

Equality Analysis

Birmingham City Council Analysis Report

EA Name	Birmingham Library Service Tiered Delivery Model For Community Libraries
Directorate	Place
Service Area	Homes And Neighbourhood - Place
Type	Amended Function
EA Summary	The Community Library service are consulting on introducing a tiered Library service which will incorporate greater community support. This is aligned to the budget allocation set in 2014/15.
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Introduction

The report records the information that has been submitted for this equality analysis in the following format.

Overall Purpose

This section identifies the purpose of the Policy and which types of individual it affects. It also identifies which equality strands are affected by either a positive or negative differential impact.

Relevant Protected Characteristics

For each of the identified relevant protected characteristics there are three sections which will have been completed.

- Impact
- Consultation
- Additional Work

If the assessment has raised any issues to be addressed there will also be an action planning section.

The following pages record the answers to the assessment questions with optional comments included by the assessor to clarify or explain any of the answers given or relevant issues.

1 Activity Type

The activity has been identified as a Amended Function.

2 Overall Purpose

2.1 What the Activity is for

What is the purpose of this Function and expected outcomes?	Deliver a community library service through a tiered system, based around the Society of Chief Librarians universal offers : learning, digital, reading, information, and health. The proposed tiered model proposes to co-deliver Libraries rated as Tier 3 libraries.
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For each strategy, please decide whether it is going to be significantly aided by the Function.

Public Service Excellence	Yes
A Fair City	Yes
A Prosperous City	Yes
A Democratic City	Yes

2.2 Individuals affected by the policy

Will the policy have an impact on service users/stakeholders?	Yes
Will the policy have an impact on employees?	Yes
<u>Comment</u> It is acknowledged that the proposed changes are likely to have an impact on staff. Through the consultation process the council will follow policy and procedures, these will include briefings, meetings with managers, one to one consultation, email, written communications and Trade Union consultation.	
Will the policy have an impact on wider community?	Yes
<u>Comment</u> It is acknowledged that the new model will have a greater impact on the users of the two libraries proposed for closure. A set of principles have been used throughout the model: this will see an enhancement of service at Mere Green Library if Sutton Coldfield closes, and Birchfield will be moved to a tier 1 library if Aston Library closes.	

2.3 Analysis on Initial Assessment

The budget review process identified savings to the community library service in 2014 of 1.8 million to be achieved by 2017/18. This is following savings of 3.5 million already delivered since 2012. The library service in Birmingham needs to design a service for the 21st Century which is financially sustainable and is underpinned by transformational change to deliver on a modern set of outcomes. To deliver the type of change required will take time and the city council will need to work with and listen to partners at a national level and with organisations and individuals from local communities. It is clear that Birmingham Community Library Service cannot continue to operate as it has done in the past. The majority of the Library budget covers staff and premises costs, the principle way to achieve the significant reductions that are required is to reduce the opening hours across the service and to reduce the number of staff working for the service. The authority continues to prefer to retain a library service, even though this may mean reduced hours of operation, as opposed to wholesale closures. It recognises that this is not possible in all cases due to budgetary constraints, operational effectiveness, and premises related issues.

A number of options have been explored during this time including reducing the number of libraries that BCC runs to 24 libraries, and the remaining 13 libraries being run through 3rd sector organisations and partnerships, this was explored in EA000352. A staff led mutual and a in-house model have also been explored. Alternative delivery models for Hall Green Library, Spring Hill Library and West Heath Library were explored in EA000379. The delivery of West Heath Library relocated into a preferred option Oddingley Hall was explored in EA 001193.

The savings target for community libraries was set in 2015/16. It was a three year target growing each year with a final cumulative figure to be achieved of 1.8m in 2017/18. During this period a number of different approaches to

delivering the savings have been considered.

Closure of the lowest priority sites, whilst maintaining the level of budget, service provision and opening hours at all other sites. This approach would have closed 13 sites as many of the lower priority sites are already the least costly and therefore a considerable amount of sites would have closed. Accessibility to the service would have been significantly reduced under this model.

