

## Equality Impact Assessment (EqIA)

### STEP 1: Responsibility and involvement

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| <b>Title of proposal/<br/>project/strategy/<br/>procurement/policy</b> | An Alternative Delivery Model for Hertfordshire Libraries - Consultation | <b>Head of Service or Business Manager</b> | Andrew Bignell |
| <b>Names of those involved in completing the EqIA:</b>                 | Andrew Bignell<br>Rachel Bilton  | <b>Lead officer contact details:</b>       | Rachel Bilton  |
| <b>Date completed:</b>   | 20/10/18   | <b>Review date:</b>                        | March 2018     |

### STEP 2: Objectives of proposal and scope of assessment – what do you want to achieve?

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| <p><b>Proposal objectives:</b><br/>– what you want to achieve<br/>– intended outcomes<br/>– purpose and need</p>       | <p>The Council is exploring an alternative delivery model for Hertfordshire Libraries as the best means of delivering the ambitions of the Inspiring Libraries Strategy and achieving required budget savings.</p> <p>A multi-disciplinary working group will be established to further explore the business case for establishing an alternative delivery model, and professional support and advice will be sought from the DCMS Mutuals Team.</p> <p>A consultation document will be published on the principle of creating an alternative delivery model in order to seek feedback on the idea from customers, partners, stakeholders, library staff and volunteers.</p> <p>The purpose of this equality impact assessment is to ensure that the consultation process is accessible to people with protected characteristics.</p> <p>The consultation document will be published online and in libraries, and will be mailed to key partners and stakeholders. A pro forma will be provided for comments. The consultation will take place during the winter of 2017/18, and the results will help to inform a recommendation to Cabinet in the spring of 2018.</p> |
| <p><b>Stakeholders:</b><br/>Who will be affected:<br/>the public, partners, staff, service users, local Member etc</p> | <p><u>Internal:</u><br/>Staff and volunteers in Libraries and Heritage Services<br/>County Councillors</p> <p><u>External:</u><br/>Library customers and potential customers, including people from hard to reach groups and people who commonly experience barriers to participation (e.g. some</p>  |

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|  | <p>people with protected characteristics)</p> <p><u>External Organisations:</u><br/> HCC departments and other partners. (e.g. Schools, Children’s Centres, local colleges, Citizen Advice, local groups who use library facilities such as reading groups, local history societies etc).<br/> Community Library Steering Groups</p> |
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### STEP 3: Available data and monitoring information

| <b>Relevant equality information</b><br>For example: Community profiles / service user demographics, data and monitoring information (local and national), similar or previous EqIAs, complaints, audits or inspections, local knowledge and consultations. | <b>What the data tell us about equalities</b>   |
|---|---|
| <b>HCC Community Profile data</b>   | <ul style="list-style-type: none"> <li>• Hertfordshire’s population will become larger and more diverse over the next decade. This growth is not evenly distributed across the age range. By 2021 42.6 % of the population will either be under 20 or over 65.</li> <li>• The number of young people is forecast to increase, with 0-19s up by 11.3% and 0-5s up by 11.7%.</li> <li>• The older population will increase significantly during the lifetime of the library strategy. Currently one out of every five households in Hertfordshire contains only residents that are aged 65+. 59% of these households contain one person living alone. The Office of National Statistics projects that by 2021 the number of over 65s will have increased by 22.4% and the number of over 80s will have increased by 28.2%.</li> <li>• The growing older population may require changes to the way in which the County Council’s information services are provided to older people, people with disabilities and carers in order to ensure that they are not disadvantaged by the “digital by default” agenda. The 2011 census found that 8.1% of Hertfordshire residents have never used the internet. In the 2013 public consultation, “The Future of Hertfordshire Libraries” 18% of library</li> </ul> |



