

Equality Impact Assessment

Proposals for Community Management at 6 Bromley Libraries

BROMLEY LIBRARIES EQUALITY IMPACT ASSESSMENT FORM COMMUNITY MANAGEMENT AT SIX COMMUNITY LIBRARIES

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*

Description of proposed service change

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 all of which offer a wide range of services, events and activities including IT facilities, free internet access Baby Bounce and Rhyme, Reading Groups and Computer Clubs to the communities they serve

This EIA addresses the proposals for Community Management which were initially outlined in the new Library Service Strategy in response to the Council's continuing financial constraints. These cost effective ways of managing the library service going forward have been the subject of extensive public consultation before receiving member approval in March 2016. They are focussed around the following three work streams which seek to preserve core services to local residents while simultaneously reducing operating costs.

- Community Management of Six Libraries
- Seek to take the core offer to the Market
- Explore opportunities to renovate and improve the authorities library asset stock

This EIA relates to the Community Management proposal only. EIAs have been produced for the proposed Library Strategy and for Soft Market Testing of the Library Service.

Community Management Option

At their meeting on 18th March 2015 the R & R PDS Committee agreed to commence with proposals to develop Community Management options at the following libraries: Burnt Ash, Hayes, Mottingham, Shortlands, Southborough, St Pauls Cray Although there are many different models for the Community Managed libraries which can be adapted in conjunction with local needs, it was recommended that any community management library arrangements the Council enters into should ensure that all 6 libraries would remain as part of the Councils statutory provision adopting Option 2a the 'Community Managed' model. This ensures that the Council would continue to provide staffing expertise and support, and the libraries could still be linked to the Library Management System. An indicative timetable for the development of Community Libraries has been set out and will now commence.

Community Management of Libraries Progress Update

At the R&R PDS meeting on October 27th 2015 an update on Community Management was given. An advert seeking expressions of interest in community management opportunities was published on 12th May 2015, and a detailed information pack was issued containing a full range of procurement documents as required under the new procurement regulations. This gave prospective bidders detailed information about what would be required from any successful community management arrangements. The opportunity was advertised widely among residents, library users, local businesses and community and voluntary sector organisations. Officers hosted an information event prior to the deadline for expressions of interest. In order to express their interest, organisations were asked to submit an application form giving a high level overview of their vision for community management at the relevant libraries before 26th June 2016. Expressions of interest were received by five organisations and there were at least three expressions of interest at each community library.

Three organisations were shortlisted and invited to submit a full business plan for each library and were provided with some additional information relating to the library premises

and existing staffing arrangements The shortlisted organisations' business plans should provide detailed information about their plans for community libraries and demonstrate that they have adequately considered and planned for the responsibilities of community management, and that their proposals are sustainable. Following the evaluation of initial business plans and discussions with tenderers, officers now recommend that the Council awards preferred bidder status to one of the tenderers to enable them to work up the detail needed to finalise their business plan for community management at all six community libraries. Their final business plan will be submitted for evaluation before officers make recommendations whether or not to award a contract Alternative option for community libraries Officers are working with shortlisted organisations to try and identify suitable community management arrangements that significantly reduce operating costs. However, it cannot be guaranteed that the level of saving offered will match Members' ambitions. Should it not be possible to identify suitable community management arrangements, the Council would need to reconsider the future of these libraries, and the options available may include closure. During the course of the soft market testing exercise, another option was presented .Some respondents suggested that they could deliver direct management of community libraries and achieve the projected level of saving previously identified. Because of this response, the Council's consultation exercise included a question relating to this option to seek the response of the public to this. *Function can mean process, service, policy or project How would you classify the function type? 1b The service is provided on the basis of an application and /or targeted then go to q 1c The service is open to all go to question 1d Is the function accessible for all groups? Either tick the box 'Accessible to all groups' and 1c provide relevant evidence OR tick the box for each group to whom the function is not accessible or for whom there may be needs or considerations to accommodate. *Accessible for all groups Pregnancy & maternity ☐ Age ☐ Race Religion & belief ☐ Disability 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 X 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

