Predictive: assessing and analysing proposed changes to services, policies and budgets

Enfield Council

Predictive Equality Impact Assessment (EQIA) - Equality Analysis
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1. What is a predictive equality impact assessment – equality analysis?

A predictive Equality Impact Assessment/Analysis (EQIA) is a systematic process that helps managers to analyse and identify where and how proposed changes to services policies and/or budgets could improve their ability to serve all members of the community fairly, with dignity and respect, and in line with their human rights. The purpose of an EQIA is to improve the effectiveness of the Council by making sure it does not discriminate and that it promotes equality of opportunity and access. It is a way to make sure individuals and teams think carefully about the likely impact of their work and take action to improve services and policies, where it is required.

An EQIA focuses on assessing the impact on the following communities within Enfield -

- Black and Minority Ethnic (BME) residents and service users - RACE
- people with disabilities - DISABILITY
- men and women - GENDER
- older or younger people - AGE
- people with different faiths or beliefs - FAITH
- members of the lesbian, gay or bisexual (LGB) community – SEXUAL ORIENTATION
- members of the transgender community – TRANSGENDER
- people who are married or in a civil partnership – MARRIAGE
- women who are pregnant or on maternity leave - PREGNANCY

Throughout the assessment template we have used the initials R, D, G, A, F, S, T, M and P to refer to these potentially disadvantaged groups.

In deciding if a predictive EQIA needs to be carried out, managers need to ask the following questions –

Does the proposal affect service users, employees or the wider community?
Will the proposal have a significant effect on how services are delivered?
Does it involve a significant commitment of resources?
Does it relate to an area where there are known inequalities?
If the answer to any of these questions is yes, an assessment/analysis should be undertaken.

The EQIA will also prompt services to consider other socio-economic factors in service provision, by asking how their service impacts on other disadvantaged and vulnerable groups in the population. These could be unemployed people, residents living in social housing, people living in deprived wards, or those with a lack of academic qualifications.

Completing the EQIA involves anticipating the impact of changes to services and policies, and also decisions about budgets, on these groups and making sure that, as far as possible, any negative consequences are eliminated / minimized, and opportunities for promoting equality are maximised. It can also assist in checking that services are providing efficiency and value for money.

We have tried to simplify the assessment/analysis process as much as possible and have devised a template (see page 10) that covers all the issues that need
to be addressed. It should be emphasised that most, if not all, of the activities covered should already be part of your current service planning process, and as such, should not mean any additional work. You may also find that work that you have undertaken associated with the Equality Framework for Local Government may assist you in carrying out this assessment/analysis.

Use the template to assess and analyse each proposed change to your service, policy or budget. Please keep any answers as brief as possible, but ensure that all relevant information is included. Additional copies of this template are available from Martin Garnar (x3113) in the Chief Executive’s Unit, or you can download it from Enfield Eye (in the Chief Executive’s Unit section, under related downloads).

N.B. It is the outcomes of the EQIA analysis that make it a valuable tool, not the process itself. For that reason, the action plan at the end of the template is the most important part of the analysis, and actions included within the plans will be monitored, scrutinised and reported to ensure that positive outcomes for all communities are being achieved.

2. Why carry out an impact assessment – equality analysis?

Legislation

Local authorities have a legal responsibility to meet the Public Sector Duty of the Equality Act 2010. The duty recommends that authorities analyse and assess their policies and services, and set out how they will monitor any possible negative impact on equality. The Act gives people the right not to be treated less favourably by public authorities because of any of the protected characteristics mentioned in section 1 above

The public duty requires that the following issues are addressed:
- Is the policy or service discriminatory?
- Does it promote equal opportunities (proactively advertise and encourage participation by all)?
- Does it help promote good relations between different communities?

Public bodies need to consider the needs of the diverse groups with protected characteristics when designing and delivering services so people can get fairer opportunities and equal access to services.

N.B. the legislation applies to the Council in relation to its role as both service provider and employer.

Performance

From April 2009, the Council’s performance around equality is assessed through the level that Enfield Council has reached of the Equality Framework for Local Government (EFLG). Undertaking a full range of EQIA analyses will help to improve the efficiency and effectiveness of the Council by ensuring that service users’ needs are met – this is a requirement of the EFLG.
Enfield Council aim: Fairness for All

The Council is committed to a core principle of Fairness for All to apply throughout all of our work and the decisions we make. We will serve the whole borough fairly, tackling inequality through the provision of excellent services for all, targeted to meet the needs of each area. We will listen to and understand the needs of all our communities. Analysing and assessing the impact of services and policies will help us achieve this aim.

