Integrated Impact Assessment (IIA)

Informing our approach to fairness

Name of proposal	Community Hubs, Libraries and Contact Centre
Date of assessment	October 2018
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Assessment team	Angela Forster, Luke Burton, Mark Thurston, Sharon Traill, Gary Weatherstone
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Version control

Version	2
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Replaces version	1

This is our assessment of the potential equality and other impacts of this 2019-20 proposal, based on the available evidence. We reviewed this assessment following consultation to consider comments and information from all stakeholders, research or new and emerging policy or announcements.



This is the ninth year of austerity and Government-imposed funding cuts. Coupled with unfunded cost pressures, like increasing demand for services and inflation, this has resulted in us needing to achieve savings of £267 million over the last eight years.

Our financial position remains challenging and we need to save a further £16.9 million in 2019-20.

The following proposal is put forward within this context and should be read in conjunction with 'Shaping our future together: Our medium-term plan 2019-20 to 2021-22'. This explains how we are is responding to the continuing financial challenge, setting out our plans for the three years.

Section A: Current service

1. What does the service / function / policy do?

The Community Hubs, Libraries and Parks service is responsible for a network of thirteen staffed and one unstaffed Libraries and Community Hubs across the city. The network was created in 2014 to offer accessible buildings delivering integrated and complementary services to meet the needs of residents within the communities they serve. They provide joined up services; provide information and support (ours and relevant partners); support local growth; respond to the diverse needs of residents; and are customised to the needs of local communities.

Our Hubs offer safe community space with weekday and weekend opening hours. The ethos of the Community Hubs reflects the traditional, public library service values of help, space, security, impartial, excellent customer service, and expert advice/mediation.

The fourteen facilities across our network operate in a variety of different ways.

Six of these facilities are funded by the Council with additional rental made by partner organisations. They offer library services and council enquiries provided by the Community Hubs, Libraries and Parks service alongside services offered by Your Homes Newcastle (YHN), Life Long Learning, Citizens' Advice Newcastle, Revenues and Benefits and the Skills Hub (employment support). We have five partnership funded facilities with a range of different partners including Newcastle College, YHN and 'Friends of' groups. One site operates from a sports centre and one site is a fully funded and standalone Council service. There are three sites that are operated wholly independently of the Council and are run entirely by their respective communities.

The facilities across the city and their opening times can be found on our website here: <u>https://www.newcastle.gov.uk/leisure-libraries-and-tourism/libraries/branch-libraries-and-opening-hours</u>

We provide all residents and visitors with free access to a range of resources such as books, journals, newspapers, DVDs, digital content, PCs and Wi-Fi etc. The service also provides many activities and support groups that help with the literacy and numeracy needs of residents. It provides a range of digital skills training and support and assisted digital support in applying for Universal Credit. The service also offers assisted digital support to access our services via our website, face-to-face support and enquiries where necessary and access to free-phones to contact other Council services. Services delivered and supported include blue badge applications, Council Tax enquiries, parking permits and housing applications. The Hubs network also provides access to a range of heritage and cultural services and activities.

In 2017/18 we had 927,197 visitors with a total of 463,059 enquiries.

2. Who do you deliver this service for?

We provide universal services to residents, businesses and visitors. Whilst access to library services remains universal with a continuing emphasis on accessible buildings, access to council services has been focused on providing online support as the first port of call with face-to-face and telephony offered to those who cannot, or in some cases, will not, access digital services.

These targeted groups include unemployed people, people with disabilities, children and young people, elderly people, and people with English as a second language.

3. Do you have any statutory requirements?

The Public Libraries and Museums Act 1964 places a statutory duty on local authorities to provide a comprehensive and efficient library service.

4. How much do you spend on this service?							
Gross expenditure	Gross income	Net budget	Capital projects				
£11,063,980	(£6,208,460)	£4,855,520	£1,093,293				
5. What workforce delivers this service?							
Posts	FTE	s	Comments				
156	115.	82					

Section B: Change proposal

1. What is the proposal to change the service?

We will continue to offer services from the same number of locations across the city however, due to budget pressures, there will be changes in the size of the spaces used, a change in opening hours for the City Library and Community Hub, a review of back office staff delivering the service, increased flexible working of some staff and a small reduction in the stock fund.

A comprehensive and efficient service will continue to be offered across the network, with the whole network being supported by our flag-ship City Library and Community Hub.

