

# Appendix A - Flintshire County Council

## Equality Monitoring and Impact Assessment

### Equality Monitoring

Proposal to transfer library services from the current service points at Hawarden, Mancot and Queensferry campus to a new library within Deeside Leisure Centre.

Officers responsible for developing and implementing the policy: Chief Officer Organisational Change 1, Principal Libraries & Arts Officer

#### 1. Introduction

The Equality Act 2010 (“The Act”) sets a General Duty out that as a public body within Wales, Flintshire County Council is required to have due regard in its decision making processes (including financial decisions) to three factors:

- To eliminate unlawful discrimination, harassment and victimisation,
- To advance equality of opportunity, and
- To foster good relations between people who share a protected characteristic (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, religious belief and non-belief, race, sex, sexual orientation and Welsh Language) and those who do not. (Equality Act 2010).

Duties within the Act require that public authorities demonstrate that the financial decisions they make are carried out in a fair, transparent and accountable way and consider the needs and the rights of different members of the community.

The specific equality duties of the Act set out that a local authority needs to:

- Make appropriate arrangement for assessing the likely impact of its policies and practices on its ability to comply with the General Duty;
- Monitor these impacts; and
- Publish reports in respect of any assessment.

## 2. Background to the proposal

- During 2013 the council reviewed all assets with the aim of reducing the property portfolio in order to sustain services within the reduced budgets of the next five years. Libraries were reviewed and some closures were recommended.
- Welsh Public Library Standards require that where there is a population density between 1.1 and 19.9 persons per hectare, a static library service point should be within 2.5 miles (or 10 minutes travelling time by public transport) of at least 75% of the population. In Flintshire 90.1% of the population are within 2.5 miles of a static library. The library network is served by too many buildings, some of which have substantial maintenance and repair backlogs. It was recommended that some services be collocated where possible.
- Library opening hours were reviewed in 2012. Some libraries were found to be open for too many hours for the levels of use, with staffing resources not deployed efficiently. Opening hours were recommended to be reduced by 18% in April 2015 as part of measures to achieve required 30% budget savings. Therefore some library buildings will be open for business for less than 20 hours per week making the buildings unsustainable.
- The current libraries at Queensferry, Mancot and Hawarden are unsustainable due mostly to the limitations of the current buildings. The libraries are all open part time - between 22-28 hours per week but all are due to reduce opening hours by 32 –64% in 2015 as part of required savings for the service. The 3 libraries are all sited in close proximity to the proposed relocation site at Deeside Leisure Centre. [Queensferry Library 0.6 mile, Mancot Library 1.1 mile, Hawarden Library 1.7 miles]
- **Queensferry** library is sited on the campus of John Summers High School. The shared facilities on the campus may not be sustainable in future years. This library has poor accessibility by road, on foot and by public transport. Parking is limited and some members of the community are deterred from visiting because the library is situated in a High School. Footfall and loans are the lowest per opening hour of all the Flintshire libraries. This library was due to be closed in 2011, as part of required efficiencies, but was retained as a result of the community requesting retention of the library.
- **Hawarden** library occupies a small section of the ground floor of Hawarden Record Office, a listed property. This building is not expected to be retained by the county council as it is an inefficient, costly building to retain, with poor access and not totally DDA compliant. The library space is not able to be modernised due to constraints of the building, and currently comprises several small rooms unsuitable for group visits, school visits or Rhymetime

sessions, and cannot meet the needs of the community. Current repairs and maintenance identified in a survey carried out in August 2014 totalled £9005.

- **Mancot** is a larger library which is well used but the building is a stand-alone building constructed in the 1960s and in a poor condition and not energy efficient. Current repairs and maintenance identified in the August 2014 survey totalled £129,122.
- Welsh Government will fund collocated library services by means of the Community Library Learning Capital Programme grants of up to £120,000. If Flintshire bid successfully for such a grant the new library provision could be put in place thus retaining a library service to these communities.

