

# **Equality Impact Assessment**

## **Soft Market Testing Bromley Library Service**

**EQUALITY IMPACT ASSESSMENT FORM  
BROMLEY LIBRARIES SOFT MARKET TESTING**

**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	<p>Please give a brief description of the function and its purpose*</p> <p><b>Description and purpose summary</b></p> <p>The proposal relates to the joint soft market testing exercise with the London borough of Bexley to explore the possibility of Commissioning both of the Council’s Library Services including the Shared Service arrangement. The soft market testing exercise will also include making contact with other local authorities to explore opportunities for collaborative working at the current time</p> <p>This exercise is in line with Bromley Council’s commitment in its Corporate Operating Principles to be a commissioning organisation, determining who is best placed to deliver quality and value for money services, and was approved by the Council’s Renewal &amp; Recreation Policy Development &amp; Scrutiny Committee and Portfolio Holder on 18<sup>th</sup> March 2015.</p> <p>The purpose of the of the joint soft market testing exercise is to establish if there is sufficient and suitable market interest in the delivery of the Council’s Library Services.</p> <p>Should the soft market testing exercise establish that a market for the delivery of the Council’s Library Service exists, the results of the joint soft market testing exercise will be the subject of further consultation with library users and staff, the outcome of which will be used to help inform the Council’s decision on the future of the Library Services.</p> <p>The soft market testing exercise will commence mid-May 2015 and will run until the end of June .Following on from this, public consultation and staff consultation on the outcome of the soft market testing will commence in July 2015. Staff and their departmental and union representatives were sent a letter on May 18<sup>th</sup> giving full details of the soft market testing process. As the letter referred to the soft market testing questionnaire, this was also circulated to staff in ensure that they were fully informed .</p> <p>The outcome of the joint soft market testing and subsequent consultation and engagement will be considered by the relevant Council Committees in Autumn 2015 before any next steps are agreed. If a decision is made at that time to proceed with outsourcing, that is where a full procurement exercise would begin (late autumn 2015)</p> <p><b>Bromley Library Service Summary</b></p> <p>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.</p> <p>Bromley Libraries currently operates a network of 14 libraries. it has been agreed that the following six community libraries Burnt Ash, Hayes,Mottingham, Shortlands , Southborough, St Paul’s Cray will be moved to a community management arrangement if a suitable community group comes forward .The preferred option is for all six to remain with the Council’s statutory provision. It is expected that this process will be complete by June 2016</p>
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From June 2016 the Library Service is therefore likely to consist of the following components for which the soft market testing exercise will test the markets interest.

### **Core Libraries**

eight core libraries directly managed by the Council which are

- Beckenham
- Biggin Hill
- Central
- Chislehurst
- Orpington
- Penge
- Petts Wood
- West Wickham

**See map A in Appendix One**

### **Community Managed Libraries**

Up to six community managed libraries, supported by the provider as part of the council's statutory provision and operating under Service level agreements

- Burnt Ash
- Hayes
- Mottingham
- Shortlands
- Southborough
- St Paul's Cray

**See map B in Appendix One**

### **Local Studies and Archives**

Local Studies and Archive Service based at Bromley Central Library (currently managed by the Shared Library Service)

### **Home Library Service**

Home Library Service (currently operated by LB Bexley and the RVS on behalf of LB Bromley)

### **Self Service borrowing**

The provision of self-service borrowing and return using Book Locker facilities and public access PCs at Anerley Town Hall

### **Back office and management functions**

Back office and management functions currently provided by the shared Library 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. The proposal to take the core offer to the market is underpinned by the new Library Service Strategy 2014, the purpose of which is to continue to provide a comprehensive and efficient Library Service within budget.

The London Borough of Bromley are considering the outsourcing of their Library Service and are preparing to seek views from the market to determine the viability of this proposal and to support the Councils decision making in reference to the development of this project

The proposal to take the core offer to the market involves seeking an external provider to provide the direct management of the Library Service including front and back office functions. This will include the management of any community library arrangements which

	<p>may have subsequently been developed. There are various options which could be explored which were included in the recent consultation exercise including the following</p> <ul style="list-style-type: none"> <li>• Transferring the management and operation of the Library Service to a private sector organisation or commercial provider following a full procurement process.</li> <li>• Transferring the service to be run by a trust or charitable provider -this would have the financial benefits awarded associated with charitable status</li> <li>• Exploring opportunities for sharing the service in partnership with another local council. The current shared management arrangement with the London Borough of Bexley ends in December 2016.</li> </ul> <p>This EIA addresses only the joint market testing exercise. It does not provide an assessment of the impact of the outsourcing of the service. If the outcome of the market testing exercise is favourable and if the Council approves the potential outsourcing of the Library Service then a separate EIA for outsourcing the service will be undertaken</p> <p><i>*Function can mean process, service, policy or project</i></p>										
1b	<p>How would you classify the function type?</p> <p><input type="checkbox"/> The service is provided on the basis of an application and /or targeted then go to question 1c</p> <p><input checked="" type="checkbox"/> The service is open to all go to question 1d</p>										
1c	<p>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 accessible</u> or for whom there may be needs or considerations to accommodate.</p> <table border="1" data-bbox="209 1048 1428 1384"> <tr> <td><input type="checkbox"/> *Accessible for all groups</td> <td><input type="checkbox"/> Pregnancy &amp; maternity</td> </tr> <tr> <td><input type="checkbox"/> Age</td> <td><input type="checkbox"/> Race</td> </tr> <tr> <td><input type="checkbox"/> Disability</td> <td><input type="checkbox"/> Religion &amp; belief</td> </tr> <tr> <td><input type="checkbox"/> Gender</td> <td><input type="checkbox"/> Transgender or Transsexual</td> </tr> <tr> <td><input type="checkbox"/> Marriage &amp; civil partnership</td> <td></td> </tr> </table>	<input type="checkbox"/> *Accessible for all groups	<input type="checkbox"/> Pregnancy & maternity	<input type="checkbox"/> Age	<input type="checkbox"/> Race	<input type="checkbox"/> Disability	<input type="checkbox"/> Religion & belief	<input type="checkbox"/> Gender	<input type="checkbox"/> Transgender or Transsexual	<input type="checkbox"/> Marriage & civil partnership	
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<input type="checkbox"/> Gender	<input type="checkbox"/> Transgender or Transsexual										
<input type="checkbox"/> Marriage & civil partnership											
1d	<p>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.</p> <table border="1" data-bbox="209 1532 1428 1899"> <tr> <td><input type="checkbox"/> Equality neutral</td> <td><input checked="" type="checkbox"/> Pregnancy &amp; maternity</td> </tr> <tr> <td><input checked="" type="checkbox"/> Age</td> <td><input checked="" type="checkbox"/> Race</td> </tr> <tr> <td><input checked="" type="checkbox"/> Disability</td> <td><input checked="" type="checkbox"/> Religion &amp; belief</td> </tr> <tr> <td><input checked="" type="checkbox"/> Gender</td> <td><input type="checkbox"/> Transgender or Transsexual</td> </tr> <tr> <td><input type="checkbox"/> Marriage &amp; civil partnership</td> <td></td> </tr> </table> <p>If you consider that the impact is Equality Neutral then go to question 1h Otherwise go to question 1e</p>	<input type="checkbox"/> Equality neutral	<input checked="" type="checkbox"/> Pregnancy & maternity	<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Race	<input checked="" type="checkbox"/> Disability	<input checked="" type="checkbox"/> Religion & belief	<input checked="" type="checkbox"/> Gender	<input type="checkbox"/> Transgender or Transsexual	<input type="checkbox"/> Marriage & civil partnership	
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<input type="checkbox"/> Marriage & civil partnership											

