

## TEMPLATE 2 - Full Equality Impact Assessment (EqIA)

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

What are the proposals being assessed? ( <b>Note:</b> 'proposal' includes a new policy, policy review, service review, function, strategy, project, procedure, restructure)	Commissioning of library and leisure services with Ealing (libraries and leisure) and Brent (leisure): award of contract
Which Directorate / Service has responsibility for this?	Community, Health & Well-Being, Community & Culture Division
Name and job title of lead officer	Marianne Locke Divisional Director Community & Culture
Name & contact details of the other persons involved in the EqIA:	Ian McNicol, Cultural Services Programme Manager Tim Bryan Libraries, Sports & leisure Service Manager
Date of assessment:	December 2012 updated February 2013

### Stage 1: Overview

<p><b>1. What are the aims, objectives, and desired outcomes of your proposals?</b></p> <p>(Explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>The commissioning of library and leisure management services either as single or joint services across three boroughs (Ealing, Harrow and Brent) to safeguard service delivery and achieve revenue savings.</p> <p>To share joint contract monitoring arrangements through an SLA with Ealing for library services and with Brent and Ealing for leisure services</p>
<p><b>2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?</b></p>	<p>The tender process does not deliver the quality and price of service that is acceptable to all boroughs. Members do not approve the letting of contracts.</p>
<p><b>3. Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</b></p>	<p>The residents of Harrow are the customers. Both library and leisure services are open to all of the public. The leisure management has been commissioned externally for more than 12 years. This would be the first time for library services. The aim of the exercise is to provide library services more cost effectively in order to continue to provide services from as many of Harrow's libraries as possible. Library staff would be affected if library services are commissioned externally. Existing leisure contract monitoring staff will be</p>

	affected by joint monitoring arrangements.
<p>4. Is the responsibility shared with another department, authority or organisation? If so:</p> <ul style="list-style-type: none"> <li>• Who are the partners?</li> <li>• Who has the overall responsibility?</li> </ul>	<p>The responsibility is shared with the London Boroughs of Ealing and Brent and will form part of an SLA with those boroughs. Harrow will be responsible for the joint monitoring of library service delivery through any contractual arrangements, including the employment of contract monitoring staff. Ealing will be responsible for the monitoring of leisure services delivery.</p> <p>Quality of the delivery of the services will be the responsibility of any potential contractor, monitored by the joint client on behalf of the partner boroughs. A specification of the level and quality of services provided has been developed by the boroughs, tailored to meet specific borough needs where applicable. There are penalty clauses in the draft contracts for non-compliance, should contracts be awarded.</p> <p>Strategic planning for services will remain the responsibility of each borough for their services and each borough will retain managers at a senior level to advise on strategic planning issues.</p>
<p>4a. How are/will they be involved in this assessment?</p>	<p>Ealing, Harrow and Brent have shared responsibility for aspects of the commissioning exercise:</p> <p>Harrow leads on Procurement and Legal advice Ealing leads on Project coordination and Finance</p> <p>Each borough retains its own HR advise</p> <p>A Cross-Borough Cultural Services Steering Group comprising of Corporate/Executive Directors and senior managers from each borough meet regularly . Each borough will prepare its own Equalities assessment.</p>
<p><b>Stage 2: Monitoring / Collecting Evidence / Data</b></p>	
<p>5. What information is available to assess the impact of your proposals? Include the actual data, statistics and evidence (including full references) reviewed to determine the potential impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc</p> <p>(Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in</p>	

