

Equality Impact Assessment for a new Horley Library

1. Topic of assessment

EIA title:	Horley Library moving to new premises
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EIA author:	Gillian Youngman
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2. Approval

	Name	Date approved
Approved by¹		

3. Quality control

Version number	v1	EIA completed	
Date saved	20 April 2016	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Katie Kinnear	Senior Manager (Project, Innovation, Design and Delivery)	Surrey County Council - Libraries	Manager overseeing the project
Neill Oakley	Project Manager (Project, Innovation, Design and Delivery)	Surrey County Council - Libraries	Joint project manager for new Horley Library
Gillian Youngman	Project Manager (Project, Innovation, Design and Delivery)	Surrey County Council - Libraries	Joint project manager for new Horley Library

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>Project, Innovation, Design & Delivery (PIDD) is responsible for delivering projects within the library service including new build projects. This comprises the design and implementation of new library layouts, alterations to current layouts, purchase of furniture, internal and external library signage, and installation of self service equipment the team is also responsible for business planning, income generation, bid-writing, community consultation and performance management.</p> <p>PIDD work closely with the Stock Development & Design team which is responsible for all aspects of stock in libraries ranging from the</p>
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¹ Refer to earlier guidance for details on getting approval for your EIA.

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selection, display and performance.

The current Horley Library is based in a single-storey building on Victoria Road (RH6 7AG). Surrey County Council hold the freehold but the building is beginning to show its age and has recurring maintenance problems. Since the library was built on the location acquired in the 1950s, the town centre has moved away from the current site although the current location is next to a Lidl supermarket and near some doctors surgeries and the post office.

Over the years the library service has expanded and modernised, but there has been limited investment in the building as other library properties have had a higher priority. As a result the service offered to the residents of Horley is restricted and is not to the standard the community deserves. The public space of the library is slightly undersized to serve the local community and has for some time been the possible subject for relocation under various local development plans. The large windows which extend around much of the building are life expired and are inefficient in keeping heat in.

The opportunity has arisen to move to a new commercial development : Unit 1, Russell Square, Victoria Road, Horley RH6 7QH. This site is on the ground floor at the bottom of the hill leading up to the station, on the corner of Russell's Crescent and Victoria Road and is .2 miles from its current location.

The internal design of our libraries plays a central role in delivering the library services objectives. A modern, exciting and stimulating environment that can be accessed by all contributes to achieving the two aims set out in the Library Service Vision 2014:

- That libraries continue to grow to be essential to the life of the community – whether it's a village, a town or a group of people – providing its heartbeat
- That libraries develop their role in drawing people through a wide choice of vibrant cultural activities: providing a focus within the locality and beyond

When designing a layout we need to take into account the full range of activities provided and the changing face of the modern library. We aim to layout the library in such a way as to meet both the requirements of the Public Libraries & Museums Act, 1964 as well as local and national strategies.

The 1964 Act states that:

'It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof...'

As the library service is a universal service and available to all the

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	<p>main users are effectively everyone. As such careful consideration needs to be given to the layout to ensure that no one is excluded from making full use of the service.</p> <p>The main equality issues identified with the internal design of libraries are:</p> <ul style="list-style-type: none"> • Teenagers feeling uncomfortable in a traditional library setting • People with disabilities being fully able to access the facility • Height of shelves and space between units • Finding local equality groups to consult with over the design • Finding an effective and manageable way of consulting with our wide user group • Finding the right balance between the needs of the different user groups
<p>What proposals are you assessing?</p>	<p>This would mean that the library could relocate to a more central location, with sufficient floor space to enable us to provide a range of services that meet the needs of today's library user and offer the opportunity to run the library service from a low maintenance building.</p> <p>The Library Property Strategy classifies Horley as a town library and as such should be located in the main retail centre and a library located within a retail centre encourages economic growth amongst local businesses. A library brings increased footfall which has an economic benefit to adjacent retailers.</p> <p>The current library has a staff car park behind it (open free to the public at weekends), as well as a pay and display car park with 22 spaces (2 of which are for disabled) which is often used for people visiting the nearby doctor's surgeries. There is also a large car park (200 spaces of which 3 are for disabled) virtually opposite the library. The new library will have no staff parking in line with county council policy we do not provide parking for staff. Whilst the public car park next to the library has two spaces marked as disabled these are not compliant with modern standards. The lease of the new site comes with 2 parking spaces to the rear of the building and with some curb alterations and redrawing of lines these could be converted in one compliant disabled space. Further to this a discussion has been held with SCC highways and they are favourable towards converting some existing spaces in nearby Russell's Crescent to disabled spaces, therefore, we feel confident we are able to provide adequate parking for disabled users.</p> <p>There is a Central Car Park virtually opposite the proposed site (.1 mile away) with 163 spaces (4 spaces for disabled with two nearest the library and the other 2 at the far end. There is a pedestrian crossing to use to get to the library.</p> <p>The proposed location is less than 0.2 miles from the station and</p>

