

**What is the proposal? What outcomes/benefits are you hoping to achieve?**

The Proposal is to redefine the Library Service delivered by Swindon Borough Council by 2020 taking into account the financial constraints that Swindon Borough Council are under. The stage this has reached is that there is an emerging model will be used as the basis for engagement with library users, residents and local stakeholders. .

A Needs Assessment has been completed and the council has developed an emerging model for engagement, which aims to balance the council's financial context with the statutory duty of providing a comprehensive and efficient service for everyone who lives, works and studies in the borough.

The emerging model for library and community based services in Swindon looks to refocus the Council's direct involvement on providing access to professional and dedicated resources primarily through the Central Library and providing a much reduced level of targeted services and support to a range of community based and locally provided services in areas with the highest levels of need.

The emerging model for targeted provision will be primarily based around local communities who have high levels of deprivation in relation to education, skills and training, with Swindon Borough Council also providing access to IT and skills training and development through the hub of Central Library, access to 24 hour online provision, and support and facilitation of the home library service.

In addition to statutory provision, communities and local groups will be encouraged and supported to develop local access points for library and other community services in co-located hubs, in the most appropriate and sustainable space for their local area. Swindon Borough Council will facilitate and support any transition, encouraging communities who wish to take the lead in developing local solutions to help ensure there is provision across the borough. Working in partnership, communities will be able to develop services and support best appropriate to their local needs and priorities.

This emerging model will be discussed with local people, communities, groups, partners, schools and other stakeholders. It will be important to gather more information about current users of all library services and activities, to understand their ideas and consult on the potential impacts of this proposed emerging model, and consider measures which could be put in place to mitigate any adverse impacts on particular groups. Local groups and communities will also be encouraged to consider what local delivery models could look like in their local areas, or if they have any other ideas or proposed approaches which could be considered within the financial parameters.

The emerging model takes in to account Swindon Borough Council's duties under

the Public Libraries and Museums Act 1964 which details the Council as the Library Authority with the following duties;

General duty of library authorities.

- 1) It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof  
Provided that although a library authority shall have power to make facilities for the borrowing of books and other materials available to any persons it shall not by virtue of this subsection be under a duty to make such facilities available to persons other than those whose residence or place of work is within the library area of the authority or who are undergoing full-time education within that area.
- 2) In fulfilling its duty under the preceding subsection, a library authority shall in particular have regard to the desirability—
  - a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children; and
  - b) of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it; and
  - c) of securing, in relation to any matter concerning the functions both of the library authority as such and any other authority whose functions are exercisable within the library area, that there is full co-operation between the persons engaged in carrying out those functions.

Swindon Borough Council will also need to be mindful of the following legislation:

- Race Relations (Amendment Act) (2000)
- Disability Discrimination Act (2005)
- Equality Act 2010
- The Equality Act 2010 is the most referenced of the above acts specifically Paragraph 149 which is detailed below:

149 Public sector equality duty.

- 1) A public authority must, in the exercise of its functions, have due regard to the need to—
  - a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; .
  - b. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; .
  - c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it. .
- 2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).

- 3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to
- a. remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; .
  - b. take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; .
  - c. encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low. .

(4) 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. .

(5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to— .

- (a) tackle prejudice, and
- (b) promote understanding.

(6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act. .

The relevant protected characteristics are.

age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

Other Acts or legal obligations on top of those previously mentioned that are included in the DCMS guidance issued on the 16 December 2015 – Library as a statutory service are:

- Best Value Duty 2011 guidance
- Localism Acts 2011

The outcomes and benefits that Swindon Borough Council are hoping to achieve are:

- To provide a comprehensive and efficient library service for all persons desiring to make use of it and fulfil the other requirements of the Public Libraries and Museums Act 1964, within the cost envelope agreed by the Cabinet of Swindon Borough Council
- To comply with other legislation detailed above.
- To develop a sustainable and quality service that supports the most deprived groups of the population of Swindon, whom it is recognised are not being reached by the by the current service..

Research has also taken place into previous case law and guidance. It must be

noted that some of these sources do lead on to further sources of material to complete the whole picture:

- A Local Inquiry into the Public Library Service Provided by Wirral MBC – Led by Sue Charteris Sept 2009
- DCMS guidance Library as a Statutory Service –Dec 16
- Royal Courts of Justice Green V Gloucester County Council & Rowe V Somerset County Council.
- DCMS letter – Local Inquiry into library provision in Lincolnshire Dated 26<sup>th</sup> March 2015
- Royal Courts of Justice Bailey V London Borough of Brent Council.
- Royal Courts of Justice Draper V Lincolnshire County Council

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### **Who's it for?**

Under the Public Libraries and Museums Act 1964 the Library Authority must provide a full and comprehensive Service for everyone who lives, works and studies in the borough.

Therefore the Act details the extent of the target audience for the service. It must be noted that not all of the individuals that fall within the description in the 1964 Act are actually service users. A Needs Assessment and profile of the users of the library service has been completed by Swindon Borough Council and the sections below detail look into the users and user groups of the Library Service in more detail.

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### **How will this proposal meet the equality duties?**

The emerging model will meet the equality duties by consideration of the Needs Assessment in the development of a Library and Community-based services Strategy to provide a service as detailed in the 1964 Act whilst taking consideration of the current financial constraint being placed upon Swindon Borough Council.

