

## JOINT MEETING OF EXECUTIVE CABINET AND AUDIT PANEL

**Day:** Wednesday  
**Date:** 14 December 2016  
**Time:** 2.00 pm  
**Place:** Lesser Hall - Dukinfield Town Hall

Item No.	AGENDA	Page No
1.	<b>APOLOGIES FOR ABSENCE</b> To receive any apologies for the meeting from Members of the Executive Cabinet.	
2.	<b>DECLARATIONS OF INTEREST</b> To receive any declarations of interest from Members of Executive Cabinet.	
3.	<b>MINUTES</b>	
a)	<b>EXECUTIVE CABINET</b> To consider the minutes of the last meeting of the Executive Cabinet held on 19 October 2016.	1 - 6
b)	<b>STRATEGIC PLANNING AND CAPITAL MONITORING PANEL</b> To receive the minutes of the meeting of the Strategic Planning and Capital Monitoring Panel held on 28 November 2016.	7 - 14
c)	<b>ENFORCEMENT CO-ORDINATION PANEL</b> To receive the minutes of the meeting of the Enforcement Co-ordination Panel held on 26 October 2016.	15 - 20
d)	<b>CARBON AND WASTE REDUCTION PANEL</b> To consider the minutes of the Carbon and Waste Reduction Panel held on 17 November 2016.	21 - 24
e)	<b>SINGLE COMMISSIONING BOARD</b> To receive the minutes of the meeting of the Single Commissioning Board held on 1 November and 6 December 2016.	25 - 36
f)	<b>ASSOCIATION OF GREATER MANCHESTER AUTHORITIES/GREATER MANCHESTER COMBINED AUTHORITY</b> To consider the minutes of the AGMA Executive Board and Greater Manchester Combined Authority held on 28 October and 25 November 2016.	37 - 66
4.	<b>ANNUAL AUDIT LETTER</b>	67 - 82

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From: Democratic Services Unit – any further information may be obtained from the reporting officer or from Robert Landon on robert.landon@tameside.gov.uk or 0161 342 2146, to whom any apologies for absence should be notified.

Item No.	AGENDA	Page No
	To consider the attached report of Grant Thornton, External Auditor.	
<b>5.</b>	<b>FINANCE MONITORING REPORTS</b>	
<b>a)</b>	<b>REVENUE MONITORING</b>	83 - 104
	To consider the attached report of the First Deputy (Performance and Finance)/ Assistant Executive Director (Finance).	
<b>b)</b>	<b>CAPITAL MONITORING</b>	105 - 124
	To consider the attached report of the First Deputy (Performance and Finance)/ Assistant Executive Director (Finance).	
<b>c)</b>	<b>TREASURY MANAGEMENT</b>	125 - 136
	To consider the attached report of the First Deputy (Performance and Finance)/Assistant Executive Director (Finance).	
<b>d)</b>	<b>INVEST TO SAVE - CHILDREN'S SERVICES</b>	137 - 150
	To consider the attached report of the Executive Member (Children and Families)/Executive Director (People).	
<b>6.</b>	<b>LIBRARY SERVICE DELIVERY MODEL</b>	151 - 334
	To consider the attached report of the Executive Member (Healthy and Working)/Head of Stronger Communities.	
<b>7.</b>	<b>HOUSING POLICY ON DISCRETIONARY POWERS TO ACCOMMODATE</b>	335 - 358
	To consider the attached report of the Executive Member (Healthy and Working)/Executive Director (People).	
<b>8.</b>	<b>EXEMPT ITEMS</b>	
	That under Section 100A of the Local Government Act 1972 (as amended) the press and public be excluded for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A of the Act and in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, because disclosure of the personal information contained in the report would be in breach of Data Protection principles.	
<b>9.</b>	<b>BUYING FREEHOLD OF COUNCIL ASSETS</b>	359 - 362
	To consider the attached report of the First Deputy (Performance and Finance)/Assistant Executive Director (Finance).	
<b>10.</b>	<b>URGENT ITEMS</b>	
	To consider any items which the Chair is of the opinion shall be considered as a matter of urgency.	

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From: Democratic Services Unit – any further information may be obtained from the reporting officer or from Robert Landon on robert.landon@tameside.gov.uk or 0161 342 2146, to whom any apologies for absence should be notified.

## MEETING OF EXECUTIVE CABINET

19 October 2016

Commenced: 2.00 pm

Terminated: 2.45 pm

**Present:** Councillor K. Quinn (Chair)  
Councillors Cooney, J. Fitzpatrick, Gwynne, Robinson, Taylor, L Travis and Warrington

### 25. DECLARATIONS OF INTEREST

There were no declarations of interest submitted by Members of the Executive Cabinet.

### 26. MINUTES

#### (a) Executive Cabinet

Consideration was given to the Minutes of the meeting of Executive Cabinet held on 31 August 2016.

#### RESOLVED

**That the Minutes of the meeting of Executive Cabinet held on 31 August 2016 be taken as read and signed by the Chair as a correct record.**

#### (b) Strategic Planning and Capital Monitoring Panel

Consideration was given to the minutes of the meeting of the Strategic Planning and Capital Monitoring Panel held on 5 September 2016 together with the recommendations therein and it was:

#### RESOLVED

##### Asset Management Update

- (i) That the list of disposals identified in Appendix 1 to the report be approved.
- (ii) That the opportunity to purchase an industrial site on Boodle Street, Ashton, with marriage value to existing Council land for investment / development with a purchase price expected to be less than £130,000 be made from the opportunity purchase fund with any return realised on the investment being used firstly to replace the resource in the fund be approved.
- (iii) That the allocation of £78,624 to undertake building condition replacement / repair projects as detailed in the report be approved.

##### Engineering Capital Programme

**That the allocation of Capital Funding and the approval of schemes as detailed in the report be supported.**

##### Education Capital Programme

- (i) That the allocation of additional Basic Need grant funding totally £621,053 to the schemes detailed in Section 4 and Table 1 of the report be approved relating to increased cost estimates for the schemes concerned.
- (ii) That amendments to the amount of School Condition / Maintenance grant funding supporting the schemes described in Section 5 and Table 2 of the report be

approved resulting in a net reduction of £95,726 of funding previously approved to support those schemes.

- (iii) That the reduction of £236,326 of funding supporting the schemes described in Section 6 and Table 3 of the report be approved.

**(c) Single Commissioning Board**

Consideration was given to the Minutes of the meetings of the Single Commissioning Board held on 6 September 2016 and 4 October 2016.

**RESOLVED**

**That the Minutes of the meetings of the Single Commissioning Board held on 6 September 2016 and 4 October 2016 be received.**

**(d) Carbon and Waste Reduction Panel**

Consideration was given to the Minutes of the meeting of the Carbon and Waste Reduction Panel held on 8 September 2016.

**RESOLVED**

**That the Minutes of the meeting of the Carbon and Waste Reduction Panel held on 27 July 2016 be received.**

**(e) Association of Greater Manchester Authorities / Greater Manchester Combined Authority**

Consideration was given to a report of the Executive Leader and Chief Executive which informed Members of the issues considered at the Greater Manchester Combined Authority meetings held on 26 August 2016 and 30 September 2016, the Joint Meeting of the Greater Manchester Combined Authority and AGMA Executive Board on 26 August 2016 and the Forward Plan of Strategic Decisions of the Greater Manchester Combined Authority and AGMA Executive.

**RESOLVED**

**That the content of the report be noted.**

**27. FOUR YEAR EFFICIENCY PLAN**

Consideration was given to a report of the Deputy Executive Leader and the Assistant Executive Director (Finance) setting out an Efficiency Plan for the Council. The preparation and submission to Government of an Efficiency Plan was necessary to access a four year finance settlement for Revenue Support Grant covering the period 2016/17 to 2019/20 and focused on laying the foundations for delivering a balanced and sustainable budget over the four year timeframe.

The Council would keep under review all cost and service demands on a regular basis to ensure all known relevant costs could be afforded throughout the four year period. With a fixed funding settlement in place, such costs would have a direct bearing on the size of the savings programme in each year. The underlying assumption was that all income would be maximised and expenditure would only be incurred where it was necessary for service delivery. Thereafter the approach could be divided into themes briefly commented on in the report as follows:

- Continuous assessment of efficiencies and value for money;
- Innovation and transformation;
- Reducing demand;
- Invest to save opportunities, including growing the resource base;
- Other opportunities in the current low interest rate environment.

In conclusion, it was stated that the Council had ambitious plans to deliver growth in the Borough and to improve the health and wellbeing of its residents. This was in the context of severely constrained resources available to the Council referred to in the report. In order to have increased certainty of the resources available the Council wished to take up the offer of a fixed four year settlement with the Government. This was on the understanding that the settlement represented the minimum funding level available, i.e. if extra resources were made available to Local Government then the Council was not precluded in benefiting from this injection of funding.

#### **RESOLVED**

- (i) That approval be given to take up the offer of a four year settlement as set out in the Secretary of State's letter of 10 March 2016.**
- (ii) That the submission of this efficiency plan to satisfy the requirements of the four year settlement offer be approved.**

#### **28. NEIGHBOURHOOD PLANNING**

Consideration was given to a report of the Deputy Executive Leader and the Assistant Executive Director (Development, Growth and Investment) explaining that the opportunity for neighbourhoods to influence the future of their area was a principle established in the National Planning Policy Framework. Under the Town and Country Planning Act 1990, as amended by the Localism Act 2011, the Council had a statutory duty to assist communities in the preparation of neighbourhood development plans and to take plans through a process of examination and referendum. The Localism Act 2011 (Part 6 chapter 3) sets out the Council responsibilities as:

- Designating a forum;
- Designating the area that the forum covers;
- Advising or assisting communities in the preparation of a neighbourhood plan;
- Checking a submitted plan meets the legal requirements;
- Arranging for the independent examination of the plan;
- Determining whether the neighbourhood plan meets the basic conditions and other legal requirements;
- Subject to the results of the referendum in the designated area, bringing the plan into force.

It was recognised that the establishment of neighbourhoods and areas was a positive step in engaging local areas to influence how development growth could be accommodated. Specific reference was made to the proposed operational procedures for dealing with Neighbourhood Forum and Area applications and the service framework as the basis on which the Council would provide support to the development of neighbourhood plans following designation of Neighbourhood Forums and Areas, noting that current resources were very limited.

A neighbourhood plan was a community-led framework for guiding the future development and growth of an area. It could contain a vision, aims, planning policies, proposals for improving the area or providing new facilities or allocation of key sites for specific kinds of development. Neighbourhood Plans were one of a suite of documents forming part of the statutory planning framework for an area but conformed with the planning policies and guidance at local, national and European level. The plan would also need to demonstrate involvement of the local community throughout the plan preparation and decision making and it would be subject to a community referendum upon completion. Once such a plan was made and adopted, it would become a statutory plan and be part of the Local Development Framework and used in making decisions on planning applications.

It was explained that the idea of Neighbourhood Forums and Plans often came about from a community desire to prevent or control development. Advice and guidance was quite clear that whilst the community might have concerns over a particular and potentially imminent development proposal in their area, the Neighbourhood Plan was not the correct mechanism to deal with it. Plans looked forward and would take time to develop and any planning proposals or applications

put forward in advance of a neighbourhood plan would be dealt with through normal planning processes.

In conclusion, it was stated that having received an application to establish a Neighbourhood Area and Forum it was important for the Council to establish appropriate internal policies and procedures in order to ensure that its responsibilities were met and that decision making was transparent.

#### **RESOLVED**

- (i) That the operational procedures for meeting the Council's responsibilities in relation to Neighbourhood Planning as set out in Section 4 be approved.**
- (ii) That Council be RECOMMENDED to approved that the designation of a Forum or Area should be delegated and determined by the Strategic Planning and Capital Monitoring Panel following the publication of applications for Neighbourhood Forums and Areas undertaken by the Executive Director (Place) in consultation with the Borough Solicitor.**
- (iii) That approval be given to the proposed outline Service Framework as the basis on which the Council would provide support to the development of Neighbourhood Plans following designation of Neighbourhood Forums and Areas, noting that current resources were very limited.**

#### **29. PUBLIC HEALTH ANNUAL REPORT**

The Director of Public Health and Performance submitted her Annual Report 2015/16 themed around self-care. The report emphasised that focusing on self-care would help people to increase their confidence to live well, improve their quality of life and improve the patient experience. The report highlighted existing programmes of work and showed where real opportunities existed as a result of the restructure brought about by Care Together and Greater Manchester Devolution.

Members of Executive Cabinet commented favourably on the Annual Report and accompanying video presentation.

#### **RESOLVED**

**That the recommendations and the proposed approach and actions highlighted in the report be noted and used to inform service development and commissioning of the system wide self-care programme.**

#### **30. REPLACEMENT OF ST ANNE'S ROAD MOTORWAY BRIDGE, DENTON, AND CONSEQUENTIAL TRAFFIC SCHEME**

Consideration was given to a report of the Assistant Executive Director (Environmental Services) seeking approval to put in place the required temporary traffic regulation orders under the Traffic Regulation Act 1984 (as amended), to enable Highways England to carry out necessary works resulting in a scheme to replace the motorway bridge over the M67 in Denton.

The bridge was managed and maintained by Highways England, who had identified that it was in a substandard condition and there was the need for it to be replaced in a planned and managed way for future safety reasons. The proposals put forward by Highways England, upon which they intended to publicly consult in the autumn, had been considered by the Council's engineering and highways service to be the best possible option in the interests of both the Borough and the local community taking into account the following key considerations:

- Safe movement of traffic;
- Pedestrian safety;
- Construction movement;

- Traffic congestion minimisation;
- Maintenance of activities for local business;
- Minimisation of impact on local schools;
- No capacity on other local routes to improve access to accommodate HGV traffic;
- Reduction of speed and flow of traffic through a single lane operation within the proposal;
- During the consultation process the Council would approach Highways England and their agents and request they provide details of any community mitigation plans they would be providing at the end of the project to offset the inconvenience to local residents throughout the works.

It was explained that the traffic regulation function would normally be carried out through the Council's Scheme of Delegation by the Director of Place. However, on this occasion the Executive Member who had oversight of this area on behalf of the Council was prejudicially impacted by the proposals by Highways England because of her home location.

In light of this conflict and to ensure transparency and fairness in the interests of residents of the Borough, it was proposed that the Executive Cabinet consider the officer recommendation that the Council supports the Highway England proposals and embark on the Traffic Regulation Order process as soon as it was in receipt of the final scheme from Highways England, expected to arrive following close of their consultation period.

**RESOLVED**

**That approval be given to the advertisement and potential making of any appropriate temporary Traffic Regulation Orders required to support the proposed scheme by Highways England to carry out necessary works to replace the motorway bridge over the M67 in Denton.**

**31. EXCLUSION OF THE PRESS AND PUBLIC**

**RESOLVED**

**That the public be excluded for the following item of business on the grounds that it contains exempt information as defined in paragraph 3 and Rule 10 of Part 1 of of Schedule 12A to the Local Government Act 1972 (as amended). It would not, on balance, be in the public interest to disclose this information to the public because it related to the financial and business affairs of the Council and third parties.**

**32. INDEMNITIES CONCERNING THE CONTRACT FOR THE PROVISION OF HELPING PEOPLE TO LIVE AT HOME SERVICE AND EXTRA CARE SUPPORT SERVICE**

Consideration was given to a report of the Executive Member (Adult Social Care and Wellbeing) / Interim Assistant Executive Director (Adults Services) outlining recent problems in the preparation to transfer contracts for the home care service to new providers awarded contracts following tender. The issue surrounded the potential cost to new providers of a successful claim by staff for unpaid travel time the responsibility for which, would transfer to new providers under TUPE regulations.

**RESOLVED**

**That it be agreed as a matter of last resort that the Council could provide an indemnity to the provider awarded the Contract for the provision of Helping People to live at Home Service and Extra Care Support Service against claims from the incumbent provider's former employees in relation to unpaid travel time, the form of which, to be agreed by the Head of Legal Services in consultation with the Assistant Executive Director of Finance and the necessary arrangements be made to reflect in the Council's accounts.**

**CHAIR**

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# Agenda Item 3.b

## STRATEGIC PLANNING AND CAPITAL MONITORING PANEL

28 November 2016

Commenced: 2.00pm

Terminated: 2.30pm

Present:

Councillor K Quinn (in the Chair)

Councillors Cooney, Dickinson, Fairfoull, J Fitzpatrick McNally and Taylor

Chief Executive:

Steven Pleasant

Monitoring Officer

Sandra Stewart

Section 151 Officer:

Ian Duncan

Also in attendance:

Angela Hardman, Robin Monk, Damien Bourke, Ian Saxon, Alison Lloyd-Walsh, Paul Moore and Beverley Stephens.

Apologies for Absence:

Councillor B Holland

### 17. DECLARATIONS OF INTEREST

Members	Subject Matter	Type of Interest	Nature of Interest
Councillor Taylor	Agenda Item: 6 – Active Tameside Capital Programme Update	Prejudicial	Chair of Active Tameside

*Councillor Taylor left the room during consideration of the above and took no part in the voting or discussion thereon.*

### 18. MINUTES

The Minutes of the meeting of the Strategic Planning and Capital Monitoring Panel held on 5 September 2016 were signed by the Chair as a correct record.

### 19. CAPITAL MONITORING REPORT – QUARTER 2 2016/17

Consideration was given to a report of the First Deputy (Performance and Finance)/Assistant Executive Director (Finance) summarising the capital monitoring position at 30 September 2016. The report showed projected capital investment of £56.556 million by March 2017. This was £12.655 million less than the current programmed spend. Re-phasing of £12.380 million into the next financial year was therefore proposed.

Details of the capital expenditure to date and projected outturn 2016/17 were shown by service area and Section 3 of the report referred to the most significant scheme variations.

Particular reference was also made to: compulsory purchase orders, indemnities and potential liabilities, the changes to the approved 3 year capital programme, capital receipts and prudential indicators and it was -

## **RESOLVED**

- (i) That the current capital budget monitoring position be noted;**
- (ii) That the resources currently available to fund the capital programme be noted;**
- (iii) That the re-phasing to reflect up-to-date investment profiles be approved;**
- (iv) That the current position in regard to Compulsory Purchase Orders (CPOs) and Indemnities be noted;**
- (v) That the changes to the capital programme be approved;**
- (vi) That the capital receipts position is noted; and**
- (vii) The updated Prudential indicator position be approved.**

## **20. EDUCATION CAPITAL PROGRAMME UPDATE**

Consideration was given to a report of the Assistant Executive Director (Development, Growth and Investment) advising Members of the Panel on the latest position with the Council's Education Capital Programme 2016/17 and sought approval for various recommendations as set out in the report.

The report gave details of:

- Funding allocation;
- Basic Need Schemes progress update, including requests for additional funding allocations;
- School Condition and Capital Maintenance progress update, including request for funding amendments;
- Requests for scheme funding to be reduced on the Capital Programme;
- Procurement and value added; and
- Risk Management.

The report concluded that there had been significant capital investment in schools over the recent past to support the Council's delivery of its statutory responsibilities connected with the provision of sufficient and suitable places. The work identified would enable the Council to meet its statutory duties.

## **RESOLVED**

**That the following RECOMMENDATIONS be made to Executive Cabinet:**

- (i) The allocation of Basic Need grant funding schemes as outlined in Section 3 and Appendix 1 of the report;**
- (ii) The allocation of School Condition and Maintenance funding schemes as outlined in Section 4 and Appendix 2 of the report; and**
- (iii) The reduction of £100,000 of funding for schemes within the capital programme as outlined in Section 5 of the report.**

## **21. CORPORATE ASSET MANAGEMENT UPDATE**

Consideration was given to a report of the Assistant Executive Director, Development, Growth and Investment, detailing the progress on the disposal of the Council's surplus assets, anticipated capital receipts that would be realised and investment that was required to maintain those buildings being occupied and retained or dilapidated arising from the termination of leases.

With regard to the disposal of assets, it was reported that the Asset Disposal process continued with a figure of £7,289,500 achieved in the last 11 months.

Planning, Public Consultations and Section 77 consultations were now underway on the 5 larger school sites and a process of active marketing was also on track. Work was underway on master planning the large site at Windsor Road in Denton and discussions around a potential disposal were ongoing.

It was reported that continued focus was being placed on future auctions with eight sites being submitted for December and work was ongoing for a number of sites to be potentially sold at future auctions.

Properties being actively marketed for sale or lease would be advertised on the Council's website, in addition to the marketing agents sites. Where potential disposals would impact on tenants, for example sale of garage or garden plots, which had become too expensive to administer, written notification would be given to tenants in advance for the proposed sale.

With regard to leased buildings, as reported at previous meetings of the Panel, the Council's policy was to terminate leases it had for buildings owned by others and to relocate services to surplus space in Council owned properties, where this delivered value for money, to reduce the revenue cost of operating and occupying buildings.

With regard to investment in civic and corporate buildings, it was reported that there was no reactive maintenance budget included within the corporate landlord budgets and any repairs or upgrading of buildings required a request for additional investment to be made to the Panel for approval by Cabinet. In the past few months a number of requests had been received for repairs for civic and operational buildings for which there was no revenue or capital budget allocation. Analysis of capital spends for September 2016 was £46,987.66. In addition there had been spend of £16,000 in regard of property related revenue type spend in the same period.

An analysis of the capital investment required in respect of health and safety/essential operational repairs was detailed in the report. In some cases, repairs had already been undertaken to allow the buildings to remain operational.

## **RESOLVED**

**That the following RECOMMENDATIONS be made to Executive Cabinet:**

- (i) That the list of disposals identified in Appendix 1 to the report be approved; and**
- (ii) That the allocation of £46,987.66 to undertake building condition replacement/repair projects as detailed in the report, be approved.**

## **22. ENGINEERING CAPITAL PROGRAMME 2016/17**

Consideration was given to a report of the Assistant Executive Director – Environmental Services, which gave comprehensive details of the total 2016/17 Engineering Capital programme for Environmental Services and identified the sources of funding for 2016/17 and 2017/18. This was set out in **Appendix 1** to the report. It complemented earlier reports to the Strategic Planning and Capital Monitoring Panel in July and September 2016, which set out details of the Highways Structural Maintenance Programme for 2016/17 from within the Engineering Maintenance Block Allocation and other capital schemes.

It was explained that in order to support the objectives and strategies at a local and regional level through the Tameside Sustainable Community Strategy, the Third Greater Manchester Local Transport Plan and national goals of economic regeneration and reduced carbon emissions, the proposed Capital Programme was divided into a number of headings based on the funding shown in **Appendix 2** to the report. This allocated proposed funding allocations to each heading, which included re-profiled budget from 2015/16 and outlined within the report as follows:

- Capital Minor Works Budget (Total £0.143m);
- Structural Maintenance (Bridges and Structures) (Total £0.953m);
- Structural Maintenance (Principal/Non Principal Roads) (Total £1.712m);
- Street Lighting (Total £0.149m);
- Other Works (total £9.477m); and
- Vision Tameside.

## **RESOLVED**

**That the following RECOMMENDATIONS be made to Executive Cabinet:**

- (i) **That the total Engineering Capital Programme 2016/17, as set out in Appendix 1 to the report, be approved including any increases identified at paragraph 2.4 of the report.**

### **23. DEVELOPER AGREEMENTS, CONTRIBUTIONS AND SECTION 106 AGREEMENTS**

Consideration was given to a report of the Assistant Executive Director, Development, Growth and Investment, summarising the current position with regard to receipts received from Section 106 Agreements and Developer Contributions and made comments for each service area.

It was reported that the summary position as at the period 31 October 2016 for Section 106 Agreements totalled £352,000, with Developer Contributions totalling £276,000. The balance of unallocated section 106 funds and developer contributions were as follows:-

- Services for Children and Young People - £184,000 (s106) and £61,000 developer contributions;
- Community Services (Operations and Greenspace) - £136,000 (s106) and £201,000 developer contributions; and
- Engineering Services - £31,000 (s106) and £14,000 developer contributions.

A section 106 agreement had been signed for an application at Charlotte House, Albert Road, Hyde. The planning application comprised the demolition of Charlotte House and the construction of a new apartment block containing 16 two bed apartments. The development provided commuted sums to mitigate against the impact the proposal may have on off-site open space provision. The sum of £6,400 would go towards an enhanced play area surface at the park on Croft Street, Hyde.

A section 106 agreement had been drafted for an application at St Stephens Church, Bennett Street, Hyde. The planning application comprised the conversion of the existing church into 16 no. apartments and erection of 14 houses on land adjacent to the church. The development provided commuted sums to mitigate against the impact the proposal may have on education. The sum of £25,000 would go towards the development of the new Discovery Academy in Porlock Street, Hyde.

It was reported that the section 106 agreement proposed for an application at the former Conservative Club on Vernon Street, Ashton would not now apply due to the number of apartments approved for development.

The sum of £20,632.37 would go towards infrastructure improvements to King George's Park, Cedar Park and Smallshaw Fields to include new bins and benches, new play equipment and more sustainable planting. The sum of £16,482.24 would fund new and improved cycle and pedestrian links between Ashton and Queens Road/Palace road as part of the Ashton-Stalybridge circular route identified in Tameside Cycling Strategy Options report.

A section 106 agreement had been proposed for an application at 32 Denton Road, Audenshaw. The planning application comprised the demolition of existing gym and the construction of a new apartment block containing 13 two bed apartments. The development provided commuted sums to mitigate against the impact the proposal may have on off-site open space provision and highways.

The sum of £7,944.59 would assist the Council in providing footpath links to Shepley Wood to the east of the site.

The sum of £7,018.36 would fund highway safety improvements at the junction of Guide Lane, Shepley Lane and Denton Road, Audenshaw.

In respect of requests to draw down funding, Operations and Greenspace had requested a drawdown of £8,500; this was the remaining balance from the Morris Homes Development in Audenshaw S106 Agreement no. 05/00840/OUT. This funding would be used for Environmental Improvements in Audenshaw.

As previously reported to Strategic Capital Panel, it was explained that the Council continued to collect developer obligations for site specific mitigation via S106 agreements, smartly pooling tariff style contributions to avoid limits introduced by the Community Infrastructure Level (CIL) Regulations. The online calculator assists in generating a contribution tariff figure that was fair, reasonable and proportionate in its scale to a proposed development.

In November 2014, the government introduced a lower development threshold limit from which tariff style contributions should not be sought via a Written Ministerial Statement. The Government's decision to introduce such a threshold was challenged by a number of authorities, with the High Court ruling in their favour in July 2015. The Court of Appeal however had recently overturned this, with the effect of re-introducing the initial Government policy announcement.

It was noted therefore that current national policy directed that current national policy directed that tariff style contributions should not be sought from developments of 10 units or less, and which had a maximum combined gross floorspace of no more than 1,000 sqm.

Obligations requested by the Council were supported by the policy framework set out within the adopted Unitary Development Plan (specifically policies: H5-Greenspace, H6-Education and T13-Highways). In the case of policy H6, a minimum development limit of 25 or more dwellings already applied and therefore the above changes to national policy did not affect the Council's ability to request contributions toward this type of infrastructure.

It was further noted that national policy advised there may still be instances, even where the development threshold limits applied, that obligations may be required to make a site acceptable in planning terms.

The Panel were informed that in order to effectively manage the post April 2015 s106 smart pooling system, the Council had implemented a number of technical and policy changes. However, alongside this, a robust monitoring system was required as previously identified and brought to the attention of the Panel.

These processes and procedures were currently the subject of an internal audit. Although it was envisaged the outcome findings of the audit and appropriate responses would be in a shareable position, the audit remained ongoing, albeit in its latter stages.

Draft outcomes of the internal audit were expected shortly which would assist in identifying an appropriate set of further actions requiring attention and the resources required to deliver on these. Ultimately officers would welcome the outcome findings of the audit and share them with the Panel in due course in helping to further deliver a robust and effective process.

## **RESOLVED**

**That the following RECOMMENDATIONS be made to Executive Cabinet:**

- (i) That the content of the report be noted; and**
- (ii) That authority be given to release funds from the following available resources:  
Section 106 – Environmental Improvements in Audenshaw (£8,500).**

## **24. STRATEGIC TRANSPORT REVIEW – COUNCIL FLEET VEHICLES – FLEET REPLACEMENT PROGRAMME 2017**

Consideration was given to a report of the Assistant Executive Director – Environmental Services, which explained that the Council currently operated a varied fleet of 152 vehicles of varying types from vans to refuse vehicles to provide its numerous services to the residents of the Borough. It also operated a fleet of 134 items of plant equipment giving a total fleet size of 286 vehicle and plant.

Members were informed that a report for the essential replacement of 58 vehicle and plant had been approved by the Panel on 13 July 2015.

This report identified a further 129 vehicles and plant of various specifications that were now due replacement in 2017/18.

Following consultations with Service Unit Managers it had been determined that 64 of these 129 items were capable of remaining in service for a further 12 – 24 months.

Subsequently the report concentrated on the replacement of the remaining 65 items as being identified as being in need of essential replacement in order to continue the effective operation and delivery of services. The average age of replacement would be 8 years at 2017.

From these 65 items, 50 units would require funding via borrowing and 15 would be funded using Transport Services reserves set up for this purpose.

Of the 50 units requiring borrowing 9 were welfare buses, 8 of which currently on contract hire and had already had the contract extended by a further 12 months which was due to expire in May 2017.

It was now essential to the continued operation of services that the remaining 65 vehicles and plant were replaced.

The business case for the replacement of the vehicles and plant was detailed in the report and options were presented, which represented the best value way of meeting the Council's needs and achieving a variety of options of savings available, whilst maintaining the operational efficiency of services.

### **RESOLVED**

**That the following RECOMMENDATIONS be made to Executive Cabinet:**

- (i) That approval be given for the procurement of 65 vehicles and plant identified in the report via a competitive EU tendering process or approved frameworks and the necessary recommendation to Council to amend the Capital programme accordingly. All funding to be repaid by recharging service areas an annual rental to cover purchase, borrowing and maintenance costs covering the borrowing period of 8 years;**
- (ii) Based upon the results of the financial appraisal, that approval be granted for the purchase of the 65 vehicles and plant detailed in the main body of the report to be pursued by prudential borrowing and internal funding;**
- (iii) That an ongoing exercise be undertaken for the remaining fleet items in conjunction with its on-going review of services to ensure that the Council could call upon a fleet of vehicles to support the delivery of those identified services in the most effective manner; and**
- (iv) That when all capital and borrowing is repaid, rentals remain fixed to allow continued contribution to the Council's transport reserves to assist in future fleet replacement programmes.**

*Having declared a prejudicial interest, Councillor Taylor left the meeting during consideration of the following item and paid no part in the voting or decision thereon.*

## **25. ACTIVE TAMESIDE – CAPITAL INVESTMENT PROGRAMME UPDATE**

A report was submitted by the Assistant Executive Director, Development Growth and Investment providing a summary of progress to date with the delivery of the Council's capital investment programme into improving sports and leisure facilities in Tameside.

Individual elements of the programme were highlighted in the report as follows:

- Active Copley Heating Replacement (£0.369m)
- Active Copley Pitch Replacement (£0.177m)
- Active Medlock Roof Replacement (£0.120m)
- Active Hyde Wave Machine Replacement (£0.060m)
- Active Hyde Pool Extension (£2m)
- New Denton Wellness Centre (£14.7m)
- Active Dukinfield (ITRAIN) (£2.3m)
- Active Longdendale (Total Adrenaline) (£0.600m)

The Assistant Executive Director, Development Growth and Investment further informed Members of an amendment to the timescales reported for the New Denton Wellness Centre, which should read that the facility was due to complete in mid-2018.

### **RESOLVED**

- (i) **That the content of the report be noted; and**
- (ii) **That a further update on the progress of the individual elements detailed in the report be submitted to the next meeting of the Panel.**

**CHAIR**

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## ENFORCEMENT CO-ORDINATION PANEL

26 October 2016

Commenced: 10.30 am

Terminated: 11.50 am

**Present:** Councillor S Quinn (Chair)

Councillors Bowerman, Middleton, Robinson, Sweeton and Taylor

**In Attendance:** Aileen Johnson Head of Legal Services

Alan Jackson Head of Environmental Services (Highways)

Sharon Smith Head of Environmental Services (Public Protection)

Jason Dugdale Development Manager (Planning, Development and Investment)

Kevin Garside Integrated Neighbourhood Services Manager

**Apologies for** Councillor D Lane

**Absence:**

### 7. DECLARATIONS OF INTEREST

There were no declarations of interest submitted at this meeting.

### 8. MINUTES

The Minutes of the meeting held on 27 July 2016 were approved as a correct record.

### 9. ENFORCEMENT ACTIVITIES

#### (a) Planning

The Panel received a report of the Assistant Executive Director (Development, Growth and Investment) advising that the second quarter July to September 2016 showed that 79 complaints were received alleging breach of planning and building control, of which 55 were found to be proved as breaches. This represented a level of breaches of 66% meaning that nearly two thirds of the complaints received required further investigation and possibly further action. The level of breach had increased slightly from the first quarter but the number of complaints received had decreased by 25. This reduction was attributed to the service directing customers to use the online form on the Council's website to submit their complaint rather than over the telephone.

During the reporting period, four formal notices were issued. This included one Enforcement notice and three Section 215 (Untidy Land) notices. The Enforcement notice related to a address in Denton where the owners were operating a dog grooming, dog day care and dog boarding business from their residential property. The Section 215 (Untidy Land) notices related to one residential property in Stalybridge and two residential properties in Droylsden.

Enforcement action had recently been taken with regard to an empty privately owned residential property in Ashton-under-Lyne. The main concerns related to the property being open to trespass and the garden areas being in an untidy state and co-ordinated enforcement action was taken with colleagues in Housing Services to address the complaints. The property was reported to be attracting anti-social behaviour related problems with local youths congregating and using the garden as a cut through the land behind. Following several attempts to try and get the owner to

voluntarily secure the property a Section 215 (Untidy Land) notice was served on the owner requiring improvements to be made. As the owner did not appeal the notice and also failed to comply with the notice requirement, default works were carried out at the site in September 2016 by contractors at a cost of £708.00 and this cost was being recharged to the owner. Photographs included in the report showed the appearance of the rear garden area of the property before and after the intervention of Planning and Building Control Enforcement and Housing.

Reference was also made to **Appendix 1** containing details of the current enforcement activity and where formal notice had been served and cases recently concluded.

In conclusion, the Development Manager reported on an emerging issue at an address in Mottram where the owner was operating a waste disposal service from his residential property. The Development Manager would provide further details in his January 2017 update report.

## **RESOLVED**

**That the content of the Planning and Building Control enforcement activity update report be noted.**

### **(b) Environmental Enforcement**

Consideration was given to a report of the Assistant Executive Director (Environmental Services) summarising the key enforcement activity undertaken by the Environmental Enforcement Team during the period 1 January to 30 June 2016.

The Head of Environmental Services (Public Protection) was disappointed to report that the Service had commenced investigations into fresh complaints received about the Ashton-under-Lyne Travel Agent sentenced in July at Manchester Minshull Street Crown Court for offences under the Consumer Protection from Unfair Trading Regulations 2008. She would keep the Enforcement Co-ordination Panel updated as investigations progressed.

The involvement of Tameside Environmental Services in a Government backed programme – Business for All was outlined. The programme was designed to help regulators from across a region to develop a co-ordinated approach to deliver greater consistency of advice, making it simpler for business to understand regulatory support available, improve communication with business and demonstrate how good relations was good business. It had also been announced recently that ‘Regulation’ would be one of the new measures included in the fourth Greater Manchester devolution agreement. The new measure required the Greater Manchester Local Enterprise Partnership, the Growth Hub and Combined Authority work with Government to develop a strategic approach to the regulation of businesses, building on the Better Business for All national programme.

In addition, the following matters were highlighted and discussed:

- Improvements made at private water supplies in the borough;
- Food hygiene inspections carried out resulting in poor food hygiene ratings;
- Work carried out with multi-agency partners to tackle a range of issues often resulting in exploitation;
- Investigation into foam on the River Tame;
- Housing Prohibition Notice served on an unfit house;
- Update on Redmond Close, Audenshaw;
- Revocation of a premises licence for a store in Dukinfield;
- Meeting held with premises licence holder following a number of incidents at a premise in Stalybridge;
- Taxi driver application refused and results of taxi spot checks on Rossendale vehicles;
- Visits undertaken to commercial businesses to advise on waste disposal and littering; and

- Consultation on the proposed changes to policies and conditions for licensed taxi and private hire drivers and vehicles.

Members of the Panel made reference to recent communication from Jonathan Reynolds MP regarding noise nuisance from a plastics recycling company in Stalybridge and the Head of Environmental Services agreed to look into this matter.

## **RESOLVED**

**That the content of the Environmental Services enforcement activity update report be noted.**

### **(c) Engineering Services**

The Environmental Services Manager (Highways) submitted a report detailing information on enforcement activities relating to abandoned vehicles, skips, scaffolding, pay and display car parking / on-street parking, bus lane enforcement, banner permits and private drainage and utility works.

It was explained that due to the increasing reports of abandoned vehicles, communications and publicity would focus on checks being made using the DVLA website to confirm if the vehicle was taxed / MOT before being reported as abandoned. In terms of banner permits, 55 had been issued in the reported period and 17 illegal banners had been removed. Members reported recent occurrences of illegal banner / posters and the Head of Environmental Services agreed to investigate these incidents.

The Head of Environmental Services also made reference to Traffic Penalty Tribunals and a new online system designed to reduce the amount of time officers spend in submitting the appropriate documentation to the Tribunal. He gave a presentation of the appeals system now online, avoiding costly paper files.

The Chair proposed that a working group comprising Councillor Robinson, Councillor Bowerman and representatives of Legal Services and Environmental Services be established to consider 'A' Board enforcement.

## **RESOLVED**

- (i) That the content of the Engineering Services activity update report be noted.**
- (ii) That a working group comprising Councillor Robinson, Councillor Bowerman and representatives from Legal Services and Environmental Services be established to consider 'A' Board enforcement.**

### **(d) Neighbourhood Services**

Consideration was given to a report of the Head of Stronger Communities containing an update on progress with the two Integrated Neighbourhood Hubs and outlining activities carried out by Neighbourhood Services over the period 1 April to 30 June 2016 covering the following sections:

- Update on Integrated Working;
- Activity summary of Community Safety;
- Activity summary of Community Engagement; and
- Recommendations.

In terms of integrated working, daily meetings were continuing to take place in Ashton and Hyde police stations to consider issues affecting residents and communities. Neighbourhood Services officers moved into the two hubs on 9 May 2016 and since that date the North Hub had been presented with 130 cases and the South Hub had been presented with 114 cases. The majority of the cases investigated involved residents or families presenting multiple issues, with drug and alcohol misuse and mental health problems featuring in many. Reference was made to data

providing a breakdown of cases presented at the North and South Hubs and an example of how agencies had dealt with an issue concerning drug use at a property in multiple occupation in Ashton was provided.

The Integrated Neighbourhood Development Manager stated that recent media reports had suggested that hate crimes and incidents had increased since the European Referendum took place on 23 June 2016. With that in mind hate crimes and incidents would be monitored closely in the coming months. The Tameside Hate Incident Partnership held quarterly meetings to discuss incidents and develop and deliver an action plan aimed at reducing the number of incidents within the borough. This partnership included representatives from minority groups as well as partner organisations such as registered social landlords, Greater Manchester Police, probation services and various council services. During quarter 1 there were 99 crimes or incidents recorded but there had been no significant change in reports during this period.

Consideration was given to the data for reports of anti-social behaviour and it was reported that during quarter 1, 3,138 incidents were reported in Tameside. The highest number of reports totalling 931 was received in the North (Ashton Wards).

Members made reference to recent serious incidents of anti-social behaviour in Ashton resulting in damage to vehicles / property and threatening behaviour. It was understood that a dedicated Police Officer and two PCSOs would be joining the team next month to provide additional and much needed support.

#### **RESOLVED**

**That the content of the report be noted.**

### **10. PROCESS FOR DEALING WITH BREACHES OF PLANNING CONTROL**

Consideration was given to a report of the Assistant Executive Director (Development, Growth and Investment), drawing Members' attention to the introduction of a new Planning Enforcement complaint form. The new enforcement complaint form, a copy of which was appended to the report, and list of priorities and timescales would make it clear to customers how their complaint would be dealt with.

Work was currently being undertaken on the priorities and timescales and these would be submitted to a future meeting of the Panel.

#### **RESOLVED**

- (i) That the contents of the report and new enforcement complaint form be noted.**
- (ii) That a further report detailing priorities and timescales would be submitted to a future meeting of the Panel.**

### **11. PROCESS ON NOISE NUISANCE**

Consideration was given to a report of the Assistant Executive Director (Environmental Services) summarising the current procedure for the investigation of requests for service relating to alleged noise nuisance and proposed changes that would be necessary following a recent Local Ombudsman decision.

The Council had now revisited its duty to carry out assessments as to whether poor acoustic insulation was having a detrimental effect on occupiers of the properties using the Housing Health and Safety Rating System and take enforcement action if necessary. Currently there were two officers qualified to undertake these assessments and the Service would need to ensure adequate resources were in place to deal with any increase in service demand.

In conclusion, it was reported that a robust procedure for determining when requests for service were passed on for assessment under the Housing Health and Safety Rating System was being developed.

## **RESOLVED**

**That the proposed changes to the procedure for the investigation of requests for service relating to alleged noise nuisance following a recent Local Government Ombudsman decision be noted.**

## **12. WASTE POLICY AND ENFORCEMENT STRATEGY: DELIVERY OF ENFORCEMENT ACTIVITY**

Consideration was given to a report of the Assistant Executive Director (Environmental Services) providing an update on the implementation of the Council's new Waste Policy and Enforcement Strategy.

Work had begun to further develop the current successful 'Bin App' allowing members of the public and Councillors to report waste accumulations, fly-tipping, missed bins etc. The app would also allow the user to track the report and receive regular updates and notifications as to where their complaint was up to. Updates would be sent to the 10,000 users of the current bin app advising them to download the new application and this work was expected to be completed by January 2017.

It was explained that currently all waste complaints were either allocated to one of the Enforcement Officers (Internal / NSL staff) or were sent directly to the Operations Team for direct clearance. This would depend upon the circumstances and whether there was any evidence or not. The programme of training with NSL staff was currently ongoing and so far 8 NSL staff had received the second part of the training programme where NSL officers shadowed experienced enforcement officers and serving FPNs whilst under supervision.

During the period July to September 2016, 16 FPNs had been issued for littering offences, of these a total of 6 were sent to Legal Services as a result of non-payment of the fine.

The Panel heard that the enforcement team was forming closer links with the street cleansing staff within the Operations Service. It was proposed that a waste enforcement vehicle would visit the fly-tipped areas around the borough and would visually advertise the fact that it was looking for offenders and would take enforcement action. It was intended that the vehicle would be manned by an enforcement officer together with a member of the operations team. The enforcement officer would collate any evidence at the same time as the waste was being removed. This would assist in making the process of dealing with complaints much more efficient, cutting out a number of stages in the current process and reducing the number of complaints being received about the same job.

In exploring alternative ways to tackle fly-tipping, portable CCTV cameras had been purchased and would be deployed in hot spot locations and this targeted enforcement would ensure the best use of current resources. The use of the CCTV cameras would be overt and follow the Council's CCTV Policy. Results of the use of CCTV would be reported back to the Enforcement Co-ordination Panel.

In conclusion, the Head of Environmental Services (Public Protection) made reference to a large scale fly-tipping complaint on land owned by the National Grid. Approximately 20 articulated lorries arrived in broad daylight to deposit 80 tonnes of shredded household waste in large bales. Early indications linked this fly-tipping to a spate of similar instances across the North West and officers were working with the National Crime Team to identify the culprits and also with the National Grid to ensure the material was swiftly removed.

Members of the Enforcement Panel updated the meeting on their participation in recent Days of Action and in particular the disability blue badge enforcement day where they joined five teams working throughout the day at various location in the borough.

**RESOLVED**

**That the content of the update report be noted.**

**13. URGENT ITEMS**

The Chair advised that there were no urgent items for the consideration at this meeting.

**14. DATE NEXT MEETING**

It was noted that the next meeting of the Enforcement Co-ordination Panel would take place on Wednesday 25 January 2017 commencing at 10.30 am.

**CHAIR**

## CARBON AND WASTE REDUCTION PANEL

Thursday, 17 November 2016

**Commenced:** 10.00 am

**Terminated:** 10.45 am

**Present:** Councillors B Holland (Chair), Cooper, Peet, Pearce, Ryan, Taylor and R Welsh

**Apologies for Absence:** Councillor Kinsey

### 17. DECLARATIONS OF INTEREST

There were no declarations of interest.

### 18. MINUTES

The Minutes of the proceedings of the Carbon and Waste Reduction Panel held on 8 September 2016 were agreed and signed by the Chair as a correct record.

### 19. UPDATE ON ENERGY COMPANY OBLIGATION (ECO) PROJECT

The Head of Environmental Development provided an update on the 'Energy Company Obligation' project.

It was reported that Greater Manchester Local Authorities in conjunction with the energy company E.ON, were offering fully funded boilers, loft insulation and cavity wall insulation to residents who met the qualifying criteria. The offer had been promoted via distribution of posters and leaflets, newspaper advertisements, local radio advertisements, through work with local partners and had featured in the Citizen. The offer had been extended to December 2016 and eleven installs were currently being processed in Tameside. A waterfall graph detailing the total leads of the scheme were shown and explained to the Panel.

#### **RESOLVED:**

**That the information provided be noted.**

### 20. LOCAL AIR QUALITY MANAGEMENT

The Environmental Services Manager gave a presentation on Local Air Quality Management.

It was reported that the effects of air quality on public health were well documented and Public Health Outcomes Framework Indicator 3.01 suggested that 5.3% of deaths in England were associated with long term exposure to air pollution. The figure for the North West was 4.7% and Tameside was 5%. Local Authorities had a statutory duty to review and assess ambient air quality for 8 pollutants against health based standards. If any of these pollutants were predicted to exceed the targets an Air Quality Management Area (AQMA) needed to be declared and an Air Quality Action Plan (AQAP) implemented.

Members were informed that the Greater Manchester Local Authorities had formed a Joint Air Quality Working Group in order to ensure a co-ordinated approach to monitoring and modelling air quality across the conurbation. Areas of poor air quality were identified and the first AQMA was

declared in 2002, which was subsequently revised in 2005 and again in 2016. Road traffic had been identified as a major source of pollution and a map detailing Tameside's current AQMA was shown. It was confirmed that there were two stations in Tameside that continuously monitored air pollution with up to 40 spread across the borough.

Transport for Greater Manchester had been tasked with creating a revised AQAP, which was currently under consultation. The plan included a review of all policies, plans and strategies related to air quality and also identified key performance indicators to help categorise improvement actions according to the ways by which they could improve air quality through reducing traffic, increasing efficiency and improving their fleet.

In order to drive the plan it was proposed that a steering group be created at senior management level comprising of representatives from planning, transport/highways, environmental health and public health with input from climate change and carbon reduction programmes, sustainability strategies, low emission strategies, procurement policies and education.

**RESOLVED:**

- (i) That the information provided be noted;**
- (ii) That approval be given for the formation of an Air Quality Steering Group at senior management level; and**
- (iii) That the Air Quality Steering Group provides the Panel with regular updates on the progress of the Air Quality Action Plan.**

## **21. WASTE SERVICES UPDATE**

The Waste Services Manager provided an update on waste services. It was reported that Tameside's current recycling rate was 59%, which placed Tameside MBC as the third highest Local Authority in the North West. The capture of all recyclable material continued to increase and the amount of waste sent to landfill continued to decrease.

Members were notified that since October 2016 residents had been charged for replacement landfill bins, which had seen a 25% reduction in demand. Plans were in place to increase the frequency of the blue bin collection from three weekly to two weekly, which could increase the tonnage collected by up to 29%.

The impacts of bin swap were outlined and included a reduction in residual waste of 21%, an increase of 46% in the recycling of glass, plastic and cans, a 9% increase in the recycling of garden and food waste and a 29% increase in paper and cardboard recycling.

Following a period of education, enforcement activity had increased across the borough. Collaborative work with NSL had commenced and existing staff had been trained to issue waste related FPN's, which had seen a significant increase with over 40 FPN's being issued in October 2016 compared to 4 in September 2016. In addition, CCTV systems had been installed at ten hotspots around the borough.

**RESOLVED:**

**That the information provided be noted.**

## **22. GLOBAL RENEWABLES**

The Head of Environmental Development gave a presentation on global renewables.

Information was provided on La Rance Tidal Power located on the Rance River in Brittany, France. The tidal barrage was built in 1966 and contained 24 bulb turbines, which generated approximately 540GW and supplied 0.12% of France's electricity. It was reported that EU funding had been



secured for two tidal power projects in the UK on the North coast of Cornwall and Swansea Bay. The Cornish project would provide 15 MW of energy annually by 2021 and the project in Swansea would generate electricity for 155,000 homes for the next 120 years and would create over 33,000 construction jobs and 3000 operational jobs. The Swansea Bay Tidal Lagoon project would be a small prototype and once completed other larger lagoons would follow in Cardiff, Newport, Bridgwater Bay, Colwyn Bay and West Cumbria.

With regards to wind power, Members were notified that the wind farm located near Morecambe Bay would become the largest in the world by 2018, generating power for up to 460,000 UK homes.

Panel members were informed that on Saturday 9 April 2016 more electricity was generated by solar power than by coal in the UK and more electricity had come from solar panels than coal in-between April and September 2016. In May 2016 there had been six occasions where the UK was zero coal, which was the first time since 1882. This year more than half of the UK's electricity was generated from low-carbon sources including UK nuclear, imported French nuclear, biomass, hydro, wind and solar.

**RESOLVED:**

**That the information provided be noted.**

**23. DATES OF FUTURE MEETINGS**

It was noted that the Carbon and Waste Reduction Panel would meet as follows, commencing at 10:00am:

12 January 2017

16 March 2017

**24. URGENT ITEMS**

There were no urgent items.

**CHAIR**

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## TAMESIDE AND GLOSSOP CARE TOGETHER SINGLE COMMISSIONING BOARD

1 November 2016

Commenced: 2.30 pm

Terminated: 4.10 pm

**PRESENT:** Alan Dow (Chair) – Tameside and Glossop CCG  
Steven Pleasant – Chief Executive, Tameside MBC, and Accountable Officer, Tameside and Glossop CCG  
Richard Bircher – Tameside and Glossop CCG  
Christina Greenhough – Tameside and Glossop CCG  
Graham Curtis – Tameside and Glossop CCG  
Councillor Brenda Warrington – Tameside MBC  
Councillor Peter Robinson – Tameside MBC

**IN ATTENDANCE:** Aileen Johnson – Head of Legal Services  
Kathy Roe – Director of Finance  
Clare Watson – Director of Commissioning  
Ali Rehman - Public Health  
Anna Moloney – Public Health

**APOLOGIES:** Councillor Gerald P Cooney – Tameside MBC

### 87. DECLARATIONS OF INTEREST

There were no declarations of interest submitted by Members of the Board.

### 88. MINUTES OF THE PREVIOUS MEETING

The Minutes of the previous meeting held on 4 October 2016 were approved as a correct record.

### 89. FINANCIAL POSITION OF THE INTEGRATED COMMISSIONING FUND

The Director of Finance, Single Commissioning Team, presented a jointly prepared report of the Tameside and Glossop Care Together constituent organisations on the revenue financial position of the economy. It provided a 2016/17 financial year update on the month 6 financial position at 30 September 2016 and the projected outturn at 31 March 2017.

It was explained that the report included components of the Integrated Commissioning Fund (ICF) and the progress made in closing the financial gap for the 2016/17 financial year.

The 2016/17 financial year was particularly challenging due to the significant financial gap and the risk of CCG QIPP schemes not being sufficiently developed to deliver the required level of efficiencies in the year. Work was continuing to deliver improvement on the CCG QIPP position following submission of the recovery plan.

Members of the Board noted a summary of the financial position of the Tameside Hospital NHS Foundation Trust which provided an awareness of the overall financial position of the whole Care Together economy and highlighted the increased risk of achieving financial sustainability in the short term whilst also acknowledging the value required to bridge the financial gap next year and through to 2020/21.

In terms of a financial summary, it was explained that there was a clear urgency to implement associated strategies to ensure the projected funding gap was addressed and closed on a recurrent basis across the whole economy. Each constituent organisation would be responsible for the financing of their resulting deficit at 31 March 2017.

It was noted that additional non recurrent budget had been allocated by the Council to Adult Services (£8 million) and Childrens' Services (£4 million) in 2016/17 to support the transition towards the delivery of a balanced budget within these services during the current financial year.

#### **RESOLVED**

- (i) That the 2016/17 financial year update on the month 6 financial position at 30 September 2016 and the projected outturn at 31 March 2017 be noted.**
- (ii) That the significant level of savings required during the period 2016/17 to 2020/21 to deliver a balanced recurrent economy budget be acknowledged.**
- (iii) That the significant amount of financial risk in relation to achieving an economy balanced budget across this period be acknowledged.**

### **90. PERFORMANCE REPORT**

Consideration was given to a report of the Director of Public Health and Performance providing an update on CCG assurance and performance based on the latest published data. The August position was shown for elective care and an October snap shot in time for urgent care. Also attached was a CCG NHS Constitution scorecard showing CCG performance across indicators. It also included referral data and a section on care homes.

The assurance framework for 2016/17 had been published nationally. However, the framework from GM Devolution was still awaited.

Particular reference was made to the following matters:

- Performance issues remaining around waiting times in diagnostics and the A & E performance;
- The number of patients still waiting for treatment 18 and over continued to decrease and the risk to the delivery of incomplete standard and zero 52 week waits was being reduced;
- Cancer standards were achieved in August and Quarter 1 performance achieved;
- Endoscopy was still the key challenge in diagnostics particularly at Central Manchester;
- A & E standards were failed at Tameside Hospital Foundation Trust;
- Attendances and NEL admissions at Tameside Hospital Foundation Trust (including admissions via A & E) had increased;
- The number of Delayed Transfers of Care recorded remained higher than planned; and
- Ambulance response times were not met at a local or at North West level.

#### **RESOLVED**

- (i) That the 2016/17 CCG Assurance position be noted.**
- (ii) That the current levels of performance be noted.**

### **91. COMMISSIONING INTENTIONS 2017-19**

The Director of Commissioning submitted a report outlining the approach taken to the development of the Tameside & Glossop Commissioning Intentions for 2017-19. A draft commissioning intentions letter was appended to the report, which, once approved, would be shared with all providers.

It was explained that the commissioning intentions had been developed in line with national NHS planning and contract guidance, including the requirement that commissioning is on a 2 year basis for 2017-19.

## **RESOLVED**

- (i) That the approach taken to the development of the Tameside & Glossop commissioning intentions for 2017-19 be endorsed; and
- (ii) That the letter appended to the report be approved and that it be shared with providers in line with the NHS England contract timetable.

## **92. MENTAL HEALTH COMMISSIONING INTENTIONS**

### **RESOLVED**

**That this item be deferred to the next meeting of the Board.**

## **93. WHEELCHAIR SERVICES**

Consideration was given to a report of the Director of Commissioning, which explained that NHS Tameside & Glossop CCG currently commissioned wheelchair assessment and provision services from Stockport NHS Foundation Trust. This was formerly part of the community contract with Stockport NHS Foundation Trust, but the service did not transfer to Tameside NHS Foundation Trust on 1 April 2017 due to the joint commissioning and provision arrangements with 2 other CCGs. Oldham CCG was party to the Tameside & Glossop CCG contract for this service. Stockport CCG contract separately but for the same service.

It was reported that, prior to 31 March 2016, the funding arrangements were as follows:

- NHS Oldham CCG £466,572
- NHS Tameside & Glossop CCG £1,050,568
- NHS Stockport CCG £1,090,146

All three CCGs had comparable levels of activity despite the different level of investment.

Board members were informed that the contract currently in place between Tameside & Glossop CCG (Including Oldham CCG) was due to expire on 31 March 2017. Proposals for the commissioning of a wheelchair service (assessment and provision) including the procurement of a new service to start from April 2017, were set out in the report.

In respect of negotiations for 2016-17 contract, it was reported that, in light of the imbalance between the levels of investments, Tameside & Glossop CCG negotiated a reduction in the contract for 2016-17 from £1,050m to £821k, therefore achieving a recurrent Quality and Innovation Productivity and Prevention (QIPP) of £229k. This had been included in the financial recovery plan submitted to NHSE on 9 September as a recurrent saving.

With regard to the financial envelope for the new service, NHS England would be publishing a wheelchair report imminently. This would include currencies for use, but would not include a specific tariff, as NHS England needed to improve their reference costs and would change their guidance when this data was available. Therefore that was no national tariff on which the cost of/budget for a wheelchair service could be based.

In the absence of a national tariff, benchmarking of the cost of wheelchair services had been undertaken by the commissioning and finance staff in the Single Commission. Commissioners had determined that a new service, which met the national standards and requirement for the population of Tameside & Glossop could be commissioned with a budget of £600,000 per year.

In respect of potential co-commissioning with Oldham CCG, Oldham CCG had provisionally confirmed their initial intention to continue to be a party to the contract for wheelchair services going forward. However, as an equitable budget could not be agreed, it was anticipated that Tameside & Glossop CCG would undertake the procurement solely for the population of Tameside & Glossop. It would be a matter for Oldham as to how they then proceeded.

Board members were informed that a draft service specification had been produced and consultation commenced (including an Equality Impact Assessment and Quality Impact Assessment) with a view to using this specification as the basis for the re-procurement. Partners in existing provider organisations had been involved in the development of the specification, including representatives from Tameside & Glossop ICFT.

Whilst Tameside & Glossop ICFT were willing to provide support for the procurement process to ensure the service would fit in with the aims and objectives of Tameside & Glossop ICFT, this would not be permitted to delay the re-tendering of this service given the financial and operational imperatives for the service to be in place by 1 April 2017.

#### **RESOLVED**

- (i) That the Single Commissioning Board endorse the service of notice on the Stockport NHS Foundation Trust wheelchair contract to take effect on 31 March 2017.**
- (ii) That the Single Commissioning Board agree that;**
  - The Single Commission will seek to negotiate additional savings for the economy whilst having due regard for the recovery, health and welfare of those in need of the service;**
  - The Single Commission will continue to work with stakeholders on the finalisation of a service specification for wheelchair services. The specification will be in line with national guidance and will be subject to all necessary Impact Assessments;**
  - The Single Commission will work with Tameside and Glossop Integrated Care Foundation Trust to ensure the service is used effectively; and**
  - The Single Commission will use the Shared Business Services framework to retender and procure the new wheelchair services (inc. assessment and provision) to take effect from 1 April 2017.**

#### **94. COMMISSIONING OF INTEGRATED COMMUNITY EQUIPMENT SERVICES**

The Director of Commissioning submitted a report explaining that the Integrated Community Equipment Service (ICES) supplied equipment to Tameside and Glossop residents prescribed by occupational therapists, physiotherapists and community nurses. The service operated a store of equipment that was supplied directly to service user's homes and to peripheral stores for use by prescribers. The service also collected an recycled equipment no longer required.

It was reported that the ICES was provided under contract by Ross Auto Engineering Limited trading as Rosscare and the current contract would conclude on 30 September 2017 necessitating a procurement exercise to ensure a new service is in place from this date.

Rochdale and Oldham Boroughs, who also currently use the same provider (Rosscare), had expressed an interest in a joint procurement exercise.

Board members were further informed that a minor adaptations service, providing grab rails, stair rails and key safes, would conclude on 31 December 2016. It was explained that the service could easily be integrated into the ICES service as it was provided for the same client group and specified by the same practitioners. To integrate the service, permission was sought to extend the contract for up to 3 months to facilitate consultation under TUPE and to make a direct award to Rosscare for the minor adaptations service, co-terminus with the ICES contract and for the service to be incorporated within the ICES when reprocured.

In respect of proposals for future commissioning arrangements, Board members were asked to agree to further discussions with Tameside & Glossop ICFT to propose the transfer of the budget and contract responsibilities for community equipment (2017-20) to Tameside & Glossop ICFT once a contract had been awarded to a provide to provide the service from October 2017. This

would include the transfer of the remaining budget and all contract/performance management responsibilities.

## **RESOLVED**

- (i) That the continued allocation of finance of £1.7 million for the combined ICES and minor adaptations service be approved;**
- (ii) That a joint procurement with other local commissioners for a contract of 3+2 years be approved;**
- (iii) That the required waivers and authorisation to proceed with the proposals as detailed in the report be approved; and**
- (iv) It be noted that further discussions were to be held with commissioners and Tameside and Glossop Integrated Care NHS FT to propose the transfer of the future contract (2017-20) to Tameside & Glossop ICFT (to include transfer of the remaining budget and all contract/performance management responsibilities).**

## **95. HIV PREVENTION SERVICES**

A report of the Director of Public Health was submitted seeking agreement to continue the financial commitment to HIV Prevention and Support services until 31 March 2019. It was explained that current services were commissioned under joint arrangements for Greater Manchester Authorities by Manchester City Council. This request related to the services delivered by the following providers:

- Lesbian Gay Bisexual and Transgender Foundation (LGBTF)
- George House Trust (GHT)
- BHA Equalities (BHA)

The report detailed the proposed future commissioning intentions for HIV Prevention and Support Services and continued collaborative commissioning arrangements with the other areas in Greater Manchester (GM). The proposal was to consolidate the existing provision across Greater Manchester into a more streamlined service(s) that was responsive to the needs of the most at risk of HIV. Salford City Council was proposing to be the lead commissioner of these services on behalf of Greater Manchester Authorities with support from the Greater Manchester Sexual Health Network (GMSHN).

Board members were informed that the economy currently invested £22,560 per annum in Sexual Health HIV prevention across these three voluntary sector providers. This was the smallest amount invested by any Local Authority across Greater Manchester. Protecting the funding was important as it both funded the delivery of services to some of the most vulnerable and high risk population in terms of sexual health needs and gave access to the wider Manchester City region investment in these services. The continued commitment to this level of funding would maintain the economies of scale received by collaboratively commissioning across Greater Manchester. It was explained that the current lead commissioner, Manchester City Council, had authority to extend current contracts until 31 March 2019 with contracts due to expire on 31 March 2017. They were seeking agreement from Greater Manchester partners to continue the current arrangements until a procurement exercise could be conducted to implement a new service. It was proposed to extend current services by up to six months until 30 September 2017 or until a new service was in place if sooner.

It was further explained that Salford (as the proposed new lead commissioner) intended to manage the tender process and award a new service within the first three months of this extension (by 1 July 2017). The six month extension would offer some degree of flexibility in the timescales which may be necessary when agreeing the service model, financial investments and ensuring the outcomes of public consultation and impact on protected groups were carefully considered across Greater Manchester.

This continued commitment and proposed new service would align these services with the commissioning cycle of core clinical sexual and reproductive health services across Greater Manchester and the Greater Manchester Chlamydia screening service. It was envisaged all sexual health services could be re-tendered collectively with a new Greater Manchester service offer implemented from 1 April 2019.

#### **RESOLVED**

- (i) That the extension of the existing contractual arrangement for a maximum period of 6 months to 30 September 2017 from the current contract expiry date of 31 March 2017 be approved.**
- (ii) That it be noted that the Chief Finance Officer and Executive Director of Governance Resources and Pensions have agreed the extension in compliance with the Council's Procurement Standing Orders.**
- (iii) That the continued investment of £22,560 per annum (£11,280 for the 6 month maximum period as detailed in (i) above towards the existing Greater Manchester collaborative service offer, be approved. The investment will be financed via the Public Health directorate revenue budget which was within the Integrated Commissioning Fund Section 75 allocation.**
- (iv) That the continued participation within the new Greater Manchester collaborative service contract which will be commissioned by Salford to the period ending 31 March 2019 at a continued annual investment of £22,560 be approved in principle. The investment will continue to be financed via the Public Health directorate revenue budget which is within the Integrated Commissioning Fund Section 75 allocation. A further report will be presented to the Single Commissioning Board during 2017 in advance of the commencement of the new Greater Manchester service contract.**
- (v) That it be noted that the continued participation in principle, to the Greater Manchester collaborative arrangements (to 31 March 2019) is approved subject to a further detailed review of commissioning intentions beyond this date.**
- (vi) That it be noted that participation within a Greater Manchester combined sexual health service offer from 1 April 2019 including the level of associated investment, will be subject to a separate decision by Single Commissioning Board members at a later date.**

#### **96. ASHTON IN-HOUSE PHARMACISTS**

Consideration was given to a report of the Director of Commissioning, which presented the case for continuing funding of in-house pharmacists in the Ashton neighbourhood, using the Better Care Fund monies.

Board members were informed that in-house pharmacists were introduced in the Ashton Neighbourhood in the 2015/16 financial year funded from the Better Care Fund or the commissioning Improvement Scheme. Five Ashton practices who funded their schemes under the Commissioning Improvement Scheme (CIS) did not have a mechanism for the Clinical Commissioning Group to disburse funds to them as the CIS funding stream was paid to practices in two lump sums, which the practices then used to pay for the in-house pharmacists.

It was explained that it was accepted that in-house pharmacists provided financial savings to practice prescribing as well as reducing the workload on GPs. The medicines management team believes that if these five Ashton practices retained the services of an in-house pharmacist throughout 2016/17 this would be a major contributory factor in making significant savings on the Ashton prescribing budget.

#### **RESOLVED**

**That the five Ashton practices – Ashton GP Service, Bedford House, HT Practice, Tame Valley and Waterloo – receive funding from the Better Care Fund to cover the costs of in-house pharmacists for 2016/17.**



**97. URGENT ITEMS**

The Chair reported that there were no urgent items for consideration at this meeting.

**98. DATE OF NEXT MEETING**

It was noted that the next meeting of the Single Commissioning Board would take place on Tuesday 6 December 2016 commencing at 2.30 pm at New Century House, Denton.

**CHAIR**

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**TAMESIDE AND GLOSSOP  
SINGLE COMMISSIONING BOARD**

**6 December 2016**

**Commenced: 2.30 pm**

**Terminated: 3.30 pm**

**PRESENT:** Alan Dow (Chair) – Tameside and Glossop CCG  
Steven Pleasant – Chief Executive, Tameside MBC, and Accountable Officer, Tameside and Glossop CCG  
Councillor Brenda Warrington – Tameside MBC  
Councillor Gerald P Cooney – Tameside MBC  
Richard Bircher – Tameside and Glossop CCG  
Christina Greenhough – Tameside and Glossop CCG  
Graham Curtis – Tameside and Glossop CCG  
Alison Lea – Tameside and Glossop CCG

**IN ATTENDANCE:** Sandra Stewart – Director of Governance  
Stephanie Butterworth – Executive Director (People)  
Kathy Roe – Director of Finance  
Clare Watson – Director of Commissioning  
Ali Rehman – Public Health  
Anna Moloney – Public Health  
Debbie Watson – Public Health

**APOLOGIES:** Councillor Peter Robinson – Tameside MBC

**99. WELCOME AND CHAIR'S OPENING REMARKS**

In opening the meeting, the Chair welcomed Alison Lea, Commissioning Lead for Planned Care, who had joined the Board as the fourth GP member. He also made reference to his attendance at a recent meeting of commissioners and the ICO and reported progress in moving towards a single function giving quality consideration and assurance.

**100. DECLARATIONS OF INTEREST**

There were no declarations of interest submitted by Members of the Single Commissioning Board.

**101. MINUTES OF THE PREVIOUS MEETING**

The Minutes of the previous meeting held on 1 November 2016 were approved as a correct record.

**102. FINANCIAL POSITION OF THE INTEGRATED COMMISSIONING FUND**

The Director of Finance, Single Commissioning Team, presented a jointly prepared report of the Tameside and Glossop Care Together constituent organisations on the revenue financial position of the economy. It provided a 2016/17 financial year update on the month 7 financial position at 31 October 2017 and the projected outturn at 31 March 2017.

It also contained a summary of the Tameside Hospital NHS Foundation Trust financial position to ensure Board members had an awareness of the overall financial position of the whole Care Together economy and to highlight the increased risk of achieving financial sustainability in the

short term whilst also acknowledging the value required to bridge the financial gap next year and through to 2020/21.

Board members noted that the overall financial position of the Care Together Economy had improved by £357,000 month on month reducing the projected year end deficit to £6.2m or 1.4% of the full year budget from the original commissioner financial gap of £21.5m. There was a clear urgency to implement associated strategies to ensure the projected funding gap was addressed and closed on a recurrent basis across the whole economy.

It was explained that the risks in the year end had been identified and planned mitigations would require rigorous monitoring to ensure delivery of the CCG QIPP schemes. In addition, the Winter Plan reflected an integrated approach across the economy which was essential in managing delayed transfers of care (DTOCs) with implementation of the Home First transformation project critical to managing the level of DTOCs.

It was further reported that the current financial gap across the health and social care economy in Tameside and Glossop would be £70.2m by 2020/21. In 2016/17 the gap was £45.7m made up of £13.5m Tameside and Glossop CCG, £8m Tameside MBC and £24.2m ICO. The provider gap represented the underlying recurrent financial position at Tameside Hospital NHS Foundation Trust. However, the Trust was in receipt of £6.9m sustainability funding in 2016/17 resulting in a planned deficit of £17.3m. Reference was made to the initiatives / savings identified to close the financial gap.

#### **RESOLVED**

- (i) That the 2016/17 financial year update on the month 7 financial position at 31 October 2016 and the projected outturn at 31 March 2017 be noted.**
- (ii) That the significant level of savings required during the period 2016/17 to 2020/21 to deliver a balanced recurrent economy budget be acknowledged.**
- (iii) That the significant amount of financial risk in relation to achieving an economy balanced budget across this period be acknowledge.**

#### **103. PERFORMANCE REPORT**

Consideration was given to a report of the Director of Public Health and Performance providing an update on CCG assurance and performance based on the latest published data. The September position was shown for elective care and a November 'snapshot' in time for urgent care. Also included was the CCG NHS Constitution scorecard showing CCG performance across indicators. The format also included elements on quality from the Nursing and Quality directorate. Particular reference was made to the following:

- Performance issues remained around waiting times in diagnostics and the A&E performance;
- The number of patients still waiting for planned treatment 18 weeks and over continued to decrease and the risk to delivery of the complete standard and zero 52 week waits was being reduced;
- Cancer standards were achieved in September and quarter 2 performance achieved apart from 62 day consultant upgrade;
- Endoscopy was no longer a challenge in diagnostics at Central Manchester;
- A&E standards were failed at Tameside Hospital NHS Foundation Trust; and
- The number of Delayed Transfers of Care recorded had increased recently.

It was explained that the work was progressing on a revised format for presenting assurance and performance data at future meetings. It was critical to raising standards whilst meeting budgetary requirements that a clear outcome framework was developed, that was properly monitored and meeting the statutory obligations and regulatory framework of all constituent parties.

Board members were aware that at a meeting on the 28 October 2016, the Greater Manchester Health and Social Care Partnership Board approved as Assurance Framework, including Performance Dashboard, attached at **Appendix 1** to the report, as the basis for undertaking assurance on behalf of the Partnership. The dashboard comprised 30 key indicators encompassing the four elements of system performance, quality, finance and transformation. It was important that the performance dashboard was replicated going forward to ensure there was an understanding as to the locality was performing in a GM context in addition to any local indicators.

#### **RESOLVED**

- (i) That the 2016/17 CCG assurance position be noted.**
- (ii) That the current levels of performance be noted.**

#### **104. HOMESTART HOME VISITING AND BEFRIENDING SERVICE AND TWO YEAR OLD FREE EARLY EDUCATION ENTITLEMENT SUPPORT**

Consideration was given to a report of the Director of Public Health and Performance advising that work on how best to commission support to families and maximising available budgets had been ongoing since the beginning of the year. Agreement in early September 2016 was reached to commission a single more holistic low level family support service. The new service would be designed with the existing provider to better target vulnerable families by using supervised peer supporter volunteers achieving a more sustained assessed based approach.

The new service would support reducing demand in Early Help and Children's Social Care and complement the transformation programme in 2017/18 which would start the delivery of integrated services for Children and Families, requiring all agencies locally to understand and collaborate on arrangements for delivering a children and families offer. The work would be aligned to the Integrated Neighbourhoods agenda and build on the Integrated Care Organisation programme to date.

The Council had a productive partnership with Homestart since around 2008 delivering a home visiting and befriending service. Homestart was established for the benefit and well-being of vulnerable families in Tameside and its uniqueness was defined in their service model of using trained and supervised volunteers to deliver agreed support interventions to families. Homestart had worked with the Council to redesign its service offer over the years, responding to the changing profile of family needs being presented along with the tightening of financial resources available. The fundamental purpose of the service was to improve child outcomes through effective prevention, early intervention and quality family support. Trained and supported volunteers had offered support in the families' own homes and in children's centres including practical help, friendship in order to help prevent family breakdown and crisis and signposting to other services.

Approval was sought to extend the current grant arrangement by 18 months from 1 April 2017 to allow time to plan, design and implement a new model that would be phased in during this period of time. It was intended that the 18 month extension period would be used to pilot the new service model with Homestart as the supplier as this long standing provider of services had a desirable volunteer based delivery model that market intelligence suggested was unique to this supplier.

The new design model would ensure alignment with the Care Together vision for integrated children and families with a longer term intention to transfer the new service outcomes into the Integrated Care Organisation programme via a comprehensive review of the pilot. The pilot would also enable commissioners to ensure that the future budget was also correctly aligned with the supplier market and budget pressures.

Whilst the financial model had yet to be finalised, the likelihood was that the budget would be no more than the current total budget of £120,000. The contract provided early intervention and

support and engaging families in this way was a much more cost effective way of providing support compared to supporting a child by other means, e.g. foster care. A full cost benefit analysis would be undertaken during development of the future delivery model.

#### **RESOLVED**

**That approval be given to grant fund the core activity of Homestart from 1 April 2017 for a period of 18 months. The grant conditions to include a three month notice termination clause.**

#### **105. CONTRACT FOR THE PROVISION OF A BREASTFEEDING PEER SUPPORT SERVICE**

Consideration was given to a report of the Director of Public Health and Performance outlining the current contractual arrangements for the provision of a breastfeeding peer support service and seeking to enter into a collaborative procurement with Oldham MBC to take effect once their contract with the same provider ended on 30 September 2017.

Homestart currently provided a breastfeeding peer support programme for Tameside and Oldham where parents could benefit from early, evidence-based information in order to enable them to make an informed infant feeding choice.

