



THE LONDON BOROUGH
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DATE: 12 December 2019

To: Members of the
**RENEWAL, RECREATION AND HOUSING
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

Councillor Michael Rutherford (Chairman)
Councillor Suraj Sharma (Vice-Chairman)
Councillors Gareth Allatt, Yvonne Bear, Julian Benington, Kim Botting FRSA,
Josh King, Alexa Michael and Gary Stevens

Non-Voting Co-opted Members
Tajana Reeves, Bromley Youth Council

A special meeting of the Renewal, Recreation and Housing Policy Development and
Scrutiny Committee will be held at Bromley Civic Centre on **FRIDAY 20 DECEMBER
2019 AT 9.00 AM**

MARK BOWEN
Director of Corporate Services

***Copies of the documents referred to below can be obtained from
<http://cde.bromley.gov.uk/>***

- 1 **APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS**
- 2 **DECLARATIONS OF INTEREST**
- 3 **QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC
ATTENDING THE MEETING**

Questions at special meetings are restricted to the specific report on the agenda and
must be received by the Democratic Services Team within two working days of the
normal publication date of the agenda - by 5pm on Monday 16th December 2019.

- 4 **BECKENHAM LIBRARY AND CULTURAL VENUE - AUTHORITY TO PROCEED
TO PROCUREMENT: CALL-IN (Pages 3 - 60)**

Clock House, Copers Cope

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Report No.
CSD19181

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: RENEWAL, RECREATION AND HOUSING
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Date: Friday 20th December 2019

Decision Type: Non-Urgent Executive Key

Title: BECKENHAM LIBRARY AND CULTURAL VENUE - AUTHORITY
TO PROCEED TO PROCUREMENT: CALL-IN

Contact Officer: Graham Walton, Democratic Services Manager
Tel: 0208 461 7743 E-mail: graham.walton@bromley.gov.uk

Chief Officer: Mark Bowen, Director of Corporate Services

Ward: Clock House, Copers Cope

1. Reason for report

- 1.1 At its meeting on 27th November 2019 the Executive considered the attached report - Beckenham Library and Cultural Venue - Authority to Proceed to Procurement. The report had previously been scrutinised by this Committee at the meeting on 5th November 2019, and by Executive, Resources and Contracts PDS Committee on 20th November 2019. The Executive decided to approve the proposals as recommended in the report, but the decision has been called in by Councillors Josh King, Angela Wilkins, Vanessa Allen, Ian Dunn, Marina Ahmad and Kevin Brooks, and other members of the Labour Group. This Committee is requested to consider what action should be taken in response to the call-in of this decision; the options are to refer the decision back to the Executive for re-consideration, or to take no further action on the call-in, in which case the decision may be implemented without any further delay.
-

2. **RECOMMENDATIONS**

The Committee is recommended to agree one of the following options in response to the call-in:

- (i) to take no further action on the call-in;
- (ii) to refer the decision back to the Executive giving reasons why it should be reconsidered.

Impact on Vulnerable Adults and Children

1. Summary of Impact: See attached report.
-

Corporate Policy

1. Policy Status: Not applicable:
 2. BBB Priority: Quality Environment, Vibrant, Thriving Town Centres, Regeneration
-

Financial

1. Cost of proposal: Estimated Cost: £70k
 2. Ongoing costs: Not Applicable
 4. Total current budget for this head: Budget will be requested at contract award.
 5. Source of funding: Budget will be requested at contract award.
-

Personnel

1. Number of staff (current and additional): Not applicable
 2. If from existing staff resources, number of staff hours: Not applicable
-

Legal

1. Legal Requirement: Not applicable
 2. Call-in: Applicable: The decision has been called in.
-

Procurement

1. Summary of Procurement Implications: See attached report
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): In 2018/19, Beckenham Library received 127,514 visits, It is estimated that the new venue will attract 150,000 visits pa.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: the Copers Cope ward councillors are supportive of the proposals - see attached report.

3. COMMENTARY

3.1 At its meeting on 27th November 2019, the Executive considered the attached report on “Beckenham Library and Cultural Venue - Authority to Proceed to Procurement” and approved the recommendations, subject to agreeing that an open tender process be used rather than the ADUP (Architecture, Design and Urbanism Panel) framework, a change recommended by Executive, Resources and Contracts PDS Committee at its meeting on 20th November 2019. The report had previously been scrutinised by this Committee on 5th November 2019.

3.2 On 9th December 2019 notice of a call-in was received Councillors Josh King, Angela Wilkins, Vanessa Allen, Ian Dunn, Marina Ahmad and Kevin Brooks, with support from the other Members of the Labour Group. The reason for the call-in is -

“The recommendations as approved do not reflect the discussion at the meeting. Recommendation 2 commits the Council to the use of the current library site for housing irrespective of the outcome of the viability study referenced in Recommendation 1.”

3.3 The two options before a PDS Committee when considering a call-in are –

- (i) to take no further action on the call-in (in which case the decision may be implemented); or
- (ii) to refer the decision back to the Executive giving reasons why it should be re-considered.

In exceptional circumstances, a decision may be referred back to full Council for full Council to consider whether to refer it back to the Executive, but only where the Committee believes, on appropriate officer advice, that there is an intention by the Executive to take action that is contrary to law or the policy and budget framework of the Council. This does not apply in this case.

3.4 The following appendices are attached to this report -

Appendix 1: Report to the Executive on 27th November 2019

Appendix 2: Minutes of the Executive on 27th November 2019

Appendix 3: Minutes of Executive, Resources and Contracts PDS Committee on 20th November 2019

Appendix 4: Minutes of Renewal, Recreation and Housing PDS Committee on 5th November 2019.

Non-Applicable Sections:	Impact on vulnerable adults and children/Policy/Financial/Personnel/Legal/Procurement
Background Documents: (Access via Contact Officer)	None

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PART ONE - PUBLIC

Decision Maker: EXECUTIVE

For pre decision scrutiny by the Renewal, Recreation and Housing Committee on 5 November 2019

Date: Wednesday 27 November 2019

Decision Type: Non-Urgent Executive Key

Title: BECKENHAM LIBRARY AND CULTURAL VENUE
AUTHORITY TO PROCEED TO PROCUREMENT

Contact Officer: Lydia Lee, Assistant Director Culture and Regeneration
Tel: 020 8313 4456 E-mail: Lydia.Lee@bromley.gov.uk

Chief Officer: Director of Housing, Planning and Regeneration

Ward: Clock House; Copers Cope;

1. Reason for report

- 1.1 Beckenham Public Hall is an underutilised asset in the town centre with huge potential. A grade II listed building in an accessible location.
- 1.2 This report sets out a new community use for the building, which would free up the existing Beckenham Library site, making it available for housing.

2. **RECOMMENDATION(S)**

Members of the Renewal, Recreation and Housing PDS Committee are asked to review and comment on the contents of this report, prior to the Executive being asked to:

- 2.1 Agree to proceed to procurement for the appointment of a multi-disciplinary team, to develop a scheme for Beckenham Public Hall up to RIBA Stage 2 in the first instance, at an estimated cost of £70k.
- 2.2 Agree in principle to use the existing Beckenham Library site for housing. The approach taken to deliver the housing will depend on the outcome of the review being undertaken by Lambert Smith Hampton and any subsequent agreement of a housing delivery vehicle. This will be subject to a further report.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Libraries are free to access. A new and modern library service in Beckenham will have a positive impact on local vulnerable people.
-

Corporate Policy

1. Policy Status: Not Applicable
 2. BBB Priority: Quality Environment Vibrant, Thriving Town Centres Regeneration
-

Financial

1. Cost of proposal: Estimated Cost: £70K
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Capital Programme
 4. Total current budget for this head: £nil. Budget will be requested at contract award
 5. Source of funding: Will be proposed at contract award
-

Personnel

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: Statutory Requirement
 2. Call-in: Applicable
-

Procurement

Summary of Procurement Implications: In accordance with the Contract Procedure Rules, the Head of Procurement has been consulted regarding the use of the ADUP Framework.

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): In 2018/19 Beckenham Library received 127,514 visits. It is estimated that the new venue will attract 150,000 visits pa.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: The Copers Cope ward councillors are supportive. They have said that there has been agreement for some time that the existing library building no longer meets the needs of the community.

3. COMMENTARY

Background

- 3.1. As part of the regeneration strategy in development, the Regeneration and Culture division is considering opportunities to improve and enhance the borough's library sites, to enable the library service to flourish and adapt, so that it continues to provide an excellent community service. Bromley libraries are particularly popular and in 2018/19 issued the third highest number of books in London.
- 3.2. Additionally, as part of the Housing Strategy the division is currently assessing Council owned sites for housing. The Council has a target to build and purchase 1000 homes over the next four years.
- 3.3. Therefore the Regeneration and Culture division has explored the potential of using the existing Beckenham Library site for housing, and moving the library service in to a building with significant potential in a more central town location – Beckenham Public Hall.

Beckenham Public Hall

- 3.4. Beckenham Public Hall (appendix 1) is located in the town centre close to St George's Church. The building is close to a public car park and public transport links, including Beckenham Junction Station (see appendix 2 – Equality Impact Assessment). It is located 0.7 miles from the existing Beckenham library.
- 3.5. It is a Grade II listed grand Victorian building in generally sound condition. Built in 1883 in the Arts and Crafts style in yellow and red brick with corner turrets. It is owned by the Council and leased to My Time who hire out its rooms for activities such as weddings, bridge clubs and concerts.
- 3.6. The building is spacious, tired and underutilised. Investment is needed to renew the building's infrastructure, and restore its features. A condition survey undertaken in 2014 identified backlog maintenance of c.£400k which would need to be addressed as part of this scheme.
- 3.7. Restoring the building will bring the building up to date, enabling a wide range of cultural uses to complement a core library provision.
- 3.8. The lease with My Time requires the Council to give 12 months' notice to vacate the site. Under the terms of the lease they are not eligible for compensation. To end the lease the Council must have formal resolution, i.e. an Executive decision to proceed with substantial works to the site, before issuing a notice.
- 3.9. Part of the basement of the main building is currently separated off and leased to a private members' club. Their lease comes to an end in 2024. At this point in time there are no plans to utilise this part of the building for the new library and cultural venue.

Existing Beckenham Library site

- 3.10. The existing Beckenham Library was built in 1939 and is sited next to the Spa leisure centre. A feasibility study (see appendix 3) has been undertaken and it is anticipated that 46 housing units could be accommodated on the site with no net loss of the surrounding green space which would be improved as part of any housing scheme.

- 3.11. The Council requires sites for housing across the whole borough. It is expected that the development would be 50% affordable and of traditional build, in an architectural style to complement the surrounding conservation area. A visualisation of how the development could look is attached (see appendix 4).
- 3.12. It has been estimated by officers that the value of the existing Beckenham Library site for housing is approximately £2m if 50% of the units are affordable. Cushman and Wakefield has been asked to provide a professional view on the value which will be available to be reported to committee on the night.