The emerging model focuses on provision of Central Library, IT access and digital skills training and development, 24 hour online provision, support and facilitation of the home library service and provision of targeted peripatetic service delivery based on need

The proposed targeted service provision in the emerging model will be focused based on need and how Library services can play a key role in helping to raise the skills and therefore employment opportunities of local people, in order that they are best able to benefit from a strengthening local economy. The expectation is that this will allow them to feel socially included by enabling them to be able to access services, training and education as required, whilst being able to follow routes to employment as well as normal lending services provided by a library service.

The proposal will look to advance equality of opportunity by consideration of specific interventions for individuals or groups residing in the areas of deprivation within the Borough and how best to provide the services they need from the library service or traditionally perceived as being delivered by the library service.

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## What are the barriers to meeting this potential?

The barriers to meeting this potential are:

- The perception of service users and stakeholder groups:
  - That a library service is only complete by a geographical spread of services provided by the Library Authority.
  - That no service user should have to travel further than a few miles to access a service provided by the Library Authority.
  - That library services or services / activity currently being delivered from libraries should all be delivered by Swindon Borough Council and not from other groups i.e. Parish Councils, Community Centres, and Community Groups etc...
- That by changing service provision the perception is that there would be an adverse impact on one or more individuals or protected equality groups. Each protected equality group will be discussed later in this document.
- There is a current challenge and public campaign by Chartered Institute of Library and Information (CILIP) to national Government that the Department for Culture, Media and Sport (DCMS) are not fulfilling their role under the 1964 Act to ensure that Library Authorities provide a “comprehensive and efficient” library service and improve public libraries and that under Section 149 Equality Act to eliminate discrimination and advance equality of opportunity among protected groups. This Campaign is also calling on Library Authorities not to change current service provision until CILIP and DCMS have agreed principles under the 1964 Act and the Equality Act.

To try to understand and minimise the barriers faced by specific groups there will be targeted engagement with various groups, this is discussed later in this document.

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## 2 Who's using it?

Refer to equality groups

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### What data/evidence do you have about who is or could be affected (e.g. equality monitoring, customer feedback, current service use, national/regional/local trends)?

During the latter part of 2015 work has been carried out by Swindon Borough Council on a Library Needs Assessment. An overview of the document is shown below and the document is attached as supporting evidence to this document.

Summary of Needs Assessment Document:

- Local and National Context - Current provision of library service, synthesis of national research on library usage
  - Review of existing demographic need - needs of those who live, work and study in Swindon, and the specific needs of adults and children and young people of all ages.
  - Summary of library usage - Scale and type of use: Visits, loans, users, usage by equalities information: incl. what the effective catchments of different libraries are and assessment of active users by catchment area
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- Views of users - Review of findings of 2014 consultation, Review of national research on non-users
- Assessment of accessibility – drawing on available data
- Summary/Conclusions - Drawing together the main points and areas of usage/need.

The Needs Assessment has proven that there are a wide variety of groups and SBC Services using the library spaces for formal or informal use but activities and usage patterns vary from library to library.

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## **How can you involve your customers in developing the proposal?**

An emerging model has developed that will form the basis for engagement with users, residents and key stakeholders. The engagement phase will incorporate targeted engagement with various groups detailed later in this document who may be impacted this emerging model or a changing model, including schools, pre-schools and various groups or individuals with characteristics of an equality protected group.

Under recent case law in relation to challenges to change of library provision and requests at High Court to proceed hold a Judicial Review or from Judicial Reviews, consultation must be open minded, with sufficient information, sufficient length and be at the right stage to influence any decision. The consultation can be based on a proposal but must not be set as a fait accompli.

This is what Swindon Borough Council intends with the timing of the engagement with no set decision being made but an emerging model being used as the basis for the engagement supported by the Needs Assessment, this DIA and relevant financial data.

Detail from the engagement will be included in the development of a strategy and will be considered by Cabinet in the consideration of any decisions.

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## **Who is missing? Do you need to fill any gaps in your data? (pause DIA if necessary)**

From the data incorporated in to the Needs Assessment the following areas have been identified as areas that data may not be complete or is difficult to interrogate:

Areas where data held on our users is not complete is:

- The ethnicity field is not usable /reliable as this field has not been completed by most of the service users.
- The disability field has been filled in by some users so can be used to indicate mobility impaired users who rely on the service – but it's not a whole picture of disability across all users.
- There is no data held on Religion, Marriage / Civil partnership, Gay, Lesbian, Bi-sexual or Transgender.

We do have some data in relation to users from the consultation in 2014 :

- Females made up 69% of the respondents.

- Only a quarter of the respondents were under the age of 45 with only 1 in 25 being under 25.
- Only 2% of respondents classed themselves as Asian when the population for Asians in the Borough is 6%.
- 13% of respondents classed themselves as having a disability. There were 37227 loans for large print books over the period of Apr – Dec 2015 out of 785095 total loans.
- The engagement and information gathering process will seek Equality Data, therefore the expectation is that we will identify the Equality Groups that use the library service from those taking part in the engagement process. Targeted sessions with groups that we don't hold data on or we know are not using the service will be offered to key groups or representative groups during the engagement process.