The proposed extension for six months at a cost of £57,000 would ensure continued compliance with the Greater Manchester Early Years Delivery Model and the Greater Manchester Early Years Starting Well Strategy. It would also ensure alignment with Oldham MBC's contract and would enable the service to be jointly commissioned from 1 October 2017. Commissioning a new contract jointly with Oldham MBC would provide scope for operational and financial efficiencies which would be quantified within the development of the revised contract specification. In addition, a meeting had been arranged with the commissioning lead at Derbyshire CCG to discuss financial arrangements going forward for Glossop parents accessing the service at Tameside Hospital which complemented Derbyshire CCGs referral programme.

#### **RESOLVED**

**That approval be given:**

- (i) To extend the current contract from 1 April 2017 to 30 September 2017;**
- (ii) To recommission the service jointly with Oldham MBC.**

#### **106. URGENT ITEMS**

The Chair reported that there were no urgent items had been received for consideration at this meeting.

#### **107. DATE OF NEXT MEETING**



It was noted that the next meeting of the Single Commissioning Board would take place on Tuesday 1 November 2016 commencing at 3.00 pm at New Century House, Denton.

#### **108. CHAIR'S CLOSING REMARKS**

In closing the meeting the Chair advised that this would be Richard Bircher's last Board meeting. Members of the Board joined the Chair in extending their thanks to Richard for his contribution as one of the key visionaries of the Integrated Care Organisation and joint commissioning and wished him well for the future.

**CHAIR**

# Agenda Item 3.f

<b>Report To:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	14 December 2016
<b>Executive Member/ Reporting Officer:</b>	Councillor Kieran Quinn, Executive Leader Steven Pleasant, Chief Executive
<b>Subject:</b>	<b>AGMA EXECUTIVE BOARD MEETINGS / GREATER MANCHESTER COMBINED AUTHORITY</b>
<b>Report Summary:</b>	<p>To inform Members of the issues considered at the January and February meetings of the AGMA Executive Board and Greater Manchester Combined Authority meeting. Under the AGMA Constitution there are provisions to ensure that AGMA Executive deliberations and decisions are reported to the ten Greater Manchester Councils. In order to meet this requirement the minutes of AGMA Executive Board/Greater Manchester Combined Authority meetings are reported to Executive Cabinet on a regular basis. The minutes of the following meetings of the AGMA Executive Board and the Greater Manchester Combined Authority are appended for Members information:</p> <p>GM Combined Authority: 28 October and 25 November 2016 Joint Meeting of GM Combined Authority and AGMA Executive Board: 28 October 2016</p> <p>Also appended to the report is a copy of the Greater Manchester Combined Authority and AGMA Executive Board Forward Plan of strategic decisions.</p>
<b>Recommendations:</b>	That Members note and comment on the appended minutes and forward plan.
<b>Links to Community Strategy:</b>	The Constitution and democratic framework provides an effective framework for implementing the Community Strategy.
<b>Policy Implications:</b>	In line with council policies.
<b>Financial Implications: (Authorised by the Section 151 Officer)</b>	There are no budgetary implications other than any specific references made in the AGMA Executive Board/Greater Manchester Combined Authority minutes.
<b>Legal Implications: (Authorised by the Borough Solicitor)</b>	Consideration of the AGMA Executive Board/Greater Manchester Combined Authority minutes helps meet the requirements of the AGMA Constitution and helps to keep Members informed on sub-regional issues and enables effective scrutiny. The matter relating to the airport is picked up as a separate report for consideration by members.
<b>Risk Management:</b>	There are no specific risks associated with consideration of the minutes.
<b>Access to Information:</b>	The background papers relating to this report can be inspected by contacting Robert Landon, Head of Democratic Services by:  phone: 0161 342 2146  e-mail: <a href="mailto:robert.landon@tameside.gov.uk">robert.landon@tameside.gov.uk</a>

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**DECISIONS AGREED AT THE MEETING OF THE GREATER MANCHESTER  
COMBINED AUTHORITY, HELD ON FRIDAY 28 OCTOBER 2016 AT SALFORD  
CIVIC CENTRE**

GM INTERIM MAYOR	Tony Lloyd (in the Chair)
BOLTON COUNCIL	Councillor Cliff Morris
BURY COUNCIL	Councillor Rishi Shori
MANCHESTER CC	Councillor Richard Leese
OLDHAM COUNCIL	Councillor Jean Stretton
ROCHDALE MBC	Councillor Richard Farnell
SALFORD CC	Councillor John Merry
STOCKPORT MBC	Councillor Alex Ganotis
TAMESIDE MBC	Councillor Kieran Quinn
TRAFFORD COUNCIL	Councillor Sean Anstee
WIGAN COUNCIL	Councillor Peter Smith

**JOINT BOARDS AND OTHER MEMBERS IN ATTENDANCE**

GMF&RS	Councillor David Acton
GMWDA	Councillor Nigel Murphy
TfGMC	Councillor Andrew Fender

**DEPUTY PORTFOLIO HOLDERS IN ATTENDANCE**

Councillor Brenda Warrington (Tameside)	Health and Social Care
Councillor Wendy Wild (Stockport)	Health and Social Care
Councillor Linda Thomas (Bolton)	Health and Social Care
Councillor Paula Boshell (Salford)	Planning and Housing
Councillor Aasim Rashid (Rochdale)	Low Carbon, Waste and Environment
Councillor Lynn Travis (Tameside)	Low Carbon, Waste and Environment
Councillor Jenny Bullen (Wigan)	Skills and Employment
Councillor Abdul Jabbar (Oldham)	Skills and Employment
Councillor Donna Martin (Rochdale)	Children's Services
Councillor Linda Blackburn (Trafford)	Children's Services
Councillor Dylan Butt (Trafford)	Economic Strategy
Councillor Ebrahim Adia (Bolton)	Economic Strategy
Councillor Sue Murphy (Manchester)	Reform

Councillor Jo Platt (Wigan)	Transport
Councillor Angeliki Stogia (Manchester)	Fairness, Equalities and Cohesion
Councillor Jane Black (Bury)	Fairness, Equalities and Cohesion

## **OFFICERS IN ATTENDANCE**

Margaret Asquith	Bolton Council
Mike Owen	Bury Council
Howard Bernstein	Manchester CC
Maggie Kufeldt	Oldham Council
Pauline Kane	Rochdale MBC
Jim Taylor	Salford CC
Eamonn Boylan	Stockport MBC
Steven Pleasant	Tameside MBC
Theresa Grant	Trafford Council
Alison McKenzie Folan	Wigan Council
Ian Hopkins	GM Police
GM Fire & Rescue Service	Paul Argyle
Simon Warburton	Transport for Greater Manchester
Simon Nokes	New Economy
Adam Allen	Office of the Police & Crime Commissioner
Clare Monaghan	Interim Mayor's Office
Liz Treacy	GMCA Monitoring Officer
Andrew Lightfoot	Deputy Head of the Paid Service
Julie Connor	Head of GMIST
Rebecca Heron	GM Integrated Support Team
Sylvia Welsh	GM Integrated Support Team
Paul Harris	GM Integrated Support Team

## **183/16 APOLOGIES**

Apologies for absence were received and noted from City Mayor Paul Dennett. Councillor John Merry deputised in the City Mayor's absence.

Donna Hall (Wigan), Steve Rumbelow, (Rochdale) Steven Pleasant, (Tameside), Jim Taylor (Salford), Carolyn Wilkins (Oldham), Jon Lamonte (TfGM) and Peter O'Reilly (GMF&RS).

## **184/16 DECLARATIONS OF INTEREST**

Councillors Sean Anstee and Richard Leese each declared a personal interest in Item 9 Capital Expenditure Update 2016/17 and Item 10 GMCA Revenue Update 2016/17 as they are each Board Members of the Manchester Growth Company.

Councillor Leese also declared a disclosable pecuniary interest in relation to Item 14 Greater Manchester Housing Fund Requests and the Part B report at Item 18 as he is a Director of the Manchester Ship Canal Company. In declaring this interest, Councillor Leese wished to make it clear that he had no connection with the company indicated with in the reports that had applied for the grant.

**185/16 MINUTES OF THE GMCA MEETING HELD ON 30 SEPTEMBER 2016**

The minutes of the GMCA meeting held on 30 September 2016 were submitted for consideration.

**RESOLVED/-**

To approve the minutes of the GMCA meeting held on 30 September 2016 as a correct record.

**186/16 FORWARD PLAN OF STRATEGIC DECISIONS OF GMCA**

Consideration was given to a report advising members of those strategic decisions that were to be considered by the GMCA over the forthcoming months.

**RESOLVED/-**

To note the Forward Plan of Strategic Decisions, as set out in the report.

**187/16 REFRESHING THE GREATER MANCHESTER STRATEGY –  
TIMETABLE AND ENGAGEMENT STRATEGY**

Tony Lloyd, GM Interim Mayor introduced a report outlining the agreed approach for the engagement of GM residents, businesses and stakeholders in the refresh of the Greater Manchester Strategy, ensuring that all stakeholders have the opportunity to shape and influence the emerging strategy.

The paper also details the proposed timetable and provides a brief update of progress to date.

Members noted that both the Greater Manchester Strategy and Transport Strategy for Greater Manchester were key strategies for the Greater Manchester Strategy and as part of the refreshing process it was noted that there was a need to emphasise the work taking place to develop strong communities, such as working well and troubled families and a concept of a strong place.

**RESOLVED/-**

1. To note that further updates on progress will be provided as the conversation develops.
2. To note the timetable and that the approach set out in the report meet the objectives for the consultation.

**188/16 GM-CONNECT FUNDING**

Tony Lloyd, GM Interim Mayor introduced a report which provided a summary of the funding requests for Phase 2 of GM-Connect and sought Members' approval to draw down resources from within the overall GM-Connect budget.

Members noted that the Phase Two funding, which would commence mid November, will be used to continue the GM-Connect programme and add additional resources to the team, stand up an Architecture Design & Commissioning Function to help ensure transparency and consistency in information sharing across Greater Manchester (work that will be aligned with the requirements of the Health and Social Care IM&T strategy and place-based work across GM), the execution of co-designed information sharing activities with partners, and the development of resident and partner engagement activities as set out in the report.

Members noted that the Treasurer was to oversee the GM Connect funding process to ensure value for money and sustainability.

**RESOLVED/-**

To note and approve the GM-Connect Phase two draw down funding requests for the next twelve month period, as set out below:-

<b>Area</b>	<b>FY 16/17 Cost</b>	<b>FY 17/18 Cost</b>	<b>Total Cost</b>
Information Sharing Support capacity increase	£50,000	£100,000	£150,000
Architecture Design & Commissioning Function	£100,000	£150,000	£250,000
Use Case Progression and Delivery	£150,000	£100,000	£250,000
Resident and Partner Engagement	£50,000	£100,000	£150,000
Core GM-Connect staffing	£120,000	£480,000	£600,000
<b>Total:</b>	<b>£ 470,000</b>	<b>£930,000</b>	<b>£ 1,400,000</b>

**189/16 GREATER MANCHESTER BREXIT MONITOR**

Councillor Richard Leese, introduced a report which presented Members with an update on the progress with work to understand the full implications of Brexit on GM and develop an appropriate policy response. An analysis on the key issues identified for GM's key growth sectors and major employment sectors was provided and identified three principles which should underpin the UK's negotiation of the terms of the withdrawal from the EU to support continued growth and prosperity in GM.

In addition, Members noted that the latest edition of the monthly Greater Manchester Brexit Monitor was appended to the report and provided a real-time snap shot of the economic and policy impact of Brexit.

The Chair highlighted that Greater Manchester needed to be represented as part of the Brexit negotiations in order for the specific requirements for its economy to be addressed.

In response to an enquiry from a Member regarding the purported agreement between Government and Nissan, Councillor Leese noted that Greater Manchester's economy

needed to retain foreign owned companies and international trade in GM and would seek for any agreement with Nissan to be also applied to Greater Manchester should the need arise.

**RESOLVED/-**

1. To note the contents of the latest GM Brexit Monitor.
2. To note the updated review of risks and opportunities by sector as summarised in section 3 to the report.
3. To confirm the three principles for withdrawal from the EU which have been identified, as set out in section 4 to the report, and that these principles should form the basis of future discussions with Government.

**190/16 CAPITAL EXPENDITURE UPDATE 2016/17**

**[note: Councillors Sean Anstee and Richard Leese each declared a personal interest in this item.]**

Councillor Kieran Quinn, Portfolio Lead for Investment Strategy and Finance, introduced a report presenting an update in relation to the GMCA 2016/17 capital expenditure programme.

The report also sought approval from Members for the utilisation of £1million of the Growth Deal grant to support the Manchester Growth Company - Digital Capital project to enable the Business Growth Hub to implement new advanced technologies to enhance its service delivery to Small and Medium Enterprises across Greater Manchester. Members noted that it was anticipated that 1,000 companies would be engaged through this project.

**RESOLVED/-**

1. To note the current 2016/17 forecast compared to the previous 2016/17 capital forecast.
2. To approve the utilisation of the £1million of the Growth Deal grant to support the Digital Capital project as detailed in paragraph 8.10 to the report.

**191/16 GMCA REVENUE UPDATE 2016/17**

**[note: Councillors Sean Anstee and Richard Leese each declared a personal interest in this item.]**

Councillor Kieran Quinn, Portfolio Lead for Investment Strategy and Finance introduced a report informing members of the 2016/17 forecast revenue outturn position as at the end of September 2016.

**RESOLVED/-**

1. To note the Economic Development and Regeneration revenue outturn position for 2016/17 shows a surplus against budget of £0.14 million after transfers to earmarked reserves.
2. To note the transport revenue outturn position for 2016/17 which is in line with budget after contributions to earmarked reserves of £0.744 million.
3. To approve the budget adjustments referred to in paragraphs 2.2 – 2.17 for Economic Development and Regeneration budgets.
4. To approve the re-designation of funds to Manchester Growth Company for the Business Growth Hub as detailed in paragraphs 2.7 – 2.9.
5. To note the TfGM outturn position for 2016/17 which is in line with budget.

**192/16      GREATER MANCHESTER      2040      TRANSPORT      STRATEGY  
CONSULTATION**

Tony Lloyd, GM Interim Mayor introduced a report which provided Members with a summary of the feedback received during the 12-week consultation (July to September 2016) on the ‘Greater Manchester Transport Strategy 2040: Consultation Draft’ and highlighted the next steps in finalising the strategy.

Members noted that a further update on the detailed analysis from the consultation responses would be presented at the upcoming GMCA meeting in December.

The Chair reiterated the need for the Transport Strategy to serve the GM Spatial Framework aspirations.

**RESOLVED/-**

1. To note, and comment as appropriate, on the range and nature of responses received on the Greater Manchester Transport Strategy 2040 Consultation Draft.
2. To note the next steps in finalising the strategy by the end of 2016.

**194/16      ENERGY COMPANY FOR GREATER MANCHESTER – WHITE  
LABELLING**

Councillor John Merry introduced a report which provided Members with an update on the proposals for a GM Energy Company (‘GMEC’) to the GMCA. The report highlighted that given the increasing level of competition in the energy supply market and the significant associated set up costs and financial risks, the potential for the development of Energy Company for Greater Manchester was not considered a viable option and for these reasons, the process should be paused in order to understand how the current energy market will develop.

Members agreed to take the commercially sensitive Part B Energy Company For Greater Manchester – White Labelling report as read during consideration of this item.

In response to a comment from the Chair, it was noted work would continue in relation to social value and energy supply particularly in relation to pre-paid energy meters and fuel poverty issues.

Member also noted that work would continue to explore opportunities to develop non-renewable energy in Greater Manchester.

**RESOLVED/-**

1. To note the work undertaken to determine the appropriateness of a white label arrangement with prospective partner suppliers.
2. To agree that in an increasingly competitive energy supply market, the potential benefits of such an arrangement are outweighed by the risks. As such, a potential White Labelling arrangement should not be pursued at the present time.
3. To note that consideration is being given to alternative approaches which will enable GMCA to have a positive impact on fuel poverty in Greater Manchester and encourage investment in local generation assets.

**195/16 GM INVESTMENT FRAMEWORK PROJECT UPDATES**

Councillor Kieran Quinn, Portfolio Lead for Investment Strategy and Finance and Eamonn Boylan, Portfolio Lead Chief Executive for Investment Strategy and Finance seeking GMCA approval for a second loan to Fabrik Games.

Members agreed to take the commercially sensitive Part B GM Investment Framework Project Updates report as read during consideration of this item.

**RESOLVED/-**

1. To agree that the project funding application by Fabrik Games (loan of £300k) be given conditional approval and progress to due diligence.
2. To agree to delegate authority to the GMCA's Treasurer and Monitoring Officer to review the due diligence information and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transaction, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the loan at 1) above.

**196/16 GREATER MANCHESTER HOUSING FUND REQUESTS**

**[note: Councillor Richard Leese declared a disclosable pecuniary interest in this item.]**

Councillor Richard Farnell, Portfolio Lead for Planning and Housing introduced a report which sought the approval of Greater Manchester Combined Authority for a GM Housing Fund loan of £8.303m.

Members agreed to take the commercially sensitive Part B Greater Manchester Housing Fund Requests report as read whilst considering this report.

**RESOLVED/-**

1. To approve the loan as detailed in this and the accompanying Part B report.
2. To agree to recommend to Manchester City Council that it prepares and effects the necessary legal agreements in accordance with its approved internal processes.

**197/16 EXCLUSION OF PRESS AND PUBLIC**

Members noted that as the commercially sensitive information was taken as read during the consideration of Energy Company for Greater Manchester, Greater Manchester Investment Framework and Conditional Approval (Minute 195/16) and Greater Manchester Housing Fund Requests (Minute 196/16) the recommendation to exclude members of the press and public would not be moved.

**198/17 ENERGY COMPANY FOR GREATER MANCHESTER**

**CLERK'S NOTE:** This item was considered in support of the Part A Energy Company for Greater Manchester (Minute 194/16).

**199/16 GM INVESTMENT FRAMEWORK**

**CLERK'S NOTE:** This item was considered in support of the Part A Greater Manchester Investment Framework (Minute 195/16).

**200/16 GREATER MANCHESTER HOUSING FUND REQUESTS**

**CLERK'S NOTE:** This item was considered in support of the Part A Greater Manchester Housing Fund Requests (Minute 196/16).



**DECISIONS AGREED AT THE MEETING OF THE GREATER MANCHESTER COMBINED AUTHORITY, HELD ON FRIDAY 25 NOVEMBER 2016 AT GMP HEADQUARTERS, CENTRAL PARK, MANCHESTER**

GM INTERIM MAYOR	Tony Lloyd (in the Chair)
BOLTON COUNCIL	Councillor Cliff Morris
BURY COUNCIL	Councillor Rishi Shori
MANCHESTER CC	Councillor Richard Leese
OLDHAM COUNCIL	Councillor Jean Stretton
ROCHDALE MBC	Councillor Richard Farnell
SALFORD CC	Councillor John Merry
STOCKPORT MBC	Councillor Alex Ganotis
TAMESIDE MBC	Councillor Kieran Quinn
TRAFFORD COUNCIL	Councillor Sean Anstee
WIGAN COUNCIL	Councillor Peter Smith

**JOINT BOARDS AND OTHER MEMBERS IN ATTENDANCE**

GMF&RS	Councillor David Acton
GMWDA	Councillor Nigel Murphy
TfGMC	Councillor Andrew Fender

**OFFICERS IN ATTENDANCE**

Margaret Asquith	Bolton Council
Mike Owen	Bury Council
Howard Bernstein	Manchester CC
Carolyn Wilkins	Oldham Council
Steve Rumbelow	Rochdale MBC
Jim Taylor	Salford CC
Eamonn Boylan	Stockport MBC
Steven Pleasant	Tameside MBC
Theresa Grant	Trafford Council
Donna Hall	Wigan Council
Ian Pilling	GM Police
Paul Argyle	GM Fire & Rescue Service
Jon Lamoonte	Transport for Greater Manchester
Peter Cushing	Transport for Greater Manchester
Mark Hughes	Manchester Growth Hub

Adam Allen	Office of the Police & Crime Commissioner
Clare Monaghan	GM Interim Mayor's Office
Liz Treacy	GMCA Monitoring Officer
Rodney Lund	GMCA
Andrew Lightfoot	Deputy Head of the Paid Service
Julie Connor	Head of GMIST
Rebecca Heron	GM Integrated Support Team
Sylvia Welsh	GM Integrated Support Team
Paul Harris	GM Integrated Support Team

## **201/16 APOLOGIES**

Apologies for absence were received and noted from City Mayor Paul Dennett. Councillor John Merry deputised in the City Mayor's absence.

Apologies were also received from Peter O'Reilly (GMF&RS) and Ian Hopkins (GMP).

## **202/16 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**

### **a) White Ribbon Day**

In welcoming Members to the meeting, the Chair noted that white ribbons were being worn to mark White Ribbon Day, a global campaign to end violence against women and was supported by all Greater Manchester public agencies.

## **203/16 DECLARATIONS OF INTEREST**

There were no declarations of interest made by a Member in respect of any item on the agenda.

## **204/16 MINUTES OF THE GMCA MEETING HELD ON 28 OCTOBER 2016**

The minutes of the GMCA meeting held on 28 October 2016 were submitted for consideration.

### **RESOLVED/-**

To approve the minutes of the GMCA meeting held on 28 October 2016 as a correct record.

## **205/16 FORWARD PLAN OF STRATEGIC DECISIONS OF GMCA**

Consideration was given to a report advising members of those strategic decisions that were to be considered by the GMCA over the forthcoming months.

### **RESOLVED/-**

To note the Forward Plan of Strategic Decisions, as set out in the report.

## **206/16 MINUTES**

### **a) Greater Manchester Local Enterprise Partnership – 10 November 2016**

The Minutes of the Greater Manchester Local Enterprise Partnership held on 10 November 2016 were submitted for information.

#### **RESOLVED/-**

### **b) Transport For Greater Manchester Committee – 11 November 2016**

The minutes of the Transport for Greater Manchester Committee (TfGMC) meeting held on 11 November 2016 were submitted for information.

With regard to minute reference TfGMC16/54, Metrolink Second City Crossing Service Patterns, Councillor Jean Stretton highlighted her disappointment that there was not a direct link to Piccadilly Station from Oldham and Rochdale included in the Metrolink service patterns which were agreed by TfGMC. She requested a meeting with the Chair of GMCA, Chair of TfGMC, representatives of Transport for Greater Manchester (TfGM) and Councillor Richard Farnell in relation to this matter. In supporting Councillor Stretton's comments, Councillor Richard Farnell commented that a direct link to Piccadilly Station, as a major transport hub was important for the future economic growth of Oldham and Rochdale.

#### **RESOLVED/-**

- 1) To note the minutes for the Transport for Greater Manchester Committee meeting held on 11 November 2016.
- 2) To note the comments of Councillors Jean Stretton and Richard Farnell in relation to minute TfGMC16/54, Metrolink Second City Crossing Service Patterns.
- 3) To agree that a meeting be convened with Councillors Stretton and Farnell, Chair of GMCA, Chair of TfGMC, representatives of TfGM at the earliest opportunity to discuss Metrolink Second City Crossing Service Patterns.

## **207/16 AUTUMN STATEMENT**

Councillor Richard Leese, Portfolio Lead for Economic Strategy introduced a tabled report that highlighted the announcements within the recent Autumn Statement with particular reference to those which are of specific relevance to Greater Manchester.

Members noted that with regard to Social Care funding, a 4% increase was needed rather than the 2% increase proposed in Autumn Statement. This level of increase would not make any significant change and potentially would leave people in vulnerable conditions worse off. This was disappointing and GM should continue to push strongly for Social Care funding.

**RESOLVED/-**

- 1) To note the contents of the report.
- 2) To agree that a more detailed analysis of the announcements set out in the Autumn Statement be brought to the next meeting of the Combined Authority for further consideration.

**208/16 GREATER MANCHESTER BREXIT MONITOR**

Councillor Richard Leese, Portfolio Lead for Economic Strategy presented a report which updated Members on the progress with work to understand the full implications of Brexit on GM and develop an appropriate policy response. The latest edition of the monthly Greater Manchester Brexit Monitor was attached to the report which provided a real-time snap shot of the economic and policy impact of Brexit.

**RESOLVED/-**

- 1) To note the update report.
- 2) To agree that a further report be submitted to the January 2017 GMCA meeting, in consultation with relevant portfolio leads, which will outline the main issues that Greater Manchester will require the Government to respond to as part of the Brexit negotiations.

**209/16 2014-20 ERDF PROGRAMME: FINANCIAL INSTRUMENT PROPOSALS UPDATE**

Councillor Kieran Quinn, Portfolio Lead for Investment Strategy and Finance, introduced a report which provided an update to Members on the progress in respect of the establishment of the GM Fund of Funds ("FoF") and the Northern Powerhouse Investment Fund ("NPIF"), as part of the 2014-20 ERDF programme and sought their approval to the granting of £0.5m to the new structure to cover initial fund overheads.

**RESOLVED/-**

- 1) To note the updated proposals to establish the new funds as set out in the report.
- 2) To grant approval for GMCA to lend £0.5m to support the establishment of the GM FoF in its initial phase with a further review of its sustainability before the 2018-19 financial year and to note that this £0.5m will be funded from a corresponding sum distributed to the GMCA from the Evergreen Holding Fund.

**210/16 TRANSPORT FOR THE NORTH STRATEGIC ROAD STUDIES**

Councillor Richard Leese, Portfolio Lead for Economic Strategy, introduced a report which provided an update on the two strategic highways studies co-sponsored by the Department for Transport and Transport for the North which impact on the Greater Manchester road network, namely the M60 North West Quadrant and a Trans-Pennine Tunnel.

Members noted that the findings of the studies will be published during December 2016 and will feed in to the Autumn Statement. Further work was also to be undertaken to calculate the wider economic and resilience benefits to enable the completion of strategic outline businesses cases.

A Member supported the finding in relation to the M60 North West Quadrant scheme and highlighted how this would improve congested area, particularly in relation to Worsley, if this scheme was approved, the Highways Agency ought to be reminded to undertake any works in a way to minimise disruption, unlike their approach to the current M60 Smart Motorway works.

With regard to the Trans-Pennine Tunnel Members noted that it was anticipated that such works would improve journey times between Manchester and Sheffield by 30 minutes and welcomed the potential for the development of this scheme.

**RESOLVED/-**

To note the progress of the Strategic Road Studies in Greater Manchester.

**211/16 GREATER MANCHESTER HOUSING FUND MID YEAR REPORT 2016/17**

Councillor Richard Farnell, Portfolio Lead for Planning and Housing introduced a report which informed Members of the outturn and forecast positions of the GM Housing Fund for 2016/17. In addition, Members also noted the position in relation to the indemnity entered into by each of the Local Authorities in relation to the GM Housing Fund.

Members agreed to take the commercially sensitive Part B GM Housing Fund for 2016/17 report (Item 16) as read whilst considering this report

**RESOLVED/-**

- 1) To note the outturn and forecast position of the GM Housing Fund for 2016/17 and to note that there has been no requirement for the GM Local Authorities to account for any impairment as a result of the performance of the Fund.
- 2) To note the position in respect of the indemnity given for the GM Housing Fund by GM Local Authorities.

## **212/16 METROLINK 2017 PROJECT**

Tony Lloyd, GM Interim Mayor introduced a report which provided an update in relation to the process to procure a service provider to operate and maintain the Metrolink system from July 2017.

### **RESOLVED/-**

- 1) To note the current position in relation to the project.
- 2) To approve in principle the creation of a rolling three year Metrolink renewal and enhancement capital programme as part of the Greater Manchester Transport Fund and to request the TfGM Finance and Corporate Services Director and GMCA Treasurer submit a further report for approval in January 2017.

## **213/16 METROLINK TRAFFORD PARK LINE**

Tony Lloyd GM Interim Mayor introduced a report which provided Members with an update on the granting of powers under the Transport and Works Act 1992 for the construction and operation of the Trafford Park Line extension to the Metrolink system and sought approval to release the funding and enter into the contracts to deliver the scheme.

In welcoming the scheme a Member thanked Transport for Greater Manchester for their efforts in developing this extension to the Metrolink network and securing the Transport and Works Act Order from Government. He also noted the contribution made by Trafford Council with the use of Earnback funding.

Members agreed to take the commercially sensitive Part B Metrolink Trafford Park Line report, (Item 18) as read whilst considering this report.

### **RESOLVED/-**

- 1) To welcome the Secretary of State's decision to make the Order under the Transport and Works Act 1992 for the construction and operation of the Trafford Park Line.
- 2) To approve the release of the remaining funding to commit a total of £350 million for the scheme.
- 3) To approve that TfGM enter into the contracts with MPact Thales, various utilities and WSP Parsons Brinckerhoff for the delivery and management of the scheme to design and construct the line; and delegate authority to the TfGM Chief Executive, Chief Operating Officer and the Finance and Corporate Services Director, in conjunction with the GMCA Treasurer to finalise the terms and enter into the contracts.

## **214/16 GREATER MANCHESTER INVESTMENT FRAMEWORK APPROVAL**

Councillor Kieran Quinn, Portfolio Lead for Investment Strategy and Finance introduced a report which sought approval for an investment into Clowdy Group Limited (T/A “Twine”). The investment will be made from recycled monies.

Members agreed to take the more detailed, commercially sensitive, Part B Greater Manchester Investment Framework Approval (Item 19) as read whilst considering this report.

### **RESOLVED/-**

- 1) To agree that the project funding application by Twine, (investment of up to £300,000), as set out in the report, be given conditional approval.
- 2) To agree to delegate authority to the Combined Authority Treasurer and Combined Authority Monitoring Officer to review the due diligence information and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transaction, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investment at a) above.

## **215/16 EXCLUSION OF PRESS AND PUBLIC**

Members noted that as the commercially sensitive information was taken as read during the consideration of GM Housing Fund for 2016/17 (Minute 211/16), Metrolink 2017 Project (Minute 212/16) and Greater Manchester Investment Framework Approval (Minute 214/16) and for this reason were not considered in Part B of the Agenda.

Members considered the exclusion of the public from the meeting during consideration of the report at item 17.

### **Resolved/-**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following item of business on the grounds that this involves the likely disclosure of exempt information, as set out in paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## **216/16 GREATER MANCHESTER HOUSING FUND MID YEAR REPORT 2016/17**

**CLERK’S NOTE:** This item was considered in support of the Part A Greater Manchester Housing Fund Mid Year Report 2016/17 (Minute 211/16).

**217/16 METROLINK 2017 PROJECT**

Tony Lloyd, GM Interim Mayor and Portfolio Lead for Transport provided an update following the evaluation of bids submitted as part of the process to procure a service provider to operate and maintain the Metrolink system from July 2017. The report also sought the approval of Members to the appointment of the Confirmed Preferred Bidder for the project, as identified in the report.

**RESOLVED/-**

- 1) To approve the appointment of the Confirmed Preferred Bidder for the Metrolink 2017 project, as identified in the report, and to grant delegated authority to the TfGM Chief Executive, Chief Operating Officer and the Finance and Corporate Services Director, in conjunction with the GMCA Treasurer, to finalise the terms and enter into the contract.
- 2) To approve in principle the creation of a rolling three year Metrolink renewal and enhancement capital programme as part of the Greater Manchester Transport Fund and request the TfGM Finance and Corporate Services Director and GMCA Treasurer submit a further report for approval in January 2017.

**218/16 METROLINK TRAFFORD PARK LINE**

**CLERK'S NOTE:** This item was considered in support of the Part A Greater Manchester Housing Fund Mid Year Report 2016/17 (Minute 213/16).

**219/16 GREATER MANCHESTER INVESTMENT FRAMEWORK APPROVAL**

**CLERK'S NOTE:** This item was considered in support of the Part A Greater Manchester Investment Framework Approval (Minute 214/16).



**DECISIONS AGREED AT THE MEETING OF THE JOINT GREATER MANCHESTER COMBINED AUTHORITY AND AGMA EXECUTIVE BOARD HELD ON FRIDAY 28 OCTOBER 2016 AT SALFORD CIVIC CENTRE**

GM INTERIM MAYOR	Tony Lloyd (in the Chair)
BOLTON COUNCIL	Councillor Cliff Morris
BURY COUNCIL	Councillor Rishi Shori
MANCHESTER CC	Councillor Richard Leese
OLDHAM COUNCIL	Councillor Jean Stretton
ROCHDALE MBC	Councillor Richard Farnell
SALFORD CC	Councillor John Merry
STOCKPORT MBC	Councillor Alex Ganotis
TAMESIDE MBC	Councillor Kieran Quinn
TRAFFORD COUNCIL	Councillor Sean Anstee
WIGAN COUNCIL	Councillor Peter Smith

**JOINT BOARDS AND OTHER MEMBERS IN ATTENDANCE**

GMF&RS	Councillor David Acton
GMWDA	Councillor Nigel Murphy
TfGMC	Councillor Andrew Fender

**DEPUTY PORTFOLIO HOLDERS IN ATTENDANCE**

Councillor Brenda Warrington (Tameside)	Health and Social Care
Councillor Wendy Wild (Stockport)	Health and Social Care
Councillor Linda Thomas (Bolton)	Health and Social Care
Councillor Paula Boshell (Salford)	Planning and Housing
Councillor Aasim Rashid (Rochdale)	Low Carbon, Waste and Environment
Councillor Lynn Travis (Tameside)	Low Carbon, Waste and Environment
Councillor Jenny Bullen (Wigan)	Skills and Employment
Councillor Abdul Jabbar (Oldham)	Skills and Employment
Councillor Donna Martin (Rochdale)	Children's Services
Councillor Linda Blackburn (Trafford)	Children's Services
Councillor Dylan Butt (Trafford)	Economic Strategy
Councillor Ebrahim Adia (Bolton)	Economic Strategy
Councillor Sue Murphy (Manchester)	Reform
Councillor Jo Platt (Wigan)	Transport
Councillor Angeliki Stogia (Manchester)	Fairness, Equalities and Cohesion
Councillor Jane Black (Bury)	Fairness, Equalities and Cohesion

## **OFFICERS IN ATTENDANCE**

Margaret Asquith	Bolton Council
Mike Owen	Bury Council
Howard Bernstein	Manchester CC
Mary Kufeldt	Oldham Council
Pauline Kane	Rochdale MBC
Charlotte Ramsden	Salford CC
Eamonn Boylan	Stockport MBC
Sandra Stewart	Tameside MBC
Theresa Grant	Trafford Council
Alison McKenzie Folan	Wigan Council
Ian Hopkins	GM Police
Paul Argyle	GM Fire & Rescue Service
Simon Warburton	Transport for Greater Manchester
Simon Nokes	New Economy
Adam Allen	Office of the Police & Crime Commissioner
Clare Monaghan	Interim Mayor's Office
Liz Treacy	GMCA Monitoring Officer
Andrew Lightfoot	Deputy Head of the Paid Service
Julie Connor	Head of GMIST
Rebecca Heron	GM Integrated Support Team
Sylvia Welsh	GM Integrated Support Team
Paul Harris	GM Integrated Support Team

## **77/16 APOLOGIES**

Apologies for absence were received and noted from City Mayor Paul Dennett. Councillor John Merry deputised in the City Mayor's absence.

Donna Hall (Wigan), Steve Rumbelow, (Rochdale) Steven Pleasant, (Tameside), Jim Taylor (Salford), Carolyn Wilkins (Oldham), Jon Lamonte (TfGM) and Peter O'Reilly (GMF&RS).

## **78/16 DECLARATIONS OF INTERESTS**

There were no declarations of interest made by any Member in respect of any item on the agenda.

## **79/16 STATUTORY FUNCTION COMMITTEE – APPOINTMENTS**

### **a) Statutory Functions Committee**

Members considered the nomination of Councillor Abid Chohan (Manchester) as a substitute to Councillor Bernard Stone (Manchester) on the Statutory Functions Committee for the remainder of 2016/17.

## **RESOLVED/-**

To note the nomination of Councillor Abid Chohan (Manchester) as a substitute to Councillor Bernard Stone (Manchester) on the Statutory Functions Committee for the remainder of 2016/17.

**b) GMCA and AGMA Scrutiny Pool**

Members considered the nominations of Councillors Zahra Alijah and James Wilson (both Manchester) as Members of the GMCA and AGMA Scrutiny Pool as direct replacements for Councillors Angeliki Stogia and Matt Strong (both Manchester) for the remainder of 2016/17.

**RESOLVED/-**

To note the nominations of of Councillors Zahra Alijah and James Wilson (both Manchester) as Members of the GMCA and AGMA Scrutiny Pool as direct replacements for Councillors Angeliki Stogia and Matt Strong (both Manchester) for the remainder of 2016/17.

**80/16 MINUTES OF THE JOINT GMCA AND AGMA EXECUTIVE BOARD HELD ON 26 AUGUST 2016**

The minutes of the meeting of the Joint GMCA and AGMA Executive Board held on 26 August 2016 were submitted for consideration.

**RESOLVED/-**

To approve the minutes of the meeting of the Joint GMCA and AGMA Executive Board held on 26 August 2016 as a correct record.

**81/16 FORWARD PLAN OF STRATEGIC DECISIONS OF JOINT GMCA & AGMA**

Consideration was given to a report advising members of those strategic decisions that were to be considered by the int GMCA and AGMA Executive Board over the forthcoming months.

**RESOLVED/-**

To note the Forward Plan of Strategic Decisions, as set out in the report.

**82/16 MINUTES OF THE JOINT GMCA AND AGMA EXECUIVE BOARD AUDIT COMMITTEE HELD ON 23 SEPTEMBER 2016**

The minutes of the proceedings of the Joint GMCA and AGMA Executive Board Audit Committee held on 23 September 2016 were considered.

**RESOLVED/-**

To note the proceedings of the Joint GMCA and AGMA Executive Board Audit Committee held on 23 September 2016, as a correct record.

**83/16 JOINT GMCA AND AGMA SCRUTINY POOL MINUTES – 9 SEPTEMBER 2016 AND 14 OCTOBER 2016**

The minutes of the proceedings of the Joint GMCA and AGMA Executive Board Scrutiny Pool held on 9 September 2016 and 14 October 2016 were submitted.

**RESOLVED/-**

To note the proceedings of the Joint GMCA and AGMA Executive Board Scrutiny Pool held on 9 September 2016 and 14 October 2016.

**84/16            GREATER MANCHESTER SPATIAL FRAMEWORK – DRAFT CONSULTATION**

Councillor Richard Farnell, Portfolio lead for Planning and Housing introduced a report which updated Members on the next stage of the Greater Manchester Spatial Framework (GMSF). The report also sought the approval from Members to commence a consultation process under regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Members noted that if agreed, it was proposed that the consultation process would commence on 31 October and would close on 23 December 2016 and will be undertaken in line with the Statement of Community Involvements of the 10 local planning authorities.

Councillor Farnell explained the basis of the GMSF was a strategy for greener, more sustainable growth and highlighted the importance of this framework for the future economy for Greater Manchester, including identifying land to develop 200,000 new jobs and a housing supply to meet the needs of a changing economy and a growing and ageing population. Members highlighted the importance that the GMSF was supported by improved transport infrastructure and an increase in the investment and provision of public service assets, such as schools, skills, training and health provision in order for Greater Manchester's aspirations to be met.

Initial proposals in the GMSF consultation documents identified the use of brown-field sites. Members noted that 70% of the sites identified were located within urban areas, however this would not meet all of Greater Manchester's needs and for this reason the Spatial Framework proposes the release of 8% of Greater Manchester's Green Belt. In addition, it was noted that 43% of the Green Belt would remain and that a robust spatial framework was required in order for such to be protected from speculative development.

Members noted that a number of consultation events would take place until the initial consultation process closed on 23 December 2016 and the proposals would be updated to capture the comments received during this consultation.

Eamonn Boylan, lead Chief Executive for Planning and Housing gave a presentation on the contents of the draft GMSF, which included an overview of potential new sites and the wider consultation process timescales.

Councillor Anstee sought clarification that the assurances given in the plan regarding transport infrastructure provision were credible. In addition, he enquired as to how this plan may inform housing investment funding and planning powers to enable deliverability and to inform future requests to Government. In response, it was noted that delivery of growth and infrastructure was fundamental and as planning authorities, Greater Manchester Local Authorities were unlikely to approve developments unless they were satisfied that the infrastructure was present to support the development. Members noted that the Autumn Statement submission to Government sought investment for transport infrastructure funding and also noted the importance of utility infrastructure from major providers.

With regard to housing and housing investment, Members noted that delivery mechanisms to deliver at scale and speed would need to be explored.

Councillor Merry highlighted that if there wasn't a plan in place it could potentially lead to developers identifying sites on an ad hoc basis. The draft plan brings together the

conurbation for planning for the future and would help to protect areas of green space. Support was given for the initial consultation process to commence.

Councillor Morris commented that transport infrastructure plans were needed to take the GMSF work forward.

Councillor Ganotis noted the GMSF provided a strategic approach for Greater Manchester for the next twenty years which will meet the economic and housing needs and minimises Green Belt incursion. He noted that the consultation processes went further than required and Councils were encouraged to engage with all stakeholders in relation to the consultation. It was noted that each district would need to formally endorse the GMSF.

Councillor Richard Leese noted that as yet, this was not a statutory framework, but would in future become a statutory Mayoral Spatial plan. He noted that some Local Authorities had put their statutory frameworks on hold whilst the GMSF is being developed so it is a very important document. With regard to Green and Blue infrastructure policies, opportunities to green urban areas may be presented. He highlighted that the absence of a plan would leave local planning authorities vulnerable for planning decisions to be overturned.

Councillor Quinn supported the comments made by Councillor Leese. The GMSF would allow for districts to challenge applications with regard to insufficient infrastructure provision. Clear advice and guidance was needed for the public in relation to the consultation engagement process.

Councillor Peter Smith commented that it was important to make it clear that the Spatial Framework and Transport Strategy sit below the Greater Manchester Strategy, forming a suite of strategic documents, which when taken together set out the vision and ambitions and how it is intended that they will be implemented.

The Chair noted that the powers of local planning authorities would remain and reiterated that the investment in infrastructure was important. The use of existing brown field sites was important and that work was taking place with government to explore how brown field sites can be made more useable.

In summing up, Councillor Farnell thanked Members for their comments. He highlighted that with regard to Rochdale, there was an opportunity to grow its population in order to provide a sustainable and attractive location for developing business opportunities. Councils were each encouraged to take a lead with regard to the consultation process within their own localities. Councillor Farnell reiterated that this was a plan and that districts would maintain their individual decision making processes with regard to planning applications.

#### **RESOLVED/-**

1. To note the report and unanimously agree the approach set out in the report.
2. To unanimously approve the Draft GMSF (Appendix 1), approach to site prioritisation (outlined in Appendix 2) and Integrated Assessment (Appendix 3) for consultation.
3. To unanimously agree to delegate responsibility to make final amendments to the Draft GMSF and background documents (Appendix 4) to Eamonn Boylan, Lead Chief Executive, Planning & Housing in consultation with Councillor Farnell, Portfolio

Holder for Planning & Housing and agree publication of the documents for consultation.

#### **86/16 AGMA PROCUREMENT STRATEGY**

Tony Lloyd, GM Interim Mayor introduced a report providing an update on the Procurement Hub's operation.

Members noted the social value elements contained in section 4 of the Annual Report

#### **RESOLVED/-**

To note the Annual Report.

#### **87/16 BUSINESS RATES UPDATE**

Councillor Kieran Quinn, Portfolio Lead for Investment Strategy and Finance, introduced a report providing members with an update on the Business Rates Pool position in 2016/17. GM Districts will need to make an in principle decision on whether to retain the Pool for 2017/18 by the end of October 2016, though any district can decide to opt out of the pool at the time of the provisional RSG settlement.

The GMCA Treasurer confirmed that work was progressing with the 10 GM Districts and 2 Cheshire authorities regarding the risk assurances regarding pooling. An update from DCLG has indicated that they were supportive of the pooling initiative.

#### **RESOLVED/-**

- 1 To agree the principle of the continuation of the Business Rates Pool to include the GM districts plus Cheshire East and Cheshire West, with the final recommendation being agreed by the GMCA Treasurer and the Portfolio Holder for Investment Strategy and Finance once the provisional finance settlement has been announced. At that stage the decision will be subject to appropriate approvals by each of the participating authorities.
- 2 To note that progress continues to be made with Communities and Local Government with regard to participation in the 100% Business Rates Pilot and will be the subject of a future report.

#### **88/16 AGMA REVENUE UPDATE 2016/17**

Councillor Kieran Quinn, Portfolio Lead for Investment Strategy and Finance, introduced a report informing members of the 2016/17 forecast revenue outturn position as at end September 2016.

#### **RESOLVED/-**

1. To note the report and the current revenue outturn forecast for 2016/17 which is projecting a minor underspend of £14,000 against budget after transfers to ear-marked reserves.
2. To approve the revisions to the revenue budget plan 2016/17 as identified in the report and described in paragraphs 1.2-1.5 of the report.

**GREATER MANCHESTER COMBINED AUTHORITY**

**FORWARD PLAN OF STRATEGIC DECISIONS  
1 December 2016 – 31 March 2017**

The Plan contains details of Key Decisions currently planned to be taken by the Greater Manchester Combined Authority; or Chief Officers (as defined in the constitution of the GMCA) in the period between 1 November 2016 and 28 February 2017.

Please note: Dates shown are the earliest anticipated and decisions may be later if circumstances change.

If you wish to make representations in connection with any decisions please contact the contact officer shown; or the offices of the Greater Manchester Integrated Support Team (at Manchester City Council, P.O. Box 532, Town Hall, Manchester, M60 2LA, 0161-234 3124; [info@agma.gov.uk](mailto:info@agma.gov.uk)) before the date of the decision.

<b>Subject</b>	<b>Contact Officer</b>	<b>Description</b>	<b>Anticipated Date of Decision</b>
<b>Brexit Monitor</b>	<b>Portfolio Lead:</b> Tony Lloyd, Cllr Richard Leese  Portfolio Lead Officer: Simon Nokes  Contact Officer: John Holden	Monthly Update	25 November 2016
<b>Metrolink 2017</b>	<b>Portfolio Lead:</b> Tony Lloyd  Portfolio Lead Officer: Jon Lamonte  Contact Officer: Jon Lamonte	To report on the procurement process for the operation and maintenance of the Metrolink system from July 2017.	25 November 2016

<b>Subject</b>	<b>Contact Officer</b>	<b>Description</b>	<b>Anticipated Date of Decision</b>
<b>Rail Industry Funding Submissions for CP6 (2019 – 2024)</b>	<b>Portfolio Lead:</b> Tony Lloyd  Portfolio Lead Officer: Jon Lamonte  Contact Officer: Jon Lamonte	To present the priority list of future rail schemes to be submitted into the industry control period mechanism with a view to securing funding.	25 November 2016
<b>Strategic Road Studies Update</b>	<b>Portfolio Lead:</b> Tony Lloyd  Portfolio Lead Officer: Jon Lamonte  Contact Officer: Peter Molyneux, Transport for the North	Update on three strategic road studies in the north to improve east west connectivity.	25 November 2016
<b>Digital Infrastructure</b>	<b>Portfolio Lead:</b> Cllr Richard Leese  Portfolio Lead Officer: Simon Nokes  Contact Officer: John Hodcroft	Update	25 November 2016
<b>Apprenticeship programme</b>	<b>Portfolio Lead:</b> Cllr Richard Leese  Portfolio Lead Officer: Simon Nokes  Contact Officer: John Hodcroft	GM Public Sector	25 November 2016





<b>Subject</b>	<b>Contact Officer</b>	<b>Description</b>	<b>Anticipated Date of Decision</b>
<b>North West Construction Hub</b>	<b>Portfolio Lead:</b> Tony Lloyd  Portfolio Lead Officer: Theresa Grant  Contact Officer:		25 November 2016
<b>Brexit Monitor</b>	<b>Portfolio Lead:</b> Tony Lloyd, Cllr Richard Leese  Portfolio Lead Officer: Simon Nokes  Contact Officer: John Holden	Monthly Update	16 December 2016
<b>Stations Devolution</b>	<b>Portfolio Lead:</b> Tony Lloyd  Portfolio Lead Officer: Jon Lamonte  Contact Officer: Jon Lamonte	Outline Business Case	16 Dec 16
<b>Metrolink Trafford Park Line and Metrolink – Results of the Public Enquiry on Trafford</b>	<b>Portfolio Lead:</b> Tony Lloyd  Portfolio Lead Officer: Jon Lamonte  Contact Officer: Steve Warrener	Outcome of the Procurement of the Works Contract and Results of the Public Enquiry on Trafford	16 Dec 16

<b>Subject</b>	<b>Contact Officer</b>	<b>Description</b>	<b>Anticipated Date of Decision</b>
<b>Brexit Monitor</b>	<b>Portfolio Lead:</b> Tony Lloyd, Cllr Richard Leese  Portfolio Lead Officer: Simon Nokes  Contact Officer: John Holden	Monthly Update	31 January 2017
<b>Brexit Monitor</b>	<b>Portfolio Lead:</b> Tony Lloyd, Cllr Richard Leese  Portfolio Lead Officer: Simon Nokes  Contact Officer: John Holden	Monthly Update	24 February 2017
<b>To be confirmed</b>			
<b>100% Business Rates retention</b>	<b>Portfolio Lead:</b> Cllr Kieran Quinn  Portfolio Lead Officer: Richard Paver  Contact Officer: Janice Gotts	Proposed utilisation of proceeds.	To be confirmed
<b>Intermediary Body Status</b>	<b>Portfolio Lead:</b> Cllr Kieran Quinn  Portfolio Lead Officer: Simon Nokes  Contact Officer: Alison Gordon	Update on progress of discussions with Government	To be confirmed

<b>Subject</b>	<b>Contact Officer</b>	<b>Description</b>	<b>Anticipated Date of Decision</b>
<b>Stations Investment</b>	<b>Portfolio Lead:</b> Tony Lloyd Portfolio Lead Officer: Jon Lamonte  Contact Officer: Steve Warrener	Programme and Asset Management – Proposal for Transfer	March 2017
<b>GM Growth Deal Transport Update</b>	<b>Portfolio Lead:</b> Cllr Richard Leese  Portfolio Lead Officer: Jon Lamonte  Contact Officer: Steve Warrener	6 monthly Update	March 2017
<b>Greater Manchester City Deal : Homes for Communities Agency Receipts</b>	<b>Portfolio Lead:</b> Cllr Richard Farnell  Portfolio Lead Officer: Eamonn Boylan  Contact Officer: Bill Enevoldson	Proposed Strategy for equity investment	To be confirmed
<b>Greater Manchester Housing Fund</b>	<b>Portfolio Lead:</b> Cllr Richard Farnell  Portfolio Lead Officer: Eamonn Boylan  Contact Officer: Bill Enevoldson	Specific housing requirements and opportunities to bridge the funding gap	To be confirmed

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# Agenda Item 4.

<b>Report To:</b>	<b>JOINT MEETING OF EXECUTIVE CABINET AND AUDIT PANEL</b>
<b>Date:</b>	14 December 2016
<b>Reporting Officer:</b>	Ian Duncan – Assistant Executive Director (Finance)
<b>Subject:</b>	<b>ANNUAL AUDIT LETTER FOR 2015/16</b>
<b>Report Summary:</b>	To present to Members the annual audit letter for Tameside Metropolitan Borough Council and Greater Manchester Pension Fund from Grant Thornton for the external audit of 2015/16.
<b>Recommendations:</b>	To note the letter.
<b>Links to Community Strategy:</b>	The Community Strategy helps determine priorities for Council spending; the spending will be audited by Grant Thornton in the 2016/17 audit.
<b>Policy Implications:</b>	There are no direct policy implications.
<b>Financial Implications:</b>	These are the subject of the report.
<b>(Authorised by the Section 151 Officer)</b>	
<b>Legal Implications:</b>	This is the annual letter prepared by our external auditors summarising the key findings arising for the work that they have carried out at Tameside Council for the year ending 31 March 2016. It is a key tool in assessing how well the Council is performing in respect of its finance and governance.
<b>(Authorised by the Borough Solicitor)</b>	
<b>Risk Management:</b>	The audit provides external verification of the Council's financial statements.
<b>Access to Information:</b>	The background papers relating to this report can be inspected by contacting the report writer, Beverley Stephens, Head of Resource Management :  Telephone: 0161 342 3887  e-mail: <a href="mailto:beverley.stephens@tameside.gov.uk">beverley.stephens@tameside.gov.uk</a>

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# The Annual Audit Letter for Tameside Metropolitan Borough Council including Greater Manchester Pension Fund

Year ended 31 March 2016

24 October 2016

**Mike Thomas**

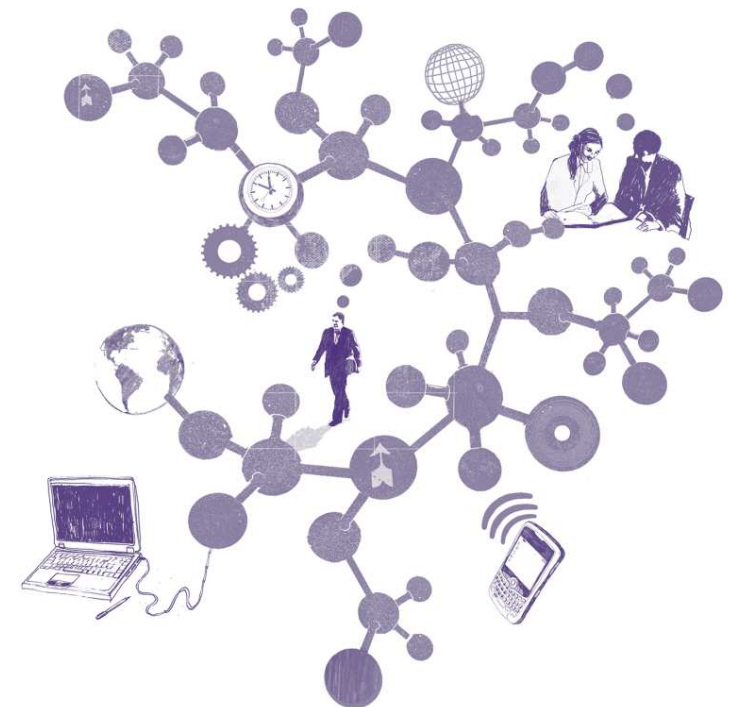
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## **Appendices**

A Reports issued and fees

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# Executive summary

## **Purpose of this letter**

Our Annual Audit Letter summarises the key findings arising from the work that we have carried out at Tameside Metropolitan Borough Council (the Council) for the year ended 31 March 2016.

This Letter is intended to provide a commentary on the results of our work to the Council and its external stakeholders, and to highlight issues that we wish to draw to the attention of the public. In preparing this letter, we have followed the National Audit Office (NAO)'s Code of Audit Practice (the Code) and Auditor Guidance Note (AGN) 07 – 'Auditor Reporting'.

We reported the detailed findings from our audit work to the Council's Overview (Audit) Panel as those charged with governance in our Audit Findings Report on 12 September 2016.

## **Our responsibilities**

We have carried out our audit in accordance with the NAO's Code of Audit Practice, which reflects the requirements of the Local Audit and Accountability Act 2014 (the Act). Our key responsibilities are to:

- give an opinion on the Council's financial statements (section two)
- assess the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources (the value for money conclusion) (section three).

In our audit of the Council's financial statements, we comply with International Standards on Auditing (UK and Ireland) (ISAs) and other guidance issued by the NAO.

## **Our work**

### **Financial statements opinion**

We gave an unqualified opinion on the Council's financial statements on 12 September 2016.

The audit matters raised related mainly to classification and disclosures in the notes to the financial statements. Our audit did not identify any adjustments affecting the Council's expenditure or level of useable reserves.

### **Value for money conclusion**

We were satisfied that the Council put in place proper arrangements to ensure economy, efficiency and effectiveness in its use of resources during the year ended 31 March 2016. We reflected this in our audit opinion on 12 September 2016.

### **Whole of government accounts**

We completed work on the Council's consolidation return following guidance issued by the NAO and issued an unqualified report on 19 October 2016.

### **Certificate**

We certified that we had completed the audit of the accounts of Tameside Metropolitan Borough Council in accordance with the requirements of the Code on 19 October 2016 upon completion of the whole of government accounts audit.

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### **Certification of grants**

We also carry out work to certify the Council's Housing Benefit subsidy claim on behalf of the Department for Work and Pensions. Our work on this claim is not yet complete and will be finalised by 30 November 2016. We will report the results of this work to the Council's Audit Panel on 16 December 2016 in our Annual Certification Letter.

### **Working with the Council**

During the year we have met regularly with the Chief Executive and senior leadership team. We have continued to share the firm's national publications and provided thought leadership in emerging issues that impact on the public sector.

We would like to record our appreciation for the assistance and co-operation provided to us during our audit by the Council's staff.

**Grant Thornton UK LLP**  
**October 2016**

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# Audit of the accounts

## Our audit approach

### Materiality

In our audit of the Council's accounts, we use the concept of materiality to determine the nature, timing and extent of our work, and in evaluating the results of our work. We define materiality as the size of the misstatement in the financial statements that would lead a reasonably knowledgeable person to change or influence their economic decisions.

We determined materiality for our audit of the Council's accounts to be £9,830,000, which is 2% of the Council's gross revenue expenditure. We used this benchmark, as in our view, users of the Council's accounts are most interested in how it has spent the income it has raised from taxation and grants during the year.

We also set a lower level of specific materiality for certain areas such as cash and senior officer remuneration, related party transactions and audit fee.

We set a lower threshold of £250,000, above which we reported errors to the Overview (Audit) Panel in our Audit Findings Report.

### Pension Fund

For the audit of the Greater Manchester Pension Fund Accounts we determined materiality to be £175,912,000 being 1% of opening net assets. We also set a lower specific materiality for areas such as cash, management expenses, related party transactions and audit fee.

## The scope of our audit

Our audit involves obtaining enough evidence about the amounts and disclosures in the financial statements to give reasonable assurance that they are free from material misstatement, whether caused by fraud or error.

This includes assessing whether:

- the Council's accounting policies are appropriate, have been consistently applied and adequately disclosed;
- significant accounting estimates made by management are reasonable; and
- the overall presentation of the financial statements gives a true and fair view.

We also read the narrative report and annual governance statement to check they are consistent with our understanding of the Council and with the accounts on which we give our opinion.

We carry out our audit in line with ISAs (UK and Ireland) and the NAO Code of Audit Practice. We believe the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Our audit approach was risk based upon a thorough understanding of the Council's business.

We identified key risks and set out overleaf the work we performed in response to these risks and the results of this work.

# Audit of the accounts - Council

These are the risks which had the greatest impact on our overall strategy and where we focused more of our work.

Risks identified in our audit plan	How we responded to the risk
<p><b>Valuation of surplus assets and investment property and fair value disclosures under IFRS 13</b></p> <p>The CIPFA Code of Practice has implemented IFRS 13 for the 2015/16 financial statements. The Council is required to include surplus assets within property, plant and equipment in its financial statements at fair value, as defined by IFRS13.</p> <p>The basis on which fair value is defined for investment property is also different to that used in previous years.</p> <p>This represents a significant change in the basis for estimation of these balances in the financial statements.</p>	<ul style="list-style-type: none"> <li>• review of management's processes and assumptions for the calculation of the estimate;</li> <li>• review of the competence, expertise and objectivity of management expert valuer, Matthews and Goodman;</li> <li>• review of the instructions issued to valuation experts and the scope of their work;</li> <li>• testing of revaluations made during the year to ensure they were input correctly into the Council's asset register; and</li> <li>• review of the disclosures made by the Council in its financial statements to ensure they were in accordance with the requirements of the CIPFA Code of Practice and IFRS 13.</li> </ul> <p><b>We did not identify any issues to report</b></p>
<p><b>Valuation of property, plant and equipment</b></p> <p>The Council revalues its assets on a rolling basis over a five year period. The Code requires that the Council ensures the carrying value at the balance sheet date is not materially different from the current value. This represents a significant estimate by management in the financial statements.</p>	<ul style="list-style-type: none"> <li>• review of management's processes and assumptions for the calculation of the estimate;</li> <li>• review of the competence, expertise and objectivity of management's expert valuer, Matthews and Goodman;</li> <li>• review of the instructions issued to valuation experts and the scope of their work;</li> <li>• review and challenge of the information used by the valuer to ensure it was robust and consistent with our understanding;</li> <li>• testing of revaluations made during the year to ensure they were input correctly into the Council's asset register; and</li> <li>• evaluation of the assumptions made by management for those assets not revalued during the year and how management satisfied themselves that these were not materially different to current value.</li> </ul> <p><b>We did not identify any issues to report</b></p>
<p><b>Valuation of pension fund net liability</b></p> <p>The Council's pension fund asset and liability as reflected in its balance sheet represent significant estimates in the financial statements.</p>	<ul style="list-style-type: none"> <li>• documentation of the key controls that were put in place by management to ensure that the pension fund liability was not materially misstated;</li> <li>• walkthrough of the key controls to assess whether they were implemented as expected and mitigate the risk of material misstatement in the financial statements;</li> <li>• review of the competence, expertise and objectivity of the actuary who carried out the Council's pension fund valuation;</li> <li>• gaining an understanding of the basis on which the IAS 19 valuation was carried out, undertaking procedures to confirm the reasonableness of the actuarial assumptions made; and</li> <li>• review of the consistency of the pension fund asset and liability and disclosures in notes to the financial statements with the actuarial report from your actuary.</li> </ul> <p><b>We did not identify any issues to report</b></p>

# Audit of the accounts – Pension Fund

These are the risks which had the greatest impact on our overall strategy and where we focused more of our work.

Risk identified in our audit plan	How we responded to the risk
<p><b>Level 3 Investments – Valuation is incorrect</b></p> <p>Under ISA(UK&amp;I)315 significant risks often relate to significant non-routine transactions and judgemental matters. Level 3 investments by their very nature require a significant degree of judgement to reach an appropriate valuation at year end.</p>	<ul style="list-style-type: none"><li>• carried out walkthrough tests of the controls identified in the cycle;</li><li>• tested a sample of private equity investments valuations by obtaining and reviewing the latest audited accounts for individual investments and agreeing these to the fund manager reports at that date. Reconciliation of those values to the values at 31 March with reference to known movements in the intervening period;</li><li>• reviewed the qualifications of fund managers as experts to value the level 3 investments at year end and gain an understanding of how the valuation of these investments has been reached;</li><li>• reviewed the nature and basis of estimated values and considered what assurance management has over the year end valuations provided for these types of investments.</li></ul> <p><b>We did not identify any issues to report</b></p>

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# Audit of the accounts

## **Audit opinion**

We gave an unqualified opinion on the Council's accounts on 12 September 2016, in advance of the 30 September 2016 national deadline.

The Council made the accounts available for audit in line with the agreed timetable, and provided a good set of working papers to support them. The finance team responded promptly and efficiently to our queries during the course of the audit.

We reported the key issues from our audit of the accounts of the Council to the Council's Overview (Audit) Panel on 12 September 2016.

The key messages arising from our audit of the Council's financial statements are:

- the draft accounts were of a good standard and contained no material errors;
- the audit matters related mainly to classification and disclosure matters in the notes to the financial statements. Our audit did not identify any adjustments affecting the Council's expenditure or level of useable reserves; and
- due to the good standard of the draft accounts and supporting working papers it was not necessary to raise any actions or recommendations.

## **Pension Fund accounts**

We also reported the key issues from our audit of the accounts of Greater Manchester Pension Fund hosted by the Council to the Overview (Audit) Panel on 12 September.

There were no significant issues arising from our work. The draft pension fund statements were of a high quality and supported by good working papers. The finance team responded promptly and knowledgeably to audit requests and queries. We have recommended a small number of adjustments to improve disclosure and the presentation of the pension fund statements.

## **Annual Governance Statement and Narrative Report**

We are also required to review the Council's Annual Governance Statement and Narrative Report. It published them on its website with the draft accounts in line with the national deadlines.

Both documents were prepared in line with the relevant guidance and were consistent with the supporting evidence provided by the Council and with our knowledge of the Council.

## **Whole of Government Accounts (WGA)**

We carried out work on the Council's consolidation schedule in line with instructions provided by the NAO. We issued a group assurance certificate on 19 October 2016 which did not identify any issues for the group auditor.

## **Other statutory duties**

We also have additional powers and duties under the Act, including powers to issue a public interest report, make written recommendations, apply to the Court for a declaration that an item of account is contrary to law, and to give electors the opportunity to raise questions about the Council's accounts and to raise objections received in relation to the accounts. We had no recourse to exercise these other statutory duties.

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# Value for Money conclusion

## Background

We carried out our review in accordance with the NAO Code of Audit Practice (the Code), following the guidance issued by the NAO in November 2015 which specified the criterion for auditors to evaluate:

*In all significant respects, the audited body takes properly informed decisions and deploys resources to achieve planned and sustainable outcomes for taxpayers and local people.*

## Key findings

Our first step in carrying out our work was to perform a risk assessment and identify the key risks to concentrate our work. We did not identify any significant risks to the VFM conclusion. Our main considerations in arriving at our conclusion included:

- the Council contained net expenditure within the 2015/16 budget, reporting a £663m underspend at 31 March 2016;
- the Pension Fund deficit reduced from £348.3m to £273.9m during the year; and
- The Council has set a Medium Term Financial Strategy covering the period up until 2019/20 which recognises the financial pressures faced.

Of particular note is the progress that the Council and partners have made in establishing an Integrated Care Organisation (ICO) to create a sustainable future for health and social care for residents across Tameside. A single commissioning function between the Council and Tameside and Glossop CCG became operational in shadow form on 1 April 2016 under the banner of "Care Together". It is proposed that the ICO will become fully operational on 1 April 2017.

Not surprisingly the financial commitment to the ICO is significant and includes the entire CCG commissioning budget together with Adult Services, Children's Services and Public Health within the Council. A total of £435m is initially committed for 2016/17 between the CCG and the Council within a Integrated Commissioning Fund (ICF).

The financial gap to deliver the ambitions of such large scale change is significant, underpinned by the commitment to achieve a balanced position by 2020/21 or earlier. During 2016/17 the CCG and Council as commissioners forecast a £21.5m gap, added to which will include the financial gap for Tameside and Glossop Integrated Care NHS Foundation Trust.

As well as good progress with the ICO, the Council is mid way through its major Vision Tameside capital investment across the borough. Good progress has been made with implementing phases 1 & 2 of the project which includes Clarendon Sixth Form College, Skills Centre and new Council administration block in the centre of Ashton Under Lyne. This is contributing to an ambitious and exciting regeneration of the borough. Overall costs are being kept within the budget, with project management overseen by the Vision Tameside Project Board.

## Overall VfM conclusion

We are satisfied that in all significant respects the Council put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ending 31 March 2016.

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# Working with the Council

## Our work with you in 2015/16

We are really pleased to have worked with you over the past year. We have established a positive and constructive relationship. Together we have delivered some great outcomes:

**An efficient audit** – we delivered the accounts audit 18 days before the deadline and in line with the timescale we agreed with you. Our audit team are knowledgeable and experienced in your financial accounts and systems. Our relationship with your team provides you with a financial statements audit that continues to finish ahead of schedule releasing your finance team for other important work.

**Understanding your operational health** – through the value for money conclusion we provided you with assurance on your operational effectiveness. We are proud of the progress you have made with establishing your ambitious Care Together integrated commissioning organisation and with the benefits brought about through Vision Tameside.

**Sharing our insight** – we provided regular updates covering best practice. Areas we covered included Innovation in public financial management, Knowing the Ropes – Audit Committee; Effectiveness Review, Making devolution work, Reforging local government. We have also shared with you our insights on advanced closure of local authority accounts, in our publication "Transforming the financial reporting of local authority accounts" and will continue to provide you with our insights as you bring forward your production of your year-end accounts.

**Thought leadership** – we have shared with you our publication on Building a successful joint venture and will continue to support you as you consider greater use of alternative delivery models for your services.

**Providing training** – we provided your teams with training on financial accounts and annual reporting at our annual Chief Accountant's Workshop.

**Providing information** – we provided you with access to CFO insights, our online analysis tool providing you with access to insight on the financial performance, socio-economy context and service outcomes of councils across the country.



# Working with the Council

## Working with you in 2016/17 - Highways Network Asset

The Code of Practice on Local Authority Accounting (the Code) requires authorities to account for Highways Network Asset (HNA) at depreciated replacement cost (DRC) from 1 April 2016. The Code sets out the key principles but also requires compliance with the requirements of the recently published Code of Practice on the Highways Network Asset (the HNA Code), which defines the assets or components that will comprise the HNA. This includes roads, footways, structures such as bridges, street lighting, street furniture and associated land. These assets should always have been recognised within Infrastructure Assets.

The Code includes transitional arrangements for the change in asset classification and the basis of measurement from depreciated historic cost (DHC) to DRC under which these assets will be separated from other infrastructure assets, which will continue to be measured at DHC.

This is expected to have a significant impact on the Council's 2016/17 accounts, both in values and levels of disclosure, and may require considerable work to establish the opening inventory and condition of the HNA as at 1 April 2016.

Under the current basis of accounting values will only have been recorded against individual assets or components acquired after the inception of capital accounting for infrastructure assets by local authorities. Authorities may therefore have to develop new accounting records to support the change in classification and valuation of the HNA.

The nature of these changes means that Finance officers will need to work closely with colleagues in the highways department and potentially also to engage other specialists to support this work.

Some of the calculations are likely to be complex and will involve the use of external models, a combination of national and locally generated rates and a number of significant estimates and assumptions.

We have been working with the Council on the accounting, financial reporting and audit assurance implications arising from these changes. We have issued two Client Briefings which we have shared with you. We will issue further briefings during the coming year to update the Council on key developments and emerging issues.

This important accounting development is likely to be a significant risk for our 2016/17 audit, so we have already had some preliminary discussions with the Council to assess the progress made in this respect. Tameside's Highway Network Asset is likely to exceed £2.5 billion.

Our discussions to date have highlighted that Council Officers are developing an implementation plan which will be in accordance with LAAP Bulletin 100 "Project Plan for Implementation of the Measurement Requirements for Transport Infrastructure Assets by 2016/17", and will monitor progress against plan.

The Council should not underestimate the amount of time and resource across both the Finance and Highways teams that will be required to implement the new standard to ensure completeness of the data, carry out road condition surveys and to consider any significant estimations within the highways network.

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# Working with the Council

We will continue to liaise closely with the senior finance team during 2016/17 on this important accounting development, with timely feedback on any emerging issues.

The audit risks associated with this new development and the work we plan to carry out to address them will be reflected in our 2016/17 audit plan.

We will also continue to work with you and support you over the next financial year as the Care Together integrated care organisation develops including agreeing the accounting disclosures.

# Appendix A: Reports issued and fees

We confirm below our final fees charged for the audit and confirm there were no fees for the provision of non audit services.

## 2015/16 Fees – Tameside Council

	Planned £	Actual fees £	2014/15 fees £
Statutory audit of Council	105,017	105,017	140,023
Housing Benefit Grant Certification	38,773	38,773	32,430
<b>Total fees (excluding VAT)</b>	<b>143,790</b>	<b>143,790</b>	<b>172,453</b>

## 2015/16 Fees – Greater Manchester Pension Fund

	Planned £	Actual fees £	2014/15 fees £
Pension Fund Audit Fee	56,341	56,341	56,341
IAS 19 work for admitted bodies (PSAA regime only)	5,996	5,996	5,996
<b>Total fees (excluding VAT)</b>	<b>62,337</b>	<b>62,337</b>	<b>62,337</b>

## Reports issued – Tameside Council

Report	Date issued
Audit Plan	March 2016
Audit Findings Report	September 2016
Annual Audit Letter	October 2016

## 2015/16 Fees for other services – Tameside Council

Service	Fees £
<b>Audit related services:</b>	
Teachers' Pension Return Audit	4,200
George Frederick Byrom Trust – charity independent examination	1,500
<b>Total fees (excluding VAT)</b>	<b>5,700</b>

Grant Thornton UK LLP also provides audit services to:

- Matrix Homes Limited Partnership for fees totalling £11,500 and other services of £2,000; and
- Greater Manchester and London Infrastructure Limited Partnership for audit and accounts fees of £9,600 and other services of £1,800.

These are separate engagements outside the remit of Public Sector Audit Appointments Limited.





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<b>Report To:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	14 December 2016
<b>Executive Member/ Reporting Officer:</b>	Cllr J M Fitzpatrick - First Deputy (Performance and Finance) Ian Duncan – Assistant Executive Director (Finance)
<b>Subject:</b>	<b>REVENUE MONITORING – QUARTER 2 2016/17</b>
<b>Report Summary:</b>	<p>This report shows that at Quarter 2 the overall net service projected outturn revenue position for 2016/17 is £1.359m under budget. Strong budget management is required across the Council to ensure that its financial plans are achieved and that the Council is therefore able to control budgetary pressures in future years.</p> <p>The budget for corporate costs is currently forecast to be £5.511m under budget. This can change during the year and will be kept under review.</p>
<b>Recommendations:</b>	<ol style="list-style-type: none"><li>1) That the changes to revenue budgets as set out at <b>Appendix 1</b> are approved.</li><li>2) That the projected revenue outturn position is noted for services experiencing budgetary pressures that they identify plans to bring down the extent of the expenditure above budget.</li><li>3) That the detail for each service area is noted.</li></ol>
<b>Links to Community Strategy:</b>	Budget is allocated in accordance with the Community Strategy.
<b>Policy Implications:</b>	Budget is allocated in accordance with Council Policy.
<b>Financial Implications: (Authorised by the Section 151 Officer)</b>	This quarter 2 monitoring report for the current financial year forecasts that expenditure will be contained within the approved budget. This is important as a firm foundation is needed upon which to build plans to meet the challenges identified by the Medium Term Financial Strategy (MTFS) for the period 2016-2020.
<b>Legal Implications: (Authorised by the Borough Solicitor)</b>	There is a statutory duty to ensure the Council sets a balanced budget and that it is monitored to ensure statutory commitments are met.
<b>Risk Management:</b>	Failure to properly manage and monitor the Council's budgets will lead to service failure and a loss of public confidence.
<b>Access to Information</b>	The background papers relating to this report can be inspected by contacting the report writer, Ian Duncan, Assistant Executive Director (Finance) by:  Telephone: 0161 342 3864  e-mail: <a href="mailto:ian.duncan@tameside.gov.uk">ian.duncan@tameside.gov.uk</a>

## **1 INTRODUCTION**

- 1.1 This is the second revenue monitoring report of the 2016/17 financial year. The report summarises the projected revenue outturn position for service areas of the Council at the 31 March 2017.
- 1.2 Details of the various sections and Appendices within the report are shown below:
- **Section 2:** changes to the budget since June 2016.
  - **Section 3:** a summary of the budget and revenue financial position for Service areas.
  - **Section 4:** savings update.
  - **Section 5:** Business Rates and Council Tax collection performance.
  - **Section 6:** commentary about the financial challenges in the local health and social care economy.
  - **Section 7:** the recommendations of this report.
  