- What are the negative impacts associated with this function? Please list and give details then go to question 1f
 - The negative impacts associated with the proposed service changes are detailed below
 - Focus of Service-Community managed libraries could have a different focus than the Council managed libraries, offering a different range of services and not providing the same access to council services, e.g. purchasing food waste bags.
 - 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
 - Volunteers: training and awareness-If community managed libraries are staffed by
 volunteers rather than paid London borough of Bromley Library staff, there could 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 all customers within the
 Equalities groups as the Council managed libraries.
- Are there positive impacts associated with this function? If yes, please list and give details. The positive impacts associated with the proposed service change are detailed below
 - Statutory provision Option 2a 'Community Managed' is the preferred model for implementation. This model will enable Bromley Council to continue to support these 6 libraries as part of its statutory service and provision. This will ensure quality of service for users. The positive impacts associated within remaining within statutory provision are
 - Access to stock-Remaining within the Council's statutory provision would enable these 6 libraries to maintain and develop their current stock giving access to a stock of over five million books across the LLC ensuring customers including those with protected characteristics have continued access to wide range of stock including large print and community languages.
 - Library Technology-Remaining as part of the statutory service will enable the 6 libraries to remain as part of the councils library network, continuing to use existing IT services e.g. RFID, the Open Galaxy LMS (a different version of the system Open Galaxy touch is used by community libraries due to data protection issues) This would enable customers at these 6 libraries to reserve books and access the catalogues of the LLC consortium boroughs
 - Staff- Under this arrangement the Council would provision a team of two staff who will provide ongoing training and support to volunteers.
 - No Library Closures -Engaging community partners to manage these 6 libraries will
 enable all libraries to remain open and within statutory provision when library
 buildings may otherwise have faced closure. This will maintain access to library
 services for local communities including those with protected characteristics
 - Increased Volunteering opportunities within London Borough of Bromley -The proposal will increase the number of volunteer opportunities within 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
 - Increased Library Access-The Community Management arrangements will offer library users continued access to libraries by sustaining current opening hours. In some cases opening hours may be increased
 - Activities and events-Community managed Libraries may be 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

- **Provision of Council Services**-The Community organisation may wish to continue to sell Council products at their Library such as food waste bags. Products would need to be purchased for resale. This is at the discretion of the Community group.
- 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?

Full consideration has been given to the most cost effective way of managing the library service going forward . The agreed approach to be developed aims to make the best use of assets and resources whilst achieving the level of savings needed. Any negative impacts identified in 1e will be mitigated by developing the Community Library provision in such a way as to contribute to the Council's duty to provide a comprehensive and efficient library service. The retention of all six libraries as Community managed libraries within statutory provision would maintain the full reach of the existing library network ensuring that 98% of residents live within 1.5 miles of a Core Library or Community Library included in the Council's statutory provision . This EIA assessment does not identify any specific communities who will be disproportionally affected by these proposals

Plans to address any negative impacts relating to Community Managed Libraries were built in at the Library Strategy stage (see separate EIA) and will be addressed by the procurement process. In order to find the best Community organisations to run libraries a process has been agreed as set out in the March 2016 Committee report.. As part of this process groups will be invited to submit business plans which will be scrutinised by a panel against the following criteria

- About your organisation
- Vision for a community managed library
- Management and staffing
- Opening hours
- Assets needed to provide the service
- Book Stock Management
- Financial projections and cash flow
- Compliance with legal requirements
- Risk awareness and mitigation
- Sustainability and improvement

Groups were encouraged to demonstrate in their business plans how they would deliver sustainable services with a focus on local need. Examples include how Community libraries would continue to provide social spaces for reading groups, children's activities coffee mornings to combat social isolation. How they would maintain or improve current patterns of opening hours and continue to provide access to free computers and internet including continued provision of study space particularly for young people without access to a quiet, safe place to study and access information. Groups need at this stage to demonstrate an understanding of the Council's stock policy in order to maintain and manage stock

At this stage Members are now being asked to agree to award preferred bidder status to one tenderer following the evaluation and scoring of first stage business plans. This would enable the organisation to declare themselves to the public .This would enable them to further develop their business plan with a more collaborative relationship with the local council including residents and library users, such collaboration would achieve the promotion of equality as it would enable the preferred bidder to engage with equalities groups in order to shape library services to their needs

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 has been discharged are as follows .The Community Managed Libraries proposal fully considers the needs of the 9 equalities groups. All three proposed options for community management were detailed in the November 2014 Committee report .Option 2a Community Managed was recommended as the preferred option to be progressed, enabling the 6 libraries to remain as part of statutory provision and offer the wide range of services currently available to 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. This model will enable these libraries to be supported by specialist library staff who will train and support the community organisation(s) in order to ensure quality and service standards. 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. 1į Is a full impact assessment required? ☑ 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 NO - please sign off the process (stage 3) and fill in any actions identified, if any in the action plan. Don't know. i.e. not enough evidence. Please go to stage 2. 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 information here. The implementation of Community managed libraries in Bromley will impact on the public. Census 2012 showed that London Borough of Bromley has a resident population of 309,392. Bromley Libraries have a total of 52,129 active users who have used their Library card at least once during 2014-15. This represents 16.8% of the population who would therefore be directly affected by this proposal. The remaining 83.2% of the population currently not using the library service regularly could be affected indirectly. The direct impact on residents currently using a Community Library will be more significant. Detailed additional information relating to the equalities groups most directly affected is given in the EIA for Library Strategy proposals and from the Needs Assessment which was produced in March 2015. A summary of the groups who could be affected is detailed below Age-. To summarise patterns of use by age at the Community Libraries the PLUS survey shows those aged 26-44 are the biggest users at Hayes, Shortlands, Southborough and St

Age-. To summarise patterns of use by age at the Community Libraries the PLUS survey shows those aged 26-44 are the biggest users at Hayes, Shortlands, Southborough and St Paul's Cray Libraries. Those aged 45-64 are the biggest users of Mottingham Library .Hayes Library is also heavily used by those aged 65+..The Children's PLUS 2013 Survey shows that the highest use of libraries is from children aged between 0-7 (Key stage 1) with 58% visiting the library which includes the Community managed libraries

Disability-The PLUS survey indicates that overall 21% of Library Users had one or more disabilities with mobility being the most common at 8% at all libraries There was variation at two community Libraries where 33% at Burnt Ash and 32% at SPC had one of more medical conditions exceeding the borough average.