Delivering the service via a staff led mutual. This option was considered as it has the potential to deliver cost reductions and increase income and therefore retain larger numbers of libraries. Cost reductions can be achieved in a number of ways but a significant element is the ability to achieve a reduction in business rates. The income increases were projected through charitable donations, increased income through coffee/vending sales and new fees such as reservations. Alongside further options around building repairs and maintenance and suppliers. The model reviewed at the time fell short of the budget requirements due to the business rate strain. The model also required the city council to invest in self service before the service was transferred, which it was unable to do at the time.

Using open plus to deliver libraries in unstaffed mode. This option would require significant investment and internal layout remodelling, but other local authorities such as Peterborough City Council has used this technology to reduce the hours in which libraries are open with staff but by operating in unstaffed mode the amount of hours libraries are actual open to the public is maintained or increased. This option also considered some of the libraries being operated through a new charitable organisation.

Following on from these options, a refined tiered offer has been designed that will be consulted on during October 2016. We aim to invest in our Libraries and make them more responsive and flexible to our customers needs. We are proposing to reshape the delivery of Birmingham Library Services into Tiers. The main Library offer will be delivered through the Library of Birmingham and Tier 1 and Tier 2 libraries which will be managed and delivered by Birmingham City Council.

Tier 3 Libraries these Libraries will be professionally supported by BCC but led by local communities and volunteers. The council will be looking to work in partnership with local communities or other organisations in the city to provide library services in these locations. As part of the partnership the council will offer 15 hours of professional staff support per week.

Tier 4 Libraries this will be a very localised and specific response, to support new activity around library service provision. BCC will seek to support local communities by way of a one off grant to deliver library provision from a new community venue. This may be a community wanting to deliver something that supports the existing delivered service or one or more of the five society of chief librarians universal offers.

The proposal also details an investment in self service and supporting volunteers with a training package.

o Tier 1: Main Library these would be open for 35 hours, more likely to be delivered from the current library building and have other services delivered from the site such as the benefit verification service. All will have investment in installing self service equipment. The proposal is for 19 sites to be in this category.

o Tier 2: Community Library these would be open for 21 hours, likely to be delivered from the current library building although options may exist to increase hours of operation by working with partners. The proposal is for 10 sites in this category.

o Tier 3: Supported Community Library these would be run by a community organisation, from either their own premises or via a transferred facility. The City Councils library service will work in partnership to support the organisation through a 15 hour worker and through the provision of books and investment in self service equipment. The proposal is for 6 sites to be in this category.

o Tier 4: Community Initiated Library Services the proposal under Tier 4 is to ensure that any local schemes put forward that increase access to one of the universal offers (Digital, Learning, Information, Reading and Health) are considered for support through a one-off pump priming grant. I.e. this could be organisations wanting to loan books or providing free internet access etc. There is no proposed number for the local offer this will be dependent on the ideas that come forward and the number that can be supported through the 20,000 small grant budget available. One site already falls into this category.

A needs assessment has been conducted learning from best practice as evidenced in the Chateris review following the local enquiry into the public library service provided by the Wirral Metropolitan Borough

<https://www.gov.uk/government/publications/a-local-inquiry-into-the-public-library-service-provided-by-wirral-metropolitan-borough-council>

The starting point for the model has been to carry out an assessment and prioritise the 37 community libraries. The

prioritisation excludes the Library of Birmingham and also Castle Vale as this is no longer directly run by the City Council.

The assessment was undertaken using data from 11 indicators which represented considerations suggested in the Charteris Report and this was a similar approach to work done by other local authorities when assessing need. Libraries were then ranked from 1 to 37 (excluding Castle Vale and LoB but including West Heath and Bloomsbury) on each of these indicators which then led to a combined score to demonstrate their viability for service provision going forward.

The 11 criteria listed below were used to rank the community libraries.

