

Equality Impact Assessment

Proposals for a Commissioned Library Service

October 2015

**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*-Committee report</p> <p>This EIA addresses the impact of a Commissioned Library Service on those living working or studying in the borough should the Council approve proposals for a Commissioned Library Service. It has been used to inform the Gateway Committee report. An additional EIA summarising the key points highlighted in this document has been published.</p> <p>Bromley Library Service Summary</p> <p>Bromley Libraries currently operates a network of 14 Libraries, additionally electronic book borrowing facilities and Computers are available at Anerley Town Hall. 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 in partnership with RVS and the back office management functions are provided by a shared service partnership with the London Borough of Bexley which also delivers the Local Studies and Archive Service. This commenced in January 2012 and is due to expire in December 2017.</p> <p>It has been agreed that the six Community Libraries Burnt Ash, Hayes, Mottingham, Shortlands, Southborough, St Paul’s Cray will move to a Community management arrangement if a suitable arrangement is found .The preferred option is for all six to remain within the Council’s statutory provision. It is expected that this process will be complete by June 2016. If a suitable Community management arrangement cannot be secured then it is likely that the six community libraries will be included in the Commissioning process.</p> <p>Description and purpose summary</p> <p>The new library strategy which was reviewed at the meeting of the Renewal & Recreation Policy Development and Scrutiny Committee on 18th March 2015 sought to</p> <ul style="list-style-type: none"> • Explore the option for community management at the Council’s six community libraries • To commission the whole library service, seeking an external provider to deliver direct management of the library service under the supervision of the Council, including oversight of community management arrangements. • Explore opportunities to renovate and improve the physical condition of all library buildings. <p>It was decided to progress the implementation of the second ambition of the strategy, to commission the library service. This included entering into discussions with the London Borough of Bexley to develop a joint procurement strategy for the Library Service, undertaking soft market testing and undertaking further consultation on the results of the soft market testing with library staff, library users and residents.</p> <p>The key recommendation from the Gateway Report is that having given due regard to all factors informing the business case, to now instruct officers to market test the library service, beginning a formal procurement process jointly with the London Borough of Bexley to identify a successful service provider to deliver the Library service.</p> <p>The purpose of the change</p> <p>Due to continuing financial constraints faced by the council, consideration must be given to the most cost effective and efficient way of managing the boroughs library service going forward. This proposal seeks to take the Library Service offer to the market, agreeing a</p>
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procurement strategy and contracting arrangements for a Commissioned Library Service with Bexley. The successful service provider will be awarded a contract with a length of 10 years and the option to extend for an additional five years on review. The contract will be flexible to enable service development but will include provisions for effective contract monitoring. The contract will be for direct management of both boroughs including front and back office functions. This includes the management of 8 core Bromley libraries (see Appendix A) and will include the management of any community library arrangements which may have subsequently been developed (See Appendix B).

To test the Council's ambitions and assumptions Bromley and Bexley Councils undertook a Joint soft market testing exercise between 12th May and 26th June 2015 exploring the possibility that a jointly commissioned library service would reduce The Council's operating costs and achieve better value for money than if the Councils continued with direct delivery. The soft market testing exercise established that there is market interest in the opportunity of providing Bromley and Bexley's library service should it be formally tendered. The exercise also identified that efficiencies could be made.

Soft Market Testing and Consultation

The results of the soft market testing exercise will be considered by the appropriate decision making bodies of each Council to inform whether or not they should jointly or independently commission their library services. This decision is scheduled to be made in Autumn 2015 when the soft market testing report will be considered alongside the results of the public consultation exercise which took place between 22nd July and 16th September 2015. 1,893 people responded to a questionnaire seeking views specifically on the proposals to commission the library service. This was the second round of public consultation; earlier in the year, the Council sought views on the proposals for the library service as a whole and this included a question around alternative management options. However, following the soft market testing exercise and an appraisal of other options, the Council had a much clearer position on which to consult.

The following various options which could be explored were included in the recent consultation exercise.

- Transferring the management and operation of the Library Service to a private sector organisation or commercial provider following a full procurement process.
- Transferring the service to be run by a trust or charitable provider -this would have the financial benefits awarded associated with charitable status
- 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 2017.

The option for a commissioned library service has been considered alongside a variety of options including

- Direct delivery by the Council
- A complete shared service with other or another local authority
- Delivery of the Library Service by a trust
- Re-organisation of property assets (by relocating libraries to cheaper accommodation).

Analysis of these options revealed that: as the Council already operates a baseline frontline library service, the potential to create savings through direct delivery or a shared service is limited and would result in a reduction in the level of service either through further reducing opening hours, reducing the book fund or closing libraries. There are some significant issues around VAT affecting the viability of a trust model. A reorganisation of property assets is high risk and dependent on favourable market conditions which do not currently exist. Therefore a Commissioned Library Service is the preferred option going forward.

