Bolton Council

Report to:	**THE EXECUTIVE**
Date:	**28 July 2011**
Report of:	**Director of Adult and Community Services** **Report No:**
Contact Officer:	**Stephanie Crossley, Assistant Director, Culture and Community Services** **Tele No:** 7204
Report Title:	**A review of public library provision in Bolton: Part A. Consultation on the future of the Bolton Library network: results and feedback; Part B. Options for a new model for Bolton Library Service**

Confidential

> (*Confidential Not for Publication*)
> This report is exempt from publication by virtue of Paragraph 1 of Schedule 12A to the Local Government Act 1972.

Purpose:

> To report on the recent consultation exercise and to propose options for alternative models of service delivery designed to continue to deliver a library service which is 'comprehensive and efficient' under the *Public Libraries and Museums Act 1964,* and achieve savings targets of between £400,000 to £500,000.

Recommendations:

> The Executive is asked to note the outcome of the public consultation and reference to options for a new model of delivery for Bolton Library Service and to agree to:
> - Adopt **Option 1** as a preferred option in order to continue to deliver a comprehensive and efficient public library service compliant with the PL&M Act 1964;
> - Further work on specifying the Access Bolton offer and neighbourhood collections through partners;
> - A further period of consultation on the preferred option.

Decision:

>

Background Doc(s):

> Report to the Executive Member for Adult Services: Review of Bolton Library Network 23 February 2011.

(for use on Exec Rep)
Signed:

Leader / Executive Member	Monitoring Officer

Date:

SUMMARY OF REPORT:

Under the **1964 Public Libraries and Museums Act** the council is obliged to provide a comprehensive and efficient service' for all individuals who live, work or study within the borough and who are 'desirous' of using the service. The service offers a comprehensive range of services over and above the provision of free books and information with an emphasis on serving the needs of children, those with long standing health or mobility problems and those seeking work through free access to the internet at all libraries. The Act also charges the Secretary of State with superintending the improvement of the public library service.

In 2008 a comprehensive review of the function and delivery of a modernised library service was undertaken by the Library Policy Development Group. The subsequent report and action plan has been used to continue the modernisation of the library network which originally commenced in 2004. The challenge is to continue to achieve this in the face of the current acute financial crisis for local government.

In a report to the Executive of 24 January 2011 on *Budget 2011/12 and2012/13 – Revenue Support Grant Settlement,* the Director of Corporate Resources highlighted the current budget gap for the council over the next 2 years of £60M in savings. In addition a further £40M in savings have been identified across 13/14 and 14/15. As a result, work planned for a comprehensive review of the library network and its sustainability was brought forward to 11/12, with a view to, depending on the outcome of consultation, redesigning the library network and potentially rationalising service points within the constraints of the budget.

The Executive has approved in outline a review and reorganisation of the whole library service using objective criteria, which aims to save around £400,000 to £500,000 over the next two years.

The proposals contained in this report are designed to deliver a comprehensive and efficient library service on a smaller budget. The approach has, therefore, been three fold:
- Analysis of over 3,000 consultation responses received from our users and stakeholders,

- Data mapping using existing data sources e.g. our Library management System (Talis), Public Library User Survey (PLUS) and CIPFA comparative data;

- A detailed needs analysis, based on a community profile for each existing library, using Lower Super Output data and based on the objective criteria detailed.

The new library model proposes a tiered approach to service delivery, with the central library sitting at the centre of a revised network as the centre of excellence, concentrating staff and expertise, knowledge and resources over longer opening hours. We are proposing a 'tiering' of the libraries that remain below the central library providing a more consistent, understandable and logical pattern of provision, including opening hours.

This approach would involve reduction of opening hours at some libraries, increases at others and some closures, with the option to include a Neighbourhood Collection in certain areas of the borough as a replacement both for closed libraries and in future, with the potential to extend to other areas where there is currently no provision.

All libraries will continue to offer free services as defined in the Act plus internet access, as well as the ability to request items delivered to their nearest library free of charge. Given the necessity to rationalise the network to maintain a 'comprehensive and efficient' service to fit the budget we are also aiming to address any imbalance in the provision of libraries to achieve a more equal spread and to further develop self-service, partner working and 'at home' deliveries to the most vulnerable customers. This may also offer us opportunities in the future to provide services to areas where we currently have none**.**

PART A: Consultation on the future of Bolton Library network; results and feedback

1.0   Introduction

1.1   At the meeting on 23 February 2011 the Executive Member for Adult Services approved the start of consultation about the future of the library network. In a report to the Executive on 24 January 2011 on *Budget 2011/12 and 2012/13 – Revenue Support Grant Settlement,* the Director of Corporate Resources highlighted the current budget gap for the council over the next 2 years of £60M in savings.

1.2   As a result the review of the library network was brought forward to 2011/12, with a view to [depending on the consultation outcome], redesigning the library network and rationalising service points

1.3   The council had three propositions for consultation:
- a review of the current library service network using the objective criteria below;
- the retention of Bolton (Central library) as the hub of the network; and
- the retention of the libraries in the constituent towns of the borough, that is:
    Blackrod, Farnworth, Horwich, Little Lever and Westhoughton.

1.4   The objective criteria include:
- population and household characteristics;
- deprivation indicators;
- poor health and disability;
- economic activity and income;
- qualifications;
- accessibility by car/public transport including car ownership;
- proximity of other libraries;
- Internet access at home;
- extent of use of other libraries;
- cost per transaction;
- condition of building.

1.5   A separate community profile was produced for each library service point, based on Lower Super Output Economic data using a catchment area where 5% or more of the population are known to be active borrowers of the library. This helped staff to understand the characteristics of the communities currently served by each library and the demographic and deprivation indices for the catchment areas.

1.6   The 15 community profiles were posted on the council's website for information.

1.7   In addition, a data sheet detailing key performance information for each library was posted on the council's website along with the background to the consultation exercise.

1.8   A survey sought to capture information from the public, staff and partner organisations regarding the impact of the proposed changes and current and future needs. It also asked for alternative suggestions as to how the network could be sustained, given the necessity to make savings.

1.9   The consultation ran for 12 weeks, starting on 28 February 2011 and finishing at midnight on 20 May.

1.10   A total of 3,284 responses were received.

1.11   Consideration has also been given to letters and comments received from members of the public and petitions received with signatures from 16,341 people in support for maintaining the libraries.

1.12   **Methodology**

1.12.1 A survey response form and the data sheets were made available via a range of channels:
- Online via the council's website
- By email to all library users for whom an email address was held
- By email to stakeholders; including schools, children's centres, community and voluntary groups, local businesses, and partners such as the health and higher education sectors
- Online on computers at every library or as a hard copy to be completed and returned freepost.

1.12.2 Residents were invited to take part in the consultation through an article in the **Bolton News** and via the council's website, where it was featured as a campaign on the home page to ensure maximum prominence. Editorial was also included in the Spring edition of **Bolton Scene**, which is distributed to every household in Bolton, and additional promotion was made via Bolton Council's twitter-feed. Posters promoting the consultation were made available in the libraries and staff encouraged customers to participate. Reminders about the consultation and deadlines were sent directly to library users by email and via an updated press release.

1.12.3 The consultation received further publicity via national and local interest groups e.g. Save Bolton Libraries and regional media.

1.12.4 The survey was designed to provide a standard format for all consultees ensuring consistency of response. Single and multiple choice questions were supplemented with free text fields for respondents to explain or expand on their choices. Alternative formats of the questionnaire were available on request.

1.12.5 The questionnaire asked:
- 1a.   Will the proposals outlined above affect you and your family?
- 1b.   Please explain how the proposals will affect you and your family.
- 2.   Can you think of any other ways the library service could make the required savings?
- 3a.   Which library do you use <u>most often</u>?
- 3b.   Why do you use this library?
- 3c.   Approximately how often do you use this library?
- 3d.   How do you usually travel to this library?

4a.	If you could no longer use your preferred library which of the following would you be most likely to use?
4b.	If you would not use any of the libraries please say where you would go or what you would do instead?
5.	As part of the review we will look at opportunities to enhance opening hours. To assist us with this, please tell us when you would most like to use a library in the future?
6.	Please tick the box that most closely describes your interest in this issue?
7 - 12	This section asked equalities-based questions in relation to gender, age, ethnicity, disability and caring status

1.12.6 A copy of the survey form can be found at **Appendix 1.**

1.12.7 The consultation was designed to give **everyone** the opportunity to have their say. The response, however, has been higher from some groups than others and therefore is not representative of the population of the borough. It is for this reason that care must be taken not to generalise the figures within this report to the whole borough, and only use the results as a guide to aid development of the options by showing how the proposed changes may affect residents, customers and stakeholders.

1.13   Respondent type

The information below provides an overview of the demographic make-up of respondents and, where possible, how this compares with residents in Bolton.

1.14   Gender

The table below shows that a higher proportion of females responded to the consultation than is reflected in the resident population data.

Base = 3095 respondents	Survey response (%)	Bolton resident population (2010 ONS mid-year estimates) (%)
Male	33%	49%
Female	67%	51%

1.15   Age

The table below shows that a higher proportion of respondents aged 65 or over responded to the consultation than is reflected in the resident population data, and a much lower proportion of under 19 year olds. The results will therefore be over-represented towards the views of older people.

Base = 2972 respondents	Survey response (%)	Bolton resident population (2010 ONS mid-year estimates) (%)
Under 19	4%	26%
19-64	61%	58%
65+	35%	16%

1.16 Ethnicity

The table below shows that a higher proportion of white British / other white respondents responded to the consultation than is reflected in the resident population data.

Base = 3113 respondents	Survey response (%)	Bolton resident population (2001 Census Key Statistics 06) (%)
White British / other white	94%	89%
Mixed / multiple ethnic groups	1%	1%
Asian / Asian British	4%	9%
Black / African / Caribbean / Black British	0.4%	0.6%
Other ethnic group	0.3%	0.4%

1.17 Disability or health problems

Although we do not have directly comparable figures for disability, the table below shows that slightly more people whose day to day activities are limited responded to the survey than are found in the resident population.

Base = 3105 respondents	Survey response (%)	2001 Census
Yes, limited a lot	11%	16% of respondents have a Limiting Long-Term illness
Yes, limited a little	19%	
No	70%	84%

1.18 Caring responsibilities

The table below shows that a lower proportion of respondents without caring responsibilities responded to the consultation than is reflected in the resident population data.

Base = 2986 respondents	Survey response (%)	Bolton resident population (2009 ONS mid-year estimates) (%)
No caring responsibilities	75%	89.1%
Yes, 1-19 hours a week	18%	7.1%
Yes, 20-49 hours a week	3%	1.4%
Yes, 50 or more hours a week	4%	2.4%

1.19 Acorn Geo-Demographic Classification

1.19.1 From completed questionnaires 2,690 postcodes across Bolton were matched up to the CACI Acorn geo-demographic classification tool. ACORN combines geographic data with demographics and lifestyle information to place households into 1 of 5 categories and then 1 of 17 sub-groups.

1.19.2 The highest percentage of respondents to the survey (37%) falls into the 'Comfortably Off' Acorn category. This was followed by 'Wealthy Achievers' (30%).

Acorn Category	Acorn Group	Response Count	Response Percent	Population Percent
Wealthy Achievers	Wealthy Executives	318	11.8	8.1
	Affluent Greys	211	7.8	3.3
	Flourishing Families	279	10.4	6
Urban Prosperity	Prosperous Professionals	7	0.3	0.1
	Educated Urbanites	17	0.6	1.7
	Aspiring Singles	2	0.1	0.4
Comfortably Off	Starting Out	96	3.6	3.1
	Secure Families	473	17.6	15.4
	Settled Suburbia	382	14.2	8.4
	Prudent Pensioners	47	1.7	1.4
Moderate Means	Asian Communities	71	2.6	6.2
	Post-Industrial Families	83	3.1	4.7
	Blue Collar Roots	346	12.9	17.2
Hard Pressed	Struggling Families	219	8.1	15.5
	Burdened Singles	110	4.1	6.7
	High Rise Hardship	29	1.1	1.9
	Inner City Adversity	0	0	0
	Unclassified	31	1.1	0
	No postcode/unmatched	*563*		

1.19.3 As shown in the table above, when the categories are sub-divided into groups, the highest percentage of respondents falls within the 'Secure Families' group (18%) followed by 'Settled Suburbia' (14%) and then 'Blue Collar Roots' (13%).

1.19.4 When the Acorn classification of respondents is compared with that of the Bolton population as a whole, this shows that all Acorn groups within the 'Wealthy Achievers' category are over represented and various groups within the 'Moderate Means' and 'Hard Pressed' categories were unrepresented.

1.20   Response rate by library catchment area

Library catchment	Population count	% of Bolton population	Response Count	% of respondents	Difference	% of actual library visits
Astley Bridge	17987	6.2%	220	8.2%	2.0	1.7%
Blackrod	9860	3.4%	81	3.0%	-0.4	2.4%
Breightmet	19696	6.8%	207	7.7%	0.9	3.4%
Bromley Cross	10731	3.7%	261	9.7%	6.0	2.8%
Castle Hill	8434	2.9%	92	3.4%	0.5	3.5%
Bolton (Central)	91950	31.7%	554	20.6%	-11.1	39.0%
Farnworth	23225	8.0%	71	2.6%	-5.4	5.1%
Harwood	12534	4.3%	608	22.6%	18.3	7.7%
Heaton	11014	3.8%	215	8.0%	4.2	3.3%
Highfield	9362	3.2%	105	3.9%	0.7	2.1%
High St	5041	1.7%	38	1.4%	-0.3	6.9%
Horwich	23545	8.1%	175	6.5%	-1.6	8.2%
Little Lever	11574	4.0%	63	2.3%	-1.7	4.7%
Oxford Grove	9150	3.2%	61	2.3%	-0.9	2.2%
Westhoughton	25736	8.9%	102	3.8%	-5.1	7.0%
	289839	100.0	2690%	106%*		100.0%

1.20.1   *Adds up to more than 100% as Bolton (Central library) catchment area overlaps with the catchments of Oxford Grove, Castle Hill, Farnworth and High Street and therefore some respondents have been counted twice.
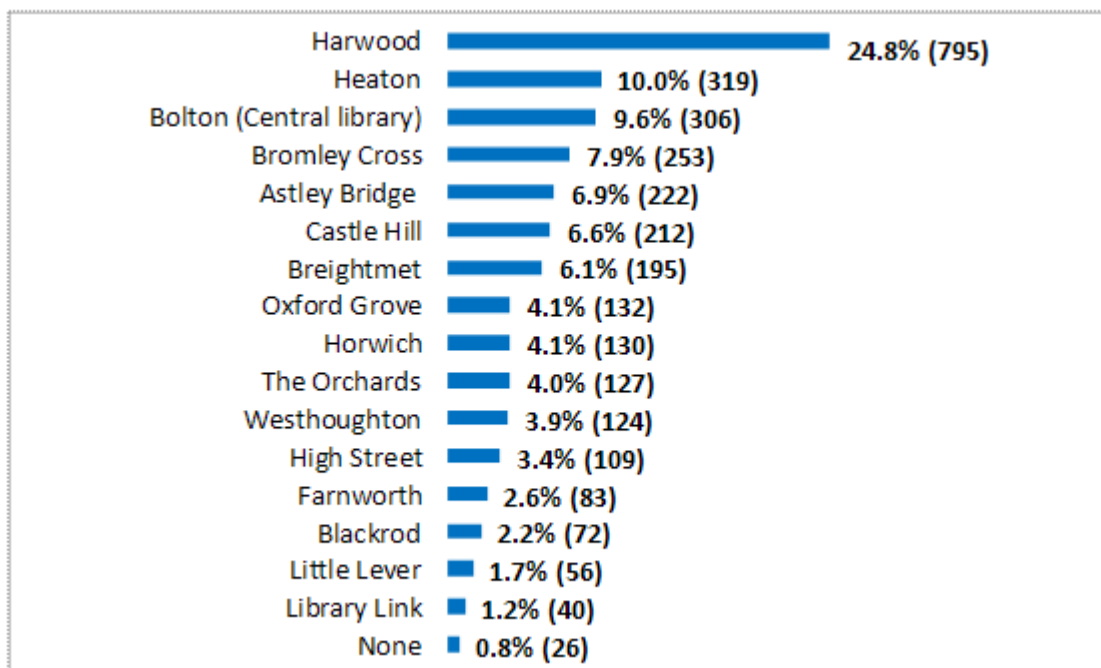
1.20.2   The table above shows that a higher proportion of people from Harwood, Bromley Cross and Heaton responded to the consultation than is reflected in the resident population data or than is reflected in the proportion of library visits.

1.20.3   This means that the consultation results are over-represented to the views of people in Harwood, Bromley Cross and Heaton and are not representative of the borough as a whole.

2.0   Analysing the responses

Respondents were asked to state which library they use most often. The number of respondents per library varied from 40 using Library Link and 56 using Little Lever to 795 using Harwood.

Q3a. Which library do you use <u>most often</u>? (Base = 3,201 respondents)

Library	Percentage (count)
Harwood	24.8% (795)
Heaton	10.0% (319)
Bolton (Central library)	9.6% (306)
Bromley Cross	7.9% (253)
Astley Bridge	6.9% (222)
Castle Hill	6.6% (212)
Breightmet	6.1% (195)
Oxford Grove	4.1% (132)
Horwich	4.1% (130)
The Orchards	4.0% (127)
Westhoughton	3.9% (124)
High Street	3.4% (109)
Farnworth	2.6% (83)
Blackrod	2.2% (72)
Little Lever	1.7% (56)
Library Link	1.2% (40)
None	0.8% (26)

The number of respondents does not indicate the demand for different libraries, as the survey was not undertaken in a representative way (i.e. using a random sample). A random sample approach was not chosen as it was felt important to give **everyone** the opportunity to have their say. For this reason it is important to compare percentage responses across different libraries or groups of libraries rather than actual numbers. For the purpose of analysis responses have been grouped according to the **consultation proposals** e.g. townships / Bolton (Central library) and all others.

Please note that throughout the commentary of the report percentages have been rounded to the nearest whole number for ease of reading. Percentages may not add up to 100 due to this rounding.

The questionnaire contained a number of open-ended questions giving respondents opportunity to expand or explain their choices to a previous question. These comments have been categorised into a number of themes. Respondents who chose not to provide a comment have been highlighted and included in the overall percentage.

3.0   Analysis findings

3.1   Respondent type

Of the 3,162 respondents who answered this question, 91% were members of the public, a further 5% were staff and the remainder included school governors, community and voluntary groups and partner organisations.

Q6. *Please tick the box that most closely describes your interest in this issue?*

(Base = 3,162 respondents)	Count	Percent
A member of the public	2871	90.8%
A staff member working at a library in Bolton	44	1.4%
Other council staff member	109	3.4%
School / governor	57	1.8%
A community or voluntary group (please specify)	41	1.3%
A partner organisation (please specify)	7	0.2%
A business / private organisation (please specify)	9	0.3%
Other (please specify)	24	0.8%

Respondents who stated 'other' included: community volunteer, ex-teacher, parent, historian, social enterprise organisation, student and ward councillor. Each library had a mix of all respondent types.

3.2 The effect of the proposals

A total of 86% of respondents stated that the proposal will affect themselves or their family. This figure dropped to 60% of respondents using Bolton (Central library) or township libraries and rose to 96% for other library users.

Those with caring responsibilities were more likely to say the proposals affected them when compared to those without (92% v 84%). Those with a disability or health issue were more likely to say the proposals affected them than those without (90% v 85%).

A total of 2,785 respondents said the proposals would affect them and their family, 2,201 of these respondents explained how the proposals would affect them and their family, whilst 584 respondents chose not to explain. The most frequent response was that their own library was more convenient (21%), followed by accessibility issues (18%), 13% felt that it would affect the community, 10% said it would affect children's learning and homework and 9% raised issues with transport / parking.

Q1b. Please explain how the proposals will affect you and your family.

(Base = 2,785: everyone who said the proposals would affect them)	All respondents	
	Number	Percent
No opinion	584	21.0
Own library is more convenient	578	20.8
Accessibility issues – due to health, age or transport	488	17.5
Affect the community	347	12.5
Affect children's learning and homework	266	9.6
Transport costs / parking	255	9.2
Restrict the use computers	220	7.9
Affect the old	207	7.4
Limit access to books	197	7.1
Attend classes / activities / exhibitions	190	6.8
Affect disabled / those with illness or carers	181	6.5
Won't go to library	179	6.4
Affect the young	180	6.5
Use as a meeting place	164	5.9
Affect being able to do research / study	124	4.5
Will use less often	113	4.1
Time constraints	88	3.2
Children won't read as much	82	2.9
Heavy books	76	2.7
Time with grandchildren / family	60	2.2
Other library not as good or could become worse	51	1.8
Affect the low income / unemployed	47	1.7
New library / recently refurbished	40	1.4
Other	38	1.4
Availability of audio / large print books	36	1.3
North Bolton closures	35	1.3
People may lose their jobs	30	1.1

When results are compared for Bolton (Central library) / township libraries and others, we can see that the top three issues are the same as for overall with very little difference in the top seven rankings. The exception to this is transport costs / parking issues, which ranks significantly lower for those currently using Bolton (Central library) / townships.

Looking at the results for individual libraries we can see that some categories are cited more or less often than average depending on the services provided by the library or particular attributes of the community it serves. For example, affecting the young and affecting children's homework are cited as effects of the proposals more often than average at Bromley Cross, High Street and Highfield.

Where a library is linked to or in close proximity to a school, issues related to children are also more likely to have been stated.
Overall 7% of respondents stated that the proposals would limit access to books. This rose to 15% at Oxford Grove library.