Other reasons

There are a number of other reasons why EQIA analyses should be undertaken. These include -

- they can help to improve community cohesion
- they can enhance value for money
- they have a user focus
- they inform service planning and development
- they promote understanding and sensitivity
- they will aid and inform decision-making by elected members
- they will assist managers to complete the 'Fairness for All' subsection within the 'Impact on Council Priorities' section in Council reports

N.B. predictive EQIA analyses should be attached as appendices to Council reports in order to inform decision-making on the particular proposal. This is to ensure that decisions are made in full knowledge of the likely impact that those proposals may have

3. Who should carry out an impact assessment – equality analysis?

It is recommended that the manager responsible for proposing the change to the service or policy carries out the EQIA. If, at any time, you have any queries or comments on the assessment/analysis process, please contact Martin Garnar (x3113) or your departmental equalities liaison officer (see list on page 8). It is also sometimes useful to gather and discuss evidence at wider team meetings.

4. When should you carry out a predictive impact assessment – equality analysis?

A predictive equality impact assessment analysis should be undertaken as soon as a new policy, service or budget (or major change) is considered. It should be an integral part of policy development, and inform the final decision-making process. The findings of the EQIA should be used to define positive and negative impacts that should be referred to in the 'Equalities Impact Implications' section within Council reports.
5. Using monitoring data

Equalities monitoring is the process used to collect, store and analyse data about people’s ethnic backgrounds, gender, age and disabilities. For some services, it may also be relevant to collect data on faith and sexual orientation, and on other protected characteristics. It is also used to highlight possible inequalities and to investigate the potential underlying causes.

Equalities monitoring is an important part of how we analyse and assess the impact of our services on the different communities in Enfield. It gives us information about the number of people from certain groups who are using Council services, and those who work for the Council.

Without monitoring information we will not know whether the actions we take or the changes we make, will have had any impact.

It is suggested that you refer to the latest baseline population data for Enfield. This is available on Enfield Eye (in the Chief Executive’s Unit section, under related downloads). The latest staff guidance on monitoring is also available.

6. Other useful evidence and information

There are many sources of useful information that will assist you in undertaking an EQfIA analysis. In addition to the monitoring information mentioned above, you should consider looking at –

- service take-up data
- consultation feedback
- local, regional and national government research
- academic data
- customer surveys and focus group results - both qualitative and quantitative
- complaints and comments
- previous EQfIAs
- inspection recommendations
- benchmarking data and performance indictor information
- good practice in the field
- staffing profiles
- using the ‘search’ facility on the Enfield Observatory to see what other information may be available

7. Working in partnership

When a local authority is proposing to procure a contract or other agreement with a private company or community and voluntary sector organisation to carry out a function or provide a service, and the duty to promote equality applies to these functions, the Council remains responsible for meeting the duties that apply, and should therefore consider what arrangements it needs. It may be
appropriate, for example, to incorporate these duties among the performance or monitoring requirements for the delivery of the service (e.g. a contractor could be required to monitor service users by their ethnic group, disability, age or gender etc.).

In addition, local authorities may promote equality by encouraging contractors to draw up policies that will help the contractor to avoid unlawful discrimination and promote equality of opportunity. However, such encouragement can only be voluntary once contracts have been awarded, rather than being part of the selection process.

8. Useful definitions

Here are some definitions that you will find useful when completing an EQIA analysis.

**Direct discrimination** – treating one person less favourably than another on grounds of a protected characteristic – this is unlawful

**Indirect discrimination** – this occurs when a rule or condition which is applied equally to everyone
- can be met by a considerably smaller proportion of people from a particular group
- is to the disadvantage of that group, and
- cannot be justified on the grounds mentioned above

NB - all 3 conditions must apply.

Indirect discrimination is also unlawful. However, legislation allows positive action as a way of overcoming inequality

**Positive action** - allows you to
- provide facilities or services (in training, education or welfare) to meet the particular needs of people from different groups e.g. English language classes
- target job training at those groups that are under-represented in particular areas of work, and
- encourage applications from groups that are under-represented in particular areas of work
- appoint staff from communities that are under-represented in your workforce in cases where they are judged to be of the same merit as any other candidate

Positive action plans are only meant to be a temporary solution, and you may need to review them regularly. You should not use them if the under-representation or particular need no longer exists.

