

# **Equality Impact**

### **Assessment Form**

## **Library Service**

### Strategy

#### BROMLEY LIBRARIES EQUALITY IMPACT ASSESSMENT FORM LIBRARY SERVICE STRATEGY

### Stage 1 – screening to establish if the function has any relevance to any equality issue and/or monitored group i.e.

- Could the function affect one or more equality group in a different way to another group?
- Establish whether different equality groups have different needs
- Establish whether the function contributes to or hinders equality of opportunity

1a Please give a brief description of the function and its purpose\*

#### Background

The Library service is statutory under the Public Libraries and Museums Act 1964 and is currently funded and provided by the London Borough of Bromley .The Home Library Service is provided by London Borough of Bexley and the back office management functions are provided by a shared service partnership with the London Borough of Bexley.

Bromley Libraries currently operates a network of 14 libraries following on from the recent Library Review which resulted in the closure of the Mobile Library and the merger of Penge and Anerley Libraries .In order to make required savings of 300k, the Library Review also reduced Bromley Libraries opening hours from 605 per week to 527.5 In addition to the large Bromley Central Library which has the widest range of stock and services, Bromley has three additional tiers of libraries ,two district libraries, neighbourhood libraries which are largest and the smaller community libraries .District Libraries provide a collection of fiction and non-fiction from the popular to textbooks and some material to undergraduate level .The neighbourhood libraries offer consists of medium sized collections of fiction and non-fiction for children and adults and circulating stock to support customer choice, an enquiry service whilst the community Library stock offer is aimed at two particular target groups the active elderly and children. All libraries offer fax and photocopying facilities and free internet through the people's network. Bromley Libraries host a wide range of local community events and activities including Baby Bounce and Rhyme, Chatterbooks, Reading Groups and Computer Clubs

#### Description of proposed service change

This EIA addresses the proposals outlined in the Library Service Strategy which are currently subject to the outcome of consultation and member approval and are focussed around three work streams which seek to preserve core services to local residents while simultaneously reducing operating costs. All strategic work streams are compliant with the stated ambition of Bromley Council to move towards a commissioning authority. The proposals are as follows

#### **Community Management Option**

The proposal seeks to develop Community Management options at the six Community Libraries listed below

- Burnt Ash
- Hayes
- Mottingham
- Shortlands
- Southborough
- St Pauls Cray

It is proposed that the six community managed libraries would remain as part of the Council's statutory provision. The preferred community management model under consideration would allow the Community Libraries to still receive support from the Shared Service team in specialist areas such as IT, Information Services, Children and Families and Stock and Reader Development. In addition to this it is recommended that a Community Management Operations Support Team is set up acting as the first point of

contact and the link with the core Library Service and the Shared Service. This team will provide ongoing training and support

#### Seek to take the core offer to the market

The proposals also suggest seeking an external provider to provide the direct management of the Library Service, including ultimately the management of any community library arrangements which may have subsequently been developed. It is believed that Bromley's statutory duty to provide a comprehensive and efficient library service can be delivered from the following eight libraries which would form the core offer :Central, Orpington, Chislehurst, Beckenham, Biggin Hill, Penge, Petts Wood and West Wickham . Subject to the outcome of consultation it is proposed that the boroughs core library service be subject to a full market testing exercise. There is potential for joint procurement opportunities to be explored. The full scope of this work can only be developed following the outcome of the Community Library work stream

#### Explore opportunities to renovate and improve the authorities library asset stock

The physical condition of many Bromley Libraries suggests that the maintenance costs are likely to be high. In light of the positive response by library users and the broader community to the three refurbished libraries, Biggin Hill, Orpington and Penge, the proposal is that opportunities should be sought wherever possible to relocate or refurbish existing provision and upgrade the IT infrastructure to add value to the service.

#### The purpose of the change

Due to continuing financial constraints that the council faces, consideration now needs to be given to the most cost effective and efficient way of managing the boroughs library service going forward. As with all other UK library authorities the Library service is formed up of a network comprising individual libraries ,and as such changes are being considered in terms of a strategic perspective rather than a library by library basis resulting in a group of libraries being considered for Community management and the remaining libraries forming the core service. The proposed change is underpinned by the development of the community managed libraries and the exposure of the core library offer to the market for market testing. The overall purpose of the proposed Library Service Strategy is to continue to provide a comprehensive and efficient Library Service within budget. The council has a statutory duty under the Public Libraries and Museums Act 1964 to provide `a comprehensive and efficient service for all persons desiring to make use thereof`.

\*Function can mean process, service, policy or project

1b	How would you classify the function type? The service is provided on the basis of an application and /or targeted then go to question 1c The service is open to all go to question 1d				
1c	Is the function accessible for all groups? Either tick the box 'Accessible to all groups' and provide <u>relevant evidence</u> OR tick the box for each group to whom the function is <u>not</u> <u>accessible</u> or for whom there may be needs or considerations to accommodate.				
	*Accessible for all groups	Pregnancy & maternity			
	Age	Race			
	Disability	Religion & belief			
	Gender	Transgender or Transsexual			
	Marriage & civil partnership				

1d	Is it likely that there will be a negative impact on one or more of the equality groups, or is it clear at this stage that it will be equality neutral? (No negative impact on the groups) Please tick in the box equality neutral OR tick the box for the group(s) that will suffer a negative impact. If you have ticked the box 'equality neutral' please provide evidence.					
	Equality neutral     Pregnancy & maternity					
	⊠ Age ⊠ Race					
	⊠ Disability	Religion & belief				
Gender Transgender or Transsexual						
	Marriage & civil partnership					
	If you consider that the impact is Equality Neutral then go to question 1h Otherwise go to question 1e					
1e	What are the negative impacts associated with this function? Please list and give details then go to question 1f					
	<ul> <li>The negative impacts associated with the proposed service changes are detailed below</li> <li>Focus of Service-Community managed libraries are likely to have a different focus</li> </ul>					