1e	<p>What are the negative impacts associated with this function? Please list and give details then go to question 1f</p> <p>The negative impacts associated with this proposal relate to the actual outsourcing of the service which would follow on from the process to soft Market test the market to establish if there is sufficient and suitable market interest to deliver the Council's Library Service</p> <ul style="list-style-type: none"> <li>• <b>Staff Numbers</b>-The contractor delivering the outsourced library service may adopt a different staffing structure, employing fewer paid staff and further utilising technology e.g. Self Issue and Book Lockers to issue stock which could impact on service delivery</li> <li>• <b>Volunteers</b>-If outsourced libraries use volunteers, there may be concerns that volunteers do not have the same standard in training relating to the equalities strands and so would be unable to offer the same level of customer service as current Council staff</li> <li>• <b>Stock</b>-It is possible that outsourced libraries may have different stock policies which would reduce the purchase of materials in other formats and languages which could impact on several of the equalities groups.</li> </ul>
1f	<p>Are there positive impacts associated with this function? If yes, please list and give details.</p> <ul style="list-style-type: none"> <li>• <b>Increased Volunteering Opportunities within London Borough of Bromley</b> If outsourced libraries were to use volunteers in the operation of the service, this would increase the number of volunteer opportunities within the London Borough of Bromley enabling individual residents 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</li> <li>• <b>Minimal Impact on front line library services</b>-The introduction of a different provider of the Library Service due to outsourcing should have a minimal impact on front-line services to customers .</li> <li>• <b>Access to stock</b>-The specification for any outsourcing of the Library Service will outline spending on the purchase of new stock, including large print and audio materials and materials in other languages ensuring current standards are maintained.</li> <li>• <b>Increased access and facilities</b>-It is possible that outsourced libraries could offer increased opening hours, an extended range of facilities, services or activities and enable wider use of the building and facilities by the local community. If so this would extend access to library services which would be of great benefit to local communities including the equalities groups.</li> <li>• <b>Service Focus</b>-In addition to the current service agreed as part of the specification, it is possible that outsourced libraries could add further value to the service by offering an additional focus than libraries directly managed by the Council, offering a wider range of services to the Community .</li> </ul>
1g	<p><b>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?</b></p> <p>At this stage the purpose is to soft test the market to establish if there is sufficient and suitable market interest in the delivery of the Council's Library Service .This approach has been agreed on due to financial constraints as Bromley Council must make further budget</p>

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 soft market testing process which precedes any outsourcing process is driven by the need for efficiencies and identifying who is best placed to deliver a quality Library service which comprehensively and efficiently meets the statutory requirements of the community..

Should the soft market testing exercise identify that outsourcing is not the right way forward for the Library service then an alternative approach will be explored and considered.

Plans are already being built at this stage in the process to address any negative impacts of the outsourcing of the service and promote a positive impact as detailed below and would be included in the specification for the delivery of the outsourced Library Service and in any subsequent Service Level Agreements and would be the basis for contract monitoring

- The proposal seeks to continue the delivery of library services in a new way, however the provision of the service from a network of 8 core libraries and six Community managed libraries run by an external provider would deliver a comprehensive and efficient library service.
- To ensure that the specification for the outsourcing of the service fully outlines spending on the purchase of new stock .This includes the purchase of large print and audio materials, materials in other language and materials for adults and children so that the community as a whole continue to have free access to a high quality of stock for all .
- To ensure the outsourcing and contract continues to deliver sustainable services with a focus on local need including provision of 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 .The specification for any outsourcing of the Library service would include the retention and provision of these activities
- Ensure the continued provision of study space particularly for young people without alternative access to a quiet, safe place to study and access information
- Ensure that any agreed outsourcing contract includes the provision of 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.
- Ensure the continued the delivery of library services in a new way whilst continuing to support the most vulnerable residents and those with protected characteristics

Application of these measures which will be fully outlined in a full specification to be drawn up after the soft market testing exercise 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 fully supports the responsibility to promote positive attitudes to equal opportunities in public life and considers fully the needs of the 9 equalities groups currently using or wishing to use Bromley Libraries.

The proposal to soft market test the outsourcing of the service would enable Bromley Council to seek the market's views on the outsourcing of services, the capacity of the market to supply these services and the level of interest in this proposed procurement activity.

	<p>Examples of how this responsibility to promote positive attitudes to equal opportunities in public life has been discharged in the application of the proposed function to soft market test the outsourcing of the Library service are as follows</p> <p>As part of this process a joint soft market testing questionnaire has been compiled by Bromley and Bexley Councils for this process. This contains a set of High Level outcomes which are detailed below</p> <ul style="list-style-type: none"> <li>• Ensure an efficient and effective library service delivering Value For Money for Bromley and Bexley residents and striving to increase usage of the service</li> <li>• Develop and promote ten modern Bexley libraries and fourteen Bromley libraries that are accessible to all</li> <li>• Seek to develop new partnerships with a range of external bodies in both boroughs</li> <li>• Facilitate and deliver cultural events and programmes across both boroughs.</li> <li>• (Bexley has an additional outcome)</li> </ul> <p>LB Bromley and L B Bexley are looking for responses to a set of 8 questions which interested parties must complete as part of the soft market testing process .Therefore the exercise to soft test the market in order to identify a library outsourcing model clearly seeks to retain service standards and develop a new way to continue to offer a comprehensive service to all service users including all nine equalities groups. The specification on which any outsourced library service is modelled will ensure that outsourced library services continue to offer the wide range of services currently used by the equalities groups including the elderly, disabled, pregnant women and those with young children.</p>
1i	<p>Are there any Human Rights Issues? If so what are they?</p> <p>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.</p>
1j	<p>Is a full impact assessment required?</p> <p><input checked="" type="checkbox"/> 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</p> <p><input type="checkbox"/> NO - please sign off the process (stage 3) and fill in any actions identified, if any in the action plan.</p> <p><input type="checkbox"/> Don't know. i.e. not enough evidence. Please go to stage 2.</p>