the action plan)	
Age (including carers of young/older people)	<p>The current leisure provider monitors the age of leisure centre members. 22% are aged 41-50yrs old, 21% over 55. The smallest percentage is the 25-30yr olds at 8%.</p> <p>Library staff – 14% are aged 16-24, 15% are aged 25-34, 18% are aged 35-44, 25% are aged 45-54, 26% are aged 55-64, 2% are aged 65+</p> <p>Library Active Users – 38% are aged 0-16, 12% are aged 16-24, 12% are aged 25-34, 12% are aged 35-44, 9% are aged 45-54, 6% are aged 55-64, 6% are aged 65-74, 5% are aged 75+</p> <p>The Public Library User Survey (PLUS) was carried out in Oct 2012 with 4400 questionnaires to library users being completed. The age breakdown of completed questionnaires was as follows: 16-24 6.7%, 25-34 14.1%, 35-44 19.5 %, 45-54 12.9%, 55-64 10.9%, 65+ 22.3%</p>
Disability (including carers of disabled people)	<p>17% of leisure customers have self declared as disabled or have a health problem.</p> <p>Library staff – 3% of library staff are registered as disabled.</p> <p>Library Active Users – 2.5% are disabled.</p> <p>The Public Library User Survey (PLUS) was carried out in Oct 2012 with 4400 questionnaires to library users being completed. Of those who completed questionnaires 23.3% said that they had a disability.</p>
Gender Reassignment	Not available. This information not collected until recently
Marriage / Civil Partnership	Not available. This information not collected until recently
Pregnancy and Maternity	Not available. This information not collected until recently

Race	<p>From the last annual users survey of leisure centre users (a sample of 582 customers) Feb 12, 56% were White, 22% Asian/Asian Black, 5% were Black /African/Caribbean/Black British. However, a breakdown of leisure card holders by ethnic group showed 23.545 Indian, 14.9% British, 2.4% Pakistani, 27.9% not stated or unknown.</p> <p>Library staff – White 59%, Black 4%, Asian 31%, Asian Other 4%, Mixed Race 2%</p> <p>Library Active Users – White British 25%, Indian 28%, Other Asian 14%, African 5%, Mixed 3%</p> <p>The Public Library User Survey (PLUS) was carried out in Oct 2012 with 4400 questionnaires to library users being completed. The main ethnic groups of those who responded were as follows: British 33.4%, Indian 25.9%, Any other Asian background 8.1%, Any other White background 4.7%</p>
Religion and Belief	<p>Not available for leisure facilities. This information not collected until recently.</p> <p>The Public Library User Survey (PLUS) was carried out in Oct 2012 with 4400 questionnaires to library users being completed. The main religions of those who responded were as follows: 28.6% Christian, 23.7% Hindu, 7.5% Muslim, 5% Jewish.</p>
Sex / Gender	<p>56% of users of the leisure facilities are female.</p> <p>Library staff – 81% are female, and 19% are male</p> <p>Library Active Users – 58% are female and 41% are male</p> <p>The Public Library User Survey (PLUS) was carried out in Oct 2012 with 4400 questionnaires to library users being completed. 56.9% of those who responded said that they were female, and 36.2% said they were male.</p>
Sexual Orientation	<p>Not available for leisure facilities. This information not collected until recently.</p> <p>The Public Library User Survey (PLUS) was carried out in Oct 2012 with 4400 questionnaires being completed. Of those who responded 63.8% said that they were heterosexual, 0.6% said they were</p>

bisexual, and 0.4% said they were gay/lesbian.

6. Is there any other (local, regional, national research, reports, media) data sources that can inform this assessment?

Include this data (facts, figures, evidence, key findings) in this section.

The library service has data on the current customer base which is being mapped against the Harrow Mosaic profiles. In addition the service has recently undertaken the national Public Library Users Survey. The current leisure provider conducts an annual user survey and monitors customer demographics through this. The demographic analysis above is from Feb 12.

Three consultation sessions with library staff were held in April 2012 attended by approximately 70 staff. The main issue raised by staff was the impact on commissioning of the service to staffs' terms and conditions of employment. Information on TUPE regulations has subsequently been circulated to all staff.

7. Have you undertaken any consultation on your proposals? (this may include consultation with staff, members, unions, community / voluntary groups, stakeholders, residents and service users)

Yes

Y

No

**NOTE:** If you have not undertaken any consultation as yet, you should consider whether you need to. For example, if you have insufficient data/information for any of the protected characteristics and you are **unable** to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be **completed before** progressing with the rest of the EqIA.