- Focus of Service-Community managed libraries are likely to have a different focus than the Council managed libraries, offering a different range of services and will not give customers the same access to council services, e.g. purchasing food waste bags. People who live furthest away from one of the core libraries may find it harder to access the council services they require at their time of need.
- **Distance**-It may be difficult for some customers particularly those with mobility issues to access council managed services if the closest Council Library to them becomes a community managed library. They may need to travel further to reach one of the core libraries from which council services are delivered
- **Stock-**Depending on which model is chosen for partnership between Bromley Libraries and the organisations managing community libraries, there may be a reduction is access to large print and audio material stock for customers. There may also be a reduction in access to material in other languages such as Bengali, Turkish, and Polish etc.
- Volunteers: training and awareness-If the community managed libraries use volunteer staff rather than paid London borough of Bromley Library staff or the proposed Community Management support team, there may be concerns that volunteers do not have the same standard of diversity awareness and training to be able to offer the same level of services to customers from all faiths and ethnic backgrounds and LGBT customers as the Council managed libraries

1f Are there positive impacts associated with this function? If yes, please list and give details.

• Increased Volunteering Opportunities within London Borough of Bromley The proposal will increase the number of volunteer opportunities within the London Borough of Bromley enabling individual residents and community groups to collectively share their skills and expertise and actively participate in the delivery of library services benefiting their health and wellbeing and increasing their social inclusion

• No Library Closures -Engaging community partners to manage the community libraries will benefit both Bromley Library service and the public as it would enable all libraries to remain open when library buildings may otherwise have faced closure. If

so then this would maintain access to library services for local communities including all the equalities groups and those with protected characteristics

- Increased Library Access-The Community Management proposal for the Community Libraries tier in Bromley will offer library users continued access to libraries by sustaining current opening hours. In some cases this could lead to an extension of opening hours as community managed libraries are tailored to local need. They are able to offer an extended range of activities for their local communities with the resources provided by their extensive network of volunteers .Any extension of the service would benefit the local community including the equalities groups
- Library Technology-If the 6 Community Libraries remain as part of the statutory provision as recommended in the proposal then these libraries would still be part of the councils library network and readers would continue to benefit from the wide range of Information Technology services such as RFID which is due for installation into all Community Libraries in Jan 2015. The community managed libraries would continue to use the open Galaxy LMS system though a slightly different version of the system. Open Galaxy touch is used due to data protection. This would enable customers continuing to use these libraries to reserve books and access the catalogues of the 16 LLC consortium boroughs.
- Access to stock-The proposed community library approach would maintain the 6 libraries of part of statutory provision providing a comprehensive service. This approach ensures that community libraries are able to maintain and develop their current book stock. Self-issue RFID terminals give access to o a stock of over five million books across the London Libraries consortium ensuring that customers including those of the 9 equalities groups continue to have access to wide ranges of stock including large print, community language books e.g. Polish, Gujarati etc.
- Statutory provision There are a number of different approaches to community managed Libraries. The Community Managed Library model outlined in the report proposes that the 6 Community Libraries remain as part of Bromley Libraries statutory provision. Bromley council would still view these libraries and the support it provides to them as part of its statutory service and provision, and would remain responsible for owning and maintaining the book stock, RFID self-service technology and provision of ongoing training and support to volunteers. This will ensure that the community managed libraries do not face the isolation and difficulties faced by many community libraries now set outside the statutory service as they will be supported by Library staff, and will remain part of the statutory service.
- Library Buildings-Proposals to invest in the library estate will benefit all users by providing modern fit for purpose buildings. Those whom previous consultation has shown to have concerns about issues relating to the general state of library buildings will benefit in particular. In response to a question in the 2012 Adult PLUS survey .What do you think of this library? Attractiveness of Library outside. Overall 70% of respondents rated the attractiveness of their library as very good or good. However some individual libraries giving lower ratings. Only 52% of those using Burnt Ash Library rated the attractiveness of their library as good/very good, compared with 97% at Hayes the highest overall.

1g At this stage, what plans could be built in to address any negative impacts, and/or to add measures which promote a positive impact, or could you consider an alternative approach which may better achieve the promotion of equality?

This approach has been agreed on due to financial constraints as Bromley Council must make further budget savings of more than £60 million from a budget of £206 million over the next four years and are looking carefully at the future of every Council service. As a result

of this ,consideration now needs to be given to the most cost effective way of managing the library service going forward.so a different approach can be put forward making the best use of assets and resources whilst achieving the level of savings needed. The community management of Libraries is an increasing trend, with large numbers of local authorities also seeking to outsource the delivery of a proportion of their branch libraries to preserve both these libraries and their core library service

A possible alternative approach which may better achieve the promotion of equality would be to consider the notable gaps in potential library cover which would occur around Mottingham, St Pauls Cray and Bromley Common .This position would be improved by ensuring the delivery of community led libraries which can be developed in such a way as to contribute to the Council's duty to provide a comprehensive and efficient library service. In addition to the core library network .By retaining community libraries as part of statutory provision at Mottingham, St Pauls Cray and Southborough, even if other options are chosen for the other 3 community libraries , it is possible to improve the library network to cover 95 percent of the boroughs population .

