



# **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><b>Please give a brief description of the function and its purpose</b></p> <p><b>The purpose of the change</b> 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><b>Current Bromley Library Service Summary</b> 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 3<sup>rd</sup> in number of Library visits and 4<sup>th</sup> 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"> <li>• <b>Option 1</b>-relocating the current Beckenham Library to a new Library and Cultural Venue to the Beckenham Public Halls site</li> </ul> <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"> <tr> <td><input checked="" type="checkbox"/> *Accessible for all groups</td> <td><input type="checkbox"/> Pregnancy &amp; maternity</td> </tr> <tr> <td><input type="checkbox"/> Age</td> <td><input type="checkbox"/> Race</td> </tr> <tr> <td><input type="checkbox"/> Disability</td> <td><input type="checkbox"/> Religion &amp; belief</td> </tr> <tr> <td><input type="checkbox"/> Gender reassignment</td> <td><input type="checkbox"/> Sex</td> </tr> <tr> <td><input type="checkbox"/> Marriage &amp; civil partnership</td> <td><input type="checkbox"/> Sexual orientation</td> </tr> </table>	<input checked="" type="checkbox"/> *Accessible for all groups	<input type="checkbox"/> Pregnancy & maternity	<input type="checkbox"/> Age	<input type="checkbox"/> Race	<input type="checkbox"/> Disability	<input type="checkbox"/> Religion & belief	<input type="checkbox"/> Gender reassignment	<input type="checkbox"/> Sex	<input type="checkbox"/> Marriage & civil partnership	<input type="checkbox"/> Sexual orientation
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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"> <tr> <td><input type="checkbox"/> *Accessible for all groups</td> <td><input checked="" type="checkbox"/> Pregnancy &amp; maternity</td> </tr> <tr> <td><input checked="" type="checkbox"/> Age</td> <td><input type="checkbox"/> Race</td> </tr> <tr> <td><input checked="" type="checkbox"/> Disability</td> <td><input type="checkbox"/> Religion &amp; belief</td> </tr> <tr> <td><input type="checkbox"/> Gender reassignment</td> <td><input checked="" type="checkbox"/> Sex</td> </tr> <tr> <td><input type="checkbox"/> Marriage &amp; civil partnership</td> <td><input type="checkbox"/> Sexual orientation</td> </tr> </table> <p>If you consider that the impact is Equality Neutral then go to question 1h Otherwise go to question 1e</p>	<input type="checkbox"/> *Accessible for all groups	<input checked="" type="checkbox"/> Pregnancy & maternity	<input checked="" type="checkbox"/> Age	<input type="checkbox"/> Race	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Religion & belief	<input type="checkbox"/> Gender reassignment	<input checked="" type="checkbox"/> Sex	<input type="checkbox"/> Marriage & civil partnership	<input type="checkbox"/> Sexual orientation
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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"> <li>• <b>Distance from current Beckenham Library</b> – 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.</li> <li>• <b>Temporary Accommodation</b> – 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</li> </ul>										

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"> <li>• <b>Improved Library building-</b> 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.</li> <li>• <b>Increased programme of events and activities-</b> 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.</li> <li>• <b>Increased access and facilities-</b> 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.</li> <li>• <b>Community events space-</b> 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.</li> <li>• <b>Service Focus-</b> 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</li> <li>• <b>Town Centre Footfall-</b> 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</li> <li>• <b>Balanced spread of Library provision-</b> 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.</li> </ul>
1g	<p><b>At this stage, what plans could be built in to address any negative impacts, and/or to add measures which promote a positive impact, or could you consider an alternative approach which may better achieve the promotion of equality?</b></p> <p><b>Plans to address negative impacts-existing Beckenham Library Users</b></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"> <li>• 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.</li> <li>• 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.</li> </ul>

