

Equality Impact Assessment (EIA): evidencing paying due regard to protected characteristics

Updated following Consultation on proposed
Library Service Changes 2014/15

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যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔



Equality Impact Assessments (EIAs) are public documents. EIAs accompanying reports going to County Councillors for decisions are published with the committee papers on our website and are available in hard copy at the relevant meeting. To help people to find completed EIAs we also publish them in the Equality and Diversity section of our website. This will help people to see for themselves how we have paid due regard in order to meet statutory requirements.

Name of Directorate and Service Area	Central Services – Library, Customer and Community Services
Lead Officer and contact details	Chrys Mellor – 01609 533800
Names and roles of other people involved in carrying out the EIA	Juliet Pudney, Change and Outcomes Manager; Nigel Prince, Team Leader; Karen Atkinson, Team Leader.
How will you pay due regard? e.g. working group, individual officer	Through the work of the working group above and that of the library senior management team.
When did the due regard process start?	At the outset of discussions about future savings in September 2013.
Sign off by Assistant Director (or equivalent) and date	Julie Blaisdale 24 June 2015

Section 1. Please describe briefly what this EIA is about. (e.g. are you starting a new service, changing how you do something, stopping doing something?)
Ensuring the sustainability and provision of library services across North Yorkshire by increasing the number of community run libraries and reducing the number of libraries that are directly staffed by NYCC library staff and increasing volunteer involvement in all libraries. In 2010/11 when community run libraries were first proposed and introduced, an EIA was carried out for those changes. This can be viewed at www.northyorks.gov.uk/previousconsultationeia

Section 2. Why is this being proposed? (e.g. to save money, meet increased demand, do things in a better way.)
To save money. – The library budget will reduce by £1.6 million from £5.8 million in 2014/15 to c. £4.2 million by 2019.
The proposals will build on the success of the existing 9 community libraries. In 2010 there were two community managed libraries in the county. In 2011 the service faced the risk of eight libraries closing, but 7 communities came forward and took on the management of their local library. Several of these have extended their opening hours and most run additional activities for their local community. (Only one library, Hunmanby, actually closed, and the Supermobile has visited there fortnightly since, though the level of usage over the last financial year is lower than any other Supermobile stop, with people preferring to go to Filey, their nearest static library, where they represent 13% of library users [2013 Adult Public Library User Survey])

Section 3. Public consultation

A 14-week public consultation ran from 3 November 2014 to 8 February 2015. The consultation was widely publicised in the local media including social media and in libraries. Stakeholders, including housebound customers, were notified and encouraged to give their views. The public were offered a variety of ways to contribute to the consultation, including: a questionnaire, made available in a number of formats, eg on-line, paper copy, in large print and in an easy read version; drop-in information sessions in 35 libraries; pop-up information sessions in community venues including supermarkets; email and postal addresses for written responses; attendance at a variety of meetings and forums. As part of the consultation, senior library staff gave presentations at the Older People's Forum, the Learning Disabilities Partnership Board and the Physical and Sensory Impairment Partnership Board. Young People's views were also sought at the Youth Voice Summit

There was a good level of participation in the consultation.

- Questionnaire response rates (total of 8159)
 - On-line (web) 5892
 - Paper 2049
 - Large print 73
 - Easy read 145

- E-mails and letters 192
- 6 Petitions 8,782 signatures
- Face to face events 2,500+ attendees

(for more detail please see Consultation Report)

In the consultation questionnaire we asked for equalities information about individuals. The majority of respondents, approximately 93%, told us their gender, age, ethnicity, and whether or not they were disabled.

The North Yorkshire Customer Profiling tool was used to analyse the information given by respondents to the questionnaire. Generally the distribution of respondents across the customer groups, in percentage terms, tracks that of the resident population of the County as a whole. There were slightly more respondents from group 3B, ie those who are more likely than average to be aged 65-84 and living close to settlements, and slightly less respondents from group 10, who are mostly young married couples or young families, living in privately rented semi-detached or terraced housing or single people in large communal establishments.

