

## AGENDA FOR

## CABINET

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### To: All Members of Cabinet

**Councillors** : R Shori (Leader and Cabinet Member for Business Engagement and Regeneration (Chair)), J Lewis (Deputy Leader and Cabinet Member for Finance and Human Resources), S Walmsley (Cabinet Member for Strategic Housing and Support Services), A Quinn (Cabinet Member for Environment), T Holt (Cabinet Member for Health & Wellbeing), S Briggs (Cabinet Member for Children and Families), T Tariq (Cabinet Member for Communities), T Pickstone (without portfolio) and I Gartside (without portfolio)

Dear Member

### Cabinet

You are invited to attend a meeting of the Cabinet which will be held as follows:-

<b>Date:</b>	Wednesday, 25 January 2017
<b>Place:</b>	Meeting Rooms A and B, Town Hall, Knowsley Street, Bury BL9 0SW
<b>Time:</b>	6.00 pm
<b>Briefing Facilities:</b>	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
<b>Notes:</b>	

## **AGENDA**

### **1 APOLOGIES FOR ABSENCE**

### **2 DECLARATIONS OF INTEREST**

Members of Cabinet are asked to consider whether they have an interest in any of the matters of the Agenda, and if so, to formally declare that interest.

### **3 PUBLIC QUESTION TIME**

Questions are invited from members of the public present at the meeting about the work of the Council and the Council's services.

Approximately 30 minutes will be set aside for Public Question Time, if required.

### **4 MINUTES** (*Pages 1 - 6*)

To approve as a correct record the minutes of the meeting held on 14 December 2016.

### **5 RESULTS OF THE PUBLIC CONSULTATION ON THE KEY PRINCIPLES FOR THE BURY LIBRARY SERVICE AND NEXT STEPS - TO FOLLOW** (*Pages 7 - 130*)

### **6 HEALTH AND SAFETY: ANNUAL REPORT 2016** (*Pages 131 - 170*)

### **7 BURY MAYORALTY 2017-2018**

### **8 URGENT BUSINESS**

Any other business which by reason of special circumstances the Chair agrees may be considered as a matter of urgency.

<b>Minutes of:</b>	<b>THE CABINET</b>
<b>Date of Meeting:</b>	14 December 2016
<b>Present:</b>	Councillor R Shori (in the Chair) Councillors K S Briggs, I Gartside, T Holt, J Lewis, A Quinn, T Tariq and S Walmsley
<b>Apologies:</b>	Councillor T Pickstone
<b>Public attendance:</b>	2 members of the public were in attendance.

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**CA.393 DECLARATIONS OF INTEREST**

Councillor R Shori declared a personal interest that his partner is employed by the Council.

**CA.394 PUBLIC QUESTION TIME**

A period of thirty minutes was allocated for any members of the public present at the meeting to ask questions about the work or performance of the Council or Council services.

No questions were asked.

**CA.395 MINUTES****Delegated decision:**

That the minutes of the meeting held on 19 October 2016 be approved and signed by the Chair as a correct record.

**CA.396 CORPORATE FINANCIAL MONITORING REPORT – APRIL 2016 TO SEPTEMBER 2016**

The Deputy Leader and Cabinet Member (Finance and Human Resources) submitted a report informing Cabinet of the Council's financial position for the period April 2016 to September 2016 and providing a projected estimated outturn at the end of the financial year 2016/2017.

The report included Prudential Indicators in accordance with CIPFA's Prudential Code.

**Delegated decision:**

That the financial position of the Council as at 30 September 2016 be noted.

**Reason for the decision:**

The report has been prepared in accordance with the Council's Financial Regulations relating to budget monitoring.

**Other options considered and rejected:**

To amend or reject the recommendation.

Cabinet 14 December 2016

## **CA.397 TREASURY MANAGEMENT STRATEGY – MID YEAR REPORT 2016/17**

The Deputy Leader and Cabinet Member (Finance and Human Resources) submitted a mid-year report on the Treasury Management Strategy which had been prepared in compliance with CIPFA's Code of Practice, and covers the following:

- An economic update for the 2016/2017 financial year to 30 September 2016;
- 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 2016/2017;
- A review of the Council's borrowing strategy for 2016/2017;
- A review of any debt rescheduling undertaken during 2016/2017 and
- A review of compliance with Treasury and Prudential Limits for 2016/17.

### **Delegated decisions:**

1. That the report be noted.
2. That approval be given to the addition of the Greater Manchester bodies to the Counterpart Investment List.

### **Reasons for the decision:**

The review is produced in accordance with the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice.

### **Other option considered and rejected:**

To make no changes to the current policy framework.

## **CA.398 BURY WHOLE SYSTEM TRANSFORMATION – DEVELOPMENT OF A ONE COMMISSIONING ORGANISATION**

The Leader of the Council and Cabinet Member (Business Engagement and Regeneration) submitted a report setting out the policy framework for whole system transformation in Bury. The report outlined the planned approach to the development of a One Commissioning Organisation (OCO).

### **Delegated decisions:**

1. That Cabinet endorse the planning framework, established by the Joint Leadership Team, as the methodology for delivering whole system transformation to support the corporate priorities and strategic outcomes of the Council and the Bury Locality Plan.
2. That approval be given to the planned approach to the development of the One Commissioning Organisation between Bury Council and Bury Clinical Commissioning Group

### **Reason for the decision:**

The decision sets out the approach to the development of an OCO, in line with planned transitional change to deliver on local, regional and national priorities and initiatives within public sector services.



**Other option considered and rejected:**

To reject the recommendations.

**CA.399 SPRINGS TENANT MANAGEMENT ORGANISATION SELF FINANCING OPTION PROGRESS UPDATE**

The Cabinet Member (Strategic Housing and Support Services) submitted a report providing an update on the work to explore the option of the Springs Tenant Management Organisation becoming a self-financing tenant management organisation.

**Delegated decisions:**

That approval be given for the Council to continue to support Springs Tenant Management Organisation to become a self-financing organisation.

**Reason for the decision:**

The development of a self-financing organisation will continue to improve the Springs Tenant Management Organisation and will benefit the residents of the Springs estate.

**Other option considered and rejected:**

Do nothing. This would prevent Springs Tenant Management Organisation fulfilling its ambitions to become a self-financing tenant management organisation.

**CA.400 CRPORATE PERFORMANCE 2016/2017 QUARTER 2**

The Leader of the Council and Cabinet Member (Business Engagement and Regeneration) submitted a report providing an update on the corporate performance of the Council in line with the Single Outcomes Framework for Team Bury. The Singles Outcomes Framework has been agreed with the Team Bury Wider Leadership Group with the following high level outcomes:

- All people of Bury live healthier, resilient lives and have ownership of their wellbeing (SOF-1);
- Bury people live in a clean and sustainable environment (SOF-2);
- People of Bury at all ages have high level and appropriate skills (SOF-3);
- All Bury people achieve a decent standard of living, and are provided with opportunities through growth (SOF-4); and
- Bury is a safe place to live, with all people protected (and feel protected) from harm (SOF-5).

**Delegated decision:**

That the report be noted.

**Reason for the decision:**

The continued development of the indicators and performance measures will help improve the overall performance of the Council.

**Other option considered and rejected:**

To reject the recommendation.

Cabinet 14 December 2016

## **CA.401 DIRECTOR OF PUBLIC HEALTH ANNUAL REPORT**

The Cabinet Member (Health and Wellbeing) submitted the Public Health Annual Report on the health of the population of Bury. The theme of the report focussed on inequalities experienced by individuals due to gender, disability, ethnicity, mental health and sexuality. It also highlighted the causes and impacts of health inequalities and how these can be addressed.

### **Delegated decisions:**

1. That the report be noted.
2. That the Council continue to work in co-operation with other agencies to implement the recommendations.

### **Reason for the decision:**

The Director of Health has a statutory responsibility to produce an annual report and the Council has a statutory duty to publish the report.

### **Other option considered and rejected:**

To reject the recommendation.

## **CA.402 EXCLUSION OF PUBLIC**

### **Delegated decision:**

That in accordance with Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of the following item of business as it involved the likely disclosure of exempt information as detailed in the conditions of category 3.

## **CA.403 APPROVAL OF AN EXTENSION TO THE HOUSING MANAGEMENT AGREEMENT BETWEEN THE COUNCIL AND SIX TOWN HOUSING PLUS RELATED MATTERS**

The Cabinet Member (Strategic Housing and Support Services) submitted a report regarding the contract between the Council and Six Town Housing which will expire on 31 March 2017. In addition the Tenure of the Chair of the Six Town Housing Board will end on 31 December 2016. A review of Housing Management arrangements has now commenced and it is proposed that the current contract between the Council and Six Town Housing and the appointment of the Chair to the Six Town Housing Board be extended until 31 March 2018.

### **Delegated decisions:**

1. That approval be given to extend the current Housing Management Contract between Bury Metropolitan Borough Council and Six Town Housing Limited, on the same terms, to 31 March 2018 (subject to the matters in paragraph 3)
2. That approval be given to extend of the tenure of Six Town Housing's Board Chair until 31 March 2018.

3. That during the extended contract period, approval be given to the following:
  - That a freeze be placed on the Management Agreement Fee provided to Six Town Housing Limited.
  - That, without prior written permission from the Council, Six Town Housing will not:
    - Utilise reserves/surpluses of Six Town Housing Limited or the Housing Revenue Account
    - enter into any new contracts
    - enter into any new business areas
    - undergo any restructures or staffing restructures

**Reasons for the decisions:**

1. The Council require the contract to be fulfilled in the interim period, prior to the recommendations and implementation of the review of the housing management service.
2. It would be unhelpful in for instance creating instability if a new chair was to be appointed for this interim period.
3. Any changes to the service and staffing would also be potentially unhelpful in the interim period.

**Other option considered and rejected:**

To reject the recommendation.

**COUNCILLOR R SHORI**  
**Chair**

(Note: The meeting started at 6.00pm and ended at 6.25pm.)

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## REPORT FOR DECISION



**MEETING:** CABINET

**DATE:** 25 JANUARY 2017

**SUBJECT:** RESULTS OF THE PUBLIC CONSULTATION ON THE KEY PRINCIPLES FOR THE BURY LIBRARY SERVICE AND NEXT STEPS

**REPORT FROM:** COUNCILLOR SANDRA WALMSLEY  
CABINET MEMBER FOR STRATEGIC HOUSING AND SUPPORT SERVICES

**CONTACT OFFICER:** KLARE RUFO  
ASSISTANT DIRECTOR (LEARNING AND CULTURE)

**TYPE OF DECISION:** KEY DECISION

**FREEDOM OF INFORMATION/STATUS:** FOR PUBLICATION

**SUMMARY:** This report will inform the Cabinet of:

- The summarised outcomes following the 2nd public consultation
- The outcomes of the Mott Macdonald "options development – impact assessment" research
- Provide 2 possible options for the shape of the library service in the future.

**OPTIONS & RECOMMENDED OPTION** To give approval for the two options to be publically consulted on.  
Move the final report to Cabinet to 26 April 2017 allowing the public consultation to be 12 weeks.  
The proposed new Timeline;

Report to cabinet on proposed models/options for change	25 January 2017
Public Consultation on proposed models/options for change	30 January – 10 April 2017
Final Report to Cabinet on decisions to be taken	26 April 2017
Staff consultation	1 May 2017 to June 2017
Implementation	From 1 July 2017

<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	All work is being conducted to conform with the policy framework of the council. Under Community and Partnerships: <i>Build capacity in (and with) communities to encourage empowerment and reduce demand on services.</i>
<b>Statement by s151 Officer:</b>	<p>This report proposes that 2 options go forward for public consultation ahead of a further Cabinet report in April.</p> <p>The options have been developed utilising 6 key principles previously consulted upon and data including usage, accessibility, and socio-demographic considerations.</p> <p>This is less than the current budget for the service, taking account of statutory service requirements, and reduced levels of funding.</p>
<b>Statement by Executive Director of Resources and Regulation:</b>	Wider resource implications, e.g. staffing, assets, and IT will be further developed for the options under consideration.

**Equality/Diversity implications:**

The Council has a requirement to have due regard to its public sector equality duty and other equality obligations under the Equality Act 2010.

**Considered by Monitoring Officer:**

There are 3 matters that the Council needs to consider:

1. The duty to provide a comprehensive and efficient library service pursuant to the Public Libraries and Museums Act 1964
2. The requirement to have due regard to its public sector equality duty and other equality obligations under the Equality Act 2010
3. That the consultation process is fair and thorough

**Are there any legal implications?**

Yes – these are set out in the report.

**Wards Affected:**

All

**Scrutiny Interest:**

Overview & Scrutiny

**TRACKING/PROCESS**

**EXECUTIVE DIRECTOR: Mark Carriline**

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners

Scrutiny Committee	Cabinet	Committee	Council

## 1.0 INTRODUCTION

**1.1** In response to the continued pressure on Council budgets as a result of the 2016/17 Comprehensive Spending Review, the Council must review its services and find ways of delivering savings over the next four years. This has to be undertaken whilst continuing to meet its legal duties to provide Bury residents with a comprehensive and efficient library service.

**1.2** The current library service costs the council in excess of £2.4 million per annum and is not sustainable. There are 14 library buildings in total, 7 original township libraries and 7 smaller, part time, "community libraries" which were added to the town between 1999 and 2014 to meet reasons of social inclusion and to support smaller communities.

The last library review saw a 30% reduction in staffing without the same cuts in the number of buildings or services, meaning that the libraries had to further reduce their opening hours. This has created our current situation in which staffing levels are insufficient to adhere to the hours originally committed and the standard of service is adversely affected in the form of no notice closures in many cases due to things like staff sickness and holiday cover.

The poor condition of some of the library buildings is getting worse and the necessary repairs are not being undertaken due to insufficient budget, with many libraries predicted to need significant future improvements that we have no addition budget to fund from.

In addition to this we are observing reducing numbers of active members, not enough staff to grow the service, develop new members or do face to face community work. For all these reasons the future of the library service in its current format is a growing concern.

**1.3** The Council remains fully committed to retaining a comprehensive and efficient Library Service in the borough but in reviewing this service, it anticipates that there will need to be changes, including the possibility of a reduction in the number of libraries. Despite this the Council will continue to provide a service that meets its legal duties and supports the aspirations of residents of all ages for development of reading skills for the youngest, lifelong learning and access to books and information.

**1.4** In developing options for change, the Council will consider the contribution that digital technologies can make to developing and improving its Library Service. This is in line with recent guidance from the Department for Culture, Media and Sport (DCMS) on libraries as a statutory service. Inspiring and enabling all Bury residents to take advantage of digital opportunities will be another consideration for the review.

**1.5** The Council also recognises the importance of libraries as community spaces and wishes to explore ways of working together with local communities to strengthen the role their local library plays in meeting community needs.

## 2.0 PROGRESS TO DATE

The Council has now concluded the following consultations:

- 2.1** The first was a public consultation on The 6 Principles reported to Cabinet in October 2016 and published in full with all comments on the Library and Council's website.  
<http://www.bury.gov.uk/index.aspx?articleid=12184>

	<b>% Strongly Agree/Agree</b>
<b>Principle 1</b> To provide a Library Service across the borough which provides all residents and those working or studying in the borough with access to libraries and to electronic services sufficient in number, range and quality to support reading for pleasure, lifelong learning, the development of new skills and the effective use of information.	98%
<b>Principle 2</b> To ensure that the needs of more vulnerable residents and groups protected by Equalities legislation are taken fully into account in the review process.	94%
<b>Principle 3</b> To ensure that the resources committed to the Library Service are used as efficiently as possible by exploring options to reduce running and maintenance costs and to share premises with Council and other services.	73%
<b>Principle 4</b> To explore options for investing in technology to improve access to the Library Service, for example by extending opening hours, increasing our digital offer and enhancing provision for those with sensory impairments.	89%
<b>Principle 5</b> To welcome the contribution that members of the community can make to the Library Service as volunteers, supporting both traditional and digital services.	70%
<b>Principle 6</b> To meet local aspirations for a network of community spaces across the borough in which the Council and local communities can work together as partners in meeting local needs.	81%

- 2.2** In order to gain wider insight from across the borough into library use, views on a future library service and to encompass residents who may not currently



use the library service, Mott MacDonald (see paragraph 3.1 for details of this organisation) undertook a random telephone survey of 500 residents using the same questionnaire as was developed for the Public Consultation. The sample was representative of the borough's demographics in terms of gender, age structure and disability status. The results were reported at Cabinet in October 2016 and published in both full and summary report on the Council's website

<http://councildecisions.bury.gov.uk/ieListDocuments.aspx?CId=126&MId=1919&Ver=4>

<http://councildecisions.bury.gov.uk/ieListDocuments.aspx?CId=126&MId=1922&Ver=4>

- 2.3** A series of workshops run by the Council, took place between November and December 2016, as part of the second public consultation. These included sessions at 13 of the 14 libraries in the Borough. In summary, the results of the individual library workshops gave the same messages as the comments received as part of the first public consultation, namely that community usage, Books, Professional/trained Staff, Learning, IT and Children are the main focus for library users. (see also 5.3)

The presentation used, including exercises and the full consultation report can be found as APPENDIX 1 and 2

	Number of libraries that highlighted this as a priority area	%
Community uses and Groups	13/13	100%
Books	12/13	92%
Staff	12/13	92%
IT/Wi-Fi	10/13	77%
Children	9/13	70%
Advice and Guidance	6/13	46%
Learning	4/13	31%
Events and Activities	4/13	31%
Vulnerable users	2/13	15%

## **3.0 INDEPENDENT RESEARCH REPORT**

### **3.1 Background to the Report**

Mott MacDonald are a management consultancy with considerable experience of working with both local and national government bodies as well as commercial organisations both in the UK and globally. In 2012 they provided a socio-demographic assessment of the borough for the first Library Review. In 2016 they were commissioned to update and extend this work in order to support the Council in developing options for the future delivery of a library service in the borough consistent with the its statutory duties.

The Public Libraries and Museums Act (1964) states that it is the duty of every Council to "provide a comprehensive and efficient library service". In recent years there has been much public and legal interest in the interpretation and application of this duty. Guidance issued by the DCMS in December 2015 highlights the interpretation quoted by Mr Justice Collins in the High Court case of *Draper v Lincolnshire County Council* in 2014, and originally stated by Ouseley J in *Bailey v London Borough of Brent* [2011].

*'A comprehensive service cannot mean that every resident lives close to a library. This has never been the case. Comprehensive has therefore been taken to mean delivering a service that is accessible to all residents using reasonable means, including digital technologies. An efficient service must make the best use of the assets available in order to meet its core objectives and vision, recognising the constraints on council resources. Decisions about the Service must be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the borough.'*

The second duty of relevance is the Public Sector Equality Duty (PSED) which is set out in the Equality Act 2010 and which states that Councils must have 'due regard' to the matters set out in the Act when exercising its functions and therefore when considering and making decisions about service provision. Note that the duty is not to achieve the objectives or take the steps set out in the Equality Act, but to bring those objectives relating to discrimination into consideration as appropriate in the circumstances. The DCMS guidance (December 2015) recommends that to evidence 'due regard', a library review process should demonstrate how proposed changes might impact vulnerable communities.

On the basis of the above, Mott MacDonald was commissioned by the Council to undertake analysis of:

- (a) the transport accessibility of a range of options for future delivery of a library service across the borough to inform a view of what might constitute accessibility 'using reasonable means' in Bury;
- (b) The differential impact of each option on accessibility to the service for (a) existing members and (b) vulnerable communities.

### 3.2 Modelling decisions

**Service delivery options** - in modelling accessibility, it was decided to focus on the service provided by the township libraries. Historically the borough has been well served before with 6 libraries. Following local government re-organisation in 1974 the borough had 6 township libraries (Bury, Ramsbottom, Prestwich, Radcliffe, Tottington and Whitefield) plus Unsworth and Ainsworth libraries. In 1999, in response to the then government's Social Inclusion Policy, the library service began a programme of community engagement/development; this led to the opening of 9 further community libraries. The programme was later boosted by a £1.4M Big Lottery Fund (BLF) grant.

The 7 (as mentioned above minus Ainsworth) larger township libraries have longer opening hours, significantly larger membership and offer a more comprehensive range of services than the community libraries. They are also representative of 94% of current library usage. The following table shows user numbers for the community libraries as a percentage of the overall library usage.

Library	Registered users	%
Ainsworth	195	0%
Brandlesholme	480	1%
Castle	440	1%
Coronation Road	534	1%
Dumers Lane	214	0%

Moorside	402	1%
Topping Fold	341	1%

For these reasons we focused on the township libraries only.

The seven options modelled were:

- Option 1: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield, Unsworth
- Option 2: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield
- Option 3: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Unsworth
- Option 4: Ramsbottom, Bury, Prestwich, Radcliffe, Whitefield
- Option 5: Ramsbottom, Bury, Prestwich, Radcliffe, Unsworth
- Option 6: Ramsbottom, Bury, Prestwich
- Option 7: Ramsbottom, Bury, Radcliffe, Prestwich

Option 1 represents the largest (seven township libraries) and the other options include fewer outlets in different configurations.

**Definition of 'accessible'** - the measure of 'accessible' used in the modelling was the amount of time (in five minute intervals up to 30 minutes) taken for each resident to reach their nearest library by public transport. The modelling used TRACC software, which is the leading multi-modal transport travel time tool (which integrates current timetable information for bus, rail, coach and tram). This tool was developed by Basemap who have customers worldwide and are used by large organisations such as the department for transport. GIS software was also used to generate travel times to each library from a 100 metre grid of potential origin locations covering the entire borough. GIS software produces maps and other graphic displays of geographic information for analysis and presentation. With these capabilities a GIS is a good tool to visualise spatial data or to build decision support systems for use in organisations.

**Choice of modelling variables** - access by public transport was chosen over accessibility by car because not all residents have access to a car, and the borough's more vulnerable residents will be more highly represented in this group. In addition, older residents can travel for free on public transport.

The modelling included walking time to connect to and from the public transport network. Walks were limited to a distance of 800m at a speed of 3.5 kmph (2.2 mph). This speed was considered more appropriate for older people and parents with young children, both important groups of library users, than the default value of 4.8kmph (3 mph) which is commonly used in transport access modelling. The analysis modelled journeys within the weekday inter-peak period (11:00 to 14:00) and the Saturday AM peak period (09:00 to 12:00).

**Socio-demographic mapping** - a socio-demographic baseline of Bury district was created to provide the demographic context for the review, presenting a snapshot of the geographical distribution of the entire population, as well as the distribution of more vulnerable communities likely to be affected by service changes. Population data was extracted from the 2014 Sub-national Population Projections and the 2011 Census, and included the following categories:

- Total population
- Children (under 16)

- Older people (65 and above)
- Disabled people or those with an LLTI
- BAME
- Pakistani women
- Households with no access to a car
- IMD deprivation quintiles

**Combining the transport modelling and socio-demographic mapping** - the socio-demographic mapping and the output from the transport modelling of each of the seven options was combined to provide an accessibility profile for each one, defined in terms of access (a) by the population as a whole and (b) by different vulnerable communities. Each profile was described cumulatively in five minute increments.

**Library membership data** - at the time the study was undertaken, Bury's library database contained 63,658 records. Of these, 59,604 included a post code. These were integrated into the transport model in order to show the differential impact of each option on accessibility for the current membership. Where records contained more detailed descriptive information this was used to analyse the impact of the different options by user category. The following categories were defined:

- Adult borrower
- Disabled user
- Institution
- Senior citizen
- Young person

### 3.3 Key Usage Trends

To supplement and support the socio-demographic profiling, the membership database was interrogated to gain a greater understanding of the pattern of service use across the borough. A review of national research on library usage was also undertaken to inform the study. Key findings were:

- The highest concentrations of users are located around the town of Bury itself, and to the urban south of the district around Prestwich.
- Bury and Prestwich libraries have a combined share of 54% of users, with Bury itself accounting for 34%. This can be seen in the table below which breaks down registered users within Bury Library.
- Bury has a high proportion of adult borrowers, with a comparatively low proportion of young people when compared to other library locations. Conversely, Tottington and Unsworth libraries both have low proportions of adult borrowers, and high proportions of young borrowers.
- National evidence suggests that there has been a decline in library usage in recent years, due to numerous factors including library users having less free time and people buying or getting books from elsewhere, such as e-books.
- Much of the research literature highlights the important social and civic roles that libraries play which contribute to social well-being. Libraries are considered to be safe environments for literacy and learning and a starting point for the empowerment of citizens who may lack opportunities and resources at home. These functions are particularly important to older people and those from deprived backgrounds.

- Libraries enable access to computers and the internet, which can be a key driver in use by those from deprived communities and also younger people.
- There is national evidence to suggest that a higher proportion of adults from BAME groups use libraries for academic purposes compared to adults from white ethnic backgrounds.

<b>Library</b>	<b>Number of registered users within Bury</b>	<b>Proportion of all registered users within Bury</b>
Bury	18,458	34%
Prestwich	10,897	20%
Radcliffe	7,449	14%
Ramsbottom	4,695	9%
Tottington	2,720	5%
Unsworth	3,612	7%
Whitefield	3,758	7%
Other library or service	3,043	6%
<b>Total</b>	<b>54,632</b>	<b>100%</b>

### 3.4 Results

**Analysis by population** - results of the public transport accessibility analysis for the population of Bury show that:

- Option 1 affects the least amount of residents as it includes the highest number of libraries (seven). All of the population are within a 30 minute travel time of a library, and 97% are within a 20 minute travel time.
- Options 2 and 3 (six sites) also affect a relatively small number of residents. Although Options 2 and 3 both lose one library in the south of the district, both options already have three libraries in the south so, overall, the area remains well served. Under both options all of the population are within a 30 minute travel time of a library. Higher proportions of the population can access the site within 10 minutes under Option 3 (which retains Unsworth) as compared to Option 2 (which retains Whitefield). Within 20 minutes, 95% (Option 2) and 96% (Option 3) can access a site.
- Options 4 and 5 (five sites) both lose Tottington library. This has the greatest impact on travel times in the north west of the district. However, the north east and the south of the district remain well served. Under these options 730 people (0.4% of the population) have journey times of over 30 minutes. Higher proportions of the population can access the site within 10 minutes under Option 5 (which retains Unsworth) as compared to Option 4 (which retains Whitefield). Within 20 minutes, under both options, 95% of the population can access a site.
- Option 6 affects the highest number of residents as a result of proposing the fewest libraries in the future (three sites). With this option, over 4,500 of the district's population (2%) live over 30 minutes from a library. Within 20 minutes, 82% of the population can access a site, rising to 92% in 25 minutes.
- Option 7 is the only option that contains four libraries. Of the overall population, 26% are located within 10 minutes' travel time. The proportion of overall population located within 20 minutes travel time is 95%.

- There are no significant differences between weekday and Saturday travel times with any of the options. This is a result of Saturday services operating at a similar frequency and operating along the same routes as weekday services.

### **Analysis by vulnerable communities**

- Under Options 1 to 5, the proportion of members from each of the vulnerable communities who are able to access library sites within 20 minutes (96%, 97% or 98%) is in line with the proportion from the population as a whole (95% to 97%).
- Access within 15 minutes for Options 1 to 5 for some vulnerable groups (BAME, Pakistani women, households without a car and the deprived population) is greater than for the population as a whole by between 4 and 12 percentage points. The only group that has slightly less access than the population as a whole are those over 65. The difference ranges from 1 to 3 percentage points.
- Under Option 6, the only option with three sites, the pattern is similar: those aged 65 and over have slightly less access at 15 and 20 minutes than the population as a whole (by between 1 and 3 percentage points), whilst BAME, Pakistani women, households without a car and the deprived population all have considerably better access than the population as a whole (between 2 and 20 percentage points).
- Under Option 7, which has four sites, at 20 minutes accessibility is broadly similar for all groups. At 15 minutes, the pattern is more disparate: whilst access for the over 65s is 4 percentage points below that for the whole population, it is between 8 and 12 percentage points higher for BAME, Pakistani women, households without a car and the deprived population.
- Overall the modelling provides little evidence to suggest that any of Bury's vulnerable communities are relatively disadvantaged by the different options for service delivery. In fact some groups retain considerably greater access than the population as a whole. The only exception are those over 65 who have slightly lower access than the population as a whole at travel times of 15 and 20 minutes.

**Analysis by borrower user group** - public transport travel times for each of the proposed options were also mapped for all registered users of Bury's Library service and by type using the information contained in the user database (adult borrowers, disabled users, senior citizens, and young people). This was in order to understand the differential impact of the options on the current membership and to establish whether any borrower types would be disproportionately affected. Results were as follows:

- Under all options, at 20 minutes travel time and above, the proportion of each borrower group falling within each travel time band is broadly in line with the proportion for all registered users (the maximum variation was 2 percentage points).
- At 15 minutes travel time, under all options, a gap of up to 6 percentage points opens up for registered members over 65, in other words this group is more disadvantaged in terms of accessibility than are registered users in general. The difference is most marked under Option 7.

## **3.5 Conclusions of the Study**

The study does not provide a definition of accessibility 'using reasonable means' but it does provide decision makers with measures of accessibility under seven different service provision options. It will be up to Council members, advised by their officers, to select which measure and the corresponding option they believe will meet the local authority's statutory duty under the Public Libraries and Museums Act (1964).

Results show that even under Option 6 (Ramsbottom, Bury and Prestwich), which offers the lowest level of provision, 98% of the borough's residents can access a library within 30 minutes. This is only marginally different to the level of accessibility achieved within 30 minutes by Option 1 (seven township libraries) which is 100%.

It is worth noting that the modelling indicates that at 20 minutes travel time, Option 2 (six libraries) and Options 4 and 5 (five libraries) deliver no increase in accessibility than that indicated under Option 7 (four libraries). In all cases 95% of the population can reach a library site within 20 minutes. Option 3 only adds marginally to this figure (96% of the population). In all cases 95% of the population can reach a library site within 20 minutes. Option 3 (six libraries including Unsworth) only adds marginally to this figure (96% of the population). In other words if public transport accessibility were to be the only decision criteria for determining the level of library service provision, the four sites identified in Option 7 would provide as good a level of service as that provided by five or six sites when applying a 20 minute travel time. Accessibility within this travel time under Option 6 (three libraries) is lower at 82%, though this rises to 92% when the travel time is extended by five minutes.

With respect to the Public Sector Equality Duty, overall the modelling provides little evidence to suggest that any of Bury's vulnerable communities are relatively disadvantaged by the different options for service delivery. In fact under all options some groups retain considerably greater access than the population as a whole at travel times of 15 and 20 minutes. The only exception is those over 65 who have slightly lower access.

## **4.0 OTHER RESEARCH/READING TO INFORM OPTIONS**

**4.1** Throughout the process the team have worked hard to research how other library services operate nationally. This was with a view to learning from innovation, good practice and mistakes made in other local authority areas. Due to the vast number of different sizes of local authorities and councils it was difficult to find one model that was suitable to all. One commonality was to be found in the fact that all new library services had focused an increased amount of resources towards the use of digital technologies and online books and magazines to make the service more accessible. Our new proposed models also reflect the same pattern.

Full research list can be found as APPENDIX 4

## **5.0 DEVELOPING OUR OWN BURY OPTIONS**

### **5.1 Using all the evidence**

In developing a selection of options we needed to ensure that all findings from public consultations, the Mott Macdonald reports and all internal and external research was referenced to create the right set of options to be consulted on, at all times ensuring we understood our statutory requirements and adherence to the 2010 Equality Act.

The focus of the library review is to develop an improved library service whilst exploring the libraries contribution of cost savings as currently expected by all Council services.

Public consultations very clearly reflected support for the six principles originally developed and for this reason we were comfortable that they would form the basis of the new service.

### **5.2 Statutory Duties**

Although the time residents would need to travel to access a library is not the only factor to consider in the context of Bury's statutory duty to provide a service 'accessible to all residents using reasonable means' it is central to defining how extensive the network of library sites should be across the borough. The decision to commission the modelling exercise was to provide as detailed an assessment as possible, on the basis of the best available data, of the physical accessibility to the library service for all borough residents under different options of service provision.

As previously stated in Section 3.5, within a 30 minute travel time, 98% of residents would be able to access a library by public transport under Option 1 (Ramsbottom, Bury and Prestwich). We believe that this level of provision is consistent with the local authority's statutory duty to provide a service 'accessible to all residents using reasonable means'. We are also confident, on the basis of the evidence provided by the modelling, that this level of provision will not impact disproportionately on any protected vulnerable group.

The table below summarises key features of this option



No	Location	Population	Current Library Users	Social /Vulnerable groups		
3	Bury, Prestwich Ramsbottom	98% of population less than 30 minutes away  92% of population less than 25 minutes away  82% of the population less than 20 minutes away	98% of current library users less than 30 minutes away  94% of current library users less than 25 minutes away  84% of current library users less than 20 minutes away	Could all access a library with 30 minutes		
				99% of deprived population	98% of households without a car	98% under 16
				97% LLTI	99% BAME	97% 65+
				Could access a library within 25 mins		
				93% of deprived population	92% of households without a car	93% under 16
				91% LLTI	96% BAME	91% 65+
				Could access a library within 20 mins		
				86% of deprived population	84% of households without a car	83% under 16
				81% LLTI	89% BAME	81% 65+

### 5.3 Meeting the principles and public needs

The public consultation and library workshops raised the same list of themes of concern for the general public and library user alike although not in the same order of importance.

- **Books**  
The provision of a comprehensive range of books; encouragement of reading; support for literacy
- **Community**  
Provision of space for community use; working together; support and resources for community groups
- **Staff**  
Professional, well trained staff were seen as very important in maintaining and developing the service
- **Volunteers**  
To work with staff, not replace them
- **Children**  
Support for children and families in regard to reading, learning and leisure.
- **Access**  
Safe welcoming environment for everyone. Extended opening hours and easy access. Facilities for people with disabilities at all libraries
- **Technology**  
Access to computers for those who need them. Training and support. Balance between technology and books
- **Learning**  
The library is a comfortable, accessible and encouraging place to learn

The views of library users reflects the key principles and the core offer and has provided reassurance that these are “right” for the service and the borough

We began to explore some of these themes with a view to creating a larger core team of staff to work across the library service to ensure the above concerns would be address and some concerns mitigated by having a strong team to support.

### 5.4 Developing a New Service

- 5.4.1** Local and national statistics show that in the last 20 years library use has changed considerably. Whilst book issues have declined across the country the range of services provided by, and expected of, the library have widened. Given the increase in Council services provided digitally, libraries are more and more important as point of contact for Council and other “social” services. The library has a continuing/expanding role in supporting the educational, information and leisure needs of a diverse population.
- 5.4.2** The 6 Principles at the centre of the Library Review reflect the services and values of the past, current use and the future needs of the borough. These principles together with the government endorsed Universal Offers for Libraries and Bury’s own corporate priorities have shaped our core offer. The challenge to provide a library service which supports the changing needs of our customers and guarantees a sustainable service for the future will be met by delivering this core offer.
- 5.4.3** So in considering the 6 principles a core offer has been shaped. A core set of non-negotiables where developed;

## Reading and Literacy

- Comprehensive and stimulating book collections in all formats
- Events and activities
- Supporting literacy
- Support for Schools

## Digital Inclusion and Digital Services Supporting digital literacy

- Virtual Library
- IT support for library activities
- Developing e-resources and services

## Information and Learning

- Providing and enabling formal and informal learning
- Developing advice and information
- Council Information
- Archives and Community History

## Community Support and Development

- Resources for community groups
- Volunteer programme
- Equality and Diversity
- Community libraries

### 5.4.4 Service wide support that can deliver on the 6 principles

In order for the library service to deliver the core offer as outlined above and provide a *borough wide* library service, regardless of any reduction in buildings, a new Service Wide Team must be in place. This team will significantly decrease the impact of a reduction in the number of 'libraries' and help retain existing library users and develop new ones. It will reflect the strongly expressed preference of library users for professional/trained staff in libraries. The team will mark a change from places to people; taking library services to a wider range of locations than 'just libraries' e.g. schools; community centres and commercial organisations. Early work may involve supporting the development of any community led libraries (should this be an option). There will also be increased opportunities for income generation and partnership funding bids allowing greater support of community groups and additional projects.

Without this team the library service will be unable to deliver the core offer, the Universal Offer and fulfil the 6 Principles.

CORE TEAM	POST	
<b>Management Team</b>  Responsible for delivery of core offer and maintenance of the 6 principles	<ul style="list-style-type: none"> <li>• Head of Libraries</li> <li>• Staffing and Customer Services</li> </ul>	Delivery of a modern, comprehensive and efficient service that meets the needs of current and future customers and supports the vision of the council

CORE TEAM	POST	
<p><b>Digital Services Team</b></p> <p>Extending access to digital resources and providing a 24 hour Virtual Library Service</p> <p>Principles 1-5</p>	<ul style="list-style-type: none"> <li>• Library Systems Liaison Officer</li> <li>• Digital Inclusion Officer</li> <li>• Virtual Librarian</li> <li>• Resource Services Officer</li> <li>• Resource Services Assistant</li> </ul>	<p>Promoting and enabling a digitally literate borough through technology and digital formats.</p> <p>Combating exclusion in an increasingly digital world particularly for those at risk through low income, unemployment and disability</p> <p>Upgrading the Library Management System to provide increased options for the public and improved staff efficiency</p> <p>Provision of a 24 hour Virtual Library Service</p> <p>Use of social media to retain existing customers and recruit new ones</p> <p>Increase staff skills and provide a cost effective and dynamic service</p>
<p><b>Information and Learning Team</b></p> <p>Providing relevant and reliable information</p> <p>Increasing access to learning</p> <p>Principles 1,2,3,5</p>	<ul style="list-style-type: none"> <li>• Information and Learning Librarian</li> <li>• Archivist</li> <li>• Archive Assistant</li> </ul>	<p>Help provide the people of the borough with the information they need to make life choices and access the services and resources they need.</p> <p>Provide access to formal and informal learning in library and community settings</p> <p>Providing information in accessible formats</p> <p>Provide specialist information in partnership with appropriate agencies e.g. health</p> <p>Preserve and promote the history of the borough through the Archives, local and family history service.</p>

CORE TEAM	POST	
<p><b>Reader Development Team</b></p> <p>Supporting literacy and the use of reading for leisure and learning</p> <p>Principles 1,2,5</p>	<ul style="list-style-type: none"> <li>• Reader development Librarian</li> <li>• Children and Families Librarian x 2</li> </ul>	<p>Work with individuals and communities to develop reading skills and a lifelong love of reading for enjoyment and education. Work with schools, Children's Centres and families to improve literacy and promote enjoyment. Provide activities and reading groups for all ages. Provide books in multiple formats to encourage and expand literacy and reading for pleasure</p>
<p><b>Community Team</b></p> <p>Providing accessible libraries which meet the needs and aspirations of all residents</p> <p>Principles 1-6</p>	<ul style="list-style-type: none"> <li>• Access and Inclusion Librarian</li> <li>• Community Supervisors</li> <li>• Courier Caretaker</li> </ul>	<p>Provision of well staffed and resourced library buildings which provide access to books, IT, activities and community space. Working with local groups to create and develop opportunities to benefit all ages. Supporting the needs and aspirations of volunteers to add value and variety to our services.</p> <p>Providing a comprehensive collection of resources for people with special needs and a well trained staff to support their use. Ensuring our services are accessible and relevant to all including the Home Delivery Service and books and resources in community languages</p>

## 5.4.5 Using Volunteers

The Library Service has worked successfully with volunteers since the late 90s when the service developed a social inclusion programme and with support from local groups and individuals opened a number of community centres and libraries.

