### Equality Impact Assessment (EIA) Engagement and our equality duty

Whilst <u>the Gunning Principles</u> set out the rules for consulting 'everyone', additional requirements are in place to avoid discrimination and inequality.

Cheshire East Council is required to comply with the Equality Act 2010 and the Public Sector Equality Duty. The Equality Act 2010 simplified previous anti-discrimination laws with a single piece of legislation. Within the Act, the Public Sector Equality Duty (Section 149) has three aims. It requires public bodies to have due regard to the need to:

- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act, by consciously thinking about equality when making decisions (such as in developing policy, delivering services and commissioning from others)
- advance equality of opportunity between people who share a protected characteristic and people who do not share it, by removing disadvantages, meeting their specific needs, and encouraging their participation in public life
- foster good relations between people who share a protected characteristic and people who do not

The Equality Duty helps public bodies to deliver their overall objectives for public services, and as such should be approached as a positive opportunity to support good decision-making.

It encourages public bodies to understand how different people will be affected by their activities so that policies and services are appropriate and accessible to all and meet different people's needs. By understanding the effect of their activities on different people, and how inclusive public services can support and open up people's opportunities, public bodies are better placed to deliver policies and services that are efficient and effective.

Complying with the Equality Duty may involve treating some people better than others, as far as this is allowed by discrimination law. For example, it may involve providing a service in a way which is appropriate for people who share a protected characteristic, such as providing computer training to all people to help them access information and services.

#### **OFFICIAL**

The Equality Act identifies nine 'protected characteristics' and makes it a legal requirement to make sure that people with these characteristics are protected from discrimination:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnerships
- Pregnancy and maternity

- Race
- Religion or belief
- Sex
- Sexual orientation

#### Applying the equality duty to engagement

If you are developing a new policy, strategy or programme you may need to carry out an Equality Impact Assessment. You may be able to ascertain the impact of your proposal on different characteristics through desk-based research and learning from similar programmes, but you also need to carry out some primary research and engagement. People with protected characteristics are often described as 'hard to reach' but you will find everyone can be reached – you just need to tailor your approach, so it is accessible for them.

Contacting the <u>Equality and Diversity mailbox</u> will help you to understand how you can gain insight as to the impacts of your proposals and will ensure that you help the Council to comply with the Equality Act 2010 and the Public Sector Equality Duty.

Proposal Title	Draft Library Service Strategy
Date of Assessment	20.06.2024 reviewed 08.10.2024
Assessment Lead Officer Name	Joanne Shannon
Directorate/Service	Place
Details of the service, service	The Council has a statutory duty under The Public Libraries & Museums Act 1964 to provide a
change, decommissioning of the	comprehensive and efficient library service for all those who wish to make use of it but can determine
service, strategy, function or	where and how this service is delivered to ensure the needs of residents are effectively met whilst
procedure.	ensuring best value.
	Cheshire East Council provides public libraries in 16 towns across the borough and operates a mobile library service to 92 communities more than 2 miles from a static service point. The service is held in high esteem by residents with the most recent survey recording a 96% satisfaction rate. Our public libraries are welcoming, safe and trusted community spaces open to all and free at the point of access, providing:
	<ul> <li>A wide range of good quality book stock and digital resources including e-books, e-magazines and online subscriptions</li> </ul>
	Trusted information
	Cheshire East Council Customer Service Points
	Free internet access
	Free Wi-Fi
	Signposting to accredited advice and guidance
	Learning and wellbeing opportunities
	<ul> <li>A range of activities and events for adults and children</li> <li>Warm spaces</li> </ul>
	The Council is not proposing any library closures, but to ensure ongoing affordability of services across the borough, this proposal would brand, manage and promote libraries according to a tier system. Tier 1

Section 1 – Details of the service, service change, decommissioning of the service, strategy, function or procedure

