

# Integrated Impact Assessment (IIA)

## Informing our approach to fairness

Name of proposal	Community Hubs, Libraries and Contact Centre
Date of assessment	October 2018
Lead officer	Angela Forster
Assessment team	Angela Forster, Luke Burton, Mark Thurston, Sharon Traill, Gary Weatherstone
Planned review date	January 2019

### Version control

Version	1
Date	November 2018
Replaces version	0

This is our assessment of the potential equality and other impacts of this 2019-20 proposal, based on the available evidence. We will review this assessment throughout the consultation period. A formal review will take place of all proposals when consultation closes 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. Over the next three years we need to save a further £60 million, with £16.9 million required 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 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:  
<https://www.newcastle.gov.uk/leisure-libraries-and-tourism/libraries/branch-libraries-and-opening-hours>

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?**

<b>Gross expenditure</b>	<b>Gross income</b>	<b>Net budget</b>	<b>Capital projects</b>
£11,063,980	(£6,208,460)	£4,855,520	£1,093,293

## **5. What workforce delivers this service?**

<b>Posts</b>	<b>FTEs</b>	<b>Comments</b>
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:

<b>Day</b>	<b>Current Opening Hours</b>	<b>Proposed Opening Hours</b>
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
<b>Total hours open</b>	<b>54</b>	<b>45</b>

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 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, used to purchase new books and media 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 floorspace 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.

<b>Day</b>	<b>Current Opening Hours</b>	<b>Proposed Opening Hours</b>
Monday	08:00am-6:00pm	9:00am-5:00pm
Tuesday	08:00am-6:00pm	9:00am-5:00pm
Wednesday	08:00am-6:00pm	9:00am-5:00pm
Thursday	08:00am-6:00pm	9:00am-5:00pm
Friday	08:00am-4:30pm	9:00am-5:00pm
<b>Total hours open</b>	<b>48.5</b>	<b>40</b>

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?**

<b>Information source</b>	<b>What has this told you?</b>											
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:	<table border="1"><thead><tr><th><b>Days of the week</b></th><th><b>Average Visits Per Hour</b></th></tr></thead><tbody><tr><td>Mon-Thu</td><td>225.93</td></tr><tr><td>Fri</td><td>241.68</td></tr><tr><td>Sat</td><td>207.67</td></tr><tr><td>Sun</td><td>145.05</td></tr></tbody></table>	<b>Days of the week</b>	<b>Average Visits Per Hour</b>	Mon-Thu	225.93	Fri	241.68	Sat	207.67	Sun	145.05
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	These figures told us that, on average, there are a significantly lower number of visitors between 5.00pm and 7.00pm Monday to											

	<p>Thursday than there are between 10.00am and 5.00pm Monday to Thursday:</p> <table border="1"> <thead> <tr> <th>Times</th><th>Average Visits Per Day</th><th>Average Visits Per Hour</th></tr> </thead> <tbody> <tr> <td>10.00am-5.00pm</td><td>1798.70</td><td>256.96</td></tr> <tr> <td>5.00pm-7.00pm</td><td>199.78</td><td>99.89</td></tr> </tbody> </table>	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
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People's Network usage statistics	<p>Reviewing the computer usage figures told us that usage on a Sunday was lower than across the rest of the week. From April-September 2018 the average computer usage at City Library and community Hub throughout the week was 50.8%. On a Sunday it was 43.84% during the same period.</p>									
Public Library User Survey (2017)	<p>There was a fairly equal split between male and female users (M 54% : F 46%) and no specific groups would be disadvantaged.</p>									
Use of floor space and partners proposals.	<p>Gosforth Library - We will review the use of the shared public areas and are investigating options for new partners to share the space. West End Library and Community Hub is well used, and we are reviewing how to best share the ground floor area with YHN. This includes removing the large reception desk and unused cashiers' desk.</p> <p>Kenton Library is not well used and could reduce in size providing up to 400m<sup>2</sup> space for another partner to rent. The exact position of the library on the ground floor is flexible.</p> <p>Outer West Library and Community Hub is a well-used library but not efficiently laid out. YHN could move out of the 1<sup>st</sup> floor offices providing a lettable space of up to 440m<sup>2</sup> to generate significant income. We are in dialogue with potential partners about use of space in the building with a view to generating income from rental.</p> <p>East End Library and Community Hub is well-used but not efficiently laid out. Greenwich Leisure Limited (GLL) are keen to take over the space giving us the opportunity to relocate to the under-used East End YHN Office on Shields Road.</p>									

