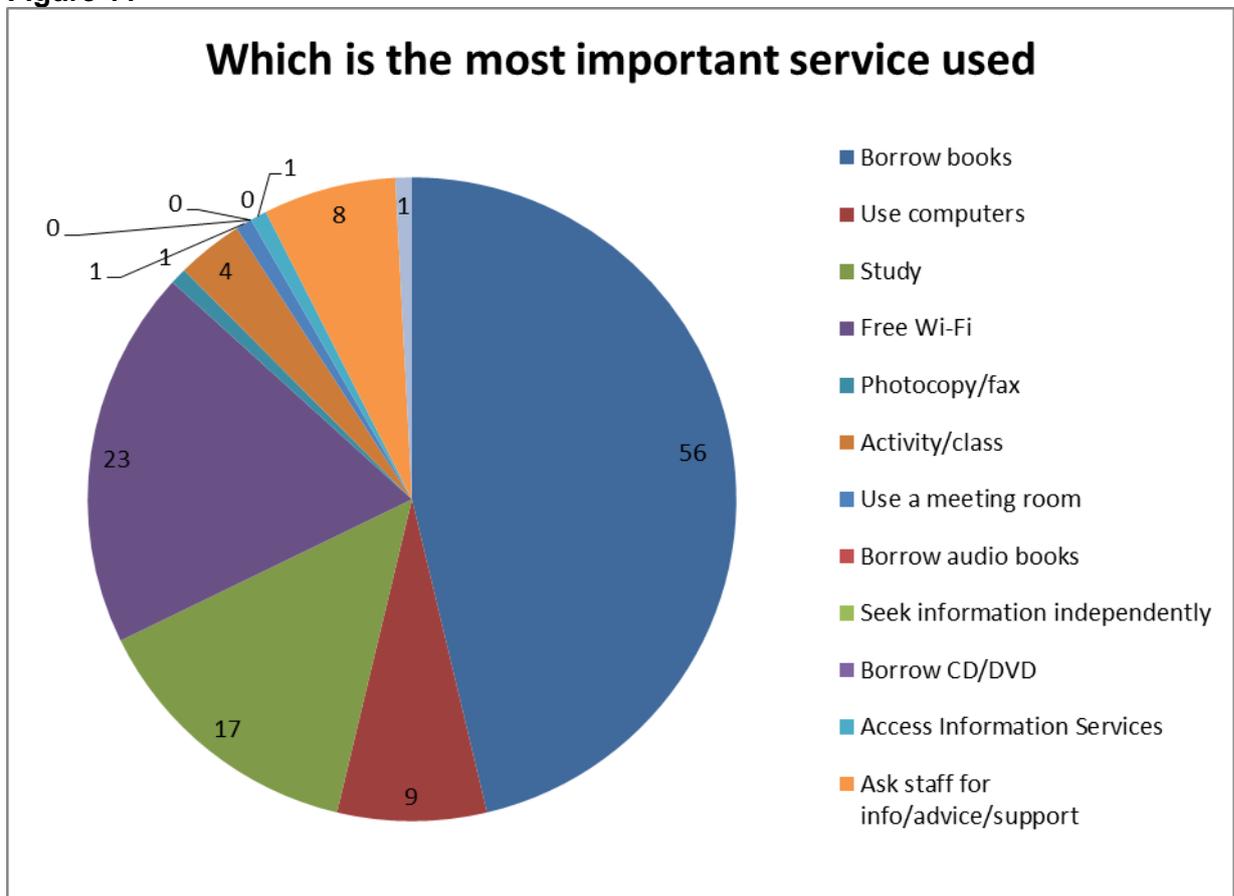
**Figure 10**



**Question 6 – Of the services indicated you use, which is the MOST important to you?**

5.9 Responders were asked to tick only 1 box for this question and 121 people responded. In the chart at figure 11 below borrowing books (56) is still the most important reason for young people using the library, followed by free Wi-Fi (23) and study (17). The least used services were use a meeting room, photocopy/fax, read magazines/newspapers and use Information Services each with 1 indication of use. Nobody indicated that their most important service was to seek information independently or borrow CD/DVD.

**Figure 11**



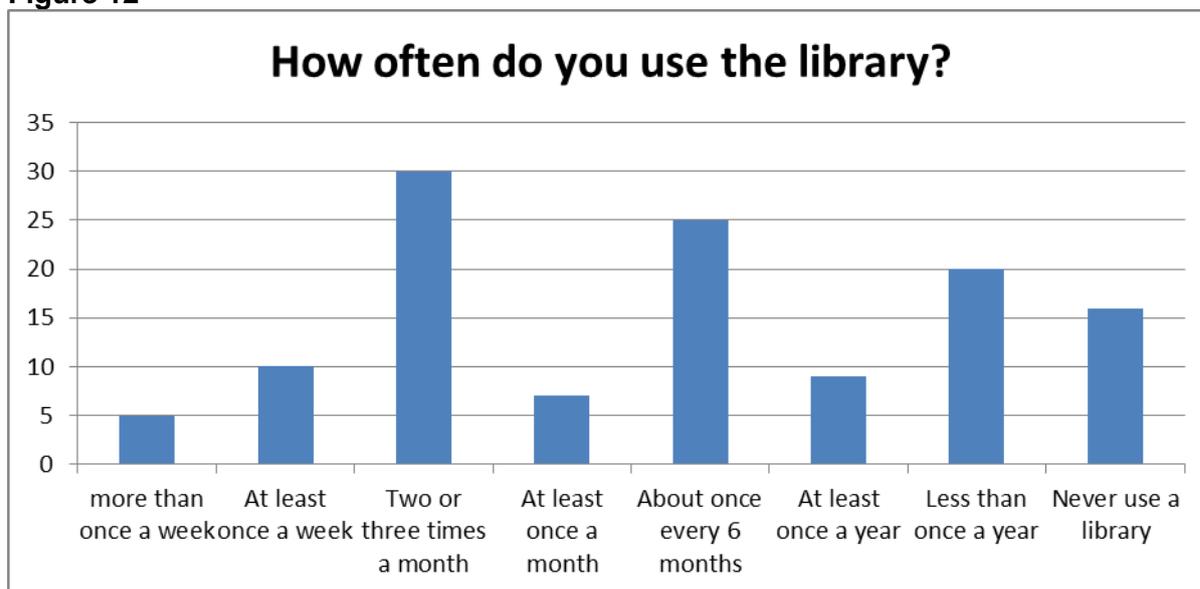
### Question 7 – Which digital services, if any, do you use when visiting the library?

5.10 Responders were asked to indicate all categories that applied and 104 references were made. The majority at 60 indicated that they did not use digital services whilst in the library, 14 indicated that they renewed loans, 12 searched and requested book titles, other services used were in single figures – e.resources (7), check library account (6), find out about activities and events in the library (5).

### Question 8 – approximately how often do you use this library?

5.11 122 people responded to this question and of those just less than a quarter (30) used the library 2 or 3 times a month. The majority of responders used the library either about once every 6 months (25), at least once a year (9), less than once a year (20) or never used a library (16). Figure 12 shows the use by the young people responding.

Figure 12



### Question 9 – Who do you usually go to the library with?

5.12 101 young people answered this question and the slight majority at 38 (37.62%) attended alone. This was closely followed by 32 (31.68%) who attended with an adult. 27 (26.73%) attended with friends, whilst 4 responders to the question didn't attend a library.

