# APPENDIX A EQUALITY IMPACT ASSESSMENT - PLAN FOR LIBRARIES



### STAGE I: WHAT IS BEING ASSESSED AND BY WHOM?

What is being assessed - including a brief description of aims and objectives?

The proposals set out in Plan for Libraries are based around the Society of Chief Librarians' universal offers of Reading, Digital, Health, Information and Learning. They aim to extend the reach of our service and provide value for money.

Although recent research shows that book lending remains a high priority for our customers, visits to library buildings in Plymouth have declined significantly in the last decade. We currently run 17 library buildings in varying states of repair with many having little scope for enhancement. We also have a limited outreach and home library service and an online 24/7 library.

The last significant changes to the library service were the closure of 3 small branch libraries and withdrawal of the mobile library service in 2001, and the implementation of self-service in 2010. Our original plan proposed to have fewer libraries across the city whilst ensuring the overwhelming majority of Plymouth's population remain within two miles of a library.

During the summer of 2016, we held an open conversation with the people of Plymouth to find out what they wanted from libraries, now and in the future. We received 3,327 responses.

Drawing on the feedback from the conversation we published a draft Plan for Libraries aimed at achieving the following outcomes.

- Improving accessibility to the library service
- Delivering high quality modern services that are fit for purpose; reliable, efficient and relevant to local communities
- Develop the library assets and workforce to enhance the customer experience.

The public were invited to put forward their views regarding the draft Plan for Libraries between 25 January 2017 and 29 April 2017. To ensure we enabled all sections of our community to participate we carried out a further Equality Impact Assessment on our consultation plans. A total of **3,748** Plan for Libraries questionnaires were completed during the consultation period either online or through paper questionnaires.

The draft plan proposed to close 10 of the 17 libraries in our existing libraries network. Draft Equality Impact Assessments were completed to cover all the libraries earmarked for closure, and this was subsequently

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extended so that all 17 libraries were covered. These have been further reviewed in the light of our revised proposals.

Relevant evidence from the conversation and the consultation has been considered and the findings are included as evidence in the EIA.

A select committee held on 15<sup>th</sup> May 2017 considered the draft plan for libraries and made recommendation to Cabinet. These included some which have direct relevance to Equality. They required;-

- An assessment of accessibility for each building, paying regard to areas of growth within the city
- An impact assessment for all staff, including temporary staff;
- A high level Equalities Impact Assessment for the entire Plan for Libraries

Having carefully considered the feedback from the public consultation, recommendations from the Council's Scrutiny Select Committee and having listened to the views of the people of Plymouth the Plan for Libraries has been amended. This revised plan significantly reduces the impact on our current visitors to 6.07% (down from the original proposal of 20%) with the closures we have detailed and for those who cannot use an alternative library they will still benefit from our online or outreach offer (including our Home Delivery Service). We have also identified a real need within Whitleigh; this community has not had a library service previously and we are meeting that need by talking to the community and providing an outreach service that meets that need.

Our proposal was to have a network of 7 library buildings that offer a full range of services remains unchanged (known as Tier I libraries) In order to deliver this the libraries will receive investment (where required) for modernisation, including adequate meeting spaces, at least 12 public access PCs and public access Wi-Fi, and a full complement of trained staff. The libraries will have standard extended hours of 57.5 per week.

Our new plan for libraries provides:

An estate of seven Tier I libraries at:

- Central,
- Crownhill (developed with meeting space),
- Devonport (developed with meeting space),
- Plympton,
- Plymstock,
- Southway (developed with meeting space)
- St Budeaux (proposed new development). Increasing overall opening hours by 26.5hrs per week.