The aim of the volunteering programme has always been to add value and variety to the service and to ensure libraries reflected local needs and interests. Volunteers work alongside staff to provide both library services and community activities. Volunteering enables people to make a real contribution to their area, develop their skills and opportunities and enjoy themselves. It is our aim to continue the use of volunteers in order to provide benefits for the service, our customers and the volunteers themselves.

## 5.4.6 Community Library Provision

Libraries help tackle poverty, inequality and enhance the lives of people of all ages. They have a key role in providing access and support for people to use services such as Universal Job Match and Universal Credit. For an increasing number of people, it is the library that provides access to Council services, information and advice. Also, the role of the library as a centre for community activities, leisure and recreation must not be ignored. As we develop our online/virtual library provision we must not underestimate our buildings.

## 5.4.7 Digital inclusion strategy

The Library Service has a key role in supporting the estimated 23% of the UK population who are lacking in basic digital skills. People without digital skills are likely to become increasingly economically and socially disenfranchised.

Digital inclusion improves people's lives by allowing them to communicate more easily so reducing social isolation it allows users to access goods and services at a lower cost and make payments online to government, council and other services more easily. This issue not only relates to the economically disadvantaged and those without computers, but also to those who already own one but are not able to use it properly/at all. For many people the library provides their only opportunity to become digitally literate.

The new Library Management System will considerably improve and extend services to the public including: -

- the ability to access a wide range of library services from PCs and mobile devices.
- provide a store front approach to the catalogue which is easy to use, attractive and informative.
- enable the provision of a virtual library which is cost effective and dynamic.

The virtual library will include; e-books; e-audio; e-magazines and newspapers; online reference materials and an extensive local history/archives collection. These would be available for access by library members anywhere. There is also potential for income generation particularly with archival materials.

#### **5.4.8 Appraising the library buildings**

All buildings currently being used by the Library Service have been scrutinised as part of the Library Review to consider: current use in and out of library hours; accessibility; location; social demographics; community and other partners; condition of building; repairs and maintenance forecast; financial liabilities e.g. claw-back; potential to enhance the library service. Appendix 5

#### **5.4.9 Staffing the buildings**

The current situation is that there are insufficient numbers of staff to fulfil our existing commitment in terms of keeping buildings to our advertised opening hours, resulting in regular closures at short notice. Supervisors are filling in gaps in staffing leading to reduced staff management and little or no opportunities to develop and improve services. In a scenario where we have significantly less libraries it is essential that libraries are open when advertised. The proposed staffing structure would have a team of Community Library Assistants (CLA) able to work at any location; they would work with the service wide team ensuring quality staffing at all sites without reducing the amount of additional outreach work able to be delivered. To maximise efficiency, it is suggested that the majority of CLA posts are 18 hours per week enabling staff to work 6 hour sessions.

### **6.0 THE PROPOSED OPTIONS**

- 6.1** Once all surveys, research reports and consultations had been concluded we began to develop some options for public consultation, taking into account all the factors set out in paragraph 5 above and all the following considerations.

The rationale used to develop the options set out below, focused on having a clear understanding of what the minimum statutory service offer needed to look like based on a "comprehensive service (reasonable access)" and a complete confidence that the service was "efficient". The statutory element could be comfortably evidenced in the most reduced Mott Macdonald option "Option 6" of 3 libraries with 98% of residents able to access a library within 30 minutes. In ensuring a library service that was "efficient" we were clear that the new library service would need to be improved from a quality perspective even if reductions are necessary in the quantity. To do this we would have to ensure a strong Service Wide Team to enable us to deliver against all the 6 Principles. This is option 1 (see 6.2 below).

This option is the baseline for costs of the options to be consulted on i.e. the amount we can feel completely confident will meet our statutory duties and provide a better quality library service. Using this as the baseline for option development ensures the options developed illustrate the maximum Council savings to be made in line with necessary budget reductions as part of the national public service cuts, without compromising our statutory duties or commitment to our residents.

This cost baseline was then used to explore other options to maintain the improved quality of the service but by measuring the impact of adding more physical libraries. We began exploring our potential choices to do this, as described below.

Both options are less than the current budget for the service, taking account of statutory service requirements, and reduced levels of funding. Details of the costs are in the attached confidential document Appendix 6.

The Mott Macdonald report made it clear our minimum offer geographically is Bury, Ramsbottom and Prestwich so these are included in the options developed.

### **6.2 BURY OPTION 1** - three Libraries (Plus Service Wide Team to deliver the Core Service offer)

Bury + Archives  
Ramsbottom  
Prestwich

This option provides us with:

- The strongest core offer and service wide team.
- Meets our statutory duty
- Optimum geographical spread for number of buildings
- Incorporates our 3 largest libraries

Concerns for this option are:

- Future developments of Prestwich precinct unclear
- Town with one of the highest need (Radcliffe) omitted
- Public opinion

### **6.3 BURY OPTION 2** - four libraries (plus Service Wide Team to deliver the Core Service Offer)

Bury + Archives  
Ramsbottom  
Prestwich  
Radcliffe

This option provides us with:

- Exceeds our statutory duty
- Introduces a 4<sup>th</sup> library in an area of great need.
- Incorporates our 4 largest/busiest libraries

Concerns for this option are:

- Delivery of core offer weakened slightly
- Reduced opportunity for service development
- Future developments of Prestwich precinct unclear
- Public opinion

The rationale for the selection of a fourth library, Radcliffe library, is based on the fact that Radcliffe Library is actually the 3<sup>rd</sup> most well used library and located in one of the boroughs more significant areas of need as illustrated in the Mott Macdonald report "Option 7".

To maintain a fourth library we would need to reduce the service wide team affecting: Virtual Librarian, Reader Development; Children & Family; Resource Services; Access and Inclusion and Community Supervisors.

These reductions in service wide team could impact the following areas.



Reduced staff hours – leading to less activity primarily in locations outside the 4 libraries.

Less support/no for any new community library start-ups – i.e. community groups who have taken on a former library.

Reduced training and development opportunities for volunteers with subsequent impact on additional activities

### **6.4 More than 4 libraries**

In further modelling more than 4 libraries and considering the other options analysed in the Mott MacDonald work (set out in paragraph 3.2); what became apparent when working through this task is that the development of a third option with more than 4 physical buildings using the same baseline costing would not provide an actual viable option. The costs needed to maintain a 5<sup>th</sup> library would have to be achieved by dramatically reducing the Service Wide Team, all libraries opening hours and staffing in all libraries, therefore watering down the quality of all library provision. This is not an option when trying to deliver a better quality service than the one we currently have. Therefore it is apparent from this and the other matters set out in this report that in considering other options and the availability of resources; keeping buildings for the use of the library service would not be providing the most comprehensive and efficient service.

### **6.5 The future of library buildings**

In both options we are suggesting a reduced number of buildings to be maintained as public libraries. The review of library buildings gave us some initial options for uses of the potentially redundant buildings. These are starter options and do not factor in all potential uses for the buildings. In line with the Councils commitment to neighbourhood, locality working we would be very keen to see appropriate community use of the buildings and encourage residents to explore this option with us. At this stage of the consultation it is not possible to give a definitive answer but some options may include:

- community management of some buildings to include a library service and community activities/meeting place. Community groups would be expected to provide a business plan including full financial details of how the building would be opened, maintained and developed. This is really important as no financial support for this is likely to be available from the Council.
- management by other agencies e.g. nurseries and playgroups. Again would require business and financial information
- establishment of a charitable trust to which some libraries are transferred.
- sale of buildings likely to be of market value or desirable.

### **6.6 Transition period:**

Ensuring a smooth and supported transition period from the current library provision to the selected option would be a priority for us and may include activities such as:

- meeting and greeting library users at their existing library provision and travelling the route with them to the new
- supporting community groups to relocate in remaining libraries
- supporting community groups to identify and relocate at other community premises
- providing inductions for existing members who are new to that particular library building
- providing a library buddy service to ensure vulnerable adults regain existing confidence in the new environments

### **7.0 THE NEXT PUBLIC CONSULTATION**

- 7.1** The public consultation on the 2 options will start once the Cabinet have approved them. This consultation will consist of another borough wide survey and attendance at the township forum meetings. In the current timeline the consultation will run from 30 January – 10th February (in order for the cabinet report to be ready two weeks before planned meeting on 8 March) This is a very short consultation window, which does not reflect the 12 weeks consultation we gave on the principles of the review and could be challenged. If we moved the final report to 26 April this would comfortably allow 12 weeks to consult on the options decided.

### **8.0 RECOMMENDATIONS**

- 8.1** Option 1 and 2 should be presented as the options for the public consultation
- 8.2** Move the final report to Cabinet to 26 April 2017 allowing the public consultation to be 12 weeks.  
The proposed new Timeline

Report to cabinet on proposed models/options for change	25 January 2017
Public Consultation on proposed models/options for change	30 January – 10 April 2017
Final Report to Cabinet on decisions to be taken	26 April 2017
Staff consultation	1 May 2017 to June 2017
Implementation	From 1 July 2017

### **Background documents:**

### **For further information on the details of this report, please contact:**

Klare Rufo – Assistant Director (Learning and Culture)  
Tel: 0161 253 5477 Email: k.rufo@bury.gov.uk

**APPENDIX 1** - Library Workshop PowerPoint and Exercises

**APPENDIX 2** - Full Library Workshop Consultation Report

**APPENDIX 3** - Mott Macdonald Full Report

**APPENDIX 4** –Reading/Research List

**APPENDIX 5** – Full Library Asset Management Review Report

**APPENDIX 6** – Confidential Costing (Commercially sensitive)

# The Library Review



Department for Children, Young People and Culture

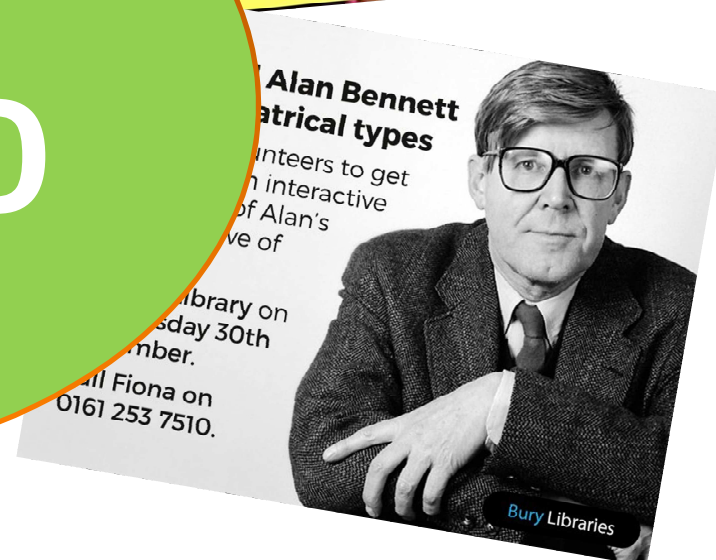
# Agenda

- Introductions
- Results from the 1<sup>st</sup> Public Consultation
- Exercise 1
- Discussion
- Exercise 2
- Next steps

# Principle 1

To provide a Library Service across the borough which **provide all residents with access to library services** electronic resources in number and quality to support for pleasure learning, to develop new skills and use of information.

98%



Department for Children, Young People and Culture

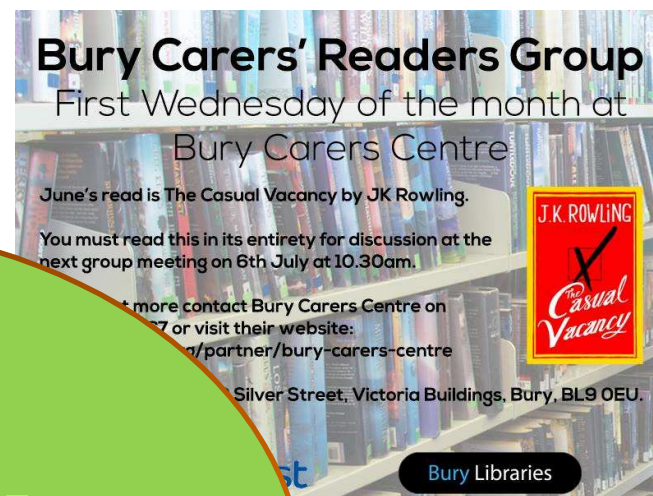
**Bury**  
COUNCIL



# Principle 2

To ensure that the needs of more **vulnerable resident** groups by Equ legislative taken for account in provision of the services.

94%



Department for Children, Young People and Culture

**Bury**  
COUNCIL

# Principle 3

To ensure that the **resources committed to the library service** are used **efficiently** exploring running, maintenance and to work with other services.

73%



Department for Children, Young People and Culture

**Bury**  
COUNCIL

# Principle 4

To explore options for **investing in technology to improve access to the library** for example, extending opening hours, increasing digital services, enhancing physical access for those with sensory impairments.

89%



Department for Children, Young People and Culture

**Bury**  
COUNCIL



# Principle 5

To welcome the contribution that members of communities make to the service, support traditional services, training to promote digital inclusion.

70%



**Bury Libraries**

### Digital Buddy Peer Sessions

Have never used a computer, smartphone before, or just want to enhance your existing skills, we're here to help.

Sessions are now available at Bury, Prestwich and Whitefield Libraries.

For more information or to book a slot with one of our friendly Digital Buddy Volunteers, please contact:

- Bury Library Computer Centre - 0161 253 7089
- Tottington Library - 0161 253 6652
- Prestwich Library - 0161 253 7214
- Whitefield Library - 0161 253 7510

**Thinking outside the books**

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**Bury**  
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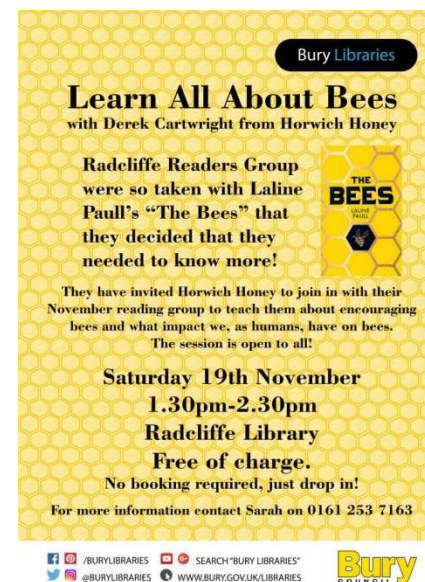
Department for Children, Young People and Culture

**Bury**  
COUNCIL

# Principle 6

To meet local aspirations for a network of community spaces across the borough in which the council and local communities can **work together** in meeting local needs.

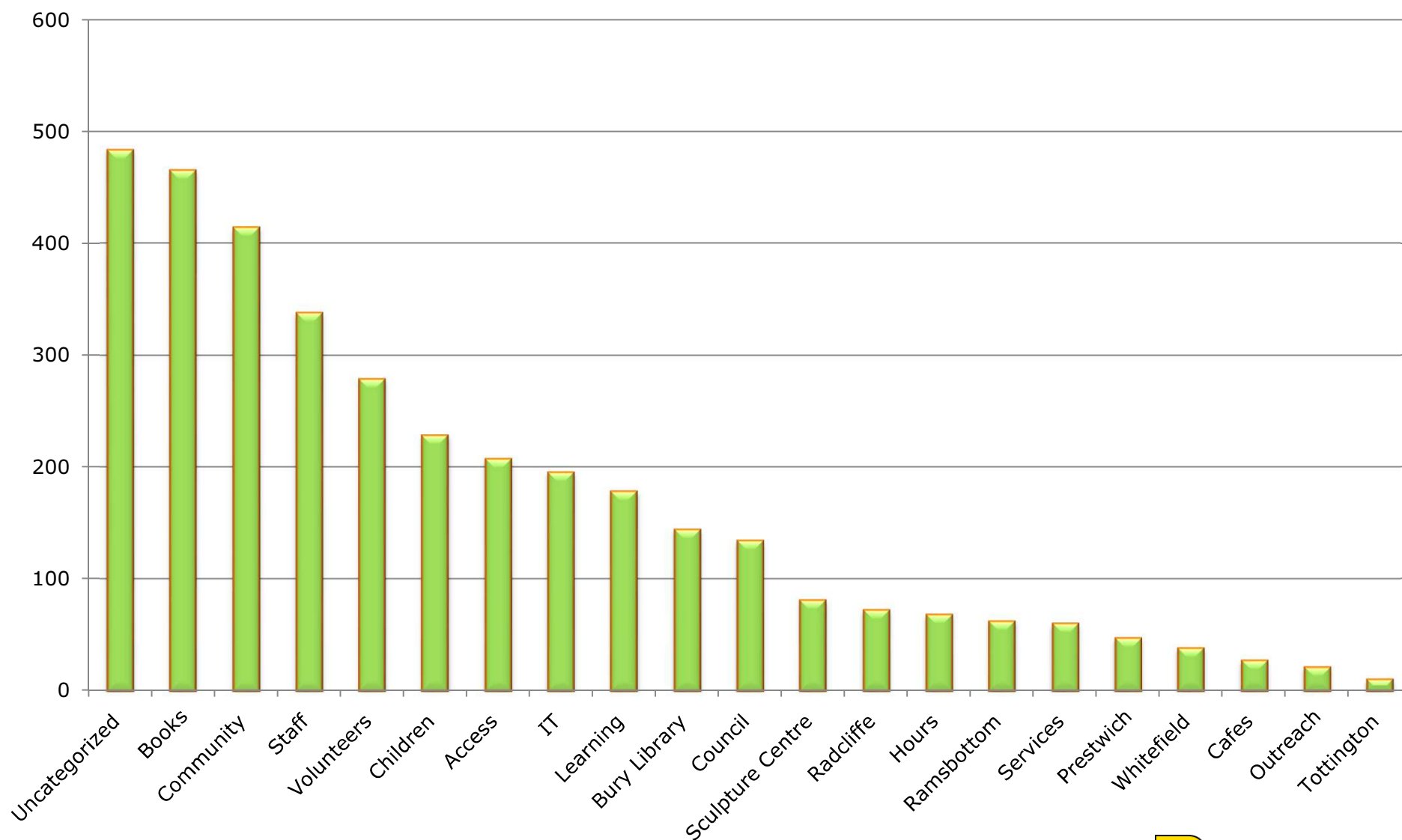
82%



**Bury**  
COUNCIL

Department for Children, Young People and Culture

# Comments and Concerns





# Meeting our Statutory Duty

## Public Libraries & Museums Act 1964

*To provide a comprehensive and efficient library service for all persons' in the area that want to make use of it*

## Equality Act 2010

Public Sector Equality Duty

## Best Value Duty 2011



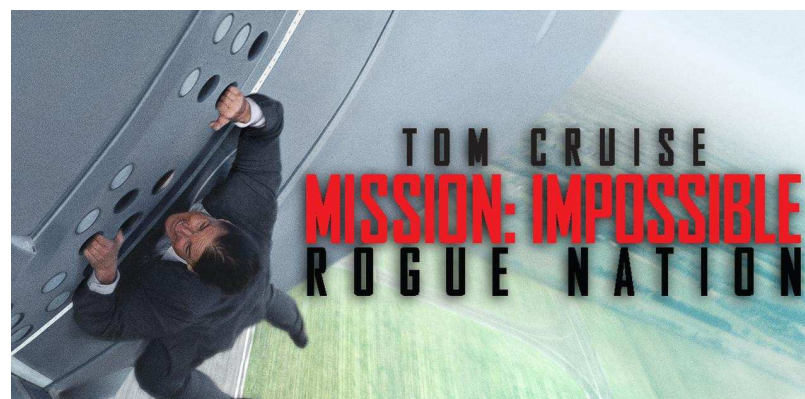
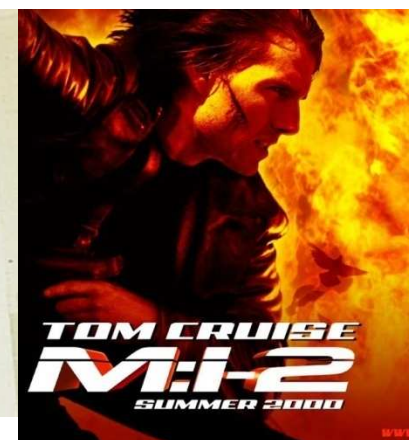
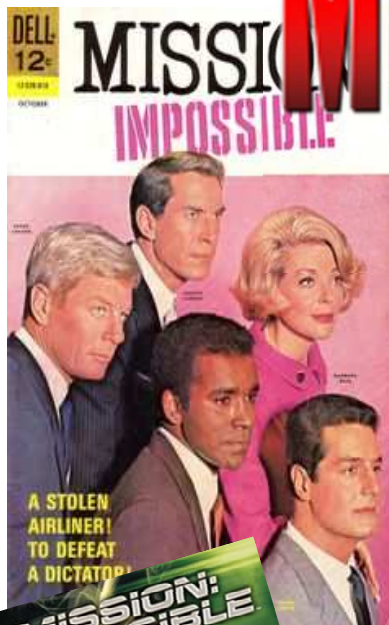


# Other Challenges

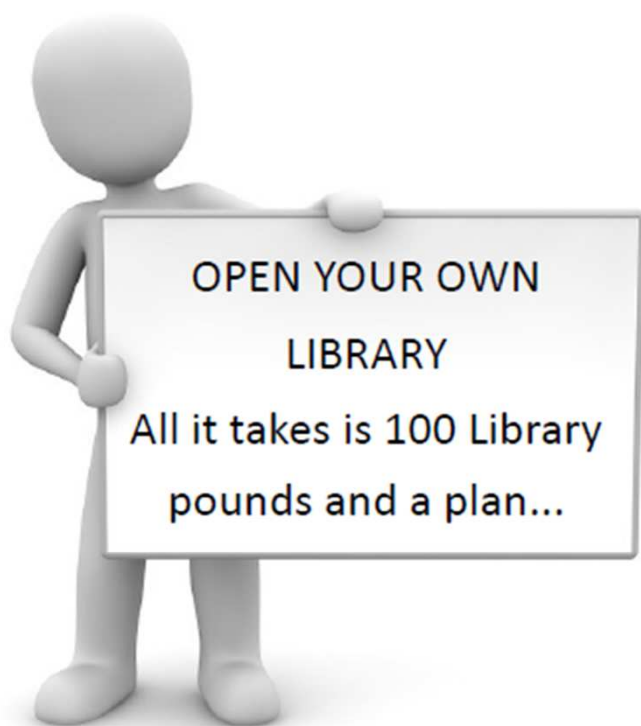
- Budget
- Buildings
- Location
- Access
- Usage
- Services
- Potential



# MISSION: IMPOSSIBLE



# Exercise 1 ~ Library Pounds



And we will give you the 100 Library pounds you need....

but first of all we have to take 25 of those pounds to make sure your library can open

Here is what your library needs



**Opening hours**—when are you going to open your library and for how long?



**Staff** - you will need 3 staff on duty when your library is open



**Books** —a broad selection for adults and children, providing for leisure and learning needs



**Public computers** —essential for accessing jobs, online learning, keeping in touch and being part of the modern world.



**Repairs and maintenance** —if something goes wrong you have to fix it



**Space** —a place to sit or study, chat or read. It needs to be welcoming, flexible and safe



**Services** — the things people need for life, leisure and learning. Your library should create opportunities and give people choice.





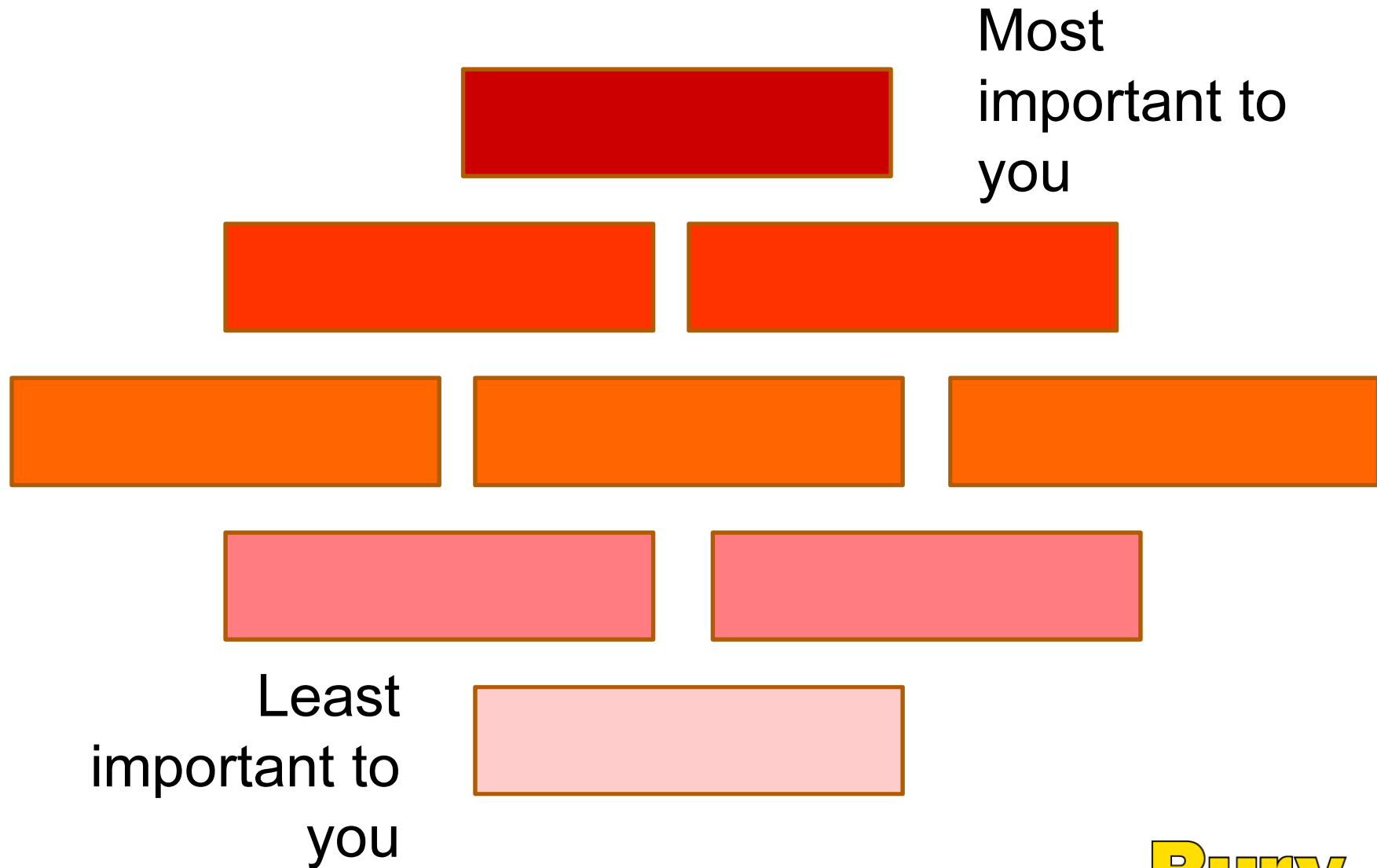
# 75 Library Pounds to spend





## Discussion

# Exercise 2 ~ YOUR priorities



# Next Steps

This consultation	Concludes December 2016
Report to Cabinet on proposed models/options for change	January 18 <sup>th</sup> 2017
Public consultation on proposed models/options for change	January – March 2017
Final report to Cabinet on decisions to be taken	March 8 <sup>th</sup> 2017
Staff consultation	April 2017 to May 2017
Implementation of changes	From July 2017

[library.suggestions@bury.gov.uk](mailto:library.suggestions@bury.gov.uk)

LOCATION	ATTENDEES	PRIORITIES	QUESTIONS & COMMENTS
<b>Ainsworth Library</b> 6.30pm 15/11/16  <i>Klare Rufo</i> <i>Elizabeth A. Binns</i>	14 members of the public: Representation from Ainsworth Reading Group; remainder regular library users. 2 members of staff	<u>Personal priorities</u> (Diamond 9) 1. Books 2. IT/WiFi access 3. Staff 4. Advice and information 5. Community space  <u>Library Pounds exercise</u> Talking books, ebooks, emagazines, newspapers and DVDs were most frequently omitted from the budget	<ul style="list-style-type: none"> <li>• How many library users are there? <i>Statistics provided</i></li> <li>• What is the current budget for Ainsworth? <i>£11,900 £7,000 of which is staffing</i></li> <li>• How do you count library users? <i>Annual visitor counts plus a range of other counts – brief explanation given</i></li> <li>• How long is the lease on the building? <i>2 years on current lease</i></li> <li>• How can you save money at this library? <i>Quite difficult in such a small library, some ideas discussed</i></li> <li>• If this library closed how would we get to another library? <i>Explanation of research into travel times by car, foot and public transport</i></li> <li>• What library has the highest budget? <i>Bury Library</i></li> <li>• Rumour has it that Radcliffe will have a combined leisure centre, pool and library <i>There may be a library provision similar to that of Castle in Bury but the indication is that this would be fairly small and concentrate on IT</i></li> </ul>
<b>Brandlesholme Community Centre and Library</b> 2.15pm 01/12/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	9 members of the public 1 Councillor 1 member of staff Representation from: Aunty Clare's Playgroup; Craft Club and People's Voice Community Group	<u>Personal priorities</u> (Diamond 9) 1. Groups and community use 2. Nursery security 3. Books 4. IT 5. Children <u>Library Pounds exercise</u> Newspapers and DVDs not needed	<ul style="list-style-type: none"> <li>• Comments about the location of the library and distance from others</li> <li>• Discussion about possible changes to opening hours</li> <li>• Discussion about new houses being built in the area</li> <li>• Potential for income generation</li> </ul>
<b>Bury Library</b> 10.30am 28/11/16  <i>Klare Rufo</i> <i>Elizabeth A. Binns</i> <i>David Fielding</i>	13 members of the public 2 Councillors 3 members of staff Representation from: Reinstate Bury Central Library	<u>Personal priorities</u> (Diamond 9) 1. Books 2. Restore library space 3. Staff 4. IT 5. Archives Service 6. Services for those with additional needs  <u>Library Pounds exercise</u> Talking books and ebooks, given low priority	<ul style="list-style-type: none"> <li>• Discussion on repairs and maintenance including warmth of buildings</li> <li>• Discussion about accessibility of PCs for people with a visual impairment <i>Majority of libraries have Supernova as well as other accessibility software and hardware. There are problems as most staff very rarely access these.</i></li> <li>• Discussion about impact of regionalisation; could one authority run all GM libraries? <i>Explanation of current joint activity e.g. purchasing</i></li> <li>• Questions re community management of 'closed' libraries <i>No decision as yet but likely that any applicants would have to produce a strong business case</i></li> <li>• Payment for services possible to increase income? <i>The Library Service is becoming more business-like and meeting/exceeding income targets but more work is needed</i></li> <li>• Sharing spaces e.g. with NHS <i>Radcliffe Library example, often difficult to persuade organisations to share</i></li> <li>• Newspapers – how much does it save cancelling Saturday papers? <i>£1150 a year</i></li> <li>• Discussion re Sculpture Centre <i>Whilst we understand the frustration this is outside the remit of the Library Service Review</i></li> </ul>

LOCATION	ATTENDEES	PRIORITIES	QUESTIONS & COMMENTS
<b>Coronation Road Community Centre and Library</b> 10.30am 25/11/16  <i>Klare Rufo</i> <i>Elizabeth A. Binns</i> <i>David Fielding</i>	11 members of the public Representation from: Knitting Group; Garden Club; Sewing Group; Creative Writing; Craft Group and Abbey Close TRA	<u>Personal priorities</u> (Diamond 9) 1. Groups and community 2. Regular staff 3. Books 4. IT and training 5. Children  <u>Library Pounds exercise</u> Newspapers and DVDs not needed ebooks and talking books low priority	<ul style="list-style-type: none"> <li>• The library needs a regular member of staff <i>Due to the council's financial position we are unable to fill vacant posts</i></li> <li>• Can we have a clearer path for volunteers and more definition about their role e.g. not replacing staff? <i>We will continue to encourage volunteers and now have 2 staff with responsibility for supporting them. Our position has always been that volunteers add value and variety to what we can provide</i></li> <li>• Why can't the CAB come? <i>We have previously offered the CAB space at Radcliffe and Prestwich but they did not take us up on the offer</i></li> <li>• Is the carpark a shared space with the ROC? <i>Yes, it is</i></li> <li>• If this library closes will groups be contacted to discuss options? <i>Yes, they will, no decisions have been made yet</i></li> </ul>
<b>Dumers Lane Community Centre and Library</b> 10.30am 22/11/16  <i>Klare Rufo</i> <i>Elizabeth A. Binns</i> <i>David Fielding</i>	10 members of the public 1 member of staff Representation from: Over 50s Group; Dumers Lane TRA; Springs Community Project and Knit and Knatter	<u>Personal priorities</u> (Diamond 9) 1. Groups and community use (particularly older people) 2. Books 3. Advice and support 4. Regular staff 5. Children  <u>Library Pounds exercise</u> Newspapers, freephone and DVDs not needed ebooks and talking books low priority	<ul style="list-style-type: none"> <li>• How will communities that do not have a loud voice be heard? <i>Through sessions like this and the first consultation. Plus, we (EAB/DJF) have worked with communities for a long time and will not forget them.</i></li> <li>• We cannot lose the trusted status of the librarians <i>It is clear that people value the services and knowledge of trained staff.</i></li> <li>• Who will make the final decision? <i>This will be made by your council/cabinet</i></li> <li>• Does Klare Rufo know what she has to save? <i>There is an overall target for the department – details given.</i></li> <li>• When will the public know the plans? <i>The timetable was shown – options for the service will be contained in a publicly available report to Cabinet in mid-January</i></li> <li>• Elizabeth is your job safe? <i>I hope so! But no decisions have been made</i></li> <li>• Is there a number of libraries to close? <i>Not at this stage</i></li> <li>• Are older people represented by Children Young People and Culture? <i>Yes they are -and will continue to be so. The department has been extremely supportive/understanding of the needs of the Library Service and its wide customer base</i></li> <li>• Have you worked out how people will get to other libraries? <i>Yes – explanation of the work commissioned on this</i></li> <li>• Can you give an example of how we share this building? <i>The building is already used by 6 Town Housing, the Police, local councillors, other community groups and occasional private hire.</i></li> <li>• What happens to this building if the library closes? <i>This will be decided at a later date; community groups will be informed/involved. Community management of buildings may be considered – business plans would be needed</i></li> <li>• Will communities be abandoned? <i>No, the Library Service has been built on work in and with communities and this is still an important strand in the 6 Principles for the service</i></li> </ul>

LOCATION	ATTENDEES	PRIORITIES	QUESTIONS & COMMENTS
<b>Moorside Community Centre and Library</b> 2.15pm 21/11/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	11 members of the public Representation from: the church (shared location); Lunch Club; Knit and Knatter and Seedfield TRA	<u>Personal priorities</u> (Diamond 9) 1. Activities and community 2. Books 3. Trained staff 4. Increased opening hours (at least original commitment) 5. IT 6. Partnerships  <u>Library Pounds exercise</u> Newspapers, freephone and DVDs not needed ebooks and talking books low priority	<ul style="list-style-type: none"> <li>• Why are we penny-pinching over an essential part of English life? <i>Explanation about the council's financial position given</i></li> <li>• Which councillors are fighting against the cuts? <i>No one wants to make cuts but it is a necessity; the council has been battling for a number of years about the assessments made upon it by Government</i></li> <li>• Where are the councillors? <i>Councillors have been invited to all sessions; many councillors also work during the day.</i></li> <li>• What agreement is there with the Big Lottery Fund? <i>Funding was given on the understanding that there would be 20 years of community use</i></li> <li>• Where have all the staff gone? <i>The last Library Review reduced staffing by over a third but did not reduce buildings or opening hours; this combined with the fact that we cannot fill vacancy (due to the financial situation) means that the service is significantly understaffed</i></li> <li>• Are councillors aware of the agreement and its implications? <i>Yes</i></li> <li>• What would happen to the building? <i>This is not known at this stage as no decisions have been made?</i></li> <li>• Is the Sculpture Centre well used? <i>This is outside the remit of the Library Review</i></li> <li>• Which libraries are underused? <i>All libraries are well used, it is not simply a matter of numbers or book issues.</i></li> </ul>
<b>Prestwich Library and Adult Learning Centre</b> 6.30pm 24/11/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	9 members of the public 1 councillor Representation from: local Jewish community; Reading Group	<u>Personal priorities</u> (Diamond 9) 1. Books 2. Computers  3. Opening hours 4. Trained staff 5. Advice and information 6. Children  7. Community focus  <u>Library Pounds exercise</u> 50/50 split on newspapers Computers valued as are staff	<ul style="list-style-type: none"> <li>• Who analyses the results of tonight? <i>Library Service staff</i></li> <li>• What is the value of tonight? <i>To inform people where we are in the review, how the results of the first consultation and tonight feed into the decision making process, to provide an opportunity to ask questions</i></li> <li>• Is there enough publicity for these events? <i>We have used posters both in the library and wider community, social media, press releases, email to relevant groups, other mailing opportunities and the library e-zine.</i></li> <li>• Problems in accessing newspapers <i>These have been a problem for many years; we cannot buy newspapers for everyone</i></li> <li>• What happens to books that are removed from stock? <i>Stock is rotated between libraries but when it reaches the end of its useful life it may be sold in booksale or online if of special interest or sold in bulk. Some books may be kept in a reserve collection but we only have limited space for this.</i></li> <li>• Where are the examples of good practice? <i>Community partnerships, volunteers, shared locations, income generation</i></li> <li>• We need spaces to read <i>Prestwich still has reading areas available but we can look at new ideas</i></li> <li>• A good relationship with schools is needed <i>Examples of work with schools given</i></li> <li>• Bury needs to embrace volunteers <i>We have over a 130 volunteers</i></li> </ul>