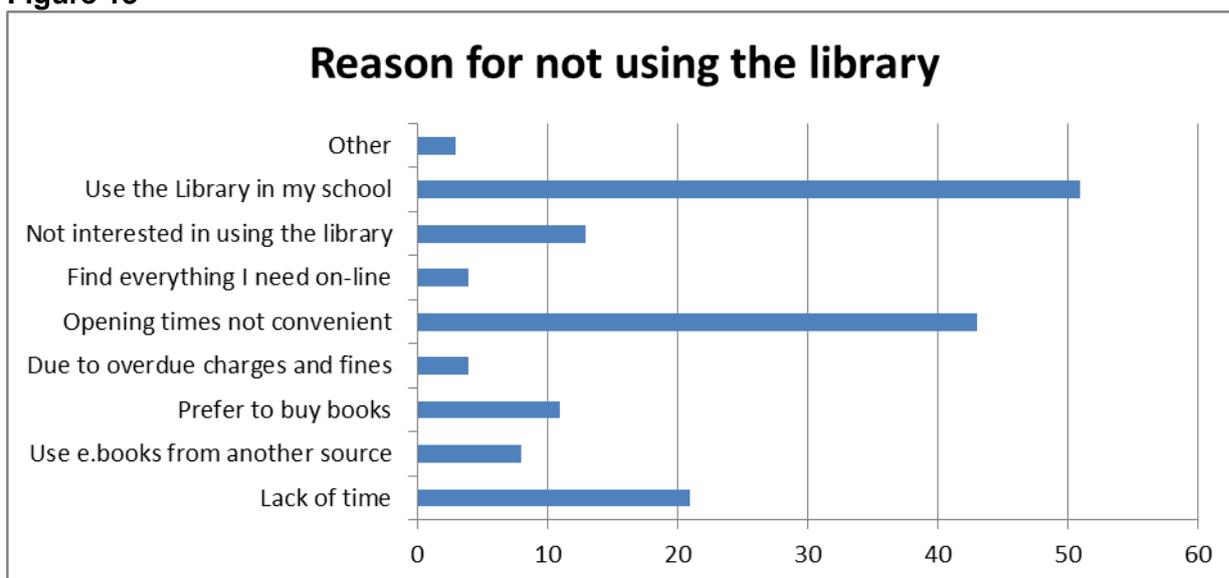
### Question 10 – How do you usually travel to the library you use most often?

5.13 Of the 106 responders to this question 46.22% (49) people walked and 29.25% (31) travelled by car. 9.43% (10) used a bike and other modes of transport, taxi, train, bus, tram, other were in single figures.

### Question 11 – If you do not use the library service in Tameside, what stops you from doing so?

5.14 Of the 161 respondents to the question, 31.68% (51) indicated that they used the school library service, 26.71% (43) indicated that the opening times were not convenient and 13.04% (21) cited lack of time. The chart in figure 12 details the reason for non-use.

**Figure 13**



**Question 12 - Given that the Council will have less money to spend on services in the future, do you agree or disagree with our proposal to implement self-issue technology into libraries? This would lead to increased opening hours but a reduction in staffed hours. Is this preferable to closing more libraries**

- 5.15 106 people responded to this question and 54 (50.94%) agreed with the vision whereas 52 (49.06) disagreed.

**Question 13 – Currently young people aged between 8 – 16 years can use a library without being accompanied by an adult. Under the new model it is likely, for safeguarding reasons that restrictions would apply to young people entering the library when it is unstaffed. This may mean anyone under the age of 16 years would have to be accompanied by an adult if they are going during unstaffed hours. Do you think this would affect your use of the library?**

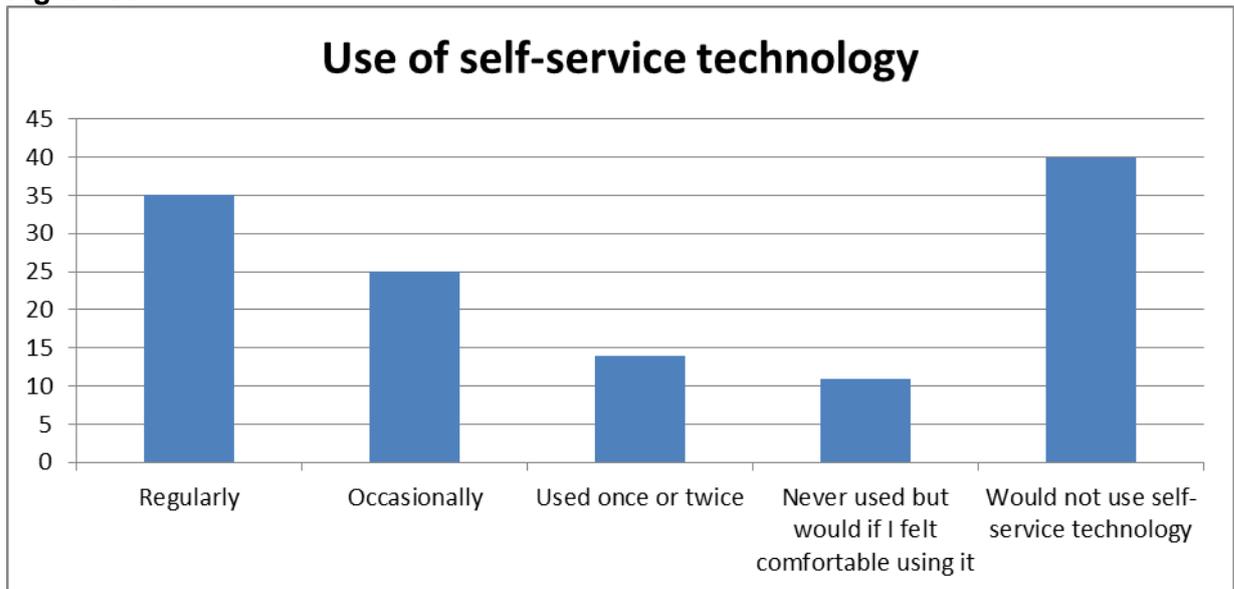
- 5.16 In total 109 people responded to this question of which 65.14% (71) indicated that it would affect their use of the library whilst 34.87% (38) indicated that it would not.

**Question 14 – self-issue technology is similar to that used in supermarkets where customers are able to scan their own purchases. We intend to support users of our libraries to operate the self-issue technology initially to ensure they are comfortable with using it. Please can you indicate....**

**a) How often you currently use self-service technology(eg at a supermarket)**

- 5.17 With regard to self-service technology the graph below indicates that 59.2% (74) responders either use it regularly, occasionally or have used it once or twice. 8.8% (11) indicated they have never used it but would do so if they felt comfortable using it. 32% (40) indicated they would not use self-service technology.