Plans are being built in to address any negative impacts and promote a positive impact which are detailed below and would be put forward as recommendations in any subsequent Service Level Agreements and would be the basis for contract monitoring

- Adopt a community management approach which would maintain the full reach of the existing library network. Currently a high proportion of Bromley residents live within 1.5 miles of a library .If the proposed community model was taken forward, no libraries would close. This option prioritises continued access to a local library for all residents who currently have it
- To ensure that the community management model put forward by Bromley Council continues to provide free access to a high quality of stock for all .
- Enable the community managed libraries to deliver sustainable services with a focus on local need. Community libraries to continue to provide social spaces for reading groups, children's activities, coffee mornings. This is particularly important to groups at risk of social isolation e.g. isolated older people and new parents.
- Ensure that the community managed libraries continue to provide access to free computers and internet. The 2014 Libraries consultation survey showed that of the sample consulted 21% of the population of Bromley do not have access to computers at home.
- Continued provision of study space particularly for young people without access to a quiet, safe place to study and access information

Application of these measures would ensure that the promotion of equality is achieved and any negative impact limited.

1h The Council has a responsibility to promote positive attitudes to equal opportunities in public life. Has this responsibility been discharged in the application of this function? If yes give examples.

This proposal supports the responsibility to promote positive attitudes to equal opportunities in public life. Examples of how this responsibility has been discharged in the application of the proposed function are as follows. All the options under consideration by the report fully consider the needs of the 9 equalities groups using Bromley Libraries. All three proposed options for community management are detailed in the report .Option 2a community managed is the preferred option as this would continue to enable libraries to offer the wide range of services currently used by the equalities groups including the elderly, disabled, pregnant women and those with young children. This will combat social isolation in communities and further promote community cohesion. These libraries would also be supported by library staff in order to ensure quality and service standards. The proposal to identify ways in which the current provision can be enhanced through modernisation and refurbishment would in turn improve library facilities considerably, better meeting the needs

	of local communities as services would be provided in modern purpose built facilities which would be better suited to meet the needs of equalities groups in terms of access. The area of the strategy seeking to test the market in order to identify a library outsourcing model also seeks to retain service standards and continue to offer a comprehensive service to all including the equalities groups
1i	Are there any Human Rights Issues? If so what are they? The implications of this proposal have been assessed using the flow chart in "Human rights: human lives: A handbook for public authorities' Department for constitutional affairs . This proposal does not interfere with human rights.
1j	<ul> <li>Is a full impact assessment required?</li> <li>☑ YES – If you have established that there may not be equality of opportunity in 1c or assessed that there would be negative impact on an equality group in 1 d go to Stage 2</li> <li>☑ NO - please sign off the process (stage 3) and fill in any actions identified, if any in the action plan.</li> <li>☑ Don't know. i.e. not enough evidence. Please go to stage 2.</li> </ul>

### Stage 2 – full impact assessment

2a	Does the function affect or impact on the public, whether directly or indirectly?		
	⊠ yes	no	Don't know
	Provide any relevant informa	ation here.	
	that London Borough of Brom have a total of 66,890 active 2013-14. This represents 21.6 by this proposal. The remain service regularly would be affe a Community Library will be n	mley Libraries will impact on the nley has a resident population users who have used their Lib 5% of the population who would ing 78.4% of the population c ected indirectly. The direct impa- nore significant . Additional info ed below including several equa	of 309,400. Bromley Libraries rary card at least once during d therefore be directly affected urrently not using the library ct on residents currently using prmation relating to the groups
	third of respondents overall we	PFA Plus Survey 7% of those ere aged 26-44 (33%). A furthe and 13% overall were aged 75 o	r three in ten (30%) were aged
	were aged over 75 .However aged 75 and over. The num	ows that 18% of Burnt Ash ar Hayes was significantly higher ber of people aged 26 to 44 average with 47% people age	than the average with 25% using Community libraries is
	from children aged between 0 aged 7-11(KS2) visited the lik	PLUS 2013 Survey show that 9-7 (Key stage 1) with 58% visit prary followed by 13% of child from different age groups at Cor	ing the library. 28% of children ren aged 11-16 (KS3). Again
	a disability. The findings of	y users asks whether customer the 2012 CIPFA PLUS survey more disabilities/conditions. T	y reveal that over two in ten

was mobility-8%. The findings are detailed below. There is slight variation at the community managed libraries 8% Mobility

- 6% Hearing
- 3% Eyesight
- 3% Dexterity
- 2%Learning disability
- 4% Mental Health issues
- 2% Other

33% of those using Burnt Ash Library considered themselves to have a disability with mobility being the highest at 17%. 32% of respondents at SPC also had a disability with mobility again the highest at 14%

#### Gender

CIPFA PLUS 2012 findings show that 64% of library users were female .Library use by men and women at Bromley Libraries is detailed below

- 64% women
- 36% men

Use by children is broken down as follows

- 56% of girls aged 0-16
- 44% of boys aged 0-16

St Pauls Cray was the only community library matching the borough average. The gender breakdown for the other community libraries showed variation with Shortlands having the highest percentage of female users at 76% Southborough 73%, Hayes 71%, Burnt Ash 70%. At the other end of the spectrum Mottingham had a lower than average number of female users with 61%

#### Race

Library customers completing the PLUS survey identified their race as follows

- 87%Library users were White
- 2% Library users were mixed race
- 5% Library users were Asian
- 6% Library users were Black
- 1% Library users were Other

At the 6 community libraries, 3 exceeded the survey average for number of Library users from white backgrounds with the highest being 94% at Hayes, This was closely followed by, 90% at Shortlands, and 89% at Mottingham, Burnt Ash, Southborough and St Pauls Cray were just under the borough average with 86%. St Pauls Cray exceeded the 6% borough average of those from black backgrounds with 9%. The number of Mixed Race users at Burnt Ash exceeded the average at 4% whilst Shortlands 7%, Southborough 7%., Burnt Ash 6% exceeded the average number of those from Asian backgrounds

The children's PLUS Survey conducted in 2013 gave the following information

- 75% children visiting Bromley Libraries were White
- 10% children visiting Bromley Libraries were Mixed Race
- 7% children visiting Bromley Libraries were Asian
- 6% children visiting Bromley Libraries were Black
- 3% children visiting Bromley Libraries were other race unspecified