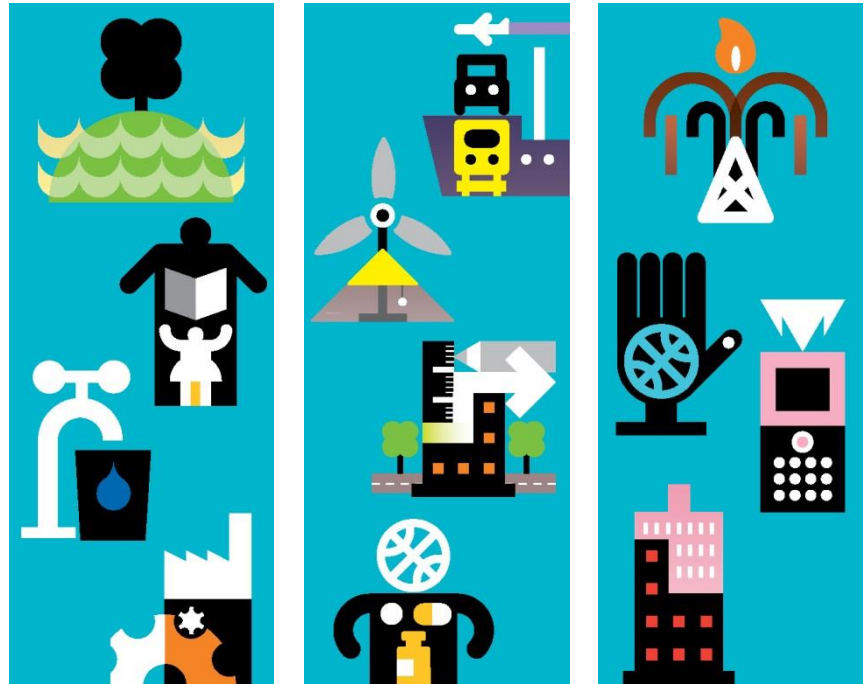
LOCATION	ATTENDEES	PRIORITIES	QUESTIONS & COMMENTS
<b>Radcliffe Library</b> 10.30am 18/11/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	20 members of the public Representation from: Reading Group; Heritage Society; Lego Club; Literary Society; Adult colouring group; Family Tree Group; Crafters	<u>Personal priorities</u> (Diamond 9) 1. Books 2. Staff 3. Events and activities 4. Computers 5. Children 6. Space for community use  <u>Library Pounds exercise</u> Remove newspapers bring in volunteers for events	<ul style="list-style-type: none"> <li>Concerns that Radcliffe is being affected by decisions made in Bury <i>The council represents the needs of the whole borough; importance of 'using' your local councillor</i></li> <li>Can a Carnegie Library be closed? <i>Radcliffe is only '50%' Carnegie. To the best of our knowledge Carnegie Libraries have been closed. Should such a thing come to pass the council legal department will advise</i></li> <li>It is important that Radcliffe stands up for itself <i>Discussion</i></li> <li>Discussion regarding upstairs space and use of building in general</li> <li>Can we control and promote presence on the council website? <i>The website has recently been redesigned and adaptations are limited but we should be getting a new Library Management System which will provide more opportunities for promotion. We also make good use of social media</i></li> <li>Was the library not given for the people of Radcliffe? <i>The legality/accuracy of such statements will be verified by the legal department.</i></li> </ul>
<b>Ramsbottom Library and Adult Learning Centre</b> 6.30pm 17/11/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	11 members of the public 2 councillors Representation from: Ramsbottom Heritage Society; Ramsbottom Writers Circle; Family History; Save Ramsbottom Library Group; Knit and Knatter; Busy hands Busy tongues	<u>Personal priorities</u> (Diamond 9) 1. Books 2. Children 3. Knowledgeable staff 4. Events and activities 5. Advice and information 6. Community Space 7. Learning 8. Income generation  <u>Library Pounds exercise</u> Remove newspapers ebooks and magazines	<ul style="list-style-type: none"> <li>How was the extension of Ramsbottom Library funded? Was it the sale of the Lowry? <i>Money for the extension came from the then Learning and Skills Council not from the sale of the Lowry</i></li> <li>Groups using the library could charge and split profits with the library <i>This could be looked at providing it does not deter use by the community</i></li> <li>Are demographics monitored? <i>The Library Service collects extensive statistics and uses these along with social and geographic changes to plan the service</i></li> <li>Can we force people to join? <i>No, people can use the library even if they do not join – this is fairly common</i></li> <li>Bury Council cannot guarantee that it will not close libraries can it? <i>No it cannot but it must provide a comprehensive library service (Public Libraries and Museums Act 1964)</i></li> <li>Are books pulped when they are sold? <i>When books reach the end of their useful life they may be sold in booksale or online if of special interest or sold in bulk – we have no control over the books once sold.</i></li> <li>Do we pay for staff to organise book sales? <i>Staff involved will do this either in their normal hours or for additional payment; this could well be a good area for volunteers</i></li> <li>Libraries should be run as a business – making better use of buildings <i>We are becoming increasingly business like e.g. Inspirations at Ramsbottom and we are extending room hire e.g. to businesses and for private hire</i></li> <li>Introduce more live music and arts <i>We can consider this</i></li> <li>Sell more tourist items <i>Inspirations was set up to do just that</i></li> </ul>



LOCATION	ATTENDEES	PRIORITIES	QUESTIONS & COMMENTS
<b>Topping Fold Community Centre and Library</b> 3.30pm 21/11/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	7 members of the public Representation from: TRA; over 50s group; youth group and Knit and Knatter	<u>Personal priorities</u> (Diamond 9) 1. Activities and community 2. Advice and information 3. Staff 4. Computers and WiFi 5. Learning opportunities 6. Partnerships  Library Pounds exercise Newspapers and DVDs not needed	General discussion about the development of the Community Centre and Library and the difference it has made to the community
<b>Tottington Library</b> 2.15pm 28/11/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	13 members of the public Representation from: Knit and Knatter; Book Club; Ancestry Group; local church	<u>Personal priorities</u> (Diamond 9) 1. Staff 2. Books 3. Events and activities 4. Community space 5. Learning opportunities 6. Children's activities 7. Computers  Library Pounds exercise Newspapers and DVDs not needed	<ul style="list-style-type: none"> <li>• Can we combine with CAB? <i>We have offered this and other organisations space in libraries – for organisations such as CAB free of charge</i></li> <li>• Use of volunteers <i>Discussion about the role of volunteers</i></li> <li>• Out of hours use <i>the library is well used out of hours and we are working to extend this both for community benefits and income generation</i></li> <li>• Alternative power sources e.g. solar power <i>Beyond the scope of the review but we do consider best value for utilities and other services as part of our budgeting process</i></li> <li>• Charging policies <i>discussion</i></li> </ul>
<b>Unsworth Library</b> 2.15pm 25/11/16  <i>Klare Rufo</i> <i>Elizabeth A. Binns</i> <i>David Fielding</i>	10 members of the public 2 councillors Representation from: Book Club; Knit and Knatter and Sunny Bank Community Centre	<u>Personal priorities</u> (Diamond 9) 1. Books 2. Staff 3. Resources for children 4. Computers 5. Learning opportunities 6. Community space and activity  Library Pounds exercise Newspapers valued computers reduced in number Advice and information also a priority	<ul style="list-style-type: none"> <li>• Complaint that the event had not been publicised <i>We have used posters both in the library and wider community, social media, press releases, email to relevant groups, other mailing opportunities and the library e-zine.</i></li> <li>• Unsworth has very few facilities <i>Discussion</i></li> <li>• Why are there no hanging baskets when the council spends a fortune on Bury in Bloom <i>Hanging baskets for libraries were stopped several years ago due to expense. Bury in Bloom is sponsored by local businesses and does not cost ratepayers anything</i></li> <li>• Parameters for the access survey <i>The survey was carried out by an external organisation and has been done with appropriate rigour</i></li> <li>• The process lacks respect <i>We are sorry that someone feels this to be the case however we have carried out the review, and will continue to do so, bearing in mind the impact and potential upset for members of the public. We feel that our efforts to consult and involve people is a clear demonstration of our respect for the people of the borough</i></li> </ul>

LOCATION	ATTENDEES	PRIORITIES	QUESTIONS & COMMENTS
<b>Whitefield Library and Adult Learning Centre</b> 11.15am 01/12/16  <i>Elizabeth A. Binns</i> <i>David Fielding</i>	13 members of the public 2 councillors Representation from: Art Group; Audiology; Sensory Impairment Unit and partners; and local police	<u>Personal priorities</u> (Diamond 9) 1. Books 2. Staff 3. Computers  4. Sensory Impairment resources 5. Children 6. Advice and information 7. Activities  <u>Library Pounds exercise</u> 50/50 split on newspapers Staff valued as are books and IT	<ul style="list-style-type: none"> <li>• A letter was read out by a member of the public expressing his thoughts about the service</li> <li>• Explanation and discussion about the financial situation of the council and the impact on all services</li> <li>• Will the council work with community groups to ensure best use of buildings? <i>All our library buildings are being reviewed carefully to ensure they are the best options for the future. Community use of buildings may be considered subject to business plans – no decisions made as yet</i></li> <li>• Are charges too low? <i>We endeavour to balance income potential with the ability of people to pay and the role of "free" public library</i></li> <li>• Discussion about volunteers</li> <li>• Can libraries and charities work together – <i>We have done this for many years and hope to continue/extend this to benefit us all</i></li> <li>• Books are not as good as they used to be, can we change selections process? <i>We can 'look at involving regular readers in the process</i></li> </ul>

	Number of libraries that highlighted this as a priority area	%
Community uses and Groups	13 /13	100%
Books	12 /13	92%
Staff	12 /13	92%
IT / Wifi	10 /13	77%
Children	9 /13	70%
Advice and Guidance	6 /13	46%
Learning	4 /13	31%
Events and Activities	4 /13	31%
Vulnerable users	2 /13	15%



# Bury Libraries – Option Development

Impact Assessment

October 2016



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Impact Assessment

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## Issue and revision record

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# 1 Executive summary

## Scope of the study

Mott MacDonald was commissioned by Bury Council to provide an analysis and evaluation of the potential options for the future delivery of library services across Bury. Socio-demographic, equality, and public transport accessibility analyses have been undertaken in order to help understand the outcomes of all seven possible options for development.

The seven proposed options for future delivery are:

- Option 1: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield, Unsworth
- Option 2: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield
- Option 3: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Unsworth
- Option 4: Ramsbottom, Bury, Prestwich, Radcliffe, Whitefield
- Option 5: Ramsbottom, Bury, Prestwich, Radcliffe, Unsworth
- Option 6: Ramsbottom, Bury, Prestwich
- Option 7: Ramsbottom, Bury, Radcliffe, Prestwich

## Socio-demographic profile

Population data<sup>1</sup> was collected for the following groups to understand those are likely to be affected by the potential reconfiguration of library services.

- Total population
- Older people (Over 65, Census 2011)
- Children (Under 16, Census 2011)
- Deprived people (Index of Multiple Deprivation [IMD], Department for Communities and Local Government [DCLG] 2015)
- Disabled people (Limiting Long Term Illness, Census 2011)
- People from black, Asian or minority ethnic (BAME) background (not White British, Census 2011)
- People without access to a car (households without a car, Census 2011)

The demographic profile indicates that the majority of population groups considered for this analysis are in line with both the regional (north west region) and national (England) averages. However, those from BAME groups and those with no access to a car are both below the national average. With regards to deprivation, the population of the assessment area is broadly in line with both the national and regional averages for all quintiles, except for the most deprived quintile, which is lower than the average for the north west.

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<sup>1</sup> Population data was extracted from the 2014 Subnational Population Projections and the 2011 Census.

## Key usage trends

To supplement and support the socio-demographic work above Bury Libraries' membership database<sup>2</sup> was interrogated and a qualitative evidence review was carried out in order to explore the underpinning reasons behind service use and access patterns. This indicates that:

- Bury usage data shows that the highest concentrations of users are located around the town of Bury itself, and to the urban south of the district around Prestwich.
- Bury and Prestwich libraries have a combined share of 54% of users, with Bury itself home to 34%.
- Bury has a high proportion of adult borrowers, with a comparatively low proportion of young person's when compared to other library locations. Conversely, Tottington and Unsworth libraries both have low proportions of adult borrowers, and high proportions of young persons.
- National evidence suggests that there has been a decline in library usage in recent years, due to numerous factors including library users having less free time and people buying or getting books from elsewhere, such as e-books.<sup>3</sup>
- Much of the literature highlights that libraries play a variety social and civics and contribute to social well-being. They are considered to be safe environments for literacy and learning and a starting point for the empowerment of citizens who may lack opportunities and resources at home.<sup>4 5</sup> These functions are particularly important to older people and those from deprived backgrounds.
- Libraries enable access to computers and the internet, which can be a key driver in use by those from deprived communities and also younger people,<sup>6</sup>
- There is national evidence to suggest that a higher proportion of adults from BAME groups use libraries for academic purposes compared to adults from white ethnic backgrounds.<sup>7</sup>

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<sup>2</sup> 54,632 records were mapped to postcodes in Bury, so were used for the analysis. The analysis has also disaggregated the user database by 'users of each library location' and 'borrower type' to further explore the impacts on these sub groups.

<sup>3</sup> Department of Culture, Media and Sport (DCMS) (2016) Taking part focus on libraries. See:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519675/Libraries\\_short\\_story\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf)

<sup>4</sup> DCMS (2014) Independent library report for England. See:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/388989/Independent\\_Library\\_Report-18\\_December.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/388989/Independent_Library_Report-18_December.pdf)

<sup>5</sup> Older People's Commissioner for Wales (2014) The importance and impact of community services within

Wales. See: [http://www.olderpeoplewales.com/Libraries/Uploads/The\\_Importance\\_and\\_Impact\\_of\\_Community\\_Services\\_within\\_Wales.sflb.ashx](http://www.olderpeoplewales.com/Libraries/Uploads/The_Importance_and_Impact_of_Community_Services_within_Wales.sflb.ashx)

<sup>6</sup> Citizens Advice Scotland (2015) Internet access in Glasgow's deprived areas. See:

[http://www.cas.org.uk/system/files/publications/internet\\_access\\_in\\_glasgow\\_2015\\_final\\_-\\_aug\\_15.pdf](http://www.cas.org.uk/system/files/publications/internet_access_in_glasgow_2015_final_-_aug_15.pdf)

<sup>7</sup> DCMS (2016) Taking part focus on libraries. See:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519675/Libraries\\_short\\_story\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf)

## Public transport accessibility

### *Analysis by population*

Results of public transport accessibility analysis<sup>8</sup> for the population of Bury show that:

- Option 1 affects the least amount of residents as it includes the highest number of libraries (seven). All of the population are within a 30 minute travel time of a library
- Options 2 and 3 (six sites) also affect a relatively small number of residents. Although options 2 and 3 both lose one library in the south of the district, both options already have three libraries in the south so, overall, the area remains well served. Under both options all of the population are within a 30 minute travel time of library. Higher proportions of the population can access the site within 10 minutes under option 3 (which retains Unsworth) as compared to option 2.
- Options 4 and 5 (five sites) both lose Tottington library. This impacts in the north west of the district experiencing increased travel times. However, the north east and the south of the district remain well served. Under these options 730 people live have journey times of over 30 minutes. Higher proportions of the population can access the site within 10 minutes under option 5 (which retains Unsworth) as compared to option 4.
- Option 6 affects the highest number of residents as a result of proposing the fewest libraries in the future (three sites). With this option, over 4,500 of the district's population live over 30 minutes from a library.
- Option 7 is the only option that contains four libraries. Of the overall population, 26% are located within 10 minutes' travel time. The proportion of overall population located within 15 minutes travel time is 67%.
- There are no significant differences between weekday and Saturday travel times with any of the options. This is a result of Saturday services operating at a similar frequency and operating along the same routes as weekday services.

### *Analysis by user group*

Public transport travel times for each of the proposed option sets were also mapped against the types of borrower (Adult borrower, disabled user, institution, senior citizen, young person) in order to see if any borrower types would be disproportionately affected by potential changes. Figures were calculated as a proportion of the total borrower population:

- With option 1, each borrower type group has proportions in each travel time band that are broadly in line with the total proportion of borrowers.
- Options 2, 3 and 4 have similar proportions of borrower type compared to the total borrower proportion column in each travel time band with the exception of the institution borrower type category.
- Similarly with option 5 the institution borrower type category has proportions that are not in line with the total proportion. However, with this option senior citizens may also be disproportionately impacted by longer travel times as 28% of this borrower type will have travel times of over 15 minutes, compared to 22% of the total proportion of library users.
- With options 6 and 7, the borrower type proportions are broadly in line with the overall totals, with the exception of the institution borrower type.

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<sup>8</sup> Public transport travel time isochrones have been generated using TRACC software which includes timetable information for bus, rail, coach and tram from quarter one 2016. More detail can be found in section 2.

## 2 Introduction

### 2.1 Scope

Mott MacDonald was commissioned by Bury Council to undertake socio-demographic, equality and public transport accessibility analysis to help shape potential options for the future delivery of library services across Bury.

### 2.2 Demographics

A socio-demographic baseline of Bury district was created to provide the social and demographic context for the review. The baseline presents a snapshot of the relevant surrounding communities that are likely to experience any effects from potential service reconfigurations. Population data has been extracted from 2014 Subnational Population Projections and the 2011 Census, and includes the following categories:

- Total population
- Children (under 16)
- Older people (65 and above)
- Disabled people or those with an LLTI
- BAME
- Pakistani women
- Households with no access to a car
- IMD deprivation quintiles

### 2.3 Qualitative review

To supplement and support the socio-demographic baseline qualitative evidence has been reviewed. The review explores drivers behind usage patterns, barriers to access, and trends in need and demand for particular services, determining why certain patterns of use or non-use have emerged.

### 2.4 Accessibility

In considering a council's duty to provide a comprehensive library service to its residents, the High Court ruled in 2014 that, 'Comprehensive has...been taken to mean delivering a service that is accessible to all residents using reasonable means...' The modelling undertaken in this report was commissioned in order to inform understanding of what would represent the minimum level of service provision consistent with this ruling. This was done by estimating the degree of accessibility to the nearest township library for all residents living within the borough under different levels of service provision. The focus was on the township libraries as these have longer opening hours. As such they are, by definition, more accessible and tend to offer a more comprehensive range of services. It should be emphasised however that the decision to model only accessibility to the township libraries does not provide any indication about the Council's intentions at this time with respect to Bury's community libraries.

**'Accessible' is measured by the amount of time (in five minute intervals up to 30 minutes) taken for each resident to reach their nearest library by public transport.**

Public transport was chosen over accessibility by car because not all residents have access to a car, and the borough's more vulnerable residents will be disproportionately represented amongst public transport users. In addition, older residents, who are an important user group for the service, can travel for free on public transport.

Accessibility was modelled first using the current service level provided by Bury's seven township libraries (option 1). Subsequent modelling provided an indication of how the level of accessibility changed in response to different levels of service provision (options 2 to 7). These are set out below.

- Option 1: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield, Unsworth
- Option 2: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield
- Option 3: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Unsworth
- Option 4: Ramsbottom, Bury, Prestwich, Radcliffe, Whitefield
- Option 5: Ramsbottom, Bury, Prestwich, Radcliffe, Unsworth
- Option 6: Ramsbottom, Bury, Prestwich
- Option 7: Ramsbottom, Bury, Radcliffe, Prestwich

## 2.5 Library user analysis

The Bury libraries membership database was interrogated to provide an understanding of current users of each of the libraries above. This data was linked to the outputs of the accessibility analysis to provide a more in depth appraisal of travel impacts for persons who will be specifically impacted by potential service changes. The analysis also disaggregated the user database by 'users of each library location' and 'borrower type' to further explore the impacts on these sub groups.

## 3 Socio-demographic mapping

### 3.1 Introduction

This chapter sets out the socio-demographic baseline data that has been collated to inform the assessment. It is not intended to be a full socio-demographic profile of the impact area - the data focuses on baseline data that is relevant to the future delivery of library services across Bury. The baseline provides the social and demographic context for the review and presents a snapshot of the relevant surrounding communities that are likely to experience any effects.

Comparisons are made between the Bury local authority, the north west region and England. Figures for England are given to show whether the profile of the assessment area is in line with national averages.

### 3.2 Population

#### 3.2.1 Total population and population density

Table 3.1 shows the population for the three areas as of 2014. The usual resident population in Bury is 187,500 according to 2014 Subnational Population Projections.

Table 3.1: Usual resident population

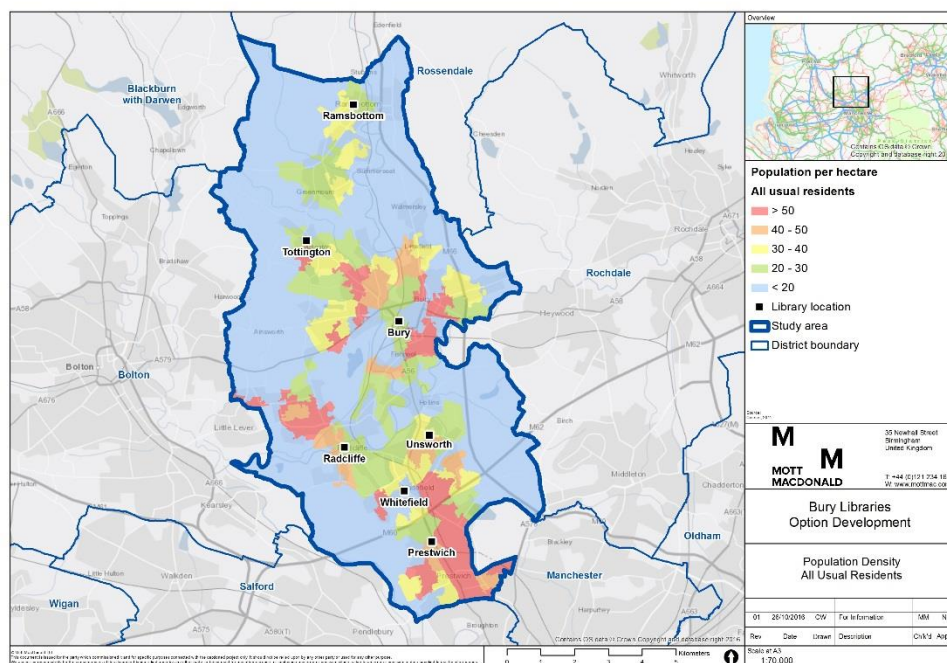
	Total population
Bury local authority	187,500
North west	7,133,000
England	54,316,600

Source: Subnational Population Projections, 2014

Figure 3.1 illustrates the population density across Bury. Population density is higher in the more urbanised areas, south of the district.



Figure 3.1: Population density – all usual residents



Source: Subnational Population Projections, 2014

### 3.2.2 Children (under 16)

Bury has 37,900 residents aged under 16 which is 20% of the total population. This is shown in Table 3.2 below. The proportion of the population who are aged under 16 in Bury is broadly in line with the comparator areas of the north west region and England.

Table 3.2: Population aged under 16

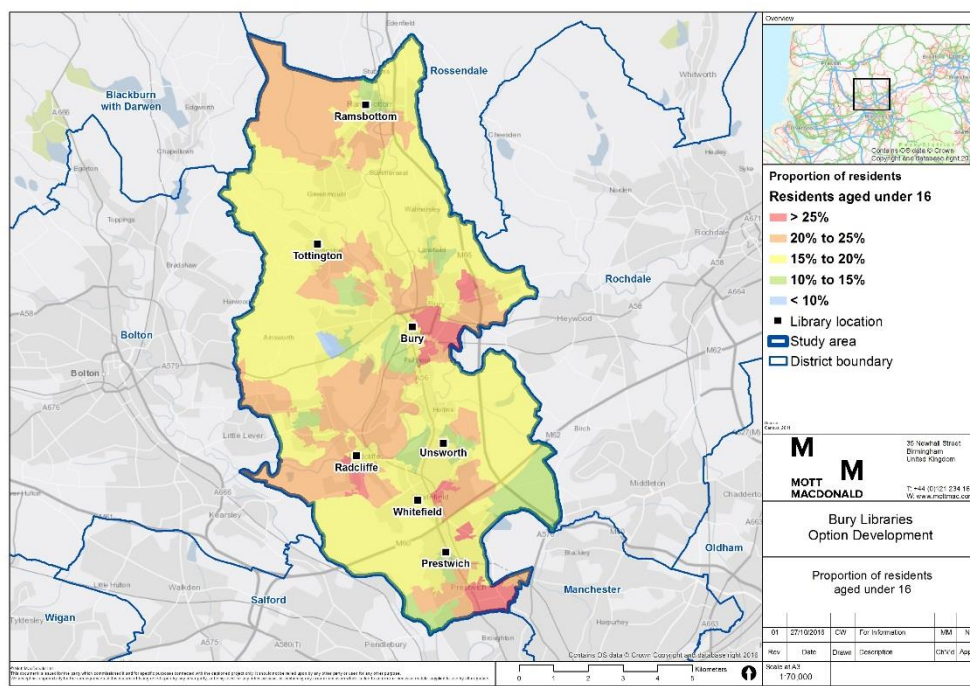
	Population aged under 16	Proportion aged under 16
Bury local authority	37,900	20%
North west	1,342,500	19%
England	10,303,600	19%

Source: Subnational Population Projections, 2014

Figures 3.2 and 3.3 respectively show the proportion and density of children aged under 16 in Bury. The more rural areas of Bury have low densities of the under 16 population. However, there are higher concentrations in the built-up areas, particularly in the south east of the district to the east of Whitefield and Prestwich.

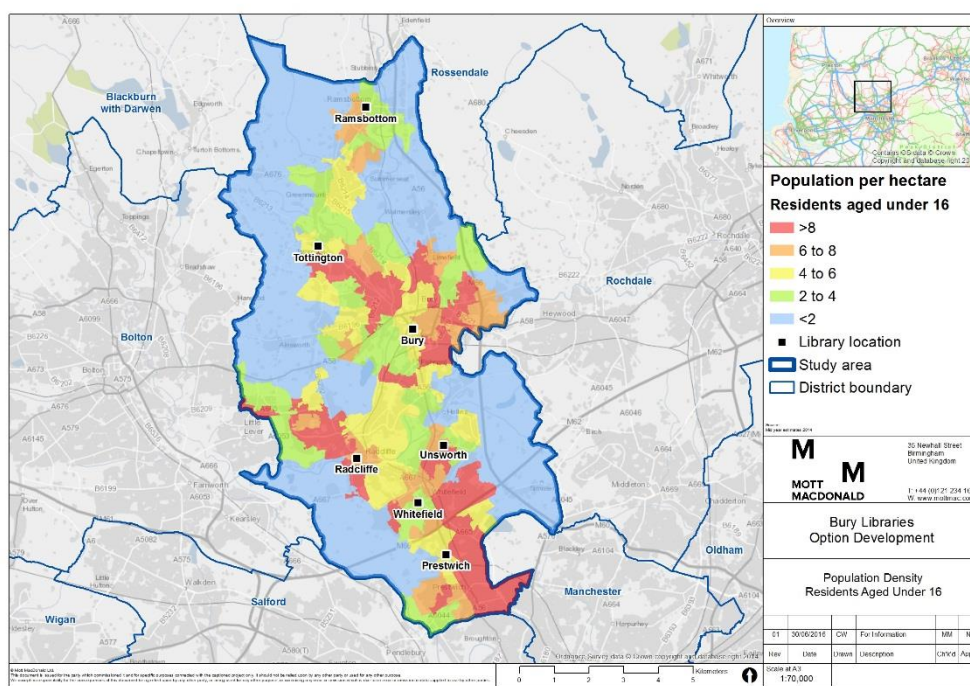


Figure 3.2: Proportion of residents aged under 16



Source: Subnational Population Projections, 2014

Figure 3.3: Population density – residents aged under 16



Source: Subnational Population Projections, 2014

### 3.2.3 Older people (65 and over)

Table 3.3 shows Bury has 32,800 residents aged 65 and over which is 17% of the total population. The proportion of the population who are aged over 65 in Bury is in line with the comparator area of the North west region and England.

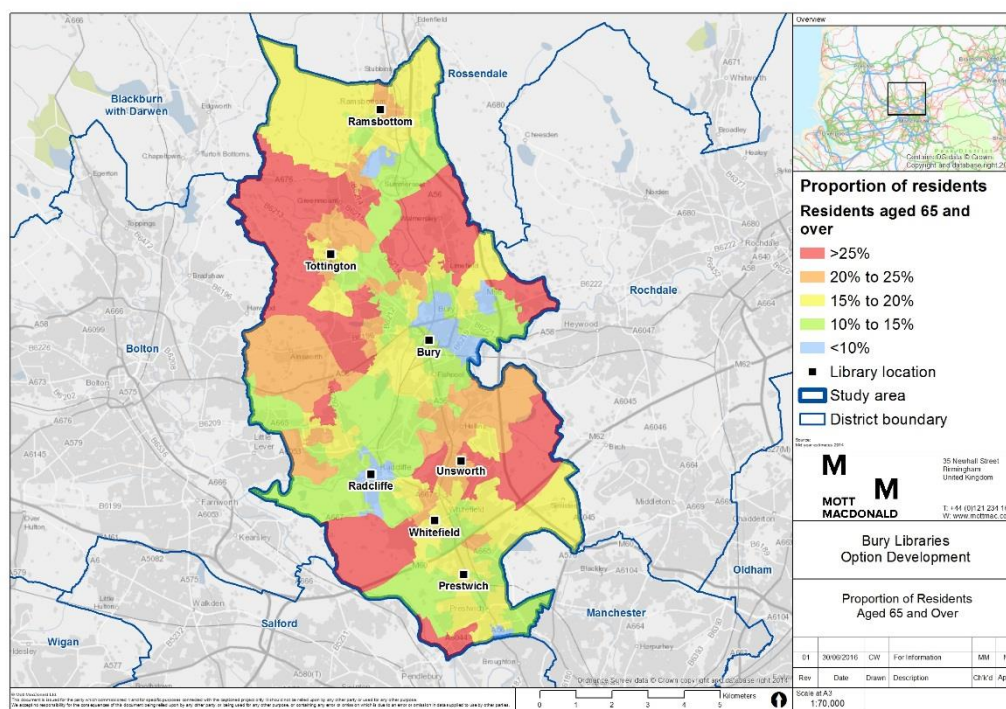
Table 3.3: Population aged 65 and over

	Population aged 65 and over	Proportion aged 65 and over
Bury local authority	32,800	17%
North west	1,280,800	18%
England	9,537,700	18%

Source: Subnational Population Projections, 2014

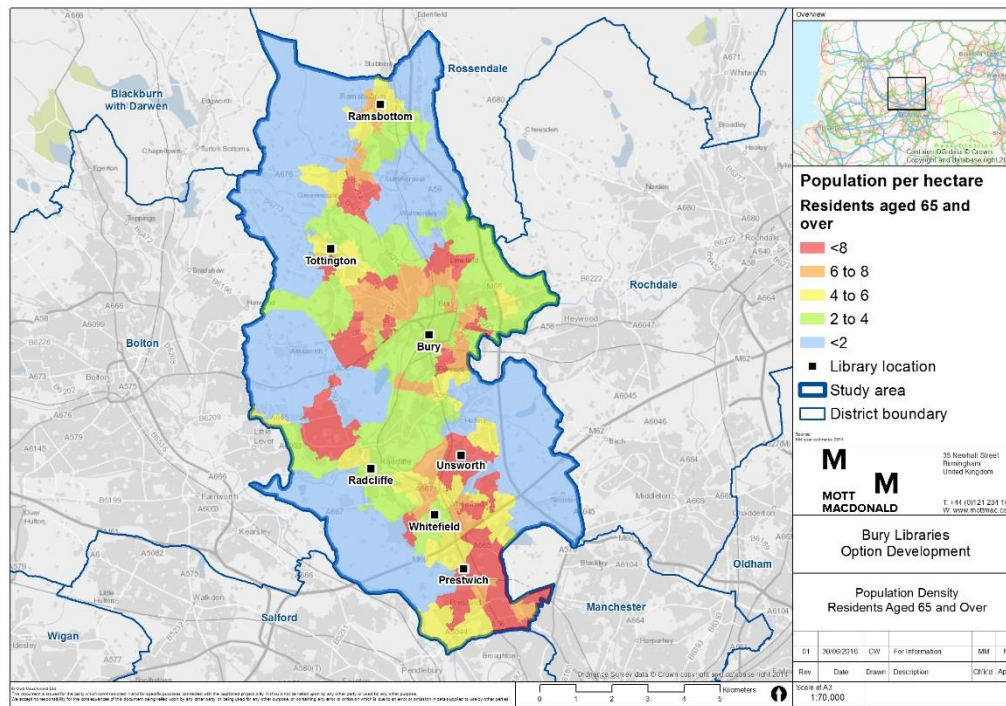
Figure 3.4 shows the proportion of the population aged over 65 in Bury. Bury has relatively low levels of residents aged 65 and over, with higher proportions to the north west of Bury town and the eastern side of Prestwich. Figure 3.5 shows the density of residents aged 65 and over within Bury.

Figure 3.4: Proportion of residents aged 65 and over



Source: Subnational Population Projections, 2014

Figure 3.5: Population density – residents aged 65 and over



Source: Subnational Population Projections, 2014



### 3.2.4 Disability

33,200 people in Bury have an LLTI – 18% of the population. This is in line with the national average, but slightly lower than the average for the North west region.

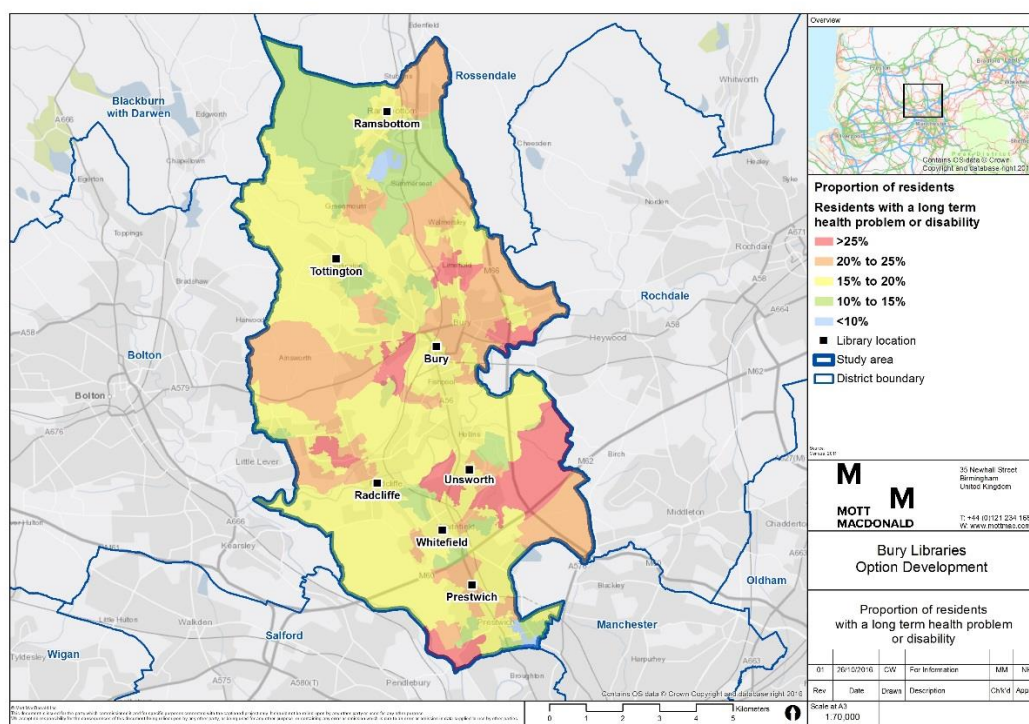
Table 3.4: People with an LLTI

	People with as LLTI	Proportion of people with an LLTI
Bury local authority	33,200	18%
North west	1,369,600	20%
England	8,937,000	17%

Source: Census 2011

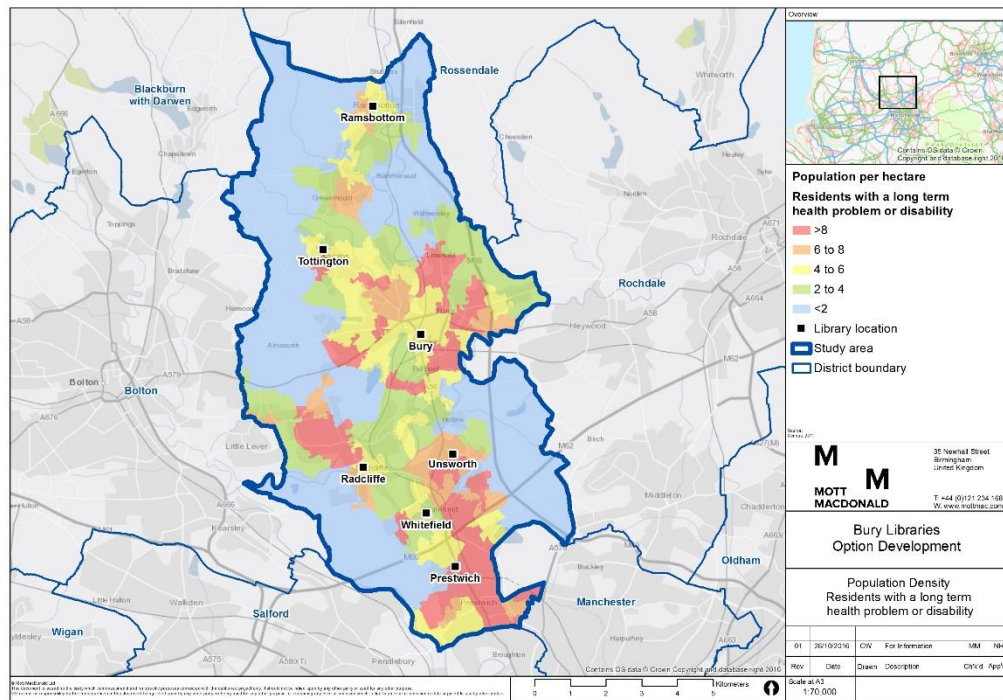
Figure 3.6 shows the proportion of the population with an LLTI in Bury. Figure 3.7 shows the density of residents with an LLTI within Bury. Bury has relatively low proportions of people with a LLTI, however there are higher concentrations on the outskirts of Bury town and to the south east of the district.