With regards to the high ranking of issues relating to convenience and accessibility, it is important to note that a higher proportion of respondents aged 65+ responded to the consultation than is reflected in the resident population data.
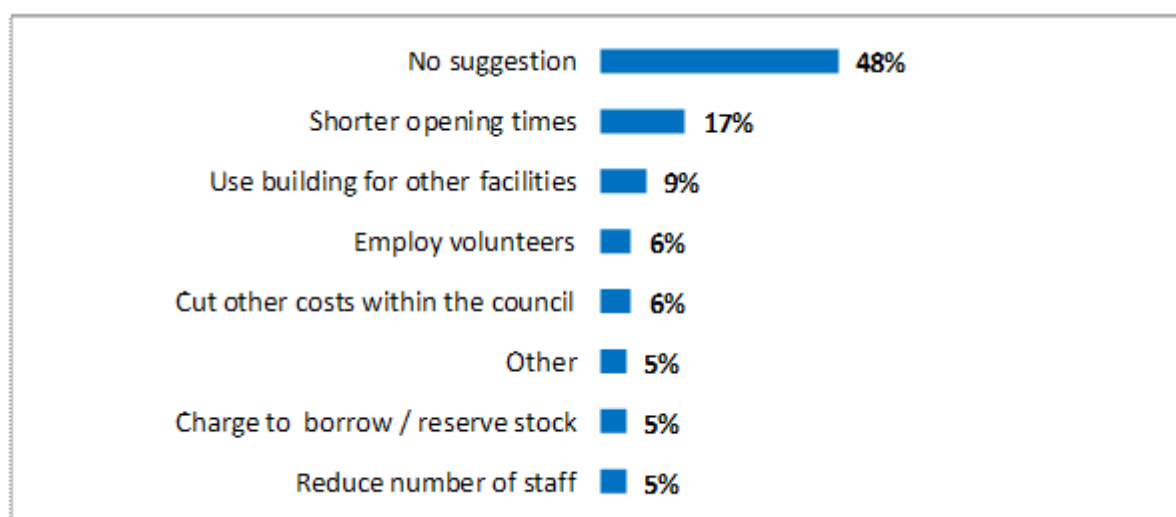
Overall 8% of respondents said that the proposals would restrict their use of computers; this rose to 30% for those under 18, however bear in mind that those under 18 are under-represented in the sample and so the figures should not be generalised to the whole population.

Staff were more likely to say the impact would be job losses (18% v 1% overall), whereas other stakeholders were more likely to comment about not being able to attend classes (17% v 7% overall).

A full list of suggestions, by theme, and the council's response to these suggestions can be found at **Appendix 2.**

3.3   Other savings suggestions

Respondents were invited to suggest other ways the library could make the required savings. A total of 1,580 respondents chose not to make a suggestion, the remaining 1,704 respondents made suggestions covering 24 different themes. The most frequently mentioned suggestion was shorter opening times (17%), using the building for other facilities (9%), employing volunteers (6%) and cutting other costs within the council (6%).

No suggestion	48%
Shorter opening times	17%
Use building for other facilities	9%
Employ volunteers	6%
Cut other costs within the council	6%
Other	5%
Charge to borrow / reserve stock	5%
Reduce number of staff	5%

Other comments included co-locating GPs, community centres etc. with library, lobbying central government / banks to bail us out, putting libraries in schools and increasing council tax.

A full list of suggestions, by theme and the council's response can be found at Appendix 2.

Those respondents under the age of 18 were more likely to suggest sponsorship (30% v 3%) but less likely to suggest shorter opening times (8% v 17%). However, bear in mind that those under the age of 18 are under-represented in the sample and so the figures should not be generalised to the whole population.

5.4   Library use

The results showed the library is used for a wide range of activities and services, in addition to borrowing books (93%). Over half of respondents (52%) also look for information, 40% use the computers, 36% read, 31% research topics and 24% hire/return CDs or DVDs.

The top four reasons were consistent across all libraries.

Q3b. Why do you use this library? (Base = 3,224 respondents)
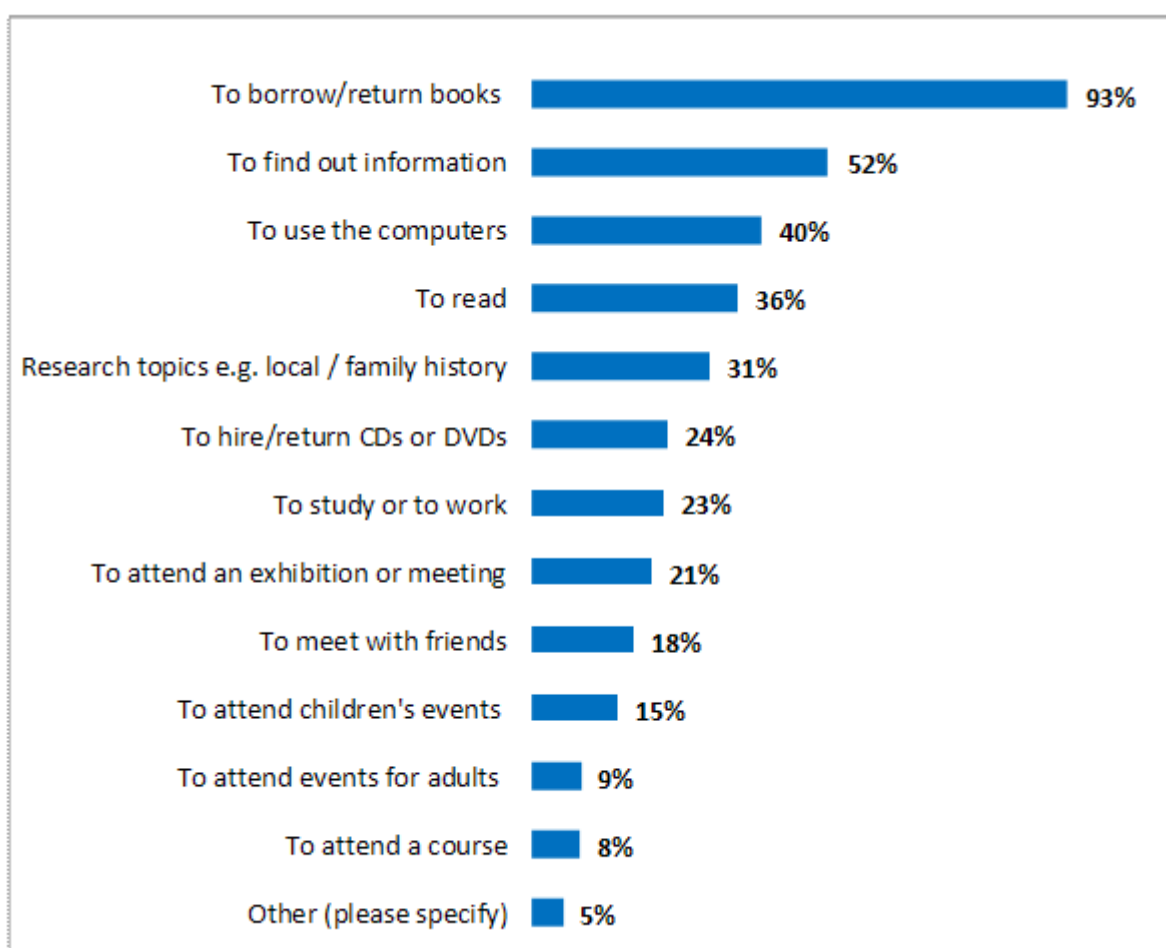
Other responses included reading magazines / papers, school visits, photocopying and job searches.

There were differences when comparing results for individual libraries[1] with those overall.

- A higher proportion of respondents from Castle Hill uses the computers (63% v 40%) and meets with friends (32% v 18%).
- A higher proportion of respondents from Highfield use the library to meet with friends (27% v 18%) and attend children's events (21% v 15%).
- A higher proportion of Bromley Cross users attend children's events (24% v 15%).
- A higher proportion of Breightmet library users use the computers (55% v 40%) and attend a course (24% v 8%).
- A lower proportion of Heaton library users use the computer (30% v 40%).
- A higher proportion of respondents from Harwood library borrows CDs/DVDs (37% v 24%) and attends exhibitions (36% v 21%).

The reasons link to the services offered by the library and the type of people living in the community.
High Street stands out as most of the responses to this question relate directly to young people i.e. more likely to use computers (63% v 40%), more likely to meet with friends (38% v 18%), more likely to read (54% v 36%), more likely to borrow CDs or DVDs (39% v 24%) and more likely to attend a course (18% v 8%).

Those respondents from ethnic minority groups were more likely to say they used the libraries to:
- use computers (63% v 40%)
- read (56% v 36%)
- study / work (41% v 23%)
- meet friends (33% v 18%) or
- attend events for children (28% v 15%)

Respondents under the age of 18 were more likely to say they used the library to:
- use computers (73% v 40%)
- study / work (67% v 23%)
- read (65% v 36%) or
- meet friends (33% v 18%)

Those aged 65+ were less likely to use the library to use the computers (28% v 40%).

3.5   Frequency of library use

Respondents were asked how frequently they used the library they visit most often. Most respondents used the library weekly (30%) or fortnightly (26%). Over 80% of respondents use the library at least fortnightly.

---

[1] Care must be taken when interpreting the figures, as some libraries had very low numbers of respondents.

Younger respondents (those under the age of 18) used the library most frequently, with 71% of those under the age of 18 using the library at least weekly, compared to 54% overall).

3.6   Travel to library

The majority of respondents stated that they walk to the library (60%) or travel by car (33%) with the remainder using public transport or bicycle. The proportion of people who walk riseswith those respondents under the age of 18 (81%) and ethnic minority respondents (76%). Respondents whose day to day activities are limited a lot due to a health problem or disability are more likely to travel to the library by car (47% compared to 33%).

3.7   Future library use

Respondents were asked what they would do if they could no longer use their preferred library. A total of 70% of respondents stated that they would use a different Bolton library. Looking at each of Bolton's libraries, 43% of respondents would be most likely to use Bolton (Central library) if they couldn't use the one they preferred.

For eleven of the fourteen libraries (excluding Central), respondents are most likely to use Bolton (Central library) as their preferred alternative and (in most cases) this was followed by the library that was geographically closest to them. Full details for each library are given in **Appendix 3.**

For three libraries, Bolton (Central library) wasn't the preferred library. Blackrod users would prefer to go to Horwich, Bromley Cross users would prefer to go to Harwood and users of the Highfield library would prefer to go to Farnworth.

Those who did not state which library they would prefer to go to (30%) were then asked what they would do instead. Of these 873 people 672 (77%) chose to make a comment

The table below illustrates all the answers to this question:

Q4b If you would not use any of the libraries please say where you would go or what you would do instead?

(Base = 3,284 respondents)	Number of comments
Didn't answer this question because they would use another Bolton library	2,411
Not use libraries anymore	242
Buy books	103
Go to library less often	79
Affect quality of life	67
Buy books second hand	64
Stay at home	57
Go to library that isn't listed above	54
Use own / other people's computers	54
Find other things to do with time	40
Other	29
Start a book club / book sharing	28
Try and find other resources	13
Get family / friends to go for me	7
Lose job	4

A full list of suggestions by theme can be found at **Appendix 2.**

3.8   Future opening hours

Respondents were asked when they would most like to use the library in the future so that enhanced opening hours could be considered as part of the review. The most popular time to visit was weekday afternoons with 42% of respondents preferring to visit at this time. This was closely followed by weekday mornings (36%), Saturday mornings (28%) and weekday evenings (26%).

Q As part of this review we will look at opportunities to enhance opening hours. To assist us with this, please tell us when you would most like to use a library in the future?

(Base = 3,284 respondents)	Before 9am	Mornings (9am–12 noon)	Lunch (12 noon – 2pm)	Afternoon (2pm – 5pm)	Evening (5pm – 8pm)
Weekdays	56 (2%)	1186 (36%)	477 (15%)	1367 (42%)	845 (26%)
Saturdays		906 (28%)	185 (6%)	322 (10%)	
Sundays		279 (8%)	138 (4%)	331 (10%)	

Older respondents (those over the age of 65) were less likely to use the library in the evening (11%) compared to respondents under the age of 18 (35%) or those aged between 18 and 65 (34%). Those over the age of 65 were more likely use the library on weekday mornings between 9am and 12 noon; 53% of respondents over 65 years of age said they would use it at these times compared to 10% of respondents under the age of 18 and 28% of those aged between 18 and 65.

17

Those respondents with disabilities were less likely to use the library in the evening (16% v 26% overall).

Whilst the demand for Sunday opening in the above tables is low, a previous pilot study has indicated a stronger demand for Bolton (Central) library opening on a Sunday.

4.0   Summary

The consultation was designed to give **everyone** the opportunity to have their say. The response, however, has been higher from some groups than others and therefore is not representative of the population of the borough. The results highlighted in this report are an over-representation of the views of respondents from Harwood (and to some extent Bromley Cross and Heaton) and to those who are over 65 years of age. It is for this reason that the results cannot be generalised to the whole borough of Bolton. Despite this, the results of the consultation have helped identify the impact of the proposed changes, develop mitigation measures and helped in the development of the proposed options.

Within the next stage of the consultation it is proposed a postal survey is undertaken using a random sample methodology to gather feedback on the proposed options. This quantitative approach will allow us to generalise to the population using confidence intervals, so that we can say we are certain (within defined and proven parameters) that the results are true of the whole borough of Bolton.

Of course this approach will mean that only those addresses selected randomly will have the opportunity to take part in the survey; however an additional consultation exercise will be developed to allow anyone with an interest to have their say (this will remain separate from the randomly sampled survey).

PART B. Options for a new model for Bolton Library Service.

5.0   THE CONTEXT

In a report to the Executive of 24 January 2011 on *Budget 2011/12 and 2012/13 – Revenue Support Grant Settlement,* the Director of Corporate Resources highlighted the current budget gap for the council over the next 2 years of £60M in savings. In addition a further £40m of savings has been identified across 13/14 and 14/15. This is significantly higher than any savings target that the Council has faced previously and will need to be delivered within a short space of time. It is important that a robust budget is achieved for 2011/12 and therefore a pragmatic approach to achieving savings will need to be adopted and one where full year savings from 1 April 2012 can be achieved as far as possible. In this process the Library Service cannot be exempt from the need to find savings.

5.1   As a result, work planned for a comprehensive review of the library network and its sustainability was brought forward, with a view, depending on the outcome of consultation, of delivering savings within 11/12 by redesigning the library network, potentially rationalising service points. The aim of the review has been to look at how the reduced budget can be used to deliver a service which is still viable, and sustainable, continuing the scope and quality of delivery outlined below and the service's ability to deliver the council's key aims of narrowing the gap and promoting economic prosperity within Bolton.

5.2   As part of the programme to deliver the £60m of savings across the council over two years, the Executive has approved in outline a review and reorganisation of the whole library service using objective criteria, which aims to save around £400,000 to £500,000 over the next two years. The Libraries, Museums and Archives Service has already delivered £530k of savings for 2011/12 by merging and cutting duplication in staff roles. That reorganisation focused on management and professional roles in order to minimise the impact on frontline service delivery. Staff reductions in management and specialist areas have been mitigated by a range of measures including: staff working across libraries, museums and archives; a redesign of reference and enquiry services (now Ask Bolton Libraries); introducing an automated stock management system; and a redesign of the library and museum offer to schools. Again. this reorganisation has been managed in such a way as to minimise any effect on front line service delivery. In addition, £200k has been taken from the Library Service Materials Fund over 11/12 and 12/13.

5.3   At their meetings of 23 February 2011 the Executive Members for Adult Services and HR, OD and Diversity agreed:
   - To the start of consultation with staff, customers, stakeholders/interested groups and partners in service delivery, on the future configuration of the library service in Bolton in line with the council's statutory responsibility under the **Public Libraries and Museums Act 1964 (PLA 1964)** and the available budget;
   - To approve the consultation document, attached to that report.

Three propositions formed the basis for the public consultation:
   - A review of the current library service network using the objective criteria detailed;

- The retention of the central library as the hub of the network;
- The retention of the library in the constituent towns of the borough, that is: Blackrod, Farnworth, Horwich, Little Lever and Westhoughton.

5.4 The proposals contained in this report are designed to deliver a viable and sustainable library service which is still 'comprehensive and efficient' within the constraints of a smaller budget. The approach has, therefore, been three fold:
- Analysis of over 3,000 consultation responses received from our users and stakeholders,
- Data mapping using existing data sources e.g. our Library Management System (Talis), Public Library User Survey (PLUS) and CIPFA comparative data;
- A detailed needs analysis, based on a community profile for each existing library, using Lower Super Output data and based on the objective criteria below:
  o Population and household characteristics;
  o Deprivation indicators;
  o Poor health and disability;
  o Economic activity and income;
  o Qualifications;
  o Accessibility by car/public transport including car ownership;
  o Proximity of other libraries;
  o Internet access at home;
  o Extent of use of other libraries;
  o Cost per transaction;
  o Condition of building.

5.5 The information from the individual library data sheets and the needs analysis community profiles was brought together in a viability ranking at **Appendix 4.**

5.6 We believe this to be a robust process, compliant with the council's responsibilities under the 1964 **Public Libraries and Museums Act** and Equalities legislation.

5.7 All this activity was then brought together to inform a series of options which are analysed in this report, with a preferred or 'best' option identified.

5.8 As a result of feedback from consultation it is further proposed that another period of consultation follows from 29 July to 16 September 2011. This will allow time for residents, customers and stakeholders, including unions, to respond to the Executive's preferred option for a new model. After this, a final report will be put before the Executive seeking approval for final implementation.

5.9 In addition, this report considers how the impact of changed service delivery can be mitigated to limit the adverse impact on children and vulnerable groups, as far as is possible.

6.0 BACKGROUND TO THE SERVICE

6.1 The library network currently comprises 15 libraries with a budget of £2.9m (after the efficiencies for 11/12). £530k has been achieved by merging and rationalising staffing across LMA as described above.

6.2 The network has developed historically leading to a geographical imbalance, with a preponderance of service points in the north and centre of the borough. See below (map of current library sites).
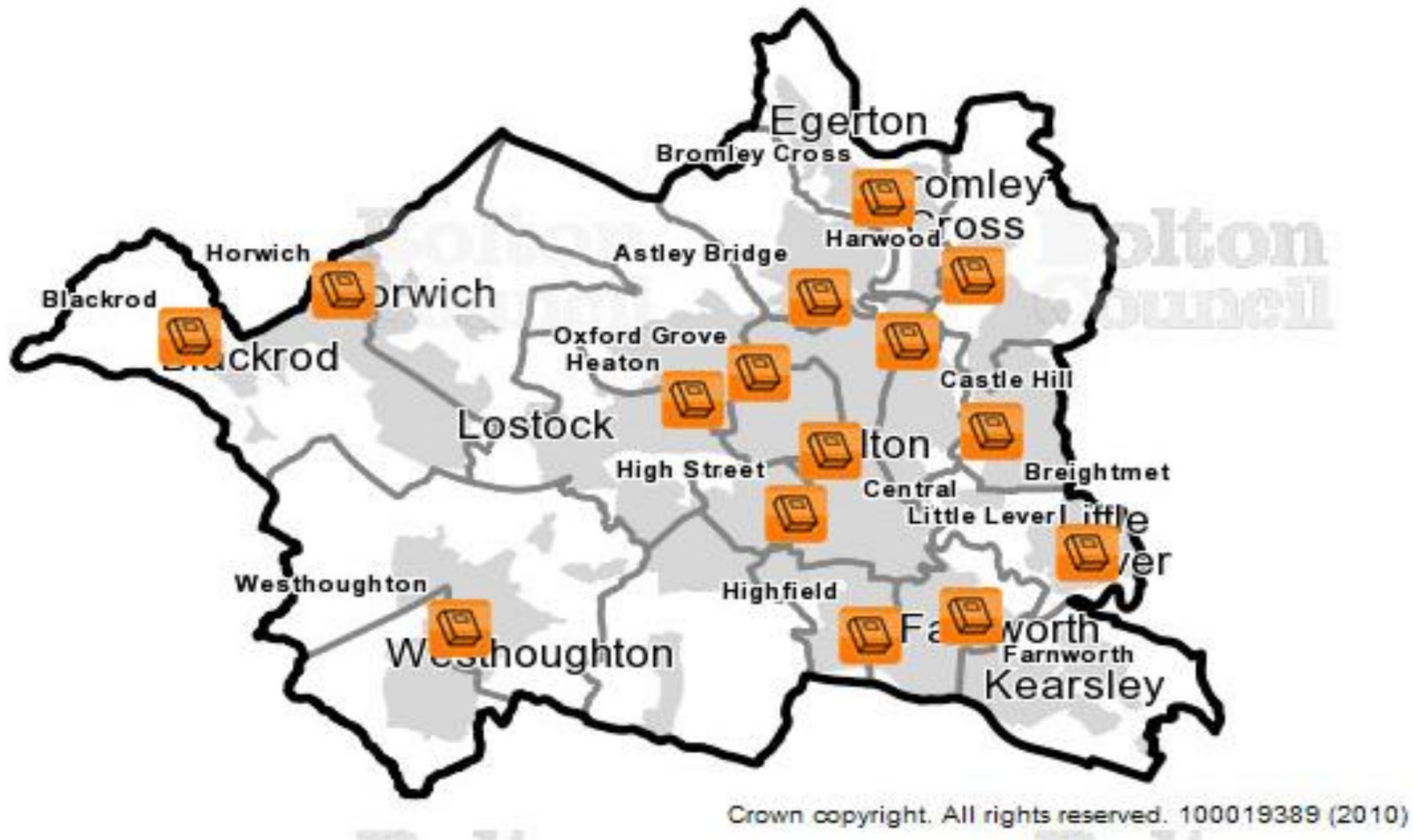
6.3 Key performance indicators:
- There are 52 FTE staff at library/museum assistant level and 15 FTE at library manager level
- Annual opening hours across the network are 29,975
- Total book stock is 345,436
- Annual visits are 1,383,681
- Satisfaction levels are 93%, the 5th highest in our CIPFA family group
- 396,000 free ICT hours are delivered annually
- We have the 2nd highest level of public PCs in our CIPFA family group
- 327,220 information enquiries were answered between April 10 and March 11
- The service supports 234 housebound and disabled users through its Library Link service
- 1,766 children were involved in last year's Summer Reading scheme supported by 53 young volunteers
- 54,628 items are on loan to schools through the specialist Schools' Library Service.

