

Equality Impact Assessment (EIA)



1. Topic of assessment

EIA title	Transforming Libraries and Cultural Services in Surrey
EIA author	Lesli Good, Ben Skipp

2. Approval

	Name	Date approved
Approved by	Liz Mills	07 January 2019
Approved by	Dave Hill (Executive Director, Children, Families, Lifelong Learning and Culture)	07 January 2019
Approved by	Julie Iles (Cabinet Member for All Age Learning)	16 January 2019

3. Quality control

Version number	9	EIA completed	07 January 2019
Date saved	15 January 2019	EIA published	21 January 2019

4. EIA team

Name	Job title	Organisation	Team role
Lesli Good	Assistant Director, Lifelong Learning and Culture (Interim)	SCC	Assistant Director
Ben Skipp	Programme Manager	SCC	Project Manager
Sarah Baker / Deborah Chantler / Janet Polley	Legal Services Manager / Senior Principal Solicitors	SCC	Legal advisors

Adam Whittaker	Policy and Strategic Partnerships Manager	SCC	Corporate Equalities Oversight
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5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>Surrey County Council is developing a new strategy to support the delivery of libraries and cultural services. The development of this strategy is one component of a wider Surrey County Council transformation that is about how the council delivers services in the future within the financial constraints it is facing now and will continue to face in the future.</p> <p>As the first step the council has consulted residents, service users and partners on five strategic principles to underpin the development of the strategy. Consultation took place between 30th October 2018 and 4th January 2019.</p> <p>This EIA identifies the key equalities issues that flow from the strategic principles.</p>
What proposals are you assessing?	<p>The consultation sought feedback on five strategic principles to underpin the strategy development. These were:</p> <ol style="list-style-type: none"> 1. Libraries and cultural services provide and enable opportunities for everyone to learn, access information, acquire new skills, improve literacy and be involved in their communities. 2. There is a focus on the wellbeing and strengthening of communities, particularly the most vulnerable, to enable them to be resilient. 3. Libraries and cultural services are most effective and efficient when they work in partnership with the public, voluntary, community and private sectors, including through the creation of shared spaces. 4. New technologies, including digital, enable libraries and cultural services to reach new audiences, and existing audiences in new ways, and offer 24/7 access. 5. Volunteers are crucial community advocates and assets in libraries and cultural services, who also gain valuable skills and relationships through the work they do. <p>Residents, service users and partners were asked to indicate whether they agree/disagree with the principles and, for each principle what impact the principle might have on them. In addition, there was the opportunity for consultees to provide comments.</p>

The consultation has demonstrated that there is significant support for the five strategic principles to inform development of a new strategy for libraries and cultural services.

We have identified that positive impacts will include:

- the ability to access library, cultural and other services in the same building/community hubs
- increased access to services as a result of the enhanced digital platform
- the ability to access library and cultural services in community settings
- improvements in targeted services for specific groups

We have identified the following potential negative impacts, including:

- reduced access to libraries and cultural services operating in stand-alone buildings for older people, people with mobility issues and rural communities
- barriers to participation in proposed enhanced digital services by people who may not have access to, or the skills to use digital technology

We have also identified that we do not fully understand the impact of the principles on children and young people as they were under-represented in the consultation compared to use of libraries and cultural services. At 0.43% the percentage of responses to the library and cultural services stage one consultation from the 0 – 18 age group is disproportionately low when compared to the Surrey population and the use of libraries by the 0 – 14 age group who represent 27% of libraries current borrowers.

We are also aware that the development of a strategy and new service model will impact on staff and partners.

To address these impacts in the next phase of developing the strategy and new service model we will need to ensure that geographical spread is met through enhanced digital services and libraries and cultural services in community settings.

We will undertake targeted consultation with those groups who may experience physical barriers to participation e.g. older people, people with mobility challenges and rural communities.

We will undertake targeted consultation with children and young people to ensure that we understand better the impact of the strategic principles on this group.

We will seek to understand more fully barriers to participation for those who may not benefit from the enhanced digital platform and design services to reduce digital exclusion.