### **3. Objectives of the proposal**

- provide a new library accessible by local and wider community, open throughout the week and with self-service available at all times the Centre is open (up to 100 hours per week at present).
- Sustain a library service to the communities of Deeside, Queensferry, Hawarden, and Mancot by sharing a well-used building with a range of services.
- Develop the library as a community hub to enable a wide range of cultural events to be held in the space in partnership with other council and community services/organisations.
- Introduce self service facilities in a Flintshire library
- Provide access to additional amenities for library customers: Wi-Fi, café, toilets, facilities for under 5s, sports and health activities within the building.

### **4. Impact of the proposal**

The proposal, whilst providing a sustainable, improved library service to the communities in the Deeside postcode area, will result in the re-location of the library services from the three libraries at Mancot, Hawarden and Queensferry campus. The planned reduction of 30% to the library budget will put smaller libraries at risk of closure and the proposal for the new library is intended to mitigate the effects of the loss of three small local libraries.

#### Financial impact for Flintshire County Council

The council could potentially make up to £37,000 of operational savings and up to £18,000 on premises costs.

#### Impact on the community

These groups will be affected by this policy:

- i) Library service users of Hawarden, Mancot and Queensferry
- ii) Potential library service users in the communities
- iii) Specific impacts on groups of people within the protected characteristics categories.

The protected characteristics are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion of belief
- Sex
- Sexual orientation

iv) Library staff

i) Library service users

	Hawarden	Mancot	Queensferry
Adults	1235	1193	971
Children	859	835	813
Exempt from charges/special situations	19	73	23
Playgroups	1	3	2
Classes	1	2	34
Reading groups	4	0	0
Total	2119	2106	1843

Registered users

Active users (i.e have borrowed books in 2013-14)

	Hawarden	Mancot	Queensferry
Adults	374	314	195
Children	403	328	238
Exempt from charges/special situations	7	43	11
Playgroups	0	0	1
Classes	0	2	12
Reading groups	4	0	0
Total	788	687	457

Use of Book stock - percentage on loan at 1.4.14

	Hawarden	Mancot	Queensferry	All Flintshire libraries
On shelves	8804	11840	9417	158941
On loan	2020	2201	1573	52238

Total	6784	9639	10990 *includes school stock	211179
Percentage on loan	23	18.5	14.3	24.7

Usage – from CIPFA sample surveys 2013-14 and Library Management

	Hawarden	% age of Flintshire total	Mancot	% age of Flintshire total	Queensferry	% age of Flintshire total
Weekly Requests	43	7.7%	31	5%	23	4%
Total Annual Enquiries	2225	2.6%	3325	3.8%	1175	1.3%
Annual Visits - Adults	12300		15350		6550	
Annual Visits - Children	7475		10375		2575	
Total Annual Visits	19775	3%	25725	3.8%	9125	1.4%
Total annual loans	28870	4.3%	34748	5.2%	12004	1.8%

System

Number of children participating in Summer Reading Challenge 2014

Registered at Hawarden Library 276

Registered at Mancot Library 265

Registered at Queensferry Library 60

Numbers participating by school (4-11yrs)

School	No. of pupils	Number of children participating in SRC
Ewloe Green	412	73
Hawarden Village	451	212
Penarlag	217	68
Queensferry CP	160	20
Sandycroft CP	322	25.6
Hawarden H.S.	1152	38
John Summers H.S.	374	10

Rhymetime sessions for under 5s and parents/carers 2013-14

Hawarden 24 sessions total participants 753

Mancot 23 sessions total participants 523

## Learning Events

Queensferry	Weekly Basic Skills class Weekly Job club
Queensferry	Library shares a building with the school library, and the services are open at different times but with some overlap.
<u>Hawarden</u>	One Family Learning session at Ewloe CP 3 reading groups meet in Hawarden Library every month. Average attendance is 9 for each.

## Mancot

### *Class visits*

Sandycroft school visit Mancot as part of their regular *your community* day. Four classes, about 110 children and perhaps 20 adults.