It is recognised that there are gaps in the information held on some of the Protected Equality Groups, the information is either not held or is not in a reliable format to be of use. The groups specifically identified under this are:

- Lesbian, Gay and Bi-sexual
- Transgender
- Race
- Religion
- Disability (this covers all types of disability i.e. mental ill health, learning difficulties, sensory impairment etc...)

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### 3 Impact

Refer to dimensions of equality and equality groups

Show consideration of: age, disability, sex, transgender, marriage/civil partnership, maternity/pregnancy, race, religion/belief, sexual orientation and if appropriate: financial economic status, homelessness, political view

Using the information in parts 1 & 2:

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**a) Does the proposal create an adverse impact which may affect some groups or individuals? Is it clear what this is? How can this be mitigated or justified?**

The Libraries Needs Assessment focuses on national context and data, as well as information about active users of the library service i.e. those users who borrow books or resources from the library. Limited information is known about users of IT services and facilities or of those who access groups or other community activities in libraries. This information will be gathered through the engagement process, as well as engaging with specific groups or representative bodies.

Key groups where potential adverse impact of the emerging model has been identified are outlined below.

These groups will be specifically engaged with during the engagement process to understand the potential impacts of the proposed draft model, and what mitigations could be considered and to understand what local delivery models could look like in

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local areas, or if there are any other ideas or proposed approaches which could be considered within the parameters

**Age** – There are several groups who use libraries who may be impacted by the emerging model as a result of their age - children in nursery/pre-school or school, students and elderly people. It is recognised that young people and schools regularly use library services with books classified as children's books making up 42% of book loans (Fiction - 36.3%, Non-fiction – 5.7%) based on CIPFA stats comparative profile 2013/14 Actuals and 2014/15 Estimates. There are also several libraries that are used by schools or pre-schools this is detailed below:

**Covingham** – Kingfisher Nursery (on site at the Church)

**Even** – Mini Steamers (on site) attend storytime

**Pinehurst** – There is a local nursery who regularly attend rhyme time whose identity is unknown. Investigation will be carried out to identify this group during the engagement phase.

**Moredon:** 5 x weekly class visits from Rodbourne Cheney Primary School

### **North**

- Have class visits on a regular basis (at least one per term from each) from the following schools
  - Red Oaks School
  - Haydon Leigh School
  - Tadpole School
  - Uplands School (special needs)
- Other groups have monthly visits for special story and rhyme times:
  - Redhouse Childminders Group
  - Little Pippins Nursery

### **Highworth**

- South Fields class visits from all years
- Eastrop have class visits.
- Westrop come when events are arranged.
- Warnford have class ticket
- Vorda Play group and Highworth Playgroup have tickets

### **Central**

- The following schools come in for a short tour of the children's library and then have a story and choose books.
  - Lainsmead also bring all their classes in on a regular basis to use the library but without staff input.
  - Drove
  - King William
  - Croft
  - North Star Nursery attend a story session.



There is an ageing population in the Borough of Swindon which will bring with it issues related with older age i.e. mobility issues and possible social isolation. With the emerging model detailing that the only statutory library service being provided in the Town Centre it may be deemed as increasing travel time and therefore accessibility to the library service for both ends of the age spectrum.

Consequently we believe there may be an adverse impact on the basis of age for older library users and children under 11 and work during the engagement process will aim to understand this impact and explore potential mitigations.

**Disability** – It is felt that the data held is not sufficiently robust to understand the extent of the service users that consider they have a disability. In 2014 consultation, 13% of the respondents considered themselves to have a disability, compared to the population of the borough as a whole at 15%. Detail raised in the 2014 consultation highlighted access concerns for some of the current library buildings.

It is likely that under the emerging model there may be impact on travel to and from the Central Library and or access to services for some groups who have disabilities.

The Needs Assessment identifies that Swindon has high incidents of mental ill health. There is limited information about how customers with mental ill health access the library service. It is likely that the change in the emerging model will create an impact for service users with a mental ill health condition.

There is limited information about how customers with learning disabilities access the library service. It is likely that the change in the emerging model will create an impact for service users with a mental ill health condition and or learning disabilities.

There is limited information about how customers with visual impairment access the library service other than the number of loans for large print stock detailed earlier in this document. However we do know from information supplied by Royal National Institute of Blind People that there are an estimated 5,300 people living in Swindon with sight loss of this there is a total of 620 with severe sight loss It is likely that the change in the emerging model will create an impact for these service users.

**Sex** – Although no data is held on gender the 2013 work indicated a higher proportion of females as service users, however Swindon Borough Council at present do not believe there is no adverse impact in the emerging model due to gender.

**Transgender** – Swindon Borough Council at present do not believe there is any adverse impact to service users due to transgender under the emerging model as the current LGBT stock provision is proposed to be maintained, but engagement will be offered to this group to understand if there are any potential impacts of a new model.

**Marriage/Civil partnership** - Swindon Borough Council at present do not believe there is any adverse impact under the emerging model to service users due to

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marriage or civil partnership.

**Maternity/Pregnancy** - There may be concern in relation to travel time and distance to and from the Central Library especially in the later stages of their pregnancy under the emerging model.