	<p>We will include staff in the design of the new service model and consult formally if there is a change in the structure.</p> <p>We will work closely with boroughs, districts, partners, voluntary sector and users to co-design the new service model.</p> <p>As a live document this EIA seeks to assess the impact of the consultation and these service outcomes with regard to groups with protected characteristics.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>There will be a potential positive and negative impact on the following groups.</p> <p>All users of library and cultural services Surrey residents Visitors to Surrey Businesses</p>

6. Sources of information

Engagement carried out

The consultation was carried out from 30 October 2018 to 04 January 2019. Consultees were asked to complete a survey asking for views on the five strategic principles (shown in section 5). The survey was accessible both online and in hard copy, including an Easy Read version.

The council contacted multiple partner organisations to raise awareness of consultation with a link to the online questionnaire. These include, but are not limited to:

- Surrey District and borough local authorities
- All SCC schools
- Action for Carers
- Age Concern
- Age Uk
- Alzheimers Society
- Children's Centres
- Disability Access Networks
- Further education colleges
- Hospitals
- National Autistic Society
- NHS
- Surrey Community Action
- Surrey Youth Parliament
- University of Surrey
- Other Voluntary Groups and Charities

In addition, 13 drop-in sessions were held in each of the borough/district council areas across the county. These allowed people to ask questions about the strategy development and consultation content.

Data used

- Initial quantitative findings (see summary report – 22 Nov 2019) of the current consultation being carried out across Surrey on the proposed new libraries and cultural strategy.
- Final consultation summary report for the Libraries and Cultural Services Transformation, including both quantitative and qualitative responses.
- Usage data – analysing the numbers of visitors and issues made in each Surrey library.
- Research - Good practice and delivery models of library and cultural services, both nationally and internationally. Some examples were included in included in the consultation's strategy document.
- Financial data – Internal SCC libraries and cultural services finance data and CIPFA (Chartered Institute of Public Finance Authorities).

- Statistical Datasets at ward level – IMD, IDACI, IDAOP, % of population aged 0 – 4 and 65+
- Geographical spread/ coverage of existing libraries and cultural buildings

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	Potential positive impacts	Potential negative impacts	Evidence
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 135</p> <p>All groups</p>	<p>The 5 strategic principles that will underpin the development of the libraries and cultural strategy and new service model could have a positive impact on all groups as shown below:</p> <p>Users will be able to access a range of libraries, cultural and other services in one building/hub.</p> <p>Users will be able to access library and cultural services physically and digitally in community settings.</p> <p>Users will be able to access a wider range of services through an enhanced digital platform.</p>	<p>The 5 strategic principles that will underpin the development of the libraries and cultural strategy and new service model could have a negative impact on all groups as shown below:</p> <p>The possibility that the new strategy and service model will result in a reduction in stand-alone buildings in which only library and cultural services will be delivered.</p> <p>Increased emphasis on digital access to services might impact on residents who may not have the skills, or access to technology to benefit from this development.</p>	<p>See the detailed evidence for each group with protected characteristics in their specific section below.</p>





Age

In addition to the positive impacts for all groups set out above, there are some positive impacts specific to some of this group.

Younger and older users may benefit from targeted services.

The negative impact on this group is set out above in the section titled all groups.

Surrey Library Borrowers Compared to Surrey Population:

Age Band	Current Borrowers	Surrey Population	Over /Under Representation
0-14	27%	18%	+9%
15-65	55%	63%	-9%
65	17%	19%	-2%

(March 2016)

Libraries and Cultural Services Transformation Strategy Consultation Respondents:

Age Band	Respondents to Consultation
Under 18	0.43%
18-64	64.88%
65+	30.72%

Children are significant users of Surrey Libraries in proportion to their representation in the Surrey population and are predominantly registered at the Category C, CPLs and some B libraries. There is significant use by children of rhyme times and other events at Category A and B libraries.

The age group that has the highest rate of registration at Category A libraries is 16-64. A library member can register at any library and can use all libraries in the network.