Building costs and income	Our buildings that were built using Private Finance Initiative (PFI) funding are high cost and are maintained to a high quality, in accordance with our contractual obligations. Our proposal to share space in these buildings is to reduce our footprint and so reduce our share of the cost.								
YHN lead review of telephony and service usage statistics.	<p>The review of the telephony provided by us and YHN has concluded that our current call answer times are below the industry standard of 80% of calls answered within 20 seconds. Consolidating our telephony will make us more efficient and enable us to achieve this standard, hence providing a better service to customers. We will pay YHN to offer this service on our behalf.</p> <p>The table below demonstrates that the proposed changes to the Contact Centre's opening hours, affect the times were the current customer demand is reduced compared to our proposed core hours of 09:00 – 17:00.</p> <table border="1"> <thead> <tr> <th>Times</th><th>Average calls per hour</th></tr> </thead> <tbody> <tr> <td>8:00am – 9:00am</td><td>35</td></tr> <tr> <td>9:00am – 5:00pm</td><td>54</td></tr> <tr> <td>5:00pm – 6:00pm</td><td>15</td></tr> </tbody> </table>	Times	Average calls per hour	8:00am – 9:00am	35	9:00am – 5:00pm	54	5:00pm – 6:00pm	15
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### 3. How much will you spend on this service?

	Gross expenditure	Gross income	Net budget	Capital projects
2019-20	£10,672,980	(£6,613,460)	£4,059,520	£443,581

### 4. What will the net savings be of this proposal?

	Gross Saving	Implementation Cost	Net Saving
2019-20	(£796,000)	£TBC	(£796,000)

**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 have on the workforce?

	No. FTEs	% workforce	
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.
TBC	Staff consultation		
TBC	Customer consultation		
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.
TBC	Community and special interest groups		

7. What are the potential impacts of the proposal?			
Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
<b>People with protected characteristics</b>			
Age	<p>Actual / potential disadvantage</p>	<p>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.</p> <p>Older people will have less opportunities to access services offered in the city centre due to reduced opening hours.</p> <p>Previous consultation exercises have shown that many older users visit the</p>	<p>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 opportunity for increased digital access and service delivery.</p> <p>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.</p> <p>The service will continue to offer</p>

	Beneficial outcome	<p>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.</p> <p>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.</p>	<p>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.</p>
Disability	Actual / potential disadvantage	<p>City Library and Community Hub takes part in the Safe Places scheme 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</p>	<p>City Library and Community Hub will remain open 6 days a week and will continue to take part in the Safe Places scheme. There are several other Safe Places located within the vicinity of City Library.</p>

	Beneficial outcome	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 will have better telephone services to access.	
Sex	Based on our engagement feedback and research, there is no evidence to suggest that the proposal 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 proposal will have a disproportionately negative impact on people who are married or are in civil partnerships.		
Pregnancy and maternity	Actual / potential disadvantage	<p>Closing City Library and Community Hub will limit access to baby changing facilities on one further day.</p> <p>The City Library and Community Hub is part of the Baby Friendly initiative</p>	Other baby changing facilities are available within the city centre.

		supporting breastfeeding and protecting families from commercial interests.	
Race and ethnicity	Based on our engagement feedback and research, there is no evidence to suggest that the proposal 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 proposal 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 proposal 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 proposal will have a disproportionately negative impact on individuals who have undergone		

	gender reassignment.		
<b>Other potential impacts</b>			
People vulnerable to socio-economic impacts	Actual / potential disadvantage	<p>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.</p> <p>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.</p>	<p>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 without having to visit a library and community hub.</p> <p>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.</p>
Businesses	Based on our engagement feedback and research, there is no evidence to suggest that the proposal will have a disproportionate negative impact on	Reducing opening hours in the City Library will reduce local entrepreneurs and small business' access to unique information resources and the programme of	Closing the City Library on Sundays rather than any other day should minimise this potential impact for the reasons (Sunday footfall etc...) given above.

	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	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	
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.
Community cohesion	Based on our engagement feedback and research, there is no evidence to suggest that the proposal 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 nevertheless 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 proposal 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 proposal will have a disproportionate negative impact on the environment or air quality		