

**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

|   |                                     |                     |                          |
|---|-------------------------------------|---------------------|--------------------------|
| <b>Directorate:</b>                                       | CSS                                 |                     |                          |
| <b>Service Area:</b>                                      | Library & Archive Service           |                     |                          |
| <b>Name of the proposal :</b>                             | Future Library Investment Programme |                     |                          |
| <b>Lead officer(s):</b>                                   | Mark Wilson & Andy Laslett          |                     |                          |
| <b>Date assessment completed:</b>                         | 01.12.21                            |                     |                          |
| <b>Names of those who contributed to the assessment :</b> |                                     |                     |                          |
| <b>Name</b>   | <b>Job title</b>                    | <b>Organisation</b> | <b>Area of expertise</b> |
| Mark Wilson   | Programme Manager                   | CYC                 | Project management       |
| Andy Laslett  | Strategic Services Manager          | CYC                 | Contract management      |
| Sarah Garbacz   | Chief Operating Officer             | Explore Libraries   | Library operations       |
| Charlie Croft   | AD Communities & Culture            | CYC                 | Strategic management     |

## Step 1 – Aims and intended outcomes

|            |  |
|------------|--|
| <b>1.1</b> | <b>What is the purpose of the proposal?</b><br>Please explain your proposal in Plain English avoiding acronyms and jargon.   |
|            | <p>A capital allocation has been made by the Council for investment in Haxby and Wigginton, Clifton and Acomb libraries in response to the Council’s contractual commitment to provide new Library Learning Centres for Acomb and Clifton as part of the new library vision and replacing the demolished Haxby and Wigginton Library in 2016. This proposal focuses on the programme to deliver such Council commitment.</p> <p>Clifton – A brand new library, on a new site, that will allow the current library to operate until the new library is ready to open, so preventing any service disruption for members of the public.</p> <p>Haxby &amp; Wigginton – A co-location proposal which will see the library share the Oaken Grove Community Centre and improve accessibility and access to services, both in terms of physical access and wider opening hours.</p> <p>Acomb – The current library already delivers on many elements of the vision, but due to its popularity and success, a development is proposed to increase public space, further enhance the reading café and look to bring in co-location partners to work from the library.</p> |
| <b>1.2</b> | <b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)  |
|            | <p>Yes:</p> <ul style="list-style-type: none"><li>➤ Library services are statutory services – Public Library Act 1964</li><li>➤ The Council’s library service is being operated by ‘Explore York Libraries and Archives Mutual’ who are contracted for 15 years commencing on April 2019.</li></ul>  |

|            |  |
|------------|--|
| <b>1.3</b> | <b>Who are the stakeholders and what are their interests?</b>  |
|            | <ul style="list-style-type: none"> <li>➤ York Explore Libraries – service operator / landlord to any co-location partner tenants at Acomb and Clifton</li> <li>➤ Hope Sentamu Learning Trust – Clifton, adjacent school academy. Hold an existing land interest.</li> <li>➤ Library users – using the services and informing future design and service changes.</li> <li>➤ Residents – impact on the scheme and how it affects them. Potential library users. Availability of services from library buildings. Also informing future design and service changes.</li> <li>➤ Ward Councillors &amp; Parish Councils – Ensuring residents receive a quality service which meets local need.</li> <li>➤ Future co-location partners – Working collaboratively with Explore to add value and increase audience/participation, access to Explore’s services and availability of services. Specific partners include: <ul style="list-style-type: none"> <li>○ Snappy – A partner at Clifton who provide out of school activity for young people with learning and physical learning disabilities to support families and parents in the York area</li> <li>○ CYC Home Tuition Service – A partner at Clifton providing Special Educational Needs and Support (SEND) providing opportunities for some group learning as a part of the City’s statutory specialist education provision for children and young people who are medically unfit to attend school due to ill health.</li> <li>○ Accessible Arts and Media – A partner at Clifton who are a local social enterprise running arts and creative media learning projects in York including provision to support disabled adults and young people, to older people with dementia and memory loss and people with mental ill-health.</li> <li>○ York Learning - A partner at Acomb &amp; Clifton enabling York Learning to expand on their current provision to bring even more learning opportunities to Clifton residents, in partnership with Explore.</li> <li>○ CYC housing team – A partner at Acomb to provide touchdown office accommodation, as well as space to meet housing residents in an environment that’s safe, welcoming, unthreatening and offers opportunity for other members of the household to engage in other library activities during their visit e.g. children could take part in a story time.</li> </ul> </li> </ul> |