New library and cultural venue

- 3.13. Beckenham Public Hall has two large halls in addition to other rooms. It is envisaged that one hall would be dedicated library space alongside other rooms in the building including the main ground floor room which could be the children's library. The other hall would be retained as an events space, and would host activities ranging from children's concerts and theatrical performances, to private birthday and wedding celebrations.
- 3.14. The new library and cultural venue would be restored to a high standard and would reflect the changing nature of libraries as wider community services that provide computer access and training facilities. It would be a very special and high quality new public venue for Beckenham and would incorporate exhibitions of objects and artwork from the Bromley Historic Collection as has been done at Bromley Central Library.
- 3.15. The new library and cultural venue would benefit from being in a more central High Street location in comparison to the existing library. Moving libraries to the High Street area has worked well in Orpington and Penge, bringing further vitality to the High Streets and increasing library usage.
- 3.16. It is anticipated that the new venue would be managed by Greenwich Leisure Limited under the terms of the existing contract. The contract includes provision for the Council to undertake redevelopment on existing Library premises in line with the Council's aspirations to improve library buildings. The Council may also instigate changes to the contract by bringing forward development opportunities through the contract's change control process and has the right to renegotiate the terms of the lease and the contract price for the facility management under these circumstances.
- 3.17. It is expected that restoring Beckenham Public Hall and fitting out a new library and cultural venue here will cost £2m inclusive of fees and surveys.

Progressing the scheme

- 3.18. Members are asked to approve the procurement of consultants for the progression of the cultural and library venue to RIBA stage 2 (concept design). Progressing the scheme to this stage will include a full measured building survey, enabling the production of a clear cost plan for the works. Officers will undertake a competitive tender process to engage a design team and return to the Executive for authority to award the contract once the cost is known.
- 3.19. Members are asked to approve the use of the existing library site for housing. The approach taken to deliver housing on this site will depend on the outcome of the review being undertaken by Lambert Smith Hampton and any subsequent agreement of a housing delivery vehicle.

- 3.20. Community consultation on the future housing development will take place as part of the normal Planning process. Community consultation on the new cultural and library venue will be undertaken on completion of the concept design, prior to reporting back to Members for authority to move to the next RIBA stages.
- 3.21. The procurement of a design team and works in relation to the new library and cultural venue will be in line with the Council's Contract Procedure Rules. It is proposed that the ADUP framework will be used to procure the services of a design team to develop the library and cultural venue scheme, with a break clause at RIBA stage 2. Members should note that the ADUP framework only allows an evaluation split of 70% Quality, 25% Price and 5% Equality. This is not in line with the Council's normal position of 60% Price and 40% Quality.
- 3.22. The benefits of using a procurement framework are namely speed, due to the OJEU process having already been undertaken. Additionally the key documentation is already in place. The ADUP framework is particularly suitable for this scheme because it has a specialist civic buildings category, and the 13 practices on this lot have already demonstrated their expertise in this area. The Council has previously successfully used the first version of the ADUP framework. The Council retains flexibility in relation to the quality questions and can use these to ensure financial good practice.
- 3.23. If Members approve the recommendations in this report, it is expected that the design team tender will be published in February 2020 and officers will return to the June meeting of the Executive to seek authority to award the contract and include this scheme in the Capital Programme. At that time officers will know the cost of the consultancy team. The works contract will be subject to a separate procurement exercise at a later date.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1 The impact of the relocation of Beckenham Library on vulnerable adults, children and young people was evaluated as part of the Equality Impact Assessment (Appendix 2) which was undertaken to inform this proposal. No negative impacts have been identified as the new facility will offer at least a like-for-like service.
- 4.2 The proposed Beckenham Library and Cultural facility will continue to deliver a diverse programme of activities for children and adults and will continue to support the most vulnerable residents including those with protected characteristics in order to ensure that the promotion of equality is achieved.

5. POLICY IMPLICATIONS

- 5.1 Listed Building Consent will be required in advance of undertaking works at Beckenham Public Hall.
- 5.2 Planning permission will be required for a new housing development at the existing Library site.
- 5.3 Planning policy sets out that housing built on public land should be 50% affordable.

6. FINANCIAL IMPLICATIONS

- 6.1 The estimated cost for the development of the scheme to RIBA Stage 2 is £70k.
- 6.2 It is currently estimated that the sale value of the existing Beckenham Library site for housing is approximately £2m if 50% of the units are affordable. It is expected that

restoring Beckenham Public Hall and fitting out a new library and cultural venue here will cost £2m inclusive of all fees and surveys.

- 6.3 Therefore the implementation of this scheme is anticipated to be cost neutral, although this will only be known once the Beckenham Library site is sold, and costings for the restoration and fitting out of Beckenham Public Hall are finalised.
- 6.4 Ongoing running costs and potential income streams relating to the future use of the entire space at Beckenham Public Hall is not yet known. Therefore at this time it is not possible to quantify the financial impact of the proposal.
- 6.5 In addition to seeking Executive approval to award the contract, the report will also request Council agreement to add the scheme to the Capital Programme.

7. PERSONNEL IMPLICATIONS

- 7.1 There are no personnel implications. Library staff are employed by Greenwich Leisure Ltd.

8. LEGAL IMPLICATIONS

- 8.1. The Council has various legal powers in relation to land and assets it owns, held under various statutory functions.
- 8.2. Under the Public Libraries and Museums Act 1964 the council is under a statutory duty to provide a comprehensive and efficient public library service.
- 8.3. The Council has various powers to develop and use land for housing purposes including its general power of competence under the Localism Act 2011 and the Housing Act 1980.
- 8.4. The report is seeking agreement to procure a multidisciplinary team to develop the scheme at Beckenham Public Hall through using the ADUP Framework. Due to the value of the proposed appointment such a procurement is governed by the Public Contracts Regulations (the Regulations) which allow the use of an existing framework which has been procured in compliance with the Regulations and which is expressed as being available to the Council. The Procurement comments to this report confirm that the Framework is available as such and must be used in accordance with the Framework rules.
- 8.5. The procurement comments to this report deals with compliance with the CPR's.
- 8.6. The report is also seeking agreement in principle to use the land at Beckenham Library site for housing. Section 122 of the Local Government Act 1972 gives the Council the power to appropriate for any purpose for which the Council is authorised to own such land, which is no longer required for the purpose for which it was held, subject to the rights of other persons in, over or in respect of the land.
- 8.7. As indicated within this report a further report will be necessary.
- 8.8. In due course the Executive will therefore need to be satisfied that the land is no longer required for the purpose.
- 8.9. Officers must note that there is likely to be a need to formally appropriate land at the Beckenham Public Hall site under section 122.

- 8.10. Officers must also note, particularly in relation to the proposal for affordable housing and its fiduciary duty to taxpayers, that under section 123 of the Local Government Act 1972 the Council has a legal obligation to dispose of land at the best consideration reasonably obtainable. If land is to be sold at an undervalue the specific consent of the Secretary of State is required except where there is a general consent to dispose of land at an undervalue up to a maximum of £2m in circumstances where the Council considers that it will help to secure the promotion or improvement of the economic social, or environmental wellbeing of its area. There is also the question as to whether the option finally agreed might be categorised as having as its object primarily the disposal of land which is exempt from the Regulations or whether the primary object is the realisation of a work corresponding to the requirements specified by the council exercising decisive influence on the type or design of the work, in which would then require compliance with the Regulations
- 8.11. Actions in relation to consultation concerning the relocation of the services is explained in paragraph 3.20 of this report. Paragraph 4.1 of this report refers to the Councils Equality Impact Assessment and its Public Sector Equality Duty.

9. PROCUREMENT IMPLICATIONS

- 9.1 The procurement implications of the disposal or development of the Beckenham library site will be discussed in a further report, in line with 2.2 above.
- 9.2 This report proposes to procure multi-disciplinary consultancy services (including surveys) making use of the ADUP framework to RIBA stage 2. The anticipated value of progressing to RIBA stage 2 is £70k, and the anticipated total contract value is £300k. The works element will be the subject of a further report.
- 9.3 In accordance with Clause 3.5 of the Contract Procedure Rules, the Head of Procurement has been consulted regarding the use of the Framework.
- 9.4 The use of the ADUP framework is subject to the Council's proper inclusion on the Contract Notice.
- 9.5 Lot 5 'Architecture - Commercial, Workspace, Health, Education and Civic Buildings' will be used to run a further competition among the 13 suppliers. Interviews should be part of the selection and assessment process. The ADUP contract terms must be used.
- 9.6 The Council's Contract Procedure Rules require the following for authorising an award via a framework for a contract of this value; the approval of the Chief Officer must be obtained with the approval of the Assistant Director of Governance and contracts, Director of Corporate Services and Director of Finance.

Non-Applicable Sections:	
Background Documents: (Access via Contact Officer)	Appendix A – Beckenham Public Hall current provision and concept Appendix B – Equality Impact Assessment Appendix C – Feasibility Study Appendix D - Visualisation

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BECKENHAM PUBLIC HALL CURRENT PROVISION

Beckenham Public Hall is a grade-II listed Victorian building built in 1883 to the design of architect George Viges. It was designed in playful Arts and Crafts style, with a symmetrical façade of five bays and a central entrance.

The Hall is in Beckenham town centre, south of Harris Primary Academy Beckenham Green and St George's Church, and just north of Beckenham's high street, the A222.

Under its current lease with MyTime Active, the Hall is used as an events venue and hire space. It caters for wedding ceremonies and receptions, and has a regular timetable of activities and events throughout the week including children's activity, health and wellbeing, games and recreation, and church groups.

However, the Hall is not utilised to its capacity and while it is accessible to the general public, it is only open around the times of scheduled activities and classes. Additionally, there is no 'drop-in' provision, so while the general public can access the building when open, there is no driver for doing so.