  - **Appendix 1:** details the changes to the Council's in-year revenue budget since June 2016.
  - **Appendix 2:** details for each Directorate showing the revenue outturn position and:
    - an explanation of significant variations to budget;
    - an analysis of expenditure and income.
  - **Appendix 3:** analysis of the Council Tax and Business Rates collection performance.
  - **Appendix 4:** Care Together Single Commissioning Board monitoring report for quarter 2.
- 1.3 This report details Directorates' projected revenue outturn position for 2016/17 against budgets for the year and shows the net of income and expenditure as a variation to budget.
- 1.4 Also included within the report are details for those budgets that are held corporately and the projected outturn position. These budgets include the cost of capital financing, democracy and where service areas are unable to affect spend against budget e.g. AGMA costs.
- 1.5 Separate tables, which break down the budgets into elements of expenditure and income, are included in **Appendix 2**, to show how Directorates are utilising their allocated funding.

## **2 SUMMARY OF CHANGES TO THE BUDGET**

- 2.1 There have been no adjustments to the budget since Quarter 1; the budget at Quarter 2 is £162.3m. Details of the transfers between services up to Quarter 2 monitoring are set out in **Appendix 1**.

### 3 SUMMARY OF THE FINANCIAL POSITION

3.1 This report shows that at Quarter 2 the service overall projected net revenue expenditure for the 2016/17 financial year is expected to be £1.359m less than the updated budget.

**Table 1 – projected outturn revenue position for 2016/17**

Directorate	Service	2016/17 Budget £000	Outturn £000	Variation to Budget £000
People	Childrens Social Care	23,972	24,819	847
People	Strategy and Early Intervention	1,906	1,841	(65)
People	Education	3,313	3,226	(87)
People	Adult and Early Intervention Services	41,995	43,493	1,498
People	Stronger Communities	7,096	6,781	(315)
	<b>Total Director of People</b>	<b>78,281</b>	<b>80,159</b>	<b>1,878</b>
Place	Asset and Investment Partnership Management	5,082	5,801	719
Place	Environmental Services	46,988	45,730	(1,258)
Place	Development Growth and Investment	2,221	2,107	(137)
Place	Digital Tameside	1,817	1,817	0
	<b>Total Director of Place</b>	<b>56,113</b>	<b>55,437</b>	<b>(676)</b>
Public Health	Director of Public Health	1,400	1,521	121
Governance and Resources	Director of Governance and Resources	9,979	7,297	(2,682)
	<b>Total Service Position</b>	<b>145,773</b>	<b>144,414</b>	<b>(1,359)</b>

- 3.5 The overall net position is for service expenditure to be within budget and is a combination of variances, both over and under budget, as summarised above. Fuller details are set out in Appendix 2.
- 3.6 The revenue position reported needs to be considered in the context of the Council's Medium Term Financial Strategy (MTFS). Below is a summary taken from the current MTFS which shows the £14 million savings in 2016/17. This has already been incorporated into service areas budgets. The requirement identified in February 2016 was for £51 million to be achieved by 2019/20.
- 3.7 In addition to service budgets here we hold to pay for corporate costs such as levies, loan debt etc. as well as the means to cope with in-year volatility. It is currently forecast that will be £1 million within budget in these areas.

**Table 2**

Directorate	Corporate Budgets	2016/17 Budget £000	Outturn £000	Variation to Budget £000
Other	Corporate Costs, Capital and Financing and Other Cost Pressures	16,528	11,017	(5,511)
	<b>Total</b>	<b>16,528</b>	<b>11,017</b>	<b>(5,511)</b>

These budgets are held to pay for corporate costs such as levies, loan debt etc. as well as the means to cope with in-year volatility.

#### 4 SAVINGS

- 4.1 Savings targets were allocated in line with consideration of the Council's core purpose, policy priorities, and assessed risks. The Council agreed a savings target of £14 million for 2016/17 as part of a two year budget plan. Detailed savings proposals were drawn up for 2016/17 and agreed by Full Council in February 2015. The current forecast of the achievement of the savings target is shown in the table below;

**Table 3**

	2015/16 Savings Target £000	2016/17 Savings Target £000	Total	Balance to be achieved
People	17,186	5,856	23,042	-13,878 +12,000
Public Health	380	350 *	730	-
Place	2,228	-	2,228	-
Governance and Resources	556	-	556	-
Corporate Savings	700	3,589	4,289	-
Capital and Financing	3,000	4,305	7,305	-
<b>Total</b>	<b>24,050</b>	<b>14,100</b>	<b>38,150</b>	<b>-1,878</b>



\* excludes reduction in Public Health grant of £363k

## 5 COUNCIL TAX AND BUSINESS RATES

- 5.1 The Business Rates Retention Scheme means that variations in the level of Business Rates income collected has a direct impact on Council resources. The level of Council Tax income collected remains an important area for the Council as any shortfall in the level of Council Tax income also has a direct impact on Council resources.
- 5.2 At Quarter 2 the level of Council Tax income is slightly under target collection rates and Business Rates are exceeding the target. Both areas will be closely monitored during the financial year and continue to target income collection. **Appendix 3** includes two tables that show how the Council is performing against target collection rates in both Business Rates and Council Tax.

## 6 CARE TOGETHER

- 6.1 Under Care Together a single body will commission health and social care services. The single commissioning function is made up from Tameside & Glossop Clinical Commissioning Group and Tameside Council. The Care Together vision is to significantly raise healthy life expectancy by focussing on health and care needs of communities with a view to achieving better prosperity, health and wellbeing and to deliver a clinically and financially sustainable health and social care service with the next five years.
- 6.2 On the financial front a first step was to enter into a section 75 agreement with Tameside and Glossop CCG to pool resources, with each organisation agreeing to be responsible for its own financial risks in this first year. The governance arrangements are that the Single Commissioning Management Team and the Single Commissioning Board receive regular budget monitoring reports and will agree mitigating actions as appropriate. The financial information in respect of council services provided to the single commissioning bodies is consistent with information included in the Council's budget monitoring reports albeit there can be timing differences between the two.
- 6.3 In working towards financial sustainability across the whole health and social care economy i.e. including Tameside Hospital Foundation Trust, a single consolidated financial report is now produced. This is showing a forecast collective deficit of £24 million in 2016/17 and this is forecast to grow in the following year. Short and medium term options are being worked upon to minimise this position. Revenue financial position is shown below;

**Table 4**

Organisation	Year to Date			Year End Forecast			Movement	
	Budget £'000s	Actual £'000s	Variance £'000s	Budget £'000s	Actual £'000s	Variance £'000s	Previous Month £'000s	Movement in Month £'000s
Tameside & Glossop CCG	186,867	187,883	(1,016)	378,050	382,243	(4,193)	(4,790)	597
Tameside MBC	33,843	35,044	(1,201)	69,272	71,674	(2,402)	(2,060)	(342)
<b>Total Single Commissioner</b>	<b>220,710</b>	<b>222,927</b>	<b>(2,217)</b>	<b>447,322</b>	<b>453,917</b>	<b>(6,595)</b>	<b>(6,850)</b>	<b>255</b>
ICO Deficit			(9,223)			(17,300)	(17,300)	-
<b>Total Whole Economy</b>			<b>(11,440)</b>			<b>(23,895)</b>	<b>(24,150)</b>	<b>255</b>

The month 6 consolidated report can be found at:

<http://tameside.moderngov.co.uk/documents/s11373/ITEM%20a%20-%20Revenue%20Monitoring%20Statement%20-%20FINAL.pdf>

and is in **Appendix 4** of this report.

## **7 RECOMMENDATIONS**

7.1 The recommendations of this report are noted at the front of the report.

DRAFT

APPENDIX 1

Budget changes up to Quarter 2 – for approval

	Director of People £000	Director of Place £000	Public Health £000	Governance and Resources £000	Corporate Budgets, Capital Financing and Corporate Pressures £000	Total £000
<b>Revised Budget agreed at Q1 2016/17</b>	<b>78,162</b>	<b>56,055</b>	<b>1,400</b>	<b>9,996</b>	<b>16,688</b>	<b>162,301</b>
<b><i>Virements of Budget</i></b>						
You Choose Funding	26			(26)		0
Transfers of budget to service areas for the cost of employees leaving on voluntary severance from July to September 16	93	22		9	(124)	0
Corporate Funding		20			(20)	0
Gorse Hall – loss of rental income		6			(6)	0
Catering Legal Fees		5			(5)	0
Plot 4 Langham Street – loss of rental income		5			(5)	0
<b>Budget - Q2 2016/17</b>	<b>78,281</b>	<b>56,113</b>	<b>1,400</b>	<b>9,979</b>	<b>16,528</b>	<b>162,301</b>

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 DIRECTOR OF PEOPLE
 

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1. **CHILDREN'S SERVICES**

	2016/17 Budget £000	Outturn £000	Variation to Budget £000
Childrens Social Care	23,972	24,819	847
Strategy and Early Intervention	1,906	1,841	(65)
Education	3,313	3,226	(87)
<b>TOTAL</b>	<b>29,190</b>	<b>29,885</b>	<b>695</b>

a. **Overview**

Reasons for the significant variations to budget:

	<b>£000</b>
<b><u>Children's</u></b>	
External Residential and Foster Care Placements- Current estimates are that spend will be below budget. It should be noted that the service is exposed to the risk of additional unexpected and complex needs placements throughout the year which could have an effect on these costs.	(192)
Staffing - A number of agency social workers have been employed to address caseload capacity issues. Costs associated with these staff are assumed to continue until the end of March 2017.	307
Original Savings yet to be realised - Eligibility Threshold Reductions.	215
Original Savings yet to be realised - Boyds Walk Residential saving of external compared to internal.	380
Original Savings yet to be realised - Closure of St Lawrence Road.	100
Borrowing costs for the purchase of two new childrens homes.	40
Original Savings yet to be realised - Further reductions to External Residential and Fostering Placements.	165
Transport Related Expenses.	(29)
Other minor variations across Childrens Social Care.	(139)
<b>Children's Total</b>	<b><u>847</u></b>

£000

**Strategy and Early Intervention**

**Employee Expenses:**

Staffing costs are under budget due to maximising alternative funding sources, part year vacancies and other minor variations under £0.050m. (55)

**Transport:**

Transport costs are over budget due to high spend in transporting young carers. This area is currently under review and we are seeking cost reductions. 62

**Other Expenditure:**

Minor variations under £0.050m. (38)

**Other Income:**

Minor variations under £0.050m. (2)

**Use of one-off monies:**

Minor variations under £0.050m. (32)

**Strategy and Early Intervention Total**

**(65)**

£000

**Education**

**Employee Costs**

Expenditure is below budget on employee costs due to the vacant Head of Schools Performance & Standards position (£0.085m), some part year vacancies (£0.064m), a reduction/re-distribution of staff within the Pupil Support Service (0.106m) and other minor variations under £0.050m. (336)

**Special Education transport**

Minor Variations Under £0.050m. 42

**Other Expenditure**

Other Expenditure is below budget due to both the traded Governors Support (£0.063m) and Education Psychology (£0.068m) services spending less on external support and resources than originally planned, along with other minor variations of less than £0.050m. However, additional funding for children with Special Educational Needs to Mainstream Schools is required (£0.075m) but this will be funded from the Schools Funding Reserve. (6)

**Non-Academy Schools Income**

Income is less than budgeted for non-Academy Schools due to a reduction in the buy in from schools to the Behaviour for Learning & Inclusion Service (£0.175m), to the Equality, Multicultural and Access Team (£0.087m) and the Governors Training Traded Service (£0.028m). 267

**Academy Schools Income**

Minor Variations Under £0.050m. 17

**Sales, Fees & Charges**

Minor Variations Under £0.050m. 10

<b>Other Income</b>	
Minor Variations Under £0.050m	(1)
<b>Use of one-off monies</b>	
A draw down on the Schools Funding Reserve is required to for children with Special Educational Needs to Mainstream Schools (£0.075m), along with other minor variations under £0.050m.	(80)
<b>Education Total</b>	<b><u>(87)</u></b>

## 2. ADULT AND EARLY INTERVENTION SERVICES

	2016/17 Budget £000	Outturn £000	Variation to Budget £000
Adult Social Care	41,995	43,493	1,498
<b>TOTAL</b>	<b>41,995</b>	<b>43,493</b>	<b>1,498</b>

### a. Overview

£000

#### Adults and Early Intervention

Changes to the regulations associated with the Better Care Fund has created a pressure of £1.12m 1,120

The CCTV service has transferred to Adults with insufficient funding; further work to be done to understand the full costs associated with this service. 60

Costs associated with Residential and Nursing Care has increased due to national policy changes around FNC rates. 490

Funding allocation for Local Reform Grant confirmed since Q1. (134)

Other minor variations. (38)

**Adults and Early Intervention Total** **1,498**

### 3. STRONGER COMMUNITIES

	2016/17 Budget £000	Outturn £000	Variation to Budget £000
Stronger Communities	7,096	6,781	(315)
<b>TOTAL</b>	<b>7,096</b>	<b>6,781</b>	<b>(315)</b>

#### a. Overview

£000

Reduction in Supporting People contracts in effect from part way through the year, full year effect will materialise in 2017/18. 60

Year-end accruals will not materialise within the Supporting People service. (27)

Contract variation for homelessness demographics due to change in legislation increasing demand not coming into effect until 1st October 2016, waiver for 10 units of temporary supported accommodation for homeless households full year effect of £52k. (106)

Contract variation for supporting people & homelessness contracts to pay living wage not coming into effect until 1st October 2016, when materialised only effected 3 members of staff. (162)

One off efficiencies materialising from delays in filling posts. (16)

Ad-hoc efficiencies across Stronger Communities. (64)

**Stronger Communities Total** **(315)**

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**DIRECTOR OF PUBLIC HEALTH**

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**4. DIRECTOR OF PUBLIC HEALTH**

	<b>2016/17 Budget £000</b>	<b>Outturn £000</b>	<b>Variation to Budget £000</b>
Director of Public Health	1,400	1,521	121
<b>TOTAL</b>	<b>1,400</b>	<b>1,521</b>	<b>121</b>

**a. Overview**

**£000**

Resourcing of the Active Tameside capital investment prudential borrowing repayment. 154

Efficiencies identified through reductions in contracts and staffing. (33)

**Public Health Total** **121**



**DIRECTOR OF PLACE**

**5. ASSET AND INVESTMENT PARTNERSHIP MANAGEMENT**

	<b>2016/17 Budget £000</b>	<b>Outturn £000</b>	<b>Variation to Budget £000</b>
Asset and Investment Partnership Management	5,087	5,806	719
<b>TOTAL</b>	<b>5,087</b>	<b>5,806</b>	<b>719</b>

**a. Overview**

**£000**

**Corporate Landlord**

The variation relates to an estimated cost of disposal costs relating to capital receipts where the expenditure is greater than that allowed to be offset against the capital receipt, for example small plots of land. 150

Ongoing expenditure in relation the building repairs and maintenance. 271

Rochdale data centre expenditure in excess of budget. 56

Reduction in under £10k capital receipts. 40

Target basic needs funding was a one off in 15/16. 187

Dukinfield Cemetery And Crematorium Business Rates reimbursement backdated to 2010. (196)

**Estates**

Reduction in the amount of income generated. 211

**Asset and Investment Partnership Management Total 719**

**6. ENVIRONMENTAL SERVICES**

	<b>2016/17 Budget £000</b>	<b>Outturn £000</b>	<b>Variation to Budget £000</b>
Environmental Services	46,988	45,730	(1,258)
<b>TOTAL</b>	<b>46,988</b>	<b>45,730</b>	<b>(1,258)</b>

**a. Overview**

**£000**

Expenditure less than budget as a result of vacant posts across the service following full review of Cost of Establishment for Environmental Services, all posts are expected to be filled. (313)

Expenditure in excess of budget for Car Park related equipment purchase and works £110k and Premises related costs £68k, Operations - Estate Recharges in excess of budget £66k other minor variations below £0.050m across the service £165k.	409
Income in excess of budget for Car Parks Pay & Display income (£139k), Traffic Flow Management (£180k), Gmraps (£25k), Contribution from Public Health (£60k) offset by anticipated reduction in income from Car Park passes £91k and Car Park Excess Fee Notice Income £121k and other minor variations below £0.050m across the service £24k.	(168)
Income in excess of budget as a result of additional income generated from Highways Projects (£125k), other minor variations below £0.050m across the service £16k.	(109)
Savings being planned 2016/17.	(1,077)
<b>Environmental Services Total</b>	<b><u>(1,258)</u></b>

## 7. DEVELOPMENT GROWTH AND INVESTMENT

	2016/17 Budget £000	Outturn £000	Variation to Budget £000
Development Growth and Investment	2,221	2,084	(137)
<b>TOTAL</b>	<b>2,221</b>	<b>2,084</b>	<b>(137)</b>

### a. Overview

	<b>£000</b>
Expenditure below budget for Employee costs as a result of vacant posts across the service and service re-designs currently in progress - of which (£36k) relates to Post 19 Service which is grant funded from the ESF and (£41k) Ecology Unit, an AGMA function hosted by Tameside MBC.	(323)
One off unbudgeted commitments for various economic growth and regeneration initiatives across the borough £215k, offset by minor variations across the service below £0.050m.	195
Income less than budget for the following areas: Ground Rental Income £40k Building Control £120k as a result of vacant posts, therefore inability to complete work Land Charges £10k	170
Higher than anticipated income in the Agency Service responsible for delivering the increased Disabled Facilities Grant funded Capital scheme for 2016/17.	(51)
Savings being planned 2016/17 to be used to support service re-designs.	(128)
<b>Development Growth and Investment Total</b>	<b><u>(137)</u></b>

8. **DIGITAL TAMESIDE**

	<b>2016/17 Budget £000</b>	<b>Outturn £000</b>	<b>Variation to Budget £000</b>
Digital Tameside	1,817	1,817	0
<b>TOTAL</b>	<b>1,817</b>	<b>1,817</b>	<b>0</b>

a. **Overview**

No variation to budget is projected for Digital Tameside.

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**DIRECTOR OF GOVERNANCE AND RESOURCES**

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**9. DIRECTOR OF GOVERNANCE AND RESOURCES**

	2016/17 Budget £000	Outturn £000	Variation to Budget £000
Director of Governance and Resources	9,979	7,297	(2,682)
<b>TOTAL</b>	<b>9,979</b>	<b>7,297</b>	<b>(2,682)</b>

**a. Overview**

	<b>£000</b>
Savings as a result of severance, restrictions in recruitment and delays in the implementation of service redesign have resulted in a projected expenditure level of £1.338m under budget.	(1,338)
Ongoing restrictions in expenditure have resulted in a projected expenditure level of £1.329m under budget.	(1,329)
Income projected in excess of budget.	(15)
<b>Director of Governance and Resources Total</b>	<b><u>(2,682)</u></b>

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**CORPORATE BUDGETS**

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**10. CORPORATE COSTS**

Directorate	Corporate Budgets	2016/17 Budget £000	Outturn £000	Variation to Budget £000
Other	Corporate Costs, Capital and Financing and Other Cost Pressures	16,528	11,017	(5,511)
	<b>Total</b>	<b>16,528</b>	<b>11,017</b>	<b>(5,511)</b>

**a. Overview**

Corporate Costs include a range of central functions including Insurance, AGMA and Coroners costs and the cost of Democracy. Also included are budgets to cover the cost of the capital programme.

The main reasons for the projected spend of less than budget are:

- The Council has not undertaken any borrowing as at 30 September 2016.
- Interest rates for borrowing are lower than estimated.

- The Council has more cash than originally forecast and therefore the interest gained is greater than the budget.
- An ongoing restriction in expenditure has resulted in a projected expenditure level of £0.470m under budget.
- Ongoing efficiencies achieved as a result of the insurance review.

Any expenditure that is less than the budget will assist the Council's budget position in future years. It is imperative the Service areas continue to review their expenditure and accurately monitor future spend. Efficiencies made now will assist the future medium term financial strategy.

## APPENDIX 3

The tables below detail how the Council is performing against target collection rates in both Business Rates and Council Tax. Arrears are pursued and recovery of current year arrears will continue in future years.

<b><u>Council Tax In-year Collection Performance 2016/17</u></b>				
	<b>Cash Collected £m</b>	<b>Cash Collected %</b>	<b>Cash Target %</b>	<b>Variation %</b>
April 2016	9.623	10.42	10.80	-0.38
May 2016	17.800	19.27	19.40	-0.13
June 2016	26.103	28.26	28.40	-0.14
July 2016	34.121	36.89	37.60	-0.71
August 2016	42.443	45.86	46.20	-0.34
September 2016	50.665	54.71	55.30	-0.59
October 2016			64.30	
November 2016			73.30	
December 2016			81.80	
January 2017			90.20	
February 2017			92.50	
March 2017			94.40	

<b><u>Business Rates In-year Collection Performance 2016/17</u></b>				
	<b>Cash Collected £m</b>	<b>Cash Collected %</b>	<b>Cash Target %</b>	<b>Variation %</b>
April 2016	10.789	17.18	10.70	+6.48
May 2016	15.863	25.33	18.80	+6.53
June 2016	20.918	33.65	28.80	+4.85
July 2016	23.329	37.54	38.30	-0.76
August 2016	32.069	51.57	46.70	+4.87
September 2016	36.935	59.39	55.10	+4.29
October 2016			63.50	
November 2016			72.10	
December 2016			79.50	
January 2017			88.20	
February 2017			92.70	
March 2017			96.20	

<b>Report to:</b>	<b>CARE TOGETHER SINGLE COMMISSIONING BOARD</b>
<b>Date:</b>	1 November 2016
<b>Officer of Single Commissioning Board</b>	Kathy Roe – Director Of Finance – Single Commissioning Team Ian Duncan - Assistant Executive Director – Tameside Metropolitan Borough Council Finance Claire Yarwood – Director Of Finance – Tameside Hospital NHS Foundation Trust
<b>Subject:</b>	<b>TAMESIDE &amp; GLOSSOP CARE TOGETHER ECONOMY – 2016/17 REVENUE MONITORING STATEMENT AT 30 SEPTEMBER 2016 AND PROJECTED OUTTURN TO 31 MARCH 2017</b>
<b>Report Summary:</b>	<p>This is a jointly prepared report of the Tameside &amp; Glossop Care Together constituent organisations on the revenue financial position of the Economy.</p> <p>The report provides a 2016/2017 financial year update on the month 6 financial position (at 30 September 2016) and the projected outturn (at 31 March 2017).</p> <p>The Tameside &amp; Glossop Care Together Single Commissioning Board are required to manage all resources within the Integrated Commissioning Fund. The CCG and the Council are also required to comply with their constituent organisations' statutory functions.</p> <p>A summary of the Tameside Hospital NHS Foundation Trust financial position is also included within the report. This is to ensure members have an awareness of the overall financial position of the whole Care Together economy and to highlight the increased risk of achieving financial sustainability in the short term whilst also acknowledging the value required to bridge the financial gap next year and through to 2020/21.</p>
<b>Recommendations:</b>	<p>Single Commissioning Board Members are recommended :</p> <p>To note the 2016/2017 financial year update on the month 6 financial position (at 30 September 2016) and the projected outturn (at 31 March 2017).</p> <p>Acknowledge the significant level of savings required during the period 2016/17 to 2020/21 to deliver a balanced recurrent economy budget.</p> <p>Acknowledge the significant amount of financial risk in relation to achieving an economy balanced budget across this period.</p>
<b>Financial Implications:</b> <b>(Authorised by the statutory Section 151 Officer &amp; Chief Finance Officer)</b>	<p>This report provides the financial position statement of the 2016/17 Care Together Economy for the period ending 30 September 2016 (Month 6 – 2016/17) together with a projection to 31 March 2017 for each of the three partner organisations.</p> <p>The report explains that there is a clear urgency to implement associated strategies to ensure the projected funding gap is addressed and closed on a recurrent basis across the whole economy.</p> <p>Each constituent organisation will be responsible for the financing</p>

of their resulting deficit at 31 March 2017.

It should be noted that additional non recurrent budget has been allocated by the Council to Adult Services (£8 million) and Childrens' Services (£4 million) in 2016/17 to support the transition towards the delivery of a balanced budget within these services during the current financial year.

It should also be noted that the Integrated Commissioning Fund for the partner Commissioner organisations will be bound by the terms within the existing Section 75 agreement and associated Financial Framework agreement which has been duly approved by both the Council and CCG.

Given the implications for each of the constituent organisations this report will be required to be presented to the decision making body of each one to ensure good governance.

**Legal Implications:  
(Authorised by the Borough  
Solicitor)**

**How do proposals align with  
Health & Wellbeing Strategy?**

The Integrated Commissioning Fund supports the delivery of the Tameside and Glossop Health and Wellbeing Strategy

**How do proposals align with  
Locality Plan?**

The Integrated Commissioning Fund supports the delivery of the Tameside and Glossop Locality Plan

**How do proposals align with  
the Commissioning  
Strategy?**

The Integrated Commissioning Fund supports the delivery of the Tameside and Glossop Single Commissioning Strategy

**Recommendations / views of  
the Professional Reference  
Group:**

A summary of this report is presented to the Professional Reference Group for reference.

**Public and Patient  
Implications:**

Service reconfiguration and transformation has the patient at the forefront of any service re-design. The overarching objective of Care Together is to improve outcomes for all of our citizens whilst creating a high quality, clinically safe and financially sustainable health and social care system. The comments and views of our public and patients are incorporated into all services provided.

**Quality Implications:**

As above.

**How do the proposals help  
to reduce health  
inequalities?**

The reconfiguration and reform of services within Health and Social Care of the Tameside and Glossop economy will be delivered within the available resource allocations. Improved outcomes for the public and patients should reduce health inequalities across the economy.

**What are the Equality and  
Diversity implications?**

Equality and Diversity considerations are included in the re-design and transformation of all services

**What are the safeguarding  
implications?**

Safeguarding considerations are included in the re-design and transformation of all services

**What are the Information  
Governance implications?  
Has a privacy impact  
assessment been  
conducted?**

There are no information governance implications within this report and therefore a privacy impact assessment has not been carried out.



**Risk Management:**

These are detailed on slide 10 of the presentation

**Access to Information :**

Background papers relating to this report can be inspected by contacting :

Stephen Wilde, Head Of Resource Management, Tameside Metropolitan Borough Council



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Ann Bracegirdle, Associate Director Of Finance, Tameside Hospital NHS Foundation Trust



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The Care Together Tameside and Glossop Integrated Financial Position: M6 can be found at:  
<http://tameside.moderngov.co.uk/documents/s11373/ITEM%20a%20-%20Revenue%20Monitoring%20Statement%20-%20FINAL.pdf>

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<b>Report To:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	14 December 2016
<b>Executive Member/Reporting Officer:</b>	Cllr Jim Fitzpatrick - First Deputy (Performance & Finance) Ian Duncan– Assistant Executive Director (Governance, Resources, and Pensions)
<b>Subject:</b>	<b>CAPITAL MONITORING QUARTER 2 2016/17</b>
<b>Report Summary:</b>	<p>This report summarises the capital monitoring position at 30 September 2016 based on information provided by project managers.</p> <p>The report shows projected capital investment of £56.556m by March 2017.</p> <p>Some schemes will be delivered earlier or later than planned, and this is set out in the report.</p>
<b>Recommendations:</b>	<ul style="list-style-type: none"><li>(i) That the current capital budget monitoring position is noted.</li><li>(ii) That the resources currently available to fund the capital programme are noted.</li><li>(iii) That the re-profiling to reflect up-to-date investment profiles is approved.</li><li>(iv) That the current position in regards to Compulsory Purchase Orders (CPOs) and Indemnities is noted.</li><li>(v) That the changes to the capital programme are approved.</li><li>(vi) That the capital receipts position is noted.</li><li>(vii) The updated Prudential Indicator position is approved.</li></ul>
<b>Links to Community Strategy:</b>	The Capital Programme ensures investment in the Council's infrastructure is in line with the Community Strategy.
<b>Policy Implications:</b>	In line with Council Policies.
<b>Financial Implication:</b>	These are the subject of the report.
<b>(Authorised by the Section 151 Officer)</b>	It should be noted that for many schemes, a number of pressures exist, including necessary changes to the programme of work and wider cost pressures in the construction market, and such present ongoing challenges. Those leading projects must ensure that the management of each scheme is able to deliver projects on plan and within the allocated budget.
<b>Legal Implication:</b>	It is a statutory requirement for the Council to set a balanced budget. It is important that the capital expenditure position is regularly monitored to ensure we are maintaining a balanced budget and to ensure that the priorities of the Council are being delivered.
<b>(Authorised by the Borough Solicitor)</b>	
<b>Risk Management:</b>	Failure to properly manage and monitor the Council's budget

will lead to service failure and a loss of public confidence.

**Access to Information:**

The background papers relating to his report can be inspected by contacting Ian Duncan, Assistant Executive Director, Governance, Resources and Pensions by:



phone: 0161 342 3864



e-mail: [ian.duncan@tameside.gov.uk](mailto:ian.duncan@tameside.gov.uk)

## 1. INTRODUCTION

- 1.1 This is the second capital monitoring report for 2016/17, summarising the position as at 30<sup>th</sup> September. There will be two further monitoring statements during 2016/17. All Capital Monitoring reports are submitted to the Board, Strategic Planning and Capital Monitoring Panel, Executive Cabinet and Overview (Audit) Panel.
- 1.2 The report incorporates an update on major capital schemes and an update on Compulsory Purchase Orders (CPOs), indemnities, and potential liabilities.

## 2. KEY POINTS

- 2.1 The current forecast is for services areas to have spent £56.556m on capital investment by March 2017, which is £12.655m less than the current programmed spend.
- 2.2 This is detailed in section 3 of the report, explanations are also provided for capital projects with a projected variation of £0.100m or above over the life of the project.
- 2.3 Section 3 also details schemes with an in-year variation in excess of £0.100m and seeks approval to re-profile the capital expenditure of the project. An explanation for the need to re-profile the capital expenditure is also provided.
- 2.4 Table 1 below provides a high level summary of capital expenditure by service area.

**Table 1: Overall capital monitoring statement April-September 2016**

<b>CAPITAL MONITORING STATEMENT - SEPTEMBER 2016</b>				
	<b>Annual Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b><u>PEOPLE</u></b>				
Education	12,948	1,192	11,434	(1,514)
Children's Services	658	341	658	0
Stronger Communities	784	17	798	14
Active Tameside	4,503	3,168	4,503	0
Adults Services	824	0	824	0
<b><u>PLACES</u></b>				
AIPM	18,540	1,227	12,346	(6,194)
Development & Investment	6,863	1,479	6,116	(747)
Digital Tameside	1,468	71	1,078	(390)
Engineering Services	12,498	2,419	12,022	(476)
Environmental Health	1,105	9	1,105	0
Operations	345	27	168	(177)
Transport	5,580	821	2,409	(3,171)
<b><u>Exchequer</u></b>				
	90	0	90	0
Unallocated	3,005	0	3,005	0
<b>Total</b>	<b>69,211</b>	<b>10,772</b>	<b>56,556</b>	<b>(12,655)</b>

2.5 It is proposed that the capital investment programme is re-profiled to reflect current information. Proposed re-profiling of £12.380 into the next financial year is identified within the individual service area tables below.

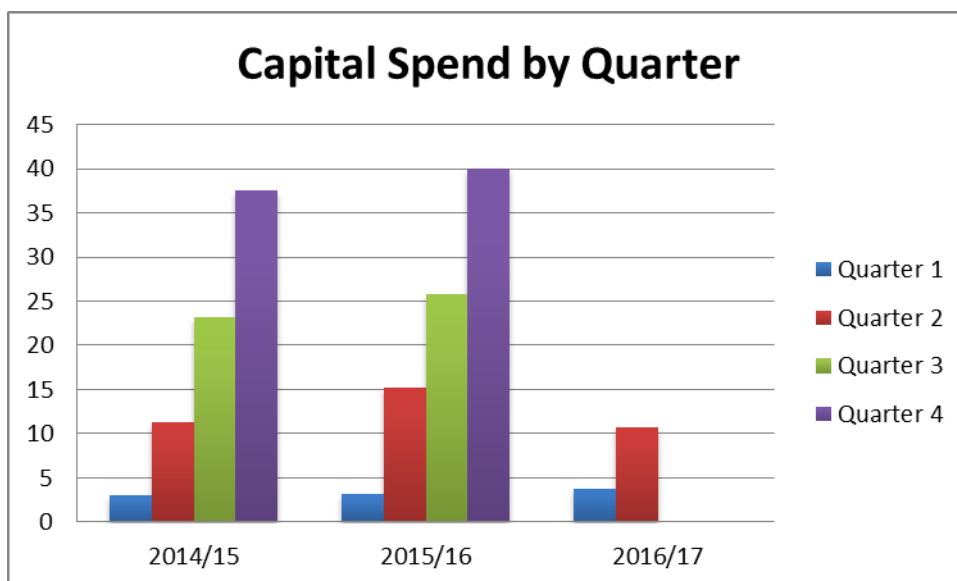
2.6 Table 2 below shows the current Resources funding the 2016/17 capital programme. The resourcing structure, however, is not final and the Assistant Executive Director (Finance) will make the best use of resources available at the end of the financial year.

**Table 2: Funding statement 2016/17**

<b>Resources</b>	<b>£000</b>
Capital Grants	23,595
Unsupported Capital Expenditure (Borrowing)	39,248
Revenue Contributions	3,614
Specific Capital Receipts	2,144
Capital Contributions	610
<b>Total</b>	<b>69,211</b>

2.7 The chart below shows a year on year comparison of capital expenditure on quarterly basis.

**Table 3: Comparison of quarterly capital spend levels 2014/15 - 2016/17**



### **3 CAPITAL EXPENDITURE TO DATE AND PROJECTED OUTTURN 2016/17**

3.1 This section of the report provides an update of Capital expenditure to date along with details of re-profiling to be approved in this report and the overall projected outturn position of the Capital projects. Where variances of £0.100m and over are anticipated over the life of the scheme an explanation is also provided.

#### **Education**

3.2 The table below outlines the projected investment for Education services. An explanation has also been provided for the requested re-profiling.

**Table 4: Detail of Education Capital Investment Programme**

<b>Education Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Aldwyn Primary Additional Accommodation	2,383	98	1,192	(1,191)	(1,191)
Basic Need - Funding Stream	2,335	0	2,335	0	
Alder Buy Out Fitness Centre	1,000	0	1,000	0	
Building Schools For The Future Reserve - Funding Stream	683	0	683	0	
Hyde Targeted Basic Need New School	673	675	673	0	
Livingstone Remodelling/Extension	544	38	544	0	
Devolved Schools Capital	473	0	473	0	
Specific Capital Reserve	403	0	403	0	
Two Year Old Entitlement Grant - Funding Stream	264	28	264	0	
Primary Capital Programme - Russell Scott	256	0	0	(256)	
St Damian's Classroom Alterations	250	3	250	0	
St James' Hattersley - Additional Classroom	220	0	220	0	
Greenside Boiler And Fan Convectors	220	22	220	0	
Greenside Lighting, Fire Alarm And Small Power	208	0	208	0	
Livingstone Heat Emitters And Pipework	193	0	193	0	
Gorse Hall Small Power	189	0	189	0	
Arlies Fan Convectors, Controls And Lst Radiator Covers	180	0	180	0	
Waterloo Boiler And Heat Emitters	119	0	119	0	
Hollingworth Kitchen & Dining Refurbishment (UIFSM 2)	118	0	118	0	
Discovery Academy - Remodelling/Furniture	115	64	115	0	
Broadoak Primary External Areas	100	0	100	0	
St Anne's Denton Flat Roofs	100	0	100	0	
School Condition Related Works Contingency	92	0	92	0	

Other Minor Schemes	1,830	264	1,763	(67)	
<b>Total</b>	<b>12,948</b>	<b>1,192</b>	<b>11,434</b>	<b>(1,514)</b>	<b>(1,191)</b>

**Table 4b: Education Capital Investment Programme – Variations**

<b>Explanation of Variations Over the Life of Projects</b>			
<b>Service Area</b>	<b>Capital Project</b>	<b>Explanation for Variation</b>	<b>Amount (£000)</b>
Education	Primary Capital Programme – Russell Scott	There is significant demand in the system for reactive and planned school works. All schemes which have not progressed or where there are wider issues are being reviewed. Russell Scott has recently received a significant investment package and works are continuing. Other schools are coming forward with higher priority schemes which require investment.	(256)

**Table 4c: Education Capital Investment Programme – Re-profiling**

<b>Explanation of Re-profiling at Quarter 2</b>			
<b>Service Area</b>	<b>Capital Project</b>	<b>Explanation for Re-profiling</b>	<b>Amount £000</b>
Education	Aldwyn Primary Additional Accommodation	The Scheme to extend Aldwyn Primary School and Hawthorns School is likely to be delayed until the new calendar year. Although Strategic Planning and Capital Monitoring Panel approved the expenditure for the project this is dependent on a Value For Money Assessment (currently being carried out) and the agreement of satisfactory contracts between the Council, the TIP and Carillion. The contractors would prefer to begin the construction work at the end of January/early February to avoid the worst of the winter weather. The works are still predicted to be completed for the start of the September 2017 term. This slightly delayed start will mean that a proportion of the expenditure will be incurred in the 2017-18 financial year.	(1,191)



### Children's Services

- 3.3 The table below outlines the projected investment for Children's services. At present no re-profiling is require.

<b>Children's Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Purchase of Two Children's Homes	658	341	658	0	
<b>Total</b>	<b>658</b>	<b>341</b>	<b>658</b>	<b>0</b>	<b>0</b>

### Community Services

- 3.4 The table below outlines the projected investment for Community Services. At present no re-profiling is required.

**Table 5: Detail of Community Services Capital Investment Programme**

<b>Stronger Communities Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Libraries In The 21St Century	559	0	573	14	
Supporting Customer Experience And Contact	179	0	179	0	
Safe And Secure Project (Alleygating And Burglary Reduction)	38	17	38	0	
Street Art In The Community	8	0	8	0	
<b>Total</b>	<b>784</b>	<b>17</b>	<b>798</b>	<b>14</b>	<b>0</b>

### Active Tameside

- 3.5 The table below outlines the projected investment for Public Health. No re-profiling is required at this time.

**Table 6: Detail of Active Tameside Capital Investment Programme**

<b>Active Tameside Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
ACTIVE TAMESIDE WELLNESS CENTRE & WIDER INVESTMENT	4,064	2,828	4,064	0	
HYDE UNITED FC	415	337	415	0	
DROYLSDEN YOUTH CENTRE	24	3	24	0	
<b>Total</b>	<b>4,503</b>	<b>3,168</b>	<b>4,503</b>	<b>0</b>	<b>0</b>

**Adult Services**

- 3.6 The table below outlines the projected investment for Adult Services. No re-profiling is required at this time.

**Table 7: Detail of Adult Services Capital Investment Programme**

<b>Adult Services Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Unallocated Funding	824	0	824	0	
<b>Total</b>	<b>824</b>	<b>0</b>	<b>824</b>	<b>0</b>	<b>0</b>

**Asset Investment Partnership Management (AIPM)**

- 3.7 The table below outlines the projected investment for AIPM. An explanation for requested re-profiling is also provided.

**Table 8: Detail of Asset Investment Partnership Management (AIPM) capital programme**

<b>AIPM Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-phasing to be approved in this Quarter</b>
Vision Tameside	17,000	770	11,000	(6,000)	(6,000)
Opportunity Purchase Fund (Individual Approval Required)	500	6	500	0	
Building Fabric Works	393	361	393	0	

Mottram Showground (OPF)	161	1	2	(159)	(159)
Prep Of Outline Planning Applications / Review Of Playing Field Provision	116	0	116	0	
Dukinfield Crematoria Clock Tower	98	0	54	(44)	(44)
Tame Street Emergency Generators	93	0	93	1	
Other Minor Schemes	71	89	188	117	(71)
Document Scanning	58	0	0	(58)	(58)
Development Of Former Stamford High School Site	50	0	0	(50)	(50)
<b>Total</b>	<b>18,540</b>	<b>1,227</b>	<b>12,346</b>	<b>(6,194)</b>	<b>(6,382)</b>

**Table 8b: AIPM Capital Investment Programme – Re-profiling**

**Explanation of Re-profiling at Quarter 2**

Service Area	Capital Project	Explanation for Re-profiling	Amount £000
AIPM	Vision Tameside	The re-profiling the of this scheme takes in to account the construction milestone schedule timeframe in which works will be carried out for when the new building will open which is estimated to be approx September 2018.	(6,000)
AIPM	Mottram Showground (OPF)	The progress on this scheme has been delayed	(159)

**Development and Investment**

3.8 The table below outlines the projected investment for Development and Investment. An explanation for requested re-profiling is provided below.

**Table 9: Detail of Development and Investment Capital Programme**

**Development and Investment Capital Programme Statement**

Capital Scheme	2016/17 Budget	Actual	Projected Outturn	Projected Outturn Variation	Re-profiling to be approved in this Quarter
Ashton Town Centre And Civic Square	3,052	927	3,052	0	
Disabled Facilities Grants	2,247	519	1,500	(747)	(700)
Ashton Old Baths	916	0	916	0	
Grant Funding Yet To Be Allocated	259	0	259	0	
St Petersfield	229	33	229	0	
Godley Hill Development And Access Road	110	0	110	0	

Longlands Mill	24	0	24	0	
Hyde Town Centre	23	0	23	0	
Ashton Market Hall Incubator Units	3	0	3	0	
<b>Total</b>	<b>6,863</b>	<b>1,479</b>	<b>6,116</b>	<b>(747)</b>	<b>(700)</b>

**Table 9b: Development and Investment Capital Programme – Re-profiling**

**Explanation of Re-profiling at Quarter 2**

Service Area	Capital Project	Explanation for Re-profiling	Amount £000
Development and Investment	Disabled Facilities Grant	It is very difficult to predict expenditure on Adaptations because each job is different from the next one and demands individual attention. As the allocation for DFG is now unring-fenced it may be possible to carry forward any unspent allocation into the next financial year. Although the projected outturn is currently £1.5M this is difficult to predict at this point in time due to the nature of the works	(700)

**Digital Tameside**

3.9 The table below outlines the projected investment for Digital Tameside. An explanation has also been provided for the requested re-profiling.

**Table 10: Detail of Digital Tameside Capital Investment Programme**

**Digital Tameside Capital Programme Statement**

Capital Scheme	2016/17 Budget	Actual	Projected Outturn	Projected Outturn Variation	Re-profiling to be approved in this Quarter
ICT – Vision Tameside	767	17	377	(390)	(390)
Working Differently - ICT Hardware & Software	411	3	411	0	
Digital By Design	124	15	124	0	
Town Centre Wi-Fi	121	36	121	0	
Disaster Recovery Site	45	0	45	0	
<b>Total</b>	<b>1,468</b>	<b>71</b>	<b>1,078</b>	<b>(390)</b>	<b>(390)</b>

**Table 10b: Digital Tameside Capital Investment Programme – Re-profiling**

<b>Explanation of Re-profiling at Quarter 2</b>			
<b>Service Area</b>	<b>Capital Project</b>	<b>Explanation for Re-profiling</b>	<b>Amount £000</b>
Digital Tameside	ICT Vision Tameside	The re-profiling the of this scheme takes in to account the timeframe in which works will be carried out for when the new TAC will open which is estimated to be approx September 2018.	(390)

**Engineering Services**

3.10 The table below outlines the projected investment for Engineering Services. Explanations are also included where re-profiling has been requested.

**Table 11: Detail of Engineering Services Capital Investment Programme**

<b>Engineers Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Led Street Lighting Investment	2,304	331	2,304	0	
Highways Maintenance Funding	2,606	710	2,606	0	
Challenge Funding	2,199	112	2,199	0	
Denton Link Road	1,353	693	1,353	0	
Pothole Funding	1,000	292	1,000	0	
The Longdendale Integrated Transport Strategy	480	0	0	(480)	(480)
Ashton - Stalybridge Cycle Route	228	1	228	0	
Junction Improvements On/Off At J23 M60	359	0	359	0	
Ashton Northern Bypass - Stage 2	279	93	279	0	
Ashton Town Centre Improvements	191	2	191	0	
Hattersley Station passenger facilities	304	0	304	0	
Access to Metro link Stops	300	0	300	0	
Huddersfield Narrow Canal	185	1	185	0	
Other Minor Schemes	710	184	714	4	
<b>Total</b>	<b>12,498</b>	<b>2,419</b>	<b>12,022</b>	<b>(476)</b>	<b>(480)</b>

**Table 11b: Detail of Engineering Services Capital Programme – re-profiling**

<b>Explanation of Re-profiling at Quarter 1</b>			
<b>Service Area</b>	<b>Capital Project</b>	<b>Explanation for Re-profiling</b>	<b>Amount (£000)</b>
Engineering	The Longdendale Integrated Transport Strategy	Ongoing studies on the development of this project will not be finalised in 2016/17.	(480)

**Environmental Services**

- 3.11 The table below outlines the projected investment for Environmental Services. No re-profiling has been requested.

**Table 12: Detail of Environmental Services Capital Investment Programme**

<b>Environmental Services Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Guide Lane Former Landfill Site	465	2	465	0	
Retrofit (Basic Measures)	329	7	329	0	
Carbon Reduction - Invest To Save Schemes Approval Required	311	0	311	0	
<b>Total</b>	<b>1,105</b>	<b>9</b>	<b>1,105</b>	<b>0</b>	<b>0</b>

**Operations**

- 3.12 The table below outlines the projected investment for Operations. An explanation has also been provided for the requested re-profiling.

**Table 13: Details of Operations Capital Investment Programme**

<b>Operations Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Allotment Railings And Infrastructure Improvement	76	2	14	(62)	(62)
Dukinfield Park Improvements	40	6	20	(20)	(20)
Tree Planting Programme	40	0	10	(30)	(30)
Rocher Vale & Hulmes And Hardy Wood	29	10	15	(14)	(14)
Children's Play	20	0	0	(20)	(20)

Stamford Park Infrastructure	20	0	10	(10)	(10)
War Memorials	20	0	10	(10)	(10)
Sunnybank Park - Landscaping	19	2	19	0	
Green Space Improvements - Hyde	16	0	16	0	
Other Minor Schemes	65	7	54	(11)	(11)
<b>Total</b>	<b>345</b>	<b>27</b>	<b>168</b>	<b>(177)</b>	<b>(177)</b>

**Table 13b: Operations Capital Investment Programme – Re-Profiling**

<b>Explanation of Re-profiling at Quarter 2</b>			
<b>Service Area</b>	<b>Capital Project</b>	<b>Explanation for Re-profiling</b>	<b>Amount £000</b>
Operations	Minor Park and infrastructure improvements	Appraisals and Surveys currently being carried out. Work unlikely to be carried out until 2017/18	(85)
Operations	Allotments Railings infrastructure improvements	Audits of all sites being carried out. Further spend likely 17/18.	(62)
Operations	Tree Planting	Rolling programme of tree planting. Work to be done winter 2016/17, 2017/18.	(30)

### **Transport**

- 3.13 The table below outlines the projected investment for Transport. An explanation has also been provided for the requested re-profiling.

**Table 14: Detail of Transport Capital Investment Programme**

<b>Transport Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Refuse Collection Fleet	3,060	0	0	(3,060)	(3,060)
Procurement of 58 Fleet Vehicles	2,442	743	2,331	(111)	
Light Vans	39	39	39	0	
3 Ransom Mowers	39	39	39	0	
<b>Total</b>	<b>5,580</b>	<b>821</b>	<b>2,409</b>	<b>(3,171)</b>	<b>(3,060)</b>

**Table 14b: Transport Capital Investment Programme – Re-profiling**

<b>Explanation of Re-profiling at Quarter 2</b>			
<b>Service Area</b>	<b>Capital Project</b>	<b>Explanation for Re-profiling</b>	<b>Amount £000</b>
Transport	Refuse Collection Fleet	This scheme has been delayed as a result of the additional post tender requirements. There will be a minimum 26 week delivery time once ordered, so spend will be reprofiled into 2017/18.	(3,060)

**Exchequer**

- 3.14 The Table below outlines the projected Investment for Exchequer. No re-profiling has been requested.

**Table 15: Detail of Exchequer Capital Investment Programme**

<b>Exchequer Capital Programme Statement</b>					
<b>Capital Scheme</b>	<b>2016/17 Budget</b>	<b>Actual</b>	<b>Projected Outturn</b>	<b>Projected Outturn Variation</b>	<b>Re-profiling to be approved in this Quarter</b>
Online Forms	90	0	90	0	
<b>Total</b>	<b>90</b>	<b>0</b>	<b>90</b>	<b>0</b>	<b>0</b>

**4. COMPULSORY PURCHASE ORDERS, INDEMNITIES AND POTENTIAL LIABILITIES****Redmond Close**

- 4.1 The Council has purchased and demolished property numbers 2 – 18 (evens). The original plan was for Property number 22 to remain in situ with a remedial solution to be installed, as the occupants refused to move. Property number 20 is adjoining number 22 and is to be demolished. The Council went through two unsuccessful tendering processes for the remedial works in an attempt to deliver the engineering solution inside an acceptable financial envelope. This has not been possible and a further report will be required to enable consideration of this matter by elected members.

**Wellington Works**

- 4.2 This is a complex compulsory purchase compensation matter, which involved lengthy litigation between the Council and the claimant. Consequently, costs of the most recent proceedings are outstanding as an amount has yet to be agreed.

**Denton Link Road**

- 4.3 The Council entered into a CPO Indemnity and Development Agreement with the owners of the site in 2008 (subsequently amended in 2011). Through the agreement, the Council is indemnified by the developer against the CPO costs and the costs of the related consents needed to facilitate and complete the development.
- 4.4 Following the confirmation of the CPO by the Secretary of State and non-receipt of blight notices to date, and changes to the overall project, the developer has requested a variation to the Development and a CPO Indemnity agreement to better reflect the current situation and enable the Council to assume responsibility for the delivery of the link road.



- 4.5 A General Vesting Declaration (GVD) has been executed for land required within the CPO. The Council is currently in the process of registering its legal title to the land with HM Land Registry.
- 4.6 The Council has recently completed a variation to the CPO Indemnity and Development Agreement to enable the delivery of the link road. Land Transfer Agreements with the developer and other third parties are also being progressed.

#### **Hattersley CPO**

- 4.7 The Council is supporting the proposal for the development of the final phase of the new district centre for Hattersley. Outline planning consent was secured in February 2015 for a major retail development on land at the junction of Stockport Road and Ashworth Lane. The 75,000 square feet development will include new retail, food store and leisure units to enhance retail choice and amenities for local residents and thereby improving the long-term vitality and viability of Hattersley as a place to live.
- 4.8 The Council approved the making of a compulsory purchase order in respect of one outstanding property in June 2015 and is currently working with its partners, Peak Valley Housing Association and the Homes and Communities Agency, to secure the appointment of a developer partner. Peak Valley Housing Association will fully indemnify the Council's CPO costs through a CPO Indemnity Agreement.

### **5 CHANGES TO THE APPROVED 3 YEAR CAPITAL PROGRAMME**

- 5.1 Since the previous Capital Monitoring report there has been an increase in the programme totalling £2.136m over the period 2016/17 – 2018/19 due to changes requested in other reports. These include an increase to the Disabled Facilities Grant allocation, some increases to the engineers programme, and several smaller changes. Full details are listed in **Appendix 1**.

### **6 CAPITAL RECEIPTS**

- 6.1 With the exception of capital receipts earmarked as specific scheme funding, all other capital receipts are retained in the Capital Receipts Reserve and utilised as funding for the Council's corporately funded capital expenditure, together with any other available resources identified in the medium term financial strategy.
- 6.2 £11.3m of BSF Capital Receipts are to be repaid corporately, to repay previous temporary funding of the Schools Capital Programme.
- 6.3 Receipts of £1.194m have been generated in year to date from the disposal of Council assets. The forecast proceeds from asset sales for the financial year is £5.19m.

### **7 PRUDENTIAL INDICATORS**

- 7.1 The CIPFA Prudential Code for Finance in Local Authorities was introduced as a result of the Local Government Act (2003) and was effective from 1 April 2004. The Code sets out indicators that must be demonstrated that the objectives of the Code are being fulfilled. The initial Prudential Indicators for 2016/17 and the following two years were set out by the Council in February 2016. The Capital Expenditure indicator has been updated to reflect the latest position.
- 7.2 The latest Prudential Indicators are shown in **Appendix 2**.

Appendix 1 – Changes to the Capital Programme

SERVICE	SCHEME	SOURCE OF FUNDING	BUDGET	BUDGET	BUDGET	TOTAL
			CHANGES	CHANGES	CHANGES	
			2016/17	2017/18	2018/19	£000
			£000	£000	£000	£000
<b>Capital Programme Q1 Monitoring</b>			<b>74,997</b>	<b>52,020</b>	<b>11,524</b>	<b>138,541</b>
<b>A) Increases to the Programme</b>						
Development And Investment	Disabled Facilities Grants Hattersley Station Passenger Facilities	Grant	381			<b>381</b>
Engineering Services	Access To Metrolink Stops	Grant	304	446		<b>750</b>
Engineering Services	Huddersfield Narrow Canal	Grant	300			<b>300</b>
Engineering Services	Ashton Canal Links	Grant	185			<b>185</b>
Engineering Services	Link To Velodrome	Grant	180			<b>180</b>
Engineering Services	Dukinfield Corridor	Grant	176			<b>176</b>
Engineering Services	Permanent Pothole Repair	Grant	160			<b>160</b>
Transport	Ransome Mowers	RCCO	117			<b>117</b>
Engineering Services	Minor Scheme Increases	Var.	39			<b>39</b>
			48			<b>48</b>
			<b>1,890</b>	<b>446</b>	<b>0</b>	<b>2,336</b>
<b>B) Reductions to Programme</b>						
Education	Dowson Lower School Heat Emitters	School Condition Allocation	(78)			<b>(78)</b>
Engineering Services	Clarendon Road Car Park, Hyde	Borrowing	(62)			<b>(62)</b>
Education	Dowson Infant Windows	School Condition Allocation	(50)			<b>(50)</b>
Education	Minor Scheme Reductions	Var.	(10)			<b>(10)</b>
			<b>(200)</b>	<b>0</b>	<b>0</b>	<b>(200)</b>
<b>C) Funding Transfers in Programme</b>						
AIPM	Vision Tameside	Borrowing	(3,778)	3,778		<b>0</b>

Engineering Services	LED Street Lighting Investment	Corporate	(2,304)	2,304		0
Engineering Services	Reprofiling of Engineers Grants	Grants	(694)	694		
Digital Tameside	ICT - Vision Tameside	Borrowing	(600)	380	220	0
AIPM	Document Scanning	Borrowing	(100)	100		0
Resources	Unallocated	Borrowing	(961)			(961)
Development And Investment	Ashton Old Baths	Borrowing (Sept. SPCMP)	871			871
Exchequer	Online Forms	Borrowing	90			90
			<b>(7,476)</b>	<b>7,256</b>	<b>220</b>	<b>0</b>
<b>Net Changes to Programme</b>			<b>(5,786)</b>	<b>7,702</b>	<b>220</b>	<b>2,136</b>
<b>Capital Programme 2016/17 Q2</b>			<b>69,211</b>	<b>59,722</b>	<b>11,744</b>	<b>140,677</b>

Notes

RCCO stands for "Revenue Contribution to Capital Outlay" and describes where capital investment is funded from revenue sources.

AIPM stands for Asset Investment Partnership Management.

Education changes agreed as part of Education Capital Programme Progress update at September Strategic Planning & Capital Monitoring Panel.



## Appendix 2 – Prudential Indicators

### Actuals v limits as at 05/10/2016

	limit	Actual @ 05/10/16	amount within limit
	£000's	£000's	
Operational Boundary for External Debt	£268,176	£119,218	-£148,958
Authorised Limit for External Debt	£288,176	£119,218	-£168,958
Upper Limit for fixed	£199,173	-£28,416	-£227,589
Upper Limit for variable	£66,391	-£17,335	-£83,726
Capital financing requirement	£199,173	£189,253	-£9,920
Capital expenditure	£69,211	£56,556	-£12,655

### Prudential Indicators



Gross borrowing and the capital financing requirement	CFR @ 31/03/16 + increase years 1,2,3	Gross borrowing @ 05/10/16	amount within limit
	£199,173	£119,218	-£79,955

### Maturity structure for borrowing 2016/17

#### Fixed rate

Under 12 months	0% to 15%	0.87%
12 months and within 24 months	0% to 15%	5.21%
24 months and within 5 years	0% to 30%	0.86%
5 years and within 10 years	0% to 40%	4.03%
10 years and above	50% to 100%	89.03%

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<b>Report To:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	14 December 2016
<b>Executive Member /Reporting Officer:</b>	Councillor J. Fitzpatrick - First Deputy (Performance & Finance); Ian Duncan – Assistant Executive Director (Finance)
<b>Subject:</b>	<b>TREASURY MANAGEMENT ACTIVITIES</b>
<b>Report Summary:</b>	This report provides a mid-year review of the Council's Treasury Management activities for 2016/17, including the borrowing strategy and the investment strategy.
<b>Recommendations:</b>	That the reported treasury activity and performance be noted.
<b>Links to Community Strategy:</b>	The Treasury Management function of the Council underpins the ability to deliver the Council's priorities.
<b>Policy Implications:</b>	In line with Council Policies.
<b>Financial Implications: (Authorised by the Section 151 Officer)</b>	<p>Over the year to date, the Council has moved to a more diverse portfolio involving more foreign banks and more longer-duration investments in order to achieve an enhanced return in the current low interest rate environment. All counterparties used have been selected on the basis that they are highly rated and meet the criteria set out in the Council's Treasury Management Strategy.</p> <p>The Council held £159.980m of investments as at 30 September 2016 (£156.400m at 31 March 2016) and the investment portfolio yield to date is 0.51% against LIBID of 0.28%.</p> <p>This return has largely been earned due to an increased number of longer-duration investments. The average fixed term investment placed by the Council in 2016/17 to date has been 179 days, compared to 134 days in 2015/16</p>
<b>Legal Implications: (Authorised by the Borough Solicitor)</b>	The achievement of savings on the cost of financing the Council's debt through repayment, conversion and rescheduling, together with interest earned by investing short term cash surpluses, is a crucial part of the Council's medium term financial strategy. This has to be carefully balanced against the level of risk incurred.
<b>Risk Management:</b>	Failure to properly manage and monitor the Council's loans and investments could lead to service failure and loss of public confidence.
<b>Access to Information:</b>	<p>The background papers relating to this report can be inspected by contacting Beverley Stephens, Head of Resource Management, by:</p> <p> phone: 0161 342 3887</p> <p> e-mail: <a href="mailto:Beverley.stephens@tameside.gov.uk">Beverley.stephens@tameside.gov.uk</a></p>

## 1. BACKGROUND

- 1.1 Cash-flow management is a core element of the Council's financial management activities. The Council operates a balanced budget, which broadly means cash raised during the year will meet cash expenditure. Treasury Management operations firstly ensure that cash flow is adequately planned, with short term surplus funds being invested. The investment strategy priorities are security (i.e. there is a low risk that the counterparty will default on the Council's investment), then liquidity (cash flow needs), and lastly, yield – providing adequate liquidity initially before considering maximising investment return.
- 1.2 The second main function of the treasury management service is the funding of the Council's capital investment plans, agreed as part of the annual budget setting process and updated throughout the financial year. These capital plans provide a guide to the borrowing need of the Council, essentially this is the long term cash flow planning to ensure the Council can meet its capital spending requirements. This management of longer term cash may involve arranging long or short term loans, or using longer term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk management or cost reduction objectives.
- 1.3 Accordingly, treasury management is defined as:  
*“The management of the local authority's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks. ”*

## 2. INTRODUCTION

- 2.1 The Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management (revised November 2011) was adopted by this Council on 8 February 2012. The primary requirements of the Code are as follows:
- i. Creation and maintenance of a Treasury Management Policy Statement which sets out the policies and objectives of the Council's treasury management activities.
  - ii. Creation and maintenance of Treasury Management Practices which set out the manner in which the Council will seek to achieve those policies and objectives.
  - iii. Receipt by the full council of an annual Treasury Management Strategy Statement - including the Annual Investment Strategy and Minimum Revenue Provision Policy - for the year ahead, a **Mid-year Review Report** and an Annual Report (stewardship report) covering activities during the previous year.
  - iv. Delegation by the Council of responsibilities for implementing and monitoring treasury management policies and practices and for the execution and administration of treasury management decisions.
  - v. Delegation by the Council of the role of scrutiny of treasury management strategy and policies to a specific named body. For this Council the delegated body is Overview (Audit) Panel.
- 2.2 This mid-year report has been prepared in compliance with CIPFA's Code of Practice, and covers the following:
- An economic update for the first six months of 2016/17;
  - A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
  - The Council's capital expenditure (prudential indicators);
  - A review of the Council's investment portfolio for 2016/17;
  - A review of the Council's borrowing strategy for 2016/17;
  - A review of any debt rescheduling undertaken during 2016/17;
  - A review of compliance with Treasury and Prudential Limits for 2016/17;



### **3. ECONOMIC UPDATE**

- 3.1 The following economic update is provided by the Council's treasury management advisors, Capita:
- 3.2 The latest Bank of England forecast for growth in 2016 as a whole is +2.2%. The figure for quarter 3 was a pleasant surprise which confounded the downbeat forecast by the Bank of England in August of only +0.1%, (subsequently revised up in September, but only to +0.2%). During most of 2015 and the first half of 2016, the economy had faced headwinds for exporters from the appreciation of sterling against the Euro, and weak growth in the EU, China and emerging markets, and from the dampening effect of the Government's continuing austerity programme.
- 3.3 The referendum vote for Brexit in June this year delivered an immediate shock fall in confidence indicators and business surveys, pointing to an impending sharp slowdown in the economy. However, subsequent surveys have shown a sharp recovery in confidence and business surveys, though it is generally expected that although the economy will now avoid flat lining, growth will be weak through the second half of 2016 and in 2017.
- 3.4 The Monetary Policy Committee, (MPC), meeting of 4 August was therefore dominated by countering this expected sharp slowdown and resulted in a package of measures that included a cut in Base Rate from 0.50% to 0.25%, a renewal of quantitative easing, with £70bn made available for purchases of gilts and corporate bonds, and a £100bn tranche of cheap borrowing being made available for banks to use to lend to businesses and individuals.
- 3.5 The MPC meeting of 3 November left Base Rate unchanged at 0.25% and other monetary policy measures also remained unchanged. This was in line with market expectations, but a major change from the previous quarterly Inflation Report MPC meeting of 4 August, which had given a strong steer, in its forward guidance, that it was likely to cut Base Rate again, probably by the end of the year if economic data turned out as forecast by the Bank.
- 3.6 The Inflation Report also included a sharp rise in the forecast for inflation to around 2.4% in 2018 and 2019. CPI has started rising during 2016 as the falls in the price of oil and food twelve months ago fall out of the calculation during the year and, in addition, the post referendum 10% fall in the value of sterling on a trade weighted basis is likely to result in a 3% increase in CPI over a time period of 3-4 years. However, the Monetary Policy Committee (MPC) is expected to look through a one off upward blip from this devaluation of sterling in order to support economic growth, especially if pay increases continue to remain subdued and therefore pose little danger of stoking core inflationary price pressures within the UK economy.
- 3.7 On 23 November, Chancellor Phillip Hammond delivered the Government's first Autumn Statement since Britain voted to leave the European Union (EU). This included news that the Office for Budgetary Responsibility (OBR) has revised down its UK growth forecasts from 2017 onwards further than in the March Budget. The OBR expects growth of 2.1% in 2016, from the 2.0% they had predicted in the March Budget due to the momentum created in the run up to the EU Referendum and post-Referendum performance. The future years growth forecast have been lowered due to the potential of lower output over the next five years, largely as a result of Brexit uncertainties.

- 3.8 Although the deficit has fallen over the last six years, reaching 4.0% of GDP last year, debt and borrowing remain high. Given the result of the EU Referendum, the OBR no longer predicts a budget surplus by 2019/20, as it had done in March Budget. The Chancellor announced three new fiscal rules in a new Charter for Budget Responsibility. This will pledge that the public finances should be returned to balance as early as possible in the next Parliament, and that borrowing (adjusted to reflect the economic cycle) should be below 2% by the end of this Parliament. The second rule commits public sector net debt as a share of GDP to be falling by the end of this Parliament, and a third to maintaining welfare spending in a cap set by the Government and monitored by the OBR.
- 3.9 Further, public sector net borrowing is forecasted to be higher than the March Budget in every year, highlighting the predicted impacts of lower economic growth on tax revenues. Compared to the March 2016 Budget, the Chancellor will have to borrow a further £122bn over the next five years.
- 3.10 The American economy had a patchy 2015 with sharp swings in the quarterly growth rate leaving the overall growth for the year at 2.4%. Quarter 1 of 2016 at +0.8%, (on an annualised basis), and quarter 2 at 1.4% left average growth for the first half at a weak 1.1%. However, the first estimate for quarter 3 at 2.9% signalled a rebound to strong growth. The Fed embarked on its long anticipated first increase in rates at its December 2015 meeting. At that point, confidence was high that there would then be four more increases to come in 2016. Since then, more downbeat news on the international scene and then the Brexit vote, have caused a delay in the timing of the second increase which is now strongly expected in December 2016. Overall, despite some data setbacks, the US is still, probably, the best positioned of the major world economies to make solid progress towards a combination of strong growth, full employment and rising inflation: this is going to require the central bank to take action to raise rates so as to make progress towards normalisation of monetary policy, albeit at lower central rates than prevailed before the 2008 crisis.
- 3.11 The result of the presidential election in November is expected to lead to a strengthening of US growth if Trump's election promise of a major increase in expenditure on infrastructure is implemented. This policy is also likely to strengthen inflation pressures as the economy is already working at near full capacity. In addition, the unemployment rate is at a low point verging on what is normally classified as being full employment. However, the US does have a substantial amount of hidden unemployment in terms of an unusually large, (for a developed economy), percentage of the working population not actively seeking employment.
- 3.12 Donald Trump's election has had a profound effect on the bond market and bond yields have risen sharply since his election. Time will tell if this is a temporary over reaction, or a reasonable assessment of his election promises to cut taxes at the same time as boosting expenditure. This could lead to a sharp rise in total debt issuance from the current level of around 72% of GDP towards 100% during his term in office. However, although the Republicans now have a monopoly of power for the first time since the 1920s, in having a President and a majority in both Congress and the Senate, there is by no means any certainty that the politicians and advisers he has been appointing to his team, and both houses, will implement the more extreme policies that Trump outlined during his election campaign. Indeed, Trump may even rein back on some of those policies himself.

- 3.13 In the Eurozone, the European Central Bank (ECB) commenced in March 2015 its massive €1.1 trillion programme of quantitative easing to buy high credit quality government and other debt of selected EZ countries at a rate of €60bn per month; this was intended to run initially to September 2016 but was extended to March 2017 at its December 2015 meeting. At its December and March meetings it progressively cut its deposit facility rate to reach -0.4% and its main refinancing rate from 0.05% to zero. At its March meeting, it also increased its monthly asset purchases to €80bn. These measures have struggled to make a significant impact in boosting economic growth and in helping inflation to rise from around zero towards the target of 2%. GDP growth rose by 0.6% in quarter 1 2016 (1.7% y/y) but slowed to +0.3% (+1.6% y/y) in quarter 2. This has added to comments from many forecasters that central banks around the world are running out of ammunition to stimulate economic growth and to boost inflation. They stress that national governments will need to do more by way of structural reforms, fiscal measures and direct investment expenditure to support demand in their economies and economic growth.
- 3.14 Japan is still bogged down in anaemic growth and making little progress on fundamental reform of the economy while Chinese economic growth has been weakening and medium term risks have been increasing.
- 3.15 Capita's view on the outlook for the remainder of 2016/17 is as follows:-  
Economic forecasting remains difficult with so many external influences weighing on the UK. Our Base Rate forecasts (and also MPC decisions), will be liable to further amendment depending on how economic data and developments in financial markets transpire over the next year. Forecasts for average earnings beyond the three year time horizon will be heavily dependent on economic and political developments. Major volatility in bond yields is likely to endure as investor fears and confidence ebb and flow between favouring more risky assets i.e. equities, or the safe haven of bonds.

The overall longer run trend is for gilt yields and PWLB rates to rise, albeit gently. An eventual world economic recovery may also see investors switching from the safe haven of bonds to equities.

We have pointed out consistently that the Fed. Rate is likely to go up more quickly and more strongly than Base Rate in the UK and recent events have not changed that view, just that the timing of such increases may well have been deferred somewhat during 2016. While there is normally a high degree of correlation between the two yields, we would expect to see a growing decoupling of yields between the two i.e. we would expect US yields to go up faster than UK yields. We will need to monitor this area closely and the resulting effect on PWLB rates.

The overall balance of risks to economic recovery in the UK remains to the downside, particularly with the current uncertainty over the final terms of Brexit.

Downside risks to current forecasts for UK gilt yields and PWLB rates currently include:

- Geopolitical risks in Europe, the Middle East and Asia, which could lead to increasing safe haven flows.
- UK economic growth and increases in inflation are weaker than we currently anticipate.
- Weak growth or recession in the UK's main trading partners - the EU and US.
- A resurgence of the Eurozone sovereign debt crisis.
- Weak capitalisation of some European banks.
- Monetary policy action failing to stimulate sustainable growth and combat the threat of deflation in western economies, especially the Eurozone and Japan.

The potential for upside risks to current forecasts for UK gilt yields and PWLB rates, especially for longer term PWLB rates include: -

- The pace and timing of increases in the Fed. funds rate causing a fundamental reassessment by investors of the relative risks of holding bonds as opposed to equities and leading to a major flight from bonds to equities.
- UK inflation returning to significantly higher levels than in the wider EU and US, causing an increase in the inflation premium inherent to gilt yields.

3.16 Capita's view on the anticipated future movement in interest rates is shown below.

	NOW	Dec-16	Mar-17	Jun-17	Sep-17	Dec-17	Mar-18	Jun-18	Sep-18	Dec-18	Mar-19	Jun-19	Sep-19	Dec-19	Mar-20
<b>BANK RATE</b>	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.50	0.50	0.75	0.75
<b>3 month LIBID</b>	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.40	0.50	0.60	0.70	0.80	0.90
<b>6 month LIBID</b>	0.40	0.40	0.40	0.40	0.40	0.40	0.40	0.40	0.40	0.50	0.60	0.70	0.80	0.90	1.00
<b>12 month LIBID</b>	0.70	0.70	0.70	0.70	0.70	0.70	0.70	0.80	0.80	0.90	1.00	1.10	1.20	1.30	1.40
<b>5 yr PWLB</b>	1.50	1.60	1.60	1.60	1.60	1.60	1.70	1.70	1.70	1.80	1.80	1.90	1.90	2.00	2.00
<b>10 yr PWLB</b>	2.30	2.30	2.30	2.30	2.30	2.30	2.30	2.40	2.40	2.40	2.50	2.50	2.60	2.60	2.70
<b>25 yr PWLB</b>	3.00	2.90	2.90	2.90	2.90	3.00	3.00	3.00	3.10	3.10	3.20	3.20	3.30	3.30	3.40
<b>50 yr PWLB</b>	2.70	2.70	2.70	2.70	2.70	2.80	2.80	2.80	2.90	2.90	3.00	3.00	3.10	3.10	3.20

The above Capita forecasts for Public Works Loan Board rates incorporate the Public Works Loan Board certainty rate, reducing Public Works Loan Board borrowing rates by 0.20%.

#### **4. TREASURY MANAGEMENT STRATEGY AND ANNUAL INVESTMENT STRATEGY UPDATE**

- 4.1 The Treasury Management Strategy Statement (TMSS) for 2016/17 was approved by the Council on 10 February 2016.
- 4.2 There are no required policy changes to the TMSS; the details in this report update the position in the light of the current economic position and budgetary changes already approved.
- 4.3 The Council has moved to a more diverse portfolio involving more foreign banks and more longer-duration investments in order to achieve an enhanced return in the current low interest rate environment. All counterparties used have been selected on the basis that they are highly rated and meet the criteria set out in the Council's Treasury Management Strategy.

#### **5. THE COUNCIL'S CAPITAL POSITION (PRUDENTIAL INDICATORS)**

- 5.1 The Prudential Indicators are reported on a quarterly basis as part of the Capital Monitoring process. The table at 5.3 below shows the current position against the Prudential Indicator limits initially set as part of the 2016/17 Budget Report.
- 5.2 The indicators are updated from the Capital Programme as at October 2016, showing the Council's capital expenditure plans and how these plans are being financed. Any changes in the capital expenditure plans will impact of the on the prudential indicators and the underlying need to borrow.
- 5.3 The current prudential indicator position is shown below. All the indicators are within the set limits showing that the Council's borrowing strategy remains a prudent one.