**Race** – Swindon Borough Council at present do not believe there is any adverse impact to service users due to race under the emerging model, however consideration may need to be given to the returns for the engagement especially in respect of responders who indicate they are Asian in light of the small response in the 2014 work from this area of the Borough population being small in proportion. For service users that do not have English there are currently books for adults in various languages and Children's books in dual languages, these will continue to be part of the service provision.

**Religion/Belief** - Swindon Borough Council at present do not believe there is any adverse impact to service users due to religion and or belief under the emerging model as it currently holds relevant stock on a range of religions and a range of language stock provision.

**Sexual Orientation** - Swindon Borough Council at present do not believe there is any adverse impact under the emerging model to service users due to Sexual Orientation because we are maintaining the current LGBT stock provision.

**Financial Economic Status** – The impact related to Financial Economic Status under the emerging model is in relation to the cost of travelling to Central Library from other areas of the Borough. Under this consideration will need to include single parents, disabled and older people who may be less likely to have access to independent transport, and any cost impact to that group. The emerging model is aimed at supporting the areas of deprivation as part of Swindon Borough Councils statutory requirement and under its Equality Duties. This approach by the model has been taken as it was clear from the Needs Assessment of the areas of deprivation that Swindon Borough Council was not providing the services required in the right area and those services were not being accessed by the groups who most needed help and support. Our understanding of cost and travel time is outlined later in this document.

### **Public Library Benefits**

Outside of these groups but related to possible impacts is the effect of libraries on social, economic environmental and education benefits of a public library system. There has been a variety of studies undertaken into this and those used to inform this document are:

- Arts Council England Final Report June 2014 – Evidence review of the economic contribution of libraries (completed by BOP consulting).
  - DCMS – Capturing the Impact of Libraries Final Report January 2009. (Prepared by BOP Consulting).
  - Speaking Volumes Carnegie UK Trust
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## **The Arts Council Report - Evidence review of the economic contribution of libraries states:**

- That there is evidence to conclude that public libraries do provide positive outcomes for people and communities in certain areas.
  - These positive outcomes are in the following areas, the maintenance of mental and physical wellbeing, social inclusivity and community cohesion.
  - Strong research shows that young people's usage of libraries is linked to reading levels among children and that library usage and reading are important factors in literacy skill levels and general educational attainment.
  - There is only limited evidence in relation to the links between library usage and reading on adult literacy levels. However there is some evidence that ICT provision is used by adults for learning, job searches, and CV writing and submitting job applications.
  - There is strong evidence that reading and library usage has a positive impact on mental health benefits and wider health benefits. The use of libraries as a preventative health agenda can lead to cost avoidance.
  - There is evidence that suggest that libraries can be an anchor base for economic development but research points that this is really only prevalent in new, large and or those housed in iconic buildings.
- It also details that there are limitations and weakness in some of the studies that point to the findings in the areas of:
  - The lack of longitudinal studies and surveys or studies with large sample surveys.
  - Many studies have taken a case study approach or are largely anecdotal so raise some quality issues.
  - The lack of empirical evidence has been pointed out as a problem with regard to impact of libraries' health services on users' physical and mental health.
  - There is a current lack of measurable management and impact data on libraries local services other than from national programmes.
  - Several studies raise the difficulty of establishing causality between library usage and a range of outcomes.
  - Little research has been done to qualify the savings to the state generated by libraries.

## **DCMS – Capturing the Impact of Libraries Final Report January 2009.**

- This reports the acknowledgement that libraries are now involved in a wide range of services, activities and resources. Although it acknowledged that general public's understanding of the breadth of this is far less developed.
- It also argues that due to this diversity it presents difficulties in demonstrating and communicating the impact of public libraries and that in many areas libraries will never be the main delivery agency.
- Some of the benefits taken from the developed logic model in this report are:
  - Cognitive skills development – Libraries have particular contribution to make in early years by providing activities that support the development of literacy, speech language and communication skills. There is also evidence that libraries support development of skills in later life in literacy, numeracy, ICT and Health literacy.

- Non cognitive skills development – A range of learning activities that take place support the development of such skills as self-confidence, communication and team working skills that are often referred to as personal, social and emotional skills.
- Wellbeing & Health – There is increasing involvement of libraries in supporting the health agenda particularly in long term conditions (including mental health) and the elderly.
- Social capital formation – This is detailed as the weakest case to make but points to the high level of trust in libraries.
- The report indicates the difficulty of populating any model as:
  - Many of the measurements are output based.
  - There are theoretical justifications for the approach to monitoring and evaluation, for example the user profile attending a group or activity becomes a measure of success.
  - Information is not readily available for many public libraries activities.
  - More research is required into long term socio-economic outcomes.
- Some areas of gaps or weakness are:
  - Although the evidence base is relatively strong it is still insufficient.
  - Studies are predominately one off evaluations.
  - Lack of baseline against what to measure.
  - Lack of in-depth qualitative research to analyse specific interactions.

### **Speaking Volumes Carnegie UK Trust**

- This breaks down the libraries impact into 4 areas:
  - Libraries at the heart of communities – Public libraries can be key partners in tackling social isolation, inequality, disadvantage, fractured communities and ill health.
  - Libraries as cultural centres – Public libraries can inspire people through books and literature, music, film and theatre.
  - Libraries supporting learning – public libraries support learning at all stages of life, offering support for everyone from babies and small children to older people
  - Libraries promoting economic wellbeing – Public libraries can be agencies for economic wellbeing in their communities.
- There is detail on how this can be done and expected outcomes but no data or studies to support this.

