



# Havering

LONDON BOROUGH

## OVERVIEW & SCRUTINY BOARD AGENDA

7.30 pm

Thursday  
5 February 2015

Havering Town Hall,  
Main Road, Romford

Members 16: Quorum 5

### COUNCILLORS:

#### Conservative (7)

John Crowder  
Philippa Crowder  
Jason Frost  
Steven Kelly  
Robby Misir  
Dilip Patel  
Carol Smith

#### Residents' (3)

June Alexander  
Nic Dodin  
Ray Morgon

#### East Havering Residents'(2)

Gillian Ford  
(Chairman)  
Linda Hawthorn

#### UKIP (2)

Patricia Rumble  
Lawrence Webb (Vice-  
Chair)

#### IRG (2)

David Durant  
Graham Williamson

For information about the meeting please contact:  
Richard Cursons 01708 432430  
[richard.cursons@oneSource.co.uk](mailto:richard.cursons@oneSource.co.uk)

**Protocol for members of the public wishing to report on meetings of the London Borough of Havering**

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

**OVERVIEW AND SCRUTINY BOARD**

Under the Localism Act 2011 (s. 9F) each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements.

The Overview and Scrutiny Board acts as a vehicle by which the effectiveness of scrutiny is monitored and where work undertaken by themed sub-committees can be coordinated to avoid duplication and to ensure that areas of priority are being reviewed. The Board also scrutinises general management matters relating to the Council and further details are given in the terms of reference below. The Overview and Scrutiny Board has oversight of performance information submitted to the Council's executive and also leads on scrutiny of the Council budget and associated information. All requisitions or 'call-ins' of executive decisions are dealt with by the Board.

The Board is politically balanced and includes among its membership the Chairmen of the six themed Overview and Scrutiny Sub-Committees.

**Terms of Reference:**

The areas scrutinised by the Board are:

- Strategy and commissioning
- Partnerships with Business
- Customer access
- E-government and ICT
- Finance (although each committee is responsible for budget processes that affect its area of oversight)
- Human resources
- Asset Management
- Property resources
- Facilities Management
- Communications
- Democratic Services
- Social inclusion
- Councillor Call for Action

## AGENDA ITEMS

### 1 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

### 2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) - receive.

### 3 DISCLOSURE OF PECUNIARY INTERESTS

Members are invited to disclose any pecuniary interest in any of the items on the agenda at this point of the meeting.

*Members may still disclose any pecuniary interest in an item at any time prior to the consideration of the matter.*

### 4 REVISIONS TO THE COUNCIL'S FINANCIAL STRATEGY (Pages 1 - 92)

Report attached.

### 5 URGENT BUSINESS

To consider any other item in respect of which the Chairman is of the opinion, by reason of special circumstances which will be specified in the minutes, that the item should be considered at the meeting as a matter of urgency

**Andrew Beesley**  
**Committee Administration Manager**

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## SPECIAL CABINET

4 February 2015

<b>Subject Heading:</b>	<b>Revisions to the Council's Financial Strategy</b>
<b>Cabinet Member:</b>	<b>Cllr Roger Ramsey</b>
<b>CMT Lead:</b>	<b>Andrew Blake-Herbert</b> Group Director Communities and Resources
<b>Report Author and contact details:</b>	Mike Board Corporate Finance & Strategy Manager 01708 432217 <a href="mailto:mike.board@onesource.co.uk">mike.board@onesource.co.uk</a>
<b>Policy context:</b>	The Council is required to approve an annual budget and this report considers possible changes to the draft financial strategy in response to the budget consultation. If agreed these changes would be included within the draft budget recommended to Council by Cabinet in February 2015
<b>Financial summary:</b>	The estimated costs associated with the proposed changes to the strategy amount to £284k in 2015/16 (rising to £561k in 2016/17) and can be met from the headroom identified in the 21 <sup>st</sup> January Cabinet Report.
<b>Is this a Key Decision?</b>	No
<b>Is this a Strategic Decision?</b>	No
<b>When should this matter be reviewed?</b>	December 2015
<b>Reviewing OSC:</b>	Scrutiny Board

### The subject matter of this report deals with the following Council Objectives

Ensuring a clean, safe and green borough	[X]
Championing education and learning for all	[X]
Providing economic, social and cultural activity in thriving towns and villages	[X]
Valuing and enhancing the lives of our residents	[X]
Delivering high customer satisfaction and a stable council tax	[X]

**SUMMARY**

Cabinet received the Financial Strategy Report on 21<sup>st</sup> January 2015 that provided an update on the local government financial settlement and the results of the public consultation exercise in relation to its budget proposals which were considered by cabinet on 3<sup>rd</sup> September 2014.

As requested by Cabinet and in response to the public consultation this report considers proposals to make changes to a number of the budget proposals. The report also gives consideration to the impact of these changes to the budget strategy.

**RECOMMENDATIONS**

Cabinet is asked to:

1. Consider and approve the revised budget savings options set out in Appendix A.
2. To approve the Libraries Strategy attached at Appendix C.
3. Approve that the Leader in conjunction with the Lead Member Environment, will consider whether any parks and open spaces should be exempt from the car parking charges on the grounds laid out in the report and whether any alternative charges might apply to certain organisations whose currently have significant use of a car park in a park or open space.

**REPORT DETAIL**

**1. INTRODUCTION**

- 1.1. Cabinet has previously received three reports on progress with the Corporate Budget, in May and September 2014 and most recently January 2015. This report considers a number of changes to the draft strategy in response to the budget consultation.
- 1.2. The public consultation on the 2015 proposals – launched on 29<sup>th</sup> September 2014 and ran for three months, closed on 29<sup>th</sup> December. Simultaneously, the Council undertook specific statutory consultations on proposals related to the Library service and to Parking. (Note that the library consultation was extended to 5<sup>th</sup> January owing to a technical issue with the online form). A

further statutory consultation is expected to be carried out in respect of the Youth service later in the year.

## **2. CONSULTATION RESPONSE**

2.1 The results from the consultation process were reported extensively to Cabinet on 21<sup>st</sup> January 2015.

2.2 In response to the consultation Cabinet on the 21<sup>st</sup> January 2015, requested that a number of the budget proposals be reconsidered. The proposed revised options are included at Appendix A along with the appropriate updated Equality Impact Assessments, and are summarised below.

### **2.3 Libraries**

- 5 Libraries to each be open 50 hours per week. (An increase from four in the original proposal) Upminster is proposed as this is currently the third busiest Library.
- The 5 other libraries to be open 24 hours per week.
- Additional staff time to be made available at the busiest libraries.
- Retain one post for local studies.
- Retain a reader development post to deliver the summer reading challenge.
- Replace computer charges with increased fines.
- Housebound service to be run by volunteers.

2.4 The impact of these proposals is to reduce the level of savings achievable in 2016/17 by £244k.

2.5 The libraries strategy has been updated to reflect these proposals and is also attached for approval.

### **2.6 Youth Services**

- To support the development of a newly created Youth Trust. (An Employee Led Mutual)
- Management of Myplace to be included within the Trust's remit.
- Savings would be achieved through alternative management arrangements.
- To explore the development of a partnership with the YMCA.

2.7 Following the mapping of the service offering, the Council would provide a budget to commission the Youth Trust to do targeted work. This will come back for full consultation and approval during the coming financial year. At this stage the original proposed savings target for 2015/16 of £250k is being removed to enable this to happen.

### **2.8 Changes to Parks Parking**

- Some parks sites are not considered viable for implementation of the charging policy. The Leader in conjunction with the Lead Member

Environment, will consider whether any parks and open spaces should be exempt from the car parking charges, taking account of the size of the car park; the investment required to bring it up the required standard, and the level of income that could be achieved.

- Changes in rates to be amended to reflect the needs of sports groups. The Leader in conjunction with the Lead Member for Environment, may also consider whether alternative charges might apply to certain organisations who currently have significant use of a car park in a park or open space.
- Otherwise charges amended to:
  - 20p for three hours and 50p for 5 hours proposed (Mon-Fri 8am-6:30pm)
  - Free Saturday, Sunday and Bank Holidays.

2.9 The financial impact of these changes is not considered material to the original proposal although it will need to be kept under review in the first year as the policy is progressed.

2.10 This will also enable us to review the overall impact of changes in parking charges for future budgets, and to be able to consider options around Christmas and Bank Holiday parking.

#### **2.11 Queens Theatre**

- To phase to cumulative savings of £200k evenly over three years rather than the initially proposed two years, giving the Theatre more time to make the necessary changes to their operating model.

2.12 As identified in the 21<sup>st</sup> January 2015 Cabinet report, there are a number of adjustments to the overall strategy, which created some headroom for the considerations in this report. A full break down of the Councils budget will be provided in the Council Tax Setting report.

### **3 SCRUTINY AND BUDGET STRATEGY**

3.1 Should Cabinet be minded to recommend these changes, they will be subject to scrutiny at the specially arranged Scrutiny Board meeting on the 5<sup>th</sup> February.

3.2 Due to the timing of the decision making the formal Council Tax setting Cabinet report will already have been published before this meeting and the Scrutiny Board have met to consider the recommended changes. The Council Tax report has been written assuming these changes are agreed, and either a later report or verbal update will be provided to Cabinet on the 11<sup>th</sup> February if required.



**REASONS AND OPTIONS**

**Reasons for the decision:**

This enables the Council to adapt its financial strategy in response to the public consultation and to develop its budget as set out in the constitution.

**Other options considered:**

None. The Constitution requires this as a step towards setting its budget.

**IMPLICATIONS AND RISKS**

**Financial implications and risks:**

The cost of these revised proposals amounts to £284k in 2015/16 rising to £561k in 2016/17. These costs can largely be met from the additional items referred to in the 21<sup>st</sup> January 2014. Cabinet report. In addition, to fund the delay in the Queens Theatre, some one-off capital expenditure that was being funded through a revenue contribution to capital can now be funded through capital.

There are significant risks associated with the delivery of the draft financial strategy given the continuing degree of uncertainty over the future of local Government funding, and the general economic environment. The draft strategy is intended to achieve a balanced budget for the years 2015/16 and 2016/17. The specific options considered in this report carry with them financial and operational risks but the changes can be accommodated within the draft strategy.

However, it will also be necessary to continually refine the financial forecasts underpinning the Council's financial strategy to ensure that any necessary actions can be taken at the appropriate times, allowing for consultation as appropriate.

**Legal implications and risks:**

There are no direct legal implications or risks from this report. The corporate business planning process will need to take account of new and existing statutory duties and responsibilities that are imposed on the Council by central government even if there are inadequate or no commensurate increases in government funding to finance them. Failure to do so will put the Council at risk of legal challenge by affected residents or businesses.

**Human Resources implications and risks:**

There are no direct HR implications arising from this report, however, where proposals require staffing reductions, as a result of the budgetary position, these will be managed in accordance with Council policy and procedures.

**Equalities implications and risks:**

The above outlined proposals have been subject to individual Equalities Impact Assessments (EIAs), as part of the detailed budget planning and decision-making process. It's worth noting that the proposal to commission a Youth Trust is still at planning stage and will be subject to a full EIA, consultation and approval during the next financial year. We have therefore only completed an EIA Checklist for it at this stage.

The EIAs relating to these specific proposals are included at Appendix B.

**BACKGROUND PAPERS**

The Financial Strategy reports to Cabinet on 3 September 2014 and 21 January 2015.

**APPENDICES**

APPENDIX A – Revised budget savings templates

APPENDIX B – Equalities impact Assessments

APPENDIX C – Libraries Strategy

BUDGET SAVINGS: INITIATIVE TEMPLATE

Service & Service Head	Description of Service Area
Streetcare - Robert Wenman	Parking

Current Budget Information			
Activity	Subj Type	FY Revised Budget	
Parking & Road Safety Services	Expenditure	2,619,995	
	Income	(3,867,973)	
	Non-Controllable	1,305,125	Includes notional accounting entries
<b>Parking Total</b>		<b>57,148</b>	
<b>Grand Total</b>		<b>57,148</b>	

Savings last 4 Years			
11/12: 903K	12/13: 1,609K	13/14: 1,809K	14/15: 1,899K

Main Savings Items Description
<ul style="list-style-type: none"> <li>Parking services – To review the fees, charges and operational model for parking services and bring charging and business operation into line with new legislative requirements and services elsewhere.</li> </ul>

<b>What is protected within service</b>	<ul style="list-style-type: none"> <li>The car parking service remains in place. No changes are proposed to the number of static car parks</li> <li>We have proposed changes in all areas up to and including the 3hr tariff. No changes proposed above 3hrs given the consistency of tariffs, other than in parks and open spaces, where new charges are to be introduced (see below).</li> </ul>
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Savings proposals				
Saving	Value of Saving and Year(s)			
<b>Parking strategy</b> The Council have consulted on a new Parking Strategy during period September to December 2014. With consultation now complete the Council proposes to address any future issues raised by the DCLG's proposed legislative changes to the existing parking regime through means as set out within the parking strategy and consultation exercise undertaken, such measures are inclusive of other parking priorities and include a free period of	TOTAL:			
	15/16	16/17	17/18	18/19
	£1.250m			

parking, increased restrictions and enforcement around schools and a revised set of charges for parking permits. The proposals also allow for an increased number of Parks where paid for parking should be introduced.

#### UNCHANGED

The proposals include :

- Redesign of the enforcement service to meet new legislative requirements and enforce effectively.
- Revision to charges for permits to bring them into line with other charges in Outer East London

Resident permits increase:

- 1 car from £20 to £25
- 2 car from £25 to £50
- 3 car from £60 to £75

Other permits increase:

- Visitor permits from £10 to £12.50
- Business permit from £71.05 to £106.58
- Amended permit from £15 to £22.50
- Health & Home Care from (Business sector) £36 to £54
- Home Care (Non Business) stays same @ £36
- Waiver permit from £12.70 to £20
- Commuter from £300 to £450 per yr

Outlying car parks tariff

- A new charging regime for the first 3 hours, it should be noted that all tariff bands allow for a 10minute grace period at the end of the paid or FOC period of stay.

20 mins + 10mins grace free

30 mins to 1hr = £1

1-2 hrs = £1.50

2-3 hrs = £2.00

On street Pay & Display

- A new charging regime for the first 3 hours, it should be noted that all tariff bands allow for a 10minute grace period at the end of the paid or FOC period of stay.

20 mins + 10mins grace free

30 mins to 1hr = £1

1-2 hrs = £1.50

2-3 hrs = £2.00

Adoption of the Moving Traffic Offences powers

- To enable the Borough to enforce for moving traffic offences

<p>Additional schemes</p> <ul style="list-style-type: none"> <li>The development of additional Pay and Display locations throughout the borough, increased CPZ's and CPZ extensions where appropriate following consultation feedback</li> </ul> <p><b>CHANGED</b></p> <p>Car parking charges in parks and open spaces</p> <ul style="list-style-type: none"> <li>The introduction of new car parking charges, including replacing existing charges in the 3 parks (5 different car parks) where charges are already in place, it should be noted that all tariff bands allow for a 10minute grace period at the end of the paid or FOC period of stay.</li> </ul> <p>The charges are:  20p for up to 3 hours  50p for 3-5 hours  Maximum stay = 5 hours  Free on Saturday, Sunday and Bank Holidays, all day  Free before 8am and after 6.30pm, Monday to Friday  Free to Registered Disabled users</p>									
TOTAL SAVINGS BY YEAR	<p>TOTAL: £1.25m</p> <table border="1" data-bbox="1054 1122 1522 1258"> <thead> <tr> <th>15/16</th> <th>16/17</th> <th>17/18</th> <th>18/19</th> </tr> </thead> <tbody> <tr> <td>£1.250m</td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	15/16	16/17	17/18	18/19	£1.250m			
15/16	16/17	17/18	18/19						
£1.250m									

<p><b>Reasons for recommending proposals</b></p>	<p><b>Parking strategy</b></p> <ul style="list-style-type: none"> <li>Reviews of fees and charges demonstrate that charging in this area is substantially below that in adjacent boroughs</li> <li>Demand exists for P and D schemes and CPZ extensions</li> <li>Moving traffic offences powers will assist in managing traffic flows across the borough</li> <li>Risk mitigation on potential DCLG changes is to remodel the CEO and challenge operation – work underway</li> <li>Paid for parking in parks will deter commuter parking and those not using the Parks facilities, freeing up space for local residents to actively use our many Parks across the borough</li> </ul>
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Identified Risks
<p><b>Parking strategy</b></p> <ol style="list-style-type: none"> <li>DCLG publish further requirements which make some current and proposed elements of this strategy untenable</li> <li>Political risk – despite current low levels of charges, consultation feedback has been broadly supportive of these parking proposals, although some resistance to charges being applied to Parks.</li> <li>Utilisation risk- risk that customers will be deterred by an increase in charging</li> </ol>

4. P and D and CPZ extensions all subject to consultation and then consideration by HAC and Cabinet member agreement – risk of non- agreement
5. Revised business model for enforcement - cost comparison underway but not complete yet.
6. Usage of parks may decrease.

<b>Number of FTE in area</b>	Parking strategy N/A
<b>Anticipated reduction in FTE as a result of proposals</b>	Parking strategy N/A

## Equality Impact Assessment (EIA)

### Document control

<b>Title of activity:</b>	Parking Fees and Charges
<b>Type of activity:</b>	Budget Proposals
<b>Lead officer:</b>	Tina Brooks
<b>Approved by:</b>	Bob Wenman Head of Streetcare Please include your name, job title, service and directorate
<b>Date completed:</b>	January 2015
<b>Scheduled date for review:</b>	Will be reviewed on each occasion changes are made to the charging policy If and when applicable

<b>Did you seek advice from the Corporate Policy &amp; Diversity team?</b>	Yes
<b>Does the EIA contain any confidential or exempt information that would prevent you publishing it on the Council's website?</b>	No

# 1. Equality Impact Assessment Checklist

The Equality Impact Assessment (EIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service. It also helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#).