## Stage 2 – full impact assessment

2a	Does the function affect or impact on the public, whether directly or indirectly?		
	<input checked="" type="checkbox"/> yes	<input type="checkbox"/> no	<input type="checkbox"/> Don't know
	<p><b>Provide any relevant information here.</b></p> <p>The joint soft market testing exercise could lead to changes to the management and delivery of Bromley Libraries which will impact on the public. Census 2011 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 17% of the population who would therefore be directly affected by this proposal to soft market test prior to Outsourcing of the Service. The remaining 83% of the population currently not using the library service regularly would be affected indirectly. Additional information relating to the equalities groups most directly affected is detailed below</p>		

## **Age**

Projections show that The current proportion of older people in Bromley aged 65 and over is expected to increase gradually from 17.74% of the population in 2014 to 17.84% by 2019 rising to 18.28% by 2024. As identified in the 2012 CIPFA Plus Survey 7% of those Library users interviewed were under 25, a third of respondents overall were aged 26-44 (33%). A further three in ten (30%) were aged 45-64. 16% were aged 65-74 and 13% overall were aged 75 or over.

## **Children**

Census 2012 data shows that 22% of Bromley's population are aged under 18. Findings from the Children's PLUS 2013 Survey show that the highest use of libraries is from children aged between 0-7 (Key stage 1) with 58% visiting the library. 28% of children aged 7-11 (KS2) visited the library followed by 13% of children aged 11-16 (KS3).

## **Disability**

Census 2011 data demonstrated that 84.2% of Bromley residents consider themselves to be in very good or good health and 4.1% in very bad or bad health. Previous consultation of library users asks whether customers consider themselves to have a disability. The findings of the 2012 CIPFA PLUS survey reveal that over two in ten respondents 21% had one or more disabilities/conditions. The most commonly mentioned was mobility-8%, see below.

- 8% Mobility
- 6% Hearing
- 3% Eyesight
- 3% Dexterity
- 2% Learning disability
- 4% Mental Health issues
- 2% Other

The 2015 Library Service Strategy Consultation showed the following relating to limiting disability

- 3%-limited a lot
- 10% -yes limited a little
- 80% -No
- 6% prefer not to say

## **Gender**

Census 2011 data shows that 52% of Bromley residents are female compared to 48% male. Library use by men and women at Bromley Libraries as defined by the CIPFA 2012 PLUS Survey is detailed below

- 64% female
- 36% male

The 2015 Library Service Strategy Consultation showed the following relating to gender

- 61% were female
- 32% male
- 7% prefer not to say

Use by children as defined by Children's PLUS 2013 Survey is broken down as follows

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

## **Ethnicity**

The 2011 Census findings show that the white British population of Bromley has decreased by 6% from 255,614 (86.49%) in 2001 to 239,478 (77.4% of total population). The greatest increase was the number of Black or Black British residents in the borough which rose from 3,373 to 9,819. 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

The 2015 Library Service Strategy Consultation showed the following relating to race

- 84% were White
- 1% were Black
- 11% preferred not to say
- 1% were mixed race
- 2% were Asian
- 1% were other

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**

Census 2011 data shows that 60.7% of Bromley residents are Christian which is higher than the London average of 48.4%. Library users 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 2015 Library Service Strategy Consultation showed the following relating to religion

- 58% were Christian
- 26% stated no religion
- 14% prefer not to say
- 1% were Hindu
- 1% were Muslim
- 1% were other unspecified

### **Gender Re-assignment**

Consultation 2014 data confirmed 99% maintained the same gender identity as at birth, 1% preferred not to say. In the 2015 survey 90% maintained yes, 1% no and 10% preferred not so 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

The Library Service Strategy Consultation 2015 data showed the sexual orientation of the sample of 1,837 respondents as follows,

- 79% were heterosexual
- 1% were gay
- 1% were bisexual
- 0% were lesbian
- 19% preferred not to say

### **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. Library Service Strategy consultation 2015 showed that of a sample of 609 women

- 11% were pregnant or pregnant in the last year
- 4% preferred not to say
- 86% were not pregnant/pregnant in the last year

The survey showed that of a sample of 832

- 9% were on maternity leave
- 8% preferred not to say
- 0% on paternity leave
- 0% on adoption leave
- 82% none

### **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

The Library Service Strategy Consultation data showed the legal marital status of 1,837 respondents as follows

- 58% were married
- 1% were separated
- 5% were divorced
- 8% were widowed
- 1% were in a same sex marriage or civil partnership

### **Employment status**

2011 Census data shows that Bromley has a high proportion of retired residents which at 13.3% is higher than the London average of 8.4%. The number of unemployed residents at 3.9% is lower than the London average of 5.2%.Of the sample of Library users consulted during the CIPFA PLUS 2012 survey, respondents were shown to be

- 42% were employed / self-employed( full or part-time )
- 36% were retired
- 6% were unemployed.

### **Deprivation**

In 2010 Bromley was ranked 203<sup>rd</sup> out of 362 Local authorities in the index of multiple deprivation (IMD) 1 being the most deprived. Generally Bromley scores well and deprivation is lower than average compared to neighbouring boroughs. However the IMD 2010 scores do indicate clear concentrations of poorer IMD scores to the North West of the borough in