Figure 3.6: Proportion of residents with a LLTI



Source: Census 2011

Figure 3.7: Population density – residents with an LLTI



Source: Census 2011

### 3.2.5 BAME

Table 3.5 shows Bury has 27,200 individuals from a BAME background, which is 15% of the total population. This is higher than the comparator area of the North West Region (13%), but lower than England (20%).

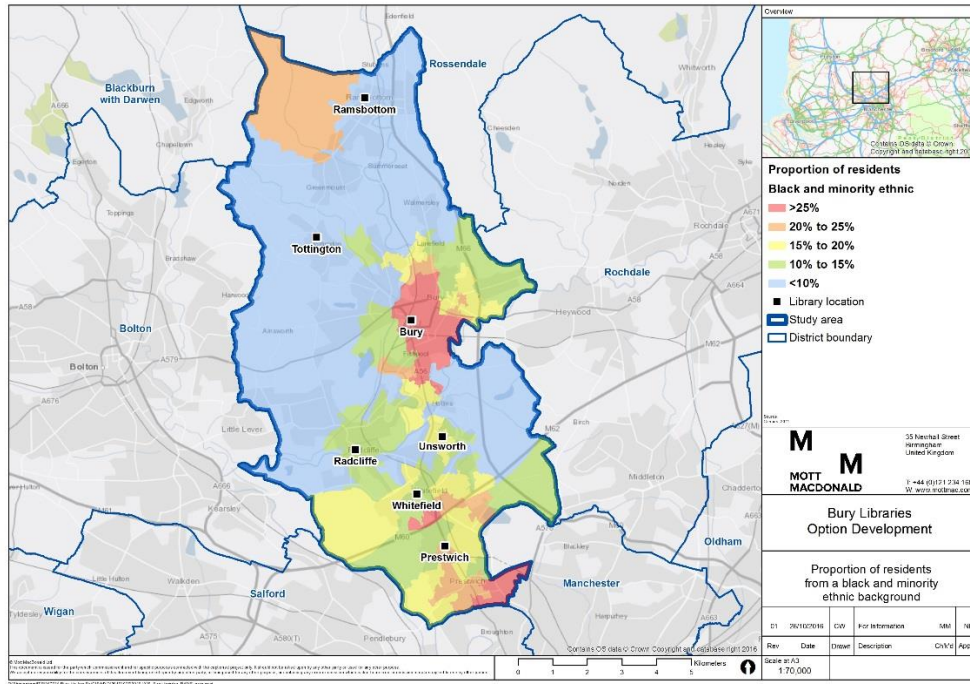
Table 3.5: BAME residents

	BAME	BAME proportion
Bury local authority	27,200	15%
North west	911,100	13%
England	10,733,200	20%

Source: Census 2011

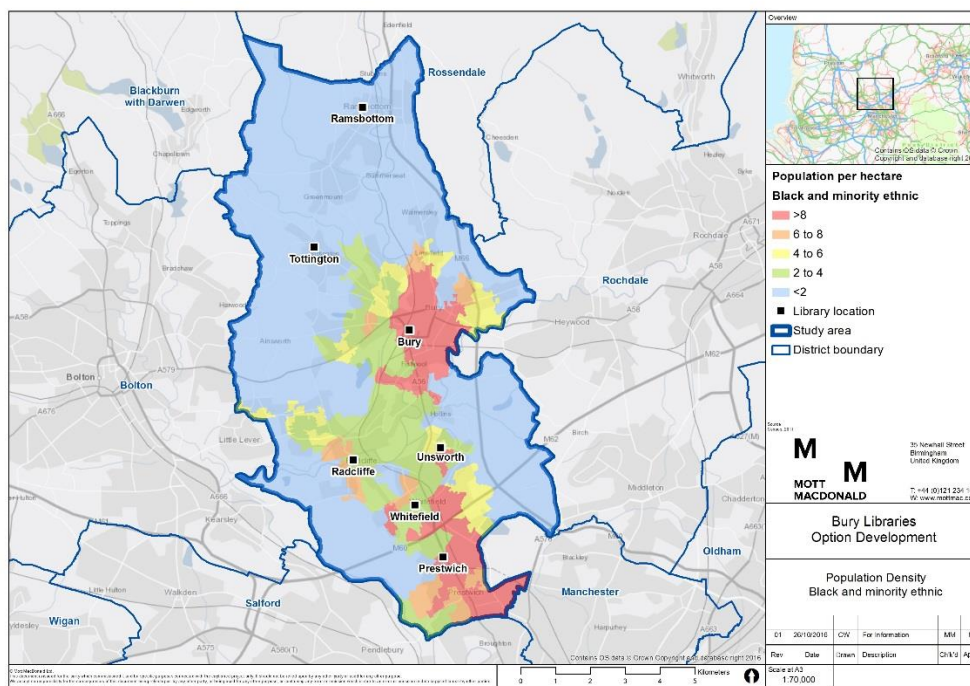
Figure 3.8 shows the proportion of BAME residents in Bury. Figure 3.9 shows the density of BAME residents. There are low proportions of BAME individuals throughout the district of Bury, however there are high concentrations in the built up areas of Bury town and Prestwich.

Figure 3.8: Proportion of BAME residents



Source: Census 2011

Figure 3.9: Population density – BAME residents



Source: Census 2011



### 3.2.6 Pakistani women

Table 3.6 shows Bury has 4,500 Pakistani women, which is 5% of the total population. This is higher than both the comparator area of the North west region (3%) and England (2%).

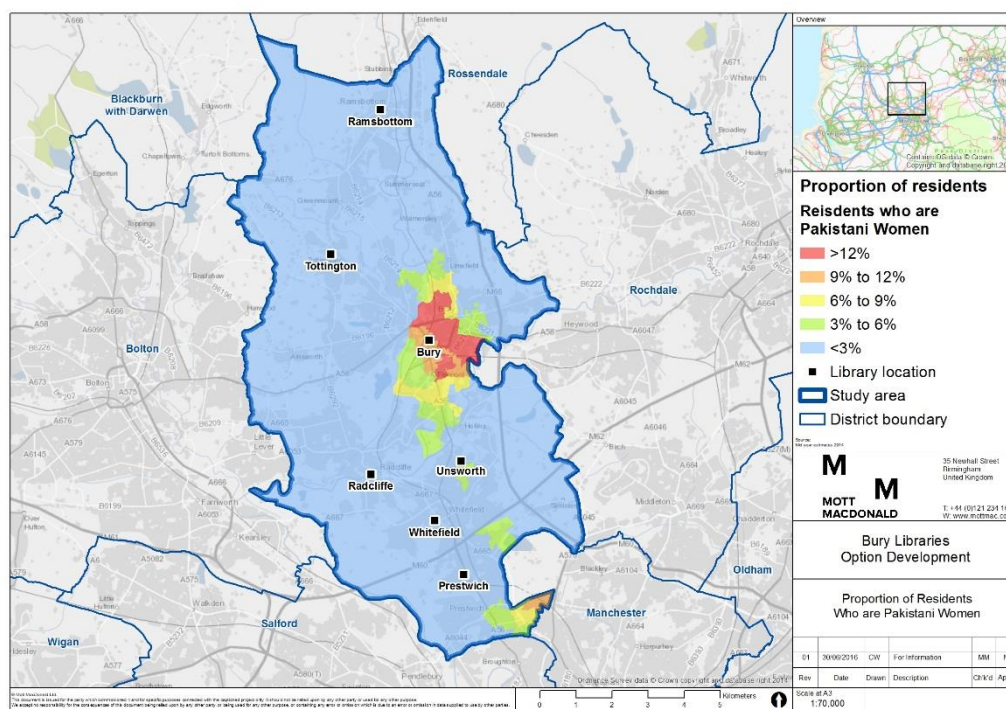
Table 3.6: Pakistani women

	Pakistani women	Proportion of Pakistani women (as proportion of total women)
Bury local authority	4,500	5%
North west	93,000	3%
England	542,500	2%

Source: Census 2011

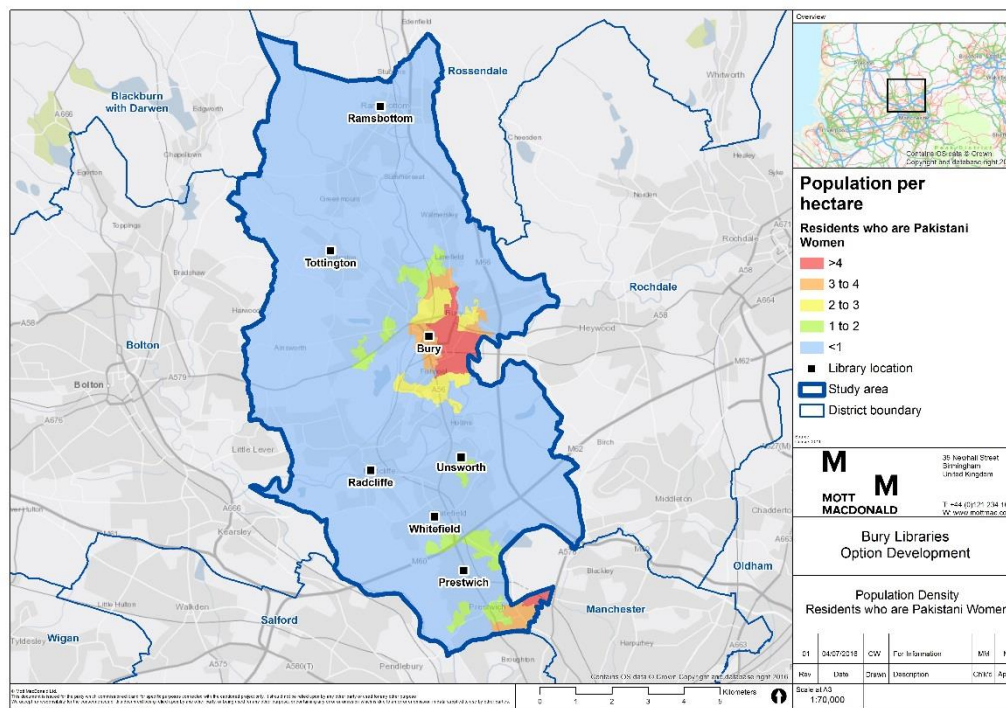
Figures 3.10 and 3.11 show the proportion and density of Pakistani women within the Bury district, respectively. The proportion of Pakistani women is low for the majority of the district, however there are high concentrations in the built up area of Bury, particularly to the east of the town.

Figure 3.10: Proportion of Pakistani women



Source: Census 2011

Figure 3.11: Population density – Pakistani women



Source: Census 2011

### 3.2.7 People without access to a car

Table 3.7 shows Bury has 18,700 households without access to a car, which is 24% of the total population. This is slightly lower than both the comparator area of the north west region and England.

Table 3.7: Households with no access to a car

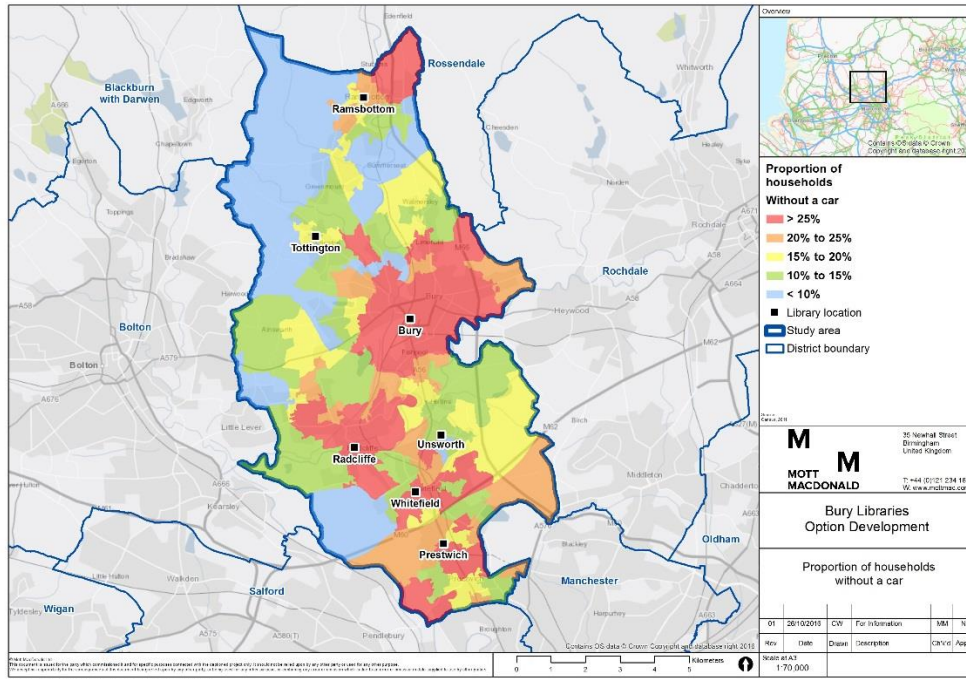
	Households with no access to a car	Proportion of households
Bury local authority	18,700	24%
North west	841,700	28%
England	5,691,300	26%

Source: Census 2011

Figure 3.12 shows the proportion of households without access to a car within Bury. Figure 3.13 shows the density of households without access to a car within Bury. Just under a quarter of households in Bury do not have access to a car. There are higher concentrations of those without access to a car around the built up areas of Radcliffe and Prestwich, as well as to the east of Bury town.

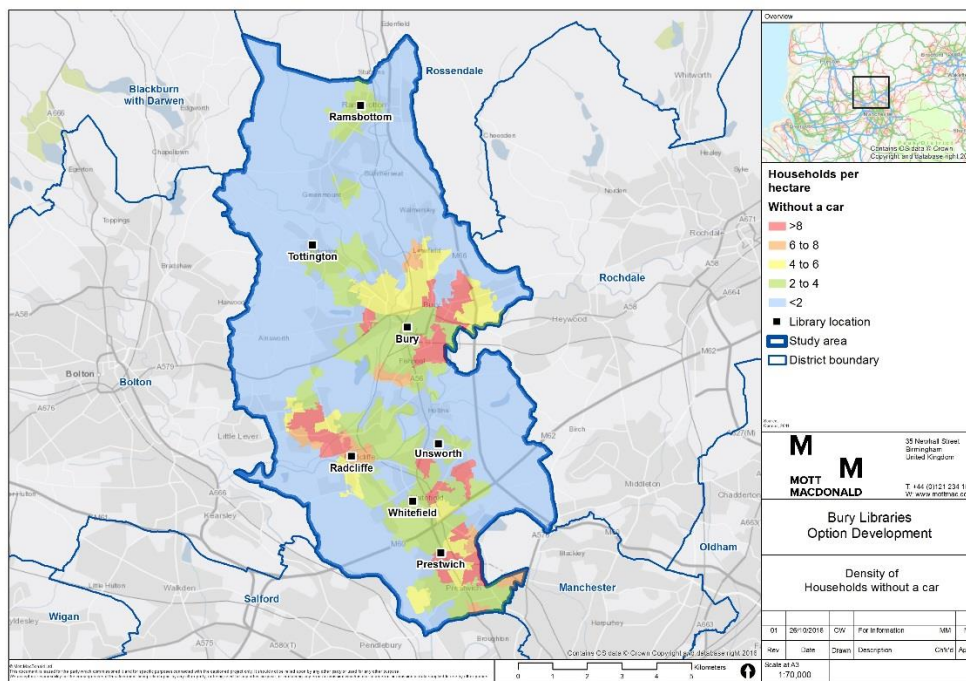


Figure 3.12: Proportion of households with no access to a car



Source: Census 2011

Figure 3.13: Density of households with no access to a car



Source: Census 2011

### 3.2.8 Deprivation

Table 3.8 shows the proportion of the population in each deprivation quintile for the district of Bury, the North west region and England. Bury has a relatively equal proportion of population that falls into each quintile, however the third, second and most deprived quintiles have the largest proportion of population all at 21%. This is a similar reflection of the national averages. The North west region, however, has a larger proportion (32%) of its population in the most deprived quintile.

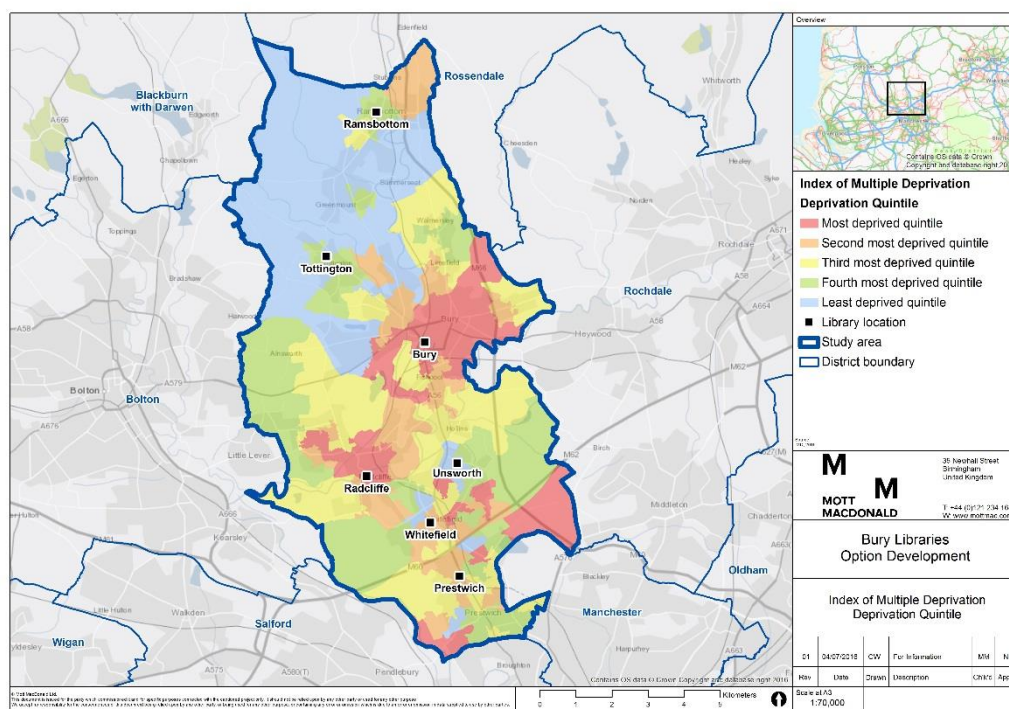
Table 3.8: Deprivation

	Least deprived quintile	Fourth most deprived quintile	Third most deprived quintile	Second most deprived quintile	Most deprived quintile
Bury local authority	18%	20%	21%	21%	21%
North west	16%	17%	16%	19%	32%
England	20%	20%	20%	20%	20%

Source: IMD 2015

Figure 3.14 below shows the geographic spread of deprivation in the district. The map illustrates that the district is characterised as having a mix of areas in all quintiles. Areas of deprivation are concentrated mostly in urban areas, specifically around Bury town and Radcliffe. The least deprived areas are located primarily in rural areas, or to the north and west of the district.

Figure 3.14: Deprivation quintiles



Source: Indices of Multiple Deprivation, 2015

## 4 Qualitative Analysis

### 4.1 Introduction

This literature review paper presents an overview of patterns of library use, service utilization and barriers to access, broken down by a range of social and demographic groups including:

- Older people (aged 65 and over)
- People from deprived communities and those with no access to a car
- Children and young people
- BAME groups and Pakistani women
- Disabled people

This paper presents an overall picture of library usage, before providing more detailed analysis of usage of library services in Bury and nationally.

### 4.2 Demographics of UK library users

Across the UK, data from the Department for Culture Media and Sport (DCMS) highlights a pattern of library usage based on social and demographic characteristics. This data shows that library usage varies considerably between different sections of the population, and a wider review of available evidence points to reasons why this might be the case. Overall, national data shows that:

- 68% of 5-10 year olds and 74% 11-15 year olds visited a library in the last year.<sup>9</sup>
- 14% of 5-10 year olds and 29% of 11-15 year olds visited a library in the last week.<sup>10</sup>
- 15% of adults engaged with the library sector digitally (4% visited a library website but not a physical library and 11% both visited a library and a library website).<sup>11</sup>
- 35% of adults visited a public library in the last 12 months.
- Library attendance is higher amongst women (39%) than men (30%).
- However, amongst all socio-demographic groups library usage has decreased from 2005 to 2015.<sup>12</sup>

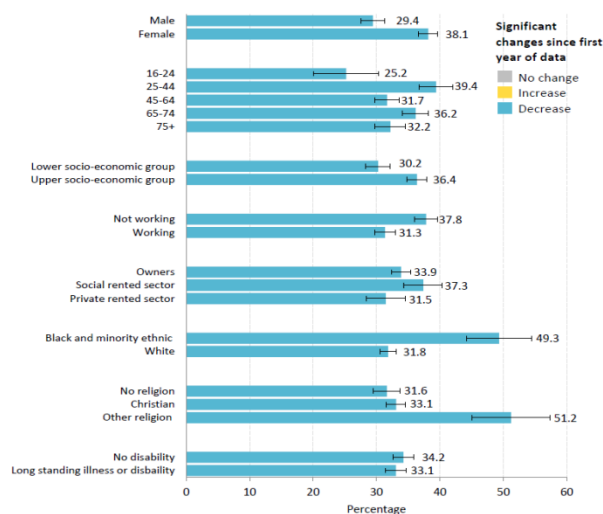
<sup>9</sup> DCMS (2015) [Taking Part 2014/15 Annual Child Report](#) p.6

<sup>10</sup> DCMS (2015) [Taking Part 2014/15 Annual Child Report](#) p.21

<sup>11</sup> DCMS (2015) [Taking Part 2014/15 Quarter 4](#) p.32

<sup>12</sup> DCMS (2016) Taking part focus on libraries. See:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519675/Libraries\\_short\\_story\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf)

Figure 4.1: Change in library user demographics by per cent between 2005/6 and 2014/15



Source: DCMS (2015) Taking Part 2014/15 Quarter 4

It has been suggested by DCMS that reasoning behind the decline in library usage is associated with:<sup>13</sup>

- Library users claiming that they have less free time (25% of adults).
- People buying or getting books from elsewhere.
- The increase in people using e-books as opposed to hard copies.
- Adults in upper socio-economic groups<sup>14</sup> had a higher rate of library attendance than people in lower socio-economic groups<sup>15</sup> (36% compared to 31%).
- Adults between 25 and 44 years old had higher rates of library attendance (41%) than adults in all other age groups.
- Adults who were not working had higher rates of library attendance than those who were working (38% compared to 32%).
- Adults with no limiting long term condition or disability had higher rates of library attendance than those with a limiting disability (36% compared to 32%).
- Adults from BAME groups had higher rates of library attendance than adults from the white group (48% compared to 33%).<sup>16</sup>

The remainder of this review explores usage trends amongst the different socio-demographic groups which are subject of this study including:

- The potential benefits of using library services
- The kinds of services required
- Any barriers to accessing library services

<sup>13</sup>DCMS (2016) Taking part focus on libraries. See:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519675/Libraries\\_short\\_story\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf)

<sup>14</sup> Details of socioeconomic groupings are published by ONS at the following link:

<http://webarchive.nationalarchives.gov.uk/20160105160709/http://www.ons.gov.uk/ons/guide-method/classifications/current-standard-classifications/soc2010/soc2010-volume-3-ns-sec--rebased-on-soc2010--user-manual/index.html>

<sup>15</sup> Details of socioeconomic groupings are published by ONS at the following link:

<http://webarchive.nationalarchives.gov.uk/20160105160709/http://www.ons.gov.uk/ons/guide-method/classifications/current-standard-classifications/soc2010/soc2010-volume-3-ns-sec--rebased-on-soc2010--user-manual/index.html>

<sup>16</sup> Reading Agency (No Date) Library facts. See: <https://readingagency.org.uk/about/impact/001-library-facts/>



## 4.2.1 Older people (aged over 65)

### 4.2.1.1 Library usage and benefits

Recent research for the Older People's Commissioner for Wales highlighted that libraries play a significant role in the lives of older people as they provide a physical space for people to interact, thereby helping to address social isolation and depression which are problems faced by many as they grow older. Many libraries seek to meet the needs of those who are socially isolated by providing stimulating activities which can often bring health benefits to those who take part. Libraries can also play a pivotal role in allowing older people to remain actively engaged in their wider community. Volunteer opportunities are common amongst libraries allowing older people to become involved.<sup>17</sup>

In addition, many services provide opportunities to attend educational classes in libraries, such as language and IT courses, which mean older people can remain involved in learning at all stages of their life. IT training can further support the independence of older people, in an increasingly online age. Training activities can be successfully accommodated in a library environment with the provision of large print and audio formats to ensure all older audiences are catered for and there are no access barriers.<sup>18</sup>

### 4.2.1.2 Key service areas used

Department for Health funded research for the Society of Chief Librarians suggest that the main services used by older people include:

- Book and reading groups: which often provide the abovementioned opportunities for socialising.
- Discussion groups: older people often have the desire to remain up-to-date with contemporary life, and discussion groups can help to accommodate that.
- Coffee and conversation groups: including informal drop-in sessions, normally run by volunteers.
- Memoir writing: suitable materials including books, local studies, and internet access can all be provided to give support to these kinds of activities.
- Film: film screenings draws members in and has a social aspect too.
- Reading programmes: many library services offer mobile services whereby the service itself visits residential homes.
- IT related programmes: many libraries offer IT classes which help people to use the internet, access emails, and use Microsoft Word. Many libraries also participate in the 'Silver Surfer' scheme which runs to assist older people with IT and avoid the 'digital divide' which is increasingly apparent.
- Wider wellbeing services: including non-typical services such as health checks.<sup>19</sup>

### 4.2.1.3 Barriers to accessing libraries

There is some evidence to suggest that older people experience barriers to accessing library services. Many older people can be unaware of the full range of services on offer at libraries due to limited marketing to members of this group. Promotion of such services need to be more widespread and embedded in community and umbrella groups who work with older people themselves, thus increasing visibility.

<sup>17</sup> Sloan, M. and Vincent, J. (2009) Library services for older people. See: <http://www.seapn.org.uk/uploads/files/Library-services-good-practice-guide-1336795.pdf>

<sup>18</sup> Sloan, M. and Vincent, J. (2009) Library services for older people. See: <http://www.seapn.org.uk/uploads/files/Library-services-good-practice-guide-1336795.pdf>

<sup>19</sup> Sloan, M. and Vincent, J. (2009) Library services for older people. See: <http://www.seapn.org.uk/uploads/files/Library-services-good-practice-guide-1336795.pdf>

The limitations of stock at libraries can also be a potential access barrier. Libraries may have a lack of choice in terms of large print items, for example.<sup>20</sup>

#### 4.2.2 People from deprived communities and those with no access to a car

Non-car ownership is also overwhelmingly concentrated in areas of low income.<sup>21</sup> As a result of this the benefits that they are likely to experience as a result of using the library are expected to be similar to those of people from deprived communities.

##### 4.2.2.1 Library usage and benefits

Public library data suggests that adults living in the most deprived areas visit the library more than those from less deprived areas. 37% of those living in the most deprived area visit their library, compared to 32% in the least deprived.<sup>22</sup> In 2014 it was also suggested in a report by DCMS that in England over a third of the population visits their local library; in the poorest areas of the country, this figure rises to nearly half. Libraries are not only considered to be safe environments for literacy and learning, but have also become the starting point for the empowerment of citizens who may lack opportunities and resources at home.<sup>23</sup>

##### 4.2.2.2 Key service areas used

A 2012 Economic and Social Research Council research paper on poverty suggests that libraries are valuable to deprived communities because they are able to provide a number of resources – such as books, magazines, newspapers and other media – for free or at low cost. It also noted that many of the activities that are offered in libraries – such as reading groups, parent and toddler groups, and children's events – are also free or, again, offered at very low cost. Moreover, it suggests that in difficult economic times, libraries can become an important replacement mechanism by which to access resources for many people. People may also choose to replace more expensive leisure activities with reading and thus feel more inclined to access free books available in a library.<sup>24</sup>

Internet access and use of a computer is also a common reason for people living in deprived areas to visit a library.<sup>25</sup> The DCMS research report stated that at least 20% of the population have no access to digital technology at home, and a much higher proportion than this figure do have such technology but fail to utilise it to its full potential. The need to create digital literacy in today's society can therefore be met by the professionalism and services offered within the library network. And, as a result of these services often being free of charge to use, are able to be made available to deprived communities and persons.<sup>26</sup>

<sup>20</sup> Sloan, M. and Vincent, J. (2009) Library services for older people. See: <http://www.seapn.org.uk/uploads/files/Library-services-good-practice-guide-1336795.pdf>

<sup>21</sup> House of Commons Environmental Audit Committee (2013) Transport and accessibility to public services. See: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmenvaud/201/201.pdf>

<sup>22</sup> May, J. (2015) who uses public libraries? See: <http://www.cilip.org.uk/blog/who-uses-public-libraries>

<sup>23</sup> Department for Culture, Media and Sport (2014) Independent library report for England. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/388989/Independent\\_Library\\_Report-18\\_December.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/388989/Independent_Library_Report-18_December.pdf)

<sup>24</sup> Poverty and Social Exclusion in the UK (2012) Local services under siege: attitudes to public services in a time of austerity. See: [http://www.poverty.ac.uk/system/files/WP%20Analysis%20No.2%20-%20Local%20Services%20Under%20Siege%20\(Besemer%20%20Bramley%20May%202012\).pdf](http://www.poverty.ac.uk/system/files/WP%20Analysis%20No.2%20-%20Local%20Services%20Under%20Siege%20(Besemer%20%20Bramley%20May%202012).pdf)

<sup>25</sup> Citizens Advice Scotland (2015) Internet access in Glasgow's deprived areas. See: [http://www.cas.org.uk/system/files/publications/internet\\_access\\_in\\_glasgow\\_2015\\_final\\_-\\_aug\\_15.pdf](http://www.cas.org.uk/system/files/publications/internet_access_in_glasgow_2015_final_-_aug_15.pdf)

<sup>26</sup> Department for Culture, Media and Sport (2014) Independent library report for England. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/388989/Independent\\_Library\\_Report-18\\_December.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/388989/Independent_Library_Report-18_December.pdf)

Libraries can support access to employment through job clubs, back to work programmes and facilitated sessions with partner agencies, for example, adult learning and skills, Jobcentre Plus and other local organisations.<sup>27</sup>

#### 4.2.2.3 Barriers to accessing libraries

A recent UCL study on the links between transport and poverty suggested that 89% of households in the highest income group own one or more cars compared with just 52% in the lowest group. The more limited access to private transport could make accessing libraries (and other public services) more difficult. The increase in cost for public transport in recent years furthers the accessibility issues to public services those without access to a car already face.<sup>28</sup> Local bus fares in England increased by an average of 61% between March 2005 and March 2015, with fares in metropolitan areas increasing by 71%.<sup>29</sup> The UK rail network is also prone to regularly experiencing ticket fare increases, with the average rail fare increase in January 2016 at 1%

Problems with transport provision and the location of public services can reinforce social exclusion by preventing people from accessing key local services, including public libraries. The inability to access the public library undermines its purpose of being an environment that welcomes all people from within the community.

### 4.2.3 Children and young people

#### 4.2.3.1 Library usage and benefits

Department for Education (DfE) research suggests that there is a link between library use and reading for pleasure - young people that use their public library are reportedly nearly twice as likely to be reading outside of school every day. Young people who do not use the library are also almost three times as likely to rate themselves as 'not very good readers' when compared to those who do use the library.<sup>30</sup>

#### 4.2.3.2 Key service areas used

Young people use a range of library services. In Bury, the following services are available to support the use of the services by children and young people:

- Young people are entitled to a young person's library card where they are able to borrow up to eight books at one time
- Computers are available with free internet access, which are well used by younger users
- Story and rhyme time: Staff at the library read stories from a range of picture books and combine this with rhymes and singing
- DVD loans are available

<sup>27</sup> Department for Culture, Media and Sport (2016) Libraries shaping the future: good practice toolkit. See: <https://www.gov.uk/government/publications/libraries-shaping-the-future-good-practice-toolkit/libraries-shaping-the-future-good-practice-toolkit>

<sup>28</sup> House of Commons Environmental Audit Committee (2013) Transport and accessibility to public services. See: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmenvaud/201/201.pdf>

<sup>29</sup> Department for Transport (2015) Annual bus statistics: England 2014/15. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/485296/annual-bus-statistics-year-ending-march-2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/485296/annual-bus-statistics-year-ending-march-2015.pdf)

<sup>30</sup> Department for Education (2012) Research evidence on reading for pleasure. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/284286/reading\\_for\\_pleasure.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/284286/reading_for_pleasure.pdf)

- Clubs, events and activities including LEGO clubs, and the ‘Animate’ club – a club where stop-motion animation is explored using tablet technology
- The summer reading challenge, where children are encouraged to read six library books of their choice, collecting stickers as rewards along the way.<sup>31</sup>

Furthermore, in 2011/12, 123 class visits to libraries took place across the borough which involved 3,400 children and a total of 124 group book exchanges.<sup>32</sup>

#### 4.2.3.3 Barriers to accessing libraries

Libraries research suggests that younger generations in particular increasingly expect and look for services such as WiFi to be accessible at all times, and the lack of its availability at many libraries is often an access barrier to this group of people. Where WiFi and other computer facilities of a high standard are not readily available, as is often the case in libraries, they can subsequently be perceived as being ‘old fashioned’, out of touch with, or of little relevance to younger people and their lifestyles.<sup>33</sup>

Another access barrier experienced by some young people is the level of engagement they experience from within their family unit. I. Moreover, research by the Literacy Trust suggests that the family has a major role to play in the use of libraries for younger people. If there is a lack of encouragement at home, this can act as a barrier to accessing library services.<sup>34</sup>

The issues of relevance and interest are key. Over 40% of young people surveyed in the Reading for Pleasure survey who did not use libraries stated it was because their friends didn’t use the library, or because the library didn’t contain any interesting materials for them.<sup>35</sup>

#### 4.2.4 BAME groups and Pakistani women

##### 4.2.4.1 Library usage and benefits

A report published by DCMS in April 2016 revealed that, in the year ending 2015, a considerably higher proportion of adults from BAME groups used a library than adults from White ethnic groups (49% compared to 32%). The same report also found that a significantly higher proportion of adults from BAME groups who used the library for academic purposes in the last 12 months compared to adults from the white ethnic group (20% compared with 8%).

There has been a significant decline in library use by adults in both groups since 2005/06, however the gap between ethnic groups appears to be increasing - in 2005/06 there was a difference of 10% between the two groups, whereas in 2015 there was a difference of 18%.<sup>36</sup>

<sup>31</sup> Bury Council: (No date) Children and young people. See: <http://www.bury.gov.uk/index.aspx?articleid=10862>

<sup>32</sup> Bury Council (2012) Library service: equality analysis form. See: [https://councildecisions.bury.gov.uk/Data/Overview%20and%20Scrutiny%20Committee/201212051900/Agenda/\\$att17053.docx.pdf](https://councildecisions.bury.gov.uk/Data/Overview%20and%20Scrutiny%20Committee/201212051900/Agenda/$att17053.docx.pdf)

<sup>33</sup> Department for Culture, Media and Sport (2014) Independent library report for England. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/388989/Independent\\_Library\\_Report-18\\_December.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/388989/Independent_Library_Report-18_December.pdf)

<sup>34</sup> National Literacy Trust (2011): Public libraries and literacy: Young people’s reading habits and attitudes to public libraries and an exploration of the relationship between public library use and school attainment. See: [http://www.literacytrust.org.uk/assets/0000/7424/Public\\_libraries\\_literacy\\_2011.pdf](http://www.literacytrust.org.uk/assets/0000/7424/Public_libraries_literacy_2011.pdf)

<sup>35</sup> Department for Education (2012): Research evidence on reading for pleasure. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/284286/reading\\_for\\_pleasure.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/284286/reading_for_pleasure.pdf)

<sup>36</sup> DCMS (2016): Taking part focus on libraries. See:



#### 4.2.4.2 Key service areas used

It is worth mentioning that Bury library does have some targeted resources at this minority group, for example the provision of books and DVDs in Urdu. BAME individuals may also use Outreach services provided by libraries whereby members of staff from within the library visit areas with high levels of BAME. Staff often deliver literacy classes amongst other services in order to allow for BAME individuals to further their community engagement and enhance integration on a local level.<sup>37</sup>

#### 4.2.4.3 Barriers to accessing libraries

Literature relating to the barriers experienced by BAME individuals is limited, however one barrier identified to accessing libraries is the low numbers of ethnic minority staff working within the UK library service. Ethnic minority library users may feel uncomfortable about using a perceived white environment.<sup>38</sup> Language and cultural differences amongst different ethnic groups also have the potential to create access barriers.