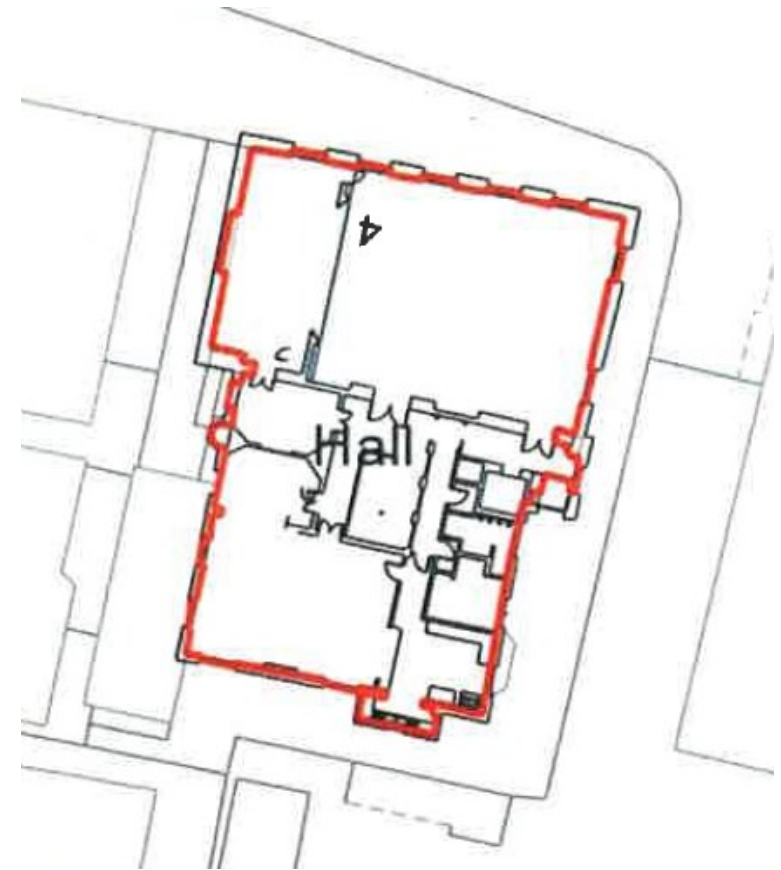


The Hall is split over four floors. The ground and first floors are generous and usable spaces. The visitor enters into a large foyer with a hall to the left, a reception and office area to the right, and grand staircase ahead leading to the first floor. There is also some back of house space including a lift.

Alongside a spacious landing, the first floor is home to two halls, one large with stage, and a second one with back of house kitchen facilities.



GROUND FLOOR



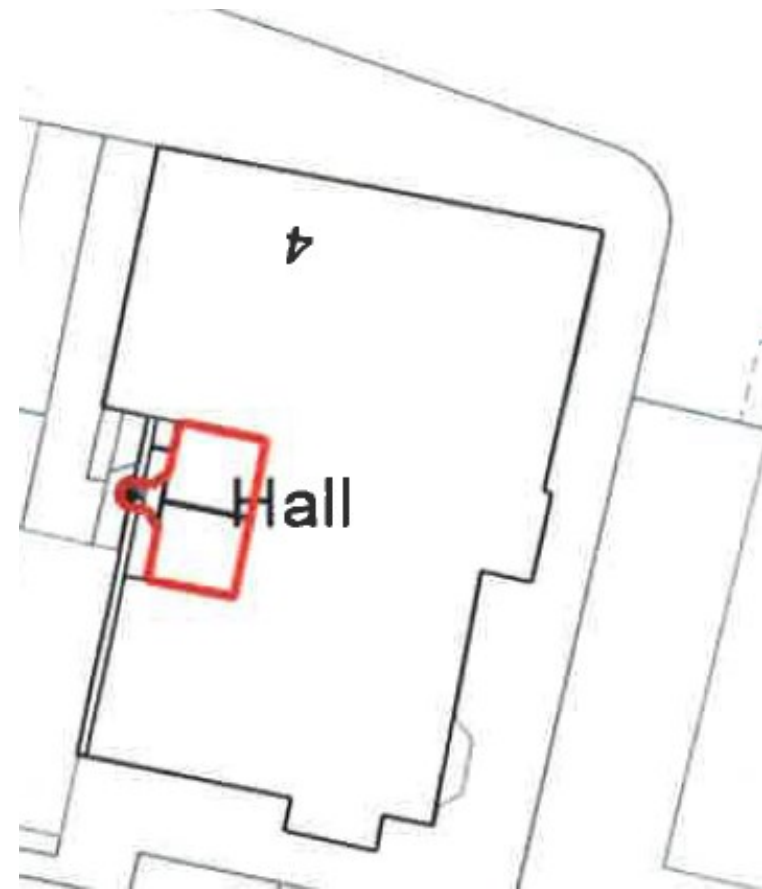
FIRST FLOOR

The basement is accessed through a hatch in the main entrance / foyer but is not publicly accessible.

The second floor is an attic space comprising two small rooms that could be utilised as office space. This would release the need for an office on the ground floor which could then be subsumed into public circulation. However, access to the second floor is currently through a narrow, winding staircase which would need to be addressed.



BASEMENT



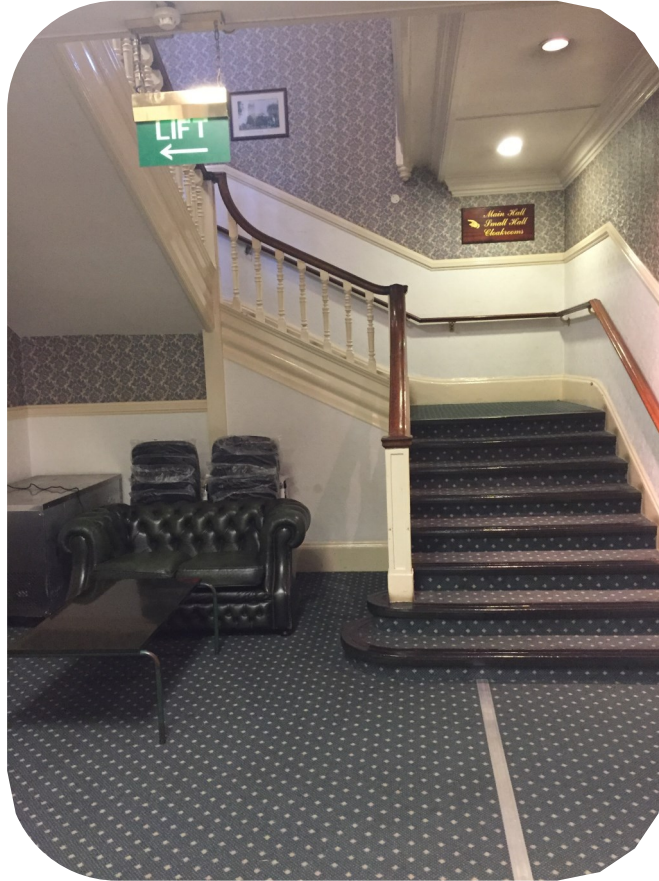
SECOND FLOOR

GROUND FLOOR

GROUND FLOOR HALL



ENTRANCE



RECEPTION



FIRST FLOOR

LARGE HALL



SMALL HALL



KITCHEN



BECKENHAM PUBLIC HALLS

FUTURE PROVISION

As a library 'plus', Beckenham Public Hall will become the town's flagship cultural venue, with a considerably enhanced offer.

It will combine contemporary library facilities with exhibition space to tell the history of Beckenham, co-working and meeting facilities to cater for a more agile working environment, arts workshops, health and wellbeing classes, children's activities, and music and theatre performances.

The ground floor hall would be a dedicated children and young persons' library with fixed features that create an engaging and immersive learning environment.

The main entrance / foyer will be the hub of the library: a bright and open space with features that could include a reception desk, working spaces and relaxed seating. Walls in this space may be used for book and magazine display as well as exhibits, artwork and digital information boards.



BECKENHAM PUBLIC HALLS FUTURE USE



The large hall would be retained as a space for events and performances. It may include some library provision and exhibits but these would be auxiliary to its main function.

The small hall would be the main dedicated library space, incorporating the footprint of the current kitchen subject to the partition wall not being load bearing.

The circulation space of the landing should be maximised and utilised as library and exhibition space.

ENTRANCE / FOYER



Page 22

The new site has a larger footprint but more circulation space. All space should therefore be used efficiently to make the site comparable to the current library. The ground floor entrance is a wide corridor and can be well-utilised while retaining a clear through-fare.



Glass lobby doors will allow daylight to flood the entrance foyer and give a more obvious “open” feel to passers-by.

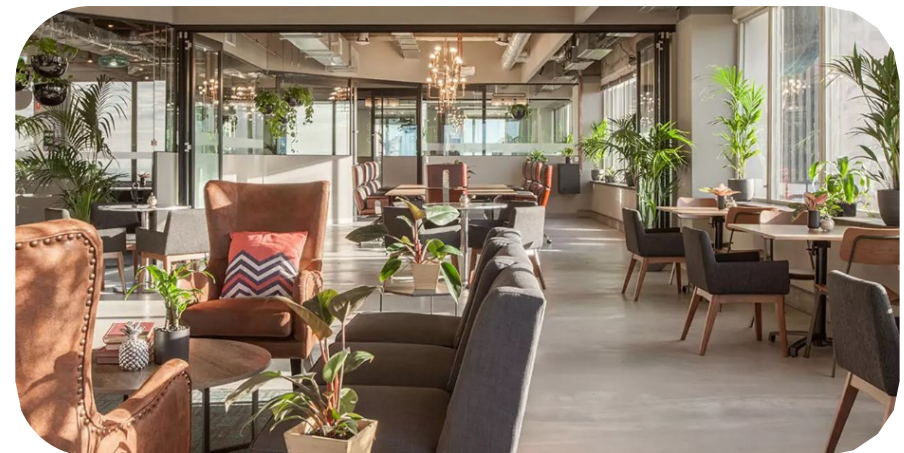
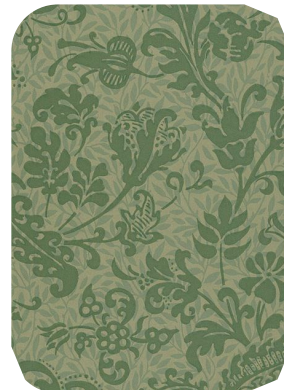
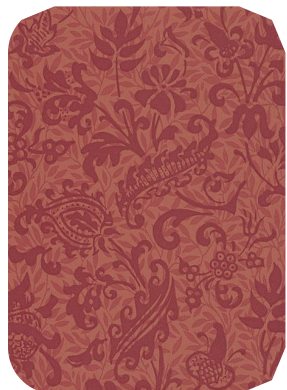
ENTRANCE / FOYER

Features in the entrance / foyer could include:

- Informal meeting spaces / tables
- Magazine / newspaper display
- Individual lounging
- Café / vending
- Wall displays for books / art
- Quick pick + display
- Private seating
- Wall shelving
- Digital news display.



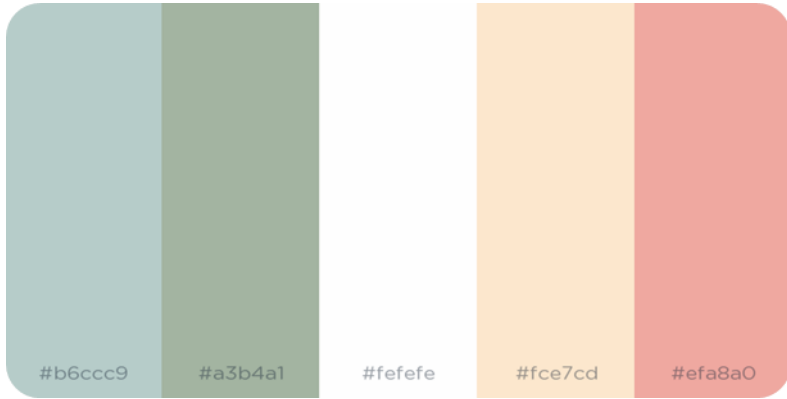
Colours should draw upon the building's heritage.