#### **Religion and belief**

Respondents completing the 2012 CIPFA survey identified their religion and belief as follows

- 62% of Library Users were Christian
- 29% of Library Users stated no religion
- 1% of Library users were Muslim
- 1% of Library users were Jewish

- 1%of Library users were Hindu
- 1% of Library users were Sikh
- 1% of Library users were Buddhist
- 3% of Library users were of another unspecified religion

The number of visitors to the Central Library stating their religion as Christian was in most cases higher than the average of 62%. The highest was at Shortlands were 76% of respondents were Christian , the lowest was Southborough at 61%, Southborough had the highest percentage of respondents of no religion at 30% . All other representation of religious groups was as the survey average

#### Gender Re-assignment

Consultation 2014 data confirmed 99% maintained the same gender identity as at birth, 1% preferred not to say. No further data available on Library use by those who have undergone or are undergoing gender reassignment

#### **Sexual Orientation**

CIPFA PLUS identified the sexual orientation of Library users as follows

- 97% of Library users were heterosexual/straight
- 1% were bisexual
- 1% were gay or lesbian
- 1% of Library users were other

100% of respondents at Hayes Library were heterosexual . All 6 community libraries exceeded the survey average for this question. Just 1% at Mottingham were Gay/Lesbian 1% at Burnt Ash and Shortlands Libraries were bisexual .

#### **Pregnancy and Maternity**

ONS statistics 2011 show there were 4,141 live births in Bromley .The recent 2014 Library consultation recorded that of the 212 women surveyed at Bromley Libraries 4% were pregnant with 5% of women on Maternity leave and 0.29% on adoption leave.

#### Married/Civil partnership

Of the sample completing the Adult PLUS Survey

- 57% of users were married
- 1% of users were civil partnered
- 7% of users were co-habiting
- 21% of users were single
- 1% of users separated
- 5% of users were divorced
- 7% of users were widowed

38% of St Pauls Cray Library users completing the survey were married, considerably lower than the borough average. At 33% the number of single people at this library was also higher than the average of 21%. The other 5 community libraries exceeded the 57% average stating they were married. 71% of Hayes users were married, the highest of the community libraries. The remaining community libraries recorded lower than the average use from single people completing the survey. The number of widowed people at Burnt Ash 11%, Hayes and Mottingham 9%, Southborough 10% and Shortlands 16% exceeded the average of 7%.1% of those surveyed at Shortlands, Southborough and Hayes were civil partnered as per the borough average. At 3% St Pauls Cray exceeded the average. Additionally 1% of respondents at St Pauls Cray was a surviving partner from a same sex civil partnership

#### Employment status

In general, respondents were either employed / self-employed, full or part-time 42% or retired 36%. Just 6% of respondents overall reported that they were unemployed. Of the

community libraries affected by the proposal 14% of visitors to St Pauls Cray were unemployed significantly higher than the average. Unemployment rates at the other 5 community libraries were the same or lower than the average. At Southborough and Hayes, 18% and 17% of respondents respectively were looking after the home or family higher than the average. 4 Community Libraries exceeded the average of retired people with the highest being at Mottingham 45% and Shortlands 44%

#### Has using the library helped you with?

The questionnaire listed a range of issues the library might help visitors with. Overall, the library was most likely to have helped 62% respondents with study / learning. A further 39% of respondents stated the library had helped them with health and well-being, and 29% reported that the library had helped them with getting online. Libraries are proven to contribute towards combating social isolation which was reinforced by 24% of respondents saying libraries help them to meet people.20% said libraries helped with families /relationships, 11% received help with personal finance/consumer matters. Libraries helped 21% with their retirements, 12% with job seeking and 10% with their job

With the exception of St Pauls Cray, respondents at the additional 5 community libraries agreed that using the library had helped with their health and wellbeing. Of the libraries exceeding the average for this guestion the highest were 46% - Burnt Ash and 43% at Hayes. 43% at Mottingham and 44% at St Pauls Cray said the library had helped them to get online. With the exception of 31% at Burnt Ash the remaining community libraries did not meet the average response rate for this guestion. All 6 community libraries exceeded the average for using the library helped them with study/learning family/relationships. 22% of respondents at St Pauls Cray said the Library helped them with job seeking, significantly higher than the 12% average. With the exception of St Pauls Cray all other community libraries recorded a higher than average response to the question that using the library helped them to meet people . .1

2b	Have complaints or feedback been received about the function and its effect on different equality groups?			
	⊠ yes	no	Don't know	
	Provide evidence by documer	nting all reliable up to date inforn	nation.	
	Mottingham Residents	Group- Ms Liz Keable addre b' Association and made a num minutes of the PDS report.		
	Additional evidence received	will be included in the updated	version of this document	
2c		Inction is provided by external of etail any arrangements you hav clude contract conditions.		
	Provide evidence by documenting all reliable up to date information.			
	<ul> <li>behalf of the council. The provide the specified in any operation of the specified in any operation.</li> <li>Library Service Structure Str</li></ul>	Ive the service being provided oposals include arrangements contract conditions rategy report-The report pro- a Community Managed as the nanaged option within Bromley. tion can enter into full repairin on, with the level of responsibility . The Community Library would ystem ensuring that the authority	to promote equality of service oposes in Section 3.20 to preferred option on which to The benefits of this approach ig leases with an appropriate y for running the library resting remain on the local authority	
	, ,	prehensive and efficient Library to promote equality to all for		