|                   |   |
|-------------------|---|
|                   | <ul style="list-style-type: none"> <li>○ Haxby &amp; Wigginton Youth &amp; Community Association – Explore are co-locating at Oaken Grove Community Centre and sharing back office and ancillary accommodation to host both organisations from the same building. They are the current lease holder of Oaken Grove Community Centre and will be the future landlord for Explore.</li> </ul>   |
| <p><b>1.4</b></p> | <p>➤ <b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>  |
|                   | <p>City of York council consulted city wide on a new vision for its library service in 2018. This identified that key stakeholders wanted to see the following:</p> <ul style="list-style-type: none"> <li>● The development of the community hub model of library – a space where the local community can access what might typically be seen as city centre services from within their own community</li> <li>● A lively, modern space where events and activities and delivered in collaboration with the local community</li> <li>● Improved library spaces – more books and study spaces</li> <li>● Reading cafes – a place to meet, socialise, work, study, relax</li> <li>● Access to high quality tech – free Wi-Fi and up to date technology to support study, work and leisure activity</li> <li>● Access to high quality meeting rooms – to attend participate in informal and formal learning opportunities.</li> <li>● Welcome, safes, accessible spaces for all with opening hours that fit the needs of the local community</li> <li>● Increasing volunteer opportunities for local residents to develop skills and supporting social isolation.</li> </ul> <p>The capital programme enables the delivery of the above in the communities of Acomb, Clifton and Haxby &amp; Wigginton.</p> |

A further outcome is the identified need to generate income for Explore, to support the additional costs of moving into larger premises with improved opening hours. The meeting rooms and the reading café are a key contributor to this outcome.

Explore Staff - Modern, safe and flexible working environments, working alongside other co-located partners which provides partnership working at all levels.

Council's commitment against a number of the Council plan objectives:

- A greener and cleaner city – The replacement of the Clifton library provides the opportunity to reduce building emissions by installing green heating solutions. In addition electric charging bays for electric vehicles will be invested in.
- Good health and wellbeing – Explore libraries will be able to enhance their programme of activities to promote this agenda working with relevant agencies.
- A better start for children and young people – Libraries play a key role in providing activities for children and young people, working hand in hand with Children Services.
- Creating homes – This project prioritises the use of vacant land to develop new homes with a focus on affordable and low carbon homes.
- Safe communities and culture for all – Explore are one of the largest providers of volunteer opportunities in York in a safe and welcoming environment. Libraries are seen as safe and neutral places that provide quality information and advice. Part of Explores vision seeks to put learning and cultural activities at the heart of the service.

## Step 2 – Gathering the information and feedback

|  |   |
|--|---|
| 2.1  | <p><b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.</p> |
| <p><b>Source of data/supporting evidence</b></p>   | <p><b>Reason for using</b></p>  |
| <p>CIPFA Adult Public Library User Survey (PLUS) in Oct 2016</p>   | <p>Explore took part in CIPFA Adult PLUS survey in Oct 2016, with 2,354 completed surveys. The results have been used in the equalities section to consider the impact of this proposal. Full results of survey available.</p>  |
| <p>CIPFA Adult Public Library User Survey (PLUS) in Oct 2021</p>   | <p>Explore took part in CIPFA Adult PLUS survey in Oct 2021, with results pending. The results will be used in the equalities section to consider the impact of this proposal once understood.</p>  |
| <p>High Level options appraisal to identify potential sites for Acomb, Clifton and Haxby &amp; Wigginton</p> | <p>To consider all potential relocation options in light of access via public transport and location in relation to key residential areas and other community spaces</p>  |
| <p>Clifton stakeholder consultation</p>  | <p>High level stakeholder consultation undertaken in August 2021 to seek views on the proposed relocation from the current library site on Rawcliffe Lane to the former Clifton Without Junior School on Rawcliffe Lane. The consultation asks residents postcode, age, gender to enable the mapping of responses aligned to those protected characteristics.</p>   |
| <p>Planning/building regs</p>  | <p>Ensure compliance in the design with accessibility regulation and inclusion of key components such as changing places facilities</p>   |
| <p>Partner consultation (ongoing throughout the development)</p>   | <p>Snappy, Home Tuition Service and Accessible Arts and Media have customers with specific needs. Involving them in the planning and design of the building ensures that the specific needs of their service users are met and the end result is fully accessible and fit for purpose</p>   |