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

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>
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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>	
	<p><input type="checkbox"/> *Accessible for all groups</p> <p><input type="checkbox"/> Age</p> <p><input type="checkbox"/> Disability</p> <p><input type="checkbox"/> Gender</p> <p><input type="checkbox"/> Marriage & civil partnership</p>	<p><input type="checkbox"/> Pregnancy & maternity</p> <p><input type="checkbox"/> Race</p> <p><input type="checkbox"/> Religion & belief</p> <p><input type="checkbox"/> Transgender or Transsexual</p>

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>	
	<p><input type="checkbox"/> Equality neutral</p> <p><input checked="" type="checkbox"/> Age</p> <p><input checked="" type="checkbox"/> Disability</p> <p><input checked="" type="checkbox"/> Gender</p> <p><input type="checkbox"/> Marriage & civil partnership</p>	<p><input checked="" type="checkbox"/> Pregnancy & maternity</p> <p><input type="checkbox"/> Race</p> <p><input type="checkbox"/> Religion & belief</p> <p><input type="checkbox"/> Transgender or Transsexual</p>
	<p>If you consider that the impact is Equality Neutral then go to question 1h Otherwise go to question 1e</p>	

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 proposals for a Commissioned Library Service following a full market testing process are as follows</p> <ul style="list-style-type: none"> • Staff Numbers-The preferred bidder 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 • Volunteers-If the preferred bidder uses volunteers in addition to paid staff, there may be concerns that volunteers will not have the same standard of training relating to the equalities strands and so would be unable to offer the same level of customer service as current Council staff • Stock-It is possible that bidders for the Commissioned Library Service 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.
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1f	<p>Are there positive impacts associated with this function? If yes, please list and give details.</p> <ul style="list-style-type: none"> • Increased Community Involvement and Volunteering Opportunities - If a Commissioned Library Service was procured the preferred bidder would have the opportunity to utilise 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 and levels of community involvement • Delivery of frontline library services-The provision of a Commissioned Library Service by an external service provider should not impact on frontline services to customers when the services are transferred as the specification for delivery will be based on current service levels. • Access to stock-The service specification for the Commissioned 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. • Increased access and facilities-A commissioned Library Service will present opportunities for improved levels of provision. The preferred bidder 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. • Service Focus-In addition to the current service levels agreed as part of the specification, bidders have the opportunity to add further value to the library service by offering an additional focus which differs from that delivered by libraries directly managed by the Council, offering a wider range of services to the Community.
1g	<p>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?</p> <p>This approach has been agreed on due to financial constraints. The soft market testing exercise indicated the potential levels of efficiencies and how they could be achieved. Alternative options have been considered including Direct Delivery where the Council continues to directly deliver library services but looks to make efficiencies in other ways including further reducing opening hours, a reduction in the library book fund, closing libraries .Other alternative approaches include a complete shared service with other or another local authority, a Trust, re-organisation of property assets - relocating libraries to cheaper accommodation).</p> <p>These alternatives approaches would impact on the promotion of equality .A reduction in the book fund would reduce the money spent on new books potentially restricting access to community languages and large print and limiting choice. Library closures and reduced opening hours would restrict access causing disadvantage and negative impact to all the equalities groups. Additionally should the council choose to relocate libraries from their existing locations, this would need to be within a one mile radius of the current location on the condition that there is comparable accessibility e.g. public transport links.</p> <p>Plans to address negative impacts</p> <p>Plans to address any negative impacts relating to a Commissioned Library Service were built in at the soft market testing stage.(see separate EIA) and have been developed further to address perceived negative impacts as identified in section 1e -see below</p>