9. Socio-economic considerations
Inequality and disadvantage are not only associated with issues such as gender, age, disability, ethnicity etc. Overarching and interwoven with these is the persistent inequality that results from someone’s family background, a lack of academic qualifications, unemployment status, or where they were born or live. For this reason, the assessment should also look at the possible impact of any proposals on these communities.

10. Impact on staff

In addition to looking at the potential adverse impacts of your proposal on customers and residents, you should also make sure that you examine the effects that it is likely to have on groups of your staff. Any changes to staffing structures should obviously be carried out in accordance with Human Resources policies and procedures. Good practice involves informing and consulting with your staff. In the event of an adverse impact being identified, managers must consider whether the proposed changes can be amended to reduce or eliminate the impact whilst still achieving the objectives of the restructure/review. Where it is not possible to minimise an adverse impact, the consequences on the staff concerned should be justifiable and proportionate. Actions to mitigate any adverse impact must be identified and recorded.

11. And finally....

Please note that the Council is required to publish the results of our predictive assessments/analyses, and we do this by publicising all the assessments in the Council’s Equality Annual Reports that are posted on the Council website. Copies of the full assessments will be made available to members of the public on request, and will be published on the website in the near future. Therefore your completed template will be a public document.

Please also note that you are asked to indicate lead officer responsibilities, timescales and costs of any work you submit on your action plan. Progress against these actions will be monitored. If costs cannot be met from existing budgets, it is the responsibility of the manager completing the assessment to identify or gain approval for other budgets that can be used.

Please return the forms electronically to Martin Garnar in the Chief Executive’s Unit. If you have any queries or comments on the assessment process, please contact either:

- Martin Garnar on ext. 3113, or
- your departmental equalities liaison officer. As at July 2011, these are -
  - Chief Executive — HR issues (Louise Allen x3072), all other issues (Martin Garnar x3113)
  - Environment Services (Suj Ponnampalam x6137)
  - Finance and Corporate Resources (Christine Cox x4103)
  - Health, Housing and Adult Social Care (Doug Wilson x1540)
  - Regeneration, Leisure and Culture (Sharon Strutt x4812)
  - Schools and Children’s Services (Selam Kidane x4813)
12. What next?

*Step 1* – Complete the template, using the guidance to help you when necessary

*Step 2* – Check that you have responded to each question

*Step 3* – Please list any recommendations for action that you plan to take as a result of this impact assessment analysis in the action plan template (page 17)

*Step 4* – Get the EQIA analysis and its actions agreed and signed off by the relevant Assistant Director

*Step 5* – Send an electronic copy of the completed pro-forma (including cover sheet) and action plan to Martin Garnar in the Chief Executive’s Unit.
13. Predictive equality impact assessment/equality analysis template

Please complete this cover sheet

<table>
<thead>
<tr>
<th>Proposed change to service/policy/budget</th>
<th>Reduction in staffing budget for the Library &amp; Museum Service</th>
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<tbody>
<tr>
<td>Officer completing the assessment</td>
<td>Julie Gibson</td>
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<tr>
<td>Extension Number</td>
<td>Extension 3749</td>
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<tr>
<td>Service</td>
<td>Library &amp; Museum Service</td>
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<tr>
<td>Department</td>
<td>Regeneration, Leisure &amp; Culture</td>
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<td>Date impact assessment completed</td>
<td>January 15th 2013</td>
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</table>
Section 1 – About the service, policy or budget, and proposed change

Q1. Please provide a brief description of the service/policy/budget
Library & Museum Service. Statutory service covered by the Library and Museums Act 1964

Q2. Please provide a brief description of the proposed change(s) to the service/policy/budget

Reduction in the Library and Museum Service staffing budget of £167,500. This represents the consolidation of the budget reduction for 2012/2013 which was found for one year by increasing the vacancy factor for the service together with the required budget reduction for 2013/2014.

There are some proposed changes to staff who provide specialist resources and services to the most socially excluded audiences, but the service will retain staff who will work with those most at risk of exclusion and these will continue to be managed by the Community Engagement Manager.

Q3. Does equalities monitoring of your service show that the beneficiaries in terms of the recipients of the service, policy or budget, and the proposed change include people from the following groups?

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Q4. If you answered ‘no’ to any of the groups listed in Q3, please state why?

Not applicable – see answer above.

Q5. How will the proposed change eliminate discrimination, promote equality of opportunity, or promote good relations between groups in the community?

The Community Engagement Manager takes overall responsibility for an outreach team to ensure we maintain service to these groups. This post also takes the service lead on all aspects of equality and diversity. Although there will be changes to the Outreach Team, the staffing will be retained within the service and will move to a more frontline customer service type role. The role of Outreach Officer will be retained.