### 4.2.5 Disabled people

#### 4.2.5.1 Library usage and benefits

The 2016 'Taking Part focus on: libraries' report published by DCMS also revealed findings relevant to library users with a disability. The report found that there was no significant difference between the proportion of adults with an illness or disability (33%) who used the library within the last 12 months, and the proportion of adults with no illness or disability (34%).<sup>39</sup>

#### 4.2.5.2 Key service areas used

Bury Library itself has a Service Sensory Unit which offers a range of resources to people who have visual or hearing impairments. The unit also offers a variety of information to this group of people too.<sup>40</sup> NHS hearing aids can also be re-tubed and exchanged for new ones in the Sensory Unit, as well as demonstrations of telephones with amplification held on a one-to-one basis.<sup>41</sup>

A group is also ran on the last Monday of every month at Bury Library which is exclusively for visually impaired readers. All books for the group are selected from the e-audio book service and are supplied to members of the group on a USB stick alongside a USB memory stick player. The free service is offered as part of a joint project the library have with Bury Blind Society and Adult Care Services. They offer a free confidential reading service for visually impaired library users who may need certain pieces of text to be read to them in a private and trusting environment.<sup>42</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519675/Libraries\\_short\\_story\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf)

<sup>37</sup>DCMS (2016) Taking part focus on libraries. See:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519675/Libraries\\_short\\_story\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf)

<sup>38</sup> Mansoor, S. (2006). An investigation into the provision of ethnic minority library services in predominantly white areas. See: [https://www.sheffield.ac.uk/polopoly\\_fs/1.128130!/file/Mansoor\\_Sami\\_MALib.pdf](https://www.sheffield.ac.uk/polopoly_fs/1.128130!/file/Mansoor_Sami_MALib.pdf)

<sup>39</sup> Miller-Bakewell, H. (2016) Changing patterns of library use. See: <https://librarytaskforce.blog.gov.uk/2016/05/10/changing-patterns-of-library-use/>

<sup>40</sup> The Bury Directory (No date) Bury Library Sensory Unit. See:

<https://www.theburydirectory.co.uk/kb5/bury/directory/service.page?id=ExbUeBE8UDA>

<sup>41</sup> Bury Council (No date) Services for people who are deaf or hard of hearing. See:

<http://www.bury.gov.uk/index.aspx?articleid=10981>

<sup>42</sup> Bury Council (No date) Services for people who are blind or partially sighted. See:

<http://www.bury.gov.uk/index.aspx?articleid=10953>

Bury Library also offers a range of equipment and materials to those with visual or hearing impairments including: magnifying equipment, computers with speech software, transcription to braille and tape, British Sign Language DVDs and videos, and audiobooks and eBooks. Certain equipment can be offered on a 'try before you buy' basis such as loop systems, telephone amplifiers, Bluetooth neck-loops, person to person transmitter, alarm clocks with flashing lights and vibrating pads.<sup>43</sup>

#### 4.2.5.3 Barriers to accessing libraries

In 2015, an accessibility barrier for disabled users at Prestwich Library was identified. Concerns were raised by the fire service that in the event of an emergency people with mobility issues may struggle to leave the building in an evacuation. It was feared that the issue may exclude such people from courses at the venue, but a personal evacuation plan for those with mobility issues has since been created, thus resolving the accessibility issue.<sup>44</sup>

Certain tasks in the library can be physically demanding for people with certain medical conditions, thus creating an accessibility barrier. For example, accessing different areas of a large library building to obtain the resources needed may require individuals to negotiate a number of staircases, or reaching for books off high shelves and carrying them around. Busy and noisy library environments such as group study areas and print rooms may also be difficult for people with certain learning disabilities and mental health conditions to manage, thereby restricting areas or services offered within the library.

Restricted access to library services and facilities can also occur if there is a requirement for an alternate form of information or communication. For example, the lack of braille and audio recordings can reduce the ability of visually impaired library users to fully utilise scanning and printing facilities, and the set-up of teaching rooms and study areas lacking induction loops can be an access barrier to those with hearing impairments. Those with visual and hearing impairments may also feel unsafe or fear for their security whilst in a room in the library where they cannot fully see what is happening and there is a lack of audio cues.<sup>45</sup>

The use of transport to get to the library itself can be an access barrier for disabled people. There may be a lack of taxi drop off points, public transport routes or blue badge parking spaces.<sup>46</sup> However, Bury library has a number of blue badge parking bays located within close proximity that are free to use for an unlimited number of hours.<sup>47</sup>

<sup>43</sup> Bury Council (No date) Services for people who are blind or partially sighted. See: <http://www.bury.gov.uk/index.aspx?articleid=10953>

<sup>44</sup> Haslam, D. (2015) Solution found over Prestwich Library access problems. See: [http://www.burytimes.co.uk/news/14034218.Solution\\_found\\_over\\_Prestwich\\_Library\\_access\\_problems/](http://www.burytimes.co.uk/news/14034218.Solution_found_over_Prestwich_Library_access_problems/)

<sup>45</sup> Robertson, L. On behalf of Society of College, National and University Libraries. (No date) Access for library users with disabilities. See: [http://www.sconul.ac.uk/sites/default/files/documents/access\\_disabilities\\_0.pdf](http://www.sconul.ac.uk/sites/default/files/documents/access_disabilities_0.pdf)

<sup>46</sup> Robertson, L. On behalf of Society of College, National and University Libraries. (No date) Access for library users with disabilities. See: [http://www.sconul.ac.uk/sites/default/files/documents/access\\_disabilities\\_0.pdf](http://www.sconul.ac.uk/sites/default/files/documents/access_disabilities_0.pdf)

<sup>47</sup> Bury Council (No date) Bury Library. See: <http://www.bury.gov.uk/index.aspx?articleid=10923>

## 5 Accessibility

### 5.1 Introduction

This chapter analyses and presents the expected journey times that would be experienced as a result of service change to the seven different library options. The chapter identifies:

- The number and proportions of the total population impacted.
- Access impacts for the population, based on public transport journey times.
- Impacts on the selected population groups.

Public transport travel time isochrones were generated using TRACC software which includes timetable information for bus, rail, coach and tram from quarter one 2016. This data contains information from the Traveline National Dataset (TNDS) and Associate of Train Operating Companies (ATOC) and is consolidated into .cif timetable files by Basemap, the TRACC software developer.

Walking is permitted to allow connection to and from the public transport network. Walks are limited to 800m at a speed of 3.5 kmph. This walk speed was deemed appropriate for the study as the speed is more appropriate for older persons than the TRACC default value of 4.8kmph. Where an interchange is required a minimum wait time of 5 minutes is applied before making the next connection. The analysis has been conducted to model journeys within the weekday inter-peak period (11:00 to 14:00) and the Saturday AM peak period (09:00 to 12:00).

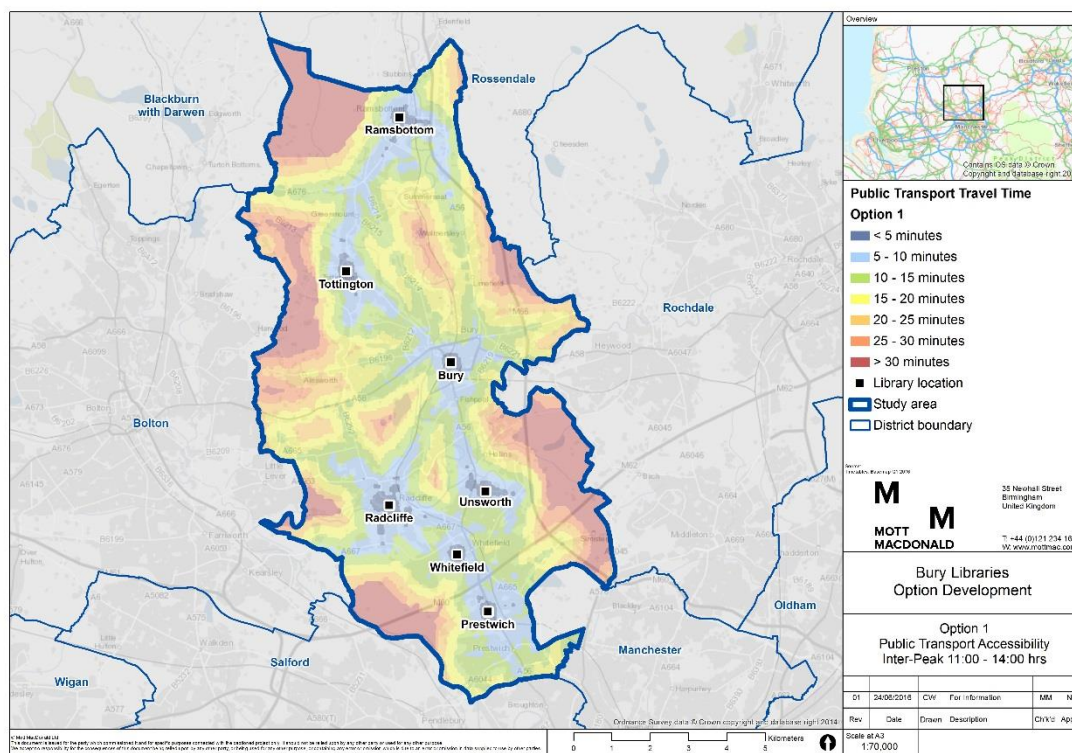
A 100 metre grid of potential origin locations was created to cover the extent of Bury district. For each of these points accessibility time values were calculated to each library. Once each library location had a travel time isochrone generated, these were then be joined together in GIS software in various configurations to create the seven option maps.

Once the isochrone travel bands were incorporated into GIS software for the various options, demographic data was overlaid allowing for population totals be calculated for the overall population and also different social groups needed for the assessment. From here data tables showing the proportions of population affected for each option were created and are presented below.

## 5.2 Option 1

### 5.2.1 Weekday public transport accessibility (11.00 – 14.00 hrs)

Figure 5.1: Weekday public transport travel times to libraries in option 1



Source: Quarter 1 2016 - Data provided by Basemap

Option 1 proposes the most amount of libraries, moreover it will affect the least number of residents within the study area. The libraries that are proposed in this option (Ramsbottom, Tottington, Bury, Unsworth, Radcliffe, Whitefield and Prestwich) present the most extensive geographic coverage for the study area. The more urban, southern areas of the district are served by Prestwich, Whitefield, Radcliffe and Unsworth, whilst Ramsbottom helps to serve the north of the district.

Table 5.1: Option 1 - Weekday cumulative proportions of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani women	Households without access to a car	Deprived population
Within 5 minutes	5%	5%	4%	5%	3%	2%	6%	4%
Within 10 minutes	37%	35%	36%	35%	33%	28%	38%	28%
Within 15 minutes	77%	75%	77%	77%	81%	84%	82%	84%
Within 20 minutes	97%	96%	97%	96%	97%	98%	97%	96%
Within 25 minutes	99%	99%	100%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,900	37,900	34,800	27,200	4,500	18,700	38,500

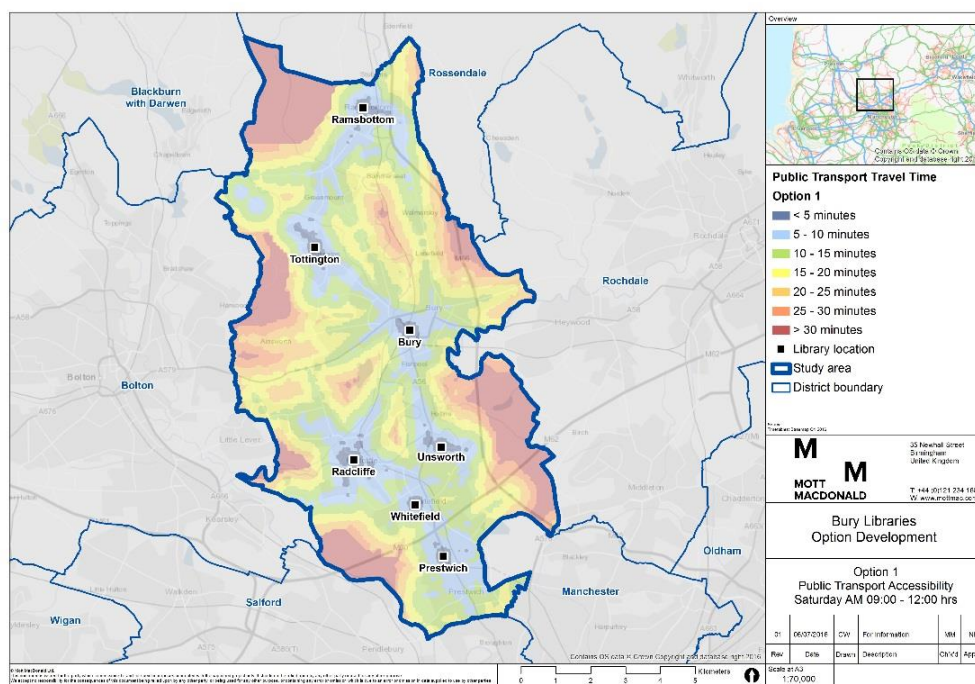
Table 5.1 shows the proportions of social groups per travel time band for option 1. Under this option:

- 37% of the population are located within 10 minutes travel time to libraries.
- This figure increases to 77% when the travel time band raises to 15 minutes.
- Pakistani women (28%) and those living in the most deprived population quintile (28%) have the lowest proportion of their population within the 10 minute travel time band when compared to other social groups.
- Households without access to a car (38%) have the highest proportion of their population within the 10 minute travel time band when compared to other social groups.

### 5.2.2 Saturday public transport accessibility (09.00 – 12.00 hrs)

Figure 5.2: Saturday public transport travel times to libraries in option 1





Source: Quarter 1 2016 - Data provided by Basemap

Table 5.2: Option 1 - Saturday cumulative proportions of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani Women	Households without access to a car	Deprived Population
Within 5 minutes	5%	5%	4%	5%	4%	3%	7%	5%
Within 10 minutes	37%	35%	36%	36%	33%	28%	39%	28%
Within 15 minutes	77%	76%	77%	77%	81%	84%	82%	84%
Within 20 minutes	97%	97%	97%	97%	98%	98%	97%	96%
Within 25 minutes	100%	100%	100%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

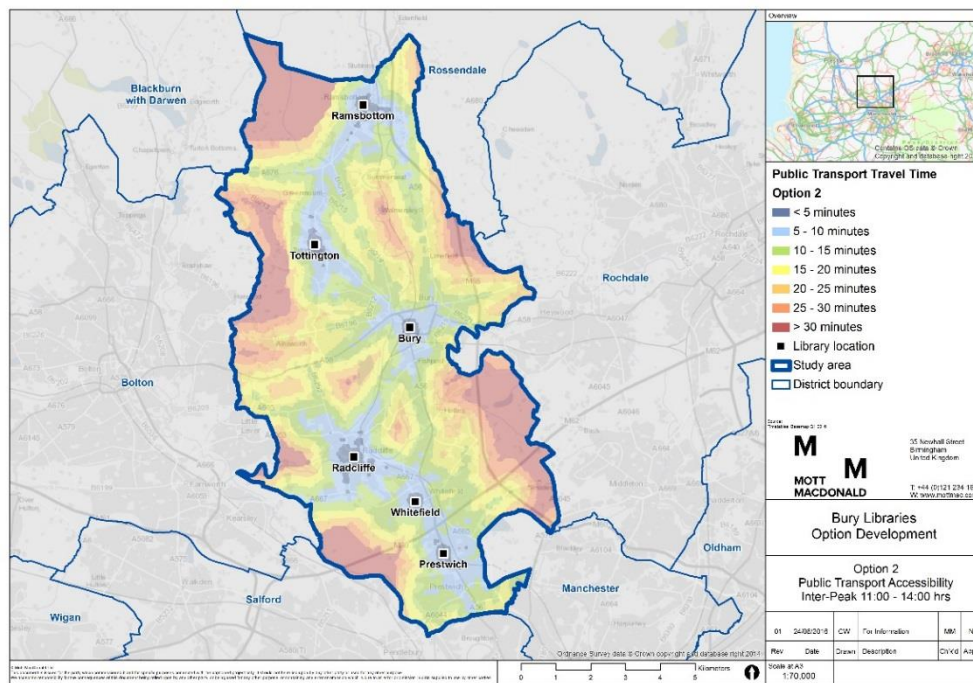
Table 5.2 shows the cumulative proportions of social groups per travel time band for option 1 on a Saturday. Under this option:

- 37% of the population are located within 10 minutes travel time to libraries in option 1.
- This figure increases to 77% when the travel time band raises to 15 minutes.
- These Saturday figures are similar to weekday travel time figures.

## 5.3 Option 2

### 5.3.1 Weekday public transport accessibility (11.00 – 14.00 hrs)

Figure 5.3: Weekday public transport travel times to libraries in option 2



Source: Quarter 1 2016 - Data provided by Basemap

Option 2 proposes six libraries. The libraries proposed in this option are Ramsbottom, Tottington, Bury, Radcliffe, Whitefield and Prestwich which provide a good level of geographic coverage for the study area. Similarly to option 1, the south of the district is served by Radcliffe, Whitefield and Prestwich. The more rural north west of the district is also served by Tottington.

Table 5.3: Option 2 - Weekday cumulative proportions of social group per travel time band

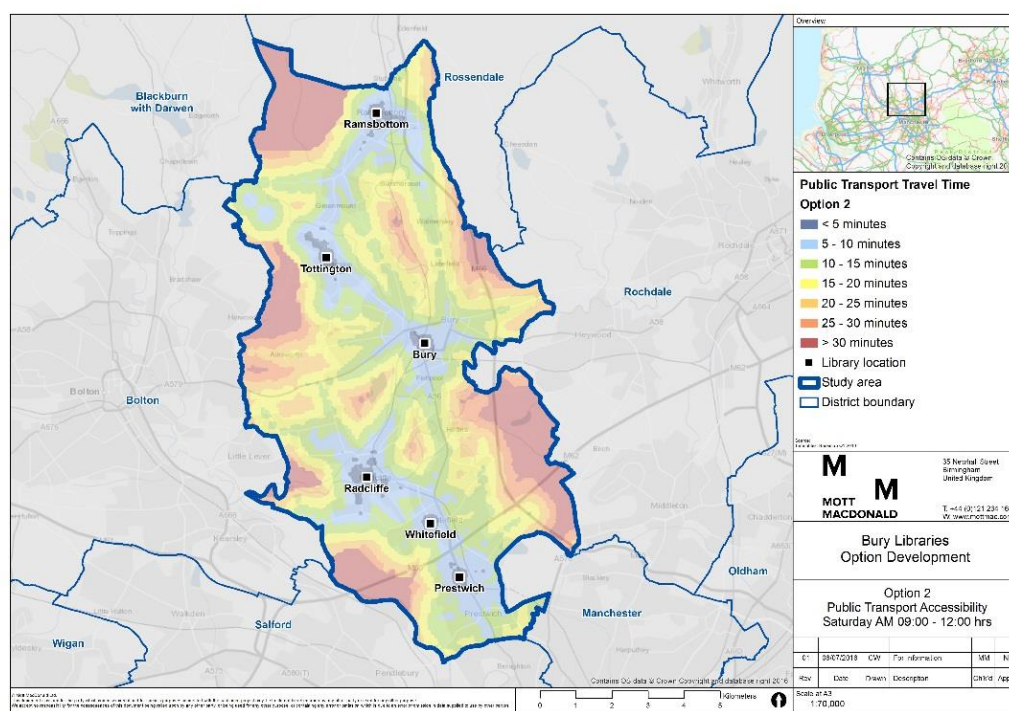
Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani Women	Households without access to a car	Deprived population
Within 5 minutes	4%	4%	4%	4%	3%	1%	6%	4%
Within 10 minutes	32%	29%	32%	31%	29%	24%	34%	25%
Within 15 minutes	74%	71%	75%	74%	78%	81%	79%	82%
Within 20 minutes	96%	96%	96%	96%	97%	97%	96%	96%
Within 25 minutes	99%	99%	100%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

Table 5.3 shows the cumulative proportions of social groups per travel time band for option 2. Under this option:

- 32% of the overall population are based within 10 minutes travel time to libraries in option 2.
- When the travel time band increases to 15 minutes the proportion of population within this travel time band also increases to 74%.
- Similarly to option 1, Pakistani women (24%) and the deprived population (25%) have the lowest proportion of their population located within 10 minutes travel time in comparison to other social groupings.
- Also similar to option 1, households without access to a car (34%) have the highest proportion of their population within the 10 minute travel time band when compared to other social groups.

### 5.3.2 Saturday public transport accessibility (09.00 – 12.00 hrs)

Figure 5.4: Saturday public transport travel times to libraries in option 2



Source: Quarter 1 2016 - Data provided by Basemap



Table 5.4: Option 2 - Saturday cumulative proportions of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani Women	Households without access to a car	Deprived population
Within 5 minutes	4%	4%	4%	4%	3%	2%	7%	5%
Within 10 minutes	33%	29%	33%	31%	29%	24%	35%	25%
Within 15 minutes	74%	71%	75%	74%	78%	81%	79%	82%
Within 20 minutes	96%	96%	96%	96%	97%	97%	97%	96%
Within 25 minutes	100%	100%	100%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

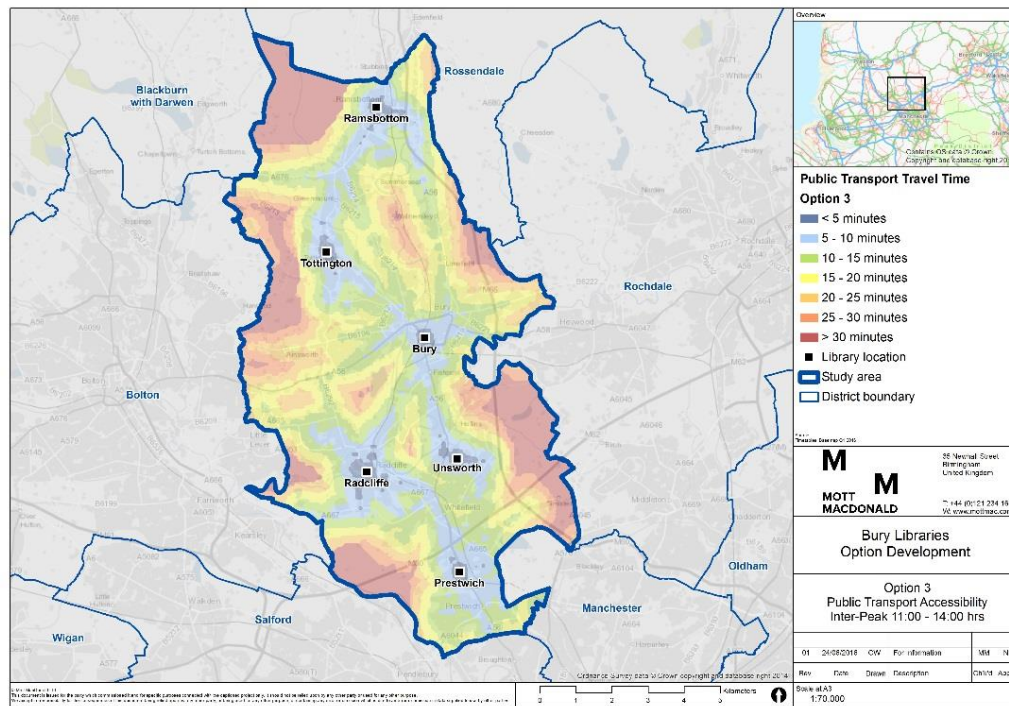
Table 5.4 shows the cumulative proportions of social groups per travel time band for option 2 on a Saturday. The table shows that:

- There is a 1% increase in overall population living within the 10 minute travel time band when compared to a weekday (33%).
- 74% of the population live within 15 minutes of libraries in option 2 on a Saturday; the same figure as weekdays.

## 5.4 Option 3

### 5.4.1 Weekday public transport accessibility (11.00 – 14.00 hrs)

Figure 5.5: Weekday public transport travel times to libraries in option 3



Source: Quarter 1 2016 - Data provided by Basemap

Option 3 also proposes a set of six libraries. The libraries proposed in this option (Ramsbottom, Tottington, Bury, Unsworth, Radcliffe and Prestwich) provide a good geographic coverage of the study area. The rural north west of the district is served by Tottington, whilst the more urban south of the district is still served by Unsworth, Radcliffe and Prestwich.

Table 5.5: Option 3 - Weekday cumulative proportions of social group per travel time band

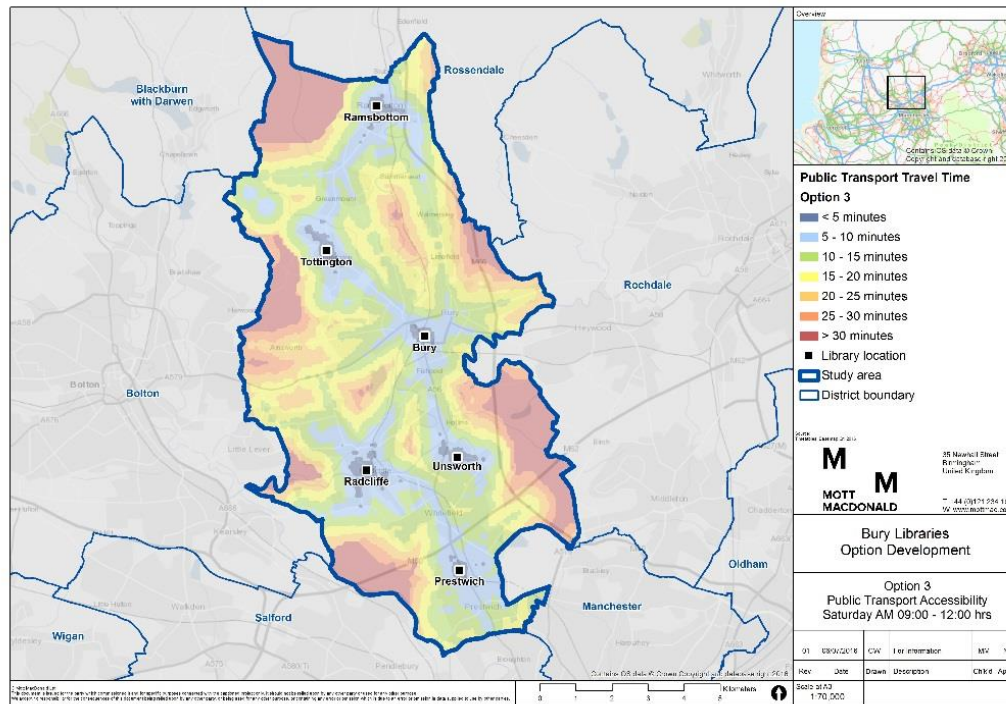
Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani Women	Households without access to a car	Deprived Population
Within 5 minutes	5%	4%	4%	4%	3%	2%	6%	4%
Within 10 minutes	36%	33%	35%	34%	31%	28%	38%	28%
Within 15 minutes	76%	74%	77%	76%	80%	83%	81%	82%
Within 20 minutes	97%	96%	97%	96%	97%	98%	97%	96%
Within 25 minutes	99%	99%	100%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

Table 5.5 shows the cumulative proportions of social groups per travel time band for option 3. Under this option:

- 36% of the population are based within 10 minutes travel time to libraries.
- Deprived populations and Pakistani women both have smaller proportions of their population (28%) in this time band when compared to other groups.
- Similarly to options 1 and 2, households without access to a car (38%) have the highest proportion of their population within the 10 minute travel time band when compared to other social groups.
- When the travel time increases to 15 minute, the population rises to 76%.

### 5.4.2 Saturday public transport accessibility (09.00 – 12.00 hrs)

Figure 5.6: Saturday public transport travel times to libraries in option 3



Source: Quarter 1 2016 - Data provided by Basemap

Table 5.6: Option 3 - Saturday cumulative proportions of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani Women	Households without access to a car	Deprived Population
Within 5 minutes	5%	4%	4%	5%	4%	3%	7%	5%
Within 10 minutes	36%	34%	36%	35%	32%	28%	38%	28%
Within 15 minutes	77%	75%	77%	76%	80%	83%	81%	82%
Within 20 minutes	97%	97%	97%	97%	98%	98%	97%	96%
Within 25 minutes	100%	100%	100%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

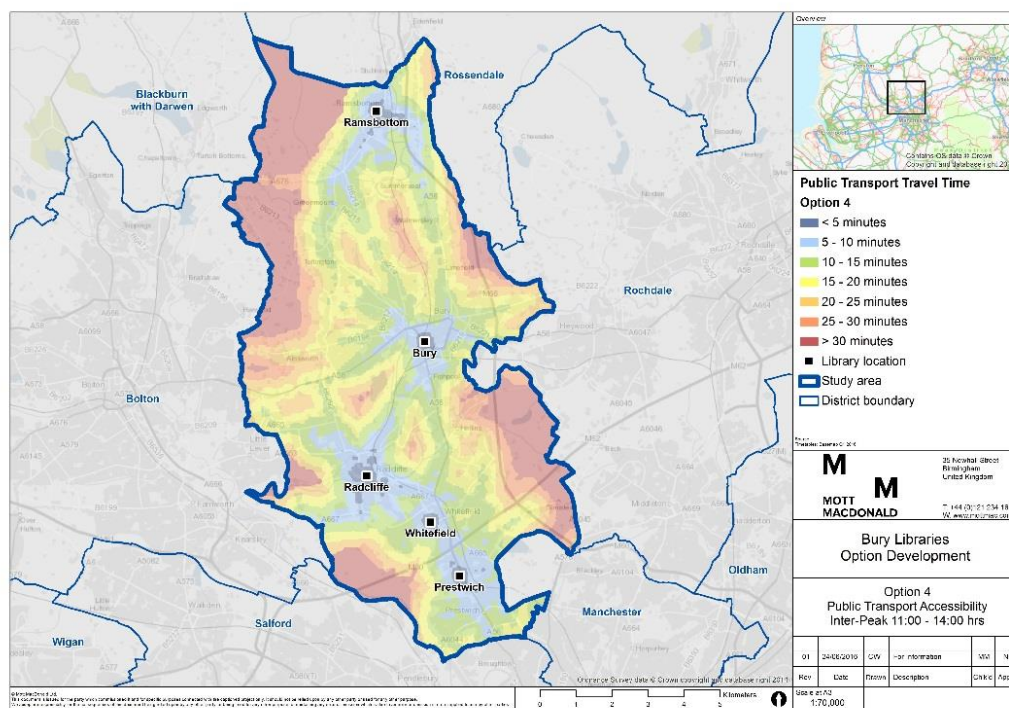
Table 5.6 shows the cumulative proportions of social groups per travel time band for option 3 on a Saturday. The table reveals that:

- The overall population located within 10 minutes travel time does not change from weekday figures (36%).
- Similarly, when compared to weekday travel times, the overall population within 15 minutes travel time is also very similar (77% compared to 76%).

## 5.5 Option 4

### 5.5.1 Weekday public transport accessibility (11.00 – 14.00 hrs)

Figure 5.7: Weekday public transport travel times to libraries in option 4



Source: Quarter 1 2016 - Data provided by Basemap

Option 4 is one of two options which consists of five libraries. The libraries in this option are: Ramsbottom, Bury, Radcliffe, Whitefield and Prestwich. As a result of Tottington library not being included in this option, residents in the north west of the district would experience increased journey times. However, the north of the study area is served by Ramsbottom, and the urban south is covered by Radcliffe, Whitefield and Prestwich.

Table 5.7: Option 4 - Weekday cumulative proportions of social group per travel time band

Travel time	Population	65 and over	Under 16	LTI	BAME	Pakistani Women	Households without access to a car	Deprived Population
Within 5 minutes	4%	3%	3%	4%	3%	1%	6%	4%
Within 10 minutes	27%	23%	27%	26%	27%	23%	31%	25%
Within 15 minutes	70%	67%	71%	70%	77%	80%	78%	82%
Within 20 minutes	95%	95%	95%	95%	97%	97%	96%	96%
Within 25 minutes	99%	99%	99%	99%	100%	100%	100%	99%
Within 30 minutes	100%	99%	100%	99%	100%	100%	100%	100%
>30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

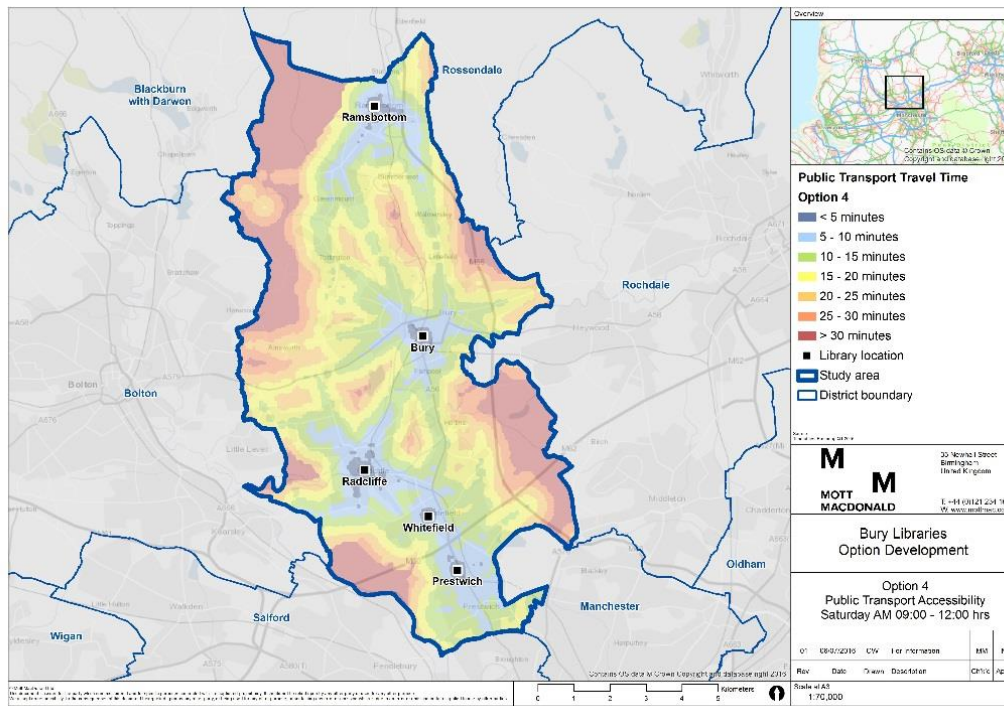
Table 5.7 shows the cumulative proportions of social groups per travel time band for option 4. Under this option:

- The overall population located within 10 minutes travel time of libraries in option 4 is 27%. When compared to the previous three options, this figure is lower.
- The population based within 15 minutes travel time is also lower than the previous three options at 70%.
- Pakistani women (23%) and the 65 and over population (23%) have the lowest proportion of their population within the 10 minute travel time band when compared to other social groups.
- As with all previous options, households without access to a car have the highest proportion of their population within the 10 minute travel time band when compared to other social groups.



### 5.5.2 Saturday public transport accessibility (09.00 – 12.00 hrs)

Figure 5.8: Saturday public transport travel times to libraries in option 4



Source: Quarter 1 2016 - Data provided by Basemap

Table 5.8: Option 4 - Saturday cumulative proportions of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani women	Households without access to a car	Deprived population
Within 5 minutes	4%	3%	3%	4%	3%	2%	6%	5%
Within 10 minutes	27%	23%	27%	26%	27%	24%	32%	25%
Within 15 minutes	71%	68%	72%	71%	77%	81%	78%	82%
Within 20 minutes	95%	95%	95%	95%	97%	97%	96%	96%
Within 25 minutes	99%	99%	99%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Over 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,900	37,900	34,800	27,200	4,500	18,700	38,500

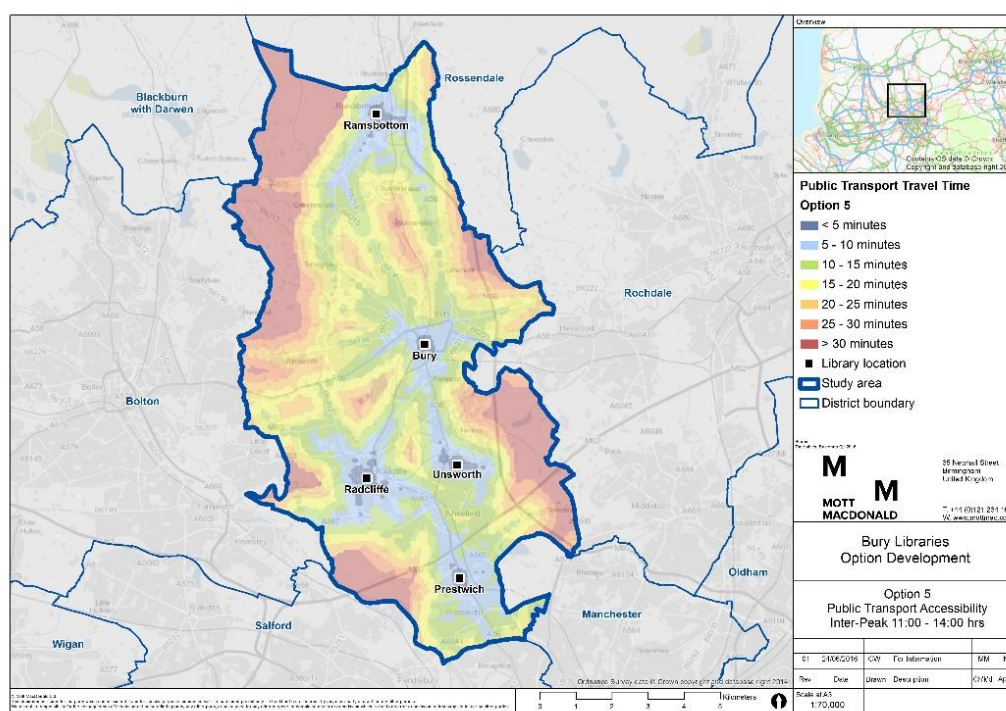
Table 5.8 shows the cumulative proportions of social groups per travel time band for option 4 on a Saturday. The table shows that:

- 27% of the overall population is based within 10 minutes of travel time to libraries in option 4.
- This figure increases to 71% when the travel time increases to 15 minutes.
- Both figures are very similar to weekday travel time.

## 5.6 Option 5

### 5.6.1 Weekday public transport accessibility (11.00 – 14.00 hrs)

Figure 5.9: Weekday public transport travel times to libraries in option 5



Source: Quarter 1 2016 - Data provided by Basemap

Option 5 is the second of two options that both consist of five libraries. The libraries in this option are Ramsbottom, Bury, Unsworth, Radcliffe and Prestwich. Service is provided to the urban south of the district by Prestwich, Radcliffe and Unsworth, whilst the northern region is served by Ramsbottom. Similarly to option 4, as Tottington library is not included the north western area of the district would see increased journey times.