#### OFFICIAL

	sites would consist of the 5 largest libraries located in the largest towns and offering the broadest range of services as part of a community hub, with the greatest number of open hours. Tier 2 libraries located in the smaller towns would offer the core library and customer services, some complementary services would be offered at these sites in line with local need and priorities. Customer service functions would be by appointment only at the Tier 2 sites and opening hours would be reduced by one half day each week unless supplemented by town and parish council funding. Tier 3 sites would offer the core library service functions and provide a venue for community managed events and activities. Tier 3 sites would offer the least number of Cheshire East staffed hours although "top up" funding agreed with the town and parish councils will supplement the staffing beyond what was originally proposed for this tier. In addition and to ensure its sustainability the library service will continue to seek opportunities for additional income generation.
Who is Affected?	<ul> <li>Local residents – Whilst retaining access in their local community to a range of library services, access will be restricted as a number of libraries will reduce their opening hours. This could restrict access to books, information and other resources, free ICT access and support getting online, warm spaces, places to study and to meet people and face to face council customer service functions</li> <li>Residents who are elderly or disabled – Whilst current access will be retained at the five libraries in Tier 1, there will be a reduction in access at the 6 libraries in Tier 2 as opening hours may be reduced by one half day each week if "top up" funding isn't acquired. This could disproportionately impact the elderly and disabled who may struggle to travel to larger sites with longer opening hours as they may not drive and may experience issues with mobility etc.</li> <li>Face to face customer service point enquiries e.g.Blue Badge applications and renewals and concessionary travel code requests will now require a pre-booked appointment at Tiers 2 and 3 sites. As part of the final proposal's library usage has been compared at different times of the day to ensure that opening hours are retained at periods of greatest need</li> <li>The Home Library Service delivered by volunteers to those who can no longer access the service due to age or disability will continue but the days/timings of deliveries may change.</li> </ul>

<ul> <li>Children - whilst some access to library services will be retained in local communities, access will be reduced at libraries in Tiers 2 and 3, "top up" funding from town and parish councils may mitigate this in some communities. Opening hours will be reviewed to ensure these are aligned with times of greatest use. This could disproportionately impact children, particularly those who use their local library independently to access PCs, borrow books, do their homework or attend events &amp; activities as they may not be able to travel to larger sites with longer opening hours. This will restrict their access to books, information free ICT access, study spaces and some events &amp; activities.</li> <li>Residents who are pregnant or on maternity leave – may benefit positively as several libraries will be collocated with Family Hubs or become Family Hub Connect sites offering additional support in local communities to families. It is intended to retain the pre-school/early years activities at all libraries.</li> <li>Library staff- reduction in opening hours at some sites may reduce opportunities for volunteering and work experience placements at libraries where the Council is working in partnership with other organisations there may be increased opportunity for volunteering.</li> <li>Elected members, town and parish councillors and MPs – reduction in opening hours at some sites may reduce opportunities for surgeries and meetings with constituents, however partnership working and community managed arrangements could mitigate this by enabling the library to be open outside of the staffed opening hours.</li> </ul>
<b>Citizens advice</b> – library staff have been trained as preferred referrers to assist customers the time available for this will be reduced at sites where opening hours are reduced, however the development of the Library Hub model at Tier 1 sites should mitigate some of the need for this as other partners should be on hand to assist.

	<ul> <li>Work Club partners- reduction in opening hours could reduce opportunities to meet with or support those looking for work/training, however the development of a partnership offer at some libraries could mitigate this.</li> <li>Health colleagues – reduction in library opening hours could reduce opportunities to run clinics, meet with clients and offer classes in the community, however closer working with other services and partners e.g Everybody Health &amp; Leisure in this field may provide additional opportunities to extend access to services in local communities.</li> <li>Room hirers – reduction in opening hours may reduce availability of accessible inexpensive meeting rooms at Tier 2 sites if "top up" funding isn't received from town and parish councils.</li> </ul>
Links and impact on other services, strategies, functions or procedures.	Libraries deliver the Council's face to face customer service functions e.g concessionary travel applications, Blue Badge applications, council payments, DBS checks, etc. Whilst the draft Libraries Strategy 2024-28 retains access to these in the current 16 locations, there will be reduced opportunity for residents to access these important services at Tier 3 sites and a pre-booked appointment will be required at all libraries with the exception of the five Tier 1 sites where a "drop in" service will be maintained. This will particularly impact the digitally excluded who are unable to access services online. The Council has an overarching Digital and Customer Service strategy that details the way people can interact with the council and how this will be developed over time to address changing technologies.