## Prudential Limits

### Actuals v limits as at 2nd November 2016

	limit	Actual at 02/11/2016	amount within limit
	£000s	£000s	£000s
Operational Boundary for External Debt	£268,176	£119,172	£149,004
Authorised Limit for External Debt	£288,176	£119,172	£169,004
Upper Limit for fixed	£199,173	£28,416	£227,589
Upper Limit for variable	£66,391	£17,335	£83,726
Capital financing requirement	£199,173	£189,253	£9,920
Capital expenditure	£69,211	£56,556	£12,655

### Prudential Indicators

Gross borrowing and the capital financing requirement	CFR @ 31/03/16 + increase years 1,2,3	Gross borrowing at 02/11/2016	amount within limit
	£000s	£000s	£000s
	£199,173	£119,172	£80,001

### Maturity structure for borrowing 2016/17

#### Fixed rate

Under 12 months	0% to 15%	0.87%
12 months and within 24 months	0% to 15%	5.16%
24 months and within 5 years	0% to 30%	0.86%
5 years and within 10 years	0% to 40%	4.03%
10 years and above	50% to 100%	89.07%

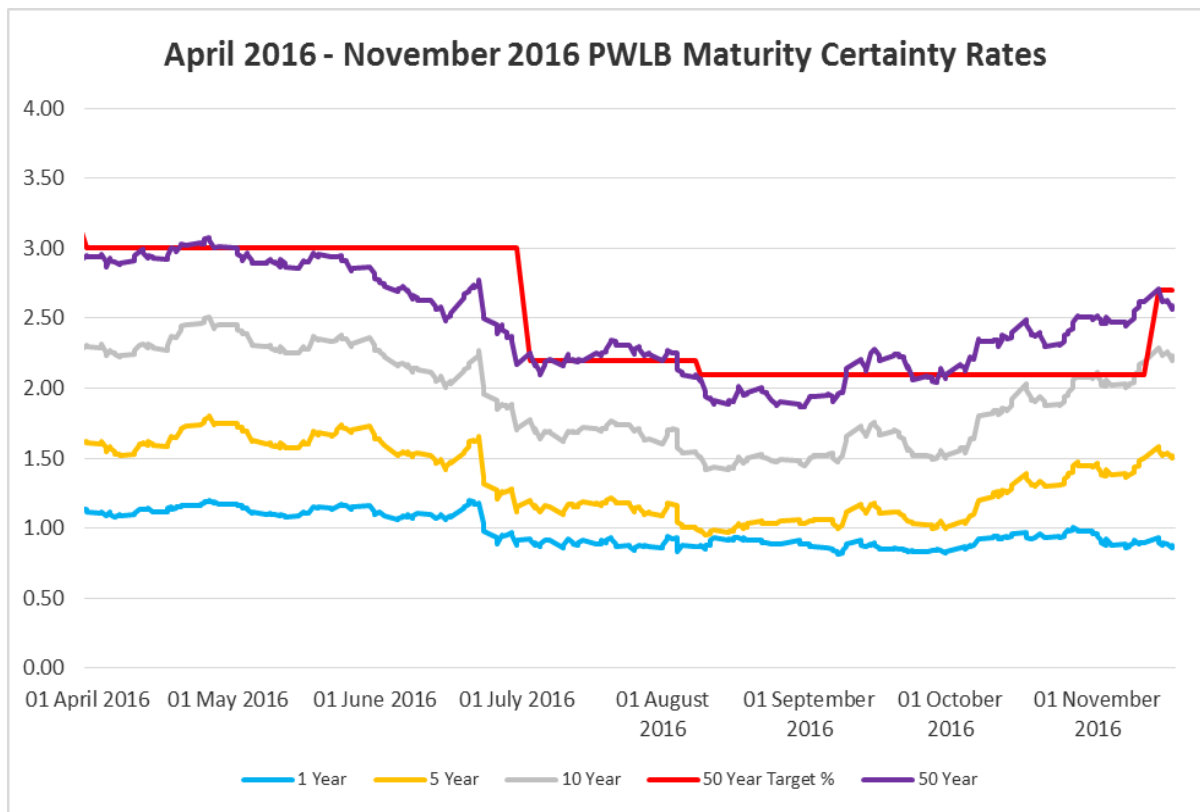
## 6. INVESTMENT PORTFOLIO 2016/17

- 6.1 In accordance with the Code, it is the Council's priority to ensure security of capital and liquidity, and to obtain an appropriate level of return which is consistent with the Council's risk appetite. As set out in Section 3, it is a very difficult investment market in terms of earning the level of interest rates commonly seen in previous decades as rates are very low and in line with the 0.25% Base Rate. The continuing potential for a re-emergence of a Eurozone sovereign debt crisis, and its impact on banks, prompts a low risk strategy. Given this risk environment, investment returns are likely to remain low.
- 6.2 The Council held £159.980m of investments as at 30 September 2016 (£156.400m at 31 March 2016) and the investment portfolio yield to date is 0.51% against LIBID of 0.28%.

- 6.3 As outlined in paragraph 4.3, above, this return has largely been earned due to an increased number of longer-duration investments. The average fixed term investment placed by the Council in 2016/17 to date has been 179 days, compared to 134 days in 2015/16
- 6.4 The Assistant Executive Director (Finance) confirms that the approved limits within the Annual Investment Strategy were not breached during the first six months of 2016/17.
- 6.5 The Council's 2016/17 budget shows that external loans will incur interest charges of £5.955 and £0.675m will be paid to various Council funds such as the Insurance Fund. Investment income to be earned during the year is estimated to reduce these costs to give a net interest charge budget of £4.892m.
- 6.6 As outlined in the Treasury Management Strategy, the Council uses the Capita Asset Services creditworthiness service to inform counterparty selection.
- 6.7 The Capita Asset Services' creditworthiness service uses a wider array of information than just primary ratings. Furthermore, by using a risk weighted scoring system, it does not give undue preponderance to just one agency's ratings.
- 6.8 Typically the minimum credit ratings criteria the Council use will be a Short Term rating (Fitch or equivalents) of F1 and a Long Term rating of A-. There may be occasions when the counterparty ratings from one rating agency are marginally lower than these ratings but may still be used. In these instances consideration will be given to the whole range of ratings available, or other topical market information, to support their use.
- 6.9 All credit ratings will be monitored regularly. The Council is alerted to changes to ratings of all three agencies through its use of the Capita Asset Services' creditworthiness service.
- if a downgrade results in the counterparty / investment scheme no longer meeting the Council's minimum criteria, its further use as a new investment will be withdrawn immediately.
  - in addition to the use of credit ratings the Council will be advised of information in movements in credit default swap spreads against the iTraxx benchmark and other market data on a daily basis via its Passport website, provided exclusively to it by Capita Asset Services. Extreme market movements may result in downgrade of an institution or removal from the Council's lending list.
- .10 Sole reliance will not be placed on the use of this external service. In addition the Council will also use market data and market information, and information on any external support for banks to help support its decision making process.

## **7. BORROWING**

- 7.1 The Council's capital financing requirement (CFR) at 31 March 2016 is £189.253m. The CFR denotes the Council's underlying need to borrow for capital purposes. If the CFR is positive the Council may borrow from the Public Works Loan Board or the market (external borrowing) or from internal balances on a temporary basis (internal borrowing). The balance of external and internal borrowing is generally driven by market conditions.
- 7.2 The Council had an outstanding borrowing requirement of £68.931m at 31 March 2016 which is estimated to increase to £94.325m at 31 March 2017. This outstanding borrowing requirement has been funded from internal balances on a temporary basis and has the impact of reducing the level of the Council's investment balances. This continues to be a prudent and cost effective approach in the current economic climate.



7.3 The table above shows the movement in Public Works Loan Board borrowing rates for the year to date. No borrowing has been taken up in year from the Public Works Loan Board or financial institutions.

7.4 The Council may take up some of the outstanding borrowing requirement in the second half of the year, should an opportune moment occur. All borrowing decisions will be taken in consultation with the Council's treasury management advisors.

## 8. MINIMUM REVENUE PROVISION

8.1 The amount of long-term debt that the Council may have is governed by the Prudential Limits set by the Council at the start of the financial year. This is based on the amount of borrowing which the Council has deemed to be prudent. It also allows for advance borrowing for future years' capital expenditure.

8.2 The Council must also allow for repayment of the debt, by way of the Minimum Revenue Provision (MRP). This is the minimum amount that the Council must set aside annually. The Local Authority (Capital Finance and Accounting) Regulations 2008 revised the previous detailed regulations and introduced a duty that an authority calculates an amount of MRP which it considered prudent, although the 2008 Regulations do not define "prudent provision", they provide guidance to authorities on how they should interpret this.

8.3 In 2015/16 the Council's MRP policy was revised from the previous practice (4% of the capital finance requirement on a reducing balance basis) to a straight line method of 2% of the 2015/16 capital financing requirement over a period of 50 years.

8.4 Any new prudential borrowing taken up will be provided for within the MRP calculation based upon the expected useful life of the asset or by an alternative approach deemed appropriate to the expenditure in question. This will continue to be reviewed on an ongoing basis.

- 8.5 For any finance leases and any on-balance sheet public finance initiative (PFI) schemes, the MRP charge will be equal to the principal repayment during the year, calculated in accordance with proper practices.
- 8.6 There will be no MRP charge for any cash backed Local Authority Mortgage Scheme (LAMS) that the Council operates. As for this type of scheme, any future debt liability would be met from the capital receipt arising from the deposit maturing after a 5 year period. Any repossession losses for this type of scheme would be charged to a LAMS reserve.
- 8.7 A review of the MRP policy will be undertaken as part of the 2017/18 strategy.

## 9. DEBT RESCHEDULING

- 9.1 Debt rescheduling opportunities have been limited in the current economic climate and consequent structure of interest rates. No debt rescheduling was undertaken during the first six months of 2016/17.

## 10. GREATER MANCHESTER METROPOLITAN DEBT ADMINISTRATION FUND (GMMDAF)

- 10.1 Unlike Tameside the GMMDAF incurs no capital expenditure, and therefore the total debt outstanding reduces annually by the amount of debt repaid by the constituent authorities. However, loans are raised to replace those maturing during the year, and for cashflow purposes.

- 10.2 At 31 March 2016 the fund had the following outstanding debt.

	<b>£m</b>
Public Works Loan Board	99.926
Other Balances	9.722
Total Debt	<u>109.648</u>

- 10.3 The fund's borrowing requirement for 2016/17 is estimated to be:-

	<b>£m</b>
<b>Long term debt maturing</b>	
Public Works loan Board	31.963
Other	<u>0.041</u>
	32.004
Less principal repayments	<u>16.082</u>
Deficit in year	<u>(15.922)</u>

- 10.4 The deficit in year is a result in timing differences between PWLB repayments and the principal repayments from the districts. The deficit will be covered by temporary borrowing taken up in year.

- 10.5 During 2016/17 it is estimated that the total interest payments will be £5.465m at an average interest rate of 5.09%. This compares with 5.30% in 2015/16.

- 10.6 No borrowing has been taken up in the first six months of 2016/17. However, loans may be taken up for either re-scheduling or borrowing early for future years, if prevailing rates are considered attractive.



- 11. RECOMMENDATIONS**
- 11.1 As set out on the front of the report.

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<b>Report To:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	14 December 2016
<b>Executive Member/Reporting Officer:</b>	Councillor Peter Robinson, Executive Member, Children and Families Stephanie Butterworth, Executive Director (People)
<b>Subject:</b>	<b>CHILDREN'S SERVICES INVEST TO SAVE PROJECTS</b>
<b>Report Summary:</b>	<p>The report provides details of three invest to save initiatives within Children's Services for which approval is requested to commence implementation.</p> <p>The three projects are;</p> <ul style="list-style-type: none"><li>• Family Group Conferencing</li><li>• Edge of Care Service</li><li>• From Care To Success, transitional support for Care Leavers</li></ul>
<b>Recommendations:</b>	Executive Cabinet is asked to approve the three projects for implementation together with the levels of investment as stated in <b>Appendix A</b> .
<b>Links to Community Strategy:</b>	The projects will each build the resilience of the community, building stronger families who do not rely on the Council services for support and maintenance.
<b>Policy Implications:</b>	There are no immediate policy implications from this paper as the services described are all covered by existing frameworks.
<b>Financial Implications: (Authorised by the Section 151 Officer)</b>	<p>The report requests consideration of three invest to save proposals.</p> <p><b>Appendix A</b> provides a summary of the financial implications of each proposal which includes the estimated investment requirement together with the estimated cost avoidance of each initiative and financial saving where applicable (From Care To Success).</p> <p>The investment requirement is £ 0.929 million in 2017/2018 increasing to £ 0.940 million in 2019/2020. It is essential that appropriate monitoring arrangements are introduced alongside these investment proposals to ensure the estimated cost avoidance and financial savings are realised each financial year and on a recurrent basis thereafter.</p> <p>Executive Cabinet Members should also note that a separate decision will be required at a later date to approve the investment requirement to support the Ofsted improvement plan.</p>
<b>Legal Implications: (Authorised by the Borough Solicitor)</b>	<p>The projects appear to be commendable albeit lacking in hard evidence and therefore without sight of the financial implications authorised by the Section 151 Officer it is not possible to comment on whether they provide value for money.</p> <p>Presumably there is an evidence base for the success of these</p>

types of projects elsewhere which are alluded to but lacking in detail in the report.

There is no quality impact assessment or any detail of work already done to ensure compliance with the Council's equality duty.

There is also missing from the report any sense of timescales for implementation and completion of the projects, and there are no descriptions of processes/procedures which will be put in place to ensure the desired outcomes are achieved. Nor does the report set out how success will be measured.


Whilst in theory Family Group Conferencing should assist with reducing timescales around completion of care proceedings, the test will be in the proper implementation of the same.

**Risk Management:**

The main risk for the Council is that the projects do not deliver savings and there is an ongoing staffing establishment which is under used. However this is extremely unlikely as the projects all have an evidential base both nationally and internationally.

**Access to Information:**

Background papers and information can be obtained by contacting Dominic Tumelty, Assistant Executive Director, Children's Services

 0161 342 3354

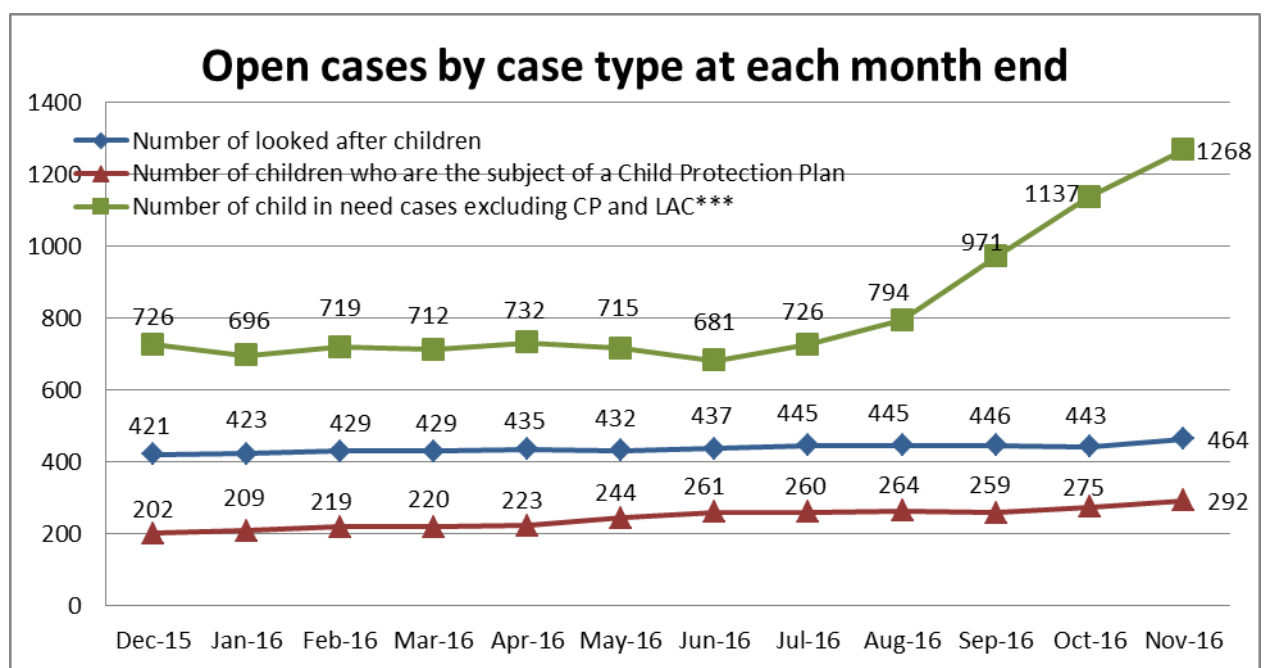
 E-mail: [dominic.tumelty@tameside.gov.uk](mailto:dominic.tumelty@tameside.gov.uk)

## 1. INTRODUCTION

1.1 Within Children’s Social Care, there is a clear need to reduce demand on higher threshold services. The reason for this is twofold, namely that early intervention is well proven to lead to better outcomes for children and secondly that high threshold delivery is costly and less effective for families in the long term.

1.2 The graph below shows the pattern of demand broken down by category of need. A rise in 2016 for the numbers of children in care from 421 to 464 brings significant additional cost and places pressure on all involved in placement provision, including partner agencies. Similarly the pressure on service from the number of child protection plans rising from 202 to 292 is massive across the safeguarding partnership.

1.3 It is safe to assume that a proportion of the children in need will progress to child protection and a smaller proportion will need to come into our care. As such, further increases are likely in the coming months.



1.4 In order to address this demand, Tameside will benefit from enhancing the options available for workers to address need earlier in the life of the problem. This report sets out two projects which are evidence based, nationally and internationally, and will lead to better outcomes for our children and their families without the need for statutory intervention.

1.5 The third project aims to improve the long term provision for our care leavers. For some time Tameside has had a higher rate of teenagers in our care and this group of young people are now approaching the time when they will become more independent. As a Corporate Parent, and in law, we have a duty to our care leavers which extends in many cases to their 25<sup>th</sup> birthday as we see them through tertiary education. Whilst there are private providers in existence who offer semi-independent accommodation, the quality of provision is inconsistent and indeed insufficient to meet the needs of our children in many cases.

1.6 Throughout 2016 Tameside has piloted a “bedsit” transition scheme in partnership with New Charter Housing whereby up to 7 young people at any one time have been supported from care into their own independent living environment. The outcomes for these young people have been extremely positive. The standard of support they have received has

been of high quality and in cost terms has averaged at close to £200 per week compared to £850 per week in the private sector.

- 1.7 The project identified below seeks to expand our project and our partnerships to meet the needs of more of our care leavers, which in turn builds community resilience and reduces long term costs.

## 2. PROJECT 1 - FAMILY GROUP CONFERENCING

- 2.1 Family Group Conferencing (FGC) is a model of intervention with vulnerable families based on the concept that extended family members can identify their own solutions to support children. The model was originally developed in New Zealand and requires intensive preparation and facilitation by an experienced coordinator with support. Facilitators are trained and are awarded a license for practice. The FGC model involves identifying/reaching out to extended family members across the country. This sometimes involves contacting family members who may be unaware of the safeguarding concerns relating to their relatives living in Tameside.
- 2.2 It has become increasingly clear in recent months that there is still a need for this work to be undertaken with vulnerable families in Tameside prior to the initiation of care proceedings and during Child Protection (CP) and Child in Need (CIN) processes. Busy social work teams have struggled to develop the model themselves due to the time-consuming nature of the task as extended family members are identified, visited and prepared for a larger family meeting at a neutral venue hosted and facilitated by an experienced Chairperson/coordinator. FGC work can identify solutions within families which may reduce the need for children to become Looked After by the Local Authority.
- 2.3 Since December 2015, a Child Protection Conference Chair has focused on FGC work one day per week. This has led to a small number of FGC's being undertaken. The demand far outstrips the current resource capability. :
- 2.4 The intention is to increase the current FGC resource by two new posts – 1 Coordinator (Grade I) and 1 Support Worker (Grade F). Table 1 below provides the level of investment required.

**Table 1**

### **Total Investment Requirement**

<b>Financial Year</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>
	<b>£</b>	<b>£</b>	<b>£</b>
Employees	81,150	82,770	84,420
Resources	5,000	1,500	1,500
	<b>86,150</b>	<b>84,270</b>	<b>85,920</b>

- 2.5 Additional resource is required to redecorate/refurbish Chester Avenue as a suitable venue for FGC and other work. This has been estimated to cost £5,000 with an annual budget thereafter to maintain the service of £1,500 (details are included with table 1). It may be appropriate to source larger premises in due course depending on the success of the project.

## **Efficiencies to be gained – both cashable and non-cashable**

- 2.6 The Family Justice Review stipulated that care proceedings should be completed in 26 weeks. If a FGC is completed before the initiation of care proceedings, the LA is in a stronger position to argue that all family options for securing permanence for a child have been taken into account before court proceedings commence. This reduces delay for the child and ensures the Local Authority is compliant with court timescales.
- 2.7 This approach may also identify suitable alternative extended family options to long term care which will provide the best outcome for children and make savings for the Local Authority. For example, if Tameside identified viable permanency options with family members for 3 children who are in existing foster care placements, an average annual saving of £129,000 would be realised when compared to an independent foster care placement. An average annual saving of £47,000 would be realised when compared to an internal foster care placement. There would also be savings for the Local Authority in terms of staff time completing statutory visits to Looked After Children, IRO's chairing statutory reviews across the North West and other agencies completing PEP's/Health Assessments as part of the child's LAC care plan. As the service develops, there is potential for both cost avoidance as children are diverted from becoming LAC and a reduction in existing costs as children are returned to their family from care.
- 2.8 The FGC process ensures that solution focused support is identified by families themselves. This can be empowering for families and helps keep children out of the care system. It can also reduce the cost of support packages for complex children in.
- 2.9 This project can be moved on very quickly subject to endorsement of financial implications. There is a waiting list of families willing to participate in the FGC process.
- 2.10 Research proves that the FGC model works and is considered a good practice model across the UK. TMBC has a fully trained FGC coordinator within the Conference and Review Team who is very keen to take on more responsibilities in this area. Since the FGC model was re-introduced in recent months, the demand from social work teams has far outstripped current capacity. This indicates there is a need for additional support in this area.
- 2.11 FGC work is underway but is limited in its scope due to current capacity issues. A Student social worker offered some time-limited support to the project during a University placement. Salford University has expressed an interest in evaluating outcomes for families and children who are subject to the FGC approach.
- 2.12 The following are recent examples of FGC work undertaken in Tameside currently:
- **Family Group Conference 1:**  
Family of 7 children aged 13 years and under including a newborn baby. Mother left alone to care for all the children following father's imprisonment for assaulting oldest child. Family Group Conference produced plan for family to support mother to look after the children and to identify family members who could care for any of the children if required.
  - **Family Group Conference 2:**  
Plan agreed for child to reside with family members when he could not reside with his parents and sibling, following allegations that he had sexually abused other children. Plan agreed at Family Group Conference meant that this child remained within his family and did not need to come into foster care.

- **Family Group Conference 3:**  
Plan agreed for family to support plan for 1 year old child to be rehabilitated from foster care to her father's care and for family members to supervise regular contact with her mother.
- **Family Group Conference 4:**  
Plan agreed for family to support grandparent to care for their 4 year old grandchild, pending a planned return to parents, with support from family members.

- 2.13 Commitment to the staffing cohort identified in section 2.4 would enable the Conference and Review Unit to plan for undertaking more FGC work quickly to address current demand.
- 2.14 Table 2 provides a summary of the investment requirement compared to the estimated avoidance cost which would be realised by this initiative.

**Table 2**

**Financial Summary**

<b>Financial Year</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>
	<b>£</b>	<b>£</b>	<b>£</b>
<b>Investment Requirement</b>	86,150	84,270	85,920
<b>Initial Estimated Avoidance Cost</b>			
Internal Foster Care Placement - Average Annual Cost For 3 Placements	(47,000)	(48,410)	(49,860)
Independent Foster Care Placement - Average Annual Cost For 3 Placements	(129,000)	(132,870)	(136,860)

**3. PROJECT 2 - EDGE OF CARE SERVICE**

- 3.1 Tameside has a consistently disproportionate number of older children in care, secondary school age children whose family present for service later in the life of a problem, thereby making it seem intractable and harder to resolve. These children, due to their age and presenting issues are often not accepted by foster carers and therefore are placed in residential care at high cost. Often they remain in care until independence but with poorer outcomes than their peers.
- 3.2 In October 2016 there were 443 children looked after by Tameside. 246 of the total number were cared for by private providers, either Independent Fostering at an average cost of £820 per week or Private Provider residential care at average cost of £3,000 per week.
- 3.3 The Edge of Care project will see the creation of an intensive, whole family response to children at the edge of care which will provide
- out-reach
  - in-reach,
  - family sessions
  - and short breaks residential provision when required.



- 3.4 This service will better support families to remain together where safe, which is known to promote better outcomes for children whilst also enabling savings to be made by the Local Authority.
- 3.5 Staffed by experienced family intervention workers, the resource will be flexible in their approach and time with the family whilst working closely with other initiatives, such as Family Group Conferencing to ensure lasting and sustainable change for families.
- 3.6 In non-urgent cases, access to the service will be determined via the Family Support Panel thereby ensuring a consistent approach to family support work across the Borough.
- 3.7 Working with partners, the unit will provide time limited, maximum 48 hours, emergency bed pending a support plan with the family to return the young person and
- 3.8 The project will necessitate 1 Team Manager (Grade J), 1 Assistant team Manager (Grade I) and 12 Intervention Support Workers (Grade F) who need to be able to work intensively with families and therefore have low caseloads. Table 3 provides details of the investment requirement.

**Table 3**

**Total Investment Requirement**

<b>Financial Year</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>
	<b>£</b>	<b>£</b>	<b>£</b>
Employees	496,330	506,250	516,380
Resources	55,030	38,580	38,580
	<b>551,360</b>	<b>544,830</b>	<b>554,960</b>

- 3.9 There is a clear evidence base for this project from other Local Authority experiences. Having had such a scheme in use since 2013/14 Blackburn & Darwen report a saving from their placement budget of more than £800,000 after cost deduction. Rochdale Council have a similar model which has worked with 153 young people between April 2015 and March 2016, all at the edge of care and emergency placements. Of that 153 only 6 became looked after, 2 of which were remanded due to criminality as opposed to family breakdown.
- 3.10 It is envisaged that the model can, where necessary, be extended to provide support for foster carers and maintain placements at risk of breakdown.
- 3.11 Table 4 provides a summary of the investment requirement compared to the estimated avoidance cost which would be realised by this initiative

**Table 4****Financial Summary**

<b>Financial Year</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>
	<b>£</b>	<b>£</b>	<b>£</b>
Investment Requirement	551,360	544,830	554,960
<b>Estimated Avoidance Cost</b>			
Total estimated avoidance cost based on an average of 26 weeks provision for 10 children	(780,000)	(803,400)	(827,500)
<b>Estimated Net Avoidance Cost</b>	<b>(228,640)</b>	<b>(258,570)</b>	<b>(272,540)</b>

**4. PROJECT 3 - FROM CARE TO SUCCESS**

- 4.1 Nationally outcomes for children and young people in the care system are significantly worse than for those who remain living a stable family/extended family environment. Looked after Children who have stable foster care placements fare better than those who have spent a significant time in residential care.
- 4.2 Young people leaving care are often ill equipped to continue their journey into adulthood. They often have poor educational attainment, few life skills, poor health and poor employability skills. They are more likely to become young parents and are over represented in the justice system. They often become adults who challenge services across the wider public service sector.
- 4.3 These poor outcomes belie the level of financial cost of care provision and demonstrate poor value for money.
- 4.4 The importance of good Transition planning for disabled children has been well researched. There is a clear evidence base for that cohort of young people achieving positive outcomes where effective transition plans are in place. We want to expand this model of working to all young people in our care.
- 4.5 These changes will enable a reduction in spend from high cost placements; it will take a graduated approach across placements that will lead to longer term cost avoidance and reduce dependency.
- 4.6 By equipping young people with the skills they need to enter adulthood and working with partners to offer a person centred approach we will start to break the cycle of generational reliance on services.
- 4.7 In order to improve life chances for our looked after children and care leavers the local authority is looking to introduce a multi-disciplinary transition support team.
- 4.8 The team will work outside of core hours and weekends. By working with a range of agencies, including the voluntary sector, they will coordinate the resources needed to provide a person centred approach to building on their pathway plan. The project will develop the use of technology to support young people in their day to day lives as well as a way of being "in touch".

- 4.9 Some young people will need intensive support that involves using all services until they reach adulthood and beyond. Others with the appropriate support may be able to bypass certain provisions. Taking a targeted approach will help identify the relevant cohorts at a much earlier stage.
- 4.10 The team will initially have two priority areas. The cohort of young people aged 15 – 17 who are in high cost residential units (average £3,000 per week) who can be “stepped down” into semi-independent units (average £970 per week), a less expensive alternative; and the cohort of young people aged 17 – 18 already in semi-independent units who can be “stepped down” into independent living with support.
- 4.11 Like all proud parents we aim to be relentless in helping our young people achieve the best in life and be happy in the most cost effective way within our budget.
- 4.12 Partner engagement will be pivotal to the success of the service. The Local Authority has the primary statutory duty and responsibility for this cohort of young people. However the Local Authority cannot support them in isolation.
- 4.13 Some of these young people place significant pressures on other public services as well as other arms of the local authority outside of Children’s Services. They also impact on other organisations.
- 4.14 A number of young people leave the care system with mental health difficulties which leads to high levels of vulnerability. This has an impact on Adult Services. By aligning with the work in the Transitions Pathway between disabled Children’s and Adult’s services there will be smoother transfer of cases for those who need it; there will be earlier intervention to divert young people from intense support.
- 4.15 The health and health monitoring of care leavers is generally poor as they are often reluctant to engage. Sexual Health is also a significant issue. The team will work closely with the Looked After Children Nurse, CAMHS, and organisations such as Healthy Minds and You Think services to work creatively to ensure that health needs are prioritised. Technology will be explored as there are many “apps” that monitor health. Flexible health “clinics” will be arranged when the young people are available.
- 4.16 Physical health will be improved by the arrangements with Active Tameside. For those young people interested in more physical activities gym passes will be provided. Funding for the gym passes will be provided by Active Tameside when a young person undertakes voluntary work with them. A local charity has also applied for grants to fund passes, on some occasions if the young person undertakes alternative voluntary work/citizenship activities these will be provided through the Local Authority.
- 4.17 Active Tameside and New Charter Housing are willing to provide life skills programmes, volunteering opportunities & coaching and mentoring opportunities. This will have a positive impact upon the confidence and motivation of the young people. It will improve their chances in respect of employability and achievements.
- 4.18 Other Local Authority departments will also be able to contribute and we have had offers from our HR Department to help with interview techniques, Finance to help with budgeting, Early Help to offer the possibility of apprenticeships. In addition New Charter for works experience and trial employment opportunities & Active Tameside for employment opportunities.
- 4.19 There is an offer from Culture that will allow young people to take part in positive activities. In addition the voluntary sector will be able to search and secure grants to enable young people to take part in positive activities.

- 4.20 Links with the Integrated Neighborhood Service will be essential as the young people moving into independence will be living within local communities. Sharing of information will assist in securing support where needed as well as preventing escalation of anti-social behavior.
- 4.21 New Charter are willing to look at how supported living can be arranged and provided in addition to waiving some of the processes for housing that impact on care leavers.
- 4.22 As the service develops there will be other natural partnerships that will emerge. This cohort of young people has diverse and complex needs and future partnerships will reflect this.
- 4.23 There are currently 55 young people in the target group. These are young people who are living in high cost residential units, semi independence units and bedsit accommodation.
- 4.24 The average placement cost analysis of this cohort of young people is provided in table 5 below.

**Table 5**

<b>Age Range (Years)</b>	<b>Placement Type</b>	<b>Average Placement Cost per week</b>	<b>Number of Young People in Placement @ 30/11/16</b>	<b>Average Weekly Cost</b>	<b>Average Annual Cost</b>
		<b>£</b>		<b>£</b>	<b>£</b>
11-15	Agency Residential	3,000	26	78,000	<b>4,056,000</b>
16+	Agency Residential	2,980	11	32,780	<b>1,704,560</b>
16+	Semi Independence Unit	970	13	12,610	<b>655,720</b>
16-18	Bedsit	200	5	1,000	<b>52,000</b>
<b>Total</b>			<b>55</b>		<b>6,468,280</b>

- 4.25 Children in residential placements tend to have more complex behaviors, whether they are challenging behaviors, self-harming behaviors or emotional difficulties. They are more likely to be missing from home on a regular basis and/or not accessing education.
- 4.26 Tameside has a profile inherited from previous years whereby over the coming 5 years at least
- 4.27 We have more teenagers who will need this service than would be expected. Failure to provide for them will make the cost unaffordable.
- 4.28 The proposal is a request for investment in a Transition Support Team that comprises of 1 Team Manager (Grade J), 6 Intervention Support Workers (Grade F) and 1 Business Support (Grade C). Table 6 provides details of the investment requirement.

**Table 6****Total Investment Requirement**

<b>Financial Year</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>
	<b>£</b>	<b>£</b>	<b>£</b>
Employees	274,210	279,700	285,290
Resources	16,920	14,010	14,010
	<b>291,130</b>	<b>293,710</b>	<b>299,300</b>

4.29 Table 7 provides a summary of the investment requirement compared to the estimated saving which would be realised by this initiative as the current cohort of young people move through the continuum.

**Table 7****Financial Summary**

<b>Financial Year</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>
	<b>£</b>	<b>£</b>	<b>£</b>
Investment Requirement	291,130	293,710	299,300
<b>Actual Saving</b>			
Estimated Average Annual Saving	(149,760)	(306,800)	(901,680)
Net Annual Investment/(Saving)	<b>141,370</b>	<b>(13,090)</b>	<b>(602,380)</b>
Cumulative Net Investment/(Saving)	141,370	128,280	(474,100)

**5. INVESTMENT MONITORING**

- 5.1 It is essential that the proposed level of investment requested for each of the initiatives is stringently monitored to ensure that the estimated levels of savings and / or expenditure avoided as stated within **Appendix A** are delivered. It is also essential that the quality of service provided is also monitored accordingly.
- 5.2 It is therefore proposed that the relevant details are stated separately within the Council's quarterly financial revenue monitoring reports presented to the Executive Cabinet from 1 April 2017 and on an ongoing basis thereafter

**6. RECOMMENDATIONS**

- 6.1 As stated on the report cover.

## APPENDIX A

### FINANCIAL SUMMARY

#### Family Group Conferencing

Financial Year	2017/2018	2018/2019	2019/2020
	£	£	£
Investment Requirement	86,150	84,270	85,920
<b>Initial Estimated Avoidance Cost</b>			
Internal Foster Care Placement - Average Annual Cost For 3 Placements	(47,000)	(48,410)	(49,860)
Independent Foster Care Placement - Average Annual Cost For 3 Placements	(129,000)	(132,870)	(136,860)

#### Edge Of Care Service

Financial Year	2017/2018	2018/2019	2019/2020
	£	£	£
Investment Requirement	551,360	544,830	554,960
<b>Estimated Avoidance Cost</b>			
Total estimated avoidance cost based on an average of 26 weeks provision for 10 children	(780,000)	(803,400)	(827,500)
Estimated Net Cost Avoidance	<b>(228,640)</b>	<b>(258,570)</b>	<b>(272,540)</b>

#### From Care To Success, Transitional support for Care Leavers

Financial Year	2017/2018	2018/2019	2019/2020
	£	£	£
Investment Requirement	291,130	293,710	299,300
<b>Estimated Saving</b>			
Estimated Average Annual Saving	(149,760)	(306,800)	(901,680)
Net Annual Investment/(Saving)	<b>141,370</b>	<b>(13,090)</b>	<b>(602,380)</b>

Cumulative Net Investment/(Saving)	141,370	128,280	(474,100)
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### Summary

Financial Year	2017/2018	2018/2019	2019/2020
	£	£	£
<b>Total Investment Requirement</b>	<b>928,640</b>	<b>922,810</b>	<b>940,180</b>

<b>Estimated Avoidance Cost</b>			
<b>N.B. internal foster care assumed for Family Group Conferencing</b>	<b>(827,000)</b>	<b>(851,810)</b>	<b>(877,360)</b>

<b>Estimated Average Annual Saving - Care To Success</b>	<b>(149,760)</b>	<b>(306,800)</b>	<b>(901,680)</b>
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# Agenda Item 6.

<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

 Telephone: 0161 342 2061

 e-mail: [mandy.kinder@tameside.gov.uk](mailto:mandy.kinder@tameside.gov.uk)

## **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.

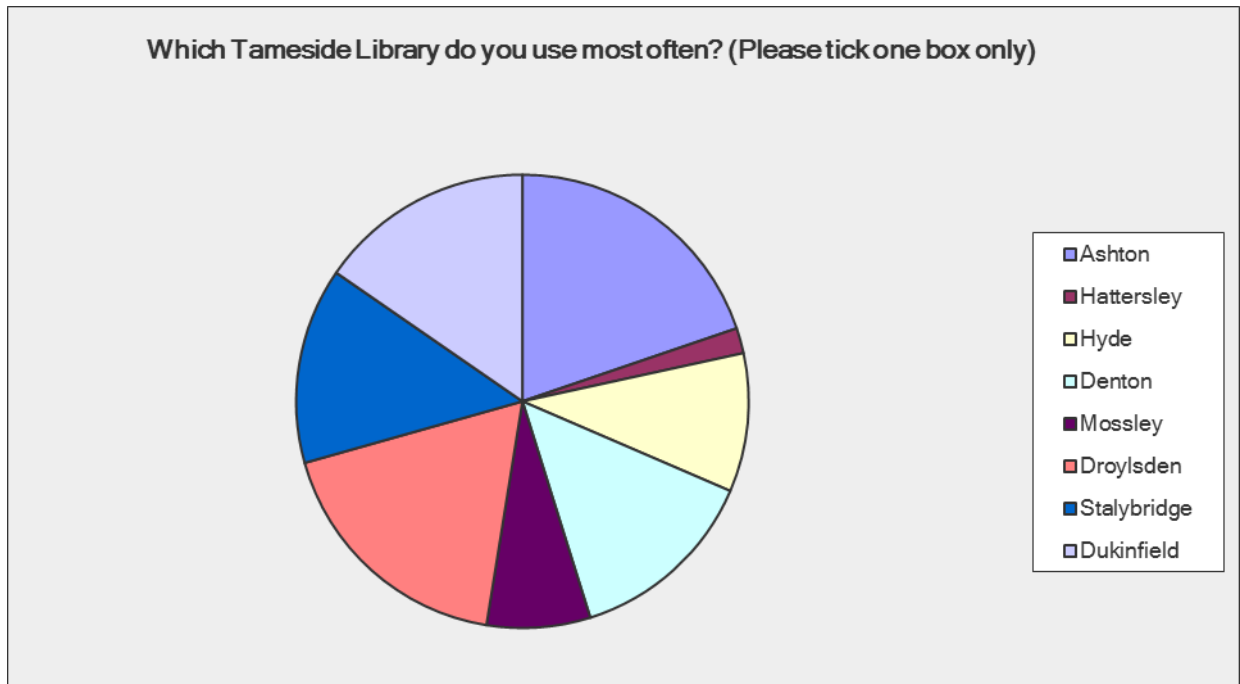
#### **Question 3 – Have you used a Tameside Library within the last 12 months?**

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?**

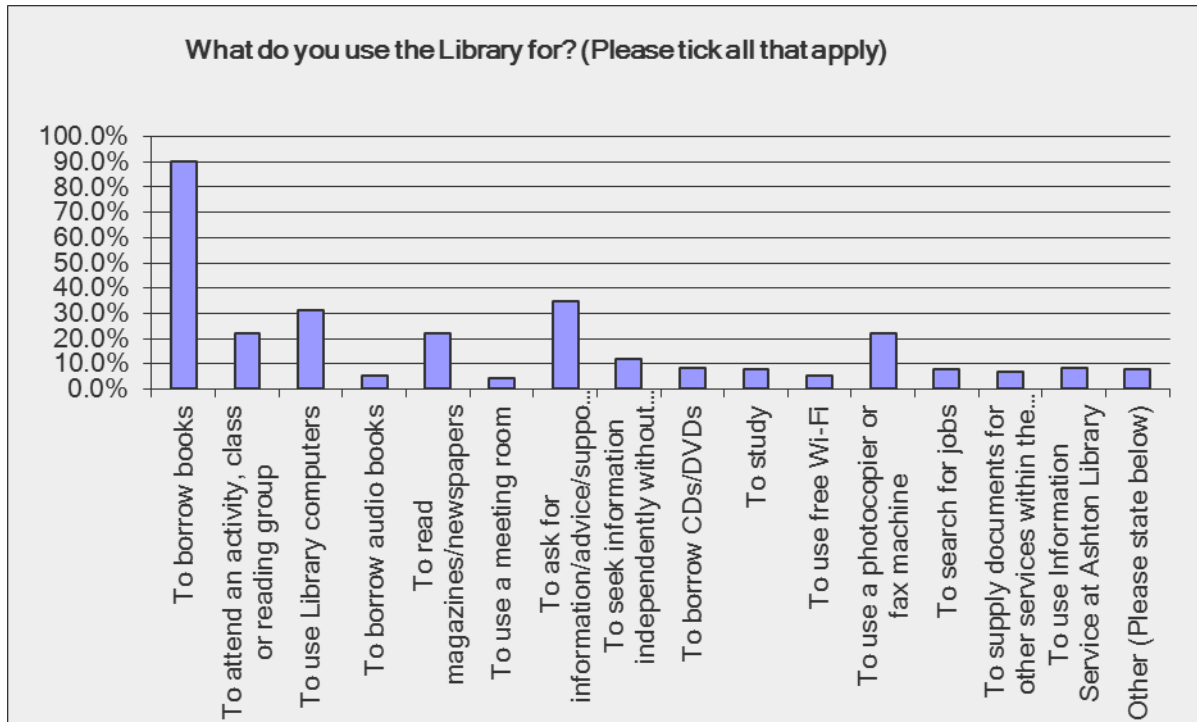
4.10 Respondents were asked to tick all that applied to them. From the table below it is evident that the vast majority (679) out of 754 responders to this question use the library to borrow books.

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.



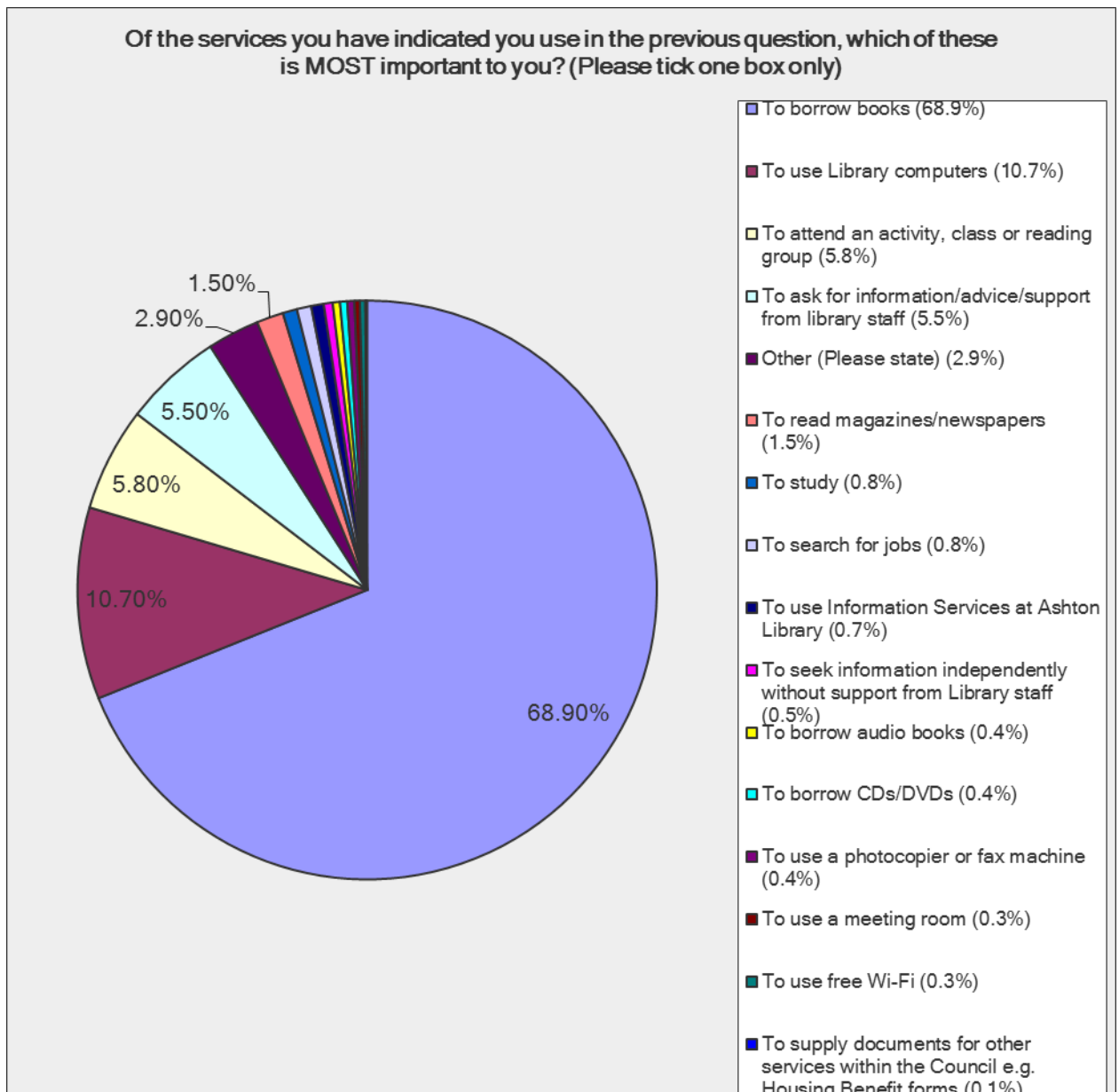
**Figure 3: Reason for using library**



**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.

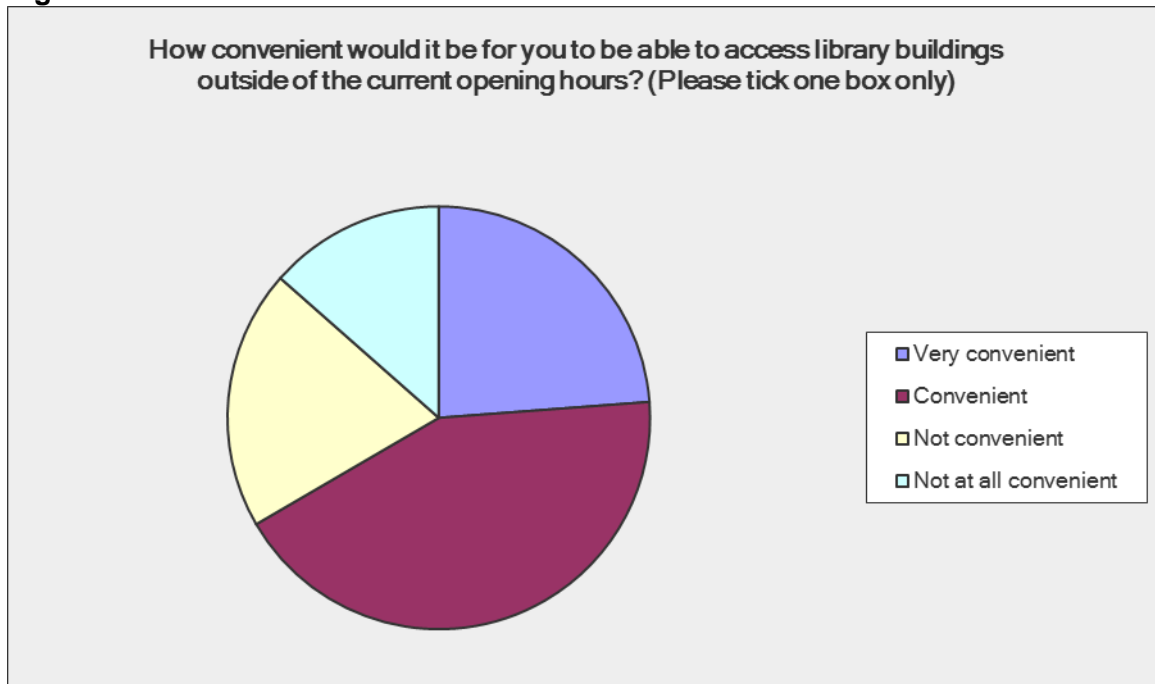
### **Question 13 – given that the council has less money to spend on services in the future, do you agree or disagree that our proposal to implement self-issue technology into libraries thereby increasing opening hours and reducing staffing hours is preferable to closing more libraries**

- 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**

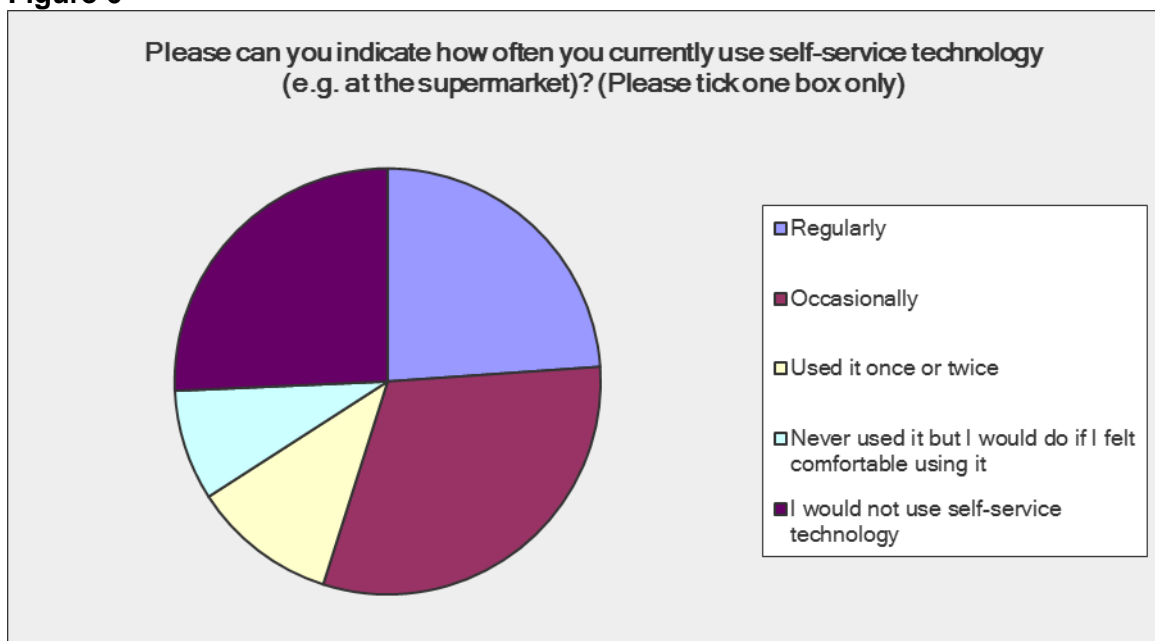


**Question 15a – self issue technology is similar to that used in supermarkets where customers are able to scan their own purchases. We intend to support users of our libraries to operate the self-issue technology initially to ensure they are comfortable with using it. Please can you indicate.....**

**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**



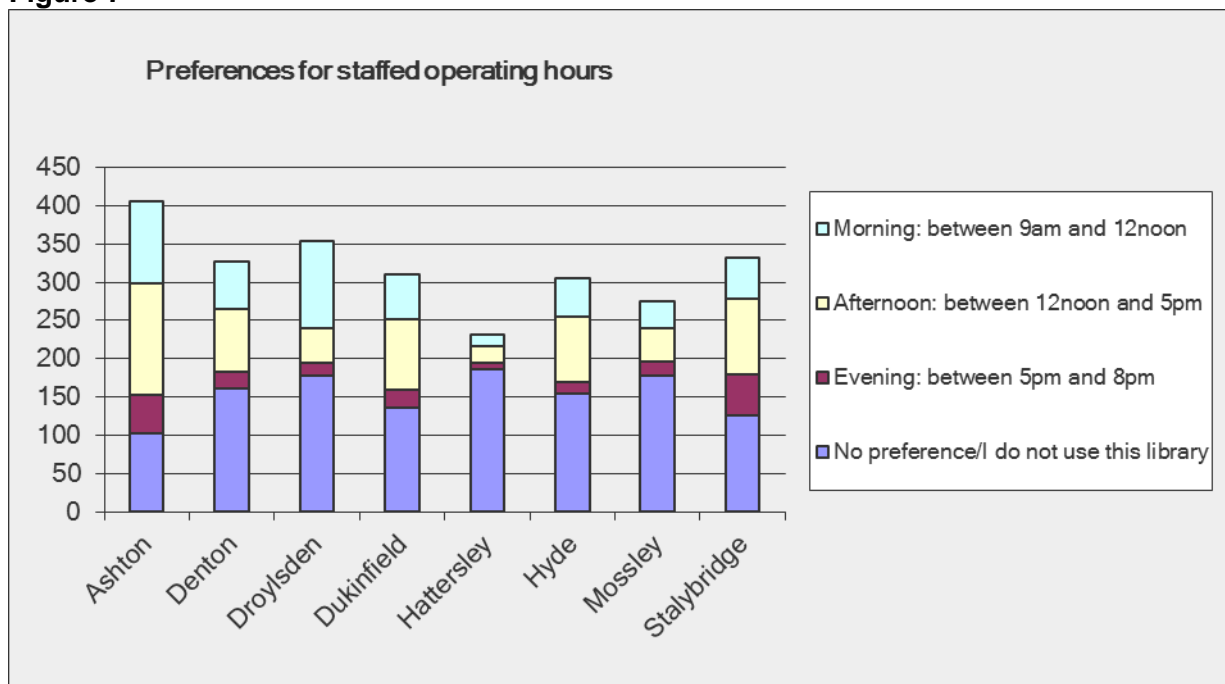
**b) How confident you currently are in using self-service technology**

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**



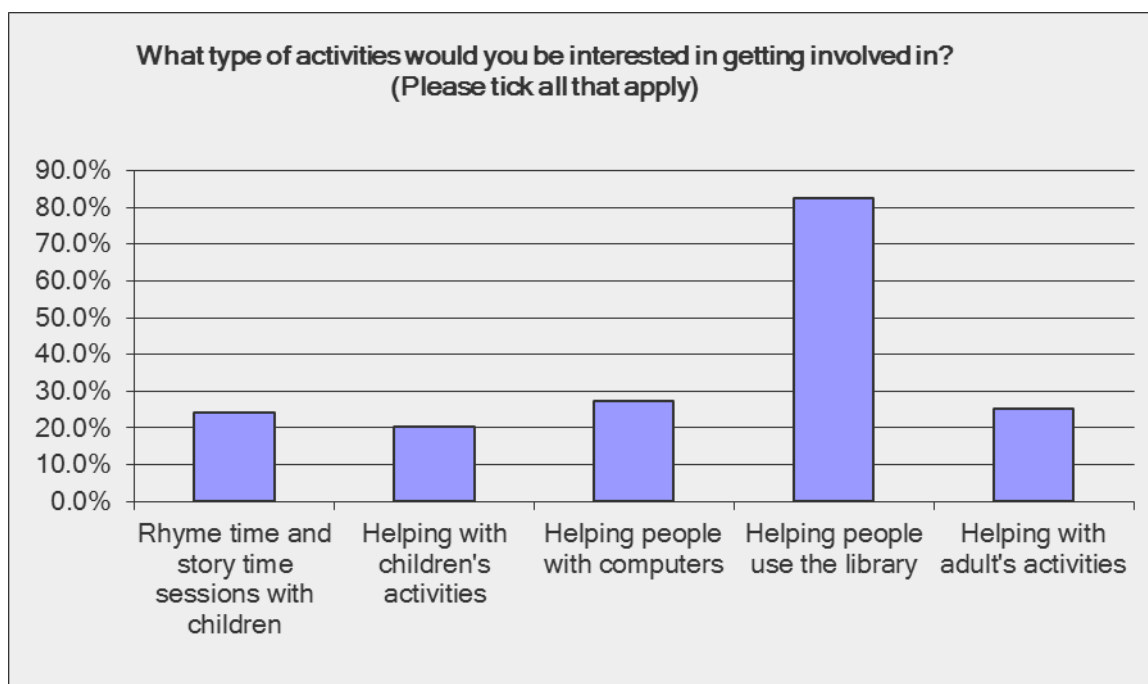
**Question 17 – Would you be interested in volunteering with Tameside’s Library Service?**

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.

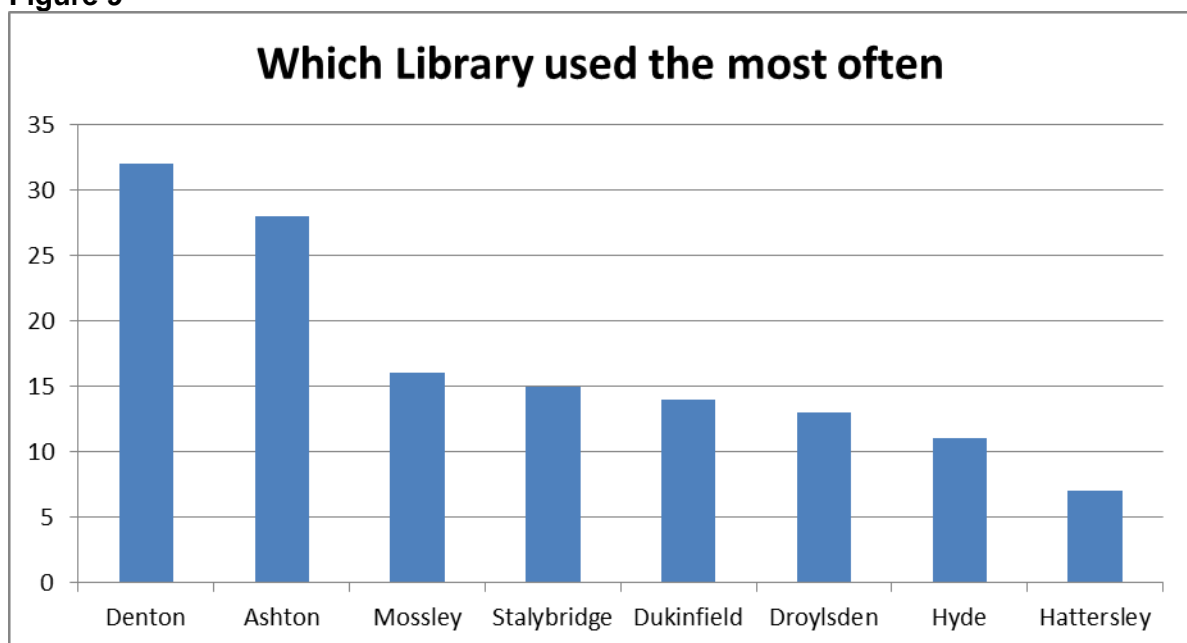
**Question 3 – have you used a Tameside Library within the last 12 months?**

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.

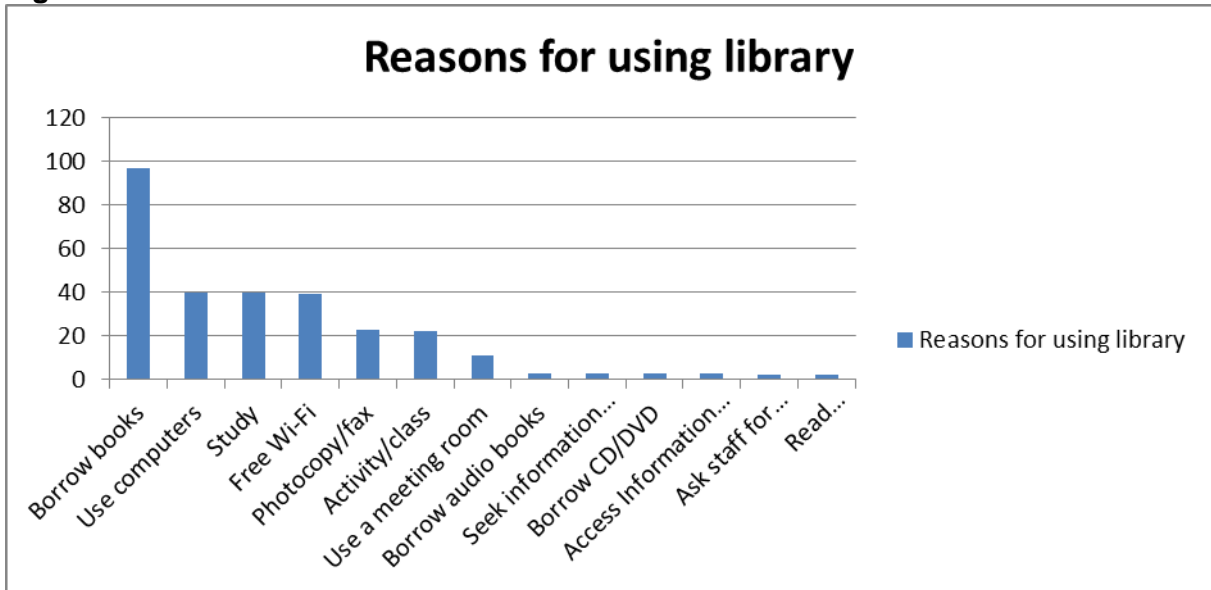
**Figure 9**



**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.

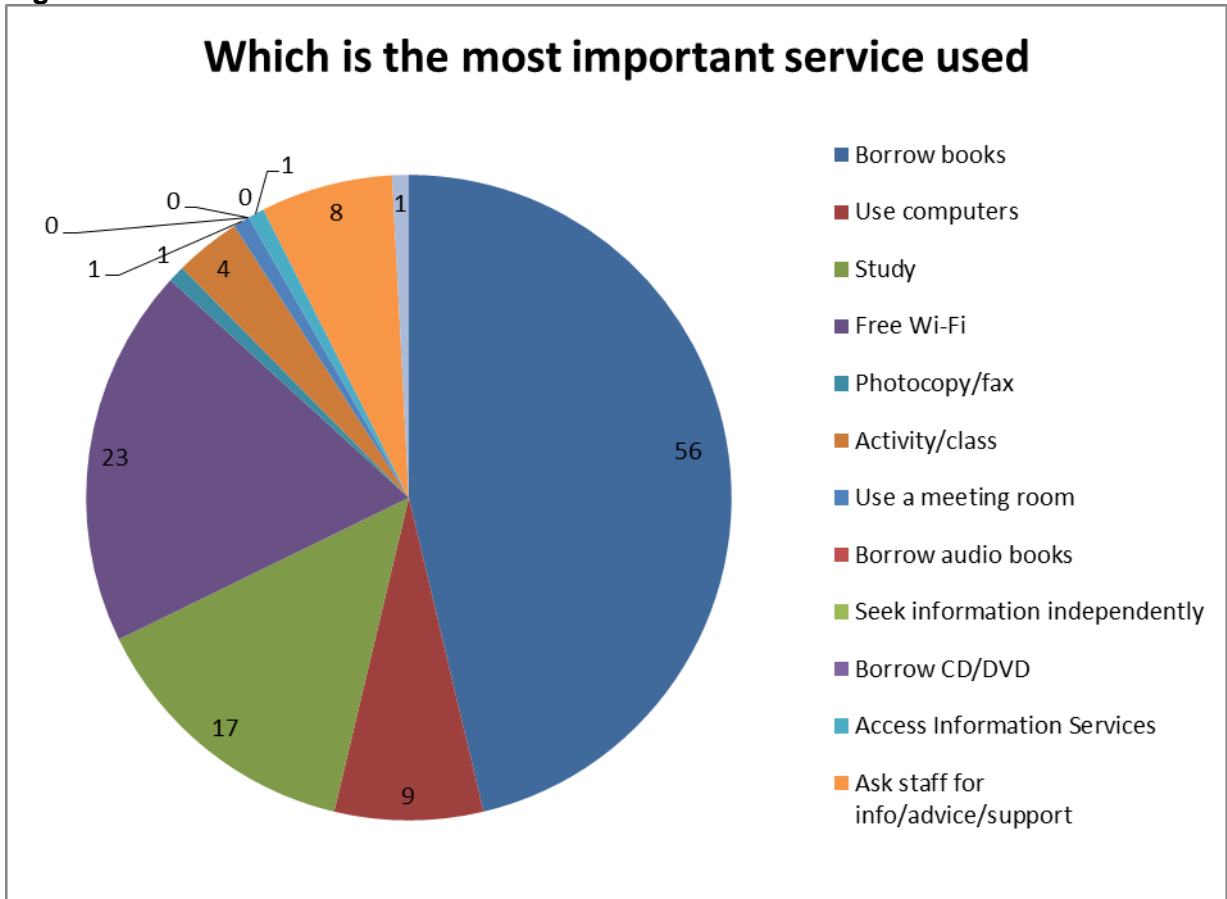
**Figure 10**



**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**





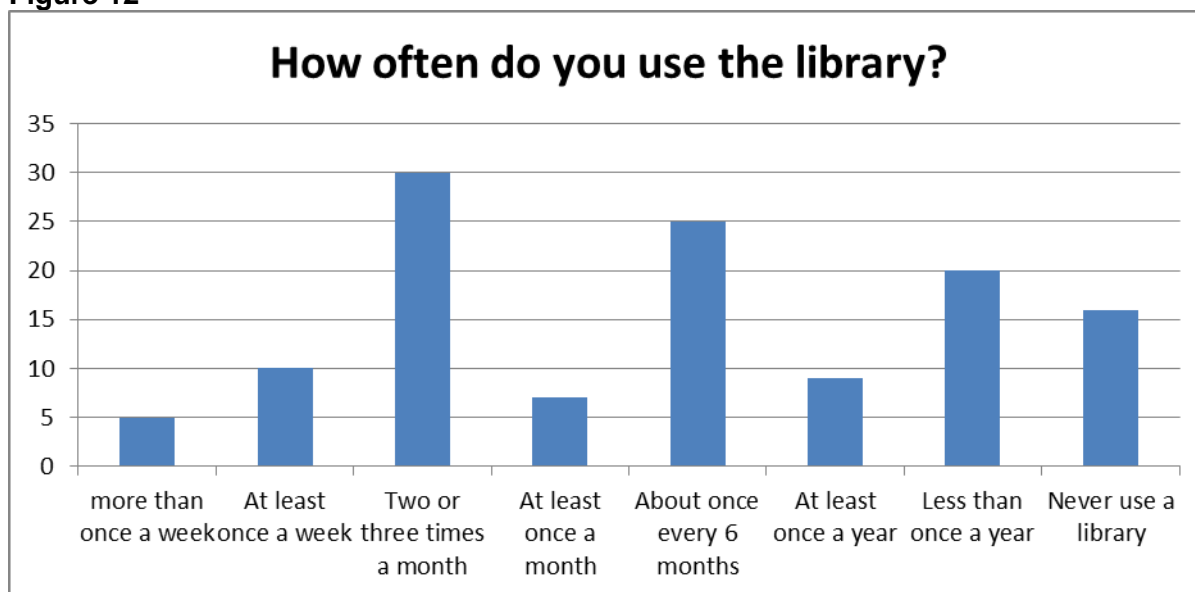
### Question 7 – Which digital services, if any, do you use when visiting the library?

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.

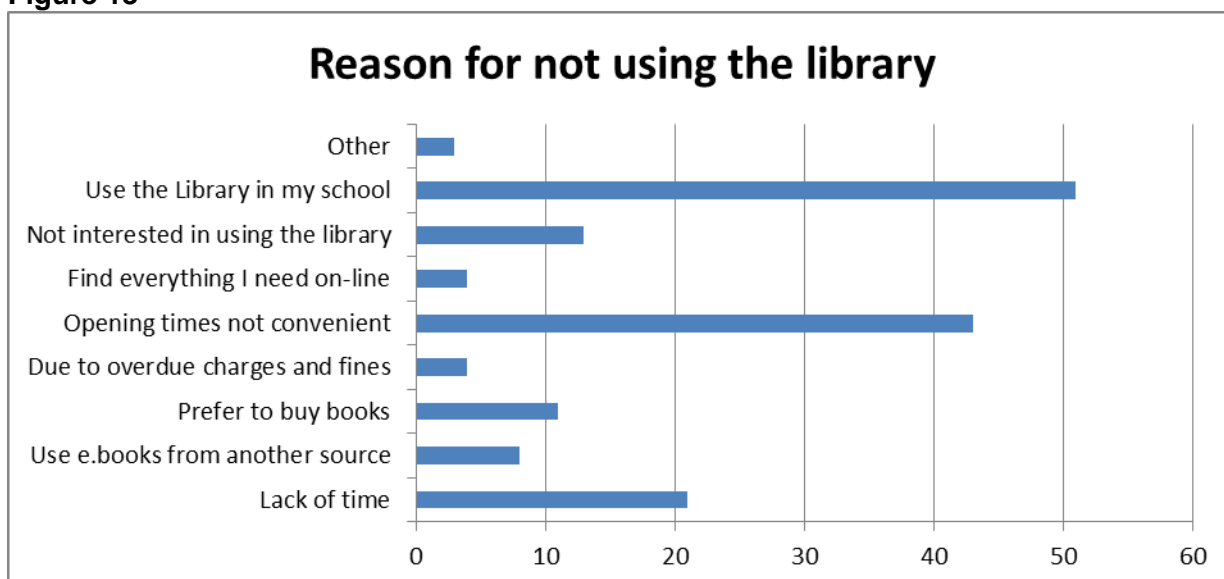
### Question 10 – How do you usually travel to the library you use most often?

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?**

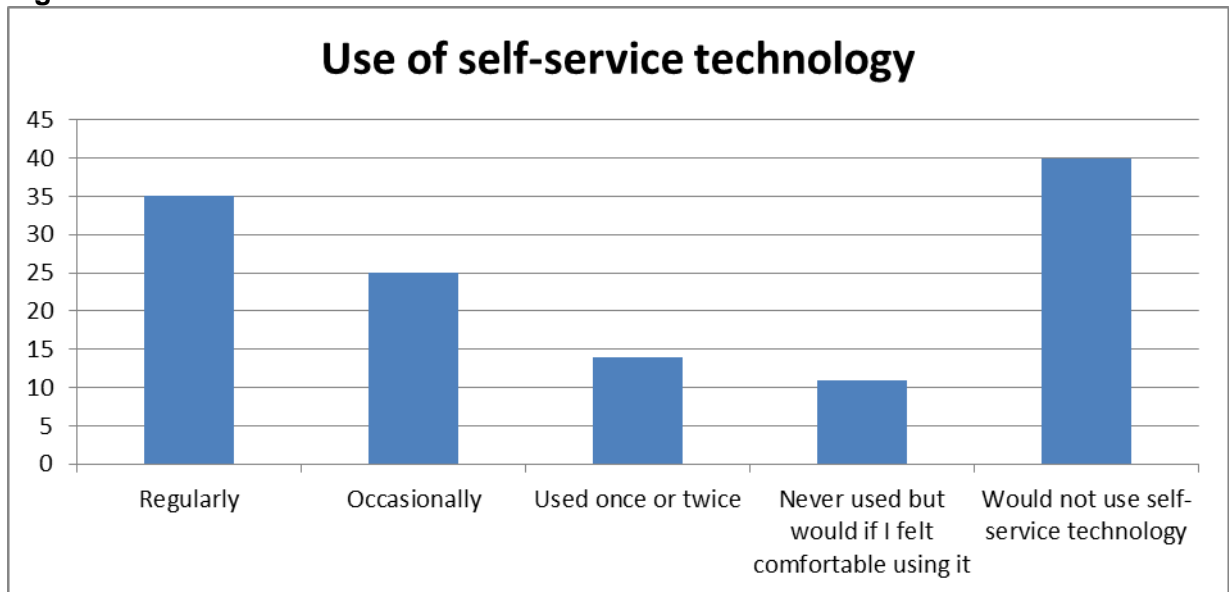
5.16 In total 109 people responded to this question of which 65.14% (71) indicated that it would affect their use of the library whilst 34.87% (38) indicated that it would not.

**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**



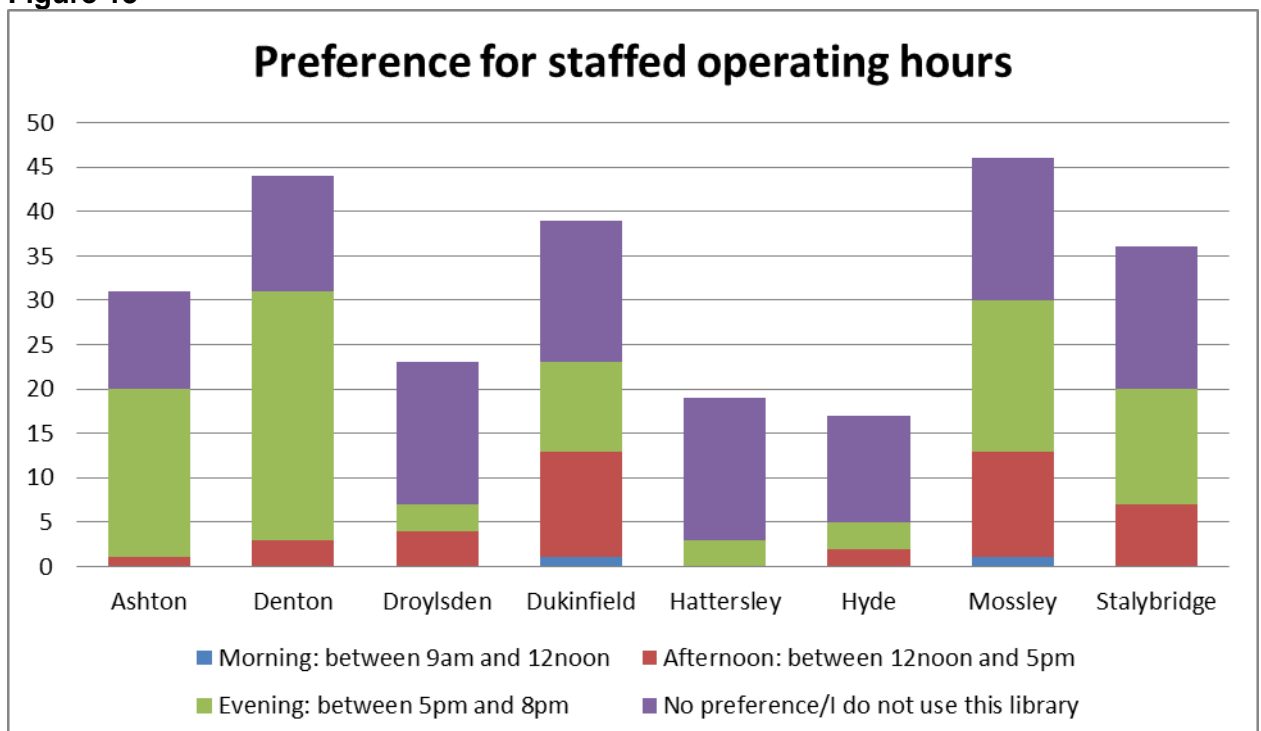
**b) How confident you currently are in using self-service technology?**

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	AM	PM	EVE	AM	PM	EVE	AM	PM	EVE	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.