The most frequent comments on questionnaires, petitions and in meetings were that libraries and library staff are highly valued in their communities and that people wanted their local library kept open preferably with paid staff. Other frequent

comments were that libraries are important for children and for literacy, and 96% of respondents to the questionnaire said they used libraries for books. However, the importance of libraries for all sections of society and the wider role libraries play in health and well-being and access to computers etc was also recognised and commented on.

Section 4. What will change? What will be different for customers and/or staff?

The Library and Information Service delivers a library service to the communities of North Yorkshire in accordance with the Public Libraries and Museums Act 1964. In addition to access to fiction, non-fiction and reference materials, the Library service provides learning activities, adult education, events and activities that support literacy for children, families and adults, family research, signposting to advice, a gateway to a wide range of other services, community information and meeting spaces. Libraries provide access to computers and the internet including support for less confident users. This service is increasingly important to reduce the risk of any North Yorkshire citizens being digitally excluded. Libraries promote social interaction and community cohesion, and reduce social isolation.

Currently the Library and Information Service is delivered through 42 static libraries, one "Supermobile", six "outlets" and nine local collections run in pubs/village halls, a Home Library Service (HLIS) and an on-line service.

Nine of the static libraries are run by community groups (including Hawes and Grassington). Partner organisations and volunteers deliver 24% of the opening hours at 11 of the other libraries.

The Supermobile delivers fortnightly services to 21 communities in rural locations.

The vision is that libraries become hubs in their local communities, offering a wider range of services.

In the face of proposed budget cuts we wish to maintain an accessible network across our large, rural county and consider that the best way to achieve this is to increase the number of community managed libraries. The reduced numbers of paid NYCC staff would be deployed to those libraries which continue to be run by NYCC and these staff would also support community managed libraries. Opportunities to re-locate libraries within the same building as other services will be taken where possible. The proposals would mean that more libraries will need to be community run than run by NYCC; more libraries will be located together with other services; there will be fewer paid staff and more volunteers. If opening hours change this could potentially disadvantage some groups of people, though current community run libraries have shown that they are able and willing to meet local needs.

The differences for customers will be that they will be more likely to be assisted by a volunteer than a paid member of library staff, though community libraries will receive stock, training, access to IT and support from library professionals employed by NYCC. There is potential for deterioration in the quality and consistency of responses to enquiries, given that often a relatively large number of volunteers will be providing the service previously delivered by a small and experienced staff group. However, training will be provided to mitigate this risk, and support and advice will be

available from core libraries. Volunteers may also have greater local knowledge about the community. There will be more opportunity for customers to get directly involved in the delivery of services. Experience of Community managed libraries to date suggests there will be an increase in the type and range of activities offered in community run libraries. Examples include exhibiting and selling locally produced arts and crafts; crafting groups, children's musical activities, film clubs etc. Whilst maintaining a core library service, with a greater variety of providers of library services there could be a greater difference between libraries with potential for a wider range of services in terms of other activities, reflecting local need.

If communities don't come forward to take on libraries, there will be fewer libraries and customers will have to access services on-line or travel further to visit a static library. Some mitigation could be provided by the Home Library Service which is particularly important for older and/or disabled people and those who care for them. - Currently volunteers provide over 2,500 older and/or disabled people with a fortnightly delivery of library books. The supermobile could also plug the gap in communities where no group comes forward, though this could mean a reduction in the service provided to some rural areas currently. Customers across North Yorkshire will continue to have access to the whole of the County library stock, through the supermobile or their nearest library, whether NYCC or community run.

The difference for staff is that following a formal staff consultation there will be a reorganisation to a structure with fewer staff who will carry out fundamentally different roles. For those staff not appointed to the new structure, where possible, redeployment opportunities will be offered. The paying due regard process will be continued and documented as the reorganisation of the staffing structure progresses.

Following the consultation the proposals have been revised to include an element of library staff support in proposed community managed libraries and some financial support towards the running costs of community managed libraries.

Section 5. What impact will this proposal have on council resources (budgets)?