**Guidance on consultation/community involvement toolkit can be accessed via the link below**

[http://harrowhub/info/200195/consultation/169/community\\_involvement\\_toolkit](http://harrowhub/info/200195/consultation/169/community_involvement_toolkit)

Who was consulted?	What consultation methods were used?	What do the results show about the impact on different equality groups (protected characteristics)?	What action are you going to take as a result of the consultation? This may include revising your proposals, steps to mitigate any adverse impact. <i>(Also Include these in the Improvement Action Plan at Stage 5)</i>
Public	Let's Talk 2 (Sept 11)	Full demographic information was not collected. Information was collected on what survey respondents currently use libraries and leisure facilities for and what they would like to see in	74% of survey respondents identified the Council as the best organisation to provide library services but only 46% thought the Council was the best to provide leisure services. Qualitative information helped to

		future.	develop the specification for services. For example 12% of respondents wanted to see longer/late library opening hours. Potential contractors will have the option to operate the facilities outside of the minimum opening hours, subject to planning constraints and approval of the borough.
Public	Libraries Transformation 2 June 12	1,752 responses were received. Respondents' responses to individual questions were monitored against the 9 protected characteristics.	Qualitative information helped to develop the specification for services and for current transformation projects. For example 55.57% would like to see libraries developed as community hubs. Potential contractors asked to provide method statements against specific delivery such as sustainability: equality, social and economic and environmental.

### Stage 3: Assessing Impact and Analysis

8. What does your information tell you about the impact on different groups? Consider whether the evidence shows potential for differential impact, if so state whether this is an adverse or positive impact? How likely is this to happen? How you will mitigate/remove any adverse impact?

Protected Characteristic	Positive	Adverse	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc (Also Include these in the Improvement Action Plan at Stage 5)
Age (including carers of young/older people)			Neither positive or negative for customers. Potentially negative for staff as there is a possible TUPE situation and a significant proportion of library staff are over 50 yrs old with 53% being over 45 yrs old	Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the community.

				Ensure that should a contract be awarded, that the Harrow staff directly affected would be subject to the Transfer of Undertakings (Protection of Employment ) Regulations ( TUPE). In essence their continuity of service and any other rights are all preserved at the point of transfer. Both the Council and <i>new employer</i> are required to inform and consult employees affected directly or indirectly by the transfer.
Disability (including carers of disabled people)			Neither positive or negative for customers or staff.	Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the community.
Gender Reassignment			Neither positive or negative for customers or staff.	Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the community.
Marriage and Civil Partnership			Neither positive or negative for customers or staff.	Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the community.
Pregnancy and Maternity			Neither positive or negative for customers or staff.	Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the community.
Race			Neither positive or negative for customers or staff. 41% of library staff are from BAME background.	Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the

				<p>community.</p> <p>Ensure that should a contract be awarded, that the Harrow staff directly affected would be subject to the Transfer of Undertakings (Protection of Employment ) Regulations ( TUPE). In essence their continuity of service and any other rights are all preserved at the point of transfer. Both the Council and <i>new employer</i> are required to inform and consult employees affected directly or indirectly by the transfer.</p>
Religion or Belief			Neither positive or negative for customers or staff.	Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the community.
Sex			Neither positive or negative for customers. Potentially negative for staff as there is a possible TUPE situation and a significant proportion of library staff are female	<p>Specifications for both libraries and leisure contract include positive activities to promote take up of services and healthy lifestyles by all groups in the community.</p> <p>Ensure that should a contract be awarded, that the Harrow staff directly affected would be subject to the Transfer of Undertakings ( Protection of Employment ) Regulations ( TUPE). In essence their continuity of service and any other rights are all preserved at the point of transfer. Both the Council and <i>new employer</i> are required to inform and consult employees affected directly or indirectly by the transfer.</p>
Sexual Orientation			Neither positive or negative for customers or staff.	Specifications for both libraries and leisure contract include positive activities to promote take up of



				services and healthy lifestyles by all groups in the community.
Other (please state)				
<p><b>9. Cumulative impact – Are you aware of any cumulative impact?</b> For example, when conducting a major review of services. This would mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions.</p> <p><b>Example:</b> A local authority is making changes to four different policies. These are funding and delivering social care, day care, and respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.</p>			No cumulative effect known. The proposals are intended to ensure continuing delivery of service and improvement of services particularly to hard-to-reach groups.	
<p><b>10.</b> How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups.</p> <p>(Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)</p>				
Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	Advance equality of opportunity between people from different groups	Foster good relations between people from different groups	Are there any actions you can take to meet the PSED requirements? <i>(List these here and include them in the Improvement Action Plan at Stage 5)</i>	