	<p>Crystal Palace and Penge and Anerley, to the North in Mottingham and to the east in Cray Valley. As well as centrally through Downham and Bromley common. St Paul's Cray Library is situated in Cray Valley ward which has the highest deprivation scores in the borough.</p> <p><b>See map C Appendix one</b></p>
2b	<p>Have complaints or feedback been received about the function and its effect on different equality groups?</p> <p><input checked="" type="checkbox"/> yes                      <input type="checkbox"/> no                      <input type="checkbox"/> Don't know</p>
	<p>Provide evidence by documenting all reliable up to date information. None received</p> <p>Additional evidence received will be included in the updated version of this document</p>
2c	<p>Outsourced services - if the function is provided by external organisations/agencies on behalf of the Council please detail any arrangements you have to ensure that the function promotes equality; this may include contract conditions.</p>
	<p><i>Provide evidence by documenting all reliable up to date information.</i></p> <p>The core frontline Library Service is currently provided being provided by Bromley Council Shared back office and management functions are provided by a shared Library Service partnership between Bromley and Bexley which is hosted by London Borough of Bexley. This arrangement promotes equality as the services provided by the Shared Library services are available to all including the 9 equalities groups. Events provided by the Shared Service have been targeted at equalities groups e.g. Visually Impaired reading groups, participation in universal Health offer. Silver Surfers, Baby bounce and rhyme.</p> <p>The soft market testing of the Library service could lead to the service being provided by an external organisation .If this concept is developed, arrangements to promote equality of service will be specified in all Service specifications, Service Level agreements and contracts regarding the service.</p>
2d	<p>Does the function have employment implications for Council staff</p> <p><input checked="" type="checkbox"/> yes                      <input type="checkbox"/> no                      <input type="checkbox"/> Don't know</p>
	<p><i>Provide evidence by documenting all reliable up to date information.</i></p> <p>The agreed proposals to soft market test the core library service do have implications for Council staff particularly in regards to TUPE arrangements as staff are currently employed by Bromley Council.</p> <p>The soft market testing exercise will commence on 18<sup>th</sup> May 2015 and it is expected that this process will have been completed by the end of June 2015.and any interest in the market established. Staff and their departmental and union representatives have been informed by letter on May 18th 2015 that this process has commenced. The letter also invited staff wishing to participate in the soft market testing exercise to provide their views by completing the questionnaire using the Council's e-procurement system Pro Contract. Staff were sent a copy of the soft market testing questionnaire.</p> <p>Should the soft market testing exercise establish that a market for the delivery of the Councils' library services exists, the results of the exercise will be the subject of further consultation with library users and staff and their representatives and all relevant stakeholders. The outcome of this consultation will be used to help inform the Councils' decision on the future of the Library Services</p> <p>Any staffing implications e.g. TUPE arrangements arising from the results of the soft market testing exercise will need to need to be managed in accordance with Council policies and procedures and with due regard for the existing framework of employment law.</p>

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 the joint soft market testing option is the need for the consideration of different ways of delivering essential services given challenging financial circumstances. In line with Bromley Council's Corporate Operating principles, the Council wishes to be a commissioning organisation, determining who is best placed to deliver quality and value for money services. The Council is therefore seeking to significantly reduce its operating costs in relation to its library service.

**Adverse Impact :Age**

As residents aged 65+ are over represented among library users compared to the population as a whole, any negative impacts of this policy will affect a greater number of older people .Following on from the soft market testing exercise the following mitigating actions will be included in the specification to ensure that any outsourced library service provides full access to services from a network of Library buildings and online..

**Action to mitigate potential impact**

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

- Access-80% of Bromley residents will be within 1.5 miles of one of the eight core council managed libraries.
- 98% of residents remain within 1.5 miles of either a core library or a Community managed library
- 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 2015 Library Consultation showed that of the sample surveyed 61% walked to the library, 25% went by car, 11% by bus with the remainder cycling or using another means of transport
- The provision of the Home Library Service will be included in the specification for any outsourcing of the Library Service. 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).
- Public access to Bromley Library Service is available at any time from a computer or device with internet access via the library website <http://arena.yourlondonlibrary.net/web/bromley>
- 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.[www.bromley.gov.uk](http://www.bromley.gov.uk)

**Adverse Impact:Disability**

Refer to the adverse impacts detailed in the age category. It is possible that an outsourced Library Service could have reduced access to large print and AV materials for customers .If outsourced libraries use volunteers, there may be concerns that volunteers do not have the same standard of training in disability awareness and so would be unable to offer the same level of service to disabled customers as council staff

**Action to mitigate potential impact**

See mitigating actions listed above in the age category as justification regarding access to services. Additionally the following will be actioned

- The specification for any outsourcing of the Library Service would include the retention of existing facilities for people with disabilities

- The specification for any outsourcing of the Library service will outline spending on the purchase of new stock including large print and audio materials.
- Any concerns over the ability of volunteers to effectively serve customers who are disabled or who have additional needs could be addressed by a training programme for volunteers provided by the successful tenderer.

**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. Refer to negative impacts from age and disability categories

**Action to mitigate potential impact**

- See mitigating actions listed in the age and disability categories as these would also be applied for this category.

**Adverse Impact-Pregnancy and maternity**

Refer also to the adverse impacts identified in the sections above relating to stock and volunteers.

**Action to mitigate potential impact**

- 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. The specification for any outsourcing of the Library Service would include the retention of existing facilities and activities for babies and toddlers.
- Any concerns over the ability of volunteers to effectively serve customers of all ages including children and young people could be addressed by a volunteer training programme provided by the successful tenderer.

**Adverse Impacts-Race**

Refer to the adverse impacts identified in the age and disability categories. It is possible that outsourced libraries may have reduced access to material in other languages e.g. Bengali, Turkish, Polish etc.

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

**Action to mitigate potential impact**

- The specification for any outsourcing of the Library Service will outline spending on the purchase of new stock including materials in other languages.
- Any concerns over the ability of volunteers to effectively serve customers from all ethnic backgrounds could be addressed by a training programme for volunteers to be provided by the successful tenderer.

**Adverse Impacts-Religion and Belief**

Refer to the adverse impacts identified in the categories above. If outsourced libraries use volunteers there may be 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 staff do.

**Action to mitigate potential impact**

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

- Any concerns over the ability of volunteers to deliver library services effectively to customers of all faiths to be addressed by the proposed successful tenderer who will provide training and support