Customer Services Officers will take responsibility for conducting outreach in their local area to ensure that services remain relevant and targeted. The Community Engagement Manager is currently developing Engagement Workshops for these staff to ensure that they understand how to engage with their local community in its widest sense. These staff already have outreach targets in place as part of the Performance Assessment Review (PAR) process.

The Community Engagement Team will continue to work very closely with the Stock Promotions Officer, Digital Services and the Museum and Local Studies teams to ensure services are well marketed and audiences developed for the whole service.

Section 2 – Consultation and communication

Q6. Please list any recent consultation activity with disadvantaged groups carried out in relation to this proposal

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<td>R</td>
<td>This is an internal process which will be consulted on via the Council’s democratic process. There is unlikely to be any direct impact on communities served.</td>
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Section 3 – Assessment of impact

Q7. Please state how you have publicised the results of these consultation exercises, and what action you have taken in response

This will be done via the Council’s democratic process and the service is following Corporate Human Resources Principles of Managing Reorganisations.

Q8. Please describe any other relevant research undertaken to determine any possible impact of the proposed change

Via local, pan London and national benchmarking data, it can be seen that many library services have been moving towards a more generic approach to staffing their libraries to ensure a consistent approach to service delivery. Management and support service costs are being reduced and resources targeted to the delivery of front line services. However, the role of local staff responsible for service delivery is being strengthened in many library services, to enable them to focus on outreach and proactive ways of increasing library take up, achieving effective partnerships and service development. This is the case with our Customer Services Officer.

The staffing structure needs to stay as flexible as possible to optimise community outreach to introduce services to those with a low take up.

Q9. Please list any other evidence you have that the proposed change may have an adverse impact on different disadvantaged groups in the community

This is not believed to be the case as the roles of Community Engagement Manager and Outreach Officer are being retained to ensure equality of service provision and delivery.

Q10. Could the proposal discriminate, directly or indirectly, and if so, is it justifiable under legislation? Please refer to the guidance notes under the heading, 7. Useful Definitions

This is not believed to be the case

Q11. Could the proposal have an adverse impact on relations between different groups? If so, please describe

This is not believed to be the case

Q12. How could this proposal affect access to your service by different groups in the community?

It is believed that access has been improved by a more robust approach to community outreach and the strengthening of our universal delivery model where all
Q13. How could this proposal affect access to information about your service by different groups in the community?

It is not believed that this proposal will have any negative impact on how people access information about the service.

Section 4 – Tackling socio-economic inequality

Q14. Will the proposal in any way specifically impact on communities disadvantaged through the following socio-economic factors? Please explain below. If it does not, please state how you intend to remedy this (if applicable to your service), and include it in the action plan

Communities living in deprived wards/areas

I do not believe that this will impact adversely on disadvantaged communities. The Library Service has 17 conveniently located service points covering a wide geographical area across the borough. This is supplemented with a Mobile Library and a Housebound Service for those unable to access the service via one of our branches. The Museum is in a town centre location and has a presence on both floors of the Dugdale Centre with the temporary exhibition space on the ground floor and the permanent ‘Enfield Life’ gallery on the first floor. The Library & Museum Service is free at the point of delivery and provides:
- Free public access to the Internet & WiFi
- Lending services including books (adult & children) and audio visual materials
- Information services including hard copy & online resources, newspapers, journals & magazines
- Range of reader development/library based activities for adults & children
- Work Clubs at Orndance Road, Enfield Highway and Ponders End Library
- An access point for council information and the potential for digital access to museum exhibits
- In some libraries a space for room hire by community groups

See also information below

People not in employment, education or training

Libraries have always been ‘street corner universities’. People in the UK have benefited from free access to study space and learning resources for nearly 150 years. The presence of libraries throughout the community, open evenings and weekends, facilitates access for those with busy lives. The neutral, ‘no-strings’ environment welcomes those for whom more formal learning places appear too challenging.

Libraries have long provided key support to schools in the development of literacy skills in young children, and in recent times, in the provision of specialist homework support centres. In the last ten years libraries have begun to exploit the potential of ICT to support learning to the full. There are job clubs at Edmonton Green and Fore Street Library and an Exchange Learning Centre at Edmonton Green Library and our ‘Community Learning’ programme is based upon two free web based learning resources that between them have almost 100 courses and study aids.