ENTRANCE / FOYER — INDICATIVE VISUAL



CHILDREN'S LIBRARY



Vibrant but soft colour palette with a leaning towards nature-based / biophilic design.



Rounded edges, flexible and movable shelving, storage and seating.



Hide-away reading nooks built into corners / along walls to use space efficiently.



MAIN LIBRARY SPACES

All spaces should be flexible and moveable to maximise opportunity for secondary functions including events, activities and room hire.



Chairs with built-in tables create efficient work spaces, and upholstery creates an intimate and high end offer.



Shelving should be high end but flexible, with castors - preferably unseen. Hidden reading corners should be explored.



Exhibition showcases should be built into shelving units, enhancing the library's function and centre of culture in Beckenham.

MAIN LIBRARY SPACES



Co-working space with built in power sockets. Power supplies should be considered throughout library spaces.

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Equality Impact Assessment

Proposal to relocate Beckenham Library to a new Library and Cultural Venue at Beckenham Public Hall

October 2019

EQUALITY IMPACT ASSESSMENT FORM

Relocation of Beckenham Library to a new Library and Cultural Facility at the Beckenham Public Hall site

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>The purpose of the change As part of the regeneration strategy in development the Regeneration and Culture division is considering opportunities to improve and enhance the borough’s library sites, to enable the library service to flourish and adapt, so that it continues to provide an excellent community service.</p> <p>Additionally as part of the Housing strategy the division is currently assessing Council owned sites for housing. The Council has a target to build and purchase 1000 homes over the next four years. The current Beckenham Library site is undergoing a feasibility study for its suitability for a housing development site.</p> <p>To deliver both of these objectives, the division has explored the potential of using the existing Beckenham Library site for housing, and moving the library service in to a building with significant potential in a more central town location – Beckenham Public Hall.</p> <p>The current Library is located in Beckenham Road and is a focal point of the community though it is positioned away from the main High Street. The new preferred location is more centrally positioned and is in close proximity to Beckenham Junction Station, and Beckenham High Street local businesses including a major retailer.</p> <p>Due to the previous success of relocating other Libraries to High Street locations e.g. Orpington and Penge Libraries, it is felt that Beckenham Library would also benefit from a move to a more prominent position in the Town Centre just 0.8 miles away from the current Library. The new Library would be designed to provide an enhanced range of Library services from a modern Library and Cultural venue which would greatly benefit the local community it serves.</p> <p>Current Bromley Library Service Summary Bromley Libraries currently operates a network of 14 static libraries which have undergone significant changes over the last ten years in order to make agreed savings. On 1st November 2017, following a Commissioning process, a contract award was made to Greenwich Leisure Limited (GLL). GLL commenced the Management of Bromley Libraries on a 10 year contract with the option to extend for a further 5 years in 2017 by mutual agreement. This exercise was carried out to maintain the current high levels of service whilst delivering ongoing revenue savings.</p> <p>Beckenham Library was ranked 3rd in number of Library visits and 4th in item issues in the network of 14 Bromley Libraries in 2018-19. Bromley Central Library is the largest and busiest followed by Orpington Library. Beckenham Library is currently open 43.5 hours per week across 5 days, however there is potential for the new library to offer extended opening hours at the new library and cultural venue.</p> <p>The purpose of this equality impact assessment is to assess the impact of the following option on the delivery of Library services for the community served by Beckenham Library.</p>
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	<ul style="list-style-type: none"> • Option 1-relocating the current Beckenham Library to a new Library and Cultural Venue to the Beckenham Public Halls site <p>Additionally the EIA will further demonstrate how the Council will meet these needs as part of its statutory duty for all residents in the borough wishing to make use of it.</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="209 622 1430 958"> <tr> <td data-bbox="209 622 839 958"> <input checked="" type="checkbox"/> *Accessible for all groups <input type="checkbox"/> Age <input type="checkbox"/> Disability <input type="checkbox"/> Gender reassignment <input type="checkbox"/> Marriage & civil partnership </td> <td data-bbox="839 622 1430 958"> <input type="checkbox"/> Pregnancy & maternity <input type="checkbox"/> Race <input type="checkbox"/> Religion & belief <input type="checkbox"/> Sex <input type="checkbox"/> Sexual orientation </td> </tr> </table>	<input checked="" type="checkbox"/> *Accessible for all groups <input type="checkbox"/> Age <input type="checkbox"/> Disability <input type="checkbox"/> Gender reassignment <input type="checkbox"/> Marriage & civil partnership	<input type="checkbox"/> Pregnancy & maternity <input type="checkbox"/> Race <input type="checkbox"/> Religion & belief <input type="checkbox"/> Sex <input type="checkbox"/> Sexual orientation
<input checked="" type="checkbox"/> *Accessible for all groups <input type="checkbox"/> Age <input type="checkbox"/> Disability <input type="checkbox"/> Gender reassignment <input type="checkbox"/> Marriage & civil partnership	<input type="checkbox"/> Pregnancy & maternity <input type="checkbox"/> Race <input type="checkbox"/> Religion & belief <input type="checkbox"/> Sex <input type="checkbox"/> Sexual orientation		
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 1104 1430 1435"> <tr> <td data-bbox="209 1104 839 1435"> <input type="checkbox"/> *Accessible for all groups <input checked="" type="checkbox"/> Age <input checked="" type="checkbox"/> Disability <input type="checkbox"/> Gender reassignment <input type="checkbox"/> Marriage & civil partnership </td> <td data-bbox="839 1104 1430 1435"> <input checked="" type="checkbox"/> Pregnancy & maternity <input type="checkbox"/> Race <input type="checkbox"/> Religion & belief <input checked="" type="checkbox"/> Sex <input type="checkbox"/> Sexual orientation </td> </tr> </table>	<input type="checkbox"/> *Accessible for all groups <input checked="" type="checkbox"/> Age <input checked="" type="checkbox"/> Disability <input type="checkbox"/> Gender reassignment <input type="checkbox"/> Marriage & civil partnership	<input checked="" type="checkbox"/> Pregnancy & maternity <input type="checkbox"/> Race <input type="checkbox"/> Religion & belief <input checked="" type="checkbox"/> Sex <input type="checkbox"/> Sexual orientation
<input type="checkbox"/> *Accessible for all groups <input checked="" type="checkbox"/> Age <input checked="" type="checkbox"/> Disability <input type="checkbox"/> Gender reassignment <input type="checkbox"/> Marriage & civil partnership	<input checked="" type="checkbox"/> Pregnancy & maternity <input type="checkbox"/> Race <input type="checkbox"/> Religion & belief <input checked="" type="checkbox"/> Sex <input type="checkbox"/> Sexual orientation		
	<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 relocating library provision from the current Beckenham Library to the Beckenham Public Halls site are as follows</p> <ul style="list-style-type: none"> • Distance from current Beckenham Library – Beckenham Public Halls is located 0.8 miles away from the existing Beckenham Library site located at Beckenham Road. Some current Library users with protected characteristics may have slightly further to travel to access Library provision. • Temporary Accommodation – The Library could be required to move to temporary premises for a fixed period before the new Library site opens. This could limit the range of activities and stock available. The location of any temporary site has not yet been agreed. Customers with protected characteristics may have to travel further to reach alternative library provision 		

1f	<p>Are there positive impacts associated with this function? If yes, please list and give details.</p> <p>The positive impacts associated with this function are detailed below</p> <ul style="list-style-type: none"> • Improved Library building- The current Beckenham Library building is tired and in need of repair and redecoration. As part of the transformation into a new library and cultural venue, Beckenham Public Hall would be restored to a high standard and would reflect the changing nature of libraries as wider community services that provide study space, computer access, training facilities along with activity space for local residents. • Increased programme of events and activities- The increased programme of events and activities on offer at the new Library will increase participation and will ensure that residents of all ages can improve their wellbeing and increase their social inclusion and levels of community involvement. • Increased access and facilities- The new Beckenham Library and Cultural venue site will present opportunities for increased opening hours, extending access to library services, which would be of great benefit to local communities including the equalities groups. It will offer an extended range of facilities, services or activities and enable wider use of the building and facilities by the local community. • Community events space- Additional facilities provided in the building will include a community hall and function room for hire with the potential to host a range of events ranging from wedding receptions to concerts and theatrical performances. • Service Focus- In addition to the service levels agreed as part of the specification the new venue will add further value to the library service by providing access to a wider range of services, including incorporating objects and artwork from Bromley Historic Collections (BHC) mirroring the success achieved by BHC at the Central Library. The Library will be a focal part of an exciting cultural venue providing cultural events and access to museum artefacts • Town Centre Footfall- The relocation of the Library service nearer to Beckenham Town Centre will have a positive impact on footfall and will positively impact on local businesses • Balanced spread of Library provision- The current Beckenham Library is just 0.8 miles away from the new Penge Library which moved to its current location in 2014. Moving sites would increase the distance between these two libraries to 1.7 miles away resulting in a more balanced spread of provision within the borough.
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>Plans to address negative impacts-existing Beckenham Library Users</p> <p>Plans to address any negative impacts relating to the relocation of Beckenham Library Service have been built in from the initial scoping stage and include the following</p> <ul style="list-style-type: none"> • The new Library and cultural venue will deliver at least fully comparable services to those currently offered at Beckenham Library in line with residents' and customers' interests. The main focus is to ensure that both accessibility and service levels and are protected. • Beckenham Library will continue to support the most vulnerable residents and those with protected characteristics from the new facility in order to ensure that the promotion of equality is achieved and any negative impact limited.

- Distance between both buildings (0.8 miles by road) has been fully analysed and considered. For non-car owners both sites are 3 or 4 bus stops away respectively on the 227 and 354 bus routes which serve both sites and virtually go door to door.
- Online services are available to bring the library into people's homes enabling them to have access to library services 24 hours a day. The Home Library Service offers library services to those customers who are physically unable to access a library due to ill health or mobility.
- Should it be necessary to move to a temporary site while the new Library is being progressed, any temporary Library site will offer events and activities and a wide range of stock and will be open for the current number of hours. Any temporary library building will be fully DDA compliant and well served by public transport

This approach has been proposed due to the availability of the Beckenham Halls site which offers the opportunity to significantly transform Library Services in Beckenham. The move would also free up the existing Library site for housing development. Any negative impacts will be fully mitigated within the formal project brief and specification.

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 all the 9 equalities groups currently using or wishing to use Beckenham Library. Examples of how this responsibility to promote positive attitudes to equal opportunities in public life has been discharged in the proposal to relocate Beckenham Library to this site are as follows.