Table 5.9: Option 5 - Weekday cumulative proportions of social group per travel time band

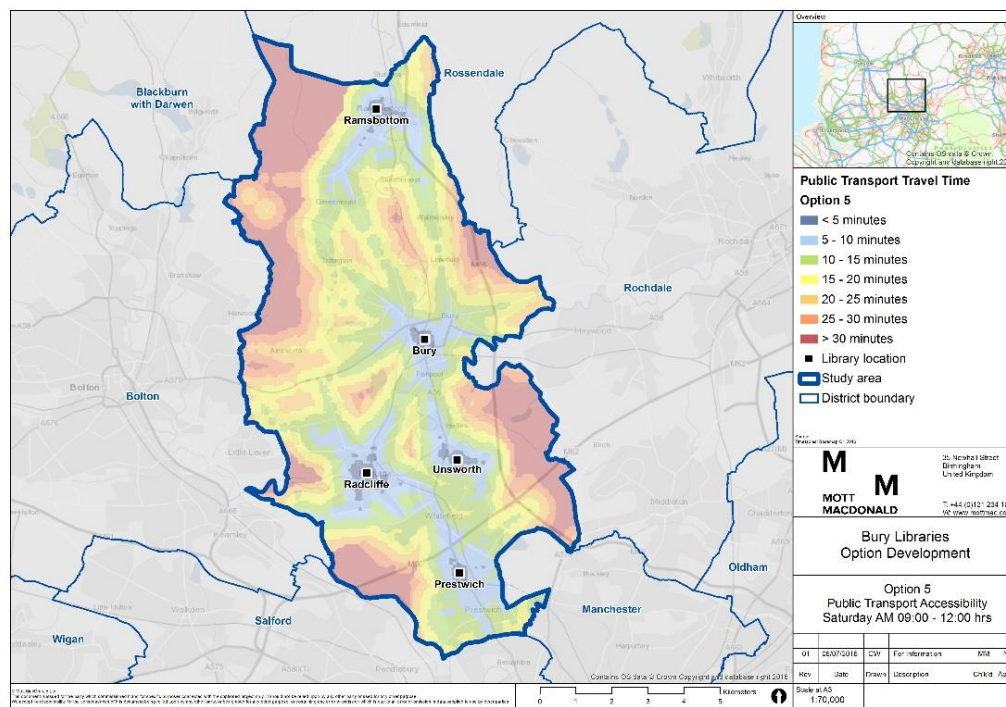
Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani Women	Households without access to a car	Deprived Population
Within 5 minutes	4%	4%	4%	4%	3%	2%	6%	4%
Within 10 minutes	30%	28%	30%	29%	30%	27%	35%	28%
Within 15 minutes	72%	71%	73%	73%	79%	82%	79%	82%
Within 20 minutes	96%	96%	96%	96%	97%	98%	97%	96%
Within 25 minutes	99%	99%	99%	99%	100%	100%	100%	99%
Within 30 minutes	100%	99%	100%	99%	100%	100%	100%	100%
>30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,900	37,900	34,800	27,200	4,500	18,700	38,500

Table 5.9 shows the cumulative proportions of social groups per travel time band for option 5. Under this option:

- 30% of the overall population are within 10 minutes travel time to option 5 libraries.
- 72% of the overall population is within the 15 minute travel time band.
- As with all previous options, households without access to a car have the highest proportion of their population (35%) within the 10 minute travel time band when compared to other social groups.
- Pakistani women have the lowest proportion of their population (27%) within the 10 minute travel time band when compared to other social groups.

## 5.6.2 Saturday public transport accessibility (09.00 – 12.00 hrs)

Figure 5.10: Saturday public transport travel times for libraries in option 5



Source: Quarter 1 2016 - Data provided by Basemap

Table 5.10: Option 5 - Saturday cumulative proportion of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani Women	Households without access to a car	Deprived Population
Within 5 minutes	4%	4%	4%	4%	4%	3%	6%	5%
Within 10 minutes	30%	28%	30%	30%	30%	27%	35%	28%
Within 15 minutes	73%	71%	74%	73%	79%	83%	80%	82%
Within 20 minutes	96%	96%	96%	96%	97%	98%	97%	96%
Within 25 minutes	99%	99%	99%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Over 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

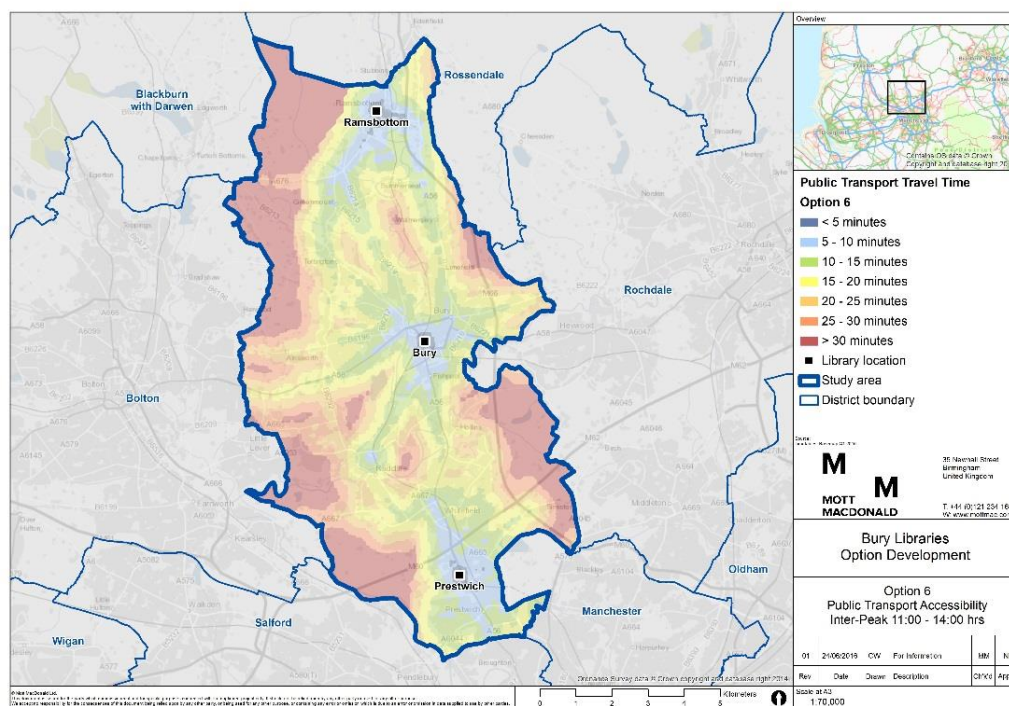
Table 5.10 shows the cumulative proportions of social groups per travel time band for option 5 on a Saturday. The table reveals that:

- 30% of the overall population live within 10 minutes travel time and 73% live within 15 minutes.
- These Saturday figures are similar to those of a weekday.

## 5.7 Option 6

### 5.7.1 Weekday public transport accessibility (11.00 – 14.00 hrs)

Figure 5.11: Weekday public transport travel times to libraries in option 6



Source: Quarter 1 2016 - Data provided by Basemap

This option set provides the fewest libraries within the study, and will thus affect the largest amount of residents within the study area. The three libraries within this option (Ramsbottom, Bury and Prestwich) propose the most limited geographical coverage for the district. The western side of the study area appears to be affected the most in terms of increased travel times, as well as the south east. However, the three libraries that are included in this option are distributed well geographically with Ramsbottom in the north, Bury the centre and Prestwich in the south.

Table 5.11: Option 6 - Weekday cumulative proportions of social group per travel time band

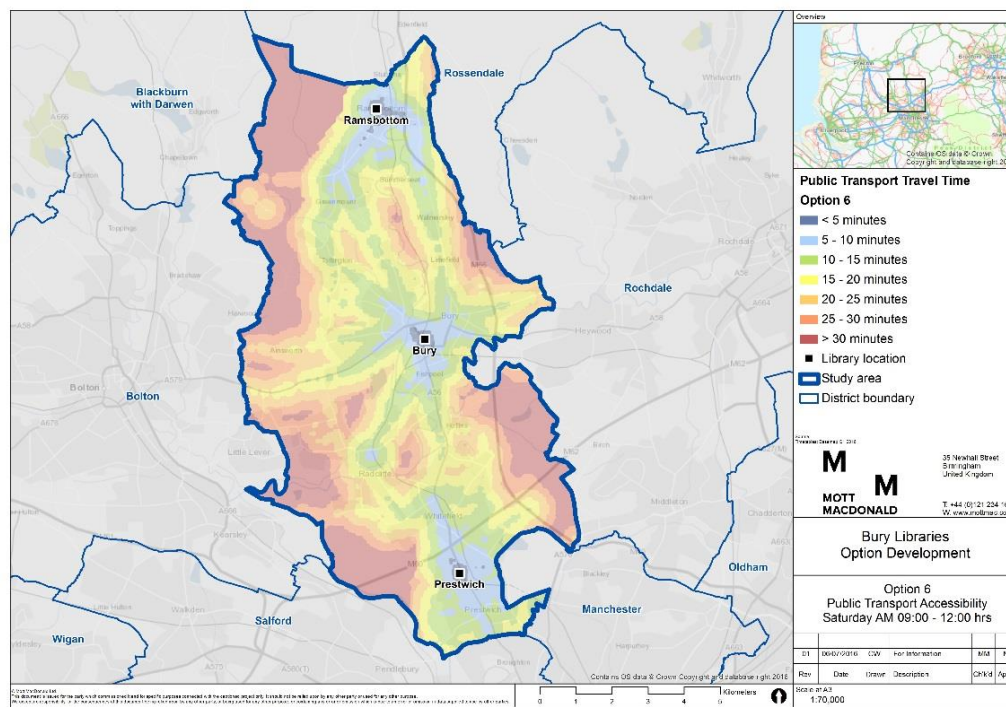
Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani women	Households without access to a car	Deprived population
Within 5 minutes	2%	2%	1%	2%	1%	1%	3%	0%
Within 10 minutes	18%	16%	17%	17%	20%	20%	19%	12%
Within 15 minutes	55%	52%	56%	54%	67%	75%	59%	62%
Within 20 minutes	82%	81%	83%	81%	89%	93%	84%	86%
Within 25 minutes	91%	91%	93%	91%	96%	98%	92%	93%
Within 30 minutes	98%	97%	98%	97%	99%	100%	98%	99%
>30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

Table 5.11 shows the cumulative proportions of social groups per travel time band for option 6. Under this option:

- Of the overall population, 18% are located within 10 minutes travel time. This figure is significantly lower than the previous five options.
- In this travel time band the deprived population social group has the smallest proportion of their population (12%) when compared to other social groups.
- Those from BAME population groups and Pakistani women have the highest proportion of their population (20%) within the 10 minute travel time band when compared to other social groups.
- The proportion of overall population located within 15 minutes travel time is also significantly lower than the previous options at 55%. In the 15 minute travel time band Pakistani women have a significantly larger proportion of their population (75%) when compared to other social groups.

### 5.7.2 Saturday public transport accessibility (09.00 – 12.00 hrs)

Figure 5.12: Saturday public transport travel times to libraries in option 6



Source: Quarter 1 2016 - Data provided by Basemap

Table 5.12: Option 6 - Saturday cumulative proportion of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani women	Households without access to a car	Deprived population
Within 5 minutes	2%	2%	1%	2%	2%	2%	3%	1%
Within 10 minutes	18%	16%	18%	17%	20%	20%	19%	12%
Within 15 minutes	56%	52%	57%	54%	67%	75%	59%	62%
Within 20 minutes	82%	81%	83%	81%	89%	93%	84%	86%
Within 25 minutes	91%	91%	93%	91%	96%	98%	92%	93%
Within 30 minutes	98%	97%	98%	97%	99%	100%	98%	99%
Over 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

Table 5.12 shows the cumulative proportions of social groups per travel time band for option 6 on a Saturday. The table reveals that:

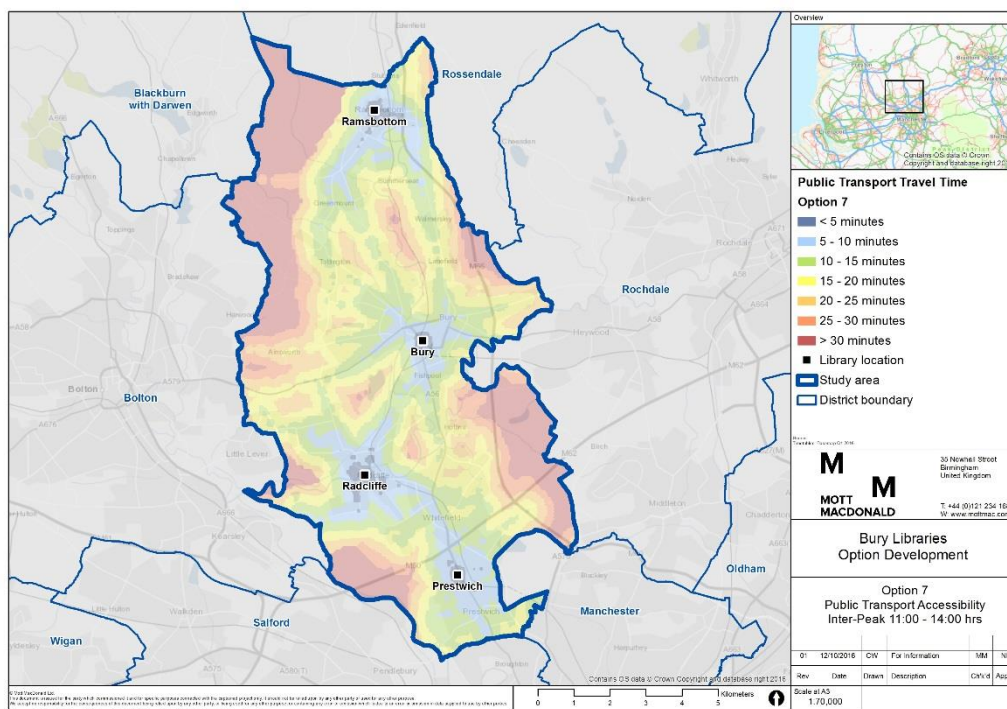
- 18% of the overall population live within 10 minutes travel time.
- 56% live within 15 minutes travel time.
- These Saturday figures are similar to those of a weekday.



## 5.8 Option 7

### 5.8.1 Weekday public transport accessibility (11.00 – 14.00 hrs)

Figure 5.13: Weekday public transport travel times to libraries in option 7



Source: Quarter 1 2016 - Data provided by Basemap

Option 7 is the only option that contains four libraries. The libraries in this option are Ramsbottom, Bury, Radcliffe and Prestwich. Service is provided to the urban south of the district by Prestwich, Radcliffe and Bury, whilst the northern region is served by Ramsbottom. As Tottington library is not included the north western area of the district would see increased journey times.

Table 5.13: Option 7 - Weekday cumulative proportions of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani women	Households without access to a car	Deprived Population
Within 5 minutes	4%	3%	3%	3%	3%	1%	6%	4%
Within 10 minutes	26%	22%	26%	25%	26%	23%	31%	25%
Within 15 minutes	67%	63%	69%	67%	75%	79%	74%	78%
Within 20 minutes	95%	94%	95%	95%	96%	97%	96%	96%
Within 25 minutes	99%	99%	99%	99%	100%	100%	100%	99%
Within 30 minutes	100%	99%	100%	99%	100%	100%	100%	100%
>30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

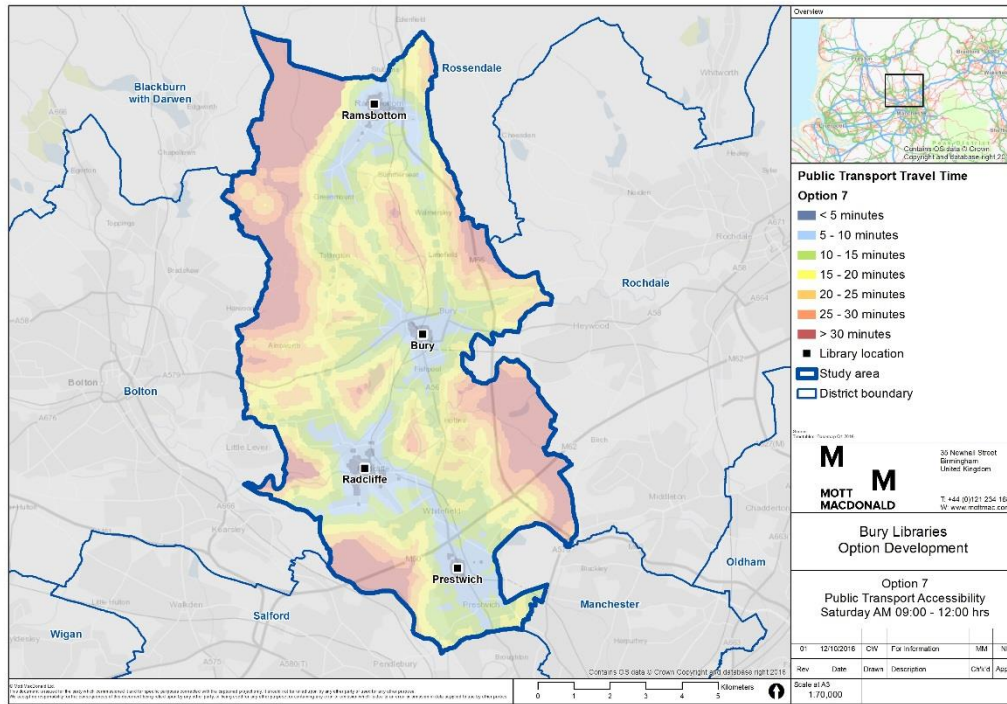
Table 5.13 shows the cumulative proportions of social groups per travel time band for option 7. Under this option:

- Of the overall population, 26% are located within 10 minutes' travel time.
- In this travel time band the 65 and over social group (22%) and Pakistani women (23%) have the smallest proportion of their population when compared to other social groups.
- Households without access to a car have the highest proportion of their population (31%) within the 10 minute travel time band when compared to other social groups.
- The proportion of overall population located within 15 minutes travel time is 67%.



## 5.8.2 Saturday public transport accessibility (09.00 – 12.00 hrs)

Figure 5.14: Saturday public transport travel times to libraries in option 7



Source: Quarter 1 2016 - Data provided by Basemap

Table 5.14: Option 7 - Saturday cumulative proportion of social group per travel time band

Travel time	Population	65 and over	Under 16	LLTI	BAME	Pakistani women	Households without access to a car	Deprived population
Within 5 minutes	4%	3%	3%	4%	3%	2%	6%	5%
Within 10 minutes	26%	22%	26%	25%	26%	23%	31%	25%
Within 15 minutes	68%	64%	70%	68%	75%	79%	74%	78%
Within 20 minutes	95%	94%	95%	95%	96%	97%	96%	96%
Within 25 minutes	99%	99%	99%	99%	100%	100%	100%	99%
Within 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Over 30 minutes	100%	100%	100%	100%	100%	100%	100%	100%
Total	187,500	32,800	37,900	34,800	27,200	4,500	18,700	38,500

Table 5.14 shows the cumulative proportions of social groups per travel time band for option 7 on a Saturday. The table shows that:

- 26% of the overall population live within 10 minutes travel time.
- 68% live within 15 minutes travel time.
- These Saturday figures are similar to those of a weekday.

## 5.9 Summary

Option 1 affects the least amount of residents as a result of including the most amount of libraries and having the largest geographical coverage of all options. Options 2 and 3 also cover a large geographical area thus also affecting a relatively small amount of residents. Although options 2 and 3 both lose one library in the south of the district compared to option 1, both options already have three libraries in the south of the district so this area remains well served. Options 4 and 5 both lose Tottington library, resulting in the north west of the district experiencing increased travel times with both options. However, the north east and the south of the district remain well served. Option 6 affects the most amount of residents within the district as a result of proposing the least amount of libraries. As option 7 does not include Tottington library the north western area of the district would experience increased journey times. However, the north and south of the district remain well served under this option.

Overall, the western side of the study area appears to be the worst affected in terms of increased travel times. There are no significant differences between weekday and Saturday travel times with any of the options. This is a result of Saturday services operating at a similar frequency and operating along the same routes as weekday services.

Table 5.15: Total population per option according to travel time band on a weekday

Travel time	Option 1 population	Option 2 population	Option 3 population	Option 4 population	Option 5 population	Option 6 population	Option 7 population
0 to 5 minutes	8,807	7,873	8,481	7,028	7,636	3,412	6,702
5 to 10 minutes	59,754	52,962	58,130	43,886	49,054	30,459	42,262
10 to 15 minutes	76,033	77,623	76,647	80,122	79,146	68,892	77,459
15 to 20 minutes	36,372	40,877	37,708	47,321	44,152	50,868	51,238
20 to 25 minutes	5,272	6,903	5,272	7,164	5,533	17,792	7,860
25 to 30 minutes	1,236	1,236	1,236	1,223	1,223	11,481	1,223
>30 minutes	-	-	-	730	730	4,570	730
Total	187,500	187,500	187,500	187,500	187,500	187,500	187,500

Table 5.16 shows the total population per proposed option in accordance to travel time bands on a weekday. Options 1, 2 and 3 have no population living in areas more than 30 minutes travel time from a library, reflecting the fact these options have a greater number of proposed libraries. Options 4, 5 and 7 all have 730 people living beyond 30 minutes of travel. Option 6 has a significantly larger amount of the district's population living in this travel time band at 4,570. Option 3 performs better than option 2 for journeys up to 10 minutes, and option 5 performs better than option 4 for these journeys. This may suggest that Unsworth library (retained in options 3 and 5) is more accessible than Whitefield (retained in options 2 and 4) to a greater number of residents. Table 5.17 displays the population totals per travel band as proportions of the total population.

Table 5.17: Total % of population per option according to travel time band on a weekday

Travel time	Option 1 Population	Option 2 Population	Option 3 Population	Option 4 Population	Option 5 Population	Option 6 Population	Option 7 Population
0 to 5 minutes	4%	4%	5%	4%	4%	2%	4%
5 to 10 minutes	32%	28%	31%	23%	26%	16%	23%
10 to 15 minutes	41%	41%	41%	43%	42%	37%	41%
15 to 20 minutes	19%	22%	20%	25%	24%	27%	27%
20 to 25 minutes	3%	4%	3%	4%	3%	10%	4%
25 to 30 minutes	1%	1%	1%	1%	1%	6%	1%
>30 minutes	0%	0%	0%	0.4%	0.4%	2%	0.4%
Total	100%	100%	100%	100%	100%	100%	100%

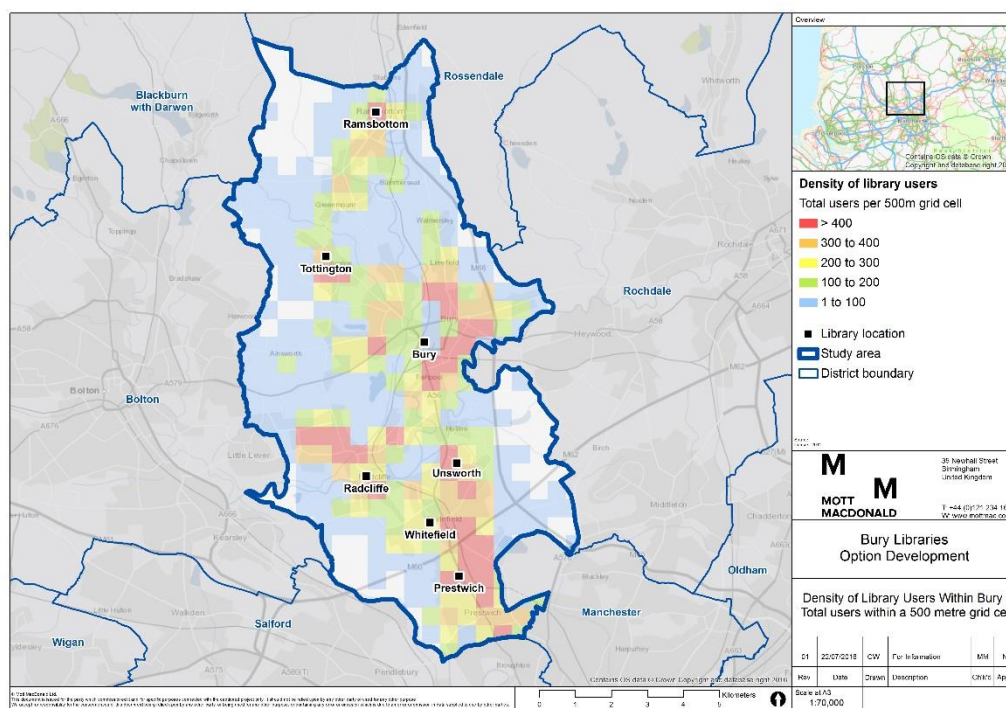
## 6 Libraries' user data

### 6.1 Introduction

This chapter presents a more detailed review of library users in Bury by analysing Bury's library user database. Of these, 59,604 records were successfully mapped by geocoding the home postcode. The remaining 4,054 were unable to be mapped due to the respondent not providing a home postcode, or entering an incorrect value. 54,632 of the mapped postcodes fell within the district of Bury, and these records have been used for the library user analysis.

Figure 6.1 below displays the density of library users based on their home postcode location. The highest concentrations of users are located around Bury itself, and to the urban south of the district around Prestwich.

Figure 6.1: Density of library user home postcodes

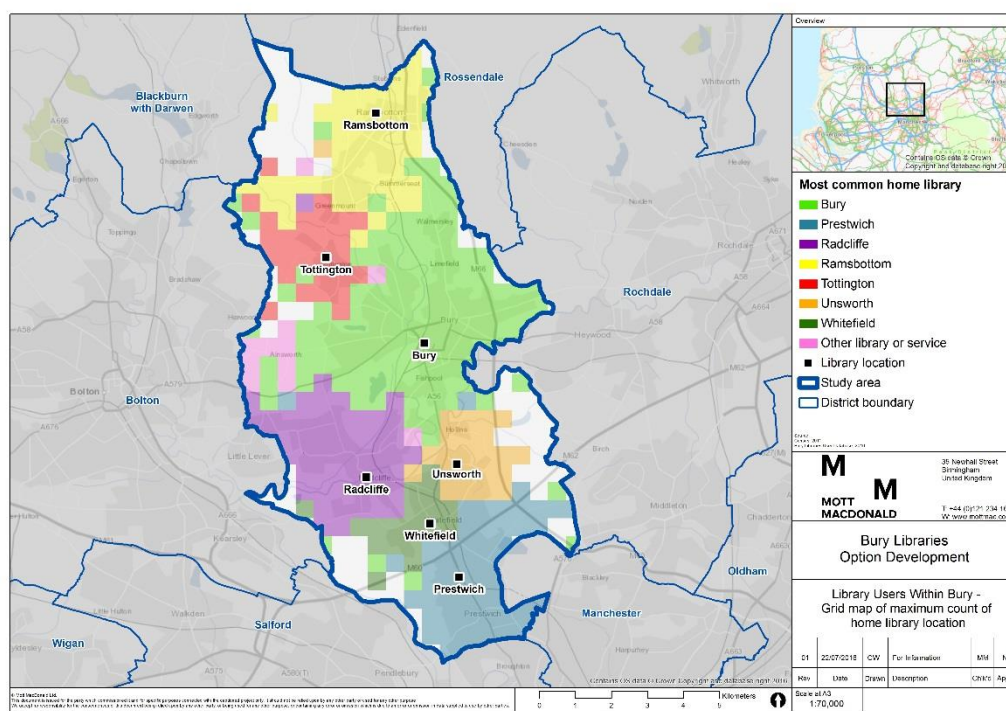


Source: Bury library user database

## 6.2 Home library of registered library users

Figure 6.2 displays the grid, mapped by the home library location specified in the library user database. Bury has the largest geographic footprint in terms of registered users.

Figure 6.2: Home library of users



Source: Bury library user database

Table 6.1 displays the total numbers of registered library users per site. Bury and Prestwich libraries have a combined share of 54% of users, with Bury itself home to 34%. The figure of 6% for the other library or service category includes other smaller libraries not included in the assessment. It also includes discontinued services such as the school's library service and the housebound and special services facility.

Table 6.1: Number of registered users per library

Library	Number of registered users within Bury	Proportion of registered users within Bury
Bury	18,458	34%
Prestwich	10,897	20%
Radcliffe	7,449	14%
Ramsbottom	4,695	9%
Tottington	2,720	5%
Unsworth	3,612	7%
Whitefield	3,758	7%
Other library or service	3,043	6%
Total	54,632	100%



### 6.3 Library users per public transport option set

Table 6.2: Library users per weekday public transport travel time band

Travel time	Option 1 - registered users	Option 2 - registered users	Option 3 - registered users	Option 4 - registered users	Option 5 - registered users	Option 6 - registered users	Option 7 - registered users
0 to 5 minutes	3,881	3,183	3,734	2,782	3,333	1,484	2,635
5 to 10 minutes	19,372	17,445	18,896	15,375	16,826	10,518	14,899
10 to 15 minutes	21,368	21,449	21,692	21,877	22,120	19,419	21,165
15 to 20 minutes	8,542	10,545	8,781	12,160	10,396	14,657	13,079
20 to 25 minutes	1,232	1,732	1,289	2,037	1,594	5,298	2,432
25 to 30 minutes	133	174	136	211	173	2,297	232
>30 minutes	104	104	104	190	190	959	190
Total	54,632	54,632	54,632	54,632	54,632	54,632	54,632

Table 6.2 breaks down the total number of library users per weekday public transport travel time band. Weekday figures have been used due to the similarity in travel times between the weekday and Saturday analysis. The figures correlate to the overall residents analysis conducted in chapter 4. The most accessible is o 1, reflecting the fact it has the greater number of proposed libraries.

Table 6.3: Cumulative proportions of Library users per weekday public transport travel time band

Travel time	Option 1 - cumulative % of registered users	Option 2 - cumulative % of registered users	Option 3 - cumulative % of registered users	Option 4 - cumulative % of registered users	Option 5 - cumulative % of registered users	Option 6 - cumulative % of registered users	Option 7 - cumulative % of registered users
Within 5 minutes	7%	6%	7%	5%	6%	3%	5%
Within 10 minutes	43%	38%	41%	33%	37%	22%	32%
Within 15 minutes	82%	77%	81%	73%	77%	58%	71%
Within 20 minutes	97%	96%	97%	96%	96%	84%	95%
Within 25 minutes	100%	100%	100%	99%	99%	94%	99%
Within 30 minutes	100%	100%	100%	100%	100%	98%	100%
Over 30 minutes	100%	100%	100%	100%	100%	100%	100%
Total	54,632	54,632	54,632	54,632	54,632	54,632	54,632

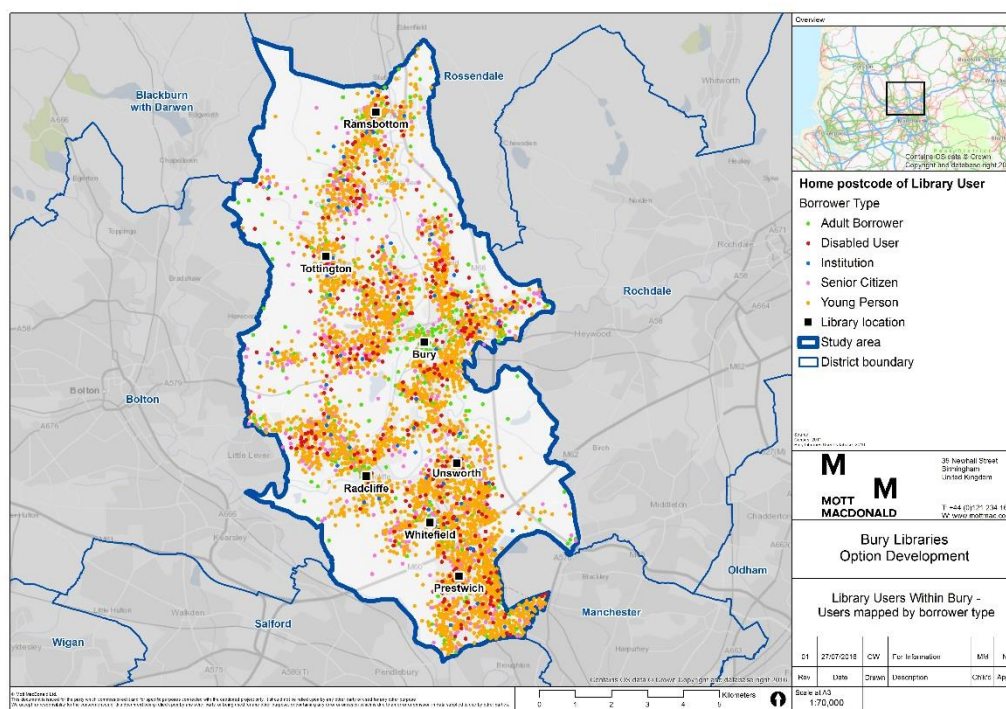
Table 6.3 displays the library users per weekday public transport travel time band cumulatively. As with the overall accessibility analysis, option 3 has a lesser impact than option 2, and option 5 performs better than option 4. Again, this may suggest that Unsworth library (retained in options 3 and 5) is more accessible than Whitefield (retained in options 2 and 4) to a greater number of library users.

## 6.4 Types of borrower

The library user database contained information on the type of borrower for each record. These categories were grouped into the following broad classes:

- Adult borrower
- Disabled user
- Institution
- Senior citizen
- Young person

Figure 6.3: Borrower Type



Source: Bury library user database

Figure 6.3 displays the location of library user home postcodes, mapped by borrower type. Table 5.4 below shows the number of borrowers in each borrower type, and the proportion of total borrowers.



Table 6.4: All users by borrower type

Borrower type	Number of borrowers	Proportion of total borrowers
Adult borrower	31,066	57%
Young person	15,121	28%
Senior citizen	7565	14%
Disabled user	444	1%
Institution	436	1%
Total	54,632	100%

Table 6.5 breaks down the proportions of each borrower type registered to each library location. Bury has a high proportion of adult borrowers, with a comparatively low proportion of young person's when compared to other library locations. Conversely, Tottington and Unsworth libraries both have low proportions of adult borrowers, and high proportions of young persons. The other library or service class includes the former schools library service, hence the large proportion of respondents in the institution category compared to the other library locations.

Table 6.5: Borrower

	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
Bury	66%	1%	0%	12%	21%	18,458
Prestwich	56%	1%	0%	15%	28%	10,897
Radcliffe	60%	0%	0%	11%	28%	7,449
Ramsbottom	49%	1%	0%	19%	31%	4,695
Tottington	45%	1%	0%	18%	37%	2,720
Unsworth	46%	0%	0%	15%	38%	3,612
Whitefield	54%	2%	0%	15%	29%	3,758
Other library or service	36%	2%	12%	11%	39%	3,043
Total	57%	1%	1%	14%	28%	54,632

#### 6.4.1 Types of borrower by public transport travel time

By breaking down the types of borrower at each library location and looking at the public transport travel time for each of the proposed option sets, we can see if any borrower types are disproportionately affected by potential changes in service configuration.

Table 6.6: Option 1 weekday travel time by borrower type

Travel time	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
0 to 5 minutes	7%	6%	12%	7%	7%	7%
5 to 10 minutes	36%	34%	32%	34%	35%	35%
10 to 15 minutes	40%	41%	31%	38%	39%	39%
15 to 20 minutes	15%	18%	19%	18%	16%	16%
20 to 25 minutes	2%	2%	6%	3%	2%	2%
25 to 30 minutes	0%	0%	0%	0%	0%	0%
>30 minutes	0%	0%	0%	0%	0%	0%
Total	31,066	444	436	7,565	15,121	54,632

Table 6.6 shows, for option 1, each borrower type group has proportions in each travel time band that are broadly in line with the total proportion column.

Table 6.7: Option 2 weekday travel time by borrower type

Travel time	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
0 to 5 minutes	6%	5%	11%	6%	5%	6%
5 to 10 minutes	33%	31%	30%	29%	31%	32%
10 to 15 minutes	40%	40%	23%	38%	39%	39%
15 to 20 minutes	18%	21%	29%	23%	21%	19%
20 to 25 minutes	3%	3%	6%	4%	4%	3%
25 to 30 minutes	0%	0%	0%	1%	0%	0%
>30 minutes	0%	0%	0%	0%	0%	0%
Total	31,066	444	436	7,565	15,121	54,632

Table 6.7 shows, that for option 2, each borrower type group has similar proportions to the total proportion column in each travel time band. Institution based borrowers see proportions that are significantly different to the total proportions in the 10 to 15 minute and 15 to 20 minute travel time bands.

Table 6.8: Option 3 weekday travel time by borrower type

Travel time	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
0 to 5 minutes	7%	5%	11%	6%	7%	7%
5 to 10 minutes	35%	32%	33%	34%	34%	35%
10 to 15 minutes	40%	41%	32%	38%	40%	40%
15 to 20 minutes	15%	19%	19%	18%	17%	16%
20 to 25 minutes	2%	2%	6%	3%	3%	2%
25 to 30 minutes	0%	0%	0%	0%	0%	0%
>30 minutes	0%	0%	0%	0%	0%	0%
Total	31,066	444	436	7,565	15,121	54,632

For option 3, Table 6.8 again shows each borrower type group has proportions in each travel time band that are broadly in line with the total proportion column with the exception of the institution borrower type category.

Table 6.9: Option 4 weekday travel time by borrower type

Travel time	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
0 to 5 minutes	6%	4%	10%	5%	4%	5%
5 to 10 minutes	30%	28%	23%	24%	27%	28%
10 to 15 minutes	41%	40%	24%	39%	40%	40%
15 to 20 minutes	20%	23%	35%	26%	24%	22%
20 to 25 minutes	3%	3%	6%	4%	4%	4%
25 to 30 minutes	0%	1%	0%	1%	0%	0%
>30 minutes	0%	0%	0%	1%	0%	0%
Total	31,066	444	436	7,565	15,121	54,632

Table 6.9 also shows that, under option 4, each borrower type group has proportions in each travel time band that are broadly in line with the total proportion column with the exception of the institution borrower type category. As the number of library locations reduces in the latter option sets, the proportions of borrowers in the higher travel time bands increases. Here 26% of total borrowers live more than 15 minutes from a library location, compared to 18 % in options 1 and 3, and 22% in option 2.

Table 6.10: Option 5 weekday travel time by borrower type

Travel time	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
0 to 5 minutes	6%	5%	10%	5%	6%	6%
5 to 10 minutes	32%	29%	26%	29%	30%	31%
10 to 15 minutes	41%	41%	33%	39%	40%	40%
15 to 20 minutes	18%	21%	25%	22%	20%	19%
20 to 25 minutes	3%	2%	6%	4%	3%	3%
25 to 30 minutes	0%	1%	0%	1%	0%	0%
>30 minutes	0%	0%	0%	1%	0%	0%
Total	31,066	444	436	7,565	15,121	54,632

Table 6.10 also shows that, under option 5, the institution borrower type category having proportions that are not in line with the total proportions. Senior citizens may be disproportionately impacted by longer travel times in this option, as 28% of this borrower type will have travel times of over 15 minutes, compared to 22% of the total proportion of library users.

Table 6.11: Option 6 weekday travel time by borrower type

Travel time	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
0 to 5 minutes	3%	3%	6%	3%	2%	3%
5 to 10 minutes	20%	21%	17%	18%	18%	19%
10 to 15 minutes	37%	36%	13%	33%	35%	36%
15 to 20 minutes	25%	26%	49%	29%	28%	27%
20 to 25 minutes	9%	6%	14%	9%	10%	10%
25 to 30 minutes	4%	7%	1%	5%	4%	4%
>30 minutes	2%	2%	0%	2%	2%	2%
Total	31,066	444	436	7,565	15,121	54,632

Table 6.11 shows the travel times for library borrowers in option 6. Option 6 has the least number of libraries, so the total proportions of borrowers in the higher travel bands is greatest here. 43% of library users experience travel times of greater than 15 minutes, compared to 18% in option 1. Again, borrower type proportions are broadly in line with the overall totals, with the exception of the institution borrower type.