Cost neutral? N

Increased cost? N

Reduced cost? Y

Please explain briefly why this will be the result. **There will be fewer paid staff and fewer library buildings funded by NYCC. By 2020 the savings would be in the region of £1.6 million.**

Section 6. Will this proposal affect people with protected characteristics?	No impact	Make things better	Make things worse	Why will it have this effect? State any evidence you have for your thinking.
Age		x	x	<p>Children and older people are amongst the most regular users of libraries. If communities do not take on their local library this could affect access to library services and other Council services for both older people and children. The primary impact would be increasing the need to travel further to access services. For children and older people this could mean that they are no longer able to visit a library independently. The consultation responses showed that whilst 51% of people walk to the library overall, a higher proportion of children walk to the library, ie 67% of the under 11s.</p> <p>Information from the 2011 census - available on STREAM (www.streamlis.org) shows that older people in particular are more likely to live in households without access to a car or van. A much lower percentage of children live in households without access to a car or van.</p> <p>Reduced frequency of bus services increases the impact for people who rely on public transport, as journeys require more careful planning.</p>

			<p>However, colleagues in Integrated Passenger Transport are working to identify community transport solutions.</p> <p>Only 6.5% of respondents to the consultation questionnaire said they travel by bus to the library, but the percentage travelling by bus was greater for people over 65.</p> <p>The Home Library Service will continue to be offered and promoted to those customers who are unable to visit the library and would mitigate the impact for older people and their carers by providing a home delivery service.</p> <p>The greater opportunities for volunteering could have a positive impact, reducing social isolation. The experience of the current Community Libraries is that most of their volunteers are retired people <i>“Volunteering within a community library has given them the opportunity to help on many different levels. Some really enjoy the interaction with readers of all ages; some like to keep books tidy; some like fundraising activities and others feel happier when keeping the library clean or helping in the garden. The volunteer members of the management committee can continue to use the skills they had in their employment.”</i></p> <p>There has been a huge increase in the number of Volunteer hours since the 7 small libraries became community run – from 32 hours in these libraries in the year to March 2010 to 17,956 hours in the year to March 2014.</p>
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			<p>At the other end of the age spectrum, some of the community run libraries have had great success with increasing children's activities and involvement in their local library, eg Bookstart Bear Club, aimed at introducing babies and toddlers to books and the Summer Reading Challenge for 4-11 year olds, where the numbers taking part are generally up.</p> <p>On the less positive side, some of the older volunteers have been more anxious about young people using the library, so the service needs to be aware of this and continue to provide training and guidance to volunteers and innovative ways of working in this area, eg through intergenerational projects which improve relationships between different age groups.</p> <p>The nationally validated Children's Public Library User Survey showed that children continue to feel their community library is a safe place and in the main scoring them as highly as children scored county run libraries.</p> <p>The age group breakdown of respondents to the consultation questionnaire were as follows:-</p> <table data-bbox="884 1630 1203 1998"> <tr> <td>Under 11</td> <td>1.3%</td> </tr> <tr> <td>11-15</td> <td>0.8%</td> </tr> <tr> <td>16-19</td> <td>0.6%</td> </tr> <tr> <td>20-29</td> <td>3%</td> </tr> <tr> <td>30-39</td> <td>9.8%</td> </tr> <tr> <td>40-49</td> <td>16.2%</td> </tr> <tr> <td>50-64</td> <td>25.8%</td> </tr> <tr> <td>65-74</td> <td>24.1%</td> </tr> <tr> <td>75-84</td> <td>11.3%</td> </tr> </table>	Under 11	1.3%	11-15	0.8%	16-19	0.6%	20-29	3%	30-39	9.8%	40-49	16.2%	50-64	25.8%	65-74	24.1%	75-84	11.3%
Under 11	1.3%																				
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40-49	16.2%																				
50-64	25.8%																				
65-74	24.1%																				
75-84	11.3%																				

				<p>85 and over 3.2%</p> <p>Older age groups were well represented amongst the respondents, but there were a low number of young people responding to the consultation. Looking at the response rates for individual libraries, Colburn and Catterick had a proportionately high percentage of users under 11 and Eastfield and Skipton libraries of those between 11 and 19. There were proportionately higher numbers of those between 16 and 19 from Selby and Scarborough Libraries.</p> <p>In terms of staff, the current age profile shows that 50% are aged over 50.</p>
Disability		x	x	<p>In 2013/14 there were 981 library customers who had chosen to register with the service as disabled to be eligible for some concessions on audio formats as an alternative to print. This number represented 1% of all active borrowers. The total number of customers who have a long term illness or disability is likely to be higher than this as 31% of people completing the Adult PLUS survey in 2013 said they had some kind of disability, eg mobility, sight or hearing problems. Of the respondents to the Consultation questionnaire, 13% (36% for the Easy read version) considered themselves to be disabled or to have a long term limiting condition.</p> <p>Of the 13% of respondents to the consultation questionnaire who</p>

