

Report for: ACTION
Item Number:



<b>Contains Confidential or Exempt Information</b>	<b>NO – Part I</b>
<b>Title</b>	Library Extended Opening Hours Review and Recommendations
<b>Responsible Officer(s)</b>	Mark Taylor, Head of Libraries, Arts and Heritage Services, 01628 796989
<b>Contact officer, job title and phone number</b>	Angela Gallacher, Service Manager: Libraries, 01628 685641
<b>Member reporting</b>	Cllr Eileen Quick
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	30 January 2014
<b>Implementation Date if Not Called In</b>	1 April 2014
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	Library Opening Hours, Extended Opening Hours, Pilot, Sunday Opening

### Report Summary

1. This report reviews the trial to extend library opening hours with support from volunteers. The pilot was implemented after a public consultation indicated a preference for extended opening hours across 4 library locations.
2. This report recommends that the extended library opening hours piloted at Maidenhead, Windsor, Cox Green and Sunningdale continue Monday – Saturday and that the Sunday openings piloted at those Libraries continue for an extended pilot period until 30 September 2014.
3. If adopted, the key financial implication for the Council is a £10K additional revenue investment, for the period of the extended pilot.
4. The additional funding would provide an inadequate staff base to offer a fully comprehensive library service on Sundays unless additional volunteers are recruited.
5. During the remaining period of the pilot monitoring of business levels on Sundays will continue to allow reporting of take-up by residents and assess the need to provide specialist ICT support out of office hours.

<b>If recommendations are adopted, how will residents benefit?</b>	
Benefits to residents and reasons why they will benefit	Dates by which residents can expect to notice a difference
1. Residents will be able to continue to use libraries during the extended opening hours Monday – Saturday without any additional cost to the council.	April 2014
2. Residents will be able to continue to use Cox Green Windsor, Maidenhead and Sunningdale Container Libraries on a Sunday at lower cost to the council for an extended pilot period until 30 September 2014.	April 2014
3. Residents will continue to have the opportunity to make a real difference in their community by volunteering at a library on a regular basis. Volunteers will also continue to have the opportunity to acquire work-based skills to assist them in their search for paid employment.	April 2014

## 1. Details of Recommendations

### **RECOMMENDATION: That Cabinet agrees:**

- 1. the additional library opening hours, Mondays – Saturdays at Maidenhead, Windsor, Cox Green and Sunningdale Library continue to operate, as set out in the table below.**
- 2. opening on Sunday at Maidenhead, Windsor, Cox Green and Sunningdale Libraries continues to be offered to residents as set out in the table below for an additional pilot period of six months.**
- 3. the Libraries revenue budget is increased by £10K to deliver the 12 additional Sunday opening hours for the extended pilot period of six months.**
- 4. further promotion of the additional opening hours to residents**
- 5. a management consultation with affected employees on revised timetables**
- 6. A report on the take-up of the Sunday opening pilot is prepared for consideration by Cabinet in August 2014**

## 2. Reason for Recommendation(s) and Options Considered

2.1. An additional 14.5 hours of library availability per week Monday to Saturday can be offered to residents at no additional cost to the Council. The improved opening hours for Monday to Saturday are shown in bold text in the table. A further 12 hours per week can be offered to residents on Sundays at an annual cost of £35K. The recommendation is that Windsor, Maidenhead, Cox Green and Sunningdale libraries remain open on Sundays for an extended pilot period until 30 September 2014. This can be accomplished, provided additional volunteers can be recruited at a cost of £10K (half of the reduced annual cost of £20K). The additional hours have been made possible by training up volunteers to work alongside staff and stretching staff shifts to cover the improved opening hours.