6.4 The challenge now facing this service is to continue to deliver quality services to the people of Bolton with a reduced budget and to create a network which is sustainable to 2014/15 and beyond. We believe the options detailed in the paper will enable us to continue to deliver a good service which is compliant with the Act and, in some areas a better service, but over fewer sites.

7.0 OUTCOME FROM CONSULTATION ANALYSIS, ASSESSMENT OF NEED AND DATA MAPPING

7.1 A period of consultation ran from 28 February to 20 May 2011. A total of 3,284 responses were received. Of these, 91% were members of the public, a further 5% were staff and the remainder included school governors, community and voluntary groups and partner organisations.

7. 2 The full results are reported in this report at **Part A. Consultation on the future of the Bolton Library network: results and feedback.** The questionnaire sought to capture information from members of the public, staff and partner organisations as to current and future needs. It also asked for other suggestions as to how money may be saved to sustain the network given the necessity to make savings. The consultation was designed to ensure that a wide range of consultees were able to participate should they choose to do so. Library users and none-users, council staff, businesses and the voluntary and community sector were all included.

7.3 Respondents were asked to state which library they use most often. The number of respondents per library varied from 40 using Library Link and 56 using Little Lever to 795 using Harwood. The number does not indicate the demand for different libraries, as the survey was not undertaken in a representative way (i.e. using a random sample) as it was felt important to give everyone the opportunity to have their say. For this reason it is important to compare percentage responses across different libraries or groups of libraries rather than actual numbers. Full details are contained in **Part A** of this report.

.

7.4 **Summary of findings:**

The consultation was designed to give everyone the opportunity to have their say. The response, however, has been higher from some groups than others and therefore is not representative of the population of the borough. The results highlighted in this report are over-representative of the views of respondents from Harwood (and to some extent Bromley Cross and Heaton) and to those who are over 65 years of age. It is for this reason that the results cannot be generalised to the whole borough of Bolton. Despite this, the results of the consultation have helped identify the impact of the proposed changes, develop mitigation measures and helped in the development of the proposed options.

7.5 The full detail of the responses to consultation is cited above. The headline findings are:
- A total of 86% of respondents stated that the proposal will affect themselves or their family. This rose to 96% of respondents using township libraries or central Bolton and dropped to 60% for other library users.
- The results showed the library is used for a wide range of activities and services, in addition to borrowing books (93%). Over half of respondents (52%) also look for information, 40% use the computers, 36% read, 31% research topics and 24% hire/return CDs or DVDs.
- Most respondents use the library weekly (30%) or fortnightly (26%).
- The majority of respondents reported that they walk to the library (60%) or travel by car (33%) with the remainder using public transport.

7.6 Respondents were asked what they would do if they could no longer use their preferred library. Looking at all responses, 43% of respondents would be most likely to use Bolton Central library. For eleven of the fourteen libraries (excluding Central), respondents are most likely to use Bolton Central as their preferred library. Of the remaining three, Blackrod users would prefer to go to Horwich, Bromley Cross users would prefer to go to Harwood and the users of the Orchards library would prefer to go to Farnworth.

7.7 In response to why people use the library, High Street stands out from the other libraries, as most of the responses to this question relate directly to young people i.e. respondents who use High Street are more likely to use computers (63% v 40%), more likely to meet with friends (38% v 18%), more likely to read (54% v 36%) and more likely to borrow CDs or DVDs (39% v 24%).

7.8 A greater proportion of respondents using Breightmet library said their day to day activities are limited because of a health problem or disability (43% v 30% overall).

7.9 Respondents were asked when they would most like to use the library in the future. The most popular time to visit was weekday afternoons with 42% of respondents preferring to visit at this time. This was closely followed by weekday mornings (36%) and Saturday mornings (28%). A total of 10% of respondents said they would be likely to use the library on a Sunday afternoon and 8% on a Sunday morning, however a previous pilot study has indicated a stronger demand for central library opening on a Sunday.

7.10 Analysis shows an uneven response to the consultation across library catchment areas, with the Harwood catchment area generating the largest return. A table showing the breakdown of responses is included in the report at **Table 1.20 in Part A.**

7.11 To accompany the consultation, a data sheet was prepared for each library using data from the library management system, of current usage, to include visits, transactions, ICT, condition of building and associated costs. This followed the pattern of the exercise undertaken prior to the removal of the mobile library service in 2009 which proved effective in delivering change.

7.12 The service's library management system (Talis) captures data on all activity relating to loans and requests. This in turn is an invaluable source of information on usage by opening hours, age profile and geography. It captures, for example, how people use a number of different service points as well as the one at which they have registered membership. This is relevant in assessing willingness to use a number of libraries across the borough and can be matched against consultation responses expressing willingness to travel to use other service points.

7.13 In addition a separate **assessment of need** in the form of a community profile was produced for each library service point and the community it serves, using latest statistics and information for each catchment area to include the data listed above. This is published on the council's website along with performance data sheets covering costs and usage. This identified where there are potential needs in the community that may be met by the library service.

7.14 Several methodologies were tested, but the agreed approach to catchment boundaries was on the basis of including Lower Super Output Areas where 5% or more of the population are known to be active borrowers of the library.

7.15 **Table 1 in Appendix 4** explains how the library rankings have been derived. All ranks have been combined into a total to give an overall indicator of viability for each library.

7.16 **Next stage of consultation**:

7.16.1 During the next stage of the consultation we will consult about the options via a postal survey using a randomly drawn sample. This quantitative approach will be used so that the results can be generalised to the population using confidence intervals, so that we can say that we are certain (within defined and proven parameters) that the results are representative of the whole borough of Bolton.

7.16.2 The sample will be selected proportionately by ward so that the number of addresses drawn from each ward is reflective of the borough as a whole. Of course this approach will mean that only those addresses selected randomly will have the opportunity to take part in the survey, however, an additional universal consultation exercise will be developed to allow anyone with an interest to have their say.

8.0   PETITIONS

8.1   In addition to the Council's own consultation report 10 petitions were received against library closures. Some referred to specific libraries; others were in relation to any closure.

8.2   A representative from the "Save Bolton Libraries" group addressed the Council meeting on Wednesday 6 July. They outlined the importance of public libraries and urged councillors not to resort to closures.

8.3   The Leader of the Council and the Executive Member for Adult and Community Services, together with appropriate senior officers have met with representatives from all the petitions in order to discuss concerns and the process going forward.

8.4   Elected members are invited to consider the petitions alongside the main consultation responses when responding to this report and selecting a preferred option.

8.5   A further meeting with the petitioners will be held during the next round of consultation.

9.0   STATUTORY FRAMEWORK AND RECENT CHALLENGE

9.1   Under the **1964 Public Libraries and Museums Act** the council is obliged to provide a 'comprehensive and efficient service' for all individuals who live, work or study within the borough and who are 'desirous' of using the service. Bolton Council currently delivers this through 15 public library service points across the borough.

9.2   What was deemed to be 'comprehensive and efficient' in 1964 has been radically altered in 2011 as a result of the Information Revolution and the rise in use of electronic and social media, notably the Internet, which has altered how people read, download content, find information and how they wish to access modern services.

9.3   Recent challenge to the 1964 Act came in 2009 when the Secretary of State for Culture, Media and Sport intervened in the Wirral as a result of the council's proposals to close 13 libraries, based on an asset management programme. In undertaking detailed needs assessments, in the form of a community profile for each library catchment area, which have been posted on the council's web site, we believe we have fulfilled the requirements that emerged from the Wirral judgement, which were:

- The council was in breach of its statutory duties because it failed to make an assessment of local needs therefore it could not identify reasonable options to meet needs (***covered by our LSOA profiles);***
- The requirements for older and disabled people, unemployed and those living in deprived areas not taken into account (***covered by Talis data, LSOA demographic data, improved opening hours and alternative service models detailed in this report***) ;
- The council was not able to demonstrate it had regard for meeting general requirements of children (***covered by services to schools and other children's settings, and by proposed alternative models of provision detailed below);***
- The council took a decision to close 11 libraries in the absence of a strategic plan for or review of the Library Service (***the Library Policy Development Group 2009 set a***

clear strategic direction which we are using to formulate options for new models);

- The decision was made without a clear understanding of the extent and range of services which are core, not add on (***see details of our current offer as listed below, and how we deliver 'Comprehensive and efficient' in 2011 and beyond, again fully explored by Members on the LPDG);***
- There was a further breach in relation to needs of deprived communities (***community profiles, improved opening hours at Tier 2 and models for outreach services, below);***
- The council displayed a 'lack of logic' around closure decisions (***the options for the Executive's consideration are based on data and strategy***).

9.4   The Wirral judgement also highlighted inconsistencies in the standard applied to travel times and acceptable distances to the nearest alternative library, in addition to potential access problems caused by increased travel costs for vulnerable groups. Accessibility by car and public transport, and the current usage patterns of borrowers, have been key elements of our library viability indicator rankings, see **Appendix 4**. The inability to meet increased travel costs for children and disadvantaged groups would be offset through mitigation activities.

9.5   Bolton's proposals to mitigate impact of any closures concentrate on 'meeting the general requirements of children' and providing alternative ways to 'meet the requirements of older and disabled people, unemployed and those living in deprived areas'. These are detailed later in the report.

9.6   **'Comprehensive and efficient' in Bolton in 2011**

The service offers a comprehensive range of services over and above the provision of free books and information specified in the '64 Act. Emphasis has been placed on services to disabled, vulnerable and older residents and, at the other end of the spectrum, support to families, the under 5s and improving literacy and attainment. The proposed options seek to maintain and in some areas, enhance this offer, as explained in the details below.

The following is not an exhaustive list but a flavour of what we currently deliver:
- Schools' Library Service delivering materials and advice to schools and children across Bolton;
- Homework support;
- Free gifting of books to babies via Health Visitors under the Bookstart scheme;
- Summer Reading Challenge for younger children, over the long holiday;
- Regular story times and baby rhyme time sessions;
- Collections in Children's Centres, for parents and children;
- Class visits to the library; formal and informal learning including ESOL;
- Free access to internet and training, often run by young volunteers;
- Accreditation for young volunteers;
- Free business information through our 'Ask about Business' service;
- Job clubs, help with cv writing, free access to jobs online and submission of applications;
- Events, reading groups and lectures;

- Network of 234 PCs offering 396,000 hours of free access, with screen readers/accessibility features for disabled people;
- 45,000 free requests supplied across Bolton's libraries;
- Library Link delivering books for people with mobility and long term health problems;
- Health library staffed by specialist staff in the central building; access to NHS Choices;
- Community venues for councillor and police surgeries;
- Meeting rooms and community space.

These activities all contribute to the council's key aims and will continue to be offered *even after any revision of the size of the library network.*

10.0 OPTIONS FOR ACHIEVING THE SAVINGS
3 options are proposed as follows, in summary:
Option 1: Cutting service points, reconfiguring the network and developing new service models;
Option 2: cutting all library opening hours by up to 38%;
Option 3: Cutting all library opening hours except Central by up to 52%.

10.1 **Option 1**
The network has developed incrementally rather than strategically over time which has left the service with an uneven and inconsistent distribution of locations and of opening hours, ranging from 24.5 to 60.25 hrs per week, with a bias towards provision in the north/northeast of the borough (see map above). Other areas of the borough are poorly served, particularly the south of Bolton.

10.1.1 Given the necessity to rationalise the network to maintain a comprehensive and efficient service whilst working within the constraints of the budget we are also aiming to address this imbalance, to achieve a more equal spread and to further develop self-service, partner working and 'at home' deliveries to the most vulnerable customers. This could also in the future offer us opportunities to provide services to areas where we currently have none.

10.1.2 The central library remains the most important one in the network. It has the greatest concentration of resources and expertise and the longest opening hours. It has an integrated staff offering library, museum, archive and aquarium services from one well-sited building. It also operates (jointly with NHS Bolton) a health information service.

10.1.3. Under this option the central library will operate as the hub for the revised network. Developments at the hub around accessibility, information provision and promotional activity will provide improvements and raised profile for the service as a whole.

10.1.4 A 'tiering' approach to the remaining libraries is proposed, making it easier to define the offer according to grouping. This will also give a more consistent provision across the network.

10.1.5 This approach would involve reduction of opening hours at some libraries, increases at others and some closures, with the option in the future to include a Neighbourhood Collection in certain areas of the borough as a replacement both for closed libraries and extension to other areas where there is currently no provision.

10.1.6 All libraries will continue to offer free internet access as well as the ability to request items delivered to their home service point free of charge.

10.1.7 Option 1 will provide the same and in some respects an improved quality of service

10.2 The proposed service offer is as follows:

10.2.1 **Central Library in the Crescent**
Definition: This is the hub of the library network and 'AskBoltonLibraries', the specialist service which opens up expertise and resources to the whole borough via email and phone. Currently open **60.5** hours per week, the recommendation is that this increases to **65** hours. It is proposed that the Central Library and Museum opens on Sundays 10am – 4pm (6 hours) to meet demand, (clearly demonstrated by feedback following the opening on four Sundays in August 2009, and the last bank holiday in May 2010) and offering an opportunity for access to the council's wider customer service. This will ensure that more people enjoy all of the services on offer in this building even in the face of economic difficulties. It is also proposed that it open later on one weekday morning to provide time for staff training and briefings. The building currently opens at 08.15 each day.

10.2.2 **Community Libraries Tier 1**
Definition: key community libraries with integrated Bolton Access Points in the major settlements within the borough, open **46** hours per week. They offer a full range of library stock and access to ICT and information delivered by library staff. The Access Points will act as first point of contact for a range of Bolton Council services, including advice on Council Tax & Benefits, Housing Services, Free School Meals, Blue Badges and access to all Council Services through the Freephone provided.

These Tier 1 libraries are:
- Farnworth (currently 46 hours per week – no reductions proposed)
- Harwood (currently 52 hours per week – 6 hour reduction proposed).
- Horwich (currently 50.5 hours per week – 4.5 hour reduction proposed)
- Little Lever (currently 46 hours per week – no reductions proposed)
- Westhoughton (currently 46 hours per week – no reductions proposed).

10.2.3 **Community Libraries Tier 2**
Definition: Key community libraries which have had major rebuilding and capital investment, located in significant areas of deprivation, open **40** hours per week. The proposal is for each to have an individual focus reflecting their community profile as well as a full library offer. For High Street this would be digital inclusion and for Breightmet, health and wellbeing in recognition of further developing the opportunities offered by the NHS partnership in the shared building. This proposed increase in opening hours addresses the Wirral judgement about ensuring services to deprived communities.

These Tier 2 libraries are:
- Breightmet (currently 36 hours per week - proposed increase by 4 hours per week)
- High Street (currently 39.5 hours per week - proposed increase by 0.5 hours per week retaining Sunday opening).

10.2.4 **Community Libraries Tier 3**
Definition: community libraries serving areas less geographically accessible, in integrated premises and offering a range of partner services. They have shorter opening hours and more limited stock but access to a full range of materials and ICT and expertise from elsewhere, specifically the central library. They will operate **24** hours per week. These Tier 3 libraries are:
- Blackrod (currently 24.5 hours per week – 0.5 hour reduction proposed)
- Bromley Cross (currently 26.5 hours per week – 2.5 hour reduction proposed)

6.2.5 It is proposed that current usage patterns and feedback from consultation will be used to inform revision in opening hours. These revisions will be monitored for a six month period and further adjustments made as necessary.

10.3 Closures
Much work has been undertaken to map performance at libraries, described above and on an assessment of needs based on socio-economic data.

**Appendix 4 Tables 1 and 2 are Key Indicator Summaries** for each service point.
Appendix 4 Table 3 shows actual usage by library, as tracked by Talis. This is a helpful comparison of how people actually use libraries as opposed to the 'perception' data in the consultation on willingness to use other libraries.

10.3.1 Using this data plus the needs assessment it is therefore proposed that the following libraries are closed:
- Astley Bridge
- Castle Hill
- Oxford Grove
- Highfield
- Heaton

10.3.2 In summary we believe that Option 1 preserves overall quality of service albeit across fewer service points. Efficiencies can be taken in a programmed way that does no lasting damage to the *overall* service offer and the tiering of libraries and the relationship both to the hub (central library) and of the Neighbourhood Collections to the nearest tiered library ensures access to knowledge, information, electronic media and books and other materials. The map below illustrates the proposed new network.

10.3.3 Map of future library sites
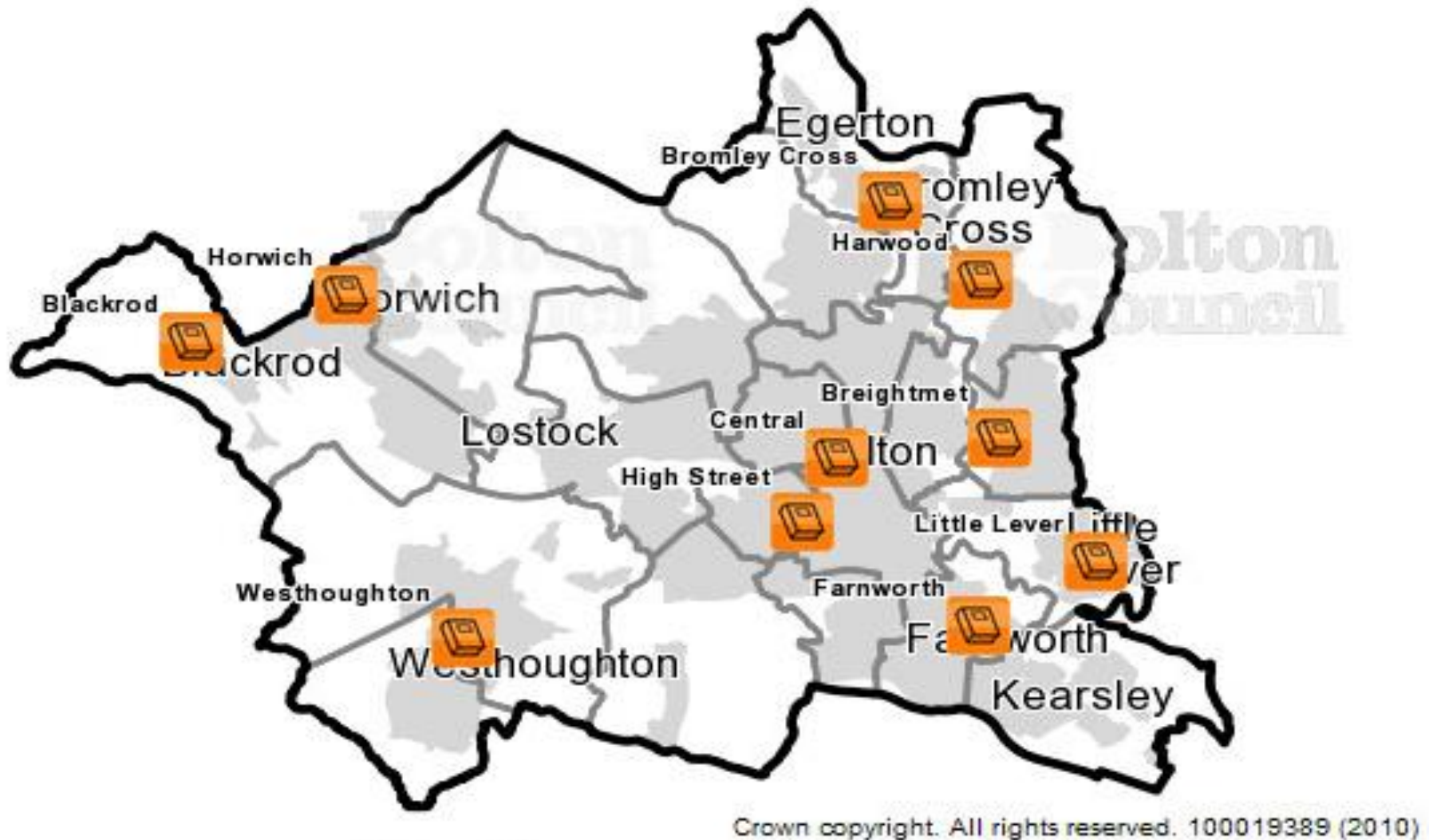
10.3.4 We acknowledge that this will cause some detriment in some areas but the results of the consultation show that Central Library is favoured by 43% as an alternative if their preferred library was no longer available. A 'comprehensive' service is not just about delivery of service through physical locations.

10.3.5 **Appendix 5** contains transport maps of the localities where closures are proposed. These maps detail bus and road links to the town centre or in the case of Highfield to Farnworth as 66.7% of respondents at this library indicated this would be their preferred alternative.

10.3.6 As a result of feedback from consultation it is further proposed that another period of consultation follows from 29 July to 9 September. This will allow time for residents, customers and stakeholders to respond to the Executive's preferred option for a new model. After this, a final report will be put before the Executive seeking approval for final implementation.