How does the service, service change, strategy, function or procedure help the Council meet the requirements of the <u>Public Sector Equality Duty</u> ?	<ul> <li>The Public Sector Equality Duty is a legal requirement contained within the Equality Act 2010 which requires public authorities and others carrying out public functions to have due regard to the need to: <ul> <li>Eliminate unlawful discrimination, harassment and victimisation</li> <li>Advance equality of opportunity between people who share a protected characteristic and those who do not</li> <li>Foster good relations between people who share a protected characteristic and those who do not to assist those facing discrimination, harassment and discrimination.</li> </ul> </li> </ul>
	Cheshire East public libraries are, safe, and trusted community spaces, open to all and free to access providing:
	<ul> <li>A wide range of good quality book stock and digital resources including e-books, e-zines and online subscriptions</li> </ul>
	Trusted information from accredited sources
	Cheshire East Council Customer Service Points
	Free internet access
	Free Wi-Fi
	Support getting online
	<ul> <li>Signposting to accredited advice and guidance</li> </ul>
	<ul> <li>Learning and wellbeing opportunities</li> </ul>
	A range of activities and events for adults and children
	Through its comprehensive book stock, displays and activities/events e.g mental health reading groups, Dementia café, refugee coffee mornings, the service seeks to provide opportunities to demystify stigma and breakdown barriers.

This proposal will continue to see these services provided across all libraries in Cheshire East however
there will be some reduction in the service delivered by Cheshire East Council employees at the Tier 3
library sites as the proposed reduction in opening may limit the number of events/activities held in
future, however Tier 3 libraries will provide a venue for events facilitated by the community and for
Council pop up helpdesks when the need arises which should mitigate this.

# Section 2- Information – What do you know?

What do you	What information (qualitative and quantitative) and/or research have you used to commission/change/decommission
know?	the service, strategy, function, or procedure?
Information	Library membership data and performance data from the previous 12 months including:
you used	<ul> <li>visitor figures total number of visitors to each library p.a</li> </ul>
	<ul> <li>circulation statistics including total number of items issued, returned, renewed or downloaded</li> </ul>
	number of registered members
	<ul> <li>number of active members who have used their library card in the previous 12 months</li> </ul>
	<ul> <li>PC usage – number of computer sessions at each library p.a</li> </ul>
	number of events and activities
	<ul> <li>number of attendees at adult events p.a</li> </ul>
	<ul> <li>number of attendees at childrens events p.a</li> </ul>
	<ul> <li>enquiries – number of requests for council services e.g Blue Badges at each site p.a</li> </ul>
	level of Family Hub provision planned for each site
	has been used to inform the strategy.
	in addition a site matrix was compiled to inform the service design with data derived from
	Joint Outcomes Framework
	Poverty & Income JSNA 2022
	Office for Health Improvement & Disparities Public Health Profiles relating to the health and wellbeing of children
	and young people by ward, highlighting where wards are significantly worse than England average and also where
	there is a higher proportion of children aged 0-15.

<ul> <li>Office for Health Improvement &amp; Disparities Public Health Profiles relating to the health and wellbeing of older people by ward, highlighting where wards are significantly worse than England average and also where there is a higher proportion of people aged 65 years+</li> </ul>
<ul> <li>digital inclusion – score assigned to local areas based on risk of digital exclusion identified by NHS Cheshire &amp; Merseyside Digital Inclusion Tool</li> </ul>
Information from the last library survey conducted by Cheshire East Council in December 2019 was used to gauge opinion of the service, identify what it was used for and by whom.
The 2019 survey showed that people with some protected characteristics are more likely to use some of these services e.g families with children were more likely to borrow books and attend library events whilst those with long term health issues and disabilities were more likely to use the PCs, printing facilities and Wi-Fi. People who described themselves as not White British were more likely to use libraries for browsing, reading and relaxing.
Getting help and information rose from 26% to 40% in those who were aged 75 plus and from 26% to 34% for those who had a disability. Similarly using the library to access council services increased from 10% to 25% for those over the age of 75 and from 10% to 24% for those with a disability.
It informed us that females were more likely to attend events than males and non-White British respondents were generally more interested in participating in events than others.
The survey also identified barriers to use, these included: limited range of books, car parking availability and cost and opening hours not being suitable. When asked about the possibility of extending opening hours using an unstaffed self-service model the majority of respondents were against this and this was more likely amongst older people and females.
The Council's budget consultation in Jan 2023 received 2300+ responses much of this feedback related to the library service and as a result proposals were amended, and the Council reversed its proposal to close all libraries on a Saturday and in an evening and to stop the mobile library service. A full public consultation on the amended proposals for the library service took place from 9 <sup>th</sup> June- 9 <sup>th</sup> July 2023. This resulted in 3,200 responses detailing what residents valued most about the service, suggestions included keeping the larger libraries open for longer, opening libraries for parts of the day, so that full day closures are avoided, and the service generating as much revenue as possible. Residents felt that any future service
improvements should be set out within a long-term library strategy, coproduced with key stakeholders. A commitment