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| <p><b><u>Service user data</u></b></p> <ul style="list-style-type: none"><li>• Library membership statistics, including new borrowers and active borrowers</li><li>• Borrower categories &amp; ethnicity statistics</li><li>• Customer Feedback</li></ul> | <p>users responding to the questionnaire said that they did not have a home computer with internet access.</p> <ul style="list-style-type: none"><li>• The 2011 census shows that the Hertfordshire population has become increasingly ethnically diverse over the last ten years and this trend is likely to continue. 19.2% of Hertfordshire residents identified themselves in the 2011 census in ethnic groups other than White British, compared to 11.23% in 2001. Over a quarter of school aged children in Hertfordshire, 26%, are from BME backgrounds. Across all ten districts in Hertfordshire, the largest non-UK national population is Polish. During 2012-14 the top three most requested languages for interpreting and translating by the Council's interpreting and translation service, INTRAN, were Urdu; Polish and British Sign Language. This data shows the importance of interpreting services in communicating the library strategy to diverse communities.</li><li>• HCC's community profile data shows that 69,000 people in Hertfordshire have a disability. This includes 23,000 people with a severe physical disability. Around 26,000 people have a learning disability.</li><li>• Library membership statistics - equality monitoring data is recorded at the time of joining the library and this is recorded on the customer membership file. Data includes ethnicity; people under 16; people over 65; people on low incomes who receive benefits; people with disabilities; carers; people with dyslexia, basic skills needs, or who need help to read English.</li><li>• Feedback from customers including complaints and compliments are</li></ul> |
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- PLUS (Public Library User Survey)

### Local knowledge consultations/engagement

- “The Future of Hertfordshire Libraries” – public consultation held October – December 2014

[http://www.hertsdirect.org/your-council/civic\\_calendar/custserperfundli/bcp/17990306/](http://www.hertsdirect.org/your-council/civic_calendar/custserperfundli/bcp/17990306/)

### Joint strategic need assessments: “Children’s Life Chances” JSNA 2016

recorded on the Hertfordshire Libraries Customer Feedback Form (2017). Complaints that refer to an equalities issue are also recorded as part of this process. The feedback received is used to inform and shape the development of library services.

- PLUS is a CIPFA bench-marching survey for participating library authorities. In Hertfordshire the survey is completed over a three year cycle, with 15/16 libraries participating each year. The feedback from customers about their local library, including any feedback on equalities issues, is valuable and is also used to inform the development of library services both locally and countywide.
- The results of “The Future of Hertfordshire Libraries” public consultation informed the development of the new library strategy, “Inspiring Libraries: a new strategy for Hertfordshire Library Service 2014-24.
- Following an equality impact assessment actions were taken as part of the consultation planning process to enable people with protected characteristics to contribute to the consultation. People with protected characteristics have therefore helped to inform the development of the strategy.
- 20% of children in Hertfordshire live in single parent households. Single parent households are statistically more likely to experience poverty than households with two adults.
- Although many Hertfordshire statistics relating to children’s life chances are improving over time (particularly for child poverty and educational attainment), family

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### “Ageing Well” JSNA 2014

### Equality and Diversity” JSNA 2015

homelessness and hospital admissions among young people for both substance misuse and self-harm show worsening trends.

- “Children’s Life Chances” JSNA recommends that HCC should improve linkages between services and strategies in order to address life chances issues.
- Social isolation amongst older people can lead to depression and ill-health. Volunteering opportunities for older people improves health and wellbeing and diverts people away from health and social care services and towards community-based services and self-sufficiency. The provision of advice and information can support older people in relation to falls prevention, dementia, warmth and mental wellbeing

- In Hertfordshire, there is a growing BME community with 20% of the population having defined themselves as being from a non-white British background in the 2011 Census. Watford, Welwyn, Hatfield and Hertsmere have some of the highest proportions of people from other ethnic groups, while Three Rivers, Stevenage and Broxbourne have relatively high proportions of ‘White Other’ (i.e. non UK European Union). St. Albans district has the highest proportion of Bangladeshi people in Hertfordshire (1.9%), but in terms of numbers, Watford has the highest number of Pakistani & Bangladeshi people with over 6,000 people. People from BME communities are likely to experience inequalities in terms of health,