10.4   Development of Neighbourhood Collections

10.4.1 Neighbourhood Collections aim to provide a gateway to the wider services offered by libraries, acting as a conduit and signpost to a full library offer at the nearest community library. The main focus of neighbourhood collections is to support literacy and to encourage people of all ages and abilities to develop a love for reading and learning through 'taster' collections.

10.4.2 This will be a phased and varied offer depending on the community, delivered through partners in suitable community venues. The Library Service will provide advice, guidance and training on setting up, administering and maintaining the collection. An initial collection depending on the size of the building of popular fiction and non-fiction titles, supplemented with additional new titles on a monthly basis. Advice, guidance and training on running book related activities e.g. running a book group and access to 'Ask Bolton Libraries', the Central Library enquiry service.

10.4.3 In order to mitigate impact of proposed closures under option 1 the following are suggested as suitable venues for a Neighbourhood collection in these localities:
Astley Bridge – One of the following - Oldhams Estate UCAN Centre or a local school
Highfield – within the Orchards Centre
Castle Hill – Tonge Moor UCAN Centre
Oxford Grove – Halliwell UCAN Centre
Heaton – location to be explored

10.4.4 During the further consultation period views will be sought on the suitability of these venues particularly in areas where there are several options for a Neighbourhood Collection. Alternative suggestions would also be welcomed.

10.4.5 The Neighbourhood Collection model could be developed in the future to extend this level of service to other areas of the borough where there is currently no library presence, equalising and adding provision across the borough but within the constraints of the budget.

10.4.6   Map of future library sites plus proposed Neighbourhood Collections:
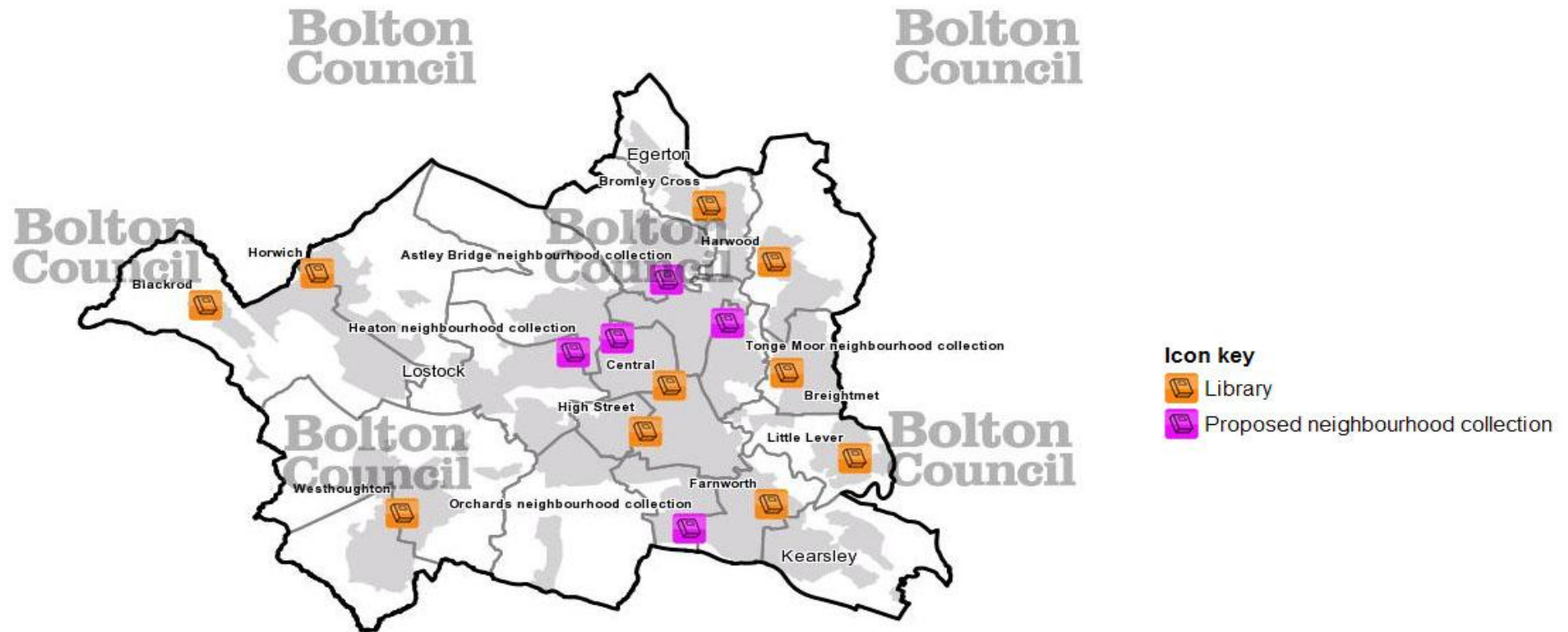
(c) Crown copyright. All rights reserved. 100019389 (2009)

10.5 Option 2

This option proposes cutting all library opening hours by up to 38% (average 33%) and has been worked up as cutting library opening hours emerged as a preferred option for some respondents to the consultation. In order to achieve comparable savings to Option 1, however, the cuts to opening hours will have to be substantial. The differential across the network is caused by having to reduce hours in manageable blocks i.e. a late evening 5.30 – 7.30 (2 hours), a morning 9.00 – 12.30 (3.5 hours) etc., and the starting point being an existing uneven distribution.

10.5.1 Reducing opening hours, including central, will have a substantial impact on not only services and staff, but also around underutilised buildings and surrounding infrastructure, particularly in the town centre.

10.5.2 The inclusion of the central library would impact on our ability to operate the museum, the aquarium and the Family History Centre. It would also severely impact town centre footfall.

10.5.3 Although there are no longer Public Library Standards to conform to, the availability of open libraries will be severely curtailed affecting access not only to books and other materials but free ICT for job seeking and information, and meeting and community spaces such as that offered currently to the police, for councillors' surgeries etc.

10.5.4 Given the annual visit numbers to central it is difficult to mitigate the effect on students, particularly those studying at the University, and young people who rely on the large stock and electronic resources at the hub building for learning.

10.5.5 The council will still have the liability for 15 buildings and associated costs plus the repairs and maintenance of libraries which are potentially closed for half their hours, and no possibility of capital receipts. Where buildings are shared this will impact on other partner services too.

10.5.6 A greater savings burden will fall on the staffing budget: redundancies will be unavoidable. General logistics and timetabling of staff across the revised opening hours would be extremely difficult to coordinate with the likelihood of staff having to work across more than one site in a day.

10.5.7 Any opportunity to add Neighbourhood Collections to this model would involve extra set up costs which will have to come from any savings.

10.5.8 Reduction in hours may also reduce the viability of self service investment because of limited opening hours.

10.5.9 Whilst this option would retain more premises it would be at the expense of a more comprehensive available service across the borough i.e. accessibility versus availability and the quality of the service would reduce. It would not provide for a comprehensive and efficient service.

10.5.10 See **Table A**

10.6 **Option 3**

Option 3 proposes cutting all library opening hours except Central, by up to 52% (average 48%). In order to achieve comparable savings to option 1, and to maintain current opening hours at Central, there obviously has to be a larger cut to the remaining network. The issues are very much as described above except that a greater burden would fall on the community libraries. Again we contend that this is neither 'comprehensive' nor 'efficient' in terms of the Act.

10.6.1 See **Table B**

Table A describes the impact on individual library opening hours in detail of up to 38% (average 33%) cut in hours. Option 2.

Library	Current Opening Hours	Revised Opening Hours	Deleted Opening Hours	% difference Opening hours	Current Staffing costs	Current staffing hours at Grade 5	Revised staffing hours at Grade 5	Deleted staffing hours at Grade 5	Current staffing hours at Grade 3	Revised staffing hours at Grade 3	Deleted staffing hours at Grade 3	Revised Staffing costs	Saving	% Saving
Astley Bridge	28.00	19.50	8.50	30%	£45,504	25.20	19.50	5.70	50.50	19.50	31.00	£24,442	£21,062	46%
Blackrod	24.50	18.00	6.50	27%	£34,589	22.00	18.00	4.00	34.75	18.00	16.75	£22,562	£12,027	35%
Breightmet	36.00	24.00	12.00	33%	£48,645	34.75	24.00	10.75	44.00	30.00	14.00	£33,383	£15,262	31%
Bromley Cross	26.50	18.00	8.50	32%	£33,216	26.50	18.00	8.50	26.50	18.00	8.50	£22,562	£10,654	32%
Castle Hill	35.50	23.00	12.50	35%	£39,170	31.25	23.00	8.25	31.25	23.00	8.25	£28,829	£10,341	26%
Farnworth	46.00	30.00	16.00	35%	£95,747	37.00	28.00	9.00	126.75	84.00	42.75	£65,901	£29,846	31%
Harwood	52.00	32.50	19.50	38%	£83,702	42.75	30.50	12.25	97.50	61.00	36.50	£55,007	£28,694	34%
Heaton	24.50	18.00	6.50	27%	£41,932	23.25	18.00	5.25	46.50	30.00	16.50	£29,163	£12,769	30%
High Street	39.50	25.00	14.50	37%	£92,967	39.50	23.00	16.50	118.50	63.00	55.50	£50,832	£42,135	45%
Highfield	24.50	18.00	6.50	27%	£29,143	23.25	18.00	5.25	23.25	18.00	5.25	£22,562	£6,581	23%
Horwich	50.50	32.50	18.00	36%	£103,173	37.00	29.50	7.50	140.25	82.50	57.75	£66,131	£37,042	36%
Little Lever	46.00	30.00	16.00	35%	£84,129	37.00	29.00	8.00	105.63	81.00	24.63	£64,954	£19,175	23%
Oxford Grove	28.00	20.00	8.00	29%	£48,695	27.00	20.00	7.00	54.00	20.00	34.00	£25,069	£23,626	49%
Westhoughton	46.00	30.00	16.00	35%	£95,747	37.00	30.00	7.00	126.75	84.00	42.75	£67,308	£28,439	30%
Central	60.25	40.50	19.75	33%	£326,846	111.00	74.00	37.00	452.25	304.16	148.09	£219,361	£107,486	33%
Total	**567.75**	**379.00**	**188.75**	**33%**	**£1,203,206**	**554.45**	**402.50**	**151.95**	**1478.38**	**936.16**	**542.22**	**£798,066**	**£405,140**	**34%**

4.11 FTEs	**14.65 FTEs**	**Total FTEs 18.76**

Table B describes the impact on community library opening hours of up to 52% (average 48%) cut in hours excluding Central.

Library	Current Opening Hours	Revised Opening Hours	Deleted Opening Hours	% difference Opening hours	Current Staffing costs	Current staffing hours at Grade 5	Revised staffing hours at Grade 5	Deleted staffing hours at Grade 5	Current staffing hours at Grade 3	Revised staffing hours at Grade 3	Deleted staffing hours at Grade 3	Revised Staffing costs	Saving	% Saving
Astley Bridge	28.00	13.50	14.50	52%	£45,504	25.20	13.50	11.70	50.50	13.50	37.00	£16,922	£28,582	63%
Blackrod	24.50	12.00	12.50	51%	£34,589	22.00	12.00	10.00	34.75	12.00	22.75	£15,041	£19,548	57%
Breightmet	36.00	18.00	18.00	50%	£48,645	34.75	18.00	16.75	44.00	24.00	20.00	£25,862	£22,783	47%
Bromley Cross	26.50	12.00	14.50	55%	£33,216	26.50	12.00	14.50	26.50	12.00	14.50	£15,041	£18,175	55%
Castle Hill	35.50	17.00	18.50	52%	£39,170	31.25	17.00	14.25	31.25	17.00	14.25	£21,309	£17,862	46%
Farnworth	46.00	24.00	22.00	48%	£95,747	37.00	24.00	13.00	126.75	72.00	54.75	£56,486	£39,261	41%
Harwood	52.00	26.50	25.50	49%	£83,702	42.75	24.50	18.25	97.50	49.00	48.50	£44,186	£39,515	47%
Heaton	24.50	12.00	12.50	51%	£41,932	23.25	12.00	11.25	46.50	24.00	22.50	£21,642	£20,290	48%
High Street	39.50	19.00	20.50	52%	£92,967	39.50	17.00	22.50	118.50	51.00	67.50	£40,011	£52,956	57%
Highfield	24.50	12.00	12.50	51%	£29,143	23.25	12.00	11.25	23.25	12.00	11.25	£15,041	£14,101	48%
Horwich	50.50	26.50	24.00	48%	£103,173	37.00	23.50	13.50	140.25	70.50	69.75	£55,310	£47,863	46%
Little Lever	46.00	24.00	22.00	48%	£84,129	37.00	24.00	13.00	105.63	72.00	33.63	£56,486	£27,643	33%
Oxford Grove	28.00	14.00	14.00	50%	£48,695	27.00	14.00	13.00	54.00	14.00	40.00	£17,548	£31,147	64%
Westhoughton	46.00	24.00	22.00	48%	£95,747	37.00	24.00	13.00	126.75	72.00	54.75	£56,486	£39,261	41%
Total	**507.50**	**254.50**	**253.00**	**50%**	**£876,359**	**443.45**	**247.50**	**195.95**	**1026.13**	**515.00**	**511.13**	**£457,373**	**£418,986**	**48%**

5.3 FTEs   **13.81 FTEs**   **Total FTEs 19.11**

11.0 Mitigating the impact.

11.1 For customers

In making any changes to the size and configuration of the network it will be essential to mitigate the adverse impact on customers, identified in consultation and in the Equality Impact Assessment (EIA) at **Appendix 6**. Again, using the Wirral judgement we have sought to continue to meet the needs of children and vulnerable customers in the following ways:

- The current services to vulnerable housebound users, 'Library Link', could be extended to those who will struggle if their library closes, funded through remodelling of the service. This was successfully achieved on the closure of the mobile;
- The 'Ask Bolton Libraries' service initiative ensures that everyone, wherever they are within the borough, has access to the Central Library enquiry service;
- Access Bolton (AB) answers all library calls currently, and this gives guaranteed phone coverage throughout AB working hours of 8-6 Monday to Friday as all library calls are routed through;
- The Schools' Library Service will continue to provide its excellent service to local schools with topic collections to support the national curriculum and fiction for pleasure across the age range. Currently the service has on loan 55,000 items with 111 schools within Bolton plus 12 schools from outside who pay to use the service;
- Nurseries, PRUs and other educational settings including playgroups and early years centres will continue to be supported and coverage can be expanded;
- The Neighbourhood Collection model could in the future be developed to extend this level of service to other areas of the borough where there is currently no library presence equalising and adding provision across the borough. These initiatives will require appropriate time to develop through relevant partners such as Bolton at Home, NHS Bolton and other members of the LSP who may be involved in digital inclusion;
- Partnership working from remaining buildings is to be developed further e.g. Befriending collections in day centres; community centres and the UCAN network;
- Surplus library stock can be used to refresh collections in Children's Centres and be made available for other disadvantaged groups e.g. Looked After Children.

11.2 **On staff.**

Concern has emerged from the consultation on the loss of staff, both in number and in expertise. **Option 1** will ameliorate this impact by:

- Minimising redundancies;
- Allowing phasing of change so the process of decommissioning libraries can be properly managed and delivered.

11.3 **Other approaches to making savings.**

In evaluating other options for savings we have looked at the approach other library authorities are taking across the country as they too look to reduce spend. Some Public Library Authorities are proposing new models which include:

- the part or whole replacement of staff by volunteers;
- closure of libraries with buildings being handed over to community groups;
- cutting service points, reconfiguring the network and developing alternative service models;
- cutting opening hours across all libraries;
- replacing static buildings with extra mobile services;
- out sourcing support and infrastructure services to commercial companies;
- Friends' groups and funds raised external to council revenue.

11.3.1 The LMA service currently uses volunteers across a range of service, from delivering books to housebound people through to help with documenting museum objects. The council is committed to supporting volunteers through its Volunteer Compact and the LMA service plays a full part in this programme. Volunteers make a valuable contribution in enhancing service delivery but they are not used to deliver mainstream services. We have considered managed volunteers as an alternative form of service delivery but conclude that this is not a cheap option to deliver the necessary level and quality of service. This is because paid staff perform a range of duties efficiently across the network through a recognised level of skills and expertise. We could not expect volunteers to do the same. In adopting any model which involves the whole or partial replacement of staff by volunteers the council believes that any substitution of paid jobs by volunteer roles, especially where staff have been made redundant would have a major impact on industrial relations

11.3.2 Options to cut service points, reconfigure opening hours and the impact of cutting hours off all libraries have been developed above.

11.3.3 Bolton's mobile library was removed from service in 2009 as it was not cost efficient in terms of unique usage and cost per issue. We no longer have a vehicle so this would require the lease or purchase of one. Re-instituting the mobile is not deemed to be viable, comprehensive or an efficient use of resources.

11.3.4 A series of meetings have been held with two of the leading players in the outsourcing market. After looking at the data and considering the offer from the companies we have rejected this option as it is not as comprehensive as the one we currently have, nor would it make the requisite savings.

11.3.5 Bolton LMA already has two Friends' groups within the museums; one operates at Smithills Hall and offers valuable guiding, fundraising and support and one fund-raises for the central museum. We have no library Friends' groups.

11.3.6 Other suggestions for ways to save money without cutting library service points have emerged from the consultation. These include buying library materials more cheaply. Membership of the North West Libraries Consortium has enabled Bolton to get better prices from suppliers for books, DVDs, and standard reference materials such as government publications. The North West Libraries Consortium increased its buying power by joining forces with Yorkshire authorities to negotiate a new contract in 2009.

11.3.7 The suppliers also deliver the books 'shelf-ready' by supplying and fixing items such as barcodes, book labels and jackets. This has not only driven down expenditure on the cost of the materials involved but also the staff time previously taken up with these processes.

11.3.8 In 2010-11 the service saved approximately:
- 39% on adult fiction and non-fiction paperbacks
- 36% on children's fiction and non-fiction paperbacks

11.3.9 Bolton Library Service has achieved significant savings over the last few years by changing the way staff work, cutting duplication across libraries, museums and archives and taking out senior posts across the separate services. In September 2009 two heads of service posts were merged, and staff underneath, right through to day to day operational management, had to apply for fewer posts working across the domains. This has already saved £530k in the financial year 11/12. This reorganisation has been carefully planned in such a way as to minimise the impact on front line delivery.

11.3.10 Other suggestions were that we share buildings to save costs but only one library out of 15 currently is a 'stand alone' service not working and sharing cost with another partner. Potential alternative revenue streams have been suggested, such as coffee shops and delivering national programmes like 'Race Online'. For the former, there is no business model that we could make income from given our throughput of customers and for the latter, we are actively engaged with the **Race Online** programme, which leverages the People's Network infrastructure but is delivered without any revenue from the DCMS.

11.4 Shared services across Greater Manchester Libraries

11.4.1 Library services in Greater Manchester are committed to working together and have a strong and proven track record of doing so. Over the past ten years a number of shared services have been implemented including the library stock purchasing consortium which has delivered economies of scale as detailed above.

11.4.2 "Ask About Business" provides a single high quality information service for companies, start-ups and jobseekers with a number of authorities across Greater Manchester and North West subscribing to Manchester Central Library's business service. This is both a vital service to SMEs as business information is very costly to acquire and an efficient service to Bolton Libraries as we do not have to subscribe to expensive resources.

11.4.3 All authorities contribute to the staffing and resources costs for the Reader Development Co-ordinator supporting and developing reading promotions and events. The services also participate in national programmes such as the Summer Reading Challenge for children and young people and Race Online, the initiative to create a networked nation, bridging the Digital Divide by getting millions more people online by the end of 2012.

11.4.4 Greater Manchester library services were selected as one of the ten pilot projects of the Museums Libraries and Archives Council/LGA **Future Library Programme (FLP)** looking at new ways of delivering library services. Between September 2010 and January 2011 a feasibility study was carried out in order to identify options for shared services across

Greater Manchester but before the feasibility was completed the local government settlement required authorities to identify higher than anticipated budget reductions.

11.4.5 The financial projections of the feasibility were no longer valid. There may well be potential for longer-term gains and wider benefits in a single library service but it will need much further analysis to test the assumptions. What is clear is that it cannot deliver the savings required by the service within the timescales in this report, and it cannot be considered a valid option for savings now.

12.0 FINANCIAL IMPLICATIONS

12.1 The financial implication of these proposals is a net reduction in spend depending on the option chosen, as outlined below:

Option 1

Staff costs   £300,000   12.85fte
Building costs   £107,000
Total saving   £407,000

This option will reduce the size of the network but retain a dynamic platform from which a comprehensive and efficient public library service can be delivered for the people of Bolton.

Option 2

Staff costs   £405,140   18.76 fte
No savings from buildings as all libraries remain. This option proposes cutting all library opening hours by up to 38% (average 33%). We believe it would not provide a comprehensive and efficient service.

Option 3

Staff costs   £418,986   19.11fte
No savings from buildings as all libraries remain. This option 3 proposes cutting all library opening hours except Central, by up to 52% (average 48%). We believe it would not provide a comprehensive and efficient service.

12.2 **Staff and Establishment Implications**

Implementation of any of the options will require a service restructure including some potential redundancies. The numbers will vary depending on the option adopted, see above. Further work will be done to identify staffing impact and any change will be subject to consultation with staff, trades' unions and other stakeholders.

13.0 EQUALITY IMPACT

13.1 An Equality Impact Assessment screening form has been completed for the proposals outlined in this report, and is attached at **Appendix 6**

13.2 The Equality Impact Assessment looks at the anticipated impacts of the proposal on people from Bolton's diverse communities, and whether any groups are likely to be directly or indirectly differentially affected.