**Figure 14**



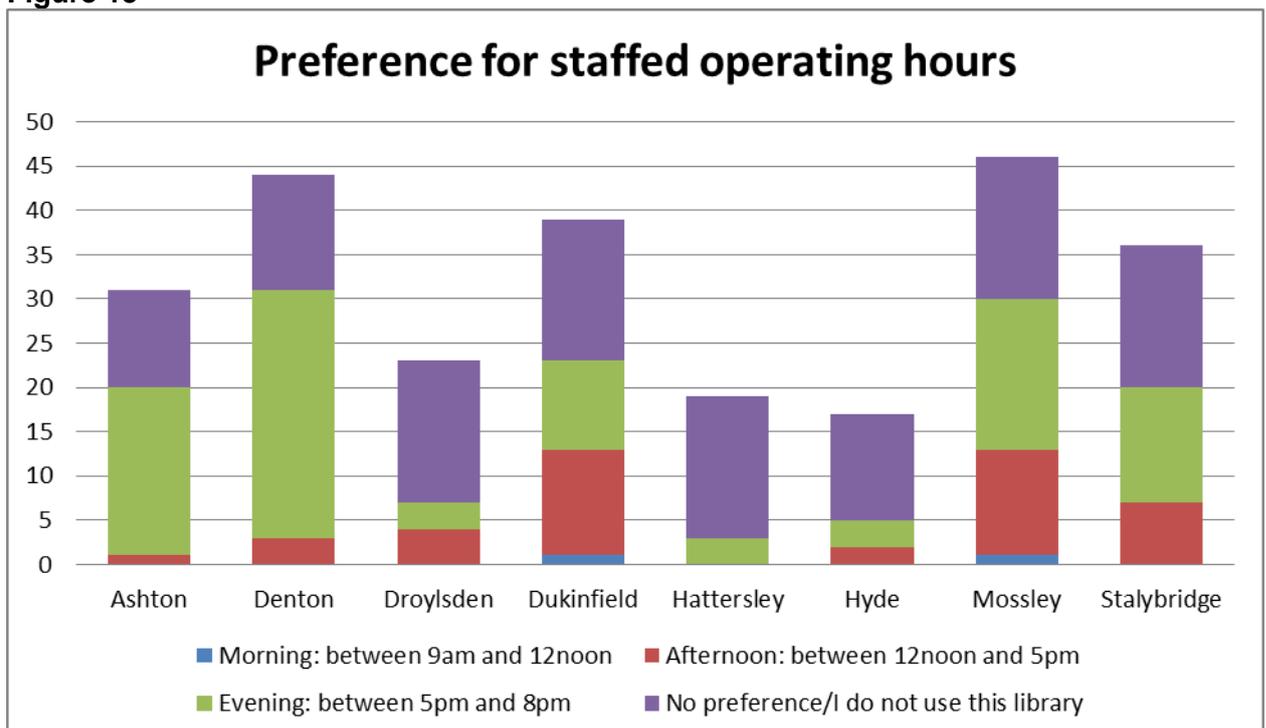
**b) How confident you currently are in using self-service technology?**

5.18 51.26% (61) respondents to this question indicated that they were either very or fairly confident with 14.29% (17) being somewhat confident. 34.45% (41) indicated that they were not confident at all.

**Question 15 – When scheduling staffed hours across the library service we will give consideration to our busiest periods, including when activities are taking place, to ensure a spread of hours across the borough. However, we would welcome your views on which of the following time periods you would most prefer staff to be available in the libraries you use.**

5.19 The graph in figure 15 indicates that the majority of young people would prefer staff available in the evenings. There was a much reduced indication that mornings were important.

**Figure 15**



## **Question 16 – Would you be interested in volunteering with the Tameside library service?**

5.20 Of the 58 responses to this question 1 would be interested and 57 indicated that they would not.

## **Question 20 – If you have an alternative option on how the service could be delivered please tell us in the box below. Please explain how your approach would reflect the need to make savings whilst providing, wherever possible, an extended but still local library offer. If you have any comments you would like to make about Tameside's Library Service please also include these in the box below.**

5.21 Comments tended to be bullet points that a group of young people had put forward in the consultation sessions that were carried out so they could not be attributed to an individual response and represented the view of some or all of the group.

5.22 Responses were analysed and they broadly fell into the same categories of the comments submitted via the Big Conversation consultation. In total there were 29 references to issues as follows:

- concerns of job losses (2),
- reliability of technology (3),
- needing assistance from staff (3),
- misuse of building/stock (3),
- Personal safety (2)
- No parental support to accompany people to the library in unstaffed mode (6),
- Self-issue alright but still want staff (2),
- Problem for disabled/visually impaired (2),
- Who puts the stock back (1),
- Have mobile library with Wi-Fi hotspots (2),
- Would like to be able to upload and publish work (1)
- Want a clear Lesbian, Gay , Bisexual and Transgender (LGBT) section (1)
- Want longer opening hours (1)

## **6. OPEN TEXT CONSULTATION RESPONSES – ALL CONSULTATION**

6.1 Responses were classified according to any reference to impact on an equality group or protected characteristic under the 2010 Equality Act and Public Sector Equality Duty. For the analysis these were deemed as age, gender, ethnicity, disability, religion/belief, sexual orientation, pregnancy/maternity, marriage/civil partnership and gender reassignment.

6.2 No responses alluded to impact on individuals or groups by sexual orientation, marriage/civil partnership or gender reassignment. Although 1 comment from the Young People consultation requested a clear LGBT section in the library.

6.3 No responses highlighted a concern on grounds of religion or belief.

6.4 No responses highlighted a concern on grounds of ethnicity. Black Minority Ethnic groups (BME) were underrepresented in the survey responses when considered across the whole Tameside community and library users. Specific targeted work was undertaken during the consultation period to inform the Bangladeshi community in Hyde of the Libraries Vision and the consultation. Despite that, only 3 responses were received from this community.

- 6.5 Age – either in terms of impact on young people or the elderly was mentioned in 20 comments in the Big Conversation, 6 in the Young People’s consultation and 2 in other comments.
- 6.6 Disability – 4 comments were received in the Big Conversation specifically about impact on those with a disability (2) or vulnerable customers (2) – no reason was specified as to the vulnerability. 2 comments in the Young People’s consultation and 3 other comments.
- 6.7 Gender – 1 comment referenced possible impact on gender as men may be more likely to enter an unsupervised building than females.
- 6.8 In addition to the responses received via the Big Conversation there were 4 comments received via the Council’s electronic messaging system, 2 comment cards, 1 email from a Councillor and 1 letter from a book club. All comments are contained in **Appendix 4**.

**Consultation responses by theme**

- 6.9 Responses were classified by theme, based on commonly mentioned issues and concerns. These responses are detailed in the table below. The percentage figure refers to the proportion of all respondents to the Big Conversation survey.
- 6.10 Many responses covered more than one issue or concern and were therefore classified for all issues mentioned. As such the percentages in the table will add up to more than 100%.
- 6.11 The responses include those received in the Big Conversation, specific Youth Consultation and those received via email, the councils messaging system or comment card. Those received outside the Big Conversation are identified separately. Again these submissions covered more than one issue and are included in each classification as appropriate.
- 6.12 The following information is provided in the table:
- Title
  - Short explanation of the theme (based on the comments made)
  - Number of comments (ie number of consultation returns that commented in that way)
  - The response to the concerns raised

CONSULTATION FEEDBACK THEME	TAMESIDE MBC RESPONSE
<p><b>GOOD/REASONABLE IDEA/PILOT</b>  Comments about the vision for libraries being a good or reasonable idea in the current financial climate.</p> <p>Two suggestions of a pilot first</p> <p>15 comments (4.69%)</p>	<p>It is likely that one or two venues will go live initially to test the technology, and the others will follow.</p>
<p><b>SECURITY</b>  Concerns about:</p> <ul style="list-style-type: none"> <li>• Personal Safety during unstaffed hours</li> <li>• Safety of equipment/stock/vandalism</li> <li>• Unstaffed hours being open to abuse</li> </ul> <p>94 comments (29.37%)</p>	<p>Users of the service who wish to gain access during Open+ operating times will be required to sign up and adhere to a set of principles. These will include ensuring that nobody else tailgates them onto the premises, responsible use of the facilities, what to do in the event of an emergency etc. Staff will go through the</p>