	<ul style="list-style-type: none"> • The Procurement Strategy and Outline Contracting arrangements include an output based service specification with residents' and customers' interests as the central focus to ensure that service levels and accessibility is protected. This specification will form the basis for stringent contract monitoring by an appointed Client Unit • The service specification will ensure that the delivery of library services by the preferred bidder continues to support the most vulnerable residents and those with protected characteristics in order to ensure that the promotion of equality is achieved and any negative impact limited • A Commissioned Library Service will deliver a comprehensive and efficient library services in a new way from a network of 8 core libraries and six Community managed libraries run by the successful service provider or 14 core libraries. • The specification to ensure the continued provision of study space particularly for young people without alternative access to a quiet, safe place to study and access information • If no suitable community management arrangement can be found, the six Community libraries may be retained within the library network and also directly managed by the successful bidder as part of the Commissioned library service. • The specification to ensure that preferred bidder offers 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 that the delivery of library services by the preferred bidder continues to support the most vulnerable residents and those with protected characteristics
1h	<p>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.</p> <p>This proposal fully supports the responsibility to promote positive attitudes to equal opportunities in public life and considers fully the needs of all the 9 equalities groups currently using or wishing to use Bromley Libraries. 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 for a Commissioned Library Service are as follows The joint soft market testing questionnaire compiled by Bromley and Bexley Councils contained a set of high level outcomes which are detailed below. (Bexley has an additional outcome.)</p> <ul style="list-style-type: none"> • Ensure an efficient and effective library service delivering Value For Money for Bromley and Bexley residents and striving to increase usage of the service • Develop and promote ten modern Bexley libraries and fourteen Bromley libraries that are accessible to all • Seek to develop new partnerships with a range of external bodies in both boroughs • Facilitate and deliver cultural events and programmes across both boroughs. <p>LB Bromley and L B Bexley carefully considered the responses to a set of 8 questions which interested parties completed as part of the soft market testing process to ensure that a Commissioned Library Service retains service standards whilst developing a new way to continue to offer a comprehensive service to Library service users including all nine equalities groups. The specification to which a Commissioned Library Service will be delivered will be output based with a detailed set of KPIs specifying the required outputs for the continued delivery of a 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>
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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>Provide any relevant information here.</p> <p>The implementation of a Commissioned Library Service would 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 Commission the delivery of the Library Service. The remaining 83% of the population currently not using the library service regularly would be affected indirectly. Additional borough specific information relating to all the equalities groups is detailed below</p> <p>Age</p> <p>Projections show that the current proportion of Bromley residents aged 65 and over is expected to increase gradually from 17.74% of the population in 2014 to 18.28% by 2024. As identified in the 2012 CIPFA Public library users (PLUS) Survey 7% of Library users interviewed were under 25, 33% were aged 26-44 . 30% were aged 45-64. 16% were aged 65-74 and 13% overall were aged 75 or over.</p> <p>Children</p> <p>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 with 58% visiting the library. 28% of children aged 7-11 visited the library followed by 13% of children aged 11-16.</p> <p>Disability</p> <p>Census 2011 data demonstrated that 84.2% of Bromley residents consider themselves to be in very good or good health with 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%, hearing 6%, mental health issues 4%. eyesight 3%, dexterity 3%, 2% learning disability, 2% other</p> <p>Gender</p> <p>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 PLUS 2012 showed 64% of Library users were female and 36% male .The 2015 Library Service Strategy Consultation showed that 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% were girls aged 0-16 and 44% were boys aged 0-16.</p> <p>Ethnicity</p> <p>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</p>
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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 2012 survey identified their race as follows: 87%Library users were White,2% were mixed race,5% were Asian, 6% were Black, 1% Library users were Other

The children's PLUS Survey 2013 gave the following information:75% children visiting Bromley Libraries were White,10% children were Mixed Race, 7% children were Asian 6% children were Black,3% children 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%. The 2015 Library Service Strategy Consultation showed the following relating to religion 58% of survey respondents 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 .

Sexual Orientation

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 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 also showed that of a sample of 832 women, 9% were on maternity leave,8% preferred not to say,0% on paternity leave, 0% on adoption leave.82% none

Married/Civil partnership

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 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 203rd 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 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.

See map C Appendix one

2b	Have complaints or feedback been received about the function and its effect on different equality groups?		
	<input checked="" type="checkbox"/> yes	<input type="checkbox"/> no	<input type="checkbox"/> Don't know
	<p><i>Provide evidence by documenting all reliable up to date information.</i></p> <p>No complaints of feedback received directly relating to the effect of the function on equalities groups .Any additional evidence received will be included in the updated version of this document</p>		
2c	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><i>Provide evidence by documenting all reliable up to date information.</i></p> <p>The frontline Library Service is currently provided by Bromley Council. However 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 service 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 market testing of the Library Service as part of the commissioning process could result in the delivery of the library service by an external organisation .Arrangements to promote equality of service will be detailed fully in the Service Specification, Service Level agreements and contracts relating to the commissioning of the Library service as part of the procurement strategy and outline contracting arrangements</p>		
2d	Does the function have employment implications for Council staff		
	<input checked="" type="checkbox"/> yes	<input type="checkbox"/> no	<input type="checkbox"/> Don't know
	<p><i>Provide evidence by documenting all reliable up to date information.</i></p> <p>The commissioning of the Library Service following a full market testing exercise does have implications for Council staff particularly in regards to TUPE arrangements. Any further employment implications arising from the results of the market testing exercise and the Commissioning process 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> <p>In order to fully update and inform staff throughout the process, the Assistant Director for Culture, Leisure & Libraries led staff engagement during soft market testing and public consultation .Staff and their departmental and union representatives were informed by letter on May 18th 2015 that the Council would be conducting a soft market testing exercise in partnership with Bexley Council to explore the possibility of jointly commissioning their Library Services including shared service arrangements.. 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 provided with a copy of the soft market testing questionnaire.</p> <p>Another letter was sent to staff on 24th July 2015 before the public consultation commenced. This letter summarised the outcome of the soft market testing exercise and set out the purpose of the public consultation. Staff and their representatives were invited to respond to proposals or raise any queries via a shared mailbox. As no comments were received before the deadline of 16th September, the deadline has been extended until 5th October</p> <p>Staff briefings were arranged by the Assistant Director on 29th,30th September and 5th October 2015. These meetings were held at 3 different libraries Central, Orpington and Beckenham to ensure that all library staff had the opportunity to attend. The purpose of</p>		