An estate of four Tier 2 libraries at

	<ul> <li>Efford</li> <li>Estover</li> <li>North Prospect</li> <li>Peverell</li> </ul> Opening hours for these Tier 2 libraries will remain "as is" but the community will be involved in how we can best utilise these hours across the week. We also plan to deliver
	<ul> <li>Online services that are available 24/7</li> <li>An enhanced 'click and collect' service with selected accessible collection points across the city</li> <li>An upgrade to our web-based library management system</li> <li>'Pop-up' libraries that can flex and change to suit the needs of different communities</li> <li>Libraries which provide information and advice and a gateway to Council services</li> </ul>
	No libraries staff are being made redundant as a result of these changes, we will however reduce our current reliance on agency staff. The Council provides a diverse range of services to the community. To operate these services, the Council must be able to efficiently and effectively resource its workforce, including the ability to flex its staffing needs to meet demands using a contingent labour force. Temporary workers are often used to cover vacancies during transitional periods to protect permanent employment for existing workforce, and to mitigate the costs of pensions and redundancy if those posts are no longer needed.
	Agency workers are not employees of the Council, but are contracted to work for our Master Vendor Agency contractor. There is therefore no requirement for Plymouth City Council to undertake an Equalities Impact Assessment for those workers.
	We have clear policies and procedures in place to ensure that staff sharing protected characteristics are not unfairly discriminated against.
	An audit of the accessibility of all current library buildings has been undertaken and the outcomes of this are built into this EIA as evidence. The workforce impacts are also considered where these relate to protected characteristics in the Equality act, e.g. Gender Pay. A summary version of this EIA will be produced which will serve as the high level EIA envisaged by the Select Committee.
	This EIA reviews and summarises all the evidence from the individual EIA's, as well as the consultation findings and other relevant evidence such as our Summary Equality Profile and Workforce Equality Profile.
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Department and service	Policy and Intelligence / Library Service Project Team

Date of assessment	19/05/17
Date of assessment	17/03/17

## **STAGE 2: EVIDENCE AND IMPACT**

Protected characteristics (Equality Act)	Evidence and information (eg data and feedback)	Any adverse impact See guidance on how to make judgement	Actions /Mitigation	Timescale and who is responsible
Age	The average age in Plymouth (39.0 years) is about the same as the rest of England (39.3 years), but less than the South West (41.6yrs). Of the 16 SW authorities we have the third lowest percentage of older people (75), and the fifth highest percentage of children and young people (under 18). Children and young people (CYP) under 18 account for 19.8 per cent of our population, within this 88.8 per cent are under 16. The proportion of people living in our community who are aged over 65 years old is predicted to in excess of 59,000 by 2031, an increase of 28%. Older people struggle to achieve the highest standard of physical and mental health due to age related illness, e.g. declining eye sight and hearing, physical frailty, trips	Our home library service will need to meet the needs of an increasing number of physically frail older people.  Libraries will face a similar challenge in meeting the needs of older people with visual and hearing impairments and dementia.  Older people are proportionately less likely to access our online services, either through lack of ability or access to ICT.  Older and younger people in Eggbuckland and Ernesettle are disproportionately likely to be affected by library closures.  Older people particularly the over 75's welcome the idea of a home library service but need more information to understand the offer.  Older people, particularly those in the 66 – 75 age may be more	age of 65 will have bus passes. Our principle of all libraries which are within a 2 mile catchment means	Covered as part of the communication engagement and marketing plan

and falls and dementia. Older people may have retired before home computers (PCs) became widely used in the workplace.

Eggbuckland, Ernesettle and West Park libraries, which are earmarked for closure, serve wards with a higher proportion of both older and younger people than the Citywide average.

Older people were well represented in the library conversation and the formal consultation. They were less positive than other groups about our proposal to provide services online with many saying they did not have a computer.

Overall Older people were more positive than other groups about our outreach service, those in the over 76 age group in particular welcomed the home library service, although most believed this would be a return to the mobile library service we withdrew in 2010.

Those in 67 -75 age group

socially isolated if their local library closes.

Young children may miss out on the library experience and the planned and informal opportunities for social interaction with their peer group libraries provide, particularly for those of preschool age. within a reasonable walking distance, as well as accessing the on line service.

Parents with very young children will be able to access pop up libraries in the community however more work is needed to clarify the offer and we must ensure it is well promoted and available at times and in places that meet their needs.