### *Family Learning*

2 family learning sessions at Mancot– attendance 9 adults and 9 children

### *World Book Day*

2013 three author sessions. Total attendance of 90 children and 16 adults

Digital assistance - comments from a sample week when digital assistance was monitored for Race On Line

**Hawarden** Customer wanted to renew his car tax on line "That was easy, thanks"

**Mancot** " Customer - saw newspaper articles re. developments in dementia treatment - had web address from newspaper but had never used a computer before. Amazing I will be coming in again

**Queensferry** "Thank you for help when attaching a document to my e-mail"  
Customer - help to scan a document and send as an attachment with an e-mail. "Very happy, now I know how to send attachments"  
Customer - Help to print a document. "Just needed help for the first time, I am now confident with printing, thank you"

## ii) Potential library service users in the communities

### Population (census 2011)

ward	Number of people	% male	% female	%Age 0-15	%Age 16-64	%Age 65+
Hawarden	1839	47.4	52.6	13.9	58.3	16.5
Mancot 1	1707	50	50	18.2	64.1	17.7
Mancot 2	1663	50.5	49.5	16.8	63.7	19.4
Queensferry	2007	50.3	49.7	18	66.4	15.6

## Economy and employment

ward	Hawarden	Mancot1	Mancot 2	Queensferry	Flintshire
Percentage of people of working age who are claimants	7.3	14.1	17.8	16.3	12.7
Percentage of 16-24 yr olds who are unemployed	28	22.6	33.3	23.1	26.7
Percentage of economically active people who are full-time employees	38.3	44.1	42.3	44.1	43.4

## Health - Percentage of people whose day to day activities are not limited by their health

Hawarden	Mancot 1	Mancot 2	Queensferry	Flintshire	Wales
77.9	81.2	77.7	79.8	80	77

## Transport – percentage of households with no access to a car or van

Hawarden	Mancot 1	Mancot 2	Queensferry	Flintshire	Wales
12.3	18.5	18.8	26.7	17	22.9

## Children and Education

School	No. of pupils	%age of pupils receiving Free School Meals	% of pupils achieving expected level in core subjects at KS2	% of pupils achieving expected level in core subjects at KS3
Ewloe Green	412	4.5	89.6	
Hawarden Village	451	5.3	98.1	
Penarlag	217	10.6	92.3	
Queensferry CP	160	50.8	70.6	
Sandycroft CP	322	25.6	91.4	
Hawarden H.S.	1152	7.5		90.6
John Summers H.S.	374	31.9		78.1

### iii) Specific impacts on groups of people within the protected characteristics categories.

Library membership is free, accessible and inclusive. No specific information is recorded as to age (except for children), ethnicity, belief, sexual orientation or other protected characteristics.

Adults provide name, address and gender information.

Children provide name, address, gender and date of birth.

Library services are free to all who join and access to libraries is free to all.

Membership is required only for using ICT facilities and for borrowing items. Library services for people from protected characteristics groups are provided in the following ways:

- Age  
Special collections of books and other items are provided for different ages and stages of childhood, as well as Parents Collections
  - Disability
    - ✓ Books are provided in different formats such as Large Print, audio, downloadable audio (e-audio)
    - ✓ RNIB membership is funded and administered by the library service for visually impaired people
    - ✓ The libraries are all DDA compliant
    - ✓ Adapted ICT facilities are available for people with physical and learning needs
    - ✓ A library service to people who are housebound is available
    - ✓ Library members who have additional needs are exempted from some library charges
  - Gender reassignment
    - ✓ Libraries can access information on reading material and support information for all requirements.
  - Pregnancy and maternity
    - ✓ Libraries are child friendly with books for children and parents
    - ✓ accessible for prams and buggies
    - ✓ Rhymetime sessions for under 5s and parents/carers held fortnightly
  - Race
  - Religion of belief
  - Sex
  - Sexual orientation
    - ✓ Library book stock covers a wide range of ethnicity, belief, sexual orientation, age and language in representation of subjects and authorship to provide a diverse stock.
    - ✓ Language – Library books and stock are provided in Welsh across all categories. Bilingual activities are provided and all communications are bilingual. Library staff have access to Language Line to assist customers whose first language is not English or Welsh.
- iv) Library staff will be at risk of redundancy but will be considered for any library positions that become vacant due to retirement etc. HR guidelines and procedures will be followed.