Please complete the following checklist to determine whether or not you will need to complete an EIA. Please ensure you keep this section for your audit trail. If you have any questions, please contact the Corporate Policy and Diversity Team at [diversity@havering.gov.uk](mailto:diversity@havering.gov.uk)

## About your activity

1	<b>Title of activity</b>	Changes to fees and charges
2	<b>Type of activity</b>	Budget Proposals/Strategy/Policy
3	<b>Scope of activity</b>	<p>To amend charges for parking activities within the authority. To provide the amenity of parking spaces for business and residents to ensure adequate turnover of parking space and to maintain road safety through encouraging better driver behaviours.</p> <p>Changes to price and short stay tariffs to support local business.</p> <p>To implement new permitted parking areas and to review mechanisms used for parking payment including the introduction of cashless parking facilities.</p> <p>To make changes to enforcement operations to ensure compliance with moving traffic regulations and to improve driving standards.</p>
4a	<b>Is the activity new or changing?</b>	Yes.
4b	<b>Is the activity likely to have an impact on individuals or groups?</b>	Yes
5	<b>If you answered yes:</b>	Please complete the EIA on the next page.
6	<b>If you answered no:</b>	N/A

<b>Completed by:</b>	Tina Brooks Assistant Group Manager Traffic & Parking Services
<b>Date:</b>	12/01/2015



## 2. Equality Impact Assessment

### Background/context:

The Council provides 8422 parking spaces borough wide, off street (2643) on street (779) a number of which are dedicated for use of blue badge holders, in accordance with the recommended ratio given by the Office for National Statistics) and 5000 resident only parking spaces.

Parking Spaces are provided to accommodate either long or short stay parking suitable for each specific area e.g. long stay commuter parking or short stay shopping either on or off street.

Short stay parking charges are designed to promote the responsible use of the available parking spaces by shoppers to ensure turnover of space and to promote the local economy

Permit parking reserves spaces for specific parts of the community e.g. local business or residents who would otherwise be unable to have reasonable access to parking close to their properties if space was not controlled through means of a permit system due to commuter or retail activities. Changes to visitors permits to be considered to allow purchase of hourly or daily permits. This may be facilitated through cashless parking providers using virtual permits.

Increases in charges will ensure the costs of providing these services are met; any surplus income derived from the on street parking service may only be used in accordance with section 55 of the Road Traffic Regulation Act 1984, which includes provision and upgrade of parking facilities, highway and environment provision and provision of public transport e.g. freedom passes.

It is proposed to review parking charges and the payment mechanisms through upgrading existing pay and display equipment and to consider the introduction of cashless parking facilities for all that use parking facilities within the borough.

Cashless parking system will provide an alternative payment mechanism as an enhancement to customer service. Payment by phone, text or online will eliminate the need for the driver to have the correct change available upon parking and will provide the additional facility of allowing a top up payment to be made without the need to return to the vehicle if the driver is delayed. This service has proven successful in other authorities where increasing usage of this payment method has led to reduced costs in respect of machine maintenance and cash collection. The reduced volume of cash collection improves security of both staff and Council income.

Where free parking sessions are offered for limited time periods this will require motorists to input vehicle registration numbers at the machines and to place pay and display tickets within the windscreen of their vehicles.

Currently Blue Badges issued to disabled persons may be used without charge on all permitted parking bays in the Borough with the exception of specific voucher bays which are specifically signed. There is no anticipated change to the existing arrangements at this time.

### Parking in Parks

The parking proposals include applying charges to all car parks in parks and changing the charging arrangements. Before the consultation there were two separate EIAs; one for car parking in parks and one for Parking. However as car parking in parks was included in the Parking Budget Consultation, the two EIAs have been merged post consultation and the impact on park service users is therefore within the scope of this Equality Impact Assessment.

Parking restrictions in car parks are designed to prevent long term parking by residents, commuters or shoppers which could be to the detriment of parks users. However, we recognise that parking restrictions do have the potential to displace parking to adjacent areas and also have cost implications attached to them, which may be detrimental to others, particularly to disabled residents and people from socio-economic groups.

#### Current charges

In July 2012, parking charges were successfully introduced in Cottons Park, Lodge Farm Park (in both Carlton Road and Main Road car parks) and at Upminster Park (in both the New and Old Windmill Hall car parks) at the following times:

#### **Cottons Park Car Park (Cottons Approach):**

Monday – Friday (8:00 – 18:00 hours)

Saturday (8:00 – 18:00 hours)

#### **Lodge Farm Park (Main Road end):**

Monday – Friday (8:00 – 18:00 hours)

Saturday (8:00 – 18:00 hours)

#### **Lodge Farm Park (Carlton Road end):**

Monday – Friday (8:00 – 18:00 hours)

Saturday (8:00 – 13:00 hours)

#### **New Windmill Hall Car Park (St. Mary's Lane):**

Monday – Friday (8:00 – 18:00 hours)

Saturday (8:00 – 13:00 hours)

#### **Old Windmill Hall Car Park (St. Mary's Lane):**

Monday – Friday (8:00 – 18:00 hours)

Saturday (8:00 – 13:00 hours)

Charges start at 20p for 0-2 hours and go up to £8.00 for 8-12 hours. There is no charge from 6pm to 8am. Saturday afternoons are free from 1pm (due to sporting events) apart from Main Road Lodge Farm Park. Sundays are free of charge.

#### New proposals

It is proposed that new parking charges will replace the charges listed above and be introduced into the viable parks. A full list of the Parks this might apply to are.

Bedfords Park  
Bretons Outdoor Recreation Centre (main)  
Bretons Outdoor Recreation Centre (overflow)  
Brittons (Ford Lane)  
Brittons (Rainham Rd)  
Broxhill Centre  
Central Park  
Cranham Brickfields

Dagnam Park  
Gidea Park Sports Ground Depot  
Gidea Park Bowls  
Hacton Parkway and Playsite  
Harold Wood Park (Harold View)  
Harold Wood Park (Recreation Ave)  
Harrow Lodge Park (Sports Centre)  
Harrow Lodge Park (Rainham Rd)  
Harrow Lodge Park (Warren Drive)  
Haynes Park (Slewings Lane)  
Haynes Park (Northumberland Ave)  
Hornchurch Country Park (Sq n App)  
Hornchurch Country Park (South end Rd)  
Hylands Park  
King Georges Playing Field (r/o café)  
King Georges Playing Field (f/o café)  
Parklands  
Rise Park  
Rainham Recreation Ground  
The Dell  
Tylers Common  
Upminster Hall Playing Field  
Westlands Playing Fields

It is proposed that the charges will be as follows:

20p for 3 hours;

50p for 3-5 hours;

There will be a maximum stay of 5 hours;

Free on Saturday and Sunday

Charges apply from 8.00am to 6.30pm from Monday to Friday.

No free period at the beginning of a stay but a 10 minutes grace period at the end.

### **Consultation on Parking Budget Proposals**

The Council launched a public consultation on the 2015 – 18 budget proposals on the 29<sup>th</sup> September which ran for three months closing on 29<sup>th</sup> December 2014. In addition to the general Budget Consultation, the Council launched a specific statutory consultation on proposals related to the Parking Service. There were 364 responses to the Parking Service consultation of which approximately 44% (159 surveys) were completed on line and 56% (205 surveys) were completed via a paper copy.

#### **'Yes' / 'No' (quantitative) questions**

There were five 'Yes' / 'No' questions as part of the Parking Budget Proposals Consultation, as follows:

Q1. These proposals would allow for half an hour free parking (20 minutes free parking, plus 10 minutes 'grace' period) in on-street pay and display bays and in car parks outside Romford. We believe this would support local businesses and shoppers. Do you agree with this proposal?

Q2. Would you prefer no free period, but lower charges for longer stays?

Q3. Do you agree that parking tariffs should be set in a way that supports short term parking and deters long-stay commuters (higher charges for longer stays)?

Q4. Do you agree with the proposal that car parking in parks should cost less than it does in town centre car parks?

Q5. The 'school run' causes many issues for pedestrians, parents, children and motorists. Would you support more parking restrictions and enforcement around schools?

When looking into respondents' feedback on questions 1 to 5, the data shows that of those who answered the question:

Q1 – 57% of respondents agreed with the proposal for half an hour free parking (20 minutes free parking, plus 10 minutes 'grace' period) in on-street pay and display bays and in car parks outside Romford, while 38% disagreed.

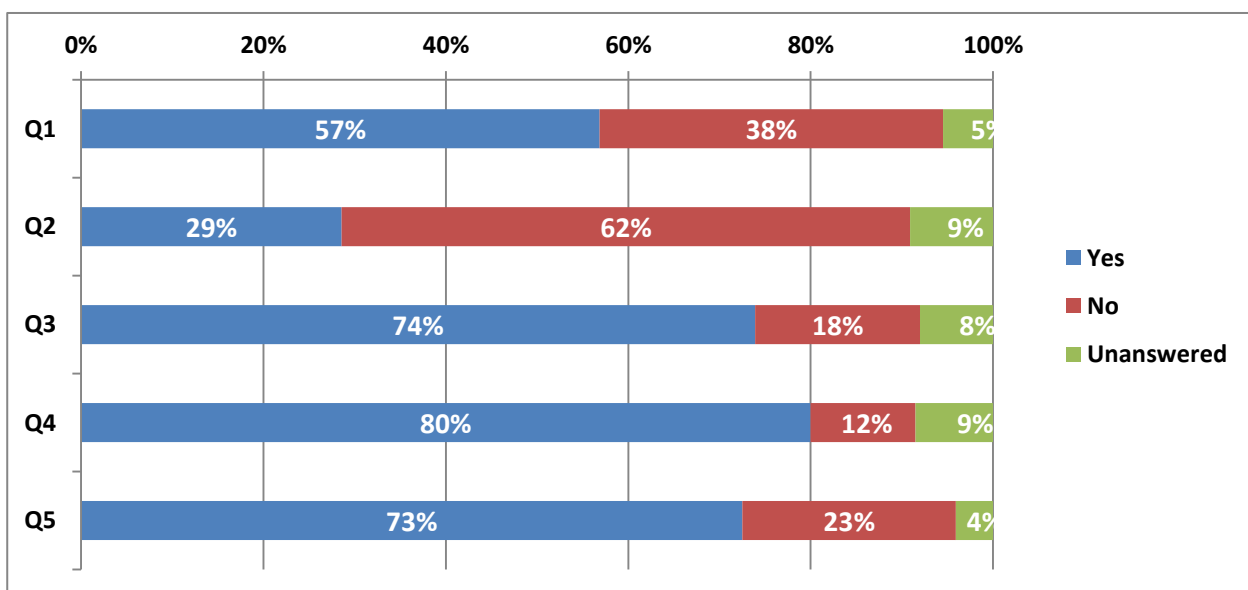
Q2 – 62% disagreed with the proposal of no free period but lower charges for longer stays, while 29% agreed with the proposal.

Q3 – 74% agreed that parking tariffs should be set in a way that supports short term parking and deters long-stay commuters (higher charges for longer stays), while 18% disagreed.

Q4 – 80% agreed that car parking in parks should cost less than it does in town centre car parks, 12% disagreed.

Q5 – 73% are supportive of more parking restrictions and enforcement around schools, while 23% are against the proposal.

**Bar chart illustrating the percentage of Yes/No responses for the 5 questions listed above**



Open ended (qualitative) questions

Additionally, there were three open ended questions that respondents were invited to comment on:

Q6. The proposals would amend the arrangements for a number of parking permits used by residents and businesses in certain circumstances. Do you have any comments on these proposals?

Q7. The Council wants to help local people park near their homes. If you have any requests for additional parking bays, residents' parking schemes or changes to parking restrictions in your local area, please list them here and we will consider them (subject to separate, local consultation).

Q8. Do you have any other comments on the parking proposals and strategy that you have not addressed in previous responses?

Of the 364 responses to the consultation, 232 respondents provided answers to the open ended question in the survey (Q8). Of these, the majority of comments (158) were referring to parking in parks and were against this proposal.

The feedback on the Parking Service has been considered by Cabinet in January and is reflected in this Equality Impact Assessment that will inform the final decision on the parking proposals in February.

<b>Age:</b> Consider the full range of age groups	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	<input type="checkbox"/>
<b>Neutral</b>	<input checked="" type="checkbox"/>
<b>Negative</b>	<input type="checkbox"/>

**Overall impact:**

It is envisaged the proposals will impact positively on all age groups who wish to visit the outlying town centres.

The introduction of a free limited stay tariff will allow for shorter visits and a greater turnover of parking space availability which will particularly benefit the public who will have improved opportunities to park.

Further positive impact will arise from increased enforcement around schools to improve driver behaviours and road safety.

Parking in Parks

Parking restrictions in unrestricted car parks are designed to prevent long term parking by residents, commuters or shoppers which could be to the detriment of parks users.

It is envisaged that the proposals will impact positively on all age groups who wish to use the Borough's parks, but particularly older people, people with disabilities and parents / carers with young children; as they will have greater chance of being able to park their cars in the parks where charges are to be introduced.

There were a number of comments in the budget consultation

survey about the impact of charges in Parks on the Walking for Health Programme, which is primarily attended by an older demographic. This group may therefore be disproportionately affected by the proposals.

**Evidence:**

No data on the age profile of service users is available, so we have used the available diversity profile data of the Borough and respondents' diversity profile (where disclosed) to inform our proposals and EIA.

Age profile of Havering's population:

2013	Number	Percentage of population (%)
All persons	242,080	100.0
0-4 years	14,808	6.1
5-10 years	16,867	7.0
11-17 years	20,445	8.5
18-24 years	21,048	8.7
25-64 years	124,097	51.3
65-84 years	38,306	15.8
85+ years	6,509	2.7

(Source: 2013 Mid-year population estimates, Office of National Statistics)

Age profile of Parking proposals consultation respondents:

Last Birthday	Count	Percentage
13-24	4	1%
25-44	61	17%
45-64	125	34%
65+	142	39%
Unanswered	32	9%
<b>Total</b>	<b>364</b>	<b>100%</b>

(Source: Parking proposals consultation, 2014)

The comparison of the age profile of Havering's population with respondents' age profile shows that 51% of respondents are of working age (25-64) which is comparable to the proportion of working age residents in the Borough (51.3%) and therefore could be concluded that the results from the survey are a representative reflection of their views. From the above data it is also evident that the views of residents aged 24 or below are underrepresented as only 1% of respondents were from this age group. Respondents who are 65 and over, on the other hand are over-represented (39%) compared to the Borough profile (18.5% of Havering's population are in this age group).

When looking into responses to Council's short- and long-term parking proposals (Q1, Q2 and Q3), the majority of respondents were supportive of short-term parking proposals and

agreed with Council's approach to deter long-term parking. Of the minority of respondents who were concerned with Council's proposals on short- and long-term parking, those aged 25-64 were over-represented. However, their proportion wasn't disproportionately higher than respondents aged 25-64 who were supportive of the proposals.

In terms of the question on parking restrictions and enforcement around schools (Q5), while the majority of respondents (74%) were in favour of the proposal, 23% disagreed. Of those who weren't supportive of the proposal, the majority were aged 24-44 or 45-6, which could be explained with the fact that they are more likely to have children of school age.

Of those who responded to the question related to parking charges in parks (Q4), a great majority (80%) were supportive of lower parking charges in parks than town centre car parks. However, it's also worth considering the qualitative feedback on Q8 inviting for further comments.

Of the 364 responses to the consultation, 232 respondents provided answers to the open ended question in the survey (Q8). Of these, the majority of comments (158) were referring to proposed changes to parking charges in parks and were against this proposal, particularly where Havering Walking for Health schemes were operating or at the Leisure Centres. Of those, 56% were aged 25-64, followed by 38% 65+, and 2% 13-24.

Respondents aged 65 and over are over-represented in the survey (both qualitative and quantitative responses) and working age respondents are slightly over-represented in the qualitative responses. This over-representation could be due to the perception of these age groups that they will be negatively affected through proposed charges, including charging in parks and at leisure centres.

**Sources used:**

2013 Mid-year population estimates, Office of National Statistics

LB Havering Public Consultation on the 2015 – 18 budget proposals and Parking proposals consultation, 2014

Mayor of London The Outer London Commission (2012): Second Report

London Councils report The Relevance of Parking in the Success of Urban Town Centres, 2012

**Disability:** Consider the full range of disabilities; including physical mental, sensory and progressive conditions

*Please tick (✓) the relevant box:*

**Positive**

**Overall impact:**

Currently Blue Badges issued to disabled persons may be used without charge on all bays in the Borough with the exception of specific voucher bays which are clearly signed. There is no anticipated change

<b>Neutral</b>	✓	to the existing arrangements at this time.
<b>Negative</b>		<p>The introduction of a free limited stay tariff will allow for shorter visits by the general public and in turn allow greater turnover of parking space which may particularly benefit people with disabilities who will have improved opportunities to park.</p> <p>In terms of the proposal to introduce a cashless parking system and usage of mobile phones as an extra means of payment, there is no anticipated negative impact as these new arrangements will be supplementing current payment mechanisms.</p> <p><u>Parking in Parks</u></p> <p>Parking restrictions in unrestricted car parks are designed to prevent long term parking by residents, commuters or shoppers which could be to the detriment of parks users.</p> <p>It is envisaged that the proposals will impact positively on all age groups who wish to use the Borough's parks, but particularly older people, people with disabilities and parents / carers with young children; as they will have greater chance of being able to park their cars in the parks where charges are to be introduced.</p> <p>Disabled Badge Holders must pay for parking unless the vehicle is exempt from road tax and has a tax classification DISABLED in which case 3 hours free is permitted with normal charges applying after 3 hours.</p> <p>Disabled customers are not restricted to using disabled bays only and may use any car parking bay in a car park, excluding of course, motorcycle bays if not used for the purpose of parking such a vehicle, or bays set aside for permit holders only.</p>

**Evidence:**

Comprehensive data on disability profile of service users is unavailable so comments are based on available disability profile data of Havering's population and respondents' disability profile data (where disclosed) .

Disability profile of Havering's population:

Based on 2011 Census data, 8.2% of the Havering residents have a long term health problem or disability (day to day activities limited a lot) and further 9% have a long term health problem or disability (day to day activities limited a little).

According to the Annual Population survey (2012-13), 31,400 (21%) working age people (16-64) and 22,320 (52%) of older people (65+ years old) living in Havering have a disability or long term illness/health condition.



Disability profile of Parking proposals consultation respondents:

Illness or disability	Count	Percentage
Yes	47	13%
No	261	72%
Unanswered	56	15%
<b>Total</b>	<b>364</b>	<b>100%</b>

(Source: Parking proposals consultation, 2014)

As seen from the above data, the views of disabled residents are under-represented in the survey results as only 13% of respondents who responded to the disability question have a disability / long-term illness. It's worth noting that the numbers of respondents disclosing their disability is very small (47 respondents) and further 56 (15%) respondents chose not to disclose their disability. It is therefore hard to draw conclusions based on the available data.