Gender-The PLUS survey shows 64% of Library Users were female and 36% male. Amongst children using the library 56% were girls and 44% boys. The gender breakdown at the community libraries showed slight variation with Shortlands having the highest percentage of female users at 76% compared to Mottingham having the lowest with 61% of female users. Shortlands library had the lowest number of male visitors at 24%

Pregnancy and Maternity-ONS statistics 2011 show there were 4,141 live births in

	Bromley .The 2014 Library– consultation recorded that of the 212 women surveyed 4% were pregnant with 5% of women on Maternity leave and 0.29% on adoption leave.					
2b	Have complaints or feedback bee equality groups?	en received about the function	on and its effect on different			
	⊠ yes □	no	☐ Don't know			
	Provide evidence by documenting Comments have been received f Staff-Library staff raised a numb detailed in the report but mainl Community managed libraries, T issues relating to the day to day r	rom the following groups re er of questions during the c y relate to the following the he role of volunteers ,the c	elating to this proposal consultation process. These are hemes ,HR Issues, staffing of boiline consultation and general			
	Online Survey Respondents-F survey stating that requiring respintroduced bias notably around considered to be the best option were supportive of ,this question	oondents to answer all the question 8 which asked res n in respect to the type of	questions on the online survey spondents to choose what they community management they			
	Library Users and residents-Fe of the proposals was also made letters or e mails received which 20 of these related to Mottingh libraries. The key issues relating • The value of current comm • Online Survey-question 8	directly to officers or Memwere forwarded to the PDS am Library and 3 each re	bers. There were a total of 35 Chairman for his consideration. elated to Shortlands and SPC raries were			
	The role of volunteers	nunity Management model				
	 Sustainability of the Community Management model Consultation process 					
	Don't close librariesKeep the Status Quo					
2c	Outsourced services - if the funct behalf of the Council please deta promotes equality; this may include	il any arrangements you hav	•			
	Provide evidence by documenting The proposed changes do involve behalf of the council. The proposed which will be fully specified in an	re the service being provide sals include arrangements	ed by external organisations on			
	Option 2a 'Community Manage build the community managed of many benefits to this approach. Our arrangement with an appropriate running the library resting with remain on the library management fulfil its statutory duty to provide a the council to specify the opening	otion within Bromley. As de Other benefits include the ne community organisation, wi that organisation. This opt ent system (LMS) ensuring a comprehensive and efficien	etailed within this EIA there are egotiation of full repairing lease ith the level of responsibility for tion enables the 6 libraries to that the authority continues to nt Library service, also allowing			
	As it has been recognised that managing the 6 libraries, a Comrole of this team will be to provie equality of service is received characteristics. This training will exist with protected characteristics	munity Management Suppo de staff training and suppo ed by all customers inc	ort Team will be formed. A key ort to volunteers to ensure that cluding those with protected			
	The organisation(s) delivering I support, training and advice fro					

IT, Information services ,Children and Families and Stock and Reader Development. They will be provided with the necessary training and resources needed to participate in national campaigns and initiatives e.g. Summer Reading Challenge. The Council will continue to provide Home Library services to users of Community Library services.

Through contact with the support team, the Council will monitor the contract as detailed the SLA In order to retain standards, establish continuity and ensure that services are fully established and operating successfully. As the 6 libraries will remain as part of the statutory provision they will be required to provide key statistics e.g. issues and visits

2d	Does the function have employment implications for Council staff				
	⊠ yes	no	☐ Don't know		

Provide evidence by documenting all reliable up to date information.

Establishing Community Managed Libraries does have employment implications for Council staff as there are 11FTE posts which would be deleted within the community libraries which would give rise to a redundancy situation in the service, In addition it is proposed that 2 posts will be created to support the community libraries, providing training, support and advice. These posts will be ring-fenced to existing staff resulting in a net reduction of 9 FTE posts which will be managed in accordance with the Council's Managing Change procedures.

To further mitigate the impact of redundancy, the service has not permanently recruited to vacant positions and these posts will be available for displaced staff, in addition some staff have requested voluntary redundancy and this will be considered.