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	<p>should attract new users or more regular users as it is currently double that distance. There is also a bus stop opposite and one just down the road served by buses on various routes and this very similar to the availability.</p> <p>A Waitrose supermarket is the other side of the road at the bottom of the hill and a Wetherspoon's pub virtually opposite Russell Square. The library is under the housing development which has 75 apartments for shared ownership, 15 for rent and 4 retail units that will be let by Reigate & Banstead Council.</p> <p>The aim of this EIA is to look at the way we design the internal layout of our libraries in order to ensure that adequate provision is made to meet the needs of the identified equality groups. This includes:</p> <ul style="list-style-type: none"> • Adequate spacing between shelving and furniture • Hearing loop • Clear DDA compliant signage • Assistive technology • Large print books and audio books • eBooks and eAudiobooks • Booktouch packs • Dyslexia support
<p>Who is affected by the proposals outlined above?</p>	<p>All people using the library:</p> <ul style="list-style-type: none"> ▪ Horley Library staff and rotating staff and volunteers ▪ Other Library Service Teams ▪ Other Surrey County Council colleagues ▪ Library users of all ages and abilities ▪ Families ▪ Local groups ie Horley Local History Centre ▪ People working in the area ▪ Visitors to the area ▪ Students

6. Sources of information

Engagement carried out
<p>Library users</p> <p>Feedback from library users has been used to inform this assessment into the internal design of libraries through the use of the following:</p> <ul style="list-style-type: none"> ▪ Issue and Visitor Statistics ▪ PLUS – public library user surveys ▪ Library user satisfaction surveys (online and also in libraries on a rolling programme)

- Comments book
- Customer complaint/comment form
- Public consultation with regard to specific refurbishments
- Review of Dorking Library Layout by Mole Valley Youth Voice
- Dorking Teenage Reading Group
- Farnham Headspace initiative volunteers

Specific Local Groups

Feedback from specific accessibility groups across the county with regard to library design has been used to contribute to this assessment:

- Disability Access Award Scheme Audit Report - Cranleigh Library undertaken by the Disabled Citizens' Advice & Support Service (DisCASS)
- Mole Valley Accessibility Group comments on Planning Application for Dorking Library Refurbishment/Relocation
- Review of Dorking Library Layout by the Disabled Citizens' Advice & Support Service (DisCASS)
- Woking Access Group

Other Library Service Teams

Other library teams have also provided input into this assessment:

- Digital Services – with regard to provision of information and IT resources
- Community Connections – with regard to use of the service by excluded or under represented groups. Feedback from outreach projects such as “Headspace” and the Team’s ongoing work with local groups and schools.
- Customer Network staff – as the public face of the service, Duty Managers and their staff receive enquiries/comments from the public which are passed through to the Project, Innovation, Design and Delivery team for consideration and implementation in the library design.

Other colleagues

Other Surrey County Council colleagues will also provided input into this assessment:

- C & C Directorate Equalities Group

A user Customer Satisfaction survey took place in January 2015 in which 71 people participated.