**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 of service to LGBT customers

	<p>as the current service</p> <p><b>Action to mitigate potential impact</b></p> <p>See mitigating actions listed above under the age category</p> <ul style="list-style-type: none"> <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 successful tenderer</li> </ul> <p>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</p>			
2f	<p><b>Monitoring – give details of any monitoring being carried out on existing functions.</b></p> <p>The following monitoring has been carried out on our existing library service and policies</p> <ul style="list-style-type: none"> <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> <li>• Transaction data and management information from the Library Service</li> <li>• User feedback, satisfaction surveys carried out every three years most recently in 2012 and 2013 with adults and children</li> <li>• Performance data compiled by the Chartered Institute of Public Finance and Accountancy(CIPFA) and are benchmarked against comparable local authorities</li> <li>• A set of local performance targets has been in place since 2008.The targets are monitored on a quarterly basis</li> <li>• Extensive independent public consultation carried out in 2012 and 2014 to assess the impact of changes to the Library service including the closure of the Mobile Library, level of inconvenience from reduction in opening hours. The subject of the latest consultation in 2015 was proposed Community Management of six libraries and market testing and outsourcing .</li> </ul>			
2f (i)	<p>If this is a new function, or not currently monitored, are you planning to monitor the impact of the function</p> <table border="1" data-bbox="210 1258 1426 1326"> <tr> <td data-bbox="210 1258 612 1326"><input checked="" type="checkbox"/> yes</td> <td data-bbox="612 1258 1023 1326"><input type="checkbox"/> no</td> <td data-bbox="1023 1258 1426 1326"><input type="checkbox"/> Don't know</td> </tr> </table> <p>If yes <b>add details to action plan-</b></p> <p>If no please explain why it is not considered appropriate to do so. <b>n/a</b></p> <p><b>See updated action plan</b></p>	<input checked="" type="checkbox"/> yes	<input type="checkbox"/> no	<input type="checkbox"/> Don't know
<input checked="" type="checkbox"/> yes	<input type="checkbox"/> no	<input type="checkbox"/> Don't know		
2g	<p><b>Consultation</b> – 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?</p> <p>Following the publication of the Library Service Strategy report and the agreement of Members to the strategic approach set out in the report a two month consultation and engagement programme commenced .This ran from 1<sup>st</sup> December 2014 until 2nd February 2015. 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 section 2 of 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 undertaken by the independent Market research company to ensure an equal representation.</p> <p>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.</p> <p>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</p>			

2014 survey) it was felt that an electronic consultation process would be more suited in this instance. The survey was advertised online on the Council's website and the Library Arena website. Posters and leaflets were distributed at libraries and council offices to encourage maximum participation. Paper copies of the questionnaire were also available from libraries for those unable to complete online. Help from library staff was available throughout the process to anyone needing assistance completing the survey

The questionnaire contained questions about all three proposals outlined in the Library Service Strategy

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

Respondents were also asked a range of questions about themselves including those in relation to the nine 'protected characteristics' stemming from the 2010 Equality Act. These include: age, gender, gender reassignment, disability, pregnancy and maternity, race, religion and belief, sexual orientation and legal marriage or civil partnership status

The analysis of the answers to the Who Might Run the Libraries section of the questionnaire has been used to inform this EIA regarding the initial response from residents to the concept of a library service provided by an external organisation on behalf of the Council. The questions relating to this concept are detailed below

**Q11 a-To what extent do you support :Libraries run directly by the Council**

- Strongly support-53%
- Tend to support-30%
- Do not support-6%
- Strongly opposed to-7%
- Don't know-4%

**Summary**

Respondents were most likely to favour the libraries being 'run directly by the Council' when asked how they favoured this in comparison to other types of provider or arrangement. Second most likely to be favoured was the idea of the libraries being run though 'a shared service with another Council or in partnership with another Council', followed by the libraries being run by 'a trust or charitable provider' and the least likely to be favoured by far was the idea of the libraries being run by 'a private sector organisation or a commercial provider'.

In relation to the libraries being 'run directly by the Council', 53% of respondents said that they 'strongly support' this arrangement and a further 30% said they 'tend to support' this, representing 83% of respondents who were 'supportive' of this way forward.

Only 6% of respondents said that they 'do not support' and 7% said that they were 'strongly opposed to' the library's being 'run directly by the Council', thereby representing 13% of respondents who were 'not supportive'. The 'don't know' response option was only selected by 4% of respondents.

**Q11b-To what extent do you support Libraries run by a trust or charitable provider**

- Strongly support-10%
- Tend to support-47%
- Do not support-22%
- Strongly opposed to-14%
- Don't know-7%

In relation to the idea of libraries being run by 'a trust or charitable provider', 10% of

respondents said they 'strongly support' this idea, followed by a further 47% who said that they 'tend to support' it, so that overall 57% of respondents were 'supportive' of the libraries being run by 'a trust or charitable provider'.

Some 35% of respondents were 'not supportive' of libraries being run by 'a trust or charitable provider', 21% said that they 'do not support' the idea and a further 14% said that they were 'strongly opposed to' the idea. The remaining 8% answered 'don't know' to this question.

**Q11c –To what extent do you support :Libraries run by a private sector organisation or commercial provider**

- Strongly support-3%
- Tend to support-13%
- Do not support-32%
- Strongly opposed to 45%
- Don't know-6%

The least favoured option was that of the libraries being run by 'a private sector organisation or a commercial provider' with just 3% of respondents saying that they 'strongly support' this idea and 13% saying that they 'tend to support' it, totalling 16% of respondents who were 'supportive' of this idea.

Over three quarters, 77% of respondents were 'not supportive' of libraries being run by 'a private sector organisation or a commercial provider', 32% said that they 'do not support' the idea and a further 45% said that they were 'strongly opposed to' the idea. The remaining 6% of respondents answered 'don't know' to this question.

**Q11d-To what extent do you support Libraries as a shared service or in partnership with another council(s)**

- Strongly support-14%
- Tend to support-50%
- Do not support-17%
- Strongly opposed to-11%
- Don't know-8%

**Summary**

When asked how they felt about the libraries being run though 'a shared service with another Council or in partnership with another Council' some 14% of respondents said that they 'strongly support' this idea and exactly half, 50%, said that they 'tend to support' it, equating to 64% of respondents being 'supportive' of 'a shared service with another Council or in partnership with another Council'.

Some 28% of respondents were 'not supportive' of the idea of the libraries being run though 'a shared service with another Council or in partnership with another Council' with 17% saying that they 'do not support' and 11% saying that they were 'strongly opposed to' this idea. The other 8% of respondents answered 'don't know' to this question.

**Focus Groups**

A total of 12 focus groups were held at the borough's libraries in January 2015. Two focus groups were held at each of the 6 libraries for which the London Borough of Bromley is considering Community Management. The libraries are: Burnt Ash, Hayes, Mottingham, Shortlands, Southborough and St Paul's Cray

The participants were recruited in the library at random on Monday 12 and Friday 16 January 2015. The aim was to recruit ten library users, the first ten willing and available to come along to each group, for eight shows on the day. This was not always possible due to



the number of library users on recruitment days. No incentive payment was offered. The aim of the groups was to gain greater insight into many of the questions asked in the simultaneous online and paper survey, both of which were self-completion and ran from 1 December 2014 to 2 February 2015. Discussion findings relating to Bromley's consideration of outsourcing of the library service are detailed below.