Analysis of responses to Q1, Q2, Q3 and Q4, shows that both respondents with and without disabilities are generally supportive with Council's proposals. Fewer disabled respondents are concerned about a no free parking period and a smaller charge for a longer period of time compared to respondents without disabilities. This is probably because many disabled people are Blue Badge holders. However, a slightly higher number (40) of disabled residents were in favour of more parking restrictions and enforcements around schools. This may be because more restrictions could help improve accessibility to schools.

Of the 364 responses to the consultation, 232 respondents provided answers to the open ended question in the survey (Q8). Of these, the majority of comments (158) were referring to proposed changes to parking charges in parks and were against this proposal. Of the 158, 14% stated they had a long standing illness or disability, which is lower than the disability profile of the Borough.

**Sources used:**

2011 Census, Office of National Statistics

2012/13 Annual Population Survey, Office of National Statistics

LB Havering Public Consultation on the 2015 – 18 budget proposals and Parking proposals consultation, 2014

**Sex/gender:** Consider both men and women

Please tick (✓) the relevant box:

**Positive**

**Overall impact:**

Although no data on sex/gender profile of service users is currently available, the breakdown of responses to the survey does indicate that more women than men are concerned about lower charges for longer

<b>Neutral</b>	✓	stays in car parking in parks. This could potentially be influenced by taking family members (children) to the park. Also, women are less supportive of more parking restrictions and enforcement at schools compared to men, which could partly be because women are more likely to be responsible for taking their children at school.
<b>Negative</b>		

**Evidence:**

No data on sex/gender profile of service users is currently available so comments are based on gender profile of Havering's population and respondents' gender profile data (where disclosed)

Gender profile of Havering's population:

2013	Number	Percentage of population (%)
All persons	242,080	100.0
Male	116,232	48.0
Female	125,848	52.0

*(Source: 2013 Mid-year population estimates, Office of National Statistics)*

Gender profile of Parking proposals consultation respondents:

Gender	Count	Percentage
Male	164	45%
Female	172	47%
Unanswered	28	8%
<b>Total</b>	<b>364</b>	<b>100%</b>

*(Source: Parking proposals Consultation, 2014)*

Of those respondents to the survey who disclosed their gender, 47% were female and 45% were male (8% did not disclose their gender), compared to respectively 52% female residents and 48% male residents in the Borough. While based on the disclosed data, the views of both men and women seem to be under-represented, it should be noted that 8% did not disclose their gender profile so it's likely that the results from the survey are fairly representative of residents (both men and women) living in the Borough.

When looking into responses to Council's short- and long-term parking proposals (Q1, Q2 and Q3), the majority of both male and female respondents were supportive of short-term parking proposals and agreed with Council's approach to deter long-term parking. More women than men agreed with lower charges for longer stays (Q2) and that car parking in parks should cost less than car parking in town centre car parks (Q4). This could potentially be influenced by taking family members (children) to the park.

Also, in terms of Q5, while the majority of women (as well as men) were supportive of

more parking restrictions and enforcement at schools, almost one third (27%) of female respondents disagreed with the proposal, which could partly be because women are more likely to be responsible for taking their children at school.

Of the 364 responses to the consultation, 232 respondents provided answers to the open ended question in the survey (Q8). Of these, the majority of comments (158) were referring to proposed changes to parking charges in parks and were against this proposal. Of the 158, 52% are female and 45% are male (3% not stated).

**Sources used:**

2013 Mid-year population estimates, Office of National Statistics

LB Havering Public Consultation on the 2015 – 18 budget proposals and Parking proposals consultation, 2014

London Councils report The Relevance of **Parking** in the Success of Urban **Town Centres**, 2012

**Ethnicity/race:** Consider the impact on different ethnic groups and nationalities

*Please tick (✓) the relevant box:*

**Overall impact:**

The impact based on ethnicity or national group is not known

**Positive**

**Neutral**

**Negative**

**Evidence:**

Comprehensive data on ethnicity or nationality of service users is currently unavailable so we have based our assessment on available ethnicity profile of Havering’s population and respondents’ ethnicity profile.

**Ethnicity profile of Havering’s population:**

2011 Ethnic Groups	Count	% total population
White	207,949	87.66
Asian or Asian British	11,545	4.87
Black or Black British	11,481	4.84
Mixed Ethnic Background	4,933	2.08

Other Ethnic Group	1324	0.56
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(Source: 2011 Census, ONS)

Ethnicity profile of Parking proposals consultation respondents:

Survey Ethnic Group	Count	Percentage
White	291	80%
Asian or Asian British	3	1%
Black or Black British	7	2%
Mixed background	3	1%
Other ethnic group	2	1%
Prefer not to say	15	4%
Unanswered	43	12%
Total	364	100%

(Source: Parking proposals consultation, 2014)

16% of consultation respondents preferred not to disclose their ethnicity. Of those who responded to the ethnicity question, 80% were White compared to just below 88% White residents living in the Borough. Of known Black and Minority Ethnic (BME) respondents, 2% were Black or Black British (compared to just below 5% of residents), 1% were Asian or Asian British (compared to just below 5% of residents) and 1% were from Mixed heritage (compared to 2% of residents). As seen above, the views of all ethnic groups, including White and BME groups, apart from the Other Ethnic Group, are under-represented in the survey. It's worth noting, however, that the number of BME respondents is very small (15) and further 58 (16%) respondents did not disclose their ethnic background. It is therefore hard to draw conclusions based on the available data.

Of the 364 responses to the consultation, 232 respondents provided answers to the open ended question in the survey (Q8). Of these, the majority of comments (158) were referring to proposed changes to parking charges in parks and were against this proposal. Of the 158, 84%(133 respondents) were White and 13% (21 respondents) preferred not to disclose their ethnic background and 6% were Blank.

#### Sources used:

2011 Census, Office of National Statistics

2012/13 Annual Population Survey, Office of National Statistics

London Councils report The Relevance of **Parking** in the Success of Urban **Town Centres**,2012

**Religion/faith:** Consider people from different religions or beliefs including those with no religion or belief

<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b> No data available.  There is no evidence to suggest that the proposals will have a disproportionate impact on this protected characteristic.
<b>Positive</b>	<input type="checkbox"/>	
<b>Neutral</b>	<input checked="" type="checkbox"/>	
<b>Negative</b>	<input type="checkbox"/>	
<b>Evidence:</b> No data available.		
<b>Sources used:</b>  N/A		

<b>Sexual orientation:</b> Consider people who are heterosexual, lesbian, gay or bisexual		
<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b> No data available.  There is no evidence to suggest that the proposals will have a disproportionate impact on this protected characteristic.
<b>Positive</b>	<input type="checkbox"/>	
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
<b>Negative</b>	<input type="checkbox"/>	
<b>Evidence:</b>  No data available.		
<b>Sources used:</b>  N/A		

<b>Gender reassignment:</b> Consider people who are seeking, undergoing or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	<input type="checkbox"/>
<b>Neutral</b>	<input checked="" type="checkbox"/>
<b>Negative</b>	<input type="checkbox"/>
<b>Overall impact:</b>	
No data available.	
There is no evidence to suggest that the proposals will have a disproportionate impact on this protected characteristic.	
<b>Evidence:</b>	
No data available.	
<b>Sources used:</b>	
N/A	

<b>Marriage/civil partnership:</b> Consider people in a marriage or civil partnership	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	<input type="checkbox"/>
<b>Neutral</b>	<input checked="" type="checkbox"/>
<b>Negative</b>	<input type="checkbox"/>
<b>Overall impact:</b>	
No data available.	
There is no evidence to suggest that the proposals will have a disproportionate impact on this protected characteristic.	
<b>Evidence:</b>	
No data available.	

<p><b>Sources used:</b></p> <p>N/A</p>
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**Pregnancy, maternity and paternity:** Consider those who are pregnant and those who are undertaking maternity or paternity leave

<p><i>Please tick (✓) the relevant box:</i></p>		<p><b>Overall impact:</b></p> <p>No data available.</p>
<p><b>Positive</b></p>		<p><u>Parking in Parks</u></p>
<p><b>Neutral</b></p>	<p>✓</p>	<p>Parking restrictions in unrestricted car parks are designed to prevent long term parking by residents, commuters or shoppers which could be to the detriment of parks users.</p> <p>It is envisaged that the proposals will impact positively on all age groups who wish to use the Borough's parks, but particularly older people, people with disabilities and parents / carers with young children; as they will have greater chance of being able to park their cars in the parks where charges are to be introduced.</p> <p>However, we do recognise that introduced charges are likely to negatively affect parents with children, particularly low income families and lone parents.</p>
<p><b>Negative</b></p>		

No data is available.

<p><b>Sources used:</b></p> <p>N/A</p>
--

**Socio-economic status:** Consider those who are from low income or financially excluded backgrounds

<p><i>Please tick (✓) the relevant box:</i></p>	<p><b>Overall impact:</b></p> <p>The increased charges for longer term parking may have a negative</p>
---	--

<b>Positive</b>		effect on those on low income or financially excluded backgrounds, however, free limited stay parking may be seen as of value for short visits to shops etc.
<b>Neutral</b>		
<b>Negative</b>	✓	<p><u>Parking in Parks</u></p> <p>An introduction or increase of charges for car parking and the number of car parks this applies to in the Borough is likely to have negative impact on people on low incomes or who are from financially excluded backgrounds. In particular this could impact those that live and visit parks in the most deprived areas of the Borough, including older and disabled residents and their carers.</p> <p>This was demonstrated in the budget/parking consultation for 2015-2018 where 44% of the total survey responses objected to the introduction of charges in parks citing the impact on public health and well-being.</p>

**Evidence:**

No socio-economic data of service users is currently available.

Parking in Parks

The table below lists the new Parks (in addition to those that already have car parking charges) to be affected, the ward of the park and the Ward's deprivation rank. Residents who live and visit parks in the more deprived areas of the borough such as Gooshays, Heaton, Havering Park and Brooklands may be disproportionately affected by the proposal.

Parks breakdown by ward and deprivation rank:

Park	Ward	Deprivation Rank of Ward
Central Park	Gooshays	1
Dagnam Park	Gooshays	1
Broxhill Park	Heaton	2
Bedfords Park	Havering Park	4
Westlands Playing Fields	Brooklands	5
Harold Wood Park	Harold Wood	7
Tylers Common	Harold Wood	7
Rainham Recreation Ground	Rainham and Wennington	8
King Georges Playing Field	Mawneys	9
Bretons Outdoor Recreation	Elm Park	10



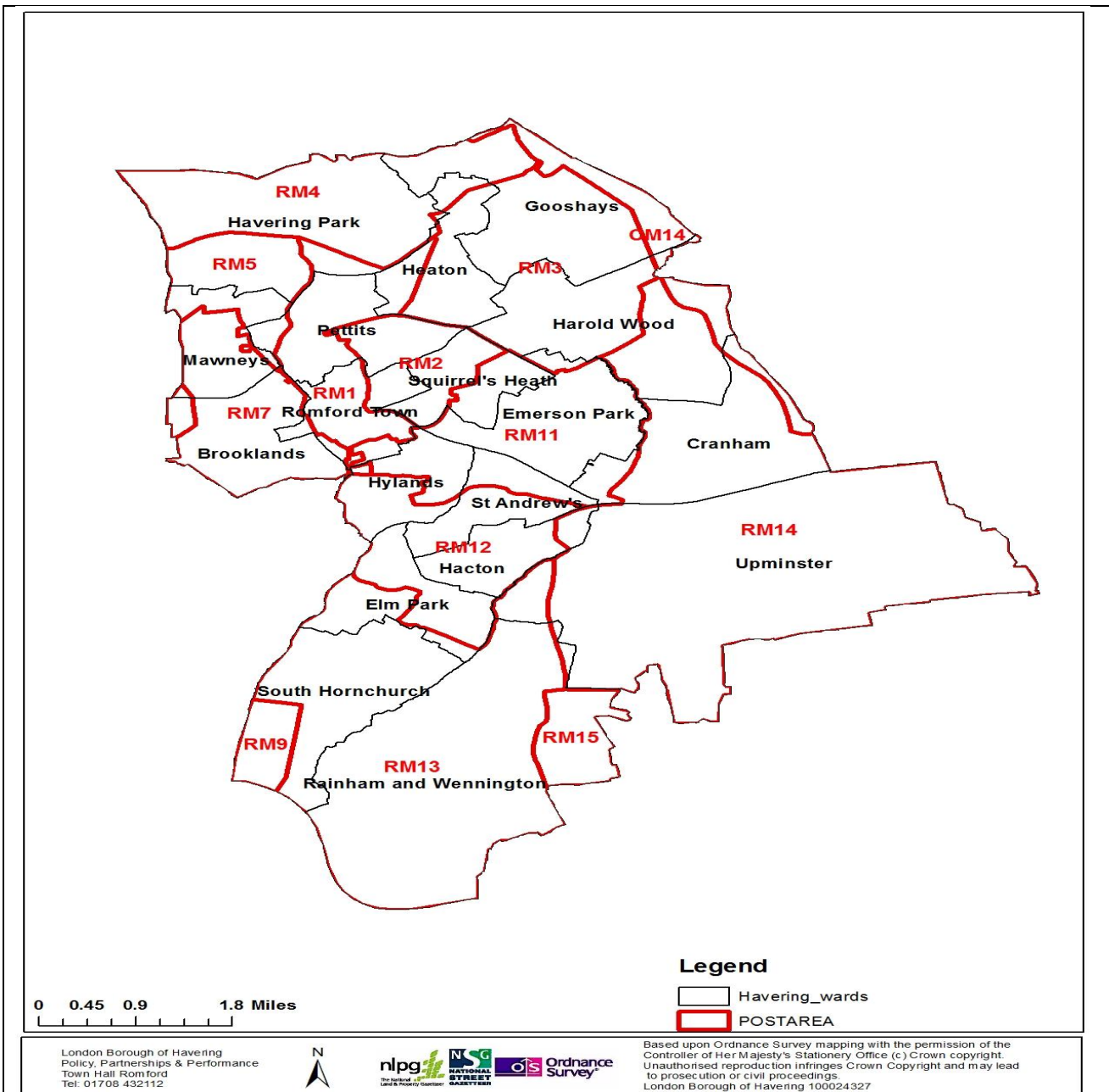
Centre		
Brittons	Elm Park	10
The Dell	St Andrews	11
Harrow Lodge Park	Hylands	12
Hylands Park	Hylands	12
Gidea Park Sports Ground Depot	Pettits	13
Rise Park	Pettits	13
Haynes Park	Squirells Heath	14
Hacton Parkway and Playsite	Hacton	15
Hornchurch Country Park	Hacton	15
Cranham Brickfields	Cranham	17
Upminster Hall Playing Field	Cranham	17
Parklands	Upminster	18

N.b. Rank 1 = Most deprived ward, rank 18 = least deprived ward.

Table of Index of Multiple Deprivation by Lower Super Output Area in Havering Wards.  
Department of Communities and Local Government, 2011

The majority of respondents to the consultation were from the following areas RM12 (23% or 83 respondents), RM11 (14% or 52 respondents) and RM14 (11% or 40 respondents). As seen from the below map, these postcodes relate but are not limited to: Hacton, Elm Park, Hylands, St Andrew's and Squirrel Heath wards.

Postcode areas of respondents overlaid with Council wards map:



Of the 364 responses to the consultation, 232 respondents provided answers to the open ended question in the survey (Q8). Of these, the majority of comments (158) were referring to proposed changes to parking charges in parks and were against this proposal. Of the 158, 105 respondents provided their postcodes which enabled us to identify the wards they live in. The table below shows that 16% (17 respondents) were from Hacton, 13% (14 respondents) were from Elm Park, 11% (12 respondents) were from Hylands and 10% (10 respondents) are from St Andrew's ward.

Respondents' breakdowns by ward:

Wards	count	percentage
Hacton	17	16%
Elm Park	14	13%
Hylands	12	11%
St Andrew's	10	10%
Squirrel's Heath	7	7%

Upminster	7	7%
Harold Wood	7	7%
Pettits	6	6%
Cranham	5	5%
South Hornchurch	5	5%
Emerson Park	4	4%
Romford Town	4	4%
Brooklands	2	2%
Havering Park	2	2%
Gooshays	1	1%
Mawneys	1	1%
Rainham and Wennington	1	1%
<b>Grand Total</b>	<b>105</b>	<b>100.00%</b>

From the above data it can be seen that the majority of residents who were against the parking proposals in parks were from Hacton, Elm Park, Hylands, St Andrew's wards which are situated in the middle of the Borough deprivation ranks. It is possible many of the objections received from these areas are related to the leisure centres which are situated in the parks.

**Sources used:**

LB Havering Public Consultation on the 2015 – 18 budget proposals.

Table of Index of Multiple Deprivation by Lower Super Output Area in Havering Wards. Communities and Local Government, 2011

\*

## Action Plan

In this section you should list the specific actions that set out how you will address any negative equality impacts you have identified in this assessment.

Protected characteristic	Identified negative impact	Action taken to mitigate impact*	Outcomes and monitoring**	Timescale	Lead officer
Socio-economic status and multiple disadvantage	Disproportionate impact on low income or financially excluded backgrounds; potential disproportionate impact due to multiple disadvantage (e.g. lone parents with young children)	If the proposals are implemented, they will be regularly monitored through surveys and monitoring of usage.  Changes will also be communicated to the public via the Councils website and public notices	Any potential or likely negative impact is minimised	Assessment to be reviewed in a year's time	Bob Wenman

\* You should include details of any future consultations you will undertake to mitigate negative impacts

\*\* Monitoring: You should state how the negative impact will be monitored; how regularly it will be monitored; and who will be monitoring it (if this is different from the lead officer).

**Review**

Group Manager Parking Services to carry out annual review.