Meetings with staff in relation to the overall proposals for the future of the library service have taken place and staff have been regularly updated in writing of progress made in relation to the procurement exercise to identify community management. Staff and their representatives will continue to be engaged and consulted as the process progresses

2e If you have established that the function does have an adverse impact on one or more of the groups, then you must identify whether this is justifiable. If not, then the function must be changed. Please set out the adverse impact and the business justification for continuing with this situation.

The business justification for Community managed libraries is a financial one, as Bromley Council must make further budget savings in the next four years, the model chosen for Community Management seeks to preserve services and standards by retaining these libraries within the Council's statutory provision minimising the impact of the service change.

Adverse Impacts

Age- The way people use libraries greatly varies according to age. The stock at Community libraries is currently tailored to children and the elderly .As residents aged 65+ are over represented amongst library users and the population of Bromley as a whole, any negative impacts of this proposal detailed in section 1e could effect a greater number of older people

Disability-Refer to the adverse impacts outlined in section 1e and detailed in the category above

Gender-As women are the predominant users of Bromley Libraries any impact of the proposed service change could affect more women than men. Refer to negative impacts from section 1e and from the categories above

Pregnancy and maternity-Refer also to the adverse impacts outlined in section 1e and from the categories above

Mitigating actions-The following action will ensure that Community Managed Libraries

provide -access to services for the identified groups mitigating any potential impacts fully

- 98% of residents will remain within 1.5 miles of either a core library or a Community managed Library .This is the current level of coverage
- Clear communications to the new arrangements including public transport options and parking at the libraries remaining under Bromley Council management.
- 77% of Bromley residents have access to at least one car per household. All libraries are served by several bus routes and other public transport methods.
- The Home Library Service is available to any customers who are unable to drive or use public transport who meet the eligibility criteria.
- Bromley Libraries offer 24 hour access to a wide range of services online including renewals, internet ,e-books and other online resources .This is available at any time from a computer or device with internet access via the library website http://arena.yourlondonlibrary.net/web/bromley
- Access to Council services is also available at any time via the Bromley Council website.www.bromley.gov.uk
- Access to specialist stock such as large print audio books will be available from 8 council managed libraries across the borough and from the Home Library Service.
- The 6 libraries will remain part of statutory provision enabling library users to reserve books from other LLC boroughs and from the core Council managed libraries.
- Access to foreign language stock will be available from 8 Council managed libraries and from the Home Library Service .Additionally customers using a Community Library can access stock through the reservation system
- 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.
- Groups managing the community libraries will be asked to retain the existing facilities for people with disabilities which will be documented in the agreed SLA.
- The Community organisations and volunteers will be supported by the Community Management Support Team who will address any concerns over the suitability of volunteers to effectively serve the equalities groups and will provide training to the standard of that received by Bromley Library staff
- The Community Managed Libraries will continue 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 children and adults
- Existing Baby changing facilities are available at the community managed libraries.
 will be retained
- The Community Management Support Team to provide stock awareness training to volunteers to ensure quality is maintained
- The Community organisation may wish to continue to sell Council products at their library e.g. Food Waste bags. This is at the discretion of the organisation

There were no adverse impacts identified for the remaining equalities groups.

- 2f Monitoring give details of any monitoring being carried out on existing functions.

 The following monitoring has been carried out on our existing library service and policies
 - Library Statistics- A range of statistics including Issues and Visitor figures. People's Network usage figures are following statistics are collected, monitored and reviewed
 - Transaction data and management information from the Library Service
 - 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
 - A set of local performance targets has been in place since 2008. The targets are monitored on a quarterly basis.
 - Extensive public consultation carried out in 2012, 2014 and more recently 2015 to assess the impact of changes to the Library Service
- 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 no	ot considered appropriate to do	so. n/a

2g **Consultation** – If you have not carried out consultation, or if you need to carry out further consultation who will you be consulting with and by what methods?

Consultation with library users and residents:1st December 2014-2nd February 2015
As required by the Council's public law duty to consult, a public consultation exercise was undertaken from 1st December 2014 to 2nd February 2015and was made up of three parts:

- 1- An online self-completion, along with paper surveys available from libraries
- 2- Focus groups at each of the 6 community libraries where proposals for community management are being considered
- 3- Feedback from library users and residents who were aware of the proposals directly to officers and ward members

The consultation was publicised in the local press along with a poster campaign in all libraries. It was promoted on the front page of the Councils website, and on the libraries page within the website. An extended time period was allowed for the consultation to ensure there was a good level awareness and to provide an opportunity for people to participate

The questionnaire contained questions about all three proposals outlined in the Library Service Strategy detailed below Background information for respondents to read in relation to the proposals was also provided

- Market testing of the core Library Service
- The proposed Community Management of the six Community libraries
- Modernisation of Library buildings

This consultation summary relates only to the findings of the consultation relevant to the proposal for Community Management of Libraries . Consultation findings relating to Library Service commissioning and improvement of assets have been assessed in separate EIAs