	was made to develop a long-term Libraries Strategy from April 2024, which would be aligned with the new Corporate Plan which was due to be refreshed by that date.
Gaps in your	It is acknowledged that the last detailed library survey was undertaken over 4 years ago and that the impact of the pandemic and the cost-of-living crisis may well have affected usage, although the public consultation undertaken in June 2023 suggested the service remained vitally important to many residents with many now reporting they valued libraries as warm spaces and also the free/low costs activities and events for all ages.
Information	A full library user survey will be conducted in 2025 to assess the impact of the changes to the service including the changes to opening hours which came into effect on 1 <sup>st</sup> December 2023 along with any changes as the result of the current proposals.

## 3. What did people tell you?

What did people tell	What consultation and engagement activities have you already undertaken and what did people tell you? Is there any feedback from other local and/or external regional/national consultations that could be included in your assessment?
you	
Details and	During the week commencing 15 <sup>th</sup> April 2024 Individual meetings were held with the Heads of Service from Public Health, Adult Social
dates of the	Care, Customer Services, Childrens & Families to ensure proposals were aligned with their own services strategies and future plans.
consultation/s	A workshop was held on 25 <sup>th</sup> April 2024 consisting of Environment & Communities committee members and officers form other
and/or	Cheshire East services including Public Health, Childrens & Families, Adult Services, Customer Services and the Council's leisure
engagement	provider Everybody Health and Leisure to discuss the proposed strategy objectives and initial proposals for a sustainable service.
activities	
	A meeting was held on 7 <sup>th</sup> May 2024 with officers from the Department of Culture, Media & Sport (DCMS) – regulatory body for
	public libraries acting as a "critical friend" for the public consultation on the draft libraries strategy and the proposal that libraries be
	organised using a tiering system with the potential for some community managed sites was discussed, no particular concerns were

raised and contacts were provided to assist the development of proposals particularly relating to community libraries and alternative models of delivery. DCMS colleagues also provided feedback on the questionnaire used for the formal public consultation. A follow up meeting is scheduled with DCMS colleagues for 17 <sup>th</sup> October.
During the week commencing 17th June 2024 a series of pre-consultation engagement sessions took place enabling key stakeholders to influence the proposals that would be formally consulted on, during this period meetings were held with 11 town and parish councils.
Further engagement has since taken place with town and parish councils to allow for the co-design of proposals for specific sites e.g agreement was reached with 3 of these councils prior to the launch of the public consultation which enabled an enhanced offer of an additional 23.5 open hours across 3 of the 4 Tier 3 sites to be included in the consultation.
Meetings were held with colleagues from Cheshire West and Chester Libraries and Cheshire Libraries Shared Services on 1 <sup>st</sup> August ahead of the launch of the public consultation.
A formal public consultation on the draft Libraries Strategy took place between 5 <sup>th</sup> Aug-15 <sup>th</sup> Sept 2024 this was widely publicised across the borough both within and outside of the library service, representatives from those groups with protected characteristics who use the library on a regular basis were contacted to ensure they were aware of the consultation and were able to feedback e.g Good Vibrations - a music group for those living with Dementia; Bring Me Sunshine – reminiscence group for those living with Dementia and their carers at Sandbach library; Crafternoon groups at Crewe, Congleton & Macclesfield.
The consultation received 3,596 responses including:
• 3,424 online survey responses
• 110 paper survey responses
• 32 emails
• 23 event attendees
• 3 letters
• 2 complaints
• 2 Customer Services feedback
Information was also received from Alderley Edge Parish Council and Handforth Town Council who conducted their own surveys to support the consultation, which received 891 responses in total.