- Ensure delivery of an efficient and effective library service whilst delivering value for money for Bromley residents and striving to increase usage of the service
- Offer an improved Library PLUS Cultural facility that is fully accessible to all
- Facilitate and deliver cultural events and programmes in the local area from the shared Library and Cultural facility
- Attract new members due to increased and improved facilities

The key document underpinning the Equalities Act in Bromley is Building a Better Bromley which sets out a vision for the Borough and identifies the following priorities relating to Equality and equal opportunities as detailed below

A Better Bromley will be a place where everyone feels safe: we will build a cohesive community in which people respect, tolerate and understand each other. To that end the Council understands and promotes the Equality Act 2010 and the core elements of the Public Sector Duty namely;

- *Promote equality of opportunities*
- *Eliminate discrimination*
- *Promote harmony between people of different backgrounds*

The provision of improved Library facilities for Beckenham residents contributes to the following Building a Better Bromley priorities:

- to create an environment for our children and young people to be successful and to provide the best possible service to deliver appropriate support to all children and young people.
- A Better Bromley will be a borough that is considered 'excellent' by the community it serves: by reflecting in the views of our customers and engaging them in service development and improvement initiatives, we will ensure that everybody has equal

	<p>access to services, facilities and employment opportunities.</p> <ul style="list-style-type: none"> • A Better Bromley will provide assistance and support to encourage fulfilled and independent lives for all, and especially for the elderly: by providing opportunity and flexible services, all residents, especially the elderly, can continue to have fulfilling and independent lives whereby they can continue to have a noticeable and positive impact on the borough. <p>Along with Building a Better Bromley the following are in place which aims to ensure that the delivery of services is focused on helping all residents and service users, but with a special focus on delivering positive outcomes for those with protected characteristics. These aims are directly related to this project and form part of the assessment framework against which equalities impacts have been measured</p> <ul style="list-style-type: none"> • Equal Opportunities Policy Statement • Corporate Opportunities Action Plan • Terms of reference as set out by the Bromley Corporate Equality group for Bromley fulfilling its PSED 			
1i	<p>Are there any Human Rights Issues? If so what are they? The implications of this proposal have been assessed using the flow chart in "Human rights: human lives: A handbook for public authorities' Department for constitutional affairs. This proposal does not interfere with human rights.</p>			
1j	<p>Is a full impact assessment required? <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 <input type="checkbox"/> NO - please sign off the process (stage 3) and fill in any actions identified, if any in the action plan. <input type="checkbox"/> Don't know. i.e. not enough evidence. Please go to stage 2.</p>			
Stage 2 – full impact assessment				
2a	<p>Does the function affect or impact on the public, whether directly or indirectly?</p> <table border="1"> <tr> <td><input checked="" type="checkbox"/> yes</td> <td><input type="checkbox"/> no</td> <td><input type="checkbox"/> Don't know</td> </tr> </table>	<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		
	<p>Provide any relevant information here.</p> <p>The relocation of Beckenham Library Service would impact indirectly on Borough residents and those using other Bromley Libraries. It would impact directly on current Beckenham Library Users. Approximately 6,140 users registered to Beckenham Library had used their Library card at least once during 2018-19. Additional information relating to library use by the equalities groups most likely to be affected is summarised below taken from CIPFA PLUS 2015 and Census 2011.</p> <ul style="list-style-type: none"> • Age- Census 2011 shows 11.5% of the population of Clock House Ward (where Beckenham Library is located) are aged 65 and over. CIPFA PLUS 2015 revealed 26% of Beckenham Library's adult users were aged over 65. • Gender- Census data shows 52% of borough residents are female and 48% male The PLUS survey reveals 67% of the library's adult users were female and 33% male. • Disability- The PLUS Survey indicates 16% of Beckenham Library Users had one or more disabilities. Census data shows that 84% of Bromley residents are in very good or good health. • Pregnancy and maternity- ONS statistics 2011 show 4,141 live births in Bromley. 2014 Library consultation findings show that 4% of users across the Library Service were pregnant, 5% were of women on Maternity leave and 0.29% on adoption leave. 			
2b	<p>Have complaints or feedback been received about the function and its effect on different equality groups?</p> <table border="1"> <tr> <td><input type="checkbox"/> yes</td> <td><input checked="" type="checkbox"/> no</td> <td><input type="checkbox"/> Don't know</td> </tr> </table>	<input type="checkbox"/> yes	<input checked="" type="checkbox"/> no	<input type="checkbox"/> Don't know
<input type="checkbox"/> yes	<input checked="" type="checkbox"/> no	<input type="checkbox"/> Don't know		

	<i>Provide evidence by documenting all reliable up to date information.</i> No complaints of feedback received about the effect of the function on equalities groups
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.
	<i>Provide evidence by documenting all reliable up to date information.</i> Bromley Library Service is currently provided by Greenwich Leisure Limited who were awarded a ten year contract to deliver library services on behalf of the Council which commenced on 1st November 2017. Events delivered by GLL targeted at equalities groups include Visually Impaired reading groups, and Dementia café participation in Universal Health offer. Silver Surfers, Baby bounce and rhyme. GLL will continue to develop their offer at any new Beckenham Library facility and other libraries within the Borough. GLL will be one of the key stakeholders who the Council will consult with and work with to deliver this scheme should it progresses to the RIBA stage .
2d	Does the function have employment implications for Council staff <input type="checkbox"/> yes <input checked="" type="checkbox"/> no <input type="checkbox"/> Don't know
	<i>Provide evidence by documenting all reliable up to date information.</i>
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> The primary justification for making the proposed changes to Library Services is to improve outcomes for Library Users and residents against a backdrop of significant financial challenges and increasing demands for services as detailed in Transforming Bromley our four year roadmap 2019-2023 An additional justification for this service change is the growing need for affordable homes in the borough. The current Beckenham Library site has been identified as a potential site which would increase the supply of housing and improve outcomes for residents including those with protected characteristics The relocation of Beckenham Library to a prime location nearer to transport links and other retail outlets is an opportunity to improve and develop further a popular service. The needs of the residents have been fully considered in this process and it is felt that replacing the current provision with a new Library and Cultural facility would be the most effective way of delivering a modern innovative library PLUS offer which extends and improves services that are currently available at Beckenham Library. The new Library and Cultural facility at the Beckenham Halls site is easily accessed by car, train and bus would offer significantly increased opening hours, cultural facilities, hall hire, community space, an improved programme of events and activities for all. The impact on the identified affected groups has been considered as follows Adverse Impact: Age- The number of residents aged 65+ are higher than the national average among Bromley library users, the population of Bromley as a whole, and Beckenham residents. Therefore negative impacts of this policy detailed in section 1e could affect a greater number of older people. Adverse Impact: Disability- Refer to the adverse impacts outlined in section 1e and also detailed in the age category above Adverse Impact: Sex- As women are the predominant users of Bromley Libraries including Beckenham Library, any impacts of this proposed service change will affect a greater number of women than men. Refer to negative impacts in section 1e and from age and

	<p>disability categories</p> <p>Adverse Impact: Pregnancy and maternity- Refer also to the adverse impacts identified in section 1e and from the categories above</p> <p>Action to mitigate potential impact-The following action detailed below will ensure that the relocation of Beckenham library service provides full access to services for the groups identified above, mitigating any potential negative impacts fully</p> <ul style="list-style-type: none"> • If relocation goes ahead 98% of residents will remain within 1.5 miles of a Library • Public access to Bromley Library Service is available at any time from a computer or device with internet access via the library website https://capitadiscovery.co.uk/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 • The project brief includes the retention of existing facilities for people with disabilities and additional needs including Dementia cafes, visual impaired reading groups and autism awareness events. • The project specification will include and develop the current Health offer. GLL libraries have become valuable social hubs, acting as support networks, advice and information resources and social centres, and helping to combat isolation in the community while constantly working hard to engage new audiences • Activities currently provided for babies and toddlers are essential, giving support for new parents and carers. The project specification will include the retention of existing facilities and activities for babies and toddlers. • Car parking-There is car parking available at the current Beckenham Library site. There is a pay and display car park opposite to the proposed Library site • Concessionary freedom passes are available for all individuals over pensionable age which will mitigate the cost of additional travel costs to access libraries. <p>There were no adverse impacts identified for the remaining equalities groups.</p>			
2f	<p>Monitoring – give details of any monitoring being carried out on existing functions.</p> <p>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, Peoples Network usage figures are collected, monitored and reviewed • Transaction data and management information from the Library Service • User feedback, CIPFA satisfaction surveys carried out every three years most recently in 2015 and 2017 with adults and children • GLL Satisfaction Surveys - 2017-2019 • Performance data compiled by the Chartered Institute of Public Finance and Accountancy (CIPFA) and are benchmarked against comparable local authorities • Extensive independent public consultation carried out in 2012, 2014 and 2015 to assess the impact of changes to the Library service • Activities attendance log • Contract Management KPI monthly and annual reporting <p>Data received is reviewed and analysed and used to review the standards of existing functions and to drive improvement.</p>			
2g (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="209 1912 1428 1984"> <tr> <td data-bbox="209 1912 612 1984"><input checked="" type="checkbox"/> yes</td> <td data-bbox="612 1912 1023 1984"><input type="checkbox"/> no</td> <td data-bbox="1023 1912 1428 1984"><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. 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		

2h	<p>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?</p> <p>As required by the Council’s public law duty to consult, a public consultation exercise will be undertaken on completion of the concept design prior to reporting back to Members for authority to move to the next RIBA stage.</p> <p>A sample of Library users and non-users should be consulted. Particular efforts will be made to consult and engage with the equality groups. Previous Library consultations have included a range of questions in relation to the nine protected characteristics’ stemming from the 2010 Equality Act. The equalities groups will be represented in any the focus groups which take place. Consultation methods will include a range of methods including online surveys, face to face surveys, exit surveys, focus groups and telephone surveys.</p> <p>Previously, detailed consultation has always been undertaken to underpin changes to the Library Service. Extensive independent public consultation carried out in 2012, 2014 and 2015 to assess the impact of changes to the Library service. Adaptations were made to Service changes following consultation analysis</p> <p>See updated action plan</p>
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>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 including the equalities groups using or wishing to use Bromley Library services are considered as part of this process</p> <ul style="list-style-type: none"> • Census 2011 data • Library Statistics from the Library Management System (LMS) • CIPFA Public Library User Survey (PLUS)2017 • CIPFA Children’s Public Library User Survey (PLUS) 2015 • Bromley Libraries Consultation Report 2014 • Stock Management Policy • Libraries Specification • Postcode Mapping Exercise 2019 • Transforming Bromley Roadmap • LBB/GLL Minutes of Monitoring meetings Nov 2017-to date <p>Beckenham Library: Profile Analysis</p> <p>The Site of the proposed shared facility is the current Beckenham Public Hall site which is just 0.8 miles away from the current Library site so will remain fully accessible to the local community. The last CIPFA PLUS Survey which was conducted in 2015 showed that the primary method of travel to Beckenham Library was as follows</p> <ul style="list-style-type: none"> • 48% Walked • 37% Car/bike • 15% Public Transport <p>Beckenham Library is situated in Clock House ward within a residential area with low levels of deprivation and unemployment. The local area profile indicates that there is a mix of younger families, middle aged adults and active elderly living in the area which is reflected amongst library users. Age profiling conducted during the most recent CIPFA survey gives the following breakdown of adult users</p> <ul style="list-style-type: none"> • 40% of users were aged 25-44 • 29% of users were aged 45-64 • 17% of users were aged 65-74 • 9% of users were aged 75 and over • 72% of customers have been using Beckenham Library for more than 3 years