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|  | <p>including mental health, cancer, heart disease, HIV, TB and diabetes.</p> <ul style="list-style-type: none"><li>• “Equality and Diversity” JSNA says that service providers need to be aware of the prominent health inequalities experienced by Hertfordshire’s diverse communities, and consider their impact when planning, commissioning and delivering services. This should involve considering new ways to engage with these communities; to understand their needs and to identify and eliminate the barriers they face to accessing services.</li></ul> |
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### STEP 4: Impact Assessment – Service Users, communities and partners (where relevant)

| Protected characteristic                        | Potential for differential impact (positive or negative)  | What reasonable mitigations can you propose?  |
|---|---|---|
| <b>Age</b>                                      | <p>The consultation process must take account of the fact that the older population isn't one homogenous group with a common set of needs, but a diverse population covering a wide geographical area that includes older people from all the protected groups and with a variety of needs.</p> <p>Some older people may not have access to IT, or may lack skills and confidence in using technology, so they may find it harder to access information about the consultation online.</p> <p>Some older people are isolated or living in residential care or are unable to leave their homes due to poor health.</p> | <p>We will:</p> <ul style="list-style-type: none"> <li>• Provide multiple ways for people to express their views so that it is as easy as possible to contribute to the consultation process.</li> <li>• Engage with a variety of older people's forums to publicise the consultation.</li> <li>• Include information on the consultation with books delivered to clients through the Home Library Service</li> <li>• Provide a large print version of the consultation document.</li> <li>• Promote the consultation widely, including through social media.</li> </ul>  |
| <b>Disability Including Learning Disability</b> | <p>Some people who are blind or partially sighted may need accessible copies of the consultation document in order to take part in the process.</p>   | <p>We will:</p> <ul style="list-style-type: none"> <li>• Provide multiple ways for people to express their views so that it is as easy as possible to contribute to the consultation process.</li> <li>• Use minimum of 14 point Arial for all consultation documents.</li> <li>• Use good colour contrast in consultation documents</li> <li>• Provide a large print version of the consultation document.</li> <li>• Include information on the consultation with books delivered to clients through the Home Library Service</li> <li>• Brief library staff to help people to submit feedback if they are unable to do so themselves.</li> </ul> |

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| Protected characteristic       | Potential for differential impact (positive or negative)  | What reasonable mitigations can you propose?  |
|--------------------------------|---|---|
|                                |   | <ul style="list-style-type: none"> <li>Promote the consultation widely, including through social media.</li> </ul>  |
| <b>Race</b>                    | <p>The consultation process must take account of the fact that the BME population isn't one homogenous group - there are distinct and significant variations between and within groups.</p> <p>Some BME communities may be less likely to take part in formal consultation processes because they may be isolated or marginalised (e.g. people from the Bangladeshi and Somali communities, Gypsies and Travellers, asylum seekers and refugees).</p> <p>People whose first language is not English may not engage in the consultation process if they find it difficult to communicate with library staff.</p> | <p>We will:</p> <ul style="list-style-type: none"> <li>Engage with representatives of community groups to promote the consultation.</li> <li>Use language line and translation services to help people whose first language isn't English to access the questionnaire.</li> </ul> |
| <b>Gender reassignment</b>     | <p>Some transgender people have a low expectation of public services.</p>   | <p>We will:</p> <ul style="list-style-type: none"> <li>Engage transgender people in the consultation by publicising the process widely, including to partners, community support groups and networks, such as the LGBT Partnership</li> </ul>                                     |
| <b>Pregnancy and maternity</b> | <p>There are no unique impacts identified for this characteristic</p>   | <p>The position will continue to be monitored and action will be taken to address any identified issues.</p>  |