1. Population of library catchment area
2. Total children and young people aged 0-19 in the library catchment area
3. Total adults aged 65+ in the library catchment area
4. Number of libraries within 2 miles of a library
5. Total books and other items issued
6. Average IMD score
7. Total visits
8. Cost per visit
9. PC Usage
10. Total attendance at activities and events
11. Building performance (sites scored better if had recent investment or were new build)

The needs analysis captures data from a variety of sources to reflect the criteria around need/viability.

All the criteria had an equal weighting and each library was ranked 1 to 37 depending on where they scored on the criteria.

Demographic data includes resident population, proportion of children and young people 0-19 living in the catchment area of the library.

The Index of multiple deprivation includes income deprivation; employment deprivation; health deprivation and disability; education deprivation; crime deprivation; barriers to housing and services deprivation; and living environment deprivation.

Access to other libraries includes the number of other libraries within a 2 miles radius of the library. Walking distance according to Google Maps.

Library performance data captures visits, active users, PC usage, participation in events and learning activity.

Library financial data is a cost per visit (calculation based on the out turn budget figure for each site divided by the number of visits).

Building Quality rank is dependent on level of investment received in the last 10 years and the level of investment needed in the next 10 years.

A high ranking suggests there is a lower level of need/viability for a library based on a particular indicator. Where a catchment area has a high level of deprivation a library will have a low score because there is more need for its services. Libraries that have good performance in terms of visits, issues, IT usage, membership, attendance at events and activities will have low scores because there is evidence of viability and need through the uptake of services. Buildings that are costly to operate or require investment through refurbishment will have higher scores for this indicator.

As libraries often draw their catchment from across ward and city boundaries, the catchment areas were created by including any Lower Super Output Areas (LSOAs) where a defined percentage of the resident population (3%) used the library in the past 12 months. They have an average of roughly 1,700 residents and 650 households. Measures of proximity (to give a reasonably compact shape) and social homogeneity (to encourage areas of similar social background) are also included. The catchment area data reflects actual users of the library.

All rankings have been combined to give an overall score, which indicates how well libraries are aligned to meeting the needs of the local community and library users, and the longer term viability of the building.

The individual library and catchment area profiles give detailed demographic data on age, gender, BME population and disability. Data on economic activity, educational attainment, was also included as well as identifying those LSOAs ranked as the most deprived in the (national) Index of Multiple Deprivation (IMD). All major bus/train routes serving the library catchment areas were identified and plotted.

It is acknowledged that this is an initial assessment and that it will progress to a full assessment once citywide consultation has taken place.

Work In Progress

3.1 Age

3.1.1 Age - Differential Impact

Age	Relevant
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3.1.2 Age - Impact

Describe how the Function meets the needs of Individuals of different ages?	The Library service will continue to be delivered from sites across the city. Therefore this allows access for all age groups to the library service. It is intended that volunteers will support the delivery of tier 3 and tier 4 libraries. There is a proposal to reduce opening hours to Tier 1 Libraries opening for 35 hours per week, Tier 2 Libraries opening for 21 hours per week and Tier 3 Libraries open for 15 hours per week with the option for longer opening hours when supported by volunteers. The impact of change in opening hours may be greater for library users in older age groups who may also have disabilities, as it may be more difficult for these groups to access alternative library sites.
Do you have evidence to support the assessment?	Yes
Please record the type of evidence and where it is from?	Needs analysis 2015/16 , performance data
Have you received any other feedback about the Function in meeting the needs of Individuals of different ages?	No
You may have evidence from more than one source. If so, does it present a consistent view?	Yes
Is there anything about the Function and the way it affects Individuals of different ages which needs highlighting?	No

3.1.3 Age - Consultation

Have you obtained the views of Individuals of different ages on the impact of the Function?	No
If not, why not?	There are plans to consult relevant individuals
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals of different ages?	No
If not, why not?	There are plans to consult relevant stakeholders
Is there anything about the Function and the way it affects Individuals of different ages which needs highlighting?	Not Answered Yet

3.1.4 Age - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet

Do you think that the Function has a role in preventing Individuals of different ages being treated differently, in an unfair or inappropriate way, just because of their age?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet

Work In Progress

3.2 Disability

3.2.1 Disability - Differential Impact

Disability	Relevant
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3.2.2 Disability - Impact