### ***Attitudes Towards Different External Providers***

When asked about how they felt about a **trust or charitable provider** running their local library, here is a small selection of reactions from across the libraries:

- Would volunteers be reliable, consistent, committed (St Paul's Cray Group 2)
- There would be a loss of the professionalism and knowledge of the current staff (Burnt Ash Group 1)
- "What would be the advantage to a charitable trust to run it" (Hayes Group 2)
- "How would it work" (Mottingham Group 2)

Here is a selection of reactions from across the libraries to a **private sector organisation or a commercial provider** running their library:

- "They'd do more of the things they want to do to make money and less of the things library users want" (Hayes Group 2)
- "How do you make money from a library service" (Mottingham Group 1)
- "You'd lose the depth of knowledge that the professional staff have" (Shortlands Group 1)
- "Would any company be attracted to it" (Burnt Ash Group 1)

Finally, a selection of reactions to libraries being run through a **shared service with another council or in partnership with other Council's**, this was received in a less negative way than the former two types of provider were:

- "The Council would retain professionalism, control and responsibility" (Burnt Ash Group 1)
- "It already happens now" (Shortlands Group 2)
- "How would it save money" (Mottingham Group 1)
- "It would be good to know if it's working elsewhere, so we can judge" (St Paul's Cray Group 1)

### **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 18<sup>th</sup> March 2015 where Members agreed to the recommendation to seek to establish Community Managed Libraries and to market test the remaining library offer.

### **Further Consultation**

As the soft market testing exercise has now commenced. A letter has been sent out informing staff of the proposals and timescales and drawing their attention to the soft market testing questionnaire. 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. The consultation process for both staff and the public on the outcome of the soft market exercise is scheduled to commence at the end of July. Public consultation will be conducted by an independent market research company. The consultation will take place in the form of a short questionnaire which will be available both at libraries and online.

Sample face to face interviews will also be conducted

**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 inform this EIA, evidence regarding equality issues has been gathered from the sources listed below and analysed to ensure that the needs of all residents currently using or wishing to use Bromley Library services including those of the 9 equalities groups are considered as part of this process

- 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 2014
- Bromley Service Strategy Consultation Report 2015
- Library Strategy report-Nov 2014
- Bromley Libraries Stock Management Policy –updated 2015

### **Bromley Libraries Summary**

The library offer includes the large Bromley Central Library which has the widest range of stock and services, Bromley offers three additional tiers of libraries , two district libraries, neighbourhood libraries 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. Additionally several libraries have free Wi-Fi. Bromley Libraries host a wide range of local community events and activities including Baby Bounce and Rhyme, Chatterbooks, Reading Groups including a visually impaired reading group and Computer Clubs The Service offers a Home Library Service and a Local Studies and Archive Service

### **Use of Bromley Libraries**

In 2014/15 Bromley libraries recorded

- 1399,678 issues of Library items
- 1,707,518 visitors to Bromley Libraries (including non-library purposes)
- 52,129 active Library members
- 14,610 new members

Comparison of these statistics with the previous year shows that physical visits have declined by -6.9% over the past 12 months. Issues have decreased overall by -0.4%. New members increased by 0.4%.

### **Active borrowers**

.Bromley Libraries have 52,129 active users who have borrowed an item or used the Library, or People’s Network computers over the past twelve months. This figure shows a -20.6% decline in active members from the 2013/14 total. This number of active library members represents 21.6% of the population of the borough.

### **New Members**

The number of new members to Bromley Libraries fell overall by -0.5% in 2014-15. The

	<p>number of new members increased by 148% at the new Penge Library and an increase was also recorded at Burnt Ash, Chislehurst, Hayes, Orpington, Petts Wood, Shortlands and West Wickham. There was a decline in new members at all other libraries.</p> <p><b>Library Visits</b>  Visits to the Penge Library increased by 12.2% during 2014-15 due to the move to a new library building. Burnt Ash Library also recorded an increase of 4.7% in visits during 2014-15. However visits overall fell by -6.9% on the previous year from 1,833,514 to 1,707,518.(This figure includes visits to Biggin Hill and Central Library for non-library purposes.)</p> <p><b>Library Issues</b>  Library Issues fell by 0.4% from 1,404,601 in 2013-14 to 1,399,678 during 2014-15.The decline in issues was a trend at all Bromley libraries with the exception of Hayes where issues increased by 2.3% and the new Penge Library where issues rose by a massive 84.6%</p> <p><b>Service Use</b>  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.</p> <p><b>Stock</b>  As detailed in the updated stock plan, Bromley library service aims to</p> <ul style="list-style-type: none"> <li>• Provide a range and depth of stock that reflects the rich and complex diversity of needs within the Borough</li> <li>• Continually maintain and develop stock by identifying and improving areas of under provision, anticipating new needs and responding to changing cultural requirements</li> </ul> <p><b>Purpose of Library Visit</b>  The CIPFA PLUS 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.</p>
2i	<p><b>Publishing</b> – 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</p> <p><b>See updated action plan</b></p>
2j	<p>Training and development - please list any staff training issues that have arisen as a result of conducting the impact assessment-<b>Add details to action plan</b></p> <p><b>See updated action plan</b></p>