protected characteristics and allows the council to specify the opening hours range core offers. Many community run libraries of this type have gone on to ex the original specification.					
<ul> <li>Other arrangements in place to ensure that the service promotes equal detailed in Section 3.21.Option 2a the preferred model for the community liallows them to still receive support from the Shared Service team in specialis such as IT, Information services. Children and Families and Stock and Development. Additionally, as it is recognised that support and training required by the community organisations managing the Community Libra Community Management Support Team will be set up which will be beneficial as it will enable Bromley to monitor the contract in order to standards and establish continuity and ensure that services are fully esta and operating successfully. A key role of this team will be to provide custom training and support to volunteers to ensure that equality of service is delivered customers using the service with emphasis on those from the 9 equalities straining straining and support to with emphasis on those from the 9 equalities straining straining the service with emphasis on those from the 9 equalities straining straining and support service with emphasis on those from the 9 equalities straining straining and support service with emphasis on those from the 9 equalities straining straining and support service with emphasis on those from the 9 equalities straining straining and support service with emphasis on those from the 9 equalities straining straining and support to volunteers to ensure that equality of service is delivered straining and support to volunteers to ensure that equality of service is delivered straining and support to volunteers to ensure that equality of service is delivered straining and support to volunteers to ensure that equality of service is delivered straining and support to volunteers to ensure that equality of service is delivered straining straining service with emphasis on those from the 9 equalities straining service straining service straining service straining service straining service straining service service service service service service serv</li></ul>					
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Does the function have emplo	yment implications for Council				
⊠ yes	no	Don't know			
Dravida avidance hu daarman	ting all ratioble up to date inform	motion			
FIDVICE EVICERICE BY COCUMER	iung all reliable up to date infor	nauon.			
managed libraries and market a result of this staff and their report, along with the recomm formally consulted in line with	t test the core library service do ir representatives have been a hendations of the report .Staff a th the Council's policy and pr	b have implications for staff. As advised of the contents of the and their representatives will be ocedures. A staff consultation			
It is recommended that the p	roposed team structure will c				
If members agree to the recommendation to seek to establish Community Manager Libraries and to market test the remaining offer then staff and their representatives will be engaged and consulted as early as possible and throughout the process of consultation with all the relevant stakeholders.					
Any staffing implications arising from the recommendations will need to need to be carefully planned for and managed in accordance with Council policies and procedures and with due regard for the existing framework of employment law.					
If you have established that t	the function does have an adv	arsa impact on one or more of			
the groups, then you must ide	entify whether this is justifiable.	If not, then the function must			
	<ul> <li>range core offers. Mar the original specification</li> <li>Other arrangements in detailed in Section 3.2 allows them to still reconsuct as IT, Information Development. Addition required by the commonity Management beneficial as it will extenderds and operating success training and support to customers using the set standards and establist and operating success training and support to customers using the set.</li> <li>Proposals to outsource are detailed in Section consultation the boro exercise. The full scop the community library procurement process seeking a key provider in all Service Level age</li> <li>Does the function have emplot Section 8-Personnel Implication</li> <li>The function does have emplot section 8-Personnel Implication</li> <li>The proposals set out in the managed libraries and market a result of this staff and their report, along with the recommon formally consulted in line with document was prepared and community formally consulted in a community of the report proposes to estable the report proposes to estable the report stakeholders.</li> <li>Any staffing implications arisim planned for and managed in a regard for the existing framewer of the groups, then you must ide be changed. Please set out to the set of the groups are set out to the set of the groups and the set of the groups and the set of the groups are set out to the set of the groups are set out to the set of the groups are set out to the groups are are set out to the groups are set out</li></ul>	<ul> <li>range core offers. Many community run libraries of the the original specification.</li> <li>Other arrangements in place to ensure that the selection allows them to still receive support from the Shared S such as IT, Information services. Children and Fa Development. Additionally, as it is recognised that required by the community organisations managing. Community Management Support Team will be septenficial as it will enable Bromley to monitor the standards and establish continuity and ensure that and operating successfully. A key role of this team we training and support to volunteers to ensure that and operating successfully. A key role of this team we training and support to volunteers to ensure that eque customers using the service with emphasis on those for are detailed in Section 4 of the Library Service consultation the borough's core library offer is sue exercise. The full scope of this work can only be deve the community library work stream. There is scop procurement process in tandem with that of the ciseeking a key provider arrangements to promote equin all Service Level agreements and contracts regarding by service by documenting all reliable up to date inform. The function have employment implications for Council section 8-Personnel Implications of the Library Service da a result of this staff and their representatives have been a formally consulted in line with the Council's policy and pr document was prepared and circulated to staff and their representatives and their representatives and their representations of the report. Staff are formally consulted in line with the council's policy and pr document was prepared and circulated to staff and their representatives and their representatives of the report. Staff and their representatives and their representations to seek to e Libraries and to market test the remaining offer then staff a engaged and consulted as early as possible and throughout the reports of and managed in accordance with Council policy and pr document was prepared and cin</li></ul>			

The business justification for considering the community managed library option is a financial one. As previously highlighted Bromley Council must make further budget savings of more than £60 million in the next four years. This is in addition to substantial savings already made, which include an overall frontline reduction of £300k from libraries ,

• Adverse Impact-Age If users have to travel further than they currently do to access Council Services, it may be more difficult for elderly customers to access the Council managed service. It is possible that different services will be offered by Community Libraries e.g. libraries managed by London Borough of Bromley provide access to council services such as food waste bags and garden waste stickers which the community libraries may not provide. Additionally library staff are trained to assist with Council online services including applications for schools, housing and bus pass renewals. Older people living in areas furthest away from council run libraries may find it harder to access such council services

The following action will be taken to mitigate potential negative impacts justifying the proposed service change