	these meetings was to inform staff of the main recommendations of the forthcoming Gateway report and to respond to any queries or concerns that they wished to raise at this stage .Officers have ensured that all staff engagement correspondence was copied to trade union and department representatives and that these representatives have had an opportunity to comment.
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2e	<i>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.</i>
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The business justification for a commissioned library service 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 with the preferred option being the market testing procurement and delivery of a Commissioned Library Service.

The proposal to procure and implement a commissioned library service following a full market testing exercise should not have any impact on front-line services to customers. Bromley Libraries currently offer specialist stock in spoken word format and languages other than English. These and other services are of particular benefit to people with protected characteristics. Libraries are also a source of publicly accessible ICT for those less able to afford their own. The output based service specification will include the ongoing requirement to meet the needs of the protected groups in order to ensure that services will be comparable with the current service

This assessment does not identify any specific communities who will be disproportionately affected by the proposals, as a commissioned library service will be required to offer culturally and socially diverse services that reflect the needs of the local area; this is a requirement of the service specification.

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 could affect a greater number of older people .

Action to mitigate potential impact

The following action detailed below will ensure that a Commissioned Library service provides full access to services mitigating any negative impacts fully

- 98% of residents will remain within 1.5 miles of either a core library or a Community managed library delivered by a preferred bidder.
- The provision of the Home Library Service will be included in the service specification .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

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

	<p>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</p> <ul style="list-style-type: none"> • The specification for a Commissioned Library Service will include the retention of existing facilities for people with disabilities • The service specification will outline spending on the purchase of new stock including large print and audio materials. • The specification will address concerns over the ability of volunteers to effectively serve all customers including those who are disabled or who have any other additional needs. The specification will set standards for volunteers including the provision of a training programme for volunteers by the successful service provider. <p>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 in section 1e and detailed above in age and disability categories</p> <p>Action to mitigate potential impact</p> <ul style="list-style-type: none"> • See mitigating actions listed in the age and disability categories as these would also be applied for this category. <p>Adverse Impact: Pregnancy and maternity- Refer also to the adverse impacts identified in the section 1e and from the categories above</p> <p>Action to mitigate potential impact</p> <ul style="list-style-type: none"> • Current activities for babies and toddlers are essential, giving support for new parents and carers .The service specification will 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 will be addressed by the service specification which will specify a minimum standard of training for volunteers. <p>No adverse impacts identified for the remaining equalities groups which consist of Race, Religion and Belief, Marriage and Civil Partnership, Sexual Orientation, Transgender or Transsexual.</p>			
2f	<p>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</p> <ul style="list-style-type: none"> • 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 (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="215 1870 1423 1937"> <tr> <td><input checked="" type="checkbox"/> yes</td> <td><input type="checkbox"/> no</td> <td><input type="checkbox"/> Don't know</td> </tr> </table> <p>If yes add details to action plan- If no please explain why it is not considered appropriate to do so. n/a</p> <p>See updated action plan</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 **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?

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 .The aim was to determine

- Whether or not the public support the proposal to commission the Library service in context of the Council's reducing budget and the likelihood of maintaining the current range of services and their ease of access
- How the proposed changes might affect individuals or groups

The decision to undertake a second round of consultation following the conclusion of the soft market testing exercise was based around the following considerations:

- The soft market testing exercise enabled the Council to say with more certainty what a commissioned library service might mean for service users
- The Council's analysis of other options demonstrated that it would not be beneficial to consider a complete shared service with another local authority or to directly establish a trust or independent providence society (IPS) to run the library service. This meant that there only remained two options for consideration: a commissioned library service or a library service directly delivered by the Council.
- The previous consultation had been criticised by the Trade Unions because some respondents had indicated that they did not feel that they understood what the library service delivered by an external provider would mean for them. This second round of consultation represented an opportunity to clarify what was meant by a commissioned library service so that respondents could take a more considered view.