Equality -Strands 1 and 2 were undertaken by JB Market Research, an independent market research company .Particular efforts were made to consult and engage with the equality groups with the questionnaire asking a number of questions relating to equalities which have been used to inform this document. The equalities groups were also well represented in the focus groups which were held at the six Community libraries. Recruitment for the focus groups was also undertaken by JB Market research to ensure an equal representation

Transparency-The consultation was deliberately restricted to one application per computer or device, this was to ensure that the survey was not deliberately skewed by submitting multiple entries to bias the results .There were also some controls at the libraries to ensure that the survey was not skewed by multiple entries from individuals. A record of people who had received a questionnaire was kept by library staff To stop them from being photocopied questionnaires could not be removed from the library .Returned questionnaires were not marked up in any way by the library staff and so were completely anonymous.

During the consultation process some respondents commented that requiring respondents to answer all questions on the online survey introduced bias, notably around Question 8 which asked respondents to choose what they considered to be the best option in respect to type of management they were supportive of for the 6 community managed libraries. The rationale behind why this question when being completed online required an answer was that the Council wished to hear the views from all respondents in determining which would be the preferred management option from everyone who is completing the survey.

The concern raised was that respondents not in favour of the community management principle felt that by answering this question it was implying they were in favour of the overall principle. Q7 the previous question. had specifically asked about the overall principle

of community management which included the options 'do not support' or 'strongly oppose' community management. If either 'do not support' or 'strongly opposed' was selected there was also an option to suggest alternative proposals. There was an opportunity within the survey for everyone completing it to oppose the proposed community managed options and to provide alternative proposals. Alternatively anyone wishing not to answer this question at all could exit the survey and complete a paper copy leaving out this guestion

Survey responses and findings-The questionnaires for the online and paper survey were identical and both data files were merged together to form one set of survey results. There were 1,837 responses overall with 1,256 responses received online and 581 questionnaires completed on paper. This represents around 3.0% of the 66,000 active users that use the boroughs libraries at least once a year during 2014 when the survey was conducted

The key aims of the survey were to find out:

- How much did respondents feel the proposed changes might affect them or their organisation
- How did respondents feel about the overall proposals for the library service at the end of the survey, having had more time to consider all of the facts and options

Supportive or Unsupportive of Community Management in Principle -Respondents were asked to what extent they support the Council seeking Community Management options at the 6 community Libraries .Just over a third, 37%, said that they 'tend to support' the Council's proposals a further 21% said that they 'strongly support' them. 58% in total are therefore supportive of these proposals. When considering the results of those who said that the library they 'use most often' was one of the '6 Community Libraries', 24% said that they 'strongly support' the Council's proposals a further 29% said that they 'tend to support' the proposals

14% of respondents said that they, in principle, 'do not support' the Council's proposals to seek Community Management options at 6 Community Libraries .A further 22% were 'strongly opposed to' them .The remaining 6% answered 'don't know' to this question. Those answering either 'do not support' or 'strongly opposed to' were asked an openended question as to whether they could suggest any alternative proposals that the Council may consider to make the necessary savings.

Analysis of the results for the '6 Community Libraries', showed the lowest incidence of support came from those who used Mottingham Library with 11% of them saying that they 'strongly support' and 16% saying they 'tend to support' the Council's proposals to seek Community Management options at the 6 Community Libraries, totalling 27% in support across both options. At the 5 other Community Libraries, there was greater support. Of those using Shortlands Library 64% were 'supportive' representing the highest incidence of support amongst the users of the 6 Community Libraries. The percentage that was 'supportive' amongst those who most often used the other 4 Community Libraries varied between 55% (Southborough) and 59% (Burnt Ash) by comparison. The results to the same question amongst those who 'use most often' one of the '8 Other Libraries', show 60% of them were 'supportive' with 19% saying that they 'strongly support' the proposals and a further 41% saying that they 'tend to support' the Council's proposals to seek Community Management options at the 6

Which Community Management Model Favoured -Respondents were asked which of the three Community Management options they favoured. The three Community Management models with definitions provided were :

- a) **Asset Owning-**A completely independent community library, with no staffing or funding assistance from the Council, owning its own premises, sometimes after asset transfer from the Council. There is no ongoing Council funding or support.
- b) Community Managed This is community led and largely community delivered, rarely

with paid staff, but often with some form of ongoing Council support (mainly in the provision of book stock) and the library often remains as part of the public library network. There is a low level of ongoing Council funding.

c) Commissioned Community - The library model is commissioned and fully funded by the Council but delivered by a non-profit making community organisation. The community organisation can be existing or newly created. There is a high level of ongoing Council funding. This option may not provide the required savings to the Council and this option therefore may lead to the closure of up to 3 of the 6 Community Libraries in the borough, or, a further reduction in the opening hours of the libraries across the Borough network

The 'Community Managed' option was considered most suitable by 51%, of all respondents. The 'Commissioned Community' option was preferred by 43% and the 'Asset Owning' model was favoured by only 6% of respondents .Of those who used most often' was one of the '6 Community Libraries', they equally favoured the 'Commissioned Community' and the 'Community Managed' options with 48% of them selecting each option. Just 4% favoured the Asset Owning model.