- Communications to the new service will be made clear including public transport options and parking at the libraries remaining under Bromley Council management.
- 80% of Bromley residents will be within 1.5 miles of one of the six council managed libraries
- 77% of Bromley residents have access to at least one car per household. The borough is well served by public transport. All libraries are served by several bus routes The 2014 Library Consultation showed that of the sample surveyed 50% walked to the library, 39% went by car, 8% by bus with the remainder cycling or using another means of transport
- The Home Library Service is available to any customers who are unable to drive or use public transport who meet the eligibility criteria. This added value service is provided in partnership with London Borough of Bexley and the Royal voluntary service. (RVS). It is possible that demand for this service will increase if this service change is implemented. If so a marketing campaign to recruit additional volunteers to provide this service will be actioned
- Public access to Bromley Library Service is available at any time from a computer or device with internet access via the library website <u>http://arena.yourlondonlibrary.net/web/bromley</u>
- Bromley Libraries offer 24 hour access to a wide range of services online including renewals, internet ,e-books and other online resources
- Access to Council services is also available at any time via the Bromley Council website.<u>www.bromley.gov.uk</u>

#### Adverse Impact-Disability

Refer to the adverse impacts detailed in the age category which also applies as those with disabilities would find it more difficult to access council services further away than their current library provision. A community management model may lead to a reduction in access to large print and audio material for customers. If the community managed libraries use volunteer staff rather than paid Bromley libraries staff, then there may be some concerns that volunteers do not have the same standard of training in disability awareness needed if they are to offer the same level of service to disabled library users as the libraries remaining under council control.

See mitigating actions listed above as justification. Additionally the following will be actioned

- Access to specialist stock such as large print audio books will be available from council managed libraries across the borough and from the Home Library Service which delivers such stock directly to customers in their homes.
- The proposed community management model will still be part of statutory provision so will enable library users to reserve books from other LLC borough and from the core Council managed libraries. This will allow those with specialist stock needs to continue to receive the specialist stock they require .Disabled borrowers are exempt

from overdue charges and reservations fees except for inter library loans. They do not pay hire charges on any library items except for DVDs and computer games.

- Provision for those with disabilities to be specified in the Service Level agreement.
- Groups managing the community libraries will be asked to retain the existing facilities for people with disabilities.
- Volunteers running community libraries will be supported by the newly formed Community Management Support Team provided by Bromley Libraries who will address any concerns over the suitability of volunteers to effectively serve disabled customers and will provide training similar to that received by Bromley Library staff

#### Adverse Impact-Sex

As women are the predominant users of Bromley Libraries, any impacts of this proposed service change will affect a greater number of women than men.

• See mitigating actions listed in the age category as these would also be applied for this category.

#### Adverse Impact-Pregnancy and maternity

Women in late pregnancy or with a new born baby could find it harder to travel further to their nearest Bromley council managed library to access council services e.g. buy food waste bags. Refer also to the adverse impacts identified in the age section.

Activities provided by Bromley Libraries for babies and toddlers are essential, giving support for new parents and carers providing them with a place to go to form friendships which will enable them to share the challenges of parenting. It is possible that the focus of the community libraries may not be the same and may not offer such a wide range of services See mitigating actions listed above and the additional actions detailed below

- As part of the statutory library provision, the Community Managed Libraries would still receive support from the Shared Service teams and would participate in the Summer Reading scheme and other key initiatives. The Community Management Support Team will provide support and training to volunteers in order to deliver high quality sessions for babies and toddlers.
- Baby changing facilities are available at the community managed libraries. This is to be retained

#### Adverse Impacts-Race

Refer to the adverse impacts identified in the age category. Adopting a community management model for the 6 community libraries under consideration could lead to a reduction in access to material in other languages. The Council managed libraries are able to rotate their ethnic language stock between branches as required by library users. There could also be a limited supply of new stock in ethnic languages as the new stock purchased by the council for the community managed libraries is usually bestsellers with supplementary stock being provided from donations which could impact on quality

See mitigations actions listed in the age category and the additional actions detailed below

- Access to foreign language stock will be available from Council managed libraries and from the Home Library Service .Additionally the community managed model if adopted would enable customers whose nearest library is a Community Library to access stock through the reservation system including stock from the 16 libraries within the LLC network
- The Community Management Support Team to provide stock awareness training to volunteers to ensure quality is maintained
- Any concerns over the ability of volunteers running community libraries to effectively serve customers from all ethnic background could be addressed by providing training similar to that provided to Bromley libraries staff.

#### Adverse Impacts-Religion and Belief

Refer to the adverse impacts identified in the age category. If the community management proposal is implemented and volunteers are delivering the library service rather than paid

	<ul> <li>Bromley staff, there are concerns that volunteers will not have the same standards of diversity training in order to offer the same standards of customer care to customers of all faiths and beliefs as the Council managed libraries.</li> <li>See mitigation actions listed in the age category and the additional actions detailed below</li> <li>Any concerns over the ability of volunteers to deliver community library services effectively to customers of all faiths to be addressed by the proposed Community management support team who will provide training and support</li> </ul>
	Adverse Impacts-Sexual Orientation
	Sexual orientation-As detailed above in other categories, if volunteers are used instead of council library staff then there may be concerns that the volunteers do not have the same standard of diversity training to be able to offer the same level pf service to LGBT customers as the council managed libraries See mitigating actions listed above under the age category
	<ul> <li>Any concerns over the ability of volunteers to deliver community library services and effectively serve LGBT customers could be addressed by training and support to be provided and organised by the Community Management Support Team.</li> </ul>
	The common themes which apply across each option have been analysed for the impact on each equality group, and the adverse actions mitigated so that the impact of the proposed policy on the 9 equalities groups is very low
2f	Monitoring – give details of any monitoring being carried out on existing functions.
	<ul> <li>The following monitoring has been carried out on our existing library service and policies</li> <li>Library Statistics- A wide range of statistics including Issues and Visitor figures. People's Network usage figures are following statistics are collected , monitored and reviewed</li> </ul>
	<ul> <li>Transaction data and management information from the Library Service</li> </ul>
	User feedback, satisfaction surveys carried out every three years most recently in
	2012 and 2013 with adults and children
	Performance data compiled by the Chartered Institute of Public Finance and
	Accountancy(CIPFA) and are benchmarked against comparable local authorities
	Extensive independent public consultation carried out in 2012 and in 2014 to assess
	the impact of the closure of the Mobile Library and the level of inconvenience caused
	by the slight reduction in Library opening hours.
2f	If this is a new function, or not currently monitored, are you planning to monitor the impact of
(i)	the function
	yes 🗌 no 🗌 Don't know
	If yes add details to action plan-See updated action plan
	If no please explain why it is not considered appropriate to do so. <b>n/a</b>
2g	<b>Consultation</b> – If you have not carried out consultation, or if you need to carry out further
29	consultation who will you be consulting with and by what methods?
	Following the publication of the Library Service Strategy report, members have now agreed
	the strategic approach set out in the report. It is essential now to engage with those who
	live, study and work in Bromley regarding the future of the Library Service.
	A two month consultation and engagement programme commenced on Monday 1 <sup>st</sup> December. Running until 2nd February 2015, the consultation will allow everyone in the borough whether they use the library service or not to contribute and make their views on the proposal known. Particular efforts will be made to consult and engage with the equality groups. A series of focus groups will be held in each of the community libraries to ensure these communities are represented in the consultation. Additionally a Council wide on-line consultation 'our budget your views' was recently conducted which enabled residents to voice their opinions on their priorities for council spending .Library users would have been
	able to express their preferences for service priorities