13.3 Due to the nature of the proposals, it is possible that there could be some adverse impact. This analysis is set out in more detail in the Equality Impact Assessment at **Appendix 6.**

14.0 RECOMMENDATIONS

The Executive is asked to agree to:

- The adoption of **Option 1** as the Council's preferred option for further consultation as this will provide a network which is compliant with the PL&M Act 1964 and a service which maintains quality and geographical equity.

- That this further period of consultation will run from 29 July to 16 September.

- Further work on developing the Access Bolton offer and neighbourhood collections through partners;

Questionnaire

Bolton Council

Your views on the review of Library services

As part of the programme to deliver £60m of savings across the council over two years, the Executive has approved a review and reorganisation of the whole library service using objective criteria, which aims to save around £400,000 to £500,000 over the next two years.

The council's proposals for consultation are:

- A review of the current library service network using set criteria (including population characteristics, deprivation indicators, accessibility and the condition of the building)

- The retention of the central library as the hub of the network

- The retention of the library in the constituent towns of the borough, that is: Blackrod, Farnworth, Horwich, Little Lever and Westhoughton.

Proposals

Q1 Will the proposals outlined above affect you and your family?

☐ Yes   ☐ No

Q2 If yes, please explain how the proposals will affect you and your family.

Q3 Can you think of other ways the library service could make the required savings?

Current library use

Q4 Which library do you use <u>most often</u>? (tick one only)

☐ Astley Bridge	☐ Farnworth	☐ Oxford Grove
☐ Blackrod	☐ Harwood	☐ The Orchards
☐ Bolton (Central library)	☐ Heaton	☐ Westhoughton
☐ Breightmet	☐ High Street	☐ Library Link (service for those who are housebound)
☐ Bromley Cross	☐ Horwich	☐ None
☐ Castle Hill	☐ Little Lever	

Q5 Why do you use this library? (tick all that apply)

☐ To borrow/return books

☐ To use the computers

☐ To attend children's events (e.g. under 5's session)

☐ To meet with friends

☐ To study or to work

☐ To read

☐ To attend an exhibition or community meeting

☐ To hire/return CDs or DVDs

☐ To attend a course

☐ To attend events for adults (e.g. reading group or author event)

☐ To find something out/look for information

☐ Research topics e.g. local or family history

☐ Other (please specify below)

Q6 Approximately how often do you use this library? (tick one only)

☐ More than once a week	☐ Fortnightly	☐ Less than monthly
☐ Weekly	☐ Monthly	

Q7 How do you usually travel to this library? (tick one box only)

Car	Bus	Train	Walk	Other (e.g. bicycle, taxi)
☐	☐	☐	☐	☐

Future library use

Q8 **If you could no longer use your preferred library which of the following would you be most likely to use?** (tick one box only)

☐ Astley Bridge
☐ Farnworth
☐ Oxford Grove

☐ Blackrod
☐ Harwood
☐ The Orchards

☐ Bolton (Central library)
☐ Heaton
☐ Westhoughton

☐ Breightmet
☐ High Street
☐ None of the above

☐ Bromley Cross
☐ Horwich

☐ Castle Hill
☐ Little Lever

Q9 **If you would not use any of the libraries please say where you would go or what you would do instead.**

Q10 **As part of the review we will look at opportunities to enhance opening hours. To assist us with this, please tell us when you would most like to use a library in the future?** (please tick **up to three** boxes)

	Before 9	**Mornings** (9am - 12noon)	**Lunch** (12 noon - 2pm)	**Afternoon** (2pm - 5pm)	**Evening** (5pm - 8pm)
Weekdays	☐	☐	☐	☐	☐
Saturdays		☐	☐	☐	
Sundays		☐	☐	☐	

About you The questions in this section are entirely optional. Please feel free to skip any that you prefer not to answer.

Please tick the box that most closely describes your interest in this issue? (tick one box only)

☐ A member of the public

☐ A staff member working at a library in Bolton

☐ Other council staff member

☐ School / governor

☐ A community or voluntary group (please specify below)

☐ A partner organisation (please specify below)

☐ A business / private organisation (please specify below)

☐ Other (please specify below)

Are you...?
☐ Male   ☐ Female

What is your age?

What is your postcode?

What is your ethnic group?

☐ White British	☐ Asian / Asian British
☐ Other White	☐ Black / African / Caribbean / Black British
☐ Mixed / multiple ethnic groups	☐ Other ethnic group

Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months? Include problems related to old age

☐ Yes, limited a lot

☐ Yes, limited a little

☐ No

Do you look after, or give any help or support to family members, friends, neighbours or others because of either:
- long term physical or mental ill-health / disability?
- problems due to old age?
Do not count anything you do as part of your paid employment

☐ No

☐ Yes, 1-19 hours a week

☐ Yes, 20 - 49 hours a week

☐ Yes, 50 or more hours a week

QUESTIONNAIRE RETURNS

Please hand your completed questionnaire by **Friday 20 May 2011** to a member of the library staff or post it FREEPOST (no stamp required) to:

Consultation and Research Team
2nd Floor
The Wellsprings
FREEPOST NAT17203
BOLTON
BL1 1ZX

Please be assured that your personal details will be kept strictly confidential and that no individual or organisation will be identified in the reporting of results.

Thank you for completing this questionnaire.

Appendix Two – Suggestions and library service response

The questionnaire contained a number of open-ended questions giving respondents the opportunity to explain or expand on their choices. These comments have been categorised into a number of themes, and are explained in more detail below.

Will the proposals outlined affect you and your family?
  Yes   = 86% (2785 respondents)
  No   = 14% (443 respondents)

Those who stated that they would be affected by the proposals then were asked; **Please explain how the proposals will affect you and your family. 2201 respondents made comments**

Key issues raised in consultation		Service response
266 respondents stated that if the proposals were implemented it would affect **children's learning and homework**, particularly if it restricted their use of computers.		The School's Library Service will continue to provide an excellent service to local schools, with topic collections to support the national curriculum and fiction for pleasure across the age range. Currently the service has on loan 55,000 items with 111 schools with the borough plus 12 schools from outside who pay to use the service.
82 respondents stated that implementation of the proposals would result in **children reading less** which would also affect their learning and achievement		Nurseries, PRUs and other educational settings including playgroups and early years centres will continue to be supported and coverage can be expanded. Surplus library stock can be used to refresh Children's centres and be made available for other disadvantaged groups e.g. looked after children
180 respondents stated that the proposals would affect the **young**, saying it would be difficult for younger people to get to other libraries and that it would affect children's learning / homework / ability to attend classes		
A number of respondents (124 responses) indicated that it would affect their **studies** / being able to do **research** as it would restrict the use of computers and limit access to books**.**		

Appendix Two – Suggestions and library service response

Key issues raised in consultation		Service response
578 comments related to respondents feeling their own library was **more convenient**. In particular, the elderly, young, disabled and those who have work commitments found it more convenient.		All remaining libraries will be physically accessible and in close proximity to a public transport route. Part B. Appendix 2 contains transport maps of the localities where closures are proposed under option 1. These maps detail bus and road links to the town centre or in the case of Highfield to Farnworth as 66.7% of respondents at this library indicated this would be their preferred alternative.
488 comments related to **accessibility issues**, respondents said that it would be difficult to get to other libraries due to health or disability issues, issues relating to age or due to transport difficulties.		
A number of respondents (76 comments) stated that if they had to go to another library, the books would be **too heavy** to carry, especially for older people.		43% of respondents said that they would use Bolton Central Library if their library was closed.
Some responded that the proposals would **limit their access to books** (197 comments). The main reason indicated is that it would be difficult to access other libraries. It was also indicated by some that the limited access to books would affect their ability to do research and their children's learning.		Active borrowers registered at one library very often use alternative libraries. This is trackable through the Library Management System. Part B. Appendix 1 Table 3 details current patterns of customers' current multi use of libraries. At some libraries this is as high as 45% of active users using other libraries.
Some respondents (179 comments) stated that if the proposals were implemented that they would **not be able to go to the library** anymore, the reasons for this included; accessibility (due to age and health) and transportation issues (parking and public transport).		
Some respondents stated that they would **not go to the library as often** (113 comments). The reasons for this included that accessibility (due to age, health and transportation) is an issue and that their own library is more convenient than others.		The Neighbourhood Collection model could be developed to extend this level of service to other areas of the borough where there is currently no library presence equalising and adding provision across the borough. These initiatives will require appropriate time to develop through relevant partners such as Bolton at Home, NHS Bolton and other members of the LSP who may be involved in digital inclusion;
255 respondents stated that the **transport / parking** would cause difficulty if they had to go to another library		
A number of respondents (88 responses) stated that **time constraints** would affect their use of other libraries, due to transport issues and their own library being more convenient.		
Some respondents (207 responses) stated that the proposals will affect **the old**, stating that it would be more difficult for these people to get to other libraries.		
A small number (47 responses) stated that it would affect those that were on **low income or unemployed**. Reasons for this included transport / parking costs and would restrict the use of computers.		The current services to vulnerable housebound users, 'Library Link', could be extended to those who will struggle if their library closes, funded through remodelling of the service. This was successfully achieved on the closure of the mobile
181 respondents stated that the proposals would affect the **disabled / those with illnesses** or their carers, stating that it would me more difficult for these people to get to other libraries.		
Some respondents (60 respondents) stated that visits to their library means time spent as a **family** or time with grandchildren.		
Some respondents (36 responses) stated that the implementation of the proposals may affect their access to **audio / large print** books.		

Appendix Two – Suggestions and library service response

Key issues raised in consultation		Service response
220 respondents stated that if they were unable to go to their own library, their **use of computers** would be restricted, many stated that this would affect children's learning and the ability to do research.		Alternative public access to computers are available in UCAN centres, some youth centres and 'Active Ageing' centres
A number of respondents (164) indicated that they use their library as a **meeting place**.		There are no separate meeting room facilities in the five libraries proposed for closure under option 1.
347 comments related to the **community**, respondents felt that the proposals would affect the community, especially for those who use the library as a meeting place or attend classes / exhibitions or activities		Proposed locations for neighbourhood collections will provide the opportunity for informal meeting places
Some respondents stated that they attend **classes / exhibitions / activities** which may be affected if the proposals are implemented (190 responses)		Programmes of classes / exhibitions / activities will continue in the new network of libraries
A small number (40 responses) stated that the library they use has been **recently refurbished** or is a **new build.**		New build libraries will remain under Option 1.
30 respondents stated that they would **lose their jobs** if the proposals were implemented.		Option 1 will minimise the number of redundancies
35 respondents stated that implementation of the proposals would result in most libraries **closing in the north** area of Bolton.		Option 1 attempts to redress the balance of provision across the borough. Neighbourhood collections will mitigate the impacts of proposed closures
A number of respondents (51 responses) stated that are concerned that other libraries are **not as good** or 'their' libraries may be affected by the closure of others (e.g. more people going)		Option 1 will provide the same, if not improved quality of service across the remaining network

Appendix Two – Suggestions and library service response

Can you think of other ways the library service could make the required savings? (1704 respondents)

Key issues raised in consultation		Service response
295 respondents suggested that the building could be used for other facilities. Suggestions included; - Community activities / meetings - Events / exhibitions - Coffee shops / cafes - Hire out to other businesses for conferences etc. - Council use spare spaces within library - Combine some libraries within one library		Shared use of library buildings has been central to service delivery since 2004. This approach was named LibraryPlus and has brought in partners appropriate to the locality e.g. GM Police, CVS Befriending Service, Access Bolton, NHS, Children's Centres, Area Forums.
563 respondents suggested shorter opening hours. The alterations to the opening hours included; closing on certain days of the week, opening for less hours during the week, not opening on Sundays.		Option 2 and Option 3 propose shorter opening hours. Any changes in opening hours will be structured around current usage.
A number of respondents (84) stated that some libraries should close but not all which are proposed. The main comments are; - Merge some libraries with others (where they are in close proximity) - Keep the libraries that used more often - Close those libraries that are located in older buildings - Close Bolton (Central library) and keep branch libraries open Further suggestion to replace those closures was to introduce a mobile library service (24 responses)		Option 1 proposes closure of 5 libraries based on a range of criteria including usage and condition of building. See 3.1.5
Some respondents (210) suggested that more volunteers assist in the library.		Volunteers make a valuable contribution in enhancing service delivery but are not used to deliver mainstream services. See 7.3.1 in main report.
Some respondents (145) stated that the cost of stock needs to be reduced. Ways to reduce the cost of stock included; - Do not buy any more stock - Fewer copies of the same book - Accept good quality second-hand books (other items of stock; CDs / DVDs)		£200k has been taken from the Library Services Materials Fund for 11/12 and 12/13. An automated stock management system has been introduced to streamline processes. Regional joint purchase has increased discounts. Handling second hand stock is not cost effective in terms of staff time in processing, cataloguing etc.

Appendix Two – Suggestions and library service response

Key issues raised in consultation		Service response
A number of respondents (168) stated that the amount of library staff be reduced. The suggested ways of doing this were; - By having shorter opening hours - Employ more volunteers instead of paid staff		All options propose a reduction in staff Volunteers make a valuable contribution in enhancing service delivery but are not used to deliver mainstream services. See 7.3.1 in main report.
209 respondents stated that other cuts within the council should be made. Suggestions for council cuts included; - Reduce the amount of printing and paperwork produced - Reducing the number of council staff and reducing wages - Shut museum and aquariums		Comments noted. Under option 2 opening times of the Museum and Aquarium would be cut.
Several ways of generating income were suggested, which included; - Small charge for borrowing and/or reserving books (169 responses) - Charge for the use of computers e.g. hourly rate (131 responses) - Libraries should sell older stock (83 responses) - Increase and enforce fines for late return of books (84 responses) - Charge for activities that are currently held at the library (116 responses) - Introduce a membership / annual fee (85 responses)		Charges are made for inter library loans sourced from outside the borough. These charges are currently under review. Currently only one hour free computer use is available to users, they are charged for any subsequent time. Some withdrawn items of stock are sold on line. PL&M Act states that book borrowing should be 'free at the point of delivery'. There is a charge for some activities, but not all.
A number of respondents (87) suggested that sponsorship is obtained or fundraising activities held.		There are no plans for 'Friends' groups.
Some respondents (96) suggested that the current usage of electricity / heating should be reviewed. Many of those respondents felt that the heating was on too high or left on when not necessary and that the lights were often not needed.		Heating is regulated where possible. Some older systems are difficult to synchronise.
There were suggestions to reduce costs by; - Removing / reducing the number of computers (35 responses) - Just provide books and remove other stock e.g. DVDs / CDs (25 responses) - Stop providing / reduce the number of free newspapers and magazines (35 responses)		See previous comment on stock. Computer use is important to many of our customers. Newspapers and periodicals have been reviewed as part of the Materials Fund reduction.
A number of respondents (23 responses) suggested that more electronic processes be introduced. These included; e-books, electronic booking-in system, online ordering.		An automated stock management system has been introduced to streamline processes. RFID systems are being expanded. We await the outcome of national discussions with publishers re loan of E-books from libraries.

Appendix Two – Suggestions and library service response

A total of 873 respondents stated that if they could no longer use their preferred library they would not use any of the existing libraries within Bolton. These 873 respondents were then asked the following question:

If you would not use any of the libraries please say where you would go or what you would do instead? (672 respondents)

Key issues raised in consultation
A number of respondents (57 responses) stated they would have to stay at home. Of those respondents 9 stated that this would affect their quality of life.
Some respondents (67 respondents) stated that not being able to go to the library or having limited access would affect their quality of life.
(79 respondents) stated the implementation of the proposals would result in them visiting a library less often.
Some respondents (54) stated that they would go to another library not in the Bolton area. Libraries stated are; Wigan, Leigh, Manchester, Bury, Chorley, school / college / university libraries, library close to work.
Respondents suggested other ways that they would get access to books, these included; - buy books second hand e.g. from charity shops or car boot sales (64 responses) - start a book club / book sharing with friends (28 responses) - buy books (103 responses) – comments include; buy a Kindle, buy from the internet or book shop -
242 respondents stated that if the proposals were implemented they would no longer use libraries.
A number of respondents (54) stated that they would have to use their own computer or someone else's instead of the library computers.
13 respondents stated that they would have to find resources from other sources instead of using the libraries.
7 respondents stated that they would have to get their family or friends to go to the library for them as they would be unable to go themselves.
A number of respondents (4) stated that they would lose their job.
Some respondents (40) indicated that they would have to find other things to do with their time. Comments included; watch TV, go to the park, find a hobby, meet up with friends elsewhere.

Appendix Two – Suggestions and library service response

Significant differences between libraries

Differences in analysis of consultation response		Service response
A higher proportion of respondents from Castle Hill use the computers (63% v 40%) and meet with friends (32% v 18%)		Alternative computer provision at the UCAN, Youth Centre and Active Ageing centre
A higher proportion of respondents from Highfield use the library to meet with friends (27% v 18%) and attend children's events (21% v 15%)		The proposals will not affect the children's centre
A higher proportion of Bromley Cross users attend children's events (24% v 15%)		Under Option 1 it is proposed Bromley Cross library will remain
A higher proportion of Breightmet library users use the computers (55% v 40%) and attend a course (24% v 8%)		Under Option 1 it is proposed Breightmet library will remain
A higher proportion of respondents from Harwood library borrow CDs/DVDs (37% v 24%) and attend exhibitions (36% v 21%)		Under Option 1 it is proposed Harwood library will remain
High Street respondents were more likely to use computers (63% v 40%), more likely to meet with friends (38% v 18%), more likely to read (54% v 36%), more likely to borrow CDs or DVDs (39% v 24%) and more likely to attend a course (18% v 8%)		High Street will have an individual focus reflecting their community profile (as well as a full library offer) e.g. digital inclusion

Astley Bridge users (149 respondents)

Location	Percentage
Bolton (Central library)	59.7%
Bromley Cross	18.1%
Harwood	6.0%
Castle Hill	5.4%
Oxford Grove	4.7%
Heaton	2.0%
Horwich	2.0%
Farnworth	1.3%
Breightmet	0.7%
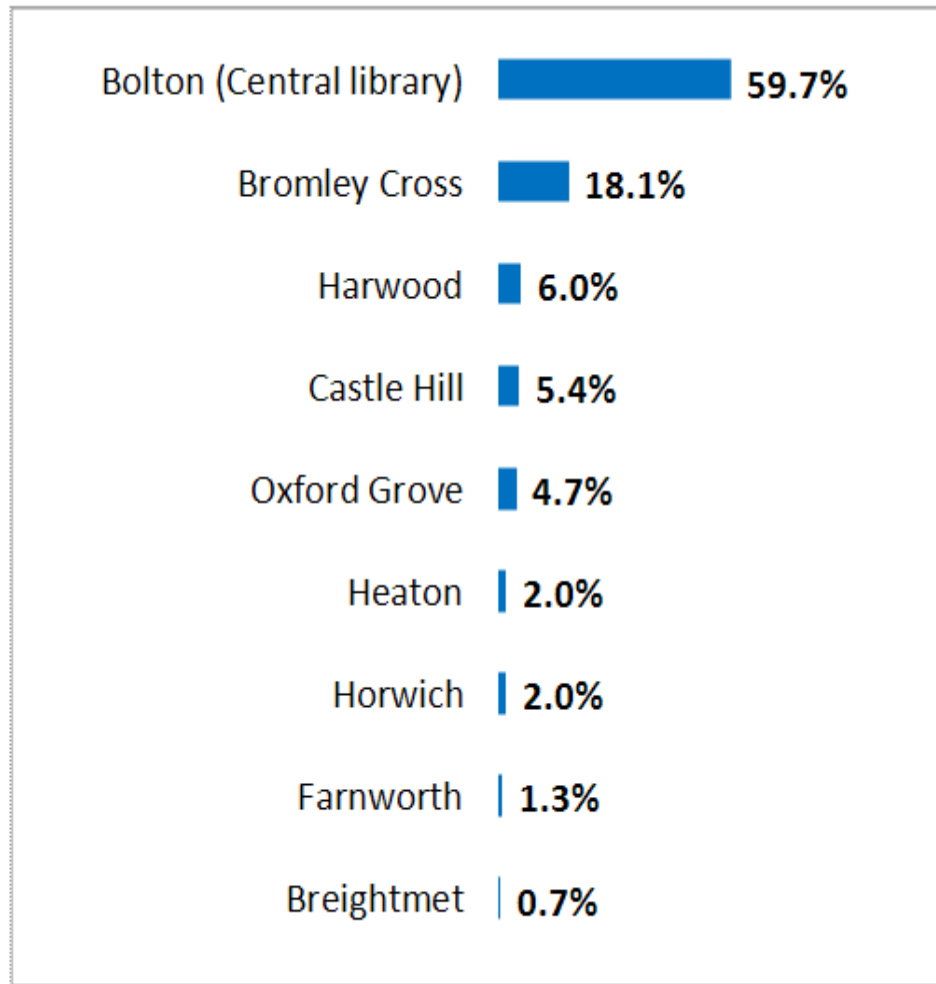
Blackrod users (46 respondents)