There was a strong preference towards the 'Commissioned Community' option amongst Mottingham Library users with 76% favouring this option. Southborough Library users were next most likely to favour the 'Commissioned Community' model with 52% of them doing so. Least likely to favour the 'Commissioned Community' model were respondents at St Paul's Cray Library most often with just 34% of them favouring it - they were the most likely to favour the 'Community Managed' option with 64% of them selecting this option, followed by 58% of those who used Shortlands Library. Least likely to favour the 'Community Managed' option were Mottingham Library users with only 22% of them favouring it. Of those who said that the library they used most often was one of the '8 Other Libraries', some 53% favoured the 'Community Managed' option and 41% favoured the 'Commissioned Community' option. Just 7% favoured the Asset Owning model.

If Community Management Arrangement Could Not be Secured- Respondents were asked about their preference should a Community Management arrangement not be secured within a year to run any number of the proposed Community Libraries as the Council would not then be able to maintain the current opening times across the 6 Community Libraries. In response, 83% of respondents indicated that should this situation arise, they would prefer to 'keep all Community Libraries open but reduce the opening hours across the library network, with the busier libraries having the longer opening hours'. 11% of respondents said they would prefer the option of 'the closure of the Community Library(s) for which a Community Management arrangement could not be secured, to concentrate resources into fewer better equipped main libraries' and 6% said that they had 'no preference' as to which of the two options was adopted.

Widening Community Libraries to Other Borough Libraries-When asked how supportive they were of the notion that the Council 'widens the idea of Community Libraries' to other libraries, beyond the six already mentioned, more respondents were negative towards this idea. Overall, 32% were 'strongly opposed to' this idea and 31% said that they 'do not support' it, a total of 63% who were 'not supportive' of this idea. Amongst those respondents who said that the library they 'use most often' was one of the '6 Community Libraries', 91% favoured the option of 'keep all Community Libraries open but reduce the opening hours across the library network, with the busier libraries having the longer opening hours' in comparison to being the favoured option amongst 79% of those who said that the library they 'use most often' was one of the '8 Other Libraries'.

How Proposed Changes Would Affect You or Your Organisation - Overall, 39% of respondents said that the proposed changes would affect them or their organisation 'a lot' and 29% said that the proposed changes would affect them or their organisation 'a little'. 11% indicated that the proposed changes would 'not' affect them or their organisation and the remaining 22% answered 'don't know' to this question. The results to this question

amongst those who used one of the 6 Community Libraries' were as follows: 59% said that they or their organisation would be affected 'a lot', 27% said that they or their organisation would be affected 'a little' by the proposed changes, only 2% said that they or their organisation would 'not' be affected by the proposals and the remaining 12% answered 'don't know'. Amongst those respondents who said that the library they use most often was one of the 8 core Libraries 27% said that they or their organisation would be affected 'a lot', 30% said that they or their organisation would be affected 'a little' by the proposed changes, 15% said that they or their organisation would 'not' be affected by the proposals. The remaining 28% selected the 'don't know' option to this question.

Given that the Council Needs to Save £60 Million over the Next four Years, How Do You Feel About the Overall Proposals for the Library Service- The final question asked respondents how they felt about the overall proposals having answered all of the questions and had time to reflect more on the details. 51% at the end of the survey were 'not supportive' of the Council's overall proposals with 28% saying that they 'do not support' them and a further 23% who said that they were 'strongly opposed to' the Council's overall proposals. Overall, 43% of respondents said that they were 'supportive' 5% saying that they 'strongly support' them and an additional 38% saying that they 'tend to support' the Council's overall proposals. The other 5% of respondents said 'don't know' to this question.

Are you involved with a group of friends or an organisation that might be interested in managing a Community Library- A total of 109 people responded to this question with 11 people saying they were definitely interested and 98 saying they would possibly be interested. Nearly all respondents supplied their contact details, and Officers will follow this up subject to Members agreeing to the proposals.

Focus Groups

A total of 12 focus groups were held in January 2015 -two at each of the following libraries Burnt Ash, Hayes, Mottingham, Shortlands, Southborough and St Paul's Cray where Community management is being considered .8-10 The participants were recruited in the library at random on Monday 12 and Friday 16 January 2015. No incentive payment was offered. The aim of the groups was to gain greater insight into many of the questions asked in the online and paper survey, Discussion findings relating to Bromley's consideration of Community Managed Libraries are detailed below of the Focus Groups are contained within the March committee report.

Supportive /Not Supportive to consideration of Community Management Options.