#### OFFICIAL

In addition 6 newspaper articles were published on the draft strategy.
The responses illustrated how important the library service continues to be to local communities and demonstrated that the most
popular activities when visiting libraries were now:
<ul> <li>Borrowing a book, downloading an e-book, e-audio or e-magazine - 90%</li> </ul>
<ul> <li>Renewing, returning or reserving an item, paying a fine, buying an ex-library book - 77%</li> </ul>
<ul> <li>Seeking help from library staff - 49%</li> </ul>
<ul> <li>Browsing and relaxing - 45%</li> </ul>
<ul> <li>Finding out information – 38%</li> </ul>
<ul> <li>Attending an event – 32%</li> </ul>
<ul> <li>Meeting people or chatting – 29%</li> </ul>
<ul> <li>Using a computer or Wi-Fi – 18%</li> </ul>
<ul> <li>Reading a newspaper or magazine – 17%</li> </ul>
<ul> <li>Working or studying – 15%</li> </ul>
<ul> <li>Applying for a Blue Badge, rail card etc – 10%</li> </ul>
The demographics of those responding to the consultation were as follows:
Gender
Female 67%
Male 29%
Prefer not to say 4%
Age
16-24 1%
25-34 5%
35-44 13%
45-55 12%
55-64 19%
65-74 26%
75-84 17%

	85+ 2% Prefer not to say 5%		
	Prefer hot to say 5%		
	Heath or disability		
	Are your day to day activities limited because of health problems or disabilities.		
	Yes 15%		
	No 79%		
	Prefer not to say 6%		
	More information on the feedback from the consultation can be found at <u>Consultation Results (cheshireeast.gov.uk)</u>		
Gaps in	There was minimal feedback from non-library users as 94% of survey respondents use a Cheshire East library.		
consultation	There was more representation from some areas of the borough than others. 83% respondents were residents of Cheshire East with		
and	60% of those completing the survey providing a postcode which matched an address inside Cheshire East. Analysis of this postcode		
engagement	data showed that more responses than expected were received from some places, when compared to the total number of households		
feedback	in each area.		

Protected	What do you know?	What did people tell you?	What does this mean?
characteristics groups from the Equality Act 2010	Summary of information used to inform the proposal	Summary of customer and/or staff feedback	Impacts identified from the information and feedback (actual and potential). These can be either positive, negative or have no impact.
Age – Elderly	Library membership data, local demographic data	A significant number of older people use the library to borrow books, access help, information and council services	Older people may choose to visit libraries more frequently, perhaps because they prefer not to carry too many books at one time; they may lack digital provision or need additional support with digital access; they may need to access face to face customer services e.g for concessionary travel, blue badge applications etc. They may feel isolated and benefit from attending a social inclusion activity or speaking with library staff. Residents with this protected characteristic may have their access to library services reduced if they currently use a library proposed to be in Tier 3 as they may have difficulty travelling to other libraries due to mobility issues, reduction in travel options, lack of confidence. As a result they may experience: • An increase in digital exclusion • An increase in social isolation

## 4. Review of information, consultation feedback and equality analysis

		<ul> <li>reduction in sources of recreation &amp; entertainment</li> </ul>
Age - Young	Many children and families use the library service to borrow books and attend events/participate in activities. A number of young people are tutored each day in libraries. A number of families that choose to home educate their children use the library to access resources and as a place to foster collaboration and encourage social interaction.	Children who visit the library independently will still be able to do so as the proposal retains all the existing libraries however the reduction in opening hours may restrict their use particularly if they are unable to travel to other sites. Those using Tier 3 sites may be particularly impacted as the reduction in opening hours may result in the loss of Saturday morning opening in their community resulting in them only being able to borrow/return books; access events & activities in their local community after school or in school holidays unless they travel to a larger site
		Excluded pupils tutored in the library and the home educated may be disproportionally affected in the libraries proposed to be in tier 3 as they may have nowhere to study locally outside of the 1.5 days per week opening proposed.