People with low academic qualifications
<table>
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<th>People living in social housing</th>
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<td>Lone parents</td>
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<td>People on low incomes</td>
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<td>People in poor health</td>
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<tr>
<td>Any other socio-economic factor</td>
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**Section 5 – Impact on staff**

**Q15. How have you consulted, or otherwise engaged with, all relevant staff about this proposal (including any staff on sickness or maternity leave)?**

This budget reduction proposal will be discussed at Senior Management Team level and cascaded through the service. Individuals at risk will be consulted via the formal Council processes.

The formal consultation process will follow Corporate Human Resources guidelines. Where possible members of the Senior Management Team will speak informally to staff whose posts may be deleted and could therefore be at risk.

There will be a range of opportunities for staff to meet with the Head of Libraries & Museums, a representative from Human Resources and other senior managers regarding the proposed changes.

One to One sessions with senior managers will also be offered to any staff affected by the process during the period of consultation and local managers will use their regular local meetings to discuss the proposals with staff.

The appropriate Trade Unions will be consulted in line with Council procedures. Communication is key to the smooth implementation of the budget reduction and, in addition to the consultation process outlined above, there will be a range of methods for staff to stay fully informed of the process.

- Local team meetings
- Regular updates from management team representatives

Staff will be encouraged to use their Team briefing process effectively during this period.

Every effort will be made to ensure that consultation is as meaningful as possible and that maximum engagement of all staff is achieved. A key aim will be to minimise uncertainty for staff, especially those who are directly affected.

We have also taken into consideration the most recent consultations for the 2011 Library Strategy to ensure that we are still able to deliver our five year development programme for the service.
Q.16 If your proposal involves a staff restructuring, how have you discussed this with relevant trade unions?

Please see above

Q.17 Does job matching of existing staff against the new proposed staff structure, following any assimilation process, indicate that any particular groups of staff are adversely affected more than others?

<table>
<thead>
<tr>
<th>R</th>
<th>The 3.5 FTE posts that are proposed for deletion are filled by staff who between them cover both genders, a range of ethnic groups and a range of ages. There is no evidence of any protected characteristic that suggests any disproportionate negative impact as a result of the proposed post deletions. These posts are all on generic job descriptions, and there are vacant posts within the service which could represent suitable offers of alternative employment on the same grade.</th>
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Q.18 Are there any proposed changes to working hours, work locations or duties likely to have a negative impact on particular groups of staff?

<table>
<thead>
<tr>
<th>R</th>
<th>This is not believed to be the case</th>
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Section 6 - Miscellaneous

Q19. Do you plan to publicise the results of this assessment? Please describe how you plan to do this

This equality impact assessment/analysis will be published and available to the public via the Council’s Equality Scheme Annual Report. It will also be cited in the 6 month review of the Library & Museum Service Centre Plan

Q20. How and when will you monitor and review the effects of this proposal?

- Via the regular monitoring of our service use and local targets and performance indicators
- Customer feedback
- Staff feedback

The effects of this proposal will also be reviewed as part of the Council’s three year rolling programme of retrospective equality impact assessments/analyses
### 14. Action plan template for proposed changes to service, policy or budget

Proposed change to, or new, service, policy or budget

Reduction in Library and Museum Service Staffing Budget as part of the Council’s Budget Reduction Process

Team: Library and Museum Service

Service manager: Julie Gibson

<table>
<thead>
<tr>
<th>Issue</th>
<th>Action required</th>
<th>Lead officer</th>
<th>Timescale</th>
<th>Costs</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implementation of the proposals once approved</td>
<td>Redeployment/redundancy process as appropriate</td>
<td>Julie Gibson</td>
<td>By end of March 2013</td>
<td>Staff time and existing resources</td>
<td></td>
</tr>
<tr>
<td>Evaluation of impact on disadvantaged groups</td>
<td>Setting of targets and standards in relation to community outreach as part of the work programme for the Community Engagement Team</td>
<td>Madeline Barratt and the Library &amp; Museum Service Management Team</td>
<td>By end March 2014</td>
<td>From existing resources</td>
<td></td>
</tr>
<tr>
<td>Monitoring</td>
<td>Regular reporting as part of the Library &amp; Museum Service Performance Management Framework to ensure that the above targets are met, or revised as appropriate and through the next retrospective equality impact/assessment/analysis of the service</td>
<td>Madeline Barratt and the Library &amp; Museum Service Management Team</td>
<td>By end March 2014</td>
<td>From existing resources</td>
<td></td>
</tr>
</tbody>
</table>

APPROVAL BY THE RELEVANT ASSISTANT DIRECTOR - NAME: [Signature]