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BUDGET SAVINGS: INITIATIVE TEMPLATE

Service & Service Head	Description of Service Area
Culture & Leisure – Simon Parkinson	Libraries and the Queens Theatre

**Current Budget Information**

Activity	Subj Type	FY Revised Budget
AB1010 Allotments.	Expenditure	5,000
	Income	(15,380)
	Non-Controllable	670
<b>AB1010 Allotments. Total</b>		<b>(9,710)</b>
AB1020 Arts Services	Expenditure	361,810
	Income	(128,790)
	Non-Controllable	177,680
<b>AB1020 Arts Services Total</b>		<b>410,700</b>
AB1030 Entertainments	Income	0
<b>AB1030 Entertainments Total</b>		<b>0</b>
AB1040 Indoor Sports & Recreation	Expenditure	460,921
	Non-Controllable	1,631,439
<b>AB1040 Indoor Sports &amp; Recreation Total</b>		<b>2,092,360</b>
AB1050 Parks & Outdoor Sports	Expenditure	2,430,590
	Income	(453,850)
	Non-Controllable	824,170
<b>AB1050 Parks &amp; Outdoor Sports Total</b>		<b>2,800,910</b>
AB1060 Queen's Theatre	Expenditure	535,275
	Non-Controllable	127,240
<b>AB1060 Queen's Theatre Total</b>		<b>662,515</b>
AB1070 Historic Buildings	Expenditure	77,200
	Non-Controllable	12,390
<b>AB1070 Historic Buildings Total</b>		<b>89,590</b>
AB1080 Grounds Maintenance DSO	Expenditure	3,626,520
	Income	(3,023,250)
	Non-Controllable	250,130
<b>AB1080 Grounds Maintenance DSO Total</b>		<b>853,400</b>
AB1090 Social Halls & Comm Ctrs	Expenditure	1,030
	Income	(32,020)
	Non-Controllable	53,140
<b>AB1090 Social Halls &amp; Comm Ctrs Total</b>		<b>22,150</b>
AB1100 Sports Dev & Outdoor Ctrs	Expenditure	146,230
	Income	(11,710)
	Non-Controllable	92,420
<b>AB1100 Sports Dev &amp; Outdoor Ctrs Total</b>		<b>226,940</b>

AB1105 My Place Centres	Expenditure	445,080	
	Income	(183,600)	
	Non-Controllable	56,270	
<b>AB1105 My Place Centres Total</b>		<b>317,750</b>	
AB1110 Supervision Management & Supp	Expenditure	165,630	
	Non-Controllable	45,060	
<b>AB1110 Supervision Management &amp; Supp Total</b>		<b>210,690</b>	
AB1125 Health and Wellbeing	Expenditure	109,840	
	Non-Controllable	32,190	
<b>AB1125 Health and Wellbeing Total</b>		<b>142,030</b>	
AB1135 Policy, Marketing and Administration	Expenditure	290,920	
	Non-Controllable	71,810	
<b>AB1135 Policy, Marketing and Administration Total</b>		<b>362,730</b>	
AB1160 Countryside Services	Expenditure	172,500	
	Income	(14,380)	
	Non-Controllable	38,460	
<b>AB1160 Countryside Services Total</b>		<b>196,580</b>	
AE2150 Music Services	Expenditure	652,330	
	Income	(567,800)	
	Non-Controllable	144,100	
<b>AE2150 Music Services Total</b>		<b>228,630</b>	
<b>Grand Total</b>		<b>8,607,265</b>	
AB1300 Library Service		Expenditure	2,840,779
		Income	(343,770)
		Non-controllable	673,060
<b>AB1300 Library Service Total</b>			<b>3,170,069</b>
<b>Savings Last 4 Years</b>			
11/12: 108K	12/13: 609K	13/14: 766K	14/15: 819K

#### Main Savings Items Description

- Redesign of Library service
- Reduction in Queens Theatre Grant

#### What is protected within service

#### Libraries

- All 10 buildings will remain open.
- Budgets to run the computer systems, including links to the London Library Consortium



Savings proposals					
Saving		Value of Saving and Year(s)			
<p><b>Library Service</b></p> <p>This is a statutory service and the proposals required a formal consultation. A number of savings options have been considered. This option retains all 10 libraries with reduced opening hours, with 5 strategically important libraries opening 50 hours a week (Romford, Hornchurch, Upminster, Harold Hill and Rainham) and the 5 remaining libraries opening 24 hours a week. The library service will be supported by a greater use of volunteers, to support staff and, where possible, increase the core opening hours; to help manage a reduced Reader Development offer (which will retain the summer reading challenge); help manage the Local Studies and Family History Centre (albeit a member of staff will be retained) and deliver the Housebound Service. Computers will remain free of charge.</p>		TOTAL: £894k			
		15/16	16/17	17/18	18/19
			£894k		
<p><b>Queens Theatre</b></p> <p>This is a phased grant reduction for the theatre. Other options have been considered and a discussion paper has been produced comparing the Queens Theatre with other theatres around the country. The Council will work with the Theatre and the Arts Council on a new business model going forward.</p>		TOTAL: £200k			
		15/16	16/17	17/18	18/19
		£66k	£67k	£67k	
TOTAL SAVINGS BY YEAR		TOTAL: £1.094m			
		15/16	16/17	17/18	18/19
		£66k	£961k	£67k	0

<b>Reasons for recommending proposals</b>	<p><b>Libraries</b></p> <ul style="list-style-type: none"> <li>This is a statutory service but it is provided at a level above that which we have assessed the statutory minimum provision to be. This reduces it to that level whilst preserving a geographical spread of provision and avoids any building closures. Volunteers will be encouraged to increase library opening hours and help run other library services that will be reduced</li> </ul> <p><b>Queens theatre</b></p> <ul style="list-style-type: none"> <li>This is a grant to an important but non statutory body. This reduces the grant over three years.</li> </ul>
<b>Identified Risks</b>	
<p><b>Libraries service</b></p> <ol style="list-style-type: none"> <li>Reputational risk – current service well used and enjoys high levels of customer satisfaction</li> <li>Process risk- ultimate risk is that secretary of state upholds challenges to the process</li> <li>Volunteering risk- current large volunteer contingent become dissatisfied and stop volunteering</li> </ol>	
<p><b>Queens theatre</b></p> <ol style="list-style-type: none"> <li>Reputational Risk – QT popular facility</li> </ol>	

<p>2. Income risk – reduction in Council grant may impact on Arts Council funding</p> <p>3. Theatre trust cannot cover the income loss and closes</p> <p>4. Theatre needs to move new business model to continue trading</p>	
<b>Number of FTE in area</b>	<p><b>Libraries:</b> 94 staff, 53 FTE (includes a lot of part time staff)</p> <p><b>QT:</b> None as all staff are employed by the Trust</p>
<b>Anticipated reduction in FTE as a result of proposals</b>	<p><b>Libraries:</b> 45 staff (17 FTEs)</p> <p><b>QT:</b> N/A</p> <p>These are current estimates and are subject to further review and consultation.</p>

# Equality Impact Assessment (EIA)

## Document control

<b>Title of activity:</b>	Budget Proposals for the Library Service 2015/2017
<b>Type of activity:</b>	Budget Proposals
<b>Lead officer:</b>	Kayleigh Pardoe, Policy, Marketing and Administration Manager, Culture and Leisure, Culture, Community and Economic Development
<b>Approved by:</b>	Andrew Blake Herbert, Group Director
<b>Date completed:</b>	January 2015
<b>Scheduled date for review:</b>	The proposals will be reviewed in January 2016

<b>Did you seek advice from the Corporate Policy &amp; Diversity team?</b>	Yes
<b>Does the EIA contain any confidential or exempt information that would prevent you publishing it on the Council's website?</b>	No

# 1. Equality Impact Assessment Checklist

The Equality Impact Assessment (EIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service. It also helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#).

Please complete the following checklist to determine whether or not you will need to complete an EIA. Please ensure you keep this section for your audit trail. If you have any questions, please contact the Corporate Policy and Diversity Team at [diversity@havering.gov.uk](mailto:diversity@havering.gov.uk)

## About your activity

1	<b>Title of activity</b>	Budget Proposals for the Library Service 2015
2	<b>Type of activity</b>	Budget Proposals
3	<b>Scope of activity</b>	<p>A proposal for a new delivery model for Library Services in a context of significant budget reductions. Changes, if agreed, will include a reduction in staffing and opening hours for libraries, the increase of Library Fines by 30%, and a greater use of volunteers to help deliver services including the Local Studies and Family History Service and the work of the Reader Development team, and the use of volunteers to deliver the Housebound Service.</p> <p>New ways to generate income will also be explored as part of the new model, such as new membership arrangements, philanthropy, donations and sponsorship.</p>
4a	<b>Is the activity new or changing?</b>	Yes - changing
4b	<b>Is the activity likely to have an impact on individuals or groups?</b>	Yes
5	<b>If you answered yes:</b>	<i>Please complete the EIA on the next page.</i>
6	<b>If you answered no:</b>	N/A

<b>Completed by:</b>	Kayleigh Pardoe, Policy, Marketing and Administration Manager, Culture and Leisure, Culture, Community and Economic Development
<b>Date:</b>	January 2015

## 2. Equality Impact Assessment

### Background/context:

As has been noted in the draft Library Strategy, the Library service will be working in an entirely new context in the next three years. Significant reductions to the Library service budget will be required as the Council faces up to the challenge of finding £60m of savings (representing a third of its controllable budget).

It is clear that the Library service cannot continue to operate as it has done in the past and with the majority of the budgets covering staffing and building costs, the principal way to achieve the significant reductions that will be required is to either reduce the number of staff working for the service and/or close Library buildings.

Havering Council has decided to avoid building closures and prioritise the continued opening of the existing 10 library buildings, for the following reasons:

- The importance of retaining Libraries buildings in the town centres and communities in which they are based (for the reasons set out in this Strategy);
- The importance of ensuring that the current accessibility of the Libraries is maintained, particularly for disabled people, for those people who have mobility problems and for those people who do not have access to a car;
- Avoiding building closures (which could result in the disposal of those buildings) means that future investment in those services remains possible, assuming greater levels of funding become available at some point in the future. Closing Library buildings means that they will almost certainly be lost forever.

If all of the buildings are to be retained, which is proposed, the only realistic way of making significant budget savings is to reduce the opening hours, which in turn means reducing the number of staff employed by the Library service and reducing the number of staff on duty at any one time. At first glance this sounds as if the service to users will significantly reduce, but this need not be the case: in fact, it is the Council's intention to retain as much of the existing service as possible through a new delivery model (or business model) for the Library service. Increasing the number and involvement of volunteers, working alongside professional staff, is at the heart of the new delivery model which has worked well in other Local Authorities across the country.

The Arts Council, in their report: "Community Libraries: Learning from Experience: Summary Briefing for Local Authorities" (January 2013), have identified two main types of "community libraries" that have emerged across the country in the last few years:

1. "Independent community libraries", where there is no public sector involvement;
2. "Co-produced Libraries", where there is both public sector and community involvement.

Havering Council propose to adopt the "co-produced libraries" model, believing it important that a core team of professional Library staff are retained to provide a bed rock for the service. Their experience and skills are considered vital to underpinning the Library service offer and to help motivate, train and develop the increased number of

volunteers who will be required to help run the service. In fact there are three types of “co-produced library” sub models identified in the Arts Council report: Havering Council proposes to adopt the “community supported” sub model, where the service is Council led and funded, with professional staff employed, but with significant support from volunteers.

In Havering we propose to call the Library service the “Partnership Library Service”, so that the vital role that is to be played by both volunteers and Council employed staff is recognised.

Havering Council believes the current significant involvement of volunteers, the quality of that involvement and their commitment provides strong evidence that the “Partnership Library Service” model can work. The input of volunteers, however, cannot be assumed and the Council will have to work hard to both retain the existing volunteers and encourage involvement from new volunteers. To ensure the new delivery model is a success and to ensure that this Strategy is achieved, the Council estimate that the number of volunteers will need to increase by up to 100% by March 2016. The aim will be to create teams of volunteers that have a strong association with their local library, so that they can support each other and provide cover if a volunteer cannot fulfil their commitments for whatever reason. It is not essential that the number of volunteers will need to increase by up to 100%, but this target is considered desirable given the need for the volunteers to provide support and cover for each other.

It is envisaged that up to 100 volunteers will be needed to run the Housebound service; up to 140 volunteers will be needed to support the running of the five strategically important libraries; 100 volunteers will be needed to support the running of the other five libraries (a pool of 20 per library) and up to 40 volunteers will be needed to run events / activities, support the Local Studies and Family History Centre and to support literacy related work.

A separate Volunteer Strategy for the Library service will be written to ensure that this target is reached. The role of the partners will be set out in this Strategy.

The Volunteer Strategy will set out how the Council intends to

1. Learn from and apply best practice from around the country;
2. Retain the existing volunteers working with the Library service (there are currently approx. 380 volunteers);
3. Work with umbrella organisations, such as HAVCO and the Volunteer Centre to encourage new volunteers to join the service;
4. Define the various roles and responsibilities of the different types of volunteers that will be deployed, including identifying that roles they will not be able to carry out in Libraries (ie those roles that only staff will be able to carry out);
5. Market and communicate the volunteering opportunities that will become available;
6. Train and develop the volunteers, with the support of Havering College and the Council Equality and Diversity team, so that they are able to help manage the library buildings and meet the needs of all the library users, including disabled people;
7. How the volunteers will be motivated and incentivised to continue with their volunteering over an extended period of time;
8. How the deployment of volunteers will be organised and managed across the

service, including the strategic management of volunteers and the management of volunteers within each library;

9. What changes are required in relation to staff training and job profiles to ensure that an effective partnership is developed with volunteers.

The new delivery model proposes that the current Library building managers are retained to provide leadership and management expertise in each Library building (as they currently do) and that they are supported by a small team of staff, to ensure that there are always two Library staff on duty at any one time, during the “core opening hours” (the core opening hours are highlighted below). It is proposed that a small central team of peripatetic staff are also employed to provide cover for annual leave, sickness etc. It is further proposed that trained volunteers work alongside paid staff during the “core opening hours” and, where they are willing to do so, they work by themselves to extend the opening hours beyond the core offer.

The day to day management of the volunteers working in Libraries will be the responsibility of the relevant Library manager, but the overall responsibility for co-ordinating and developing the volunteer programme will be led by a post in the Reader Development team.

The new delivery model envisages the five strategically most important Libraries (Romford, Hornchurch, Upminster, Harold Hill and Rainham) opening at least 50 hours a week and the remaining five Libraries (Elm Park, South Hornchurch, Collier Row, Harold Wood and Gidea Park) opening at least 24 hours a week. The opening hours would include evening periods and Saturday opening. As set out above, these hours would be the “core opening hours” (ie. the minimum opening hours); but the intention would be to increase those opening hours, with the help of trained volunteers.

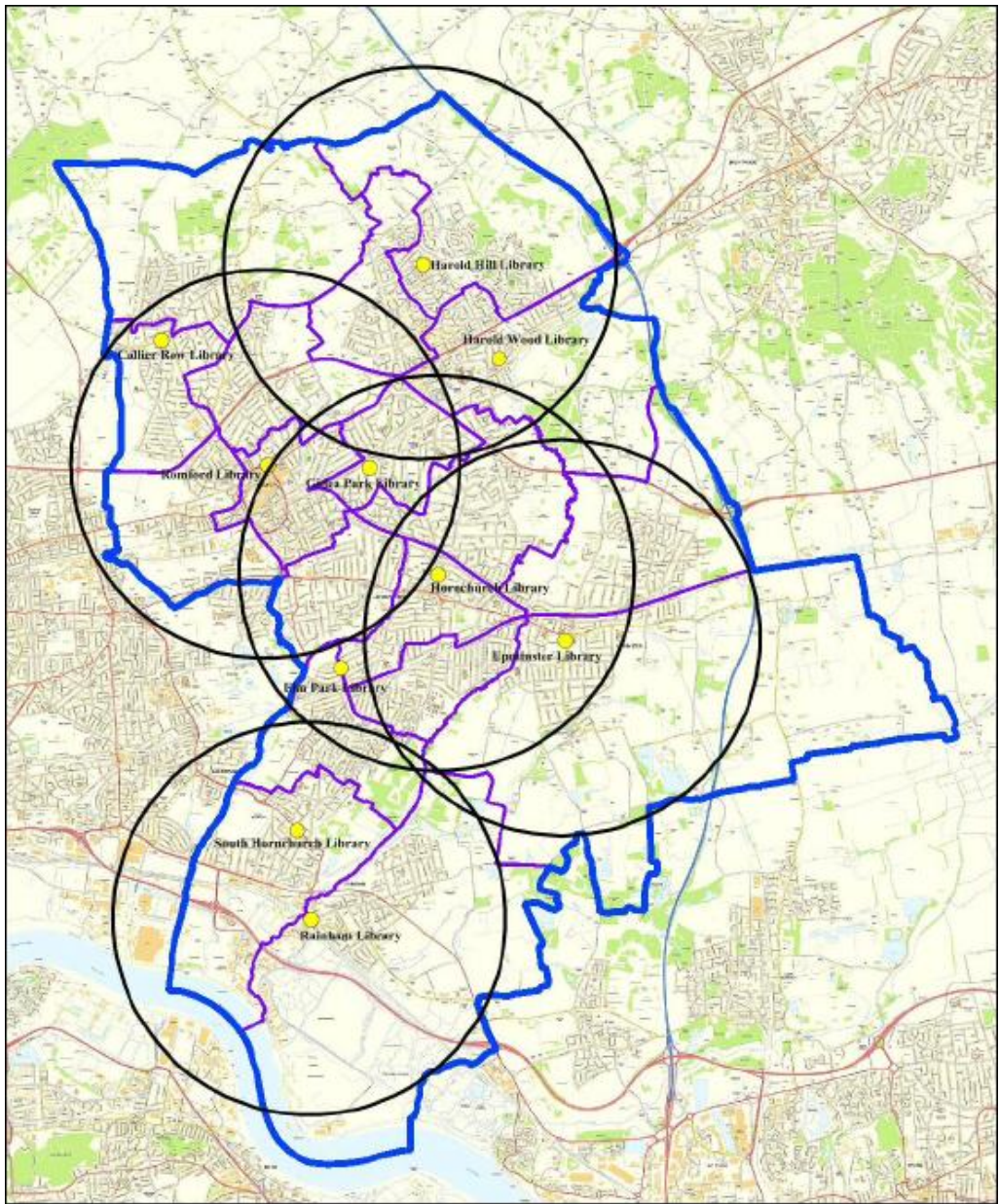
The table below details the number of physical visits at each library over the last 12 months (November 2013- October 2014)

<b>Libraries</b>	<b>Number of Physical Visits (January -14 to December -14)</b>
Romford	356,827
Hornchurch	339,812
Upminster	238,026
Collier Row	121,618
Elm Park	110,620
Gidea Park	125,941
Harold Hill	128,608
Harold Wood	70,701
Rainham	72,344
South Hornchurch	48,152
<b>Total</b>	<b>1,612,649</b>

The five strategically important libraries include the three busiest libraries (Romford, Hornchurch and Upminster) and the two libraries that, although are not the busiest, are located in areas of relative deprivation and where there is perceived to be a greater need for library services to be provided (Rainham and Harold Hill). The selection of Harold Hill Library and Rainham Library also takes account of the fact that they are new buildings and there are plans to build a significant number of new houses in the catchment area for these two library buildings, which means they will become busier in the future.