Once the Library service receives the go ahead for this project the following will take place:

- Actively consult and engage with library users prior to the move to a new site.
- Continue to engage with specific groups during the design process.
- Design a library survey to be used after each library refurbishment in order to evaluate layout and highlight room for improvement.
- Improve our use of the information available on equality groups in Surrey and create an action plan that ensures their views are heard.
- Create and update staff awareness of the services available to equality groups.
- Ensure that the EIA action plan becomes part of the business plan of all teams involved so that it can be demonstrated that the outcomes of this report have led to a service improvement.

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- Use of “Mosaic”, Surrey, digital exclusion maps and other socio demographic tools to identify possible usage and determine the service user profile.

Data used

As a service we are constantly monitoring our performance and gathering evidence to demonstrate that the way we layout our libraries works. These include:

- Issue and visitor figures which show a direct correlation between a library refurbishment and increase in use.
- Comments books and user surveys such as the Customer Satisfaction Survey are carried out regularly and include feedback from the public on overall satisfaction. They show that an increase in the level of customer satisfaction tends to relate to libraries where refurbishments have taken place.
- Data is also collected in a variety of ways, which provides information on our library demographic, including age and the types of disability, or conditions our users suffer from. This helps us to better understand our users and plan our layouts accordingly.
- The use of other Surrey County Council departmental research is valuable to us as a provider of current public opinion regarding attitudes to the services of Surrey County Council.
- The use of focus groups e.g. “Headspace” for teenagers, Library Friends or Reading Groups, Local History Centres also provide useful information

7. Impact of the new/amended policy, service or function

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
Age	✓	✓	Teenagers – may feel uncomfortable or unwelcome in a traditional library setting so by getting them involved in designing their own space they feel a better sense of belonging. Every library has a teenage area where they can relax and be themselves. As part of the headspace project staff are trained

² More information on the definitions of these groups can be found [here](#).

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		<p>in how to communicate and deal with teenagers.</p> <p>Older people – may be more likely to suffer from mobility difficulties so we provide seating with arms so that they can more easily push themselves up to a standing position. Seating with wheels instead of skids may be more likely to move when you sit down on it so wherever possible we avoid wheels.</p> <p>Children – specific areas are created for use by children and their carers with appropriate height seating and chairs.</p> <p>Use of space is considered for activities like rhymetime and where buggies can be parked.</p> <p>The library is on the ground floor and no lifts or ramps are involved and will possibly have two entrances, both with electric doors.</p>
<p>Disability</p>	<p>✓</p> <p>✓</p>	<p>People with disabilities are able to fully access the library.</p> <p>The library is on the ground floor and no lifts or ramps are involved and will possibly have two entrances, both with electric doors.</p> <p>We we feel confident we are able to provide adequate parking for disabled users (see Section 5). There are also two disabled spaces in Central car park 0.1 miles away.</p> <p>Access to the library is on the flat although there is some undulation on the pavements surrounding the building but not of significance.</p> <p>Libraries are designed to be DDA compliant with ramps and lifts provided where necessary. Ample space between units and items of furniture is provided to allow for the manoeuvrability of wheel chairs and mobility scooters. Internal signage is designed to have a strong contrast between font and background in order to be most easily read.</p> <p>Library counters are designed to have a low seated height section where wheel chair users or those with mobility difficulties can sit to have their enquiry dealt with by a member of staff. All these counters are equipped with</p>

