outhwark

Equality Impact and Needs Analysis

Budget Equality Analysis Full Template: 2023, Library and heritage service saving proposals

Guidance notes

Things to remember:

Under the Public Sector Equality Duty (PSED) public authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies. Understanding the affect of the council's policies and practices on people with different protected characteristics is an important part of complying with the general equality duty. Under the PSED the council must ensure that:

- Decision-makers are aware of the general equality duty's requirements.
- The general equality duty is complied with before and at the time a particular policy is under consideration and when a decision is taken.
- They consciously consider the need to do the things set out in the aims of the general equality duty as an integral part of the decision-making process.
- They have sufficient information to understand the effects of the policy, or the way a function is carried out, on the aims set out in the general equality duty.
- They review policies or decisions, for example, if the make-up of service users changes, as the general equality duty is a continuing duty.
- They take responsibility for complying with the general equality duty in relation to all their relevant functions. Responsibility cannot be delegated to external organisations that are carrying out public functions on their behalf.
- They consciously consider the need to do the things set out in the aims of the general equality duty not only when a policy is developed and decided upon, but when it is being implemented.

Best practice guidance from the Equality and Human Rights Commission recommends that public bodies:

- Consider all the <u>protected characteristics</u> and all aims of the general equality duty (apart from in relation to marriage and civil partnership, where only the discrimination aim applies).
- Use equality analysis to inform policy as it develops to avoid unnecessary additional activity.
- Focus on the understanding the effects of a policy on equality and any actions needed as a result, not the production of a document.
- Consider how the time and effort involved should relate to the importance of the policy to equality.
- Think about steps to advance equality and good relations as well as eliminate discrimination.
- Use good evidence. Where it isn't available, take steps to gather it (where practical and proportionate).

• Use insights from engagement with employees, service users and others can help provide evidence for equality analysis.

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English. Equality analysis may be published under the council's publishing of equality information, or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme. All Cabinet reports will also publish related

Equality analysis should be reviewed after a sensible period of time to see if business needs have changed and/or if the effects that were expected have occurred. If not then you will need to consider amending your policy accordingly. This does not mean repeating the equality analysis, but using the experience gained through implementation to check the findings and to make any necessary adjustments.

Engagement with the community is recommended as part of the development of equality analysis. The council's Community Engagement Division and critical friend, the Forum for Equality and Human Rights in Southwark can assist with this (see section below on community engagement and <u>www.southwarkadvice.org.uk</u>).

Whilst the equality analysis is being considered, Southwark Council recommends considering Socio-Economic implications, as socio-economic inequalities have a strong influence on the environment we live and work in. As a major provider of services to Southwark residents, the council has a legal duty to reduce socio-economic inequalities and this is reflected in its values and aims. For this reason, the council recommends considering socio-economic impacts in all equality analyses, not forgetting to include identified potential mitigating actions.

Section 1: Equality impact and needs analysis details

Proposed policy/decision/business plan	Budget challenge - libraries and heritage service
area to which this equality analysis	proposed savings
relates	

Equality analysis author	Eva Gomez, Head of Culture		
Strategic Director:	Caroline Bruce		
Department	Environment, Neighbourhoods & Growth	Division	Culture
Period analysis undertaken Please note that the equality analysis informs all stages of the budget setting process up to final decision making. It can be built upon at all stages.	Budget Challe	cess this equality	dget Proposal / analysis is informing:
It can be further built upon and reviewed at implementation stage.			
Indicative date of implementation of budget proposal if known	24/25, 25/26 and 26/2	7	
Sign- off	Position	Date	

Please provide full details of the budget proposal and the predicted saving

Southwark has a network of 12 libraries located across the borough, one of them being a library and a heritage centre, another one including the local archive, the service also includes a home library service. Our libraries are places where the public goes for information, access to council services, study, employment search, reading, digital access, learning and cultural enrichment. Events and activities in all our libraries such as children's story times, reading and writing groups, literary talks, crafts and local history workshops also play a crucial role in contributing to quality of life. Libraries inspire reading and lifelong learning, aid educational attainment, help people live healthy and happy lives and strengthen our communities. As a physical entity the library also acts as a meeting place for the local community to share interests, ideas, and aspirations and for some they also offer a physical refuge, a safe space and increasingly somewhere to seek shelter from extreme weather temperatures. The service also contributes to the delivery of a number of other council wide strategic priorities, such as economic development, cost of living crisis support, climate emergency, the national skills agenda, and health and well-being initiatives to name a few.