			<p>considered themselves to be a disabled person or to have a long-term, limiting condition, 49% said they had a physical impairment, 15% a sensory impairment, 10% a mental health condition, 5% a learning disability; 3% a cognitive impairment, 50% a long-standing illness or health condition and 7% another condition.</p> <p>Of those who responded via the easy-read version of the questionnaire, 36% said they had a disability or long-term illness or condition. Of these 14% had a physical impairment, 14% a learning disability; 4% a mental health problem or illness; 7% a long-standing illness and 8% another illness or condition.</p> <p>If communities do not take on their local library this could affect access to library services and other Council services for disabled people as people would need to travel further to access services. However, given our previous experience we are optimistic that communities will respond to the opportunity to provide services.</p> <p>In their responses to the consultation questionnaire, 49% of disabled people said the proposed changes to the library service would affect them a lot, compared with the overall response of 44%.</p> <p>Volunteers in community run libraries may have less experience of assisting people with disabilities. Concern about this was reflected in</p>
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			<p>some comments received during the Consultation.</p> <p>The Council provides equalities training for volunteers which considers supporting people with different needs, and can provide access to other specialist training, eg dementia training, and access to support from paid staff if needed.</p> <p>The Home Library Service (HLIS) will continue to be offered and promoted to those customers who are unable to visit the library because of temporary or permanent disability. This would help to mitigate the impact of the proposals.</p> <p>Under the proposals, there will be increasing opportunities for people to volunteer in libraries, whether council run or community managed. Libraries have proved to be supportive venues for people with disabling conditions to increase their confidence - <i>"I have a lot of medical problems but volunteering in (x library) has given me a lot more confidence to talk to people and help them"</i></p> <p>The consultation responses indicated interest in volunteering opportunities. Some 17% of disabled respondents said they would either be likely or extremely likely to volunteer, which is only slightly below the overall percentage of people who said this (19%)</p> <p>Greater use of the library service</p>
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				<p>on-line (e-books and audio books via website) is another option for those with computers at home and may mitigate adverse impact for people with a sensory impairment. We already have one HLIS user using e-books. It is acknowledged that this option is less useful for those without good broadband access eg in some rural areas. Also, the consultation responses showed that 22% of disabled people said they did not have access to the internet, compared with 7% of respondents overall. 41% of disabled respondents said they did not use any online services, compared with 35% overall.</p> <p>Eastfield, Filey and Selby had the highest proportions of people who considered themselves disabled.</p> <p>The responses in the questionnaire from disabled people showed they were less likely than other respondents to travel further to another library (42%), use the online service (34%), or use alternatives to libraries (40%) and more likely to stop using libraries (69%).</p> <p>We will continue to work with disability groups to develop a range of accessible options to meet their needs, building on the existing HLIS, audio and on-line services.</p>
Sex (Gender)		x	x	<p>Whilst the library service is available to all, in general more women than men use libraries. This applies to both younger and</p>

				<p>older women. The consultation results reflect this with 32% of respondents being men and 65% women. Women with young children are regular users of libraries, as libraries are a safe, cost-free place for children. Any adverse impact is likely to be because of other protected characteristics rather than gender per se.</p> <p>In terms of the staff group, 73% are women. Volunteers are also more likely to be women, so the increased opportunities to volunteer in libraries will have a positive impact.</p>
Race	x			<p>According to the 2011 census North Yorkshire has 15,901 people who describe themselves as “other ethnic”, that is non-white ethnic. This is 2.7% of the population compared with 11.2% of the population in the Yorkshire and Humber Region and 14.6% of the population in England. There are known ethnic minority communities in several parts of the County specifically, the Chinese community in Harrogate, South Asian Community in Skipton and a Gurkha population at Catterick military camp. There is also a traveller and gypsy community based around the Stokesley and Thirsk areas where there are public Gypsy and traveller sites.</p> <p>The results of the consultation show a lower percentage (1.02%) of non-white respondents than the percentage in the North Yorkshire population. The question about which library they use, reveals that</p>