<p>With regard to legislation and to general and service-specific standards, the following outcomes are required in the specification of services:</p> <ul style="list-style-type: none"> <li>• <u>The Equalities Act 2010</u>: The Contractor will implement equal opportunities and diversity policy and practices, which meet legal requirements and best practice [<i>cross ref to Clause in Schedule 2 Conditions of Contract</i>]</li> <li>• <u>The Equality Framework for Local Government</u>: Throughout the Contract Period, The Contractor will be required to work with each of the three councils towards their respective target achievement levels as defined by the IDeA in The Equality Framework for Local Government (EFLG) - i.e. 'developing', 'achieving' and 'excellent' (and any new levels that may be introduced).</li> </ul> <p>The EFLG identifies five areas of performance:</p> <ol style="list-style-type: none"> <li>1. Knowing your communities and equality mapping</li> <li>2. Place shaping,</li> </ol>	<p>Contractor will provide library service information in community languages as appropriate.</p> <p>Contractor to provide induction loops, large print, and audio books.</p> <p>Contractor to complete community profiles for each library.</p> <p>Contractor to ensure that all staff and volunteers to be trained on equalities and diversity</p> <p>Contract will contain performance indicators for staff and customer satisfaction.</p>	<p>Contractor to include specific action plans that maximise use by under-represented groups.</p>	
---	---	---	--

leadership, partnership and organisational commitment 3. Community engagement and satisfaction 4. Responsive services and customer care 5. A modern and diverse workforce			
--	--	--	--

**11.** Is there any evidence or concern that your proposals may result in a protected group being disadvantaged (please refer to the Corporate Guidelines for guidance on the definitions of discrimination, harassment and victimisation and other prohibited conduct under the Equality Act)?

	Age (including carers)	Disability (including carers)	Gender Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity	Race	Religion and Belief	Sex	Sexual Orientation
Yes									
No									

If you have answered "yes" to any of the above, set out what justification there may be for this in Q12a below - link this to the aims of the proposal and whether the disadvantage is proportionate to the need to meet these aims. (You are encouraged to seek legal advice, if you are concerned that the proposal may breach the equality legislation or you are unsure whether there is objective justification for the proposal)

If the analysis shows the potential for serious adverse impact or disadvantage (or potential discrimination) but you have identified a potential justification for this, this information must be presented to the decision maker for a final decision to be made on whether the disadvantage is proportionate to achieve the aims of the proposal.

If there are adverse effects that are not justified and cannot be mitigated, you should not proceed with the proposal. (select outcome 4)  
 If the analysis shows unlawful conduct under the equalities legislation, you should not proceed with the proposal. (select outcome 4)

**Stage 4: Decision**

**12.** Please indicate which of the following statements best describes the outcome of your EqIA ( tick one box only)

**Outcome 1** – No change required: when the EqIA has not identified any potential for unlawful conduct or adverse impact and all opportunities to enhance equality are being addressed.

<b>Outcome 2</b> – Minor adjustments to remove / mitigate adverse impact or enhance equality have been identified by the EqIA. <i>List the actions you propose to take to address this in the Improvement Action Plan at Stage 5</i>	
<b>Outcome 3</b> – Continue with proposals despite having identified potential for adverse impact or missed opportunities to enhance equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have ‘due regard’. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. <b>(explain this in 12a below)</b>	
<b>Outcome 4</b> – Stop and rethink: when there is potential for serious adverse impact or disadvantage to one or more protected groups. (You are encouraged to seek Legal Advice about the potential for unlawful conduct under equalities legislation)	
<b>12a.</b> If your EqIA is assessed as <b>outcome 3 or have ticked ‘yes’ in Q11</b> , explain your justification with full reasoning to continue with your proposals.	