The Council has continued to support and invest in libraries, at a time when most councils have substantially reduced the offer. This is demonstrated by the strength of the library offer, including ongoing investment in assets – such as the redevelopment of Kingswood Library and the opening of Una Marson library during 2023. Despite this, it is necessary to ensure that the library service provides best value, by ensuring that residents have high quality library provision, but also ensuring a proportionate balance of cost and benefit.

The need for a best value approach, alongside the ongoing financial pressures faced by local government has guided the proposed savings within the service as part of the annual budget review process. The proposal is for £300k libraries and heritage service annual savings between 2024/5 and 2026/7. This represents 3.8% of the libraries' annual revenue budget. It is proposed that these savings will be found through changes to service delivery arrangements.

Service design options to enable the delivery of these savings will be explored in the context of the upcoming Libraries Strategy development work over the coming months. The process will include consultation with customers, staff, councillors, trade unions and other key stakeholders. This will ensure our local communities views and feedback help us shape how the changes are implemented.

Potential impacts and possible mitigations are explored in detail in the sections below.

Section 3: Overview of service users and key stakeholders consulted

Key users of the department or service	Library members Residents over all
Key stakeholders involved in this decision	 To date: Director of Leisure Head of Culture Libraries service manager Cabinet member Prior to implementation, consultation will take place with key stakeholders.

Section 4: Pre-implementation equality impact and needs analysis

This section considers the potential impacts (positive and negative) on groups with 'protected characteristics', the equality information on which this analysis is based and any mitigating actions to be taken, including improvement actions to promote equality and tackle inequalities. An equality analysis also presents as an opportunity to improve services to meet diverse needs, promote equality, tackle inequalities and promote good community relations. It is not just about addressing negative impacts.

The columns include societal issues (discrimination, exclusion, needs etc.) and socioeconomic issues (levels of poverty, employment, income). As the two aspects are heavily interrelated it may not be practical to fill out both columns on all protected characteristics. The aim is, however, to ensure that socio-economic issues are given special consideration, as it is the council's intention to reduce socio-economic inequalities in the borough. Key is also the link between protected characteristics and socio-economic disadvantage, including experiences of multiple disadvantage.

Socio-economic disadvantage may arise from a range of factors, including:

- poverty
- health
- education
- limited social mobility
- housing
- a lack of expectations
- discrimination
- multiple disadvantage

The public sector equality duty (PSED) requires us to find out about and give due consideration to the needs of different protected characteristics in relation to the three parts of the duty:

- 1. Eliminating discrimination, harassment and victimisation
- Advancing equality of opportunity, including finding out about and meeting diverse needs of our local communities, addressing disadvantage and barriers to equal access; enabling all voices to be heard in our engagement and consultation undertaken; increasing the participation of under represented groups
- 3. Fostering good community relations; promoting good relations; to be a borough where all feel welcome, included, valued, safe and respected.

The PSED is now also further reinforced in the two additional Fairer Future For All values: that we will

- Always work to make Southwark more equal and just
- Stand against all forms of discrimination and racism

Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).

Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential Socio-Economic impacts/ needs/issues arising from socio- economic disadvantage (positive and negative)
Our data shows that the age spread of our membership is in the main representative of the Southwark population with a slightly larger representation of younger age group, 28% of our library members being under the age of 18 compared to 21% in the census data and 6% of our library members being over 65 compared to 8.4% in the census data. Changes in service delivery could potentially impact differently on service users depending on their age. The extent of the impact will depend on the changes to the service as different age groups tend to use libraries at different times and in different ways. The service also offers a home library service where the client	Data shown in the Statista website (global data and business intelligence platform) shows that in England libraries are used equally across the socio-economic spectrum. In 2019, the share of individuals that reported visiting a public library in England varied according to the level of deprivation. As of that year, nearly 27 percent of respondents from the most deprived category claimed to have visited a public library at least once in the year previous to the survey. On the other hand, 33 percent of interviewees from the least deprived category stated the same as of 2019.
based is largely older people - there will likely be no changes to this service.	Research from comparable inner London borough Lewisham also shows that for the most part, the type of postcode library users come from in terms of socio-economic need and deprivation, does not influence what services they use, especially for the most commonly used services. The only exceptions to this are archives, health information, and help applying for services (more likely to be used by the more affluent) and help setting up a business (more likely to be used by those from more deprived postcodes).
	However, people across all ages from more privileged socio-economic backgrounds are likely to have the resources to mitigate any negative impacts created by changes in service delivery. People from the most deprived backgrounds on the other hand are least likely to have access to computers, printers and quiet warm places to do homework, research and general studying.
	Data from the census shows that half (51%) of all households in Southwark are disadvantaged in any one or more of the following dimensions: employment, education, health and disability, and housing.
	So overall it is possible that some changes in service delivery might disproportionally affect people from more disadvantaged socio- economic backgrounds (irrespective of age), although the impact will depend, to some extent on the exact changes implemented. Mitigations will be developed to address this, as appropriate, when following consultation, the detailed proposals are shaped.
Equality information on which above analysis is based	Socio-Economic data on which above analysis is based
Southwark library membership statistics How life has changed in Southwark: Census 2021	Public library usage in England 2019, by deprivation level
(ons.gov.uk)	The Lewisham Library and Information Service – update 2019 – 2021

	How life has changed in Southwark: Census 2021 (ons.gov.uk)
Mitigating and/or improvement actions to be taken Final decisions on what changes are introduced to achieve these savings will be made in the context of the upcoming Libraries Strategy development work over the coming months. We will ensure that consultation responses are representative of the borough's age demographic profile. Careful consideration will be also be given to service use data and a further ENIA on the final proposals will be completed once these are identified after consultation.	As per column to the left.

Disability - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

Please note that under the PSED due regard includes:

Giving due consideration in all relevant areas to "the steps involved in meeting the needs of

disabled persons that are different from the needs of persons who are not disabled include, in

particular, steps to take account of disabled persons' disabilities." This also includes the need to

understand and focus on different needs/impacts arising from different disabilities.

Potential impacts (positive and negative) of proposed policy/decision/business plan; this also	Potential socio-economic impacts/ needs/issues arising from socio-
includes needs in relation to each part of the duty.	economic disadvantage (positive and
	negative)
Our data shows that 99% of our library members have chosen not to disclose whether they have a disability and therefore it is not possible to establish whether our membership is or isn't representative of the Southwark population as a whole. However given that our membership is representative of our population in relation to age, gender and ethnicity it is highly likely that it also is in relation to disability. In 2021, 8.2% of Southwark residents were identified as being disabled and limited a lot.	Research shows that in London overall, families that include a disabled person are more likely to be in poverty than families without a disabled person. The research shows that there is a clear trend between the level of deprivation in a neighbourhood and the proportion of the population that is Disabled.
There are a number of sessions delivered from libraries that focus on children in the autistic spectrum, it is not anticipated that these sessions will be affected by changes. No changes to the home library service which caters for housebound customers, are anticipated.	Among London's 10% most deprived neighbourhoods, the average proportion of the population who are Disabled is 15.5%. By contrast, in the 10% least deprived neighbourhoods in London, Disabled people make up an average of 11.7% of the population.
	Data from the census shows that half (51%) of all households in Southwark are disadvantaged in any one or more of the following dimensions: employment, education, health and disability, and housing.
	Given the above correlation, there is a possibility that a higher percentage of people in circumstances of deprivation to have a disability, therefore this group of people will be less likely to be able to

Equality information on which above analysis is based	mitigate any possible impact of changes to service delivery and therefore they might be more disproportionally affected. Mitigations will be developed to address this, as appropriate, when following consultation, the detailed proposals are shaped. Socio-economic data on which above analysis is based
Southwark library membership statistics <u>How life has changed in Southwark: Census 2021</u> (ons.gov.uk) Mitigating and/or improvement actions to be taken	Census 2021 deep dive: disability and deprivation in London Trust for London
Final decisions on what changes are introduced to achieve these savings will be made in the context of the upcoming Libraries Strategy development work over the coming months. We will ensure that consultation responses are representative of the borough's disability demographic profile. Careful consideration will be also be given to service use data and a further ENIA on the final proposals will be completed once these are identified after consultation.	As per column to the left.