<p>1 reference within a letter (safety and open to abuse)</p> <p>1 reference in an email</p> <p>5 reference personal safety and misuse of stock/building in Young Peoples Consultation</p>	<p>expectations with each user.</p> <p>Before allowing an individual the relevant authorisation to access the library in Open+ mode, consideration will be given to a members' historical use of the service to ensure satisfaction that the facility will be used in a responsible, considerate manner.</p> <p>The Open+ technology includes CCTV monitoring which captures images of people when they enter the building, at various points throughout the building and upon exiting the premises. It will be made clear to all users that this is happening. The CCTV will be monitored in real time by the Council's fully trained CCTV operatives. If any incidents occur appropriate action will be taken.</p> <p>All stock will be fitted with security tags which will activate should someone try and exit the building without checking out an item.</p> <p>A risk assessment will be undertaken for each individual library facility and measures put in place to minimise any risk to users and stock/equipment etc</p> <p>A telephone will be available should anyone feel there is an issue which needs immediate attention.</p>
<p><b>TECHNOLOGY</b></p> <p>Concerns about:</p> <ul style="list-style-type: none"> <li>• Cost of technology</li> <li>• Reliability of technology</li> <li>• Don't want to/can't use technology</li> </ul> <p>29 comments (9.06%)</p> <p>1 comment via messaging system</p> <p>1 reference within a letter (cost and reliability)</p> <p>1 reference within an email</p> <p>3 reference reliability of technology in Young people's consultation</p>	<p>It is anticipated that there will be users of the service who are unfamiliar with self-service technology. It is the Council's intention to support users to become familiar with the technology where customers are willing. If customers choose not to use this option there will be staffed operating hours in all libraries which customers can access. In these hours the staff will be available to undertake all the functions they currently do.</p> <p>There will be an initial capital cost for the technology to support the Council's vision. There will also be revenue costs to be paid each year. A return on the investment of this technology will be seen in year 4 of operation.</p> <p>When selecting a supplier for the self-issue and unstaffed technology, the Council has assessed the reliability of the equipment as part of the procurement process.</p>
<p><b>LIBRARY STAFF</b></p> <p>Positive comments about the library staff in Tameside Libraries. They are knowledgeable,</p>	<p>Library staff in Tameside are extremely knowledgeable, committed and professional. Unfortunately due to continued cuts to local</p>

<p>friendly, helpful, excellent and supportive.</p> <p>Concerns about wanting/needing some staff as people need assistance whilst in the library</p> <p>67 comments (20.94%)</p> <p>1 comment via messaging system</p> <p>3 comments in young people's consultation</p>	<p>government budgets alternative ways to maintain and deliver services must be sought. This will mean a reduction in staffing levels but wherever possible this will be done on a voluntary basis.</p>
<p><b>SOCIAL INTERACTION</b></p> <p>The Library is a place to meet/see people/social interaction for those who might not see anyone else as they live alone.</p> <p>17 comments (5.31%)</p>	<p>The Council recognizes that the library is an important place for people to meet and socialise. There are various groups that meet in libraries which offer social interaction.</p> <p>No libraries will be closed when implementing the vision and some staffed hours will be retained in all facilities. If the library is in Open+ mode at the time when community led groups run their activity access can still be gained to the building. Alternatively, the Council would work with groups with the aim of scheduling activities when there are staff on duty.</p> <p>Individual's seeking social interaction outside of a specific activity can continue to do so at times when staff are on duty at each library site.</p>
<p><b>SERVICE PROVISION</b></p> <p>Positive comments about the quality of the service provision and the importance of libraries. Comments to leave the library as it is and don't close libraries.</p> <p>57 comments (17.81%)</p> <p>1 comment card</p>	<p>The Council is very passionate about the important and much valued library service, so closing more libraries is not something that we would want to do. However, in order to retain 8 libraries across the Borough we must change the way the service is offered to make it financially sustainable in the future.</p>
<p><b>SPENDING PRIORITIES</b></p> <p>The Council should review its spending priorities and allocate more money to the Library Service. Suggested areas for savings to re-direct to libraries:</p> <ul style="list-style-type: none"> <li>• Statues</li> <li>• Hyde United football pitch</li> <li>• Market place</li> <li>• Bus station</li> <li>• Council offices</li> <li>• Local Studies and Archives Centre</li> <li>• Maps and gates in Armentieres Square</li> <li>• Staff salaries/Managers</li> <li>• Number of/Councillors expenses</li> </ul>	<p>The Council is constantly reviewing its spending priorities and has made significant efficiencies.</p> <p>However, simply allocating more money to a service which is reducing in uptake and is ripe for modernisation is not value for money or a good use of public resources. By doing things differently in the way envisaged in the report a more sustainable service should be created and the Borough's 8 library venues rejuvenated.</p> <p>Money is often available to bid and compete for from national government, regional bodies and the European community to enable us to undertake capital projects within the Borough.</p>

- Use reserves
- Stock purchase/better spending in libraries

51 comments (15.94%)

2 comments via messaging system/comment card

When allocated, this money is ring fenced for the specific project only, and cannot be used on the day to day running of a service. If the money is not used for the specific purpose provided it would be returned to source. Were projects support the long term growth of the Borough, or is something that is a priority for local people, the Council will undertake modest capital investment.

**Tameside Interchange** – Greater Manchester submitted a Growth and Reform plan to government as part of the Greater Manchester Growth Deal process. The government confirmed it will pump £350 million into Greater Manchester’s transport network over the next 5 years which includes £32.7 million of Local Growth Fund to take forward the Ashton Interchange

**Vision Tameside** will see the construction of new advanced learning centres in Ashton town centre and at the existing college site at Beaufort Road providing state of the art facilities that will equip our young people with the skills to succeed in a modern economy. The new Joint Service Centre will provide more modern, cost effective and customer friendly accommodation for the Council and Tameside College’s administrative functions. The old Council Offices cost the Council £2 million to run each year, 50% of the space was unoccupied and in need of significant refurbishment. The new building will be smaller in size with much lower running costs (£700,000 per year). The replacement of the Council Offices with a shared much smaller new fit-for-purpose building will enable us to dispose of other buildings saving £2.5 million p.a. There will be significant economic benefits to Ashton as a result of thousands of students and staff relocating in to the Town Centre. The new town centre campus buildings will be better placed to compete for students with improved transport links and state of the art facilities. The construction work will also benefit local companies and suppliers, create new jobs and apprenticeships for Tameside residents.