(Source: Library Data Management System March 2016 & ONS 2015 Mid-Year Estimates)

<p>Disability</p>	<p>Disabled people will be able to access targeted services.</p>	<p>Increased emphasis on a digital platform could reduce access for people with disabilities where necessary adaptations have not yet been developed.</p>	<p>The Library Service does not hold data on disability of its users.</p> <p>The day to day activities of 13.5% of Surrey’s population are limited by a long term health problem or disability. This proportion is below the national average of 17.6% and is unchanged since 2001. The activities of 5.7% are limited “a lot”.</p> <p>The likelihood of suffering from a long term illness or disability increases with age. 78% of people over 85 reported a health problem compared with just 2.9% of children under 16.</p> <p>Source: Surrey-i, 2011 Census-Disability, Health and Carers)</p>
<p>Gender reassignment</p>	<p>The positive impact on this group is set out above in the section titled all groups.</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	
<p>Pregnancy and maternity</p>	<p>In addition to the positive impacts for all groups set out above, there are some positive impacts specific to some of this group.</p> <p>Parents with young children may experience positive benefits from a wider service offer and on the enhanced digital platform eg co-location</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	<p>Early years children (and therefore their parents) are significant users of Surrey Libraries in proportion to their representation in the Surrey population and predominantly are registered at the Category C, CPLs and some B libraries. There is significant use by children of rhyme times and other events at Category A and B libraries. (Source: Library Data Management System & ONS 2015 Mid-Year Estimates)</p> <p>In 2013 there were 13,569 live births recording the mother’s usual place of residence as Surrey. North East Surrey had the highest number with 4,084 live</p>





	<p>of midwifery services in library/cultural/community hubs.</p> <p>This group may benefit from targeted services.</p> <p>Residents from this group may access libraries and cultural services more actively if they are in buildings with a broader community focus.</p>		<p>births and the lowest number was 2,775 in the South West. (Source: Surrey-i)</p>
<p>Race</p>	<p>In addition to the positive impacts for all groups set out above, there are some positive impacts specific to some of this group.</p> <p>This group may benefit from an increased focus on targeted services.</p> <p>Residents from this group may access libraries and cultural services more actively if they are in buildings with a broader community focus.</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	<p>The Library Service does not hold data on the ethnicity of its users.</p> <p>The population of Surrey is 83.5% White British. The District & Boroughs in Surrey that have more than 1% above the County average for a minority ethnic group are as follows:</p> <p>Elmbridge, Runnymede and Woking: White Other Spelthorne: Indian Woking: Pakistani Epsom & Ewell: Other Asian (Source: Census 2011)</p>

<p>Religion and belief</p>	<p>In addition to the positive impacts for all groups set out above, there are some positive impacts specific to some of this group.</p> <p>Residents from this group may access libraries and cultural services more actively if they are in buildings with a broader community focus.</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	
<p>Sex</p>	<p>The positive impact on this group is set out above in the section titled all groups.</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	
<p>Sexual orientation</p>	<p>In addition to the positive impacts for all groups set out above, there are some positive impacts specific to some of this group.</p> <p>This group may benefit from targeted services.</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	<p>The Library Service does not hold data on its users for this protected characteristic.</p>
<p>Marriage and civil partnerships</p>	<p>The positive impact on this group is set out above in the section titled all groups.</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	<p>The Library Service does not hold data for this protected characteristic of its users.</p>
<p>Carers (protected by association)</p>	<p>The positive impact on this group is set out above in the section titled all groups.</p>	<p>The negative impact on this group is set out above in the section titled all groups.</p>	<p>There are over 100 Reminiscence Professionals, (those engaging with Alzheimer sufferers usually in residential homes), and a number of Care Homes are also using Surrey Libraries regularly. Library Direct Volunteers offer an alternative service for those unable to physically access a Library.</p>