Previous Library consultation has been undertaken in a traditional format and has relied on a pre-determined sample size at individual libraries and exit questionnaires conducted by an independent organisation. In order to capture the views of as many people as possible, as a significant proportion of library users have acknowledged that they have access to a computer at home (75% in a 2014 survey) it is felt that an electronic consultation process would be more suited in this instance. The survey is currently being advertised online on the Council's website and the Library Arena website. Posters and leaflets have been distributed at libraries and council offices to encourage maximum participation .Paper copies of the questionnaire are also available from libraries for those unable to complete online. Help from library staff is available to anyone needing assistance completing the survey

The consultation process also includes staff consultation. A staff consultation document was prepared and circulated to staff in December 2014. Staff will be given the opportunity to discuss this further at a number of staff meeting planned for January 2015. In line with the Council's procedure for managing change in the workplace, a copy of the proposal has also been sent to trade unions, staff side secretary and departmental representatives as part of the process. And a meeting arranged with them in February . Further consultation with staff will take place at appropriate times throughout this process. Staff are invited to submit written responses to the consultation document by 31 January 2015.

The outcome of the consultation along with all comments received will be reported back to a future PDS committee in March 2015. Following on from this, if Members do then agree to the recommendation to seek to establish Community Managed Libraries and to market test the remaining library offer, library staff and their representatives will be engaged and consulted as early as practicable and throughout the process of consultation with all the relevant stakeholders. An additional EIA will be carried out following the results of the consultation and before implementation of any changes to the Library Service

#### See updated action plan

2h **Evidence** – what further evidence do you have about considerations with regard to equality issues that you have made concerning this function ?e.g. audit reports, minutes from meetings or survey results

In order to assess the impact of this proposal with regard to equality issues, Bromley have gathered evidence from a variety of different sources including which inform this document

- Census 2011 data
- Library Statistics from the Library Management System
- CIPFA Public Library User Survey (PLUS)2012
- CIPFA Children's Public Library User Survey (PLUS)2013
- Bromley Libraries Consultation Report 2012
- Bromley Libraries Consultation Report 2014
- Options Appraisal-Future Delivery of Library Services-Bromley Community Libraries tier-Draft Sep 2014
- Draft Library Strategy report-Nov 2014

#### **Use of Bromley Libraries**

In 2013/14 Bromley libraries recorded

- 1,404,601 issues of Library items
- 1,833,514 visitors to Bromley Libraries
- 66,890 active Library members

Comparison of these statistics with the previous year shows that physical visits have declined by 4.2% over the past 12 months . Issues have decreased overall by 7.3% and new members have fallen by 5.1%. See tables 1 2 and 3 below

Active borrowers-.Bromley Libraries have 66,890 active users who have borrowed an

item or used the Library, or People's Network computers over the past twelve months.. This represents 21.6% of the population of the borough. Of these 66,890 members a total of 9,121 equating to 13.63% of all active members were registered at one of the Community Libraries subject to the proposed change. A breakdown is detailed below

- 808 were registered at Burnt Ash Library (1.20%)
- 1,664 were registered at Hayes Library (2.48%)
- 1,407 were registered at Mottingham Library ((2.10%)
- 1,263 were registered at Shortlands Library (1.88%)
- 2,154 were registered at Southborough Library (3.22%)
- 1,825 were registered at St Pauls Cray Library(2.73%)

The remaining 86.37% of active members were registered at one of the eight library which the proposal recommends as being the core Council Managed Library Service

**New Members-**The number of new members to Bromley Libraries fell overall by -4.9% in 2014. The community Libraries were amongst those showing the greatest decline in new members, as the table below indicates, however two of the community libraries Hayes and Southborough reported an increase in new members

Table 1-New Members					
	2013	2014			
Burnt Ash	179	169	-5.6%		
Hayes	263	302	14.8%		
Mottingham	396	333	-15.9%		
Shortlands	210	204	-2.9%		
Southborough	518	573	10.6%		
SPC	511	447	-12.5%		