Location	Mon	Tue	Wed	Thu	Fri	Sat	Sun
<b>Maidenhead Old hours</b>	9.30-5	9.30-8	9.30-5	9.30-8	9.30-7	9.30-4	Closed
<b>Maidenhead Pilot hours</b>	<b>9-7</b>	<b>9-7</b>	<b>9-7</b>	<b>9-7</b>	<b>9-7</b>	<b>9-5</b>	11-2
<b>Maidenhead Proposed hours</b>	<b>9-7</b>	<b>9-7</b>	<b>9-7</b>	<b>9-7</b>	<b>9-7</b>	<b>9-5</b>	11-2
<b>Windsor Old hours</b>	9.30-5	9.30-8	2-5	9.30-5	9.30-7	9.30-3	Closed
<b>Windsor Pilot hours</b>	9.30-5	9.30-7	<b>1-5</b>	9.30-5	9.30-7	<b>9.30-5</b>	11-2
<b>Windsor Proposed hours</b>	9.30-5	9.30-7	<b>1-5</b>	9.30-5	9.30-7	<b>9.30-5</b>	11-2
<b>Cox Green Old hours</b>	Closed	1.30-5	10-7	10-1.30	1.30-5	10-1.30	Closed
<b>Cox Green Pilot hours</b>	Closed	1.30-5	10-7	<b>10-5</b>	1.30-5	10-1.30	11-2
<b>Cox Green Proposed hours</b>	Closed	1.30-5	10-7	<b>10-5</b>	1.30-5	10-1.30	11-2
<b>Sunningdale Old hours</b>	Closed	Closed	Closed	Closed	10-1 2-7	10-1	Closed
<b>Sunningdale Pilot hours</b>	Closed	Closed	Closed	Closed	10-1 2-7	<b>10-4</b>	11-2
<b>Sunningdale Proposed hours</b>	Closed	Closed	Closed	Closed	10-1 2-7	<b>10-4</b>	11-2

Library Opening Hours Per Week	2012/13 Old	2013/14 Pilot	2014/15 Proposed
Maidenhead	52	61	61
Windsor	43.5	48.5	48.5
Cox Green	23	29.5	26.5
Sunningdale	11	17	14
<b>Total</b>	<b>129.5</b>	<b>156</b>	<b>150</b>

2.2. £25K was provided as a one-off budget to fund the Sunday opening pilot in 2013/14. If the additional Sunday opening at Windsor, Maidenhead, Cox Green and Sunningdale libraries is to be sustainable for a further pilot period until 30 September then an additional £10K will be needed. This funding will cover core staff to ensure a professional service is available during all opening hours, supported by volunteer assistance. Additional frontline volunteers will need to be recruited to supplement the 20 already supporting the service delivery on Sundays.

2.3. Average weekly levels of business based on numbers of issues (or loans) and visits on Sundays at the 4 pilot locations are outlined in this table:

	<b>Average Issues</b>	<b>Average Visits</b>
<b>Maidenhead</b>	300	288
<b>Windsor</b>	95	90
<b>Cox Green</b>	49	41
<b>Sunningdale</b>	31	27

However, these average figures can appear misleading as they include a slow start at the beginning of the pilot. There have been Sundays later in the pilot where over 400 loans or visits were achieved at Maidenhead alone.

2.4. Total Number of Issues in All Libraries Apr – Dec comparing 2012 to 2013

	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>Total</b>
<b>2012</b>	65,731	71,535	63,134	75,620	82,332	67,278	70,989	68,646	56,309	621,574
<b>2013</b>	70,607	68,165	65,058	78,350	80,155	72,485	70,204	66,692	54,116	625,832

Overall business levels have shown an increase of 4258 loans over a 9 month period, which can be extrapolated to 5677 for an estimated annual total.

2.5. Volunteer rates on Sundays have been between 3 and 8 volunteers per week across all 4 locations. 20 individual volunteers have been involved. This is a total of between 10 and 30 hours per Sunday. The original target was 70 volunteer hours per Sunday. The result has been an average of 20 hours per week. However, volunteer assistance during weekday hours makes it possible to move staff to Sundays and therefore offer an equivalent service throughout library opening times.

2.6 To ensure that Sunday opening is sustainable and that services offered on a Sunday are the equivalent of those offered during the week, as expected by residents who are using the service, a total investment of £35Kpa is required to cover the costs of the recommended option for staffing.

2.7 To allow those communities where take-up has not been as great on Sundays it is proposed to provide an extension to the pilot until 30 September 2014. That will permit additional promotion of Sunday opening, with the support of appropriate Ward Members and Parish Councils, alongside the opportunity to recruit additional volunteers to support the extended pilot. The additional period will also allow the monitoring of the need for out of hours specialist support to the ICT in libraries.