	<p>There is clearly a strong local demand for library facilities from children and families which will be reflected in the Project brief. The 2015 recent Children's PLUS Survey shows that children aged 0-7 use the library the most with 60% of those responding falling within the 0-7 Key stage 1 age range.</p> <p>Active Users - Across the whole Bromley Library service there has been a slight decrease in active users (defined as users who have borrowed an item within the previous 12 months), down 0.34% between January 2018 (41,641 active users) and January 2019 (41,500 active users). Comparatively, at Beckenham there was a 0.99% decrease.</p> <p>Postcode analysis - A postcode analysis of all Bromley's active users in 2018-19 shows that 87.3% of users living most locally to Beckenham Library use this library. In contrast, overall 71.5% of Bromley Library Members users used their closest library. Currently Beckenham Library is the nearest library for 9.6% of all registered Bromley Libraries users.</p> <p>New Members - In 2018-19 a total of 18,119 new members registered to join Bromley Libraries, an 8.77% increase from 2016-17 (16,657 new members). At Beckenham Library the number of new borrowers exceeded the borough average with a 17.2% increase recorded.</p> <p>Issues – The number of items (books & audiobooks; eBooks and e Audiobooks; CDs and DVDs) issued increased by 3.7% annually across all libraries in 2018-19 compared to 2017-18. In particular, the issue of digital items (eBooks, audiobooks, etc) increased by 62.8%, representing 3.3% of all item issues. Due to the implementation of a new Library management system which combined online renewals in with issue figures which had not previously been recorded, reliable branch by branch comparisons are not possible, but has evened out on the service wide total</p> <p>Stock - As detailed in the updated stock plan, Bromley library service aims to</p> <ul style="list-style-type: none"> • 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 <p>The range and variety of stock will be further enhanced within the new Library in order to increase issues</p> <p>Public Network PC Usage – Libraries offer the free usage of public PCs for a limited time per day per library card. In Q4 of 2018-19, across all Bromley libraries (159 PCs total), Public Networks PC was in use for 39.2% of all opening hours. At Beckenham Library its 15 PCs were occupied 40.0% of the time demonstrating the importance of the provision of publically accessible PCs to ensure digital inclusion.</p> <p>MFDs – Each library branch offers at least one Multi-Function Device (MFD) to the public for printing and photocopying needs for a small fee. In Q4 of 2018-19, 8,370 pages were printed at Beckenham Library.</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 See updated action plan</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 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>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 or feedback regarding the relocation of Beckenham Library on different equalities groups is carefully considered.	Paula Young	TBC
<p><u>Monitoring</u> Section 2f of the EIA asks for details of new monitoring functions</p>	To record and monitor statistics for Beckenham Library for inclusion in annual Library statistics and returns.	The Library service provider and the Client Unit will ensure that the current performance and usage data relating to the contract is collected and analysed.	Client Team/ GLL	TBC
<p><u>Consultation</u> Section 2h asks for clarification of consultation method and who will be consulted</p>	Consultation with Library users and communication of proposed service change. This should take include surveys and face to face consultation	Bromley residents and users of Beckenham Libraries to be consulted about changes to the location of their libraries and given opportunity to put forward their views. Affected equalities groups to be targeted for consultation	To be decided	TBC
<p><u>Publishing</u> Section 2i of the EIA requests that this document should be published</p>	Arrange for this EIA to be published on the Council's website where it can be viewed by all	That the EIA documents are available on the Council's website	Paula Young	TBC

Author: Paula Young

Role: Equalities Champion

Date: October 2019

Approved by:

Date:

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Developed Proposal



Description

- A large L shaped block is positioned to the north of the site.
- Two cores provide access to 1B, 2B and 3B flats. These are entered off Turners Meadow Way
- There is a central, semi-underground car park to the north of the site
- Based on strategic option 1

Strengths

- A large park is provided of a similar size to the existing open space.
- The flats overlook the park and provide passive security
- Entrances to the flats are off the street
- Good mix of orientation to flats with a high percentage double aspect.

Weaknesses

- Cost of car parking in partial basement.
- Limited on development amenity, with potential for community roof garden
- Careful design required in relation to conservation area and significant public buildings (church)

Opportunities

- New urban route up from Elm Road to Turners Meadow Way
- New public space celebrating heritage of church.
- New public square frontage onto Venue 28

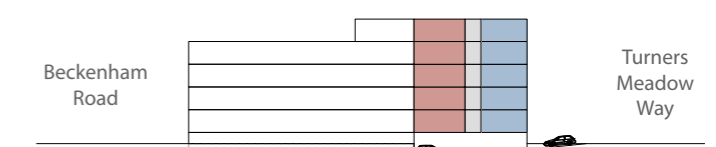
Threats

- Partial remodelling of park landscape (but with no net loss of open space)
- Loss of trees requires mitigation
- High density scheme requires careful design to mitigate impact

Legend

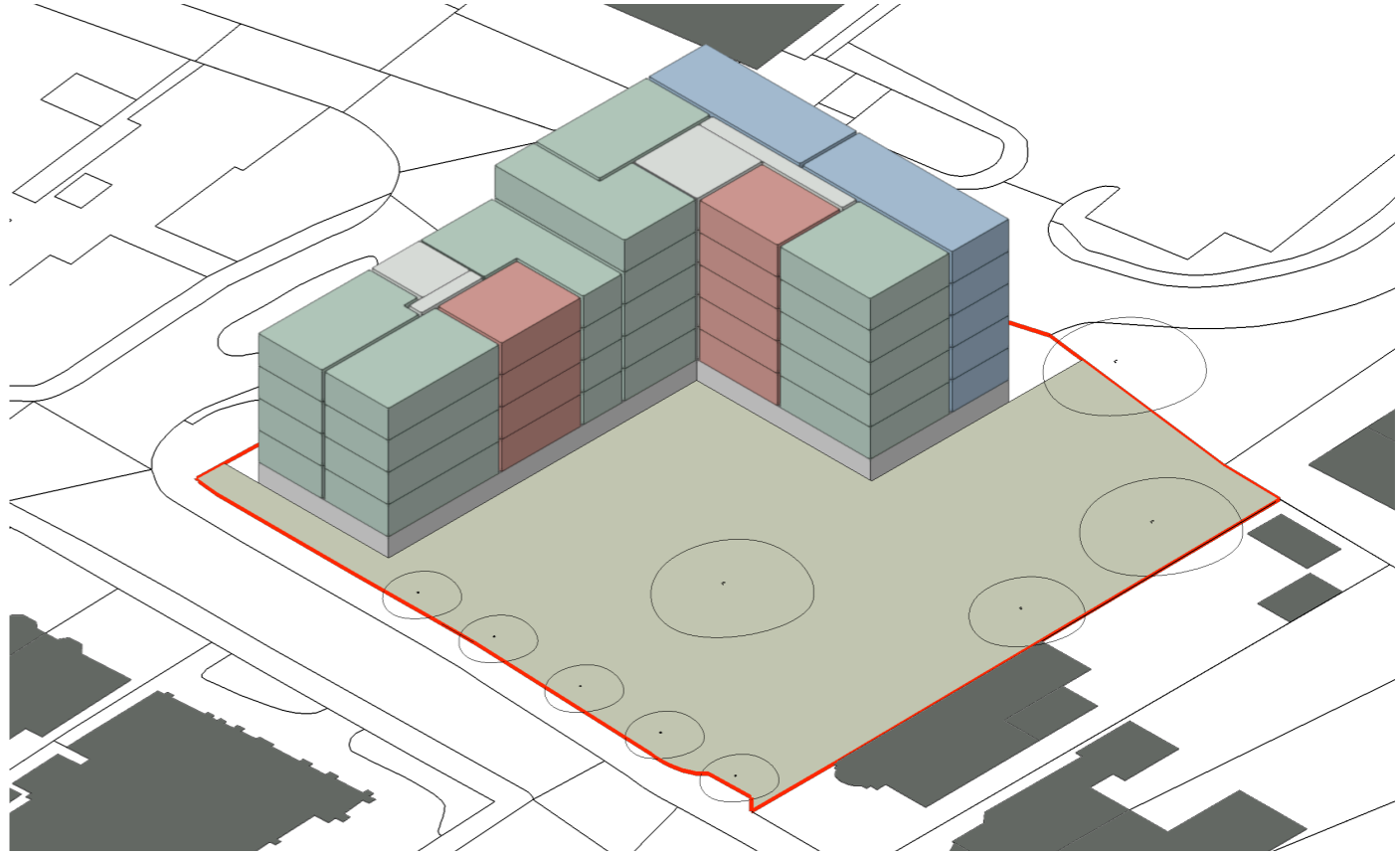
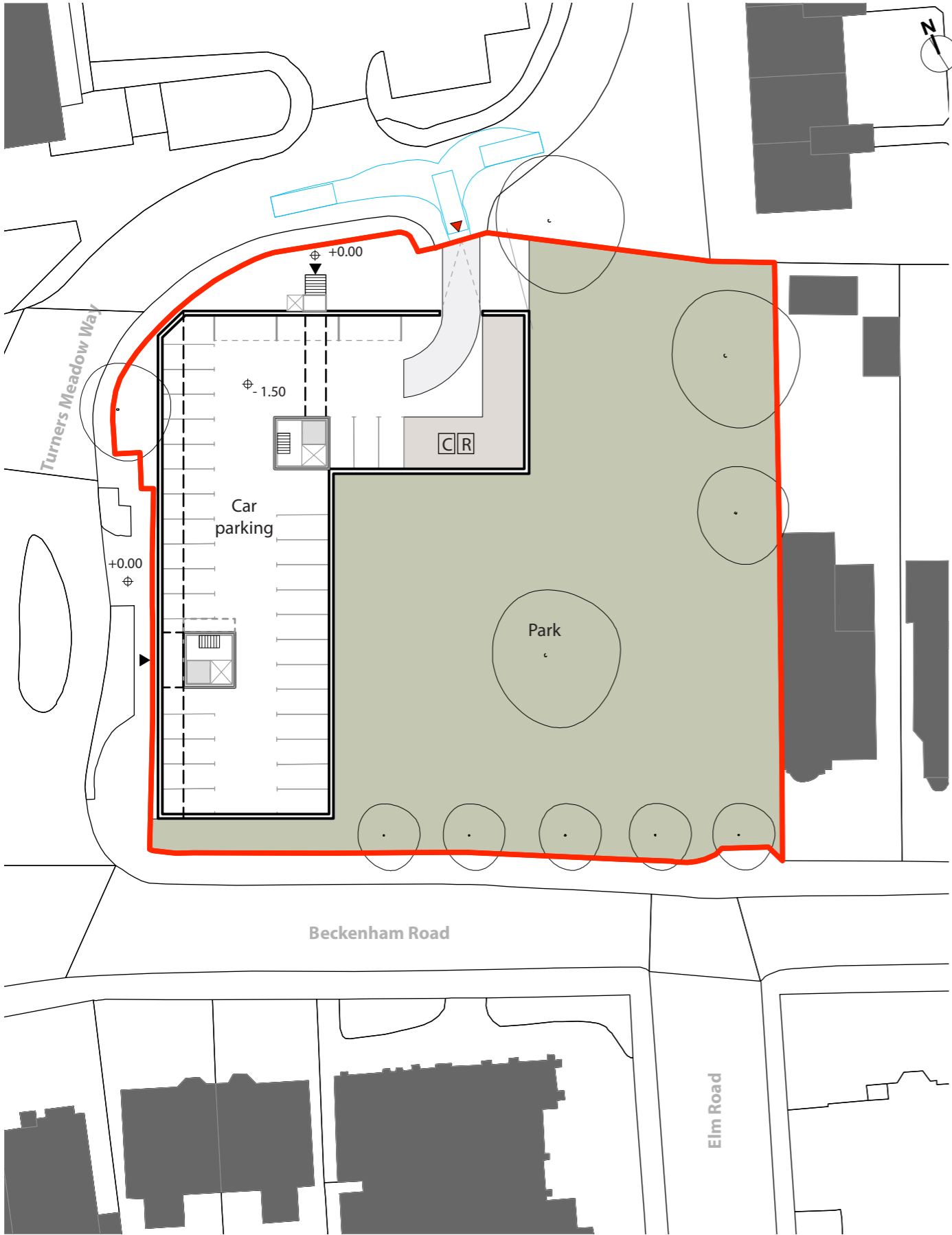
- 1 Bedroom Unit
- 2 Bedroom Unit
- 3 Bedroom Unit

