Equality Impact Assessment

Changes to Services – Community Impact

To identify whether a service change will impact on all sections of the local community equally and agree what action can be taken to better understand the impact and to reduce any inequalities.

About the Service

Name of Service	Customer Services Operations
Name of Officer responsible for EIA	Kathryn Green
What outcomes does this service deliver for customers or the public?	Customer Services is responsible for the delivery of the statutory public library service, face to face customer services appointments primarily for Finance and Berneslai Homes, the main Council Contact Centre and switchboard, including a 24/7 emergency telephone line for Berneslai Homes (repairs) and Highways, and also the statutory Registration Service.

About the Service Change

Why is the service changing?	The need to re-model the Service has been identified in order to address changing demands in line with the successful implementation of the Customer Services Strategy, channel shifting more people to complete transactions online. There has been a significant change in demand for appointments with a 57.51% reduction in appointments between 2014/15 and 2015/16. Alongside this the desire of Finance and Berneslai Homes to progress this further, along with the Future Council 2020 Outcome to have 70% of contacts completed online has significantly affected the Service offer. In addition, the financial savings for Future Council 2020 will require the Service to work within a smaller financial envelope, requiring the Service to review its future operating model to ensure that the Council's statutory requirements are fully met and the new model is fit for purpose and

	sustainable. The current operating model for the public library service and face to face customer services functions is very lean and this has resulted in stress for staff and an inability to deliver consistently the wide range of activities to be expected from a modern public library service.
How is the service changing / likely to change?	The new operating model will be determined following a period of customer engagement and public consultation to determine the aspects of the Service which are most valued and to test public reaction to potential options for a future service model. However, known information indicates a reduced need for face to face customer service appointments. Berneslai Homes have reviewed the service they require Customer Services to deliver on their behalf and intend to change to a single point of contact at the Central Library for face to face customer services appointments for our most vulnerable customers only. This is based on the evidence that customer service appointments have reduced by 57.51% between 2014/15 and 2015/16 and have transitioned to completing applications online and self-service. Similar discussions are currently underway with Finance on the future requirements. Currently customer service appointments are offered at 8 locations across the borough. Finance is also considering how to define 'vulnerable customers' and the outcome from this task will inform the future model for Customer Services. The new operating model for the public library service will meet the statutory requirements of the 1964 Public Libraries & Museums Act and will be formulated following an initial period of public engagement and consultation. This will then be subject to a longer period of public consultation where comments will be invited on the preferred future delivery model from members of the public and stakeholders, before a final decision is made by Council.
What will this change mean for the service's outcomes for customers / the public?	Evidence shows that significant numbers of customers are already completing their contacts with the Council online where the option exists. As these

	opportunities are developed further then it is likely that the 2020 target of 70% contacts completed online will be achieved. Customer Services will continue to assist vulnerable customers, and the current provision of public access computers, free Internet and free WiFi in all public libraries, along with support to use IT, enables customers to transition to self service. The future delivery model for the public library service will ensure that the statutory provision meets the needs of the residents of Barnsley in providing access to a full range of library services and activities and that the Council's responsibility to provide a 'comprehensive and efficient service for all persons' in the area that want to make use of it will be met. The proposed model will be formed following a period of public engagement and analysis of the results, alongside demographic information from the local needs assessment, performance and financial data. The proposed model will be subject to public consultation and a revised EIA produced.
When will this be taking place (start and finish)?	The Service will seek approval from Cabinet to initiate a period of public engagement in Autumn 2016. This will be followed by a further period of public consultation with the aim of a decision on the future model by September 2017, with implementation taking effect in 2018/19.

What We Already Know About the Equality Impact of the Service

Service feedback: What do you already know about the equality impact of the service? This could be from consultation, complaints / compliments, stakeholder feedback, staff anecdotal evidence etc.	• Staff intelligence would suggest that **Older people** use the library service for both traditional library services, to access IT and to use the community spaces within libraries in order to socialize and learn. Older people may have difficulties with mobility, using their own or public transport or carrying items for long distances. The Home Library Service is predominantly used by older people no longer able to access a static library but still wanting to utilise library services which help support independent living and improve health and wellbeing. • **Economically deprived people** may not have access to the internet at home, so a library's free internet is of value in accessing services. Equally the provision of free public WiFi in all libraries enables

members of the public to use their own devices without using up their own mobile data allowances. This group may also have limited access to a car or be affected by the cost of public transport, and therefore close proximity of a library to where they live is a key determinant in continued use of the Service.