2.8. The trial to extend opening hours has been successfully implemented. Volunteers have been afforded the opportunity to give something back to their community and to develop skills by volunteering at Borough libraries. Customer feedback regarding Sunday opening has been very positive with comments received such as “Well done for opening on a Sunday”, “So pleased you are open on a Sunday” and “Great, [I] use it every week”. There has only been one comment by a

customer expressing the view that opening on Sundays is inappropriate, although the reason for this view was not given.

Option	Comments
<p>1. That the extended opening hours Monday – Saturday continue to be delivered at no additional cost to the council tax payer by relying on volunteer support and rearrangements of staffing shifts.</p> <p>That Sunday opening continue for a further pilot period of six months until 30 September 2014 at Maidenhead, Windsor, Cox Green and Sunningdale Container Libraries, supported by an increase in the revenue budget of £10Kpa and volunteer assistance.</p> <p><b>This is the recommended option</b></p>	<p>As the additional sessions on days other than Sundays can be staffed by stretching staff (due to volunteer assistance) it would be in the interests of residents to retain these additional opening hours.</p> <p>£25K was provided as a one-off budget to fund the pilot. If the additional Sunday opening is to be sustainable then an additional £10K plus additional frontline volunteers will need to be added to the Libraries revenue budget.</p>
<p>2 That the extended opening hours Monday – Saturday continue to be delivered at no additional cost to the council tax payer by relying on volunteer support and rearrangements of staffing shifts.</p> <p>That Sunday opening is discontinued due to the associated cost.</p>	<p>Sunday opening has an associated cost of £35K pa altogether. If Sunday opening was to be discontinued the other 14.5 additional opening hours at no additional cost to the council could still go ahead. The ‘one off’ £25K added to the revenue budget in 2013-14 for the pilot could be discontinued.</p>

### 3. Key Implications

3.1 The service is able to deliver the 14.5 additional opening hours for as long as reliable, committed volunteer support is retained. Sunday opening at Maidenhead, Windsor, Cox Green and Sunningdale Container Libraries requires an investment of £35K pa so that paid staff and volunteers together can ensure the full range of services are available to residents who visit Borough libraries throughout the week.

3.2 A report was submitted to Cabinet on 24 October 2012 entitled Libraries Opening Hours Consultation – Results and Recommendations. The recommendation to adopt the extended opening hours Monday to Saturday has been successfully implemented and will continue. The recommendation to pilot Sunday opening at 4 locations was to be measured on two outcomes – volunteer support and resident demand:

- Volunteer commitment: 70 committed volunteer hours per week secured over the final three months of the pilot indicating that it is possible to secure enough

committed volunteer resource to entrench Sunday opening and not have unplanned closures which would impact on the reputation of the Council.

- o Resident demand for Sunday opening: Business levels on a Sunday are similar to business levels on a Saturday (within a 20% differential) over the final three months of the pilot indicating resident interest in Sunday opening.

3.3 Twenty individual volunteers have committed to working on Sundays, averaging 4 or 5 per week (14-17.5 hours per week of volunteer time). This is much less than the required 70 hours per week which is why, if Sunday opening is to be sustainable, there is a necessity to move more core staff over to Sunday working and recruit volunteers to cover gaps during the week when more volunteers are able to offer up their time.

3.4 Levels of business on Sundays compared to Saturdays – average hourly loan rate Sept-Nov:

Location	Saturdays	Sundays	%
Maidenhead	143	108	75%
Windsor	62	34	56%
Cox Green	36	19	52%
Sunningdale	12	9	76%

The original report set out a target of 80% hourly rates of business on Sundays compared with Saturdays in order to recommend a continuance of Sunday opening for each location. Maidenhead has not quite achieved this target, however levels of usage are good and the target of 80% of Saturday levels of business should be achievable over the next year. Windsor does not have very high levels of business on Sundays compared to Saturdays but this is also expected to rise as Sunday opening becomes more established. Cox Green rates of business appear to be cyclical with every 4<sup>th</sup> week seeing a spike. This may have something to do with sports fixtures on site. Sunningdale achieves 76% of the business levels achieved on Saturdays.