This latest round of consultation did not include any specific questions relating to equalities characteristics This was due to a number of factors relating to the timescale of the consultation which commenced less than six months after the previous consultation ended. It was felt that sufficient comprehensive equalities data had been previously obtained from that round of consultation which could inform this service change. Additionally as the subject of the consultation is changes to the Library Service including who should run the service, it is likely that many of the same respondents will complete the survey duplicating equalities monitoring data as a representative group of people have recently been consulted.The results of the previous consultation are considered fully in section 2a of this EIA However in order to ensure that the views of the equalities groups were represented, the survey was directly publicised to hard to reach groups and equalities groups via e mail

The consultation was promoted online on both the Council's website and the Library Arena website It was additionally advertised using social media and through adverts run in the local press. Additionally posters and leaflets were distributed at libraries and council offices to encourage maximum participation It was also directly publicised to local organisations and stakeholders via email.

In order to encourage maximum participation and gain opinions from different audiences, two surveys ran as part of this second round of consultation:

- Self-Completion Survey
- Street Survey

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. Therefore a street survey was also undertaken which 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. In addition to asking the same questions, both surveys offered the same background information

The self-completion survey ran from 27th July to 16th September ,both online and with paper questionnaires readily available in all of the borough's libraries. Paper copies were completed on site and given back to library staff. The link to the online survey was promoted and available through the Council's website. In total, there were 1,493 responses to the online and paper survey (exactly 650 online responses and 843 responses on paper).The total including street interviews was 1,893. Although this represents 0.61% of the boroughs population, this is a slightly higher figure than the 1,611 (0.51%) responses to the Council's 2014 consultation-Our Budget, Our Views which collected residents views on priorities for setting the budget for 2015/16.

A total of 400 street interviews were undertaken; 200 in Bromley High Street, 100 in Orpington High Street and 100 in Beckenham High Street. These were completed between 4th and 14th August 2015 and were completed at random across different days of the week. To qualify for interview, respondents had to live, work or study in the borough. The sample size of 400 interviews was chosen to have statistical significance.

Consultation results and findings

Overall 94% of respondents to both the self-completion and street surveys lived in the borough. Of those completing the self-completion survey, 99% were library users, and the 1% who was not completed the survey online. By contrast, in the street survey, 75% of respondents had used a library in the last year, and 25% had not, however as the number of active library users indicates, this is not reflective of the overall proportion of residents, more who was willing to complete the survey. After having considered the background information about a commissioned library service, respondents were asked which of the following two proposed options they would prefer:

- Option 1: A commissioned library service which means that library users continue to have access to the range of services and activities that they currently have, all delivered by suitably qualified staff. Respondents could also answer that they did not know
- Option 2: The Council does not opt for a commissioned library service and continues to be responsible for its delivery, which will mean that it will probably need to reduce the range of services and activities that are provided, for example by reducing opening hours

The results were as follows:

	Self-completion Survey	Street Survey
Option 1 (preference for a commissioned library service)	43%	61%
Option 2 (preference that the library service continues to be directly delivered by the Council).	49%	33%
Don't know	8%	6%

Respondents were then informed that the Council must save more than £60million across all Council services by 2017/18 and whether this made them feel more or less likely to support the idea of a commissioned library service in comparison to how they felt before they heard about the £60 million saving .The results were as follows

	Self-Completion Survey	Street Survey
Much more likely	15%	19%
A bit more likely	16%	22%
Neither more or less likely/no change	43%	44%
A bit less likely	3%	4%
A lot less likely	20%	9%
Don't know	3%	3%

Respondents were also asked if they had any other ideas about how the Council could make significant savings. A wide range of suggestions were made. These are summarised in the Gateway report with an explanation of why it is recommended they are not pursued. An indication of how respondents felt that the proposal for a commissioned library service would affect them or their organisation was requested. The results were as follows

	Self-completion Survey	Street Survey
The proposal will 'not affect' me or my organisation	17%	64%
The proposal will affect me or my organisation 'a little'	14%	12%
The proposal will affect me or my organisation 'a lot'	31%	8%
I 'don't know' how the proposal will affect me or my organisation	37%	17%

Finally, respondents were asked in what way the proposals for a commissioned library service would affect them or their organisation. The most frequent responses included

- This will not affect me or my organisation
- It depends on any changes to the service or to the way the service is run
- There will not be an affect as long as services stay the same
- It may reduce staff, opening hours, books, services or activities
- The service or the quality of the service will deteriorate, be less efficient or not what was promised.