Review of City Library and Community Hub's Opening Hours

City Library and Community Hub is currently open seven days a week. We are proposing to close it on a Sunday and reduce the number of late nights from four to two, this represents a closure of 2.9% of total library network opening hours. The table below shows the current and proposed new opening hours:

Day	Current Opening Hours	Proposed Opening Hours
Monday	10.00am-7.00pm	10.00am-5.00pm
Tuesday	10.00am-7.00pm	10.00am-7.00pm
Wednesday	10.00am-7.00pm	10.00am-5.00pm
Thursday	10.00am-7.00pm	10.00am-7.00pm
Friday	10.00am-5.00pm	10.00am-5.00pm
Saturday	10.00am-4.00pm	10.00am-4.00pm
Sunday	11.00am-4.00pm	Closed
Total hours open	54	45

The impact of closing on a Sunday is less than closing during the week as the library service is not as busy (See Section 2 for details) and on-site partners do not currently offer their services on a Sunday. The proposal to open late on Tuesdays and Thursdays means that access to library services after 5pm will not be affected by being closed on Bank Holiday Mondays throughout the year. The Library Service's 24-hour digital service will enable members with internet access to borrow eBooks, eAudiobooks, electronic comics and magazines as well as use some online information resources.

Changing opening hours in this way makes it feasible, should alternative funding become available, to increase opening hours later.

Closing on a Sunday would lead to a reduction of 2 full-time equivalent (FTE) posts.

Implementation of this proposal will save us £82,000 per year.

Flexible Working

Currently our Library and Information Officers (LIOs) and Facility Supervisors are based at City Library and Community Hub. We will use them more effectively and flexibly across our network of buildings allowing them to work from different sites. This will provide a more positive impact, enabling them to develop the service and support colleagues more effectively. It will also allow us to improve partner relationships within our buildings, the surrounding community and reflect on service demand. By deploying LIOs across sites for 50% of their time they will be able to support frontline colleagues in service delivery. This will result in a reduction of 4 FTE across the Library Service.

Implementation of this proposal will save us £94,000 per year.

Alternative Locations and Use of Buildings

We will move East End Library and Community Hub from East End Pool to the Shields Road Customer Service Centre and share this space with YHN to offer a shared delivery similar to the effective model used at West End and Outer West Library and Community Hubs.

We will reduce the amount of space we use to deliver and support our services at specific sites, creating accommodation that partners and other services can use, providing for rental income.

Implementation of this proposal will save us £390,000 per year.

Stock Fund Reduction

We will reduce the stock fund, which is the fund used to buy books, newspapers and information databases by 5%. We will use information from the stock management software, issue figures and customer data to minimise the impact of this reduction.

Implementation of this proposal will save us £15,000 per year.

Commercial Letting of City Library levels 3 and 4

There is sufficient floor space in the City Library for us to continue to provide services, whilst extending letting of some rooms to complementary third parties. We have had initial interest from partners who are exploring taking space in City Library. We will work closely with regular users of the rooms and with library staff to limit the impact on their activities through careful planning and using other flexible spaces throughout the building.

Implementation of this proposal will save us £15,000 per year.

Review of Enquiry Centre and Contact Centre

YHN have led a comprehensive review of telephony across both the Enquiry Centre and the Council's Contact Centre. As a result of this, we are proposing to:

- Consolidate into one contact centre provided by YHN on behalf of both organisations
- Change our opening hours for non-emergency calls. The specific proposals are shown in the table below

The newly formed contact centre will deliver the same wide range of services delivered by NCC contact centre, except for social care direct and the revenues and benefits phone service which are delivered within specific directorates.

Day	Current Opening Hours	Original proposed Opening Hours (Amended January 2019)	Proposed Opening Hours following consultation
Monday	08:00am-6:00pm	9:00am-5:00pm	8:00am-6.00pm
Tuesday	08:00am-6:00pm	9:00am-5:00pm	8.30am-4.00pm
Wednesday	08:00am-6:00pm	9:00am-5:00pm	8.30am-4.00pm
Thursday	08:00am-6:00pm	9:00am-5:00pm	8.30am-4.00pm
Friday	08:00am-4:30pm	9:00am-5:00pm	8.30am-4.00pm
Total hours open	48.5	40	40

The above proposed opening hours were amended to open and close earlier and have Monday as a longer day as a result of consultation with both the public and staff between November 2018 and January 2019.

The key benefits of progressing with one contact centre include;

- Significantly improved call answer times, more calls resolved at the first point of contact and more consistent services to customers
- Improved call resilience for out of ours service.

These proposals will require the transfer of staff in scope of TUPE and we are reviewing support staff.

Implementation of this proposal will save us £200,000 per year.