			<p>there are more ethnic minority respondents using Harrogate and Skipton libraries than other libraries. Harrogate and Skipton are both proposed as core libraries, so this perhaps presents an opportunity to recruit volunteers from a diversity of backgrounds.</p> <p>From the Public Library User Survey (PLUS) returns, the library service overall does not appear to be reaching people from different ethnic backgrounds, although we know that the service in Skipton is being used by some people of Asian background, particularly children. We also know from anecdotal information from staff and community groups that the library service is well used by recent arrivals including Eastern European migrant workers. Polish books are supplied for the Polish migrants. Libraries already work actively with minority ethnic communities, by attending engagement events such as Community festival promotion events and local community cohesion groups. Examples of this are a Diwali awareness event at Skipton Library and the involvement of libraries in the Skipton Eid community event. This work is complemented by offering targeted book stock. Black and minority ethnic (BME) customers also regularly attend story times which take place both inside the library, with partners such as children's centres and at community events. At Harrogate an informal group meets offering the opportunity for practising conversational skills.</p>
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				<p>There has been some work with the Gurkhas based at Catterick Garrison Library who are participating in the national Six Book challenge scheme aimed at improving English language skills.</p> <p>We know that most BME people in North Yorkshire are resident in the more urban areas or associated with the military base at Catterick. The proposals are that libraries in the main urban areas continue to have paid NYCC staff, and therefore we do not anticipate that BME people will be more negatively affected by the proposals than other groups. For those BME people living in very rural areas, a range of bookstock will be available via the supermobile or in outlets. This can include bookstock in community languages.</p>
Gender reassignment	x			We have no evidence that the impact should be greater on people with this protected characteristic.
Sexual orientation	x			We have no evidence that the impact should be greater on people with this protected characteristic.
Religion or belief	x			We have no evidence that the impact should be greater on people with this protected characteristic.
Pregnancy or maternity			x	If communities do not take on their local library this could affect access to library services and other Council services in terms of increasing the need to travel further. This may be an issue for pregnant women or mothers who may be less likely to have access to a car.
Marriage or civil partnership	x			We have no evidence that the impact should be greater on people

				with this protected characteristic.
Section 7. Would this proposal affect people for the following reasons?	No impact	Make things better	Make things worse	Why will it have this effect? Give any evidence you have.
Live in a rural area			x	<p>North Yorkshire is predominantly a rural county and is sparsely populated with 0.74 people per hectare compared with 3.43 for the region and 4.07 for England. Ryedale, Hambleton, Craven and Richmondshire are amongst the least densely populated districts in England.</p> <p>32.6% of North Yorkshire's population live in areas classified as rural villages, hamlets or isolated dwellings.</p> <p>If communities do not take on the running of their local library this could affect access to library services and other Council services for people in rural areas as they will have further to travel.</p> <p>Reduced frequency of bus services increases the impact for people who rely on public transport, as journeys require more careful planning.</p> <p>However, colleagues in Integrated Passenger Transport are working to identify community transport solutions, eg a Car has been supplied to Nidderdale Plus to provide a service in that area. The library service is also extending the range of its services that are available online. If communities do take on the running of their local library there would be the opportunity for an increase in the</p>

				<p>range of activities and services provided, to meet the needs of local people, as well as providing opportunities for volunteering. However, if the community group is unable to open the library for the current opening hours, the service could be available for fewer hours.</p>
Have a low income			x	<p>If communities do not take on the running of their local library this could affect access to library services which includes computers, and access to other Council services for people on low income as they may be unable to afford to travel a greater distance to a library. A consequent impact could be that people are unable to apply for jobs, as the facilities will not be there for this and an increasing range of services which have to be accessed on line.</p> <p>Community run libraries would be encouraged to provide the same range of digital support as staffed libraries do, though this will depend on their ability to attract volunteers with the necessary skills and/or willingness to attend training to acquire them.</p>

Section 8. Will the proposal affect anyone more because of a combination of protected characteristics? (e.g. older women or young gay men?) State where this is likely to happen and explain what you think the effect will be and why giving any evidence you have.