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			<p>hearing loops which are reviewed on an annual basis to check they are working correctly.</p> <p>We are currently investigating the use of a tactile library map and the possibility of Braille signage.</p> <p>Horley Library currently has self service machines and the new library would have updated self service kiosks which take money and are DDA compliant.</p> <p>Non-slip floor coverings are used and entrance matting identifies the approach to the entrance/exit door.</p> <p>The internal library layout will be designed to be DDA compliant. Ample space between units and items of furniture is provided to allow for the manoeuvrability of walkers and wheelchairs.</p> <p>Wherever feasible the height of shelving is kept to no higher than 5 foot and the bottom shelf is set at 350mm off the floor so as to reduce strain on backs when bending down.</p>
Gender reassignment	No impact	No impact	
Pregnancy and maternity	✓	✓	<p>The library is on the ground floor and no lifts or ramps are involved and will possibly have two entrances, both with electric doors.</p> <p>Toilets and baby change facilities will be considered within the constraints of individual buildings.</p> <p>A range of seating with and without arms is provided throughout the library so that pregnant or breast-feeding mothers have a good choice over where to sit should they need to feed or sit down. If possible within constraints of individual buildings we will consider the creation of quiet areas.</p> <p>The internal library layout will be designed to be DDA compliant. Ample space between units and items of furniture is provided to allow for the manoeuvrability of prams and buggies.</p>

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Race	No impact	No impact	
Religion and belief	No impact	No impact	
Sex	No impact	No impact	
Sexual orientation	No impact	No impact	
Marriage and civil partnerships	No impact	No impact	
Carers³	✓	✓	See age and disability

7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age			
Disability	✓		<p>Look into parking arrangements making reasonable adjustments where appropriate.</p> <p>Due to the fact that working in a library is a very physical job we try to keep hard flooring to a minimum and wherever possible, particularly in high use area such as behind the counter we ensure that cushioned back carpet is used so as to minimise the impact on feet. Dual level counters are provided so that staff can choose the most appropriate section, either standing or seated depending on their individual needs or the requirements of the task they are undertaking.</p>
Gender reassignment	No impact	No impact	

³ Carers are not a protected characteristic under the Public Sector Equality Duty, however we need to consider the potential impact on this group to ensure that there is no associative discrimination (i.e. discrimination against them because they are associated with people with protected characteristics). The definition of carers developed by Carers UK is that 'carers look after family; partners or friends in need of help because they are ill, frail or have a disability. The care they provide is unpaid. This includes adults looking after other adults, parent carers looking after disabled children and young carers under 18 years of age.'

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Pregnancy and maternity	✓	✓	Due to the fact that working in a library is a very physical job we try to keep hard flooring to a minimum and wherever possible, particularly in high use area such as behind the counter we ensure that cushioned back carpet is used so as to minimise the impact on feet. Dual level counters are provided so that staff can choose the most appropriate section, either standing or seated depending on their individual needs or the requirements of the task they are undertaking. Reasonable adjustments to duties would be made as appropriate.
Race	No impact	No impact	
Religion and belief	No impact	No impact	
Sex	No impact	No impact	
Sexual orientation	No impact	No impact	
Marriage and civil partnerships	No impact	No impact	
Carers	No impact	No impact	

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8. Amendments to the proposals

Change	Reason for change
In this column you should explain how the new/amended policy, service or function has changed from the original idea to the final proposal being considered.	In this column you should explain how your EIA led to this change. Identify the issue that you identified that meant the proposal needed to be amended.

You should use this section to describe any amendments that have been made to the original idea underpinning you new/amended policy, service or function as a result of conducting this EIA. This will show how the process of collecting information, engaging those affected and analysing the impact of the new/amended policy, service or function led to specific changes to the proposals.

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner

If your equalities analysis shows the new/amended policy, service or function could potentially have negative impacts on particular groups with protected characteristics, which cannot be fully addressed through changes to the proposal, you will need to use this section to outline any actions that could be put in place to mitigate them. As a result of your analysis you may also identify positive actions that could be put in place to promote equality opportunities and/or foster good relations.

10. Potential negative impacts that cannot be mitigated

If your assessment has identified potential negative impacts that cannot be mitigated, you should list them here. This does not mean the proposal has to be abandoned, but will allow decision makers to have 'due regard' to these matters when they make their decision.

Potential negative impact	Protected characteristic(s) that could be affected
	Disability

11. Summary of key impacts and actions

This section will serve as an executive summary of the Equality Impact Assessment and should be copied into the equalities section in decision making reports (such as those for Cabinet, Local Committee or CLT/DLTs). Please use the sub-headings provided.