Describe how the Function meets the needs of Individuals with a disability?	Community Libraries are to designed to be accessible for residents with physical and visual disabilities. The impact of reduced opening hours may be greater for older library users who are also disabled due to additional difficulty in accessing alternative library locations or a more limited library service.
Do you have evidence to support the assessment?	Yes
Please record the type of evidence and where it is from?	No data on library users is recorded although the IMD data takes into account health deprivation.
Have you received any other feedback about the Function in meeting the needs of Individuals with a disability?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals with a disability which needs highlighting?	Not Answered Yet

3.2.3 Disability - Consultation

Have you obtained the views of Individuals with a disability on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals with a disability?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals with a disability which needs highlighting?	Not Answered Yet

3.2.4 Disability - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Individuals with a disability being treated differently, in an unfair or inappropriate way, just because of their disability?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet
Do you think that the Function will take account of disabilities even if it means treating Individuals with a disability more favourably?	Not Answered Yet

Do you think that the Function could assist Individuals with a disability to participate more?	Not Answered Yet
Do you think that the Function could assist in promoting positive attitudes to Individuals with a disability?	Not Answered Yet

Work In Progress

3.3 Religion or Belief

3.3.1 Religion or Belief - Differential Impact

Religion or Belief	Relevant
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3.3.2 Religion or Belief - Impact

Describe how the Function meets the needs of Individuals of different religions or beliefs?	
Do you have evidence to support the assessment?	Not Answered Yet
Have you received any other feedback about the Function in meeting the needs of Individuals of different religions or beliefs?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals of different religions or beliefs which needs highlighting?	Not Answered Yet

3.3.3 Religion or Belief - Consultation

Have you obtained the views of Individuals of different religions or beliefs on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals of different religions or beliefs?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals of different religions or beliefs which needs highlighting?	Not Answered Yet

3.3.4 Religion or Belief - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Individuals of different religions or beliefs being treated differently, in an unfair or inappropriate way, just because of their religion or belief?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet

3.4 Gender Reassignment

3.4.1 Gender Reassignment - Differential Impact

Gender Reassignment	Relevant
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3.4.2 Gender Reassignment - Impact

Describe how the Function meets the needs of Individuals who have undergone or are intending to undergo gender reassignment?	
Do you have evidence to support the assessment?	Not Answered Yet
Have you received any other feedback about the Function in meeting the needs of Individuals who have undergone or are intending to undergo gender reassignment?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals who have undergone or are intending to undergo gender reassignment which needs highlighting?	Not Answered Yet

3.4.3 Gender Reassignment - Consultation

Have you obtained the views of Individuals who have undergone or are intending to undergo gender reassignment on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals who have undergone or are intending to undergo gender reassignment?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals who have undergone or are intending to undergo gender reassignment which needs highlighting?	Not Answered Yet

3.4.4 Gender Reassignment - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Individuals who have undergone or are intending to undergo gender reassignment being treated differently, in an unfair or inappropriate way, just because of their gender reassignment?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet

3.5 Gender

3.5.1 Gender - Differential Impact

Gender	Relevant
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3.5.2 Gender - Impact

Describe how the Function meets the needs of Men and women?	
Do you have evidence to support the assessment?	Not Answered Yet
Have you received any other feedback about the Function in meeting the needs of Men and women?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Men and women which needs highlighting?	Not Answered Yet

3.5.3 Gender - Consultation

Have you obtained the views of Men and women on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Men and women?	Not Answered Yet
Is there anything about the Function and the way it affects Men and women which needs highlighting?	Not Answered Yet

3.5.4 Gender - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Men and women being treated differently, in an unfair or inappropriate way, just because of their gender?	Not Answered Yet

3.6 Marriage Civil Partnership

3.6.1 Marriage Civil Partnership - Differential Impact

Marriage & Civil Partnership.	Relevant
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3.6.2 Marriage Civil Partnership - Impact