2. What evidence has informed this proposal?				
Information source	What has this told you?			
Service level statistics	These figures told us that Sunday had the lowest number of visitors per hour of any day of the week. Based on figures from April- September 2018 we found the following:			

	Days of the		Visits Por		
	week	•	Average Visits Per Hour		
	Mon-Thu		225.93		
	Fri		241.68		
	Sat 207.67				
	Sun		145.05		
	are a significan between 5.00p	ntly lower numb m and 7.00pm there are betw	Monday to reen 10.00am and		
	Times	Average Visits Per Day	Average Visits Per Hour		
	10.00am- 5.00pm	1798.70	256.96		
	5.00pm- 7.00pm	199.78	99.89		
People's Network usage statistics	that usage on a the rest of the 2018 the avera Library and cor	a Sunday was week. From Ap uge computer u mmunity Hub t %. On a Sund	isage at City		
Public Library User Survey (2017)					
Use of floor space and partners proposals.	Gosforth Librar shared public a options for new West End Libra used, and we a the ground floo	ry - We will rev areas and are i v partners to sh ary and Comm are reviewing h or area with YH arge reception	iew the use of the		
		providing up to r to rent. The e	400m ² space for exact position of		
	well-used librar	ry but not effici t of the 1 st floo	munity Hub is a ently laid out. YHN r offices providing n ² to generate		

		r k r E L s	potentia puilding rental. East En used bu Leisure space g	Int income. W I partners at with a view d Library an t not efficien Limited (GL iving us the er-used Eas	d Com to gene d Com tly laid L) are l opport	e of space erating inc munity Hu out. Gree keen to ta unity to re	e in the come from Ib is well- enwich ke over the locate to
Building costs and income			Finance and are accorda Our pro s to rec	Road. dings that w Initiative (P maintained nce with our posal to sha luce our foot f the cost.	FI) fund to a hig contra re spac	ding are h gh quality, actual obli ce in these	igh cost in gations. e buildings
YHN lead review of teleph statistics.	nony and servic	ce usage t t c c c c c t t t t t t t t t t t t	The rev YHN ha imes an Consoli efficient nence p We will behalf. The tab propose opening custome	iew of the te s concluded re below the swered withi dating our te and enable roviding a be pay YHN to le below den ed changes t hours, affect er demand is ed core hours	that ou industr n 20 se lephon us to a otter se offer th nonstra o the C ct the ti s reduc	ates that the contact Ce mes were ed compa	call answer d of 80% of a us more is standard, ustomers. on our ne entre's the current red to our
			9:00an	n – 9:00am n – 5:00pm n – 6:00pm	Avera per ho 35 54 15	ge calls our	
3. How much will you s		service?		•			
	Gross expenditure Gross incor		•	Net budge			l projects
2019-20 £10,672,9		6,613,460)		£4,059,52	U	£44	13,581
4. What will the net savi				on Cost		Not Sau	ing
	Gross Saving Imple					Net Sav	
Implementation Cost – relating to the changing s	Implementation Cost – The capital cost of implementation is dependent on several factors relating to the changing space and which partners take up occupancy.					/	
5. What impact will this							
No. FTEs	% workfo	orce					

2019-20 (6.0) 5.2%

6. Who have you engaged with about this proposal?					
Date	Who	No. of people	Main issues raised		
April 2017- Present	Our management teams	4	Issues of finance, staff and union relations and what any new ways of working will look like.		
April 2017- Present	YHN's senior management team	3	Issues of finance, staff and union relations and what any new ways of working will look like.		
April 2017- Present	Our Contact Centre team	32	How colleagues would like to see the technology and processes used improved to be better for them and customers.		
April 2017- Present	YHN Enquiry Centre team	TBC	How colleagues would like to see the technology and processes used improved to be better for them and customers.		
November 2018 - 6 January 2019	Staff consultation				
6/12/18 City Library 11/12/18 East End Library 14/12/18 West End Library 19/12/18 Outer West Library 19/12/18 City Library	Customer consultation Job Centre Plus/Department for Work & Pensions Deaflink City Code Club Colleagues on Tap Perro Design and Communication Sincero Business Solutions Ltd Roger Tipple Associates 12 reading group facilitators	0 1 4 0 5	Very poor attendance despite posters in communities, social media, direct emails to community groups and PA announcements in the City Library. Closure of the City Library on Sundays a concern Reduction in later evening openings and accessibility for school children and people who work Concerns about access for local community groups if footprint of libraries is reduced		

	73 reading group members 3 Monument Councillors Disability North Better Days Your Homes Newcastle Connexions Skills Hub Newcastle College Citizens Advice Newcastle		
April 2017- Present	Consultation with partner organisations		Various partners (including Greenwich Leisure, YHN, City learning, People Directorate, Citizens' Advice and the City Library and Community Hubs current and future supplier) have been approached about the current and future use of space in our buildings. The main issues raised have been those of rental costs and the availability of suitable space in the right location.
Various	Community and special interest groups including: Elders council Youth Council Disability North Local members		Closure of the City Library on Sundays a concern Reduction in later evening openings and accessibility for school children and people who work Concerns about access for local community groups if footprint of libraries is reduced Reduction in access to computers and digital support
Nov 18 – Jan 19	Public budget consultation	Open	Clear and easy to understand?