- Staff intelligence would suggest that **Disabled people** use customer services and the public library service to access Council services and to find out about community services.
- Anecdotally, we are not aware of many **Deaf People** using the service, which is something that we will need to better understand within the development of the new service. We do know that we have 127 active borrowers registered with a **hearing impairment**, but this does not give us an accurate picture of the numbers of Deaf people using the service at present.
- **Children/younger people** use the library service for their learning, reading for pleasure, attending groups and holiday activities and to supplement a school's resources. The Service plays a key role in supporting language development in very young children, particularly through Book Start and story and rhyme sessions, and literacy for children generally.
- **BME People** access the library service in order to attend community groups, Conversation Cafe and access library stock in languages other than English. Use of the public access computers is high for migrants/asylum seekers, both for maintaining contact with family and friends, but also to find out about life in Britain and to find out about the residency/asylum process. This group may also need assistance in completing customer service functions due to language/communication needs.

Data to support some of these anecdotal assertions is available from the library management system and customer satisfaction surveys outlined below and in the local needs assessment.

Since libraries function as a neutral community space, they are a venue for community groups to hold meetings, and a place where people from different backgrounds and communities come together and interact. The impact of a new delivery model on this purpose will form part of the community engagement and public consultation and will therefore involve these groups. Details of which groups use libraries and their attendances forms part of the local needs assessment.

Customer complaints and compliments for the Business

	Unit in 2015/16 showed 26 complaints and 357 compliments. This supports the high levels of customer satisfaction for the Service recorded in the PLUS surveys.
Data: What evidence is available about equality impact of the service area and what does it tell you? This could be service performance monitoring data, it could demographic data (as shown in ward profiles), etc.	Some evidence of the potential equality impact of the Service is available from the Library Management System, CRM system for customer services function, customer satisfaction surveys and from the Local Needs Assessment which has been produced to detail the demographic breakdown and key factors impacting delivery across the borough and individual Wards. There were 17,420 active borrowers across Barnsley libraries between 1st April 2015 and 31st March 2016 which equates to 7.29% of the population (based on ONS Mid 2015 Population Estimates). Of these active borrowers, 64% were female, 35% aged 15 and under, 24% aged 65 and over, 8% disabled and 93% White British. It should be noted that active borrowers are people who have loaned an item, but there will be other library users who simply use the building or IT facilities and will not be recorded in these statistics. The equalities data in the Library Management System is also not complete for all active borrowers (70% complete), so the percentages are for those customers with complete profiles. Work is ongoing to improve the completion rates for customer records and the data will be updated in future EIAs. Customer Satisfaction Surveys (PLUS) for Adults and Young People survey all library users during the specified survey week. In October 2015, 2,106 people aged 16 and over completed the Adult PLUS Survey and of these, 62% were female, 31% were aged 65 or over, 97% were heterosexual, 64% were not in employment (including retired and unemployed amongst other categories), and 34% of respondents reported one or more disabilities. In February 2014, 490 people aged 15 and under completed the Young Peoples PLUS Survey and of these, 57% were female, 63% were pre-school to KS1, and 94% were White. Overall satisfaction with the library they visited was 9.3 out of 10. Of the KS2 group, 98% reported that the library had helped them to enjoy reading and to get better at reading, 95% to find things out for themselves, and 84% to help them complete projects or homework. More detailed