Promote online lending of eBooks

Library staff will provide assistance to anyone who needs help accessing the service on line

Promote click and collect service which will be available at outreach venues

Promote the outreach locations where library services will be delivered

Reassess staffing levels as a result of closure of library's to provide additional capacity for inlibrary and outreach offers.

were more likely to want to visit a library, they valued the social interaction and the opportunity to get out, they were concerned that they would not know where and when pop up libraries were available if these were advertised online and that book choice would be limited.	Promote the Home Library Service
Younger people were under represented in the libraries conversation and despite the measures implemented in the formal consultation we only secured a total of 135 responses from people aged under 18. However many younger library users are parentally supported and we did secure a further 749 responses from parents who said they had children aged under 16 years old.	
Younger people were more positive about our proposal to enhance online services than any other group.	
Parents with children were significantly less enthusiastic with many commenting on the importance of printed	

	books, reading and the library experience for children and young families. Parents with children were concerned about our outreach proposals in particular pop up libraries which they felt they would be unable to get to on the days they were open because of other commitments. They felt that book choice would be limited and that their children would not have the same opportunity for social interaction. Services such as Storytime, Rhyme time and the Summer Reading Scheme were also valued.			
Disability	A total of 31,164 people (from 28.5 per cent of households) declared themselves as having a long-term health problem or disability (national figure 25.7 per cent of households), compared with the total number of people with disabilities in UK (11,600,000).  10 per cent of our population have their day-today activities limited a lot by a long-term health	Disabled library users who are resident in the four council wards that will no longer be served by a library will be displaced. A significant proportion of these will be mobility impaired and this is especially true of disabled residents of Honicknowle Ward.  There is potential for a significant impact on disabled library users, especially those with mobility impairments.  Despite 85% of the UK bus	Consider whether a drop of and pick up point can be established at Devonport (and Peverell) Library so that mobility impaired customer displaced from Stoke library who wish to drive can use the facilities at times when Central and St Budeaux are busy.  Promote Access Plymouth as part of the library closure arrangements	Consider as part of implementation planning - Libraries Project Team.

problem or disability. 1,297 adults registered with a GP in Plymouth have some form of learning disability (2013/14).

Plymouth schools report that of every 1,000 children 17.5 have a learning difficulty. availability of wheelchair accessible spaces, generation one on each bus.

75% of disabled people rely on public transport, however Private transport is the preferred option for the majority of mobility impaired adults (69% in 2013).

Disabled people were well represented in the Library conversation. They were slightly under-represented in our consultation, although outreach efforts were made to increase participation, which included work with in house and partner agencies for whom disabled people are the main client group.

A total of 4.381 people in receipt of a higher rate mobility component will no longer have a library in their council ward. Of these 1985 live in Honicknowle Ward which is currently served by West Park Library, this is a

fleet being accessible 25% of mobility impaired passengers report experiencing difficulty using public transport. A significant factor may be the availability of wheelchair accessible spaces, generally only one on each bus.

Eggbuckland is well served by public transport and the nearest alternative tier I library, Crownhill is rated 3 star for parking by Disabled Go.

Ernesettle is well served by public transport and the nearest alternative tier 1 library, St Budeaux is rated 3 star for parking by Disabled Go.

Laira is well served by public transport and the nearest alternative tier I library, Central is rated 3 star for parking by Disabled Go.

Stoke is well served by public transport and whilst the nearest tier I libary, Devonport does not have on street parking there are 2 tier I libraries within reasonable distance, Central and St Budeaux which are rated 3 star for parking by Disabled Go.

Access Plymouth operate two services:

- I. Community car scheme this is a not for profit car sharing scheme to help people with mobility problems get around Plymouth trips are charged at £1.20.
- 2. Dial A Ride provides a door to door service between any two points anywhere within the Plymouth city boundary, with dedicated drivers who can help passengers on and off the bus and to and from your front door. This is a more expensive option than public transport We will offer a Home Library Service to older people who need it. We will maintain our existing principal of digital by preference.

Consider the demand and requirement of installing Hearing induction loops at all tier one and a portable induction loop for outreach locations providing group activities.

disproportionately large number by comparison with the Citywide population. There are fewer Disabled people in the other three wards that will no longer have a library than the Citywide average.

Access to our library buildings was reviewed based on Disabled Go audits, with the exception of Central Library which has not been audited since it reopened in its new premises. Whilst all of the libraries which will stay open meet basic legal access requirements, two, Peverell and Devonport do not have on street parking within 200m.

Two of the tier I libraries, Plymstock and Southway do not have a hearing induction loop and Staff at Southway had not had disability awareness training at the time of the last disabled go audit.

Disabled people were less likely to agree with our proposals, both overall and in relation to our enhanced Tothill is not currently well served by public transport. The nearest stop is 7 minutes' walk away, which would be a significant distance for someone with mobility impairment. The nearest alternative tier I library, Central is rated 3 star for parking by Disabled Go.