Most people - 17 of those who gave feedback on this proposal - thought that it was clear, but two did not. Some people felt that they needed more detail about how the proposals for the Contact Centre would save money.
Consequences and impact
We received 27 comments about consequences and impacts. The most common themes were concerns that the service will be reduced if the proposals and that working people will find it harder to access library services. Two people (for each theme) commented on the following issues: they felt that children will find it harder to do their homework, and that these groups of people will be disproportionately affected: families on lower incomes, older people, people on low incomes and unemployed people. Another concern was the fear that cuts could start a vicious circle leading to further cuts and deterioration of the service.
Minimising impact
We received 25 comments about how people thought we could minimise the impact of the proposals. The most common theme in these was to ask us not to implement the proposals. Suggestions for minimising impact included volunteers to keep libraries open, that if Sunday closures go ahead, perhaps evening opening hours could be extended, and to look at shifting existing opening hours to opening later and closing later.
Fair and reasonable?
We received 25 comments about whether this is fair and reasonable. The most common theme was that 18 people felt the proposals were not fair and reasonable, 5 people thought it was fair. Other issues raised were that the proposals would have a heavier impact on groups (such as people who are unemployed) who are already disadvantaged.
Other ways to save or generate income

		We received 25 comments about other ways to save or generate income. The common suggestions were to promote the City Library as a venue for external funded events, to close libraries for one day per week but keep late opening he look at using volunteers to keep libraries open, and reduce costs associated we management roles and senior staff pay.		
7 What are the notential i	mnacts of the pro	We re was fo gener workir lose th	ral comments eceived 35 general comments about this or more and clearer information about th al comments were a suggestion to redu ng people will find it harder to use librari heir jobs, and that the same services are	e usage figures for the library. Other ce senior staff pay and a concern that es and unhappiness that staff could
Specific group / subject	(actual / potential disadvantage, beneficial outcome or none)		Detail of impact	How will you address or mitigate disadvantage?
People with protected characteristics Age Actual / potential disadvantage Image: Protect of the second se		Younger people will have less opportunities to access library services after school and on weekends. This may have a negative impact on educational attainment if these resources are required to complete homework.	We will continue to offer a range of opening hours at each of our facilities, including Saturdays, and after school use will be possible at the City Library on two evenings per week. We will also continue to offer a number of online resources such as eBooks, audio books and databases which will allow those who have computer facilities at home to access services remotely and will continue to explore the	

		Older people will have less opportunities to access services offered in the city centre due to reduced opening hours.	opportunity for increased digital access and service delivery. Our Digital by Choice project ensures most of our services are available digitally to help people complete transactions without having to visit a library and community hub.
		Previous consultation exercises have shown that many older users visit the library as a way of combatting loneliness and social isolation. A reduction in opening hours may lead to an increase in elderly residents suffering from social isolation.	The service will continue to offer community activities during opening hours to engage with those at risk of becoming socially isolated. Maintaining the full network ensures that access to buildings is unchanged across the city. There are no reductions to branch library opening hours
	Beneficial outcome	Age causes barriers to the use of digital services and in some cases, telephony is a preferred option. By delivering a multi-channel contact centre with improved call answer waits and reduced waiting times older people will have better services to access.	YHN investment in the Contact Centre will reduce waiting times, improve the service and bring it in line with accepted contact centre industry standards
Disability	Actual / potential disadvantage	City Library and Community Hub takes part in the Safe Places scheme	City Library and Community Hub will remain open 6 days a week and will

	Beneficial outcome	that offers people with learning disabilities a place of safety if they are adversely affected by anything or anyone while they visit Newcastle City Centre. A reduction in opening hours would reduce the time when service users with learning difficulties could access help from Library staff. Reduction in City Library opening hours will reduce access to one of the very few adult change facilities in the city centre Disability causes barriers to the use of digital services and in some cases, telephony is a preferred option. By delivering a multi-channel contact centre with improved call answer waits and reduced waiting times those with barriers to using digital services to access.	continue to take part in the Safe Places scheme. There are several other Safe Places located within the vicinity of City Library.
Sex	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionate negative impact on people of any particular sex or gender.		

