

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

|   |  |
|---|--|
| <b>Directorate: City Development</b>  | <b>Service area: Libraries and Information</b> |
| <b>Lead person: Richard Hart</b>  | <b>Contact number: 39 52334</b>                |
| <b>Date of the equality, diversity, cohesion and integration impact assessment: 11<sup>th</sup> – 15<sup>th</sup> August 2014</b> |  |

## 1. Title: Review of Library Opening Hours

Is this a:

☐

Strategy /Policy

☒

Service / Function

☐

Other

If other, please specify

## 2. Members of the assessment team:

| <b>Name</b>       | <b>Organisation</b> | <b>Role on assessment team<br/>e.g. service user, manager of service, specialist</b> |
|-------------------|---------------------|--|
| Bev Rice          | Leeds City Council  | Head of Library & Information Service  |
| Richard Hart      | Leeds City Council  | Business Development Manager   |
| Nina Eastwood     | Leeds City Council  | Senior Area Operational Manager  |
| Ann Day           | Leeds City Council  | Audience Development Manager   |
| Katrina Pickering | Leeds City Council  | Resources Manager  |
|                   |                     |  |

|   |
|---|
| <b>3. Summary of strategy, policy, service or function that was assessed:</b>   |
| <p>Leeds Library and Information Service provides 36 libraries across the city including a major Central library, as well as 6 mobile libraries, Library at Home service, a service for 3 prisons, and a school library service. The principle purpose is to provide access to information, knowledge and varied reading choices through books, online resources and well informed staff. The vision is 'To provide the world at your fingertips' : a physical place in the heart of the community, access to a virtual space using community and information networks and a friendly face to support and guide people to access whichever services they need.</p> <p>This assessment is looking at proposals for changes to library opening hours at branches across the city. If the proposals are approved this would mean reduced opening hours in order to contribute to the savings required during this and future financial years. However the intention is to minimise the effect of this on customers and to provide a more efficient service. The main focus of this assessment is on how these changes affect our service users. A further assessment of the impact on staff is available within the Organisational Change Impact Assessment.</p> |

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|--|
| <b>4. Scope of the equality, diversity, cohesion and integration impact assessment</b><br>(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event) |
|--|

|  |                          |
|--|--------------------------|
| <b>4a. Strategy, policy or plan</b><br>(please tick the appropriate box below) |                          |
| The vision and themes, objectives or outcomes                                  | <input type="checkbox"/> |
| The vision and themes, objectives or outcomes and the supporting guidance      | <input type="checkbox"/> |
| A specific section within the strategy, policy or plan                         | <input type="checkbox"/> |
| <b>Please provide detail:</b>  |                          |

|  |                                     |
|--|-------------------------------------|
| <b>4b. Service, function, event</b><br>please tick the appropriate box below                                       |                                     |
| The whole service<br>(including service provision and employment)  | <input type="checkbox"/>            |
| A specific part of the service<br>(including service provision or employment or a specific section of the service) | <input checked="" type="checkbox"/> |

|  |                          |
|--|--------------------------|
| Procuring of a service<br>(by contract or grant)   | <input type="checkbox"/> |
| <b>Please provide detail:</b><br><br>The proposals relate to the public facing aspect of the service. The proposal would result in a reduction in opening hours to provide a more efficient service whilst minimising the impact on library users. |                          |

|   |
|---|
| <b>5. Fact finding – what do we already know</b><br>Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.<br><br>(priority should be given to equality, diversity, cohesion and integration related information)   |
| <u>Fact finding</u><br><br>Statistical information has been collected detailing the usage of each branch in terms of books borrowed, computer use, IT sessions delivered.<br><br>Initial thoughts on opening hours were that libraries open on a Sunday were quiet, however analysis of the statistics for book borrowing and computer use has shown that for a number of libraries the quietest hours are often during evening opening, but this can vary by library.<br><br>Every book issued or computer used creates a timestamp for that use, so if a customer is served borrowing or returning a book or uses a public internet computer the time of that interaction is recorded. A site by site analysis has enabled the service to identify for each site when its quietest hours are, and the impact of any proposed reduction in opening hours can be clearly linked to its potential impact on customers.<br><br>The initial proposals were based on a review of the following empirical information: <ul style="list-style-type: none"> <li>• TALIS library catalogue / user information</li> <li>• Number and geographical location of libraries</li> <li>• Analysis of catchment area for existing use</li> <li>• Numbers of active borrowers</li> <li>• Opening hours</li> <li>• Resource (e.g. IT) availability and use</li> <li>• Usage comparisons based on visits and issues per hour open.</li> </ul><br>However, the service recognised that not every interaction with the library service is recorded, and some customers could feel that their use of the library had not been considered and it is was noted that alterations to the service should not take place without detailed consultation with service users and stakeholders. As such, following library staff and ward member consultation, a series of options were created for each library for further consultation with elected members as well as the public and other stakeholders, requesting respondents submit their preference for either option A or B and provide any additional |

comments. This consultation took place over a six week period.