**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.

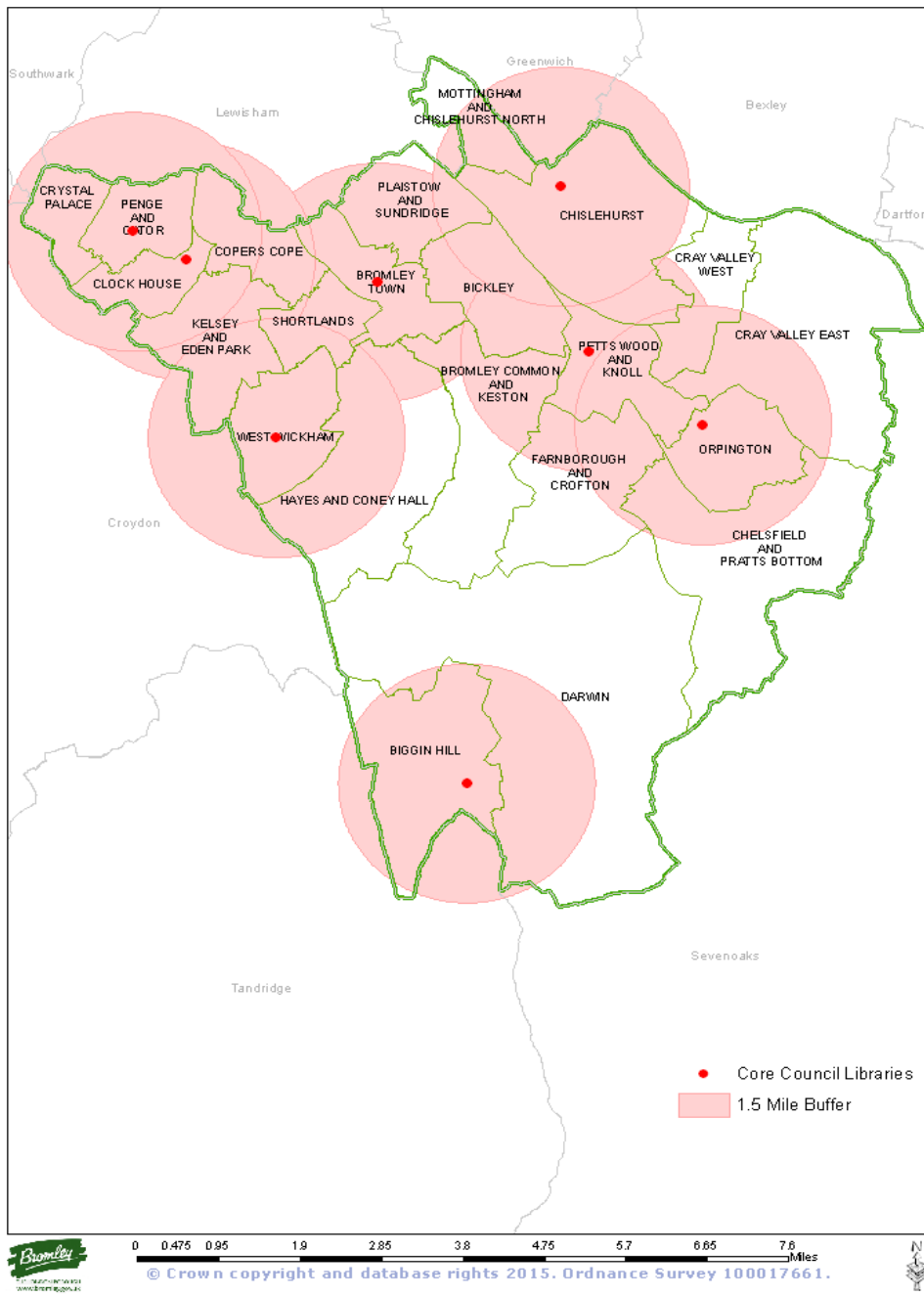
<b>Issue</b>	<b>Action to be undertaken</b>	<b>Desired outcome</b>	<b>Action owner</b>	<b>Target date</b>
<p><b><u>Consultation</u></b> The EIA recognised the need to ensure that the public are further consulted on the proposal to outsource the Library Service which underpins the soft market testing exercise .The EIA highlighted the need to ensure that staff affected by this proposal are consulted fully in accordance with council policies and procedures</p>	<p>Consultation will be undertaken. Analysis of the consultation data will be used to inform members decision</p>	<p>That the public and staff are fully informed and consulted about the proposals</p>	<p><b>Hannah Jackson/Paula Young</b></p>	<p>July 2015</p>
<p><b><u>Communication</u></b> The EIA highlighted the need to ensure the public are fully aware of the consultation and also the proposed service change and its implications</p>	<p>Produce a Communications plan to deliver an effective marketing campaign to raise awareness of the consultation and also the proposed service change</p>	<p>To ensure that staff and the public are fully informed about the proposed service changes and the consultation</p>	<p><b>Hannah Jackson/Paula Young</b></p>	<p>July 2015</p>
<p><b><u>Needs Assessment</u></b> Establish whether a Needs Assessment is needed following the outcome of the soft market testing exercise</p>	<p>To analyse the consultation data and feedback to decide if a full Needs Assessment is needed as part of this process</p>	<p>That the needs of Equalities groups affected by this policy are fully considered to minimise impact.</p>	<p><b>Hannah Jackson/Paula Young</b></p>	<p>July 2015</p>
<p><b><u>Training and development</u></b> The EIA highlighted some training requirements for volunteers working with several equalities groups</p>	<p>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</p>	<p>That If the service is outsourced, the provider will organise training and support for volunteers to ensure the same standards of customer care to the equalities groups are maintained</p>	<p><b>Hannah Jackson/Paula Young</b></p>	<p>If an outsourcing arrangement is progressed after the soft market testing</p>
<p><b><u>Monitoring</u></b> <b>Section 2f of the EIA asks for details of new monitoring functions</b></p>	<p>To record and monitor statistics for Outsourced Libraries for inclusion in annual Library statistics and returns. To monitor contract performance against specification</p>	<p>That if the Library service is outsourced, the provider and the commissioning team will ensure that the current usage data and performance data and data relating to the contract is collected</p>	<p><b>Hannah Jackson/Paula Young</b></p>	<p>If an outsourcing arrangement is progressed after the soft market testing</p>
<p><b><u>Publishing</u></b> Section 2i of the EIA asks for this document to be published</p>	<p>Arrange for the completed EIA to be published on the Council's website where it can be viewed by all</p>	<p>That the EIA is available on the Council's website</p>	<p><b>Paula Young</b></p>	<p>June 2015</p>