Marriage and civil partnership	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionately negative impact on people who are married or are in civil partnerships.		
Pregnancy and maternity	Actual / potential disadvantage	Closing City Library and Community Hub will limit access to baby changing facilities on one further day. The City Library and Community Hub is part of the Baby Friendly initiative supporting breastfeeding and protecting families from commercial interests.	Other baby changing facilities are available within the city centre.
Race and ethnicity	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionately negative impact as a result of an individual's race or ethnicity.		
Religion and belief	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionately negative		

	impact on people of different religions.		
Sexual orientation	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionately negative impact as a result of an individual's sexual orientation.		
Gender reassignment	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionately negative impact on individuals who have undergone gender reassignment.		
Other potential impacts			
People vulnerable to socio- economic impacts	Actual / potential disadvantage	People in low paid employment can often work long, antisocial hours. Reducing the range of hours that people in low paid employment can access their local community hub increases the chance that they will not be able to visit at a time suitable for them.	We will continue to offer a range of opening hours at each of our facilities, including Saturdays. We will also continue to offer a number of online resources such as eBooks, audio books and databases which will allow those who have computer facilities at home to access services remotely. Our Digital by Choice project ensures the majority of our services are available digitally to help people complete transactions

		People seeking work are expected to spend 35 hours searching for jobs each week. By reducing the number of hours that service users can access computers to complete job searches the risk of sanctions against these individuals increases.	without having to visit a library and community hub. The City Library will remain open for 45 hours per week which will provide people seeking work with sufficient time to access computers and other media to assist with the job-seeking process.
		Length of call waiting time would adversely impact those on low incomes with no internet access after Contact Centre opening hours are reduced.	Customers can choose and be supported to contact us online or use a council freephone at many Library and Community Hub locations outside of Contact Centre hours.
Businesses	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionate negative impact on large businesses. However reduced access to expert advice and information could have an impact on small businesses and residents wanting to start or grow their own businesses	Reducing opening hours in the City Library will reduce local entrepreneurs and small business' access to unique information resources and the programme of business support activities delivered by the Business & Intellectual Property Centre. This could have a negative impact on NCCs ability to deliver its current ERDF partnership programme and have an adverse effect on NCCs currently very good relationship with the British Library	Closing the City Library on Sundays rather than any other day should minimise this potential impact for the reasons.

Geography	Actual / potential disadvantage	Closing City Library and Community Hub on Sundays will affect residents in the Monument Ward more than others.	Other library and community hubs are closed during the week, and City Library will continue to have the longest range of opening hours.
			Other sites will be open and available to residents from the monument ward. East End Library and Community Hub is less than 2 miles away and is on major bus routes. Geography will have no impact on Contact Centre proposals for residents.
Community cohesion	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionate negative impact on community cohesion	Closing City Library and Community Hub on Sundays will remove one free and accessible community venue in the city.	The City Library and Community Hub will still provide a six day accessible service with two evening openings until 7.00pm.
Community safety	Based on our engagement feedback and research, there is no evidence to suggest that the Library or Contact Centre proposals will have a disproportionate negative impact on community safety		
Environment and air quality	Based on our engagement feedback and research, there is no		

	evidence to suggest that the Library or Contact Centre proposals will have a disproportionate negative impact on the environment or air quality		
Working people	Actual / potential disadvantage	Reducing the range of City Library opening hours to two late nights instead of four and closing on Sundays limits the opportunities of working people to access City Library and Community Hub.	Closing the City Library on Sundays rather than any other day should minimise this potential impact for the reasons (Sunday footfall etc) given above. We will also continue to offer a number of online resources such as eBooks, audio books and databases which will allow those who have computer facilities at home to access services remotely. Our Digital by Choice programme ensures the majority of our services are available digitally to help people complete transactions without having to visit a library and community hub. We will continue to offer a range of opening hours at each of our facilities, including Saturdays.
		Reducing the Contact Centre opening hours limits opportunities for working	We have listened to feedback from the public and staff about the

	people to access council services by phone. Later opening and earlier closing means full time workers cannot choose phone contact.	busiest times and the need for full time workers to have an opportunity to use a telephone and changed the hours on Monday, traditionally the busiest day of the week to 8am- 6pm.
		Investment in the Contact Centre will improve technology and waiting times for callers. Alternatively, 24/7 reporting processes via the improved and more accessible council's website <u>www.newcastle.gov.uk</u> will be available for those who have online access.