Staff Consultation

Previous consultation with staff had been undertaken (See section 2d) Ahead of the public consultation commencing a letter was sent to staff. Staff were invited to respond to proposals or raise any queries via a shared mailbox. As no comments were received before the deadline of 16th September, this deadline was extended to 5th October. Further staff consultation will continue throughout the Commissioning process

The outcome of this consultation should be one of the considerations informing Members about whether or not to begin a formal procurement exercise and commission the library service.

Community Right to Challenge

Between 27th July and 16th September the Council also invited expressions of interest in the Library Service under the Community Right to Challenge Legislation. No expression of interest was made before the deadline of 16th September

See updated action plan

2h	<p>Evidence – <i>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</i></p> <p>Evidence regarding equality issues has been gathered from the sources listed below and</p>
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analysed to ensure that the needs of all residents 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(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
- Soft Market Testing report
- Draft Service Specification

Analysis of statistics from the LMS showed that 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

Active Library Users-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 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.

Library Visits-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.)

Library Issues-Library Issues fell by 0.4% from 1,404,601 in 2013-14 to 1,399,678 during 2014-15.Issues declined at 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%

Service Use-66% of the respondents of the CIPFA PLUS Survey have been using Bromley libraries for more than 3 years. 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.

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

Purpose of Library Visit-The CIPFA PLUS 2012 survey listed a range of issues the library might help users with. Overall, 62% said the library was most likely to have helped them with study / learning. 39% stated the library had helped them with health and well-being. 29% said that the library had helped them get online. 24% of respondents said libraries helped 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.

Previous Consultation Findings-Summary

This round of consultation ran from 1st December 2014 until 2nd February 2015. The consultation 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

Particular efforts were made to consult and engage with the equality groups as the questionnaire asked a range of questions 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 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. The aim was to recruit ten library users, the first ten willing and available to come along to each group, for eight to attend on the day. This was not always possible due to the number of library visitors 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.. Discussion findings relating to Bromley's consideration of outsourcing of the library service were related to attitudes towards different external providers.

In order to capture the views of as many people as possible, 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 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

Respondents were most likely to favour the libraries being 'run directly by the Council'. Second 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' .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' See results 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-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. 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

	<p>respondents who were 'not supportive'. The 'don't know' response option was only selected by 4% of respondents.</p> <p>Q11b-To what extent do you support Libraries run by a trust or charitable provider</p> <ul style="list-style-type: none"> • Strongly support-10% • Tend to support-47% • Do not support-22% • Strongly opposed to-14% • Don't know-7% <p>Summary-10% of respondents said they 'strongly support' the idea of libraries being run by a trust or charitable provider, followed by a further 47% who said that they 'tend to support' it, so that overall 57% of respondents were 'supportive' of this proposal. 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.</p> <p>Q11c –To what extent do you support :Libraries run by a private sector organisation or commercial provider</p> <ul style="list-style-type: none"> • Strongly support-3% • Tend to support-13% • Do not support-32% • Strongly opposed to 45% • Don't know-6% <p>Summary-The least favoured option was libraries being run by 'a private sector organisation or a commercial provider' with 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. 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.</p> <p>Q11d-To what extent do you support Libraries as a shared service or in partnership with another council(s)</p> <ul style="list-style-type: none"> • Strongly support-14% • Tend to support-50% • Do not support-17% • Strongly opposed to-11% • Don't know-8% <p>Summary-14% of respondents supported libraries being run though 'a shared service with another Council or in partnership with another Council' .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' .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.</p>
2i	<p>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</p> <p>This EIA will be published-See updated action plan</p> <p>An EIA summarising Key points of this EIA will also be published</p>
2j	<p>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</p> <p>See updated action plan</p>