The map below highlights the library building locations and a 3 kilometre catchment area for the 5 most strategically important libraries (Romford, Rainham, Upminster, Harold Hill and Hornchurch).



		N ↑
		<b>Scale: 1:80000</b> <b>Date: 14 January 2015</b> 
	London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01706 434343	© Crown copyright and database rights 2015 Ordnance Survey 100024327

As the map shows, almost all of the main residential areas in the borough are included in the catchment area of one of the five most strategically Important Libraries. It is also worth mentioning that there is a small community run Library in Cranham (operated by volunteers in the Cranham Community Centre).



It is envisaged that the vast majority of library users will continue to use the libraries that they currently use, albeit some of them will have to visit those libraries at different times. Members of the Library service can also continue to use the virtual Library on a 24/7 basis, which allows people to download a variety of materials and can renew library books on-line at any time.

The borough's ten libraries all occupy excellent sites in good locations. They are all based in or located close to town centres, so they are well served by public transport and are located in areas where people go shopping (thus allowing one visit to include both shopping and a library visit). The libraries also occupy prime locations on the main roads connecting the town centres, so are very visible as people travel around the borough, thus making the marketing of the buildings a lot easier than if they were "tucked away" on side roads.

Although the library buildings are located in prime positions, there may be a limited number of Library users that can only access their local Library at certain times of the week, which do not coincide with the new opening hours. The Council will mitigate this impact as far as possible by ensuring that there is a spread of opening hours across the different Libraries.

Should library users not be able to access one of the five libraries with reduced opening hours (52 hours down to 24) they will have the opportunity to travel to one of the five strategically important Libraries that will have longer opening hours (ie.50 hours a week). The distance of travel and travel time from the five smaller libraries to one of the five strategically important libraries is set out in the table below.

Library	Nearest strategically important library (open 50 hours a week)	Distance (miles)	Public transport link	Travel Time (minutes)
Collier Row	Romford	1.9	3 bus routes	Bus x 15 Drive x 8 Walk x 36
Harold Wood	Harold Hill	1.2	1 bus route	Bus x 11 Drive x 5 Walk x 23
South Hornchurch	Rainham	0.8	1 bus route	Bus x 7 Drive x 3 Walk x 16
Gidea Park	Hornchurch	1.4	2 bus routes	Bus x 12 Drive x 5 Walk x 26
Elm Park	Hornchurch	1.7	1 bus route	Bus x 13 Drive x 7 Walk x 31

The table above shows that the smaller libraries are within a reasonable distance from the strategically important libraries and that there are very good public transport links between the two. The term “reasonable distance” refers to a distance of approximately 2 miles, which is perceived to be reasonable because people could travel relatively quickly by car or public transport.

It is intended that the “Partnership Library Service” model that is proposed for the library buildings, will be extended to include the delivery of the Housebound Service and help deliver the Local Studies and Family History Service, and the work of the Reader Development team.

The proposed new delivery model for the Library service retains the existing book stock and computer budgets, so Library users will have access to the same range of book stock and computer services as they do now; plus users will also be able to access the same level of service through the London Library consortium. The new delivery model also includes a 30% increase to Library fines to help achieve the required budget savings.

The new delivery model envisages the Library service developing new ways to generate income through new membership arrangements, philanthropy, donations and sponsorship, using the experience of Library authorities, such as Northamptonshire, as a base to work from. A change of emphasis in the Culture and Leisure Marketing team will result in one post spending a significant amount of time on income generation in the Library service.

The Library Service will experience significant change in the next two years as it moves to a different delivery model. This transformation will have a significant impact on staff, as well as the services that can be provided to the public, during a period of transition.

In order to ensure that the proposed model will meet the needs of library users, we will enhance our volunteer offer and induction programme and, will provide volunteers with the required training on Equality & Diversity, Safeguarding, Disability Awareness, etc. Details of how this will be achieved will be set out in the Library Volunteer Strategy.

It is very likely that the proposed delivery model will also affect people in supported employment via the Rose Program (Realistic Opportunities for Supported Employment). The impact on staff members, including people in supported employments will be subject to a separate equality impact assessment.

#### Consultation on Library Budget Proposals

A statutory consultation on the budget proposals for the Library Service took place from the 29<sup>th</sup> September 2014 until the 5<sup>th</sup> January 2015. This ran alongside a consultation on the overall budget proposals for the Council from the 29<sup>th</sup> September 2014 – 29<sup>th</sup> December 2014.

The consultation took a number of forms. These included an online survey via the Council website and prepaid questionnaires available in Libraries and other council buildings that could be returned in the post. Users of the Library Housebound Service were sent the relevant pre-paid questionnaire, draft Library Strategy and Equality Impact Assessment and users of the Housebound Service with visual impairments were also sent an audio version of the Covering letter, draft Library Strategy and Equality Impact Assessment.

There were five public meetings to discuss Library budget proposals at Rainham, Hornchurch, Romford and Upminster Libraries, as well as at myplace in Harold Hill, attended by the Head of Service, with the Cabinet Member also in attendance at several meetings. An additional meeting took place at Romford library prior to the arranged meeting where a member of staff recorded questions which were responded to by the Head of Service.

There was a good response to the consultation. 898 Library surveys were completed, 191 residents attended the Library public meetings (120 of these were from the Upminster Library meeting) and an additional 37 letters to the Lead Member and Head of Service for Culture and Leisure were received. There was also a 'Havering Libraries Campaign' on facebook with 944 'likes' and an online campaign against reducing the opening hours at Upminster Library signed by 266 people. Finally there were 25 'tweets'.

The Equality Impact Assessment has been updated and reflects on the equality and diversity issues raised through the Library consultation and the wider Budget consultation.

<b>Age: Consider the full range of age groups</b>	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	<p><b>Overall impact:</b></p> <p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p> <p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity, Safeguarding, Disability Awareness, etc so that they can better understand and meet library users' needs, including the needs of children, young people and older people.</p> <p>Whilst the proposals will impact Library users of all ages, there may be a disproportionate impact on some age groups.</p> <p>Across all Library branches, the age group with the most library users is 25-64 (54.3%), higher than the percentage of residents in this age group (51.3%). This is followed by those aged 24 and under who represent 30.9% of Library users, slightly higher than the percentage of residents in this age group (30.2%). In terms of residents aged 65+, these represent 14.9% of Library users, lower than the percentage of residents in this age group (18.5%).</p> <p>Targeted outreach work will therefore have to be carried out to promote Library services to older residents and provide them with accessible information on the available services and facilities.</p> <p>Looking purely at age data, the proposals may have a disproportionate</p>
<b>Neutral</b>	
<b>Negative</b>	

impact on residents aged 25-64 and 24 and under. However, the impact of change may be greater for library users in older age groups who are also disabled (multiple disadvantage) due to additional difficulty in accessing alternative or more limited service provision. The impact on younger age groups or dependant / vulnerable children and adults may also impact on women as carers and those falling within the pregnancy / maternity characteristic.

Working age service users and full time students are also likely to be affected by the proposed reduction of opening hours.

Although there is no quantitative evidence, anecdotal evidence suggests Libraries are used by older residents during week days. A reduction in weekday opening hours may mean that these residents, who are already under-represented in the service user profile, stop using the library as frequently as before. In addition, a reduction in opening hours may mean a reduction in activities run in libraries, such as Knit and Natter, Baby Bounce, Young at Heart etc., which are primarily attended by older residents and parents with younger children, which means that the proposals may negatively impact small children and their parents, as well as older residents.

The Library Budget Consultation supports the anecdotal evidence in that residents were concerned about the impact on younger and older people. Residents stated that Libraries provide a place for younger and older residents to meet, combatting social isolation, and provide a place for study and socialising via various clubs/talks. There were also comments about the importance of libraries for families.

The Housebound Service is for people who are housebound either for a temporary period of time (i.e. coming out of hospital) or as an ongoing service for people who meet the criteria (people who cannot get to a library based on age, illness or disability). The primary users of this service are older people. Whilst the proposal envisages volunteers delivering this service, or a scaled down version, it likely that the proposals will have a negative impact on this group. There were many comments about the importance of the Housebound Service throughout the Library Budget Consultation and that for many users it is an important lifeline.

The Reader Development Team is primarily used by younger residents and the team interacted with 50,858 children in 2013/14 to assist them with their reading – for example the Summer Reading Challenge (There is also an adult outreach team that interacted with 6216 Adults in 2013/14). Volunteers already help deliver this service and this volunteer role could be expanded, but a reduction in paid staff in this area may have a negative impact particularly on young service users.

Again there were comments about the importance of the work of the Reader Development Team and the Summer Reading Challenge throughout the Library Budget Consultation in developing young people and encouraging them to read.

The virtual or online library has seen an increase in virtual visits in recent months. This service will continue to be promoted as it increases accessibility of the library for all age groups.

**Evidence:**

Library User Data 2015

Across all Library branches (based on available information on service users that provided their age), the age group with the most library users is 25-64 (54.3%). This is higher than the percentage of residents in this age group (51.3%) (please see table below). In terms of residents aged 65+, these represent 14.9% of Library users, lower than the percentage of residents in this age group (18.5%). Of those aged 24 and under, this groups represents 30.9% of Library users, slightly above the percentage of residents in this age group (30.2%). The proposals may therefore have a disproportionate impact on those aged 25-64 and under 24.

2013	Number	Percentage of population (%)
All persons	242,080	100.0
0-4 years	14,808	6.1
5-10 years	16,867	7.0
11-17 years	20,445	8.5
18-24 years	21,048	8.7
25-64 years	124,097	51.3
65-84 years	38,306	15.8
85+ years	6,509	2.7

*(Source: 2013 Mid-year population estimates, Office of National Statistics)*

There has been a significant increase in the number of people visiting the online library – 313,874 hits in Quarter 3 of 2014/15 compared to 112,569 hit in Quarter 3 of 2013/14. The intention is to further promote the online access to the library services as it is available 24/7.

Library Budget Consultation

Of the 898 residents that completed the survey, 829 provided their age. The table below provides a breakdown.

Last Birthday	Count	Percentage
13-24	37	4%
25-44	222	25%
45-64	298	33%
65+	272	30%
Unanswered	69	8%
<b>Total</b>	<b>898</b>	<b>100%</b>

When comparing Library User data to survey respondent data the following conclusions can be made:

- 30.9% of Library Users are aged below 24, over half of whom (16.5%) are aged 11-24. However only 4% of 13-24 year olds completed the survey. The under 24 age group is therefore underrepresented through the Library budget consultation survey.
- There are 54.3% Library Users aged 25-64. 58% of survey respondents were in this age group; therefore the 25-64 age group is overrepresented through the Library budget consultation survey.
- 14.9% of Library Users are aged 65+. However 30% of survey respondents were in this age group; therefore the 65+ age groups is overrepresented through the Library budget consultation survey.

Analysis of the comments as part of the survey showed that residents are concerned about the impact of the Library proposals particularly on younger and older people. Respondents stated Libraries provide a place for people to meet, use facilities and attend groups such as knit and natter and homework clubs and provide a place for students to study. Some comments also stated the importance of libraries for families.

There were arguments that Libraries should remain open in the daytime for older people, but also in the evenings and weekends for working people, children and families.

#### Sources used:

Library Service Data Profiles 2015

2013 ONS mid-year estimates

Library Budget Consultation 2014

**Disability:** Consider the full range of disabilities; including physical mental, sensory and progressive conditions

Please tick (✓) the relevant box:

**Positive**

**Neutral**

#### Overall impact:

It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family

<p><b>Negative</b></p>	<p>History Service and the Reader Development Team.</p> <p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity, Safeguarding, Disability Awareness, etc so that they can better understand and meet library users' needs, particularly the needs of library users with learning Disabilities, Mental Health needs, hearing and/or sensory impairments.</p> <p>Based on 2011 Census data, 8.2% of the Havering residents have a long term health problem or disability (day to day activities limited a lot) and further 9% have a long term health problem or disability (day to day activities limited a little).</p> <p>According to the Annual Population survey (2012-13), 31,400 (21%) working age people (16-64) and 22,320 (52%) of older people (65+ years old) living in Havering have a disability or long term illness/health condition.</p> <p>Wards with the a highest percentage of residents with a long term health problem or disability (day to day activities limited a lot) that have a library include Gooshays (Romford Library), St Andrews (Hornchurch Library) and Elm Park (Elm Park Library). In terms of those who have a long term health problem or disability (day to day activities limited a little), wards with the highest percentage with a library include Elm Park (Elm Park Library), Harold Wood (Harold Wood Library) and Gooshays (Romford Library). Residents in these wards, particularly those where the Library opening hours will reduce to 24 hours per week (Elm Park Library and Harold Wood Library) will be disproportionately affected.</p> <p>The impact of change may be greater for library users in older age groups who are also disabled (multiple disadvantage) due to additional difficulty in accessing alternative or more limited service provision.</p> <p>The impact on younger age groups or dependant / vulnerable children and adults may also impact on carers, the majority of whom are women.</p> <p>A reduction in opening hours and staff may also mean a reduction in activities that are currently run in libraries. The Library Service does have some activities directly aimed at residents with a disability, for example the reading group for deaf people, a 'listening' reading group for visually impaired or blind people and events such as "Celebrates" and "Make A Noise in Libraries Fortnight" which again are for visually impaired or blind people.</p> <p>The Reader Development Team works with pupils from Corbets Tey School and Dycorts School, which are both schools for pupils with special education needs. The Team also works with the Romford Autistic Group to offer better access to our services and support to young people, parents and their carers. A reduction in opening hours</p>
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and staff may limit the Service's ability to work with these groups in the future.

The Housebound Service is primarily used by disabled service users and older residents who would not otherwise be able to access library services. One of the criteria for using the service is that a resident is not able to get to a library because of disability. Whilst the proposal envisages volunteers delivering this service, the proposals may have a negative impact on this group.

The Library Service has 8 people in supported employment via the Rose Program (Realistic Opportunities for Supported Employment). As part of the proposal the impact on these members of staff will be reviewed along with all Library staff. Every effort will be made to retain these employees in the Council.

**Evidence:**

No data on Library users with disabilities is collected. Evidence used is anecdotal.

Based on 2011 Census data (see tables below), 8.2% of the Havering residents have a long term health problem or disability (day to day activities limited a lot) and further 9% have a long term health problem or disability (day to day activities limited a little).

Wards with the a highest percentage of residents with a long term health problem or disability (day to day activities limited a lot) that have a library include Gooshays (Romford Library), St Andrews (Hornchurch Library) and Elm Park (Elm Park Library). In terms of those who have a long term health problem or disability (day to day activities limited a little), wards with the highest percentage with a library include Elm Park (Elm Park Library), Harold Wood (Harold Wood Library) and Gooshays (Romford Library). Residents in these wards, particularly those where the Library opening hours will reduce to 24 hours per week (Elm Park Library and Harold Wood Library) will be disproportionately affected.

Ward data (2011 Census)

Ward	Day-to-Day Activities Limited a Lot		
	Count	Ward total percentage	LLTI Borough percentage
Harold Wood	1067	8.43	5.48
Mawneys	1092	8.46	5.61
South Hornchurch	1164	8.59	5.98
Squirrel's Heath	854	6.47	4.39
Elm Park	1093	8.77	5.61
Upminster	923	7.19	4.74
Gooshays	1529	10.41	7.85
Romford Town	1193	7.49	6.13
St Andrew's	1183	8.87	6.08
Rainham and Wennington	982	7.87	5.04
Havering	19466 (8.2%)		



(Source: 2011 Census data)

Ward	Day-to-Day Activities Limited a Little		
	Count	Ward total percentage	LLTI Borough percentage
Harold Wood	1207	9.54	5.62
Mawneys	1199	9.28	5.58
South Hornchurch	1236	9.13	5.75
Squirrel's Heath	995	7.54	4.63
Elm Park	1256	10.08	5.85
Upminster	1169	9.11	5.44
Gooshays	1399	9.52	6.51
Romford Town	1281	8.05	5.96
St Andrew's	1245	9.34	5.8
Rainham and Wennington	1079	8.64	5.02
Havering	21478 (9%)		

(Source: 2011 Census data)

#### Library Budget Consultation

Of the 898 residents that completed the survey, 747 stated if they had a disability. The table below provides a breakdown.

Illness or disability	Count	Percentage
Yes	128	14%
No	619	69%
Unanswered	151	17%
<b>Total</b>	<b>898</b>	<b>100%</b>

Based on the data in the above section, 17% of residents have a disability that affects data to day activities a lot or a little. In the survey, 14% of respondents stated that had a disability. The views of disabled residents are therefore underrepresented in the survey.

Comments during the consultation regarding disability included that Libraries provide a place for people with disabilities to socialise, again combatting social isolation. Although the majority of respondents (including respondents with disclosed disabilities) agreed that the Council should find more cost-effective ways of supporting Housebound service users, there were also comments that the Housebound Service was a lifeline for some residents and should be protected.