- In the following 6 groups Hayes (2) Mottingham (1), Shortlands (1&2), Southborough (1&2) all of the participants were 'supportive' of the Council's proposals but many had provisos and were only in agreement to ensure that as many libraries as possible remain open.
- In the following 4 groups Burnt Ash 1, Hayes 1, Mottingham2, St Pauls Cray 2 all of the participants were 'not supportive' of the Council's proposals
- At the following 2 groups Burnt Ash (2) St Pauls Cray (1) there was a mixed response towards the Council's proposals with some participants being 'supportive' and others 'not supportive' (and 1 participant was 'undecided):

Community Management Options-Participants had been given some background information on the three options to read in advance, at the time of being recruited and favoured the following options.

- 1 group favoured the 'Community Managed' option (Hayes Group 2)
- 1 group favoured the 'Commissioned Community' option (Mottingham Group 1)
- 5 groups were split between if they favoured the 'Community Managed', the 'Commissioned Community' option or none of the options (Mottingham Group 2; Shortlands Groups 1&2, St Paul's Cray Groups 1 & 2
- In 5 of the 12 groups, none of the options were favoured by any of the participants (Hayes Group 1; Burnt Ash Groups 1&2; Southborough Groups 1&2)

Extending Community Libraries to Other Libraries - All participants in 5 of the groups thought extending the idea of Community Libraries beyond the 6 was a good idea. They were keen that the libraries were 'treated the same'. In contrast all participants in 5 of the groups felt this was not a good idea. The participants of 2 groups were split as to whether or not extending the idea of Community Libraries beyond the six in question was a good idea.

Effects of Changes to the Library Service on Participants-Across the 12 groups, some participants indicated that they could adapt and plan around a reduction in hours "If it closed another day, I'd come on a different day" and "A reduction in opening hours is better than no library at all". However concerns were expressed in relation to the impact that any changes to the library service might have on participants relating to the following Value of Community Libraries, keeping libraries open, value of current staff, opinions on volunteers and Library usage and activities

Conclusions from Consultation-Community Managed Libraries- It are clear from the outcomes of the consultation that the issues around the community management of libraries are complex. A number of respondents highlighted that they have some significant issues regarding community management of libraries, and many communities expressed their concerns and fears over such an approach. 58% of people who completed the questionnaires however were supportive of the Council's proposals in principle to develop community management across the 6 identified libraries and 36% were not supportive.

Additional Consultation

As required by the Council's public law duty to consult, another public consultation exercise was undertaken by an independent market researcher from 27th July to 16th September 2015. The purpose of this consultation was to seek views from those who live work or study in the London borough of Bromley on a commissioned Library service, given what the Council had learned from the joint soft market testing exercise 1,837 completed a survey. Two types of survey were used a self- completion survey to be completed online or in paper format from libraries or a street survey conducted by JB Market Research. These two different surveys asked the same questions, with slightly different audiences in mind. The consultation was designed to seek views from library users in addition to people who live, work or study in the borough but who do not necessarily use the library service at all or regularly. The street survey aimed to capture the views of those who might not otherwise have responded to the survey, because they did not visit the library during that time, or because they had not seen the survey advertised .As with the previous consultation the consultation was widely advertised

However, during the course of the soft market testing exercise, another option for Community Libraries was presented .Some respondents suggested that they could deliver direct management of community libraries and achieve the projected level of saving previously Identified. Because of this response, the Council's consultation exercise detailed above included the following question.

If no suitable community management arrangements can be found for these libraries, to what extent do you support the idea of the six community libraries being directly managed by an external provider as part of a commissioned library service?

The results were as follows

	Self-Completion Survey	Street Survey
Strongly support	17%	25%
Tend to support	28%	43%
Tend to oppose	12%	8%
Strongly oppose	34%	18%
Don't Know	10%	7%

Cross tabulations show that, respondents who said that they used community libraries most often were more likely to oppose this proposal than those respondents who said that they used one of the eight core libraries most often .It is recommended that, should no suitable community management arrangements be found for one or more of the community

libraries, these libraries are considered for inclusion in the tender for the whole library service. The outcome of the tender process to identify community management arrangements will be reported to the Renewal & Recreation Policy Development and Scrutiny Committee in the New Year. Members' decisions will inform clarification and updates made to the tender for the whole library service under the negotiated procedure

Staff Consultation-The recent consultation process detailed above also included full staff consultation. A staff consultation document was circulated to staff in December 2014. Staff were given the opportunity to discuss this further at a number of staff meetings which took place in January 2015. In line with the Council's procedure for managing change in the workplace, a copy of the proposal was also sent to trade unions, staff side secretary and departmental representatives as part of the process before a February meeting took place. The outcome of the consultation along with all comments received was reported back to the PDS committee on 18th March 2015 where Members agreed to the recommendation to seek to establish Community Managed Libraries and to market test the remaining library offer .On the whole staff were not supportive of this proposal

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

Introduction

Evidence regarding equality issues has been gathered from the sources listed below and analysed to ensure that the needs of all residents using or wishing to use Community Libraries including those of the 9 equalities groups are considered as part of this process