	Table 2-Visits			
	2012-13	2013-14	% diff	
Anerley	54,107	54,095	0.0%	
Beckenham	177,477	165,241	-6.9%	
Biggin Hill	247,462	222,528	-10.1%	
Burnt Ash	28,221	28,332	0.4%	
Central	475,447	468,096	-1.5%	
Chislehurst	88,440	84,450	-4.5%	
Hayes	33,236	31,650	-4.8%	
Mobile Library	20,561	16,566	-19.4%	
Mottingham	41,870	41,752	-0.3%	
Orpington	319,180	308,966	-3.2%	
Penge	81,902	80,989	-1.1%	
Petts Wood	102,727	103,309	0.6%	
Shortlands	34,706	32,971	-5.0%	
Southborough	33,662	31,454	-6.6%	
St Pauls Cray	44,121	41,089	-6.9%	
West Wickham	130,344	122,026	-6.4%	
Total	1,913,463	1,833,514	-4.2%	

With the exception of Burnt Ash where a slight increase of 0.4% in visits was recorded. Visits to the other 5 community libraries fell, with the biggest decline in visits at this tier being at St Pauls Cray with a 6.9% reduction in visits followed by Southborough with a 6.6% reduction

#### Library Issues

Table 3 below shows a comparison in issues from the previous year and the decline in issues at all libraries with the exception of Burnt Ash which has a 0.1 increase equating to 20 issues

	Table 3-Issue	S	
	2012-13	2013-14	
Anerley	29,492	28,467	-3.5%
Beckenham	233,254	195,764	6.1%
Biggin Hill	73,311	66,226	-9.7%
Burnt Ash	17,928	17,948	0.1%
Central	353,046	300,874	-14.8%
Chislehurst	91,673	84,754	-7.5%
Hayes	33,929	30,343	-10.6%
Mobile	22,046	19,388	-12.1%
Mottingham	28,788	26,325	-8.6%
Orpington	233,988	203,514	-13.0%
Penge	33,187	29,874	-10.0%
Petts Wood	102,598	94,400	-8.0%
Shortlands	41,196	35,804	-13.1%
Southborough	54,583	53,976	-1.1%
St Paul's Cray	29,149	28,302	-2.9%
West Wickham	118,671	108,387	-8.7%
Sub-Total	1,496,839	1,324,346	-11.5%

66% of the respondents of the CIPFA PLUS Survey referred to in this document have been using Bromley libraries for more than 3 years. A further 18% have been using libraries for between 1 and 3 years with 12% using libraries for less than 1 year. For 4% of respondents this was their first visit. With the exception of St Pauls Cray Library where 63% had used the library for more than 3 years, the remaining 5 community libraries all exceeded the average. 72% of Mottingham users had used the library for more than 3 years. 9% of St Pauls Cray users were making their first visit to the library followed closely by 7% at Southborough Library

2i **Publishing** – if the equality impact assessment forms part of an overall review then the results should be published as part of any report that goes forward to Elected Members. If not the findings of the impact assessment should be published on our Council's web site. Add details to action plan

#### See updated action plan

2j Training and development - please list any staff training issues that have arisen as a result of conducting the impact assessment-**Add details to action plan** 

See updated action plan

**Stage 3 - EQUALITY IMPACT ASSESSMENT ACTION PLAN** please list actions that you plan to take as a result of this assessment, continuing on a separate sheet if necessary. If appropriate these actions should be added to any business/service plan for the function.

Issue	Action to be undertaken	Desired outcome	Action owner	Target date
Consultation The report and EIA recognised the need to ensure that those likely to be affected by the proposed changes have the opportunity to express any concerns and opinions they may have.	Users and Bromley Residents in the following ways • Online survey • Completing survey at a library • Focus Groups After the survey conduct analysis of consultation data. Formal staff consultation to be conducted for staff and their elected representatives. Staff meetings to be held Written responses to the consultation document were also invited	Publication and analysis of results of Consultation including survey, focus groups, staff meetings and written staff responses to inform and support R and R PDS committee	John Gledhill/Tim Woolgar Paula Young/ Judy Barratt- JB Market Research	Dec 1 <sup>st</sup> 2014-March 2015
<u>Communication</u> The EIA highlighted the need to ensure the public are fully aware of the consultation and also the proposed service change and its implications	Arrange an effective marketing campaign to raise awareness of the changes and consultation including • Posters • Leaflets • Public notices • Publication on Council website	To ensure that as many Bromley residents and Library users as possible are aware of the consultation so they can fully participate	Jenny Gordon/ John Gledhill/Tim Woolgar/ Paula Young	Dec 1 <sup>st</sup> -March 2015
<u>Needs Assessment</u> Establish whether a Needs Assessment is needed following the completion of this EIA	Research and conduct a full Needs Assessment in order to assess the impact of the implementation of the proposed changes to the	Completion of a full Needs Assessment of the current proposals and their impact on the equalities groups.	Paula Young	Jan 2015

	current Library service and how these will affect all residents with, particular regard and focus on those included in the 9 equalities groups.	Subsequent publication of the EIA for full consideration by the Equalities groups and the public to ensure their needs have been given due regard and consideration.		
Training and development The EIA highlighted some training concerns regarding volunteers working with several equalities groups	To evaluate and assess the skills and training needs required by library volunteers needed to deliver the same levels of service to The Equalities groups including the following characteristics • Disability • Race • Religion and belief • LGBT	To provide ongoing support and training for volunteers to ensure that they have the same levels of awareness as council staff in order to deliver library services to the equalities groups and the community.	Community Libraries Support Team	If the Community Management option for these Libraries is implemented
Monitoring	To record and monitor statistics for Community Managed Libraries as part of the libraries statutory provision for inclusion in annual Library statistics and returns.	To ensure that a full range of statistics are collected and are monitored carefully as a quality control measure and form part of any SLA with any community partners	Community Libraries Support team/ Paula Young	If the Community Management option for these libraries is implemented
Publishing	Arrange for this EIA to be included in any report that goes forward to Elected Members or be published on the Council's website	<ul> <li>To ensure that</li> <li>The EIA is published on the Council's website</li> </ul>	Paula Young	January 2015

Signed: Paula Young Date: Jan 8<sup>th</sup> 2015