**5. How the proposed new library facility will meet the needs of the community**

- i) Library service users of Hawarden, Mancot and Queensferry
  - a) The proposed facility will provide the core entitlements of a Welsh Public Library:
    - *free inclusive access for all/ total community access reaching older people, children and families, minority and deprived communities*
    - *Outcomes: learning, reading support (wide range of reader development activities that actively feed in to the health and wellbeing agenda), health offer, digital support (supported, free online access), information offer (staff skilled in info management), inspirational spaces (network of neutral, trusted and accessible community spaces), support for under 5s and parent/carers, service to people with additional needs (RNIB, LP, audio, housebound, residential homes etc)*
  - b) The new library will be open for longer hours, in a larger building with ample parking and accessible by car, cycle, public transport and pedestrians.

Distances from existing libraries to Deeside Leisure Centre are:

Hawarden 1.7 miles

Mancot 1.1 mile

Queensferry 0.6 mile

The provision of the new library at Deeside will still ensure that Flintshire meets the Welsh Public Library Standard of having a static library within 2.5 miles of 75% of the population.

The new library will be staffed between 20-30 hours per week but will be open 7 days a week for people to sit, read, study, use ICT and borrow books via self-service for all the hours the Leisure Centre is open (approx. 100 hours currently). Wi-Fi will be freely available and the library will be adjacent to café, toilets, crèche and soft play area. The library will consist of two elements – an enclosed space with books, seating, a help point, and safe children’s area; and an area which forms part of the café and foyer of the leisure centre with book displays, ICT facilities and seating.

Opening hours of current libraries proposed from 7<sup>th</sup> April 2015

Library	Mon	Tues	Wed	Thurs	Fri	Sat	total
Hawarden	2.00 - 5.00	closed	10.00-1.00,	closed	2.00 - 5.00	closed	14

			2.00 - 7.00				
Mancot	2.00 - 7.00	2.00 - 5.00	closed	2.00- 5.00	10.00- 1.00	9.30- 12.30	17
Queensferry	2.00- 5.00	closed	2.00- 6.00	closed	10.00- 1.00	closed	10

- c) All categories of library stock will be available in the library and via the network of Flintshire Libraries.
- d) The new arrangement will make it possible to provide more activities for babies, parents, children, and learners as more partnership working will be possible with leisure providers; and more accessible space will be available to hold events.
- e) Welsh Public Library Standards require library staff to consult with users every three years to ascertain customer satisfaction and to assess the impact of library use on customer's lives. Library customers in Flintshire took part in these surveys in November 2014.

Numbers of responses were as follows:

Hawarden Library 137 responses from adults and 56 from children

Mancot Library 139 responses from adults and 35 from children

Queensferry Library 52 responses from adults and 23 from children

The common themes were that library users expected the following services/facilities from their libraries:

- Free access to a wide range of books which they could not afford themselves, including displays to assist reading choices
- Free use of ICT
- Help with study and learning
- Help with Basic Skills
- Helpful staff
- A safe, comfortable, local place to sit, read, 'chill'
- Help with children's development, especially Rhymetime and Summer Reading Challenge
- Access to information – especially local information

All these services would be provided in a new library at Deeside Leisure Centre

ii) Potential library service users in the communities

Deeside Leisure Centre recorded 554,394 visitors in 2013-14 for participation in activities. The library would be accessible to all these

visitors plus any accompanying parent, carers and friends who do not visit the Centre to participate in activities. Many of the visitors may not currently use a library due to current opening hours, location, travel and work patterns and other commitments.

iii) Specific impacts on groups of people within the protected characteristics categories.

The new library would meet the needs of the people from protected characteristics groups in the same way as described at 4.iii) above.

Pupils of John Summers High School would no longer have access to a public library on the same campus as their school.

Deeside Leisure Centre, as a location for a new library facility would further meet the needs of some of the groups as follows:

- ✓ Age
- ✓ Disability

The Centre hosts 47 registered clubs covering 20 sports and activities for all ages and abilities as well as providing a creche facility 5 days a week.