Table 6.12: Option 7 weekday travel time by borrower type

Travel time	Adult borrower	Disabled user	Institution	Senior citizen	Young person	Total
0 to 5 minutes	5%	4%	9%	4%	4%	5%
5 to 10 minutes	29%	27%	24%	24%	26%	27%
10 to 15 minutes	39%	39%	17%	37%	39%	39%
15 to 20 minutes	22%	25%	42%	29%	26%	24%
20 to 25 minutes	4%	4%	7%	5%	5%	4%
25 to 30 minutes	0%	1%	0%	1%	0%	0%
>30 minutes	0%	0%	0%	1%	0%	0%
Total	31,066	444	436	7,565	15,121	54,632

Table 6.12 shows the travel times for library borrowers in option 7. Option 7 contains four libraries and performs better than option 6. 28% of library users experience travel times of greater than 15 minutes, compared to 18% in option 1. Again, borrower type proportions are broadly in line with the overall totals, with the exception of the institution borrower type.

## 7 Conclusion

Whilst attendance has declined over the past decade<sup>48</sup>, libraries still play a social and civic role within communities and can contribute towards the sense of social wellbeing that people have.<sup>49</sup> This is especially the case with older people and those from deprived communities. As well as being safe environments for literacy and learning, libraries also provide internet access and the use of computers; something which is sought after in society today.<sup>50</sup> However, certain social groups can experience barriers to accessing libraries as a result of culture, transport, physical accessibility to the library itself and levels of family support.

Library usage data from Bury local authority shows that the highest concentrations of users are located around the town of Bury itself, and to the urban south of the district around Prestwich. Bury and Prestwich libraries have a combined share of 54% of users, with Bury itself contributing 34% of this total. Upon further analysis it can be concluded that of these borrowers in Bury a high proportion are adults, with a comparatively low proportion of young people when compared to other library locations. Conversely, Tottington and Unsworth libraries both have low proportions of adult borrowers and high proportions of young people. By looking at these different types of borrowers with regards to the proposed option sets and public transport travel time bands, it was possible to expose any borrower types are disproportionately affected by potential changes in service configuration.

With option 1, each borrower type group has proportions in each travel time band that are broadly in line with the total proportion of borrowers. This is also the case with options 2, 3 and 4 with the exception of the institution borrower type category. Similarly, option 5 sees the institution borrower type category having proportions that are not in line with the total proportions. However, under this option senior citizens may also be disproportionately impacted by longer travel times. Option 6 has the least number of libraries of all options, so the total proportions of borrowers in the higher travel bands is greatest here. As with the majority of previous options borrower type proportions are broadly in line with the overall totals, with the exception of the institution borrower type. This is also the case with option 7. According to such data, option 1 performs the best on the basis that only 18% of borrowers experience travel times of greater than 15 minutes. Conversely, option 7 performs the worst with 43% of borrowers predicted to have a travel time exceeding 15 minutes.

When analysing accessibility purely in relation to social groups as opposed to borrowers, option 1 also negatively impacts the least amount of people. Under this option, 37% of the population are located within 10 minutes travel time to libraries. This is resultant of the option having the most amount of libraries covering the largest geographical area. Also performing well is option 3 which would mean 36% of the population are based within 10 minutes travel time to libraries. However, under option 6 this figure falls drastically to just 18% due to proposing the least amount of libraries across the smallest geographical area. This option negatively impacts the largest amount of residents by far as the next most significant figure is option 4 at 27%. No significant differences between weekday and Saturday travel times are apparent with any of the options. This is due to Saturday services operating at a similar frequency and providing the same routes as weekday services.

<sup>48</sup>DCMS (2016) Taking part focus on libraries. See:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519675/Libraries\\_short\\_story\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf)

<sup>49</sup> Older People's Commissioner for Wales (2014) The importance and impact of community services within

Wales. See: [http://www.olderpeoplewales.com/Libraries/Uploads/The\\_Importance\\_and\\_Impact\\_of\\_Community\\_Services\\_within\\_Wales.sflb.ashx](http://www.olderpeoplewales.com/Libraries/Uploads/The_Importance_and_Impact_of_Community_Services_within_Wales.sflb.ashx)

<sup>50</sup> Citizens Advice Scotland (2015) Internet access in Glasgow's deprived areas. See:

[http://www.cas.org.uk/system/files/publications/internet\\_access\\_in\\_glasgow\\_2015\\_final\\_-\\_aug\\_15.pdf](http://www.cas.org.uk/system/files/publications/internet_access_in_glasgow_2015_final_-_aug_15.pdf)

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## **Library Reading/Research**

### **Research reports**

- Arts Council, England (2013) **Community libraries – Learning from experience: guiding principles for local authorities.**
- Macdonald, L. (2012) **A New Chapter: Public Library Services in the 21<sup>st</sup> Century.** Carnegie UK Trust.
- Chartered Institute of Library and Information Professionals (CILIP) (2012) **A Changing Landscape: A survey of public library authorities in England, Wales and Northern Ireland, 2012-13.**
- Panlibus Magazine (2011) **Edinburgh Libraries and SOLUS – The Virtual Library Achieves Significant Growth.**
- Ipsos MORI/Arts Council England **Envisioning the library of the future Phase 1 and 2: Full Report.**
- Local Government Group/Museums, Libraries and Archives (2011) **Future libraries: change, options and how to get there – Learning from the Future Libraries Programme Phase 1 and 2 – Full report.**
- Davies, S. (2013) **The public library service under attack: how cuts are putting individuals and communities at risk and damaging local businesses and economies.** UNISON.
- LGA/ageUK (2016) **Combating loneliness: a guide for local authorities.**
- RSA (2015) **Community Capital: The Value of Connected Communities.**

### **DCMS**

- DCMS (2010) **The modernisation review of public libraries: A policy statement.**
- DCMS (2015) **Guidance on libraries as a statutory service.**
- DCMS (2016) **Libraries Deliver: Ambition for Public Libraries in England 2016 to 2021.**

### **Other LAs**

- Trafford Libraries: Phase 2 Consultation Feedback (2015)
- Report to Executive Cabinet, 4<sup>th</sup> July 2012: A new Offer for Tameside's Library Service
- Sheffield Hallam University/Sport Industry Research Centre (2013) Overall report: Lincolnshire Libraries Consultation

### **News Articles**

- <http://www.whiteoctober.co.uk/portfolio/lambeth>
- <https://www.theguardian.com/local-government-network/2013/jul/30/lambeth-library-app-challenges-residents>  
<https://vimeo.com/48091508>
- Hampshire county council. <https://www.hants.gov.uk/library>
- <http://www.bbc.co.uk/news/uk-england-wiltshire-38150780>



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## Review of properties used for provision of libraries services.

### Introduction

This paper considers the libraries property portfolio. Its purpose is to support the Council in its operational decision taking. Key property decisions relate to planning for maintenance, acquisition, closure, disposal, building adaptations and refurbishments to accommodate changes in operational service needs.

No judgements are made about the need or community value of any library. These are matters for the service provider and communities served. In establishing the libraries strategy however, visitor numbers, community need and levels of satisfaction can be considered against harder property measures of size, utilisation, cost and maintenance investment needs; and refined against Asset Management considerations of consequences for closure of individual library sites.

### Space utilisation:

In common with most public libraries, Bury Council libraries do not provide an across the board 7 day opening. Bury Library provides the longest 'staffed' service, 6 days a week open for 55 hours. Ainsworth the fewest, 3 days and open 10 ½ hours a week.

Table 1 provides a summary of library floor space, days open and frequency open and available to the public. It then compares as a percentage the opening hours of each by comparison with Bury library that is open 55 hours a week.

Table 1:				
Property	Net floor area(sq.m)	Open days per week	Open hours per week	% open compared to Bury library
Ainsworth Library	29	3	10hrs 30mins	19%
Brandlesholme	109	5	16hrs 30mins.	30%
Bury	464	6	55hrs	100%
Castle Leisure (self service library)	94	7	96hrs	174%
Coronation Road	106	5	16hrs 30mins.	30%
Dumers Lane	54	4	13hrs	23%
Moorside	315	5	16hrs 30mins.	30%
Prestwich	710	7	46hrs	97%
Radcliffe Library	516	5	37hrs 30mins.	68%
Ramsbottom	588	5	39hrs 30mins.	71%
Topping Fold	198	4	13hrs	23%
Tottington	365	5	33hrs 30mins.	60%
Unsworth	333	5	33hrs 30mins	60%
Whitefield	588	5	39hrs 30 mins.	71%
<b>Totals</b>	<b>4,469</b>		<b>466 ½ hrs</b>	<b>60%</b>

Under utilisation is an opportunity lost to provide services from space that is paid for. Shortening hour's cuts wage costs but has little impact on the cost of property.

**Cost of occupancy:**

Property costs (rates, utilities, repairs etc) are the second highest to the libraries service, only staff costs are higher. The cost of property occupancy considered in the context of how well space is used and the services it supports should help with strategy formulation. The comparative property cost per hour open may have a correlation with the value of the services to the community served.

Table 2 summarises net floor areas of Bury libraries, open hours and calculation of annual library property costs per sqm and cost per hour open (figures for 15/16).

Table 2				
Property	Net floor area (sqm)	Property revenue cost pa (£) inc caretaking/cleaning	Property cost per sqm (£)	Property cost per hour open (£)
Ainsworth Library	29	2,723	93.90	259.33
Brandlesholme	109	12,130	111.28	735.15
Bury	464	*74,947	161.52	1,362.67
Castle Leisure	94	*373	3.97	3.89
Coronation Road	106	5,925	55.90	359.09
Dummers Lane	54	8,508	157.56	654.46
Moorside	315	6,988	22.18	423.52
Prestwich	710	53,970	76.01	1173.26
Radcliffe Library	516	51,910	100.60	1384.26
Ramsbottom	588	49,810	84.71	1261.01
Topping Fold	198	14,724	74.36	1132.62
Tottington	365	27,104	74.26	809.07
Unsworth	333	31,293	93.97	934.12
Whitefield	588	44,951	76.45	1138.00
<b>Totals</b>	<b>4,469</b>	<b>385,356</b>		

The large libraries and libraries that have short open hours are the ones with the highest unit cost per hour. \* care required with some of the reported costs and areas due to interpretation of used areas and account recharging.

**Safe, comfortable and compliant:**

Library buildings need to be both physically safe and secure, with clear circulation spaces, common areas and secure entrances, as well as complying with relevant regulations. Effectively maintained buildings tend to perform well in terms of energy use, while high levels of backlog maintenance typically indicate poor energy performance, irrespective of age. Cleaning can be seen as the first line of maintenance and while Bury libraries are all well loved by staff, many appear tired and 'shabby'. This can directly affect the satisfaction of staff and visitors. It also impacts on the perception of services provided.

A poorly maintained building can be a barrier to service development and is evidence of lack of long term commitment leading to potential loss of reputation.

The Councils Architectural Practice has provided a desktop view of each library to estimate future maintenance costs (building, electrical and mechanical elements), prioritised over the next 5 years. These are summarised in Table 3 below.

It shows:

- There is a legacy of good management and investment in maintenance and repair. All libraries are rated as condition A or B (good or satisfactory).
- Required maintenance investment need is £1,307,299 over 5 years.
- Priority 1 urgent works, to prevent risk of building failure or to health and safety, have a cost estimate of £315,887.

(Investigation of and attention to priority 1 issues advised as a matter of urgency)

The estimates provided are to put and keep existing building elements into acceptable condition. They do not consider suitability for purpose or envisage refurbishment to reflect changed service needs.

The estimates range from Prestwich library and Adult Learning Centre as the highest at £424,200 to Ainsworth library £70,732. Once again, it may be revealing to compare these costs to service judgements about the value of individual libraries to the communities served.

## **Opportunities to achieve savings**

The overall strategy for libraries should be informed by an awareness of the commercial and legal constraints of its property. An Asset Management view of prospects of being able to release or sell library buildings were they to be closed as libraries is reported in Table 4. This is an important consideration since closure of a library building that can not be brought into an alternative use or disposed of would mean the Council retaining long term liabilities and associated costs.

The views presented are based on site constraints, alternative third party or private uses and alternative or additional Council uses.

The main issues identified are:

- Opportunities for easy / quick savings are limited.
- To achieve savings through sales of buildings / the site will need a run up period for pre sale preparation and marketing.
- Review needs to be aware that most of the libraries accommodate and share spaces with other services, e.g. Adult Learning and 3<sup>rd</sup> sector organisations that need to be considered in strategy development.

In the vicinity of virtually all Bury libraries there are other public providers of services. All providers of public services are facing similar financial and service pressures. For example in most of the towns where there is a library under challenge there is also a health centre with similar concerns. At a Greater Manchester level under the One Public Estate agenda, efforts are being made to understand and find opportunities out of these challenges. The Council is developing its own vision for hubs. These are areas of strategy development that may reveal unexpected opportunities' for a future libraries service.

This also represents an opportunity to transform the way the library service is provided.

### **Additional supporting information**

- i) A Borough plan showing the location of each of the libraries.
- ii) A property fact sheet for each Library.

For information, clarification or assistance, for example in helping to consider the suitability of each building or to investigate sharing or merging facilities with other nearby service providers please contact me.

### **Options:**

- Straight closures, possibly with retained libraries extending area coverage.
- Extend use of libraries so savings are created by sharing costs with services who share facilities', e.g. health centres, community hubs, offices, nurseries etc. This will mean closure of other service facilities to create the revenue savings – better knowledge needed across the portfolios.
- Community asset transfers. A policy for this is to be created – depends on presence of suitable community organisations.

### **Next steps**

- i. Obtain advice on lottery grant position.
- ii. Follow up on position with Unsworth Health Centre.



**Clinton G Judge**

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**Table 3: Summary of Required Maintenance Costs – Library Buildings**

<b>BUILDING</b>	<b>Priority 1</b>	<b>Priority 2</b>	<b>Priority 3</b>	<b>Total required maintenance</b>	<b>Condition Rating</b>
Bury Library	14,150	16,800	41,890	72,840	A
Ramsbottom Library and Adult Learning Centre	-	5,100	11,300	16,400	B
Tottington Library	24,850	9,600	81,650	116,100	B
Prestwich Library & Adult Learning Centre	-	411,200	13,000	424,200	A
Whitefield Library and Adult Learning Centre	151,830	101,300	10,800	263,930	B
Radcliffe Library	53,570	17,450	69,990	141,010	B
South Cross St Library	926	29,130	5,110	35,166	B
Moorside Library	-	6,750	7,100	13,850	B
Castle Sport and Leisure Library	1,065	6,150	7,950	15,165	B
Topping Fold Library	8,710	3,550	7,100	19,360	A
Dumers Lane Library	-	9,175	3,550	12,725	B
Brandlesholme Library	5,000	4,150	7,100	16,250	B
Ainsworth Library	1,426	9,152	4,260	14,838	B
Coronation Road Library	-	2,375	10,550	12,925	A
Unsworth Library	54,360	53,730	24,450	132,540	B
<b>Total</b>	<b>315,887</b>	<b>685,612</b>	<b>305,800</b>	<b>1,307,299</b>	

Maintenance costs are prioritised in levels 1 to 3 where:

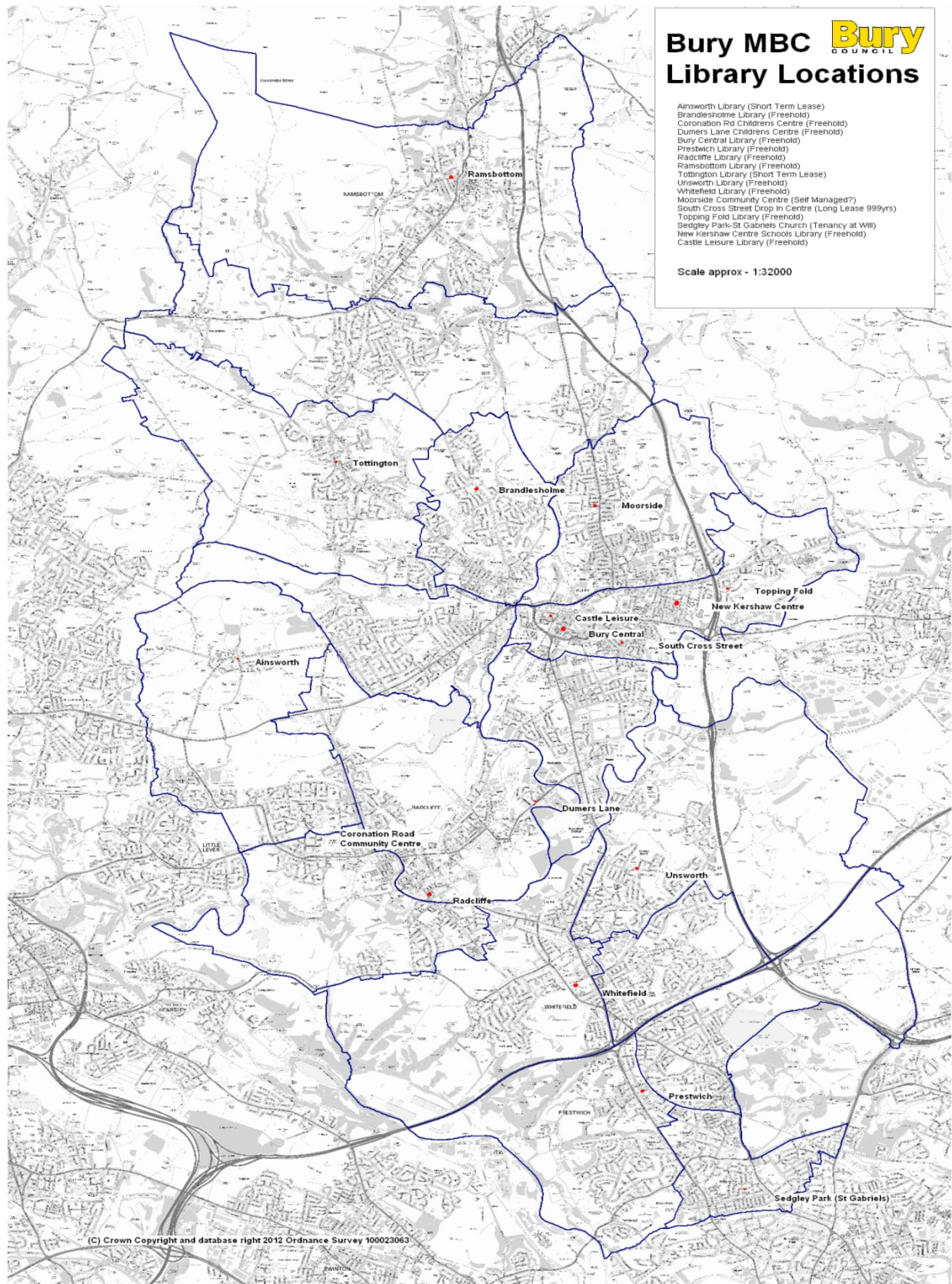
- Priority 1 = Urgent works that will prevent immediate closure and / or address an immediate high risk to the health and safety of the occupants and / or to remedy a serious breach of legislation.
- 2 = Essential work required within 2 years that will prevent serious deterioration of the fabric or service and / or address a medium risk to the health and safety of the occupants and / or remedy a minor breach of legislation.
- 3 = Desirable work required within 3 to 5 years that will prevent deterioration of the fabric or service and / or address a low risk to the health and safety of the occupants and / or a minor breach of the legislation.



**Table 4: Asset Management view of opportunity to achieve savings.**

Building	Comment	Property Rev Costs (£) (2015/16)
<b>High Opportunity</b>		
Dumers Lane Community Centre and Library, Radcliffe. M26 2GN	Potentially could be sold or alternatively let as a dwelling. Receipt net of Big lottery grant repayment used for building acquisition and conversion.	8,508
Ramsbottom Library and Adult Learning Centre, Carr St, BL0 9DD	Potentially could be incorporated with adjoining Council owned land that is surplus and sold. Receipt, net of Heritage Lottery and Skills Funding Agency grant repayment used for extending the building.	49,810
Whitefield Library and Adult Learning Centre, Pinfold Lane, M45 7NY	Would present an opportunity for redevelopment. Receipt, net of Skills Funding Agency grant for building improvements for Adult Learning.	44,951
Brandlesholme Community Centre and Library, BL8 1HR	Potential site for disposal (shared with a children's nursery). Receipt net of lottery grant for building extension and conversion.	12,130
Unsworth Library, Sunny Bank Rd, BL9 8ES	Potential is tied up with adjoining NHS facility.	31,293
<b>Medium Opportunity</b>		
Radcliffe Library, Stand Ln, M26 1WR	This may have potential for alternative use	51,910
Ainsworth Library, Church St, BL2 5RT	Lease could be given up – holding over rent of £1,100 pa.	2,723
Tottington Library, Market St, BL8 3LN	Potential for third party or private use.	27,104
Coronation Road, Radcliffe	Site shared with ROC Community Group – opportunity for community asset transfer? Receipt net of lottery grant.	5,925
Bury Central Library, Moss Street, BL9 0DF	This may have potential for alternative use.	74,947
Moorside Library, Parkinson St, BL9 6NY	This could be given up. Owned by Church and lease is not signed.	6,988
<b>Low Opportunity</b>		
Prestwich Library, Longfield Centre, M45 7QJ	Potential is tied with adjoining facilities and Town Centre plans.	53,970
Topping Fold, BL9 7NG	Alternative use is likely to need Council sponsorship.	14,724
Castle Leisure Centre, Bolton St, BL9 0EY	Tied up with leisure centre.	373
	<b>Total</b>	<b>£385,356</b>

(Larger scale plan available in paper)



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# REPORT FOR DECISION



**Agenda  
Item**

<b>DECISION OF:</b>	<b>Cabinet</b>
<b>DATE:</b>	<b>18 January 2017</b>
<b>SUBJECT:</b>	<b>Health and Safety: Annual Report 2016</b>
<b>REPORT FROM:</b>	<b>Deputy Leader and Portfolio Holder for Finance and Human Resources</b>
<b>CONTACT OFFICER:</b>	<b>Mike Owen, Chief Executive</b>
<b>TYPE OF DECISION:</b>	<b>NON KEY DECISION</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	This paper is within the public domain
<b>SUMMARY:</b>	<p>Significant projects carried out during 2016 include:</p> <ul style="list-style-type: none"> <li>• Health and Safety Policy updated</li> <li>• Guidance on new and alternative service delivery arrangements (outsourcing, ALMO's, LaTCO's, etc.)</li> <li>• Previous action point develop into a risk matrix and assessment tool accounting for wider business risks (in conjunction with Strategic Procurement &amp; Project Planning)</li> <li>• Anti-Social Behaviour Policy updated and personal safety guidance for Elected Members produced</li> <li>• Guidance on "The Control of Electromagnetic Fields at Work Regulations 2016"</li> <li>• Departmental audit of Children, Young People and Culture</li> <li>• School managers briefed on Health and Safety Procurement and Construction (Design and Management) Regulations - briefings rolled out to relevant officers across the Council and Six Town Housing</li> <li>• Driving for work arrangements reviewed</li> </ul> <p>The Health and Safety Executive (HSE) introduced a new national strategy "Helping Great Britain work well" in</p>

	<p>2016. The key themes of the strategy are:</p> <ul style="list-style-type: none"> <li>• Acting together - Promoting broader ownership of health and safety in Great Britain</li> <li>• Tackling ill health - Highlighting and tackling the costs of work-related ill health</li> <li>• Managing risk well - Simplifying risk management and helping business to grow</li> <li>• Supporting small employers - Giving SMEs simple advice so that they know what they have to do</li> <li>• Keeping pace with change - Anticipating and tackling new health and safety challenges</li> <li>• Sharing our success - Promoting the benefits of Great Britain's world-class health and safety system</li> </ul> <p>The Council's agreed priorities include:</p> <ul style="list-style-type: none"> <li>• Health – improving the focus on identifying and managing work related ill health to bring it into line with safety management</li> <li>• Recognition and ownership of roles and responsibilities at all levels</li> <li>• Risk acceptance – achieving an appropriate balance between risk aversion and risk acceptance</li> </ul> <p>Future internal projects will include the following themes and/or actions:</p> <ul style="list-style-type: none"> <li>• Health and safety leadership strategy</li> <li>• Training review</li> <li>• Development of work related health management arrangements in coordinating with the Workforce Wellbeing Strategy and action plan. (To include review of stress management arrangements, specifications for extract ventilation systems in schools woodworking facilities)</li> <li>• Health and safety culture</li> <li>• Proportionate health and safety risk management</li> <li>• Electronic management system – reporting, triage, recording, investigation, health, safety</li> <li>• Driving for work – implementation of agreed arrangements</li> <li>• Support to departments in reviewing first aid needs and provisions</li> <li>• Support the development of any corporate facilities management arrangements</li> <li>• Development of self-auditing arrangements for departments and thematic auditing arrangements</li> <li>• Agile working</li> <li>• Aging workforce</li> <li>• Support organisational and service reviews as appropriate</li> </ul> <p>Key indicators and trends:</p>
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	<ul style="list-style-type: none"> <li>• There has been a decrease in the average number of days absence per full time equivalent employee</li> <li>• The Council's rate of reportable major injuries has shown an increase in 2015/16 when compared to 2014/15</li> <li>• Musculoskeletal and stress/mental health related absences account for the highest number of days lost to the Council</li> <li>• Nationally, musculoskeletal and stress/mental health account for the highest number of lost days relating to work related factors</li> <li>• Highest numbers of internal reports relate to behavioural, abuse and intimidation incidents; followed by slips, trips and falls</li> </ul>
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<p>Cabinet is asked to:</p> <ol style="list-style-type: none"> <li>1. Endorse the future work themes detailed in paragraph 3.3</li> <li>2. Note the: <ul style="list-style-type: none"> <li>• Contents of this report;</li> <li>• Corporate Health and Safety Work Plan update, which is attached as Appendix 2;</li> <li>• Departmental developments and plans that are attached as Appendix 4.</li> </ul> </li> </ol>
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	Do the proposals accord with the Policy Framework? Yes
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	Effective Health & Safety is key to service delivery, mitigating financial and operational risks to the Council.
<b>Health and Safety Implications</b>	<p>Set out any impact in terms of Health, Safety and Welfare.</p> <p>The actions identified through the report and associated actions are designed to improve health, safety and welfare management arrangements and standards.</p>
<b>Statement by Executive Director of Resources (including Health and Safety Implications)</b>	<p>Effective Health &amp; Safety is key to safeguarding the welfare of staff, service users and residents.</p> <p>The work streams identified in this report support the development of a robust framework.</p>
<b>Equality/Diversity implications:</b>	Yes (see paragraph 7.1 below)
<b>Considered by Monitoring Officer:</b>	Yes

	<p>A robust approach to Health &amp; Safety is essential if the Council is to discharge its statutory duties.</p> <p>The actions outlined in the report will support this process.</p>
<b>Wards Affected:</b>	
<b>Scrutiny Interest:</b>	

**TRACKING/PROCESS****DIRECTOR:** Mike Owen

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners
Scrutiny Committee	Cabinet/Committee	Council	

**1.0 BACKGROUND**

- 1.1 Annual Health and Safety Reports provide a formal mechanism for:
- Monitoring and assessment of organisational performance;
  - Recognising significant concerns and issues that impact on health and safety management and performance;
  - On-going review of organisational arrangements, including health and safety policy;
  - Adoption of organisational and departmental work plans and targets.
- 1.2 The Health and Safety Annual Report represents a core element of the Council's health and safety management system.
- 1.3 The system is designed to implement standards that are set out in the Management of Health and Safety at Work Regulations and Health and Safety Executive (HSE) guidance on organisational health and safety management. This national guidance can be accessed through the following link:

<http://www.hse.gov.uk/managing/index.htm>

**2.0 ISSUES*****National developments******Helping Great Britain work well***

- 2.1 The HSE introduced a new national strategy for health and safety in 2016. The key themes of the strategy are:

- **Acting together** - Promoting broader ownership of health and safety in Great Britain
- **Tackling ill health** - Highlighting and tackling the costs of work-related ill health
- **Managing risk well** - Simplifying risk management and helping business to grow
- **Supporting small employers** - Giving SMEs simple advice so that they know what they have to do
- **Keeping pace with change** - Anticipating and tackling new health and safety challenges
- **Sharing our success** - Promoting the benefits of Great Britain's world-class health and safety system

2.2 More detail on the strategy can be found through the following link:

<http://www.hse.gov.uk/strategy/strategy-document.htm>

2.3 HSE is currently looking at sector specific themes in addition to the above themes. The themes under consideration at the time of writing (to be confirmed) for Local Government are:

- Violence and aggression
- Stress
- Agile Working
- Incorporating health and safety in procurement

#### *Increase in penalties for health and safety offences*

2.4 The available penalties and sentencing guidelines for health, safety and food safety offences were increased in March 2015. These changes are now impacting on the levels of fine that have been imposed with several fines in excess of £1 Million now being seen for separate health and safety offences. For example, one company was found guilty of 3 offences and was fined £3 Million plus costs: another company was fined £1.8 Million for failings in their Legionella management arrangements despite not having been shown to have caused any cases of Legionella.

2.5 Details of the range of remedies that the courts can use in relation to health and safety offences can be found in Appendix 1.

#### ***Council developments and priorities***

2.6 The following local priorities were agreed at the time of the Annual Report 2015. They relate to health and safety culture and are in line with the national priorities set out in paragraph 2.1:

- Health – improving the focus on identifying and managing work related ill health to bring it into line with safety management
- Recognition and ownership of roles and responsibilities at all levels
- Risk acceptance – achieving an appropriate balance between risk aversion and risk acceptance

2.7 Much work has been carried out and significant improvements have been made in recent years with regard to health and safety culture. However, the aim is to ensure long term and ongoing improvement. The future

work projects discussed in Section 8 will have a focus on progress in this area.

### **3.0 PROGRESS**

#### ***Health, Safety and Resilience Services***

- 3.1 The corporate health and safety work plan covering the period January 2013 to December 2016 is attached as appendix 2. The work plan has now ended and the table has been updated to summarise progress. There are a few points where further development is ongoing or otherwise needed and notes have been added to explain how these will be taken forward.
- 3.2 Significant projects carried out during 2016 include:
- Health and Safety Policy updated
  - Guidance on new and alternative service delivery arrangements (outsourcing, ALMO's, LaTCO's, etc.)
  - Previous action point develop into a risk matrix and assessment tool accounting for wider business risks (in conjunction with Strategic Procurement & Project Planning)
  - Anti-Social Behaviour Policy updated and personal safety guidance for Elected Members produced
  - Guidance on "The Control of Electromagnetic Fields at Work Regulations 2016"
  - Departmental audit of Children, Young People and Culture
  - School managers briefed on Health and Safety Procurement and Construction (Design and Management) Regulations - briefings rolled out to relevant officers across the Council and Six Town Housing
  - Driving for work arrangements reviewed
- 3.3 The workplan that is attached as appendix 2 was put in place following a prosecution for an electrical cable strike. The action plan was largely centred around the development of management arrangements and tools. Whilst the actions have now been completed, managers need to keep health and safety high on their agendas. For example, performance monitoring, which is covered in section 4, shows a mix in terms of the trends that are evident. Ongoing and permanent improvements are dependent on the application of the management arrangements and tools that have now been made available. Future priorities (paragraph 2.6) and work themes (paragraph 8.1) reflect the need for a cultural change involving active ownership of health and safety by managers.

#### ***Issues raised in previous annual reports***

##### *Schools – access to Council documents*

- 3.4 A concern was first raised in the 2014 annual report over electronic access to key health and safety documents for schools. Arrangements are now under development that will allow anyone with a Bury Council payroll reference to access the intranet; consideration is also being given to ways in which any partners that may need to access the intranet can do so.

##### *Facilities Management and Buildings*

- 3.5 Concerns have also been raised in previous reports with regard to the fragmented nature of facilities management, which limits the ability of the Council to effectively meet its statutory obligations. The consolidation of facilities management functions is identified on the corporate agenda as an area that will undergo review. In addition to this, key aspects of health and safety within facilities management have been included within internal audit plans for 2016. These are:

- Legionella Management
- Health & Safety within Buildings

### ***Health and Safety Policy***

- 3.6 The Corporate Health and Safety Policy was updated in 2016 to take account of health and safety management needs within alternative service delivery arrangements. The departmental health and safety policy templates were updated to reflect this change.

- 3.7 A copy of the current corporate policy can be accessed through the following link:

<http://intranet/CHSPolicy>

- 3.8 The Elected Member with responsibility for the Health and Safety portfolio has changed and is now the "Deputy Leader and Portfolio Holder for Finance and Human Resources". Section 3, paragraph 3, of the policy will be changed to reflect this and arrangements will be made for it to be resigned and re-dated by the Chief Executive and Council Leader to demonstrate that it remains current.

## **4.0 PERFORMANCE MONITORING**

- 4.1 Appendix 3 contains data on absences and accidents. It also includes a link to national data provided through the HSE. The data comprises:

### **ABSENCES**

- Table 1: Average days lost per full time equivalent employee – All Departments (Corporate)
- Table 2: Top specified reasons for absence by days lost
- Table 3: Corporate Absences – rates by absence reason
- Table 4: Reasons for Absences 2015/16: Number of incidents ranked highest to lowest

### **ACCIDENTS AND INCIDENTS**

- Table 5: Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR)
- Table 6: Internal Reporting Incident Trends

### **NATIONAL STATISTICS FOR 2015/16**

### ***Absence data***

- 4.2 Since 2013/14, there has been a downward trend in the average number of days of absence per full time equivalent employee. The average number of days lost during the inclusive period April 2015 to March 2016 was 9.38, however this rises to 11.10 if school's based employees are excluded.

- 4.3 The top specified reasons for absence by days lost in the inclusive period April 2015 to March 2016 are:
- Musculoskeletal conditions
  - Stress and mental health conditions
  - Stomach, liver, kidney and digestion
- 4.4 However, musculo-skeletal conditions accounted for the 3rd highest number of instances of absence, whilst mental health accounted for the 7th highest number of absences during the period. Stomach, liver kidney and digestion followed by infections were the top two reasons for absence by incident. The differences in ranking between days lost and incidents demonstrates the longer term nature of absences that are caused by these conditions compared to more common reasons for absence, with the effect being more pronounced relative to mental health.
- 4.5 There is a known potential for work place factors to cause or exacerbate mental health and musculoskeletal conditions, whilst there is a link between higher levels of stress and musculoskeletal injuries and increased numbers of accidents.

### ***Accidents and incidents***

- 4.6 The reporting rate for major injuries and absences of 7 days or more, as reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR) was 30.8 per 10000 employees in 2015/16, which is slightly up from the 2014/15 rate of 24.2. No reportable diseases and no fatalities occurred.
- 4.7 The following trends within the Council's internal accident and incident reports are of note:
- The proportion of reports relating to incidents of "assault, behavioural incidents, abuse" has increased to 27% in 2015/16 from 21% in 2014/15
  - The proportion relating to "slips, trips and falls" has remained at 25%, the same as for 2014/15
- 4.8 The following arrangements and developments are relevant to internal accident and incident reporting trends:
- A new Anti-Social Behaviour Policy and guidance was introduced during 2016
  - Guidance on "personal safety" for Elected Members has been introduced during 2016
  - Guidance on managing slips and trips can be found on the health and safety intranet site

### ***Insurance***

- 4.9 Local authorities have been reporting increases in employee and public liability claims since 2011/12 onwards. It isn't possible to provide precise detail because claims can be initiated for a period of several years following an incident; however there is evidence of an upward trend within Bury.

### ***Enforcement***

- 4.10 No enforcement under health and safety legislation has taken place against the Council during 2016.

## **5.0 RISKS**

- 5.1 Failure to achieve appropriate health and safety management standards would leave the Council exposed to significant risks and actual costs. For example:
- There are significant financial risks (see next section)
  - Legal - risk of enforcement action, prosecution and civil actions
  - Business continuity - loss of service, temporary service provisions
  - Health and safety of employees, service users and others
  - Damage to reputation

## **6.0 FINANCIAL IMPLICATIONS**

### ***Cost of health and safety failings***

- 6.1 Good health and safety management should minimise costs. Potential areas of cost include:
- Lost earnings
  - Extra expenditure when absent
  - Human costs (pain, grief and suffering)
  - Sick pay
  - Compensation
  - Insurance costs (note that HSE calculate that uninsured costs for employers outweigh insured costs by a ratio of 3:1)
  - Company administration
  - Recruitment
  - Damage from injuries (equipment, goods and materials)
  - Damage from non-injury accidents
  - Insurance industry administration costs
  - Department of Work and Pensions administration costs
  - Loss of output
  - Medical treatment (short and long term)
  - HSE and internal investigation costs
- 6.2 The HSE provides the following summaries of the costs to Britain of workplace injuries and new cases of work-related ill health in 2014/15 by:
- 34% Injury
  - 66% Ill health
  - £3.3 billion of cost borne by Government
  - £2.8 billion of cost borne by Employers
  - £8.0 billion of cost borne by Individuals

Total costs showed a downward trend between 2004/05 and 2009/10; since then the annual cost has been broadly level. This fall was driven by falls in injury costs.

Detailed information on how the HSE calculates the costs of health and safety failings can be found on the HSE website through the following link:

<http://www.hse.gov.uk/pubns/priced/hsg101.pdf>



## **7.0 EQUALITY AND DIVERSITY (SUMMARY/RECOMMENDATIONS FROM EIA)**

- 7.1 Adoption of good health and safety management arrangements has a positive impact on equality and diversity because appropriate emphasis is placed on the needs of vulnerable groups and individuals.