Information and engagement underpinning equalities analysis	
Key impacts (positive and/or negative) on people with protected characteristics	
Changes you have made to the proposal as a result of the EIA	
Key mitigating actions planned to address any outstanding negative impacts	
Potential negative impacts that cannot be mitigated	

Be sure to review the checklist in Annex 2 before submitting your EIA for approval and publication.

Further guidance

If you need more advice and guidance, you may find the following sources useful:

- [Government Equality Office: Equality Act guidance](#)
- [Equality and Human Rights Commission: *Guidance on the Equality Duty*](#)
- [Equality and Human Rights Commission: *Making fair financial decisions*](#)
- [Equality and Human Rights Commission: *Meeting the Equality Duty in policy and decision making*](#)
- [TUC Equality Toolkit](#)

Annex 1

Issues to consider when assessing impact

It is important to consider the full range of impacts on service users, their carers and staff. Primarily, the Council wants to ensure that people with protected characteristics can achieve the same outcomes as people that do not share the protected characteristic. You should therefore think about each of the following issues when assessing impact.

Identifying impact

Could the new/amended policy, service or function:

- Lead to different outcomes for service users due to their protected characteristic? Do service users have particular needs, experiences, concerns or priorities in relation to the proposal because of this protected characteristic?
- Affect different groups disproportionately? For example, is there evidence of higher or lower participation or uptake by certain groups?
- Disadvantage particular groups? It is essential to consider not just the intended consequences of the proposal but also unintended consequences.

Discrimination

Could the new/amended policy, service or function:

- Discriminate unlawfully (directly or indirectly⁴) against people from certain groups?
- Lead to associative discrimination? Associative discrimination is where a victim of discrimination does not have a protected characteristic but is discriminated against because of their association with someone who does e.g. the parent of a disabled child.

Promoting positive outcomes

Could the new/amended policy, service or function:

- Include lawful positive action to address particular needs?
- Affect relations between certain groups? For example, could it be seen to favour particular groups or denying opportunities to another?
- Do more to promote equality and ensure equitable outcomes?
- Do more to promote positive attitudes and good relations between different groups?
- Do more to promote participation by under-represented groups?

Accessibility and barriers

Could the new/amended policy, service or function:

- Create barriers that prevent certain groups from benefitting from the changes?
- Make it hard for certain groups to access information about the service, function or policy?

⁴ Further information about direct and indirect discrimination is available from the [Equality and Human Rights Commission](#).

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- Make a service less physically accessible? Do you understand how to respond to requests for reasonable adjustment?
- Exclude groups because of cost? Are there any extra costs for some people (such as paying for a carer, transport, childcare)?

Experiences of services

- Does your training give people providing services the skills and knowledge they need to provide services to a diverse population? Do staff know how to use equipment or facilities such as minicomms or induction loops?
- Do your managers and staff know what their legal responsibilities are?
- Are staff trained to give extra assistance to disabled people if they ask? Have staff been trained how to offer and give help?
- Are crime, harassment or bullying problems likely to arise in this service area? Do staff know how to record incidents of racial harassment or other equality related incidents?

Stereotypes and assumptions

- Have your services been designed around a particular type of customer? For example, has it been designed around a particular family unit? Does this exclude same sex couples, older couples, large and extended families, people who move home a lot, or carers?
- Are people disadvantaged if they cannot find or remember information or documents? Are people expected to read or access information in a certain way?
- If you are using images in publicity, do they reinforce stereotypes? Try where possible to use images that reflect diversity.