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### **What can be done to change this impact?**

Currently The Library Service provide the following:

- LGBT – This is a collection of relevant books and authors for this section of the community. These are in the general collection and are currently spread across all library sites but tagged in the catalogue under an LGBT Collection.
- Travellers – These are specifically aimed at the Traveller Community who either live or visit Swindon. These are generally placed in targeted libraries at certain times of year depending on activity for example travelling fares.
- New to Reading – These are aimed at emergent adult reader to support adult

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literacy. This is made up of books and audio books and is spread across all libraries and supported by campaigns like Reading Ahead.

- Reading Well – This is broken down further as described below:
  - Books on Prescription – is a scheme with an endorsed list of titles that GPs can recommend or prescribe to the patients. This was originally a local scheme but has now been launched as a national scheme. All libraries hold copies of the titles and if not available they can be reserved for free.
  - There is also a separate collection of titles on Autism and Dementia available.
  - A young person's mental health stand.
  - The Read and Write Group which meets at Central Library and uses a combination of reading and creative writing to provide mutual support to members of the group.
- For the visually impaired there are books in large print, free use of audio books, e-audio and e-books (where font size can be increase as required). There are also child Braille books available. There is also a reading group for the visually impaired that is run at Central Library.
- For people whose first language is not English there are:
  - Adult books in Polish, Chinese, Bengali, Hindi, Punjabi, Tamil, Urdu and Malayan.
  - Dual language children's books in European languages, Arabic, Farsi and Tagalog
- There are also books on Citizenship and an online subscription to [GoCitizen.co.uk](http://GoCitizen.co.uk).
- Range of stock covering faith and religion.
- Stock in relation to disabilities issues.

There is also a Home Delivery Service and Mobile Library Service that reaches some of the service users that find difficulty in accessing the current service provision in the library buildings.

The emerging model looks to include the above collections or activities in the provision of the library service moving forward, how some of these services are accessed may change but this will be part of the review of the responses to the engagement and subject to any future decision by Cabinet supported a with relevant updated DIA.

**Below is shown what consideration is given to possible impacts on service users in the Equality Groups and other users who may be adversely impacted by the emerging model.**

- **General Provision**

The Home Library Service will continue and be enhanced for individuals who wish to use the library service but are unable to access the physical library spaces. The expectation is that the emerging model could see potential increases in requests for this service. Reviews of the uptake of the service will be monitored to ensure that the service is running as required for those service users who are using the service

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in this manner.

The Mobile Library Service is being reviewed to look at how this can be used to support provision of the statutory provision. This will be developed over the engagement period to inform any future decision on the library strategy.

- **Older people**

Older people are a key user group of libraries and a large percentage growth of older people is predicted in the borough in the coming years.

The emerging model may impact the ability of older people to access the SBC direct provision from Central Library, but the council will also work with local communities to develop co-located hubs in local areas, supporting local communities to best utilise their facilities to develop hubs of community activity and support- this could include a range of offers for older people in their local communities – lunch clubs, social community spaces, places for community information, providing a much wider offer than the current library service.

Next steps will include specific and focused work with older people to understand their feedback and concerns, including older people who do not currently access the library service to understand what factors might enable them to access the library service in the future. Work will also be needed with community hubs to ensure they understand the make-up of their local community and how to specifically engage older people in their offer.

- **Children and young people**

Children and young people are key users of libraries. Libraries are often seen as key to enabling children to develop literacy skills and develop good reading habits at an early age.

Children and young people will be engaged with during the engagement process to understand how they would be impacted by the emerging model and what potential mitigation measures could be considered to enable them to access the service in the future.

Swindon Borough Council would work with communities to develop access points to library services in their local areas through community hubs. Key to this will be developing places and local networks to support and host national literacy initiative such as book start bags for small children, and the summer reading challenge.

Schools are a key user of libraries and discussion will be needed with schools to understand how their access to library services can be supported. This could be through accessing targeted provision or developing a different model to support nursery and school age children to access library services in their local communities in different ways.

- **Distance from services and access to transport** (including Cost)

The proposed model will mean that a professional, staffed library facility will be

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available within 9 miles of all residents in the borough and to 95% of borough residents within 4 miles.

Initial analysis of the travel distances by public transport from all parts of the borough to the town centre show that almost all communities can reach the town centre within 30 minutes – with the exception of Thorney Park and Foxhill which has 31 minute travel time (both areas are currently served by the Mobile library service).

Feedback will be sought during the engagement process about the mobile library provision to understand its users and their needs, and to understand how they may be potentially adversely impacted by the emerging model, and any mitigations which could be considered.

In addition, SBC will work with communities and local organisations to develop local access points in their local communities – if communities are able to support this, a book delivery system could be considered to enable books to be ordered and delivered to local points.

Communities north of Highworth have up to a 26 minute journey on public transport journey to access Swindon Town Centre. Many users from the North and East of Highworth are users who live outside the Borough area discussions will be needed with these communities, and with partners and communities in Highworth to understand how best to respond to the needs of people in these communities.