**Councillors** - Tameside currently has 19 wards served by 57 councillors; three councillors per ward. National legislation sets how many councillors should serve the borough of Tameside (it is not determined by Tameside Council). In Accordance with Section 15 (3) of the Local Authority (Member's Allowances) (England) Regulations 2003, a summary of the total sum paid to members under the allowance

	<p>scheme is available on our website: <a href="http://www.tameside.gov.uk/constitution/part6">http://www.tameside.gov.uk/constitution/part6</a></p> <p>Tameside Councillors have previously agreed that they could not be immune from the decisions that were been undertaken to address the significant reduction in Council budget although it was recognised that Members Allowances had been frozen since 2009. Therefore, in addition to the ongoing 30% reduction in support for Councillors achieved during 2012/13, it was agreed to reduce the cost of Members Allowances for Tameside by approximately 10%. Taken together with savings made in 2012/13 these save the Council more than £250k - year on year. Additionally this did not take into account measures that elected members had already implemented to reduce their costs, which included meeting the cost of their own car park passes and paying towards the ongoing cost of iPads, which also reduced the Council's costs to provide paper copies of reports. Tameside Council members are the only councillors across Greater Manchester to introduce such measures and generate income. Nationally these costs are usually met by the Council</p>
<p><b>VOLUNTEERS/JOB LOSSES</b> Concerns about the quality of volunteers -v- paid staff and around people losing their jobs.</p> <p>1 comment that volunteers are a good idea</p> <p>41 comments (12.81%)</p> <p>1 comment via comment card</p> <p>2 references to job losses in young people's consultation</p>	<p>The Council would like to offer volunteering opportunities to people wishing to give something back to the community or develop skills for their CV as a route into paid work. We are clear that this is not to replace paid staff and volunteers will be working alongside paid staff to assist in service delivery. The number of paid staff in the service will be determined by the need to have paid staff available for all staffed opening hours. It is not the intention to run any library on volunteer staff alone.</p>
<p><b>INCOME GENERATION</b> Suggestions on ways in which the Council could generate income to support libraries.</p> <ul style="list-style-type: none"> <li>• Charge for use of service/equipment</li> <li>• Charge for reservations of stock</li> <li>• Hire out space in the library</li> <li>• Cafés in libraries</li> </ul> <p>11 comments (3.44%)</p>	<p>Options for income generation in libraries have been assessed. It is not possible to charge for certain services such as lending books. The Public Libraries and Museums Act 1964, which governs the library service, does not allow for this. Where charges can be made, these have been recently reviewed which has resulted in increases. However, whilst this will bring in additional income, it is not sufficient to remove the need to change the way the service is delivered to ensure its financial sustainability.</p>
<p><b>IMPACT ON OLDER PEOPLE</b> Concerns about the impact technology might</p>	<p>The Council understands that some older people may struggle with self-issue technology</p>

<p>have on older people who may be unable to use it</p> <p>16 comments (5%)</p> <p>1 reference in an email</p>	<p>and may not wish to access the library when it is in Open+ mode.</p> <p>It is the Council's intention to support users to become familiar with the technology where customers are willing. If customers choose not to use this option there will be staffed operating hours in all libraries which customers can access. In these hours the staff will be available to undertake all the functions they currently do.</p> <p>Additionally the Home Library Service is available and will deliver items to a person's home where there are mobility issues or a condition meaning accessing a static library is not possible.</p>
<p><b>IMPACT ON VULNERABLE PEOPLE/PEOPLE WITH A DISABILITY</b></p> <p>Concerns about technology/access for people with a disability/vulnerable (unspecified what the vulnerability might be)</p> <p>4 comments (1.25%)</p> <p>1 reference within a letter</p> <p>1 reference in an email</p> <p>2 references in young people's consultation specifically around disability - reaching books and becoming unwell</p>	<p>Consideration will be given at each library venue on accessibility in Open+ operating hours by those with a physical disability.</p> <p>Support will be offered to familiarise people with the operational requirements of the technology but should people be unable to or choose not to access libraries during Open+ operating hours there will be staffed availability at each Library around the Borough.</p> <p>Consideration will be given to the spread of libraries that are staffed at any given time during the working week so that there will always be a facility available with staff present.</p> <p>Additionally the Home Library Service is available and will deliver items to a person's home where there are mobility issues or a condition meaning accessing a static library is not possible.</p> <p>The RNIB provide access to material for those with sight issues. The offer includes access to over 60,000 items including over 25,000 talking books, over 22,000 braille books and over 5,000 giant print books. Access to the catalogue has been free for over 9 months and in that time over 8,000 new readers have joined and over 2,000 new titles have been added to the catalogue.</p>
<p><b>IMPACT ON YOUNG PEOPLE</b></p> <p>Concerns around young people accessing the library service</p> <p>4 comments (1.25%)</p>	<p>There will be a restriction on the lower age limit where young people can access a library during Open+ operating hours without being accompanied by an adult. This will be implemented for safeguarding reasons. The Council feel the appropriate age when access</p>

<p>1 reference within a letter</p> <p>6 references within the young people's consultation about parents being available to accompany to the library during unstaffed mode</p>	<p>should be allowed independently is 16 years.</p> <p>It is recognised that this may reduce the times when young people are able to attend the library. This has been taken into consideration when determining the operating hours and ensuring there are staffed times when young people could attend unaccompanied.</p>
<p><b>IMPACT ON GENDER</b></p> <p>More men than women may be willing to enter an unsupervised library</p> <p>1 reference within a letter</p>	<p>Users of the service who wish to gain access in Open+ operating hours when there are no staff present will be required to sign up and adhere to a set of principles. These will include ensuring that nobody else tailgates them onto the premises, responsible use of the facilities, what to do in the event of an emergency etc. Staff will go through the expectations with each user.</p> <p>Before allowing an individual the relevant authorisation to become an Open+ Member, consideration will be given to a members' historical use of the service to ensure satisfaction that the facility will be used in a responsible, considerate manner.</p> <p>The Open+ technology includes CCTV monitoring which captures images of people when they enter the building, at various points throughout the building and upon exiting the premises. The CCTV will be monitored in real time by the Council's fully trained CCTV operatives. If any incidents occur appropriate action will be taken.</p> <p>A full risk assessment will be undertaken for each venue and it is felt that with the precautions being put in place any risk will be managed.</p>
<p><b>DISAGREE WITH THE VISION AND/OR THE CONSULTATION</b></p> <p>Comments that indicate a disagreement with the vision.</p> <p>Comments around the questions in the consultation being designed to achieve specific answers/smoke screen.</p> <p>Also thoughts that the consultation will not make a difference as the Council will do what it wants anyway</p> <p>28 comments (8.75%)</p>	<p>Making cuts to any of its services is not something that the Council wishes to do, but with the continued budget cuts from central government it is unavoidable and some tough choices are having to be made.</p> <p>The vision for the future library service has been developed taking into account the value placed on this important service but also the fact that visits to libraries and issues of stock continue to reduce year on year.</p> <p>Development of digital technology including the internet, competitive broadband prices, access to low cost smart phones/tablets, gaming and</p>