Defined Outcomes	Unmet	Met	Exceeded	Significantly Exceeded	Date they should be delivered
Retain extended opening hours (14.5hpw) Monday – Saturday across 4 locations	Unable to deliver extended opening hours therefore closures take place	14.5hpw additional opening hours delivered at no cost to the council	3 more additional hpw added with no additional cost to the council	6 or more additional hpw added with no additional cost to the council	From April 2014
Retain Sunday opening at Windsor, Maidenhead, Cox Green and Sunningdale	Unable to deliver extended opening hours therefore closures take place	Deliver Sunday opening at Windsor, Maidenhead, Cox Green and Container Libraries	Extend opening hours on Sundays beyond 3hpw at each location	Deliver Sunday opening at Cox Green Library, Sunningdale Container Library and	From April 2014

Defined Outcomes	Unmet	Met	Exceeded	Significantly Exceeded	Date they should be delivered
Container Libraries		within budget	affected.	Windsor and Maidenhead Libraries and other locations within budget	
Average of 20hpw volunteer commitment on Sundays	Volunteer commitment unreliable or not forthcoming and 20hpw average is not achieved	20hpw volunteer commitment on Sundays sourced and retained	25hpw volunteer commitment on Sundays achieved	30hpw volunteer commitment on Sundays achieved	From April 2014
All sites open on Sundays to achieve 80% business levels of Saturday opening (average hourly rate of business)	80% levels of business not achieved	80% levels of business achieved on Sundays when compared to Saturdays	85% levels of business achieved	Sunday hourly business levels equal to Saturday levels of business.	By April 2015
Overall increase in business levels by 10,000 issues per annum	Less than 10,000 issues per annum increase	Achieve 10,000 issues per annum compared to pre-extended opening hours levels	Achieve 12,000 more issues pa	Achieve 15,000 more issues pa	By April 2015

#### 4. Financial Details

##### a) Financial impact on the budget

The approved revenue budget contains £1,614k in 2013/14 for employees across the 13 library service points in the Royal Borough.

Example	2014/15	2015/16	2016/17
	Revenue £000	Revenue £000	Revenue £000
<b>Addition</b>	10	0	0
<b>Reduction</b>	0	0	0

An additional £10K is required in the revenue budget from 2014/15 if option 1 is selected.

##### b) Financial Background

The revenue budget was increased by £25K in 2013/14 to enable to pilot to go ahead. The 14.5 additional opening hours were achieved without financial implications. The £25K was used for Sunday staffing support. However, the levels of staffing and volunteer support on Sundays has been very low making it difficult to manage staff effectively, cover leave requests and offer adequate training. For Sunday opening to be sustainable this investment needs to be supported by a further recruitment of volunteers dedicated to working on Sunday.

The actual annual costs of the core staffing, absence cover to maintain the 12 additional opening hours during annual leave and or sickness absence, training, formal supervision (1:1 meetings, half yearly & annual appraisals) is estimated at £46.7K of which £26.7K of the cost of opening on Sundays would need to be absorbed within the current budget for the Service if the budget is only increased by £20Kpa. This is only possible due to the increased assistance of volunteers and re-shaping of staff shifts.

## 5. Legal Implications

The Council has a statutory duty under the *Public Libraries and Museums Act, 1964* to provide a comprehensive and efficient library service to everyone that lives, works or studies in the Borough.

## 6. Value For Money

Volunteer support has enabled the Service to deliver the additional opening hours. A small revenue investment is being requested to ensure Sunday opening remains sustainable.

## 7. Sustainability Impact Appraisal

Relatively small impact through increased use of utilities. In order for the recommendation to be sustainable continuous recruitment, training and management of volunteers will need to be supported by the Council. This is currently undertaken by an 18.5hpw Volunteer Officer and the relevant Library Supervisors.