Gender reassignment:		
- The process of transitioning from one gender to another.		
Gender Identity: Gender identity is the personal sense of one's own gender. Gender		
identity can correlate with a person's assigned sex or o	can differ from it.	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.Potential socio-economic imp needs/issues arising from soc economic disadvantage (posi negative)		
None of the changes proposed will disproportionally affect people based on their gender identity.	None of the changes proposed will disproportionally affect people based on their gender identity.	
Equality information on which above analysis is based.	Socio-economic data on which above analysis is based	
N/A	N/A	
Mitigating and/or improvement actions to be taken		
N/A	N/A	

Marriage and civil partnership – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couples. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination.)

Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential socio-economic impacts/ needs/issues arising from socio- economic disadvantage (positive and negative)
None of the changes proposed will disproportionally affect people based on their gender identity.	N/A

Equality information on which above analysis is based	Socio-economic data on which above analysis is based	
N/A	N/A	
Mitigating or improvement actions to be taken		
N/A	N/A	

Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio- economic disadvantage (positive and negative)
Some libraries offer baby rhyme time and toddlers groups, loss of these activities could disproportionally impact parents and guardians of babies and young children.	N/A
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
N/A	N/A
Mitigating and/or improvement actions to be taken	
We will ensure that any sessions for parents/guardians, toddlers and babies are retained so that there is no loss of provision of activities of this nature.	N/A

Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others

Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio- economic disadvantage (positive and negative)
Of the 62,000 active borrowers only 18,400 chose to disclose their ethnicity. Of those about half are from Black and Asian minority ethnic backgrounds which is representative of Southwark's population (in 2021, 51.4% of people in Southwark identified their ethnic group within the "White" category). <u>Research</u> shows no differences in patterns of library use according to ethnicity and therefore in principle there are no anticipated disproportionate negative impacts of changes in service delivery linked to this protected characteristic. However possible impacts have been found linked to social economic factors and research shows that people from Black, Asian and minority ethnic backgrounds are more likely to live in deprived neighbourhoods so this is explored in the adjacent socio-economic section.	 The English Indices of Deprivation 2019 show that: Asian people as a whole (15.7%) were the most likely out of all ethnic groups to live in the 10% most deprived neighbourhoods, followed by Black people (15.2%) White people were the least likely to live in them (9.0%) Out of the 18 individual ethnic groups, people from the Pakistani (31.1%) and Bangladeshi (19.3%) groups were the most likely to live in them People from the Indian (7.6%), White Irish (8.1%) and White Other (8.2%)

	ethnic groups were the least likely to live in them Data from the census shows that half (51%) of all households in Southwark are disadvantaged in any one or more of the following dimensions: employment, education, health and disability, and housing. Given the above correlation and the Southwark context, there is a possibility that a higher percentage of people in circumstances of deprivation, and therefore less likely to be able to mitigate the possible impact of service delivery changes, to be from some Black and Asian ethnicity backgrounds. Mitigations will be developed to address this, as appropriate, when following consultation, the detailed proposals are shaped.
Equality information on which above analysis is	Socio-economic data on which above
based	analysis is based
 Southwark library membership statistics How life has changed in Southwark: Census 2021 (ons.gov.uk) Libraries for Living, and for Living Better research by 	 analysis is based People Living in Deprived Neighbourhoods How life has changed in Southwark:

Religion and belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.			
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty. Potential socio-economic impacts/ needs/issues arising from socio- economic disadvantage (positive and negative)			
It is not anticipated that service delivery changes would disproportionally affect people based on their religion or belief.	N/A		
Equality information on which above analysis is based	Socio-economic data on which above analysis is based		
N/A	N/A		
Mitigating and/or improvement actions to be taken			
N/A	N/A		