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**EXECUTIVE DECISION NOTICE**

<b>SERVICE AREA:</b>	<b>PEOPLE DIRECTORATE</b> Stronger Communities
<b>SUBJECT MATTER:</b>	<b>NEW DELIVERY MODEL FOR TAMESIDE LIBRARY SERVICE</b>
<b>DECISION:</b>	It is determined that:  (1) public consultation be undertaken over a 6 week period from 4 July 2016 to 14 August 2016 to seek views of residents, customers and anyone with an interest regarding the future vision for the library service;  (2) the consultation would be undertaken as set out in the report and the proposed consultation pack included at appendix 1.
<b>DECISION TAKER(S):</b>	Councillor Gerald Cooney
<b>DESIGNATION OF DECISION TAKER(S):</b>	Executive Member – Healthy and Working
<b>DATE OF DECISION:</b>	28 June 2016
<b>REASON FOR DECISION:</b>	<p>In September 2012 following a comprehensive review Executive Cabinet agreed a new library offer. The new offer included the closure of 5 libraries and a reduction in opening hours in the remaining 8 libraries. The new offer delivered full year revenue savings of £1m.</p> <p>Whilst the library service is highly valued by customers and the Council alike, usage has declined over the years due to many external factors including the development of digital technology, the internet and cheap broadband prices. A balance needs to be struck between retaining the service but in an affordable way that meets the needs of those wishing to use it.</p> <p>The council is faced with unprecedented cuts to budgets from central government and this is set to continue throughout the current spending review period. There is a need to reduce the library budget by £0.185m for an affordable position to be reached.</p> <p>Closure of more libraries or reducing opening hours is not the preferred option of the Council. Instead, implementing up to date technology to allow enhanced operating hours by a mixture of staffed and unstaffed opening hours is the preferred model. Implementing this model of service delivery will allow customers more choice and flexibility on when and how they engage with the service and enable schools and other trusted partners to make use of the library buildings when there are no staff present.</p> <p>Where this technology is implemented it will be possible for customers to access the library facilities on days when the service is currently closed thereby allowing much longer opening hours. An element of staffed hours will be retained at each venue for those customers who require it.</p>



	<p>It is proposed that specific public consultation is undertaken over a 6 week period to seek views of residents, customers and anyone with an interest about the future vision for the service.</p> <p>It is also important to seek views from groups or individuals that may be adversely affected by any changes so that these can be fully considered as part of an Equality Impact Assessment.</p>
<b>ALTERNATIVE OPTIONS REJECTED (if any):</b>	<p><b>Further reduce opening hours</b>  Consideration was given to closing each library venue for another day each week. This option was discounted as the opening hours at venues would be extremely limited and the impact would be greater on customers and community groups wishing to access the service. This option would only save £0.107m therefore other savings would need to be found to achieve the £0.185m reduction.</p> <p><b>Close some library venues</b>  This option was discounted as it was felt that retaining 8 venues across the borough gave the widest access possible to those wishing to use the service. Fewer venues would mean greater travel distance which may pose problems for some customers.</p>
<b>CONSULTEES:</b>	The report recommends consultation with the public, staff and local elected Members.
<b>FINANCIAL IMPLICATIONS:</b> (Authorised by Borough Treasurer)	This is the next step in the process to improving the library offer and achieving savings.
<b>LEGAL IMPLICATIONS:</b> (Authorised by Borough Solicitor)	Consultation with the public on the Council's proposals is key to ensure their views are fully taken into consideration when deciding on the most appropriate way forward in seeking to improve the service.
<b>CONFLICT OF INTEREST:</b>	None
<b>DISPENSATION GRANTED BY STANDARDS COMMITTEE ATTACHED:</b>	N/A
<b>REFERENCE DOCUMENTS:</b>	<p>The background papers relating to this report can be inspected by contacting the Report Writer, by:</p> <p> Telephone: 0161 342 2061</p> <p> E-mail: <a href="mailto:mandy.kinder@tameside.gov.uk">mandy.kinder@tameside.gov.uk</a></p>

Signed.....*Gerald P Cooney*..... Dated.....*28/6/16*.....  
Councillor, Gerald Cooney – Executive Member (Healthy and Working)



**EXECUTIVE DECISION NOTICE**

<b>SERVICE AREA:</b>	<b>PEOPLE DIRECTORATE</b> Stronger Communities
<b>SUBJECT MATTER:</b>	<b>NEW DELIVERY MODEL FOR TAMESIDE LIBRARY SERVICE</b>
<b>DECISION:</b>	It is determined that:  (1) public consultation be undertaken over a 6 week period from 4 July 2016 to 14 August 2016 to seek views of residents, customers and anyone with an interest regarding the future vision for the library service;  (2) the consultation would be undertaken as set out in the report and the proposed consultation pack included at <b>appendix 1</b> .
<b>DECISION TAKER(S):</b>	Councillor Gerald Cooney
<b>DESIGNATION OF DECISION TAKER(S):</b>	Executive Member – Healthy and Working
<b>DATE OF DECISION:</b>	28 June 2016
<b>REASON FOR DECISION:</b>	<p>In September 2012 following a comprehensive review Executive Cabinet agreed a new library offer. The new offer included the closure of 5 libraries and a reduction in opening hours in the remaining 8 libraries. The new offer delivered full year revenue savings of £1m.</p> <p>Whilst the library service is highly valued by customers and the Council alike, usage has declined over the years due to many external factors including the development of digital technology, the internet and cheap broadband prices. A balance needs to be struck between retaining the service but in an affordable way that meets the needs of those wishing to use it.</p> <p>The council is faced with unprecedented cuts to budgets from central government and this is set to continue throughout the current spending review period. There is a need to reduce the library budget by £0.185m for an affordable position to be reached.</p> <p>Closure of more libraries or reducing opening hours is not the preferred option of the Council. Instead, implementing up to date technology to allow enhanced operating hours by a mixture of staffed and unstaffed opening hours is the preferred model. Implementing this model of service delivery will allow customers more choice and flexibility on when and how they engage with the service and enable schools and other trusted partners to make use of the library buildings when there are no staff present.</p> <p>Where this technology is implemented it will be possible for customers to access the library facilities on days when the service is currently closed thereby allowing much longer opening hours. An element of staffed hours will be retained at each venue for those customers who require it.</p>



	<p>It is proposed that specific public consultation is undertaken over a 6 week period to seek views of residents, customers and anyone with an interest about the future vision for the service.</p> <p>It is also important to seek views from groups or individuals that may be adversely affected by any changes so that these can be fully considered as part of an Equality Impact Assessment.</p>
<b>ALTERNATIVE OPTIONS REJECTED (if any):</b>	<p><b>Further reduce opening hours</b> Consideration was given to closing each library venue for another day each week. This option was discounted as the opening hours at venues would be extremely limited and the impact would be greater on customers and community groups wishing to access the service. This option would only save £0.107m therefore other savings would need to be found to achieve the £0.185m reduction.</p> <p><b>Close some library venues</b> This option was discounted as it was felt that retaining 8 venues across the borough gave the widest access possible to those wishing to use the service. Fewer venues would mean greater travel distance which may pose problems for some customers.</p>
<b>CONSULTEES:</b>	The report recommends consultation with the public, staff and local elected Members.
<b>FINANCIAL IMPLICATIONS:</b> (Authorised by Borough Treasurer)	This is the next step in the process to improving the library offer and achieving savings.
<b>LEGAL IMPLICATIONS:</b> (Authorised by Borough Solicitor)	Consultation with the public on the Council's proposals is key to ensure their views are fully taken into consideration when deciding on the most appropriate way forward in seeking to improve the service.
<b>CONFLICT OF INTEREST:</b>	None
<b>DISPENSATION GRANTED BY STANDARDS COMMITTEE ATTACHED:</b>	N/A
<b>REFERENCE DOCUMENTS:</b>	<p>The background papers relating to this report can be inspected by contacting the Report Writer, by:</p> <p> Telephone: 0161 342 2061</p> <p> E-mail: <a href="mailto:mandy.kinder@tameside.gov.uk">mandy.kinder@tameside.gov.uk</a></p>

Signed..... Dated.....  
**Councillor Gerald Cooney – Executive Member (Healthy and Working)**

**EXECUTIVE DECISION REPORT**

<b>SERVICE AREA:</b>	<b>PEOPLE DIRECTORATE</b> Stronger Communities
<b>SUBJECT MATTER:</b>	<b>NEW DELIVERY MODEL FOR TAMESIDE LIBRARY SERVICE</b>
<b>DATE OF DECISION:</b>	28 June 2016
<b>DECISION TAKER</b>	Councillor Gerald Cooney
<b>REPORTING OFFICER:</b>	Emma Varnam
<b>REPORT SUMMARY:</b>	<p>On the 24 September 2012 following an extensive public consultation exercise Executive Cabinet agreed a new library offer for Tameside's Library Service. The new 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. The new offer was fully implemented and delivered full year revenue savings of £1 million.</p> <p>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 with a further £30m cuts to budgets by 2017/18.</p> <p>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.</p> <p>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. This will necessitate a refocus and review of the core offer to local communities; better exploitation of technology to make the service more effective and efficient whilst ensuring delivery of local and national priorities in a progressive way.</p> <p>On the 12 November 2014 an Executive Decision agreed that the Council should look at new ways of working and consider technology which would allow unstaffed opening hours alongside staffed hours at each library site and the increased use of volunteers to support paid library staff in the delivery of the service. Adopting this model would allow longer opening hours for library sites including where the library is now closed on certain days of the week. The outcome of this work was that it would be possible to adopt this model whilst considering the needs of each library venue individually.</p> <p>This report presents an option to implement unstaffed opening hours to achieve budget savings whilst continuing to maintain 8</p>

	<p>library venues and increase access to provision. It is recommended that public consultation is undertaken to ensure views and considerations of those wishing to use the service are taken into account when determining the construction of the service.</p>
<p><b>RECOMMENDATIONS:</b></p>	<p>It is determined that:</p> <ol style="list-style-type: none"> <li>(1) public consultation be undertaken over a 6 week period from 4 July 2016 to 14 August 2016 to seek views of residents, customers and anyone with an interest regarding the future vision for the library service;</li> <li>(2) the consultation would be undertaken as set out in the report and the proposed consultation pack included at <b>appendix 1</b>.</li> </ol>
<p><b>JUSTIFICATION FOR DECISION:</b></p>	<p>In September 2012 following a comprehensive review Executive Cabinet agreed a new library offer. The new offer included the closure of 5 libraries and a reduction in opening hours in the remaining 8 libraries. The new offer delivered full year revenue savings of £1m.</p> <p>Whilst the library service is highly valued by customers and the Council alike, usage has declined over the years due to many external factors including the development of digital technology, the internet and cheap broadband prices. A balance needs to be struck between retaining the service but in an affordable way that meets the needs of those wishing to use it.</p> <p>The council is faced with unprecedented cuts to budgets from central government and this is set to continue throughout the current spending review period. There is a need to reduce the library budget by £0.185m for an affordable position to be reached.</p> <p>Closure of more libraries or reducing opening hours is not the preferred option of the Council. Instead, implementing up to date technology to allow enhanced operating hours by a mixture of staffed and unstaffed opening hours is the preferred model. Implementing this model of service delivery will allow customers more choice and flexibility on when and how they engage with the service and enable schools and other trusted partners to make use of the library buildings when there are no staff present.</p> <p>Where this technology is implemented it will be possible for customers to access the library facilities on days when the service is currently closed thereby allowing much longer opening hours. An element of staffed hours will be retained at each venue for those customers who require it.</p> <p>It is proposed that specific public consultation is undertaken over a 6 week period to seek views of residents, customers and anyone with an interest about the future vision for the service.</p> <p>It is also important to seek views from groups or individuals that may be adversely affected by any changes so that these can be fully considered as part of an Equality Impact Assessment.</p>

<b>ALTERNATIVE OPTIONS REJECTED (if any):</b>	<p><b>Further reduce opening hours</b></p> <p>Consideration was given to closing each library venue for another day each week. This option was discounted as the opening hours at venues would be extremely limited and the impact would be greater on customers and community groups wishing to access the service. This option would only save £0.107m therefore other savings would need to be found to achieve the £0.185m reduction.</p> <p><b>Close some library venues</b></p> <p>This option was discounted as it was felt that retaining 8 venues across the borough gave the widest access possible to those wishing to use the service. Fewer venues would mean greater travel distance which may pose problems for some customers.</p>
<b>CONSULTEES:</b>	<p>The report recommends consultation with the public, staff and local elected Members.</p>
<b>FINANCIAL IMPLICATIONS:</b> <b>(Authorised by Borough Treasurer)</b>	<p>This is the next step in the process to improving the library offer and achieving savings.</p>
<b>LEGAL IMPLICATIONS:</b> <b>(Authorised by Borough Solicitor)</b>	<p>Consultation with the public on the Council's proposals is key to ensure their views are fully taken into consideration when deciding on the most appropriate way forward in seeking to improve the service.</p>
<b>RISK MANAGEMENT:</b>	<p>It is necessary to fully understand the views of residents, customers and anyone with an interest in the library service prior to determining how staffed/unstaffed hours should be structured at each venue. Failing to take account of these views may result in a model being developed which doesn't best meet the needs of communities.</p>
<b>LINKS TO COMMUNITY PLAN:</b>	<p>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.</p>
<b>REFERENCE DOCUMENTS:</b>	<p>The background papers relating to this report can be inspected by contacting Head of Customer Care and Advocacy on:</p> <p> Telephone: 0161 342 2061</p> <p> E-mail: <a href="mailto:mandy.kinder@tameside.gov.uk">mandy.kinder@tameside.gov.uk</a></p>

## 1. INTRODUCTION

- 1.1 On the 24 September 2012 following an extensive public consultation exercise Executive Cabinet agreed a new library offer for Tameside's Library Service. The new 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. The new offer was fully implemented and delivered full year revenue savings of £1 million.
- 1.2 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 with a further £30m cuts to budgets by 2017/18.
- 1.3 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.
- 1.4 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. This will necessitate a refocus and review of the core offer to local communities; better exploitation of technology to make the service more effective and efficient whilst ensuring delivery of local and national priorities in a progressive way.
- 1.5 On the 12 November 2014 an Executive Decision agreed that the Council should look at new ways of working and consider technology which would allow unstaffed opening hours alongside staffed hours at each library site and the increased use of volunteers to support paid library staff in the delivery of the service. Adopting this model would allow longer opening hours for library sites including where the library is now closed on certain days of the week. The outcome of this work was that it would be possible to adopt this model whilst considering the needs of each library venue individually.
- 1.6 This report presents an option to implement unstaffed opening hours to achieve budget savings whilst continuing to maintain 8 library venues and increase access to provision. It is recommended that public consultation is undertaken to ensure views and considerations of those wishing to use the service are taken into account when determining the construction of the service. The proposed consultation pack is in **Appendix 1** of the report
- 1.7 An Equality Impact Assessment in **Appendix 2** explores the consultation proposals.

## 2. THE TAMESIDE LIBRARY SERVICE

- 2.1 The new Library offer implemented in 2012 defined the current library provision in Tameside. The service is delivered through:
- A network of 8 libraries
  - 2 vans delivering the Home Library Service to individuals who cannot visit a static library due to long term health conditions
  - An unstaffed library access point at Ryecroft Hall
  - 3 library access points in Post Offices comprising of popular fiction books
  - Health Information Centre based at Tameside General Hospital
- 2.2 As part of the Council's policy to reduce the number of council owned buildings some libraries are now co-located in larger buildings with other services or a move is planned.

These moves have retained opening hours, but reduced floor space. Stalybridge and Dukinfield libraries remain in their original buildings, and at present there are no plans to relocate them. Ashton remains in its original building but there are plans to relocate to the new service centre upon completion in 2018. Droylsden remains in its original location but financial options are being explored to relocate to the new Greater Manchester Pension Building – Guardsman Tony Downes House.

2.3 The Tameside Library Service delivers a wide range of functions that contribute to the aims of the Community Strategy 2012-22, the Health and Wellbeing Strategy, and the Enterprising Economic Strategy for Tameside 2012-26. A range of services, other than simply books, are provided including targeted services, activities for children and families and an inclusion programme promoting access to IT and information, lifelong learning, social integration, health and wellbeing and employment skills.

#### 2.4 **Mission Statement**

The mission of the Library Service is:

“To be a continually developing service that is responsive to the needs of the local community. At its heart is the promotion of reading, lifelong learning, health and wellbeing, access to digital skills and services, access to information, and the provision of facilities which play a significant part in establishing the local community identity and contribute to the priorities of Tameside Community Strategy 2012-22. We contribute to the priorities of Tameside Health and Wellbeing Strategy, and Enterprising Tameside Economic Strategy for Tameside 2012-26.”

#### 2.5 **Service Aims**

Four key areas have been identified nationally by the Society of Chief Librarians as integral to a 21<sup>st</sup> century library service, and the Tameside Library Service is committed to these Universal Library Offers.

##### 2.5.1 **Universal Reading Offer:**

The service promotes reading both as an activity in itself and one that supports other leisure, learning and cultural activities. The Universal Reading Offer framework is used to develop, deliver and promote engaging reading services. The offer includes:

- Free books and reading resources, including E-books, e.magazines and audio books,
- Reading groups, challenges, promotions and author events, alongside public engagement opportunities for specific audiences such as families and people who are blind and partially sighted.

##### 2.5.2 **Universal Health Offer:**

The service contributes to the positive health and wellbeing of the local community by using the Universal Health Offer framework to provide a range of services including health information and promotion, sign posting and referrals, creative, learning and social activities. The offer will include:

- Books on Prescription and other national health information schemes,
- Community outreach and activities supporting vulnerable people,
- Network of local hubs offering non-clinical community space,
- Assisted online access,
- Health Information Service based at Tameside Hospital,
- Public health promotion activity.

##### 2.5.3 **Universal Digital Offer**

Libraries play an important role in ensuring everyone has access to the digital world. The service uses the Universal Digital Offer framework to deliver and develop digital services, skills and access. The offer includes:

- Free access to the internet and Wi-Fi,
- Support for those who lack digital skills,
- 24/7 access to services and information through a virtual library presence. (This includes online library catalogue, library membership and account management, enquiry service and digital content such as e-books, e-magazines and online reference and learning resources)

#### 2.5.4 **Universal Information Offer**

Libraries are a gateway to local, national and world knowledge and information. The Universal Information Offer framework is used to deliver and develop help to citizens' accessing information online and from other sources. The offer includes:

- Support for people to access information and services online particularly in life critical areas such as careers and job seeking; business; health; education; local information; personal financial information, and benefits,
- Bringing together government and non-governmental sources of information, which have been researched by information professionals, giving a level of quality assurance to users,
- Continually developing the skills of staff and volunteers to provide help to people accessing information and services,
- A specialist Information Service.

2.5.5 In addition to these universal offers we have local offers identified to address local priorities.

#### 2.5.6 **Learning Offer**

Libraries play an important role in supporting learning throughout life, both formal and informal. The offer includes:

- Services and activities which contribute to the development of young children, and help them become "school ready",
- Work with schools, colleges and other agencies to improve literacy and other skills in Tameside,
- Services which facilitate learning, including provision of a wide range of resources, and study facilities,
- Courses, workshops and events in libraries,
- Support to access and learn about information technology.

#### 2.5.7 **Business and Economy Offer**

The service contributes to supporting the local economy, helping to address poverty and unemployment by providing a range of services. The offer includes:

- Supporting job seekers; including working in partnership with other organisations to provide 1-2-1 support and advice, resources to help find opportunities and prepare for interview, and access to the internet and digital skills support,
- Supporting local businesses; through providing access to information and resources to help set up and develop small businesses, facilitating events and advice sessions by other agencies, and taking part in the Greater Manchester Start Up Engines Enterprising Libraries project,
- Supporting adults wishing to advance themselves.

#### 2.5.8 **Neighbourhood/ Community facility Offer**

Libraries are important as neighbourhood social hubs, and are viewed as safe, neutral spaces within communities which can be used by anyone. They help to connect people, and reduce social isolation. They are also valued as an extension of homes, work or study places. The service is committed to their use as:

- Community spaces which can be used by local groups and organisations,



- Flexible spaces which can be used by other agencies alongside the library,
- Comfortable welcoming spaces, which anyone can use without prejudice or judgement.

### 2.5.9 Children and Young People Offer

Early engagement with reading and using the library service can help to bring benefits and improve opportunities throughout life. The service actively promotes enjoyment of reading and provides a wide range of inspiring, high quality books for children and young people. The offer includes:

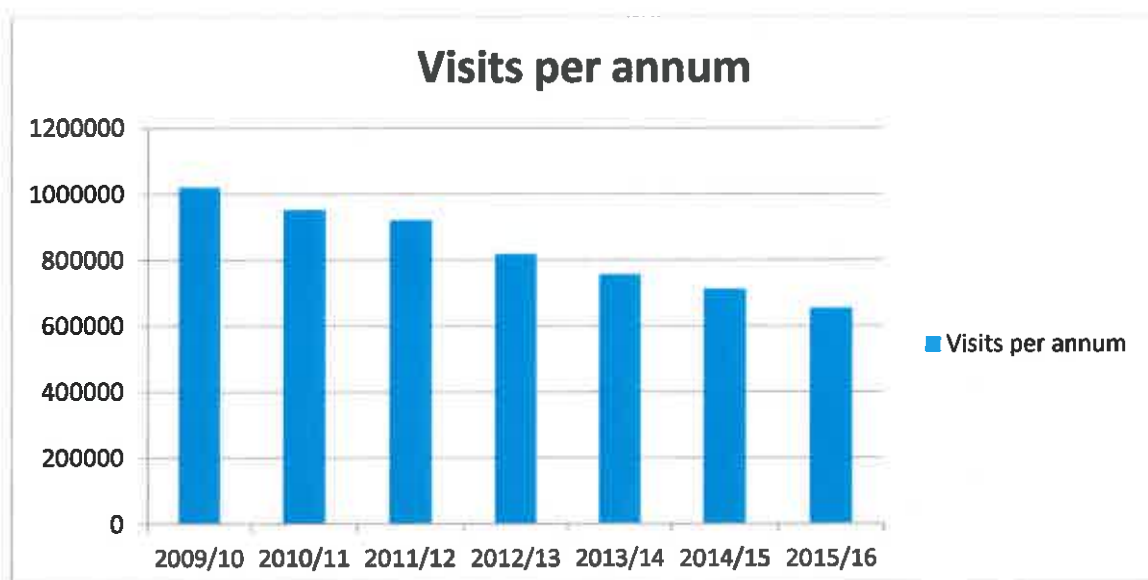
- Introducing babies to books from birth through weekly early year's activities in libraries and participation in the Bookstart scheme,
- Provision of creative activities for children and young people including a range of school holiday events and the opportunity for all children in Tameside to join the annual Summer Reading Challenge,
- Provision of reading resources tailored to learning needs, study support, and free access to the internet and online reference resources.
- Offer to early years' settings and schools in Tameside of a range of class visits that support the Early Years Foundation Stage and the National Curriculum.
- Offer young people volunteering opportunities.
- Early introduction to digital skills eg coder clubs

## 3. USAGE OF THE SERVICE

3.2 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.

3.3 The graph below indicates the reduction in total visits to the Library service from 2009/10 to 2015/16. The graph only includes data for the current 8 library venues.

**Graph 1**

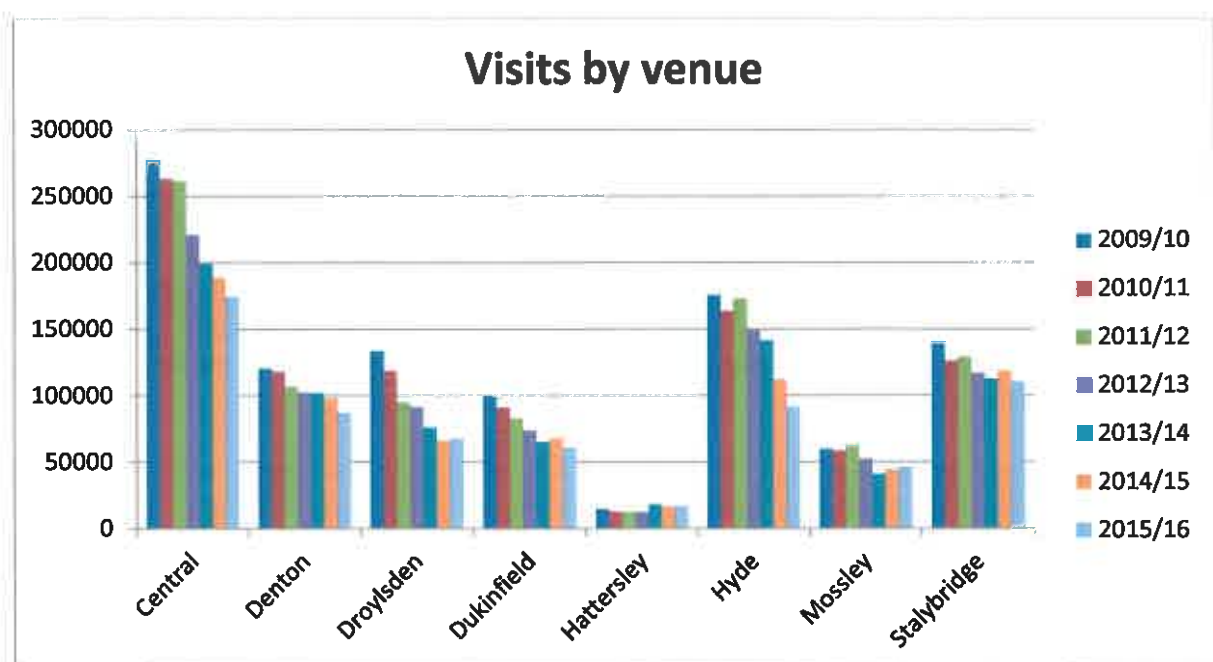


3.4 The graph below indicates the visits at each venue from 2009/10 – 2015/16. There have been changes to the service over the years which may account for some changes in visitor patterns and these are:

- Closure of 5 libraries in October 2012 and a reduction in opening hours across the remaining venues.
- Hattersley closed on 12 October 2015 and re-opened in a new venue on 3 December 2012
- Mossley closed on 31 January 2014 and re-opened in a new venue on 17 March 2014
- Denton Library closed on the 6 December 2014 and re-opened in a new venue on the 5 January 2015
- Hyde Library closed on the 12 January 2015 and re-opened in a new venue on the 2 February 2015

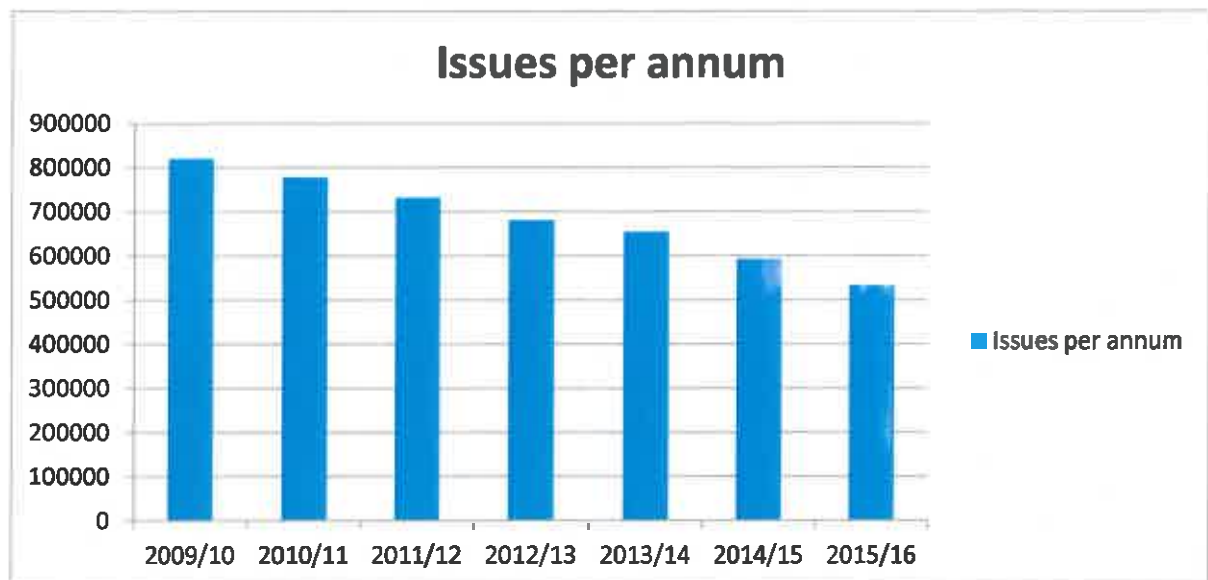
Whilst some changes may have initially been caused by a reduction in opening hours in 2012 this is not the whole picture as visits continue to fall at venues where no further changes have taken place since 2012.

**Graph 2**

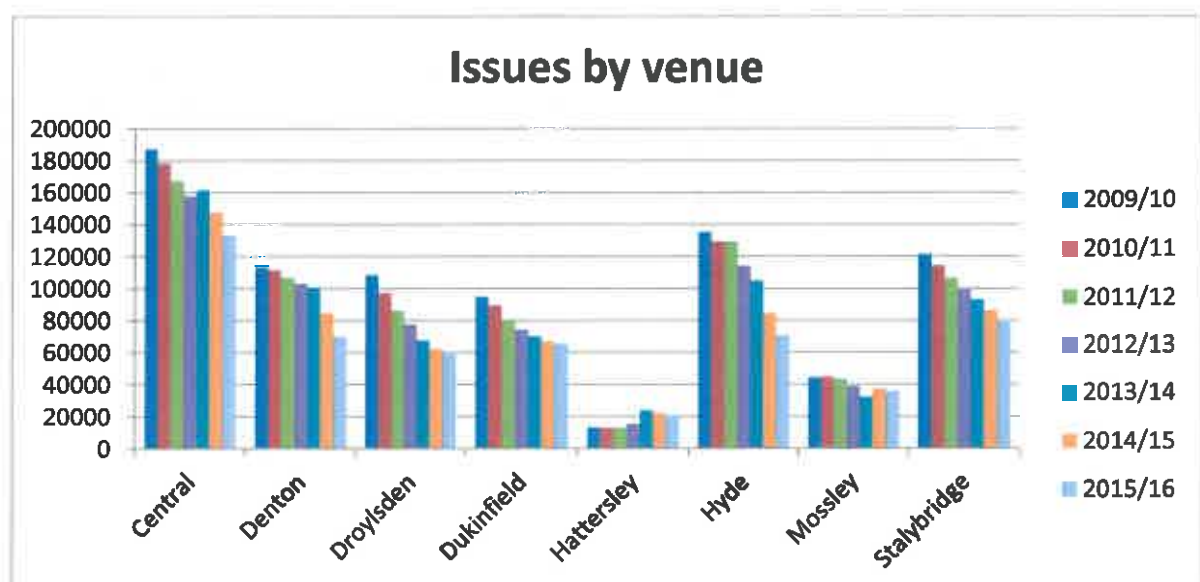


3.5 Issues of physical stock have also reduced over the years as is demonstrated in the graphs below.

**Graph 3**



Graph 4

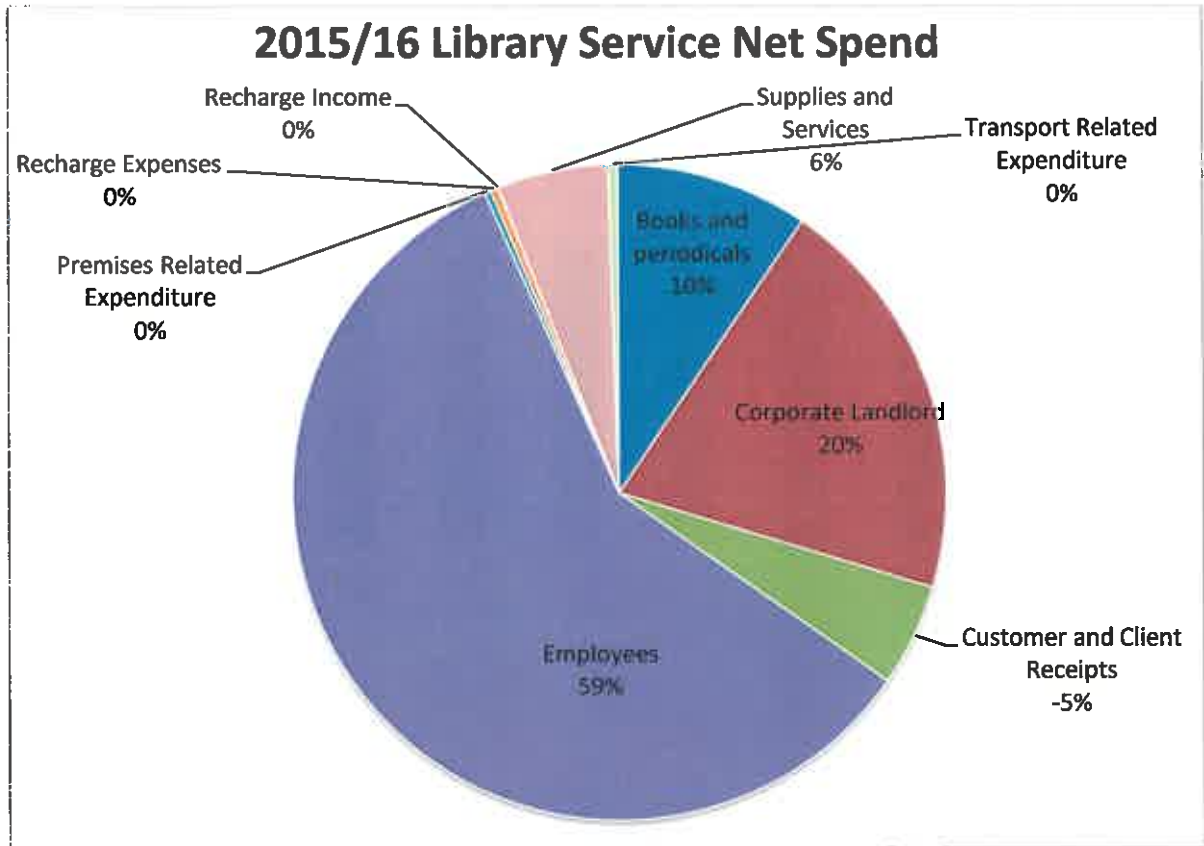


3.6 In June 2014 the service launched e.audio books and e.books and in October 2014 e.magazines were introduced. Whilst issues of these resources are increasing, from 5705 in 2014/15 to 12,498 in 2015/16, this does not equate to the reduction in the number of issues of physical stock.

#### 4. COST OF THE SERVICE

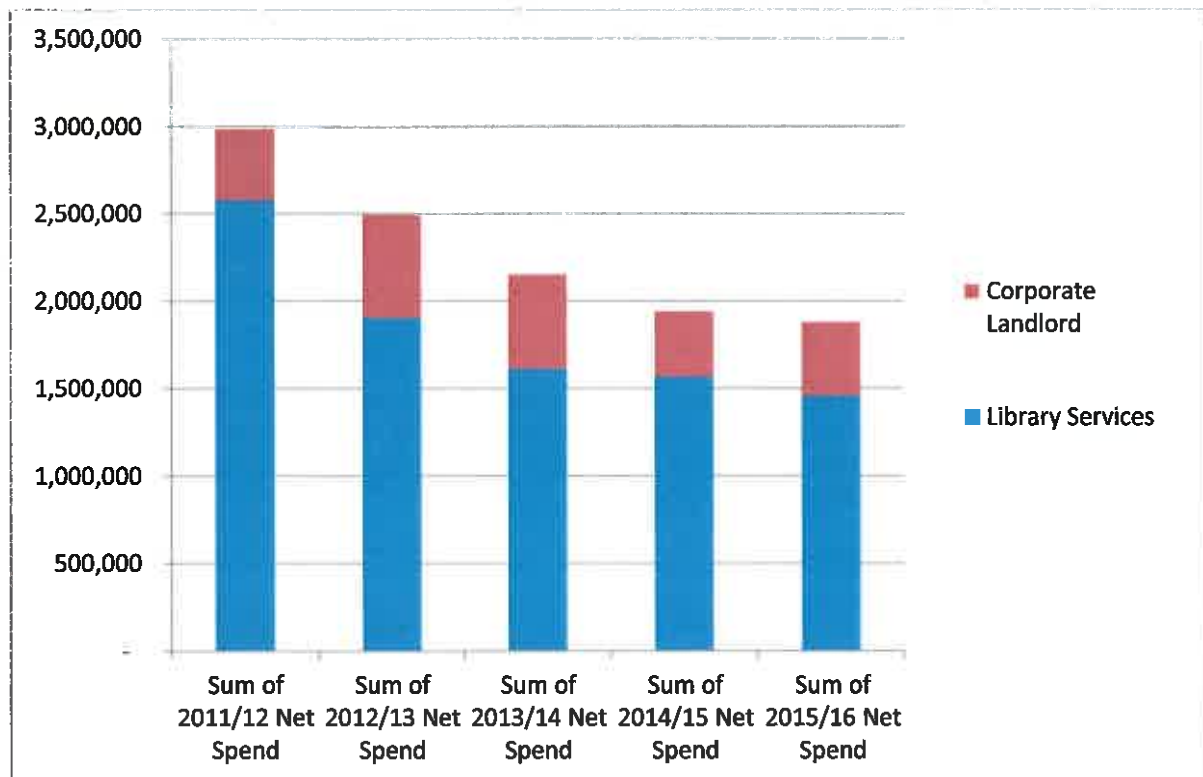
4.1 The annual spend on the Library service in 2015/16 was £1,880,656, broken down in Graph 5 below.

**Graph 5 - Net spend on service in 2015/16**



4.2 The amount spent on the service has reduced by 37% between 2011/12 and 2015/16 following a full review of the service in 2012 which saw the closure of 5 libraries.

**Graph 6 – Libraries reduction in spend over the years**



## **5. FUTURE FINANCIAL POSITION AND IMPACT ON BUDGET**

- 5.1 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 with a further £30m cuts to budgets by 2017/18.
- 5.2 It is necessary to reduce the libraries budget by £0.185m for an affordable position to be reached which represents 11.9% of the libraries budget.

## **6. THE PUBLIC LIBRARIES AND MUSEUMS ACT 1964**

- 6.1 The Public Libraries and Museums Act 1964 places the Council under a statutory legal duty to provide a comprehensive and efficient service for all individuals who live, work or study within the Borough who are desirous of using the service.
- 6.2 Determining what is required by a comprehensive and efficient service is not detailed in the Act; it is a matter for each Local Authority to determine what is comprehensive and efficient for their own area, taking into account the views of local people, and the needs of the wider public, to determine how much they spend on libraries and how to manage and deliver the service at a local level.
- 6.3 The Secretary of State for Culture Media and Sport has powers to intervene when a library authority fails (or is suspected of failing) to provide the required service.
- 6.4 Libraries have changed considerably since 1964 particularly in terms of IT provision, range of stock offered, community engagement and access to digital resources. During the library review in 2012 a full needs assessment and public consultation was undertaken on the global library offer and each individual library. The outcome of the review was to offer the service from 8 static library points, along with a home library service for those with mobility or other limiting conditions, book access points in 3 post offices, an unstaffed library access point in Ryecroft Hall, Audenshaw and a Health Information Centre within Tameside Hospital.

## **7. VISION FOR THE FUTURE OF TAMESIDE LIBRARIES**

- 7.1 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. The Library service is a greatly valued resource within communities so closing more libraries is not something that the Council wants to do. However in order to retain 8 libraries around the Borough the service cannot continue in the current way without making changes to ensure it is financially sustainable in the future.
- 7.2 The 2012 New Library Offer provided a framework outlining the core service and the principles remain relevant today. However new technology is developing within the library sector and there is a need to consider how customers interact with the service.
- 7.3 Fundamental to this is the need to invest in digital technology to replace existing outdated systems and introduce new solutions. This will enable the financial challenges to be met whilst retaining 8 libraries around the Borough. The vision is a library service transformed by technology and new working practices.
- 7.4 Self-service should be readily available and of high quality allowing the majority of transactions such as issue and return of material and self-booking of public access PCs to

be undertaken independently by customers. The number of direct staff interactions will reduce as customers can easily self-serve for the majority of straight forward tasks.

- 7.5 The aim is to increase access to the library service by extending the opening hours at most libraries through the provision of unstaffed opening hours alongside staffed hours. Digital access will improve allowing customers to engage with the service from mobile devices. Customers will be encouraged to become confident, independent users, with targeted support to those who most need it.
- 7.6 Libraries play a valuable role in delivering Tameside's key priorities – health and wellbeing, digital capacity, employment and business support along with information, reading and learning. The vision will include floor walking, during staffed hours, to help customers with more complex needs e.g. digital assistance and enquiries, and to encourage customers to become independent users.
- 7.7 Provision of increased volunteering opportunities in libraries to assist staff to deliver services, activities and support customers is part of the future vision.

## 8. DIGITAL DEVELOPMENTS

- 8.1 To move forward with this progressive vision a fundamental requirement is to have the right building blocks in place to support new ways of working and exploit digital service delivery.

### **Library Management System (LMS)**

- 8.2 Essential to the running of a modern library service is an up to date automated Library Management System. The current system has been in use for some years and the supplier has advised no further updates will be provided, and so it is becoming increasingly outdated and hard to maintain.
- 8.3 Renewal of the LMS will be a keystone on which to build other service developments, including remote access and greater customer engagement via an attractive public platform with increased emphasis on interactions in a social, on-demand and personalised context.
- 8.4 The LMS will be fully functional on a range of devices, including mobile devices via an app. A good stock collection management package will provide key performance data to help make best use of stock, thus maximizing budgets.
- 8.5 Further customer benefits will be derived from joining the Association of Greater Manchester Authorities (AGMA) Libraries LMS consortium, which is working towards the goal of all Greater Manchester Libraries using the same system, allowing some level of interoperability across boundaries, access to a single Greater Manchester library catalogue and achieving efficiencies through consortium purchase. Currently 7 of the 10 authorities are in this consortium.

### **Self-service for library transactions**

- 8.6 Self-service through Radio Frequency Identification (RFID) technology will be an integral part of the enhanced library offer, allowing customers to issue and return stock, manage their library accounts and make library payments independently.
- 8.7 This technology will bring further benefits such as reducing queues at busiest periods, it can issue multiple items simultaneously thus offering a much speedier customer interaction, can be used for stock management purposes helping to target resources more efficiently, and can also be used as a security system for stock.

### **Self-booking of public PCs**

- 8.8 The current management system requires staff to manage all transactions and is very labour intensive. In addition there are recurring technical problems which cause significant

inconvenience and disruption in service for customers. Investment in an upgrade would release staff time, and also provide a much better service. It is also a requirement to allow public use of computers during unstaffed library hours. Customers would be able to self-book onto PCs either in person or via the internet.

#### **Unstaffed library opening hours**

- 8.9 Technology is developing within the library sector and more recent additions to the market include the capability of the library building being available during times where there are no staff on site.
- 8.10 Customers who wish to use the library independently will be able to visit during advertised unstaffed hours by using their library card and a PIN number to activate a door release mechanism which allows them to gain access to the library. CCTV captures images of the customer for security purposes both at the door and various areas within the library. Customers are able to use public computers, borrow books and use library resources unaided. The technology is able to provide customised messages at certain times to alert customers to actions, for example when the library is due to close. Customers exit the library and the technology sets the intruder alarm to provide normal protection in the way staff would do when they leave at the end of the day.
- 8.11 This technology is in operation in many libraries in other countries, and increasingly in this country including in Greater Manchester – Stockport and Trafford. Peterborough City Council is using this technology across their library estate.
- 8.12 Utilising this technology provides the opportunity to extend the opening hours of libraries, provides customers with more choice and flexibility on when and how they engage with the service and at the same time achieves the required savings to support the budget cuts.
- 8.13 Alongside unstaffed operating hours a core of staffed hours would be retained at each library and where possible these would be matched to times when the library is busiest and highly valued activities take place eg Time for a Rhyme.
- 8.14 During unstaffed operating hours schools and trusted community groups would be able to make use of the library building in the same way as individual customers do.
- 8.15 An example of how unstaffed hours could be utilised is contained in the table below:

Day	Current Opening Hours		Proposed Overall Opening Times		Staffed Times	
	Open	Closed	Open	Closed	Open	Closed
Monday	9am	8pm	9am	8pm	1pm	7pm
Tuesday	CLOSED		9am	8pm	NONE	
Wednesday	CLOSED		9am	8pm	NONE	
Thursday	9am	8pm	9am	8pm	10am	2pm
Friday	9am	5pm	9am	8pm	1pm	5pm
Saturday	10am	3pm	10am	3pm	10am	1pm
	Overall opening hours	35 hours per week	Overall opening hours	60 hours per week	Overall staffed hours	17 hours per week

If this option were implemented it would allow for a reduction of 18 hours per week in staffed times and therefore achieve savings whilst increasing overall availability of the facility by 25 hours per week from the current opening times.

## **9. LIBRARY VOLUNTEER NETWORK**

- 9.1 The benefits of volunteering are well documented and include offering people the opportunity to give something back to the community or develop skills for their Curriculum Vitae to achieve paid employment. For the Council the benefits include showing our commitment to volunteers and ensuring the experience is positive and meets the requirements of the volunteer. Additionally having assistance from people with other skills and ideas can enhance the service to customers.
- 9.2 A range of volunteer opportunities will be developed to assist and support paid library staff to deliver services and activities.

## 10 INVEST TO SAVE

- 10.1 There will be a cost associated with implementing the new vision as detailed in the table below. A report was presented at the Strategic Planning and Capital Monitoring Panel on the 30 November 2015 to consider and approve the libraries future vision and support capital investment to enable technology to be put in place to achieve the ambition. The minutes of this meeting were subsequently approved by Executive Cabinet on 16 December 2015.

### Summary of capital implementation costs.

Capital Expenditure		Estimated Annual Staff Savings	Estimated payback period
GM consortium LMS	£ 77,415		
Suite of technology to allow new vision	£496,200		
<b>TOTAL</b>	<b>£573,615</b>		
Remaining capital funding from 2012	(£180,000)		
Contribution from Digital Tameside	(£ 60,000)		
<b>ADDITIONAL CAPITAL FUNDING REQUIRED</b>	<b>£333,615</b>	£185,000	Commences in year 4

- 10.2 Following implementation of the required technology and a staffing review, a return on investment will be seen in year 4 and this will then be recurring.

## 11. ALTERNATIVE OPTIONS CONSIDERED

- 11.1 The Council has considered but discounted alternative options for delivery of the library service in Tameside that would achieve a budget reduction.

### Further reduce opening hours

- 11.1.1 Consideration was given to closing each library venue for another day each week. This option was discounted as the opening hours at venues would be extremely limited and the impact would be greater on customers and community groups wishing to access the service. This option would only save £0.107m therefore other savings would need to be found to achieve the £0.185m reduction.

### Close some library venues

- 11.1.2 This option was discounted as it was felt that retaining the 8 venues across the borough gave the widest access possible to those wishing to use the service. Fewer venues would mean greater travel distance which may pose problems for some customers.



## **12. CONSULTATION ON THE NEW VISION FOR LIBRARIES**

- 12.1 The 2016/17 budget for the library service and its buildings is £1,965,570 and this will need to reduce by £185,000 if an affordable position is to be reached. The library service is much valued by residents and the Council is keen to protect and retain the 8 library facilities around the Borough but in order to achieve that aim changes to how the service operates are essential.
- 12.2 It is the Council's intention to implement the vision detailed above and provide a modern progressive library service supported by high quality technology to allow enhanced opening hours, increased customer choice around when and how to access the service whilst still retaining the ethos of a traditional library service with staff available to support those customers who require it.
- 12.3 However, it is proposed that specific public consultation is undertaken about the vision for the service to seek views of residents, customers and anyone with an interest in the library service.
- 12.4 Such consultation would be 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 would be a free format text box to allow for people to provide any comments, views and suggestions they wish to be taken into account.
- 12.5 It is proposed that the survey forms part of the Council's Big Conversation on-line consultation process to enable the results to be evaluated in a consistent manner and would be available for a 6 week period. The consultation would open on Monday 4 July 2016 and close on Sunday 14 August 2016. The consultation pack is included at **appendix 1**.
- 12.6 Alongside being available on-line the consultation would be available in paper format at all Libraries and Ashton Customer Service Centre where staff would be available to assist people in completion if required.
- 12.7 Views of elected Members would also be sought as part of the consultation process.
- 12.8 The consultation process will be promoted in all libraries and relevant groups including those who can represent the needs of users; this could include groups representing physically disabled users, children or elderly users.
- 12.9 Consultation would also be undertaken with staff in Libraries to ensure that they are kept fully updated on the vision and also to gain their views.
- 12.10 The results of the consultation would be used in understanding how the vision will affect people and developing the model prior to implementation.

## **13. EQUALITY IMPACT ASSESSMENT (EIA)**

- 13.1 Before implementing the future library vision the Council will need to fully understand the impact on communities and in particular the impact on those groups with a recognised protected characteristic. For this purpose a full equality impact assessment would need to be developed which includes full analysis of the consultation responses.
- 13.2 An equality impact assessment has been undertaken to ensure the public consultation is robust and takes into account the views of all who wish to have their views heard but particularly those groups with a protected characteristic. The EIA is included at **Appendix 2**.

- 13.3 The consultation would be by way of a questionnaire which would be available on-line and in paper form, along with personal assistance in completing the questionnaire at any of our libraries and customer service centre at Ashton. The personal assistance is essential in aiding some of our residents in their completion of the consultation.
- 13.4 The returns being received will be monitored regularly throughout the consultation to ensure that returns are being received from groups with a protected characteristic. If further actions need to be taken during the consultation period to increase returns from these groups they will be implemented accordingly.

#### **14. STAFF IMPLICATIONS**

- 14.1 When unstaffed hours are implemented savings will come through a reduction in the staffing requirement.
- 14.2 A new staffing structure would be developed and there may be a competition process for some posts. However, some officers within the service requested voluntary severance/early retirement when the offer was available in November 2015 but were unable to exit the authority as their posts were required at that time. With a reduction in the staffing requirement the opportunity for staff to opt for voluntary severance would present itself again.
- 14.3 To date staff have been made aware of the vision for the future service and it is an agenda item on team meetings, some are involved in the implementation of the new Library Management System, and regular briefings are sent to the whole service and Union representatives from the Head of Service.

#### **15. CONCLUSIONS**

- 15.1 The library service in Tameside is highly valued by residents, however, there is no doubt that usage is declining due to many external factors including the development of digital technology, the internet and cheap broadband prices. A balance needs to be struck between retaining the service but in an affordable way that meets the needs of those wishing to use it.
- 15.2 The council is faced with unprecedented cuts to budgets from central government and this is set to continue throughout the current spending review period. There is a need to reduce the library budget by £0.185m for an affordable position to be reached.
- 15.3 Closure of more libraries or reducing opening hours is not the preferred option of the Council. Instead, implementing up to date technology to allow enhanced operating hours by a mixture of staffed and unstaffed opening hours is the preferred model.
- 15.3 It is proposed that specific public consultation is undertaken about the future vision for the service to seek views of residents, customers and anyone with an interest.

#### **16. RECOMMENDATIONS**

- 16.1 As detailed on the front of this report

## YOUR VIEWS ON THE VISION OF A LIBRARY SERVICE FOR THE 21<sup>ST</sup> CENTURY

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### INTRODUCTION

Tameside 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 with a further £30m cuts to budgets by 2017/18.

Whilst we are committed to taking every possible action to protect services for local residents in these challenging times, we have to make some very tough choices affecting spending across all services.

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. This downward trend in both visits and issues has also been experienced in Tameside Libraries over recent years. Digital technology including the internet, competitive broadband prices, access to low cost 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.

### THE VISION OF A LIBRARY SERVICE FOR THE 21<sup>ST</sup> CENTURY

We are very passionate about the important and much valued library service within our communities, so closing more libraries is not something that we want to do. However in order to retain eight libraries across the Borough we cannot continue to run the service as it is currently without making changes to ensure it is financially sustainable in the future.

We have developed an option which should protect our library services. Our vision for the future is a library service transformed by technology and new working practices, with customers able to access our services independently during longer opening hours than are currently available. This technology includes:

#### **Self- service for library transactions**

Self–service technology will be an integral part of the enhanced library offer, allowing customers to issue and return stock, manage their library accounts and make library payments independently.

This technology will bring further benefits such as reducing queues at busiest periods. It can issue multiple items simultaneously thus offering a much speedier customer interaction, can be used for stock management purposes helping to target resources more efficiently, and can also be used as a security system for stock.

#### **Self-booking of public PCs**

We are looking to implement a system that will allow customers to self-book onto a computer in person or via the internet, and provide a means for customers to self- service print release and payment.

#### **Unstaffed library hours**

Technology will play a fundamental part in our vision of the future library service. Investment in a technical system will allow use of some libraries by customers without staff being present. This is pivotal to our plans to achieve savings whilst retaining all eight libraries across the Borough.

Customers who wish to use the library independently will be able to visit during advertised unstaffed hours by using their library card and a PIN number to activate a door release mechanism which allows them to gain access to the library. CCTV captures images of the customer for

security purposes both at the door and various areas within the library. Customers are able to use public computers, borrow books and use library resources unaided. The technology is able to provide customised messages at certain times to alert customers to actions, for example when the library is due to close. Customers exit the library and the technology sets the intruder alarm to provide normal protection in the way staff would do when they leave at the end of the day.

This technology is in operation in many libraries in other countries, and increasingly in this country including in other boroughs within Greater Manchester.

Utilising this technology provides the opportunity to extend the opening hours of libraries, provides customers with more choice and flexibility on when and how they engage with the service and at the same time achieves the required savings to support the budget cuts.

Alongside unstaffed operating hours a core of staffed hours would be retained at each library.

An **example** of how unstaffed hours may work at a Tameside library in future is detailed in the table below. Please note that the current number of opening hours and proposed opening hours may vary from library to library.

Day	Current opening hours (No.)	Proposed overall opening hours (including self-service hours) (No.)	Proposed opening hours with staff present (No.)
Monday	11	11	6
Tuesday	CLOSED	11	N/A
Wednesday	CLOSED	11	N/A
Thursday	11	11	4
Friday	8	11	4
Saturday	5	5	3
<b>Available weekly hours</b>	<b>35</b>	<b>60</b>	<b>17</b>

In this example, introducing self-service technology will allow library users to access services at this particular library for an additional **25** hours in a week.

### Volunteering

In addition to the introduction of new technology we would like to increase our use of volunteers to support staff in delivering the service. The benefits of volunteering are well documented and include offering people the opportunity to give something back to the community or develop skills for their CV to achieve paid employment. Additionally having assistance from people with other skills and ideas can enhance the service to customers.

### HOW DO YOU HAVE YOUR SAY

To allow everyone to have their say and get as many views as possible on our vision for the future library service, we have developed a questionnaire that asks for your views.

You are invited to make comments on our proposals here <http://www.tameside.gov.uk/tbc/ALibraryServiceforthe21stCentury>. Copies of the questionnaire can also be found at any of our Libraries or at our Customer Service Centre in Clarence Arcade in Ashton-under-Lyne. If you need help to complete the questionnaire you can ask for this at any of our libraries or through customer services.

The consultation will start on Monday 4 July 2016 and the deadline for comments is Sunday 14 August 2016. All responses will be considered alongside existing evidence when implementing our vision.





## LIBRARIES CONSULTATION

**1. We want to hear your views. This information will only be used as part of the consultation and will not be used or processed for any other purpose. Thank you for joining in our Big Conversation.**

Name:

Address 1:

Address 2:

Town:

Postcode:

Email Address:

### SECTION 1 – USE OF CURRENT LIBRARY SERVICE

**2. Are you a registered member of a Tameside Library? (Please tick one box only)**

Yes

No

**3. Have you used a Tameside Library within the last 12 months? (Please tick one box only)**

Yes (Go to Q4)

No (Go to Q12)

**4. Which Tameside Library do you use most often? (Please tick one box only)**

Ashton

Hattersley

Hyde

Denton

Mossley

Droylsden

Stalybridge

Dukinfield

**5. What do you use the Library for? (Please tick all that apply)**

- To borrow books
- To attend an activity, class or reading group
- To use Library computers
- To borrow audio books
- To read magazines / newspapers
- To use a meeting room
- To ask for information / advice / support from library staff
- To seek information independently without support from Library staff
- To borrow CDs / DVDs
- To study
- To use free Wi-Fi
- To use a photocopier or fax machine
- To search for jobs
- To supply documents for other services within the Council e.g. Housing Benefit forms
- To use Information Services at Ashton Library
- Other (Please state below)

**6. Of the services you have indicated you use at Q5, which of these is MOST important to you? (Please tick one box only)**

- To borrow books
- To attend an activity, class or reading group
- To use Library computers
- To borrow audio books
- To read magazines / newspapers



- To use a meeting room
- To ask for information / advice / support from library staff
- To seek information independently without support from Library staff
- To borrow CDs / DVDs
- To study
- To use free Wi-Fi
- To use a photocopier or fax machine
- To search for jobs
- To supply documents for other services within the Council e.g. Housing Benefit forms
- To use Information Services at Ashton Library
- Other (please state below)

**7. Which of the following digital services, if any, do you use when visiting the Library?  
(Please tick all that apply)**

- Search and request book titles
- Renew loans
- Check library account
- Download e-books, e-audio or e-magazines
- Use e-resources e.g. encyclopaedias, theory test material, newspapers, business information, citizenship etc
- To find out about events and activities taking place in libraries
- I do not use any digital services when visiting the library
- Other (please state below)

**8. Approximately how often do you use this Library? (Please tick one box only)**

- |   |  |
|---|--|
| <input type="checkbox"/> More than once a week      | <input type="checkbox"/> About once every six months |
| <input type="checkbox"/> At least once a week       | <input type="checkbox"/> At least once a year        |
| <input type="checkbox"/> Two or three times a month | <input type="checkbox"/> Less than once a year       |
| <input type="checkbox"/> At least once a month      |  |

**9. Who do you usually go to the Library with? (Please tick one box only)**

- I go alone
- With children
- With partner / spouse
- With friends
- Other (please state below)

**10. How do you usually travel to the library you use most often? (Please tick the main form of transport you use to get to the library)**

- |                               |   |                               |
|-------------------------------|---|-------------------------------|
| <input type="checkbox"/> Walk | <input type="checkbox"/> Train                      | <input type="checkbox"/> Bike |
| <input type="checkbox"/> Car  | <input type="checkbox"/> Bus                        | <input type="checkbox"/> Tram |
| <input type="checkbox"/> Taxi | <input type="checkbox"/> Other (please state below) |                               |

**11. Do you use any other libraries either in Tameside or elsewhere? (Please tick all that apply)**

- |  |   |
|--|---|
| <input type="checkbox"/> Ashton (Go to Q13)  | <input type="checkbox"/> Hattersley (Go to Q13) |
| <input type="checkbox"/> Hyde (Go to Q13)  | <input type="checkbox"/> Denton (Go to Q13)     |
| <input type="checkbox"/> Mossley (Go to Q13)   | <input type="checkbox"/> Droylsden (Go to Q13)  |
| <input type="checkbox"/> Stalybridge (Go to Q13)   | <input type="checkbox"/> Dukinfield (Go to Q13) |
| <input type="checkbox"/> Library outside of Tameside (Go to Q13) <input type="checkbox"/> I do not use another library (Go to Q13) |   |

**12. If you do not use the library service in Tameside, what stops you from doing so? (Please tick all that apply)**

- Lack of time
- I use e-books from another source
- I prefer to buy books
- Due to overdue charges and fines
- The library opening times are not convenient for me
- I find everything I need on-line
- I'm not interested in using the library
- I use a library in another area
- Other (please state below)

## SECTION 2 – FUTURE LIBRARY SERVICE

**We would like you to think about Tameside Library Service over the next few years and how the Council can meet the needs of those wishing to use it within a reduced budget.**

**13. Given that the Council will have less money to spend on services in 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? (Please tick one box only)**

- Agree
- Disagree

**14. How convenient would it be for you to be able to access library buildings outside of the current opening hours? (Please tick one box only)**

- Very convenient
- Convenient
- Not convenient
- Not at all convenient

**15. 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 (e.g. at the supermarket)? (Please tick one box only)**

- Regularly
- Occasionally
- Used it once or twice
- Never used it but I would do if I felt comfortable using it
- I would not use self-service technology

**b) How confident you currently are in using self-service technology? (Please tick one box only)**

- Very confident
- Fairly confident
- Somewhat confident
- Not at all confident

**16. 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 for staff to be available in the libraries you use? (Please select one time period per library you use)**

Library	Morning (between 9am and 12noon)	Afternoon (between 12noon and 5pm)	Evening (between 5pm and 8pm)	No preference / I do not use this library
Ashton				
Denton				
Droylsden				
Dukinfield				
Hattersley				
Hyde				
Mossley				
Stalybridge				

We would like to recruit volunteers to support library staff in delivering the service. Our vision would be that all volunteers will be able to do “counter basics” such as issue and discharge of stock and be familiar with the shelving process, which is returning items of stock to the shelves in the correct place. Additionally there would be opportunities to undertake other duties.

17. Would you be interested in volunteering with Tameside’s library service? (Please tick one box only)

- Yes (Go to Q18)  
 No (Go to Q20)

18. What type of activities would you be interested in getting involved in? (Please tick all that apply)

- Rhyme time and story time sessions with children  
 Helping with children’s activities  
 Helping people with computers  
 Helping people use the library  
 Helping with adult’s activities

19. As you have indicated an interest in volunteering please leave your contact details below so we can get in touch with you in the future as we develop this initiative (Please complete details below)

Name:	<input type="text"/>
Address 1:	<input type="text"/>
Address 2:	<input type="text"/>
Town:	<input type="text"/>
Postcode:	<input type="text"/>
Email Address:	<input type="text"/>
Contact Number:	<input type="text"/>

SECTION 4 – OTHER COMMENTS

**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 other comments you would like to make about Tameside's Library Service please also include these in the box below.**

#### ABOUT YOU

**21. Please tick the box that best describes your interest in this issue? (Please tick one box only)**

A member of the public

A Tameside Council employee

A community or voluntary group

A partner organisation

A business /private organisation

Other (please specify below)

22. Are you.....?

Male

Female

23. What is your age? (Please state)

24. What is your ethnic group? (Please tick one box only)

**White**

English / Welsh / Scottish / Northern Irish / British

Irish

Gypsy or Irish Traveller

Any other White background (Please specify)

**Mixed / Multiple Ethnic Groups**

White and Black Caribbean

White and Black African

White and Asian

Any other Mixed / Multiple ethnic background (Please specify)

**Black / African / Caribbean / Black British**

African

Caribbean

Any other Black / African / Caribbean background (Please specify)

**Asian / Asian British**

Indian

Pakistani

Bangladeshi

Chinese

Any other Asian background (Please specify)

**Other ethnic group**

Arab

Any other ethnic group (Please specify)

25. Are your day-to day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months? This may include problems related to old age. (Please tick one box only)

Yes, limited a lot

Yes, limited a little

No

**26. Do you look after, or give any help or support to family members, friends, neighbours or others because of either: (Please tick one box only)**

- Long term physical or mental ill-health / disability?
- Problems due to old age?

No

Yes, 1-19 hours a week

Yes, 20-49 hours a week

Yes, 50 or more a week



## Tameside Council Equality Impact Assessment Form

<b>Subject / Title</b>	New Delivery Model for Tameside Library Service
------------------------	---

<b>Service Unit</b>	<b>Service Area</b>	<b>Directorate</b>
Customer Care and Advocacy	Libraries	People

<b>Start Date</b>	<b>Completion Date</b>
15 October 2015	31 May 2016

<b>Lead Officer</b>	Mandy Kinder
<b>Service Unit Manager</b>	Mandy Kinder
<b>Interim Assistant Executive Director</b>	Emma Varnam

<b>EIA Group (lead contact first)</b>	<b>Job title</b>	<b>Service</b>
Mandy Kinder	Head of Customer Care and Advocacy	Customer Care and Advocacy
Denise Lockyer	Libraries and Customer Services Manager	Customer Care and Advocacy
Karen Heathcote	Service Delivery Manager	Customer Care and Advocacy

**PART 1 – INITIAL SCREENING**

<b>1a.</b>	<b>What is the project, policy or proposal?</b>	To undertake public consultation on the future library vision to implement self-service technology for issuing/returning items and self-booking on public computers, also to implement unstaffed hours alongside staffed hours provision and increase the availability of the library service to its customers.
<b>1b.</b>	<b>What are the main aims of the project, policy or proposal?</b>	To seek views of residents, customers and those with an interest in the service on the new vision. The consultation needs to be accessible to all who wish to express their views

**1c. Will the project, policy or proposal have either a direct or indirect impact on any groups of people with protected equality characteristics?**

**Where a direct or indirect impact will occur as a result of the policy, project or proposal, please explain why and how that group of people will be affected.**

<b>Protected Characteristic</b>	<b>Direct Impact</b>	<b>Indirect Impact</b>	<b>Little / No Impact</b>	<b>Explanation</b>
Age		x		People of all ages need to be able to access the consultation in order to have their views taken into account. Young people under the age of 16 may

## Tameside Council Equality Impact Assessment Form

				potentially be affected by the new delivery model. Older people may not be confident using the technology required to allow unstaffed hours.
Disability		x		Those with a disability and therefore possibly affected by the new delivery model for the service need to have their views taken into account.
Ethnicity		x		Those with English as a second language may struggle to understand the consultation questionnaire.
Sex / Gender			x	
Religion or Belief			x	
Sexual Orientation			x	
Gender Reassignment			x	
Pregnancy & Maternity		x		People who attend events such as time for a rhyme must be able to access the consultation as the new delivery model may have an impact on them.
Marriage & Civil Partnership			x	
<b>Are there any other groups who you feel may be impacted, directly or indirectly, by this project, policy or proposal? (e.g. carers, vulnerable residents, isolated residents)</b>				
<b>Group (please state)</b>	<b>Direct Impact</b>	<b>Indirect Impact</b>	<b>Little / No Impact</b>	<b>Explanation</b>

1d.	Does the project, policy or proposal require a full EIA?	Yes	No
		x	
1e.	What are your reasons for the decision made at 1d?	It is essential that those with a protected characteristic are made aware of and can access the public consultation in order that their views are taken into account when implementing the new service delivery model.	

**PART 2 – FULL EQUALITY IMPACT ASSESSMENT**

<b>2a. Summary</b>
A review of the library service was undertaken in 2012 which resulted in the closure of 5 libraries and a reduction in opening hours at the remaining 8 libraries.

### Tameside Council Equality Impact Assessment Form

Whilst the library service is highly valued by customers and the Council alike, usage has declined over the years due to many external factors including the development of digital technology, the internet and low cost broadband prices. A balance needs to be struck between retaining the service but in an affordable way that meets the changing needs of those wishing to use it.

The council is faced with unprecedented cuts to budgets from central government and this is set to continue throughout the current spending review period. There is a need to reduce the library budget by £0.185m for an affordable position to be reached.

Closure of more libraries or reducing opening hours is not the preferred option of the Council. The preferred option is to implement up to date technology to allow enhanced operation of the service whilst making the required savings. This will be achieved through a mixture of staffed and unstaffed opening hours.

It is proposed that specific public consultation is undertaken about the future vision for the service to seek views of residents, customers and anyone with an interest.

This EIA concentrates on ensuring that the consultation process is accessible to the diverse population within the Borough and that all who wish their views to be considered, including those with a protected characteristic are able to access the consultation.

Such consultation would be in the form of a standard questionnaire with an introduction to explain the reason for the new service delivery model followed by a series of questions to seek relevant views which would be considered in the implementation of the future provision. Additionally there would be a free format text box to allow for people to provide any comments, views and suggestions in their own words they wish to be taken into account. It is proposed that the survey forms part of the Council's Big Conversation consultation process to enable the results to be evaluated in a consistent manner and would be available for a 6 week period. Alongside being available on-line the consultation would be available in paper format at any library or Ashton Customer Service Centre where staff would be available to assist people in completion if required. It is proposed that the consultation would open on Monday the 4 July 2016 and close on Sunday 14 August 2016. Library staff would actively promote the survey and encourage people to complete it to have their say.

The EIA highlighted a possible issue around ensuring consultation responses are representative of the community/customers who use libraries. To ensure this is the case monitoring of responses throughout the consultation period will be undertaken. If groups within the community are under-represented Action Together will be enlisted to assist in further promotion to all groups. Additionally customer service and library staff will actively promote the consultation to customers using the service and will be on hand to assist customers to complete the consultation if required, particularly if there are issues around visual impairment, learning disabilities etc. Support is available from customer service officers in Urdu, Gujarati, Punjabi and Hindi where language is a barrier. Additionally access to a telephone interpreting service for other languages is available.

#### 2b. Issues to Consider

On the 24 September 2012 following an extensive public consultation exercise Executive Cabinet agreed a new library offer for Tameside's Library Service. The new 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. The new offer was fully implemented and delivered full year revenue savings of £1 million.

The Council is facing unprecedented financial challenges with cuts to the budget totalling £130m

### Tameside Council Equality Impact Assessment Form

from 2010 due to the Government's austerity measures. These challenges are set to continue through the current comprehensive spending review with a further £30m cuts to budgets by 2017/18.

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 whose needs continue to change as new technology becomes available.

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. This will necessitate a refocus and review of the core offer to local communities; better exploitation of technology to make the service more effective and efficient whilst ensuring delivery of local and national priorities in a progressive way. In December 2015 the Government issued guidance on delivery of this statutory service – "Libraries as a Statutory Service". Whilst not a statement of government policy, the guidance is intended to help guide local authorities in delivering a comprehensive and efficient service.

On the 12 November 2014 an Executive Decision was made to undertake a feasibility study for new ways of working and to consider technology which would allow unstaffed opening hours alongside staffed hours at each library site and the increased use of volunteers to support paid library staff in the delivery of the service. Adopting this model would allow longer opening hours for library sites including where the library is now closed on certain days of the week. This feasibility study has been undertaken and whilst each library venue needs to be considered individually it would be possible to adopt this model.

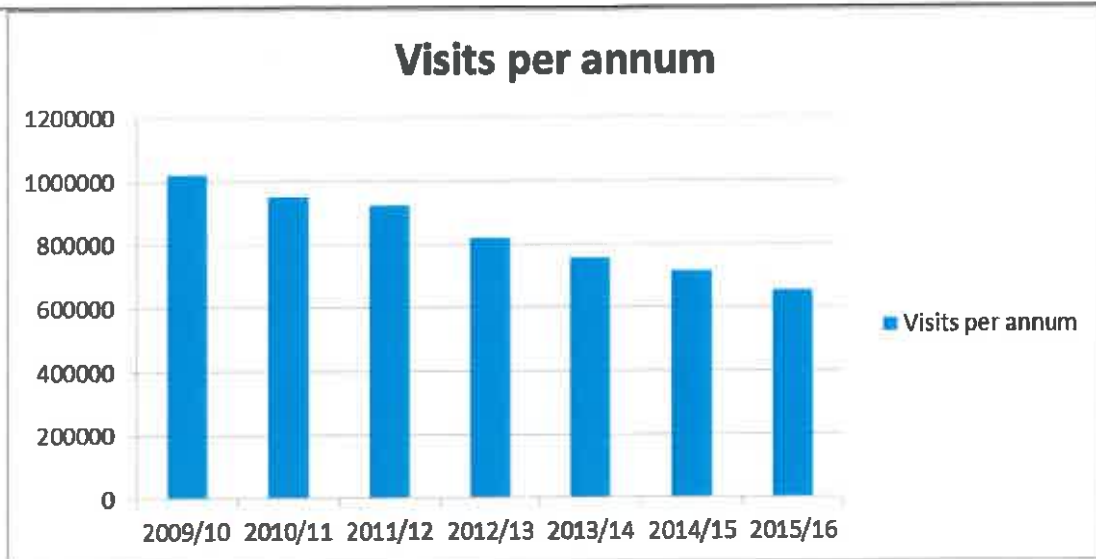
#### USAGE OF THE SERVICE

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.

The graph below indicates the reduction in total visits to the Library service from 2009/10 to 2015/16. The graph only includes data for the current 8 library venues.

**Graph 1**

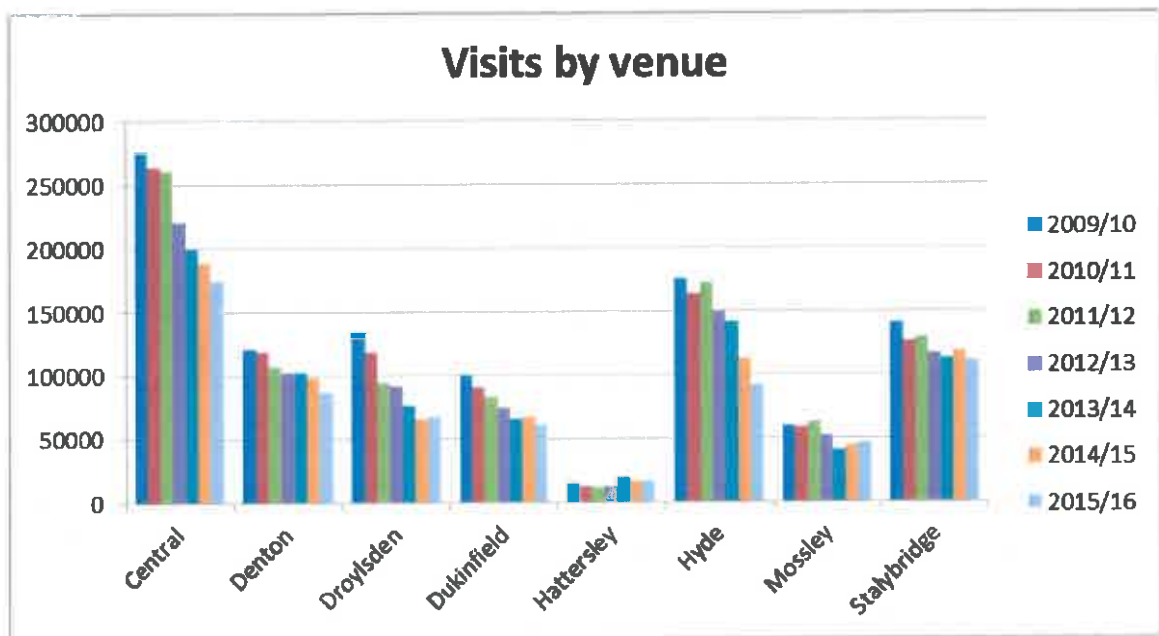
Tameside Council Equality Impact Assessment Form



The graph below indicates the visits at each venue from 2009/10 – 2015/16.

Whilst some changes may have initially been caused by a reduction in opening hours in 2012 this is not the whole picture as visits continue to fall at venues were no further changes have taken place since 2012.