			<ul> <li>There is a risk that children who currently use libraries proposed to be in Tier 3 could experience: <ul> <li>Increase in social isolation</li> <li>Reduction in access to materials for recreation &amp; entertainment</li> <li>Increase in digital exclusion</li> </ul> </li> </ul>
			However with increased collaboration with Family Hubs children and families may find it easier to access support services.
Disability	The library service doesn't hold comprehensive data on the disability needs of its members or wider users. Census 2021 will provide % of people disabled under the Equality Act	People with long term health conditions and disabilities use the library to access council services e.g. apply for concessionary travel, Blue Badges, access information e.g. Books on Prescription, attend events e.g. Crafternoon, Adult Colouring, Dementia Café.	As the proposal retains all the existing libraries residents should still be able to access these services within their local community however the reduction in opening hours particularly in the proposed tier 3 libraries may impact when and if they can access them. People with this protected characteristic may find it difficult to travel to other libraries, particularly as accessible travel may be limited. People with learning difficulties and people who are neuro diverse or people with dementia may be impacted if they rely on their visit to the library being a familiar place they may prefer not to travel to other libraries. As a result they may experience: Increase in social isolation Reduction in access to materials for recreation & entertainment

			<ul> <li>Increase in digital exclusion</li> <li>Where possible engagement with groups and organisation that support this protected characteristic will be undertaken.</li> <li>Carers may be impacted if the library is closed on a day they are available or if it takes longer to travel to another library</li> </ul>
Gender	The library service doesn't hold gender		which is open There is no evidence that there will be a
reassignment	re-assignment membership data. Census 2021 data could be used for population gender identity data		detrimental impact for people with this protected characteristic. However, the public consultation will be available for anyone from the protected characteristic to complete.
Pregnancy and maternity	The library service doesn't collect pregnancy membership data	Post-natal clinics held at some libraries, Baby Bounce, Rhymetimes and Stories and Songs attended by many mothers on maternity leave, offering support on parenting and benefitting their mental health by meeting with others with the shared characteristic	be able to access these activities within their local community however the reduction in

- /			
Race/ethnicity	The library service doesn't hold full and comprehensive data on race of its members or wider users. The membership form requests it but there is no obligation to provide this. Census 2021 with provide ethnicity data	the Good Things Foundation as part of UK Online Centres and for the Homes for Ukraine project shows that people	
Religion or belief	The library service doesn't collect religion membership data. Census 2021 will provide ward data		There is no evidence that there will be a detrimental impact for people with this protected characteristic. However, the public consultation will be available for anyone from the protected characteristic to complete.
Sex	Membership data and Census 2021	More women than men currently use the library service to borrow books and groups are predominantly attended by children, and women	Women will be impacted more than men as more women use library services
Sexual orientation	The library service does not collect sexual orientation data. Census 2021 will provide population sexual orientation data		There is no evidence that there will be a detrimental impact for people with this protected characteristic. However, as the library is an inclusive and welcoming place some individuals with this protected characteristic may be using it as somewhere in the community they feel safe. The public consultation will be available for anyone from the protected characteristic to complete.
Marriage and civil partnership	The library service does not collect marriage and civil partnership data		There is no evidence that there will be a detrimental impact for people with this protected characteristic. However, the

	public consultation will be available for
	anyone from the protected characteristic to
	complete.

### 5. Justification, Mitigation and Actions

#### 6. Monitoring and Review -

Monitoring and	How will the impact of the service, service change, decommissioning of the service, strategy, function or procedure be
review	monitored? How will actions to mitigate negative impacts be monitored? Date for review of the EIA
Details of monitoring	A full library user survey will be conducted in 2025 post implementation of the proposed service changes to assess
activities	their impact.
Date and responsible	08.10.2024 Joanne Shannon – Library Services Manager.
officer for the review	
of the EIA	

## 7. Sign Off

When you have completed your EIA, it should be sent to the <u>Equality</u>, <u>Diversity and Inclusion Mailbox</u> for review. If your EIA is approved, it must then be signed off by a senior manager within your Department (Head of Service or above).

Once the EIA has been signed off, please forward a copy to the Equality, Diversity and Inclusion Officer to be published on the website. For Transparency, we are committed to publishing all Equality Impact Assessments relating to public engagement.

Name	Tom Shuttleworth, Interim Director of Planning &
	Environment
Signature	RA
Date	11.11.2024

### 8. Help and Support

For support and advice please contact <a href="mailto:EqualityandInclusion@cheshireeast.gov.uk">EqualityandInclusion@cheshireeast.gov.uk</a>