Sex - A man or a woman.			
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio- economic disadvantage (positive and negative)		
Of the 62,000 active borrowers over 51,000 chose to disclose their gender. Of those about 58% are women and 41% are men which is in most part representative of Southwark's population (52% female vs 48% male). It is not anticipated that service delivery changes would disproportionally affect people based on their sex.	N/A		
Equality information on which above analysis is based	Socio-economic data on which above analysis is based		
N/A	N/A		
Mitigating and/or improvement actions to be taken			
N/A	N/A		

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes Potential impacts (positive and negative) of Potential socio-economic impacts/ proposed policy/decision/business plan; this also needs/issues arising from socioincludes needs in relation to each part of the duty. economic disadvantage (positive and negative) It is not anticipated that service delivery changes would N/A disproportionally affect people based on their sexual orientation. Equality information on which above analysis is Socio-economic data on which above based analysis is based N/A N/A Mitigating and/or improvement actions to be taken N/A

Human Rights

There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour, Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol

Potential impacts (positive and negative) of proposed policy/decision/business plan

It is not anticipated changes in service delivery will deprive library users of their human rights. The analysis undertaken in this document and proposed mitigation will ensure that there is no discrimination **Information on which above analysis is based**

As above

Mitigating and/or improvement actions to be taken

As above

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Conclusions

Summarise main findings and conclusions of the overall equality impact and needs analysis for this area:

- Have any potential significant concerns amongst service users or the wider community been identified? No such consultation has taken place yet.
- Have any potential negative, disproportionate or adverse impacts on particular protected characteristics been identified? Yes
- Have you identified any negative or positive impacts re: the promotion of good community relations? No
- Are there any specific implications for groups experiencing socio-economic disadvantage? Yes
- Are there any specific implications for groups experiencing socio-economic disadvantage and protected characteristics ? Yes disability and ethnicity
- Are there any specific implications for Borough Plan priorities or commitments ? No

Section 5: Further equality actions and objectives

5. Further	actions			
Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.				
Number	Description of issue	Action	Timeframe	
1	Whether future changes in service delivery could disproportionally affect	Final decisions on what changes are introduced to achieve these savings will		

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	younger people or older people .	be made in the context of the upcoming Libraries Strategy development work over the coming months. We will ensure that consultation responses are representative of the borough's age demographic profile. Careful consideration will be also be given to service use data and a further ENIA on the final proposals will be completed once these are identified after consultation.	
	Whether future changes in service delivery could disproportionally affect people with disabilities	Final decisions on what changes are introduced to achieve these savings will be made in the context of the upcoming Libraries Strategy development work over the coming months. We will ensure that consultation responses are representative of the borough's disability demographic profile. Careful consideration will be also be given to service use data and a further ENIA on the final proposals will be completed once these are identified after consultation.	
	Whether future changes in service delivery could disproportionally affect people with from Black, Asian and ethnic minorities	Final decisions on what changes are introduced to achieve these savings will be made in the context of the upcoming Libraries Strategy development work over the coming months. We will ensure that consultation responses are representative of the borough's ethnicity demographic profile. Careful consideration will be also be given to service use data and a further ENIA on the final proposals will be completed once these are identified after consultation.	
4	Given correlations between disability, ethnicity and socio- economic disadvantage, there is a possibility that people with these protected characteristics may be less likely to be able to mitigate possible impacts of changes in service delivery	Final decisions on what changes are introduced to achieve these changes, will be made in the context of the upcoming Libraries Strategy development work over the coming months. We will ensure that consultation	

and therefore could be more disproportionally affected.	responses are representative of the borough's protected characteristics' demographic profile.	
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5. Equality and socio-economic objectives (for business plans)

Based on the initial analysis above, please detail any of the equality objectives outlined above that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.

Objective and	Objective and Lead officer Current performance	Tar	gets	
measure		performance (baseline)	Year 1	Year 2

6. Review of implementation of the equality objectives and actions					

Implementation Equality Impact and Needs Analysis of budget proposal: proposed date if known