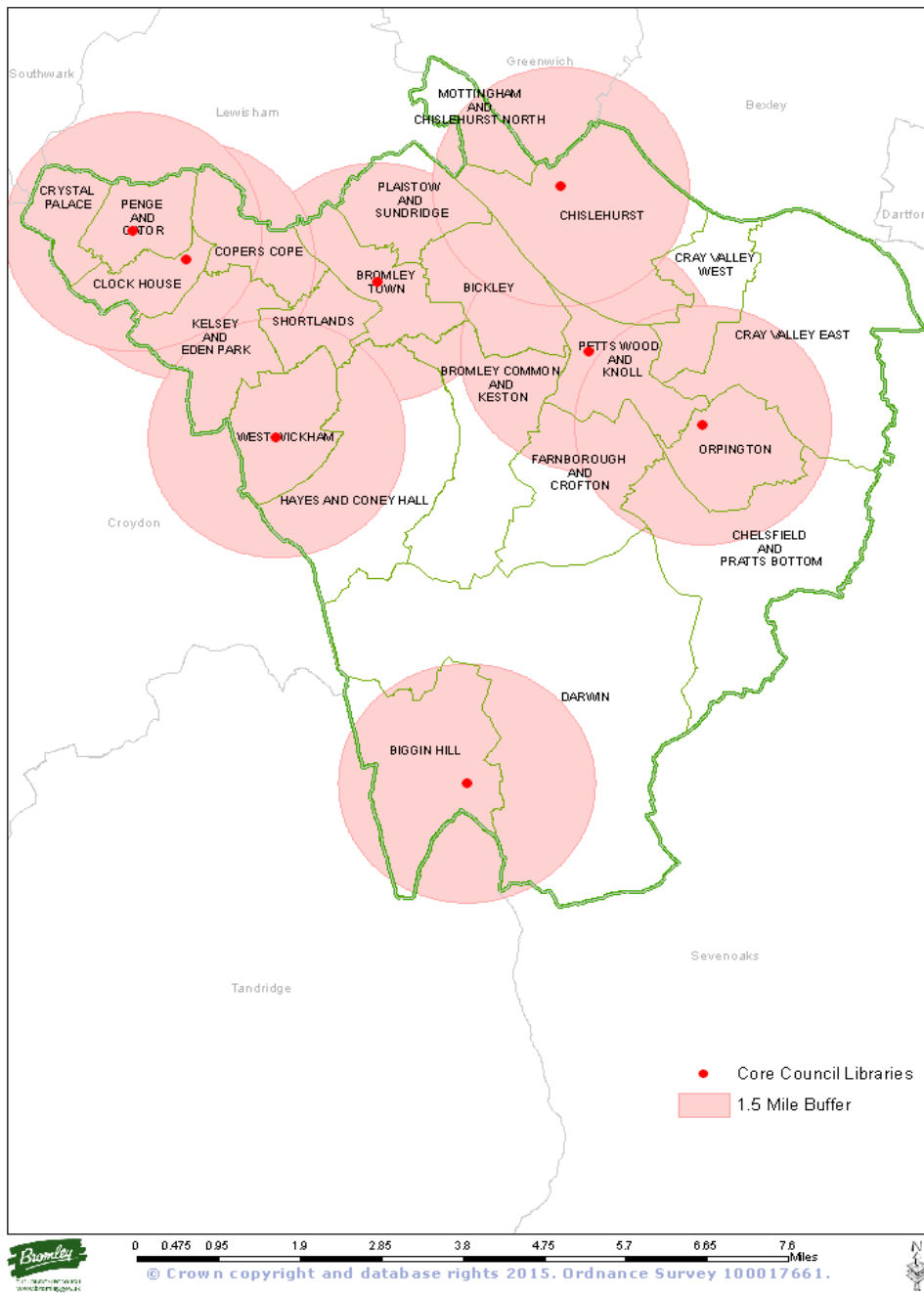
Stage 3 - EQUALITY IMPACT ASSESSMENT ACTION PLAN please list actions that you plan to take as a result of this assessment, continuing on a separate sheet if necessary. If appropriate these actions should be added to any business/service plan for the function.

Issue	Action to be undertaken	Desired outcome	Action owner	Target date
<p><u>Staff Consultation</u> As part of the Staff consultation process-staff were invited to respond to proposals or raise queries via a shared mailbox by a 16th Sep deadline. No comments were received so the deadline was extended to 5th October 2015</p>	Any responses to staff consultation received after 5 th October deadline will be carefully considered and fed into this EIA	That responses to the staff consultation are fully considered	Hannah Jackson/Paula Young	October 2015
<p><u>Staff Engagement</u> The EIA has highlighted the need to ensure that Library staff re fully aware of the proposed service change and its implications</p>	Staff engagement will continue at various stages of the Commissioning process.	That staff are fully informed and throughout the market testing and Commissioning processes	Hannah Jackson/Paula Young	Throughout all stages of the Commissioning process
<p><u>Complaints or feedback</u> Section 2b requires any complaints or feedback about the impact of the function on equalities groups to be recorded</p>	Update section 2b if any complaints or feedback is received about the function and its effect on different equalities groups	To ensure that any complaints and feedback regarding the effect of the Commissioning of the Library Service on different equalities groups is carefully considered.	Hannah Jackson/Paula Young	October 2015
<p><u>Training and development</u> The EIA highlighted some possible training requirements for potential volunteers utilised by the preferred bidder working with several equalities groups</p>	The Service Specification for a Commissioned Library Service will address concerns over the ability of volunteers to effectively serve customers with disabilities and additional needs. The specification will set standards for volunteers and specify that a training programme for volunteers must be provided by the preferred bidder	That If the service is commissioned the provider will organise training and support for volunteers to ensure the same standards of customer care to the equalities groups are maintained as outlined in the specification	Hannah Jackson/Paula Young	If an outsourcing arrangement is progressed after the soft market testing
<p><u>Monitoring</u> Section 2f of the EIA asks for details of new monitoring functions</p>	To record and monitor statistics for a Commissioned Library Service for inclusion in annual Library statistics and returns. To monitor contract performance against specification	That if the Library service is commissioned, the service provider and the Client Unit will ensure that the current usage data and performance data and data relating to the contract is collected	Client Unit/ preferred bidder	If a preferred bidder is fund and a Commissioned Library Service arrangement is progressed after the full market testing
<p><u>Publishing</u> Section 2i of the EIA asks for this document to be published</p>	Arrange for the completed EIA to be published on the Council's website where it can be viewed by all	That the EIA is available on the Council's website	Paula Young	October 2015