Site Plan
1:1000 @ A3



Diagrammatic Section
1:1000 @ A3

Developed Proposal



Aerial view from south east NTS

Car Parking:
 33no. spaces (inc. 4no. accessible)
 @0.7 spaces per unit = Compliant

Unit Schedule:

Beds	Target <small>(as per SRQ matrix)</small>	Draft <small>(Aug feasibility)</small>	Proposed
1 bed	8	9	9
2 Bed	22	26	28
3 Bed	10	10	9
Total	40	45	46

- Legend**
- R Refuse Area
 - CS Cycle Store
 - Shared Entry
 - Vehicle Entry

	Existing	Proposed	Difference
Landscaped Open Space	2130m ²	2130m ²	0m ²

Ground Floor Plan
 1:500 @ A3

Developed Proposal



Beckenham Library
Brickwork Tone - Brown Multi Stock



Housing, Beckenham Road,
Brickwork Detail - Red + Yellow Brick



Beckenham Baptist Church
Brickwork Variety - Yellow + Red Brick



Venue 28
Brickwork Detail - Brick + Terracotta



Kings Crescent, Hackney
Precedent Study



Kings Crescent, Hackney
Precedent Study



Malling Close, Croydon
Precedent Study



Grover Close, Hemel Hempstead
Precedent Study

Developed Proposal

Aerial view, Public Square

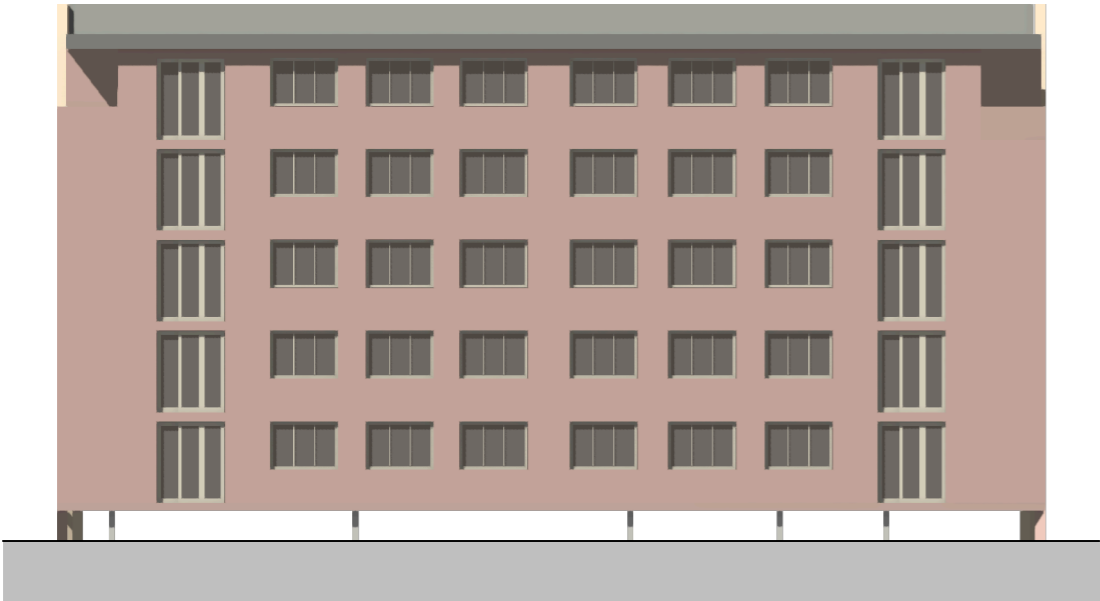


Developed Proposal

Aerial view, Park



Developed Proposal



Elevation 01, Northeast



Elevation 02, Southeast



Elevation 03, Southwest



Elevation 04, Northwest

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EXECUTIVE

Minutes of the meeting held on 27 November 2019 starting at 7.00 pm
(Extract)

Present:

Councillor Colin Smith (Chairman)
Councillors Graham Arthur, Peter Fortune,
William Huntington-Thresher, Kate Lymer, Peter Morgan
and Diane Smith

Also Present:

Councillor Vanessa Allen, Councillor Aisha Cuthbert,
Councillor Ian Dunn, Councillor Simon Fawthrop,
Councillor Josh King, Councillor Stephen Wells and
Councillor Angela Wilkins

**103 BECKENHAM LIBRARY AND CULTURAL VENUE -
AUTHORITY TO PROCEED TO PROCUREMENT
Report DRR19/051**

The Executive considered a report assessing the potential for using the Beckenham Library site for housing, and moving the library to a more central location in the town centre at Beckenham Public Halls, an under-utilised asset with huge potential.

Councillor Josh King addressed the Executive on behalf of Clock House ward councillors. He contended that this was a bad scheme which would result in a significant reduction in the provision of facilities in Beckenham, a reduction in the rooms available for public hire at Beckenham Public Halls, a smaller library space and the breaking up of the well-established and well used educational, sports and amenity hub of the Library, the Spa and Venue 28. It would also result in the destruction of the late art deco library building, which made a positive contribution to the Elm Road Conservation Area – he read out the conservation area description. He described the Leader as scaremongering about local housing targets, and that only a modest increase to 774 dwellings from the 641 in the Local Plan had been proposed. The Library site had never been allocated for housing in the Local Plan and housing targets could be met by positive engagement with developers to optimise the land already allocated in the Local Plan. Neglect by the Council of the Public Hall and the Library leading to a substantial backlog of maintenance could not be used to justify the scheme. He stated that the scheme was very unpopular with residents and Residents Associations – there had already been a demonstration and a petition against it had gathered over 4,000 signatures with 400 signatories adding their own comments.

In response, the Leader commented that he wasn't the local PPC who was 'scaremongering' misleadingly on Twitter that Beckenham Library was being closed and he pressed Councillor King as to whether he held private information he wished to share with the Committee confirming that the Mayor for London had abandoned his published housing target of 1,424 dwellings per year across the Borough. Councillor King responded that he did not.

The Portfolio Holder for Renewal, Recreation and Housing, Councillor Peter Morgan, read a statement addressing the following issues (a copy is attached to these minutes as Appendix B) –

- Moving the library- there was no intention of closing the library, and it would only be moved if the study being commissioned showed that the new library would be at least as large and contain at least as many books. Previous schemes at Biggin Hill, Orpington and Penge had been very successful.
- The refurbishment of the public halls – transforming an under-utilised arts and craft building and increasing both library and community use.
- Housing – the Council had 1,600 families on the housing register, and was focussing on its own under-utilised land. 50% of new housing on the library site would be affordable.
- Design – the drawing of a possible development on the library site was only a space study and if the project was progressed an architectural competition would be held to produce a suitable design.
- Allocation of Land – although the site was not identified as a specific site allocation in the Local Plan, the Local Plan did state that the Council would make provision for housing including at sites becoming available due to public sector restructuring.
- Covenants - the Council was aware of the covenants relating to the land.
- Consultation – the report merely sought initial approval to proceed to procurement for concept designs. If the scheme was found to be viable then there would be public consultation before a final decision to proceed was taken.
- The Lambert Smith Report – this report was solely concerned with delivery methods for the Council and not specific sites.
- The Clock House Shops – a residential development would potentially provide more customers for the shops than the current library.
- A temporary library location – the old library would only be vacated once the new library space was available.

He concluded by stating that the report was solely about appointing consultants to prepare a viability assessment and drawings for the Public Halls – only once this was done would the Council consider moving to the next stage and carrying out a wide public consultation.

Councillor Angela Wilkins complained that the second recommendation in the report appeared to mean that the Council was making a final decision to use

the library site for housing. The Leader confirmed that this was not the case, and that if the proposals for the Public Halls did not proceed the library site would not be sold.

Councillor Stephen Wells addressed the Executive as a ward councillor for Copers Cope. He was concerned that investigations into the Public Hall should be carried out quickly, and that the study should include the whole of the building, including the parts currently let until 2024 on a commercial lease. He commented that it was possible to put a modern library into an old building, and that it was worth seeing whether a library with flexible spaces and better transport connections could be provided at the Public Halls as a town centre hub. The Leader endorsed the need for the answers to be provided quickly, while other councillors confirmed that the library move in Orpington had worked well.

Councillor Simon Fawthrop reminded the Executive that the Executive, Resources and Contracts PDS Committee had recommended that an open tender process be used to procure the multi-disciplinary team, rather than the ADUP (Architecture, Design and Urbanism Panel) framework, so that the Council's normal 60/40 price/quality weighting could be retained.

The report had also been scrutinised by the Renewal, Recreation and Housing PDS Committee on 5th November 2019, and the Committee had supported the recommendations.

RESOLVED that

(1) Proceeding to procurement for the appointment of a multi-disciplinary team to develop a scheme for Beckenham Public Hall up to RIBA Stage 2 in the first instance, at an estimated cost of £70k, be agreed, using an open tender process, rather than the ADUP framework.

(2) In principle, the existing Beckenham Library site be used for housing - the approach taken to deliver the housing will depend on the outcome of the review being undertaken by Lambert Smith Hampton and any subsequent agreement of a housing delivery vehicle - this will be subject to a further report.