<b>Stage 5: Making Adjustments (Improvement Action Plan)</b>					
<b>13.</b> List below any actions you plan to take as a result of this impact assessment. This should include any actions identified throughout the EqIA.					
Area of potential adverse impact e.g. Race, Disability	Action proposed	Desired Outcome	Target Date	Lead Officer	Progress

<p>All protected groups particularly those low participant in services</p>	<p>i) Protection and enhancement of service and targeted provision for low participant groups;  ii) Quarterly contract monitoring and annual review of contract to review requirements for low participant groups;  iii) Annual user survey through the contract to identify low participant groups and how they use services, including targeted services.</p>	<p>Increased usage by identified groups</p>	<p>April 2014 and ongoing</p>	<p>Marianne Locke</p>	
<p>All protected groups particularly those low participant in services</p>	<p>The specification identifies the following as what 'good' will look like in equality terms:</p> <p>The Contractor has:</p> <ul style="list-style-type: none"> <li>• Equalities policies that place equality central to the way the organisation carries out all of its work including:</li> <li>• Commitment to equality that is communicated effectively to all staff and volunteers and to communities where the organisation is</li> </ul>	<p>Increased usage by identified groups</p>	<p>April 2013 and ongoing</p>	<p>Marianne Locke</p>	

	<p>working</p> <ul style="list-style-type: none"> <li>• Clarity about what the organisation needs to do to address issues and barriers faced by under-represented groups in use of services, articulated in an action plan with SMART objectives</li> </ul> <p>Facility-specific action plans to maximise use by disabled people and minority and disadvantaged communities in their catchment areas, including outreach. The facility-specific plans will be:</p> <ul style="list-style-type: none"> <li>• Based on research into local demographics and the plans and priorities of local partners</li> <li>• Have SMART objectives that relate directly to the required outcomes</li> <li>• Provide for inclusive information (e.g. directional and information signage based on users' perception and</li> </ul>				
--	--	--	--	--	--

	<p>regulatory requirements, induction loops, large print documentation, translation services, compliance with Web Content Accessibility Guidelines, Assistive Technology on library computers)</p> <ul style="list-style-type: none"> <li>• Include comprehensive staff training - in equalities generally, in safeguarding children and vulnerable adults, and in impairment specific disability - plus continuous professional development (CPD) opportunities in working with disabled people e.g. use of assistive technologies, internet classes for adults with learning disabilities</li> <li>• Provide for disabled role models (e.g. employees, volunteers, student work experience placements)</li> </ul>				
--	---	--	--	--	--

	<ul style="list-style-type: none"> <li>Identify relevant performance indicators, measures and review processes</li> </ul>				
Proposals may impact disproportionately on older staff as 53% of library staff are over 45 years old.	Ensure that the Council will comply with the requirements of Transfer of Undertakings (Protection of Employment) Regulations 2006 for all staff				

### Stage 6 - Monitoring

The full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.

<b>14.</b> How will you monitor the impact of the proposals once they have been implemented? How often will you do this? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	Through formal contract monitoring processes.			
<b>15.</b> Do you currently monitor this function / service? Do you know who your service users are?	Yes		No	
<b>16.</b> What monitoring measures need to be introduced to ensure effective monitoring of your proposals? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	Formal contract monitoring processes as already exist for leisure management servie.			
<b>17.</b> How will the results of any monitoring be analysed, reported and publicised? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	Through Improvement Boards and through departmental Contract Board. At Scrutiny Committee as requested.			
<b>18.</b> Have you received any complaints or compliments about the policy, service, function, project or proposals being assessed? If so, provide details.	None received.			



### Stage 7 – Reporting outcomes

The completed EqlA must be attached to all committee reports and a summary of the key findings included in the relevant section within them.

EqlA's will also be published on the Council's website and made available to members of the public on request.

#### 19. Summary of the assessment

**NOTE:** This section can also be used in your reports, however you must ensure the full EqlA is available as a background paper for the decision makers (Cabinet, Overview and Scrutiny, CSB etc)

What are the key impacts – both adverse and positive?  
 Are there any particular groups affected more than others?  
 Do you suggest proceeding with your proposals although an adverse impact has been identified? If yes, what are your justifications for this?  
 What course of action are you advising as a result of this EqlA?

There are sufficient safeguards within the specifications of services and through the implementation of TUPE regulations to ensure the minimisation of adverse impact in equality terms. There could be positive impact for specific groups as a result of the contractual requirements, should contracts be awarded.

#### 20. How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc

Council website.

### Stage 8 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group)

The completed EqlA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.

#### 21. Which group or committee considered, reviewed and agreed the EqlA and the Improvement Action Plan?

Departmental Equalities Task Group and Quality Assurance Group

Signed: (Lead officer completing EqlA)

Marianne Locke

Signed: (Chair of DETG)

Carol Yarde

Date:

5/3/13

Date:

5/3/13