#### **Sources used:**

2011 Census

2012/13 Annual Population Survey, Office of National Statistics

Library Budget Consultation 2014

<b>Sex/gender:</b> Consider both men and women													
<i>Please tick (✓) the relevant box:</i>													
<b>Positive</b>	<p><b>Overall impact:</b></p> <p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p> <p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity, Safeguarding, Disability Awareness, etc. so that they can better understand and meet library users' needs.</p> <p>The Library service has significantly more users who are female than male. This can be seen across all libraries across the borough and all age groups. The proposals are therefore likely to have a disproportionate impact on girls and women.</p> <p>Targeted outreach work will therefore have to be carried out to promote Library services to boy and men and provide them with accessible information on the available services and facilities</p> <p>The impact on younger age groups or vulnerable and dependent children / adults may also impact on women as carers and those falling within the pregnancy / maternity characteristic.</p>												
<b>Neutral</b>													
<b>Negative</b> ✓													
<b>Evidence:</b>													
<u>Library User Data 2015</u>													
<p>The percentage of female Library Users is 58%, compared to males at 39% (3% where gender is 'unknown'). This is disproportionate to the number of females (52%) and males (48%) in the borough (2013 Mid-year population estimates, Office of National Statistics). The proposals will therefore have a disproportionately high impact on girls and women.</p>													
<table border="1"> <thead> <tr> <th>2013</th> <th>Number</th> <th>Percentage of population (%)</th> </tr> </thead> <tbody> <tr> <td>All persons</td> <td>242,080</td> <td>100.0</td> </tr> <tr> <td>Male</td> <td>116,232</td> <td>48.0</td> </tr> <tr> <td>Female</td> <td>125,848</td> <td>52.0</td> </tr> </tbody> </table>		2013	Number	Percentage of population (%)	All persons	242,080	100.0	Male	116,232	48.0	Female	125,848	52.0
2013	Number	Percentage of population (%)											
All persons	242,080	100.0											
Male	116,232	48.0											
Female	125,848	52.0											
<i>(Source: 2013 Mid-year population estimates, Office of National Statistics)</i>													
<u>Library Budget Consultation</u>													
<p>Of the 898 residents that completed the survey, 815 stated their gender. The table below provides a breakdown.</p>													

Gender	Count	Percentage
Male	292	33%
Female	523	58%
Unanswered	83	9%
<b>Total</b>	<b>898</b>	<b>100%</b>

A disproportionately higher number of females completed the survey than males when comparing the survey data to the gender breakdown in the borough (58% females completed the survey compared to a figure of 52% females in the borough). However the same percentage of females completed the survey is comparable with the proportion of female Library users (58%), which means that the survey results are a representative reflection of the views of female Library users. As 33% males completed the survey compared to 39% male library users, the views of male service users are therefore underrepresented in the survey.

**Sources used:**

Library Service Data Profiles 2015

2013 Mid-year population estimates, Office of National Statistics

Library Budget Consultation 2014

**Ethnicity/race:** Consider the impact on different ethnic groups and nationalities

*Please tick (✓) the relevant box:*

**Overall impact:**

**Positive**

It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.

**Neutral**

We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality & Diversity and Cultural Awareness so that they can better understand and meet library users' needs.

**Negative**

✓

The majority of service users are White (83.74%) so this group is more likely to be affected by the proposals, particularly those from deprived backgrounds. However, there are fewer White Library Users compared to the proportion of residents who are White in the borough (87.66%).

There is an over representation of Black and Asian Library Users compared to the number of Black and Asian Residents in the borough. Therefore the proposals will have a disproportionate impact on these groups. There is an under representation of residents from Mixed and

Other Ethnic backgrounds.

Targeted outreach work will therefore have to be carried out to promote Library services to non-users from both White and BME backgrounds and provide them with accessible information on the available services and facilities.

Three libraries are based in the most ethnically diverse wards: Romford Library (based in Romford Town), South Hornchurch (based in South Hornchurch) and Rainham (based in Rainham and Wennington). The Libraries in these Wards also have the most diverse Library Users. It is envisaged that black and ethnic minority groups will not be adversely affected in the Romford and Rainham wards, as it is proposed that these two libraries will be open 50 hours per week. However, residents living in the South Hornchurch ward may be disproportionately affected as this is one of the libraries where opening hours are proposed to be reduced to 24 per week.

Other Libraries where the opening hours are proposed to be reduced to 24 per week include Collier Row (Mawneys ward), Elm Park, (Elm Park Ward), Gidea Park (Squirrels Heath Ward) and Harold Wood (Harold Wood Ward). Of these wards, Elm Park is the only ward (in addition to those listed in the paragraph above) that is more diverse than the borough as a whole.

BME communities living in the above wards might also be affected by potential reduction in events and activities that are attractive to particular groups; although the intention is to maintain as many of these events and activities as possible.

In terms of the Library Budget Consultation Survey the views of White residents are overrepresented compared to the proportion of library service users who are White. The views of Black residents are Asian residents are under-represented in the survey, but the views of residents from a Mixed Ethnic Background and Other ethnic groups are over-represented.

**Evidence:**

Borough data

The table below shows the breakdown of Havering’s population by ethnicity.

2011 Ethnic Groups	Count	% total population
White	207,949	87.66
Mixed Ethnic Background	4,933	2.08
Asian or Asian British	11,545	4.87
Black or Black British	11,481	4.84
Other Ethnic Group	1324	0.56

Source: 2011 Census, ONS

### Library User Data 2015

2015 Ethnic Groups	Count	% total population
White	49,570	83.74
Mixed Ethnic Background	1,115	1.88
Asian or Asian British	3,339	5.64
Black or Black British	4,905	8.29
Other Ethnic Group	262	0.44

Source: Library Service Data Profiles 2015

Of the 59,191 Library users who have provided details of their ethnicity, 83.74% are White, an underrepresentation of White residents in the borough (87.66%). The number of Black Library users is 8.29%, an overrepresentation of Black residents in the borough (4.84%). This is also true of Asian Library Users (5.64%) and Asian residents (4.87%). Library users of a Mixed Ethnic Background (1.88%) and Other Ethnic Group (0.44%) are underrepresented when looking at the number of residents that are Mixed (2.08) and Other in the borough (0.56).

The Libraries with the most diverse user group are Rainham (75.7% of users who provided their ethnicity are White), South Hornchurch (78.2% White ) and Romford (75.3% White).

### Ward Data

Ethnicity	People in White British ethnic group (Census) (% of total population) (2011)	Total of BME population in each ward with a Library
HAVERING	83.3	16.66
Elm Park	82.02	17.88
Harold Wood	85.89	14.06
Squirrels Heath	84.21	15.73
Upminster	91.61	8.37
Rainham and Wennington	80.48	19.43
South Hornchurch	79.35	20.52
Gooshays	82.71	17.2
St. Andrews	88.64	11.35
Romford Town	75.82	24.19
Mawneys	84.24	15.71

*(Source: 2011 Census data)*

The most ethnically diverse ward in the borough is Romford Town with residents from ethnic minority groups making up 24% of the population. This is followed by South Hornchurch (21%) and Rainham and Wennington (19%). The least ethnically diverse wards are Upminster (8%) followed by St Andrews (11%).

### Library Budget Consultation

Of the 898 residents that completed the survey, 816 provided their ethnicity. The table below provides a breakdown.

Survey Ethnic Group	Count	Percentage
White	670	89.21%
Mixed background	17	2.26%
Black or Black British	30	3.99%
Asian or Asian British	25	3.33%
Other ethnic group	9	1.20%
<b>Total</b>	<b>751</b>	<b>100%</b>

Of those that provided their ethnic group (751 residents of the 898 that completed the survey), 89.21% were White compared to 83.74% White Library Users. The views of white residents are therefore over-represented in the survey. 3.99% of Black residents completed the survey compared to 8.29% Black Library Users in the borough and 3.33% of Asian residents completed the survey compared to 5.64% of Asian Library Users in the borough. The views of Black and Asian residents are therefore underrepresented in the survey. However, the percentage of residents that completed the survey that are Mixed (2.26%) and from an Other ethnic Group (1.20%) are higher than the percentage of Mixed Library Users in the borough (1.88%) and residents from an Other Ethnic Group in the

borough (0.44). The views of these residents are therefore over-represented in the survey.
<p><b>Sources used:</b></p> <p>Library Service Data Profiles 2015</p> <p>Census 2011</p> <p>Library Budget Consultation 2014</p>

<b>Religion/faith:</b> Consider people from different religions or beliefs including those with no religion or belief	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	<p><b>Overall impact:</b></p> <p>Not known</p>
<b>Neutral</b>	<p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p>
<b>Negative</b>	<p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity and Cultural Awareness so that they can better understand and meet library users' needs.</p> <p>The work currently undertaken to inform the final EIA will further look into potential and likely impact on all protected characteristics.</p>
<p><b>Evidence:</b></p> <p>We do not hold data on the religious profile of libraries' service users but it is envisaged that the proposals will not have a disproportionate impact on this group.</p>	
<p><b>Sources used:</b></p> <p>N/A</p>	

<b>Sexual orientation:</b> Consider people who are heterosexual, lesbian, gay or bisexual	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	<p><b>Overall impact:</b></p> <p>Not known</p>
<b>Neutral</b>	<p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are</p>

<b>Negative</b>	<p>sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p> <p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity and Bullying &amp; Harassment awareness so that they can better understand and meet library users' needs, but also understand their rights and responsibilities in carrying out their duties and in the interaction will colleagues and service users.</p>
<p><b>Evidence:</b></p> <p>We do not hold data on the sexual orientation profile of libraries' service users but it is envisaged that the proposals will not have a disproportionate impact on this group.</p>	
<p><b>Sources used:</b></p> <p>N/A</p>	

<p><b>Gender reassignment:</b> Consider people who are seeking, undergoing or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth</p>	
<p><i>Please tick (✓) the relevant box:</i></p>	<p><b>Overall impact:</b></p>
<p><b>Positive</b></p>	<p>Not known</p>
<p><b>Neutral</b></p>	<p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p>
<p><b>Negative</b></p>	<p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity and Bullying &amp; Harassment awareness so that they can better understand and meet library users' needs, but also understand their rights and responsibilities in carrying out their duties and in the interaction will colleagues and service users.</p>
<p><b>Evidence:</b></p> <p>We do not hold data on the gender identity of libraries' service users but it is envisaged that the proposals will not have a disproportionate impact on this group.</p>	



<p><b>Sources used:</b></p> <p>N/A</p>
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**Marriage/civil partnership:** Consider people in a marriage or civil partnership

<p><i>Please tick (✓) the relevant box:</i></p>		<p><b>Overall impact:</b></p>
<p><b>Positive</b></p>		<p>Not known</p>
<p><b>Neutral</b></p>		<p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p>
<p><b>Negative</b></p>		<p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity so that they can better understand and meet library users' needs.</p>

**Evidence:**

We do not hold data on the marital status of libraries' service users but it is envisaged that the proposals will not have a disproportionate impact on this group.

<p><b>Sources used:</b></p> <p>N/A</p>
--

**Pregnancy, maternity and paternity:** Consider those who are pregnant and those who are undertaking maternity or paternity leave

<p><i>Please tick (✓) the relevant box:</i></p>		<p><b>Overall impact:</b></p>
<p><b>Positive</b></p>		<p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p>
<p><b>Neutral</b></p>		<p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity, Safeguarding, Disability Awareness, etc so that they can better understand and meet library users' needs.</p>
<p><b>Negative</b></p>	<p>✓</p>	<p>The Library Service has no data on service users' pregnancy, maternity</p>

	<p>or paternity status. However, a reduction in staff and opening hours may mean a reduction in activities run in libraries. This could include groups such as Baby bounce and Read and Rhyme which are aimed at parents / carers with young children. Therefore the proposals may negatively impact these groups.</p> <p>The Library Budget Consultation included some comments from residents about the importance of groups like the ones listed above and that Libraries are an important resource for families.</p> <p>The impact on younger age groups or vulnerable children / adults may also impact on women as carers and those falling within the pregnancy / maternity characteristic.</p>
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<p><b>Evidence:</b></p> <p>The Library Service has no data on service users' pregnancy, maternity or paternity status.</p> <p><u>Library Budget Consultation</u></p> <p>Whilst no data was provided on residents pregnancy, maternity or paternity status through the consultation, there were comments about the importance of groups such as 'baby bounce' and 'read and rhyme' for parents with young children and that Libraries are an importance resource for families.</p>
<p><b>Sources used:</b></p> <p>N/A</p>

<b>Socio-economic status:</b> Consider those who are from low income or financially excluded backgrounds	
<i>Please tick (✓) the relevant box:</i>	<p><b>Overall impact:</b></p> <p>It is intended that volunteers will assist in keeping libraries open for the core opening hours (and longer than the core hours where there are sufficient numbers of volunteers); will maintain the Housebound Service and will support the delivery of the Local Studies and Family History Service and the Reader Development Team.</p> <p>We recognise that if we use volunteers to complement work carried out by paid staff, we need to enhance our volunteer offer and induction programme. Volunteers will be provided with the necessary support and required training on Equality &amp; Diversity, Safeguarding, Disability Awareness, etc so that they can better understand and meet library users' needs.</p> <p>The data we have shows that our proposals may have a particularly negative impact on service users living in more deprived areas of the borough where fewer people have access to other sources of books and information generally. For example,</p>
<b>Positive</b>	
<b>Neutral</b>	
<b>Negative</b>	

residents who rely on public transport to get to a strategically important library, or those who do not have a computer at home and use the computers in libraries instead will have less access to this facility. There may also be a reduction in access to some services e.g. Citizens Advice Bureau at Hornchurch Library.

Of the five most strategically important libraries, Romford Library and Harold Hill Library are in some of the most deprived wards (Romford Town and Gooshays respectively). Of the other five libraries where the opening hours are proposed to be reduced to 24 hours per week, South Hornchurch and Harold Wood Libraries are also in some of the most deprived wards (South Hornchurch Ward and Harold Wood Ward respectively). These wards also have amongst the highest proportions of benefit claimants (DWP 2014), and we know that households on benefits are 1.21 times more likely to be Library members than non-benefit households (Draft Mayhew Harper report, 2013).

The 30% increase in Library fees may have a negative impact on low income residents and lone parents (more likely to be women), but only if fines are incurred.

There were comments provided through the Library Budget Consultation regarding the importance of Libraries for poorer residents.

The potential removal of some of the activities and groups currently available could also negatively impact residents from disadvantaged backgrounds as they might not be able to afford to pay for groups/activities available outside the libraries.

The changes in the housebound service and service user activities and groups could potentially also affect older service users, particularly those living in deprived areas who are at higher risk of becoming socially excluded due to the removal of the above arrangements.

**Evidence:**

Library User Data 2011

As the table below shows, the most active library users are in Upminster at 17%, which is the least deprived ward in the Borough. However other wards with a high percentage of active users include Gooshays, the most deprived area of the Borough and Romford Town, which is ranked 6<sup>th</sup> in terms of deprivation. Residents in these wards from low income or financially excluded backgrounds are likely to be most affected by the proposals.

Deprivation ranking by ward

Ward	% of Population who are active library users	Deprivation Rank
------	--	------------------

Gooshays	14%	1
Heaton	10%	2
South Hornchurch	12%	3
Havering Park	12%	4
Brooklands	9%	5
Romford Town	13%	6
Harold Wood	12%	7
Rainham and Wennington	11%	8
Mawneys	12%	9
Elm Park	14%	10
St Andrew's	13%	11
Hylands	12%	12
Pettits	12%	13
Squirrel's Heath	14%	14
Hacton	12%	15
Emerson Park	13%	16
Cranham	13%	17
Upminster	17%	18

(Table of Index of Multiple Deprivation by Lower Super Output Area in Havering Wards, Department of Communities and Local Government, 2011)

NB. Rank 1 = Most deprived ward, Rank 18 = least deprived ward.

Highlighted wards have a library.

Of the five most strategically important libraries, Romford Library and Harold Hill Library are in some of the most deprived wards (Romford Town and Gooshays respectively). Of the other six libraries where the opening hours are proposed to be reduced to 24 hours per week, South Hornchurch and Harold Wood Libraries are also in some of the most deprived wards (South Hornchurch Ward and Harold Wood Ward respectively).

These wards also have amongst the highest proportions of benefit claimants (see table below), and we know that households on benefits are 1.21 times more likely to be Library members than non-benefit households (Draft Mayhew Harper report, 2013).

#### Benefit claimants by ward (with a library)

	Total claimants	Job seekers	ESA and incapacity benefits	Lone parents	Carers	Others on income related benefits	Disabled	Bereaved	Key out-of-work benefits <sup>†</sup>
DWP (2014)									
HAVERING	10.9	2.1	4.7	1.4	1.2	0.3	1	0.2	8.5
Elm Park	11.4	2.5	4.3	1.5	1.5	0.3	1.1	0.3	8.6
Harold Wood	11	1.8	5.1	1.3	1.3	0.4	1	0.2	8.6
Squirrels Heath	8.7	1.7	3.7	1.1	1	0.2	0.8	0.2	6.7
Upminster	4.7	0.9	1.8	0.3	0.7	0.1	0.7	0.2	3.1
Rainham and Wennington	11.9	2.3	4.8	1.8	1.2	0.3	1.2	0.2	9.3
South Hornchurch	14.7	3.4	6	1.7	1.6	0.4	1.1	0.4	11.5
Gooshays	19.5	3.6	9.1	3	1.7	0.5	1.4	0.2	16.2
St. Andrews	8.9	1.8	3.7	1	0.9	0.2	1.1	0.1	6.8
Romford Town	11.9	2.5	5.5	1.7	1	0.3	0.7	0.1	10.1
Mawneys	10.5	1.7	4.5	1.5	1.2	0.3	1.2	0.2	7.9

(2014 DWP Claimants data)

### Library Budget Consultation

Whilst no data was provided on residents' socio-economic status through the consultation, there were comments about the importance of Libraries for poorer residents.

#### **Sources used:**

Table of Index of Multiple Deprivation by Lower Super Output Area in Havering Wards, Department of Communities and Local Government, 2011

Library Profiles 2011 based on local service data, national population statistics and Mosaic Customer Profiling

2014 DWP Claimants data. Draft Mayhew Harper report, 2013

Library Budget consultation

## Action Plan

In this section you should list the specific actions that set out how you will address any negative equality impacts you have identified in this assessment.