## 8. Risk Management

Risks	Uncontrolled Risk	Controls	Controlled Risk
Lack of volunteer support therefore unable to continue with additional opening hours	MEDIUM	Volunteer Officer to focus recruitment activity on volunteers with the required skill set and ability to commit to scheduled hours.	LOW
Further reductions made to LAHS revenue budget	MEDIUM	Impact on sustainability of Sunday opening outlined to Cabinet	LOW
Risk of service loss (partial or full closures during advertised hours) due to unplanned staff & volunteer absence	MEDIUM	Volunteer Officer to focus recruitment activity on increased volunteers with the required skill set and ability to commit to scheduled hours. Increased flexibility required from paid staff.	LOW



## **9. Links to Strategic Objectives**

This proposal supports the Strategic Objectives in the following way:

### **Residents First**

- Support Children and Young People
- Encourage Healthy People and Lifestyles
- Improve the Environment, Economy and Transport
- Work for safer and stronger communities

### **Value for Money**

- Deliver Economic Services

### **Delivering Together**

- Enhanced Customer Services
- Deliver Effective Services
- Strengthen Partnerships

### **Equipping Ourselves for the Future**

- Developing Our systems and Structures
- Changing Our Culture

## **10. Equalities, Human Rights and Community Cohesion**

An EQIA already completed for the extended opening hours as part of the work for the pilot. The outcome of the EQIA was that mitigating steps would be required to try to accommodate staff with caring responsibilities and disabilities in order to implement changes to timetables while taking these factors into account.

## **11. Staffing/Workforce and Accommodation implications:**

Staff will be expected to work alongside, train and support volunteers. Some working hours have already been reviewed and been adjusted to cover extended opening times. If other members of staff are required to contribute to cover on Sundays then this will impact on current working patterns and additional volunteer support will need to be sought to deliver supported frontline activity during the week to release staff to work on Sundays. Following Cabinet approval, consultation with staff will be undertaken to ensure agreed service provision changes can be accommodated.

## **12. Property and Assets**

Increased use of the Council's buildings to deliver extended library services for the benefit of local communities.

## **13. Any other implications:**

Lack of ICT support on Sundays can be frustrating for customers, staff and volunteers.

## **14. Consultation**

- This report will be considered by the Leisure, Culture & Libraries Overview and Scrutiny Panel on 22 January 2014 and a verbal update with their comments will be made available to Cabinet.
- A full public consultation on opening hours was carried out prior to the start of the pilot.

- Five logged comments have been received from customers since the Pilot began, showing appreciation for the additional opening hours. Several verbal positive comments of appreciation have also been made by residents & customers using the libraries on Sundays. One logged comment was from a customer who wrote that he believed Sunday opening was inappropriate. He did not elaborate further.

## 15. Timetable for Implementation

Implementation date: April 2014

## 16. Appendices

None

## 17. Background Information

Cabinet, 24 October 2012 - Libraries Opening Hours Consultation – Results and Recommendations

## 18. Consultation (Mandatory)

Name of consultee	Post held and Department	Date sent	Date received	See comments in paragraph:
<b>Internal</b>				
Cllr Burbage	Leader of the Council	23/12/13 & 08/01/13	16 & 20/01/14	S1 Recommendations & S4 Finance
Cllr Quick	Lead Member	06 & 20/12/13 and 17 & 20/01/14	22/12/13 and 07 & 17/01/14	S1 Recommendations & throughout
Christabel Shawcross	Director: A&CS	6/12/13	6/12/13	Report Summary, S2 Reasons for recommendation & S11 Staffing/ Workforce & Accommodation
Maria Lucas & SLS	Head of Legal Services & Aman Guru	6/12/13	13/12/13	S5 Legal
Michelle Dear	HR Partner	10/12/13	11/12/13	S11 Staffing/ Workforce & Accommodation
Alan Abrahamson	Finance partner	6/12/13	09/12/13	S4 Finance

## Report History

Decision type:	Urgency item?
Non-key decision	No

Full name of report author	Job title	Full contact no:
Angela Gallacher	Service Manager: Libraries	01628 685641

<b>Stages in the life of the report (not all will apply)</b>	<b>Date to complete</b>
1. Officer writes report ( in consultation with Lead Member)	XUMT 4 October 2013
2. Report goes for review to head of service or DMT	17 October 2013
3. To specialist departments: eg, legal, finance, HR (in parallel)	6 December 2013
4. To Lead Member	16 December
5. To CMT (if necessary)	
6. To the Leader (Cabinet Briefing 16 January, to be submitted by 9 January 2014))	03 January 2014
7. To overview & scrutiny (22 January 2014)	22 January 2014
8. To Cabinet (30 January 2013)	20 January 2014

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