	<p>e.books have all played a part in this downward trend in visits and issues.</p> <p>The aim is to try and minimise the impact on service users as much as possible. Implementing a mixture of staffed and Open+ operating hours at each library will significantly increase the opening hours available and allow those that wish to use the library independently access at a time that suits them. This vision also retains all 8 libraries around the Borough.</p> <p>The consultation has been undertaken to seek views on whether the vision is a better option than closing more libraries. Alternatively consideration would be given to any other solutions put forward by responders that achieved the required budget savings.</p>
<p><b>OPENING HOURS/STAFFING LEVELS/ REDUCE HOURS RATHER THAN UNSTAFFED</b></p> <p>Suggestions around what opening hours might be better to save money and reduction of the number of staff on duty alongside self-issue technology.</p> <p>Also suggestion that staffed hours should coincide with Time for a Rhyme Sessions and when children use the library.</p> <p>Two suggestions of longer opening hours.</p> <p>Comments that reducing opening hours by a couple more hours a day would be preferable with one suggestion about opening later in the morning into early evening.</p> <p>48 comments (15%)</p> <p>2 comments via messaging system</p> <p>1 comment in the young people's consultation suggesting longer opening hours</p> <p>2 comments in young people's consultation suggesting staff alongside self-issue</p>	<p>Reducing opening hours and retaining staff during these hours was an option that could have been implemented. However, it was felt that increasing opening hours by implementing some Open+ hours was a better option. This option secures all 8 libraries within the Borough and significantly enhances the operating hours for customers. The vision allows customers to access the service independently at a time which suits them</p> <p>The current staffing levels are the minimum required to allow for when staff are on annual leave and when additional staff are required to run activities within the Library.</p> <p>Consideration has been given to when Time for a Rhyme sessions are run in libraries as these are very well attended and deemed a priority to assist in development of young children in preparation for school.</p> <p>The proposed staffed times within in library are when Time for a Rhyme sessions are scheduled.</p>
<p><b>GENERAL COMMENTS</b></p> <p>General comments around service provision</p> <ul style="list-style-type: none"> <li>• Personal service best</li> <li>• Prefer to browse before choosing</li> <li>• Happy with current hours but will fit in</li> </ul>	<p>Personal service will remain an important feature within the library in the hours when staff are present. Browsing books can be undertaken in both staffed and Open+ operating hours.</p>

<p>with changes</p> <ul style="list-style-type: none"> <li>• Continue readers groups/access to books for readers groups/concerned at cuts as attend readers group</li> <li>• Gift buildings to communities to run</li> <li>• Hyde Library now too small</li> <li>• More computer time for job seekers</li> <li>• More activities for men</li> <li>• Use senior school staff to volunteer</li> <li>• More staff in Local Studies and Archive Centre</li> <li>• More books</li> <li>• Clear LGBT section</li> <li>• Mobile libraries with Wi-Fi hotspots</li> <li>• Would like to upload and be able to publish work</li> <li>• Who puts the stock back on the shelves</li> </ul> <p>18 comments (5.62%)</p> <p>2 comments via messaging system</p> <p>5 comments in Young People's consultation</p>	<p>Groups will be able to use the library facilities when the library is in Open+ mode by signing up to the principles of acceptable use of the space.</p> <p>Job seekers can access PCs for free to search for work and this will not change.</p> <p>Ashton, Hyde and Stalybridge have a designated section for LGBT stock</p> <p>Staff will return the stock to the shelves during hours when the library is staffed</p>
<p><b>GOVERNMENT CUTS</b> Comments concerning the cuts to Local Government by Central Government</p> <p>3 comments (0.94 %%)</p>	<p>We will continue to lobby government on issues of importance on behalf of local residents and have stated on a number of occasions the difficulties we face as a result of the budget cuts. The Executive Leader has written to the Prime Minister expressing concerns about the cuts local authorities have faced.</p>

## 7. TAKING THE VISION FORWARD

### Ashton Central Library

- 7.1 Ashton Central Library is by far the busiest library in Tameside and consists of a number of separate rooms making up the whole of the service. For example the main lending library is on one floor, but the computer learning suite is down some steps and along a corridor in a separate room; Information Services is also in the same vicinity but in another separate room. There is an art gallery on the first floor which is accessed either by a lift or stairs. There is no means of blocking access to the stairs. This building is listed and therefore poses issues in terms of making changes to the layout which would be conducive to implementing Open+ operating hours.
- 7.2 In addition this library will relocate into the new service centre that will replace the Council Office building in 2018. It is anticipated that by moving this library to the centre of the town, opposite the college, there is likely to be an increase in usage of the service.
- 7.3 It is proposed not to implement Open+ hours in Ashton Central library for the reasons outlined above. However, self-issue technology including self-booking on PCs, independent printing and security tagging would be implemented as this would assist in reducing dependence on staff for those that are able to utilise this technology.

### **Droylsden Library**

7.4 Droylsden library is currently situated in a purpose built venue on Manchester Road. The building is in a poor state of repair and needs considerable work to bring it up to standard. Additionally the Library is over 3 floors which poses some accessibility issues. As part of the vision for the library service relocation of this library into the ground floor of the Greater Manchester Pensions Building, Guardsman Tony Downes House is being considered. If the library is relocated it would provide a brand new library facility from which to offer extended opening hours.

### **Stalybridge Library**

7.5 It is proposed where possible to adopt Open+ operating hours until 8pm each evening on weekdays. However, this is not possible with Stalybridge Library due to the access requirements. This building is on the statutory list of buildings of special architectural or historic interest. As such, modifications to the building are very tightly controlled and it is not possible to make alterations to the external gates to allow them to automatically release and provide access during Open+ operating times. Instead, an officer will be required to open and close them at the end of each session.

7.6 Providing access via the gates can be accommodated by the facilities management officer who is responsible for the Civic Hall which is located adjacent to the library. However, the operating times would be required to fit with the Civic Hall opening/closing. For this reason the close time in Open+ mode will be 7pm Monday – Thursday and 4pm on Friday.

7.7 During the consultation 63.15% of people responding to the Big Conversation and 50.94% of young people indicated that it was preferable to implement self-service technology and a mixture of staffed and Open+ operating hours to extend the current availability of the service rather than close more libraries.

7.8 Responders to the survey were asked to indicate when they would most prefer staff to be available in each library. 752 responses were received to this question from the Big Conversation with the majority stating that afternoon would be their preferred option with the exception of Droylsden where morning was the preference. Responders to the Young People's consultation expressed a preference for evening staffing.

7.9 Various relevant factors need to be taken into account in order to facilitate the best possible staffed hours across the Borough. These factors include the known busiest times in each library, activities that take place, a spread of staffed hours across the Borough and best use of staffing resource. Whilst the majority of young people wished staffing to be in the evening over 57% of these responders only use the library once every 6 months, at least once a year, less than once a year or never use it.

7.10 The current opening hours of each library are detailed below:

### **Figure 16: current opening hours**

LIBRARY	MON	TUES	WED	THUR	FRI	SAT
Tameside Central	Closed	9 - 8	9 - 5	9 - 8	9 - 5	10 - 3
Tameside Libraries Information Service	Closed	9 - 8	9 - 5	9 - 8	9 - 5	10 - 3
Denton	9 - 8	Closed	Closed	9 - 8	9 - 5	10 - 3
Droylsden	9 - 8	Closed	Closed	9 - 8	9 - 5	10 - 3
Dukinfield	9 - 7.30	9 - 5	Closed	9 - 5	Closed	9 - 1
Hattersley	9 - 5	9 - 5	Closed	1 - 5	Closed	9 - 1
Hyde	9 - 8	9 - 5	9 - 5	Closed	9 - 8	10 - 3
Mossley	9 - 5	Closed	9 - 7.30	Closed	9 - 5	9 - 1
Stalybridge	9 - 8	9 - 5	9 - 8	Closed	Closed	10 - 3

7.11 The table below details which are the busiest sessions in each library on any given day. The mornings are marginally busier with 14 of the busiest sessions being in the morning as opposed to 12 busier sessions in the afternoon. None of the libraries have their busiest session in the evenings.