SBC will work with communities in local areas to establish local access points to the library service and other community facilities and services - these access points may be in different locations to the current library offer and some library users may feel unable to access services and provision at community hubs in their areas. Support to access an alternative offer could include – promotion of health and well-being and safe walking routes, community bus promotion, developing lift shares and voluntary transport. Work will be needed with individual communities to understand how best to develop a local service point or community hub in their area, and transport will be a key factor in this.

Libraries are also used as both formal and informal community spaces and through the engagement and information gathering, these groups will be identified and any displaced groups will be supported in their search to identify and secure alternative premises for their activities by Swindon Borough Council

The Table below shows the travel time to Swindon Town Centre from areas in the Borough by public transport:

<b>Area</b>	<b>Travel time to Town Centre</b>	<b>Bus Route</b>
Barnfield	10 mins	22
Bishopstone	22 Mins	90
<i>Blunsdon</i>	<i>38 Mins</i>	<i>12</i>
Blunsdon	23 Mins	24
Chiseldon	20 Mins	X5

<i>Chisledon (via Wroughton)</i>	32 Mins	8/9/9A
Chisledon (via Wroughton)	22 Mins	70A
Chiseldon	20 Mins	80
Covingham	17 Mins	1 / 1A
Eldene	16 Mins	13
Eldene	20 Mins	14
<i>Foxhill</i>	<i>31Mins</i>	<i>46/48/48A</i>
Freshbrook	14 mins	8/9/9A
GWR Hospital	12 Mins	16
Haydon Wick	18 Mins	11
<i>Haydon Wick</i>	<i>41 Mins</i>	<i>19</i>
Haydon Wick	23 Mins	13/14
Highworth	27 Mins	7
Highworth	15 Mins	64
Highworth	15 Mins	74
Kingsdown	14 Mins	6
Lawn	12 Mins	19
Liddington	20 Mins	46/48/48A
Liden	13 Mins	13
Liden	14 Mins	14
Lydiard Fields	23 Mins	27
Mannington	12 Mins	25
Middleeze	26 Mins	1
Middleeze	28 Mins	1A
Middle Wichel	22 Mins	15
Okus	13 Mins	22
Park North	17 Mins	17
Park South	8 Mins	18
Penhill	21 Mins	17
Sparcells	23 Mins	19A
St Andrew Ridge	25 Mins	11
<i>Thorney Park</i>	<i>31 Mins</i>	<i>71</i>
Toothill	10 Mins	9
Wanborough	24 Mins	46/48/48A
Wanborough	12 Mins	90
Wroughton	10 Mins	49
Wroughton	23 Mins	71

This shows that there are only two points within the Borough on current bus routes that have travel times of over 30 minutes these are Foxhill and Thorney Park where journeys take 31 Minutes. Therefore the time of travel to the Town Centre to access the central library is not deemed excessive. This travel time will decrease for travel by car with a figure not being put on this due the vagaries due to times of the day and congestion at peak times.