Location	Percentage
Horwich	76.1%
Bolton (Central library)	13.0%
Westhoughton	10.9%
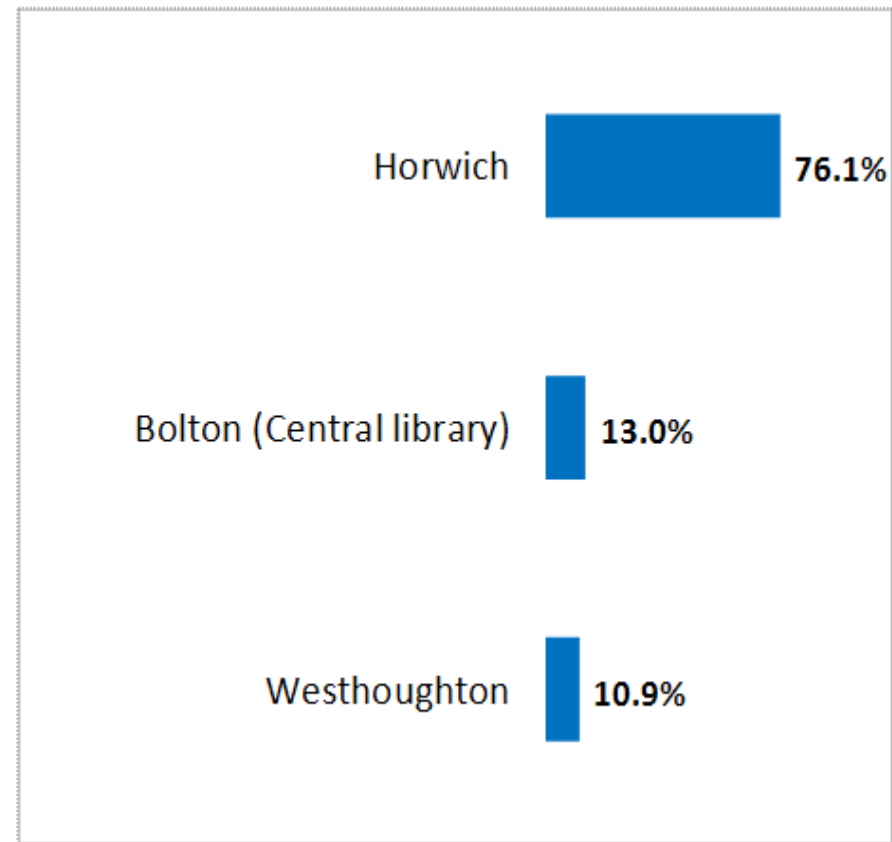
Bolton (Central library) users (205 respondents)

Location	Percentage
Heaton	15.1%
High Street	11.2%
Farnworth	9.8%
Astley Bridge	8.3%
Breightmet	7.3%
Bromley Cross	7.3%
Castle Hill	7.3%
Harwood	6.8%
Horwich	6.8%
Oxford Grove	6.8%
Westhoughton	6.8%
Little Lever	4.4%
The Orchards	1.5%
Blackrod	0.5%
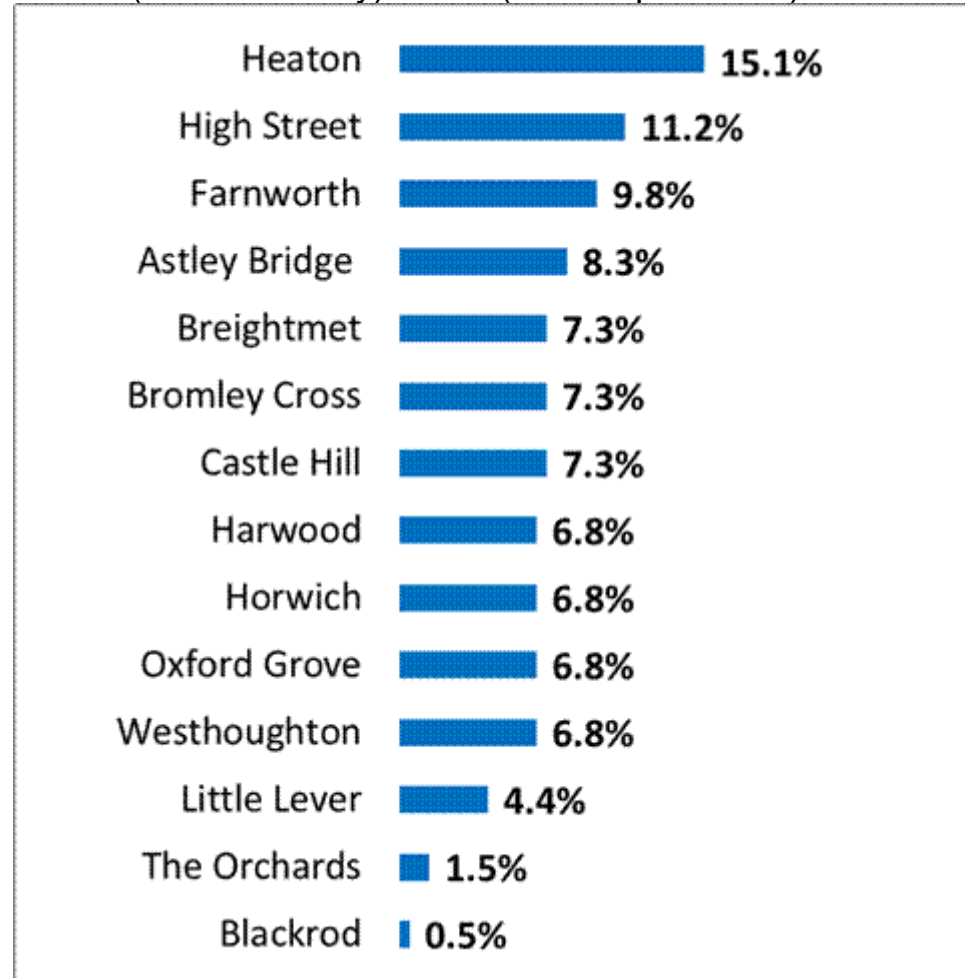
Breightmet users (119 respondents)

Location	Percentage
Bolton (Central library)	50.4%
Harwood	31.1%
Little Lever	6.7%
Castle Hill	5.0%
Farnworth	2.5%
High Street	1.7%
Astley Bridge	0.8%
Bromley Cross	0.8%
The Orchards	0.8%
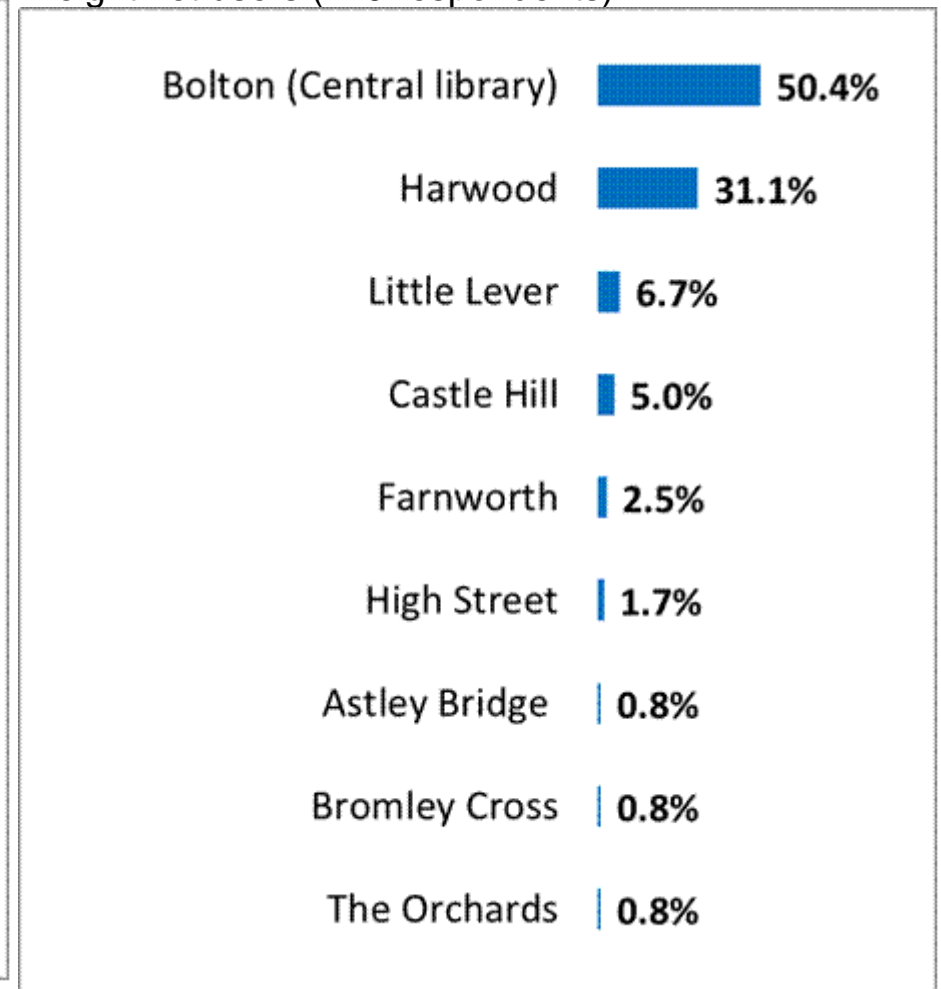
Bromley Cross users (186 respondents)

Harwood	50.5%
Bolton (Central library)	28.0%
Astley Bridge	16.7%
Castle Hill	4.3%
Breightmet	0.5%
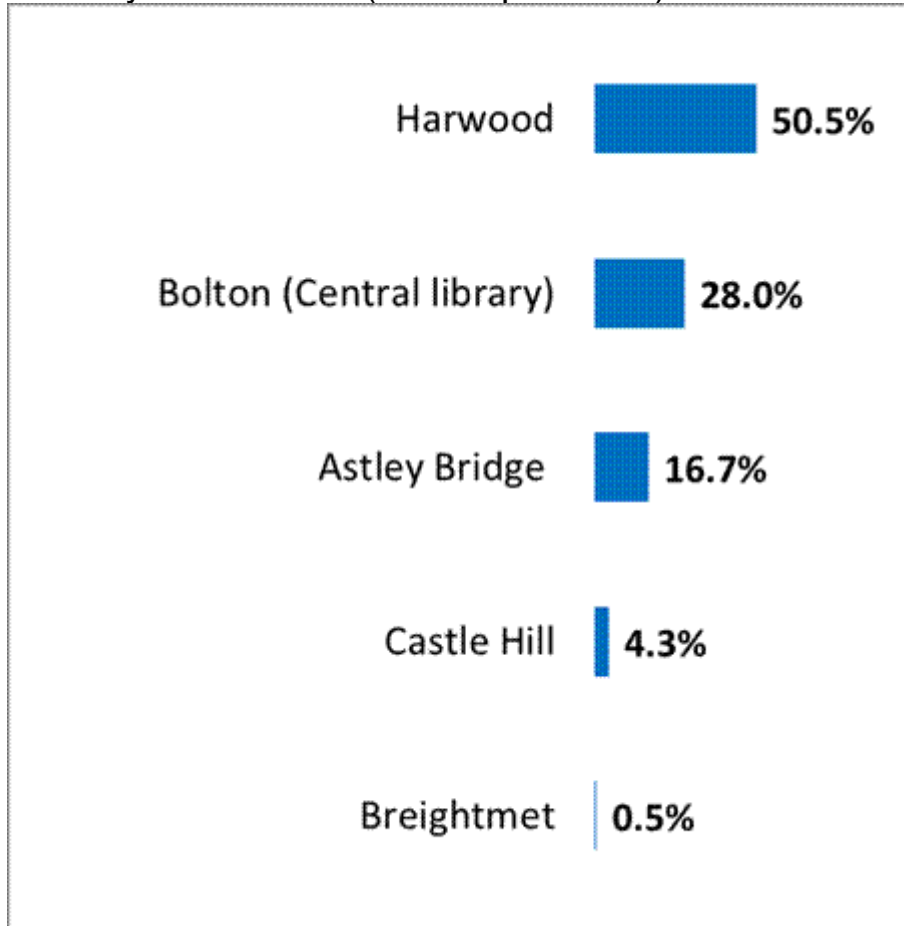
Castle Hill users (130 respondents)

Bolton (Central library)	29.2%
Harwood	29.2%
Astley Bridge	13.1%
Breightmet	11.5%
Bromley Cross	5.4%
Oxford Grove	4.6%
Little Lever	2.3%
Westhoughton	2.3%
Farnworth	1.5%
Heaton	0.8%
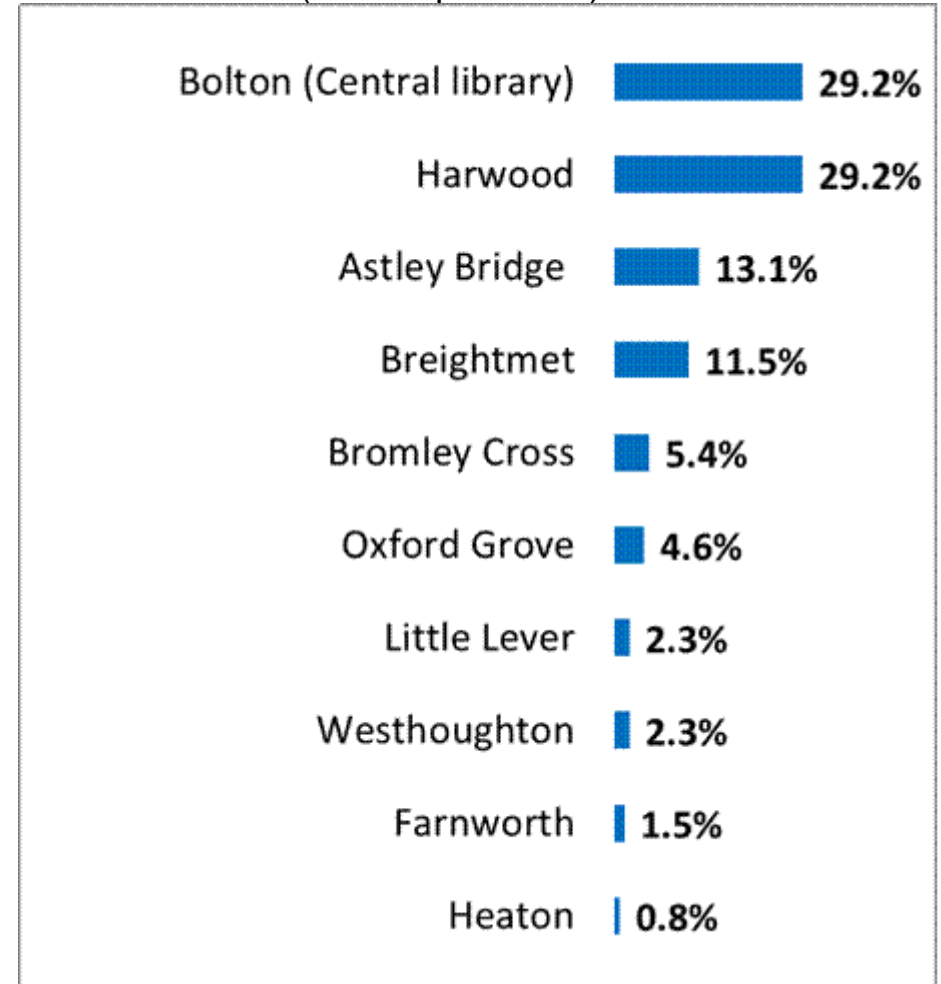
Farnworth users (52 respondents)

Location	Percentage
Bolton (Central library)	67.3%
The Orchards	15.4%
Little Lever	11.5%
Breightmet	3.8%
Westhoughton	1.9%
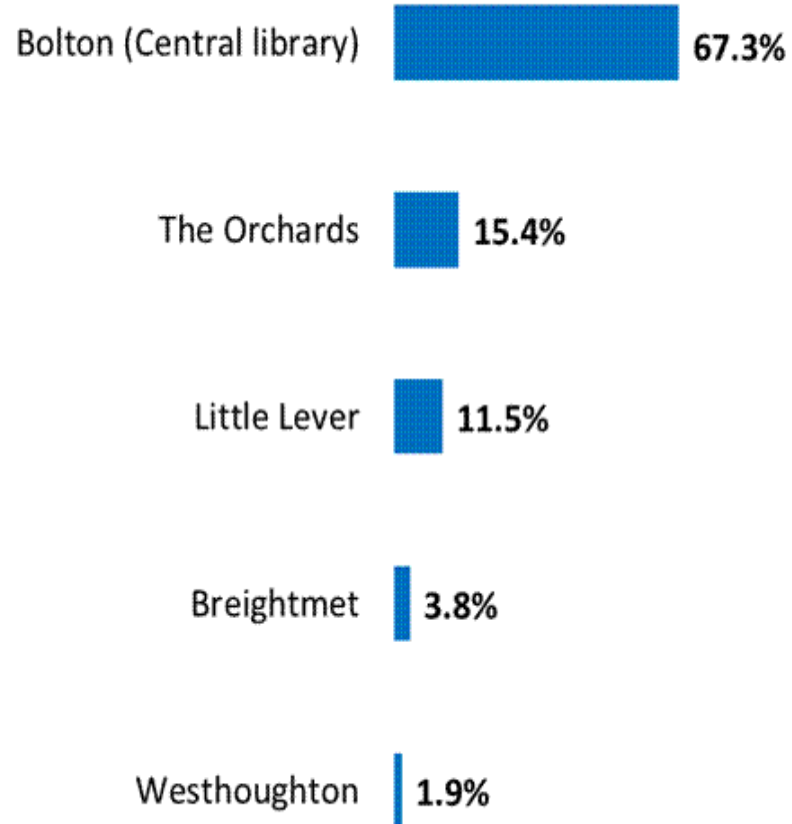
Harwood users (465 respondents)

Location	Percentage
Bolton (Central library)	43.9%
Bromley Cross	22.2%
Castle Hill	18.7%
Breightmet	9.5%
Astley Bridge	3.9%
Little Lever	0.9%
Farnworth	0.4%
Heaton	0.2%
Horwich	0.2%
Oxford Grove	0.2%
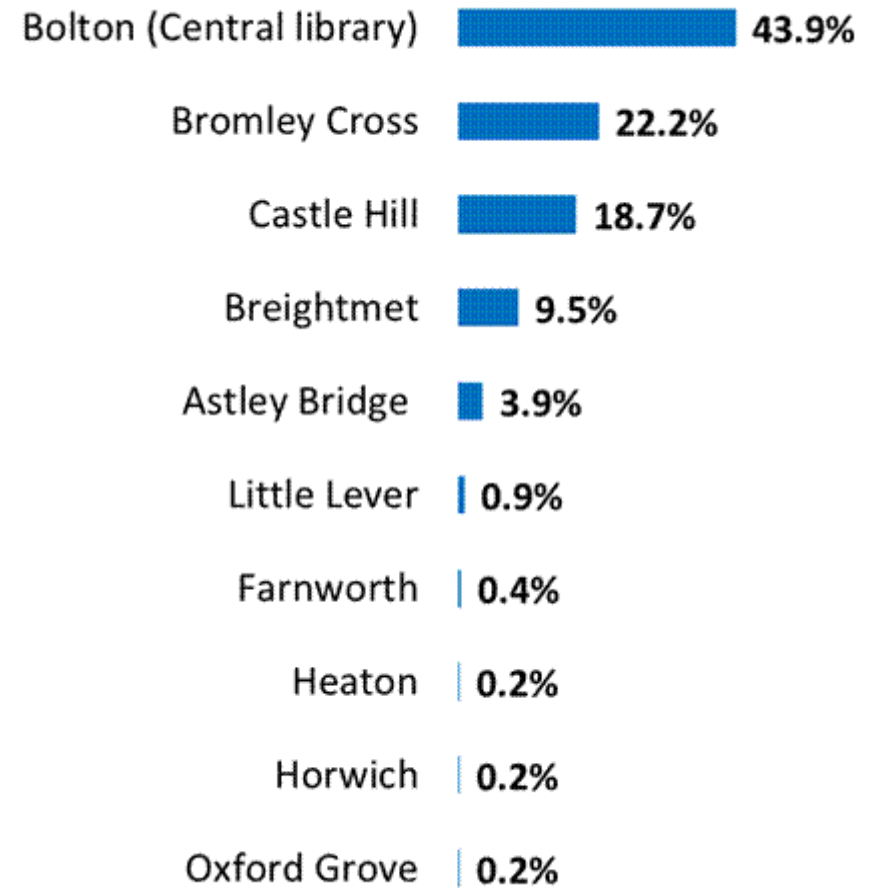
Heaton users (210 respondents)