- 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>disability categories</p> <p><b>Adverse Impact: Pregnancy and maternity-</b> Refer also to the adverse impacts identified in section 1e and from the categories above</p> <p><b>Action to mitigate potential impact-</b>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"> <li>• If relocation goes ahead 98% of residents will remain within 1.5 miles of a Library</li> <li>• Public access to Bromley Library Service is available at any time from a computer or device with internet access via the library website <a href="https://capitadiscovery.co.uk/bromley/">https://capitadiscovery.co.uk/bromley/</a>. Bromley Libraries offer 24 hour access to a wide range of services online including renewals, internet, e-books and other online resources</li> <li>• Access to Council services is also available at any time via the Bromley Council website, <a href="http://www.bromley.gov.uk">www.bromley.gov.uk</a></li> <li>• 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.</li> <li>• 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</li> <li>• 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.</li> <li>• 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</li> <li>• Concessionary freedom passes are available for all individuals over pensionable age which will mitigate the cost of additional travel costs to access libraries.</li> </ul> <p>There were no adverse impacts identified for the remaining equalities groups.</p>			
2f	<p><b>Monitoring – give details of any monitoring being carried out on existing functions.</b></p> <p>The following monitoring has been carried out on our existing library service and policies</p> <ul style="list-style-type: none"> <li>• Library Statistics - A range of statistics including Issues and Visitor figures, Peoples Network usage figures are collected, monitored and reviewed</li> <li>• Transaction data and management information from the Library Service</li> <li>• User feedback, CIPFA satisfaction surveys carried out every three years most recently in 2015 and 2017 with adults and children</li> <li>• GLL Satisfaction Surveys - 2017-2019</li> <li>• Performance data compiled by the Chartered Institute of Public Finance and Accountancy (CIPFA) and are benchmarked against comparable local authorities</li> <li>• Extensive independent public consultation carried out in 2012, 2014 and 2015 to assess the impact of changes to the Library service</li> <li>• Activities attendance log</li> <li>• Contract Management KPI monthly and annual reporting</li> </ul> <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. <b>See updated action plan</b></p>	<input checked="" type="checkbox"/> yes	<input type="checkbox"/> no	<input type="checkbox"/> Don't know
<input checked="" type="checkbox"/> yes	<input type="checkbox"/> no	<input type="checkbox"/> Don't know		

2h	<p><b>Consultation</b> – If you have not carried out consultation, or if you need to carry out further consultation who will you be consulting with and by what methods?</p> <p>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><b>See updated action plan</b></p>
2h	<p><b>Evidence</b> – <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"> <li>• Census 2011 data</li> <li>• Library Statistics from the Library Management System (LMS)</li> <li>• CIPFA Public Library User Survey (PLUS)2017</li> <li>• CIPFA Children’s Public Library User Survey (PLUS) 2015</li> <li>• Bromley Libraries Consultation Report 2014</li> <li>• Stock Management Policy</li> <li>• Libraries Specification</li> <li>• Postcode Mapping Exercise 2019</li> <li>• Transforming Bromley Roadmap</li> <li>• LBB/GLL Minutes of Monitoring meetings Nov 2017-to date</li> </ul> <p><b>Beckenham Library: Profile Analysis</b></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"> <li>• <b>48% Walked</b></li> <li>• <b>37% Car/bike</b></li> <li>• <b>15% Public Transport</b></li> </ul> <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"> <li>• <b>40% of users were aged 25-44</b></li> <li>• <b>29% of users were aged 45-64</b></li> <li>• <b>17% of users were aged 65-74</b></li> <li>• <b>9% of users were aged 75 and over</b></li> <li>• <b>72% of customers have been using Beckenham Library for more than 3 years</b></li> </ul>

	<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><b>Active Users</b> - 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><b>Postcode analysis</b> - 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><b>New Members</b> - 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><b>Issues</b> – The number of items (books &amp; 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><b>Stock</b> - As detailed in the updated stock plan, Bromley library service aims to</p> <ul style="list-style-type: none"> <li>• Provide a range and depth of stock that reflects the rich and complex diversity of needs within the Borough</li> <li>• Continually maintain and develop stock by identifying and improving areas of under provision, anticipating new needs and responding to changing cultural requirements</li> </ul> <p>The range and variety of stock will be further enhanced within the new Library in order to increase issues</p> <p><b>Public Network PC Usage</b> – 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><b>MFDs</b> – 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><b>Publishing</b> – if the equality impact assessment forms part of an overall review then the results should be published as part of any report that goes forward to Elected Members. If not the findings of the impact assessment should be published on our Council's web site. Add details to action plan <b>See updated action plan</b></p>
2j	<p>Training and development - please list any staff training issues that have arisen as a result of conducting the impact assessment-<b>Add details to action plan</b> <b>See updated action plan</b></p>

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

<b>Issue</b>	<b>Action to be undertaken</b>	<b>Desired outcome</b>	<b>Action owner</b>	<b>Target date</b>
<p><b><u>Complaints or feedback</u></b> 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><b><u>Monitoring</u></b> 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><b><u>Consultation</u></b> 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><b><u>Publishing</u></b> 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:**