- Census 2011 data
- Library Statistics from the Library Management System(LMS)
- CIPFA Public Library User Survey (PLUS)2012
- CIPFA Children's Public Library User Survey (PLUS)2013
- Bromley Libraries Consultation Report 2014
- Library Strategy report-Nov 2014
- Bromley Libraries Stock Management Policy –updated 2015
- Bromley Service Strategy Consultation Report 2015
- Bromley Libraries Consultation Report October 2015
- Information Pack :Community Management at Libraries-2015

Analysis of statistics from the LMS showed that in 2014/15 Bromley libraries recorded

- 1399,678 issues of Library items including Home Library Service and reading Groups and web renewals
- 1,707.518 visitors to Bromley Libraries (including non-library purposes)
- 2,033,457 personal and virtual library visits
- 52,129 active Library members
- 14.610 new members

Community Managed Libraries – Data & Statistics

Active Library members-.Bromley has a population of 309,392(Census 2011) Bromley Libraries have 52,129 active members who have borrowed an item or used the Library, or People's Network computers over the past twelve months a decrease of -20.6% on last year. This represents 16.8% of the population of the borough. Of these 52.129 active members a total of 6,917 equating to 13.2% of all active members were registered at one of the Community Libraries subject to the proposed change. A breakdown is detailed below

- Burnt Ash has 628 active members (1.20%)
- Hayes Library has 1,286 active members (2.46%)
- Mottingham Library has 1.054 active members ((2.02%))
- Shortlands Library has 1,031 active members (1.97%)

- Southborough Library has 1,670 active members (3.20%)
- St Pauls Cray Library has 1,248 active members (2.39%)

The remaining 86.8% 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 in 2014-15 increased by 0.5% on the previous year. The community Libraries were amongst those showing an increase in new members, as the table below indicates, Three of the community libraries Burnt Ash. Hayes and Shortlands recorded an increase in new members.

Table 1-New Members				
2013-14 Total		2014-15 Total		
Burnt Ash	169	237	40.2%	
Hayes	302	328	8.6%	
Mottingham	333	295	-11.4%	
Shortlands	204	239	17.2%	
Southborough	573	502	-12.4%	
SPC	447	384	-14.1%	

Library Visits-Table 2 shows a comparison in visits to Community libraries. With the exception of Burnt Ash where an increase of 4.7% in visits was recorded. Visits to the other community libraries fell reflecting the trend in Bromley libraries as a whole, in 2014/15 there were 1,707,518 visitors to Bromley Libraries, a decline of -6.9% over the past 12 months.

Table 2-Visits-Community Libraries				
	% diff			
Burnt Ash	28,332	29,652	4.7%	
Hayes	31,650	31,478	-0.5%	
Mottingham	41,752	37,587	-10.0%	
Shortlands	32,971	29,004	-12.0%	
Southborough	31,454	46,850	49.0%	
St Pauls Cray	41,089	35,922	-12.6%	

Library Issues- The total number of issues recorded by Bromley Libraries in 2014/15 fell from 1,404,601 in 2013-14 to 1,244,596 during 2014-15 Table 3 below compares issues from the previous year at the Community Libraries which shows a decline in issues at all libraries within this tier with the exception of Hayes where issues increased by 2.3%.

Table 3-Issues-Community Libraries			
	2013-14	2014-15	
Burnt Ash	17,948	17,112	-4.7%
Hayes	30,343	31,032	2.3%
Mottingham	26,325	22,784	-13.5%
Shortlands	35,804	35,648	-0.4%
Southborough	53,976	49,699	-7.9%
St Paul's Cray	28,302	24,963	-11.8%

Patterns of Library Use-66% of the respondents of the CIPFA PLUS Survey 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

Stock- As detailed in the updated stock plan, Bromley library service aims to

- Provide a range and depth of stock that reflects the rich and complex diversity of needs within the Borough
- Continually maintain and develop stock by identifying and improving areas of under provision, anticipating new needs and responding to changing cultural requirements

The Stock at Community libraries is aimed at children and the elderly. Under the preferred model for Community management stock will continue to be supplied to the 6 libraries and groups must demonstrate in their business plans their understanding of the Stock plan and commitment to its implementation

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 - GENERIC 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	Desired outcome	Action owner	Target date
	undertaken			_
Staff Engagement The EIA has highlighted the need to ensure that Library staff re fully aware of the proposed service change and its implications		That staff are fully informed and throughout the Community Commissioning processes	Hannah Jackson/Paula Young	tbc
Training and development The EIA highlighted some possible 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	To provide on-going 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 Libraries Support Team	If the Community Management option for is Implemented
	For the Community Groups to address staffing and training of volunteers in business plans	community.	Community Groups	During Stages 2 and 3 of Community Management Process
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 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	The EIA is published on the Council's website	Paula Young	Jan 2016

Signed: Paula Young Date: Updated Jan 2016