## 6. Financial implications of the proposal

Costs for the 3 libraries 2013-14:

	Hawarden	Mancot	Queensferry
Staff	17123	21060	33359
NNDR	4420	2923	3241
Utilities	1200	2637	6157
Cleaning	0	7253	848
Service agreements	436	862	1092
R & M	161	1358	332
Alarm/phone/photocopier	273	394	268
Total £105397	23613	36487	45297

The library budget will need to be reduced by 30% thus making it necessary to reduce library provision in Flintshire. By reducing the number of library buildings and co-locating the service with other services costs are reduced and library services to smaller communities are sustainable.

## 7. How the communities are to be consulted

Communities will be consulted during April 2015 via the following methods:

All residents (including library users) - information bulletin (online) and face to face at libraries via stakeholder groups to be arranged

Community Councils, schools will be consulted by correspondence

Individuals, groups and societies can contact Chief Officer and Principal Librarian with any specific concerns or questions.

People from the protected characteristics groups will be consulted via the EIA Quality Assurance group

All consultation documents would be bilingual in line with council policy.

## **8. Dealing with Adverse or Unlawful Impact and Strengthening the Policy**

- Provision of a new library service within 1-2 miles of each community will mitigate the effects of re-locating services from existing buildings by offering a service which is accessible for longer opening hours, with a higher level of staffing, with more facilities. This should offer more flexibility for users to plan their library visits to fit with other activities, and possibly mitigate for extra distance travelled. The location of the new library in Queensferry is adjacent to other large shops and services.
- The building will offer a 'fit for purpose' library with improved access and a new bookstock which will be both diverse and cater for the needs of all ages and needs (Large Print books, audio books etc)
- Parking and access will be improved compared to the libraries at Hawarden and Queensferry.
- The new library will offer better service provision and improved facilities, e.g. public toilets, refreshments and better seating areas.
- Current users will be given notice of the re-location date and explanations as to how and where the new service can be accessed.
- The Library Service for housebound people will be promoted to those with mobility impairments in this community who may be eligible to receive it.
- Online resources can be accessed from home 24/7, e.g. E-book service and Online Catalogue, books can be reserved for collection at any service point.
- More provision of library activities would be made for children, babies and toddlers and their parents and carers as activities can be provided in partnership with leisure partners.

**Measures we will take to strengthen the proposal and foster good relations and advance equality of opportunity**

- Ensuring that the new library offers an all-round better customer experience for all library service users.
- Increased partnership working with local community groups to ensure we make them aware of any new services we offer (including protected characteristic groups)
- Ensure marketing and promotion of the new Library, and the library service to housebound people, so people in this community are aware of what library services are available to them.

**Measures we will take to reduce or remove any adverse impact.**

- By implementing the longer opening hours of the new library, we will attain more consistency in the number of opening hours (and days) that libraries of a larger size (or with higher usage figures) are open.
- By ensuring that when we open the new library it is promoted sufficiently to people in the community who we hope to encourage into the library, including people of different protected characteristics.
- We will network more with community partners so we can make their clients more aware of our service, including the changes location and opening hours
- Promote the new library and longer, seven day opening hours to relevant equalities groups in the community and to specific community groups, which may help increase their access to these services
- Working in partnership with relevant education and community information providers to examine how the new library service to these communities can help benefit their client groups by offering them increased access to library services.
- To ensure adequate monitoring and evaluation of the changes to the library service to these communities, so we can continue to adapt to the changing needs and demands of users and potential users in our local communities.

**9. Sources Used**

CIPFA

Flintshire County Council Infobase

Welsh Government

Library Management System data for Flintshire Libraries

**Action Plan**

Action	Responsible Officer	By When	Progress
Agreement to consult on proposal and Publish summary of EIA <sup>1</sup> - Cabinet 17 <sup>th</sup> March	I. Bancroft	March 12 <sup>th</sup> 2015	
Consult Library stakeholders	P. Corbett	March/April 2015	
Consult Community Councils, FCC local members, schools	P. Corbett	March/April 2015	
Consult FCC EIA Quality Assurance group	P. Corbett	April 2015	
Decision on whether to proceed – Cabinet 19 <sup>th</sup> May	I. Bancroft	May 14 <sup>th</sup> 2015	

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