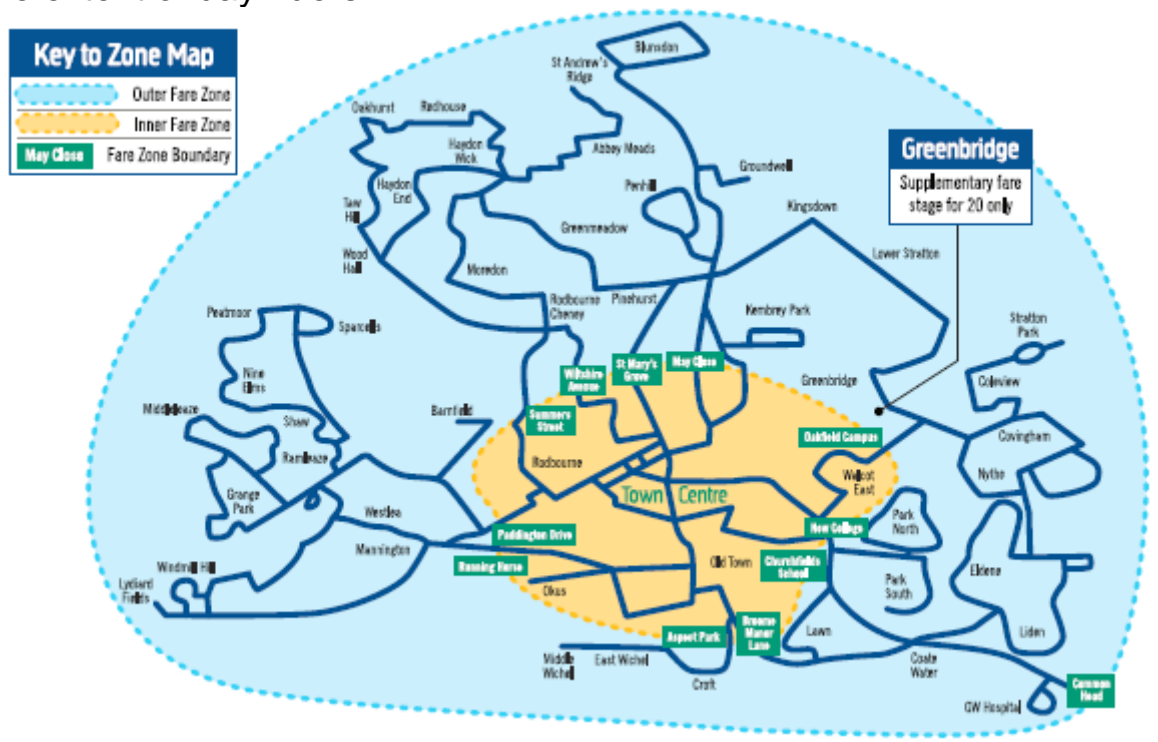


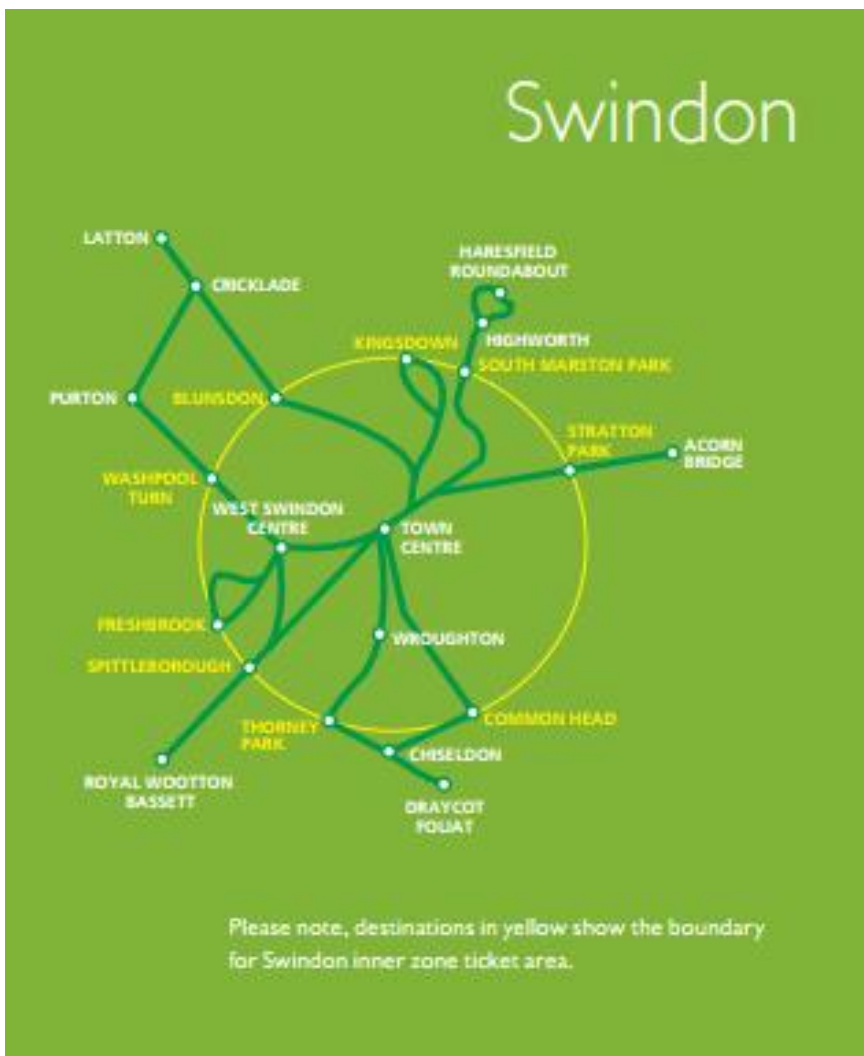
The maximum cost for day riders on Thamesdown transport are:

- Day Rider - £3.80
- Day Rider Plus £4.60
- Family Day Rider £6.80
- Family Day Rider Plus £8.40

The cost on /stagecoach for similar tickets are slightly lower

- The maps below taken from the Thamesdown and Stagecoach websites show the extent of day riders.





- **Socio-economic inequality**

The emerging model for library and community-based services focuses direct Swindon Borough Council provision on Central Library and working with communities to develop local access to services through a network of local community hubs. The Swindon Borough Council service offer will also provide targeted peripatetic support for local communities who have high levels of deprivation, targeted around low education, skills and training.

Within the LSOAs (small areas) in Swindon, some small areas have moderate or low levels of deprivation, but there may be communities or families within these areas who need additional help and support – i.e. there are ‘pockets’ of deprivation or socio-economic inequality within an area.

During the engagement and information gathering, further research is needed to find out where users feel the emerging model would impact their ability to access services and facilities, and to identify any measures they feel could be considered to help mitigate this impact.

Work can also be targeted in those areas with high deprivation or with known pockets of deprivation to work with communities and partners in those areas to enable a community hub to be developed to meet the needs of those communities.

More information also needs to be gathered during the engagement process about

levels of IT access at home or in other locations in those areas of high deprivation or pockets of deprivation. National figures show there are high percentages of adults who have access to a tablet pc or to a smart phone, so work is needed to understand how this relates to library users and how work could be done with a local community hub to enhance IT access, and if skills level would be a potential barrier for self-access to IT services and facilities.

- **Disability**

Disabled users may be less able to access the library service through the emerging model either through accessibility to the Town Centre and Central Library, or through access to a local community hub.

Work is needed with these service users to understand what impact this would have and any mitigation which could be put in place.

Community hubs would also need to be accessible to help enable users with a disability to access facilities and services. If any community hubs or community centres are not accessible, capital funding could be identified to support the refurbishment of facilities in local areas to enable this.