Protected characteristic	Identified negative impact	Action taken to mitigate impact*	Outcomes and monitoring**	Timescale	Lead officer
All	Library Profiles 2011 are now outdated and data is patchy so doesn't allow us to fully assess the impact on people with protected characteristics	Update the Library Profiles and ensure that all relevant protected characteristics are collected and monitored.  Use data to inform decision-making related to the future of libraries and to ensure libraries continue to provide diverse book stock to meet the changing needs of library users	Culture and Leisure Service to review new profiles. It will need to be agreed how often the profiles will be updated in the future. Monitoring officers will include Policy, Marketing and Administration Manager in Culture and Leisure Services and analyst in the Corporate Policy Team.	June 2015 (to be agreed with CPD team)	Analyst in Corporate Policy

Protected characteristic	Identified negative impact	Action taken to mitigate impact*	Outcomes and monitoring**	Timescale	Lead officer
Age	<p>Negative impact on younger people (0-24 year olds) and older people (65+ groups, particularly 85+.</p> <p>Potential negative impact on working age groups and full time students</p>	<p>Carry out targeted and outreach work</p> <p>Volunteers to be provided with training to ensure the needs of older users are met.</p>	Targeted and outreach work carried out with individuals and groups from this protected characteristic	<p>Ongoing</p> <p>Training, by 31/3/16</p>	Policy. Marketing and Admin manager
Disability	<p>Negative impact on Housebound service users</p> <p>Negative impact in light of reduced opening hours, particularly if a disabled person's local library is not one of the 5 most strategically important Libraries.</p>	<p>Carry out targeted consultation</p> <p>Ensure online resources are accessible to people with Learning Disabilities, Hearing or Sensory impairments.</p> <p>Volunteers to be provided with training to ensure the needs of disabled users are met.</p>	<p>Secure support from volunteers to continue to provide the housebound service.</p> <p>Targeted consultation carried out with individuals and group from this protected characteristic</p>	<p>Ongoing</p> <p>Training, by 31/3/16</p>	<p>Library Services manager</p> <p>Policy. Marketing and Admin manager</p>

Protected characteristic	Identified negative impact	Action taken to mitigate impact*	Outcomes and monitoring**	Timescale	Lead officer
Ethnicity	Library users from some BME backgrounds are under-represented compared to the ethnicity profile of the Borough	Carry out targeted and outreach work  Ensure online resources are accessible to people whose first language is not English  Volunteers to be provided with training to ensure the needs of black and ethnic minority users are met.	Targeted and outreach work carried out with individuals and group from this protected characteristic	Ongoing  Training, by 31/3/16	Policy. Marketing and Admin manager
Gender	Women and girls are disproportionately affected  Potential multiple impact on women due to caring responsibilities, pregnancy or maternity	Carry out targeted and outreach work  Volunteers to be provided with training to ensure the needs of women and girls are met.	Targeted and outreach work carried out with individuals and group from this protected characteristic	Ongoing  Training, by 31/3/16	Policy. Marketing and Admin manager



Protected characteristic	Identified negative impact	Action taken to mitigate impact*	Outcomes and monitoring**	Timescale	Lead officer
Multiple disadvantage due to two or more protected characteristics	Lack of information on multiple deprivation / disadvantage	Further consider multiple deprivation/disadvantage and cumulative impact  Carry out targeted and outreach work	Targeted and outreach work carried out with socio-economic individuals and groups and multiple disadvantage considered	Ongoing  Training, by 31/3/16	Policy. Marketing and Admin manager
Ethnicity, Gender and Age  Potential Multiple disadvantage due to two or more protected characteristics	Under-representation of males, older people and residents of White and some BME ethnic backgrounds	Targeted outreach work will therefore have to be carried out to promote Library services to non-users and provide them with accessible information on the available services and facilities.	Annually updated Library Profiles. Monitoring of events and projects.	January 2016	Library Manager  Policy. Marketing and Admin manager

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# CHAPTER 1: Introduction

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## 1.1 Foreword by the Lead Member for Culture and Community Engagement

We have to make some difficult decisions over the next few months, decisions that will impact on the services that we run and offer. But one thing that will not be lost is the importance that our libraries have in our communities. They allow teenagers extra space to study for their GCSEs and A-Levels, our elderly community a place to learn new skills such as IT, or just give people a quiet space to read. This is why in Havering, unlike many other places across the country, we don't want to shut any of our libraries. Once they are closed they will be lost forever.

Our proposals outline what we are calling, 'partnership' libraries, and mean that we will protect all 10 of our library buildings. They will remain libraries, to have the same amount of books and the same amount of computers that we all enjoy right now. However, to sustain this, in light of the considerable savings we must make, we need to make some changes. So to keep our libraries as they are, we will need to make reductions in the opening hours and ask members of the community to help support our libraries through volunteering. And we will support all of our volunteers with training and resources. Our commitment to libraries is outlined in the following document and I look forward to receiving views and ideas throughout this consultation on this strategy.

Councillor Melvin Wallace

## 1.2 A changing Context:

Havering has a strong and highly successful library service. It offers value for money, is popular with residents and engages effectively with the community and a large number of volunteers. Over the last few years it has built a virtual presence and has a large following through its popular website and Twitter accounts.

The existing library strategy is now being refreshed in the light of the Council's financial position. Like many councils, Havering is facing significant budget reductions. The budget will need to reduce by £60m over the next four years. This comes on top of a reduction of £40m in the Council's budget between 2010 and 2014. The £60m saving represents approximately one third of the Council's controllable expenditure. Under these circumstances the Council needs to review all of its expenditure and to prioritise and review the way it delivers its services and the level at which those services are delivered.

The libraries service is a statutory service in that councils have a legal duty to provide a "comprehensive and efficient" service under section 7 of the Public Libraries and Museums Act 1964; but there is no definition as to what this means in practice. What is clear, though, is a reduction in existing services does not necessarily mean that a council is no longer providing a comprehensive and efficient service, as the outcome of various challenges to service reductions across the country has shown.

The scale of the budget reductions that are required in Havering makes it inevitable that the Library Service's budget will reduce, but this does not mean that the services enjoyed by users will inevitably reduce, albeit opening hours will reduce under the proposals and retaining services beyond a "core offer" will require the Library service staff to be supported by trained volunteers. There are examples across the country where councils have used alternative delivery methods to reduce the impact of budget reductions and ensure that a comprehensive and efficient library service continues to be provided. This is the challenge for Havering Council: how can significant savings be achieved and the impact on the service offered to users be reduced as little as possible.

Chapter 2 of this Strategy (section 2.4) sets out how this challenge can be addressed, by proposing a new delivery model for the Library Service in Havering.

Chapter 3 sets out and reinforces the Council's understanding of the intrinsic value of libraries and in particular their contribution to the health and wellbeing of the community. Despite the changes set out in Chapter 2, the Council will continue to operate its library service the context of an understanding of the unique importance of the libraries in the life of our community.

## 1.3 About the Library Strategy

The new Library Strategy 2015-17 has the same purpose, objectives and principles as the previous Library Strategy 2013-15.

Reflecting the current Culture Strategy, our Library Strategy for 2015-17 remains driven by the very simple **ambition**:

*“To transform lives through participation in, and enjoyment of, reading and a wide range of library services”*

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The **purpose** of the Library Strategy is to:

*‘Provide focus and added value to the efforts of everyone involved in the planning and provision of library services, linked to a very clear view of what will be achieved by 2017’.*

The **Objectives and Principles** of our strategy are also based on those of the Culture Strategy:

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### **OBJECTIVE 1: Health and Wellbeing**

Support a high standard of mental, physical and emotional health for all by increasing engagement with the Library Service and develop initiatives to promote healthy lifestyles, reduce social isolation and increase wellbeing.

### **OBJECTIVE 2: Learning and Development**

Support learning outcomes and personal development for all ages through our innovative Library Service, delivering informal learning opportunities, developing literacy and enhancing our digital offer.

### **OBJECTIVE 3: Towns and Communities**

Enriching our local towns and communities by increasing engagement in libraries, as focal points for our communities. Reinforcing the role of libraries as community hubs for learning, social activity and enjoyment.

### **PRINCIPLE 1: Community Empowerment**

Promote more active engagement in service delivery, from consultation, to volunteering, to devolving services to the local community.

### **PRINCIPLE 2: Work in Partnership**

Continue to work with our partners, internal and external, and regionally across borough boundaries, to achieve shared objectives.

### **PRINCIPLE 3: Inclusion & Cohesion**

Be smarter about collecting information on our customers and communities. Target new audiences and broaden access to our services, breaking down barriers to engagement where these exist, facilitating social progress and improved quality of life.

### **PRINCIPLE 4: Good Value Services**

Continue to develop innovative, modern and efficient methods of service delivery, including through volunteers, thereby maintaining the high quality of our services against a backdrop of reduced budgets, and ensuring that activities are evaluated effectively to retain a focus on outcomes for local people.

## CHAPTER 2: Where are we now and how can we respond to the challenges?

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### 2.1 What services do we currently provide?

The Library Service is currently responsible for the management and development of:

- 10 library buildings – with each branch having an extensive physical book stock, free PC access for customers and free Wi-Fi access, and each running events and activities which are tailored to the local community.
- 1 Virtual Library – providing 24/7 access to a wide range of on-line materials including dictionaries, art and music resources, driving and citizenship tests, encyclopaedias, study and homework help, family and local history resources, legal and business resources, online courses, foreign language courses, newspapers and magazine access, and access to e-books and audio books.
- Reader Development Team – developing and promoting library services to children, young people and adults, managing safeguarding across the service, and working with the branches to deliver our event programme.
- Housebound Service – for people who are housebound either for a temporary period of time (i.e. coming out of hospital) or as an on-going service for people who meet the criteria.
- Links to schools on literacy work.
- Local Studies and Family History Centre – providing access to local and family history collections, holding exhibitions and talks to the local community, and providing support for research.
- Stock Team – managing the stock using a range of IT support systems, in order to provide the right stock at the right price at the right place. We also share a Stock Manager with London Borough of Enfield.

In addition, we are:

- Well underway in our programme of building refurbishments, with nine buildings already completed, and a new library in Harold Hill shortly to go into construction.
- Involved in partnerships with several visiting services, i.e. Age Concern, Arthritis Care, CAB, JobNet, Community Police events, local sports groups and support groups.
- Providing support to the Havering Museum.
- Running a very well supported volunteer programme.

## 2.2 Achievements since the last strategy

Just a few of our achievements in Libraries since our last strategy (2013-15) include:

- Work about to start to construct the new Harold Hill library
- The new library in Rainham opened (July 2014)
- The Library Service was shortlisted in the Local Government Chronicle awards for its Volunteers programme;
- Expanded our volunteering opportunities;
- Assisted in expanding the London Libraries Consortium to 17 members
- Delivered a series of events associated with the Olympic and Paralympic Games
- Delivered a series of events associated with the commemoration of the centenary of WW1
- Produced a Literacy Strategy
- Digitised the Local Studies and Family History collections
- Achieved the Customer Service Excellence award





## 2.3 SWOT analysis

In preparing this new strategy we have prepared a SWOT analysis of our current position and the potential implications of reducing budgets over the next four years.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Location and condition of our buildings</li> <li>• Providing an inclusive service</li> <li>• We have 24/7 access to a large range of services including reference, training and educational support</li> <li>• Support of our Council and recognition of the intrinsic importance of and community value of our libraries</li> <li>• Strong leadership from Members and officers of the Council</li> <li>• Well trained and committed workforce</li> <li>• High customer satisfaction with our services</li> <li>• Delivering an extensive, popular and well attended event programme</li> <li>• Strong community engagement and volunteer support</li> <li>• Strong partnerships with internal services and external organisations using our buildings</li> <li>• An innovative and forward thinking service</li> </ul>	<ul style="list-style-type: none"> <li>• Some of the income targets for room letting are challenging</li> <li>• Committed staff may feel demotivated by service changes</li> <li>• Anxiety from the community about the changes</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Use of new technologies to attract new borrowers and expand our reach in the community</li> <li>• Our trained staff will improve the customer experience</li> <li>• How libraries respond to the 'Digital Age'</li> <li>• Opportunities to generate new income through new charging arrangements, donations, philanthropy etc</li> <li>• Ability to build on our strong volunteering base</li> <li>• Ability to develop our good quality library buildings into community hubs</li> <li>• Opportunity to work more closely communities around branch libraries in each local area</li> <li>• Benefit of experience of learning from co-operative library services delivered elsewhere</li> </ul>	<ul style="list-style-type: none"> <li>• Requirements to make budget savings in an increasingly difficult economic climate</li> <li>• Maintaining the relevance of libraries to the local community, including through new technologies</li> <li>• Maintaining the current range of services, including events, in the context of the proposed reduced opening hours</li> <li>• Reduced ability to generate income as a result of the proposed reduced opening hours</li> <li>• Impact of the proposals on staff, which will impact on the service provided</li> <li>• Future of the housebound service pending a change in delivery model</li> <li>• Future of the local studies and family history service pending a change in delivery model</li> </ul>

## 2.4 Responding to a changing Context – developing a “Partnership” Library Service

Significant reductions to the Library Service budget are required as the Council faces up to the challenge of finding savings. This means that the library service will be working in an entirely new context in the next three years. In considering how to face the future the Council has considered changes made in other parts of the country and the latest advice from the Arts Council.

The Arts Council, in their report: “Community Libraries: Learning from Experience: Summary Briefing for Local Authorities” (January 2013), have identified two main types of “community libraries” that have emerged across the country in the last few years:

1. “Independent community libraries”, where there is no public sector involvement;
2. “Co-produced Libraries”, where there is both public sector and community involvement.

Having Council propose to adopt the “co-produced libraries” model, believing it important that a core team of professional library staff are retained to provide a bed rock for the service. Their experience and skills are considered vital to underpinning the library service offer and to help motivate, train and develop the increased number of volunteers who will be required to help run the service. In fact there are three types of “co-produced library” sub models identified in the Arts Council report: Having Council proposes to adopt the “community supported” sub model, where the service is Council led and funded, with professional staff employed, but with significant support from volunteers.

In Having we propose to call the Library Service the “Partnership Library Service”, so that the vital role that is to be played by both volunteers and council employed staff is recognised.

Having Council believes the current significant involvement of volunteers, the quality of that involvement and their commitment provides strong evidence that the “Partnership Library Service” model can work. The input of volunteers, however, cannot be assumed and the Council will have to work hard to both retain the existing volunteers and encourage involvement from new volunteers. To ensure the new delivery model is a success and to ensure that this Strategy is achieved, the Council estimate that the number of volunteers will need to increase by up to 100% in the next two years. A separate Volunteer Strategy for the Library Service will be written to ensure that this target is reached. The role of the partners will be set out in this Strategy.

The Volunteer Strategy will set out how the Council intends to:

1. Learn from and apply best practice from around the country;
2. Retain the existing volunteers working with the Library Service;
3. Work with the voluntary and community sector to encourage new volunteers to join the service;

4. Market and communicate the volunteering opportunities that will become available;
5. Train and develop the volunteers so that they are able to help manage the library buildings;
6. How the volunteers will be motivated to continue with their volunteering over an extended period of time;
7. How the deployment of volunteers will be organised and managed across the service.

The new delivery model proposes that the current library building managers are retained to provide leadership and management expertise in each library building (as they currently do) and that they are supported by a small team of staff, to ensure that there are always at least two Library staff on duty at any one time, during the “core opening hours” (the core opening hours are highlighted below). It is proposed that a small central team of peripatetic staff are also employed to provide cover for annual leave, sickness etc. It is further proposed that trained volunteers work alongside paid staff during the “core opening hours” and, where they are willing to do so, they work by themselves to extend the opening hours beyond the core offer.

The day to day management of the volunteers working in libraries will be the responsibility of the relevant Library manager, but the overall responsibility for co-ordinating and developing the volunteer programme will be led by a retained post in the Reader Development team

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Havering Council has decided to avoid building closures and prioritise the continued opening of the existing 10 library buildings, for the following reasons:

- The importance of retaining libraries buildings in the town centres and communities in which they are based;
- The importance of ensuring that the current accessibility of the libraries is maintained, particularly for disabled people, for those people who have mobility problems and for those people who do not have access to a car;
- Avoiding building closures (which could result in the disposal of those buildings) means that future investment in those services remains possible, assuming greater levels of funding become available at some point in the future. Closing library buildings means that they will almost certainly be lost forever.

If all of the buildings are to be retained, which is proposed, the only realistic way of making significant budget savings is to reduce the opening hours, which in turn means reducing the number of staff employed by the Library service and reducing the number of staff on duty at any one time. At first glance this sounds as if the service to users will significantly reduce, but this need not be the case: in fact, it is the Council’s intention to retain as much of the existing service as possible through a new delivery model (or business model) for the Library Service. Increasing the number and involvement of volunteers, working alongside professional staff, is at the heart of the new delivery model.

## 2.5 What will happen to each of our Libraries?

The new delivery model proposes five of our libraries, Romford, Hornchurch, Upminster, Harold Hill and Rainham opening at least 6 days and 50 hours a week. These have been chosen to provide a good geographical spread across the borough, so that wherever people live, there will be a library open within a reasonable distance each day (Monday – Saturday).

The remaining five libraries (Elm Park, South Hornchurch, Collier Row, Harold Wood and Gidea Park) will open at least 24 hours a week. Even for the libraries with reduced opening hours, these would include evening periods and Saturday opening. As set out above, these hours would be the “core opening hours” (i.e. the minimum opening hours); but the intention would be to increase those opening hours, with the help of trained volunteers. It would also be the intention to further engage with the community to see what use they would like to make of the buildings.

It is intended that the “Partnership Library Service” model will be extended to include the delivery of the Local Studies and Family History Service, the Housebound Service and the work of the Reader Development team with volunteers and local communities increasingly leading the development of these services with the support of professional staff.

The proposed new delivery model for the Library Service retains the existing book stock and computer budgets, so library users should have access to the same range of book stock and computer services as they do now; plus users will also be able to access the same level of service through the London Library Consortium (LLC). The Council’s leading role within the LCC will need to be reviewed in the light of reduced management resources.

The new delivery model envisages the Library Service developing new ways to generate income through new membership arrangements, philanthropy, donations and sponsorship, using the experience of Library authorities, such as Northamptonshire, as a base to work from. A change of emphasis in the Culture and Leisure Marketing team will result in one post spending a significant amount of time on income generation in the Library service.

The Library Service will experience significant change in the next two years as it moves to a different delivery model. This transformation will have a significant impact on staff, as well as the services that can be provided to the public, during a period of transition. The Action Plan for the next three years, included as Chapter 4 of this strategy, therefore focuses on trying to retain as much of the current service offer as possible; albeit the service will take advantage of new opportunities to develop and transform where resources allow.....and the service can look forward to both the development of services at the new Rainham and Harold Hill Libraries in the next two years.

The new model in retaining all library buildings, allows the continuation and development of the use of these buildings by the community, for the activities to promote the health and wellbeing of the local community.