		<p>(Source: Library Data Management System)</p> <p>The percentage of the Surrey population providing unpaid care is 10%. The figure is similar across all the Districts & Boroughs, and slightly below the national average.</p> <p>Older people are more likely to be providing unpaid care than younger people, and providing more hours of care. Nearly 14% of people aged 65 or over provide care with more than quarter of these providing 50 hours or more. Among young people under 25, less than 2% provide care, around one in 13 of these providing 50 hours or more.</p> <p>Young adult carers can face barriers to education and employment which may be due to young people becoming more heavily involved in caring as they get older. Having a caring a role when aged 16 – 24 years old can affect future life opportunities.</p> <p>As the general population ages, the number of older people providing unpaid care is also expected to increase. Estimates have been produced of the number of older carers in Surrey to increase by 11% in Surrey. The largest increases are expected in Tandridge, Reigate & Banstead, Woking and Epsom & Ewell.</p> <p>(Source: JSNA 2013)</p>
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7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence																		
<p>All groups</p>	<p>Opportunity to use their skills and knowledge to influence the new strategy for library and cultural services and the design of the service for the future.</p>	<p>Uncertainty throughout the next stage consultation process on how the new strategy and how the outcome in a possible new service offer might affect them.</p> <p>If, subject to the next stage of consultation the strategy brings forward a new service offer requiring staff to work in new locations they may have further to travel to work incurring greater expense of time and money.</p>																			
<p>Age</p>	<p>The positive impact on this group is set out above in the section titled all groups.</p>	<p>Staff who are older may find it difficult to adapt.</p>	<p>Surrey Libraries Staff:</p> <table border="1" data-bbox="1350 970 1901 1428"> <thead> <tr> <th data-bbox="1350 970 1592 1066">Age Range</th> <th data-bbox="1592 970 1901 1066">% of Library Staff</th> </tr> </thead> <tbody> <tr> <td data-bbox="1350 1066 1592 1114">15 to 19</td> <td data-bbox="1592 1066 1901 1114">9.6%</td> </tr> <tr> <td data-bbox="1350 1114 1592 1161">20 to 24</td> <td data-bbox="1592 1114 1901 1161">5.7%</td> </tr> <tr> <td data-bbox="1350 1161 1592 1209">25 to 29</td> <td data-bbox="1592 1161 1901 1209">5.9%</td> </tr> <tr> <td data-bbox="1350 1209 1592 1257">30 to 34</td> <td data-bbox="1592 1209 1901 1257">5.2%</td> </tr> <tr> <td data-bbox="1350 1257 1592 1305">35 to 39</td> <td data-bbox="1592 1257 1901 1305">6.1%</td> </tr> <tr> <td data-bbox="1350 1305 1592 1353">40 to 44</td> <td data-bbox="1592 1305 1901 1353">8.3%</td> </tr> <tr> <td data-bbox="1350 1353 1592 1401">45 to 49</td> <td data-bbox="1592 1353 1901 1401">7.9%</td> </tr> <tr> <td data-bbox="1350 1401 1592 1428">50 to 54</td> <td data-bbox="1592 1401 1901 1428">11.4%</td> </tr> </tbody> </table>	Age Range	% of Library Staff	15 to 19	9.6%	20 to 24	5.7%	25 to 29	5.9%	30 to 34	5.2%	35 to 39	6.1%	40 to 44	8.3%	45 to 49	7.9%	50 to 54	11.4%
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Disability	The positive impact on this group is set out above in the section titled all groups.	Staff with mental health issues may be more prone to be affected by any change in their working arrangements.	<p>Surrey County Council staff with a declared disability is as follows:</p> <ul style="list-style-type: none"> • Male: 3.10% • Female: 3.14% <p>(Source: SCC Equalities and Diversity Profile 2016)</p>																										
Gender reassignment	The positive impact on this group is set out above in the section titled all groups.	The negative impact on this group is set out above in the section titled all groups.	There is no workforce data available.																										
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Sex	The positive impact on this group is set out above in the section titled all groups.	The negative impact on this group is set out above in the section titled all groups.	<p>Surrey Libraries Staff Gender Breakdown:</p> <ul style="list-style-type: none"> • Male 13% • Female 87% 																														



Sexual orientation	The positive impact on this group is set out above in the section titled all groups.	The negative impact on this group is set out above in the section titled all groups.	All Staff Surrey County Council: <ul style="list-style-type: none"> • Heterosexual: 44.07% • LGBT: 1.19% • Not Declared: 54.74% (Source: SCC Equalities and Diversity Profile 2016)
Marriage and civil partnerships	The positive impact on this group is set out above in the section titled all groups.	The negative impact on this group is set out above in the section titled all groups.	There is no workforce data available.
Carers (protected by association)	The positive impact on this group is set out above in the section titled all groups.	The negative impact on this group is set out above in the section titled all groups.	There is no workforce data available.