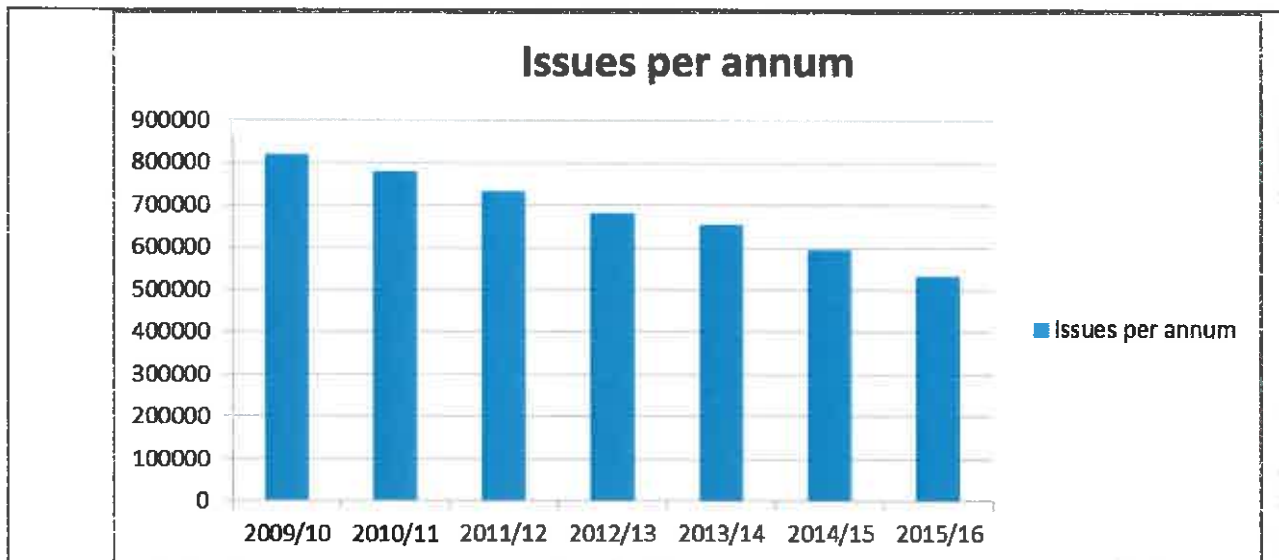
Graph 2



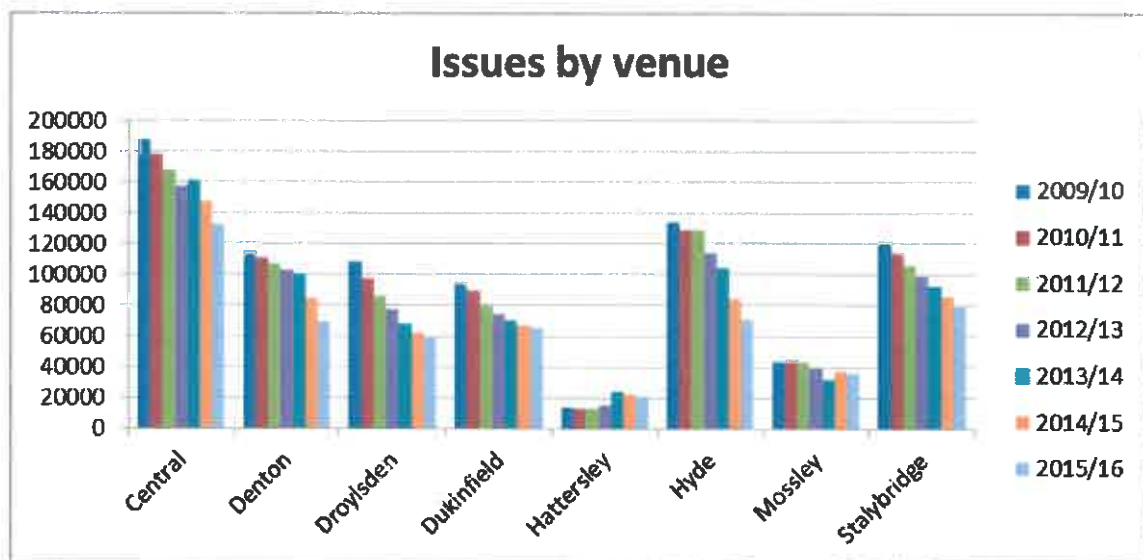
Issues of physical stock have also reduced over the years as is demonstrated in the graphs below.

Graph 3

## Tameside Council Equality Impact Assessment Form



Graph 4



In June 2014 the service launched e.audio books and e.books and in October 2014 e.magazines were introduced. Whilst issues of these resources are increasing, from 5705 in 2014/15 to 12,498 in 2015/16, this does not equate to the reduction in the number of issues of physical stock.

#### FUTURE FINANCIAL POSITION AND IMPACT ON BUDGET

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 with a further £30m cuts to budgets by 2017/18.

It is necessary to reduce the libraries budget by £0.185m for an affordable position to be reached which represents 11.9% of the libraries budget.

## Tameside Council Equality Impact Assessment Form

### THE PUBLIC LIBRARIES AND MUSEUMS ACT 1964

The Public Libraries and Museums Act 1964 places the Council under a statutory legal duty to provide a comprehensive and efficient service for all individuals who live, work or study within the Borough who are desirous of using the service.

Determining what is required by a comprehensive and efficient service is not detailed in the Act; it is a matter for each Local Authority to determine what is comprehensive and efficient for their own area, to determine how much they spend on libraries and how to manage and deliver the service at a local level. However, in December 2015 the Government issued guidance on delivery of this statutory service – “Libraries as a Statutory Service”. Whilst not a statement of government policy, the guidance is intended to help guide local authorities in delivering a comprehensive and efficient service.

The Secretary of State for Culture Media and Sport has powers to intervene when a library authority fails (or is suspected of failing) to provide the required service.

Libraries have changed considerably since 1964 particularly in terms of IT provision, range of stock offered, community engagement and access to digital resources. During the library review in 2012 a full needs assessment and public consultation was undertaken on the global library offer and each individual library. The outcome of the review was to offer the service from 8 static library points, along with a home library service for those with mobility or other limiting conditions, book access points in 3 post offices, an unstaffed library access point in Ryecroft Hall, Audenshaw and a Health Information Centre within Tameside Hospital.

### VISION FOR THE FUTURE OF TAMESIDE LIBRARIES

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. The Library service is a greatly valued resource within communities so closing more libraries is not something that the Council wants to do. However in order to retain 8 libraries around the Borough the service cannot continue in the current way without making changes to ensure it is financially sustainable in the future.

The 2012 New Library Offer provided a framework outlining the core service and the principles remain relevant today. However new technology is developing within the library sector and there is a need to consider how customers interact with the service.

Fundamental to this is the need to invest in digital technology to replace existing outdated systems and introduce new solutions. This will enable the financial challenges to be met whilst retaining 8 libraries across the Borough. The vision is a library service transformed by technology and new working practices.

Self-service should be readily available and of high quality allowing the majority of transactions such as issue and return of material and self-booking of public access PCs to be undertaken independently by customers. The number of direct staff interactions will reduce as customers can easily self-serve for the majority of straight forward tasks.

The aim is to increase access to the library service by extending the opening hours at most libraries through the provision of unstaffed opening hours alongside staffed hours. Digital access will improve allowing customers to engage with the service from mobile devices. Customers will be encouraged to become confident, independent users, with targeted support to those who most need

## Tameside Council Equality Impact Assessment Form

it.

Libraries play a valuable role in delivering Tameside's key priorities – health and wellbeing, digital capacity, employment and business support along with information, reading and learning. The vision will include floor walking, during staffed hours, to help customers with more complex needs e.g. digital assistance and enquiries, and to encourage customers to become independent users.

Provision of increased volunteering opportunities in libraries to assist staff to deliver services, activities and support customers is part of the future vision.

### **DIGITAL DEVELOPMENTS**

To move forward with this progressive vision a fundamental requirement is to have the right building blocks in place to support new ways of working and exploit digital service delivery.

#### **Library Management System (LMS)**

Essential to the running of a modern library service is an up to date automated Library Management System. The current system has been in use for some years and the supplier has advised no further updates will be provided, and so it is becoming increasingly outdated and hard to maintain.

Renewal of the LMS will be a keystone on which to build other service developments, including remote access, and greater customer engagement via an attractive public platform with increased emphasis on interactions in a social, on-demand and personalised context.

The LMS will be fully functional on a range of devices, including mobile devices via an app. A good stock collection management package will provide key performance data to help make best use of stock, thus maximizing budgets.

Further customer benefits will be derived from joining the Association of Greater Manchester Authorities (AGMA) Libraries LMS consortium, which is working towards the goal of all Greater Manchester Libraries using the same system, allowing some level of interoperability across boundaries, access to a single Greater Manchester library catalogue and achieving efficiencies through consortium purchase. Currently 7 of the 10 authorities are in this consortium.

#### **Self-service for library transactions**

Self-service through Radio Frequency Identification (RFID) technology will be an integral part of the enhanced library offer, allowing customers to issue and return stock, manage their library accounts and make library payments independently.

This technology will bring further benefits such as reducing queues at busiest periods, it can issue multiple items simultaneously thus offering a much speedier customer interaction, can be used for stock management purposes helping to target resources more efficiently, and can also be used as a security system for stock.

#### **Self-booking of public PCs**

The current management system requires staff to manage all transactions and is very labour intensive. In addition there are recurring technical problems which cause significant inconvenience and disruption in service for customers. Investment in an upgrade would release staff time, and also provide a much better service. It is also a requirement to allow public use of computers during unstaffed library hours. Customers would be able to self-book onto to PCs either in person or via the internet.

#### **Unstaffed library opening hours**



### Tameside Council Equality Impact Assessment Form

Technology is developing within the library sector and more recent additions to the market include the capability of the library building being available during times where there are no staff on site.

Customers who wish to use the library independently will be able to visit during advertised unstaffed hours by using their library card and a PIN number to activate a door release mechanism which allows them to gain access to the library. CCTV captures images of the customer for security purposes both at the door and various areas within the library. Customers are able to use public computers, borrow books and use library resources unaided. The technology is able to provide customised messages at certain times to alert customers to actions, for example when the library is due to close. Customers exit the library and the technology sets the intruder alarm to provide normal protection in the way staff would do when they leave at the end of the day.

This technology is in operation in many libraries in other countries, and increasingly in this country including in Greater Manchester – Stockport and Trafford. Peterborough City Council are using this technology across their library estate.

Utilising this technology provides the opportunity to extend the opening hours of libraries, provides customers with more choice and flexibility on when and how they engage with the service and at the same time achieves the required savings to support the budget cuts.

Alongside unstaffed operating hours a core of staffed hours would be retained at each library and where possible these would be matched to times when the library is busiest and highly valued activities take place eg Time for a Rhyme.

During unstaffed operating hours schools and trusted community groups would be able to make use of the library building in the same way as individual customers do.

An example of how unstaffed hours could be utilised is contained in the table below:

Day	Current Opening Hours		Proposed Overall Opening Times		Staffed Times	
	Open	Closed	Open	Closed	Open	Closed
Monday	9am	8pm	9am	8pm	1pm	7pm
Tuesday	CLOSED		9am	8pm	NONE	
Wednesday	CLOSED		9am	8pm	NONE	
Thursday	9am	8pm	9am	8pm	10am	2pm
Friday	9am	5pm	9am	8pm	1pm	5pm
Saturday	10am	3pm	10am	3pm	10am	1pm
	Overall opening hours	<b>35 hours per week</b>	Overall opening hours	<b>60 hours per week</b>	Overall staffed hours	<b>17 hours per week</b>

If this option were implemented it would allow for a reduction of 18 hours per week in staffed times and therefore achieve savings whilst increasing overall availability of the facility by 25 hours per week from the current opening times.

#### LIBRARY VOLUNTEER NETWORK

The benefits of volunteering are well documented and include offering people the opportunity to give something back to the community or develop skills for their Curriculum Vitae to achieve paid employment. For the Council the benefits include showing our commitment to volunteers and ensuring the experience is positive and meets the requirements of the volunteer. Additionally having

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assistance from people with other skills and ideas can enhance the service to customers.

A range of volunteer opportunities will be developed to assist and support paid library staff to deliver services and activities.

### **ALTERNATIVE OPTIONS CONSIDERED**

The Council has considered but discounted alternative options for delivery of the library service in Tameside that would achieve a budget reduction.

#### **Further reduce opening hours**

Consideration was given to closing each library venue for another day each week. This option was discounted as the opening hours at venues would be more limited and the impact would be greater on customers and community groups wishing to access the service.

#### **Close some library venues**

This option was discounted as it was felt that retaining the 8 venues across the borough gave the widest access possible to those wishing to use the service. Fewer venues would mean greater travel distance which may pose problems for some customers.

The annual spend on the Library service in 2015/16 was £1,880,656 and this will need to reduce by £0.185m if an affordable position is to be reached. The library service is much valued by residents and the Council is keen to protect and retain the 8 library facilities across the Borough but in order to achieve that aim changes to how the service operates are essential.

It is the Council's intention to implement the vision detailed above and provide a modern progressive library service supported by high quality technology to allow enhanced opening hours, increased customer choice around when and how to access the service whilst still retaining the ethos of a traditional library service with staff available to support those customers who require it.

However, it is proposed that specific public consultation is undertaken about the vision for the service to seek views of residents, customers and anyone with an interest in the library service.

Such consultation would be 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 would be a free format text box to allow for people to provide any comments, views and suggestions they wish to be taken into account.

It is proposed that the survey forms part of the Council's Big Conversation on-line consultation process to enable the results to be evaluated in a consistent manner and would be available for a 6 week period. The consultation would open on Monday the 4 July 2016 and close on Sunday 14 August 2016.

Alongside being available on-line the consultation would be available in paper format at all Libraries and Ashton Customer Service Centre where staff would be available to assist people in completion if required, particularly if there are issues around visual impairment, learning disabilities etc. Support is available from customer service officers in Urdu, Gujarati, Punjabi and Hindi where language is a barrier. Additionally access to a telephone interpreting service for other languages is available.

Views of elected Members would also be sought as part of the consultation process.

The consultation process will be promoted in all libraries and relevant groups including those who can represent the needs of users; this could include groups representing physically disabled users, children or elderly users.

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Consultation would also be undertaken with staff in Libraries to ensure that they are kept fully updated on the vision and also to gain their views.

The results of the consultation would be used in understanding how the vision will affect people and developing the model prior to implementation.

The issues to consider at this stage in the EIA are that during the consultation process the diverse population within the Borough can access the consultation and have their views taken into account and to give due regard to the requirements of the Equalities Act.

Consideration needs to be given to equality issues relating to ability to complete the questionnaire (it being primarily on on-line tool) which could impact upon protected characteristic groups such as disability (it being a visual tool); age (issues relating to elderly having access to the internet, ethnicity (it being in English, and the need to ensure the full range of participation from all Tameside's communities); and the need to access the full range of views and opinions from Tameside's communities to reflect the impact of the changes to the library service delivery model on protected characteristic groups.

Following the consultation and prior to implementation of the new model a full EIA will be carried out to ensure that the impact of any change is understood and managed effectively. User data regarding customers of the library service is held and where customers are willing this includes demographic data. This data will be analysed and considered along with the results of the consultation when implementing the new delivery model.

#### 2c. Impact

At this point in the EIA the impact of any change to the service is not known. This EIA concentrates on ensuring that the consultation process is accessible to the diverse population within the Borough and that all who wish their views to be considered, including those with a protected characteristic are able to access the consultation.

During the consultation process returns will be monitored to ensure that they are representative of customers who use the service and the demographic of the Borough. Should it become apparent that the results are not representative of the community additional actions will need to be implemented to increase returns from any under-represented groups particularly those with a protected characteristic.

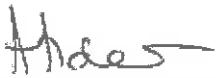

## Tameside Council Equality Impact Assessment Form

<b>2d. Mitigations</b>	
Those with English not as a first language may require additional support	Staff in Customer Services can assist with Urdu, Gujarati, Hind and Punjabi speakers. Additionally access is available to a telephone interpreting service for other languages.
Those with a learning disability may require support to complete the questionnaire	Staff in customer services and libraries will be available to assist users in completing the questionnaire
Those without access to a PC may not be able to complete online questionnaire	Copies will be made available in all libraries and at Customer Services in Clarence Arcade. Staff will be available to assist service users in completing the questionnaire.
If an under representative sample is identified	Work with Action Together to further promote consultation

<b>2e. Evidence Sources</b>
<p>Library user demographic data</p> <p>Demographic data of residents of the Borough</p> <p>Results of the public consultation on the new service delivery model will be used to update this EIA.</p> <p>Libraries as a Statutory Service – published in December 2015 by the Department of Culture, Media and Sport</p> <p>The Public Libraries and Museums Act 1964</p> <p>Key Decision report, Equalities Impact Assessment/needs assessment undertaken in 2012</p>

<b>2f. Monitoring progress</b>		
<b>Issue / Action</b>	<b>Lead officer</b>	<b>Timescale</b>
Identify if consultation returns are representative of the community/customers who use customer service centres	Mandy Kinder	Throughout the consultation period
If groups within the community are under-represented consult with Action Together to enlist their help in cascading the consultation to all groups	Mandy Kinder	Throughout the consultation period
If some residents are unable to complete the survey library staff and customer service officers in Ashton will be on hand to assist where necessary	Denise Lockyer	Throughout the consultation period

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<b>Signature of Service Unit Manager</b>	<b>Date</b>
	<b>31 May 2016</b>
<b>Signature of Assistant Executive Director</b>	<b>Date</b>
	<b>22.06.2016</b>



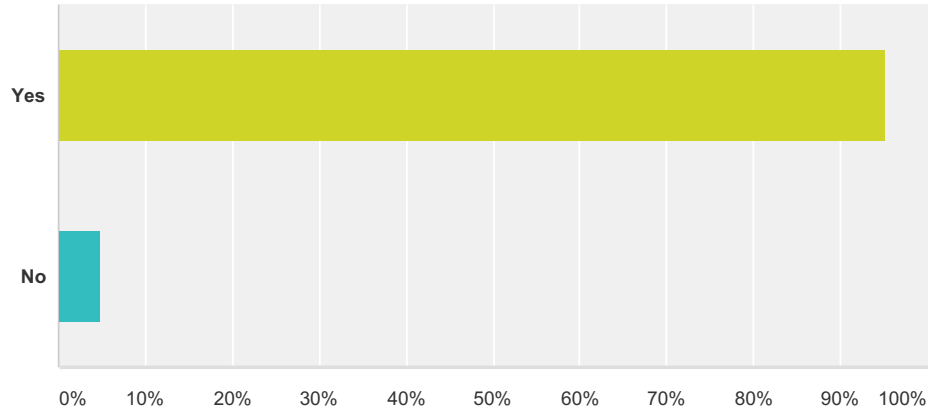
**Q1 We want to hear your views. This information will only be used as part of the consultation and will not be used or processed for any other purpose. Thank you for joining in our Big Conversation.**

Answered: 767 Skipped: 27

Answer Choices	Responses	
Name	99.74%	765
Address 1	97.65%	749
Address 2	26.86%	206
Town	95.83%	735
Postcode	97.13%	745
Email Address	55.15%	423

**Q2 Are you a registered member of a Tameside Library? (Please tick one box only)**

Answered: 786 Skipped: 8

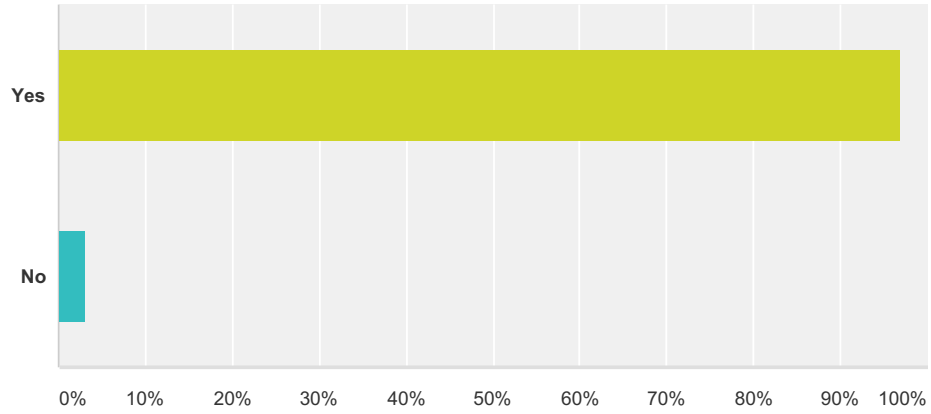


Answer Choices	Responses	
Yes	95.29%	749
No	4.71%	37
<b>Total</b>		<b>786</b>



**Q3 Have you used a Tameside Library within the last 12 months? (Please tick one box only)**

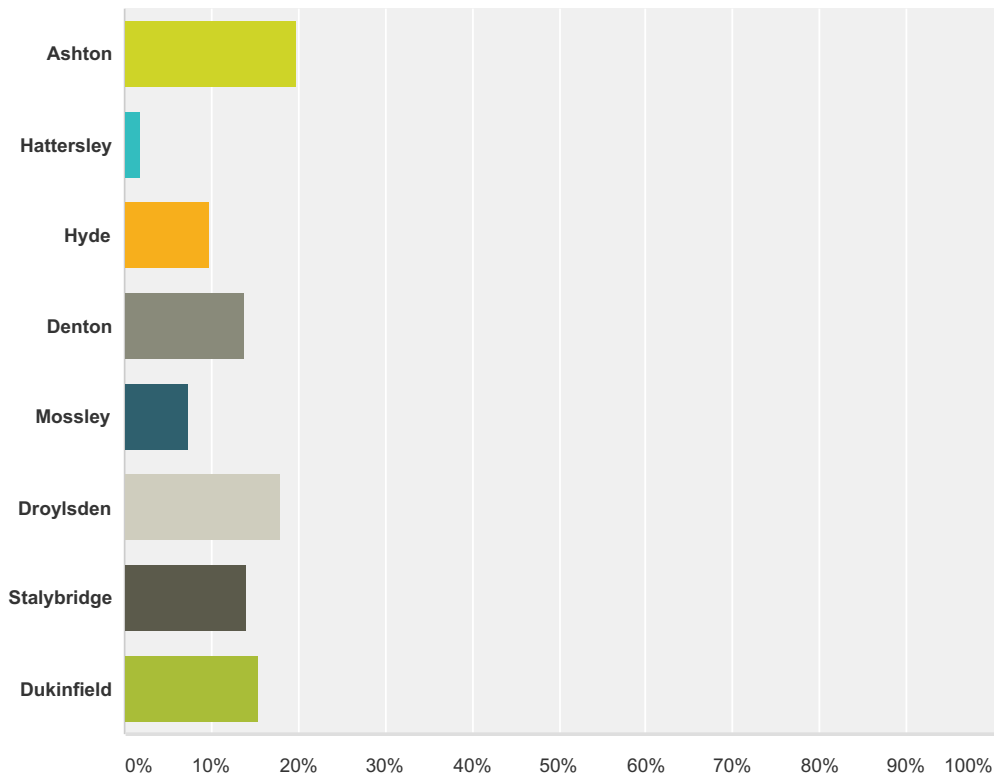
Answered: 791 Skipped: 3



Answer Choices	Responses
Yes	96.97% 767
No	3.03% 24
<b>Total</b>	<b>791</b>

**Q4 Which Tameside Library do you use most often? (Please tick one box only)**

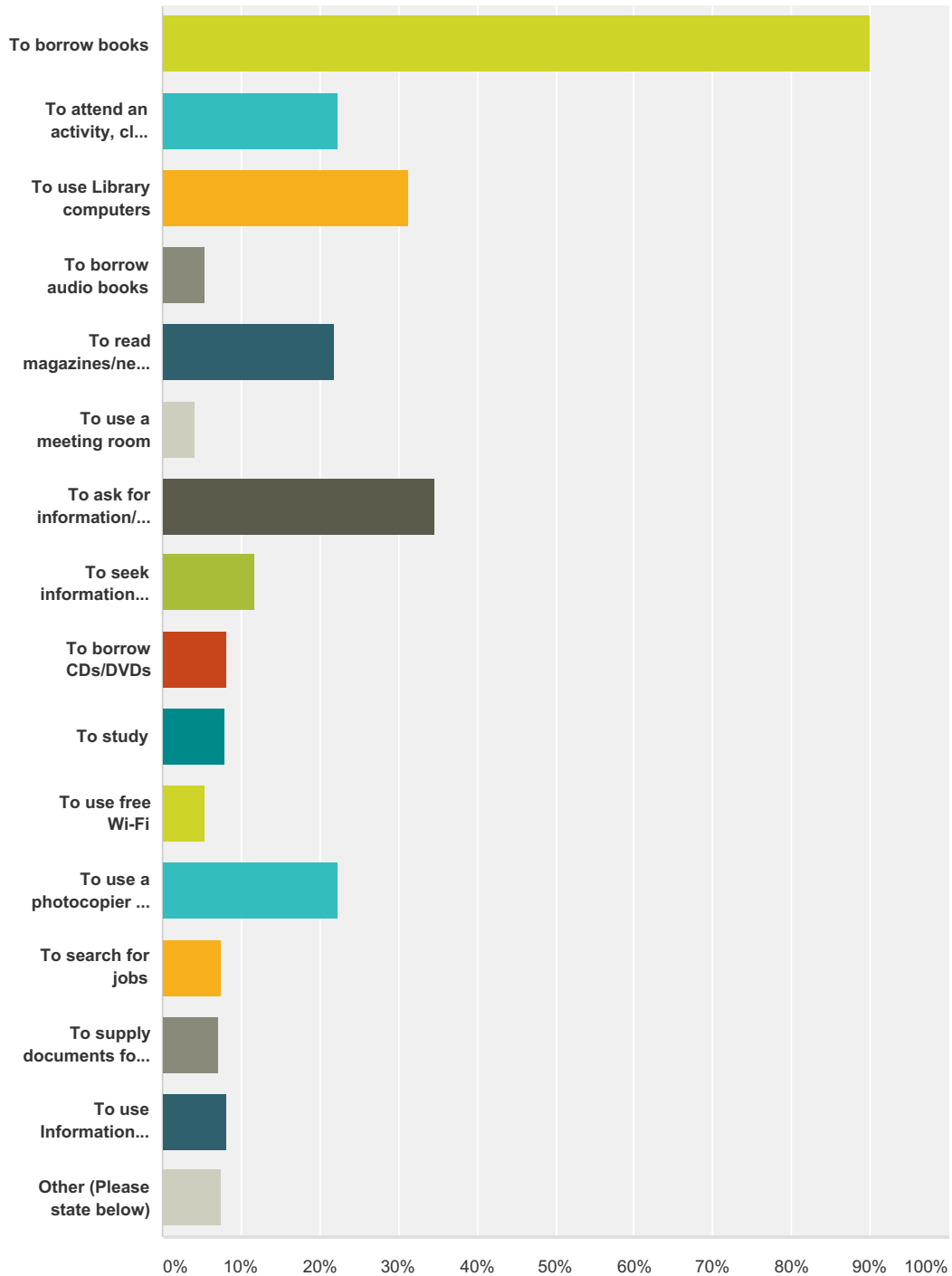
Answered: 759 Skipped: 35



Answer Choices	Responses
Ashton	19.76% 150
Hattersley	1.84% 14
Hyde	9.88% 75
Denton	13.70% 104
Mossley	7.38% 56
Droylsden	18.05% 137
Stalybridge	13.97% 106
Dukinfield	15.42% 117
<b>Total</b>	<b>759</b>

### Q5 What do you use the Library for? (Please tick all that apply)

Answered: 754 Skipped: 40

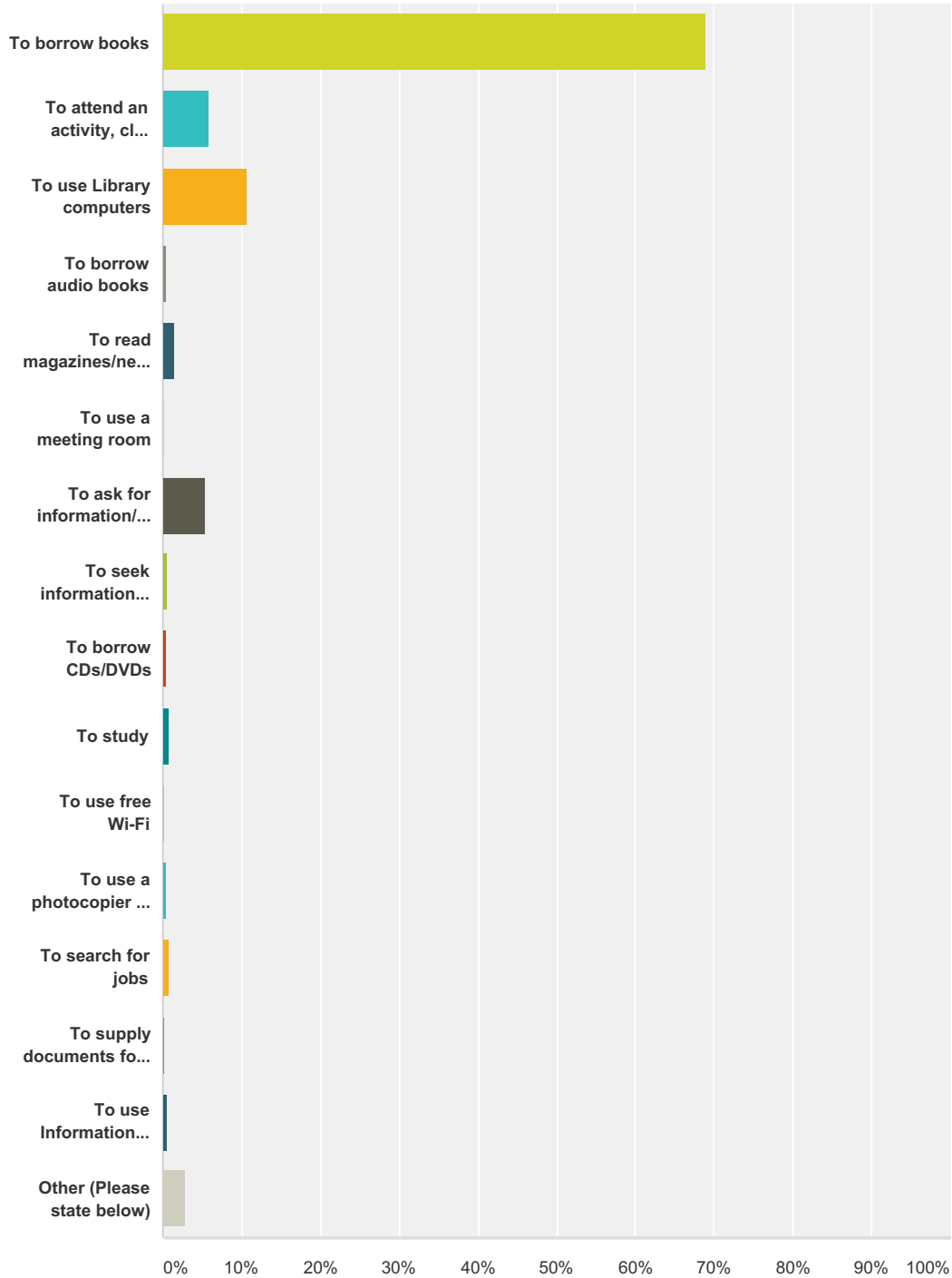


Answer Choices	Responses
To borrow books	90.05% 679
To attend an activity, class or reading group	22.28% 168

To use Library computers	31.30%	236
To borrow audio books	5.44%	41
To read magazines/newspapers	21.88%	165
To use a meeting room	4.11%	31
To ask for information/advice/support from library staff	34.75%	262
To seek information independently without support from Library staff	11.67%	88
To borrow CDs/DVDs	8.22%	62
To study	7.96%	60
To use free Wi-Fi	5.44%	41
To use a photocopier or fax machine	22.28%	168
To search for jobs	7.56%	57
To supply documents for other services within the Council e.g. Housing Benefit forms	7.03%	53
To use Information Service at Ashton Library	8.22%	62
Other (Please state below)	7.56%	57
<b>Total Respondents: 754</b>		

**Q6 Of the services you have indicated you use in the previous question, which of these is MOST important to you? (Please tick one box only)**

Answered: 746 Skipped: 48

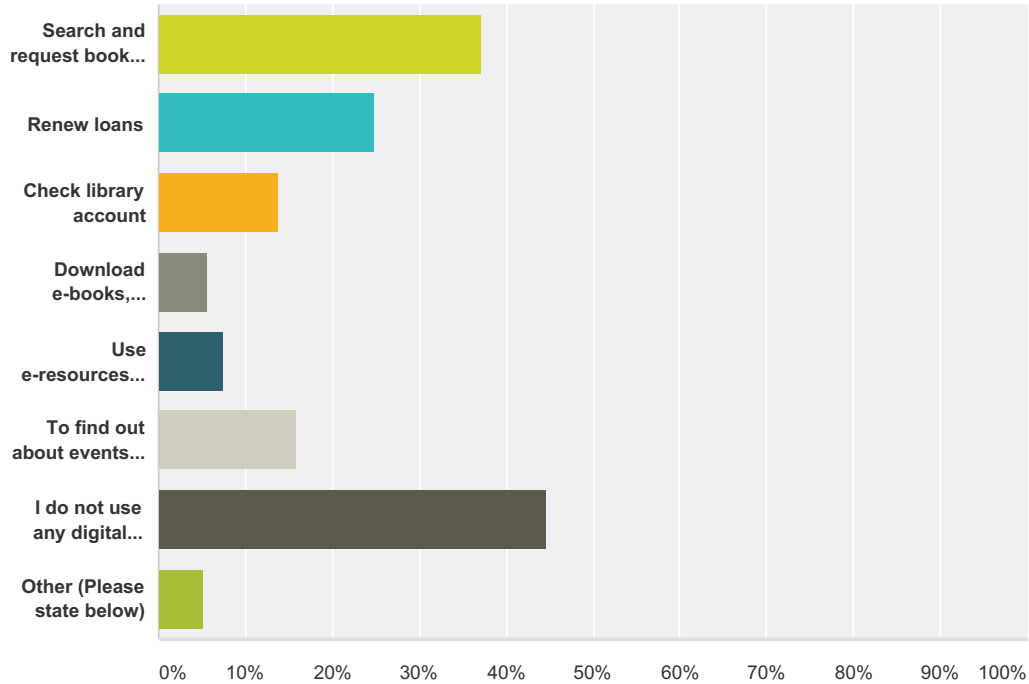


Answer Choices	Responses
To borrow books	68.90%

To attend an activity, class or reading group	5.76%	43
To use Library computers	10.72%	80
To borrow audio books	0.40%	3
To read magazines/newspapers	1.47%	11
To use a meeting room	0.27%	2
To ask for information/advice/support from library staff	5.50%	41
To seek information independently without support from Library staff	0.54%	4
To borrow CDs/DVDs	0.40%	3
To study	0.80%	6
To use free Wi-Fi	0.27%	2
To use a photocopier or fax machine	0.40%	3
To search for jobs	0.80%	6
To supply documents for other services within the Council e.g. Housing Benefit forms	0.13%	1
To use Information Services at Ashton Library	0.67%	5
Other (Please state below)	2.95%	22
<b>Total</b>		<b>746</b>

**Q7 Which of the following digital services, if any, do you use when visiting the Library?  
(Please tick all that apply)**

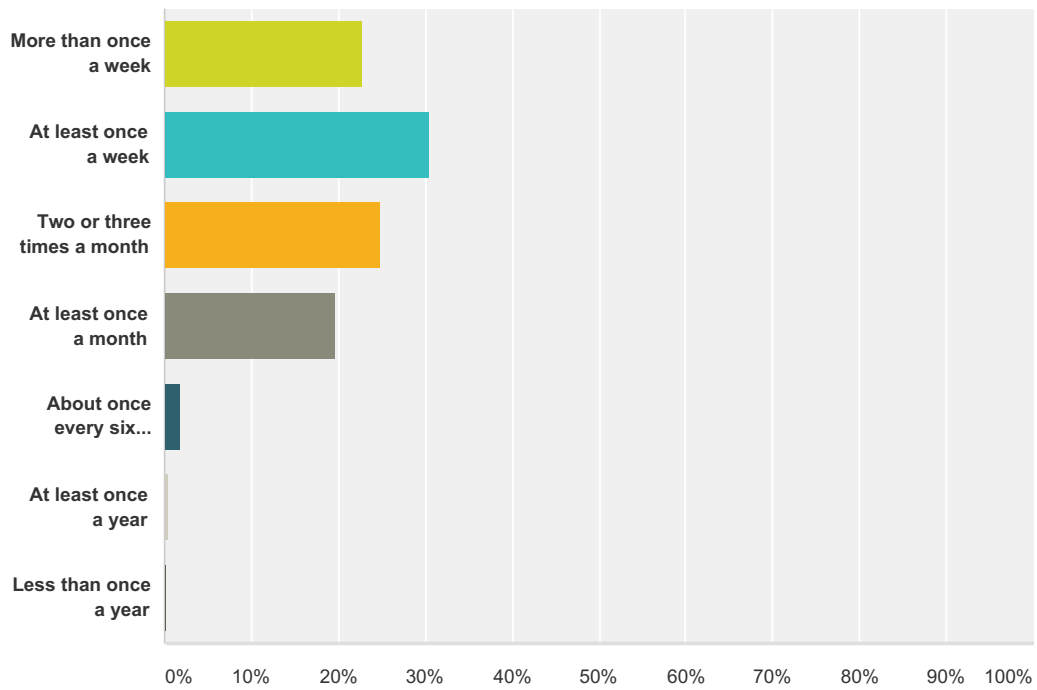
Answered: 650 Skipped: 144



Answer Choices	Responses
Search and request book titles	37.23% 242
Renew loans	24.77% 161
Check library account	13.85% 90
Download e-books, e-audio or e-magazines	5.69% 37
Use e-resources e.g. encyclopedias, theory test material, newspapers, business information, citizenship etc.	7.54% 49
To find out about events and activities taking place in libraries	15.85% 103
I do not use any digital services when visiting the library	44.62% 290
Other (Please state below)	5.23% 34
<b>Total Respondents: 650</b>	

### Q8 Approximately how often do you use this Library? (Please tick one box only)

Answered: 750 Skipped: 44

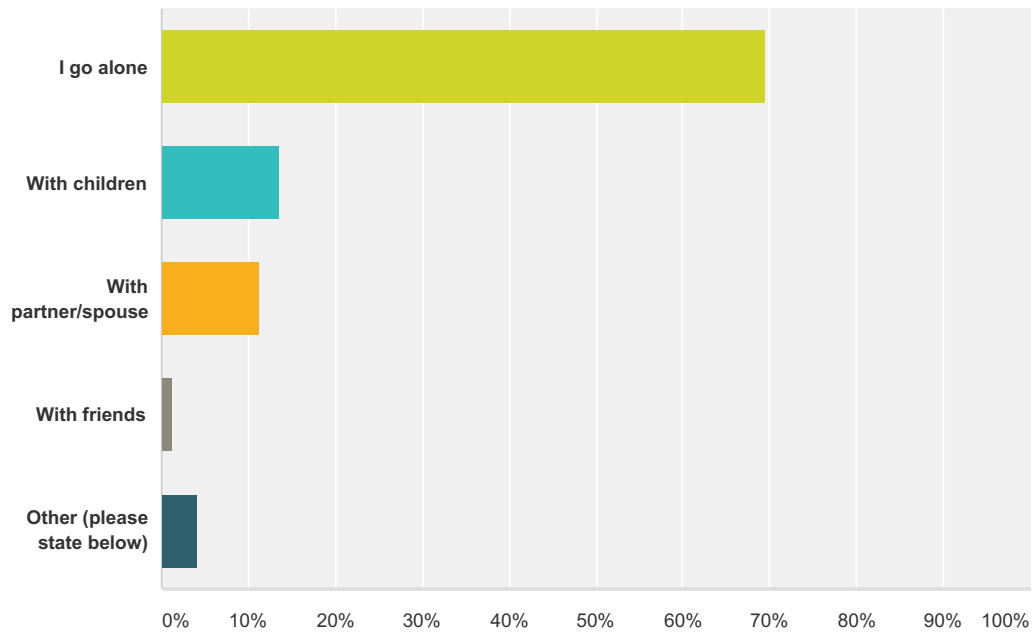


Answer Choices	Responses	
More than once a week	22.67%	170
At least once a week	30.40%	228
Two or three times a month	24.93%	187
At least once a month	19.60%	147
About once every six months	1.87%	14
At least once a year	0.40%	3
Less than once a year	0.13%	1
<b>Total</b>		<b>750</b>



### Q9 Who do you usually go to the Library with? (Please tick one box only)

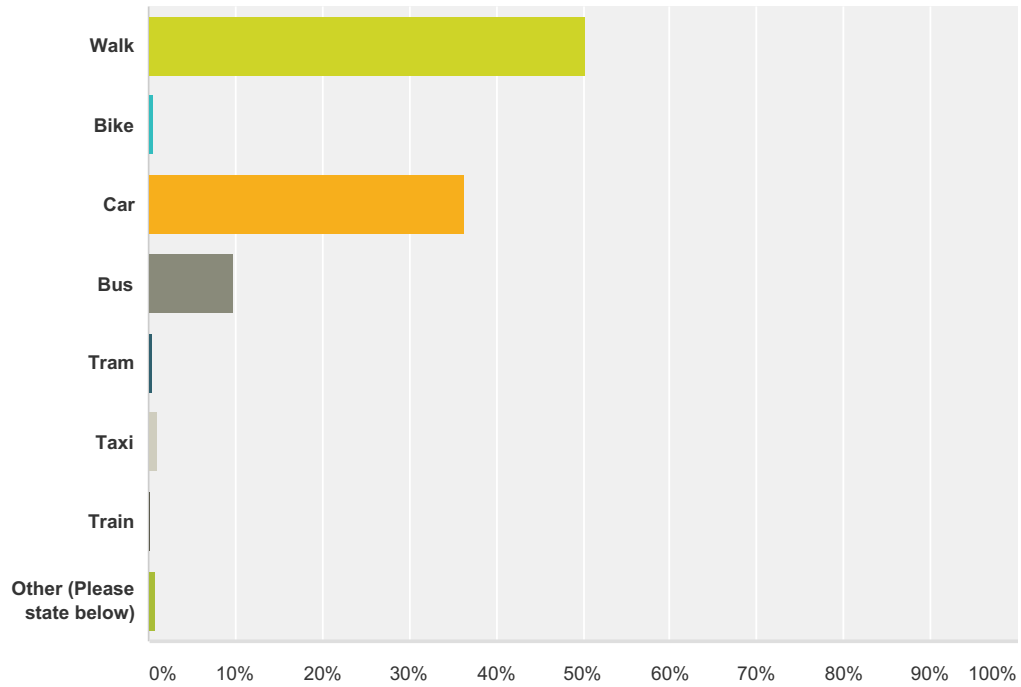
Answered: 749 Skipped: 45



Answer Choices	Responses	
I go alone	69.56%	521
With children	13.48%	101
With partner/spouse	11.35%	85
With friends	1.34%	10
Other (please state below)	4.27%	32
<b>Total</b>		<b>749</b>

**Q10 How do you usually travel to the Library you use most often? (Please tick the main form of transport you use to get to the Library)**

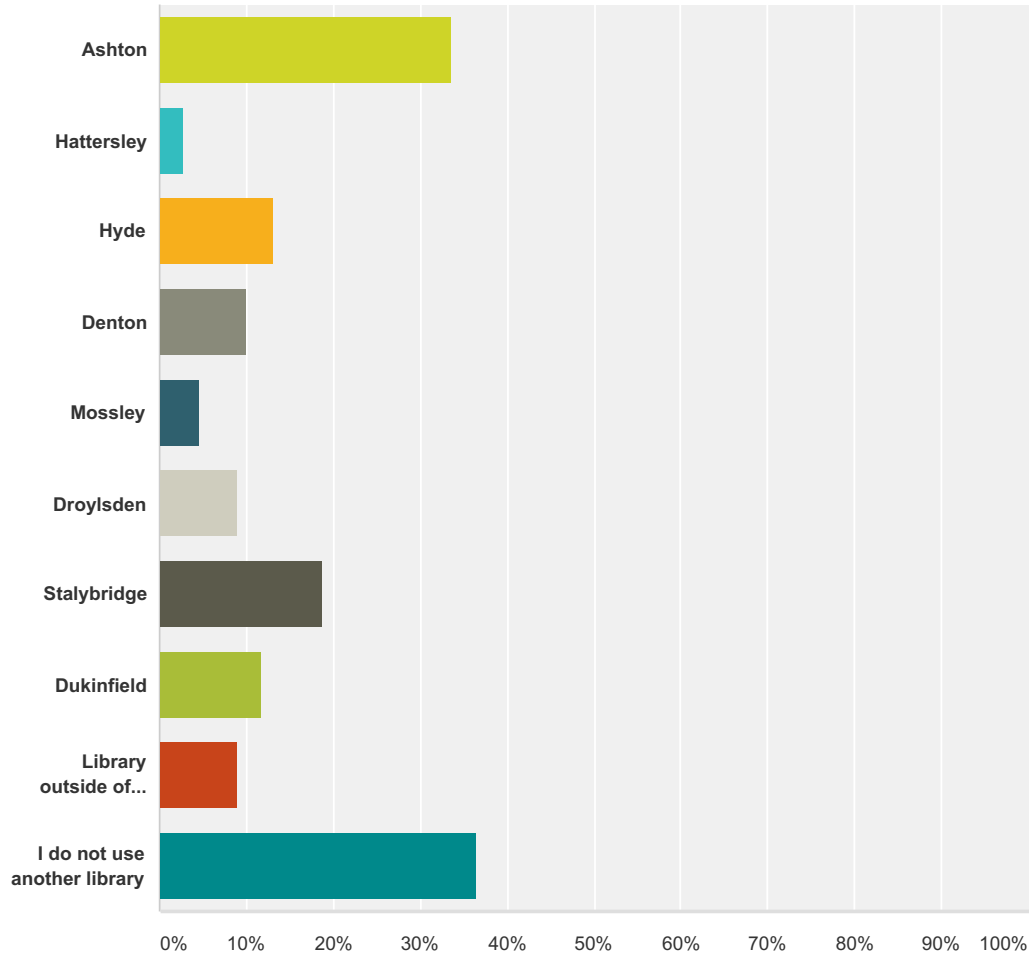
Answered: 758 Skipped: 36



Answer Choices	Responses
Walk	50.40% 382
Bike	0.66% 5
Car	36.41% 276
Bus	9.89% 75
Tram	0.40% 3
Taxi	1.06% 8
Train	0.26% 2
Other (Please state below)	0.92% 7
<b>Total</b>	<b>758</b>

### Q11 Do you use any other libraries either in Tameside or elsewhere? (Please tick all that apply)

Answered: 731 Skipped: 63

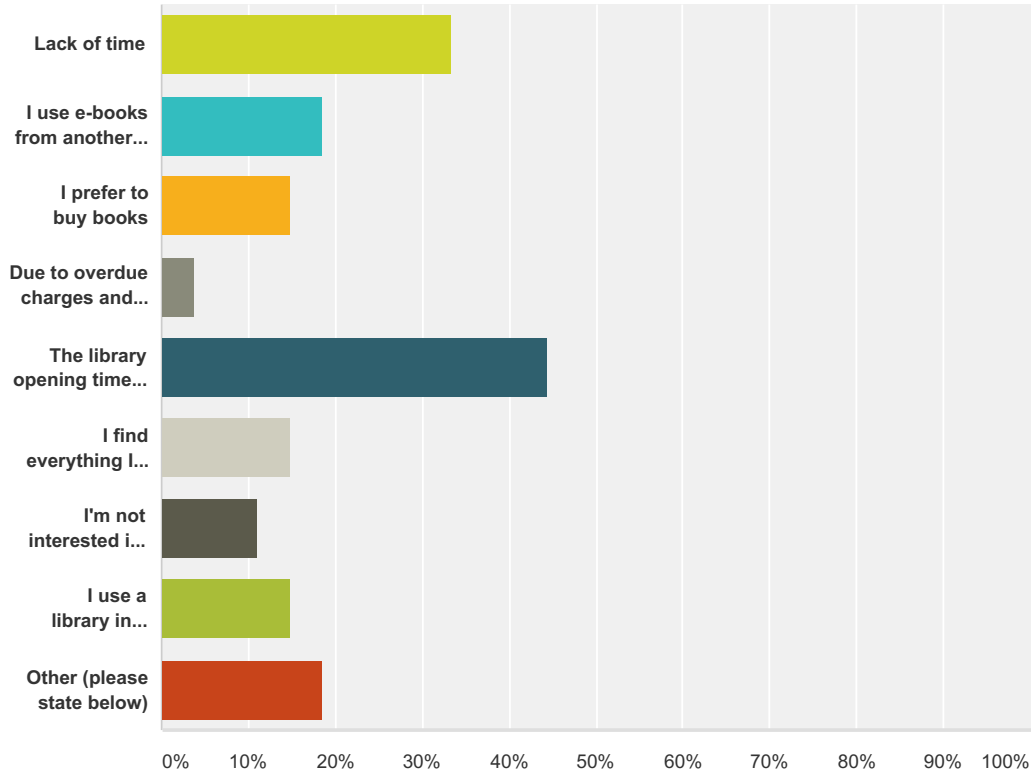


Answer Choices	Responses	
Ashton	33.52%	245
Hattersley	2.74%	20
Hyde	13.13%	96
Denton	10.12%	74
Mossley	4.65%	34
Droylsden	8.89%	65
Stalybridge	18.74%	137
Dukinfield	11.63%	85
Library outside of Tameside	9.03%	66
I do not use another library	36.53%	267

Total Respondents: 731

### Q12 If you do not use the library service in Tameside, what stops you from doing so? (Please tick all that apply)

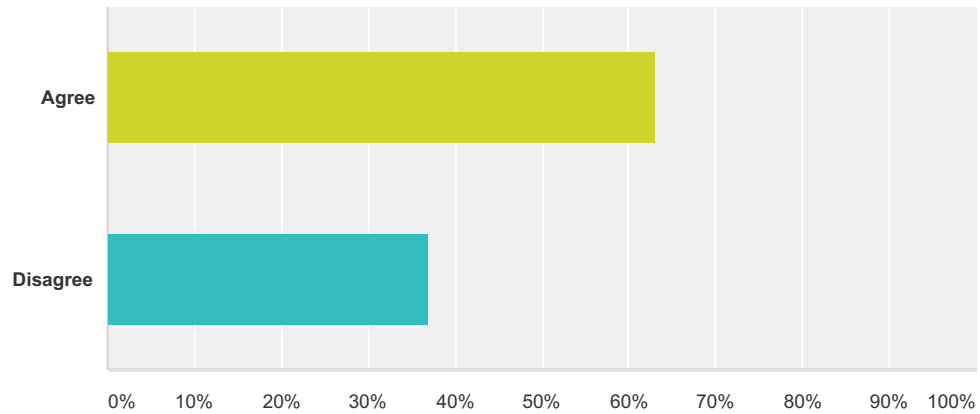
Answered: 27 Skipped: 767



Answer Choices	Responses
Lack of time	33.33% 9
I use e-books from another source	18.52% 5
I prefer to buy books	14.81% 4
Due to overdue charges and fines	3.70% 1
The library opening times are not convenient for me	44.44% 12
I find everything I need on-line	14.81% 4
I'm not interested in using the library	11.11% 3
I use a library in another area	14.81% 4
Other (please state below)	18.52% 5
<b>Total Respondents: 27</b>	

**Q13 Given that the Council will have less money to spend on services in 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? (Please tick one box only)**

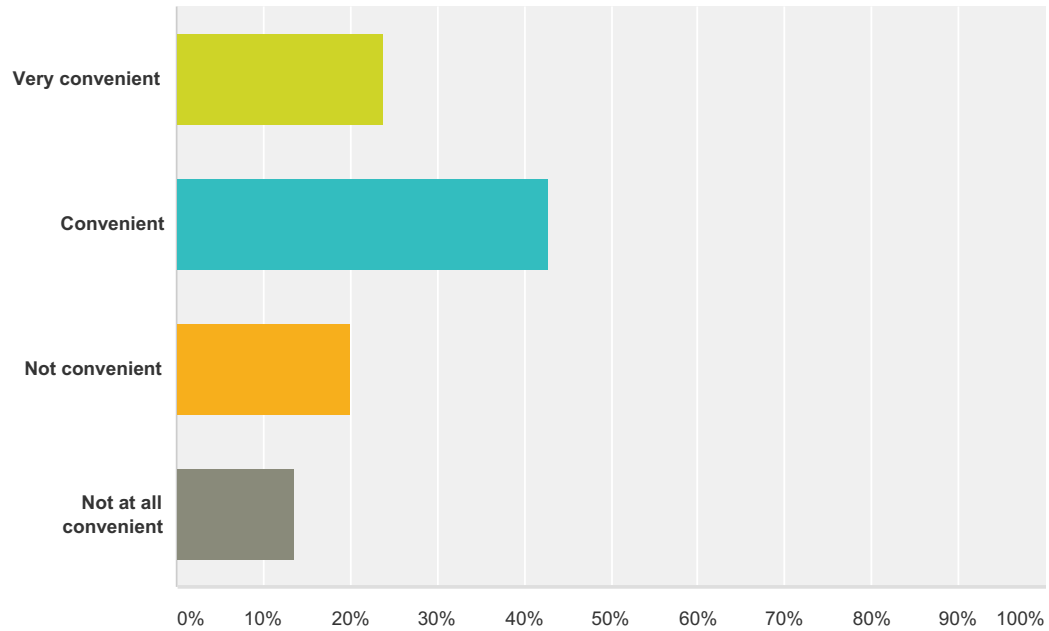
Answered: 749 Skipped: 45



Answer Choices	Responses
Agree	63.15% 473
Disagree	36.85% 276
<b>Total</b>	<b>749</b>

**Q14 How convenient would it be for you to be able to access library buildings outside of the current opening hours? (Please tick one box only)**

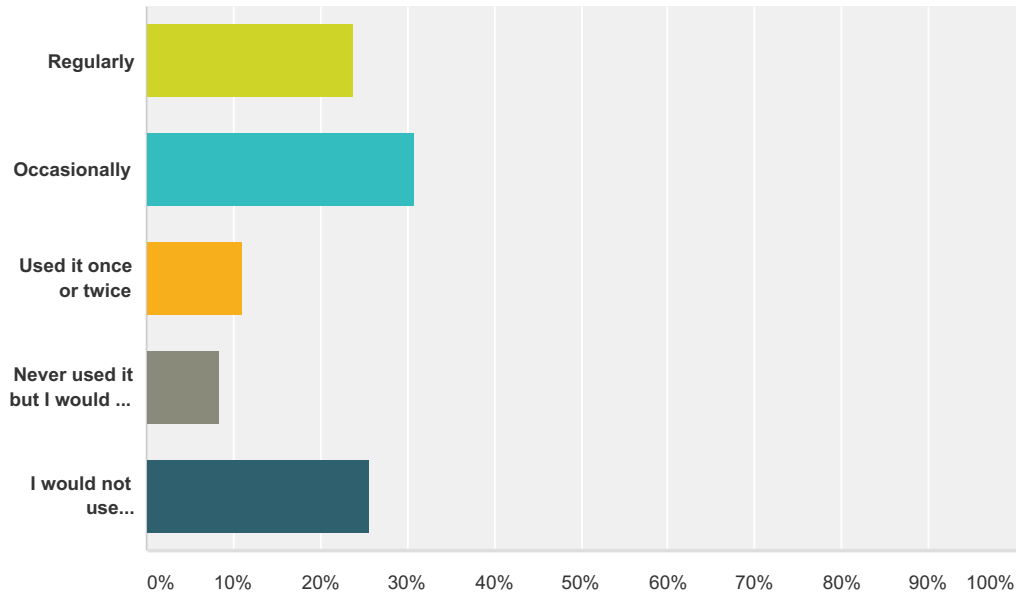
Answered: 762 Skipped: 32



Answer Choices	Responses	
Very convenient	23.75%	181
Convenient	42.78%	326
Not convenient	19.95%	152
Not at all convenient	13.52%	103
<b>Total</b>		<b>762</b>

**Q15 Please can you indicate how often you currently use self-service technology (e.g. at the supermarket)? (Please tick one box only)**

Answered: 762 Skipped: 32

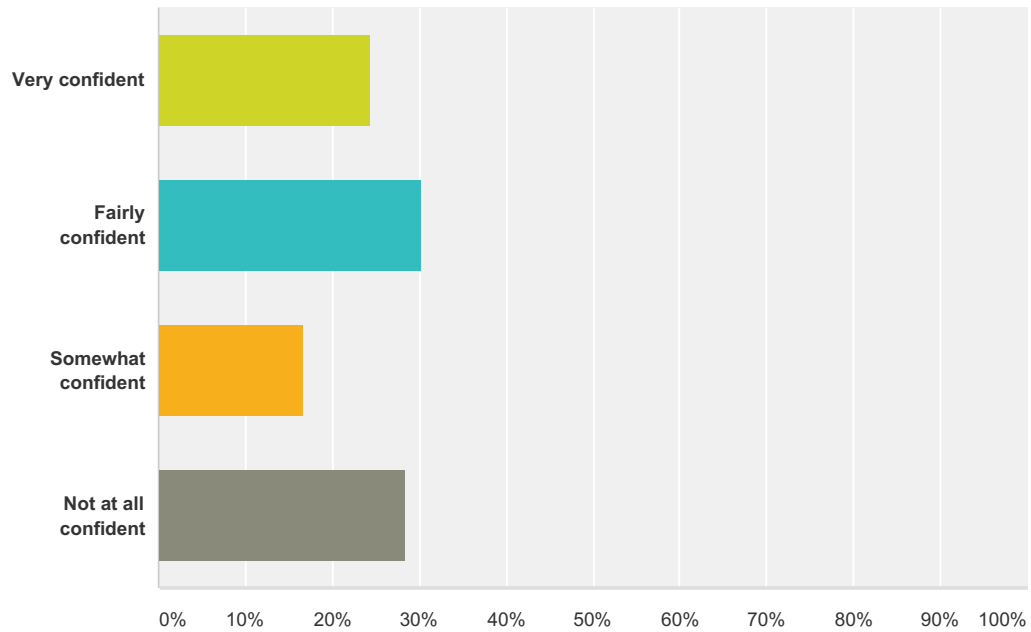


Answer Choices	Responses	Count
Regularly	23.88%	182
Occasionally	30.97%	236
Used it once or twice	11.02%	84
Never used it but I would do if I felt comfortable using it	8.40%	64
I would not use self-service technology	25.72%	196
<b>Total</b>		<b>762</b>



**Q16 Please can you indicate how confident you currently are in using self-service technology? (Please tick one box only)**

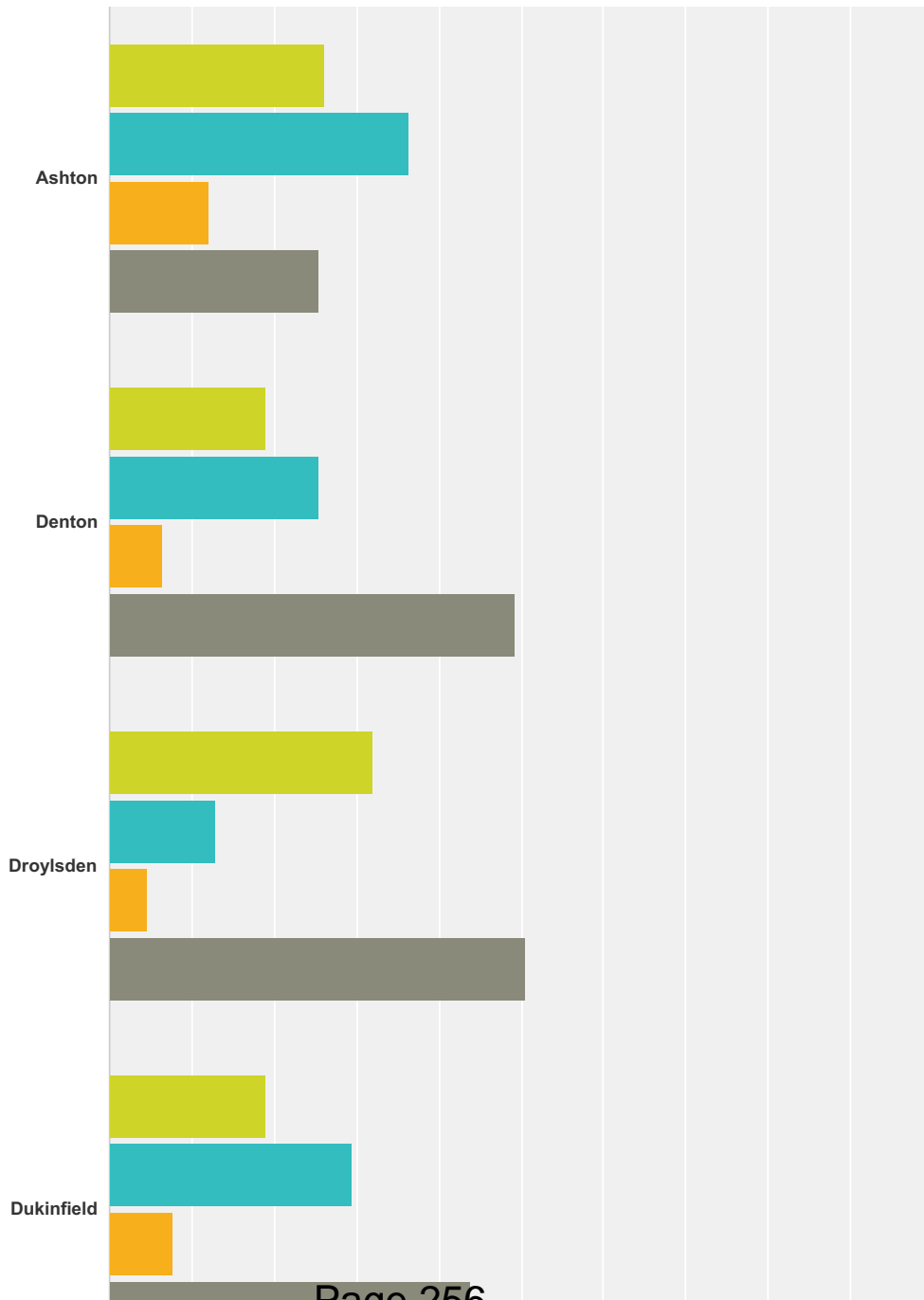
Answered: 751 Skipped: 43

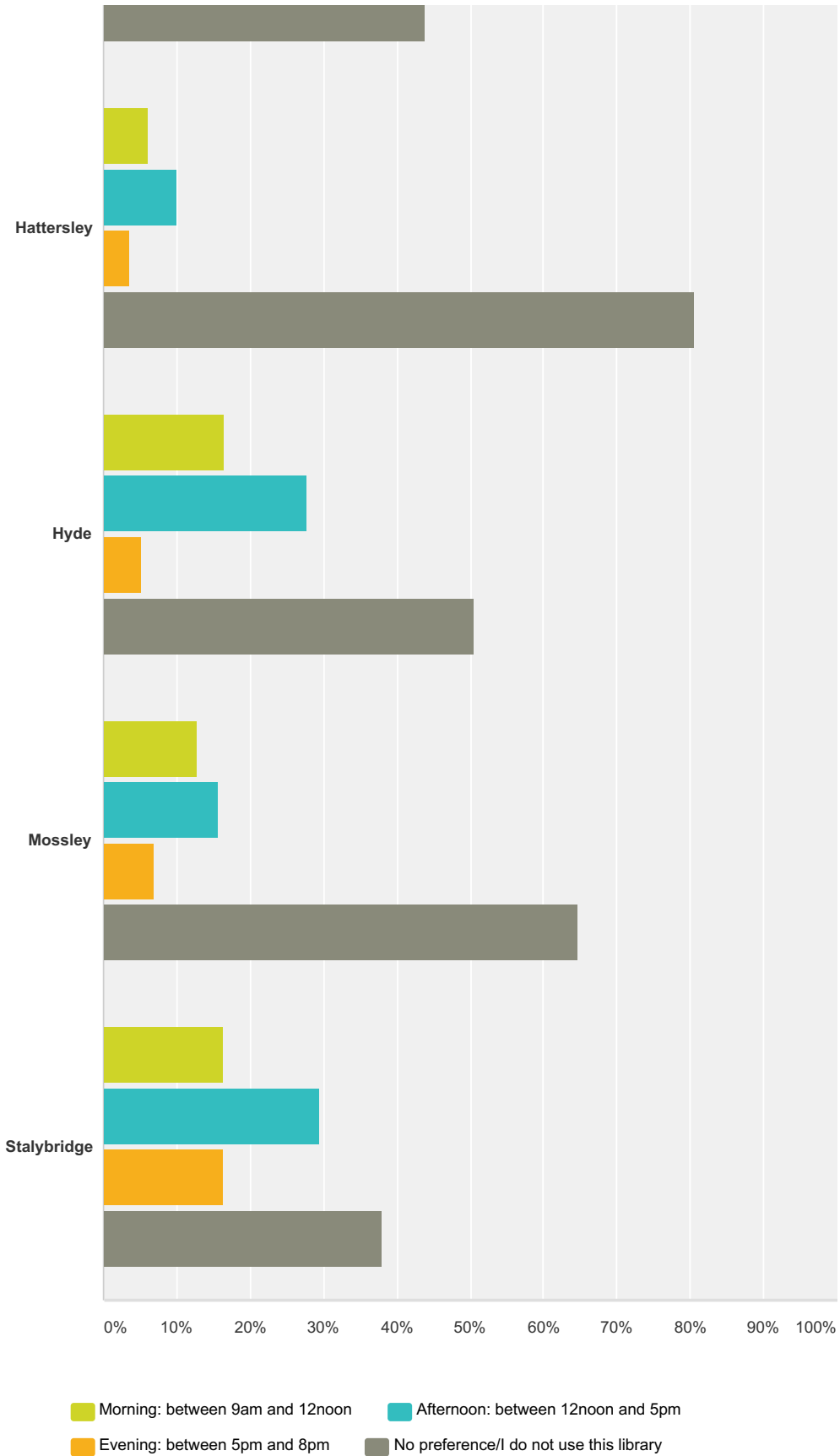


Answer Choices	Responses	
Very confident	24.50%	184
Fairly confident	30.36%	228
Somewhat confident	16.64%	125
Not at all confident	28.50%	214
<b>Total</b>		<b>751</b>

**Q17 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 for staff to be available in the libraries you use?**

Answered: 752 Skipped: 42



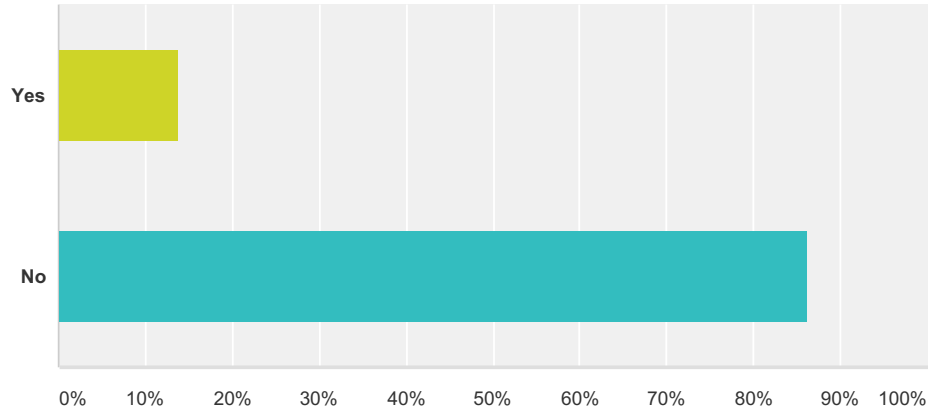


Morning: between 9am and 12noon	Afternoon: between 12noon and 5pm	Evening: between 5pm and 8pm	No preference/I do not use this library	Total
---------------------------------	-----------------------------------	------------------------------	---	-------

Ashton	<b>26.17%</b> 106	<b>36.30%</b> 147	<b>12.10%</b> 49	<b>25.43%</b> 103	405
Denton	<b>18.96%</b> 62	<b>25.38%</b> 83	<b>6.42%</b> 21	<b>49.24%</b> 161	327
Droylsden	<b>32.01%</b> 113	<b>13.03%</b> 46	<b>4.53%</b> 16	<b>50.42%</b> 178	353
Dukinfield	<b>19.03%</b> 59	<b>29.35%</b> 91	<b>7.74%</b> 24	<b>43.87%</b> 136	310
Hattersley	<b>6.06%</b> 14	<b>9.96%</b> 23	<b>3.46%</b> 8	<b>80.52%</b> 186	231
Hyde	<b>16.39%</b> 50	<b>27.87%</b> 85	<b>5.25%</b> 16	<b>50.49%</b> 154	305
Mossley	<b>12.73%</b> 35	<b>15.64%</b> 43	<b>6.91%</b> 19	<b>64.73%</b> 178	275
Stalybridge	<b>16.27%</b> 54	<b>29.52%</b> 98	<b>16.27%</b> 54	<b>37.95%</b> 126	332

**Q18 Would you be interested in volunteering with Tameside's library service? (Please tick one box only)**

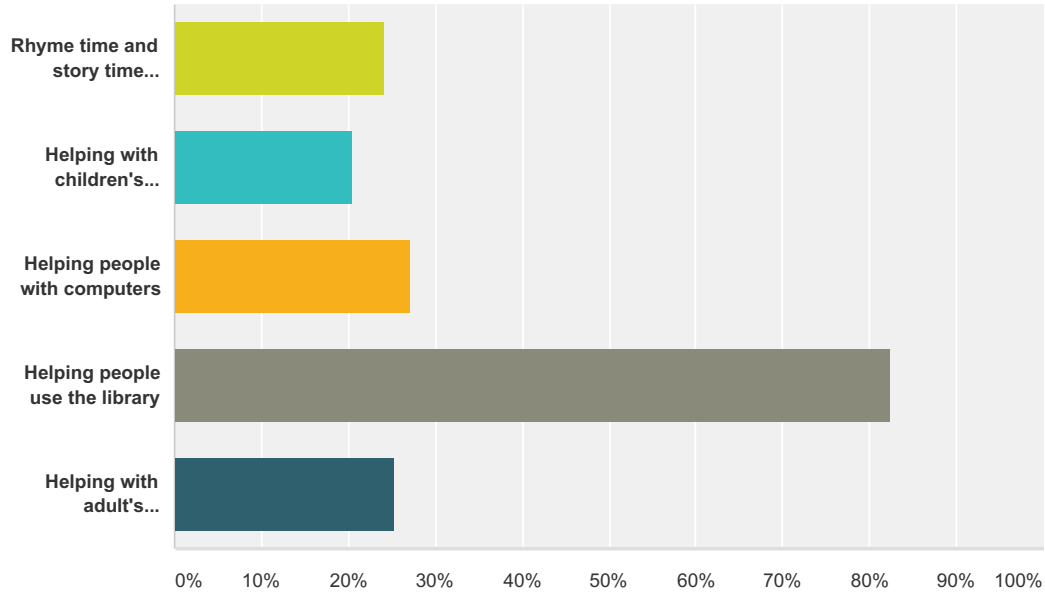
Answered: 759 Skipped: 35



Answer Choices	Responses
Yes	13.83% 105
No	86.17% 654
<b>Total</b>	<b>759</b>

**Q19 What type of activities would you be interested in getting involved in? (Please tick all that apply)**

Answered: 103 Skipped: 691



Answer Choices	Responses
Rhyme time and story time sessions with children	24.27% 25
Helping with children's activities	20.39% 21
Helping people with computers	27.18% 28
Helping people use the library	82.52% 85
Helping with adult's activities	25.24% 26
<b>Total Respondents: 103</b>	

**Q20 As you have indicated an interest in volunteering please leave your contact details below so we can get in touch with you in the future as we develop this initiative (Please complete details below):**

Answered: 94 Skipped: 700

Answer Choices	Responses	
Name:	96.81%	91
Address 1:	92.55%	87
Address 2:	38.30%	36
Town:	92.55%	87
Postcode:	91.49%	86
Email Address:	81.91%	77
Contact Number:	78.72%	74

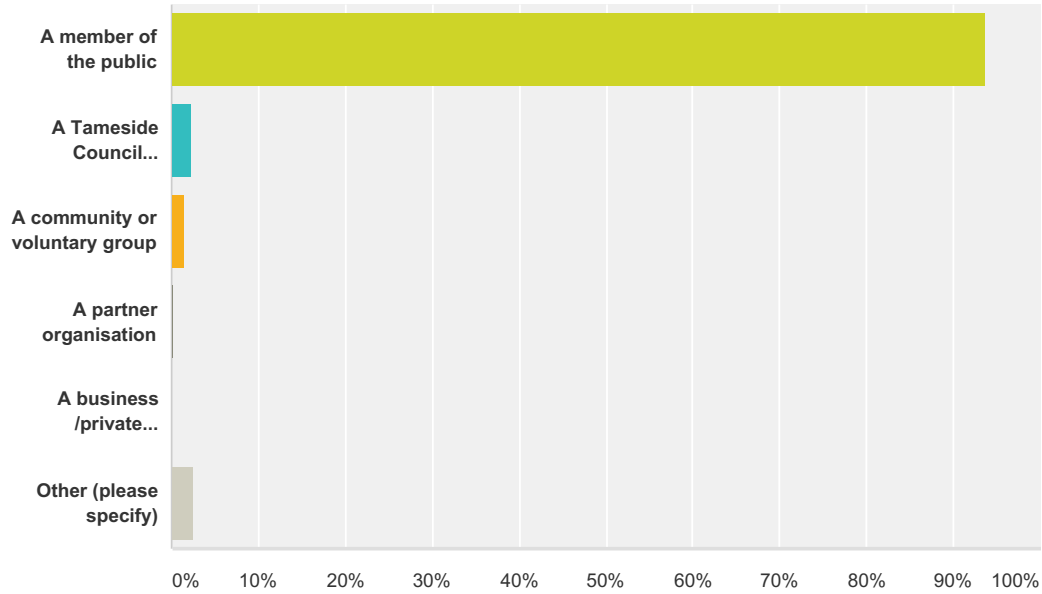
**Q21 If you have an alternative option on how the Library Service could be delivered please tell us in the box below. Please explain how your approach would reflect the need to make savings whilst providing, wherever possible, an extended but still local library offer. If you have any other comments you would like to make about Tameside's Library Service please also include these in the box below.**

Answered: 320 Skipped: 474



**Q22 Please tick the box that best describes your interest in this issue? (Please tick one box only)**

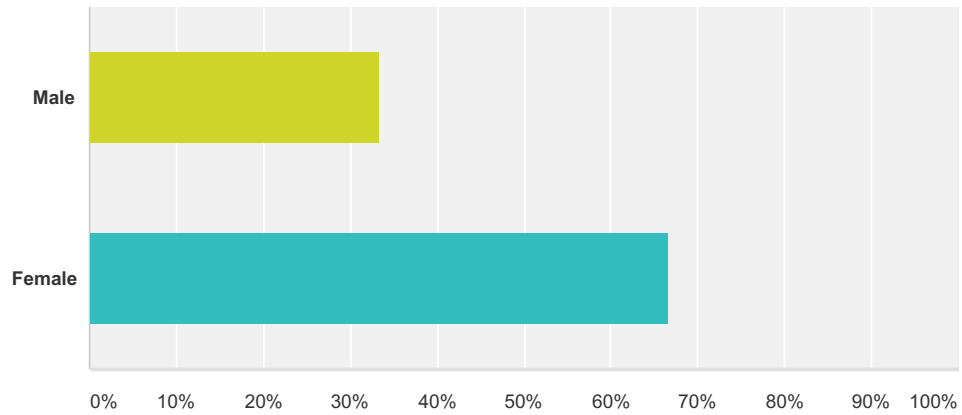
Answered: 726 Skipped: 68



Answer Choices	Responses	
A member of the public	93.80%	681
A Tameside Council employee	2.20%	16
A community or voluntary group	1.38%	10
A partner organisation	0.14%	1
A business /private organisation	0.00%	0
Other (please specify)	2.48%	18
<b>Total</b>		<b>726</b>

### Q23 Are you?

Answered: 719 Skipped: 75



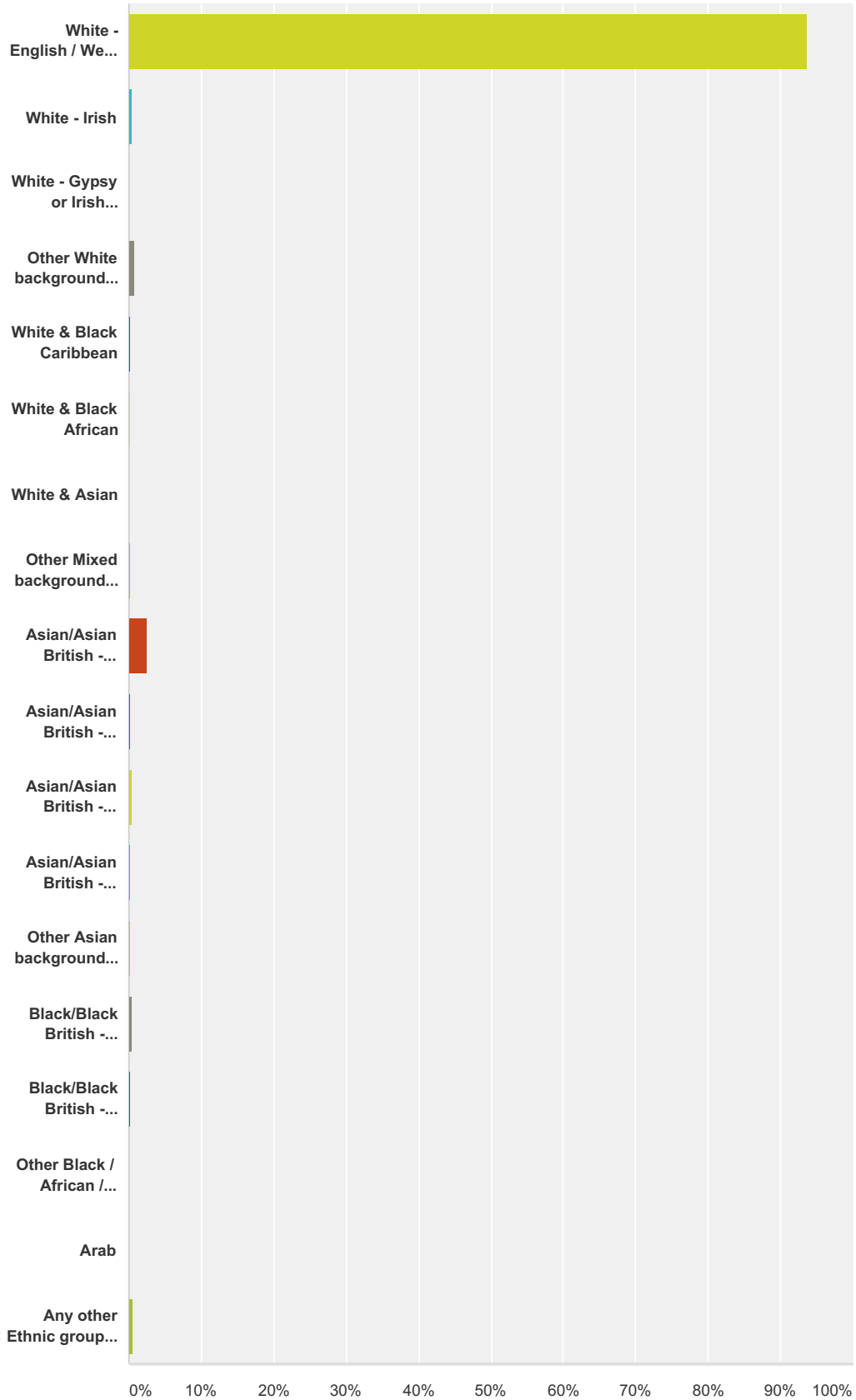
Answer Choices	Responses
Male	33.38% 240
Female	66.62% 479
<b>Total</b>	<b>719</b>

**Q24 What is your Age? (Please state)**

Answered: 673 Skipped: 121

**Q25 Which ethnic group do you consider yourself to belong to? (Please tick one box only)**

Answered: 703 Skipped: 91

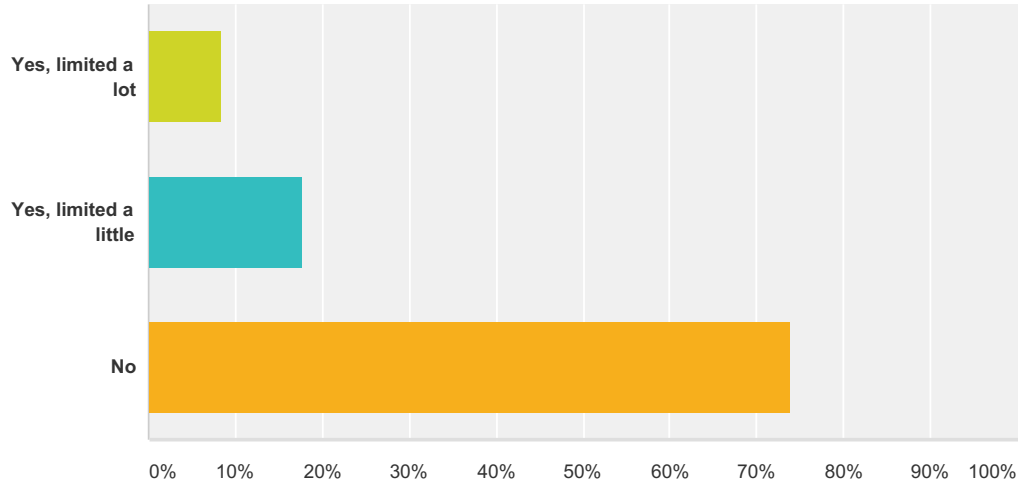


Answer Choices	Responses
White - English / Welsh / Scottish / Northern Irish / British	93.74% 659

White - Irish	0.43%	3
White - Gypsy or Irish Traveller	0.00%	0
Other White background (please specify in the box below)	0.85%	6
White & Black Caribbean	0.14%	1
White & Black African	0.14%	1
White & Asian	0.00%	0
Other Mixed background (please specify in the box below)	0.14%	1
Asian/Asian British - Indian	2.42%	17
Asian/Asian British - Pakistani	0.28%	2
Asian/Asian British - Bangladeshi	0.43%	3
Asian/Asian British - Chinese	0.14%	1
Other Asian background (please specify in the box below)	0.14%	1
Black/Black British - African	0.43%	3
Black/Black British - Caribbean	0.14%	1
Other Black / African / Caribbean background (please specify in the box below)	0.00%	0
Arab	0.00%	0
Any other Ethnic group (please specify in the box below)	0.57%	4
<b>Total</b>		<b>703</b>

**Q26 Are your day-to day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months? Include problems related to old age. (Please tick one box only)**

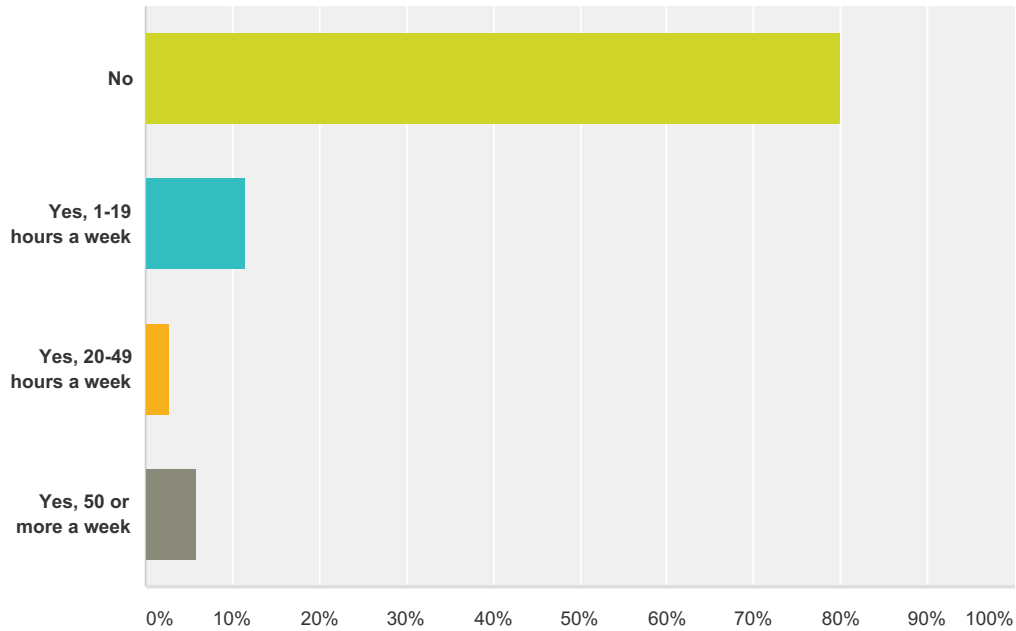
Answered: 650 Skipped: 144



Answer Choices	Responses	Count
Yes, limited a lot	8.31%	54
Yes, limited a little	17.69%	115
No	74.00%	481
<b>Total</b>		<b>650</b>

**Q27 Do you look after, or give any help or support to family members, friends, neighbours or others because of either, long term physical or mental ill-health / disability or problems due to old age?  
(Please tick one box only)**

Answered: 685 Skipped: 109



Answer Choices	Responses
No	80.00% 548
Yes, 1-19 hours a week	11.53% 79
Yes, 20-49 hours a week	2.63% 18
Yes, 50 or more a week	5.84% 40
<b>Total</b>	<b>685</b>





## LIBRARIES CONSULTATION

Name of Youth Club- \_\_\_\_\_

1. We want to hear your views. This information will only be used as part of the consultation and will not be used or processed for any other purpose. Thank you for joining in our Big Conversation.