## 2.6 Demographic Changes

Havering's Culture Strategy summarises the demographic changes facing the borough over the next few years, to which the Library Service, like all Council services and partners, need to respond.

- **An ageing population**

The 2011 census calculated the average age for residents in Havering as 40 – the highest average age in London and above the England average. 17.9% of residents were over 65 and 2.6% were over 85. The percentage of older people is due to increase significantly over the next few years. In 2011 there were 1,937 people over 90, by the end of this strategy (2015) there will be 2,496, and by 2021 there will be 3,297 (a 70% increase).

- **Increasing children and young people**

The 2011 census found 5.8% of Havering's population were under 5s – the lowest in London (though set to increase by 15% in 2015 and by 23% in 2021). The 5-9 bracket is currently about average for London, but is set to increase significantly over the next few years (from 13,307 in 2011 to 15,157 in 2015 and 18,424 in 2021 – a 38% increase).

An estimated 19% of children are thought to live in poverty in Havering, 27% live in lone-parent families, and approximately 400 families have been categorised as having multiple complex needs, with a further 2,000 families categorised as 'barely coping'.

- **Ethnicity**

The population of Havering is the least ethnically diverse in London, but it is becoming more diverse. The number of overseas nationals registering to work who live in Havering has increased by 41.5% over the last five years, with Nigerian, Polish and Indian nationals as the predominant groups. The highest ethnic diversity in Havering is amongst young people, with 23% of school pupils in 2011 coming from non-white ethnic backgrounds, primarily Black African descent. Some estimates predict the current percentage of BME residents could grow 21% by 2016 and 40% by 2021<sup>i</sup>.

- **Disability**

Approximately 17.5% of working age residents in Havering are disabled<sup>ii</sup>, and approximately 49% of Havering residents aged 65 or older have a limiting long term illness<sup>iii</sup>. Of these 65+ residents with a limiting long term illness, 7,742 also live alone<sup>iv</sup>. The JSNA states that this number of disabled people in Havering may increase by 7% over the next ten years, while the number of adults with learning disabilities may increase by the same amount.

## 2.7 How does the Partnership Model measure up to our community's needs?

How does the new partnership model deliver against the needs of our communities, our demographics and the SWOT analysis of current library services?

The SWOT analysis establishes our major strengths as the current popularity of the service, its strong partnership culture and existing volunteer support, strong core staff values, diverse range of community support and wellbeing activities and its inclusive nature in that it provides safe and inclusive spaces for a range of different ages.

These strengths provide the opportunities to build on the current strong partnership and values of the Library Service.

Demographics show our population is ageing and therefore it is important to ensure locally accessible and not always digital resources for this group (though many older people are very computer literate).

Overall the population is growing and becoming more diverse, hence again, the need to ensure a ranges of facilities throughout the borough where a wide range of family and community groups can interact and gain access to learning, enjoyment and social interaction.

Given the threats of budget reductions, this strategy retains and develops the best of our Library Service in that it:

- Retains all buildings to be developed both as libraries and community hubs;
- Provides core library resources open 6 days a week, to cover the key geographical areas of the borough;
- Provide a minimum 3 day / professional services in all other libraries with the potential for additional opening hours if the community wish to partner with the Council;
- Retains professional staff to resource in each library to assist in the recruitment and development of volunteers;
- Builds on the existing strong partnership with volunteers and the local community;
- Allows extension of library building for additional uses if the local community want to take advantage of these excellent spaces;
- Retains access to the full range of excellent book stock and resources through the Council's inter-borough book stock arrangements.

## CHAPTER 3: The Value of Libraries in Havering – why it is important to have thriving library services

### 3.1 The intrinsic and instrumental value of Libraries

The **intrinsic benefits** of reading are both obvious and unique to every reader. Some people read for the mental challenge and purpose of personal development; to learn new skills, develop their knowledge, and discover information. Some read for the entertainment value; for the drama and suspense of a good story, or for the pleasures of escaping reality and becoming immersed in another world. Some read for the personal enrichment it gives them; for relaxing the mind, inspiring their imagination and creativity, even finding spiritual enrichment or expanding their worldview.

The **instrumental benefits** of reading logically follow from these intrinsic benefits. For example, reading improves health and wellbeing through reducing stress, lowering blood pressure and improving mood. Research shows that reading can reduce stress levels by 67% (University of Sussex), and social activities based on reading (e.g. reading groups and author events) help to combat isolation by bringing people together.

Some research even suggests that reading may reduce the onset of dementia, with one piece of research suggesting reducing the likelihood by 35% (New Eng. Jnl Medicine) although this is not conclusive. It is particularly interesting however given the ageing population and predictions that levels of dementia could rise by 61% by 2026 (Kings Fund).

However, libraries are more than a book lending service. Our vision for public libraries in the 21st century sees them providing access to information, learning and cultural content in shared and trusted spaces; inspiring and empowering people to lead active lives, enriched through cultural experience. As such, public libraries have a much greater intrinsic and instrumental benefit than reading alone. For example:

- Increased social interaction - Libraries offer excellent spaces for people to come together to attend groups, activities or talks. As well as improving personal emotional health, such activities aid social inclusion and community cohesion.
- Bridging the digital divide - the provision of PC access in our libraries ensures that people who do not have access to equipment / internet at home are not disadvantaged
- Improving literacy and pleasure in reading
- Improving knowledge, skills and qualifications
- Increased community involvement
- Increased self confidence and self esteem for individuals





- Improving health and wellbeing
- Widening access to cultural opportunities
- Providing information and promoting the borough
- Access to historical resources through the Local Studies and Family History Centre.
- Providing access to government benefits through the Peoples Network computers, ensuring people on low incomes with no access technology are not disadvantaged, though we are now proposing a 50p per hour charge for this service
- Providing a trusted first point of contact and access to information about Council services
- Helping to promote financial inclusion through the provision of information and IT support
- Supporting business development and helping to boost the economy in Havering.

### 3.2 The value of Libraries to residents

- Our library buildings are important as local hubs, for local people to find out information, learn new skills or read for pleasure. The effective access to library services for local communities is of paramount importance, and the 11<sup>th</sup> 'virtual library' will continue to deliver to an even wider audience.
- Library buildings remain a key asset for the local community; they provide a welcoming space for local groups, schools, community organisations and individuals. Providing book stock will remain a key component of the service during the life of this strategy and this needs to be provided in buildings that are comfortable and welcoming. Our buildings need to provide access to people with disabilities and the service will need to provide well trained staff and volunteers to support customers who may not be IT literate, or be able to afford computer access at home. There is also a need for study space for people undertaking research and doing homework / course related studies across the borough. We will continue to run a reduced events programme from our buildings, however with increasing pressure on budgets we will look at opportunities for co-location with other services to ensure we are able to maintain our current service. We will balance the opening hours of our libraries to reflect these important and different needs of our community.
- Although we already receive very high levels of satisfaction from our residents, we are always looking to improve on our services and actively seek feedback from users and non-users. One way we do this is through our Annual Market Research Survey.



### 3.3 How Libraries contribute to Health and Wellbeing

‘Five Ways to Wellbeing’ (commissioned by the Foresight Project) describes the kind of behaviour people can undertake which will lead to improvements in their mental health and wellbeing. In the table below we outline how libraries provide opportunities for each of these identified behaviours and activities.

Positive behaviour and activity:	How Libraries provide opportunities for this:
<p>1. <b>Connect</b>... With the people around you. With family, friends, colleagues and neighbours. At home, work, school or in your local community.</p>	<p>Courses and events available to encourage residents to connect with fellow residents.</p> <ul style="list-style-type: none"> <li>- Many of our customers are of an older generation who use the library as an opportunity to socialise. Libraries will continue to be available for use as community hubs.</li> <li>- There will also be opportunities for parents, children and whole families to bond through family activities.</li> </ul> <p>New media options have meant that our Facebook and Twitter pages provide spaces where people can connect and share like minded discussions about books and culture in the borough.</p> <p>The libraries TV Network has provided people with access to what happens at our events and has given people the confidence to connect with local groups which helps to reduce social isolation and depression.</p>
<p>2. <b>Be active</b>... Discover a physical activity you enjoy and that suits your level of mobility and fitness.</p>	<p>The Library service and library buildings provide ideal local, community hubs for the development of exercise and fitness activities. We will promote health and fitness in a range of settings, with the assistance of public health and NHS colleagues.</p> <p>We hold an extensive range of book stock and online magazines on a wide variety of sporting activities and Health and Wellbeing</p> <p>Observations contained in written form and in a variety of genres and media, sharpens our perception of the world and our ability to take notice.</p>

<p>3. <b>Take notice...</b> Be curious. Catch sight of the beautiful. Remark on the unusual. Notice the changing seasons. Savour the moment, whether you are walking to work, eating lunch or talking to friends. Be aware of the world around you and what you are feeling.</p>	<p>Libraries are the perfect setting to instil and cultivate curiosity, through access to a range of resources in various forms.</p> <p>Libraries worked in partnership with the 'Year of Living Gratefully' project and Poetry and Creative Writing Groups and will continue to encourage young people to notice arts and culture in their day to day life.</p>
<p>4. <b>Keep learning...</b> Try something new. Rediscover an old interest. Sign up for that course. Take on a different responsibility at work. Fix a bike. Learn to play an instrument or how to cook your favourite food. Set a challenge you enjoy achieving. Learning new things will make you more confident.</p>	<p>Whether for pleasure or personal and professional development, libraries provide a valuable place for learning new skills and developing knowledge. Our libraries are available to hold temporary exhibitions and talks, offer a range of courses, and provide free and easy access to information.</p> <p>We run Reading Groups which encourage people to be able to read and analyse books in a sociable group setting.</p> <p>Libraries offer a wide range of online resources which include access to dictionaries, art and music, encyclopaedias, study and homework, family and local history, legal and business support.</p> <p>Libraries also offer online access to a range of newspapers and magazines, and have recently launched 'Universal Class' an online learning resource with hundreds of self-paced, tutor-led courses.</p>
<p>5. <b>Give...</b> Do something nice for a friend, or a stranger. Thank someone. Smile. Volunteer your time. Join a community group. Seeing yourself, and your happiness, as linked to the wider community can be incredibly rewarding and creates connections with the people around you.</p>	<p>Our library service is supported by a very strong base of volunteers. We have in excess of 380 regular volunteers who support a wide range of activities. As part of this new strategy we want to build on this volunteer programme and also encourage local communities to engage fully in the use of library buildings.</p>

Libraries can, and do, make a significant contribution to the health and wellbeing agenda. The central role of libraries, reading and information sources and its contribution to health and well-being is recognised in the work of the Health and Wellbeing Board, in our Culture

Strategy, and by partners in the Health Service and other relevant bodies. This provides us with excellent grounds in Havering to ensure maximum levels of health and wellbeing among residents by using the work of the public library service in the borough.

### **Promoting Healthy Lifestyles**

Libraries have a Health and Wellbeing corner in every branch. These include books on mood boosting, diet, exercise, medical issues, mental health issues, emotional health support, and more. We also hold leaflets from a range of services and will hold sessions in partnership with NHS and other providers to promote health and wellbeing. Libraries also often partner with other organisations to offer space for the delivery of health activities such as healthy eating advice, smoking cessation and blood pressure checks, and offer Books on Prescription (self-help books referred by their GP).

### **Supporting Early Years Development**

The Frank Field Review in 2010 examined the nature and extent of poverty in the UK and presented recommendations for increasing the life chances of children which the report argues is the best way to tackle intergenerational disadvantage. The report proposes nine 'life chance indicators which cover things like behavioural, social and emotional development, cognitive development, home learning environment, and maternal mental health.

Libraries are and will continue to be important partners in supporting early years development.

Libraries provide opportunities for play and all the benefits that come from this, i.e. cognitive, behavioural, physical and social development, stimulating enquiry and problem-solving, and developing emotional engagement between parents and children. Libraries provide opportunities for learning, particularly early communication and literacy, and also provide opportunities for parents to socialise and build support networks.



### **Combating social isolation and ensuring services are accessible to all**

Libraries make a significant contribution to combating social isolation. We run our Housebound Service to support older people and people with particular disabilities which mean they cannot leave their homes. We currently support 95 clients through a specific service that costs approx. £15,000, including some management costs.. We will continue to support these clients in ways that offer better value for the Council, such as using volunteers. Activities for young mums and families will also continue to provide a neutral space for mums to share experiences and build confidence. As community hubs we hope more local community members and groups will use the library for a wide range of activities to support socially isolated groups.

Libraries also work closely with Customers with Special Needs and Caring Organisations to make our services more accessible. The service will continue to train staff and volunteers to enable them to recognise and be aware of clients with autism and dementia.

### **3.4 How Libraries contribute to Learning and Personal Development**

#### **Literacy**

Public libraries serve an important function in the literacy development, which in turn has a major impact on quality of life. Poor literacy skills are part of a cycle of factors that lead to disadvantage and poverty of opportunity. Research shows the links between low literacy and crime, poor health choices, low educational attainment and unemployment<sup>y</sup>.

Recent reviews of child poverty and the Early Years Foundation Stage have identified early language and literacy as building blocks for children's lives, helping to narrow the gap in the life chances experienced by children from poorer homes.

The development of literacy and reading form the core of the public library offer, and visiting libraries and library activities are generally viewed as enjoyable recreational activities by children and young people. This is important as both children's reading attainment and their enjoyment of reading has declined in recent years; yet research studies have shown positive links between enjoyment, learning and academic success.



#### **Digital Access**

Public libraries have a vital role in bridging the digital divide and enabling people to get reliable information from the internet. Not everyone has broadband access, let alone internet access, and many lack the skills or confidence to use the internet. It is also more often those of an older generation or poorer background who do not have access.

#### **Hosting training and development**

Libraries can provide even more opportunities for local people by being a 'host' for training and development, by partnering with organisations who are specialist in other areas to help people gain skills, become more employable, and build their confidence.

We already work with a number of agencies such as Learn Direct and The Sure Trust to deliver such courses in our branches.



## Informal Learning

Libraries provide a safe and welcoming space for community groups or individuals to learn, explore, improve their skills and socialise. We want to work more closely with local communities around our libraries for them to become community hubs and so build on the wide range of opportunities currently available.



## CHAPTER 4: Our Action Plan, 2015-17

### Objective 1: Health and Wellbeing

Objective / Tasks	Base line position 2015	Target 2017	Culture Strategy Principle
Maintain and improve Health and Well being corners in all libraries	5 in place	Maintain the current provision	2,3,4
Maintain the Books on Prescription stock and promote to a wider audience	Stock currently at some branches but not well publicised	Add stock to the Health Corners in libraries where resources allow	4
Run events focused on food, exercise and healthy living	Each of our monthly themes will include one of these key areas	Each of our monthly themes will include one of these key areas.	2,3,4
Continue to promote joining the library from birth to encourage reading and rhyme for children and investigate option for re engaging at reception age	All children born in the borough to automatically have a library card	Maintain the current service	3
Work with the Health & Wellbeing Board to explore new ways for public libraries to contribute to the Borough's Health & Wellbeing priorities.	A number of existing initiatives are already underway or being established, including Healthy Living Corners in all libraries.	Implement new initiatives in libraries, in partnership with other services, which contribute to the health & wellbeing priorities.	1,2,3,4
Deliver the Literacy Strategy to improve opportunities for people in the borough	Literacy Strategy agreed.	Take forward literacy work where resources allow.	1,2,3,4

### Objective 2: Learning and Personal Development

Objective / Tasks	Base line position 2015	Target 2017	Culture Strategy Principle
Engage with other partners and stakeholders to manage learning opportunities for the residents of Havering	Partners currently delivering learning opportunities in Romford Library	Maintain existing service and secure new partnerships in Rainham, Harold Hill and Hornchurch libraries.	2,3
Build on our Volunteer Strategy	A draft strategy has been written, but will now need to be rewritten in	New Strategy written and implemented	1

	the light of this strategy.		
Increase the number of volunteers working in the Library service	380 volunteers	Up to 760 volunteers	1
Continue to digitise the Local and Family History collections using volunteers, to create learning opportunities for the volunteer groups and the local community	Current % digitised	Higher % of the collection digitised	1,4
On-going training for staff and volunteers to promote our on line reference resources to help customers get the most from the wide range of resources	Current training programme	All staff and volunteers trained as required	4
Promote basic IT skills training and run courses with our partners	Currently courses are run in Hornchurch and Upminster	Library to look at opportunities for running self help courses via on line resources to support partners. Courses run at Rainham and Harold Hill libraries.	2,4
Encourage children to start and finish the Summer Reading Scheme	Current participation rates	Continue to run the Scheme and maintain as much of the current participation as possible, taking account of reduced resources	1,2,3,4
Promote our new on line courses including on line languages to improve mental health and support learning	Current number of hits	Increase hits by 10%	3

### Objective 3: Towns and Communities

Objective / Tasks	Base line position 2012	Target 2015	Culture Strategy Principle
Maintain high resident satisfaction levels with Libraries	81.5 % satisfaction	Satisfaction levels at 75%.	4
Use Community Profiles to maintain library membership, including a focus on increasing membership in our most deprived areas of the borough	Increase the % of the population currently has a library card.	Maintain the current % of the population who have a card	1,2,3,4
Increase usage of the new library at Rainham	New Library has recently opened	Increase in the number of activities, partnerships and bookings, in	1,2,3,4



		comparison to the “old” Library.	
Deliver a new library at Harold Hill	Tenders have been returned to construct the new library.	New library opened	1,2,3,4
Continue to support the annual Culture & Leisure Disability Forum	Library presence and presentations given at forum	Continue to actively support	1,2,3,4
Actively work with local communities to develop libraries as community hubs	380 volunteers already in place	Up to 760 volunteers in place. Branch libraries to be co-run with broad opening hours with help from the local community	

i Projected Ethnicity Growth in Havering, London & Outer London Boroughs 2011-2021. Round Population Group Projections, Greater London Authority, 2010 (14).

ii Working Age People with Disabilities, Annual Population Survey: Department for Work and Pensions, (2012).

iii Limiting Long Term Illness in Havering, Census: Office of National Statistics, (2001).

iv Residents Aged 65+, Living Alone with LTLI, POPPI, (2012). Available online at [www.poppi.org.uk](http://www.poppi.org.uk)

v National Literacy Trust (2011) Local authorities improving life chances