8. Amendments to the proposals

Change	Reason for change
<p>As a result of the consultation the wording of the strategic principles has been amended, see below that changes are shown in italics.</p> <ul style="list-style-type: none"> Libraries and cultural services provide and enable opportunities for everyone to learn, access information, acquire new skills, literacy and be involved in their communities. There <i>will be</i> a focus on the wellbeing and strengthening of communities, particularly the most vulnerable, to enable them to be resilient, <i>providing touch points and safe spaces</i>. Libraries and cultural services are most effective and efficient when they work in partnership with the public, voluntary, community and private sectors, including through the creation of shared spaces <i>creating a model of financial sustainability</i>. New technologies, including digital, enable libraries and cultural services to reach new audiences, and existing audiences in new ways, and offer 24/7 access. Volunteers are crucial community advocates and assets in libraries and cultural services, who also gain valuable skills and relationships through the work they do. 	<p>To respond to the wealth of ideas and information provided in the qualitative responses and make the principles clearer.</p>

7 9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Potential impact of library and cultural services operating in stand-alone buildings on all groups.		TBC	Liz Mills
Potential impact on users who may not benefit from the enhanced digital platform if they do not have access to, or skills to use new technology.	In the next phase of developing the strategy and new service model we will investigate the barriers to participation for this group and design services to reduce digital exclusion.	TBC	Liz Mills
Potential impact on staff including increased levels of anxiety about how the development of a new strategy and potential changes in the service offer might affect them.	<p>Staff will be involved in the development of the strategy and future service offer.</p> <p>Senior management will implement a communications strategy during the strategy development and the next stage of consultation on same to ensure staff receive timely and accurate information.</p> <p>Staff will be equipped with information and tools to enable them to manage their interactions with customers positively whilst the strategy is being developed and during the next stage of the consultation.</p>	On-going	Lesli Good

10. Potential negative impacts that cannot be mitigated

7

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

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis

7,000 questionnaires were returned.
3,000 respondents provided comments in addition to sharing their view of the principles on which we consulted.
Partner organisations have provided feedback by letter and in meetings.
The % of respondents was subject to comparison against the demographics of Surrey's population.

Key impacts (positive and/or negative) on people with protected characteristics

The most significant negative impact which will affect all groups is the potential reduction of libraries and cultural services operating in stand-alone buildings.

Potential impact on users who may not benefit from the enhanced digital platform if they do not have access to, or skills to use new technology.

Positive impacts for all groups include opportunity to access libraries, cultural and other services in community/cultural hubs and the enhanced digital platform.

Potential impact on staff as a result of uncertainty during the strategy development process as to the impact of a new service offer on their roles.

Changes you have made to the proposal as a result of the EIA

The strategic principles have been amended, see below that changes are shown in italics.

- Libraries and cultural services provide and enable opportunities for everyone to learn, access information, acquire new skills, literacy and be involved in their communities.
- There *will be* a focus on the wellbeing and strengthening of communities, particularly the most vulnerable, to enable them to be resilient, *providing touch points and safe spaces*.
- Libraries and cultural services are most effective and efficient when they work in partnership with the public, voluntary, community and private sectors, including through the creation of shared spaces *creating a model of financial sustainability*.
- New technologies, including digital, enable libraries and cultural services to reach new audiences, and existing audiences in new ways, and offer 24/7 access.
- Volunteers are crucial community advocates and assets in libraries and cultural services, who also gain valuable skills and relationships through the work they do.

Key mitigating actions planned to address any

In the next phase of developing the strategy and new service model we will need to ensure that geographical spread is met through enhanced digital services and libraries and cultural services in community settings.

outstanding negative impacts

We will undertake targeted consultation with those groups who may experience physical barriers to participation eg older people, people with mobility challenges and rural communities.

In the next phase of developing the strategy and new service model we will investigate the barriers to participation for this group and design services to reduce digital exclusion.

We will include staff in the design of the new service model and consult formally if there is a change in the structure.

We will work closely with boroughs, districts, partners, voluntary sector and users to co-design the new service model.

Potential negative impacts that cannot be mitigated

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