West Park is well served by public transport and the nearest alternative tier I library, St Budeaux is rated 3 star for parking by Disabled Go. Disabled people are significantly less likely to live in households with access to the internet than non-disabled people.

The range of services offered at tier I libraries will not be fully accessible to hearing impaired services users unless a hearing induction loop is installed. This is less of a problem in tier 2 libraries which will not offer the same range of services and where self service is an alternative for book lending purposes.

A regular space is required for visual impaired library users group ideally facilitated by the same member of staff.

Consider to have all library staff are trained in disability awareness.

Consider all tier l libraries as safe places for learning disabled people.,

Seek an alternative safe space in Ernesettle.

Consider Inviting Disabled Go to carry out a new audit of our libraries and our proposed community outreach buildings.

Continue to engage with disabled people to better understand their needs through service user feedback and by working with in house and partner agencies for whom disabled people are the main client group.

Promote online lending of eBooks

Library staff will provide assistance to anyone who needs help accessing the service on line

Promote click and collect service which will be available at outreach

service offer. Our library membership records indicate that only 170 members recorded they have a disability as at March this year. However of the **355** disabled people who responded to our visited the library in the last week and more than 80% had visited the library in the last month, only 5 had never visited a library." Groups working with Disabled people told us that the lift in Central Library was difficult to use (PADAN), that Hearing impaired library users sometimes struggled to hear at reception desks in a noisy environment, and that a group serving visually impaired customers was frequently moved to different locations (HASC).

Eggbuckland and West Park Libraries are designated safe places for adults with learning disabilities. Going to a Safe Place can be used in any situation where a person with a learning disability is feeling vulnerable. Venues involved in

Alternative safe places are needed in Eggbuckland and West | Promote the outreach Park within reasonable distance of the libraries.

Eggbuckland - Frogmore Stores, Dale Avenue (16 mins walk). West Park - McColl's, Crownhill Road (2 min walk) Opening consultation two thirds had times: 6:00-22:00 Mon-Sat. 7:00-22:00 Sun.

> West Park - Freemans. Crownhill road (8 min walk) Opening times: 10:00-17:00 Mon- Sat. Closed Sun.

Our proposed outreach locations must be accessible for disabled people to a similar standard as tier 2 libraries where they are providing lending services and to tier I standard where they provide group activities.

#### venues

locations where library services will be delivered

Reassess staffing levels as a result of closure of library's to provide additional capacity for inlibrary and outreach offers.

Promote the Home Library Service

	the scheme are easily identifiable by the yellow logo displayed in their front window.  Our proposed outreach locations are accessible but have not to date been subject to a disabled go access audit.			
Faith/religion or belief	84,326 (32.9 per cent) of the Plymouth population stated they had no religion. Those with a Hindu, Buddhist, Jewish or Sikh religion combined totalled less than I per cent. Christianity: 148,917 people (58.1 per cent), decreased from 73.6 per cent since 2001. Islam: 2,078 people (0.8 per cent), doubled from 0.4 per cent since 2001. Buddhism: 881 people (0.3 per cent), increased from 0.2 per cent), increased from 0.2 per cent) described their religion as Hindu, increased from 0.1 per cent since 2001. Judaism: 168 people (0.1 per cent), decreased from 181 people since 2001. Sikhism: 89 people (less than	No Impact Anticipated	N/A	N/A

	0.1 per cent), increased from 56 people since 2001. 0.5 per cent of the population had a current religion that was not Christianity, Islam, Buddhism, Hinduism, Judaism or Sikh, such as Paganism or Spiritualism. Muslim groups were underrepresented in our Libraries conversation. Specific efforts were made to promote the consultation to Muslim communities through the City's Mosques. Faith groups were well represented in our consultation their views were not significantly different from those of the wider community.			
Gender - including marriage, pregnancy and maternity	Overall 50.6 per cent of our population are women and 49.4 per cent are men: this reflects the national figure of 50.8 per cent women and 49.2 per cent men.  There were 3280 births in 2011. Birthrate trends have been on the increase since 2001, but since 2010 the number of births has stabilised. Areas with highest numbers of births include	We have already noted that parents with young children are concerned that pop up libraries will not meet their needs because they will not be available at times and in places they can get to.  These are disproportionately likely to be accessing libraries with their Mother.  Women are also	As we have noted above parents with very young children will be able to access pop up libraries in the community however more work is needed to clarify the offer and we must ensure it is well promoted and available at times and in places that meet their needs.  Offering the Home Library	Covered as part of the communication engagement and marketing plan

Stonehouse (142), Whitleigh (137) and Devonport (137). Of those aged 16 and over, 90,765 people (42.9 per cent) are married. 5,190 (2.5 per cent) are separated and still legally married or legally in a same-sex civil partnership.