Annex 2 Your checklist

Before publishing your EIA, think about the following:

- Is your assessment written in plain English? Consider whether people would understand your explanations if they did not work for the Council, or indeed your service. Try to avoid technical or specialist terminology and explain any acronyms in full even if they are common in your job
- Has anyone else checked your EIA? You might find it useful to get constructive feedback and challenge on your proposals and the conclusions you have reached. Think about colleagues, your Directorate Equality Group, service users or groups representing people that share particular protected characteristics.
- Have you told local organisations about the proposals? If the proposals will impact on organisations the Council commission services from, you must ask their views and give them the opportunity to identify any equalities implications from the proposals.
- Have you been clear about what has changed as a result of your EIA and how the process influenced proposals? If your assessment found that no changes were needed, ensure you explain the positive implications of the proposal.
- Have you been clear about the mitigating actions that will remove or minimise any negative impacts? Does your action plan have owners? If you have identified mitigating actions, it is essential these are delivered. You must be clear about who will take these forward.
- Has your EIA been approved by an appropriate level of management?

Using the information from your screening please describe your service or function. This should include:

- **The aims and scope of the EIA**
- **The main beneficiaries or users**
- **The main equality, accessibility, social exclusion issues and barriers, and the equality groups they relate to (not all assessments will encounter issues relating to every strand)**

The aim of this EIA is to look at the way we design the internal layout of our libraries in order to ensure that adequate provision is made to meet the needs of the identified equality groups.

As the library service is a universal service and available to all the main users are effectively everyone. As such careful consideration needs to be given to the layout to ensure that no one is excluded from making full use of the service.

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The main equality issues identified with the internal design of libraries are:

- Teenagers feeling uncomfortable in a traditional library setting
- People with disabilities being fully able to access the facility
- Height of shelves and space between units
- Finding local equality groups to consult with over the design
- Finding an effective and manageable way of consulting with our wide user group
- Finding the right balance between the needs of the different user groups

Now describe how this fits into ‘the bigger picture’ including other council or local plans and priorities.

The internal design of our libraries plays a central role in delivering the library services objectives. A modern, exciting and stimulating environment that can be accessed by all contributes to achieving the aim set out in the library service delivery plan 2011-2012:

‘...[to enhance] the quality of life of our users, by providing statutory services, easy and equal access to high quality, inspirational and enjoyable cultural and learning activities and information for all people living in or visiting Surrey.’

When designing a layout we need to take into account the full range of activities provided and the changing face of the modern library. We aim to layout the library in such a way as to meet both the requirements of the Public Libraries & Museums Act, 1964 as well as local and national strategies.

The 1964 Act states that:

‘It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof...’

This assessment is based on information and feedback collected from a variety of stakeholders.

The major stakeholders involved include:

- Library users
- Specific local groups
- Other Library Service Teams
- Other Surrey County Council colleagues

Library users

Feedback from library users has been used to inform this assessment into the internal design of libraries through the use of the following:

- Issue and Visitor Statistics
- PLUS – public library user surveys
- Comments book
- Customer complaint/comment form
- Public consultation with regard to specific refurbishments
- Review of Dorking Library Layout by Mole Valley Youth Voice
- Dorking Teenage Reading Group

- Farnham Headspace initiative volunteers

Specific Local Groups

Feedback from specific accessibility groups across the county with regard to library design has been used to contribute to this assessment:

- Disability Access Award Scheme Audit Report - Cranleigh Library undertaken by the Disabled Citizens' Advice & Support Service (DisCASS)
- Mole Valley Accessibility Group comments on Planning Application for Dorking Library Refurbishment/Relocation
- Review of Dorking Library Layout by the Disabled Citizens' Advice & Support Service (DisCASS)

Other Library Service Teams

Other library teams have also provided input into this assessment:

- Information Services Team – with regard to provision of information and IT resources
- Programme Team – with regard to use of the service by excluded or under represented groups. Feedback from outreach projects such as “Headspace” and the Team’s ongoing work with local groups and schools.
- Sector Team, Library Managers and staff – as the public face of the service, Library Managers and their staff receive enquiries/comments from the public which are passed through to the Library and Environment Team for consideration and implementation in the library design.

Other colleagues

Other Surrey County Council colleagues will also provided input into this assessment:

- C & C Directorate Equalities Group

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