The service has also looked at demographic data from the 2011 census regarding the catchment of each library compared to the city as a whole. This did not indicate that the proposals would have a disproportionate impact on any of the equality characteristics.

**Are there any gaps in equality and diversity information**

**Please provide detail:**

The service does not record use at a level which could inform preferences from different equality characteristics and the times they might want to use the library. However, the service has involved equality hubs in the consultation to identify any specific issues; letters were distributed to all representative groups held within the Equality Unit's database, seeking the views of how the proposals might impact on members of the community which they represent; no issues were raised.

**Action required:**

N/A

**6. Wider involvement – have you involved groups of people who are most likely to be affected or interested**

☒

Yes

☐

No

**Please provide detail:**

The statistical analysis combined with a Library Area Manager overview resulted in an initial suggestion for alternative opening hours for each library which was used as a baseline for consultation with staff and elected members:

| Consultee    | Format   |
|--------------|--|
| Staff        | Details of initial suggestions, discussions with union representatives, provision of e-mail address for Q&A, provision of FAQ responses.<br><br>Further individual consultation with staff will take place to enable preferences for rotas and locations to be taken into consideration.                       |
| Ward members | Where possible ward member meetings held to inform Options for public consultation. Additional information distributed by e-mail and further meetings offered.<br><br>These meetings and/or additional information also referred to any proposed changes to mobile library provision within the relevant ward. |

However, the service recognised that not every interaction with the library service is recorded, and some customers could feel that their use of the library had not been considered, as such, following library staff and ward member consultation, a series of

options were created for each library for further consultation with elected members as well as the public and other stakeholders, requesting respondents submit their preference for either option A or B and provide any additional comments.

### **In Library Consultation**

Each library carried a preference form detailing the suggested options for that library as well as providing the opportunity to submit any other comments. If a visitor to the library wanted to offer their views on other libraries then staff were able to download and print the consultation sheet for any library, or direct visitors to the online survey.

### **Downloading the Consultation**

Notification about the consultation was placed on Talking Point and the library services internet homepage.

Each library's option form could be downloaded from the Council's website. Once filled in these could be returned via freepost, or details of the preferred option e-mailed in.

### **Parish Councils, local meetings, etc.**

When requested staff were available to attend meetings of local groups, e.g. trade associations, to discuss the impact of the proposals and seek other comments and suggestions. Petitions, letters and locally initiated surveys were also welcomed.

### **Other Stakeholders and consideration of equality and diversity**

Letters were distributed to all representative groups held within the Equality Unit's database, seeking the views of how the proposals might impact on members of the community which they represent, in addition members were invited to provide their own personal comments on the proposals.

Schools were also consulted as they returned from summer breaks.

### **Ward members and MPs**

Additional information was distributed by e-mail and further meetings offered.

**Information from all these sources has been combined to inform the final recommendations for opening hours.**

### **Action required:**

Take note and act on consultation feedback where possible.

|   |   |  |
|---|---|--|
| <b>7. Who may be affected by this activity?</b><br>please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function  |   |  |
| <b>Equality characteristics</b>   |   |  |
| <input type="checkbox"/> Age  | <input type="checkbox"/> Carers                                       | <input type="checkbox"/> Disability              |
| <input type="checkbox"/> Gender reassignment  | <input type="checkbox"/> Race   | <input type="checkbox"/> Religion or Belief      |
| <input type="checkbox"/> Sex (male or female)   | <input type="checkbox"/> Sexual orientation                           |  |
| <input checked="" type="checkbox"/> Other   |   |  |
| <p>(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)</p> <p><b>Please specify:</b> The proposed opening hours will see a reduction in the amount of library provision available during evenings, and also some mornings and weekends. This will impact to a greater extent on service users who are in 9-5 employment, however, the service has sought to accommodate this through the provision of at least one late opening evening to supplement weekend opening. In addition, consideration has been given to the geographical spread of evening opening hours.</p> <p>It is possible that the opening hour reductions will have an impact on other service users who fall within other of the equality characteristics, however, each individual service user's requirements will be different, e.g. carers will all provide support during different times, so it is difficult to schedule service hours to reflect this and the service has sought the views of the equality hubs to ascertain if any wider issues can be identified and addressed. None have been raised, so it is anticipated that the preference options of the wider community are representative.</p> |   |  |
| <b>Stakeholders</b>   |   |  |
| <input checked="" type="checkbox"/> Services users  | <input checked="" type="checkbox"/> Employees                         | <input checked="" type="checkbox"/> Trade Unions |
| <input checked="" type="checkbox"/> Partners  | <input checked="" type="checkbox"/> Members                           | <input checked="" type="checkbox"/> Suppliers    |
| <input type="checkbox"/> Other please specify   |   |  |
| <b>Potential barriers.</b>  |   |  |
| <input type="checkbox"/> Built environment  | <input checked="" type="checkbox"/> Location of premises and services |  |

☒ **Information and communication**

☒ **Customer care**

☒ **Timing**

☒ **Stereotypes and assumptions**

☒ **Cost**

☐ **Consultation and involvement**

☐ **specific barriers to the strategy, policy, services or function**

**Please specify**

### **8. Positive and negative impact**

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

#### **8a. Positive impact:**

A more efficient service to the public. Opening hours that, where possible, fit when most people wish to access the library. Savings towards our Best Council Outcome - achieve the savings and efficiencies required to continue to deliver frontline services.