There potentially could be a greater impact on older people who also have a disability or who live in a rural area. Information from the census shows that there are higher proportions of older people in households without access to a car or van for example. Any impact on older people is likely to be greater on women as women live longer and more women use libraries than men.

Section 9. Only complete this section if the proposal will make things worse for some people. Remember that we have an anticipatory duty to make reasonable adjustments so that disabled people can access services and work for us.

Can we change our proposal to reduce or remove these adverse impacts?

The proposals are constrained by the reduced amount of money available for the service. The impact is to some extent dependent on the support of other services and the willingness and ability of community groups to take on the running of some libraries. A Community managed library is a better option than no library and the potential adverse impacts of being community run can be mitigated by having a robust Service Agreement and professional support. Library volunteers are provided with a range of training which includes Equalities. This training aims to support volunteers to understand how they can support people with protected characteristics including age, disability and race to use library services. Any changes to services would take place over time, which will enable staff to work with existing users with particular needs, including disabilities, to ensure as smooth a transition as possible. This could include people transferring to the Home Library Service, making people aware of the services provided by RNIB and other organisations. As part of the consultation the service engaged with communities at a very local level to explain the proposals. –Information days were held in each library.

The impact of a library closure could be mitigated by expansion of the online service; delivery of the Home Library Service; re-routing of the Supermobile; and support of local collections and outlets.

The proposals suggest having a library in the key centre of population in each District. Reasons for this include higher resident and day time populations and, as major centres, these towns are the most accessible by public transport.

The proposals are part of the County Council's Stronger Communities Programme. Stronger Communities will engage with local communities and intends to reduce adverse impacts by providing support for communities to increase their ability to take on local services.

The revised proposals include an element of staff support for proposed community managed libraries, which could help to mitigate adverse impacts.

Can we achieve our aim in another way which will not make things worse for people?

The level of savings required is such that the service cannot afford to run as many libraries as it currently does. Just reducing hours at all libraries wouldn't make sufficient savings. The service is therefore dependent on other services/communities/volunteers coming forward to work with libraries.

If we need to achieve our aim and can't remove or reduce the adverse impacts get advice from legal services. Summarise the advice here. Make sure the advice is passed on to decision makers if the proposal proceeds.

The equalities impact assessment has identified potentially adverse impacts on people with protected characteristics. In order to reduce those potential adverse impacts, volunteers will be provided with training to give them the skills to deal with queries and provide assistance to customers. The Home Library Information Service will also continue to be offered and promoted to those who need it. Where a community does not take on the running of their local library, use of the Supermobile will be considered to reduce adverse impact. The effect of the changes will be continuously monitored to ensure that people with protected characteristics are not put at a significant disadvantage.

Section 10. If the proposal is implemented how will you find out how it is really affecting people? (How will you monitor and review the changes?)

The service will continue to collect data on usage etc so will be able to measure the effect by library. The service will also continue to undertake the nationally validated Public Library User Surveys and gather customer feedback through Comments books etc. We already collect this information, and feedback for current community libraries is very positive. The Service is also planning to undertake a post implementation review.

Section 11. List any actions you need to take which have been identified in this EIA

Action	Lead	By when	Progress
Discussions in local communities.....encouraging groups to come forward	General Manager Libraries/Stronger Communities team	By Dec 2015, then on-going	
Development of Service Level Agreements with community groups, including requirement for services to be inclusive and universal etc...	General Manager Libraries	By February 2017	
Provide Training for volunteers, including equalities and disability awareness training	General Manager Libraries	By February 2017, then on-going	
Provide support for disabled and older people to use on-line services	General Manager Libraries	On-going	

Continue to provide the Home Library Service	General Manager Libraries	On-going	
Review the use of the Supermobile to help mitigate areas of adverse impact.	General manager Libraries	By February 2017, then on-going	
Conduct a post-implementation review	Assistant Director Library, Customer and Community Services	By September 2018	