Location	Percentage
Bolton (Central library)	57.6%
Horwich	17.1%
Oxford Grove	16.7%
Astley Bridge	2.9%
Westhoughton	1.4%
Blackrod	1.0%
Breightmet	0.5%
Bromley Cross	0.5%
Castle Hill	0.5%
Farnworth	0.5%
Harwood	0.5%
Little Lever	0.5%
The Orchards	0.5%
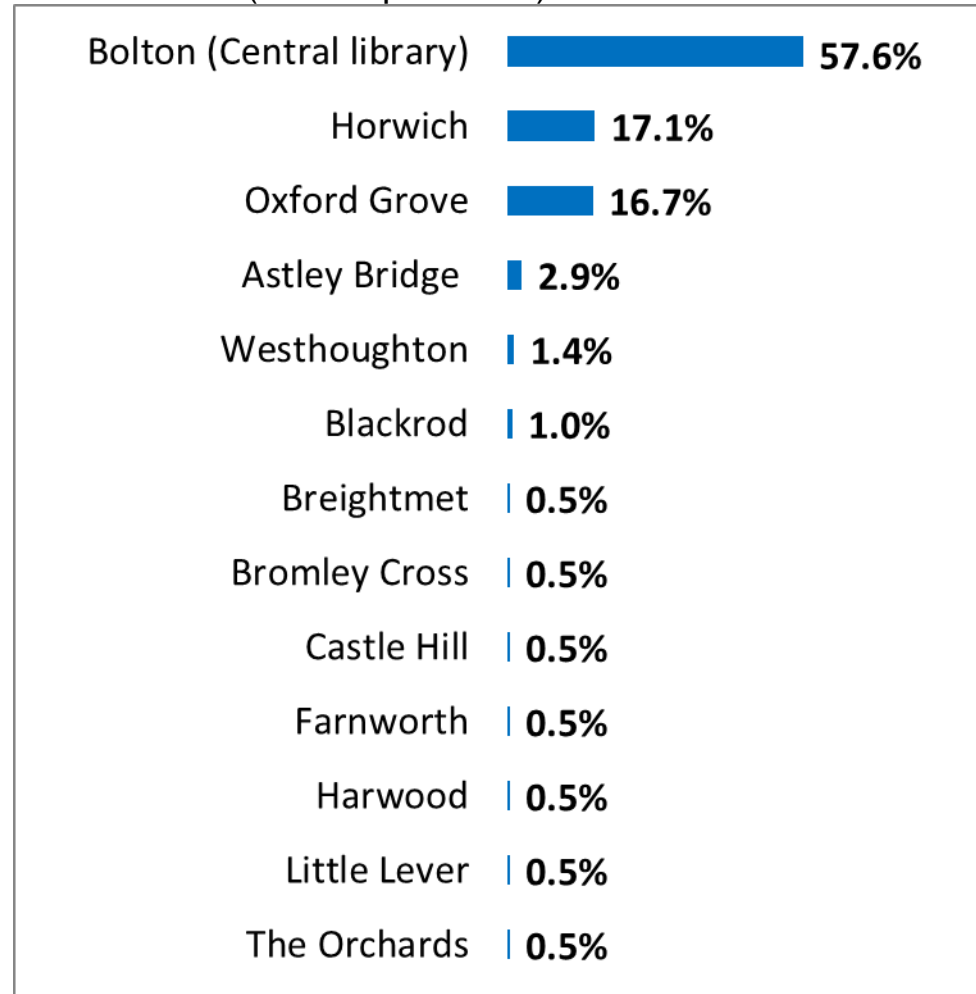
High Street users (72 respondents)

Location	Percentage
Bolton (Central library)	86.1%
Heaton	2.8%
Little Lever	2.8%
Oxford Grove	2.8%
Astley Bridge	1.4%
Breightmet	1.4%
Harwood	1.4%
Westhoughton	1.4%
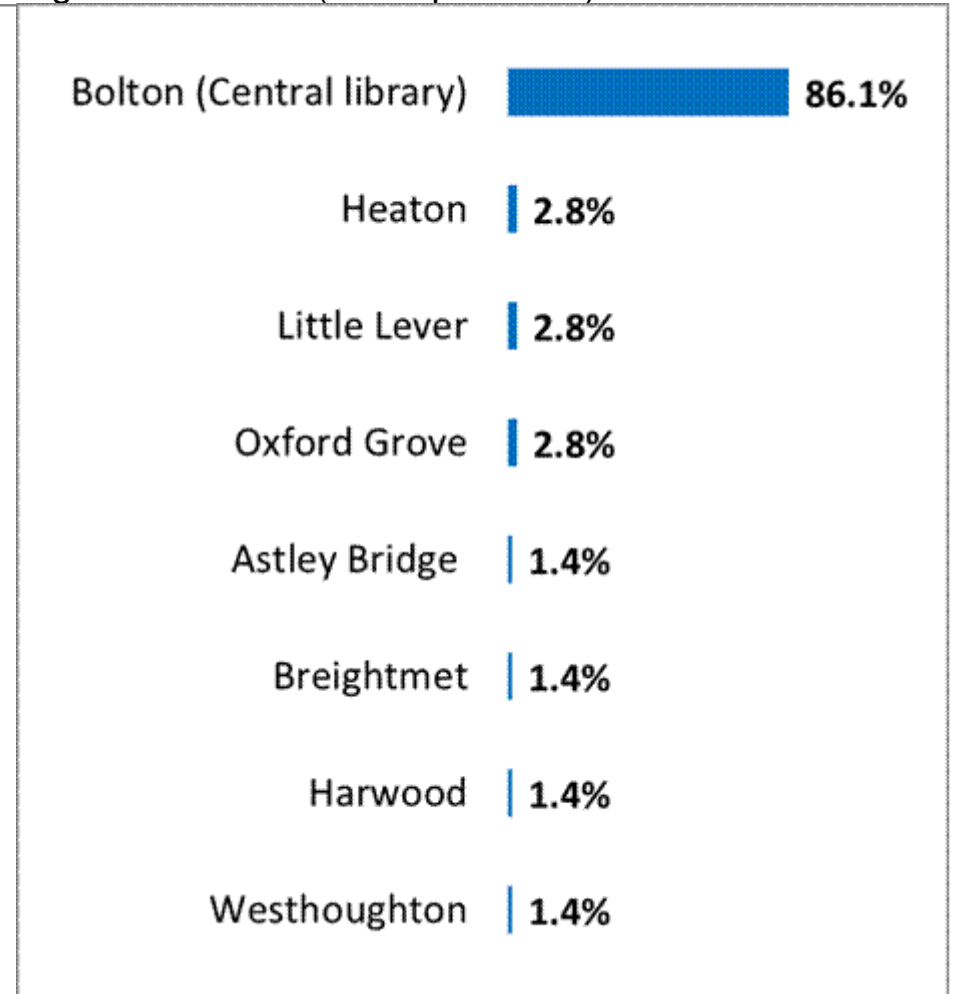
Horwich users (86 respondents)   Little Lever users (30 respondents)
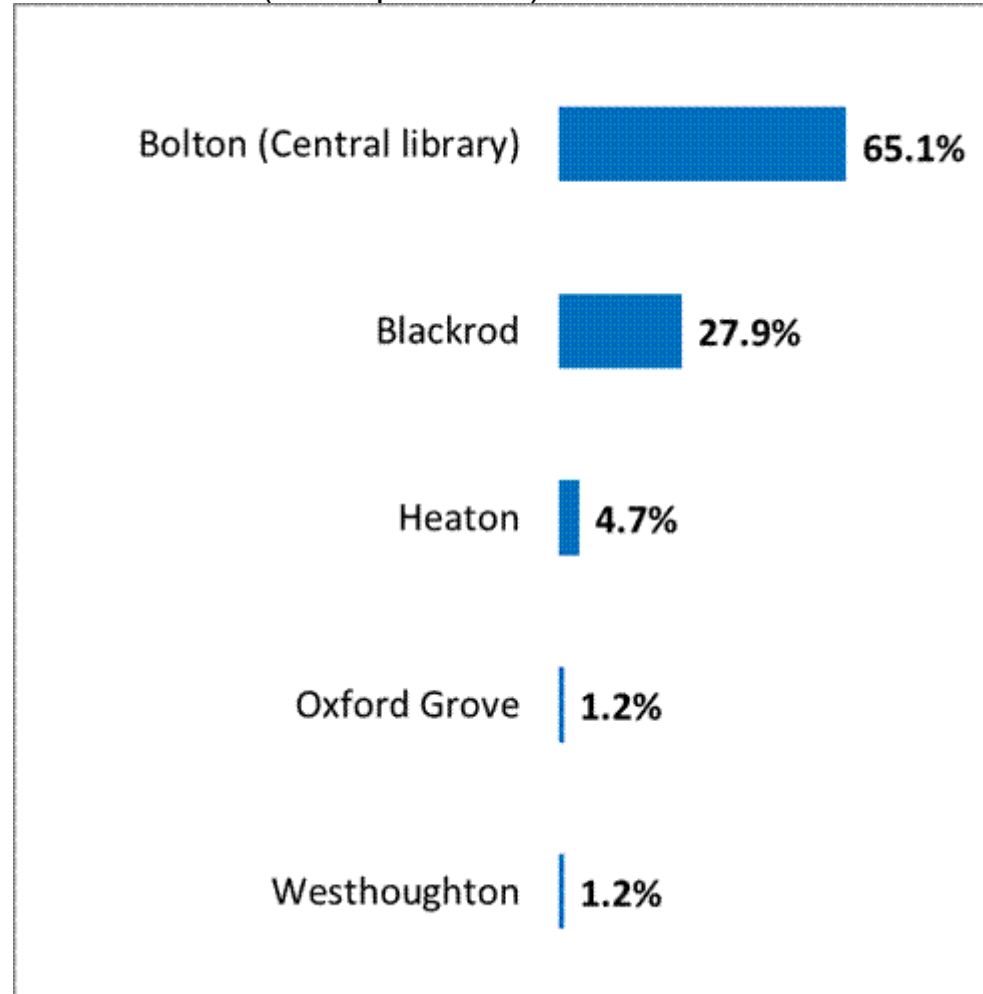
Horwich users	
Bolton (Central library)	65.1%
Blackrod	27.9%
Heaton	4.7%
Oxford Grove	1.2%
Westhoughton	1.2%

Little Lever users	
Bolton (Central library)	53.3%
Breightmet	16.7%
Farnworth	16.7%
Castle Hill	10.0%
Westhoughton	3.3%
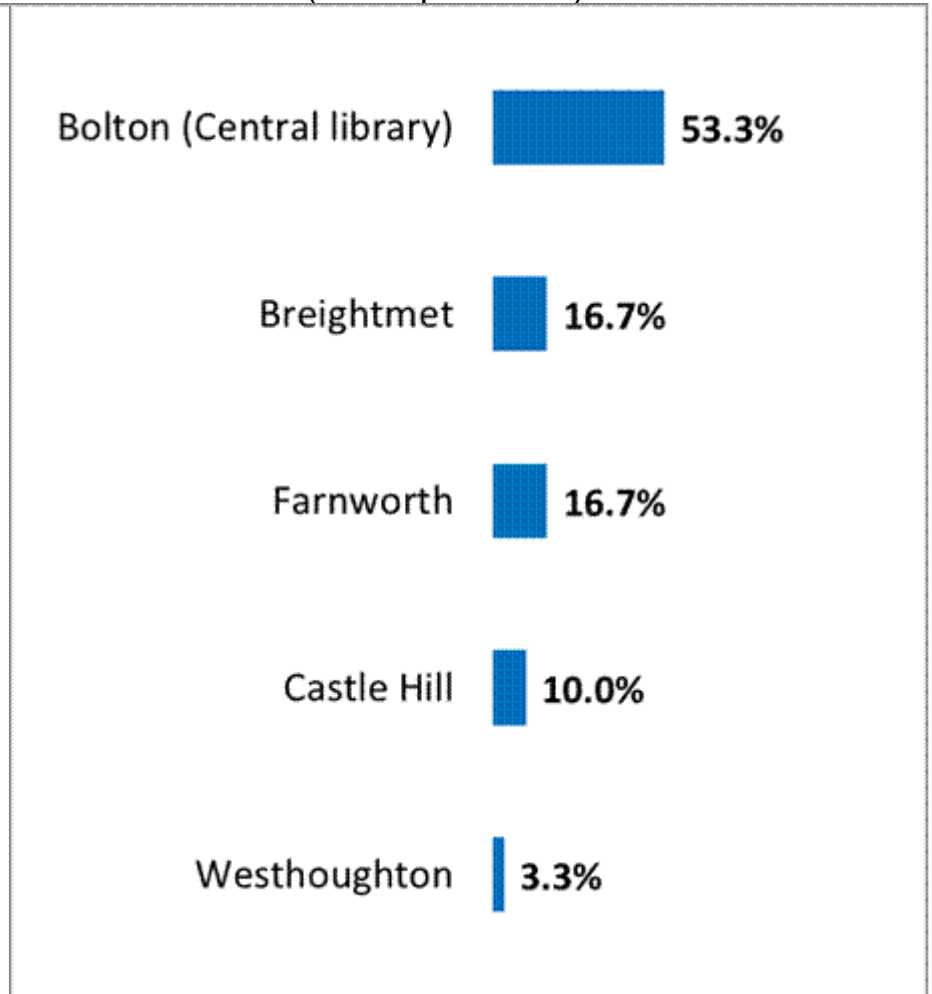
Oxford Grove users (92 respondents)   The Highfield users (72 respondents)
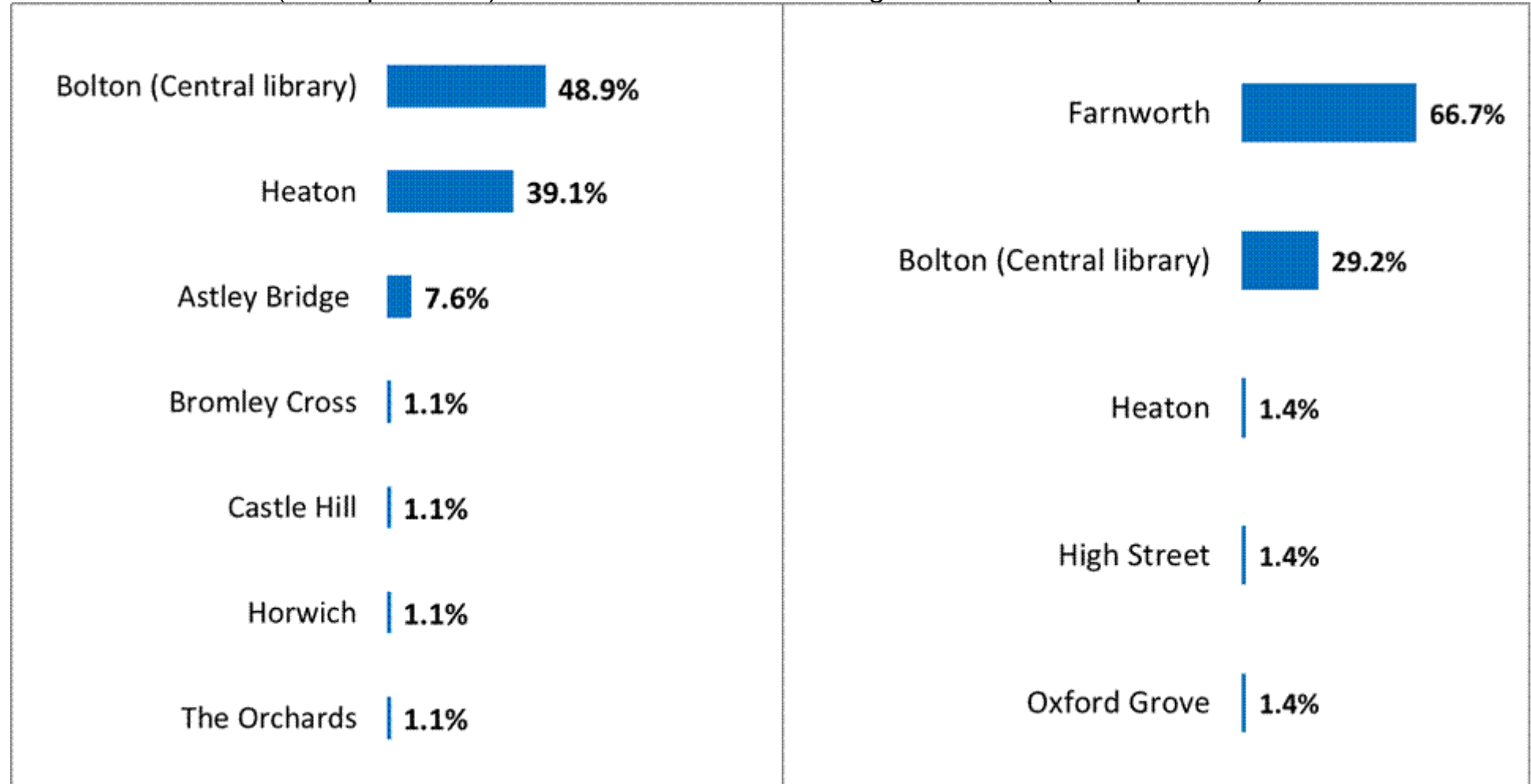
Oxford Grove users	%
Bolton (Central library)	48.9%
Heaton	39.1%
Astley Bridge	7.6%
Bromley Cross	1.1%
Castle Hill	1.1%
Horwich	1.1%
The Orchards	1.1%

The Highfield users	%
Farnworth	66.7%
Bolton (Central library)	29.2%
Heaton	1.4%
High Street	1.4%
Oxford Grove	1.4%
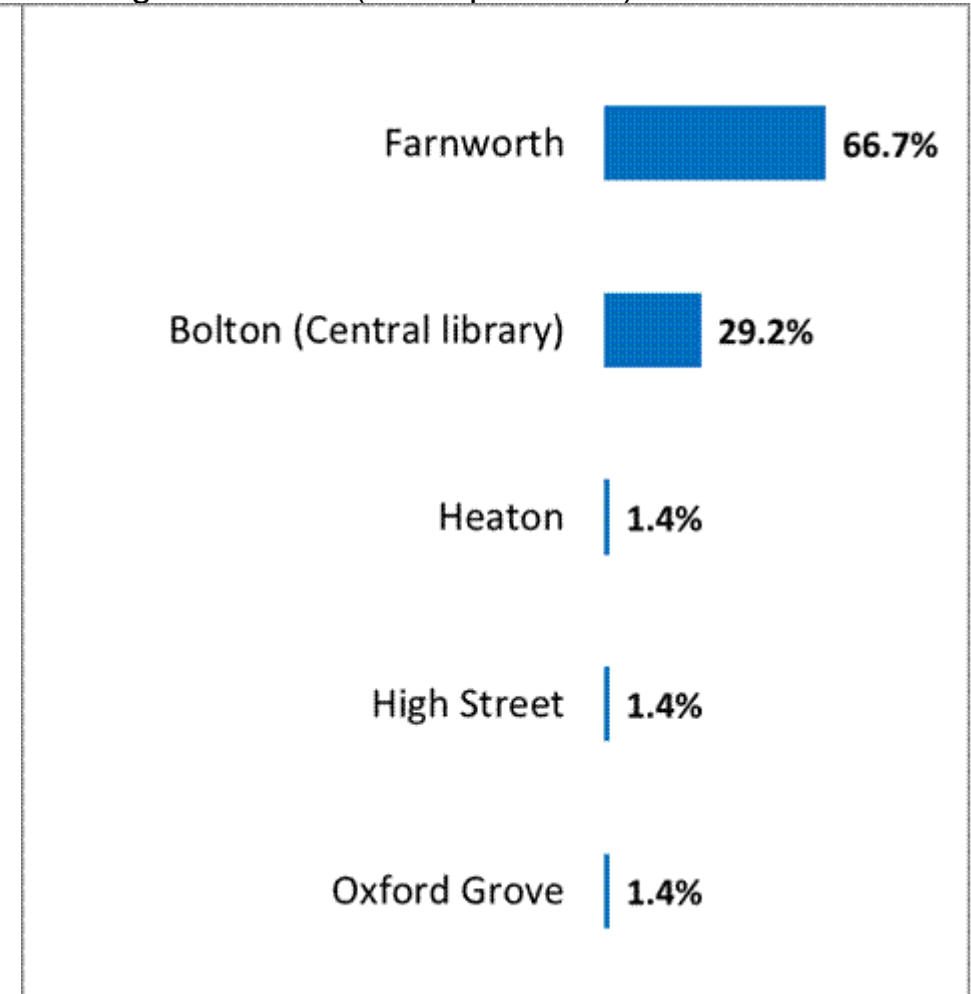
Westhoughton users (72 respondents)
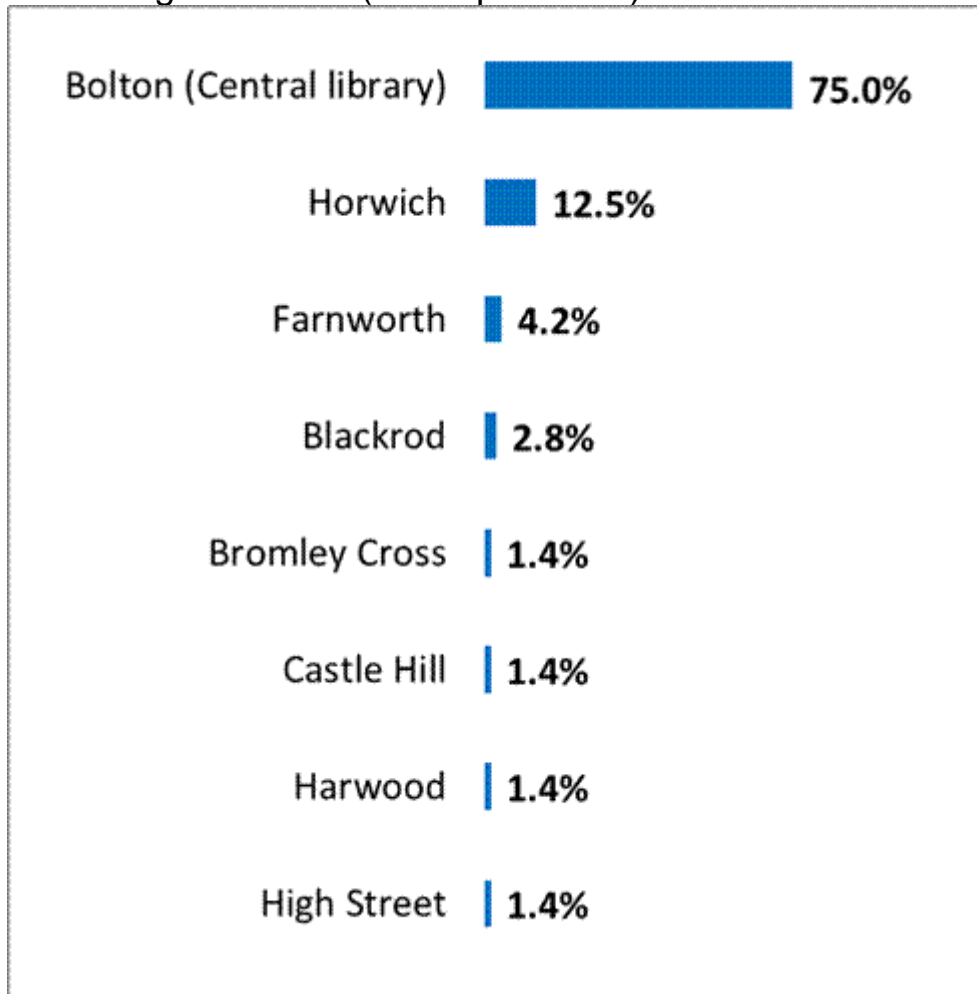
Appendix 4 – Table 1 Libraries ranked on key indicators

Each library has been ranked in order (1 to 14) on a range of indicators. Some indicators have been ranked from lowest to highest, others from highest to lowest. A high rank indicates there is a lower level of viability for a library on a particular indicator. All ranks have been combined into a total to give an overall indicator of the level of viability for each library. The total has been weighted in favour of the indicators for accessibility by car and public transport and the propensity of borrowers to use other libraries (these indicators are worth twice as much as others) as these have been determined as most important in determining decisions in the library review.