**Figure 17: Busiest sessions in each library**

Library	MON			TUE			WED			THUR			FRI			SAT
	AM	PM	EVE													
Ashton	Closed															
Denton				Closed			Closed									
Droylsden				Closed			Closed									
Dukinfield							Closed						Closed			
Hattersley							Closed						Closed			
Hyde										Closed						
Mossley				Closed						Closed						
Stalybridge										Closed			Closed			

7.12 It is impractical to implement afternoon staffing only as this in effect would mean that those users who will only access the service when staff are present will have no alternative library to attend should they wish to access in the morning.

7.13 Whilst the consultation responses are important in understanding people's views of when the staffing should be scheduled, they are representative only of those who have taken the time to respond. Consideration of the current busy times in libraries must also feature highly in the order of importance.

7.14 There are many important activities that are run in libraries, but by far the most popular and a priority for the service is the Time for a Rhyme Sessions. These sessions are attended by very young pre-school children who are often in pushchairs. The sessions assist in developing concentration in young children and also enhance language and communication skills in preparation for attending school. It is felt that some priority should be attached to retaining the sessions at the current times.

7.15 Consideration has been given to children and young people accessing the library during Open+ mode. Currently children from age 8 can access a library unaccompanied. Computers can be used from age 9, with the permission of a parent/carer. However, this is when staff are present in the building and aware of other users and lone children so can maintain a watch over any behavior that might cause concern. Whilst there will be CCTV monitoring of activity within libraries it is not felt that this is sufficient to mitigate any risk in Open+ mode and therefore for safeguarding reasons it is felt that an age restriction should be imposed. The restriction will be that those under 16 years must be accompanied by a person over that age who has signed up to the principles of accessing the library in Open+ hours.

7.16 This will have an impact on young people who currently access alone who are between the ages of 8 and 15 years. There are currently 4637 active library users in this age range, of these 1237 (26.68%) use Ashton Library where the staffed hours will be unchanged. It is not known how many access alone or accompanied by an adult. In the young people's consultation 31.68% of responders attended with an adult and this could still continue in the future.

7.17 There will be staffed times across all 8 libraries in the Borough when young people can access the library unaccompanied. Additionally young people can access electronic material if they have a suitable device – 46.3% of young people indicated that the most important library service they used was to borrow books.

7.18 A new proposed operating hours schedule has been developed taking into account busy times in each library, Time for a Rhyme Sessions (which coincide with busy times), best use of staff resources, spread of staffed/unstaffed hours across the Borough so users can attend another facility and survey responders preferences.

7.19 The table in figure 11 below details the proposed opening hours at each site

**Figure 18**

Library	MON			TUE			WED			THUR			FRI			SAT
	AM	PM	EVE	AM	PM	EVE	AM	PM	EVE	AM	PM	EVE	AM	PM	EVE	
Ashton	Closed			9am – 8pm			9am – 5pm			9am – 8pm			9am – 5pm			10 - 3
Denton		1-5		Unstaffed			Unstaffed				1-5		9-1		U/S	10 - 3
Droylsden	9-1			Unstaffed			Unstaffed			9-1				1-5	U/S	10 - 3
Dukinfield	9-1			9-1		U/S	Unstaffed				1-5	U/S	Unstaffed			9 - 1
Hattersley		1-5	U/S		1-5	U/S	Unstaffed			U/S	1-5	U/S	Unstaffed			
Hyde	9-1			9-1		U/S		1-5	U/S	Unstaffed			9-1			10 - 3
Mossley		1-5	U/S	Unstaffed			9-1			Unstaffed			9-1		U/S	
Stalybridge	9-1			9-1		U/S		1-5		Unstaffed			Unstaffed			10 - 3

**Key**

Hours that are currently staffed but will be available in Open+ mode going forward

Hours that the library is currently closed but will be available in Open+ mode going forward

7.20 The proposed operating hours for each library are detailed at **Appendix 5**

7.21 The table below indicates how the use of staffed and Open+ hours would significantly increase the availability of each library venue.

**Figure 19: Increase in overall opening hours**

Library	Current Opening Hours	Future hours open to all customers with staff present	Open to self-service users with no staff present
Ashton	43	43	43
Denton	35	17	43
Droylsden	35	17	43
Dukinfield	30.5	16	43
Hattersley	24	12	47
Hyde	43	21	39
Mossley	30.5	12	47
Stalybridge	35	17	35
TOTAL	276	155	340
<b>Available weekly hours</b>	<b>276</b>	<b>495</b>	

7.21 An operating model on these terms would reduce staffed hours from 276 to 155 (56.16% decrease) but would increase the availability of the service by an additional 219 hours per week from the current available hours (79.35%).

7.22 Staff would be at each library for some part of each working week day where there are currently staffed opening hours so customers wishing to/only able to access when staff are present will have the ability to do so if they are able to be flexible with their attendance times. Should this not be possible, other libraries will be staffed and travel time to an alternative will be no more than 30 minutes on public transport and in most cases within 20 minutes. On days where libraries are currently closed, with the exception of Ashton, the facility will be available for access in Open+ mode.

7.23 Library members can make full use of the digital service 24 hours a day, 7 days a week. The new library management system includes an on-line public catalogue with much richer functionality and enhanced features than are currently available. E.magazines will be available via the catalogue, as will access to the holdings of 7 other Greater Manchester Authorities. Investment in our e.books and e.audio content will continue thereby expanding the titles available for downloading.

7.23 The current opening hours at Ashton will be retained and this includes 2 evenings per week until 8pm. The proposal is that all other evening opening beyond 5pm would be in Open+

mode. The evenings within libraries are very quiet and it is not best use of the staffing resource to have it available when demand is very low.

## 8.0 TECHNOLOGY

- 8.1 Technology will be required to take the vision forward and allow extended opening hours with a mix of staffed and Open+ operating hours. This technology provides customers and communities more choice and flexibility as to when and how they engage with the library service. This technology is currently in selected libraries around the country including Leeds, London, Peterborough and more locally in one library in each of Stockport and Trafford.
- 8.2 The technological solution can automatically control and monitor building access, self-service kiosks, public access to computers, lighting, alarms, public announcements and customer safety. The system links through to the Library Management System, utilising membership cards and a personal identification number (PIN) to facilitate access to buildings.
- 8.3 A photo image is taken of each customer entering and leaving the library building and CCTV is captured at various points throughout the facility. The CCTV will be monitored in real time by the Council's specialist CCTV monitoring officers. Should any incidents occur appropriate action will be taken. Customers will be made aware through appropriate signage and when they sign up to enter the library in Open+ mode that photo images and CCTV monitoring will be taking place.
- 8.4 Indicative capital costs for various elements of technology required to facilitate Open+ operating hours is estimated at £496,200. This will allow self-issue kiosks in all libraries, self-booking on PCs, independent printing and Radio Frequency Identification (RFID) stock security system. Staffing levels will be reduced and an annual ongoing revenue budget reduction will be achieved of £185,000. A return on investment is expected to be achieved during year 4 of the project.
- 8.5 A full breakdown of the cost for taking the vision forward can be seen in the Appendix 2 of Strategic Planning and Capital Monitoring Panel report which is at **Appendix 6** of this report.
- 8.6 Existing library members who wish to use any of the facilities during unstaffed opening hours will be invited to opt-in to the service and be classified as an Open+ Member customer. Before allowing an individual the relevant authorisation to access the library in Open+ mode, consideration will be given to a members' historical use of the service to ensure satisfaction that the facility will be used in a responsible, considerate manner.
- 8.7 Those wishing to become an Open+ Member will be required to sign up and adhere to a set of principles. These will include ensuring that nobody else tailgates them onto the premises, responsible use of the facilities, what to do in the event of an emergency etc. Staff will go through the expectations with each user and once these principles are understood and have been agreed to the customer will be issued with a unique personal identification number. This, along with the library membership card, will be used at the entrance of the library to gain access in Open+ mode.
- 8.8 During Open+ mode customers will be able to:
  - Borrow, return, renew books and other items
  - Pick up reserved items
  - Access public computers
  - Print
  - Photocopy
  - Attend any activities being run by community groups on the premises

- Set up new groups to meet within libraries

8.9 Tameside Library service does not currently provide self-service options for customers to issue and return books and therefore this new technology will represent a sizeable change for customers. It is intended to manage this change by retaining staff resources for a short cross over time so that staff can assist customers to become familiar with the technology.