	analysis is available in the local needs assessment.
Previous EIA's: Has there already been an EIA on all or part of this service before, or a related service? If so, what were the main issues and actions it identified?	The Service has conducted several EIAs in recent years in relation to changes in the delivery of the public library service: Libraries & Archives EIA (30th January 2012) 1. Monk Bretton Library is not DDA compliant 2. There is a need to improve analysis of equalities data within the service 3. There is a lack of provision for library information and services in alternative formats/languages. This has subsequently been mitigated in part with the introduction of the 'Big Word' initiative. Future Library Strategy (18th September 2013) 1. Identify alternative provision for Monk Bretton Library in order to met DDA access. 2. Analyse results of public consultation and review draft Future Library Strategy and proposed opening hours. 3. Review all comments from public consultation and incorporate key actions into service planning Re-location of Central Library (14th January 2014) 1. Concerns re accessibility in relation to public transport. Only one bus route travels via Westway. 2. Parking provision in area of Wellington House, including disabled parking spaces. There is more parking provision within 200m of Wellington House, including parking for blue badge holders, than within 200m of Central Library. 3. Suitability of the area, particularly for families and children to visit. No evidence that there was any variation in crime or anti-social behaviour in this area compared to rest of the town centre during library opening hours. 4. To monitor usage and satisfaction levels on a regular basis. New extension on rear of Wombwell Library (20th February 2014) 1. Advise Berneslai Homes on project and potential impact on disabled customers 2. Communications to public 3. Communications to local businesses 4. Update procedures for Contact Centre re booking appointments at Wombwell 5. Inform Home Library Service of potential temporary clients

6. Monitor usage and satisfaction levels
7. Implement any agreed mitigating actions throughout project.

Closure of Monk Bretton Library (8th September 2014)

1. Subject to decision being approved, offer Home Library Service to customers identified through public consultation
2. Review take up of Silverdale to evaluate effectiveness of offer.

Cessation of Mobile Library Service (23rd February 2015)

1. Concerns during public consultation related to the ability of older people to access a static library, rather than the Mobile which visited their street and the ability to carry books longer distances and wait for public transport.
2. Children were concerned that parents would not be able to take them to static libraries, particularly from those living in rural areas.
3. Subject to decision being approved, offer Home Library Service to customers identified through public consultation
4. Consider increased use of volunteers for the Home Library Service and the introduction of a Good Neighbour Scheme.
5. Review take up of other service points.
6. Address customer concerns and complaints via Customer Services Feedback and Improvement Team, PLUS Surveys and Home Library Service satisfaction survey.

These findings were reported at the time, mitigations provided and actions completed. We will review the issues raised to inform the engagement where any are directly relevant, alongside the outcomes from the new engagement activity.

Assessment of Equality Impact

Protection from unlawful discrimination is provided by the Equality Act in relation to the following characteristics:

- disability
- age
- gender reassignment
- pregnancy, maternity, breastfeeding
- race
- religion and belief
- sex
- sexual orientation

An "equal" service is one where those who ***need*** to use the service the most ***do*** use the service the most.

What do you know about the extent to which the above groups need to use your service? What do you know about the extent to which they do use your service? And is there a gap between the two? How will the service change affect this?

From the Library Management System we have complete equalities information for approximately 70% of active borrowers. We know that 57% of active borrowers are either aged over 65 (24%) or aged under 15 years (35%). From this sample we know that 7% are from a BME background which as a proportion of active borrowers is a higher percentage than the population of Barnsley overall.

Conversely 12% of Barnsley's population report their day-to-day activities limited a lot, compared to 8% of active library borrowers recording a disability (e,g, eyesight, hearing, mobility). Whilst these are not a direct correlation they give an indication that fewer disabled residents actively use the library service. Part of the focus group engagement would be to explore the reasons for this and how the Service can be made more attractive or accessible.

During the engagement activity for the Future Library Strategy in 2013 focus group activity was undertaken with various equalities groups on the importance of the public library service to them, the Strategy's 6 priorities and the impact of the proposed delivery model.
Three focus groups were held with 40 attendees representing equalities sector e.g. BME, disabilities, LGBT, and a mix of library users and non-users.

The key themes from the focus groups were:

- Children and young people - events for teenagers, working with schools
- Marketing
- Improved customer service
- Improved book stock
- Books, posters, signs in languages other than English
- Specialist classes
- More partnership working
- Volunteers from BME community

For the review on Re-modelling Customer Services further engagement activity will take place with similar representative groups to understand any changes in requirements and the impact of a revised delivery model for the borough.

An "equal" service is one where people are equally likely to receive a **good quality of service,** and one where the service leads to **good outcomes for the customer.**

What do you know about the quality of the service people receive (eg fair decision-making, waiting times, etc)? What do you know about the outcomes your service achieves for customers or the public? How will the service change affect this?