Describe how the Function meets the needs of Individuals who are married or in civil partnerships?	
Do you have evidence to support the assessment?	Not Answered Yet
Have you received any other feedback about the Function in meeting the needs of Individuals who are married or in civil partnerships?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals who are married or in civil partnerships which needs highlighting?	Not Answered Yet

3.6.3 Marriage Civil Partnership - Consultation

Have you obtained the views of Individuals who are married or in civil partnerships on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals who are married or in civil partnerships?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals who are married or in civil partnerships which needs highlighting?	Not Answered Yet

3.6.4 Marriage Civil Partnership - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Individuals who are married or in civil partnerships being treated differently, in an unfair or inappropriate way, just because of their marriage civil partnership?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet

3.7 Pregnancy And Maternity

3.7.1 Pregnancy And Maternity - Differential Impact

Pregnancy & Maternity	Relevant
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3.7.2 Pregnancy And Maternity - Impact

Describe how the Function meets the needs of Pregnant women or those who are on maternity leave?	
Do you have evidence to support the assessment?	Not Answered Yet
Have you received any other feedback about the Function in meeting the needs of Pregnant women or those who are on maternity leave?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Pregnant women or those who are on maternity leave which needs highlighting?	Not Answered Yet

3.7.3 Pregnancy And Maternity - Consultation

Have you obtained the views of Pregnant women or those who are on maternity leave on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Pregnant women or those who are on maternity leave?	Not Answered Yet
Is there anything about the Function and the way it affects Pregnant women or those who are on maternity leave which needs highlighting?	Not Answered Yet

3.7.4 Pregnancy And Maternity - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Pregnant women or those who are on maternity leave being treated differently, in an unfair or inappropriate way, just because of their pregnancy and maternity?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet

3.8 Race

3.8.1 Race - Differential Impact

Race	Relevant
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3.8.2 Race - Impact

Describe how the Function meets the needs of Individuals from different ethnic backgrounds?	
Do you have evidence to support the assessment?	Not Answered Yet
Have you received any other feedback about the Function in meeting the needs of Individuals from different ethnic backgrounds?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals from different ethnic backgrounds which needs highlighting?	Not Answered Yet

3.8.3 Race - Consultation

Have you obtained the views of Individuals from different ethnic backgrounds on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals from different ethnic backgrounds?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals from different ethnic backgrounds which needs highlighting?	Not Answered Yet

3.8.4 Race - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Individuals from different ethnic backgrounds being treated differently, in an unfair or inappropriate way, just because of their ethnicity?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet

3.9 Sexual Orientation

3.9.1 Sexual Orientation - Differential Impact

Sexual Orientation	Relevant
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3.9.2 Sexual Orientation - Impact

Describe how the Function meets the needs of Individuals of different sexual orientations?	
Do you have evidence to support the assessment?	Not Answered Yet
Have you received any other feedback about the Function in meeting the needs of Individuals of different sexual orientations?	Not Answered Yet
You may have evidence from more than one source. If so, does it present a consistent view?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals of different sexual orientations which needs highlighting?	Not Answered Yet

3.9.3 Sexual Orientation - Consultation

Have you obtained the views of Individuals of different sexual orientations on the impact of the Function?	Not Answered Yet
Have you obtained the views of relevant stakeholders on the impact of the Function on Individuals of different sexual orientations?	Not Answered Yet
Is there anything about the Function and the way it affects Individuals of different sexual orientations which needs highlighting?	Not Answered Yet

3.9.4 Sexual Orientation - Additional Work

Do you need any more information to complete the assessment?	Not Answered Yet
Is there any more work you feel is necessary to complete the assessment?	Not Answered Yet
Do you think that the Function has a role in preventing Individuals of different sexual orientations being treated differently, in an unfair or inappropriate way, just because of their sexual orientation?	Not Answered Yet
Do you think that the Function could help foster good relations between persons who share the relevant protected characteristic and persons who do not share it?	Not Answered Yet

3.10 Concluding Statement on Full Assessment

4 Review Date

31/07/16

5 Action Plan

There are no relevant issues, so no action plans are currently required.

Work In Progress