Consideration would also be needed in relation to community hubs to ensure the offer was open to and accessible by all members of the community, to ensure users with a learning disability or a mental health condition were able to access local services.

- **Stock in different languages and formats**

The library service currently hosts a number of special language books or collections which have been donated by particular communities in Swindon as previously detailed.

Central Library will under the emerging model be the main focal point for the library service, and local access points will be developed to meet the needs of local communities.

Swindon Borough Council professional advice will be available to ensure the local offers are appropriate for and accessible to their local communities, which could include having a stock of specific resources available, such as specific language or other format books if that met the community's needs.

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**b) Does the proposal create benefit for a particular group? Is it clear what this is? Can you maximise the benefits for other groups?**

This proposal once developed may create a benefit for the following groups:

- Those who are more affluent and find travel to the town centre less prohibitive.
- Those service users or residents of the Borough who benefit from the proposed more targeted approach to the areas of deprivation within the Borough

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Does further consultation need to be done? How will assumptions made in this assessment be tested?

If agreed at Cabinet in February 16 the emerging model and supporting documents will form the basis of engagement from late February. This will take the form of general engagement events, using a range of methods to gather feedback.

Swindon Borough Council has identified that specific engagement will need to be held with the following groups:

- Those Protected Equality Groups that we currently do not hold data for (as detailed earlier in this document) and other service users where possible adverse impacts have been identified.
- Libraries Friends Groups.
- Schools, Colleges and Pre-schools.

This targeted engagement is described in more detail below:

- Protected Equality Groups for whom we have poor usage data or with groups or sub groups that we know do not use the library service. This is being carried out in conjunction with the Change Manager responsible for Equality and Diversity and supported by the Council's Equalities Advisory Forum. These sessions will aim to understand the requirements for these individual groups and any barriers that stop them using the service.
- All library Friends Groups will be contacted to discuss the impact on them of the proposal and how this can be minimised or how they can support the running of a community library service.
- Sessions will be held with all schools within the Borough to understand how they use libraries and their future requirements. These sessions will start with a warm up session and information gathering session at the schools traded services event being held on the 4<sup>th</sup> February 2016 which will have representation from all Primary, Secondary and Special Schools in the Borough.
- The two colleges will be contacted separately to discuss any requirements that they require.
- Sessions and information gathering will take place with all pre-schools within the Borough that can be identified but specifically with those that are identified as accessing the service currently.

The findings of the engagement will then be used to inform any decision that is proposed on any future library strategy and service which will then be consulted on.

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#### **4 So what?**

[Link to business planning process](#)

What changes have you made in the course of this DIA?

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This DIA has been developed in conjunction with the Needs Assessment and the

Development of an emerging model. At present this covers the proposal at Cabinet in February 16 to go to engagement on the emerging model.

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What will you do now and what will be included in future planning?

We will consult on the emerging model in February if agreed by Cabinet

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When will this be reviewed?

This DIA will be reviewed when the engagement period has closed and all of the information received has been collated and interrogated. The DIA will then be developed with any proposed strategy that is put to Cabinet for approval.

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How will success be measured?

Success will be measured by how the implementation of any proposal takes place and any adverse effect that is created for service users.

<b>For the record</b>	
Name of person leading this DIA Jim Catton	Date completed 27 January 2016
Names of people involved in consideration of impact Rachel Watts, Nick Stephenson	
Name of manager signing DIA Stuart McKellar	Date signed 27/1/2016

# Diversity Impact Assessment – an inclusive business planning tool

## 1. What's it about? refer to equality duties

- What is the proposal? What outcomes/benefits are you hoping to achieve
- Who's it for?
- How will this proposal meet the equality duties?
- What are the barriers to meeting this potential?

## 2. Who's using it? consider all equality groups

- What data/evidence do you have about who is or could be affected? (e.g. equality monitoring, customer feedback, current service use, national/regional/local trends)?
- How can you involve your customers in developing the proposal?
- Who is missing? Do you need to fill any gaps in your data?

## 3. Impact consider dimensions and equality groups

Using information in parts 1 & 2:

- a) Does the proposal create an adverse impact which may affect some groups or individuals? How can this be mitigated or justified?  
> What can be done to change this impact?
- b) Does the proposal create benefit for particular groups or individuals. Is it clear what this is? Can you maximise the benefits for other groups?
  - Does further consultation need to be done? How will assumptions made in this assessment be tested?

## 4. So what?

- What changes have made in the course of this DIA?
- What will you do now and what will be included in future planning?
- When will this be reviewed?
- How will success be measured?

## Considerations

### Our equality duties

1. Eliminate discrimination, harassment and victimisation
2. Advance equality of opportunity
3. Foster good relations

### Equality groups

For the following equality groups: age, disability, sex, transgender, marriage/civil partnership, maternity/pregnancy, race, religion/belief and sexual orientation.

Extended by SBC policy to include: financial economic status, homelessness, political view.

## Dimensions of equality

How will the proposal affect Human Rights and life chances of different groups? Consider how the proposal affects

1. Longevity.
2. Physical security.
3. Health.
4. Education.
5. Standard of living.
6. Productive and valued activities.
7. Individual, family and social life.
8. Participation, influence and voice.
9. Identity, expression and self-respect.
10. Legal security.