		Under 13			13 - 16			17 - 19			Over 19		
Contacts	Total	M	F	T	M	F	T	M	F	T	M	F	T
Black	7				5	2							
White	124	13	22		27	25		15	13		4	5	
Tuesday Disability Group	19		1		6	5		1	1		5		
ACE	12	1			2			3	2		3	1	
Disabled	10	1	1		3	1		4					
Young carer	3				1			2					
	<b>175</b>	<b>15</b>	<b>24</b>		<b>44</b>	<b>33</b>		<b>25</b>	<b>16</b>		<b>12</b>	<b>6</b>	

### SECTION 1 – USE OF CURRENT LIBRARY SERVICE

2. Are you a registered member of a Tameside Library?

	Number of votes
<b>YES</b>	92
<b>NO</b>	49

3. Have you used a Tameside Library within the last 12 months?

	Number of votes
<b>YES</b>	109
<b>NO</b>	40

4. Which Tameside Library do you use most often?

	Number of votes		Number of votes
<b>Ashton</b>	28	<b>Hattersley</b>	7
<b>Hyde</b>	11	<b>Denton</b>	32
<b>Mossley</b>	16	<b>Droylsden</b>	13
<b>Stalybridge</b>	15	<b>Dukinfield</b>	14

5. What do you use the Library for? (multiple votes each)

ACTIVITY	Number of Votes
To borrow books	97
To attend an activity, class or reading group	22
To use Library computers	40
To borrow audio books	11
To read magazines / newspapers	39
To use a meeting room	40
To ask for information / advice / support from library staff	3
To seek information independently without support from Library staff	23
To borrow CDs / DVDs	2
To study	3
To use free Wi-Fi	3
To use a photocopier or fax machine	2
To use Information Services at Ashton Library	3

288

Other (Please state below)

6. Of the services you have indicated you use at Q5, which of these is **MOST** important to you? (Only one vote each)

ACTIVITY	Number of Votes
To borrow books	56
To attend an activity, class or reading group	4
To use Library computers	9
To borrow audio books	1
To read magazines / newspapers	23
To use a meeting room	17
To ask for information / advice / support from library staff	0
To seek information independently without support from Library staff	1
To borrow CDs / DVDs	8
To study	0
To use free Wi-Fi	0
To use a photocopier or fax machine	1
To use Information Services at Ashton Library	1

121

Other (please state below)

**7. Which of the following digital services, if any, do you use when visiting the Library? (Multiple votes each)**

Digital Services available in Libraries	Number of Votes
Search and request book titles	12
Renew loans	14
Check library account	6
Download e-books, e-audio or e-magazines	0
Use e-resources e.g. encyclopaedias, theory test material, newspapers, business information, citizenship etc	7
To find out about events and activities taking place in libraries	5
I do not use any digital services when visiting the library	60

104

Other (please state below)

**8. Approximately how often do you use this Library? (only one vote each)**

	Number of Votes		Number of Votes
More than once a week	5	About once every six months	25
At least once a week	10	At least once a year	9
Two or three times a month	30	Less than once a year	20
At least once a month	7	Never used a Library	16

122

**9. Who do you usually go to the Library with? (Only one vote each)**

	Number of Votes
I go alone	38
I go with friends	27
I go with an adult, i.e. Parent, carer, grandparent.	32
Other, (please state below responses given)	4

101

**10. How do you usually travel to the library you use most often? (One vote each)**

	Number of Votes		Number of Votes
<b>Walk</b>	49	<b>Bus</b>	5
<b>Car</b>	31	<b>Bike</b>	10
<b>Taxi</b>	1	<b>Tram</b>	4
<b>Train</b>	1	<b>Other (please state below)</b>	5

**106**

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**11. If you do not use the library service in Tameside, what stops you from doing so? (Multiple votes each)**

	Number of Votes
Lack of time	21
I use e-books from another source	8
I prefer to buy books	11
Due to overdue charges and fines	4
The library opening times are not convenient for me	43
I find everything I need online	4
I'm not interested in using the library	13
I use the Library in my school	51
Other (please state below)	3

**158**

Use school/college
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**SECTION 2 – FUTURE LIBRARY SERVICE**

We would like you to think about Tameside Library Service over the next few years and how the Council can meet the needs of those wishing to use it within a reduced budget.

**12. Given that the Council will have less money to spend on services in 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? (Only one vote each)

	Numbers of Votes
AGREE	54
DISAGREE	52

106

13. Currently young people aged between 8 – 16yrs can use a Library without being accompanied by an adult. Under the new proposal anyone under the age of 18yrs would have to be accompanied by an adult, if you are going during the UNSTAFFED hours. Do you think this will lead to a decrease in young people attending the Library? (Only one vote each)

	Numbers of Votes
AGREE	71
DISAGREE	38

109

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 (e.g. at the supermarket)? (Only one vote each)

	Numbers of Votes
Regularly	35
Occasionally	25
Used it once or twice	14
Never used it but I would do if I felt comfortable using it	11
I would not use self-service technology	40

125

b) How confident you currently are in using self-service technology? (Only one vote each)

	Number of votes
Very confident	44
Fairly confident	17
Somewhat confident	17
Not at all confident	41

119

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 for staff to be available in the libraries you use? (Only one vote per person)

Library	Morning (between 9am and 12noon)	Afternoon (between 12noon and 5pm)	Evening (between 5pm and 8pm)	No preference / I do not use this library
Ashton		1	19	11
Denton		3	28	13
Droylsden		4	3	16
Dukinfield	1	12	10	16
Hattersley			3	16
Hyde		2	3	12
Mossley	1	12	17	16
Stalybridge		7	13	16

255

### SECTION 3 – VOLUNTEERING

We would like to recruit volunteers to support library staff in delivering the service. Our vision would be that all volunteers will be able to do “counter basics” such as issue and discharge of stock and be familiar with the shelving process, which is returning items of stock to the shelves in the correct place. Additionally there would be opportunities to undertake other duties.

16. Would you be interested in volunteering with Tameside’s library service? (Please tick one box only)

	Number of votes
You are interested in volunteering in the Library	1
You are NOT interested in volunteering in the Library	57

If you are interested in volunteering in the Library service can you please pass your name and contact details to a member of staff who will hand them in along with this survey.

### SECTION 4 – OTHER COMMENTS

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 other comments you would like to make about Tameside’s Library Service please also include these in the box below.

What do you think is good? What do you think could be bad? What do you think you would do differently?



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If you have an alternative option on how the Library 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 the box below.

As usual, your consultation is a fig leaf to cover decisions already made. Do we want self service? You don't care; you are going to introduce it anyway, despite the fact that it has proved massively unpopular elsewhere and it is a major contributory factor in reducing library usage. Presumably, this is what you really want. Your questionnaire is, as always, badly designed because it does not address the real issues and it does not give people a chance to make any choices- they are already made. Q.16: surely you do not mean to imply that libraries would actually be left UNSTAFFED? What do the council's insurers have to say? Not to mention how long before libraries would be stripped and vandalized?

I think, as a blind person and disabled person, that library services have been reduced enough. I think if the number of councillors was reduced by a third, the money saved could be used to maintain standards of services, or at least go some way towards this.

Children need to experience books. The elderly need to venture out of their homes and socialise and get information. Savings in health care and education cannot be estimated but are proven, when people go out and use libraries. The recent referendum should ensure more money becomes available for public spending. Local councillors really need to consult with the public and get library services recognised and valued. (This is a paper survey - next to Q15b, respondent has written 'but still prefer a human assistant' and next to Q17 'Do not approve of library redundancies!')

DISGRACEFUL

I think that volunteers is a good idea. I wish I was available. I'm sure it would be better to have a human to get information from rather than a machine. Machines go wrong and need maintaining if you are wanting help and the machine is broken. I think that there would be many complaints. This is 2016 not 3016. I am sure that money saving does not mean MACHINE.

We need a member of staff on, plus a volunteer must not have access to personal information. I am very concerned about my safety, when there are no staff around. You want volunteers, but what about confidentiality with my details? I have had a male download PORN sitting next to me and it took 3 different members of staff to sort out the problem. With no staff on duty, I will need to make several visits to sort this out. The swipe system doesn't work in our local bank, so what will happen if you can't access the library out of hours- will there be a phone? What would happen if volunteers don't turn up? There are problems with certain questions and not being able to enter, esp question 16. Questions are designed in the council's favour.

Savings should be made else where because literacy using books should be encouraged not deterred

civilization is fading. libraries are needed for civilization. Pay council tax for future library service. As a meter reader in 1982 there was much much more community and there wasn't even any alarms on homes. stronger community is a contradiction to lessening libraries. closing libraries puts me further down suicidal stream. save libraries from being an easy threat. I know lots of people never read a book and they brag about it!. There is no choice but to agree-I know the capitalist fascist state certainly is not your fault but that is where we have ended up. Its money over life so libraries are vital but difficult to save for tomorrow. I like the staff. Jo Julie Maureen etc. I recycle Den around Library but not enough recycling bins in park. Save libraries please for the children of future not for me at 56 and failing health, Ill be spirit soon enough. There have been libraries in Denton and Tameside all of my life and have helped to make my last half century etc the best 50+ years we have ever lived thro all going rapidly down-hill and pear-shaped now tho

I find all the ladies/staff at Denton Library very friendly and most helpful. I enjoy the social occasion when I visit at least twice per week. I only got to Hyde Library 2-3 times per year. I prefer face to face contact rather than computers, self issue. I do not want anyone at the library to lose their jobs or reduce hours of work.

This questionnaire is not using fair questions as it is not allowing for myself or others to give more rounded comments. I feel the questions are 'loaded' and are geared at confirming a process which most of the customers have not agreed to and are upset by!! ie tick more than once when it comes to suggestions for open times and accessibility. Customers have expressed safety issues being alone in the library without staff. we have had a number of incidents where we have had to ring the police. Customers have shared there concerns that this is not a transparent process and has already been decided. I propose that a trial be completed for three months in one of the libraries to ensure the safety of staff and customers. Ensuring buildings and contents are safeguarded. How can more volunteers be supported and valued when current volunteers don't feel valued or supported at the moment. Currently computers crash in the library all the time how will customers be supported when there will be no staff present to assist. Customers have advised that in other areas better models are used ie Salford libraries where libraries share buildings with other bodies ie health, job centres, sport, youth centres etc. Buildings are always staffed.

I have used self-service equipment in Stockport before, but have not had a situation where staffing is non-existent. This is highly dangerous as it leaves the public vulnerable and it also raises issues of health and safety. Tameside has to provide and stand by a 'lone work policy' for it's staff but appears to have no regard for individuals on it's premises. What happens if people have an accident in the building whilst alone? How are they supposed to deal with a threatening situation when alone? Where is the point of contact? Who is going to offer support and information to those people who are afraid of technologically? Who is going to assist if there was a crisis e.g. fire? Who and how can the safety and security of the community be guaranteed? I can only think that the members of Tameside Council have totally lost the plot as they appear to be heading head first into a wealth of litigation and all of the costs that that incurs. The questions that you pose do not allow people to give their honest opinion as they are totally slewed - in other words there is no choice. The decision is pretty much decided already. Like several other people before me I offer the suggestion that staff be kept on in the libraries as their knowledge and assistance is invaluable. New technology could be used alongside if considered helpful. Opening hours to my knowledge seem to suit members of our community. So I would suggest that if you need to find my money to ensure the continuance of the library service that you cut the number of Councillors and reduce the amount of money that they receive thereby providing more funding for the benefit of the community.

I object to any change taking place with our Libraries whilst astronomical amounts of money is being spent on the administration building in Ashton and a new bus station when it was only a few years since this was done. Incidentally I would not feel safe going into the library when no one was there with all the "scallies" we have in denton, whats to stop them causing damage or, worse still, setting the books alight. I wouldn't feel safe

I used to visit the Hurst library frequently but that was closed down due to funding. I think it's disgraceful that you choose to cut public services when so much money is wasted and could be cut from other places. I am happy to use technology for scanning things but surely it is cheaper to pay staff than to pay for this sort of system to be installed which are never reliable and who is there to help people that cannot use it? You are expecting people to basically run your library service for nothing which I find disgusting.

One paid member of staff and others volunteers

Reduction in one opening day in the week to enable the library to remain open and staffed on other days

I use libraries within manchester city council and at the university of manchester, all of which are automated. I think it's about time this was introduced to Tameside too. If it makes libraries more accessible, which ki get hours will, then that's a good idea. The reason I don't use my local library more is because of its limited hours.

It would be a shame to lose library staff but using volunteers would be a preferred alternative to unstaffed periods. I think that some people would feel vulnerable visiting at these times and would therefore choose to not visit the library.

I would prefer to keep staff, they are an essential part of the library experience - and make less use of technology. Also possible buy less books and save money that way, but keep the staff! Please!

Not an alternative solution but need to make sure the technology works and is supported. Suggest you start it as a pilot and learn from the outcomes. You need clear communication with the public and you need to ensure the public are SAFE during hours without any paid staff on duty.

Droylsden library is well used , staff are excellent, knowledgeable, and have worked hard to provide a high level of service. The opening times are just fine. I cannot think of a worse idea than to let people have access to the library whilst there are no staff around. surely this would lead to theft and vandalism? I for one would not feel safe going into any building where there are no staff. As quite a few of our libraries have been closed down I would think that staff could be moved to Droylsden! I suspect that this is just a way of getting rid of paid staff & that you want it to be run by volunteers I quite understand that savings have to be made but people need a library service and one that is manned by staff when the building is open . Droylsden is a ghost town as it is with only charity, betting shops, cafés and takeaways! the last thing we need is to have a half hearted attempt at staffing our library. I'm lucky in that I can walk to Droylsden library but there are many people who are unable to do so and depend on their local library.

Cut the wages of the councillors and pay the staff. Get rid of any cars for the mayor/heads of service and put back into the service.

**REDUCE NUMBER OF COUNCILLORS AND THEIR EXPENSES AND USE TO SUBSIDISE SERVICES**

Reading all kinds of books keeps people alert and interested! We have lost our big library in Hyde - that's enough! The Town Hall is smaller but OK so let it stay as it is! People are saying reading stuff online is not the same as a book in your hands. The Library is part of our community - the staff are great & make it a pleasure to visit! BH

Question 12 is a false dichotomy. Whoever designed the question clearly wanted the response to be in favour of self-service tech. If it were just about me, then im fine with tech and security, but if you take the staff out of the library and introduce tech, you're just making it less safe and less easy for older residents, and you're removing interactions for people who might otherwise live on their own. This is not a student area, you have to be conscious of the demographic. We need to defend the jobs of the librarians and keep the libraries open. Taking stalybridge as an example, the shops keep shutting, the banks are pulling out, derelict buildings like the old police station litter the town centre, and tameside council is presiding over this sorry decline. Not much evidence of the northern powerhouse here. The place needs investment, not cuts. I cant support librarians having their hours cut or put on the dole queue. I read recently that top executives pay at Manchester CC was going up by 7%, when everyone else is on a 1% cap and services are being cut as well. I hope the top execs in ashton aren't awarding themselves a similar rise.

please make sure that in order to use self service options that people are not charged when the magnetic strip on the library card fails as mine only works by inputting my card number into the system manually.

While self service would be acceptable, totally unstaffed libraries and a reliance on CCTV is a very poor idea. While this is used in other areas and industries, the feedback has been that these have lead to an increase in anti-social behaviour and theft. I would propose that a skeleton staff is present at all times. This will also address the problem of those who do not feel comfortable with use of self service who would be discouraged from library use is used overzealously.

Re: Question 6 (which service most important) - Being part of a reading entails borrowing books!  
 Re: Question 17 (would you be interested in volunteering) - absolutely not! These are jobs for librarians and current staff. Re: Question 18 (what type of activities would be interested in getting involved in) - CRB check needed to do this!

I understand that the library will at times have no staff on duty and volunteers at other times. I think that it would make it difficult for them at times to remove unwanted and disruptive visitors. Also, I think it will stop user using the library including myself because of the problem that might occur.

I believe that the library service should remain as it is at present and has endured enough cuts to the service!

Surely there could be a member of staff on at all times for assisting with the self service checkouts as they will forever cause issues. Volunteers are well meaning but will they have the training? Suggestion of further staff during holidays as more children use the library then. I wish there was a different answer to this financial issue but I understand that changes are needed. I hope that these do not alienate the older generation making it easier to justify closing libraries. They would prefer real people.

Cut the number of councillors from three per ward to two,also cut their allowances by half.

I do not use the library service but many people do, particularly the young and the elderly. Maybe if we cut the expenses of the elected body of councillors that would help. Are councillors paid to attend meetings that other people go to in a voluntary capacity? Maybe we should cut at the top instead of always pruning at the bottom

The librarians in Hyde Library are always really helpful. Self service machines would be ok but I really hope there will still be librarians to lead activities and give advice

I like it as it is thanks

I think you could implement a cafe within libraries such as they've used at Medlock leisure centre. This would generate income into the library service as well as providing jobs and increase in the economy in the area . To cut down on opening hours and possibly cutting services this is shortsighted. We have to look at the bigger picture and providing services such as counselling helps to improve health of the local community and therefore providing local economy with healthy prosperous workforce. My children are used to live at healthy prosperous workforce. My children have used the library to study without this resource my children would not Have done as well as They have. I have used the library when the children were younger to engage them with storytelling as well as the big they have. I have used the library when the children were younger to engage them with storytelling as well as taking part in the summer Reading challenge. Please do not close the library is "staff taking part in the summer Reading challenge. Please do not close the library, cut The number of helpful stuff is not an option we need the libraries

It's good to see library staff supporting young families introducing children to books and reading.

Reduced opening hours would be acceptable providing helpful and experienced staff are there to give their advice and support.

I can understand the cut backs for the council, me personally thnik the Goverment are going to far with it. If the goverment go to far there won't be any service's available for any one any more.

The Droylsden library and wonderful staff have been invaluable in helping Pension Wise to provide a service to local people and is a community resource that needs to continue.

Make nominal charges:- either per book/CD/computer session, or for annual 'membership'.

I feel it is very important that we keep libraries open but am very disturbed about people losing jobs. This is not a good thing at all.

I am quite happy to see technology assisting the loan and return of books, but would not approve of staff withdrawal at times when schoolchildren are doing their homework, or the cancelling of story sessions for children. Many children do not have guidance at home, and homework services are extremely important for our young people struggling to improve themselves when they are able to access little or no support elsewhere. Younger children also need to hear stories performed competently in order to start to enjoy reading, and to fire their imaginations.

Library footfall will decrease dramatically if these methods introduced and next move will be to close most if not all libraries. Not one of this philistine council's priorities. The young and the older members of the population will lose out yet again. Money could be saved by addressing the book buying policy and stock selection instead of buying multiple copies from library suppliers regardless of merit. What is needed is more professionalism not less in the form of volunteers and often unreliable technology.

Staffed local libraries are an essential part of community.

I think that the staff at Dukinfield library are very helpful. As I work in a supermarket I am used to self scan but refuse to use them for myself. There are always problems with them and have to be manned all the time. As they are very expensive I think this money could be paid as wages to staff. Surely you must have made enough money in cuts now that you have closed the community centre for yet another nursery and now the swimming baths in Dukinfield which a lot of Dukinfield people used and miss (as I refuse to go all the way to copley). What a nice little town Dukinfield used to be.

I would prefer opening hours to be reduced rather than increased though without having staff present at certain times of the day. In my experience of supermarket shopping many people hit problems with self service as soon as they get to the question about bags. I believe that your proposals will increase theft of stock, further decrease footfall and leave older and vulnerable users who do not like to use self service with an even further diminished service.

Dukinfield library is a community hub, I deplore the closing of any library. If counselors expenses were reduced and returned to the time when counselors did not receive exorbitant expenses but did the role voluntary & the leader did not receive the equivalent of a fairy tale salary, and the number of ward counselors was reduced there would be sufficient for libraries to be kept open with staff.

Lobby the government to give the money that we are getting just to run the libraries as they are being or were run two years ago.

Following the last consultation Stalybridge Library's opening hours were reduced with the Library now being closed on a Friday as well as Thursday. I work in the centre of Manchester so with my commute I find the longer opening hours on Monday and Wednesday (until 8pm) particularly useful. My concern would be that unstaffed libraries would be open to theft of books, CDs etc.

I am comfortable using the service and for my own safety and confidence would need it to be staffed. Wouldn't feel comfortable in a Liburary with out staff.

I have used the self issue technology for years in Kent and it is very user friendly. However the proposal about unmanned hours raises lots of issues about safety. What sort of risk assessment has been carried out re the stock and more importantly the safety and security of library members ? Better to only open 3 days a week but have staff there all the time. How unfriendly and sterile and unwelcoming our libraries would be without our helpful, knowledgable staff.

I can only see self-service at our libraries being wide open for abuse. Tameside Council have closed enough libraries, our council tax payments go up and service we get goes down.

Our library at Hyde is the 'Hub of the community'. The librarians are as well known to us as our next door neighbours. People really do not wish to live in a 'virtual world' when choosing our library books. I am a fit and agile and (hopefully intelligent individual) but you proposals do worry me - we have so few facilities in Hyde.

The need for such high numbers of staff at Ashton library could be alleviated by having all the facilities within 1 area as opposed to so many separate rooms, when the new library opens in the new building in the town centre. Bear in mind that number of users may also increase significantly when the library in Ashton is in a more central location, particularly as it will be close to 2 further education establishments. I think it will be necessary to keep staff within this library to provide the sort of service people want to use.

For safety reasons I would not want to visit a library in the evening when there are no library staff or security staff on the premises.

how about a restructuring of finance - eg less money spent on vanity projects which make our town centres something akin to soviet Russia in the nineteen seventies and instead investing the money in services which actually benefit and have the potential to change people's lives and outlooks - through literature and information.

Firstly I would like to say it is a sad day when it comes to having to save on things for the community. We do not have much in tameside for young people, nothing to encourage them to play and develop. I am glad that this is being looked at seriously and applaud that the self service is being looked at. For myself my visits to the library have depleted and that is not due to ebooks, even though I do have a Kindle, this is due to the opening hours. I used to go after work regularly but now only have two options and sometimes these are not possible due to work and travelling a distance. I feel the libraries are an essential part of any town and are vital for young children growing up to appreciate the written word and to encourage them to develop their skills. It would be a sad world if there were nowhere to go to sit quietly to read or browse through the many subjects that the libraries offer.

Whilst I appreciate the need to save money and understand the move to digital services I oppose unmanned opening hours. I would not use it as I would be wary of being alone in the building, being "tail gated" by a non user who wants access to the building and / or its customers. I have seen some of the people the staff have to deal with and whilst they are a minority they still pose a significant threat to others as well as the building and contents.

I feel the library is a very important part of the community and should be saved for people to enjoy and learn. Reduced hours and voluntary help will perhaps have to happen for it too continue, but it is essential for so many people to have this central point.



Most of the consultation covers what I would have suggested myself. Firstly, I agree with the need to retain all eight libraries in the borough, in spite of the reduction in staffed hours. Secondly, as I work on a full time basis, I would find the extra (though alas unstaffed) hours outside normal opening times more convenient for dropping off books or borrowing books. In public libraries outside of Tameside, I have seen self-issuing terminals as early as 2003 in Gorleston-on-Sea library in Norfolk. The ones I have had first hand experience with was at Manchester Central Library where similar systems have been in place within Manchester City Council boundaries since 2010. My experience was mainly positive. One concern I do have with self-service hours is security. Understandably, staffed hours would be dependent on each library's requirements. Especially after school when the library comes into its own as a quiet place to do one's homework. That I feel could also be addressed by changes to the library card system. Future cards could use the same contactless technology, as used on ENCTS Concessionary Passes, TfGM's GetMeThere cards, and debit/credit cards. S/he could use the card the scan their way into the library outside of staffed hours. Then scan the card before he or she wishes to take out any books, audiobooks or recorded music. There is also scope for the continued integration of Active Tameside's facilities onto library cards. The contactless system could be used for entering certain parts of an Active Tameside facility (i.e, the fun pool or the lane swimming pool once Active Hyde is revamped, or the 5-a-side pitches at Active Copley).

I have been a volunteer for Dukinfield Library for nearly 30 years. The libraries provide a great service for young and old alike. The libraries provide a good service for the community and also caters for children in the holidays and provides a place for the elderly to meet people and socialise.

I am worried about library closures as I find this service very important to my daily life as I enjoy reading

To bring back a charge for people who want to order new books. The waiting time is getting longer now that it is free. The library staff are very helpful at Ashton nothing is too much trouble. A very friendly library. Not do it yourself.

Perhaps if councillors are reduced many savings could be made to provide valuable staffing services

The staff at dukinfield library are the nicest and friendly people. I suffer from depression and they always cheer me up when I go there. I would be lost without this library

Do not close Tameside Library Services

I would hate the thought we may have library closures, In Dukinfield we have lost our community centre (which was very well used), our baths the ladies bowling green in Dukinfield Park what Next!". I cannot imagine how the new system would work (self-Service) some people don't have respect for anything, what state would people leave the library in. all the staff I come into contact with are so helpful and friendly a lot of people on their own like to see a friendly face!!

I would reduce the vast amount of allowances paid to councillors to fund full time employment for library staff thereby reducing redundancies that are intended.

An extended service is not necessary the service has been messed about with enough, given the recent news about Tameside children especially boys being behind in basic skills you should be providing extra facilities to encourage young people. I worry also about security and the elderly. Is your next big idea to move Dukinfield library into Morrisons.

Could Tameside not work with other Councils in the Greater Manchester area and share resources across these areas to save money? Tameside, like all Councils, should be providing libraries as an accessible service for all residents including young and old. Reducing counter service, whilst increasing opening times by bringing in this self service system might make the service more accessible, but will it also provide a safe environment to enjoy the library facilities? Self service in supermarkets are not 100% reliable yet, and there are still staff available to oversee the users of these tills. What you are proposing with self service does not include anyone to oversee that there is no misuse of the system other than by CCTV. Having CCTV will not be as effective as a physical presence within the building whilst members of the public are there. As a parent of a child due to start high school next year, I would like to think that when he needs to use the library service for homework, etc, he would be able to start doing this independent of me once he moves up. However, I am seriously reconsidering this as I would not be happy with him using an unstaffed library.

The libraries I don't think need all this self check in stuff and unmanned at times ...The libraries opening hours are sufficient there is always a time for everyone to get their books and do their stuff....a library should stay as it is with staff to supervise I don't want to check in and do all the proposed stuff I like to chat .What about all the older people that go in your putting technology above seeing a human being. Libraries aren't supermarkets they are places to go and look for books maybe somewhere for the elderly to go and chat with someone whilst finding their books.It seems more to me about trying to change what you think is best not everything needs updating with technology and to do all this right across 8 libraries in Tameside will cost so much more than keeping people in their jobs.Keep libraries just that ...a library not a volunteer run place open to everybody with a card to let themselves in....thats when the trouble will start ....we need a SAFE place to come with young children there could be people taking advantage of unmanned places. Keep them as they are now.

Whilst volunteering can be encouraged, I do not think TMBC should be making libraries dependent on them. Libraries are a service to the community, and the inability to find enough volunteers should not be a reason for cutting back or closing libraries.

I think that unstaffed libraries would lead to vandalism, increased loss of stock, and groups of people gathering in the buildings who do not want to use the service. The library would be a place to gather out of the cold or during wet weather. People who genuinely want to use the library service would work around reduced opening hours. Emphasis should be to gradually move over to providing online resources via the Internet eg websites where a subscription is required. Not all information can be obtained via Google!

Maybe in future to know the best way of asking questions to Google or help with spelling I can phone up the Council Offices

The local library happens to be closed on the days I am responsible for my grandchildren. With modern working practice, and the restraint put on the school timetable, it is already difficult to nurture literacy and a love of books in children. It is a sad reflection of the times that this service is not considered to be an important aspect of life. The use of a volunteer scheme would not safeguard the future of the service. If not already done, maybe college or university students could work with staff as part of a degree course, could be English, social or community courses.

I would prefer to have the library to always have staff present, I am 74 yrs of age and all the staff have been very helpful to me. I live alone & don't have a big family so when I visit the library its like going to see a friend, they order books for me and also find time to have a chat even though they are very busy, I f I was unable to use the library it would have a big impact on my life as I do not watch much tv and without a book I would not be able to sleep and it helps with coping with my life as I have many personal problems and sadness in my life, I have been using Stalybridge library for over 50 years .Please keep staff in library as I am not good with modern technology. I am really upset about this situation

I would not make any further savings. the Council has done enough damage in this rea- e.g. Hurst Library- so that young people find access harder and soon give up. Shame on you! Aristotle said that the mark of a decent society was measured by its health and education( of which libraries play an important part) and should be people led by experts!

Whilst it is important to try and maintain access I think it is important not to cut back too much on staff and rely too much on technology. The staff are not only there to issue books, they provide a service and help that technology can not necessarily offer such as advice, recommendations, and for some people, particularly oldet residents, support. I also believe that their presence helps make libraries feel safe spaces. Without them there could be issues of theft and vandalism.

I am very concerned that thefts from libraries will become commonplace. Do you have any plans for the Local Studies Library at all ?

Don't close Libraries please - they are essential places not just for books but for information and community support

I think the library service is a fantastic. It brings people together & educates both young & old. Without this some children would not get education they need because not all families can afford new technology and books.. I have a heart problem and suffer with epileptic fits. If I had to go any further then the library in Droylsden I would have to drop out of this service. I do not go very far on my own because of my health problems and hopefully people around me would help me but going too far on my own would not be a good idea. I need to feel safe at all times

I use on line services from home then pick up my books. I think day time opening would be more useful for older people and pre school age. Other age groups possibly more comfortable with technology. The on line service is fantastic but is also useful to have access to a person if needed. This would offer the best of both worlds

Doing volunteer work would help to keep the library open

I think staff should mainly be available during the day in core hours and then in the evenings perhaps have it a couple of times where staff are made available to the public so it's fair that we are seeing staff during the day and evenings.

All elected councilors to donate ALL their expense claims to the Library service to increase the Library budget in order to prove they put the welfare and education of the Tameside population before there own monetary claims, which is what Libraries were opened for in the first place. How refreshing this would be.

At all costs I would NOT like to see any libraries close.

We had to get used to the three day a week library, which we have, making less hours/days is not fair on people, schools, older people, disabled. I don't agree with these new proposals whatsoever, Denton library staff are very helpful especially with older disabled/mentally disabled, they have time for everyone.

This type of survey is unable to reflect the broad range of services the libraries currently offer and I do not feel that the "tick box" answers reflect my views. I feel that this survey has been structured to provide the required answer rather than to be truly consultative. However, my main concern is that as someone with a disability I need assistance when I visit the library. Unfortunately, this can only be provided by a person. Technology cannot and will not provide a solution. If the staffed hours are significantly reduced then once again my life is adversely affected. If alone, I would be concerned about falling and I can imagine scenarios when one could feel anxious, threatened or intimidated. The current staff know my needs and help is always offered discreetly and kindly. I know others are similarly assisted. I have also attended meetings offered by other organisations, such as the NHS and the timings of these are determined by the organiser and vary accordingly. I can imagine difficulties arising on these occasions. This library is vital to the area where virtually every other community service/resource has been removed. I fail to see how the inconvenience to so many people will be balanced by what is a relatively small saving. Perhaps closer scrutiny of the budget for office refurbishment could offer savings and save a community service.

<p>My personal view is that library services in Tameside are excellent. However we visit many libraries in other areas when we travel about and are also members at Oldham and Cheshire Libraries. Tameside MBC is the only local authority amongst the many we visit and browse, or in the case of Oldham and Cheshire, to borrow who do not use self service technology. In this context Tameside are "behind the times"</p>
<p>being able to speak to a real person. Being a pensioner in my late 70s I sometimes cannot get in to renew my books and have to do it by phone. Would this still be possible?</p>
<p>No other ideas at present but concerned about library staff retaining their hours.</p>
<p>I think the plan is a very good one, but would worry about personal safety and using the premises when there are no staff present.</p>
<p>Staff at Mossley are such friendly and helpful people. It will be great loss to the community to lose them, their community spirit, their willingness to help and their engagement with young and old.</p>
<p>My children use the library all the time, you would be reducing the amount of time they can use it, how to you stop items being stolen/broken/wrecked. It would not be safe to go to the library when it wasn't staffed and it would not be easy. This really hasn't been thought through. There is enough money in reserve at Tameside to keep things ticking over as they are.</p>
<p>Save money by reducing the number of councillors or dip into the councils contingency fund.</p>

Well tameside council is moving the bus station 4 feet at the cost of over 4 million pounds. How about cutting that and utilising funds for services. Then secondly new charter which is owned by tameside how about stopping your outrageous spending and earmarking this money to ensure front line jobs are kept in the council.

This survey is rigged. Your questions beg a small subset of a specific answer. You are using volunteers to replace staff. This is not a conversation, you are using the questionnaire to make users feel better about a bad choice.

Cutting back on library services is like a person slowly losing their memory and using volunteer staff is putting legitimate staff out of work ie cheap labour

I guess having it open with no staff is better than not open at all, however I feel that the staff offer a lot. An idea would be to offer the staff various shifts, so that the libraries have a member of staff in, rather than 3 at a time - maybe 2 at busy times and 1 at other times (evening for example)

I would not like the library to go self serve. I think it is a backward step for the community. Places like the library in Mossley are vital for older people, sometimes being the only point of contact they have in a day and somewhere where they can get help from the amiable staff. I want to be dealt with by a friendly member of staff not toil with a machine!

Not sure if this 'consultation' will make any difference. It seems that when things like this are offered councillors have already made the decisions. People are getting very fed up of their councillors at Tameside. I could say more but won't at present.

Less staff at any one time and self scanning. Always have staff working as it would add to security of people and property. I personally would not enter a library without staff working and I will not be alone in my views.

Gift buildings back to communities, let communities run the service. Volunteers run our local library, friendly and personal service

Reduce number of councillors per ward to 2 or even 1

I personally think the library would be open to more theft of books, computers and the buildings being damaged and abused if left unmanned

Reduce staff numbers on at each time. Not sure that there is a requirement for 2 people on the desk at mossley or 3 on the desk at Ashton and Hyde. This is per my last visits which have been in

I feel self service can in no way can replace actual people....a friendly smile.....an offer to help you find what you want. You'll take away the very heart of the library and all it stands for. I also heard a rumour that Ashton Library may be sold.....I'm really hoping that this rumour is not true. It's a magnificent building.....please don't sell it!!!!

keep it how it is... older users of libraries usually shy away from `new fangled ideas` and it would deter them from using the service.

Hyde Library is at present too small I.E. cramped bookshelves. Not enough room between aisles. It should never have left its original site in Union Street Hyde. It used to be classed as a learning centre, it is now too small for that purpose.

The Library service is reducing all the time, down from mobile libraries and the small outer branches making access more difficult especially for the older population where the library is a special place. Volunteers, whilst helpful and also free to you as a council are not the answer as they do not hold all the necessary skills, there is more to running a library than just stamping a book, therefore I think the council needs to consider very deeply before going ahead with further cuts to this essential service.

I always want the library to be staffed.

Please keep library staff. I love the interaction between staff and customers. For some people it is the only connection between another person.

I currently use the library (amongst other things) to print down from computers. This is currently kept private, though appreciate your staff do monitor this as it is printed down. Will there still be some precaution to what service is being used for or will we lose that facility

I am, disgusted at the way Tameside Council goes about it's business. People use libraries, they are always jammed packed. People need libraries. You are taking quality of life away which is making Tameside area look very bad. Have you no pride? You have just dismantled council offices and now you are talking of cutting more services while you build the new premises. Shame on you Tameside Council.

As I am partially sighted I find all the staff at Ashton Library are very helpful in assisting me in my selection of books.

The range of books was dramatically cut when Audenshaw library was rehomed in Ryecroft hall. I used to take preschool children to the activities in the library which when it closed meant that the children who attended my voluntary organisation missed out as to get them to Droylsden was not viable. I would not wish to go to Droylsden library if it wasn't staffed due to a personal safety

The majority of people visit a library to seek the help in one way or another from a friendly member of staff. For example, elderly people want to see a familiar face where they feel comfortable - this can be some peoples ONLY interaction with another person. Another example is people use the library to get a question answered; you ask the member of staff something, they research it, and provide you with what you came in for - how is a machine supposed to do this! Regarding the issue of self-service machines, it is quite frankly laughable to compare a library service with a supermarket. When you go into a supermarket, you go to purchase a particular product and that's it, which self-service is absolutely fine for. When you go into the library, people want to do a lot more than just borrow books. If you think that is all people want to use the libraries for then I think you need to do a bit more research into who your target audience is and what they want. We, the taxpayer, spend a lot of money on rates for you to provide services and all that seems to be happening is a slashing of these FRONTLINE services. I'm sure cuts can be made to background services where it would not impact so badly on what the public sees. It is also hard to swallow when you are talking about making cuts, so you slash the library service (AGAIN - something which seems an easy target for you guys), and yet there is £400,000 available to lay a new football pitch for Hyde United? I didn't realise it was the responsibility of the taxpayer to pay for the upkeep of its local football teams? Plus I support Mossley not Hyde, so when are they going to get a new football pitch - seems a bit unfair to give preferential treatment to one Tameside team over another? I have used Tameside libraries for many years, since growing up as a child, studying for university, and now in my later years; I've seen the library service grow over that time into something wonderful. Now what I'm seeing looks like a blatant attempt to kill it off. It's very sad if my fears turn out to be true because as history shows, once these things are gone, they are gone for good. A library service is a service of EVERYBODY without discrimination, and the keyword there is SERVICE - it is not a business, something that shouldn't have to make money. Things need to be done for the common good, there is too much of this greed culture nowadays where everything has to turn a profit. Speaking of profits, isn't it true the council has reserves? Perhaps some of this money could be spent on the services it is paid to deliver. I know there are difficult times we are facing, but if you're not going to use these reserves in difficult times i.e. now, then when are you going to use them? Or is it just something to gain interest from so that you can turn a nice, tidy profit? A council is funded to deliver services, not make a profit like a business. I do hope my views are taken on board although I seriously doubt it.

The majority of people use the library to seek the help from a member of staff in various ways. For example: elderly people who want to interact with somebody when taking out books (this sometimes can be their ONLY interaction with another person). Another example is when coming in with a query, you rely on a member of staff to research this for you and provide you with an answer - this can't be done by a machine! Comparing a library with a supermarket regarding self-service machines is quite frankly laughable; when you go into a supermarket, you go to buy a particular product(s) and that's it, which is fine for self-service. When you go into a library, people want to do a lot more than just take books out. So if you think self-service is going to be a satisfactory way of taking the library service forward, I think you need to do a bit more research into who your target audience is. Or do we, the taxpayer, not really matter when it comes to making cuts at the front end? We pay our rates for services and as far as I can see, all you seem to be doing is cutting those frontline services. I'm sure cuts can be made to background services which would not impact so strongly on what we the public see. It is also difficult to swallow when you are talking about desperately needing to save money, therefore cutting libraries (which does seem an easy target for you guys), and yet £400,000 pounds seems to be available to lay Hyde United a new football pitch? I didn't realise the tax payer is responsible for the upkeep of local football teams; plus I support Mossley not Hyde so when are they having a new pitch? Seems a little unfair to grant one Tameside team preferential treatment over another. I do hope these views are taken on board although I seriously doubt it.



<p>Using the self service till in tesco as an example; I loathe these machines. I am an IT manager and I love technology, but there are some jobs humans do much better. Do you not think that some of these people who visit libraries may be the only person they have spoken to that very day. Humans can see frustrations and show empathy and help other humans meet their objectives, I have yet to see how a computer based device can show these qualities. All a little Orwellian in my opinion, what next; micro-chipping humans the same way we do with dogs!</p>
<p>taking away staff would lose the community feel of the library surroundings. I wouldn't feel comfortable going along to a library that was unstaffed for security reasons. Its always nice to enter the library to a friendly and polite member of staff and be able to have a conversation.</p>
<p>I do not agree that having unstaffed libraries would be a good idea. Tameside is an area with high levels of anti social behaviour which would increase if libraries were understaffed, especially those in more central locations such as Ashton. A precept on Council Tax to pay for library services would be acceptable.</p>
<p>i am an OAP and set in my ways. Any changes would only confuse me and I am extremely grateful of the help present library staff give me</p>
<p>Would prefer no change to the library service. If there were staffed hours I would prefer this to be in the morning and the afternoon as I visit the library during both these times of day and would not use self service technology. I would not use the library if staffed hours were replaced by self service.</p>
<p>Better use of buildings for community events, small fairs, businesses, training etc</p>
<p>Libraries should never have to make savings. They are about two vital cogs of any community, notably people and literature. I saw the same computerised scheme unfold at Coventry central library and all it did was confuse older, regular users of the library and see staff lose their jobs. Once again, libraries are about people; computers are about profit. "Great is Language - it is the mightiest of sciences." Walt Whitman.</p>
<p>I need the staff every time I go to the library. I rely on the help. I would not come in other wise as I would not feel safe</p>
<p>i do not agree with question 13</p>
<p>do not agree with question 13</p>

<p>Please just continue as you are, the staff are very helpful and everyone knows they are welcome. Please don't shut this library</p>
<p>I would not use the library is staff weren't in, I need assistance</p>
<p>Leave it as it is</p>
<p>The Library service cannot be reduced any more than it already is.</p>
<p>I attend rhyme time at Ashton library with my 15 month old daughter every week, and the dukinfield session whenever we can. It has been an important part of our week as there aren't many free sessions to attend, and I found it less daunting as a first time mum to go to the library as opposed to a baby group as it's a neutral place I'd been to before. The half an hour time slot is perfect and the ladies who do rhyme time are lovely and all know my little girl by her first name. It's been a brilliant way for my daughter to socialise and she loves getting involved with the musical toys and glove puppets. It would be a real shame if the proposed changes meant rhyme time couldn't continue and we would genuinely miss the sessions.</p>
<p>As I have read nearly all the books of interest to me, Instead of buying new stock can the present stock be rotated round different libraries.</p>
<p>more information difference ways to use computers</p>
<p>I want a library with staff in, do not agree at all with unstaffed</p>
<p>Spend less money on computers and more on books and staff. Libraries are supposed to be to be for books</p>
<p>Using senior school pupils as part of their voluntary work in community eg. 5th year or 6th formers</p>
<p>I do not want unstaffed hours at all! I need staff assistance every time. what a ridiculous idea. Can't you close a couple more hours instead of unstaffed? What if something happens when no staff here? stealing, vandalism, fighting, youth trouble, bad behaviour, accidents?</p>
<p>I am happy with the services and opening hours that are currently provided by the libraries in Tameside. I do not wish that to change.</p>

Have the libraries as hubs to allow people to have access to all service providers instead of isolating. Many older and younger people use the libraries to forge networks and support groups. With the reduction to council services already I personally use the librarians as a resource and do not feel they should be replaced by expensive machines which lack the interpersonal skills to manage my request about our community. Think this idea is very short sighted.

I completely understand the need to save ££ however i count myself as very technology savvy and worry primarily about the older generation and their access to books without staff being available and then also i think you need to consider Children particularly in the poorer areas and the access they have / do not have to reading materials. It just seems as if council tax continues to go up but services become less and less. Where is all the money going?

Tameside Library Service is an important part of my family's life. I myself have been a library member for as long as I can remember, and my daughter has been a library member since she was 1 week old. Our local library, Dukinfield, is invaluable to us. We utilise its services at least once a week, borrowing books for myself, my husband and my daughter. The library offers a community resource where families can visit together, and enjoy quiet time. In the current economic climate, I understand that non statutory services such as libraries are often the obvious target for savings to be made. However, the library service offers an invaluable service to so many people across the borough, from babies attending Rhyme Time sessions, to the elderly utilising the home library service. It really is a universal service that benefits the lives of so many. My family were initially disappointed at the reduced opening hours implemented several years ago, however we learned to arrange our visits around the changed opening hours and it really is no problem. The thought of self service brims a similar feeling. I think many young families will welcome the flexibility of the changed and extended opening hours, however I do worry that those library members less familiar and less confident with technology may not feel comfortable with the use of such technology. As such, some degree of human service would be preferable at all times, particularly those times most frequented by such a demographic of users. When faced with the choice between library closures and self service operations, the latter is much more preferable. In short, anything which allows our library to remain open in some capacity is welcomed by my family and I. We would also like to note that the staff at dukinfield library are a credit to TMBC. Jackie in particular recognises my daughter and knows instantly that there are reservations waiting for her. The staff offer suggestions for books she would like and advise her when new books have come in. As a family we'd like to pass out thanks to them.

are Tameside able to advise where groups can take place? E.g school holiday groups, educational visits, adult education that usually frequent the public space in the library. I agree, self service is a necessary innovation, although I'm worried about the isolation this will cause for persons who use the library for social well-being as opposed to the borrowing of literary/audio/motion picture data.

I have read recently that Oldham Libraries have lost £70,000 plus since introducing self service could Tameside really afford to lose monies to this extent. I worked for libraries for 20 years and think its dreadful reading what is planned for the future.

leave them as they are
i do not agree with having unstaffed opening, it is a ridiculous idea, the staff here are brilliant. We want a library open with staff!
I would very much love the library to be staffed at all times please.
provide more staff; self check outs will only increase thefts and non returns and soon mean far less resources available for everyone
do not close, do not get rid of staff
If T.M.B.C.can waste vast sums ~modernising~Ashton market,~which starkly: DIDNT NEED DOING....then it can fund it,s Library Services. Voce Populi !
Library's need to be located in convenient spaces such as cafes and leisure centers. I would definitely use a library with my children if it was in the same place as their swimming/ dance lessons. They could get a book out each week as a treat after class. I would be more inclined to get books out if I could combine it with leisure/ gym time and sit with a coffee to have some time out. Currently you cant relax with a drink and lunch and read which is why if they were within more social spaces I feel more people would benefit from the service. Finally I would like to say the self service idea is excellent, its the way the world is changing. Also the early years sessions you currently hold e.g. Time for rhyme/ health walks are also a great idea and encourages more people to use the library service by combining with other social activities rather than being a stand alone entity.
Stop central govt from being so draconian in cutting back public services which are entirely necessary! Use existing staff on a diminished time scale on a rota basis. Use of automated systems is frustrating - people prefer to access other human beings.
to keep library open
I think that by Libraries being unmanned and possible access being made using a key card is unfair to the public. It would exclude the most vulnerable in society, Libraries are supposed to be open to all, not the select few who are members. I think people need help, more than is realised. I think that this schematic/plan for the future is the death nell of Libraries as we know them. I am very disappointed in Tameside's Vision for the future.

I use Denton library as this is where i come from and it is part of the heart of this community. I have been in Ashton and Hyde libraries many years ago. Would use Ashton if i had to, if Denton was closed and books needed renewing by calling in. I am registered online so can renew items 4 times before needing to call in the library. I go in Longsight library and they have this new kind of "do it yourself" and as i don't like it i always ask the staff to give assistance, again registered online and items can be taken out for longer periods of time, before having to be physically seen by staff. I have been shown what to do but when things go wrong and the staff have problems, as well as users it doesn't make for much confidence in the system. The other concern is security and safety for users if the building is not manned.

Concerning Denton Library I would worry about undesirables following me in when I activate the doors with my library card. I know there is CCTV though.

i like the library has it is and the staff are friendly.

The Question are such what ever we answer it is to what you want to and have already planned for libraries .

Pick one more branch library, preferably the one that is utilised least. Close that branch rather than reduce overall staffing hours. Have you thought about the security aspect? What if a fight breaks out or a mentally ill person gets into difficulty with no staff present? Finally the new technology which you propose to implement often breaks down. The public library at The East Manchester Academy in Beswick has it installed. Most of the time it does not work and people take their books to staff for checkout purposes. Instead of saving you money this may prove to be a costly mistake.

Question 12 is a very leading question obviously trying to lead in one direction. You obviously don't realise how invaluable the staff are, what is going to happen to them? I think it's a disgraceful idea. Also what about the health and safety implications? what will happen if an incident takes place while unstaffed? Words fail me..... I feel so strongly against your vision, I feel your total disregard of the highly trained and helpful staff is incredible...outraged

I think the proposals are disgusting. taking away what little we have. What are we paying our council tax for? You have already closed our baths, we don't want any more closures to our facilities

I have serious reservations about the library being unmanned. I feel it would attract jobs and thieves. Also there would be no-one available to give assistance if this is required. However reduced hours would be preferable to the library closing.

Staffed libraries are a critical component of the service given their expertise. I think the questions in this survey are skewed in that it doesn't really ask whether people are in agreement with unmanned libraries



If you are interested in volunteering in the Library service can you please pass your name and contact details to a member of staff who will hand them in along with this survey.

#### SECTION 4 - OTHER COMMENTS

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 other comments you would like to make about Tameside's Library Service please also include these in the box below.

What do you think is good? What do you think could be bad? What do you think you would do differently?

What are the possibilities of local mobile libraries instead - with wi-fi hot spots.



If you are interested in volunteering in the Library service can you please pass your name and contact details to a member of staff who will hand them in along with this survey.

### SECTION 4 OTHER COMMENTS

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 other comments you would like to make about Tameside's Library Service please also include these in the box below.

What do you think is good? What do you think could be bad? What do you think you would do differently?

What if the Technology Breaks Down And you  
in the library. Who would you speak to  
if no staff around

Its totally not right that you would have  
to have an Adult just to go to the library  
No way would parents go with us.

library should have at least 1 staff  
Member on Duty at all times.  
They could just monitor the area.  
And people still use Self Service.

I dont agree with being asked what colour  
we are- why does this matter if were supposed to  
be equal.

(I did explain why I How Monitoring works and  
about Representation - But 14 man felt strongly  
asked me to record his views.



If you are interested in volunteering in the Library service can you please pass your name and contact details to a member of staff who will hand them in along with this survey.

#### SECTION 4 – OTHER COMMENTS

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What do you think is good? What do you think could be bad? What do you think you would do differently?

It would be good to be able to upload and share our own work, obviously monitored, but we have some very creative writers/artists who has no opportunity to get support ~~we~~ with getting work published/shared.

There is no L&BT clear section in our libraries which needs developing. As we can't access this in our school library.





If you are interested in volunteering in the Library service can you please pass your name and contact details to a member of staff who will hand them in along with this survey.

## SECTION 4 – OTHER COMMENTS

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 other comments you would like to make about Tameside's Library Service please also include these in the box below.

What do you think is good? What do you think could be bad? What do you think you would do differently?

- Young people are very concerned about the possibility that more staff will lose their job. Also that if staff aren't being lost then their hours will be cut.
- A young person talked about how self-scan service often doesn't work or has glitches, this could be incredibly frustrating. They talked about how at supermarkets there is always a member of staff having to stand to sort out the glitches.
- Young people talked about what if you need help to find a book, you won't be able to ask for assistance.
- Young people discussed how they thought that the system could lead to people miss using the buildings.
- We talked about the positive examples of self service in libraries. The models included staffing to help with requests but left the check out to self-service. They could see benefits to being able to manage your library account in an automated way but still felt that there needed to be staff in the library.
- Young people were concerned about the age group that would need to be accompanied by an adult; they discussed how some young people don't have parental support, that would mean those young people may not be able to use the service.

One young woman is interested in volunteering in a library and would like further information about how she could look into this. Could the info be passed to me and I can then pass it on to her?

**Message**

Please can you make dukinfield library better by:

Self service library book scanner

More staff

More books

**Customer Details**

no customer details

**Customer Address**

no address information

**Contact Details**

Email Address: Kerwin.victoria@astley.tameside.sch.uk

**Message History****Message Responses:****Officer Response:**

Response by: LORRAINE KITCHING - (Policy and Communications)  
 Forwarded to: Operations (Community Libraries)  
 Request Status: Open  
 Response Received: 28/07/2016 13:09 as ID: #329053

**How to get involved (id:#218227)****Received: 28/07/2016 13:01**

Channel: secure\_message

Escalation Level: 0

(Working days in system: 1)

**Message**

Have longer opening hours at the library and open more times a week and keep the same staff at dukinfield library because they are very nice and very helpful every time you visit the library they are always happy to help you find the right books and you should get rid of some of the councilors so you can keep other staff

**Customer Details**

no customer details

**Customer Address**

no address information

**Contact Details**

Daytime Telephone: 01619643507

Email Address: lindsay\_k@live.co.uk

The customer has requested a response via email. Please click "Deal With Request" above and then type your response in the "Response to Customer" field. Select "Continue" to automatically email the contents of the "Response to Customer" field to the email address provided.

**Message History****Message Responses:****Officer Response:**

Response by: LORRAINE KITCHING - (Policy and Communications)

Forwarded to: Operations (Community Libraries)

Request Status: Open

Response Received: 28/07/2016 13:08 as ID: #329052

Read by Customer at:

**Internal Memo:**

Forwarded to the Library Service.

**How to get involved (id:#217699)****Received:** 19/07/2016 16:39Channel:  
secure\_message

Escalation Level: 0

(Working days in system: 8)

**Message**

PIBarbara and I are concerned over the proposed cuts at Hyde Library. We attend the Monday Evening Readers Group at the Library and have done for 6 years. We have used the library ever since we moved from Denton to Hyde in 1981. We use it more now we are retired. ((2008) ease enter details...

Customer Details	Customer Address
no customer details	no address information
Contact Details	
Daytime Telephone: 0161 366 0365	
Mobile Phone Number: 07757 095773	
Email Address: hollington1DN@btinternet.com	

The customer has requested a response via email. Please click "Deal With Request" above and then type your response in the "Response to Customer" field. Select "Continue" to automatically email the contents of the "Response to Customer" field to the email address provided.

**Message History****Message Responses:****Officer Response:**

Response by: LORRAINE KITCHING - (Policy and Communications)  
 Forwarded to: Operations (Community Libraries)  
 Request Status: Open  
 Response Received: 20/07/2016 13:52 as ID: #328299  
 Read by Customer at:

**Officer Response:**

Response by: DENISE LOCKYER - (Customer First)  
 Request Status: Closed  
 Response Received: 21/07/2016 13:21 as ID: #328438  
 Read by Customer at: 21/07/2016 18:21

**Officer's Response:**

Readers Group members  
 Response via e-mail

DIRECTORATE OF PEOPLE

**How to get involved (id:#217803)**  
**Received: 21/07/2016 11:57**  
 Channel: secure\_message

Escalation Level: 0  
 (Working days in system: 0)

**Message**  
 Please enter details...  
 Question-Is purchasing the new technology going to cost more than the yearly costs of keeping the valuable and efficient librarians at the Salybridge library.  
 How are you going to pay for the training of the public to use your so called modern technology and how much will this cost.  
 Who will be available to offer solutions when people "get stuck" using the new technology or when it breaks down.

**Customer Details**  
 no customer details  
 no address information

**Contact Details**

Daytime Telephone:	01457764706
Mobile Phone Number:	07842241116
Email Address:	paul.segal573@btinternet.com
Fax Number:	N/A

The customer has requested a response via email. Please click "Deal With Request" above and then type your response in the "Response to Customer" field. Select "Continue" to automatically email the contents of the "Response to Customer" field to the email address provided.

**Message History**

Have your say...

I think it's disgusting to ask for volunteers at our local libraries, no doubt staff will be laid off. This is a labour council, don't keep blaming cut backs. Cut back on yalves get rid of the Mayor

Use this card to comment on our service, make suggestions on how we can improve or compliment us if we have done well. If you want a personal reply please put your contact details on the back. Hand the card to the staff or place in the box. Thank you.

If you have a complaint please use the Council's complaint system at <http://www.tameside.gov.uk/complaints>



if council took a 1 per cent wage cut that they wouldn't even feel all staff would be able to keep their jobs we don't want volunteers in our library we want proper trained staff.

Jackie moehrie  
6, Goldfinch way.  
h. The moss Joylscro  
M43 7TH

**Have your say...**

Nothing in the library service  
should be changed - any money  
needs saving cut from other  
minority things

Use this card to comment on our service, make suggestions on how we can improve or compliment us if we have done well. If you want a personal reply please put your contact details on the back. Hand the card to the staff or place in the box. Thank you.

If you have a complaint please use the Council's complaint system at  
<http://www.tameside.gov.uk/corpgen/new/charters/foreword.htm>



**Mandy Kinder**

---

**From:** Councillor Adrian Pearce  
**Sent:** 11 August 2016 15:32  
**To:** Mandy Kinder  
**Cc:** Emma Varnam  
**Subject:** Library Consultation

Dear Mandy,

**Libraries Consultation 2016**

Thank you for the opportunity to comment on the Council's proposals to provide future library services for Tameside and also for meeting with the Trades Council and myself as part of this process.

In principle I oppose the general reduction of the budget, mainly upon staffing and their replacement by volunteers, to sustain the service but recognise the financial reasons for it which have been imposed by the Government on the Council.

My understanding is that the Council proposes to maintain and increase the number of library opening hours by providing unstaffed facilities. My main concerns revolve around the safety and security of members of the public using the libraries. It is the same principle being introduced on trains and stations. It can mean that people are put in potentially dangerous situations if they become isolated. If a system of CCTV is introduced to monitor security and protect people using the service, I feel that it will help to resolve issues at a later date, but not necessarily allow for a rapid reaction if someone is in personal danger. How quickly will the service be able to react if situations arise where people feel unsafe and how will this be done?

My second point is related to the first. I feel that many elderly or disabled people and other people who might feel vulnerable, are proportionately less likely to use an unstaffed library. I wonder therefore whether the resources deployed to deliver this option could be better deployed on more inclusive services.

My final point is that many people will not feel confident or able to use self-service facilities or in some cases, they may not be accessible to disabled people. Probably the most effective way to increase accessibility, beside the obvious physical improvements to buildings that might be necessary, is to increase material available digitally and also access to training, for people with less access to new technologies. How will this be tackled and can additional resources be identified to improve digital awareness?

Yours Sincerely,

**Councillor Adrian Pearce**  
**Councillor**

Dukinfield Town Hall | King Street | Dukinfield | Tameside | SK16 4LA

Tel. 0161 342 3021

Email Disclaimer <http://www.tameside.gov.uk/disclaimer>



29 Woodlands Road  
Ashton-u-Lyne  
Lancashire  
OL6 9DU

21<sup>st</sup> July 2016

Libraries Consultation  
Heginbottom Mill  
Old Street  
Ashton-u-Lyne  
OL6 7SG

Dear Sir/Madam

**Re: Tameside Library Services**

Further to Emma Varnam's letter of 29<sup>th</sup> June, I am writing on behalf of the Discover Book Club to present our views on the proposed changes to library services.

The recommendations constitute a further degradation of services that have already been cut. We have significant concerns regarding the proposals for unstaffed hours, namely: users may not feel safe in an unsupervised building; libraries are likely to be visited by fewer and less diverse groups; and there are particular health and safety considerations in relation for example to the handling of emergency evacuations, medical emergencies, power failure and potential assault. Installation of CCTV is not sufficient to address these concerns, as response times to serious incidents are likely to be inadequate.

The letter refers to the technology that would be put in place in order to manage unstaffed sessions, and there is reference to this being used in other boroughs within Greater Manchester. The Public Libraries News website provides a list of unstaffed libraries, but only one (Lostock) is listed for Greater Manchester. We would appreciate more information on which libraries are already operating in this manner, how their systems work, how long these systems have been in place, and a proper review of their risks and effectiveness. The website identifies a number of issues, and we would appreciate feedback on your response both to the points raised above and to those highlighted below:

- ❖ Absence of personal touch, although remote conversations can be had.
- ❖ Equalities issues: pilots in some authorities show far more men than women are willing to enter an apparently unsupervised library (ratio of 90% male to 10% female mentioned in one workshop attended by the author).
- ❖ Sense of "big brother is watching you" with CCTV
- ❖ Question of access for those unaccompanied under 16 needs addressing in each authority. Barnet have decided 15 is the correct age.
- ❖ Cost: the system is cheaper than paid staffing but cost (especially set up) is still substantial.
- ❖ Open+ does not deny access to under 16s.
- ❖ Cannot be used by those without library cards already.
- ❖ Not suitable for anyone with any special need.
- ❖ Danger that regular library users during outside open hours will take ownership of the library, policing who is allowed in themselves. Would such users be checked by the authority to ensure they do not take advantage of other users during unstaffed times?

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## PROPOSED OPERATING TIMES FOR TAMESIDE LIBRARY SERVICE

## Tameside Central Library and Information Services

DAY	LIBRARY AVAILABLE	STAFF ON SITE
Monday	Closed	Closed
Tuesday	9am – 8pm	9am – 8pm
Wednesday	9am – 5pm	9am – 5pm
Thursday	9am - 8pm	9am – 8pm
Friday	9am – 5pm	9am – 5pm
Saturday	10am – 3pm	10am – 3pm

## Denton Library

DAY	LIBRARY AVAILABLE	STAFF ON SITE
Monday	9am – 8pm	1pm – 5pm
Tuesday	9am – 8pm	
Wednesday	9am – 8pm	
Thursday	9am – 8pm	1pm - 5pm
Friday	9am – 8pm	9am – 1pm
Saturday	10am – 3pm	10am – 3pm

## Droylsden Library

DAY	LIBRARY AVAILABLE	STAFF ON SITE
Monday	9am – 8pm	9am – 1pm
Tuesday	9am – 8pm	
Wednesday	9am – 8pm	
Thursday	9am – 8pm	9am – 1pm
Friday	9am – 8pm	1pm – 5pm
Saturday	10am – 3pm	10am – 3pm

## Dukinfield Library

DAY	LIBRARY AVAILABLE	STAFF ON SITE
Monday	9am – 8pm	9am – 1pm
Tuesday	9am – 8pm	9am – 1pm
Wednesday	9am – 8pm	
Thursday	9am – 8pm	1pm – 5pm
Friday	9am – 8pm	
Saturday	9am – 1pm	9am – 1pm

## Hattersley Library

DAY	LIBRARY AVAILABLE	STAFF ON SITE
Monday	9am – 8pm	1pm – 5pm
Tuesday	9am – 8pm	1pm – 5pm
Wednesday	9am – 8pm	
Thursday	9am – 8pm	1pm – 5pm
Friday	9am – 8pm	
Saturday	9am – 1pm	

**Hyde Library**

<b>DAY</b>	<b>LIBRARY AVAILABLE</b>	<b>STAFF ON SITE</b>
Monday	9am – 8pm	9am – 1pm
Tuesday	9am – 8pm	9am – 1pm
Wednesday	9am – 8pm	1pm – 5pm
Thursday	9am – 8pm	
Friday	9am – 8pm	9am – 1pm
Saturday	10am – 3pm	10am – 3pm

**Mossley Library**

<b>DAY</b>	<b>LIBRARY AVAILABLE</b>	<b>STAFF ON SITE</b>
Monday	9am – 8pm	1pm – 5pm
Tuesday	9am – 8pm	
Wednesday	9am – 8pm	9am – 1pm
Thursday	9am – 8pm	
Friday	9am – 8pm	9am – 1pm
Saturday	9am – 1pm	

**Stalybridge Library**

<b>DAY</b>	<b>LIBRARY AVAILABLE</b>	<b>STAFF ON SITE</b>
Monday	9am – 7pm	9am – 1pm
Tuesday	9am – 7pm	9am – 1pm
Wednesday	9am – 7pm	1pm – 5pm
Thursday	9am – 7pm	
Friday	9am – 4pm	
Saturday	10am – 3pm	10am – 3pm

<b>Report To:</b>	<b>STRATEGIC PLANNING AND CAPITAL MONITORING PANEL</b>
<b>Date:</b>	30 November 2015
<b>Executive Member/Reporting Officer:</b>	Cllr Lynn Travis - Executive Member, Neighbourhoods and Health Emma Varnam – Head of Stronger Communities
<b>Subject:</b>	<b>LIBRARIES FOR THE 21<sup>ST</sup> CENTURY</b>
<b>Report Summary</b>	<p>This report sets out the current position of the library service following the last review in 2012 and outlines the steps, indicative costs and timescales for taking the service to the next stage of a modern, progressive library service that meets the needs of customers but is affordable for the Council to sustain.</p> <p>4 distinct phases of activity are required to achieve the overall vision. These are</p> <ul style="list-style-type: none"> <li>• Development of the initial programme and business case.</li> <li>• Implement a new Library Management System including self-issue and Radio Frequency Identification (RFID) technology.</li> <li>• Implement technology to allow unstaffed opening hours and thereby reduce staffing costs whilst still allowing access to the service for customers.</li> <li>• Recruit volunteers to support the service in specific areas.</li> </ul>
<b>Recommendations:</b>	<p>To consider and approve the Libraries future vision detailed in the report and support capital investment to enable technology to be put in place to achieve the ambition of a progressive, modern library service whilst achieving revenue budget reductions.</p> <p>To approve the virement of £60,000 to fund the replacement of the Library Management System from the Digital Tameside budget currently within the capital programme and to approve the additional sum of £17,415 to finance the total cost of the system (£77,415).</p> <p>The total cost of the technological improvements for the wider Library Investment Project is £496,200. Approval is requested to utilise £180,000 from the existing Libraries budget within the Capital Programme. An additional capital allocation for the remaining £316,200 is also requested.</p>
<b>Links to Community Strategy:</b>	Tameside Library Service delivers a wide range of functions that contribute to the aims of the community strategy. In particular the service promotes lifelong learning, mental wellbeing, employment and digital skills whilst supporting communities.
<b>Policy Implications:</b>	If the recommendations of this report are accepted and implemented this will form the basis of a new library service

delivery model for Tameside

**Financial Implication:**  
**(Authorised by the Section**  
**151 Officer)**

The cost of the preferred Library Management System is £77,415.