Overall men were more

Overall men were more likely to agree with our proposal to enhance our online offer and significantly more likely to agree with our proposals overall. 48% of males strongly agreed/agreed with the proposal to enhance the online service which was significantly higher than females (40%).

Parents with children were significantly less enthusiastic about our proposals with many commenting on the importance of printed books, reading and the library experience for children and young families.

Parents with children were concerned about our outreach proposals in particular pop up libraries which they felt they would be unable to get to on the

disproportionately likely to be caring for an older relative who is unable to visit the library for themselves.

Service to the over 75 may reduce the caring burden on women in toposition.

There may be an adverse impact to women if there is significant displacement from the libraries that are closing in order to access Rhymetimes and other children orientated activities.

Service to the over 75's burden on women in this position. Rhymetimes and other children orientated activities, e.g. summer reading schemes, which currently run from libraries that are closing will be delivered from other community outreach locations and this will reduce the impact. Promote online lending of **eBooks** Library staff will provide assistance to anyone who needs help accessing the service on line Promote click and collect. service which will be available at outreach venues Promote the outreach locations where library services will be delivered Reassess staffing levels as a result of closure of libraries to provide additional capacity for inlibrary and outreach offers. Promote the Home

Library Service

	days they were open because of other commitments. They felt that book choice would be limited and that their children would not have the same opportunity for social interaction. Services such as Storytime, Rhyme time and the Summer Reading Scheme were also valued.			
Gender reassignment	Recent surveys have put the prevalence of transgender people between 0.5 and 1% of population (some very recent reports have upped this to 2%).  Over the last 8 years the prevalence of transgendered people in the UK has been increasing at an average rate of 20%+ per annum in adults and 50% for children.  In 2015 there was a 100% increase in referrals to the Gender Identity  Development Service at the Tavistock & Portman Institute.  The average age for presentation for reassignment of male-to-females is 40-49.  For female-to-male the age group is 20-29.	No impact anticipated	N/A	N/A

	Twenty three transgender people belong to Pride in Plymouth. Transgendered people were well represented in our consultation their views were not significantly different from those of the wider community.			
Race	92.9 per cent of Plymouth's population identify themselves as White British. 7.1 per cent identify themselves as Black and Minority Ethnic (BME) with White Other (2.7 per cent), Chinese (0.5 per cent) and Other Asian (0.5 per cent) the most common ethnic groups.  Our recorded BME population rose from 3 per cent in 2011, and therefore has more than doubled since the 2001 census.  Recent census data suggests we have at least 43 main languages spoken in the city, showing Polish, Chinese and Kurdish as the top three.  Based on full year data for 2012-13, our Translate Plymouth services recorded that the most requested	Plymouth's population is likely to continue to diversify into the future and the library will need to adapt to meet the needs of our newer communities.	Library stock should reflect the diversity of our community, both in terms of language and cultural norms.  We should consider making basic information available in the main community languages in areas of the city where there is a proportion of residents for whom English is not their main language.	Consider as part of implementation planning - Libraries Project Team.

languages are Polish, British		
Sign Language (BSL) and		
Chinese Mandarin.		
Nearly 100 different		
languages are spoken in		
schools by children of		
different backgrounds. Polish		
and Arabic are the most		
common, spoken by 385 and		
143 children respectively.		
Four neighbourhoods have a		
population of school age		
children where 20 per cent		
or more are from a BME		
background. They are City		
Centre (38.0 per cent),		
Greenbank and University		
(32.3 per cent), Stonehouse		
(29.9 per cent) and East End		
(23.4 per cent). There are		
2,204 of compulsory school		
age children (5 to 16 years		
old) that speak English as an		
additional other language		
(January 2016).		
The Ride has 13 recently		
refurbished permanent site		
pitches. We have three small		
private sites with a total of 4		
pitches. In 2010, which was		
our peak year, we dealt with		
44 unauthorised		
encampments in the city with		
over 200 children living on		
them.		