Signed: Paula Young
Date: October 9th 2015

Appendix One

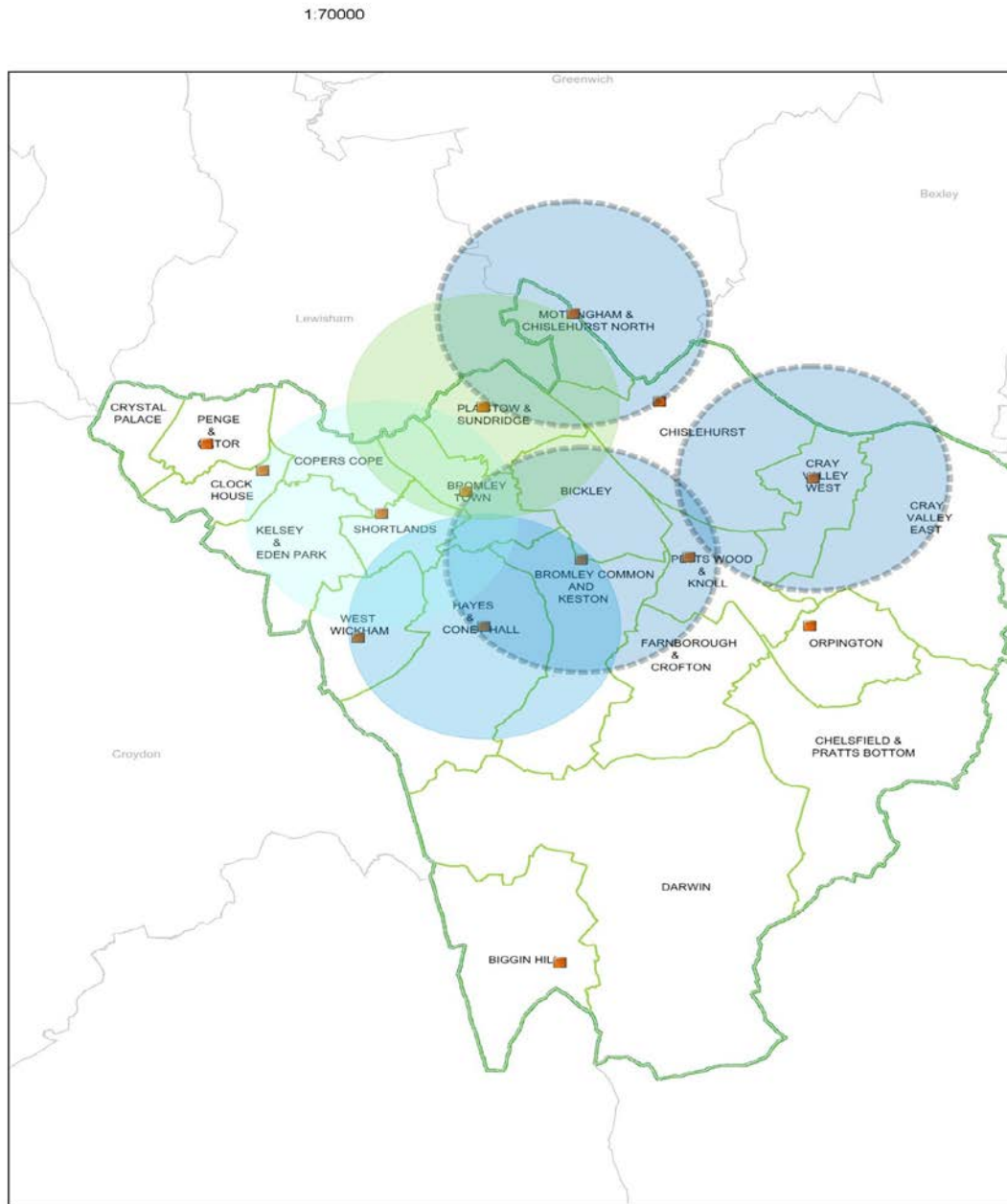
Map A-Location of proposed core libraries



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