#### **Action required:**

N/A

#### **8b. Negative impact:**

Changes to opening hours mean some service users may be unable to access the library of their choice at the time they would prefer because the new opening hours are a net reduction in service provision and the resultant hours are unsuitable for their requirements.

#### **Action required:**

Provide adequate notice (minimum of three weeks) of service changes.

Ensure awareness of alternative library provision – alternative sites, mobile provision, online services and, where appropriate, the At Home service.

|   |  |
|---|--|
| <b>9. Will this activity promote strong and positive relationships between the groups/communities identified?</b> |  |
| <input type="checkbox"/> Yes  | <input checked="" type="checkbox"/> No |
| <b>Please provide detail:</b><br>Impacts noted in sections 8 and 10.  |  |
| <b>Action required:</b><br>N/A  |  |

|  |                             |
|--|-----------------------------|
| <b>10. Does this activity bring groups/communities into increased contact with each other? (e.g. in schools, neighbourhood, workplace)</b>   |                             |
| <input checked="" type="checkbox"/> Yes  | <input type="checkbox"/> No |
| <b>Please provide detail:</b> During the consultation period there has been increased contact with customers as they informed the services of their preferences – this has informed opening hours which minimise impact on the majority of service users and provide a sustainable service at the times when that service is most in demand.<br><br>Increased contact has also been made with ward members to discuss the usage of libraries in their areas – this level of involvement will be continued through the Library Service’s Community Engagement Planning process, involving local areas in service development. |                             |
| <b>Action required:</b> Service to take customer and ward member preferences into account.<br><br>Ensure ward members and communities are fully involved in the Community Engagement Planning process.   |                             |

|  |                             |
|--|-----------------------------|
| <b>11. Could this activity be perceived as benefiting one group at the expense of another? (e.g. where your activity/decision is aimed at adults could it have an impact on children and young people)</b>                     |                             |
| <input checked="" type="checkbox"/> Yes  | <input type="checkbox"/> No |
| <b>Please provide detail:</b><br><br>It may be possible that certain groups find it more difficult to use library services when the opening hours change, for example, working people, as a result of reduced evening opening. |                             |



The wide-ranging response to the consultation has allowed the service to fully consider its original proposals and the resultant amended proposals reflect the findings of the consultation exercise; for example, where there was concern at the lack of local access to a library in the evening for people working 9-5 the service has sought to accommodate this through the provision of at least one late opening evening to supplement the weekend opening. In addition, consideration has been given to the geographical spread of evening opening hours.

**Action required:**

Take note and act on consultation feedback where possible.

**12. Equality, diversity, cohesion and integration action plan**

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

| Action  | Timescale  | Measure               | Lead person      |
|---|--|-----------------------|------------------|
| Take note and act on consultation feedback where possible.  | Within Executive Board reporting process                           | Proposals approved    | Bev Rice         |
| Ensure ward members and communities are fully involved in the Community Engagement Planning process.  | Within review period of Community Engagement Plans                 | CEPs completed        | Library Managers |
| Provide adequate notice (minimum of three weeks) of service changes.  | At least three weeks ahead of changes to opening hours             | Information published | Bev Rice         |
| Ensure awareness of alternative library provision – alternative sites, mobile provision, online services and, where appropriate, the At Home service. | Ongoing and linked within updated library web pages and literature | Information updated   | Library Managers |

**13. Governance, ownership and approval**

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

| Name     | Job Title                             | Date |
|----------|---------------------------------------|------|
| Bev Rice | Head of Library & Information Service |      |

**14. Monitoring progress for equality, diversity, cohesion and integration actions** (please tick)

- ☒ As part of Service Planning performance monitoring
- ☒ As part of Project monitoring
- ☐ Update report will be agreed and provided to the appropriate board  
Please specify which board
- ☐ Other (please specify)

**15. Publishing**

This Equality, Diversity, Cohesion and Integration impact assessment will act as evidence that due regard to equality and diversity has been given.

If this impact assessment relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** Equality and Diversity, Cohesion and Integration impact assessment's should be sent to [equalityteam@leeds.gov.uk](mailto:equalityteam@leeds.gov.uk). For record keeping purposes it will be kept on file (but not published).

**Date impact assessment completed**

If relates to a Key Decision – **date sent to Corporate Governance**

Any other decision – **date sent to Equality Team**  
([equalityteam@leeds.gov.uk](mailto:equalityteam@leeds.gov.uk))