Table 1: Library Rankings for Key Indicators (in order of Total Weighted Score)

Library	Catchment Population rank	No. of children 0-19 yrs in area rank	Mean House-hold Income rank	% population claiming out of work benefits rank	No. of libraries within a 10 min drive rank	No. of libraries within 20 mins by public transport rank	Total library visitors rank	Total active borrower rank	% active borrowers using other libraries rank	Cost per trans-action (£) rank	Building perform-ance rank Building rank	Total Weighted Score
Westhoughton	2	2	11	7	1	1	3	2	2	4	1	40
Horwich	3	4	9	10	1	1	1	1	1	5	13	52
Harwood	4	5	12	11	9	4	2	3	9	1	1	83
Farnworth	1	1	5	5	14	8	5	4	5	8	1	84
Breightmet	8	6	4	3	10	4	8	7	6	7	1	84
Little Lever	9	9	6	8	6	4	6	6	3	6	12	88
Blackrod	13	14	10	12	1	1	11	13	4	11	1	97
Bromley Cross	10	10	13	14	5	4	10	10	7	2	1	102
High Street	7	13	1	4	10	14	4	5	8	10	1	109
Heaton	6	8	14	13	7	8	9	8	10	3	1	112
Highfield	14	3	8	6	4	8	13	14	12	9	1	116
Oxford Grove	11	12	2	2	7	8	12	11	11	14	1	117
Castle Hill	12	11	3	1	10	12	7	12	13	13	1	130
Astley Bridge	5	7	7	9	10	13	14	9	14	12	13	150

Appendix 4 – Table 2 – Library Community Profiles: Key Indicator Summary

Library	Catchment Population	Number of children aged 0-19 years	Overall Index of Depri-vation	% popu-lation claiming out of Work Benefits	Average house-hold income	% population 'Moderate Means' or 'Hard Pressed' (ACORN)	% of school leavers achieving 5+ GCSEs (including English and Maths)	% of adults with a long standing illness or disability (estimated)	% of adults with access to a car or van (estimated)	Number of libraries within a 10 minute drive	Number of libraries within 20 minutes by public transport
Astley Bridge	14,147	3,265	Mixed	10.9%	£35,666	32.5%	54%	20.5%	83%	8	6
Blackrod	5,855	1,150	Less deprived	9.7%	£37,151	24%	56%	24%	90.9%	1	1
Breightmet	13,121	3,330	More deprived	24.2%	£27,100	61%	40%	30.5%	76.5%	8	3
Bromley Cross	10,361	2,265	Less deprived	7%	£45,611	13%	66%	15%	94.8%	3	3
Castle Hill	6,113	1,825	More deprived	30.6%	£24,109	88.3%	33%	50%	65%	8	5
Farnworth	27,005	6,960	Mixed	21.7%	£30,373	73%	46%	26.5%	74.6%	9	4
Harwood	20,004	3,610	Less deprived	10.4%	£41,582	15.7%	68%	17.5%	91.5%	7	3
Heaton	13,922	3,040	Mixed	8.9%	£46,072	20.2%	66%	19.7%	89.1%	5	4
Highfield	4,821	1,355	Mixed	19.3%	£35,666	59.2%	52%	30.5%	75.7%	2	4
High Street	13,792	4,905	More deprived	21.8%	£20,820	92%	61%	28%	58.2%	8	8
Horwich	20,969	4,160	Mixed	10.6%	£36,090	43%	63%	21.3%	87.2%	1	1
Little Lever	11,644	2,560	Mixed	13.3%	£33,839	32%	46%	26%	84.9%	4	3
Oxford Grove	6,118	1,705	More deprived	26.9%	£23,565	98%	31%	26%	69%	5	4
Westhoughton	26,388	5,810	Mixed	17.6%	£39,415	32%	57%	17%	88.1%	1	1

Appendix 4 – Table 3 – Borrowing from other libraries actual

NB: Note that the totals of those borrowing at other branches come to more than the percentage of active borrowers shown in the top of each table because some borrowers may take out items at more than one site.

Astley Bridge		
Active Borrowers	1120	
% using other libraries	45%	504
Breakdown of the 45%:		
Central	53.2%	379
Harwood	11.8%	84
Bromley Cross	10.7%	76
Heaton	5.3%	38
Castle Hill	5.3%	38
Halliwell (Oxford Grove)	2.8%	20
Farnworth	2.2%	16
Westhoughton	2.1%	15
Horwich	2.0%	14
High Street	2.0%	14
Breightmet	1.8%	13
Little Lever	0.7%	5
Blackrod	0.1%	1
Total		713

Blackrod		
Active Borrowers	669	
% using other libraries	21%	140
Breakdown of the 21%:		
Horwich	47.9%	101
Central	36.0%	76
Westhoughton	7.6%	16
Heaton	1.9%	4
Breightmet	1.4%	3
Farnworth	1.4%	3
Highfield	1.4%	3
Astley Bridge	0.5%	1
Halliwell (Oxford Grove)	0.5%	1
High Street	0.5%	1
Harwood	0.5%	1
Little Lever	0.5%	1
Total		211

Appendix 4 – Table 3 – Borrowing from other libraries actual

Breightmet		
Active Borrowers	1082	
% using other libraries	29%	314
Breakdown of the 29%:		
Central	57.8%	300
Harwood	19.8%	103
Little Lever	5.6%	29
Castle Hill	4.0%	21
Farnworth	2.9%	15
Bromley Cross	2.3%	12
Westhoughton	1.5%	8
Horwich	1.2%	6
Astley Bridge	1.0%	5
Heaton	1.0%	5
Halliwell (Oxford Grove)	1.0%	5
High Street	1.0%	5
Blackrod	0.6%	3
Highfield	0.4%	2
Total		519

Bromley Cross		
Active Borrowers	874	
% using other libraries	30%	262
Breakdown of the 30%:		
Central	39.7%	181
Harwood	35.5%	162
Astley Bridge	6.1%	28
Castle Hill	6.1%	28
Breightmet	4.2%	19
Heaton	2.9%	13
High Street	1.5%	7
Horwich	1.1%	5
Westhoughton	1.1%	5
Farnworth	0.9%	4
Halliwell (Oxford Grove)	0.7%	3
Highfield	0.2%	1
Total		456

Appendix 4 – Table 3 – Borrowing from other libraries actual

Castle Hill		
Active Borrowers	849	
% using other libraries	38%	323
Breakdown of the 38%:		
Central	44.0%	203
Harwood	16.3%	75
Breightmet	10.0%	46
Astley Bridge	5.2%	24
Halliwell (Oxford Grove)	3.7%	17
High Street	3.7%	17
Bromley Cross	3.3%	15
Horwich	3.3%	15
Little Lever	3.0%	14
Farnworth	2.8%	13
Heaton	1.5%	7
Westhoughton	1.5%	7
Highfield	1.1%	5
Blackrod	0.7%	3
Total		461

Central		
Active Borrowers	15771	
% using other libraries	41%	6466
Breakdown of the 41%:		
High Street	15.3%	1352
Heaton	10.4%	917
Harwood	10.4%	916
Horwich	9.1%	801
Farnworth	8.6%	759
Breightmet	7.9%	702
Astley Bridge	7.8%	687
Halliwell (Oxford Grove)	6.1%	538
Westhoughton	6.0%	534
Bromley Cross	5.4%	475
Little Lever	4.8%	424
Castle Hill	4.8%	422
Highfield	2.3%	200
Blackrod	1.3%	116
Total		8843

Appendix 4 – Table 3 – Borrowing from other libraries actual

Farnworth		
Active Borrowers	2306	
% using other libraries	29%	669
Breakdown of the 29%:		
Central	57.0%	583
Highfield	13.5%	138
Little Lever	7.1%	73
High Street	3.6%	37
Breightmet	3.3%	34
Harwood	2.5%	26
Castle Hill	2.5%	26
Horwich	2.2%	22
Westhoughton	2.2%	22
Heaton	1.8%	18
Astley Bridge	1.7%	17
Halliwell (Oxford Grove)	1.5%	15
Bromley Cross	0.7%	7
Blackrod	0.4%	4
Total		1022

Halliwell (Oxford Grove)		
Active Borrowers	846	
% using other libraries	33%	279
Breakdown of the 33%:		
Central	58.0%	271
Heaton	13.7%	64
Astley Bridge	8.1%	38
Horwich	4.1%	19
Castle Hill	3.0%	14
High Street	2.6%	12
Westhoughton	2.6%	12
Harwood	1.9%	9
Breightmet	1.7%	8
Bromley Cross	1.7%	8
Farnworth	1.5%	7
Blackrod	0.4%	2
Highfield	0.4%	2
Little Lever	0.2%	1
Total		467

Appendix 4 – Table 3 – Borrowing from other libraries actual

Harwood		
Active Borrowers	2784	
% using other libraries	32%	891
Breakdown of the 32%:		
Central	46.2%	629
Bromley Cross	15.6%	213
Castle Hill	10.1%	138
Breightmet	8.6%	117
Astley Bridge	5.4%	73
Heaton	3.1%	42
Farnworth	2.8%	38
Horwich	2.0%	27
Little Lever	1.6%	22
High Street	1.3%	18
Westhoughton	1.3%	18
Halliwell (Oxford Grove)	0.8%	11
Highfield	0.7%	9
Blackrod	0.5%	7
Total		1362

Heaton		
Active Borrowers	1276	
% using other libraries	33%	421
Breakdown of the 33%:		
Central	58.6%	380
Horwich	11.1%	72
Halliwell (Oxford Grove)	11.0%	71
Castle Hill	2.9%	19
High Street	2.8%	18
Westhoughton	2.6%	17
Astley Bridge	2.5%	16
Harwood	2.5%	16
Farnworth	1.5%	10
Bromley Cross	1.4%	9
Highfield	1.1%	7
Little Lever	0.8%	5
Blackrod	0.6%	4
Breightmet	0.6%	4
Total		648

Appendix 4 – Table 3 – Borrowing from other libraries actual

Highfield		
Active Borrowers	502	
% using other libraries	34%	171
Breakdown of the 34%:		
Farnworth	50.9%	138
Central	36.9%	100
High Street	2.6%	7
Little Lever	1.8%	5
Westhoughton	1.8%	5
Blackrod	1.1%	3
Astley Bridge	0.7%	2
Breightmet	0.7%	2
Bromley Cross	0.7%	2
Heaton	0.7%	2
Castle Hill	0.7%	2
Halliwell (Oxford Grove)	0.4%	1
Horwich	0.4%	1
Harwood	0.4%	1
Total		271

High Street		
Active Borrowers	1555	
% using other libraries	31%	482
Breakdown of the 31%:		
Central	81.9%	549
Farnworth	4.6%	31
Heaton	2.4%	16
Halliwell (Oxford Grove)	1.5%	10
Astley Bridge	1.3%	9
Highfield	1.3%	9
Westhoughton	1.2%	8
Breightmet	1.0%	7
Harwood	1.0%	7
Horwich	0.9%	6
Castle Hill	0.9%	6
Bromley Cross	0.7%	5
Little Lever	0.6%	4
Blackrod	0.4%	3
Total		670

Appendix 4 – Table 3 – Borrowing from other libraries actual

Horwich		
Active Borrowers	3093	
% using other libraries	17%	526
Breakdown of the 17%:		
Central	58.1%	439
Blackrod	11.0%	83
Heaton	7.9%	60
Westhoughton	5.4%	41
Castle Hill	3.2%	24
Farnworth	2.3%	17
Astley Bridge	2.1%	16
Harwood	2.1%	16
Halliwell (Oxford Grove)	2.0%	15
Breightmet	1.9%	14
High Street	1.3%	12
Highfield	1.1%	8
Bromley Cross	0.9%	7
Little Lever	0.7%	5
Total		757

Little Lever		
Active Borrowers	1355	
% using other libraries	20%	271
Breakdown of the 20%:		
Central	52.6%	220
Farnworth	15.6%	65
Breightmet	10.5%	44
Harwood	4.5%	19
Castle Hill	2.6%	11
Halliwell (Oxford Grove)	2.4%	10
Horwich	2.4%	10
High Street	2.4%	10
Westhoughton	1.9%	8
Highfield	1.4%	6
Bromley Cross	1.2%	5
Heaton	1.0%	4
Astley Bridge	0.7%	3
Blackrod	0.7%	3
Total		418

Appendix 4 – Table 3 – Borrowing from other libraries actual

Westhoughton		
Active Borrowers	2805	
% using other libraries	20%	561
Breakdown of the 20%:		
Central	68.7%	497
Horwich	8.7%	63
Heaton	3.6%	26
Blackrod	2.5%	18
Farnworth	2.5%	18
High Street	2.4%	17
Halliwell (Oxford Grove)	2.2%	16
Astley Bridge	1.8%	13
Castle Hill	1.8%	13
Highfield	1.7%	12
Little Lever	1.5%	11
Harwood	1.2%	9
Breightmet	1.0%	7
Bromley Cross	0.4%	3
Total		723

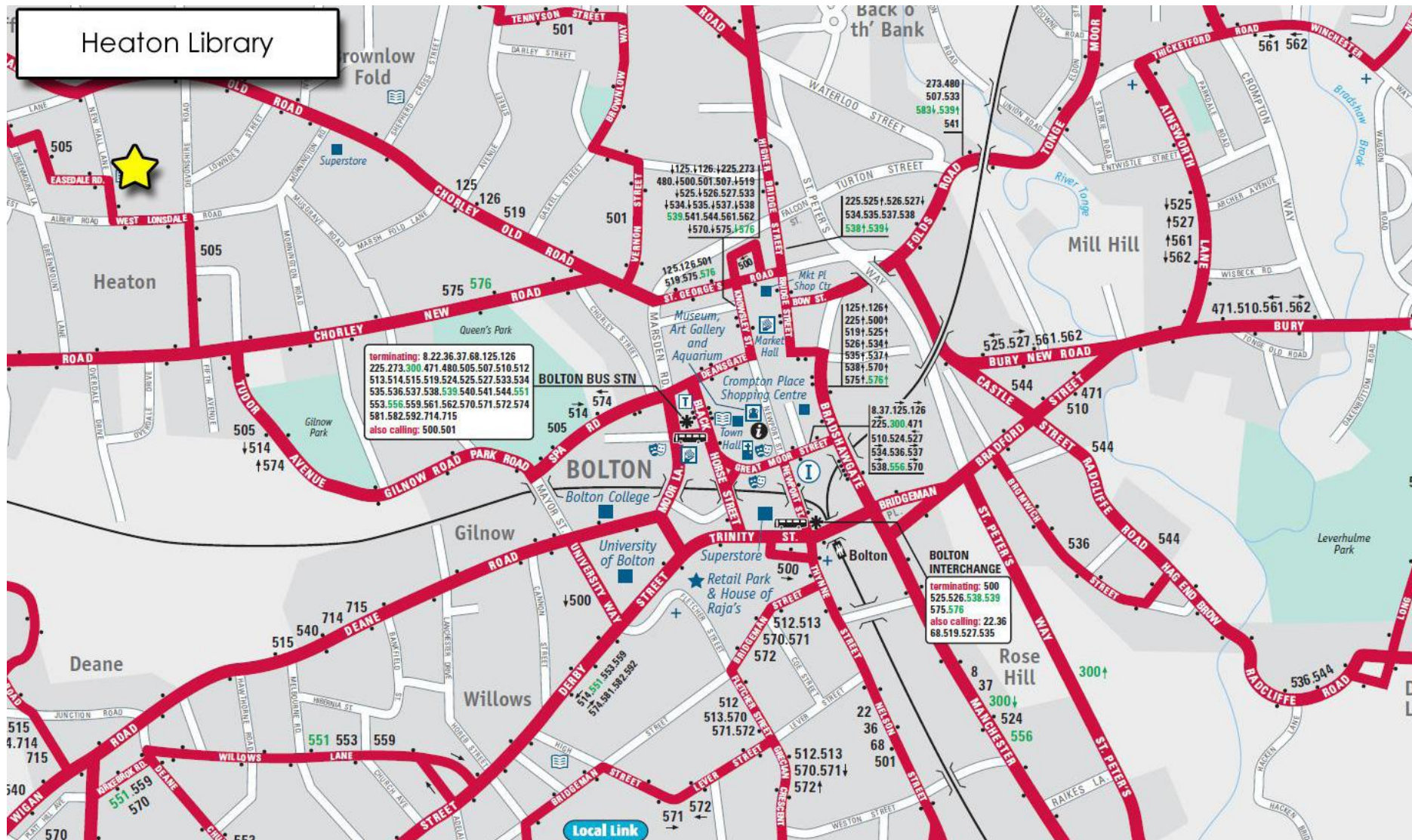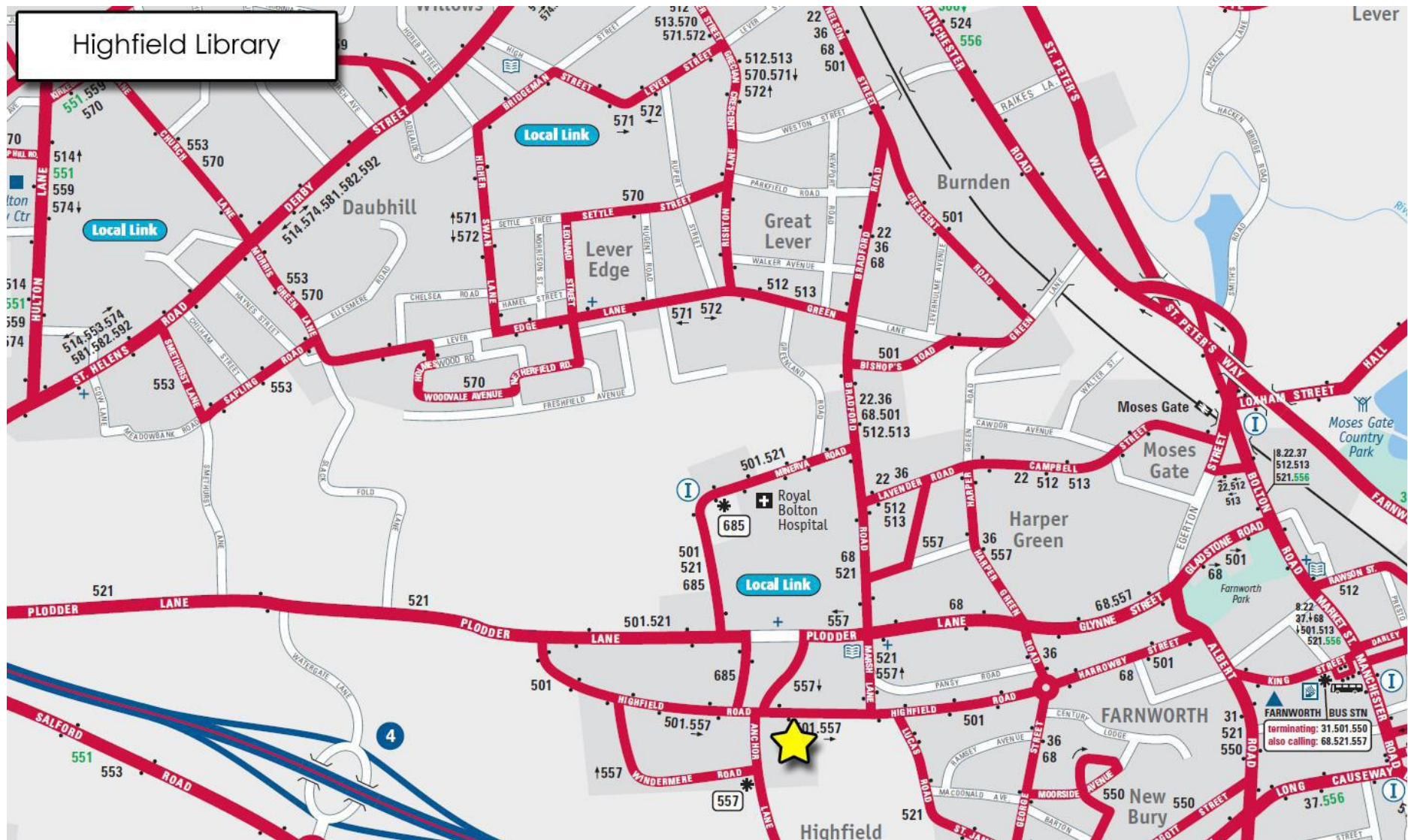Appendix 5 Transport maps where libraries are proposed to close

Appendix 5 Transport maps where libraries are proposed to close

Castle Hill Library

Appendix 5 Transport maps where libraries are proposed to close

Heaton Library

Appendix 5 Transport maps where libraries are proposed to close

Appendix 5 Transport maps where libraries are proposed to close