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| Protected characteristic                | Potential for differential impact (positive or negative)  | What reasonable mitigations can you propose?  |
|---|---|---|
| <b>Religion or belief</b>               | Some Muslim communities can be harder to reach through formal consultation processes because they may be isolated and marginalised (e.g. people from the Bangladeshis and Somali communities.). | <p>We will:</p> <ul style="list-style-type: none"> <li>Engage with representatives of community groups to promote the consultation.</li> </ul>  |
| <b>Sex</b>                              | In some communities, questionnaires are more likely to be completed by men rather than women, with the risk that women's views may not be heard (e.g. Muslim communities)                       | <p>We will:</p> <ul style="list-style-type: none"> <li>Provide multiple ways for people to express their views so that it is as easy as possible for men and women to contribute to the consultation process.</li> </ul>  |
| <b>Sexual orientation</b>               | The consultation process must take account of the fact that lesbian, gay and bisexual people are not a single homogenous group.   | <p>We will:</p> <ul style="list-style-type: none"> <li>Provide multiple ways for people to express their views so that it is as easy as possible for men and women to contribute to the consultation process</li> <li>Engage with community groups and networks that represent lesbian, gay and bisexual people to promote the consultation (e.g. LGBT Partnership).</li> </ul> |
| <b>Marriage &amp; civil partnership</b> | There are no unique impacts identified for this characteristic  | The position will continue to be monitored and action will be taken to address any identified issues.   |

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| Protected characteristic  | Potential for differential impact (positive or negative)   | What reasonable mitigations can you propose?  |
|---|--|---|
| <b>Carers (by association with any of the above)</b>  | <p>Some carers may find it difficult to take part in the formal consultation process because their caring role takes up all their time.</p> <p>Carers may feel unable to take part in the process, because they feel isolated, or because they are experiencing poor health or stress.</p> | <p>We will</p> <ul style="list-style-type: none"> <li>• Provide multiple ways for people to express their views so that it is as easy as possible to contribute to the consultation process</li> <li>• Engage with community groups and networks that represent Carers to promote the consultation (e.g. Carers in Herts).</li> </ul> |
| <b>Socio-economic</b>   | <p>People living in areas of higher deprivation may be less likely to contribute to the consultation process than people living in more prosperous areas. They may also be less likely to have access to home computers with internet access.</p>  | <p>We will:</p> <ul style="list-style-type: none"> <li>• Provide multiple ways for people to express their views so that it is as easy as possible to contribute to the consultation process</li> <li>• Promote the use of public access PCs in libraries to submit feedback to the consultation.</li> </ul>                          |
| <b>Opportunity to advance equality of opportunity and/or foster good relations</b>  |  |   |
| <p>The consultation will help to ensure that Hertfordshire residents have an opportunity to comment on the future development of the Hertfordshire Library Service. The consultation will also provide an opportunity to promote the service and the Inspiring Libraries strategy more widely, helping to identify individuals and groups from across all local communities who may be keen to work with the Library Service to support its delivery, so fostering a sense of ownership and community involvement. This could be particularly beneficial for people from minority groups and so has the potential to advance equality of opportunity and foster good relations.</p> |  |   |

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## STEP 5: Gaps identified

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| <p><b>Gaps identified</b><br/>Do you need to collect more data/information or carry out consultation? (A 'How to engage' consultation guide is on <a href="#">Compass</a>). How will you make sure your consultation is accessible to those affected?</p> | <p>Interim analysis of feedback received and accompanying quality monitoring data will give some early indication of gaps in participation by people with protected characteristics.</p> <p>Gaps will be addressed through additional targeted promotion where there is strong evidence of under-representation by people with protected characteristics.</p> <p>Data is not collected at present for the protected characteristics of sexual orientation, gender reassignment or civil partnership.</p> |
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## STEP 6: Other impacts

The Inspiring Libraries Strategy supports all four of the ambitions of Hertfordshire's Corporate Plan 2017-2021, offering residents opportunities to thrive, to prosper, to stay healthy and safe, and to participate in the life of their communities.

The consultation process itself offers residents the opportunity to participate in the life of their communities.