	The 2011 Census records that there were 4328 people from the A8 and A2 Accession Countries.			
	Kurdish, Chinese and White Other ethnic groups were under-represented in our Libraries conversation. Specific efforts were made to promote the consultation to BME communities. This included offering information in languages other than English and contacting a wider range of organisations working with BME groups in the community.			
	BME groups were well represented in our consultation their views were not significantly different from those of the wider community.			
Sexual orientation - including civil partnership	Lesbian, gay and bisexual people are more likely to report that they have never been asked about their views by local service providers. Lesbian, gay and bisexual people recognise that data gathering about the sexual orientation of service users can be an important way to improve services. Lesbian,	No impact anticipated	N/A	N/A

gay and bisexual people have		
an expectation that they will		
be treated less favourably		
than heterosexual people		
when they deal with schools		
and family services.		
There is no precise local data		
on numbers of Lesbian, Gay		
and Bi-sexual (LGB) people		
in Plymouth, but nationally		
the government have		
estimated this to be between		
5 - 7 per cent and Stonewall		
agree with this estimation		
given in 2005. This would		
mean that for Plymouth the		
figure is approximately		
12,500 to 17,500 people		
aged over 16 in Plymouth are		
LGB.		
There are 464 people in a		
registered Same-Sex Civil		
Partnership.		
Around 4% of the		
participants in our Library		
conversation were LGB. As		
this was lower than that		
expected on the basis of		
national data we promoted		
the consultation through		
Plymouth Pride Forum. We		
secured 6.7% of respondents		
from the LGB community in		
the consultation their views		
were not significantly		

different from those of the		
wider community.		

# STAGE 3: ARE THERE ANY IMPLICATIONS FOR THE FOLLOWING? IF SO, PLEASE RECORD ACTIONS TO BE TAKEN

Local priorities	Implications	Timescale and who is responsible
Reduce the gap in average hourly pay between men and women by 2020.	We have set a Corporate Equality Objective to reduce the gap in average hourly pay between men and women by 2020.  Women employed by Plymouth City Council currently earn 97% of the average full time hourly wages of their male colleagues. The library service currently employs 87 people, of whom 76 (*&5) are women. No negative impact on wage levels is anticipated from the implementation of the Plan for Libraries. Library staff will be considered by corporate policies aimed at reducing the gap.	Human Resources
Increase the number of hate crime incidents reported and maintain good satisfaction rates in dealing with racist, disablist, homophobic, transphobic and faith, religion and belief incidents by 2020.	We have set a Corporate Equality Objective to increase the number of hate crime incidents reported and maintain good satisfaction rates in dealing with racist, disablist, homophobic, transphobic and faith, religion and belief incidents by 2020.  To support this corporate commitment Library staff in all tier I libraries will be trained to take Hate incident reports.	Libraries Project Team
Good relations between different communities (community cohesion)	We have set a Corporate Equality Objective to increase the number of people who believe people from different backgrounds get on well together in targeted neighbourhoods by 2020.  Community spaces are an important ingredient in promoting cohesion at neighbourhood level. Three of our four target areas for improving Community Cohesion are affected by the proposed library closures. It will be important to ensure that the outreach opportunities provided in these areas offer opportunities for diverse communities in these areas to mix.	Libraries Project Team/Community Connections Team
Human rights Please refer to guidance	The Council is required to act in a way which is compatible with the rights granted under the European Convention of Human Rights.  The Council also has a duty under section 7 of the Public Libraries and Museums Act 1964 to provide a comprehensive and efficient service for all persons desiring to make use thereof.	Libraries Project Team

The provision of outreach within the local area, proximity of nearby
libraries and the continuing provision of both online and Home library
services ensures there will continue to be a provision of the library
service available to the community in areas where libraries are closing.
Outreach provision will continue to reduce the potential risk of social
isolation for elderly or vulnerable members of the public and provide
opportunities for diverse elements of the community to mix this
promoting community cohesion.

# **STAGE 4: PUBLICATION**

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