## **8.0 FUTURE ACTIONS**

### ***Health, Safety and Resilience Services: Future Projects***

- 8.1 The levels of health and safety resource within the Health, Safety and Resilience team has significantly reduced since the workplan in Appendix 2 was introduced in 2013. Several of the projects within the plan were progressed through a collaborate approach with other relevant services within the Council. This approach will be built on in order to continue to progress health and safety within the Council. Future projects will include the following themes and/or actions:

- Health and safety leadership strategy
- Training review
- Development of work related health management arrangements in coordinating with the Workforce Wellbeing Strategy and action plan. (To include review of stress management arrangements, specifications for extract ventilation systems in schools woodworking facilities)
- Health and safety culture
- Proportionate health and safety risk management
- Electronic management system – reporting, triage, recording, investigation, health, safety
- Driving for work – implementation of agreed arrangements
- Support departments in reviewing first aid needs and provisions
- Support the development of any corporate facilities management arrangements
- Development of self-auditing arrangements for departments and thematic auditing arrangements
- Agile working
- Aging workforce
- Support organisational and service reviews as appropriate
- Health and safety implications and management needs of One Commissioning Organisation (OCO)/Locality Care Organisation (LCO)/Neighbourhood Working

### ***Departments***

- 8.2 Summaries of departmental progress and future work streams are attached as Appendix 4.

## Appendix 1

# **OCCUPATIONAL HEALTH AND SAFETY NATIONAL AGENDA AND STRATEGIES**

### **Helping Great Britain work well**

This is a new national strategy introduced by the HSE in 2016; it is covered in the main body of the report.

### **Penalties for health and safety offences**

The available penalties for health, safety and food safety offences were increased in March 2015 and the sentencing guidelines were amended to promote higher levels of punishment. A further change to the sentencing guidelines for corporate manslaughter offences will come into force in February 2016. Key provisions include:

- Magistrate's courts are now able to impose unlimited fines (there was previously a £20 000 maximum) or imprisonment for a term not exceeding 6 months, or both (unchanged)
- Penalties in the Crown Court are unchanged where the maximum penalty is an unlimited fine or imprisonment not exceeding two years or both.
- Large firms convicted of corporate manslaughter will face fines of up to £20 million 1st February 2016
- Magistrates and Crown Courts can impose Compensation Orders and must give reasons if they decide not to do so. A limit of £5000 for Magistrates Courts was removed in 2013 but courts must consider the defendant's ability to pay when setting levels of compensation
- An individual convicted of a health and safety offence can receive a Community Order requiring them to deliver unpaid community services for a set number of days
- An individual convicted of a health and safety offence can receive a Disqualification Order
- A defendant can be ordered to take remedial action
- Publicity Orders requiring an organisation to publish information about the offence and sentence can be imposed in cases of corporate manslaughter
- A victim surcharge with proceeds to be spent on services for victims and witnesses (usually 10% of a fine with a minimum of £20 and a maximum of £120)
- A Criminal Courts Charge will be imposed on all offenders, it varies depending upon whether they plead guilty or are found to be guilty (e.g. the charge is £180 for a guilty plea in a Magistrates Court and £900 in the Crown Court). The government has announced an intension to phase this charge out during 2016


Penalties can be imposed on corporate bodies and/or on individuals who act on their behalf.

## Appendix 2

## Work Plan (January 2013 to December 2016)

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
<b>Section 1: Developing leadership, ownership and culture</b>			
<b>1. Occupational Health and Safety Policy</b>	<p>Seek agreement of draft Health and Safety Policy and further develop to include mainstreaming arrangements</p> <p>Review Corporate Policy in light of current developments</p>	<p>Visible on-going commitment to maintaining up to date management structures and arrangements</p> <p>Clear structures and arrangements</p>	<p>A reviewed policy was introduced in December 2014:</p> <ul style="list-style-type: none"> <li>The departmental policy template has been updated to reflect the changes to the corporate policy.</li> <li>An addition relating to Council liabilities in alternative service delivery models is currently under consideration (December 2015).</li> </ul> <p>A further updated policy was introduced in 2016 to cover alternative service delivery models</p> <p>The policy will be regularly reviewed through the annual reporting process</p>
<b>2. Higher management representation</b>	<p>Agree health and safety representation on SLT</p> <p>Engage with the Elected Member</p>	<p>Clear and visible commitment</p> <p>Assurance that health, safety and wellbeing are considered within high level decision making processes</p> <p>Clear and visible commitment</p>	<p>The Chief Executive has taken on the health and safety lead role on Senior Leadership Team. This role has the responsibility for ensuring that health and safety receives appropriate consideration within Senior Management Team.</p> <p>The Elected Member with responsibility for</p>

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
	<p>portfolio holder for Health and Safety</p> <p>Gain commitment to include health, safety and wellbeing topics within the Leaders Blog</p>	<p>Assurance that health, safety and wellbeing are considered within high level decision making processes</p>	<p>overseeing the occupational health and safety portfolio is the Deputy Leader and Portfolio Holder for Finance and Human Resources.</p> <p>The Institution of Occupational Health, IOSH, has developed specific guidance for Elected Members. This was introduced to Elected Members through a training day held in 2012 (further dates can be arranged if needed for those who could not attend). Electronic copies of the document were subsequently circulated to all Elected Members at the time.</p> <p>A copy is attached below:</p> <div data-bbox="1563 882 1637 946" data-label="Image"> </div> <p>ThinkAboutHealthAndSafety-LAElectedMe</p>
<p><b>3. Health and Safety Co-ordinators Group</b></p>	<p>Review the remit, membership, support and reporting arrangements of the group</p>	<p>Clear roles and areas of responsibility – Co-ordination between the centre and departments</p>	<p>The role, remit and membership of the group was reviewed in January 2013.</p> <p>A further review of arrangements was carried out in January 2015 in light of the Corporate Restructures and developments. An updated document describing the role and arrangements for the group is attached:</p>

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
			 Role of Health and Safety Coordinator G
<b>Mainstreaming health, safety and wellbeing within day to day business</b>			
<b>4. Procurement and external service delivery</b>	Integrate health, safety and wellbeing into existing and future procurement procedures  Review liabilities within different service delivery models	Clear requirements, roles and responsibilities at all stages of procurement and service delivery.  Ensuring that appropriate management arrangements are put in place for each service delivery model used by the Council.	A joint review has been carried out by the central health and safety team and strategic procurement teams. New and updated arrangements were presented to Strategic Leadership Team (SLT) in November 2014.  Guidance consisting of simple flow charts providing links to more detailed guidance has been issued on the intranet.  Briefing sessions were rolled out to the schools during 2016.  An e-learning module is currently under development, this should be available early in 2017. It will be aimed at providing general guidance to all staff involved in the procurement of external goods and services.  It is also intended to develop the corporate audit process during 2017 to gauge compliance with the H & S in procurement standards.
<b>5. Competencies</b>	Develop core health, safety and wellbeing competencies and ensure	Managers and employees who give full consideration to health, safety and	The "Bury Behaviours" were introduced in 2013 and have been reviewed during 2016, with

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
	that health, safety and wellbeing development needs are integrated into the employee and team review processes.	<p>wellbeing in the course of day to day decision making.</p> <p>Health, safety and wellbeing needs taken into account within local training plans.</p> <p>A culture that recognises the benefits to the business of good practice and ownership of health and safety.</p>	<p>further areas of behaviour relating to health and safety added.</p> <p>Health, safety and wellbeing competencies will be developed to sit alongside the behaviours and will be progressed in conjunction with Organisational Development as an integral part of action point 9 – health and safety training and development arrangements.</p>
<b>6. Impact assessments</b>	Develop health and safety impact assessments into decision making processes	<p>Health, safety and wellbeing are appropriately considered within relevant decision making processes.</p> <p>The organisation and managers giving full consideration to health and safety risks</p>	Health and safety impact assessments are now included within reports to Senior Leadership Team and Cabinet.
<b>7. Job demands</b>	Build job demands into recruitment & selection and other relevant process e.g. OH referrals, stress risk assessment	Management arrangements that are designed to provide appropriate control with regard to job demands and needs	<p>Job demands assessments form an integral part of several management processes. The occupational health and health and safety teams will review current implementation. This will include:</p> <ul style="list-style-type: none"> <li>• Recruitment procedures</li> <li>• Information provided to Occupational health</li> <li>• Use in job design</li> <li>• Use in risk assessment</li> </ul> <p>Guidance is available on the intranet but further progress is needed in terms of implementation. This will be taken forward through a team</p>

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
			involving representatives from across corporate HR/OD, which will be working on employee wellbeing in line with the Workforce Wellbeing Strategy and action plan.
<b>8. Risk management: Health and safety risks</b>	Ensure health, safety and wellbeing is incorporated and appropriately prioritised within the corporate risk register	The organisation and managers taking full consideration of health and safety risks	There will be ongoing consideration of health and safety within departmental risk registers as part of the prioritisation process for risk management.
<b>9. Health and safety training and development arrangements</b>	<p>Continue to deliver manager training as agreed and build on this success – gather feedback and identify follow up sessions</p> <p>Carry out training needs analysis across the Council assess delivery options and procure as appropriate</p> <p>Training may include:</p> <ul style="list-style-type: none"> <li>• Mandatory e-learning training</li> <li>• Training for Members, Senior Managers and Managers</li> <li>• Mandatory induction training (including agency staff) – get health, safety and wellbeing information (e.g. video, DVDs,</li> </ul>	<p>Increased levels of competency across the organisation</p> <p>Increased understanding of health, safety and wellbeing requirements and needs (assisting in dispelling “myths” over disproportionate demands and in improving health and safety culture)</p> <p>Managers able to self-manage freeing health and safety practitioner time so that a better balance can be achieved between planned work (initiatives, projects, auditing and monitoring) and reactive demands within professional support services.</p>	<p>The first phase of training has been completed. This consisted of a three day training programme for managers with responsibilities in areas assessed as medium to high risk. Courses will continue to be provided from time to time to meet future needs.</p> <p>The second phase, consisting of a two day courses for managers with responsibility for lower risk areas has been rolled out.</p> <p>A final phase of training involving a 1 day course but with greatly increased pre-course reading has been rolled out across CYPC during 2015.</p> <p>A programme of health and safety development</p>





Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
	<p>leaflets, new starter packs, checklists) out to people – with clear senior management buy-in and support e.g. in The Chief Executive's or Deputy Chief Executive's name.</p> <ul style="list-style-type: none"> <li>Targeting new starters and newly promoted staff with mandatory training</li> <li>"Toolbox Talks"</li> </ul> <p>Other actions:</p> <ul style="list-style-type: none"> <li>Continue to use and develop effective training evaluation and feedback</li> <li>Review quality of training and outputs through data analysis and feedback</li> <li>Actively promote training/workshops to target specific needs (look to commission if specialist)</li> </ul>	<p>Development of benchmark standards and training records that will assist in demonstrating competency (of individuals and across the organisation)</p> <p>Health, safety and wellbeing needs integrated into corporate training plans.</p> <p>On-going promotion and refresher training at local/team level through "Toolbox Talks"</p> <p>A culture which recognises the benefits to the business of good practice and ownership of health and safety.</p>	<p>sessions has been delivered to Strategic Leadership Team.</p> <p>Future training and development provisions will be considered in conjunction with the Organisational Development team and departmental health and safety representatives. It will include:</p> <ul style="list-style-type: none"> <li>The future availability of manager training</li> <li>Consideration of whether the 1 day model should replace the 2 day one</li> <li>Whether a further day could be designed as an add-on to the 1 or 2 day manager's course for managers operating in higher risk areas, rather than running separate courses</li> <li>Refresher training needs.</li> <li>Health and safety training needs for Assistant Director level managers</li> <li>Wider health and safety training and development provisions</li> <li>Health and safety competencies (see action point 5)</li> <li>Sample auditing of training relative to identified high risk services and activities</li> <li>E-learning</li> </ul>
<b>10. Promotion of</b>	Plan events/Road shows periodically	Increased levels of awareness through on-going promotion of health, safety and	A health and safety poster was been displayed across the Council to provide information and

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
<b>health, safety and wellbeing</b>	<p>Link in with other events</p> <p>Develop a bank of creative publicity material</p> <p>Develop a timetable for campaigns (email, team talk, events etc.) and plan as appropriate</p>	<p>wellbeing arrangements, responsibilities, initiatives and developments.</p> <p>Improved clarity and user “buy in”</p> <p>A culture which recognises the benefits to the business of good practice and ownership of health and safety.</p>	<p>reminders on good health and safety practice (see below).</p> <div data-bbox="1720 517 1935 778" data-label="Image"> </div> <p>The initial campaign has ended but future needs will be considered on an ongoing basis.</p> <p>The Council’s “Engage” newsletter will be used from time to time where there is a need to promote any specific health and safety issues.</p> <p>There is an ongoing review of documents on the intranet and information will be communicated to managers/employees as and when completed. This will help on promoting health, safety and well being.</p> <p>More links to HSE web pages to raise awareness about the wealth of information on their pages.</p>

<b>Achieve the vision through:</b>	<b>Actions</b>	<b>Added value and outcomes</b>	<b>Progress and future actions</b>
<b>11. Support</b>	Provide managers with professional health, safety and wellbeing advice as appropriate	Provision of advice, coaching, etc. to managers to assist in development of management processes and to deal with specific issues as they arise.  "Hands on" support where specialist and/or independent input is required.	On-going
<b>12. Health and safety reporting, investigations and data</b>	Develop existing reporting, recording and investigation processes	Relevant performance information captured and recorded.  Suitable investigations carried out in a timely manner in line with national core principles.  Up to date data to enable management reporting and identification of hotspots	A report outlining future proposals was presented to SLT in December 2016 at which it was agreed to support the development of the existing Human Resources and Payroll system, iTrent to meet the health and safety management need.
<b>13. Future developments</b>	Work with Trent replacement team to ensure future system fits the needs for health, safety and wellbeing. All data relating to health and safety training is recorded on Trent and reports are developed for analysis/action  Recording process to include a simple investigation system that can be supported by health and safety practitioners through coaching,	Core principles applied whilst minimising resource and time demands.  Appropriate action taken relative to all reports  Managers able to carry out the majority of investigations without additional support but with specialist support and coaching available when necessary.  "Hands on" participation from Health and	See preceding note under 12.

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
	support, and direct involvement as appropriate.	<p>Safety Practitioners where specialist and/or independent input is appropriate or required.</p> <p>Records and information available should future claims and challenges arise.</p>	
<b>14. Use of data</b>	<p>Present analysis to SLT on a quarterly basis and to H&amp;S JCC on a six monthly basis using existing information available from TRENT. Identify actions to be taken to address issues or trends.</p> <p>Use data available now to develop a range of KPI's and monitor quarterly on PIMS</p> <p>Identify hotspots and take action as appropriate</p> <p>Benchmark data with other Local Authorities and share/consider actions that have proved successful</p>	<p>Performance monitored through a range of corporate and local health, safety and wellbeing Key Performance Indicators (KPIs)</p> <p>Agreed process for self/local assessment audits, checks and monitoring in place</p> <p>Monitor health, safety wellbeing arrangements.</p> <p>Hotspots and trends identified and priorities, developments and services tailored to reflect current and future risk priorities (informed through audits, data analysis, and training)</p>	<p>Date is presented to SLT twice a year and once a year to cabinet through the Annual Report.</p> <p>KPI's have been considered but have not been adopted because of difficulties in identifying indicators that are useful in practice.</p>
<b>15. Audit reporting and feedback</b>	<p>Audit feedback to be presented to departmental management teams and SLT once available.</p> <p>See "Audits" in "Key themes and</p>	<p>Improved senior level knowledge and ownership of the health and safety standards that are achieved within departments and across the Council.</p>	<p>The current annual reporting arrangement has been reviewed through a series of development sessions with Strategic Leadership team. There is now an interim six monthly update aimed at providing performance data.</p>

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
	priorities"		Audit feedback is provided within the interim update.
<b>16. Communication</b>	Ensure an effective communication strategy is in place so that up to date and relevant information can be delivered.	Increased levels of awareness through on-going promoting of health, safety and wellbeing arrangements, responsibilities, initiatives and developments.	<p>A communications strategy has been developed which provides:</p> <ul style="list-style-type: none"> <li>• A "map" of the health and safety communication channels that exist within the Council</li> <li>• A strategic approach to health and safety communication with a view to ensuring that it is effective</li> </ul> <p>Copies are attached below:</p> <div style="display: flex; justify-content: space-around; align-items: center;"> <div style="text-align: center;">               Communication Channels and Groups           </div> <div style="text-align: center;">               Strategy Process.pdf           </div> </div>
<b>Clear structures, roles and responsibilities</b>			
<b>17. Guidance and standards</b>	<p>Specific suggestions relating to guidance and standards:</p> <ul style="list-style-type: none"> <li>• Incorporate flowcharts to simplify documents and clarify "what you need to do now"</li> <li>• Develop clear structures, including diagrams and flowcharts</li> </ul>	<p>Improved levels of understanding, awareness and buy-in.</p> <p>Develop clear, creative, attractive intranet pages and review/amend current content</p>	<p>The format and design of the health and safety intranet site has been reviewed. This includes an introduction by the Chief Executive and agreed formats for the policies and guidance that it contains.</p> <p>A new web based intranet system has been</p>

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
	<ul style="list-style-type: none"> <li>• Develop roles and responsibilities</li> <li>• Review health, safety and wellbeing, first aid, and fire marshal duties/responsibilities in Job Descriptions – set organisational standards</li> </ul>	A culture which recognises the benefits to the business of good practice and ownership of health and safety.	introduced and work is on-going on updating of existing standards and guidance. Where appropriate, links will be provided to HSE documentation, which continues to be updated in a more user-friendly format than has historically been the case.
<b>Key themes and priorities</b>			
<b>18</b> <b>Ensure that key priorities are identified and managed</b>  <b>A. National themes</b>	<p>Work with the relevant professional services to review processes to ensure robust management arrangements are in place and are being monitored for the following themes:</p> <p>Key national themes for local authorities:</p> <ul style="list-style-type: none"> <li>• Construction</li> <li>• Transport</li> </ul>	<p>Agreed standards in place to deal with key national, corporate and service priorities</p> <p>A culture which recognises the benefits to the business of good practice and ownership of health and safety</p> <p>Arrangements and guidance that cover the key themes that are viewed by customers as easy to access and user friendly in enabling them to meet agreed corporate standards</p> <p>All buildings meeting minimum standards of maintenance and management and best value being achieved within the available resources</p>	<p>Existing arrangements have been reviewed on an on-going basis.</p> <p>Waste management working procedures and guidance for operatives have been refreshed. Guidance has been presented to operatives through briefing sessions.</p> <p>The Health and Safety Executive (HSE) undertook a waste management inspection in April 2013. However, a further national inspection programme has been announced by the HSE and Bury should anticipate a further visit sometime during 2016/17.</p> <p>See action point 22 for Construction.</p> <p>A report detailing proposals for driving for work was presented to SLT early in December 2016, general arrangements were agreed with some additional going forward with regard to Driving</p>

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
<b>B. Organisational themes</b>	<ul style="list-style-type: none"> <li>• Contractors</li> <li>• Fire (see B, below)</li> <li>• Mental health problems</li> <li>• Musculoskeletal injuries</li> <li>• Waste management</li> <li>• Robust local risk assessment processes</li> </ul> <p>Local themes:</p> <ul style="list-style-type: none"> <li>• Procurement and management of contracts and contract delivery</li> <li>• Construction Design and Management compliance including procurement of construction projects (applicable to internal and external procurers and providers) – see Construction under A.</li> <li>• Review and development of facilities management models and specifications</li> <li>• Ownership issues</li> <li>• Ensure clear fire safety guidance is developed, updated and circulated as appropriate</li> <li>• Retained and new liabilities associated with changing delivery models</li> </ul>		<p>Licence validity checks.</p> <p>New national themes have been developed and introduced through the new HSE Strategy “Helping Great Britain work well”. HSE is also looking to develop sector specific priorities for Local Government, the release of which is currently awaited.</p> <p>“Ownership” issues have and are being progressed through the first section of this action plan “Developing leadership, ownership and culture” (Action areas 1 to 16) and section 2 “Clear structures, roles and responsibilities” (action area 17).</p> <p>Additional initiatives focussed around culture will be introduced around the themes of work related ill health, ownership and proportional risk management (risk acceptance and risk aversion).</p> <p>An initial specification for health and safety needs within facilities management has been drawn up and work is continuing to review facilities management delivery arrangements. Consideration is being given to a more strategic approach to facilities management across the</p>



Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
			<p>Council.</p> <p>A review of Asbestos management arrangements has taken place. This places an emphasis on local asbestos management plans at a site based level. The arrangements will be rolled out through facilities management arrangements once they are in place. The Council's Architectural Services currently offer a service which is in line with the new arrangements and is being rolled out across the Council.</p> <p>Procurement, contracts and contract delivery, together with retained and new liabilities have and are being progressed under action area 4.</p> <p>A report detailing proposals for management of risk within service redesign and alternative service delivery models was agreed by SLT early in December 2016. This will be implemented through a wider review arrangement covering elements such as management of change and due diligence.</p> <p>A new set of local priorities was agreed in 2016 and these will form a basis for future action plans. These focus around:</p> <ul style="list-style-type: none"> <li>• Health</li> <li>• Recognition and ownership of health and safety roles</li> </ul>

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
<b>C. Service themes</b>	Ensure that all services have suitable risk assessments, working methods, arrangements and systems.	Local risk assessment process is in place, which feed into working methods and arrangements. (To include health surveillance.)	<ul style="list-style-type: none"> <li>• Proportionate risk management (balance between risk aversion and risk acceptance)</li> </ul> <p>On-going support to services as required.</p> <p>Departmental and local arrangements to be checked through monitoring and auditing processes.</p>
<b>19 Undertaking audits that support service improvements</b>	<p>Develop audit tool/standards</p> <p>Develop and carry out a programme of audits – set annual plan based on data/other factors.</p>	Corporate and local auditing and monitoring arrangements aimed at identifying areas of good practice and areas where development is needed	<p>Corporate arrangements for health and safety auditing have been adopted. These provide several layers of auditing and monitoring activity:</p> <ul style="list-style-type: none"> <li>• Routine “in service” monitoring and review arrangements – internal checks</li> <li>• Independent auditing of services</li> <li>• Independent auditing of departments</li> <li>• “Top tier” audits of SLT</li> <li>• Occasional thematic auditing of specific health and safety management systems and arrangements e.g. fire safety, stress, asbestos management</li> </ul> <p>Audit feedback is provided and programmes are agreed through the interim six monthly update report (see next action point).</p> <p>Departmental audits are programmed for each department during 2015/16.</p> <p>Future developments will include the</p>

<b>Achieve the vision through:</b>	<b>Actions</b>	<b>Added value and outcomes</b>	<b>Progress and future actions</b>
			development of self-audit arrangements for use by departments and programming of thematic audits during 2016/17.
<b>20 Annual reports</b>	Prepare an Annual Health and Safety Report to summarise the years activities and monitoring activities	Current annual reporting arrangements supplemented through increased activity and feedback	The current annual reporting arrangement has been reviewed through a series of development sessions with Strategic Leadership Team.  There is now an interim six monthly update aimed at providing performance data.  The main report will be taken to Cabinet in January of each year.
<b>21 Customer surveys</b>	Customer surveys of health and safety support services	Health and safety service developments and value of health and safety support reflected through customer feedback	A customer satisfaction survey was carried out in April 2013 and the outcome was summarised and shared with managers and employees through an electronic newsletter.  Feedback was largely positive but there were some comments that have been taken on board with a view to further improving the service.
<b>22 Revision of Construction Legislation (C.D.M) 2015</b>	Understand the revised requirements and implications. Amend and update existing documentation and procedures to reflect changes. Undertake briefing sessions of all employees who are involved in construction related work	Compliance with legal requirements	Briefing sessions provided by the Construction Industry Training Board (CITB) have been rolled out to all officers who are concerned with commissioning of any building related works. This was to ensure all employees involved in the procurement and management of construction-related work have a sound awareness of their Dutyholder roles and responsibilities.

Achieve the vision through:	Actions	Added value and outcomes	Progress and future actions
			<p>Additional work has taken place during the course of 2016 with a focus on compliance with CDM on projects which are carried out using internal resources. Further guidance on this area has recently been issued to managers. There is some ongoing work in this area.</p> <p>Permanent procedures have been considered and these will be integrated into facilities management arrangements once they are agreed and developed.</p>

**Appendix 3**

**STATISTICAL DATA**

## ABSENCES

**Table 1: Average days lost per full time equivalent employee – All Departments (Corporate)**

BV12 (by year unless stated)								
2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
10.90	11.56	11.04	10.20	9.38	9.27	9.82	9.67	9.38*

**Notes:**

- *BV12 is a national measure that has been used for absence in the public sector; it is calculated by dividing the number of full time equivalent days lost by the average number of full time equivalent employees over a given year. It excludes casual, fixed term and temporary staff that have less than 1 year service and includes teachers and staff employed by schools*
- *"Year" refers to the inclusive period April to March*
- *There was a downward trend between 2008/09 and 2012/13. The figures for 2013/14 showed a slight increase, however figures since this show reductions*
- *\*The figure rises to 11.10 if schools are excluded (3491 staff) this is believed to largely reflect the additional holiday periods during which significant reductions in reporting of illness absence occur*

**Table 2: Top specified reasons for absence by days lost**

<b>Corporate</b>	<b>Children, Young People and Culture</b>	<b>Communities and Wellbeing</b>	<b>Resources and Regulation</b>
<b>April 2015 to March 2016 inclusive</b>			
1. Musculo-skeletal (combined) 22.4%	1. Musculo-skeletal (combined) 21.4%	1. Musculo-skeletal (combined) 25.0%	1. Musculo-skeletal (combined) 25.0%
2. Stress, depression, mental health, fatigue syndromes 21.6%	2. Stress, depression, mental health, fatigue syndromes 21.2%	2. Disability related* 23.4%	2. Stress, depression, mental health, fatigue syndromes 24.1%
3. Stomach, liver, kidney and digestion 9.1%	3. Stomach, liver, kidney and digestion 9.4%	3. Stress, depression, mental health, fatigue syndromes 21.9%	3. Stomach, liver, kidney and digestion 11.2%
<b>Corporate 2014/15 April 2014 to March 2015 inclusive</b>			
1. Musculo-skeletal (combined)			
2. Stress, depression, mental health, fatigue syndromes			
3. Other			

**Notes:**

- *\*"Disability related" accounts for 23.4% of absence in Communities and Wellbeing but just 1% in Children, Young People and Culture and 2.5% in Resources and Regulation*
- *Absences in the non-specific category "other" have not been included in the top reasons but have been included when calculating percentages*
- *The number of employees during the period was 8761*



**Table 3: Corporate Absences – rates by absence reason**

Absence Reason	Instances	Rate per 100	Instances	Rate per 100	Change in rate between 2014/15 & 2015/16
	2014/15		2015/16		
Stomach, liver, kidney and digestion	2746	26	2523	29	+3
Infections	1807	17	1690	19	+2
Musculo-skeletal (combined)	1061	10	1073	12	+2
Chest and Respiratory	877	8	795	9	+1
Eye, ear, nose and mouth/dental	798	7	745	9	+2
Neurological	675	6	748	9	+3
Stress and mental health	618	6	630	7	+1
Genito-urinary/gynaecological	265	3	233	3	0
Disability related	168	2	129	1	-1
Heart, blood pressure and circulation	99	1	89	1	0

**Notes:**

- The highest incident rates are for "stomach, liver, kidney and digestion" and "infections", this contrasts with the top reasons for absence by days lost shown in table 1, which were "musculo-skeletal (combined)" and "stress, depression, mental health, fatigue syndromes "
- Rates are calculated using an average number of 8761 employees during the period
- Each "year" refers to the inclusive period April to March
- Non-specific categories such as "other" and "not specified" and a category for "pregnancy related" have not been included, whilst rates have been rounded to the nearest whole number, so the sum of the rates will not equal 100
- The increases in year on year rates may in part be due to more specific categorization during recording (e.g. choice of a specific category over "other" or "not specified")

**Table 4: Reasons for Absences 2015/16: Number of incidents ranked highest to lowest**

	<b>CYPC</b>	<b>CYPC excluding school's staff</b>	<b>C&amp;W</b>	<b>R&amp;R</b>	<b>Total (includes school's staff)</b>
Stomach, liver, kidney and digestion	2,201 (1st)	371 (1st)	238 (1st)	83 (2nd)	2,523 (24.01%)
Infections	1,374 (2nd)	319 (2nd)	223 (2nd)	93 (1st)	1,690 (16.08%)
Musculoskeletal	861 (3rd)	236 (3rd)	158 (3rd)	54 (3rd)	1,073 (10.21%)
Chest and respiratory	634 (5th)	104 (7th)	124 (4th)	37 (5th)	795 (7.57%)
Neurological	684 (4th)	118 (4th)	52 (8th)	12 (8th)	748 (7.12%)
Eye, ear, nose and mouth/dental	626 (6th)	107 (6th)	79 (7th)	40 (4th)	745 (7.09%)
Stress and mental health	482 (7th)	118 (4th)	112 (5th)	35 (6th)	630 (6%)
Genito-urinary/gynaecological	203 (8th)	44 (8th)	17 (9th)	13 (7th)	233 (2.22%)
Disability related	27 (10th)	23 (10th)	94 (6th)	8 (9th)	129 (1.23%)
Heart, blood pressure and circulation	74 (9th)	24 (9th)	10 (10th)	5 (10th)	89 (0.85%)

**Notes:**

- *Non-specific categories such as "other" and "not specified" and a category for "pregnancy related" have not been included, so percentages do not add up to 100*
- *The number of employees during the period was 8761*
- *The information covers the inclusive period April 2015 to March 2016*

## ACCIDENTS AND INCIDENTS

**Table 5: Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR)**

<b>Reportable Accident rates per year per 10 000 – Employees:</b>						
	Rate for Bury Council by year/(National Rate – incidents reported under RIDDOR)					
	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Fatalities	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Absence of 3 days or more	56.3 (36.3)	51.4 (35.6)	52.7	56.6	50.2	54.8
Major injuries and absences of 7 days or more				42.8 (30.7)	24.2 (provisionally 29.3)	30.8
Reportable diseases				6.3	1	0

**Notes:**

- HSE has not published rates under the Reporting of Injuries, Diseases and dangerous Occurrences Regulations (RIDDOR) for 2015/16, overall reported figures from 2 sources, RIDDOR and the Labour Force Survey, has been used instead. Details can be found in "National Statistics", the closing section of this Appendix
- There has been an increase in the rate of reporting of "major injuries and absences of 7 days or more" in 2015/16 but it remains below the rate that was reported in 2013/14
- Each "year" refers to the inclusive period April to March

**Table 6: Internal Reporting Incident Trends**

Nature of incident	Proportion of the total reports				
	2011/12	2012/13	2013/14	2014/15	2015/16
Incidents of assault, behavioural incidents, abuse, intimidation	25%	18%	17%	21%	27%
Slips, trips, and falls	29%	25%	26%	27%	25%
Collisions and entrapments	16%	11%	15%	15%	11%
Injuries sustained during lifting, carrying, moving, handling	6%	5%	5%	7%	7%
Cuts and contact with sharp objects	6%	5%	6%	5%	6%
<i>Note minor categories are not included, so columns do not add up to 100%</i>					

**Notes:**

- The internal reporting system covers all incidents, irrespective of whether or not they meet the national reporting criteria
- The proportion of reports relating to incidents of "assault, behavioural incidents, abuse" has increased to 27% in 2015/16 whilst the proportion relating to "slips, trips and falls" has remained at 25%, the same as for 2014/15
- A new Anti-Social Behaviour Policy and guidance was introduced during 2016
- Guidance on "personal safety" for Elected Members has been introduced during 2016
- Guidance on managing slips and trips can be found on the health and safety intranet site

## National Statistics

### Key figures for Great Britain (2015/16)

- 1.3 million working people suffering from a work-related illness
- 2,515 mesothelioma deaths due to past asbestos exposures (2014)
- 72,702 other injuries to employees reported under RIDDOR
- 621,000 injuries occurred at work according to the Labour Force Survey
- 30.4 million working days lost due to work-related illness and workplace injury
- £14.1 billion estimated cost of injuries and ill health from current working conditions (2014/15)
- In 2015/16 144 workers were killed as a result of a workplace accident (RIDDOR)
- Fall from a height (26%), being struck by a moving vehicle (19%) or being struck by a moving object (10%) were the main kind of fatal accident accounting for just over half of all fatalities

More detailed information on national statistics can be found via the following link:

<http://www.hse.gov.uk/statistics/overall/2015 /16>

## **Departmental Developments and Work Plans**

### **Communities & Wellbeing Department: Health & Safety Update (Nov 2016)**

1. H & S Work has continued throughout the department over the past 12 month. The two H & S boards (Social Care and Operations) meet on a regular basis. Updates have been provided to the Governance board at each meeting.
2. In terms of the H & S Social Care board, meetings take place monthly and are attended by representatives from the various sections and by senior staff at Persona and union officials.
3. Policies reviewed during the year include:
  - Manual Handling
  - Medications
  - Infection Control (in conjunction with lead public health staff)
  - Use of Bed rails
  - Client focused physical intervention
4. The pilot on electronic medications management system which was highlighted in last years report showed promise within the unit it was trialed in at Spurr House. However problems arose when the system was extended into other units within the building due to WIFI/ broadband signal issues. The trial will be re-instated once the broadband / wi-fi have been upgraded.
5. The Operations H & S team has spent the past 12 months monitoring and examining all areas of the service.

Operational audits on specific services are being developed using the Health & Safety System Audit Workbook produced by RoSPA (Royal Society for the Prevention of Accidents). This will commence with Highways Operations followed by Street Lighting.

It is planned to carry out similar audits on the Waste Management Service and the remaining sections in Operational Services.

HAV monitoring is to be extended into other areas of Operational Services i.e. Grounds Maintenance.

Improvements in noise awareness will continue throughout the service.

Face fit testing on Highways, Vehicle Workshop, Street Cleansing and Waste Management will be completed as soon as training on the subject is obtained from outside providers.

Training in all the subjects listed above will continue as training needs demand.

Thorough incident investigations involving the above subjects will be carried out and action plans written to ensure legal compliance as a minimum.

## **Resources and Regulation December 2016**

The Departmental Policy has been reviewed accordingly and published on the Intranet in August 2016.

The Departmental Group continue to meet quarterly to:

- ✓ Share information / best practice / lessons learnt;
- ✓ Review accident / incident statistics;
- ✓ Discuss any issues / issues that may impact upon the Department;
- ✓ Foster a culture of high regard and ownership of health and safety matters across the Department at all levels.

Following a recent audit 30 managers across the Department are to attend a 2 day Health and Safety course; courses are to be offered in January and February 2017.

A review of the arrangements for Building User Groups is ongoing. Building User Groups will be tasked with sharing best practice and co-ordinating any issues that may impact on the numerous services that share accommodation, cutting across Departmental boundaries.

The Department continues to work closely with the Department for Communities and Wellbeing to address site specific health and safety issues in respect of the Bradley Fold Depot, which is a jointly occupied workplace.

The standardisation of the Trade Union Consultation Framework included Health and Safety issues, updates, lessons learnt to also be discussed, as a standard item at quarterly Departmental Joint Consultative Committees; therefore reinforcing the Department's commitment to Health and Safety priorities at the highest level, alongside trade union colleagues.

Finally, service specific audits are continuing, in line with the Departmental scheduled plan of audits. Recommendations will be addressed via action plans, under the responsibility of the relevant Head of Service.



## **Department for Children, Young People and Culture - H&S Plan 2016 -2017:**

### **DEPARTMENT - Key Achievements**

- Quarterly Dept H&S Committee meetings – development of action plan
- Quarterly H&S Divisional Group meetings (Learning; Social Care; Strategy, Commissioning, HR & Finance):
- Ongoing Review and update of CYPC H&S Policy, including specific arrangements
- Ongoing Active Monitoring Arrangements, including Safety Tours of CYPC premises & progress of Action Plans.
- Managers & other identified staff (including Divisional Group members) attended CYPC specific H&S training course
- 3KP Action Plan updated (following Safety Tour).

### **Planned action:**

- Departmental strategy to manage H&S following results of the Dept Audit, budget cuts and this Action Plan.
- Implementation of Departmental Health & Safety Policy
- Develop & implement H&S performance standards
- Ensure effective control of significant foreseeable risk – review risk management arrangements
- Review of Dept Competency Framework & development of Training Matrix
- Dept to have input into ongoing Premises Management (FM) Arrangements/Council Corporate landlord role
- Monitor and develop systems for informing staff of key H&S messages
- Roll-out Electronic Accident Reporting system
- Review & implement initial H&S Reporting Arrangements
- Review fire risk management arrangements
- Key campaigns to be agreed via H&S Committee
- Ongoing development of CYPC H&S intranet page

## **SCHOOLS - Key Achievements: 2015-16**

- Ongoing delivery and review of Schools Health Safety Support SLA
- Contractor Assessment – new Corporate strategy and CDM update
- Termly Bulletins
- Support provided to schools to implement and monitor their H&S Management system
- Training specific to schools (as per Competency Framework):
  - IOSH Managing Safely in Schools – for Primary headteachers/Business managers via DTC
  - Managing Safety In Schools – 1 day course (via Bury College) for Secondary Headteachers and 2 day course for Business Managers
  - New Headteacher Induction training with H&S Advisor
- Additional support below offered for first time through the new chargeable Service Level Agreement
  - Core Competency Training for staff
  - Fire Risk Assessment support for Heads/Business/Site Managers
  - Fire Marshal with fire extinguisher training
  - Design & Technology audit by external specialist
  - Manual Handling & Working at Height training
  - Risk Assessment support
  - Gap Analysis
  - H&S on-site inspection
  - Schools H&S Policy review
- Attendance at quarterly School H&S Committee meetings
- School H&S Intranet populated with school specific information
- Electronic accident/incident electronic system (SMART) - ongoing development and monitoring
- Review of SMART system with reduced alerts
- Educational Visits service and EVOLVE system provided via Rochdale MBC
- Review & updated Generic Risk Assessments specifically for schools (using HSE template)

## **Planned action: 2017-18**

- Re-shape SLA and consider support from external specialists as appropriate
- Send schools electronic H&S Self-assessment questionnaire – review responses and establish if any 'high risk' focus needed
- Schools H&S Policy Template review (reference to Council documents)
- Review and development of H&S Planner for Schools – Issue 3.0
- Review other high risk curriculum areas, including PE/sport, Science
- Look into trends analysis of incidents reported on SMART
- Monitoring of risk management arrangements
- Asbestos Management Plans - new Corporate strategy to be rolled out and monitored
- Legionella review

- Access to Intranet information – review with ICT to improve schools accessibility
- Looking into offering services externally to academies/others

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### **List of Background Papers:-**

All background papers are referenced within the report.

### **Contact Details:-**

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*Last Updated 12.12.2016*