## STEP 7: Conclusion of your analysis

| Select one conclusion of your analysis  | Give details   |
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| <input type="checkbox"/> <b>No equality impacts identified</b><br>– No change required to proposal.   |  |
| <input type="checkbox"/> <b>Minimal equality impacts identified</b><br>– Adverse impacts have been identified, but have been objectively justified (provided you do not unlawfully discriminate).<br>– Ensure decision makers consider the cumulative effect of how a number of decisions impact on equality. |  |
| <input checked="" type="checkbox"/> <b>Potential equality impacts identified</b><br>– Take 'mitigating action' to remove barriers or better advance equality.<br>– Complete the action plan in the next section.  | See potential impacts identified in Section 4 above. |
| <input type="checkbox"/> <b>Major equality impacts identified</b><br>– Stop and remove the policy<br>– The adverse effects are not justified, cannot be mitigated or show unlawful discrimination.<br>– Ensure decision makers understand the equality impact.  |  |

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### STEP 8: Action plan

| <b>Issue or opportunity identified relating to:</b><br>– Mitigation measures<br>– Further research<br>– Consultation proposal<br>– Monitor and review  | <b>Action proposed</b>  | <b>Officer Responsible and target date</b> |
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| The consultation process must take account of the fact that people with protected characteristics (e.g. older people, BME communities, LGBT people) do not form homogenous groups – there are distinct and significant variations within and between groups.                                 | <ul style="list-style-type: none"> <li>• Provide multiple ways for people to express their views so that it is as easy as possible to contribute to the consultation process. This will include online feedback forms and hard copy forms in libraries.</li> <li>• Promote the consultation widely, inside and outside libraries, including through social media.</li> </ul>  | LHS Board<br>Nov 2017                      |
| Some people with protected characteristics may not have access to IT, or may lack skills and confidence in using technology, so they may find it harder to access information about the consultation online.   | <ul style="list-style-type: none"> <li>• Brief library staff to help people to submit feedback if they are unable to do so themselves</li> <li>• Promote the use of public access PCs in libraries to submit feedback to the consultation.</li> </ul>   | LHS Board<br>Nov 2017                      |
| Some older people are isolated or living in residential care or are unable to leave their homes due to poor health.  | <ul style="list-style-type: none"> <li>• Include information on the consultation with books delivered to clients through the Home Library Service</li> </ul>  | LHS Board<br>Nov 2017                      |
| Some people who are blind or partially sighted may need accessible copies of the consultation document in order to take part in the process.   | <ul style="list-style-type: none"> <li>• Provide a large print version of the consultation document</li> <li>• Use minimum of 14 point Arial for all consultation documents.</li> <li>• Use good colour contrast in consultation documents</li> </ul>   | LHS Board<br>Nov 2017                      |
| Some groups with protected characteristics may be less likely to take part in formal consultation processes because they may feel marginalised or have low expectations of public services.<br><br>Some carers may find it difficult to take part in the formal consultation process because | <ul style="list-style-type: none"> <li>• Ensure that the library stakeholder database is up to date.</li> <li>• Use the stakeholder database to contact relevant community organisations in order to publicise the consultation to ‘hard to reach’ groups, including:                             <ul style="list-style-type: none"> <li>○ Groups supporting older people</li> <li>○ BME community groups</li> <li>○ Support groups for people</li> </ul> </li> </ul> | LHS Board<br>Nov 2017                      |

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| Issue or opportunity identified relating to:<br>– Mitigation measures<br>– Further research<br>– Consultation proposal<br>– Monitor and review     | Action proposed   | Officer Responsible and target date |
|--|---|-------------------------------------|
| their caring role takes up all their time.   | with disabilities<br>○ LGBT networks<br>○ Carers support groups   |                                     |
| People whose first language is not English may not engage in the consultation process if they find it difficult to communicate with library staff. | <ul style="list-style-type: none"> <li>• Brief staff to use language line and translation services to help people whose first language isn't English to access the questionnaire</li> </ul> | LHS Board<br>Nov 2017               |

**This EqIA has been reviewed and signed off by:**

**Andrew Bignell**  
Head of Libraries and Heritage Services

**Date: 20 October 2017**

HCC's Diversity Board has asked the Equality team to compile a central list of EqIAs so a random sample can be quality assured. **Please email a copy of this EqIA to the Equality team at [equalities@hertfordshire.gov.uk](mailto:equalities@hertfordshire.gov.uk)**

Thank you.