|  |  |
|--|--|
|  |  |
|--|--|

### Step 3 – Gaps in data and knowledge

|            |   |   |
|------------|---|---|
| <b>3.1</b> | <b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>   |   |
|            | <b>Gaps in data or knowledge</b>  | <b>Action to deal with this</b>   |
|            | Clifton residents views on relocating the library from its current site.  | Stage 1 public consultation for Clifton was carried out in August 2021 and 90% of residents liked or strongly liked the move to the proposed site.                              |
|            | Data on characteristics of library users at Acomb and Clifton libraries   | PLUS survey to be undertaken in October 2021 with results released in early 2022.   |
|            | Specific views of residents and users on the design of the new libraries and spaces – target groups will be asked like; Accessibility groups, young people, as well as designing the space with co-location partners that work directly with young people with a learning and physical disability e.g. Snappy | Consultation is planned with target groups for early 2022, but some feedback has already been received following general public consultation for Clifton and Haxby & Wigginton. |
|            |   |   |

### Step 4 – Analysing the impacts or effects.

|            |   |
|------------|---|
| <b>4.1</b> | <b>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.</b> |
|------------|---|

| <b>Equality Groups and Human Rights.</b> | <b>Key Findings/Impacts</b>   | <b>Positive (+)<br/>Negative (-)<br/>Neutral (0)</b> | <b>High (H)<br/>Medium (M)<br/>Low (L)</b> |
|--|---|--|--|
| <b>Age</b>                               | We know from the 'PLUS survey' in Oct 2016 that the library service in York is used by a wide ranging audience. The identified breakdown of users were; Under 25's=6%, 25-44yrs=30%, 45-64yrs=30%, 65-74yrs=21%, 75yrs+=13%. Feedback from Clifton stage 1 consultation identified that older people were seeking safe outdoor space to meet up with friends and socialise, so this is being design into the plans at Clifton.  | neutral  | L  |
| <b>Disability</b>                        | The 'PLUS survey' in Oct 2016 identified breakdown of users with a disability; Mobility=9%, Mental Health=7%, Hearing=6%, Dexterity=4%, Learning disability=3%, Eyesight=3%, Other=3% and no disability=65%. The new Clifton library will be designed following the DDA regulations and physical improvements will include for example; accessible parking bays, automatic front doors and a changing place. All these were missing from the existing library and impacting users. Consultation with Snappy has steered the design for Clifton library as they will be operating services for children and young people with a physical or learning disability at the site. | Positive   | M  |
| <b>Gender</b>                            | We know from 'PLUS survey' in Oct 2016 identified breakdown of users; Female=62% & Male=38%   | neutral  | L  |
| <b>Gender Reassignment</b>               | The move to unisex individual toilets facilities is a small but important aspect of recognising privacy.  | neutral  | L  |

|  |  |         |   |
|--|--|---------|---|
| <b>Marriage and civil partnership</b>          | We know from 'PLUS survey' in Oct 2016 identified breakdown of users; Married=54%, single=22%, widowed=9%, divorced=7%, cohabiting=6%  | neutral | L |
| <b>Pregnancy and maternity</b>                 |  | neutral | L |
| <b>Race</b>                                    |  | neutral | L |
| <b>Religion and belief</b>                     | We know from 'PLUS survey' in Oct 2016 identified breakdown of users; Christian=57%, no religion=38%, other=3%, muslim=1%, Buddhist=1% & Hindu, sikh, jewish >1%                                 | neutral | L |
| <b>Sexual orientation</b>                      | We know from PLUS survey in Oct 2016 identified breakdown of users; Hetrosexual=95%, bisexual=2%, Gay/lesbian=2%, other=1%   | neutral | L |
| <b>Other Socio-economic groups including :</b> | <b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>   |         |   |
| <b>Carer</b>                                   | We know from 'PLUS survey' in Oct 2016 identified breakdown of users; empyed=42%, retired=41%, looking after the home/family=5%, student=4%, unemployed=4%, long term sick/disabled=3%, other=1% | neutral | L |
| <b>Low income groups</b>                       |  | neutral | L |
| <b>Veterans, Armed Forces Community</b>        |  | neutral | L |
| <b>Other</b>                                   | n/a  |         |   |
| <b>Impact on human rights:</b>                 |  |         |   |