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**EXECUTIVE, RESOURCES AND CONTRACTS
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

Minutes of the meeting held at 7.00 pm on 20 November 2019 (Extract)

Present:

Councillor Simon Fawthrop (Chairman)
Councillor Christopher Marlow (Vice-Chairman)
Councillors Gareth Allatt, Julian Benington, Mary Cooke,
Ian Dunn, Nicky Dykes, Robert Evans, Russell Mellor,
Keith Onslow, Chris Pierce, Kieran Terry, Michael Tickner,
Stephen Wells and Angela Wilkins

Also Present:

Councillor Graham Arthur, Portfolio Holder for Resources,
Commissioning and Contracts Management
Councillor Peter Morgan, Portfolio Holder for Renewal,
Recreation & Housing
Councillor Colin Smith, Leader of the Council

91 PRE-DECISION SCRUTINY OF EXECUTIVE REPORTS

The Committee considered the following reports on the Part 1 agenda for the meeting of the Executive on 27 November 2019

**(10) BECKENHAM LIBRARY AND CULTURAL VENUE – AUTHORITY
TO PROCEED TO PROCUREMENT
Report DRR19/051**

The Committee considered procurement processes in relation to a proposal to move Beckenham Library from its current site into Beckenham Public Hall – in Copers Cope Ward - a Grade II listed building with significant potential for community use and situated in a more central town location. Members were also requested to consider the option of making the existing Beckenham Library site available for housing.

Referring to the lifetime of this project, the Chairman considered the procurement process should be looking for the best quality possible. To ensure that 60/40 price/quality weightings were retained, he suggested that Open Tender be used to procure the multi-disciplinary team. In this regard, the Chairman moved that the Executive be recommended to agree to use the above Open Tender process.

20 November 2019

Committee Member and Ward Member for Copers Cope Ward, Councillor Tickner, reported concern that a signed petition against the proposed Library relocation was entitled 'Closure of Beckenham Library'. The report considered at the Renewal, Recreation and Housing PDS meeting on 3 November was just a feasibility study for relocation of the library and there were definitely no plans to close the Library. Referring to the 'change.org' website, Councillor Wilkins clarified that the petition was entitled "Save Beckenham Library", with the following text "We call on Bromley Council to retain Beckenham Library on its current site..."

RESOLVED: That the Executive be recommended to agree that Open Tender is used to procure the multi-disciplinary team, rather than ADUP, so that the Council's 60/40 price/quality weightings are retained.

1

**RENEWAL, RECREATION AND HOUSING
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

Minutes of the meeting held at 7.00 pm on 5 November 2019 (extract)

Present:

Councillor Michael Rutherford (Chairman)
Councillor Suraj Sharma (Vice-Chairman)
Councillors Gareth Allatt, Yvonne Bear, Julian Benington,
Kim Botting FRSA, Josh King, Alexa Michael and Gary Stevens

Also Present:

Councillors Nicholas Bennett J.P., Mark Brock, Ian Dunn,
Peter Morgan and Michael Tickner

**45a BECKENHAM LIBRARY AND CULTURAL VENUE – AUTHORITY TO
PROCEED TO PROCUREMENT
Report DRR19/051**

Members were requested to consider a proposal to move Beckenham Library from its current site into Beckenham Public Hall - a Grade II listed building with significant potential for community use and situated in a more central town location.

Members were also requested to consider the option of making the existing Beckenham Library site available for housing.

The Assistant Director, Culture and Regeneration informed Members that as part of the Regeneration Strategy in development, opportunities were being sought to improve and enhance the borough's libraries. In addition, Council owned sites were being assessed for housing and current results suggested there was not enough to meet the target of 1000 homes. This report was, therefore, a good news story in that the scheme had the potential to address both those needs.

Having been assessed for housing, the existing library site could accommodate 46 homes (50% affordable) as shown in the appendix. Cushman and Wakefield had provided a professional view that the site value was £2.12m.

High level feasibility work had been undertaken by officers to assess the potential of transforming Beckenham Public Hall into a new modern library and cultural venue. The work undertaken suggested that the site had potential, however further information was required to understand the true viability of the scheme.

Therefore this report merely sought initial approval to proceed to procurement for an architect led team to undertake surveys and develop costed concept designs. If shown to be viable, full community consultation would take place prior to a report coming back to Members to request to proceed to the next stage of development.

Visiting Ward Member for Clock House, Councillor Ian Dunn, addressed the Committee on behalf of the local community. The West Beckenham Residents' Association had written to him raising concerns in regard to:-

- the impact of the development on the vitality of the area;

- the impact of the development on the Elm Road Conservation Area; and
- the availability of public transport.

The existing library was one of three focal points in the area. Relocation would inconvenience visitors to both the spa and library. The building itself was located opposite the Grade II listed building Venue 28 and situated within a Conservation Area. Councillor Dunn suggested that the views of the Assistant Director of Planning be sought prior to proceeding further.

The site was readily accessible from Beckenham with four bus routes along Beckenham Road and Clock House railway station nearby.

It was clear there were a number of previous options for the proposals and Councillor Dunn urged the Committee to ask officers to evaluate these before proceeding further.

The Assistant Director Culture and Regeneration assured Councillor Dunn that the proposals for the scheme did take the Conservation Area into account and discussions with the Planning Department had been undertaken. Public transport had also been addressed in the Equality Impact Assessment.

Visiting Ward Member for Copers Cope, Councillor Michael Tickner, acknowledged that a feasibility study for the proposals would be undertaken. In regard to inconvenience/convenience of the library relocation for local residents, this obviously depended on how close they lived to either the existing library site or the proposed relocation site.

Councillor Tickner accepted there was a pressing need to provide housing however, it was important to ensure that, if feasible, the development was very sympathetic to the surrounding area and in particular the Grade II listed Venue 28 building.

Part of the basement of Beckenham Public Hall was currently leased to a private members' club and Councillor Tickner queried whether the club would be able to remain in situ during redevelopment of the building. The Assistant Director, Culture and Regeneration saw no reason why they would need to move out as the area was separated from the main building.

Councillor Tickner supported the proposals and welcomed the upgrading of libraries within the Borough.

In opening the debate, Ward Member and Committee Member Councillor King, commented on the proposals for the Beckenham Library building.

While supporting the proposal for housing including 50% affordable, he did have reservations about how the plans had been presented in the report. Massing of the development was questionable as it was located within the Elm Road Conservation Area and close to Venue 28, a Grade II listed building. The report stated that the number of units proposed may result in a value of £2m however, he questioned whether this was actually realistic. He understood there could be a number of issues with the plans and accepted that they were not final but he was apprehensive that the actual number of homes built would fall short of the proposed number and asked what would happen if this was the case. The figure appeared to conveniently match the cost of the hall renovations and adaptations.

Sale of the land to a developer would ultimately result in the Council losing control over what was built. With this in mind, Councillor King would prefer the scheme to be carried out in collaboration with a housing association.

Moving the library to Beckenham Public Hall would result in the loss of two out of three libraries in Wards north west of the Borough. GLL would likely take on responsibility for the management of any remaining hall space which, given their current industrial relations profile, was not acceptable.

Members were being asked to approve a plan at a very early stage without much detail. There was no mention in the report as to why Beckenham Public Hall was underutilised or, indeed, what criteria this had been assessed on. There was no sign of the Lambert Smith Hampton review and no details of what the enhanced facilities would offer.

As no alternative had been presented to Members, Councillor King suggested the following options be considered:-

- redevelopment with housing above a new library;
- extending the Spa and using car parking space at the side or rear of the site.
- shared facilities which had proved popular at Biggin Hill and was being proposed at West Wickham.

Councillor King moved that the recommendations in the report be deleted and replaced with the following recommendation:-

‘Agree that officers bring a report with costed alternative redevelopment proposals for the Beckenham Library site which include, amongst other options, redevelopment with library facilities on the site, back to a future Renewal Recreation and Housing PDS Committee for consideration.’

In response to Councillor King, the Assistant Director Culture and Regeneration confirmed that the site value of £2.12m was the professional evaluation submitted by Cushman and Wakefield. All monies gained from the existing library site would be reinvested in the scheme to restore Beckenham Public Hall and for fitting out the new library. The visual in the report appendix was designed to take the Conservation Area into account and the approach to deliver the housing scheme would be informed by the Lambert Smith Hampton review which was due to be presented to Members later in the year. The primary reason for underutilisation of the Public Hall was due to its current state of disrepair. MyTime had been asked to provide usage figures.

Contrary to any rumour, there were no plans to close Shortlands Library.

Relocating the library and transferring management of the service to GLL would result in the provision of a more modern and improved library service.

Councillor Benington was greatly involved in the relocation of Biggin Hill Library to the town centre. Following the move, usage of the library had increased. Doing the same with Beckenham Library would make it more accessible for the local community and should increase footfall to the town centre. Whilst acknowledging that further detail would need to be worked out, Councillor Benington fully supported

the proposals which would enhance Beckenham Town Centre and not detract from the Grade II Listed Venue 28 building. He congratulated officers on producing an excellent report.

Councillor Michael supported the scheme. There were excellent public transport links to and from the new library site. There was however, a need to be sensitive in regard to the housing scheme. A traditional design would be preferable and the development should be in keeping with the surrounding area. Members were informed that although the concept design made best use of the land available, there would be no loss of green space.

Councillor King considered the scheme would result in the loss of business in Clock House Parade.

Councillor Morgan acknowledged that the Public Hall building was seriously in need of repair and refurbishment. He considered the site value of £2.12m to be a conservative figure and believed it may be higher than anticipated. The housing scheme, consisting of traditional buildings, would be considered by way of planning applications in the usual manner. Relocating the library would be convenient for both library users and retail visitors to the town centre.

Councillor Tickner questioned the lengthy timeframe allocated up to the award of contract (para. 3.23). The Assistant Director, Culture and Regeneration advised that the Christmas holiday period contributed to the delay and approval must be sought in regard to the procurement framework. However, it may be possible to publish the design team tender earlier than anticipated.

RESOLVED that:-

- 1 the report be noted and the Committee's comments be provided to Members of the Executive;**
- 2 two further recommendations be added as set out at 3.3 and 3.4 below.**
- 3 the Executive be recommended to:-**
 - 3.1 agree to proceed to procurement for the appointment of a multi-disciplinary team, to develop a scheme for Beckenham Public Hall up to RIBA Stage 2 in the first instance, at an estimated cost of £70k;**
 - 3.2 agree in principle to use the existing Beckenham Library site for housing. The approach taken to deliver the housing will depend on the outcome of the review being undertaken by Lambert Smith Hampton and any subsequent agreement of a housing delivery vehicle. This will be subject to a further report;**
 - 3.3 the housing scheme comprise units of traditional build; and**
 - 3.4 the timeframe allocated for publishing the design team tender up to the award of contract be brought forward.**

Councillor King's vote against supporting the recommendations was noted.