**Signed: Paula Young**

**Date: May 26th 2015**

# Appendix One

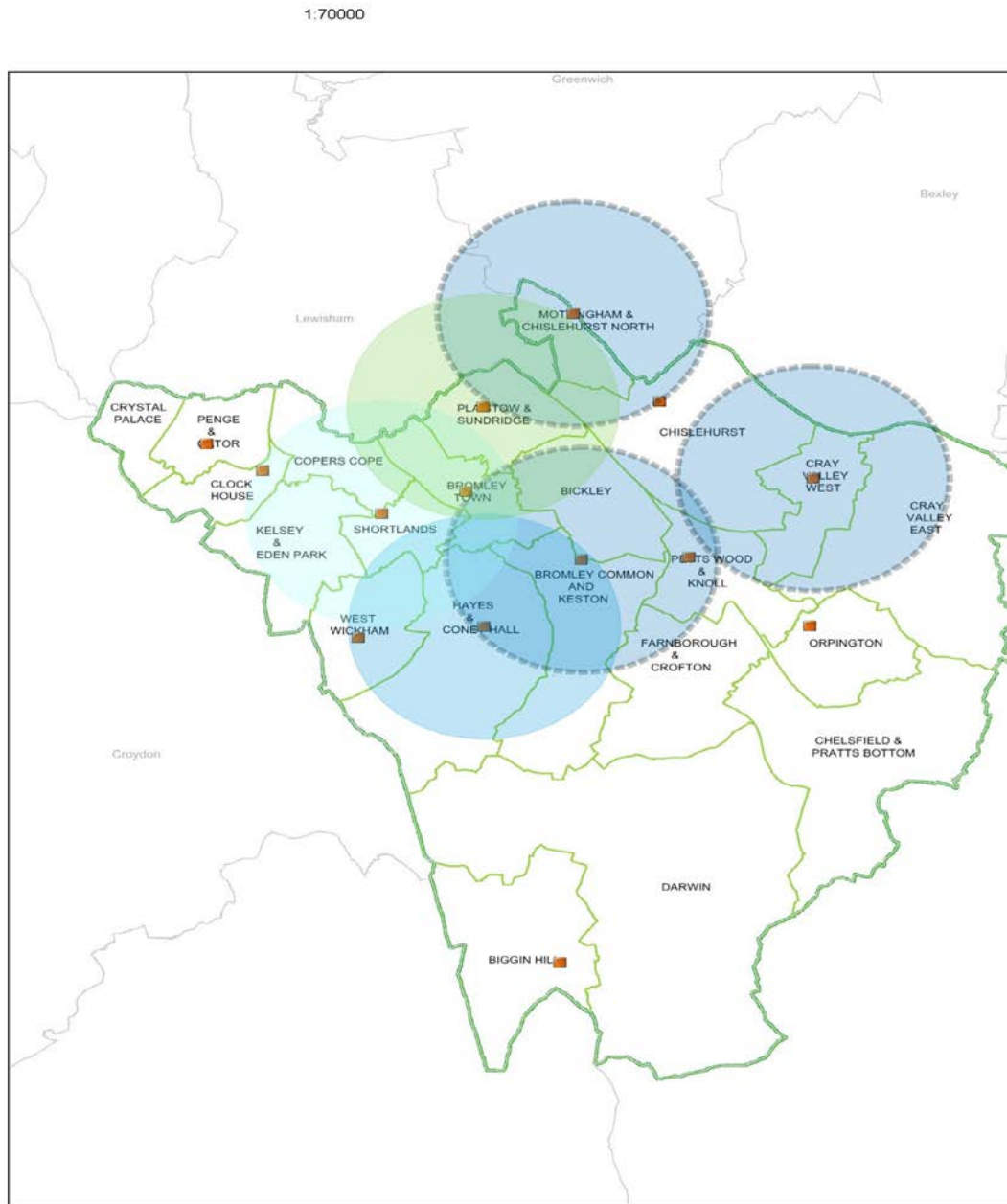
## Map A-Location of proposed core libraries



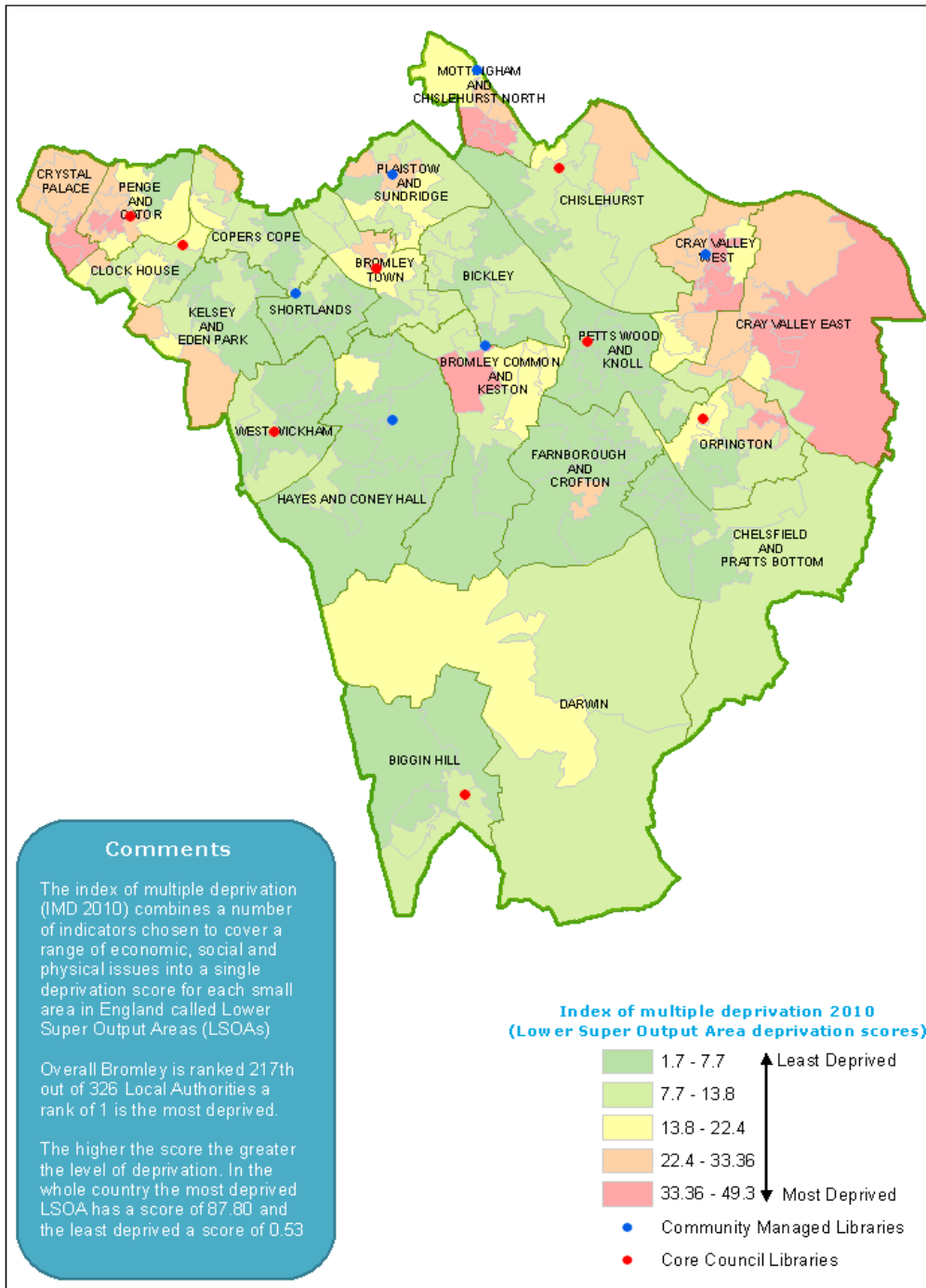
## Map B-Location of proposed Community Managed Libraries

Community Libraries are highlighted with circles

Burnt Ash, Hayes, Shortlands plain circle Mottingham, St Paul's Cray, Southborough dotted circle outline



# Map C –Index of Deprivation 2010:Library Locations



0 0.475 0.95 1.9 2.85 3.8 4.75 5.7 6.65 7.6 Miles

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