The statutory public library service is based on equal access for all persons wanting to make use of it. We measure customer satisfaction through the Adults and Young Peoples PLUS Surveys and whilst these give an overall satisfaction score for the Service and each individual library this cannot be broken down by equalities characteristics groups (the number of respondents from these groups is known by individual library). Of the respondents in the Adult PLUS Survey, 34% indicated they had a disability, 92% were White British, and 97% heterosexual.

In 2015, 94% of respondents in the Adult PLUS Survey rated the library service overall as 'Very Good' or 'Good'.

In 2014, overall respondents in the Young Peoples PLUS Survey rated the Library Service 9.3 out of 10.

The proposed model will be developed using information available on the demographics of the borough and local needs assessment, the outcomes from the customer engagement and public consultation, and will be subject to further updated equalities impact assessments to mitigate against any unintended impact for equalities groups. All engagement and consultation activities will be inclusive and accessible and planned to ensure that the widest range of people have the opportunity to contribute, so that we capture information of the different requests, needs and aspirations.

Monitoring and evaluation of performance trends and customer satisfaction levels following any changes to service delivery will form part of the management of the Service.

An "equal" service is one where people can find out about it, apply for it and use it **accessibly and independently**.

What do you know about the accessibility of the service? How will the service change affect this?

The public library service is a statutory service available for anyone wishing to use it and it has a duty to lend items to people who live, work or study in the borough. Full membership of the library service is available on providing acceptable proof of name and address, but options are also available for temporary membership for visitors and members of the public with no ID, including homeless people. The Service also has a statutory duty to encourage both adults and children to make full use of the library service.

Information about the library service is available on the Council web pages and services, events and activities are actively promoted through social media and local media distribution networks.

All library buildings are DDA compliant, including disabled access and hearing loops. Translation services are available through the Council, and signers can be provided for special events.

The Service has self service kiosks at Central and Goldthorpe libraries, providing privacy and enabling customers to issue and return items and manage their account without any staff intervention.

Library Services are also available online 24/7 with the use of a PIN, including the ability to join online, search the catalogue, reserve items, renew items and access most online reference resources remotely.

The provision of free WiFi at all libraries also enables customers to self serve by bringing their own device to the library.

The Central Library holds the Rainbow Tick Silver Award for accessible services to the LGBT community.

All libraries are breast feeding welcome locations and all are hate crime reporting centres.

It would be a fundamental requirement that the new Service delivery model continued to offer equal access for all to the statutory service in Barnsley.

It is understood that because of the demographic differences within the users of the library, as outlined within this EIA, that the consultation we undertake will need to be inclusive and accessible. The format of the consultation will be carefully considered and planned to make sure that we get to engage with a wide range of people with different wants needs and aspirations.

Which of the following have you identified a potential inequality for? Is this currently the case, or after the service change, or both?

Please indicate the degree of potential inequality. (H – high, M – medium, L- low, N – none)

Group	Now	After	Details
Men	N	N	There should be no change in equality of service based solely on gender.
Women	N	L	There should be no change in equality of service based solely on gender, however as the majority of active library borrowers are women, any change to the delivery model will have a greater impact on this group.
Disabled people	M	H	Deaf people, hearing impaired people and the visually impaired people may experience difficulties accessing the service both now and following any change due to the limited specialist resources or trained staff to help with communication needs and also in providing resources and support to use the IT facilities. As part of the re-modelling, increased online provision for Deaf people would be an area for development. Depending on the new Service model, the potential for increased reliance on self service access may be a barrier to some disabled people (i.e.the absence of power doors on some of our libraries may impact people being able to access the building when the technology only is in operation), but clear plans and mitigation activity will need to be in place in relation to accessibility of buildings, services and associated health and safety issues, including fire strategies.
BME people	M	M	The lack of information in alternative languages can cause communication issues and barriers for this group. Depending on the new Service model there is potential for this to be increased if alternative delivery models for sites are introduced which reduce access to trained staff or introduce greater levels of self service. Plans to reduce this risk would need to be in place, and web tools can be used to improve access, so the overall risk is not expected to increase significantly.
LGBT people	L	L	The quality of service received is not affected for this group, however there is some impact on access to services as LGBT stock is located at Central Library and is not widely available