|                                 |                                      |  |  |
|---------------------------------|--------------------------------------|--|--|
| List any human rights impacted. | No impacts – any neutral or positive |  |  |
|---------------------------------|--------------------------------------|--|--|

**Use the following guidance to inform your responses.** Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups
- It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

|   |   |
|---|---|
| <b>High impact</b><br>(The proposal or process is very equality relevant)       | There is significant potential for or evidence of adverse impact<br>The proposal is institution wide or public facing<br>The proposal has consequences for or affects significant numbers of people<br>The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.      |
| <b>Medium impact</b><br>(The proposal or process is somewhat equality relevant) | There is some evidence to suggest potential for or evidence of adverse impact<br>The proposal is institution wide or across services, but mainly internal<br>The proposal has consequences for or affects some people<br>The proposal has the potential to make a contribution to promoting equality and the exercise of human rights |
| <b>Low impact</b><br>(The proposal or process might be equality relevant)       | There is little evidence to suggest that the proposal could result in adverse impact<br>The proposal operates in a limited way<br>The proposal has consequences for or affects few people<br>The proposal may have the potential to contribute to promoting equality and the exercise of human rights                                 |

**Step 5 - Mitigating adverse impacts and maximising positive impacts**

|  |   |
|--|---|
| 5.1  | <b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b> |
| Accessibility groups will be asked for feedback on the detail design of the proposed changes to identify if further improvements can be made, as well as working with other organisations like Snappy to reach out to their service users to ensure the design of the building and dedicated space is fit for purpose. |   |

### Step 6 – Recommendations and conclusions of the assessment

|   |  |  |
|---|--|--|
| 6.1   | <b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</b> |  |
| - <b>No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review. |  |  |
| - <b>Adjust the proposal</b> – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance equality or to foster good relations.  |  |  |
| - <b>Continue with the proposal</b> (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty  |  |  |
| - <b>Stop and remove the proposal</b> – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.                                |  |  |
| <b>Important:</b> If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.   |  |  |
| <b>Option selected</b>  | <b>Conclusions/justification</b>   |  |

|  |   |
|--|---|
| <b>No major change to the proposal</b> | Robust programme governance in place to regular review and ensure project is delivering to the EIA principles.<br>Several stages of public consultation will allow for regular resident as well as target group input and feedback on building design and service design which covers many of the EIA principles. |
|--|---|

**Step 7 – Summary of agreed actions resulting from the assessment**

| <b>7.1 What action, by whom, will be undertaken as a result of the impact assessment.</b> |  |                           |                       |
|---|--|---------------------------|-----------------------|
| <b>Impact/issue</b>   | <b>Action to be taken</b>  | <b>Person responsible</b> | <b>Timescale</b>      |
| Positive accessibility changes  | Explore will be leading on the conversations with those target groups to ensure accessibility benefits are maximized | Sarah Garbacz             | Clifton – Spring 2022 |
| Review results from Oct 2021 PLUS Survey  | Explore will receive and digest the results (once received) and feedback any issues                                  | Sarah Garbacz             | Spring 2022           |

## Step 8 - Monitor, review and improve

|             |   |
|-------------|---|
| <b>8. 1</b> | <b>How will the impact of your proposal be monitored and improved upon going forward?</b><br>Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded? |
|             | <ul style="list-style-type: none"><li>• Monthly project working group meetings. EIA standard agenda item to monitor deliverables</li><li>• Service specification &amp; Key Performance Indicator's reviewed after consultation feedback</li><li>• Lessons learnt review at project end</li></ul>      |