£60,000 has been allocated from the existing Digital Tameside budget within the Capital Programme towards this cost. An additional capital funding allocation of £17,415 is required to finance the total cost.

The new system will result in annual revenue savings of £23,624 in comparison to the current system (it should be noted this sum excludes the annual repayment costs associated with the level of borrowing required for the investment) and will therefore payback the original investment within four years (**Appendix 1**).

Wider Investment of £496,200 in a range of vital technological improvements is required to deliver a modern, progressive library service. Provision of £180,000 is currently available within the Capital Programme that was approved as part of the implementation of the revised Library offer in 2012. A further capital allocation of £316,200 is required to finance the remaining balance.

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 (**Appendix 2**).

**Legal Implications:**  
**(Authorised by the Borough**  
**Solicitor)**

Any change in the current offer to the public would require a consultation exercise. This report is recommending a reconfiguration of the service which does not appear to affect the same, but will involve educating the service users in new methods of delivery. This will be key to success going forward, so they understand how to access the service to their best advantage.

**Risk Management:**

If 8 static libraries are to be retained and investment is not made in technology to allow unstaffed opening hours, making large savings on revenue budget will not be possible.

**Access to Information:**

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



phone: 0161 342 2061



e-mail: [mandy.kinder@tameside.gov.uk](mailto:mandy.kinder@tameside.gov.uk)

## 1. INTRODUCTION

- 1.1 On 24 September 2012 following an extensive public consultation exercise Executive Cabinet agreed a new offer for Tameside's Library Service. The new offer included the relocation of Mossley Library into George Lawton Hall, the closure of 5 libraries, and reduction of opening hours at the remaining 8 libraries. The new offer was fully implemented and delivered full year revenue savings of circa £1 million.
- 1.2 The challenge now is to continue to deliver services which meet the changing expectations of our residents, within a financially sustainable framework which achieve savings of approximately £150,000 per year (It should be noted that the service has also delivered recurrent savings of £80,000 in 2015/2016). The service needs to refocus and review the core offer to local communities; better exploit technology to make the service more effective and efficient whilst ensuring delivery of local and national priorities in a progressive way.
- 1.3 This report presents an option for the achievement of budget savings, whilst continuing to maintain, and potentially increase access to provision.

## 2. BACKGROUND

- 2.1 The service review of 2012 defined the current library service provision in Tameside. The service is delivered through:
- A network of 8 libraries located across the borough,
  - 2 vans delivering the Home Library Service to individuals, who cannot visit a library due to long term health conditions,
  - An unstaffed library access point at Ryecroft Hall,
  - 3 library access points in Post Offices comprising of popular fiction books,
  - Health Information Centre based at Tameside General Hospital,
  - In total there are full time equivalent staff of 45.2 (59 officers)
- 2.2 As part of Tameside MBC policy to reduce the number of council owned buildings, most libraries are now co-located in larger buildings with other services, or a move is planned. These moves have retained opening hours, but reduced floor space. Stalybridge and Dukinfield libraries remain in their original buildings, and at present there are no plans to relocate them. Ashton also remains in its original building but there are plans to relocate to the new service centre upon completion of that building.
- 2.3 Cabinet Members have expressed their commitment to retaining a library in every District Assembly area, specifically to retain 8 static libraries. In order to deliver an affordable and sustainable service, considerable capital investment in new technology is required to enable savings to be made primarily through a reduction in the workforce.

## 3. VISION FOR THE FUTURE OF TAMESIDE LIBRARIES

- 3.1 The 2012 New Library Offer provided a framework outlining the core service and broadly the principles of this remain relevant. However the Council are now at a point where how services are delivered and how customers interact with the services must be addressed.
- 3.2 Fundamental to this is the need to invest in digital technology to replace existing outdated systems and introduce new solutions. This will enable the financial challenges to be met as well as address the changing expectations of users. The vision is a library service transformed by technology and new working practices.

- 3.3 Self-service should be promoted as the channel of choice both within libraries and digitally. Through the use of self- service the majority of library transactions, such as issue and return of material and self-booking of public access PCs will be undertaken independently by customers. Staffed hours in libraries will reduce, and the number of direct staff interactions will be reduced as customers self-serve for the majority of straightforward tasks. This supports and contributes to the Digital by Design project.
- 3.4 The aim is to increase access to the library service by extending the opening hours at some libraries through the provision of unstaffed library hours. Digital access will also be improved, allowing customers to engage with the service from any mobile device. Customers will be encouraged to become confident, independent users, with targeted support to those who most need it.
- 3.5 Libraries play a valuable role in delivering Tameside's key priorities – health and wellbeing, digital capacity, employment and business support along with information, reading and learning. The vision will include floor walking, during staffed hours, to help customers with more complex needs e.g. digital assistance and enquiries, and to encourage customers to become independent users.
- 3.6 Provision of increased volunteering opportunities in libraries to assist staff to deliver services, activities and support customers is part of the future vision.

#### **4. DIGITAL DEVELOPMENTS**

- 4.1 To move forward with this progressive vision a fundamental requirement is to have the right building blocks in place to support new ways of working and exploit digital service delivery.

##### **Renewal of the Library Management System (LMS)**

- 4.2 Essential to the running of a modern library service is an up to date automated Library Management System. The current system, Vubis, has been in use for some years. The system providers (Infor) have informed us that no further updates will be provided, and so it is becoming increasingly outdated and hard to maintain. In addition the server on which Vubis is installed is coming to the end of its life.
- 4.3 Renewal of the LMS in the near future is very important. This project will future-proof the ability to continue the core library function, and will be a keystone on which to build other service developments, including remote access, and greater customer engagement.
- 4.4 By choosing the right product it can be ensured that customers get the service they expect, providing a good level of interaction and self- service, whilst delivering financial efficiencies. A new system will allow improvement to delivery of services to users via an attractive public platform, with increased emphasis on interactions in a social, on-demand and personalized context. This will allow engagement with users in new ways, and provide remote access not just for the LMS but potentially for all library services, fully functional on a range of devices, including mobile devices via an app. A good stock collection management package will provide key performance data to help make best use of stock, thus maximizing budgets.
- 4.5 Further customer benefits may be derived from joining the AGMA Libraries LMS consortium, which is working towards the goal of all GM Libraries using the same system, allowing some level of interoperability across boundaries, and achieving efficiencies through consortium purchase. Currently 7 of the 10 AGMA authorities are in this consortium.

##### **Implement self- service for library transactions**

- 4.6 Self-service through Radio Frequency Identification (RFID) technology will be an integral part of the enhanced library offer, allowing customers to issue and return stock, manage their library accounts and make library payments independently.



- 4.7 This technology will bring further benefits such as reducing queues at busiest periods, it can issue multiple items simultaneously thus offering a much speedier customer interaction, can be used for stock management purposes helping to target resources more efficiently, and can also be used as a security system for stock.
- 4.8 Investment in this technology will be essential to make savings through the introduction of unstaffed library hours at several libraries. In addition, investment will help future-proof the digital offer as RFID technology is being continually developed to offer new benefits and applications.

#### **Self-booking of public PCs**

- 4.9 The current management system requires staff to manage all transactions and is very labour intensive. In addition there are recurring technical problems which cause significant inconvenience and disruption in service for customers. Investment in an upgrade would release staff time, and also provide a much better service. It is also a requirement to allow public use of computers during unstaffed library hours. Customers would be able to self-book onto to PCs either in person or via the internet.

#### **Unstaffed library hours**

- 4.10 Technology will play a fundamental part in enabling the maintenance and even extension of opening hours, whilst achieving considerable savings from staffing costs. Investment in a technical system will allow use of libraries by customers when no staff are present, and is pivotal in plans to achieve savings whilst retaining all 8 libraries across the Borough.
- 4.11 Currently in operation in many libraries around the world, and increasingly in this country, such systems use technology to control building access, lighting, security, connectivity to the intruder alarm, public access PCs, self-issue kiosks, and CCTV. Customers who wish to use the library independently will be able to visit during advertised unstaffed hours by using their library card and a pin number to gain access. A core of staffed hours will be retained at each library.
- 4.12 An example of how unstaffed hours could be utilised is contained in the table below.

Droylsden Library

Day	Current Opening Hours		Proposed Overall Opening Times		Proposed Staffed Times	
	Open	Closed	Open	Closed	Open	Closed
Monday	9am	8pm	9am	8pm	1pm	7pm
Tuesday	CLOSED		9am	8pm	NONE	
Wednesday	CLOSED		9am	8pm	NONE	
Thursday	9am	8pm	9am	8pm	10am	2pm
Friday	9am	5pm	9am	8pm	1pm	5pm
Saturday	10am	3pm	10am	3pm	10am	1pm
	Overall opening hours	35 hours per week	Overall opening hours	60 hours per week	Overall staffed hours	17 hours per week

If this option was implemented it would allow for a reduction of 18 hours per week in staffed times and therefore achieve savings whilst increasing overall availability of the facility by 25 hours per week from the current opening times.

#### **RFID Stock security system**

- 4.13 Theft of library materials is a constant problem for libraries. Currently only 2 of our libraries have security systems installed, which work on electro-magnetic tags placed into books. These are old, becoming unreliable, and relatively expensive to maintain. As systems at other libraries have stopped working the decision has been made not to replace them with similar

set ups as the technology is outdated, not providing any data about what has activated an alarm, and prone to false alarms.

- 4.14 However we are aware considerable amounts of stock go missing due to theft. A recent audit of a section of popular stock at Hyde Library showed that approximately 12% of stock was missing, presumed stolen. Whilst not all areas of stock will suffer similar rates of loss, this is cause for concern.
- 4.15 Installations of RFID security gates would help deter the theft of books and other materials, protecting thousands of pounds worth of assets. RFID systems not only act as a visible deterrent but also provide state-of-the-art anti-theft capabilities. They provide instant alert information, and data relating to alarm trigger incidents which identify what unissued library item has been taken through the barriers at what time. They are triggered automatically by the self-issue RFID tags inserted in stock.

## 5. LIBRARY VOLUNTEERS NETWORK

- 5.1 The benefits of volunteering are well documented and include offering people the opportunity to give something back to the community or develop skills for their CV to achieve paid employment. For the Council the benefits include showing our commitment to volunteers and ensuring the experience is positive and meets the requirements of the volunteer. Additionally having assistance from people with other skills and ideas can enhance the service to customers.
- 5.2 A range of volunteer opportunities will be developed to assist and support paid library staff to deliver services and activities.

## 6. FINANCIAL IMPLICATIONS

- 6.1 **Appendix 1** sets out the cost and return on investment of 2 options to replace the Library Management System.
- 6.2 7 out of 10 Greater Manchester Authorities have implemented the same LMS which will bring interoperability across boundaries and efficiencies. The implementation costs for this system are higher than that of the new product from the current LMS supplier by £14,919. Also, whilst the annual maintenance costs are lower than the current LMS, the GM consortium product annual maintenance costs are slightly higher than the current supplier's new product by £4,296.
- 6.3 However, being part of the GM Consortium on a single LMS will bring customer benefits in terms of a single library catalogue and in the future a more integrated library service with the possibility of a joint stock purchasing approach which could reduce staffing and spend in specific areas of stock. Additionally consideration needs to be given to the full tender exercise that would be required if any other system were to be procured. Also the fact that Tameside would then be out of step with our GM counterparts at a time when Authorities are working closer to align services to achieve efficiencies. There is a benefit to the system provider to have a consortium purchaser and it is felt this will bring benefits in terms of system change requests and competitive price at the end of the initial contract period.
- 6.4 It is proposed that Tameside join the GM Consortium framework and implement the system which will allow future benefits.
- 6.5 The indicative implementation costs of the GM consortium system (Civica Spydus) are £77,415. Funding of £60,000 has been identified in the Digital Tameside programme as a

contribution to the new system. A further Corporate allocation of £17,415 is required within the Capital Programme to bridge the funding gap.

- 6.6 Appendix 2 sets out the £496,200 cost of the implementation of the technology to allow unstaffed opening hours and a subsequent reduction in staffing costs. A sum of £180,000 remains in the 2015/16 capital programme which was allocated for the implementation of the 2012 new library offer and approval is sought to use this funding towards this much larger library investment project. A further Corporate allocation of £316,200 is required from the Capital Programme in order to bridge the funding gap.
- 6.7 If the proposal to take the vision forward is agreed and staffing levels are reduced accordingly a budget reduction would be achieved assuming staff either leave the authority, reduce their hours, or are deployed into other service areas. The estimated full year saving on staffing is £185,000 after full implementation of all the technology and a short cross over time where staff will be required to show customers how to use the self-issue technology.
- 6.8 Indicative costs have been prepared for the various aspects of the technology required to achieve the library vision and reduce the revenue expenditure. These full indicative costs are detailed in **Appendix 1** and **Appendix 2**; however, a summary is detailed below:

#### Summary of capital implementation costs

Capital Expenditure		Estimated Annual Staff Savings	Estimated payback period
GM consortium LMS	£ 77,415		
Suite of technology to allow new vision	£496,200		
<b>TOTAL</b>	<b>£573,615</b>		
Remaining capital funding from 2012	(£180,000)		
Contribution from Digital Tameside	(£ 60,000)		
<b>ADDITIONAL CAPITAL FUNDING REQUIRED</b>	<b>£333,615</b>	£185,000	Commences in year 4

## 7 TIMESCALES

- 7.1 This is a large scale project with 4 elements to bring to fruition along with a full staff review. There will be the requirement to undertake public consultation along with a full tender exercise to procure the required technology and building works to allow unstaffed hours. Indications are that implementation of the LMS alone will take a minimum of 4 months from the time the supplier receives the data from the current LMS. It is therefore envisaged that a realistic timescale will be in the region of 18 months from start to completion.

## 8. RECOMMENDATIONS

As detailed on the front of this report.

## APPENDIX 1

**Indicative costs of replacing library Management System**

Current System	Annual maintenance costs-system plus Annual ancillary costs:	Year 1 Gross running costs	Year 2 Gross running costs	Year 3 Gross running costs	Year 4 Gross running costs	Total costs for 4 years
Vubis	£44,705	£44,705	£44,705	£44,705	£44,705	£178,820

**System replacement costs and savings- indicative costs**

System	Implementation cost-system	Year 1 maintenance and ancillary costs (system maintenance + BDS minus EDI desktop costs)	Total Year 1 cost	Year 2 maintenance and ancillary costs	Year 3 maintenance and ancillary costs	Year 4 maintenance costs and ancillary costs	Total costs for 4 years including implementation and annual maintenance	Return on Investment Payback Period
Divica Spydus (GM Consortium system). *	£77,415	£21,081	£98,496	£21,081	£21,081	£21,081	£161,739	Year 4
<b>Annual Cash flow Impact (net of existing system cost)</b>			£53,791	-£23,624	-£23,624	-£23,624		
<b>Cumulative Cash flow impact</b>			£53,791	£30,167	£6,543	-£17,081		
V-Smart (next generation of current system)** Implementation costs includes setup and licences for RFID and PC Booking links + estimate of server licence cost	£62,496	£16,785	£79,281	£16,785	£16,785	£16,785	£129,636	Year 3
<b>Annual Cash flow Impact</b>			£34,576	-£27,920	-£27,920	-£27,920		
<b>Cumulative Cash flow impact</b>			£34,576	£6,656	-£21,264	-£49,184		

\* Would require a waiver of standing orders to join the framework agreement that is in place which covers GM Authorities

\*\*Full tender process required to adhere to procurement standing orders which would add considerable one off costs to this option

## APPENDIX 2

## Invest to save library projects- capital and revenue estimate of costs

System	Implementation costs-estimate	Year 1 maintenance costs-estimate	Total Year 1 cost / staff savings - estimate	Year 2 maintenance costs / staff savings - estimate	Year 3 maintenance costs / staff savings - estimate	Year 4 maintenance costs / staff savings - estimate	Total estimates for 4 years implementation and maintenance costs and staff savings	Return on Investment Payback Period
RFID self-issue	£152,515	£12,615	£165,130	£12,615	£12,615	£12,615	£202,975	
Unstaffed Library hours system at 6 libraries: Den, Dro, Duk Hat, Hyde, Mos	£192,000	£10,000	£202,000	£10,000	£10,000	£10,000	£232,000	
PC booking self-service system integrated with self-service kiosks	£35,975	£8,272	£44,247	£8,272	£8,272	£8,272	£69,063	
RFID stock security system at 5 libraries	£24,000	£1,620	£25,620	£1,620	£1,620	£1,620	£30,480	
Additional maintenance of new IT systems	£0	£10,000	£10,000	£10,000	£10,000	£10,000	£40,000	
Project Manager - Fixed Term Contract for 18 months	£53,080		£53,080				£53,080	
Provisional sum for building enabling costs	£15,000		£15,000				£15,000	
Contingency of 5%	£23,630		£23,630				£23,630	
<b>Totals</b>	<b>£496,200</b>	<b>£42,507</b>	<b>£538,707</b>	<b>£42,507</b>	<b>£42,507</b>	<b>£42,507</b>	<b>£666,228</b>	<b>Year 4</b>
Saving in Revenue from staffing reductions			-£185,000	-£185,000	-£185,000	-£185,000	-£740,000	
<b>Annual Cash flow impact</b>			<b>£353,707</b>	<b>-£142,493</b>	<b>-£142,493</b>	<b>-£142,493</b>		
<b>Cumulative Cash flow impact</b>			<b>£353,707</b>	<b>£211,214</b>	<b>£68,721</b>	<b>-£73,772</b>		

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<b>Subject / Title</b>	NEW DELIVERY MODEL FOR 21 <sup>ST</sup> CENTURY LIBRARIES IN TAMESIDE
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<b>Service Unit</b>	<b>Service Area</b>	<b>Directorate</b>
Libraries	Customer Care & Advocacy	People

<b>Start Date</b>	<b>Completion Date</b>
29 June 2016	31 August 2016

<b>Lead Officer</b>	Mandy Kinder
<b>Service Unit Manager</b>	Mandy Kinder
<b>Assistant Executive Director</b>	Emma Varnam

<b>EIA Group (lead contact first)</b>	<b>Job title</b>	<b>Service</b>
Mandy Kinder	Head of Customer Care & Advocacy	Customer Care & Advocacy
Denise Lockyer	Libraries and Customer Services Manager	Libraries
Karen Heathcote	Service Delivery Manager	Libraries
James Smith	Policy, Performance and Improvement Manager	Policy & Communication
Simon Brunet	Acting Head of Policy and Communications	Policy & Communication

### **PART 1 – INITIAL SCREENING**

*An Equality Impact Assessment (EIA) is required for all Key Decisions that involve changes to service delivery. All other changes, whether a Key Decision or not, require consideration for the necessity of an EIA.*

*The Initial Screening is a quick and easy process which aims to identify:*

- those projects, policies, and proposals which require a full EIA by looking at the potential impact on any of the equality groups*
- prioritise if and when a full EIA should be completed*
- explain and record the reasons why it is deemed a full EIA is not required*

*A full EIA should always be undertaken if the project, policy or proposal is likely to have an impact upon people with a protected characteristic. This should be undertaken irrespective of whether the impact is major or minor, or on a large or small group of people. If the initial screening concludes a full EIA is not required, please fully explain the reasons for this at 1e and ensure this form is signed off by the relevant Service Unit Manager and Assistant Executive Director.*

<b>1a.</b>	<b>What is the project, policy or proposal?</b>	To implement technology that enables enhanced opening hours across the Borough's Library service by using a mixture of staffed and unstaffed (Open+) hours operating hours.
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1b.	What are the main aims of the project, policy or proposal?	<ul style="list-style-type: none"> <li>To introduce new technology enabling enhanced opening hours.</li> <li>To achieve an affordable budget position for Tameside Libraries service</li> </ul>
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**1c. Will the project, policy or proposal have either a direct or indirect impact on any groups of people with protected equality characteristics? Where a direct or indirect impact will occur as a result of the policy, project or proposal, please explain why and how that group of people will be affected.**

Protected Characteristic	Direct Impact	Indirect Impact	Little / No Impact	Explanation
Age (active users)	X			<p>A third of active library users (33.4%) are aged between 0-15, compared to an overall borough average of 19.7%</p> <p>In light of the Council's recognition that its library service plays an important role in encouraging lifelong learning opportunities, there will likely be an impact on young users in relation to their ability to access libraries during Open+ operating hours.</p> <p>There are also a high proportion of active users who are aged 65 or over (17.7%) mirroring Tameside's older population (17.3%). Amongst older people 37.9% do not have access to a car. Therefore access to other libraries via public transport will be important.</p>
Disability	X			<p>The proportion of library users with a disability is very low at 2.5%. However, this is self-reported, and figures relating to those with a Limiting Long Term Illness (LLTI) shows that approximately one in five residents (20.9%) are affected. The highest percentage of members with a disability is at Dukinfield Library (2.2%).</p> <p>Over a third of residents who have a LLTI (38.35%) do not have access to a car and will be dependent on public transport to access alternative libraries should they be unable to access libraries during Open+ hours.</p> <p>Meeting times of groups may affected by Open+ operating timetables.</p>
Ethnicity			X	Tameside has a population that is predominately white, or from a white background, with 90.9% identifying as



## APPENDIX 7

				such. Amongst active library users, a higher proportion of members are from a BME background 13.8%. The largest BME group is Asian / Asian British (8.94%). Compared to 6.6% in the general population. Open+ operating hours will extend opening hours increasing access to specialist foreign language stock at Hyde (Bengali), Denton (Chinese), Stalybridge (Gujarati) libraries.
Sex / Gender	X			Tameside's active library users are predominantly female (59.8%) compared to an overall population of 50.9%. There are some groups whose time table may be affected by changes to staffed opening hours, to which women are the main attendees.
Religion or Belief			X	There is no anticipation that the introduction of Open+ operating times will impact directly or indirectly on religion/belief in any significant sense.
Sexual Orientation			X	There is no anticipation that the introduction of Open+ operating hours will impact directly or indirectly on sexual orientation in any significant sense.
Gender Reassignment			X	It is not anticipated that the introduction of Open+ operating hours will impact directly or indirectly on sexual orientation in any significant sense.
Pregnancy & Maternity		X		There may be an impact on this group in relation to the sessions that will be affected by reductions in staffed opening hours eg Time for Rhyme sessions.
Marriage & Civil Partnership			X	There is no anticipation that the introduction of Open+ operating hours will impact directly or indirectly on marriage & civil partnership.
<b>Are there any other groups who you feel may be impacted, directly or indirectly, by this project, policy or proposal? (e.g. carers, vulnerable residents, isolated residents)</b>				
<b>Group (please state)</b>	<b>Direct Impact</b>	<b>Indirect Impact</b>	<b>Little / No Impact</b>	<b>Explanation</b>
Health related	X			There are some groups that are related to health issues. Those people that attend these groups are likely to be more vulnerable members of the community and may find it difficult to access services during Open+ operating hours.
Vulnerable / isolated local residents	X			Groups and individuals who are vulnerable who access libraries during

				staffed hours may not feel comfortable accessing services during Open+ operating hours.
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*Wherever a direct or indirect impact has been identified you should consider undertaking a full EIA or be able to adequately explain your reasoning for not doing so. Where little / no impact is anticipated, this can be explored in more detail when undertaking a full EIA.*

1d.	Does the project, policy or proposal require a full EIA?	Yes	No
		X	
1e.	What are your reasons for the decision made at 1d?	The introduction of Open+ operating hours will have an impact on certain groups of people in the borough and particularly on groups that require staff support to access libraries and those that may feel unsafe during Open+ operating hours. Therefore a full impact assessment has been undertaken to assess the risks of the introduction of Open+ operating hours and the mitigations that can be put in place to reduce the impact of the proposals.	

*If a full EIA is required please progress to Part 2.*

**PART 2 – FULL EQUALITY IMPACT ASSESSMENT**

**2a. Summary**

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-

- a) eliminate discrimination, harassment, victimization and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) 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 protected 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.

As well as taking into account the equalities legislation, local authorities have a statutory duty under the Public Libraries and Museums Act 1964 ‘to provide a comprehensive and efficient library service for all persons’ in the area that want to make use of it (section 7), taking into account local needs and within available resources. Consideration has been given to what constitutes a comprehensive service.

*Lord Justice Ousely, Brent (2011) decreed that: “A comprehensive service cannot mean that every resident lives next to a library. This has never been the case. Comprehensive...means a service*

*accessible to all residents using reasonable means, including digital technologies....*

*An efficient service must make the best use of assets available... to meet its core objectives and vision, recognising the constraints on council resources. Decisions about the service need to be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the borough.”*

This EIA considers the implications for different segments of the population in terms of the proposal, sets out the possible impacts upon them and the mitigations that will be put in place to reduce or eliminate the impact.

The proposals equip Tameside's libraries with technology that enable them to operate as self-service libraries. Once the necessary works have been carried out there will be increased access to the library service as periods of self service will allow Tameside's existing libraries to extend total opening hours. Staffed opening hours will be retained at each library, albeit at a reduced level than currently available.

## 2b. Issues to Consider

The proposal is to implement a self-service system enabling our residents to access the libraries at some periods of the day when they will be unstaffed.

These changes will allow savings to be made by reducing staffed opening hours whilst increasing the total opening time of Tameside's libraries.

Based on knowledge of the current library service offer, active user data, groups that use the libraries and transport access routes to libraries, the following issues have been identified across various protected characteristic groups and other identified groups of people.

Table 1 shows the current opening hours for the eight libraries in Tameside.

**Table 1**

<b>Library</b>	<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>	<b>Saturday</b>
<b>Ashton</b>	CLOSED	9am-8pm	9am-5pm	9am-8pm	9am-5pm	10am-3pm
<b>Denton</b>	9am-8pm	CLOSED	CLOSED	9am-8pm	9am-5pm	10am-3pm
<b>Droylsden</b>	9am-8pm	CLOSED	CLOSED	9am-8pm	9am-5pm	10am-3pm
<b>Dukinfield</b>	9am-7.30pm	9am-5pm	CLOSED	9am-8pm	CLOSED	9am-1pm
<b>Hattersley</b>	9am-5pm	9am-5pm	CLOSED	1pm-5pm	CLOSED	9am-1pm
<b>Hyde</b>	9am-8pm	9am-5pm	9am-5pm	CLOSED	9am-8pm	10am-3pm
<b>Mossley</b>	9am-5pm	CLOSED	9am-7.30pm	CLOSED	9am-5pm	9am-1pm
<b>Stalybridge</b>	9am-8pm	9am-5pm	9am-8pm	CLOSED	CLOSED	10am-3pm

Table 2 shows the hours which will be staffed and in Open+ mode

**Table 2**

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

- Ashton opening will be unchanged as this building is not conducive to technology to allow unstaffed hours.
- 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

As a universal service, libraries are open to all of the borough's population, currently 221,700 people (ONS mid-year population estimates 2015). As of July 2016 Tameside libraries had a total of 90,500 registered members, of which 27,079 (29.9%) are described as active users (i.e. have used the service within the last 12 months). This includes usage of PCs but does not include attendance at a library based activity e.g. Time for a Rhyme etc.

Currently all Tameside residents live within 2 miles of a library and 98% are within 1.5 miles. All eight libraries are within a 30 minute public transport travelling time of an alternative library.

Further library service provision and specialist services are available at Ryecroft Hall, Broadbottom, Broadoak and Hollingworth post offices which provide access to a small collection of books. Ryecroft Hall also provides access to PCs. In addition, the authority runs a Housebound Library Service which enables those residents who find it difficult to leave their home to have books delivered to their door.

In the past few years Tameside Council has invested in e-books/e-audio and residents can now download a range of e-books/e.audio and magazines via the council's website.

Issues to consider as part of this equality impact assessment are:

### Access

- The current opening hours at each of the libraries ensure that all residents are within 30 minutes public transport travel time of another library on the days their closest library is closed. For Mossley library, access to an alternative library would be in excess of 30 minutes by public transport on a Monday (Dukinfield – 33 minutes).
- Reduced access for young people to educational and learning resources in their local area.

- Travel and accessibility to alternative libraries for the elderly, those with a disability and those on low incomes.

#### Protected characteristics (based on membership and active users)

- **Gender** – Tameside's library members are predominantly female (55.9%) compared to an overall population of 50.9% female. Active user data show that females make up 59.7% of active users across the library service. The highest proportion of female active users is at Mossley library (64.1%). The highest proportion of male active users is at Ashton Library (45%).
- **Age** – A quarter of the library members (25.8%) are aged between 0-15 years, a figure which rises to 33.4% for active users, compared to a borough average of 19.7%. Older people account for 17.7% of active library users. Amongst older people 37.9% of them do not have access to a car. Therefore access to other libraries via public transport will be important.
- **Disability** – The proportion of library members with a disability is very low (1.72%). However this is a self-reported figure and the 2011 Census shows that approximately 20.9% of residents have a limited long term illness that affects their everyday activities a little or a lot. 38.4% of residents with a limiting long term illness do not have access to a car.

There are also considerations regarding the provision of certain services, for example the bulk of provision of specialist stock for visually impaired users is held at Dukinfield Library.

- **Race / Ethnicity** – Tameside has a population that is predominantly white, or from a white background (90.9%). Resident BME communities are mainly concentrated in areas within Ashton and Hyde. Amongst overall members and active users, there are higher proportions of BME residents (15.4%) and (13.8%) respectively compared to Tameside overall.

Access to specialist language stock will be increased as a result of the introduction of unstaffed opening hours at Hyde library where the stock for foreign language material is greatest, in particular Bengali.

**Pregnancy/Maternity** – Some groups may be affected by the introduction of unstaffed opening times that may be attended by this segment of the population. This includes Time for a Rhyme Sessions.

#### Health

A number of events are held on the proposed unstaffed time relating to health issues, these include

- Health watch
- Mental Health Screening Sessions
- PCT Health Trainer booked appointments

#### Feelings of Safety

The introduction of Open+ operating hours may have an impact on residents who are vulnerable and may feel less safe when accessing facilities during Open+ operating hours.

### **2c. Impact**

**Accessibility** – The introduction of Open+ operating hours will increase the overall operating hours of Tameside's libraries by 219 hours (79.35%). As a result increasing the overall accessibility of library facilities.

The decrease of total staffed hours by 155 hours (56.16%) however may impact on the ability of resident who require support to access libraries.

**Gender** – Changes to the operating hours of Tameside's libraries will have a greater impact on females than males due to the higher proportion of active users being female. Whilst the proposal increases overall operating hours reduced staffed operating hours may have an impact on

services whilst not aimed exclusively at women are more likely to have an impact on women i.e. maternity information, linking to childcare and parenting support services and early years learning.

**Age** – In light of the council’s recognition that its library service plays an important role in encouraging lifelong learning opportunities, there will likely be an impact on young users during Open+ operating hours. Young people between the ages of 8 and 16 years who are currently accessing the service to complete homework etc. will be unable to access services during Open+ hours unless they are accompanied by someone over the age of 16 years who has signed up for access during Open+ hours .

Residents from the age of 16 will benefit from the removal of closure days and extended Open+ operating hours although those that require support to access materials and facilities may be impacted by reduced staffed opening hours.

**Disability** – The introduction of extended Open+ operating hours will increase the times at which libraries can be accessed. However there is likely to be an impact on those who require the support of libraries staff to access facilities and those who attend groups that are run during Open+ operating hours. Additionally users of Stalybridge Library who require lift rather than stair access will be impacted as the lift has to be activated by staff when the button is pressed on the outside of the building. Therefore when staff are not present in the premises it will not be possible to access the lift.

**Pregnancy/Maternity** – Staff will be present in all libraries when Time for a Rhyme sessions run and therefore these sessions will be unaffected.

**Health** – Whilst the increase in overall operating hours for Tameside’s libraries will increase the overall ability of users to access library facilities there may be impact on groups that are held within the libraries during Open+ operating hours. Some of the residents who will attend these will be some of the borough’s most vulnerable residents and may be difficult for them to access provision without the support of staff.

**Vulnerable / Isolated People** – The reduction of staffed operating hours and the introduction of Open+ operating hours for Tameside’s libraries may have an impact on vulnerable and / or isolated people and other residents who may feel unsafe during Open+ operating hours.

**2d. Mitigations** *(Where you have identified an impact, what can be done to reduce or mitigate the impact?)*

<p>Accessibility for those residents without a car.</p>	<p>The introduction of Open+ operating hours should increase the accessibility to facilities for those residents that do not have access to a car.</p> <p>Extensive public transport analysis has been undertaken to assess access times to libraries. A series of maps shows the off-peak journey times by public transport including walking to and from the bus stops and library destination points.</p> <p>The introduction of Open+ operating hours removes existing closure days for all libraries, with the exception of Ashton, across Tameside reducing the journey time for users on previous closure days</p> <p>For those residents who find it difficult to leave their home, the</p>
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	<p>Housebound Library Service is available and delivers books to users' homes. For those residents with an E-book reader, they are able to access and download e.books/e.audio and magazines via Tameside Council's website and the library service continues to extend this provision.</p>
<p>Elderly / Disabled users who may require support to access services during unstaffed operating hours.</p>	<p>The operating hours of Tameside's libraries overall will be increasing however there will be a reduction in the total number of staffed operating hours.</p> <p>Therefore residents will be able to access the services offered at these libraries at a greater number of times.</p> <p>For users who require staff support to access services there remains the option to access the service during staffed hours at all libraries across the Borough.</p> <p>Where appropriate residents can apply to use the Housebound Library Service. <b>(Also see: <i>Accessibility for those residents without a car</i>).</b></p>
<p>Access for young people using the library service on their own.</p>	<p>Users between the ages of 8 and 16 years will not be able to access library facilities during Open+ hours unless accompanied by someone over that age who has signed up to use Open+ hours. There will be staffed hours at Ashton Library in the current format as this library will not be operating in Open+ mode. There will be alternative locations around the Borough until 5pm if the nearest library is unstaffed on any given day. Additionally there is access to electronic materials ie e.resources for learning and e.books.</p>
<p>Reduced access to stock specifically for visually impaired residents.</p>	<p>The main stock for visually impaired users is held in Dukinfield library access to this stock will be increased due to the introduction of Open+ operating hours however some visually impaired library users may require staff support to access facilities and may find access more difficult in Open+ hours. All libraries will retain some element of staffed time on each week day that they are currently staffed and therefore access can be gained when staff are present. However, all libraries have a stock of talking books so other venues could be used if appropriate.</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>Groups using the libraries.</p>	<p>In total there are 25 groups that will be affected by the introduction of Open+ operating hours. The Council will make a commitment to work with these groups to find an alternative time that the current library can be used for hosting the group or encouraging the group to make use of the library facilities in Open+ hours if appropriate.</p>

<p><b>2e. Evidence Sources</b></p>
<p>Demographic information – library membership and active user data.</p>

Demographic data for the borough.  
 Library service information – opening hours, stock, facilities and groups using the libraries at the proposed unstaffed times.  
 Public transport modelling undertaken by Transport For Greater Manchester (TfGM).  
 Drive time analysis from each of the libraries.

<b>2f. Monitoring progress</b>		
<b>Issue / Action</b>	<b>Lead officer</b>	<b>Timescale</b>
Access to alternative libraries – promote the Housebound Library Service where appropriate. Promote the availability of Ring and Ride services and the Local Link services in certain areas.	Denise Lockyer	Throughout implementation and on-going as required
Reschedule or relocation of groups currently using the libraries – work with the groups to offer alternative time for using the library to hold their meetings if staff assistance is required for meetings to take place.	Denise Lockyer/Karen Heathcote	Throughout implementation and on-going as required

<b>Signature of Service Unit Manager</b>	<b>Date</b>
<b>Signature of Assistant Executive Director</b>	<b>Date</b>



# Agenda Item 7.

<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  Stephanie Butterworth – Executive Director (People)
<b>Subject:</b>	<b>CONSIDERATION OF DISCRETIONARY POWERS TO ACCOMMODATE PENDING A HOMELESSNESS REVIEW</b>
<b>Report Summary:</b>	<p>This report proposes a new Tameside MBC policy with regard to the exercise of its discretionary powers to secure accommodation. It relates to the powers to accommodate an applicant pending a review of a decision under the Homelessness legislation (s.188 (3)), or pending an appeal to the County Court (x204(40)).</p> <p>The proposed policy is that Tameside MBC will give consideration of whether, or not to exercise its discretion in every case where an applicant requests accommodation.</p> <p>This represents a change to the Council's policy of the last 5 years which has been always to exercise its powers to accommodate pending a review in every case that an applicant makes such a request.</p> <p>The Policy and Procedure is attached to this report at <b>APPENDIX 1</b>.</p> <p>The Equality Impact Assessment is attached to this report at <b>APPENDIX 2</b></p>
<b>Recommendations:</b>	That the proposed policy is approved
<b>Links to Community Strategy:</b>	Tameside's Community Strategy confirms the Strategic Partnership's commitment to addressing housing need under the theme "Supportive Tameside".
<b>Policy Implications:</b>	Subject of the report.
<b>Financial Implications: (Authorised by the Section 151 Officer)</b>	<p>There will be no additional financial implications arising on existing contracts as a result of this policy change.</p> <p>It is essential that each case is carefully considered to ensure the Council is not exposed to any potential legal challenge and associated costs that could arise from a decision not to accommodate in the interim period.</p> <p>It should be noted that the proposed policy change will bring the Council's policy in line with the other boroughs in Greater Manchester.</p>
<b>Legal Implications: (Authorised by the Borough Solicitor)</b>	As long as each case is considered carefully on a case by case basis, with reference to the principles set out in Camden LBC ex parte Mohammed (1997), the Council should be well placed to


defend any challenges that arise from a decision not to accommodate in the interim period.

**Risk Management:**

Set out in section 5 of the report

**Access to Information:**

The background papers relating to this report can be inspected by contacting Diane Barkley, Poverty and Prevention Officer on:

 Telephone:0161 342 3110

 e-mail: [diane.barkley@tameside.gov.uk](mailto:diane.barkley@tameside.gov.uk)

## 1. INTRODUCTION

- 1.1 This report proposes a new Tameside MBC (TMBC) policy with regard to the exercise of its discretionary powers to accommodate an applicant pending a review of a decision under the Homelessness legislation (s.188 (3)), or pending an appeal to the county court (s204 (4)).
- 1.2 The proposed policy is that TMBC will give full consideration to the particular facts of each case when a request for accommodation is made in line with the finding in the case of R v Camden LBC exp. Mohammed (1997) 30 HLR 315 that in exercising the discretion, certain matters will always be considered, that is: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant.
- 1.3 In accordance with the Homelessness Code of Guidance, in considering whether to exercise its s.188(3) power, TMBC will balance the objective of maintaining fairness between homeless persons in circumstances where it has been decided no duty is owed to them against proper consideration of the possibility that the applicant might be right.
- 1.4 A decision not to exercise the power to accommodate does not pre judge the outcome of the review case which will be based on all the facts and evidence obtained or provided by the date of the review itself
- 1.5 This represents a change to the Council's policy of the last 5 years which has been always to exercise its powers to accommodate pending a review in every case that an applicant makes such a request.
- 1.6 The Homelessness Code of Guidance says (para 15.23) that in deciding whether to exercise the discretionary power to accommodate pending an appeal to the county court Housing Authorities should use the same approach and consider the same factors as for a decision whether to accommodate pending a review.
- 1.7 The policy and procedure are attached to this report as **appendix 1**.

## 2. BACKGROUND

### Legal Framework

- 2.1 The Housing Act: s.202 of the Housing Act gives homelessness applicants the right to ask for a review of an adverse decision relating to their case. s188 (3) of the Act includes a power for the Housing Authority to ensure that accommodation is available for the applicant during the review process: "...if the applicant requests a review of the Housing Authority's decision on the duty owed to them under Part 7, the authority has the power to secure that accommodation is available for the applicant's occupation pending a decision on that review".
- 2.2 Applicants have a right to appeal to the county court on a point of law against a Housing Authority's decision on a review, or if they are not notified of the review decision, against the original homelessness decision. Under s204 (4) Housing Authorities have the power to accommodate certain applicants:
  - a) During the period for making an appeal against their decision, and
  - b) If an appeal is brought, until it and any subsequent appeals are finally determined

- 2.3 The legislation provides for discretion, but not a duty, on the local Housing Authority, to provide accommodation for the applicant and the members of his or her household during the review process and the appeal process.
- 2.4 The local Housing Authority is under no obligation to consider, in every case, whether it should exercise the power. Case law confirms that an applicant who wants accommodation pending the review should ask for it. R (Ahmed) v Waltham Forest London Borough Council [2001] EWCH 540 (Admin), (2001) October, Legal Action, p.17, Admin Ct.
- 2.5 The Homelessness Code of Guidance gives guidance on how local Housing Authorities should exercise their homelessness functions and apply the various statutory criteria in practice. Chapter 15 of the Code refers to the powers to accommodate pending review and appeal.

### 3. RATIONALE FOR A NEW POLICY

#### Review of all homelessness provision

- 3.1 Members have considered previous reports about the increase in homelessness presentations and the number of people to whom the Council owes a duty.
- 3.1 The increase in Tameside reflects a national trend since quarter 4 2014/15. In quarter 1 of 2016/17 15,170 households were accepted as homeless - a jump of 10% on the same period last year. On 30 June 2016 there were 73,120 households living in temporary accommodation, 9% higher than the same date in 2015.
- 3.2 In Tameside, key data shows an increase in demand starting in quarter 4 2014/15. Table 1 shows that the number of people presenting as homeless has more than doubled in 2015/16, compared to 2014/15, from 220 to 451 households. To date in 2016/17, 285 people have presented as homeless, representing a further increase compared to 2015/16.

**Table 1: Data on homelessness presentations and acceptances in Tameside**

	Jun-14	Sep-14	Dec-14	Mar-15	Jun-15	Sep-15	Dec-15	Mar-16	Jun-16	Sep-16
Homelessness prevention	239	240	190	202	107	151	190	230	227	238
Presentations as homeless	43	52	38	87	99	116	103	133	125	160
Acceptance of full duty	11	12	14	26	37	45	33	47	58	61

- 3.3 There has been a subsequent increase in placements into temporary accommodation in 2015-16, 605 compared to 193 in 2014-15, an increase of 213%. At the end of quarter 2 in 2016/17, there has been 309 placements in temporary accommodation.
- 3.4 In line with the increase of people presenting as homeless and subsequent decisions made TMBC has experienced an increase in requests for a review of adverse decisions from 6 in 2013/14 to 28 in 2015/16, an increase of 367%. At the same time there has been a reduction in the proportion of decisions overturned on review.
- 3.5 In response to the increase in homelessness in Tameside the Council has reviewed its current homelessness provision. It has already agreed via an Executive Decision on 2 September 2016 to an increase in the provision of temporary supported housing by 10 additional units to meet demand. It has also agreed via a further Executive Decision to a

variation to the contract for Tameside Housing Advice to allow for an increase in homelessness prevention work.

- 3.6 With regard to the provision of accommodation pending a review outcome, the Council has reviewed its current policy in line with practice in Greater Manchester. This review has identified that Tameside is the only borough in Greater Manchester that always and automatically provides accommodation when an applicant that is requesting a review of an adverse decision requests accommodation during the review process. Tameside has previously adopted this position to ensure that there is no risk of an applicant challenging the authority that, it in not exercising its discretion to provide accommodation pending the review; it has pre-judged the outcome of the review.
- 3.7 The policy in the other boroughs in Greater Manchester is to assess each individual request as it is made, in accordance with the Homelessness Code of Guidance and subsequent case law and to make a decision whether or not to exercise the power of discretion in each case.
- 3.8 This is the approach that the Council propose to adopt in Tameside supported by a robust procedure that will ensure that the risk of successful challenge is reduced.
- 3.9 Paragraph 15.19 of the Homelessness Code of Guidance says that where generally, only a small proportion of requests for a review are successful, it may be open to Housing Authorities to adopt a policy of deciding to exercise their powers to accommodate pending a review only in exceptional circumstances. However, such a policy would need to be applied flexibly and each case would need to be considered on its particular facts. In deciding whether there were exceptional circumstances, the Housing Authority would need to take account of all material considerations and disregard all those which were immaterial.
- 3.10 In the case of *R v Camden LBC exp. Mohammed* (1997) 30 HLR 315, the Court held that it is lawful for an authority to exercise its power to accommodate only in exceptional circumstances.
- 3.11 The proposed Tameside policy does not go so far as to assume that the exercise of the power to accommodate may occur only in exceptional circumstances. 25% of reviews in Tameside over the past 2 years have been successful; this does not fit the definition a “small proportion”. However, the Council has agreed that it is good practice to have in place a written policy and procedure and that these comply with the principles set out of considering every case on its particular facts.

#### **4. PROCEDURE FOR CONSIDERING WHETHER TO EXERCISE POWER**

- 4.1 In accordance with the Homelessness Code of Guidance and case law, the Tameside procedure will ensure that the details of every case where the applicant requests accommodation pending a review are fully considered. It will also ensure that process of consideration is recorded and the rationale for the final decision is described.
- 4.2 In the case of *R v Camden LBC exp. Mohammed* (1997) 30 HLR 315, the Court held that in exercising the discretion, certain matters would always require consideration by the local Housing Authority: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant.
- 4.3 The proposed procedure will ensure that each of these factors is given full consideration and that the results of this are recorded. It also ensures that the rationale for the final decision is described.

## 5. RISKS

- 5.1 **Of legal action:** If the local Housing Authority declines to exercise its discretionary power, a court will only intervene if the local Housing Authority has made an error of law in considering the exercise of its discretion (or has failed to consider the request for accommodation at all)<sup>1</sup>. Any challenge to the local Housing Authority's exercise or non-exercise of discretion must be made by way of judicial review proceedings
- 5.2 The procedure will ensure that the requirements of the Code of Guidance and subsequent case law are complied with and that full consideration is given to each case. In cases where the TMBC officer is in any doubt then they must check their conclusion with TMBC Head of Legal Services before notifying the applicant of the outcome. This reduces the risk of legal action.
- 5.3 In developing this policy and procedure the Council has consulted with colleagues in Greater Manchester. In each case the local Housing Authority has adopted a policy of exercising their power to accommodate in only exceptional cases; only 1 local authority reported that an applicant had applied for judicial review following a decision not to exercise discretion to accommodate.
- 5.4 **That a decision not to accommodate presupposes the outcome of a review:** The procedure ensures that a decision not to exercise discretion to accommodate will not pre-judge the outcome of the review case. The review case will be based on all the facts and evidence obtained or provided by the date of the review itself.

## 6. EQUALITIES

- 6.1 An Equality Impact Assessment (EIA) has been carried out on this strategy and is attached at **Appendix 2** of this report. Before approving this strategy, Members need to consider and be satisfied that the assessment has been carried out properly and meaningfully in order to discharge their public sector duty under S149 of the Equalities Act 2010.
- 6.2 The EIA identifies that a high proportion of people requesting a review (37.5%) have a disability and that of these, 55.5% have resulted in the adverse decision being overturned. The Council will ensure that the assessment of whether or not to use the discretionary power to accommodate takes account of all the particular and relevant circumstances of the applicant. The Council is also obliged to take account of its public sector equality duty.

## 7. CONCLUSION

- 7.1 The Code of Guidance and subsequent case law provides the local authority with the power to accommodate pending a review in exceptional cases only. It also says that the Housing Authority should adopt the same approach and consider the same factors in considering whether to exercise its discretion to accommodate pending an appeal to the county court.
- 7.2 The proposed policy is that TMBC will give full consideration to the particular facts of each case when a request for accommodation is made in line with the finding in the case of R v Camden LBC exp. Mohammed (1997) 30 HLR 315 that in exercising the discretion, certain matters will always be considered, that is: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant

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<sup>1</sup> Jan Luba QC and Liz Davies, Housing Allocation and Homelessness Law and Practice (3<sup>rd</sup> Edition) Bristol, (2012)

7.3 The evidence of the last 2 years is that the number of requests for reviews that the Council receives is increasing, while the proportion of those that are over turned is decreasing. The availability of a policy and procedure for the consideration of whether or not to exercise this discretion provides safeguards for applicants that the Council is following a fair and legal process.

## **8. RECOMMENDATIONS**

8.1 As detailed on the report cover.

# APPENDIX 1

## **Tameside Policy and Procedure: DISCRETIONARY POWERS TO SECURE ACCOMMODATION (HOUSING ACT 1996 S188 (3), S204 (4))**

Tameside MBC  
September 2016  
**Final Version**

### **1. The policy:**

- 1.1** Tameside MBC (TMBC) has agreed a policy that in considering whether to exercise its s.188(3) or s(204(4) power, TMBC will give full consideration to the particular facts of each case when a request for accommodation is made and apply the finding in the case of R v Camden LBC exp. Mohammed (1997) 30 HLR 315 that in exercising the discretion, certain matters will always be considered, that is: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant.
- 1.2** In accordance with the Homelessness Code of Guidance it will balance the objective of maintaining fairness between homeless persons in circumstances where it has decided no duty is owed to them against proper consideration of the possibility that the applicant might be right.
- 1.3** A decision not to exercise the power to accommodate does not pre-judge the outcome of the review case which will be based on all the facts and evidence obtained or provided by the date of the review itself.
- 1.4** The Homelessness Code of Guidance says (para 15.23) that in deciding whether to exercise the discretionary power to accommodate pending an appeal to the county court Housing Authorities should use the same approach and consider the same factors as for a decision whether to accommodate pending a review.

### **2. The procedure**

This document sets out the process whereby TMBC will consider and decide whether it will exercise its power to accommodate pending a review under S188 (3) or s 204(4) of the Housing Act 1996.

The procedure includes the actions that will be taken by Tameside Housing Advice (THA) staff, and by TMBC staff.

This policy and procedure will be reviewed in 12 months or immediately following any relevant case law.

### **3. Legal Framework:**

#### **S188 (3) Housing Act**

"..if the applicant requests a review of the Housing Authority's decision on the duty owed to them under Part 7, the authority has the power to secure that accommodation is available for the applicant's occupation pending a decision on that review.

#### **S204 (4) Housing Act**

Applicants have a right to appeal to the county court on a point of law against a Housing Authority's decision on a review, or if they are not notified of the review decision, against the original homelessness decision. Under s204 (4) Housing Authorities have the power to accommodate certain applicants:



- a) During the period for making an appeal against their decision, and
- b) If an appeal is brought, until it and any subsequent appeals are finally determined

### **Homelessness Code of Guidance:**

Para 15.15 says: “In considering whether to exercise their s.188(3) power, Housing Authorities will need to balance the objective of maintaining fairness between homeless persons in circumstances where they have decided no duty is owed to them against proper consideration of the possibility that the applicant might be right.”

Para 15.19 says: “Where, generally, only a small proportion of requests for a review are successful, it may be open to Housing Authorities to adopt a policy of deciding to exercise their powers to accommodate pending a review only in exceptional circumstances. However, such a policy would need to be applied flexibly and each case would need to be considered on its particular facts. In deciding whether there were exceptional circumstances, the Housing Authority would need to take account of all material considerations and disregard all those which were immaterial.”

Para 15.23 says “that in deciding whether to exercise the discretionary power to accommodate pending an appeal to the county court Housing Authorities should use the same approach and consider the same factors as for a decision whether to accommodate pending a review.”

### **Case Law**

**R v Camden LBC exp. Mohammed (1997) 30 HLR 315:** the Court held that in exercising the discretion, certain matters would always require consideration by the local Housing Authority: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant.

### **Legal Guidance**

**Source:** Jan Luba QC and Liz Davies, *Housing Allocation and Homelessness Law and Practice* (3<sup>rd</sup> Edition) Bristol, (2012)

19.142 – The local Housing Authority has discretion, but not a duty, to provide accommodation for the applicant and the members of his or her household during the review process. The discretion is available whether or not the applicant has been accommodated prior to the original decision.

19.143 – The local Housing Authority is under no obligation to consider, in every case, whether it should exercise the power. An applicant who wants accommodation pending the review should ask for it. *R (Ahmed) v Waltham Forest London Borough Council* [2001] EWCH 540 (Admin), (2001) October, Legal Action, p.17, Admin Ct.

19.144 – If the local Housing Authority declines to exercise this power, a court will only intervene if the local Housing Authority has made an error of law in considering the exercise of its discretion (or has failed to consider the request for accommodation at all). Any challenge to the local Housing Authority’s exercise or non-exercise of discretion can only be made by way of judicial review proceedings.

## **4. Procedure for consideration:**

### **4.1 Timescale:**

All considerations must be completed and concluded the same working day as the request for the review and for accommodation pending the outcome of the review has been submitted. If this is

not possible then THA staff must arrange accommodation overnight and ask the applicant to return to THA the following working day. THA staff must explain to the applicant the purpose of them returning to THA.

#### 4.2 Officers responsible for undertaking the consideration

The TMBC officer making the consideration of whether to exercise the power to accommodate must be appropriately qualified to do so.

#### 4.3 Process

THA staff must notify TMBC staff by email immediately that an applicant has requested a review and asked for accommodation to be provided pending the outcome of the review.

THA staff must ensure that the TMBC officer has full access to the applicant's case notes, including their full circumstances, all supporting evidence, the decision and the reason for the decision

Once a request for accommodation pending the outcome of a review is received the TMBC officer must establish the following

- The identity and circumstances of the applicant;
- The decision that has been taken;
- Whether the applicant has provided any additional information with the review request.

#### 4.4 Assessment

The TMBC officer must then undertake the assessment by considering each and all of the issues below. The TMBC officer must keep a written record of their conclusions against each issue using the template attached at **Appendix A**.

##### **4.4.1 What are the merits of the case for a review?**

- a) Does the decision taken appear to be contrary to the merits of the case?
- b) Did the decision require a fine balance of judgement that could have gone either way?
- c) Have there been any procedural irregularities in arriving at the decision?
  - Was all the evidence taken into consideration?
  - Did the decision maker take account of all representations made?
  - Did the decision maker advise the applicant of all negative findings and give the applicant an opportunity to respond?
  - Were all appropriate enquiries made before arriving at the decision?

##### **4.4.2 Has any new material been provided?**

- a) Consider whether any new material, information or argument provided by the applicant would be likely to alter the original decision.

##### **4.4.3 What are the applicant's personal circumstances and what would be the consequences to them of a decision not to accommodate?**

- a) Is the applicant a single person?
- b) Does the applicant have dependent children?
- c) Do they have any friends / family / other support networks?
- d) What was the actual decision – i.e. if it was not homeless then TMBC is of the view that the applicant has somewhere to stay; if it was not priority need then TMBC is of the view that the applicant is no more vulnerable than the ordinary person on becoming homeless.

##### **4.4.4 Are there any other relevant issues in favour of exercising discretion to house?**

The TMBC officer must satisfy themselves that they have considered all issues in the applicant's file, and any additional material provided.

#### 4.5 Conclusion:

##### 4.5.1 Decision not to exercise discretion

In reaching a decision **not** to exercise discretion to provide accommodation the TMBC officer should be satisfied of the following:

That

- the original decision was a clear one based on the facts of the case known at the time;
- there were no procedural irregularities in making the original decision;
- there is no new information, material or argument that is strong enough to merit the use of the power to accommodate;
- the applicant's personal circumstances, and the consequences to them of not exercising the discretion to accommodate do not warrant the use of the power to accommodate;
- there are no other relevant issues in favour of exercising discretion to accommodate.

The TMBC officer must draft a letter for the applicant using the template letter attached at **Appendix B**.

In cases where the TMBC officer is in any doubt whether exceptional circumstances apply then they must check their conclusion with TMBC Head of Legal Services before notifying the applicant of the outcome.

If no one from legal is available then the TMBC officer must notify THA staff and request that accommodation be arranged overnight and that the applicant must return to THA the next day.

##### 4.5.2 Decision to exercise discretion

The TMBC officer must advise THA staff / manager / accommodation officer immediately that the TMBC has decided to use its discretion to accommodate pending the outcome of the review.

**Date of review: December 2017**

## APPENDIX A

**Record of procedure for consideration of powers to accommodate pending a review S188 (3) or appeal to the county court (s204 (4))**

<b>Name of applicant</b>	
<b>Date of Birth</b>	
<b>Abritas reference</b>	
<b>Decision</b>	
<b>THA officer name</b>	
<b>Date of review request</b>	
<b>Today's date</b>	

<b>Reviewing officer</b>	
<b>Is this a s188(3) or s204(4) request</b>	

<b>Issue</b>	<b>Y/N</b>	<b>Finding / Rationale</b>
Has the applicant provided any additional information with the review request		
<b>What are the merits of the case for a review</b>		
Does the decision that was taken appear to be contrary to the merits of the case?		
Did the decision require a fine balance of judgement that could have gone either way		
Have there been any procedural irregularities in arriving at the decision?		
Was all the evidence taken into consideration?		
Did the decision maker take account of all representations made?		
Did the decision maker advise the applicant of all negative findings and give the applicant an opportunity to respond		
Were all appropriate enquiries made before arriving at the decision?		
<b>Has any new material been provided?</b>		
Is any of the new material, information or argument provided by the applicant likely to alter the original decision		
<b>What are the applicant's personal circumstances and what would be the consequences to them of a decision not to accommodate?</b>		
Is the applicant a single person?		

Does the applicant have dependent children?		
Do they have any friends / family / other support networks?		
What was the actual decision – i.e. if it was not homeless then TMBC is of the view that the applicant has somewhere to stay; if it was not priority need then the TMBC is of the view that the applicant is no more vulnerable than the ordinary person on becoming homeless		
<b>Are there any other relevant issues in favour of exercising discretion to house?</b>		

**Conclusion**

<b>Finding (delete as appropriate)</b>	<b>Rationale</b>
the original decision was / was not a clear one based on the facts of the case known at the time	
there were / were not procedural irregularities in making the original decision	
there is / there is not new information, material or argument that is strong enough to merit the use of the power to accommodate	
the applicant's personal circumstances, and the consequences to them of not exercising the discretion to accommodate do / do not warrant the use of the power to accommodate	
there are / are not other relevant issues in favour of exercising discretion to accommodate	

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**Decision**

<b>Decision</b>	<b>Rationale</b>
Decision not to exercise discretion:	
Decision to exercise discretion	

## APPENDIX B

### **DECISION TO REFUSE TO PROVIDE INTERIM ACCOMMODATION PENDING A REVIEW, or an Appeal to the County Court (APPLYING THE MOHAMMED TEST) – LETTER TO APPLICANT.**

**Name**

**Address**

Dear [name]

**Re: Request for a review under section 202 of the Housing Act, part 7, as amended by the Homelessness Act 2002 / or request for accommodation pending an appeal to the county court**

Thank you for your letter dated [date], received on [date]. I note that you are requesting a review of this Authority's decision taken on [date] that you are not *homeless/in priority need/eligible/intentionally homeless/duty ended\** (\*delete as appropriate). / I note that you have lodged an appeal in the County Court

You have asked that the Authority provide you with accommodation pending the review/the appeal.

Having carefully considered your request for accommodation pending the outcome of the review, I regret to advise that this will not be possible.

In reaching this decision I have fully considered the whole of your circumstances in accordance with paragraphs 15.12 – 15.16 and 15.19 of the Homelessness Code of Guidance and relevant case law and I am satisfied that the decision I have reached is not at odds with the guidance in the code. Accordingly I have considered (1) the merits of the substantive case, (2) whether there was new material on review that could affect the decision (3) your personal circumstances and the consequences to you if accommodation is not provided and 4) I have also considered whether there are any other relevant issues.

I have considered your circumstances in line with Tameside MBC policy and procedure regarding the discretionary powers to accommodate. This policy states that Tameside MBC will give full consideration to the particular facts of each case when a request for accommodation is made in line with the finding in the case of *R v Camden LBC exp. Mohammed* (1997) 30 HLR 315 that in exercising the discretion, certain matters will always be considered, that is: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant.

Issue 1

#### **The merits of your case for a review**

In considering this issue, the Authority has considered the written representations you have made, received on [date] directly or through your representative and all the information already on file about your circumstances. I have considered the information you provided; namely [insert detail].

I have considered the merits of the case itself and the extent to which it could be said that the decision was either one that appears to be contrary to the merits of the case or one that required a very fine balance of judgement that could have gone either way. I am satisfied that it was a clear decision reached on the facts of the case known at the time.

I have also considered whether there have been any procedural irregularities in making the original decision that could have affected the decision that was taken and I am satisfied that there were no procedural irregularities. In arriving at the original decision the Authority considered all representations. All negative findings were put to you and an opportunity to comment was given. I have found that all necessary and appropriate enquiries were made in this case.

Issue 2

### **Consideration of any new material**

I have considered whether any new material, information or argument has been put to the Authority, which could alter the decision under review. Without pre judging the outcome of the review case I am satisfied that none of the new material submitted to date would have a real effect on the review outcome for me to reach the decision that the accommodation pending the review should be granted.

Issue 3

### **Do your personal circumstances warrant an exercise of the discretion to house?**

In considering the issue of our discretion to provide accommodation, I have taken account of your circumstances and the consequences to you of not exercising the discretion to accommodate which are as follows:

*List circumstances and whether:*

- a) *if single - family friends and support is available to them – the decision itself i.e. if it is a not homeless decision the authority are of the view there is accommodation available; if it is a non-priority decision the authority are of the view that the person would not suffer more harm in comparison with an ordinary person on becoming homeless*
- b) *If a family - whether family friends or support is available as well as whether a referral to children's services has been made for an assessment under child in need. Plus for intentionally homeless families the reasonable period of time that has or will be granted to make their own arrangements*

Issue 4

### **Are there any other relevant issues in favour of exercising the discretion to house you/your client?**

Having considered your file again, I am satisfied that there was no evidence upon which one could suggest that any other relevant issues exist.

In the circumstances, I confirm that it is with some regret that I advise that the Authority will not provide you with accommodation pending the outcome of the section 202 review/pending the appeal to the county court.

In reaching my decision I have had regard to all relevant matters that relate to the facts of your case and have given these appropriate weight and consideration. I have ignored all facts and matters that are not relevant. I am satisfied that the facts of your case support the decision I have reached and have been applied to the correct legal tests for decision making in homelessness cases.

I have also, in making my decision, had regard to this Local Authority's Homelessness Strategy.

None of this in any way pre judges the outcome of the review case which will be based on all the facts and evidence obtained or provided by the date of the review itself (*delete if not appropriate*).



You have the right to challenge this decision not to accommodate you pending review by way of a judicial review. You can find guidance on this process at: <https://www.justice.gov.uk/downloads/courts/administrative-court/applying-for-judicial-review.pdf>

*Or*

You have the right to appeal to the county court against a decision to appeal to the county court against a decision not to secure accommodation for you pending your main appeal.

Yours sincerely

## APPENDIX 2

<b>Subject / Title</b>	<b>DISCRETIONARY POWERS TO SECURE ACCOMMODATION (HOUSING ACT 1996 S188(3), S204(4))</b>
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<b>Service Unit</b>	<b>Service Area</b>	<b>Directorate</b>
CUSTOMER CARE AND ADVOCACY	STRONGER COMMUNITIES	PEOPLE

<b>Start Date</b>	<b>Completion Date</b>
SEPTEMBER 16	OCTOBER 2016

<b>Lead Officer</b>	DIANE BARKLEY
<b>Service Unit Manager</b>	DIANE BARKLEY
<b>Assistant Executive Director</b>	EMMA VARNAM

EIA Group (lead contact first)	Job title	Service
Diane Barkley	Poverty and Prevention Manager	Customer care and advocacy
Colm O'Brien	Senior Housing Strategy Officer	Customer care and advocacy

### **PART 1 – INITIAL SCREENING**

<b>1a.</b>	<b>What is the project, policy or proposal?</b>	DISCRETIONARY POWERS TO SECURE ACCOMMODATION (HOUSING ACT 1996 S188(3), S204(4))
<b>1b.</b>	<b>What are the main aims of the project, policy or proposal?</b>	<p>This report proposes a new Tameside MBC policy with regard to the exercise of its discretionary powers to secure accommodation. It relates to the powers to accommodate an applicant pending a review of a decision under the Homelessness legislation (s.188(3)), or pending an appeal to the County Court (x204(4)).</p> <p>The proposed policy is that TMBC will give full consideration to the particular facts of each case when a request for accommodation is made in line with the finding in the case of R v Camden LBC exp. Mohammed (1997) 30 HLR 315 that in exercising the discretion, certain matters will always be considered, that is: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant.</p>

<p><b>1c. Will the project, policy or proposal have either a direct or indirect impact on any groups of people with protected equality characteristics?</b>  <b>Where a direct or indirect impact will occur as a result of the policy, project or proposal, please explain why and how that group of people will be affected.</b></p>
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Protected Characteristic	Direct Impact	Indirect Impact	Little / No Impact	Explanation
Age	x			Homelessness may affect any member of the population regardless of age. Age may be pertinent to any assessment of vulnerability and to any assessment of the impact on the applicant of a decision to not exercise discretion to accommodate
Disability	x			Homelessness may affect any member of the population regardless of disability. Disability may be pertinent to any assessment of vulnerability and to any assessment of the impact on the applicant of a decision to not exercise discretion to accommodate
Race	x			Homelessness may affect any member of the population regardless of race
Sex / Gender	x			Homelessness may affect any member of the population regardless of gender
Religion or Belief	x			Homelessness may affect any member of the population regardless of religion or belief
Sexual Orientation	x			Homelessness may affect any member of the population regardless of sexual orientation
Gender Reassignment	x			Homelessness may affect any member of the population regardless of gender reassignment
Pregnancy & Maternity	x			Homelessness may affect any member of the population regardless of pregnancy and maternity. Pregnancy and maternity may be pertinent to any assessment of vulnerability and to any assessment of the impact on the applicant of a decision to not exercise discretion to accommodate
Marriage & Civil Partnership		x		Homelessness may affect any member of the population regardless of marital or partner status

**Are there any other groups who you feel may be impacted, directly or indirectly, by this project, policy or proposal? (e.g. carers, vulnerable residents, isolated residents)**

Group (please state)	Direct Impact	Indirect Impact	Little / No Impact	Explanation
Homeless people	<u>x</u>			The policy relates to services offered to people who have presented as homeless to the Council.

*Wherever a direct or indirect impact has been identified you should consider undertaking a full EIA or be able to adequately explain your reasoning for not doing so. Where little / no impact is anticipated, this can be explored in more detail when undertaking a full EIA.*

1d.	Does the project, policy or proposal require a full EIA?	Yes	No
		x	

<b>1e.</b>	<b>What are your reasons for the decision made at 1d?</b>	All of the protected characteristic groups will potentially experience a direct or indirect impact as a result of the strategy.
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*If a full EIA is required please progress to Part 2*

**PART 2 – FULL EQUALITY IMPACT ASSESSMENT**

<b>2a. Summary</b>
<p>This EIA is of the Council’s proposed policy with regard to the exercise of its discretionary powers to accommodate an applicant pending a review of a decision under the Homelessness legislation (s.188(3)), or pending an appeal to the county court (s204(4)).</p> <p>The proposed policy is that TMBC will give full consideration to the particular facts of each case when a request for accommodation is made in line with the finding in the case of R v Camden LBC exp. Mohammed (1997) 30 HLR 315 that in exercising the discretion, certain matters will always be considered, that is: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant.</p> <p>In accordance with the Homelessness Code of Guidance, in considering whether to exercise its s.188(3) power, TMBC will balance the objective of maintaining fairness between homeless persons in circumstances where it has decided no duty is owed to them against proper consideration of the possibility that the applicant might be right.</p> <p>A decision not to exercise the power to accommodate does not pre-judge the outcome of the review case which will be based on all the facts and evidence obtained or provided by the date of the review itself.</p> <p>This represents a change to the Council’s policy of the last 5 years which has been always to exercise its powers to accommodate pending a review in every case that an applicant makes such a request.</p> <p>The Homelessness Code of Guidance says (para 15.23) that in deciding whether to exercise the discretionary power to accommodate pending an appeal to the county court Housing Authorities should use the same approach and consider the same factors as for a decision whether to accommodate pending a review.</p>

<b>2b. Issues to Consider</b>
<p>Recent case law has clarified the relationship between a local authority’s public sector equality duty and its duty under the homelessness legislation. A conjoined case in the Supreme Court in 2015, Hotak and others (Appellants) vs London Borough of Southwark and another (Respondents) [2015] UKSC 30 found that a local authority’s public sector equality duty is complementary to its duty under the homelessness legislation.</p> <p>The Supreme Court emphasised that a homelessness decision (or review) must be made with the equality duty in mind, and that the officer must take account of: a) whether an applicant has a relevant protected characteristic; b) its extent c) its likely effect, when taken together with any other features, on the applicant, if and when homeless and d) whether the applicant is vulnerable as a result.</p>

## 2c. Impact

The Mohammed case referred to above ensures that in every case where the local authority is considering a request to provide accommodation, then the individual circumstances of the applicant, including the potential impact on them and other members of their household, of accommodation not being provided is taken into account. In this case the local authority is required to take account of the public sector equality duty.

In each of these cases the policy of considering each case individually when considering whether or not to exercise discretion to accommodate, rather than to accommodate automatically on request, may result in the applicant not being accommodated.

In each of these cases the decision not to exercise discretion to accommodate may lead the applicant to fear that the outcome of their review has been pre-judged.

### **Gender**

In the last 18 months more men than women have asked for a review of their homelessness decision. In 2015/16, of 31 requests for a review, 18 (58%) were made by men, and 13 (42%) by women. In 2016/17 to date, of 17 requests, 14 (82%) were made by men and 3 (18%) by women.

### **AGE**

In the last 18 months the age profile of people requesting reviews is

18-21	3	6%
22-25	9	19%
26-30	7	14.5%
31-40	15	31%
41-50	7	14.5%
51-60	2	4%
61-65	2	4%
66-70	0	
71-75	1	2%
Not known	2	4%
total	48	

This shows that the largest single group are aged 26-30, with 60% of applicants aged between 26 and 50 years.

A small proportion (6%) are aged over 60 and more likely to be vulnerable as a result of older age

### **Race / Ethnicity**

In the last 18 months, the majority of requests for reviews have been made by White British households. In 2015/16, of 31 requests, 20 (64.5%) were White British, 3 (10%) were not given, 2 were Black British, 6.5%, there was 1 (3%) of each of the following: Asian other, Asian Pakistani, Black Other, Mixed white and black, Chinese and Irish. The proportion of non-White British people asking for a review is higher than their representation in the local population.

In 2016/17, of 17 requests, 15 (88%) were White British, and there was 1 of each of other EEA and other Asian.

### **Disability (including mental health)**

There is a high representation of people experiencing disabilities among people requesting a review of an adverse homelessness decision. In 2015/16 of 31 requests, 12 (39%) were people with a disability, of these 50% of decisions were overturned. In 2016/17 of 17 requests for a review, 6 (35%) were people with a disability, of these 4 (66%) have been overturned.

This shows that the review of an adverse decision affecting a person with a disability is likely to result in that adverse decision being overturned. The assessment of whether or not to use the discretionary power to accommodate should take account of the potential adverse impact on the applicant of not being accommodated.

**Sexuality**

There is no current data on the sexuality of people requesting a review of their homelessness decision.

**Gender Reassignment**

In the last 18 months, 1 (2%) person who requested a review was undergoing gender reassignment.

**Religion & Belief**

There is no current data on the sexuality of people requesting a review of their homelessness decision

**Pregnancy and maternity**

Under the legislation, certain categories of household, such as families with children and households that include someone who is vulnerable, for example because of pregnancy, old age, or physical or mental disability, have a priority need for accommodation. A household within this category may request a review following a decision that they are not homeless, or that they are intentionally homeless.

There have been 3 (6%) households in this category over the last 18 months

**Marriage and Civil Partnership**

In 2015/16, 8 (26%) out of 31 applicants requesting a review were married or co-habiting. In 2016/17, 3 (17.5%) out of 17 applicants were married or co-habiting

**2d. Mitigations** *(Where you have identified an impact, what can be done to reduce or mitigate the impact?)*

<p>Applicant may not be accommodated</p>	<p>TMBC will give full consideration to the particular facts of each case when a request for accommodation is made in line with the finding in the case of R v Camden LBC exp. Mohammed (1997) 30 HLR 315 that in exercising the discretion, certain matters will always considered, that is: (a) the merits of the substantive case, (b) whether there was new material on review that could affect the decision, (c) the personal circumstances of the applicant. .</p> <p>The Mohammed case referred to above ensures that in every case where the local authority is considering a request to provide accommodation, then the individual circumstances of the applicant, including the potential impact on them and other members of their household, of accommodation not being provided is taken into account. In this case the local authority is required to take account of the public sector equality duty.</p> <p>In accordance with the Homelessness Code of Guidance, in considering whether to exercise its s.188(3) power, TMBC will balance the objective of maintaining fairness between homeless persons in circumstances where it has decided no duty is owed to them against proper consideration of the possibility that the applicant might be right</p>
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Applicant may think the outcome has been pre-judged	A decision not to exercise the power to accommodate does not pre-judge the outcome of the review case which will be based on all the facts and evidence obtained or provided by the date of the review itself. Communication with the applicant should emphasise this.
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<b>2e. Evidence Sources</b>
Case law on homelessness Log of review cases Housing Act 1996 Homelessness Code of Guidance for Local Authorities

<b>2f. Monitoring progress</b>		
<b>Issue / Action</b>	<b>Lead officer</b>	<b>Timescale</b>
Monitoring of applicants not accommodated – by protected characteristic	Colm O'Brien	<i>Quarterly</i>
Monitoring of quality of reviews	Diane Barkley	<i>Quarterly</i>
<b>Signature of Service Unit Manager</b>		<b>Date</b>
<b>Signature of Assistant Executive Director</b>		<b>Date</b>

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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