			at all locations, but this can be supplemented with the e-book collection. It is unlikely under the new model that this situation would change.
Trans people	L	L	Whilst the same comment for LGP people may be applicable for this group, subject to the future model there may be concerns regarding the quality of service received and personal safety if there is a move to self-service access and a reduction in trained staff. Plans to reduce this risk and potential impact would need to be in place.
Young People	L	H	The current limitations are around the location of libraries for those living in more rural parts of the borough and the dependency on a parent or guardian to take them to the library when young. It is a legal requirement for all under 8's to be accompanied by an adult, but for older children, if a library is not within walking distance this can prevent young people from accessing the Service independently. Some families do not give the support for children to access the Service or value the role libraries play in educational development and attainment and a reliance on family to take a child to the library may prevent some from using the Service. There is potential for this impact to increase depending on the future delivery model. Accessibility could reduce either geographically or in terms of opening hours, and a move to increased access through self service would require all under 16's to be accompanied by an adult during non-staffed hours for their own safety and as part of the operating parameters. There is also the risk with a community managed model for this age group to become less engaged with the library if the demographic of volunteers is not representative of the wider community with role models young people can identify with.
Older people	L	H	Older people can have limited access to libraries depending on where they live, their mobility and access to transport, either private or public. Older people also find it harder to carry books for longer distances and they value the community aspect of a library for reducing social isolation. This also has benefits on their health and wellbeing. There is potential for an increased impact for this group depending on the future delivery model. If the distance this group had to travel to access a public library increased then they could be impacted physically, financially and socially. They are also likely to be the group most concerned about personal safety with an increase in self service access, so careful mitigation would be needed to ensure a balance of staffed and self service hours. Any move to a community managed delivery model is likely to involve this group more in the delivery of the service as the national tendency is for a higher proportion of retired users to volunteer within a community due to time capacity.
Faith groups	N	L	There are no specific issues currently identified with faith groups using the public library service. However, any changes should be fully explored with the relevant forum . Research from other local authorities has indicated that with

			full engagement with faith groups it is possible to retain the reputation of the library as a safe, appropriate and neutral space.
Pregnancy / maternity	L	L	All libraries are breast feeding friendly locations and support the Council's policy. Whilst the Service will always support a mother's right to breast feed in the library, not all buildings are able to offer a private space if requested. There would be no change to this situation as a result of any changes to operational delivery.
Other: **Eg carers, homeless, military, low incomes**	L	H	In this section, the group most likely to be affected are members of the public on low incomes. The statutory requirement is for a free public library service and it is possible to borrow books and use IT and resources without incurring any cost. Charges are incurred for additional services such as requesting an item, overdue charges and printing/photocopying, but these are kept at a low rate to encourage continued use of the Service. Depending on the future delivery model, if this involved some families travelling further to access a public library then this would increase their transport costs or prevent them from walking to the library, thereby affecting them financially. Unemployed users need to use the public access PCs on a daily basis for Universal Jobmatch and to demonstrate the job searching they have undertaken in order to avoid sanctions being imposed on their benefits. There could then be a potential risk of increased worklessness, an increased risk of homelessness and a potential impact on a person's health and well-being. Families on low incomes are also required to apply online for benefits and are more likely to depend on using either the public access PCs or WiFi to make their claims and upload evidence in the future. If these facilities are not available within the local community then they will also be adversely affected financially.

Next Steps

To improve you knowledge about the equality impact . . .

Actions could include: community engagement with affected groups, analysis of performance data, improve equality monitoring, stakeholder focus group etc.

Action taken so far:	Lead Officer	Completion date
Local Needs Assessment compiled	Liz Pitt	July 2016
Summary of performance data compiled	Liz Taylor	July 2016
Discussions with Equalities & Inclusion Manager on approach for addressing Equalities Duty	Kathryn Green/Jules Horsler	21.7.16
Action we will take:	Lead Officer	Completion date
Improve equalities data quality and completion rates in Library Management System	Lorraine Bennett	
Conduct 6 week period of community engagement activity	Kathryn Green	
Organise focus group activity for all equalities forums	Kathryn Green/Faith Ridgwick	

To improve or mitigate the equality impact . . .