8.10 The aim, subject to a successful tender process, building works being undertaken and suppliers being able to accommodate our timescale, is that self-service technology could be in place and operational by Spring 2017

## 9. EQUALITIES IMPACT ASSESSMENT

9.1 Under the Public Libraries and Museums Act 1964 the Council has a statutory responsibility to provide a comprehensive and efficient library service for those who live, work or study in the Borough and are desirous of using it.

9.2 The Public Sector Equality Duty (section 149) of the Equality Act 2010 requires that a public authority must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard to these involves:

- Removing or minimizing disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons who share a relevant characteristic that are different from the needs of the persons who do not share it;
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low;
- Tackle prejudice, and
- Promote understanding

9.3 The Act therefore imposes a duty on the Council which is separate from the general duty not to discriminate. When a Local Authority carries out any of its functions, including what Library service to provide, it must have due regard to the matters within the Section of the Act outlined above. The courts have made it clear that the local authority is expected to rigorously exercise that duty. The Children Act 2004 requires the Council to exercise its functions having due regard to the need to safeguard and promote the welfare of children – the impact of the changes to the service on young people have been considered as part of the equality impact assessment.

9.4 The full equalities impact assessment is attached at **Appendix 7** and should be read in conjunction with this report.

9.5 The main issues evidenced in the data and analysis will be the impact upon:

- Disabled residents may be unable to access during Open+ hours eg visually impaired,

- Access arrangements at Stalybridge for wheelchair users/those with prams/pushchairs or those unable to access via steps,
- Young people between the aged of 8 – 15 years who will be unable to access the library in Open+ mode unaccompanied by an adult who has signed up to the principles of Open+ membership,
- Groups may be affected by Open+ operating hours and this in turn may affect any vulnerable people who attend such groups

### **Mitigating the Impact**

- 9.6 The future vision does not include closing any library venues but to increase opening hours with a mix of staffed and Open+ operating hours. All venues will still retain some staffed time during each working weekday that they are currently open and customers can still access during these times if they are unable/unwilling to access when the library is in Open+ mode.
- 9.7 Ashton Library will retain its current opening hours and Open+ operating hours will not be implemented at this venue.
- 9.8 A spread of libraries will be staffed across the borough at their busiest times and travel time to an alternative venue on public transport will, in most cases, be within 20 minutes.
- 9.9 Where a disability/age/condition affecting access to a static library is an issue the Home Library Service can be accessed.
- 9.10 Work will be undertaken with groups that are affected by Open+ hours to find an alternative time or encourage continuation of the group in Open+ mode.
- 9.11 It is felt that implementing the vision with the proposed operating hours is reasonable and proportionate and offers the best value for money in terms of usage of the service against the cost to provide and the financial constraints of the Council

## **10. RISKS**

- 10.1 Relevant technology will need to be reliable in order for the vision to operate in an effective way. A tender exercise is underway and within the evaluation will be an assessment of the reliability of the technology sought.
- 10.2 Customers may choose not to utilise libraries in unstaffed mode meaning that libraries will be very busy during staffed times. The implementation of self-issue technology will enable customers to return and discharge items even when staff are present and will assist in minimizing queues.

## **11 STAFF IMPLICATIONS**

- 11.1 If the proposed operating model is implemented staffing levels within the service would need to be reduced. Currently there are 45.2 full time equivalent staff (FTE) required to operate the service whereas 38.6 FTE would be required under the new operating model. There are currently 2.67 FTE vacancies within the service which will not be filled. In addition to these vacancies a further reduction of 6.6 FTE would be required.
- 11.2 A new staffing structure would be developed and there may be a competitive process for some of the positions. However, some officers within the service requested voluntary severance/early retirement when the offer was previously available in 2015 but were unable to exit the authority as their posts were required at that time. With a reduction in the service if severance/early retirement were available there are likely to be officers wishing to take this

option. If this option is unavailable staff will be placed at risk and alternative posts will need to be sought.

- 11.3 Staff and Trades Unions have been kept up to date on the vision for the service and how this will be taken forward. They have been encouraged to take part in the public consultation however, it will be necessary to undertake specific consultation around the service review when implementing a new staffing structure.

## **12. CONCLUSIONS**

- 12.1 The Library service in Tameside is highly valued by residents, however there is no doubt that the pattern of usage of library services is changing and nationally there is a downward trend in visits and issues. In common with national statistics a downward trend in both visits and issues can be seen in Tameside Libraries over the years. Digital technology including the internet, competitive broadband prices, access to cheap smart phones/tablets, gaming and e.books have all played their part in this downward trend. It is clear that the service must adapt and develop to ensure it continues to be current and relevant to residents.
- 12.2 The Council is facing unprecedented financial challenges with cuts to the budget totalling £130m from 2010 due to the Government's austerity measures. These challenges are set to continue through the current comprehensive spending review. It is incumbent on all services, including the Library service, to continually review and refine the offer to ensure it is affordable in the current financial climate and achieves the required outcomes of those wishing to use the service.
- 12.3 Closing more libraries is not something the Council wishes to do and therefore consultation has been undertaken on implementation of a vision to significantly enhance the opening hours with a mix of staffed and Open+ operating hours. The vision includes self-issue technology to return and discharge stock, self-booking on PCs and self-managed printing/photocopying. The vision secures the future of the 8 libraries around the Borough, allowing customers to become independent users and have more control over how and when they interact with the service. Targeted support will be available during staffed operating hours for those who want/need it.
- 12.4 63.15% of those responding to the Big Conversation and 50.94% young people taking part in specific consultation indicated that this vision was preferable to closing more libraries.
- 12.5 Implementing the proposed operating model increases access to the library buildings from the current 276 hours per week to 498 hours per week. An increase of 219 hours per week from the current available hours (79.35%).
- 12.6 It is recognised that currently there is no self-issue technology available in Tameside Library Service and therefore this will be a big change for customers. Provision is included in the implementation to assist customers to become familiar with this technology.
- 12.7 No Libraries will be closed and staffed times will be available at all venues for some part of each working weekday where there is currently staffed provision.
- 12.8 The impact of the changes has been fully evaluated and the Equality Impact Assessment is contained in brief at Section 8 and in full at **Appendix 7**.

## **13. RECOMMENDATIONS**

- 13.1 As detailed on the report cover.