Actions could include: altering the policy to protect affected group, limiting scope of service change, reviewing actual impact in future, phasing-in changes over period of time etc.

Action taken so far:	Lead Officer	Completion date
Action we will take:	Lead Officer	Completion date
Produce evaluation report on the outcomes of the community engagement, highlighting issues and mitigating options	Kathryn Green	
Use the information from the community engagement to build the proposal for the future operating model	Kathryn Green/Ann O'Flynn	
Produce updated Equalities Impact Assessment	Kathryn Green	
Seek Cabinet approval for further public consultation	Ann O'Flynn	
Conduct 12 weeks public consultation on proposal, including further equalities focus group activity	Kathryn Green	
Conduct Scrutiny Overview Committee	Ann O'Flynn/Ian	

Review of process	Turner	
Evaluate feedback from consultation, identify mitigating actions for issues raised and amend proposal accordingly	Kathryn Green	
Produce updated Equalities Impact Assessment	Kathryn Green	
Seek Cabinet approval for final proposed model	Ann O'Flynn	
Begin implementation phase working with key stakeholders	Kathryn Green	

The Public Sector Equality Duty

As a result of this EIA how have you demonstrated due regard to the need to:	
Eliminate unlawful discrimination, harassment or victimisation?	The statutory public library service is based on the premise of free and equal access for everyone and this would continue to be the foundation of any new operating model for the Service. All libraries are currently hate crime reporting centres and this would also continue in the new model.
Advance equality of opportunity between people who share a protected characteristic and those who do not?	The public library service must be available equally for anyone wanting to use it. Representative forums of the protected characteristics groups will be actively engaged at all stages of the consultation and their needs and concerns will be taken into consideration when building the new model.
Foster good relations between people who share a protected characteristic and those who do not?	Public libraries are neutral, community spaces valued and used by many groups and individuals. This role will be central to the new model which will seek to enhance opportunities for more work to be undertaken to develop relationships and create capacity to deliver a wider offer than currently available. Representative forums of the protected characteristics groups will be actively engaged at all stages of the consultation and their needs and concerns will be taken into consideration when building the new model, as well as those of the current users and the wider public.

Reporting and Publishing

Please summarise the main findings and next steps identified in this EIA.

The outcomes of this EIA must be summarised in the cabinet report or delegated decision report which approves the proposed service changes. You could also include the EIA as an appendix to the report or reference it as a background paper.

You must also record how you will inform all stakeholders of the outcome of this EIA. In practice this is usually best achieved when reporting the service change itself.

Summary of equality impact	This document is the initial Equalities Impact Assessment for Re-modelling Customer Services, which includes the statutory public library service. The EIA identifies that several protected characteristic groups could be affected by any changes and that the current Service offer could also be improved to meet their needs. Key issues to be addressed in the review are the impact of any proposed changes on older people, children and young people, women, BME community, families on low incomes and Disabled people. Financial, transport, ICT, communication issues and accessibility of the service for these users must be considered at all stages, and the maintenance of a safe, welcoming, neutral, appropriate community offer which supports the needs of different groups kept at the heart of the new model.
Summary of next steps	It is essential that full and meaningful consultation is conducted, with the opportunity for anyone wishing to participate to do so. Specific community engagement and consultation events will be organised with specialist support where required in order to engage with the representatives of the different equalities forums. Revised EIAs will be produced at all stages of the Review, following evaluation of the results of engagement and consultation.
How stakeholders will be informed	All stakeholders will be informed of the community engagement and public consultation through normal media channels, social media, BMBC website, posters in all libraries, key Council buildings and through community venues, including shops and Post Offices. Public meetings will be held in local communities. Equalities Forums will be made aware of the focus group activity as well as the wider engagement and consultation through the established contact methods and our equalities partner organisations. Reports to Cabinet will also be publicly available on the Council website, along with supporting documentation such as revised EIAs.
How Cabinet will be informed	Authorisation will be sought from Cabinet at all stages of the review and reports will inform Cabinet of the findings from the engagement and consultation, mitigating actions, changes to the proposals and risks and

	impacts of the decisions requested. Cabinet will have full access to all supporting documentation and consultation responses in order to make an informed decision. The process will also be subject to the Council's own internal scrutiny processes.